

This Week

- Resolutions called for, page 5.
- Farmland preservation has become national issue, page 11.

Vol. 10, No. 17

COUNTY NEWS

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

April 24, 1978



Washington, D.C.

CETA Showdown Begins

WASHINGTON, D.C.—The House subcommittee on employment opportunities began markup on the Administration's CETA reenactment bill, Comprehensive Employment and Training Amendments of 1978 (H.R. 11086), April 18, but took no votes last week.

The group, chaired by Rep. Augustus Hawkins (D-Calif.), listened to staff explanations of over 160 pages of proposed amendments to the Administration's bill.

The subcommittee will start accepting, changing or rejecting the amendments on April 24, the same day that the Senate subcommittee on employment, poverty and migratory labor starts marking up its CETA bill (S. 2570).

Both the House and Senate subcommittees appear to be planning a major increase in public service jobs for the structurally unemployed. The House plans to shift about \$2 billion dollars to the "structural" Title

II of the bill for a rough total of \$4 billion. No more than half of the funds for that title could be used for PSE wages; the rest could be split among training and developmental activities. The Senate group would make PSE a new Part D of Title II in the bill and devote even more money to it.

Allocation formulas are an overriding concern in both Houses. The Labor Department delivered a set of optional formulas to the two groups

last week. The analyses of various options are just beginning.

Current public service jobs funds were distributed on the basis of 1976 unemployment data, and there is tremendous concern that changes will drastically alter the distribution of CETA funds in the future. Moreover, the Bureau of Labor Statistics has implemented changes in how the statistics are computed that could have unanticipated effects. Reports from a few areas show the change in

methodology has caused drastic drops in unemployment figures.

Both subcommittees will be working on CETA this week. In line with the congressional budget process, they must finish and the full committees (House Education and Labor and Senate Human Resources) must report out their bills by May 15.

On page 12 is NACo's analysis of the key issues, our position, and the proposed House subcommittee amendments affecting these issues.



PRESIDENT ATTENDS ACIR—President Carter discusses his Urban Policy with governors, county officials, mayors, members of Congress, and representatives of the Administration at a meeting of the Advisory Commission on Intergovernmental Relations. Pictured at the meeting, from left, are President Carter; his Assistant for Intergovernmental Affairs Jack Watson; NACo President William Beach, Montgomery County, Tenn.; William Dunn, Salt Lake County (Utah) commissioner; and Lynn Cutler, Black Hawk County (Iowa) supervisor.

URBAN POLICY UPDATE

Progress Report to NACo

by William O. Beach, NACo President

Dear County Official:

Since my letter to you in the April 17 issue of *County News* substantial progress has been made toward getting clarification of the role of counties in President Carter's Urban Policy.

On last Friday, April 14, President Carter met at the White House with the Advisory Commission on Intergovernmental Relations, of which I am a new member. Two other members representing counties, Bill Dunn, Commissioner, Salt Lake County, Utah, and Lynn Cutler, Supervisor, Black Hawk County, Iowa, recently selected by the President to serve as vice-chairman of the Commission, were also present. The President spoke of the significant role of ACIR and solicited its advice not only on program and policy content but also on their implementation. In the course of his presentation to the assembled members of Congress, governors, mayors, county officials, state legislators and representatives of his cabinet, he made it unequivocally clear that he understands the importance of counties in providing services in urban areas and that he wants counties to participate as full and active partners in his urban policy. He stated that as a former county official himself he appreciates the vital role of counties in American government.

The President intimated that the urban policy documents, together with his own announcement speech, should have specified county governments as partners along with cities and states. Acknowledging this oversight, he asked for the support of counties in the Congress and elsewhere, now that the county role had been clarified. He stated that he would be very grateful if I would convey his message to county officials throughout the nation.

He reaffirmed his confidence in his Presidential Assistant for Intergovernmental Affairs, Jack Watson, and noted that Watson spoke for the President. This statement reinforces the importance of the letter from Mr. Watson published in the *County News* last week, which seeks to reassure counties that they do have an important role in the new policy.

I am thus convinced that the President wants county involvement and understands the importance of county participation if his urban plans are to succeed.

We are not, however, all the way home. The President has not yet agreed to a meeting with our NACo leadership as we have asked, nor has the White House yet made his views concerning the county role known to the public or to the rest of his administration. The meeting with ACIR was closed to the press and there have been no press releases concerning counties and the Urban Policy.

See BEACH, page 4

Lobbying Disclosure Action Postponed

WASHINGTON, D.C.—The House of Representatives adjourned as *County News* went to press without completing action on the Public Disclosure of Lobbying Act (H.R. 8494). On Wednesday, April 18, an amendment was offered by Rep. Jim Santini (D-Nev.) to accord associations of state, county and city elected and appointed officials the same treatment as federal officials and organizations and exempt them from registration under the bill.

The original Santini amendment was defeated 33-28 in "a division of the House" whereby members stand for a vote. A follow-up motion for a roll call vote was turned down by three votes on April 18.

The House has postponed action on the lobby bill until the week of May 1 because of many confusing amendments that were passed by the House last week.

When the House considers the bill again a compromise amendment to the bill will be offered by Rep. Santini which will grant special consideration to state, county and city elected officials, their employees and associations.

NACo urges county officials to contact their representatives to support the Santini compromise amendment for counties, cities and their associations.

Many members believe that the floor amendments adopted thus far have added so many complicating provisions that the entire bill is in jeopardy.

On April 13, the Advisory Commission on Intergovernmental Relations (ACIR), the presidential commission designed to improve in-

tergovernmental communications, adopted a resolution directing ACIR staff to make a thorough study of lobbying by federal, state, county and city officials and the need for disclosure. ACIR asked Congress to exempt all government officials and their associations (such as NACo) from registration under the lobby bill until the study is completed.

Fiscal Assist Bill to Hill; States Out

WASHINGTON, D.C.—As *County News* goes to press the Carter administration's Supplemental Fiscal Assistance legislation is being sent to Capitol Hill.

The bill, which replaces the Countercyclical Antirecession program due to expire Sept. 30, is the first of the new initiatives proposed by the President as part of his \$8.3 billion Urban Policy.

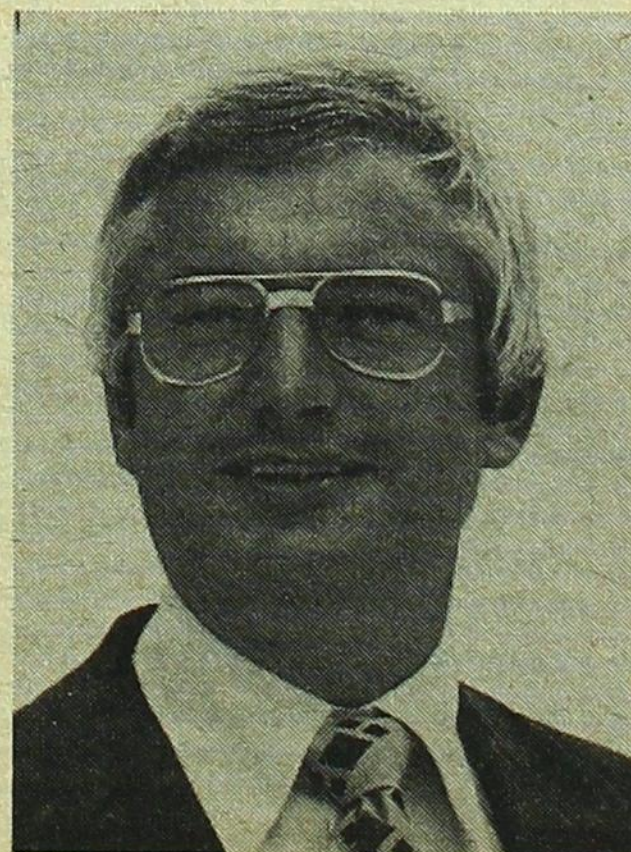
As proposed in the Urban Policy the new \$1 billion fiscal assistance bill would be focused on the most "fiscally strained" local government. In a radical shift from the current antirecession program, no funds would be made available to the states. Currently the states receive one-third of the \$1.3 billion program.

The bill eliminates the current 6 percent national unemployment rate trigger and relies instead on local conditions which may be worse than the nation as a whole.

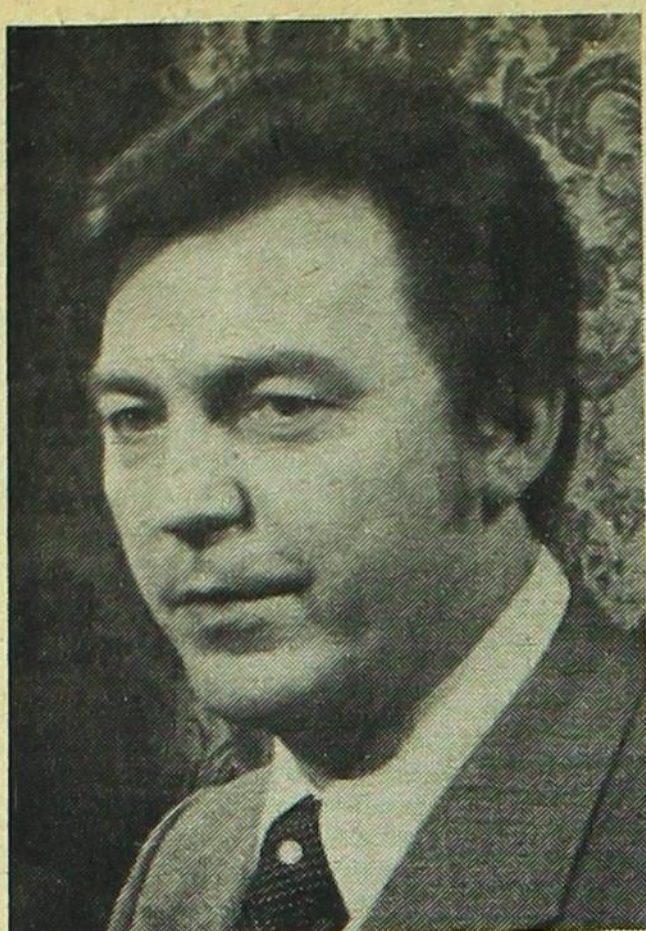
Eligible units of local government—cities, counties, towns and villages—would be required to meet either of two tests of distress: an unemployment rate of 4.5 percent or higher; or if it lagged behind the national growth rates in two or more of the following categories—employment, population and per capita income.

The second distress test was added to the program to provide a better measure of distress in rural areas, where unemployment data is often inadequate and incomplete.

The Treasury Department estimates that some 27,000 local governments would be eligible for the program compared to 17,000 now receiving funds. However, no jurisdiction would receive more than it currently receives under the antirecession program.



Santini



Hongisto



Perpich

Jail Assembly Speakers Set

WASHINGTON, D.C.—Richard Hongisto, called "America's most innovative and unconventional law-enforcement official" by nationally syndicated columnist, Neal R. Peirce, will be a featured speaker at NACo's Second National Assembly on the Jail Crisis to be held in Minneapolis, Minn. May 17-20. Hongisto, who served two terms as San Francisco county sheriff, was fired recently after three months as police chief of Cleveland, Ohio. The firing of Hongisto by Cleveland's Mayor Dennis Kucinich precipitated a recall attempt of the mayor.

As sheriff of San Francisco County, Hongisto, in spite of limited funds cleaned up the county jail, obtained medical, dental and psychiatric care and developed a variety of rehabilitation programs. Hongisto recruited staff from minority groups and utilized young volunteers in large numbers to assist in institutional programs. Observers credited the colorful sheriff with "humanizing" a decrepit institution.

Currently, Hongisto is an adjunct research fellow at Case Western Reserve University and conducts a talk show on a Cleveland radio station.

Minnesota Gov. Rudy Perpich will give the keynote address to the Assembly on Wednesday, May 17 at 10 a.m. Perpich assumed his post after Gov. Wendell Anderson resigned in December 1976 to assume Vice President Walter Mondale's U.S. Senate seat.

Perpich served two terms in the Minnesota Senate and was twice elected lieutenant governor.

The assembly runs from 10 a.m. Wednesday, May 17 to 11:30 a.m. Saturday, May 20. Panel sessions on legal issues, diversion of juveniles, standards, improved medical care, education, vocational training, furloughs, and improved jail management are offered. Special sessions will be held on programs for incarcerated women and the problems of the rural jail. Tours have

been arranged of the recently renovated Hennepin County Jail, the Ramsey County Jail and various community programs in Hennepin County.

"We're offering a chance for elected officials, corrections professionals, and interested groups to explore solutions to the jail crisis that can be implemented at the local level," according to NACo Criminal Justice and Public Safety Steering Committee Chairman Phil Elfstrom of Kane County, Ill. "The exchange of ideas offers the best hope for solutions and we look forward to that process."

GIVES LOCALS AUTHORITY

Major Health Promotion Bill Reported Out of House Unit

WASHINGTON, D.C.—THE House Commerce health subcommittee, chaired by Rep. Paul Rogers (D-Fla.), reported out a bill April 12 which provides greater incentives for the provision of local public health services. According to Dr. Hugh Tilson, human services director, Multnomah County, Ore. and president of the National Association of County Health Officials (NACHO), the bill "has a potential of being one of the most significant health promotion and disease prevention initiatives ever enacted by Congress."

Present public health laws are widely categorized into specific diseases or services such as venereal disease, tuberculosis, home health care, immunizations, rat control, among others. There are over 20 categorical health programs, each with their specific requirements and paperwork. Very few are designed to support preventive health resources.

The National Health Incentive Grants Act of 1978, H.R. 10553, attempts to direct federal resources into the health promotion area. The bill, and a similar one introduced in the Senate (S. 2657) by Sen. John H. Chafee (R-R.I.), would establish a shared federal-state-local funding responsibility for public health protection and preventive programs. The legislation would give state and local health agencies greater flexibility in determining funding priorities.

H.R. 10553 and S. 2657 would also give state and local officials author-

ity to determine what health promotion and disease prevention programs would be provided and how these services would be carried out.

According to Tilson, this proposal would complement a future national health insurance program. A national health insurance plan would finance personal health services; the cost-sharing proposal would finance public or communitywide concerns relating to disease control, health hazards, and preventive health services that affect all people or particular segments of the population.

The best provision is the one that would permit states and local gov-

ernments to set their own public health priorities, said Tilson.

The House bill has the support of Chairman Rogers and the House Commerce health subcommittee ranking minority member, Dr. Lee Carter (R-Ky.).

No action is expected on S. 2657. Another Senate bill, S. 2474, contains a simple one-year extension of the categorical health programs; the fate of this bill is uncertain. If the bills pass, major differences would have to be worked out in a Senate House conference committee.

—Michael Gemma

New Food Stamp Regs

WASHINGTON, D.C.—NACo has learned from Department of Agriculture officials that publication of the proposed food stamp regulations is expected later this month. The regulations which have already passed through Office of Management and Budget (OMB) clearance are now in their final stages of review by USDA officials.

The new food stamp program, enacted in September, contains significant reforms which NACo has supported. Of greatest importance are the provisions simplifying eligibility and benefit determinations, and eliminating the purchase requirement.

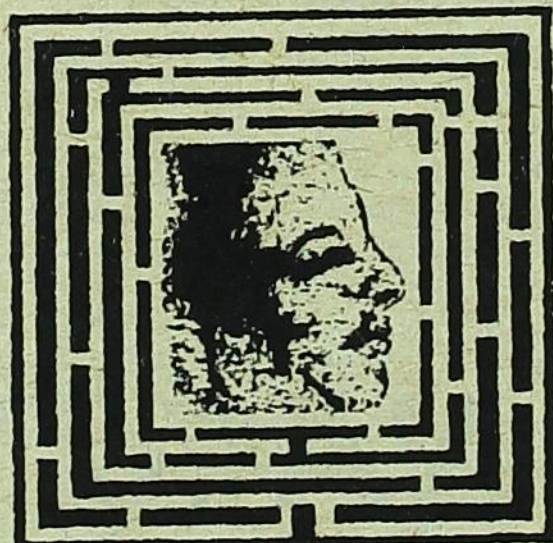
The proposed regs are expected to be issued in three states. The first

group, to be released shortly, will contain eligibility criteria, issuance and retailer-wholesaler provisions. A second group will contain outreach provisions, and the final group will consist of program administration plans of operation requirements.

Counties hoped that the first group of regulations, when in the final form, will be implemented by Oct. 1.

Publication of each group of regulations will be followed by the required 45-day public comment period. NACo is forming a task force to review and respond to these proposed regs. If you are interested in serving on this committee, please contact Aliceann Fritschler 202-785-9577 ext. 204.

Second National Assembly on the Jail Crisis



May 17-20, 1978
Minneapolis, Minnesota

The American Jail in Transition

Topics include:

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

Conference Registration

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

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

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

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

Please Print:

Name _____

County _____

Title _____

Address _____

City _____

State _____

Zip _____

Tel. () _____

Hotel reservation request: Radisson Hotel

Occupant's name(s) _____

☐ Single \$30 ☐ Double \$36

Arrival Date/Time _____

Departure Date/Time _____

Suites available on request \$75-\$200

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

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WELFARE REFORM:**No More 'Patchwork'**

WASHINGTON, D.C.—Frank Jungas, commissioner, Cottonwood County, Minn., told Senate leaders last week that while some elements of welfare reform could be implemented immediately, the cash assistance system requires major overhaul and should not be patchworked again.

"We have had 15 years of scotch tape and band-aids without significant progress toward getting people into the mainstream and off welfare. We are not ready to settle for half a loaf," he said.

Jungas, who is chairman of NACo's Welfare and Social Services Committee, appeared before the Senate Finance subcommittee on public assistance. With him were Forrest Campbell, commissioner of Guilford County, N.C., and Keith Comrie, director of Los Angeles County's Department of Public Social Services.

THE HEARINGS were chaired by Sen. Daniel Patrick Moynihan (D-N.Y.), who praised NACo as the one organization which has been working for meaningful welfare reform for 15 years and has done the most to see that Congress would act this year.

Moynihan opened his remarks by saying that even though he had read in the newspaper that the Carter administration has given up on welfare reform, he intended to continue pressing for it in concert with Sens. Henry Bellmon (R-Okla.), Howard

Baker (R-Tenn.), and Abraham Ribicoff (D-Conn.), who have introduced their own bill, S. 2777. That bill is more incremental than the House bill, H.R. 10950, approved by the House welfare reform subcommittee.

Jungas pointed out that, although debate in Congress has shifted to an "incremental" approach to welfare reform, counties continue to support a comprehensive approach.

He explained that NACo supports two basic reforms incorporated in the Carter-Corman bill: a work security and job creation program for persons who can work; and a simplified, consolidated income assistance program with uniform federal benefits for persons not expected to work.

"From this two-pronged program we hope to achieve a more fair and rational program of jobs and support for the needy; and a more fair and rational distribution of the dollars that fund it," he said.

He informed the subcommittee that counties could support some incremental welfare reform measures, if they don't jeopardize comprehensive reform. These include fiscal relief, earned income tax credits, jobs targeted to welfare recipients, and job credits and a job vouchers system.

BACKING UP Jungas was Comrie who said that comprehensive reform was needed to bring welfare mothers into productive mainstream America.

"Our current systems and recent general improvement in the economy and job market have simply not significantly affected our welfare mothers. ... In the past five years our national workforce has increased from 83 million to 93 million persons. ... Yet, on the other hand, we have substantially the same number of female-headed welfare families today as we did five years ago.

"Many of these women have lost hope. In addition, the attitude is being transferred to their children and is causing a steady rise in trans-generational welfare. ... Our most recent survey shows that in my county 37,000 of our 176,000 AFDC-FG cases are second generation welfare families," Comrie pointed out.

ANY SUCCESSFUL welfare proposal, Comrie said, must also provide:

- A series of work incentives so that it always pays to work;
- Eligibility for intact families;
- Universal coverage so that persons are aided based on need rather than family or other situation;
- A simple system, with benefits paid in cash without the expensive

and administratively complex in-kind supplements such as food stamps.

Campbell stressed that county governments support the welfare reform goal "to make work more profitable than welfare," and said that welfare reform legislation should rely on the Comprehensive Employment and Training Act (CETA) as the basic delivery system for the jobs side of welfare reform.

Campbell noted difficulties with running the jobs program through WIN and not CETA. "The WIN program is a highly structured, detailed and complex program which allows for limited flexibility in working with the client. Paperwork is tremendous and the emphasis seems to be on statistics (quantity vs. quality)," said Campbell.

There is little effort directed toward working with the unemployed, "difficult client" and the screening process for participation is selective, he noted. In recent years, although an attempt has been made to make the program an equal responsibility, it is still a DOL program and the authority lies with the state employment service (ES).

EXAMPLES of concern include the fact that ES brings into the program only those clients who will be successful in getting a job, Campbell noted. They refuse to bring into the program those individuals who they cannot work with, regardless of the client's desire to work.

"We have found the CETA program, although not perfect, to be far superior to the WIN program. Our board of county commissioners recently authorized the Department of Social Services (DSS) to utilize CETA employment as a tool in hiring low income, unemployed, and AFDC recipients. Within a matter of days, 27 of the 28 positions were filled with AFDC recipients. ... The red tape was at a minimum," said Campbell.

All three county officials emphasized that county governments need immediate fiscal relief.

"Over 65 percent of all the federal welfare costs and approximately 50 percent of the welfare recipients are in states where counties run the programs. ... Many county governments across the nation are in trouble due to the rising costs of federal medical and welfare costs over which counties have no control or policy-making power whatsoever," said Jungas. "In my own county we have had to increase the budget 34 percent to cover program costs."

L.A. Supervisor Calls for 'Equal Time' with Carter

LOS ANGELES COUNTY, Calif.—Pete Schabarum, chairman of the Los Angeles County Board of Supervisors, has called for "equal time" with President Carter in a move to spur more aggressive federal action in dealing with the costly illegal alien problem.

In an April 13 telegram to the President, Schabarum noted that *The Washington Post* newspaper had reported on a White House meeting between Presidential Assistant Margaret Constanza and 14 Latin Americans, several of whom were illegal aliens (and reportedly had trouble getting past the White House guards).

"As chairman of the Los Angeles County Board of Supervisors and a member of the National Association of Counties," said Schabarum, "I would appreciate equal time where county representatives could brief

you on the failure of your Administration to take aggressive action to deal with the alien problem."

Schabarum said local taxpayers are being forced to "shoulder unreasonable costs" ranging in the millions of dollars annually in providing health, welfare and justice system services to the "virtually unchecked flood of persons entering this country illegally."

Schabarum noted the irony of the meeting between Presidential Assistant Constanza and the Hispanic group, including the illegal aliens.

"Your staff," he said, "has no time to meet with local county officials who represent the tens of millions of taxpayers who are paying the bill."

One of the most significant social issues facing many counties throughout America is the subject of illegal aliens, declared Schabarum, adding, "I think it is time for you to meet with us to solve this costly problem."



WELFARE REFORM TESTIMONY—County officials tell Congress that welfare reform should be comprehensive with no more "patchwork." Testifying are, from left, Keith Comrie, director of the Los Angeles County Department of Public Social Services; Frank Jungas, commissioner, Cottonwood County, Minn. and chairman of NACo's Welfare Steering Committee; and Forrest Campbell, commissioner, Guilford County, N.C.

Multnomah Health Funding Program Voted as 'Model'

NEW ORLEANS, La.—NACo's special national health insurance subcommittee recommended earlier this month a model local "national health insurance" plan for all counties. Called "Project Health," the program in Multnomah County, Ore., working toward the consolidation of public health care funds at the local level in order to purchase "mainstream" health care for all the medically indigent of the county.

Contracts with private-sector providers are utilized by clients who are reached through an outreach and access system in the human services department of county government. Services available to county residents are: hospital, physician inpatient care, skilled nursing facility care, and emergency transportation services. Negotiations have been completed with comprehensive prepaid insurance and Health Main-

tenance Organization (HMO) programs, and plans are being formulated for ambulatory care of persons who elect not to enroll in a health maintenance organization or health insuring organizations.

In 1975-76, the county spent over \$4 million in local funds plus \$2.5 million federal and state funds received under Title XIX of the Social Security Act (Medicaid) and the Public Health Service Act.

A MEMBER OF the subcommittee, Police Juror Ralph Rentz of Webster Parish, La. said that "we (county officials) should insist on a health program that stresses free choice of care, and the Multnomah County program seems to do just that."

The county has contracted with three HMOs, two private health in-

surance companies and many private physicians to provide care to the county's medically indigent population. Essentially, the county no longer provides care directly. Instead, it acts as a broker for the medically indigent (working poor people, disabled persons, migrants, illegal aliens, children not eligible for Medicaid, etc.) to ensure that they receive health care in the private sector.

Dr. Hugh Tilson, director of human services for the county, said, "We are attempting to run a mini national health financing program here in Portland. Notice I said 'national financing' and not national health insurance. National health insurance implies restructuring of the doctor-patient relationship. We are not interfering with that relationship. We are simply ensuring that poor people have money to shop for their medical care in the mainstream."

Don Clark, chairman of the county board of commissioners, is the father of the county program. He said, "When I proposed the plan in 1971, the county was burdened with runaway health costs. Now, under Project Health, we are able to budget intelligently for future health care expenditures. We feel it's a real example of cost containment."

PROJECT HEALTH has been studied by the federal government as a possible local national health insurance model. NACo's national health insurance subcommittee members feel that it should be given similar attention by county officials.

At the same meeting, the national health insurance subcommittee also endorsed the Contra Costa County, Calif. public HMO as an innovative approach for counties to ensure adequate care to their medically indigent and Medicaid populations as well as a way to hold down county health budgets.

the municipal bond market and their desirability will be decreased."

Hair, who is chairwoman of NACo's Tax and Finance Steering Committee, strongly questioned this degree of federal intervention into the area of local responsibility. She wrote:

"We strongly oppose this proposal as offering no real assistance to local governments, while threatening to impose increased federal involvement in local affairs and cause turmoil in the local bond market."

The Tax and Finance Committee voted to oppose the TBO during NACo's annual legislative meeting in

Opposition to TBO Detailed in Letter to Ways and Means

WASHINGTON, D.C.—County officials have sent a statement to the House Ways and Means Committee strongly opposing the taxable bond option (TBO) which President Carter included among his tax reform proposals. The committee, chaired by Rep. Al Ullman (D-Ore.) is considering the entire Administration Tax Reform Package over the next seven weeks.

Mecklenburg County (N.C.) Commissioner Elisabeth Hair took issue with the Department of Treasury over the need for the taxable bond option. "The market for issuing these bonds has improved, and the interest rates have decreased. We fear the TBO will cause confusion in

Beach Letter Urges County Action

Continued from page 1

We in NACo are determined to do our best to prevent future misunderstanding about the county role in this and future administration policies and programs. To that end we will continue to press for the issuance by the President of an executive order which would give direction to all federal departments, agencies and staff of the executive

office of the President concerning appropriate county involvement in federal policies, programs and pronouncements. Such an order would recognize counties as full partners in the American system of government by providing for:

- The appointment of county officials to special advisory committees;
- Inviting county officials to

meetings and briefings to advise and counsel with federal officials;

- Specifying that agency executive orders, draft legislation, and rules and regulations clearly identify counties;
- Communicating through speeches and pronouncements clear identification of the levels of government involved, that is, "states, counties and cities," or "governors,

mayors and county officials."

We are pressing for an early meeting of our NACo leadership with the soon to be created Federal Interagency Coordinating Council. This council, called for in the Urban Policy, and composed of the key assistant secretaries responsible for urban programs, will seek to better coordinate existing programs through administrative changes and retargeting of existing federal funds.

The White House representative will be Jack Watson. We must be absolutely sure that such changes and reorientation of existing programs involving state and local governments will have careful review by governors, mayors, county officials and congressional leadership.

I will keep you advised of our progress on these matters of vital importance to counties.



COUNTY OFFICIALS TALK TO SEN. MAGNUSON—Sen. Warren Magnuson (D-Wash.), seated, discusses the Agricultural Land Bill with, from left standing, Herb Cowick, Faulk County (S.D.) commissioner; John Spellman, King County (Wash.) executive; Ruth Keeton, Howard County (Md.) councilmember; and Bette Salmon, Dane County (Wis.) supervisor.

COUNTY OPINION

Counties: Save Farmland

by John D. Spellman
Executive, King County, Wash.

Counties and NACo have a unique opportunity this year to help pass a landmark piece of legislation to assist counties in preserving their valuable farmland.

Each year between 2 million and 3 million acres of farmland are being converted to non-agricultural uses. In most cases this land is irretrievably lost to roads, housing and industrial buildings. The tragedy is that much of this land need not be lost. Proper planning and development can provide for a natural harmony between our developed and open lands.

Our small farmers are caught in the middle. They usually do not want to sell their lands, but development pressures often give them no choice. In many parts of our country farming, so important to our economy and so much a part of our heritage, is slowly but surely slipping out of existence. This is a tragedy because our farmlands not only provide the hope of meeting this nation's and the world's food needs, but they also provide a needed separation from rapidly developing areas.

This is a rural as well as urban problem, and it hits each section of our country with equal force and devastation.

This problem hits counties most directly and the solutions to the dilemma have been coming mostly from counties around the country. County Executive John Klein and Suffolk County, N.Y. were the pioneers in agricultural land preservation and now many others

including King County have taken up the charge.

At our convention in Detroit we called for national legislation which would set up a commission to study the problem and for financial assistance to encourage county programs. There are presently bills working their way through Congress which reflect this NACo policy.

NACo has shaped these bills so they are very advantageous to counties:

- The national commission will have county representation;
- The federal funds can pass directly to counties;
- The funds are only to support local efforts; they in no way can be used to direct local policy.

It is important to note that this legislation provides support for counties and localities. It is in no way a federal land use bill. Severe limitations are built into the bill to prevent federal encroachment in our local land use decisions.

The amount of funds to assist local programs is substantial. One version provides \$100 million for each of three years. That is as much as counties receive under the current payment-in-lieu legislation.

The next few months are critical if a bill is going to pass this year. Your help now could be instrumental in preserving our farmlands for our children and grandchildren. This is a county bill and counties are the ones that can make it a reality.

What Is the ACIR?

The Advisory Commission on Intergovernmental Relations (ACIR) was created by the Congress in 1959 to monitor the operation of the American federal system and to recommend improvements.

ACIR is a permanent national bipartisan body representing the executive and legislative branches of federal, state, and local government and the public.

The commission is composed of 26 members—nine representing the federal government, 14 representing state and local government, and

three representing the public. The President appoints 20—three private citizens and three federal executive officials directly and four governors, three state legislators, four mayors, and three elected county officials from slates nominated by the National Governors Conference, the Council of State Governments, the National League of Cities/U.S. Conference of Mayors, and the National Association of Counties. The three senators are chosen by the president of the Senate and the three congressmen by the speaker of the House.

Each commission member serves a two-year term and may be reappointed.

As a continuing body, the commission approaches its work by addressing itself to specific issues and problems, the resolution of which would produce improved cooperation among the levels of government and more effective functioning of the federal system.

Studies undertaken by the commission have dealt with subjects as diverse as transportation and as specific as state taxation of out-of-state depositories.

In selecting items for the work program, the commission considers the relative importance and urgency of the problem, its manageability from the point of view of finances and staff available to ACIR and the extent to which the commission can make a fruitful contribution toward the solution of the problem.

After selecting specific intergovernmental issues for investigation, ACIR follows a multistep procedure that assures review and comment by representatives of all points of view, all affected levels of government, technical experts, and interested groups. The commission then debates each issue and formulates its policy position. Commission findings and recommendations are published and draft bills and executive orders developed to assist in implementing ACIR policies.

Fellowships To Be Given

WASHINGTON, D.C.—The Labor-Management Relations Service (LMRS) of the U.S. Conference of Mayors has been awarded a grant from the U.S. Civil Service Commission to conduct a sixth round of Executive Level Fellowships in Labor Relations. LMRS, along with the American Association of School Administrators' National Academy for School Executives, will be conducting the program. Twenty fellowships will be available for school districts and state and local governments.

Deadline for nominations is June 1. Selections will be completed in June. The orientation and training seminar is planned for July.

For more information, state and local officials should contact Jack Bowman of LMRS, 1620 I St., N.W., Washington, D.C. 20006, 202-293-6790; and school district officials should contact Jerry Melton of AASA-NASE, 1801 North Main St., Arlington, Va. 22209, 703-528-0700.

Officials Approve CD Assist

WASHINGTON, D.C.—The Department of Housing and Urban Development last week approved the establishment of a NACo program to provide technical assistance to the 81 urban counties participating in the community development block grant program.

Authorized by the NACo Board of Directors last December, the program hinged on approval by HUD for urban counties to pay a percentage of their community development block grant entitlement to NACo in exchange for technical assistance services. HUD assistant secretary for Community Planning and Development, Robert C. Embry Jr., has determined that such a payment by urban counties is an eligible administrative expense under the program.

Establishment of the program grew out of deliberations by delegates to NACo's Second Urban County Community Development Conference held last November in Los Angeles, which resulted in a unanimous vote of recommendation to the NACo Board.

It was determined both by the conference as well as the NACo Board that since the technical assistance service fee program would be available to and benefit only a small portion of NACo's membership, it would not be financed from general NACo membership dues. A similar program has been conducted by NACo since 1974 to counties participating in the Comprehensive Employment and Training Act (CETA).

The Community Development Service Fee program will provide:

- In-depth analysis of HUD regulations and policy directives relative to their impact on urban counties;
- Coordinate on-site technical assistance to urban counties in the conduct of community development and assisted housing programs;
- Serve as an informational clearinghouse on housing and community development; and
- Conduct workshops and undertake surveys relating to housing and community development.

It is anticipated that a similar service might be offered to counties participating in the community development discretionary grant program in future years.

Help Federal Agencies Write, Say, Think 'County'

To NACo Membership:

Counties are tired of dealing with federal agencies' representatives who do not understand what counties are and what counties do. Your Executive Committee, steering committee chairmen and urban county representatives meeting in Washington, D.C. April 12 drafted a letter to President Carter which urged him to take a number of public actions to specifically recognize the key role counties must play in any effort to attack urban problems.

One action requested of the President was for him to issue an Executive Order to all federal departments, agencies and staff to make clear the vital and essential role of county government in the American federal system.

Help urge the President to issue a clarifying Executive Order.

On this page is a draft Executive Order which NACo has sent to the President for his consideration and which is strongly endorsed by our elected county leadership.

Join with county boards across the nation to pass resolutions in support of this Executive Order which makes clear the need for county participation in all federal programs.

Send a copy of your resolution to the President, to your congressional delegation and to NACo.

Let us make certain all federal agencies write, say, and think county the next time they draft policy, legislation or regulations affecting county governments.

WORKING DRAFT FOR EXECUTIVE ORDER

THIS ADMINISTRATION hereby recognizes the vital and essential role which county governments play in the American federal system. In partnership with the federal government and/or the states and cities, counties play a very important role in delivering a great array of services. The nation's 3,104 county governments employ more than 1.4 million persons and administer annual budgets totalling in excess of \$60 billion.

IN RECOGNITION of these facts all federal departments, agencies, and staff of the Executive Office of the President are hereby directed as follows:

- **Federal Advisory Committees and Commissions.** When a group is formally designated to advise the Government of the United States with respect to any program in which there is a significant involvement by county government, every effort should be made to have qualified county officials appointed to these bodies.

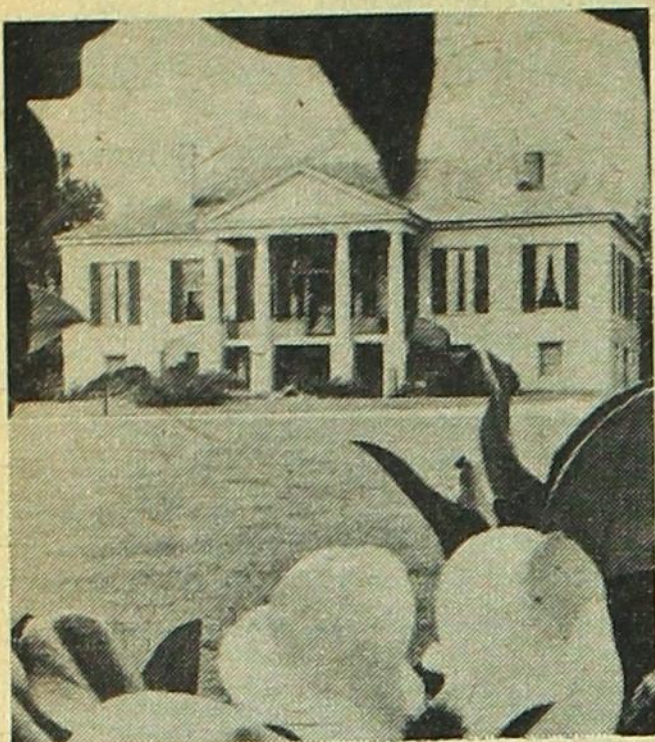
- **Meetings and Briefings with Federal Officials.** When federal officials assemble groups to advise and counsel with them and the subject of that consultation concerns programs in which there is a significant county involvement, county officials shall be invited to participate in these sessions on terms of equality with other participants.

- **Executive Orders, Draft Legislation, and Rules and Regulations.** All federal agency personnel will exercise great care when in the preparation of executive orders, draft legislation or rules and regulations there is a significant county involvement in the activities discussed, counties shall be clearly identified as being involved and not lumped under some vague phrase such as, "and other local governments" or "and communities."

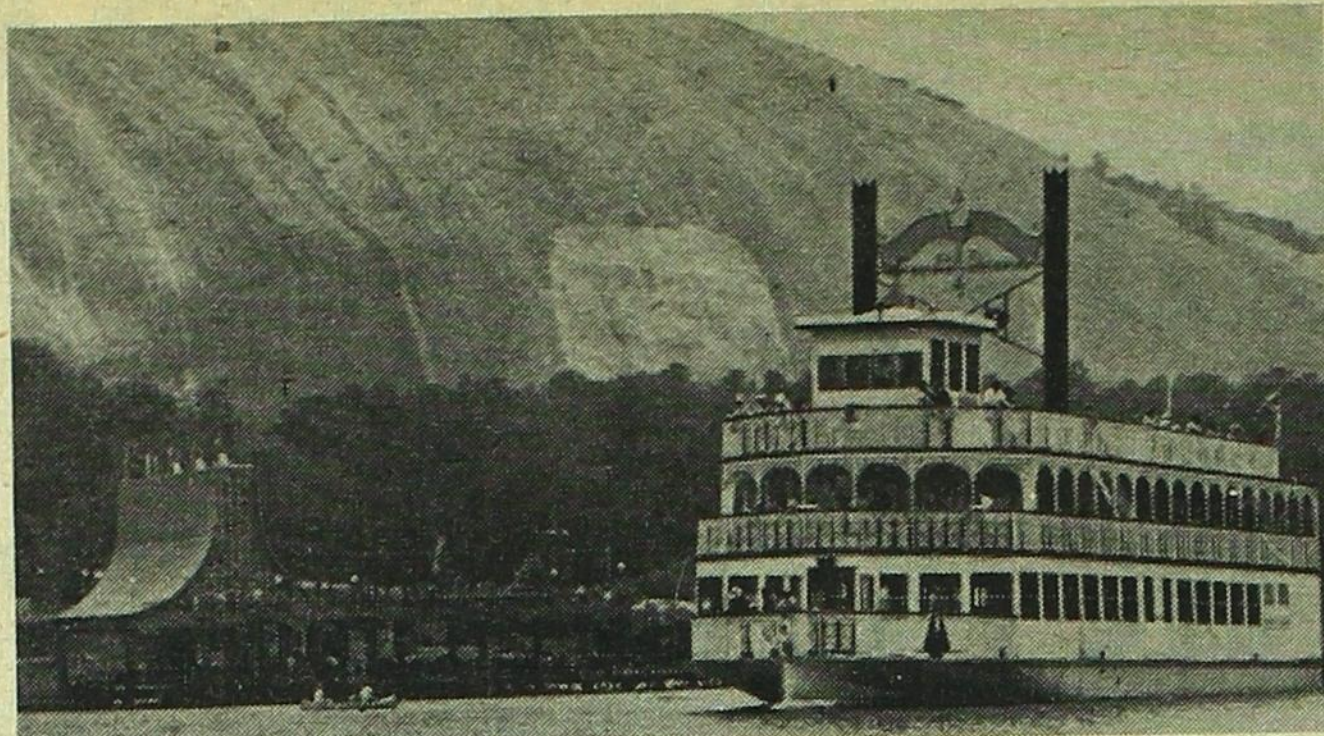
- **Speeches and Pronouncements.** In speeches, addresses and other communications with the public county governments shall be shown equal consideration with cities and states where there is significant county involvement. In these cases when the phrase "states and cities" appears, the phrase shall say, "states, cities and counties."

When the phrase "governors and mayors" appears, the phrase shall specify "governors, mayors and county officials."

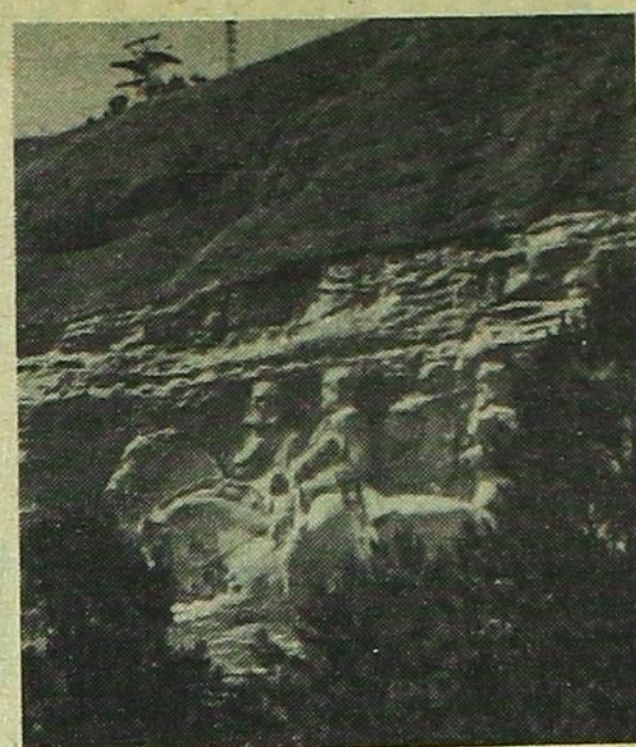
The President of the United States expects all employees of the federal establishment to follow the spirit, letter, and intent of this executive order.



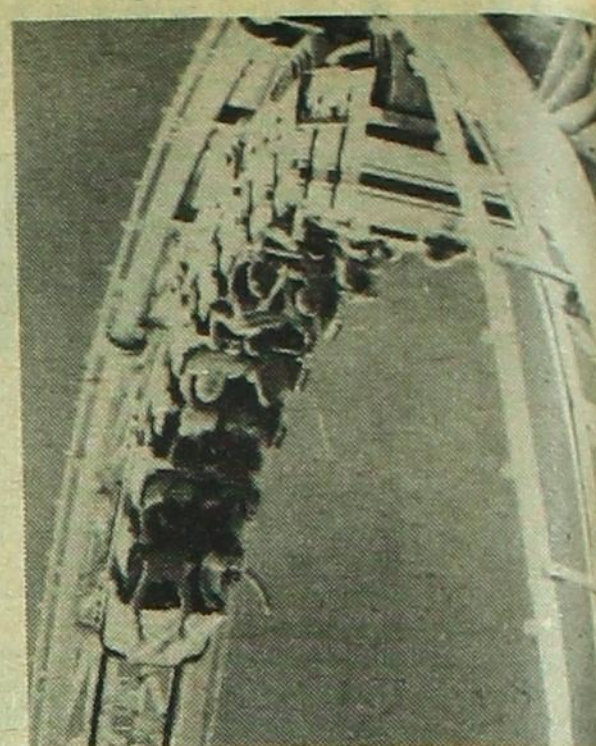
Antebellum plantation at Stone Mountain.



Stone Mountain Park features a steamboat ride around the mountain's base.



Confederate heroes are carved on the north face of the mountain.



NACo CONFERENCE, JULY 8-11

Atlanta: Peach of a Place Offers Fun, Entertainment

One of the pleasures of attending a conference is spending your leisure time exploring the city you're visiting.

NACo's 1978 annual conference will be held July 8-12 in Atlanta (Fulton County), Ga., a city that offers a wealth of fascinating places for visitors to shop and sightsee, both downtown and in the surrounding areas.

One of the busiest tour attractions outside the city is Six Flags Over Georgia. This 276-acre family entertainment park offers dozens of unusual rides and shows. It features the world's highest, longest and fastest roller coaster, "The Great American Scream Machine," and a 225-foot parachute jump ride called "The Great Gasp."

Fulton County will host an evening at Six Flags Over Georgia for all NACo conference-goers on Tuesday, July 11. Participants will enjoy, free of charge, a picnic and tickets on the rides.

Located about 16 miles northeast of Atlanta is the world's largest mass of granite, Stone Mountain. It is the centerpiece for a 3,200-acre park. The carving on the north face of the mountain depicts Confederate heroes Jefferson Davis, Stonewall Jackson, and Robert E. Lee. The park also features a complete antebellum plantation, Swiss skylift to

the top of the mountain, steam locomotive ride around the base of the mountain, a game ranch, lake and an 18-hole golf course.

ATLANTA itself is a city rich in history. It still retains the site of its first settlement—Fort Peachtree. Originally built as a defense against Indians during the War of 1812, the fort later became an Indian trading post. Visitors today can see the old reconstructed log cabins, ancient Indian pottery and arrowheads, and other historical artifacts.

Another evidence of Atlanta's early history is the Tullie Smith House, a fine example of mid-19th century "plantation plain" architecture. It had been completely restored with farmhouse and outer buildings. Adjacent to it is the Swan House, furnished with an excellent collection of 18th century and period antiques.

TOURS ARE also available through President Carter's former home, the Georgia Governor's Mansion, located in Atlanta's luxurious Northside residential area. Greek Revival in style, the mansion is furnished in antiques principally from the Federal period, popular at the turn of the 19th century.

In addition, delegates can visit the Georgia State Capitol. Completed in

1889, the dome is sheathed with gold leaf mined from the North Georgia mountains. The Capitol houses the Georgia State Museum of Science and Industry and the Hall of Fame with busts of famous Georgians.

SURROUNDED BY a simple picket fence in northeast Atlanta is the tomb of Dr. Martin Luther King Jr. It is located next to the Ebenezer Baptist Church, so closely associated with his life and death. The tomb is part of the Dr. Martin Luther King Memorial Center.

Also situated in northeast Atlanta is the Memorial Arts Center. Dedicated to the 122 members of the Atlanta Arts Alliance who died in the tragic crash at Orly Field in Paris in 1963, the center is the home of the Atlanta Symphony Orchestra, the Alliance Theatre, the Children's Theatre and the High Museum of Art.

Seasonal views of the skies and far-flung galaxies are offered in the county's third largest planetarium, housed within one of the largest observatories in a major city. The complex, the Fernbank Science Center, includes a 70-acre virgin forest and a "see and touch" museum.

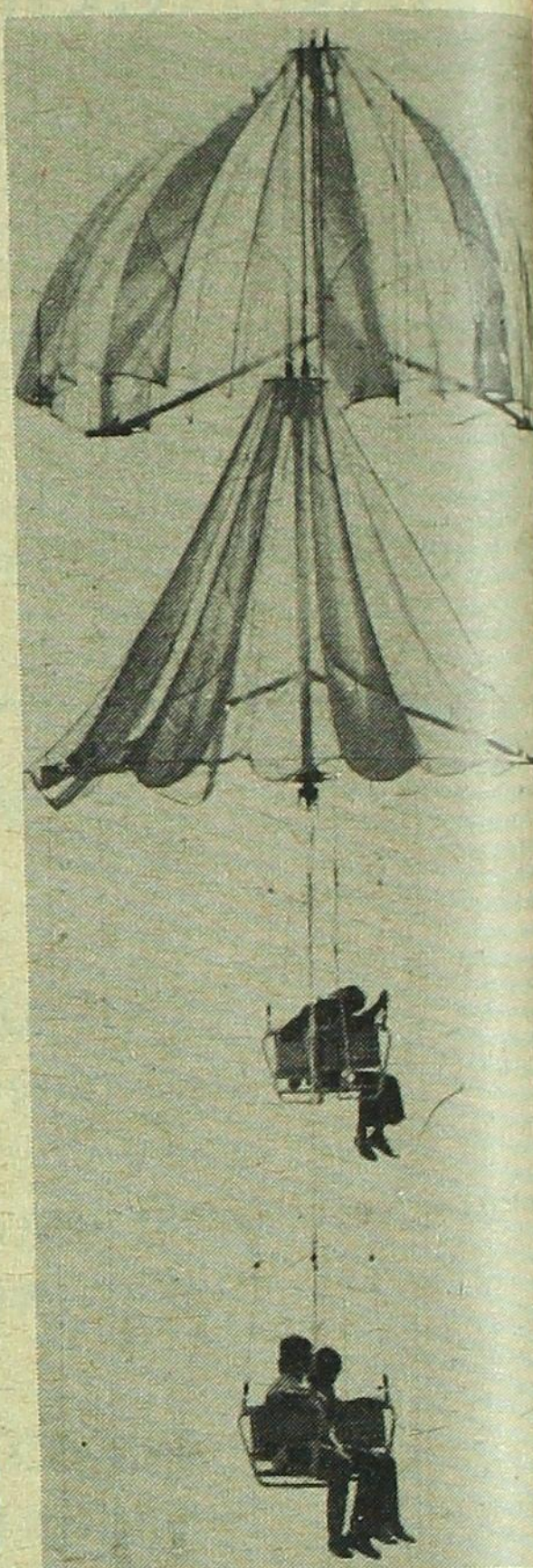
Atlanta abounds with shopping and one of the first places visitors should stop is Underground Atlanta,

the "city beneath the city." Due to busy rail yards and gradual urban development, streets in the old railroad gulch area downtown were bridged over as the years went by. This part of Atlanta was lost to posterity until recently in the 1960s when it was restored to its original 1890s atmosphere.

Underground Atlanta now features 85 shops, boutiques, restaurants and a wax museum. The wax museum displays a fascinating gallery of the world's great and famous persons, from Liz Taylor to Hank Aaron.

Visitors can also stop by the Atlanta Merchandise Mart, site of the first Atlanta International Trade Fair. The mart is now the regional market for the entire Southeast. Completed in 1961, the 22-story building offers educational seminars, fashion shows, special events and social functions. The market has 19 floors of permanent showrooms with apparel, home furnishings, carpeting, gifts and decorative accessories.

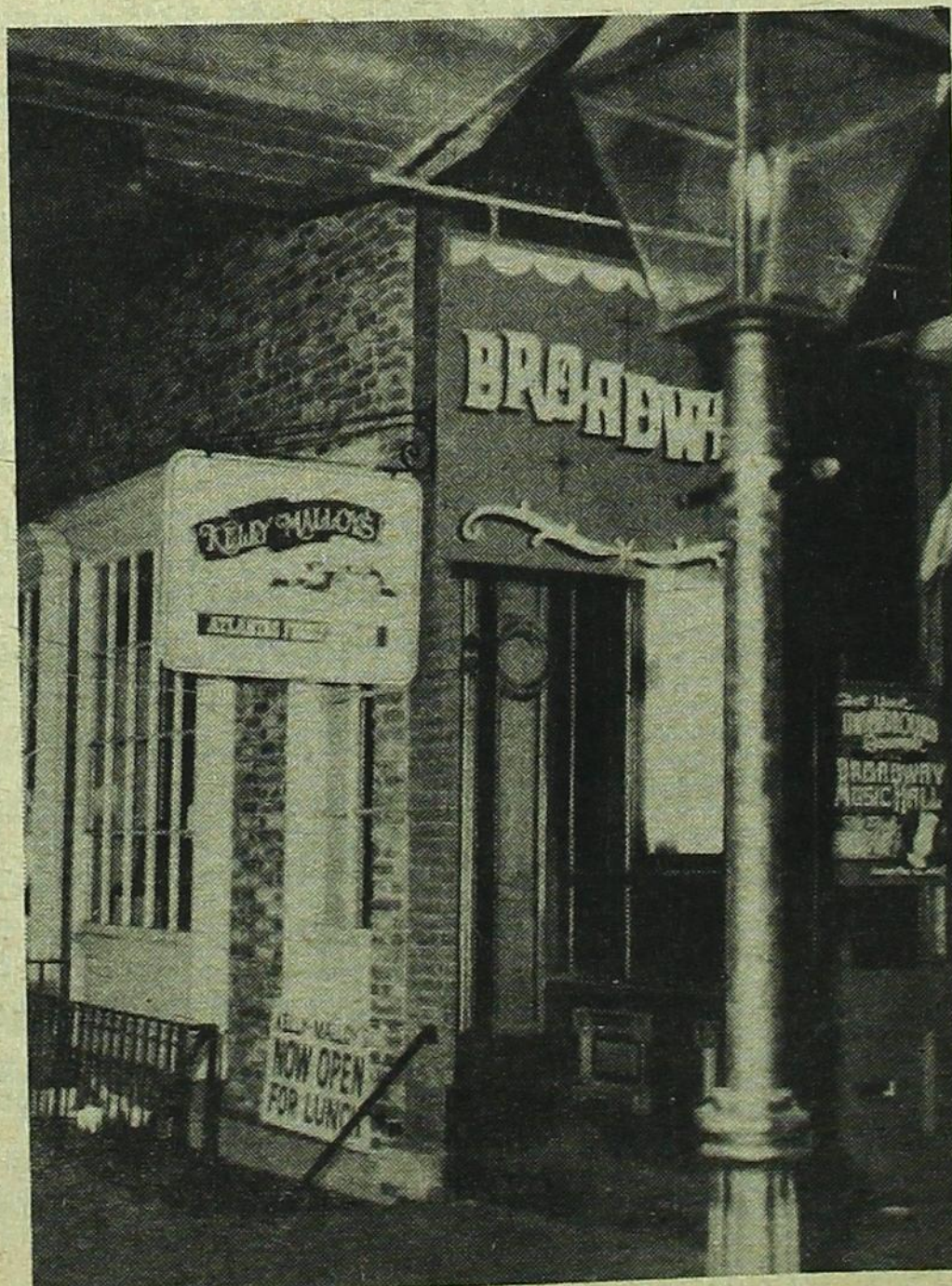
Finally, it may pay for conference-goers to visit Atlanta's Flea Market. Here antiques, junk, plants, clothing and rare coins range in price from 10 cents to several hundred dollars.



Six Flags Over Georgia is a 276-acre family entertainment park which offers dozens of unusual rides and shows. Seen above is "the world's tallest roller coaster" and a 225-foot parachute jump ride called "The Great Gasp."



Atlanta is a shopper's delight. Seen is the entrance to Underground Atlanta.



Underground Atlanta features 85 shops, restaurants and a wax museum.



Entertainment at Six Flags.



The Swan House is furnished with 18th century antiques.

FULTON COUNTY ATLANTA!

NACo 43rd Annual Conference and Educational Exhibits July 8-12, 1978 at the Georgia World Congress Center

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

CONFERENCE REGISTRATION

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

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

Conference registration fees:

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

Name _____ County _____

Title _____ Telephone (____) _____

Address _____

City _____ State _____ Zip _____

Spouse, if registering _____ Age of youths attending _____

HOUSING RESERVATION:

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

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

Names _____

Arrival date/time _____ Departure date/time _____

Credit card company and number _____

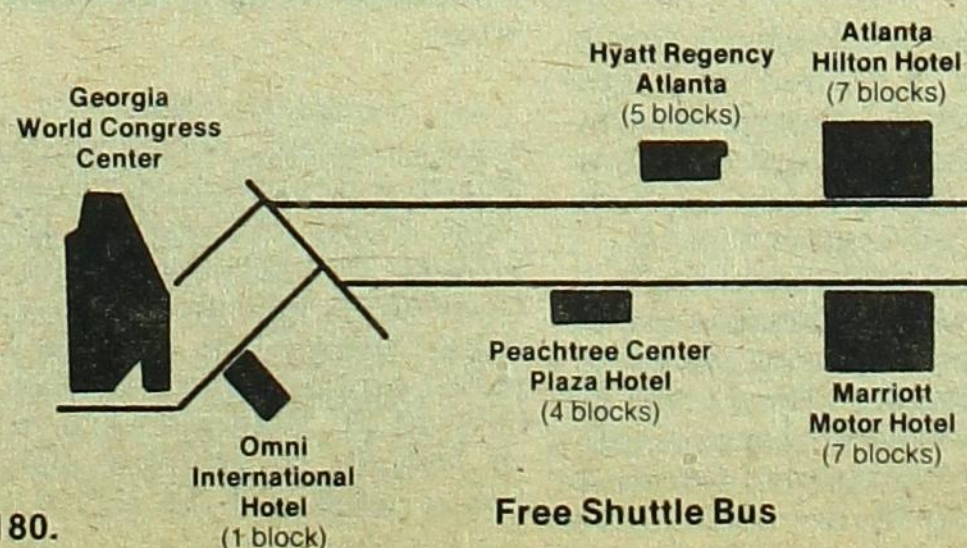
No room deposit required. Rooms may be guaranteed by credit card number.

Check here if you have a housing related disability. ☐

Send preregistration and hotel reservation to:

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

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



Tentative Program Schedule

Saturday, July 8

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

Steering Committees
Noon to 3:00 p.m.

Affiliates
Noon to 5:00 p.m.

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

Sunday, July 9

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

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

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

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

Opening General Assembly
6:00 p.m.

Followed by NACo President's Reception

Monday, July 10

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

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

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

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

Exhibit Luncheon
Noon to 1:15 p.m.

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

Tuesday, July 11

Annual Business Meeting
9 a.m. to Noon

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

Exhibit Luncheon
Noon to 2:00 p.m.

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

Special All Conference Event

Wednesday, July 12

Workshops
9:00 a.m. to Noon

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

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

Closing Banquet
7:00 p.m.

CONFERENCE DEBATES

Do Counties Owe Victims of Crime?

RACINE, Wis.—“Today, victims of crime are victimized twice: once by the criminal and once by the legal system which treats them with indifference, if not outright callousness.”

Richard P. Lynch, a Washington attorney long involved in developing services to assist victims of crime, made this allegation here last week at a special three-day conference which was held to determine what role county governments should take in dealing with this problem.

Sponsored by NACo's Research arm and the Johnson Foundation, the conference attracted county commissioners, judges, district attorneys, private attorneys, representatives of state legislatures and city councils as well as a number of private citizens and service providers who are concerned about crime victims.

LYNCH POINTED out to participants that, in some cases, victims have not been notified about a trial's progress, and then arrested for failure to cooperate with the prosecuting attorney.

Four kinds of assistance were identified by conference participants:

- Information about and assistance with police and trial procedures;

- Crisis intervention: immediate medical and psychological assistance after a crime has been committed;

- Follow-up services: counseling, shelter, and other services to assist a person cope with the long-term effects of a crime;

- Financial compensation for victims.

A fifth, creating a “victim advocates” service to represent victims in criminal courts, was also debated.

The debate proved inconclusive, but Donald E. Santarelli, former administrator of the Law Enforcement Assistance Administration (LEAA), criticized the present Administration for not providing more leadership and encouragement for victim assistance programs. He recommended a program that would support experimental courtroom victim advocates to find out how beneficial they might be.

OTHER AREAS that were discussed included: domestic violence, the elderly, confidentiality of records, and litigation undertaken by victims.

Margaret Gates, co-director of the Center for Women Policy Studies, cited statistics which indicate wife-beating in America is widespread. She poignantly admitted that the statistics made her “no longer sure that

wife abuse really does offend community standards.”

Cathryn Robinson, coordinator for the Senior Safety and Security Program in Cuyahoga County, Ohio, said that a major task is to educate the elderly so that they do not fear crime excessively.

“By taking some very basic precautions,” she said, “the elderly can participate in the activities of their communities. They don't have to stay locked up at home.”

Frank Carrington, executive director of Americans for Effective Law Enforcement Inc., described how his organization, based in Evanston, Ill., assists victims of crime sue negligent private and public organizations involved in crimes.

“We're not trying to second-guess public institutions such as parole boards,” Carrington explained, “but we think the public should be protect-

ed from threats that could be avoided if a ‘reasonable man’ took some precautions.”

Carrington pointed out that a juror is defined as a “reasonable man.”

“That fact should just boggle our minds,” he observed.

COSTS OF services were a subject of interest in all discussions.

Lynch noted that providing victims with some basic information about their trials “doesn't cost much. It usually just requires some political leadership in the county to designate someone responsible.”

Crisis intervention and follow-up services, on the other hand, were said to be more expensive. One New York official said that a 24-hour hotline cost his county \$51,000. In Minnesota, a storefront counseling and walk-in center cost \$75,000 to operate.

Such costs might not always be necessary, according to other participants. If existing counseling services can meet the needs of victims, these services might be coordinated for very little additional expense.

Tim Staley, director of relief in Black Hawk County, Iowa, noted that integrated crisis services had been set up in his county using only local funds—county and city.

“A major reason for the existence of these comprehensive programs,” he said, was some very tireless work by Supervisor Lynn Cutler, who saw

to it that these services were provided without any duplication of services.”

AT THE END of the conference participants were asked to respond to the two most basic questions addressed at the conference:

- Do counties have a responsibility to help victims of crime?

- Where in the county structure should such services be located?

All the participants concurred that counties, as funders and providers of a broad range of criminal justice, health, and social services, do indeed have a responsibility for the victims of crime. They also suggested that there is no “ideal” way services should be organized.

Victim assistance can be placed in a sheriff's office, a district attorney's office, a social service agency, or under the jurisdiction of a county executive or county board. Preferably, a network of services would provide assistance from all of these agencies.

“Put it in whatever agency is most interested,” one official concluded. “We are talking about changing the objectives and biases of existing programs rather than starting new programs,” observed another official.

For more information about the conference or about victim/witness assistance programs, contact Wendy Gressman, Criminal Justice Team, NACoR.

—Phil Jones, NACoR

Palm Beach Hosts 'Save Energy' Day

EDITOR'S NOTE: This is the second in a series of occasional articles highlighting county efforts to conserve energy.

PALM BEACH COUNTY, Fla.—A 5½-mile relay which pitted energy “savers” against “wasters” was a featured attraction during the county's first annual Save Energy Day. A member of the savers' team, led by Palm Beach Commissioner Bill Medlen, crossed the finish line just ahead of Commissioner Dennis Koehler, wasters' captain.

The relay was intended to help publicize the county's free energy audit service which has enabled consumers to cut their electric bills by as much as 50 percent.

As part of the activities, the Palm Beach home of astronaut and nationally known energy advisor Al Worden was audited for efficiency by two of the 14 energy auditors employed by the county under the Comprehensive Employment and Training Act (CETA).

TAKING PART in festivities was David Alaniz, a federal representative from the Department of Energy, who characterized the county's Save Energy Day as a real beginning in creating awareness of President Carter's energy program.

Prospective homeowners are more interested in fuel and utility costs than in other amenities, Alaniz said. He added that insulation and “caulk talk” have replaced diet and jogging as topics of conversations at Washington social gatherings.

Last year's severe winter weather and resulting natural gas shortage brought the message home to most Americans that cheap energy is a thing of the past, he said.

Palm Beach County's efforts at energy conservation date back to the energy crisis of 1973 when an advisory board was established to help

the commission decide on fuel allocation and other energy matters.

The home energy saver service was preceded by a comprehensive energy audit of county energy consumption for three fiscal years. Electrical, gasoline, diesel, and natural gas consumption information collected in quantitative terms (kilowatt hours, gallons, thermal units and dollar amounts expended) and correlated into categories. A final report will compare county departments and rank each according to total energy consumed.

The following are additional attempts at energy conservation:

- The solid waste authority is developing a resource recovery solid waste system;

- The area planning board has included an energy element in the county comprehensive plan;

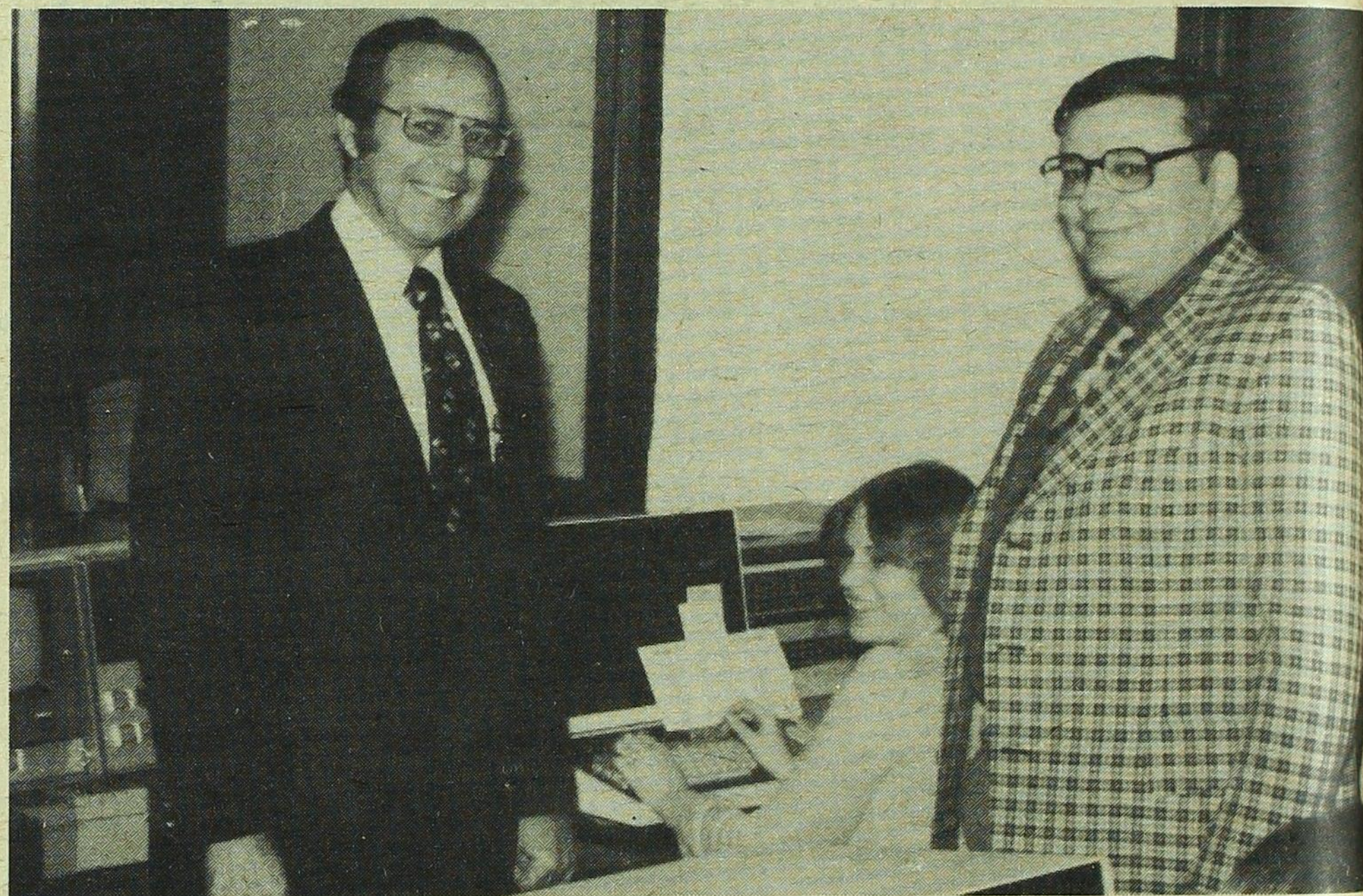
- The Agriculture Department has established an energy information service for county residents;

- The county school board has implemented an internal energy conservation plan which has saved \$569,000 in nearly a year;

- A guide, “Reducing ... Energy-Budget Costs,” prepared jointly by NACo, the National League of Cities and the U.S. Conference of Mayors, was implemented to help reduce the county's energy consumption by 25 to 30 percent.

- The Board of County Commissioners, which is chaired by Peggy Evatt, passed an energy “resolution” establishing energy conservation as the official policy of Palm Beach County government.

Palm Beach County also employs an energy coordinator, makes use of an energy information network and has energy liaison officers in all departments. Several county officials are active members of the state Regional Energy Action Committee (REAC) which works with the state energy office.



COUNTY SCHOOL, POLICE COOPERATION—Dr. James H. Hinson, school superintendent, left, and Police Chief Dick Hand inspect the central alarm monitor in the DeKalb Police Communications Center.

DeKalb Curbs School Thefts

DEKALB COUNTY, Ga.—Close cooperation between the county school system and the DeKalb police over the past seven years has significantly reduced the loss from burglary and vandalism.

In 1970 school burglaries were costing the county \$300,000 per year and making the school system the county's largest individual theft victim. According to police records, losses of \$16,000 per night were not uncommon with typewriters, business machines and audio-visual equipment being the major items stolen.

Dr. James H. Hinson Jr., school superintendent, consulted with the Board of Education and Police Chief Dick Hand. All agreed the theft problem had become serious enough to require a full-time security coordinator. Ralph Elam, a former DeKalb police captain, who was then police chief of Ft. Walton Beach, returned to DeKalb to establish liaison between police and the school system. Rather than a separate school secur-

ity program, it was determined the DeKalb police could best handle the school's burglary trouble. To facilitate their efforts, an elaborate alarm system was installed in all 83 elementary, 22 high schools and 25 special education and administrative complexes. The initial cost of implementing the system was \$600,000. Hinson stated the expense was justified because, “the students' loss, caused by educational interruption, far exceeded the monetary loss of the stolen equipment.”

The silent alarms in various locations at each school transmits by radio to the \$18,000 central alarm console which is monitored in the Communications Center of the DeKalb Police Department. Officers can be immediately dispatched not only to the school, but to that particular area of the campus that is being burglarized. By knowing exactly where to look, police can silently arrive in most cases while the crime is still in progress.

More than 200 burglary arrests have been made as a direct result of

quick response to an alarm by DeKalb police, according to Hand.

Nationally the burglary clearance rate is 17 percent. For the DeKalb School System that clearance rate is 80 percent which indicates the effectiveness of the system and the cooperative spirit of police and school officials, he said.

Also, said Hand, many other burglaries are solved and property recovered when school burglars are apprehended, enabling the county police burglary unit to maintain a percent or better clearance rate.

Additional measures have been taken to secure DeKalb School facilities. All lights at schools are turned off at night when the buildings are in use for educational, sports or community functions. Elam said the county was wasting about \$100,000 per year on utilities that just provided light for the criminal element to operate.

All school property has also been engraved with identification numbers to aid in recovery of stolen items.

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NASSAU this large su many commu cost housing ply. Federal programs ha eligible needy Many are can no longer reach over \$3 ty taxes a threatening t their own hom What can t senior citize housing aut question: Ne aids countie housing auth much new fed expected? The situat to some, b Department o s trying an approach to t

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LANDS ADDITION**PILT Amendment
Opposed by BLM**

WASHINGTON, D.C.—Hearings were held April 10 by the Senate subcommittee on public lands and resources on legislation (S. 74) to add inactive military installations as entitlement lands in the Payments-in-Lieu of Taxes program.

The purpose of the Payments-in-Lieu of Taxes Act (P.L. 94-565) is to relieve units of local government from the burdens associated with the presence of certain federal lands within their jurisdiction and to compensate them for the loss of revenue as a result of the tax immunity enjoyed by such lands.

S. 74 would add approximately 1.02 million entitlement acres located in Arkansas, California, Georgia, Maryland, New York, Pennsylvania, South Carolina, Utah, Virginia, Washington, and Wisconsin. The estimated cost would be approximately \$304,000 per year.

Jim Evans, representing NACo, and Judge Glen Thames, representing Sebastian County, Ark., gave testimony in favor of the legislation. George Turcott, associate director of the Bureau of Land Management (BLM), recommended against enactment.

TURCOTT, IN opposing the amendment, claimed that the inactive military lands "do not demand the same level of need for governmental services as those included within the scope of the legislation. ... They generally do not have the public use that is typical of the entitlement lands covered by the act.

"Thus, units of local government do not have to provide traffic control and other law enforcement activities, cleanup, road maintenance, fire protection, health facilities, rescue operations, and other expensive services for these areas," he said.

In response, Thames described the impact that Fort Chaffee has on his home county. "This fort has been opened and closed several times since being established during W.W. II. This has caused a series of boom and bust cycles in Sebastian County which have created devastation in the real estate industry, in

commercial activities, in industrial development and in the development of schools and other public agencies," he explained.

"He concluded by saying, 'If the land contained in inactive and semi-active installations such as Fort Chaffee were in private lands, that land would produce badly needed income. It, therefore, seems only fair that the federal government help offset some of the revenue loss that the local governments would otherwise receive.'

NACo believes S. 74 should be enacted as a modest addition to the Payments-in-Lieu of Taxes program which NACo has hailed as the "Good Neighbor Legislation of 1976."

**DOE to Fund
Local Energy
Pilot Projects**

The Argonne National Laboratory, in cooperation with the Community Systems Branch of the Department of Energy (DOE), is inviting local governments to submit a request for proposal (RFP) to participate in an energy management demonstration program.

The pilot program will test a DOE-developed "methodology" that was designed to help local governments define their energy objectives and evaluate various energy management alternatives.

DOE plans to fund between 8 and 12 local governments to participate in the pilot demonstration projects and will be looking for a cross-section of cities and counties throughout the nation.

Interested counties should write to request a copy of the RFP as soon as possible. The RFPs will be mailed out within the next month, and the closing date for submission is tentatively May 31. Selections will be made in late August or early September.

Request copies of the RFP from: Robert P. Houghton, Subcontract Administrator, Building 4, Argonne National Laboratory, 9700 South Cass Ave., Argonne, Ill. 60439.

**HUD to Provide Local Land
Title Demonstration Grants**

WASHINGTON, D.C.—The Department of Housing and Urban Development (HUD) plans to issue a Request for Grant Application (RFGA) in mid-May for demonstrations of model land title recordation systems. These two-year grants will be provided to local governments under the authority of Section 13 of the Real Estate Settlement Procedures Act (RESPA) of 1974.

The purpose of the demonstration grant program is to develop and implement land title systems which simplify and reduce the costs of title search and land transfer procedures. Local government jurisdictions will have between six to eight weeks to apply.

GRANT APPLICANTS are encouraged to develop systems based on one or more of the model systems defined during the first phase of the RESPA Section 13 research which will be described in detail in the RFGA. Local demonstration projects must address as many aspects of land title information as possible, including collection, storage, and retrieval functions. The projects must result in improved procedures for

processing a wide range of title-related data, including deeds, mortgages, mechanics liens, federal liens and judgments, state and local liens and judgments, short-term leases, bankruptcy, and marriages and divorces.

Model recordation as well as registration (Torrens) projects will be considered for funding in both large and small jurisdictions. Consideration will also be given to demonstrations involving multipurpose and regional land data systems or title systems which can be expanded into multipurpose systems. However, grants will be restricted only to the cost of developing land title system components.

Components of a model system include:

- Manual or automated tract indexes
- Automated grantor/grantee indexes
- Rapid recording
- Micrographic support
- Management controls

While every model system proposal may not contain all of these innovative features, they form a baseline for comparing proposed systems. Deviations from the model

systems defined in the RFGA will be permitted if the purpose of each modification is fully justified.

According to HUD, consideration will be given to innovative arrangements between the public and private sectors. Examples of these arrangements include the purchase of a private title plant by the jurisdiction or the licensing of a private title plant to maintain title-related information for the jurisdiction.

Participation in the design of proposals by the private sector and citizens is encouraged. While only recognized government agencies or jurisdictions can apply for a grant, local jurisdictions may retain professional assistance to provide required expertise and resources. Representatives of local governments, who might be interested in responding to the RFGA, should contact the Department of Housing and Urban Development within the next two weeks to be placed on the RFGA distribution list. Written requests should be addressed to: Department of Housing and Urban Development Land Title RFGA, Room 907, 711 14th St., N.W., Washington, D.C. 20410.



OLDER WORKERS WEEK IS CELEBRATED IN BATON ROUGE—Mayor-President W.W. Dumas signs the document proclaiming "Older Workers Week" in Baton Rouge, La. Attending the signing are, from left, Lindsey Greeland, 64, a security guard trained and placed through the Senior Workers Employment Program of the East Baton Rouge Council on Aging; Mary Schexnayder, older worker specialist, Louisiana Department of Employment Security; Jewel Trahan, S.W.E.P. coordinator; and Katie Henry, a sitter with the COA's Sitter Service, also placed through S.W.E.P. The Older Workers Week precedes by several weeks Older Americans Month, which is held in May. For the past 15 years county, city, state, and the federal governments have sponsored special activities to honor senior citizens. Later this month President Carter is expected to proclaim the theme for this year: "Older Americans and the Family."

**Project SHARE:
Nassau Housing Experiment for Elderly**

NASSAU COUNTY, N.Y.—In this large suburban county, as in so many communities, the need for low-cost housing far outstrips the supply. Federally supported housing programs have long waiting lists of eligible needy people.

Many are elderly. Their pensions can no longer cover rents that now reach over \$300 a month. Or, property taxes and utility bills are threatening their ability to stay in their own homes.

What can the county do for these senior citizens? Starting a new housing authority is out of the question: New York State law forbids counties from establishing housing authorities. Besides, how much new federal housing money can be expected?

The situation might seem hopeless to some, but Nassau County's Department of Senior Citizen Affairs is trying an imaginative, low-cost approach to the problem.

PROJECT SHARE (Senior Housing at Reduced Expense) is the result of a suggestion made by a task force of citizens who studied the problems of the elderly in 1976.

The task force said that there should be an opportunity for elderly homeowners to share their homes with other compatible people. Sharing expenses would allow the homeowner to keep his or her home and provide both persons with lower housing cost and companionship.

If privacy was desired, the task force added, the necessary conditions could be spelled out in a formal agreement between the two parties.

In January 1977, Project SHARE began. The Department of Senior Citizen Affairs provided a local family service association with \$9,013 to operate "a centralized, structured program which matches elderly homeowners, who are having difficulty retaining their home, with other compatible seniors."

The matching process involves:

- Inspection of premises by a trained field worker;

- Screening of all applicants—first by questionnaire and later with a personal interview by a social worker;

- Preplacement counseling;
- Postplacement counseling, where needed.

All match-ups are followed up to detect or resolve problems. Regular contact is maintained.

In the first year of operation 642 people were screened and 118 people were successfully matched.

THE PROGRAM has attracted considerable attention. The *New York Times* and *McCall's* magazine have published articles about the program. A half-hour television program has also featured Project SHARE.

On April 6, at the first National Conference on Community Housing Choices for Older Americans, sponsored by the Philadelphia Geriatric Center, Project SHARE was mentioned as one of the solutions that must be considered if America is to maintain existing housing and keep the elderly in their own homes.

Victor Regnier, chief of the Environmental Studies Laboratory at the Andrus Gerontology Center, cited Project SHARE for offering leadership in these areas.

"In Los Angeles," Regnier added, "we discovered that 52 percent of the elderly population was living in houses with over three rooms per person. At the same time, housing costs had increased 60 percent in just a few years ... House-sharing is just an obvious way to help address those situations."

Regnier, an architect, pointed out that small architectural changes could assure privacy in many American homes, which were built according to standard designs.

William Oriol, staff director of the U.S. Senate Special Committee on Aging, told those who attended the conference that such solutions are necessary because of the high cost of constructing new buildings for the elderly.

"Increasingly we don't have any

option," he said, "we must preserve our existing housing stock."

In Nassau County a 73-year-old widow who had lost her husband five months previously told an interviewer: "Through Project SHARE I found myself a wonderful home and a friend who's more like a sister to me. We go shopping together, for walks and even downtown for trips. The name for the project is just perfect."

—Phil Jones
NACoR

Counties Want Job Crackdown

WASHINGTON, D.C.—Securing jobs for the long-term unemployed and the federal role in the employment and training system were the key points of NACo testimony before the House Government Operations subcommittee on manpower and housing.

There is no universal prescription for the problems of the hard to employ but certain prerequisites are necessary to operate a successful program for them, said Patrick W. Moore, director, Mid-Willamette Valley Manpower Consortium, Ore. Moore also is president of the National Association of County Manpower Officials, a NACo affiliate.

"We have learned that categorical programs do not work well for the hard to employ. Each individual brings to us a different set of complex needs and employment barriers. Secondly, skill training in it-

self is not the only major employment problem experienced by the hard to employ," he said.

ONLY THE availability of a full range of services provided over a period of time and focusing on self sufficiency will be effective, according to Moore. "Assistance for the long-term, structurally unemployed requires substantial commitment matched by resources and realistic expectations."

Moore added that manpower program directors have noted two lessons learned about the environment within which programs are operated.

"Without adequate job growth, training programs for the hard to employ are often a waste of money and a cruel hoax to the people they intend to serve. And, we have not yet been willing to back up our rhetoric

concerning private-sector emphasis with adequate policy initiative," he said.

In his testimony on the reenactment of the Comprehensive Employment and Training Act (CETA), Moore emphasized the strengthening of the enforcement role of the federal partner in the CETA system, the U.S. Department of Labor (DOL).

"ALL TOO OFTEN, DOL has not sufficiently cracked down on abusers but rather has sought by regulation or law to change the system to the detriment of nonabusers. This results in an unnecessary contraction of the system's flexibility, greatly increases paperwork, and penalizes the entire system because of the actions of a few," he said.

Secondly, technical assistance by DOL in areas such as grant preparation and program reporting could be effective, he noted. In the areas of

service delivery, however, prime sponsor technical assistance is a better source. Moore urged that DOL establish a specific set aside for funding such activities of the agency and prime sponsors.

"DOL must monitor and oversee, but not prescribe, program designs. We must mutually agree on program results, not become involved in DOL intervention on how the results are

best achieved in a particular community. We must avoid having CETA become as hide bound with prescription as in the employment service system," he concluded.

Appearing with Moore were Robert Johnston, executive director, Broward County (Fla.) Employment and Training Administration, and Jon Weintraub, NACo associate director.



ANNUAL CONFERENCE

Dear NACERs:

This is another reminder that the NACo annual conference July 8-12 in Fulton County (Atlanta), Ga. may seem far away, but as you know, time does fly. NACE will have its president's suite at the Hyatt Regency Hotel. Be sure to request the Hyatt Regency on the housing reservation form appearing in *County News*; also indicate NACE on the reservation. The deadline for sending your housing reservation forms is June 24, but try to be early so you can be in the Hyatt.

As soon as the program is finalized, we will pass along information on specific sessions. It will be a diverse and stimulating program. Watch this column for further information.

We look forward to seeing you in Atlanta in July.

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

LOCAL CONSTRUCTION LAW

The American Bar Association's (ABA) National Institute on State and Local Construction Law will be held May 11-12 at the Brown Palace Hotel in Denver, Colo.

The State and Local Construction Law Institute is designed to identify and discuss considerations in state and local construction law with concentration on problem areas and new tools for solution to problems. Sessions cover such topics as "Public Bidding and Problems: Bid Mistakes, Protests and Remedies" and "Federal Grant Considerations."

There will also be a special clinic where speakers, special clinic faculty and registrants will be organized into small groups for discussion of problem areas.

For information on registration (fee: ABA members \$200, non-ABA members \$225, law students \$50) and reservations, contact ABA National Institutes, American Bar Association, 1155 East 60th St., Chicago, Ill. 60637, 313/947-3600.

UMTA DECENTRALIZATION

In an effort to cut costs, federal red tape and time delays, the Department of Transportation has announced a major decentralization in its Urban Mass Transportation Administration.

According to UMTA Administrator Richard S. Page, the grant approval process will be speeded up considerably with the transfer of many of the agency's functions to field offices in the 10 federal regions.

In attempt to distribute more functions and authority to the regional offices, Page said, "when each office becomes operational, all planning, capital and operating assistance applications, as well as other bookkeeping and information-related inquiries should be submitted directly to the appropriate regional office."

Five regions—Boston, Philadelphia, Atlanta, Ft. Worth and Chicago—received full operational status March 31. The remaining five regions—New York, Kansas City, Denver, San Francisco and Seattle—are expected to be fully decentralized in the coming months.

Matter and Measure

This new program is expected to allow UMTA regional directors to exercise full authority over most mass transit grants. The Washington headquarters, however, will retain authority over grants to metropolitan areas of more than one million population and other specific grants.

For more information, contact the UMTA Office of Public Affairs, 400 Seventh St., S.W., Washington, D.C. 20590.

UMTA GRANT FOR DOUBLE-DECK BUSES

Southern California Rapid Transit District was awarded \$4.45 million for the purchase of 20 double-deck buses by the Urban Mass Transportation Administration (UMTA). This marks the first time that UMTA has funded a fleet of double buses to be used for regular transit service, although UMTA has funded a small number of double-deck buses for demonstration purposes in several cities.

These new buses will be used on long distance commuter and express routes and will carry 84 passengers compared to 53 on a regular bus.

For information on the Southern California Rapid Transit double-deck bus service, contact Jack R. Gilstrap, General Manager, Southern California Rapid Transit District, 425 South Main St., Los Angeles, Calif. 90013, 213/972-6000.

INTERIM RULE ON RAIL BANKING

The Federal Railroad Administration (FRA) has published interim regulations and a request for comment on rail banking (April 6, 1978 *Federal Register*). The interim regulation establishes procedures for the federal railroad administrator to acquire interests in rail properties for the rail bank, established by the Railroad Revitalization and Regulatory Reform Act of 1976.

The bank preserves abandoned rail trackage and other rail properties over which service was operated. Rail tracks to be acquired by the Department of Transportation must be in areas of the United States which show a reasonable potential for future movements of fossil fuel, natural resources or agricultural commodities. Acquisition of such property may be by lease, purchase or any other means the Secretary considers appropriate.

Regulations provide that any state, organization or other member of the public may propose that rail trackage and other properties be included in the rail bank.

Comments on the regulations must be submitted by May 22, before FRA issues final regulations. Comments should be directed to: Docket Clerk, Office of Chief Counsel, Specify FRA State Rail Docket No. 1. Notice No. 1. Please send a copy of your comments to Marian Hankerd at NACo.

Additional information on FRA rail bank activity can be obtained from Lawrence A. Friedman, Attorney-Advisor, Office of Chief Counsel, 202/426-8200 or F. Colin Pease, Chief, State Programs Division, Office of State Assistant Programs, 202/426-1677. Both are located at FRA, 400 Seventh St., S.W., Washington, D.C. 20590.

Job Opportunities

Planning Administrator, Routt County Regional Planning Commission, Colo. Salary \$13,325 per month. Duties include all facets of land use planning, coordination among various governmental agencies and direction of a staff of nine. Master's degree in planning, public administration or related field and five years progressively responsible professional experience in a public or private planning agency or engineering firm. Resume to: Routt County Board of Commissioners, P.O. Box 936, Steamboat Springs, Colo. 80477. Closing date May 8.

Assistant Planner, Midland County, Mich. Salary negotiable. Duties will include major responsibility for long-range planning studies, developing an effective local planning assistance and public information programs. Position will require ability in report writing and presentation, public speaking and working with local officials. Degree in urban planning or closely related field and three years experience in planning with emphasis on research, zoning, report writing and public speaking. Resume and salary requirements to: Personnel Office, Room 6, County Health and Environmental Control Building, Midland, Mich. 48640.

Economic Development Director, Michigan County, Mich. Salary \$17,000. Have broad experience in EDC activities in both the public and private sectors. Program development, budgeting and grantsmanship required. Should have advanced degree or equivalency in education and experience. Resume to: Clem Bommarito, Personnel Technician, County Building, 315 West Green St., Marshall, Mich. 49068. Closing date May 15.

Counties Oppose TBO

Continued from page 3

March. The board of directors then voted to support the committee's recommendation. (Final approval must come from the membership at the annual conference.)

THE TBO WOULD provide local governments the option of issuing tax exempt bonds or taxable bonds. Governmental securities have historically been tax exempt, and, thereby, enable localities to raise funds at lower interest rates.

If these bonds were taxable, they would be sold at higher interest rates and, thus, cost municipalities more money. Under the TBO, the Treasury Department would subsidize the interest paid by local governments at a rate of 35 percent the first two years and 40 percent thereafter.

The cost of the TBO would be over \$5 billion for bonds issued in the first year alone. Each year's appropriation would subsidize the interest rate through the life of the bond. The Treasury Department reasons the capture of additional funds from taxing the bonds will exceed the cost of subsidizing them.

The Ways and Means Committee will also be considering two other

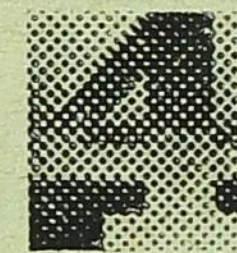
issues of concern to county officials: investment tax credits, and industrial development and pollution control bonds.

Changes are proposed in the investment Tax Credit program to the private sector which would make permanent a 10 percent investment credit, with a rate of 15 percent "depressed areas." The additional 5 percent would stimulate private development in those areas.

NACo has urged the committee to give a more precise definition of industrial development bond in order to clearly distinguish these public purpose bonds from other industrial development bonds. The Administration proposal also calls for increasing the ceiling on these bonds in "distressed areas."

Hair strongly urged the committee to equitably define "distressed area." The programs to stimulate development should be "directed to distressed communities and areas of high unemployment in all localities—urban, rural, and suburban."

The House Ways and Means Committee will be acting on the tax reform proposals over the next several weeks. The TBO, investment tax credit and industrial development bonds will be considered by the end of April.



ATTENTION COUNTY OFFICIALS

The Fourth Annual Labor Relations Conference is rapidly approaching. It will be held on April 30-May 2 at the Host International Hotel in Tampa, Florida.

This Conference is:

- the only national conference designed specifically for county elected and appointed officials and members of their staffs who now have or anticipate having labor relations responsibilities.
- designed to meet the needs of policy makers in all types of labor relations environments, and of novices as well as experienced practitioners.

Although it is too late to pre-register, you can still make plans for you or your staff to attend. The fee for on-site registrations is \$100.

You should plan on attending if you need to know about:

- recent court decisions and legislation affecting labor relations and personnel management
- how to handle union organization
- bargaining tactics and strategies
- administering a contract
- costing a labor agreement
- fringe benefits problems and options
- training and other resources available to help you
- compulsory binding arbitration
- influencing the enactment of favorable state collective bargaining legislation
- the conflict between merit-systems, collective bargaining and antidiscrimination laws

Jerry Wurf, President of AFSCME, the featured dinner speaker, will present the union point of view on county labor relations.

Darryl Anderson, Counsel to the Senate Committee on Human Resources Subcommittee on Labor, will discuss prospects for a national labor relations law lunch.

Call Deborah Shulman, Ann Simpson or Bruce Talley at (202) 795-9577 for more information.



Losing Agricultural Lands

House Bill Addresses Growing National Problem

WASHINGTON, D.C.—The House Agriculture Committee may consider the proposed Agricultural Land Retention Act within the next three weeks. The bill includes a major role for counties and reflects current NACo policy. Members of the House Agriculture Committee should be contacted and urged to support H.R. 11122 as reported by the subcommittee on the family farm, rural development and special studies.

Background

The proposed Agricultural Land Retention Act is sponsored by Rep. James Jeffords (R-Vt.) and more than 60 other members of the House. As approved by the subcommittee, it contains two basic objectives: to focus national attention on the loss of agricultural land and to develop a range of methods for retaining valuable farmland.

This bill addresses a problem which is beginning to receive national understanding and to which a number of county and state governments have already responded.

The Soil Conservation Service of the Department of Agriculture estimates that approximately 1.7 million acres of valuable cropland are lost each year to urban, industrial and public uses. One million of these acres are considered to be "prime." There are some 111 million acres of farmland not currently in production, and only 24 million acres of this reserve have a potential for conversion to cropland.

While farmland is being lost to nonagricultural uses, the United States is also experiencing a slowdown in productivity for many crops. At a time when demand for food products is growing significantly throughout the world, this country is losing the lands that will be essential in the future.

Conversion of prime farmland occurs in a number of ways. Farmland is sold off in relatively small amounts and the aggregate losses go unnoticed. Only 60 percent of what is lost each year is directly converted to urban uses. The remaining is effectively lost through "leapfrog" development. Farmland in this instance is isolated and effectively cut off from farms and often experiences pressures for new development.

As development approaches agricultural land, it escalates in value and the region begins to change in character through new residential development. The appreciation in value can mean increased property taxes and an increased financial burden on the farming community.

While a number of states have attempted to deal with the tax issue by the introduction of differential taxing based on agricultural use or financial return, these efforts have been less than satisfactory in preventing conversion, and they often amount to relief only until the farmer sells his land for new development.

A number of counties have used the traditional zoning power to prevent conversion. Black Hawk County, Iowa uses a corn suitability rating for soils to identify the most productive land for retention. Suffolk County, N.Y. has launched a program for purchasing development rights and leaving the balance of ownership for agricultural purposes. Howard and King counties in Maryland are developing a similar approach for both retaining farmland and as part of their policy for guiding growth.

Proposed Legislation

H.R. 11122 is a modest attempt to examine this problem from a national perspective while encouraging action at the state and local level. The bill is based on the recognition that agricultural productivity is important to the economy, to the quality of the environment, to human health and welfare, and to the position of the United States as an international food-producing leader.

Agriculture Land Review Commission. First, it would establish a national commission to study:

- The quantity, quality, location, availability, ownership and financing of agricultural land;
- The effect of agricultural land loss on the economy, the environment, population growth, urban development, foreign relations, international trade, and humanitarian assistance;
- The consequences of federal agency actions and regulations on the use and availability of agricultural land;

- The effects of climate, technology, air pollution, genetic vulnerability, soil conditions, and environmental regulations;

- Farmland acquisition patterns;
- Competition for water;
- The relationship between future supplies of energy and fertilizer and the production of food; and

- Methods of reducing the amount of land especially near urban areas which are converted to nonagricultural uses each year.

The Agricultural Land Review Commission would be composed of 11 persons: two members of the House, two members of the Senate, the Secretary of Agriculture, three who are officers of a state, county, and other local governments, and three persons engaged in food production. Of the 11, two must by education or experience be knowledgeable about farmland conversion around urban areas.

In conducting the study, the commission must make use of information already available from a variety of sources. The commission would have a life of two years and would prepare a preliminary report for public review and a final report to the President and Congress. The report would have to include recommendations for modification of policies, programs and regulations at the federal, state, county and local level. The commission may also establish advisory committees to assist it with the preparation of the study.

A national commission appointed by the President and including members of Congress would provide the kind of interest and visibility which is needed to evaluate the factors contributing to the decline of agricultural land. It would insure the inclusion of both county officials as well as farmers in the study.

Other proposals would have located the study in the Department of Agriculture under the control of the Secretary, but many observers felt this approach would have permitted too much control over the study by one federal agency.

Demonstration Programs. The second part of H.R. 11122 would authorize the Department of Agriculture to make grants to states, counties and other local governments for up to four years. Grants could be used for preparing, establishing, demonstrating, carrying out, or testing methods of reducing the amount of land converted from agriculture.

Grants for demonstration or pilot projects would have to be used for projects which could be completed within four years. Applicants would have to provide assurance that they could finance their share of the cost and would be capable of implementing the project. The Secretary could provide assistance to cover up to 75 percent of the project cost. The bill authorizes the appropriation of \$50 million per year for four years for these demonstration projects.

The demonstration grant program would encourage the development of agricultural land retention methods to show what can be done at the county and local level. It would provide an important source of information for the commission's recommendations, and it would indicate the lack of need for direct federal action in the future. The demonstration projects would provide a catalyst for further local activities and should be initiated during the life of the commission.

Limitations on Federal Action. The proposed bill expressly prohibits the federal government from regulating land use, depriving land owners of property rights or income, or restricting or diminishing the authority of state and local governments. This is an important protection and supports long-time NACo policy.

Role for Counties. H.R. 11122 provides a major role for county government. The Agricultural Land Review Commission would include county officials in its membership and could include additional county officials on advisory committees. Actions taken by individual counties would be a major source of information for the commission's study. Finally, counties are expressly named as recipients for demonstration project grants.

—Robert Weaver

Counties Receive Magnuson Support for Ag Land Bill

Senate Agriculture Committee action on agricultural land legislation is expected early this summer. A Senate subcommittee held hearings last August on legislation, sponsored by Sen. Dick Clark (D-Iowa), which is similar to the House subcommittee bill. Sen. Clark's bill is expected to be the basis for full Senate committee markup.

Sen. Warren Magnuson (D-Wash.) has recently introduced legislation closely paralleling the Clark bill and H.R. 11122, sponsored by Rep. James Jeffords (R-Vt.) and more than 60 other members of the House. The Magnuson bill expressly includes county government on a national study commission and as eligible recipients of demonstration project grants.

He told a group of county officials in Washington last month that he firmly supports their involvement and would press for early Senate action on the legislation. Meeting with Magnuson were County Executive John Spellman, King County, Wash. and NACo Land Use Steering Committee vice chairman; Councilmember Ruth Keeton of Howard County, Md., NACo chairwoman for Agricultural Land Preservation; Commissioner Herb Cowhick of Faulk County, S.D., vice chairman for Agricultural Land Preservation; and Supervisor Bette Salmon of Dane County, Wis., NACo chairwoman for Land Resources.

The Magnuson bill, S. 2757, the proposed National Agricultural Land Policy Act, recognizes the importance of agricultural land preservation to the economic health of the nation and individual communities. It declares a policy for cooperation among the counties, other local governments, the states and the federal government to use all practicable methods to retain and protect agricultural lands.

The bill prohibits the federal government from regulating land use, depriving owners of property rights or income, or from diminishing the responsibilities of states or local government.

Like H.R. 11122 it would establish a presidentially appointed Agricultural Land Review Commission of 11 members to study the loss of agricultural land and to recommend modifications in policies and programs and the coordination of governmental actions for retaining prime farmland.

The bill also establishes a program of financial and technical assistance to encourage state and local governments to establish their own efforts for retaining agricultural land. Counties, states and other local governments would be eligible for up to 75 percent of the cost of planning, carrying out programs, including the acquisition of interests in land. The bill authorizes the appropriation of \$75 million in fiscal '79 and '80, and \$100 million for fiscal '81 through '83 for demonstration grants to counties, other local governments, and states.

Contact House Ag Committee

The proposed Agricultural Land Retention Act, H.R. 11122, is expected to be considered and marked up by the House Agriculture Committee during the first two weeks of May. The subcommittee adopted all amendments suggested by NACo which would include counties on the Agricultural Land Review Commission and make them direct recipients of demonstration project grants. H.R. 11122 directly supports NACo policy on agricultural land preservation legislation approved by the NACo membership at the annual conference last year.

Members of the full House Agriculture Committee should be contacted and urged to support H.R. 11122 as reported by the subcommittee on the family farm, rural development and special studies which includes strong involvement for counties. Committee members include:

Thomas S. Foley, Wash.,
Chairman
Al Poage, Tex.
La Garza, Tex.
B. Jones, N.C.
Jones, Tenn.
Mathis, Ga.
E. Brown Jr., Calif.
R. Bowen, Miss.
Rose, N.C.
Breckinridge, Ky.
W. Richmond, N.Y.
Nolan, Minn.
Weaver, Ore.
Baldus, Wis.
Krebs, Calif.

Tom Harkin, Iowa
Jack Hightower, Tex.
Berkley Bedell, Iowa
Glenn English, Okla.
Floyd J. Fithian, Ind.
John W. Jenrette Jr., S.C.
Ray Thornton, Ark.
Leon E. Panetta, Calif.
Ike Skelton, Mo.
Joseph S. Ammerman, Pa.
Jerry Huckaby, La.
Dan Glickman, Kan.
Daniel K. Akaka, Hawaii
Harold L. Volkmer, Mo.
Charles Whitley, N.C.
Ted Risenhoover, Okla.

William C. Wampler, Va.
Keith G. Sebelius, Kan.
Paul Findley, Ill.
Charles Thone, Neb.
Steven D. Symms, Idaho
James P. (Jim) Johnson, Colo.
Edward R. Madigan, Ill.
Margaret M. Heckler, Mass.
James M. Jeffords, Vt.
Richard Kelly, Fla.
Charles E. Grassley, Iowa
Tom Hagedorn, Minn.
W. Henson Moore, La.
E. Thomas Coleman, Mo.
Ron Marlenee, Mont.

Washington Briefs

• **LEAA Appropriations.** The Senate Appropriations subcommittee on state, justice, commerce, and judiciary will hold hearings on LEAA appropriations April 27-28. NACo will testify April 28. The House Appropriations subcommittee held hearings April 11-12 and is expected to vote April 26. Chances are improving in the House for restoring the \$20 million cut in Part B planning funds proposed by the Administration.

• **Transportation.** Senate transportation subcommittee has completed first round markup of S. 2440 (highway bill) with full committee markup scheduled this week.

• **National Energy Policy Act.** The leadership continues to refuse to call the conferees into public session. All business is being conducted in private sessions. While the President has called the conferees to the White House to try and force an agreement on the natural gas pricing portion of the act, some of the conferees have stated that they would vote against any compromise not reached in public session. A "dear colleague" letter in circulation among House members urges the conferees to separate and pass the sections of the bill already agreed to. A vote on this proposal is likely when the conferees meet in public session.

• **Agricultural Land Retention Act, H.R. 11122.** Markup by the full House Agriculture Committee is expected during the first two weeks in May. See page 5.

• **Solid Waste and Clean Air Appropriations.** Appropriations for grants to counties under the Resource Conservation and Recovery Act and the Clean Air Act Amendments are under consideration by House and Senate Appropriations subcommittees on HUD and independent agencies. Senate subcommittee hearings are scheduled April 27. NACo is seeking \$30 million for fiscal '79 for solid waste grants; and \$50 million in

fiscal '78 and \$25 million in fiscal '79 for grants under Section 175 of the Clean Air Act. Clean air planning grants would be used by counties and other local governments to participate in the revisions of state implementation for nonattainment areas.

• **Countercyclical Assistance.** The Administration submitted to Congress its proposal for extension of the countercyclical antirecession assistance program. Proposal provides two-year expansion, eliminates 6 percent national trigger, continues 4.5 percent minimum unemployment rate for eligibility, lifts many of the restrictions on spending the funds, and deletes states as eligible participants. Rep. William Moorhead (D-Pa.) has introduced H.R. 11298 to extend assistance for five quarters and change national trigger from current 6 percent to 5.5 percent. The current authorization will expire Sept. 30.

• **Taxable Bond Option.** The Administration is proposing a taxable bond option (TBO) as part of its tax reform package. Request of \$5.9 billion would offer local governments the option of issuing tax-exempt bonds or taxable bonds with federal government to subsidize increased interest rates. Counties oppose the TBO. House Ways and Means Committee to begin markup of tax reform bill in late April.

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

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

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

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

• **Government Liability/Civil Rights.** Senate Judiciary subcommittee on the Constitution is considering S. 35, the Civil Rights Improvement Act of 1977, sponsored by Sens. Charles Mathias (D-Md.) and Edward Brooke (R-Mass.). NACo opposes provisions in legislation which would eliminate the immunity of state and local governments from suits brought under Section 1983 of the Civil Rights Act of 1871. NACo to testify at hearings scheduled for May 2 and 3. Companion legislation is H.R. 4514, introduced by Rep. Parren J. Mitchell (D-Md.). No action scheduled in House.

• **Rural Planning Grants.** Farm Home Administration has issued final regulations for administering \$5 million rural planning grant program. Regulations appeared in April 4 *Federal Register*. FmHA is accepting applications and plans to award grants as soon as possible.

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

• **Rural Development Act.** House Agriculture Committee reported Agricultural Credit Act of 1978, bill number changed to H.R. 1112. Bill increases water and waste disposal authorization from \$300 million to \$400 million and raises grant ceiling from 50 percent to 75 percent of project cost. Provision increasing rural development loan interest has been deleted. House vote set this week.

Senate Agriculture Committee reported out companion legislation S. 1246. Bill amended in full committee to increase water and waste disposal grant authorizations to \$400 million and ceiling on grants to 75 percent of project cost. Senate scheduled to follow action on Panama Canal Treaty. Both bills contain provisions for agricultural assistance.

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

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

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

• **Rural Community Development Act.** NACo testified before House subcommittee on family farms and rural development on H.R. 4514. The legislation is sponsored by Charles Grassley (R-Iowa), Richard Nolan (D-Minn.). Co-sponsored subcommittee to provision restricting eligibility only those communities and counties below 20,000.

Who's Where on CETA

See story on page 1

Administration Bill (H.R. 11086/S. 2570)

Section 109: Planning council staff that is solely accountable to the council.

Section 212(a): 50 percent limit on public service employment (PSE) and work experience.

Section 212(b): Maintenance of effort on program activities at fiscal '77 levels.

"Periodic" reporting, annual detailed program supplements for each effort, potential for increased paperwork.

Increased state role in CETA.

Increased role of the Secretary.

Client eligibility for all programs except PSE is economically disadvantaged and unemployed, underemployed or in-school. For PSE, economically disadvantaged and 5 weeks' unemployment.

Structural and countercyclical PSE combined and in Title VI. \$1 billion authorized for structural. Quarterly trigger for countercyclical.

PSE salary limitation of \$10,000.

All PSE in special projects after termination of those now on-board.

NACo Position

Eliminate "solely accountable" language. Would accept "prime sponsor provides staff support responsive to the council, but hired by and accountable to the prime sponsor."

Eliminate Section 212.

Prime sponsor agreement a one-time grant document submission, eliminating or reducing program supplements. Secretary of Labor should be restricted in the number and frequency of reports he may require of prime sponsor.

Eliminate presumptive delivery of service by State Employment Security Agencies. Restore language of P.L. 92-203, Section 105(a)(3)(B), which requires prime sponsors to select agencies to deliver services based on effectiveness and cost comparability. Eliminate provisions that would give the governor's comments a predominant role in the Labor Department's review and approval of local prime sponsor plans. Delete the requirement for excessive documentation of reasons for rejecting the governor's comments.

Require Secretary to provide in-depth, on-site technical assistance to prime sponsors. Subcommittee in House and Senate review and approve CETA regulations. Further define and limit "open-ended" authority of Secretary. Cut Title III national program funds from 20 percent to 10 percent of all CETA titles except Title VI or 20 percent of Title II as the funding ceiling.

Eligibility for all CETA titles uniform at 100 percent of the Bureau of Labor Statistics' lower living standard income level, except for the countercyclical public service employment programs.

NACo supports two separate programs—one structural with guaranteed national funding on a permanent basis and one countercyclical with funding based on the unemployment rate.

Increase salary ceiling from \$10,000 through geographical indexing, such as 135 percent of the BLS lower living standard income level.

Eliminate requirement for project format (Section 605).

Proposed House Subcommittee Amendments

Would eliminate "solely accountable" and require chairperson to be "non-governmental."

Would set 50 percent limit on PSE wages.

Would eliminate 212(b).

Would restrict paperwork. Trade-off is creation of investigation and program audit team.

Annual plan would include CETA-SESA coordination. Other NACo suggestions incorporated.

Secretary provides complete regs, application materials by May 15. Changes to regs implemented by prime sponsors by end of next quarter. Title III limited to 20 percent of Title II.

Same as Administration's bill except: Title IV would be same as current youth programs; Title VI would be 5 weeks' unemployment and 100 percent of BLS lower living standard budget.

Structural PSE in Title II. Countercyclical in Title VI with funds to employ one-quarter of the unemployed in excess of 4 percent.

\$10,000 to \$12,000 ceiling, depending on wage adjustment index.

Considering either the Administration's position or a 50 percent project requirement.