

This Week

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Vol. 9, No. 14

County News

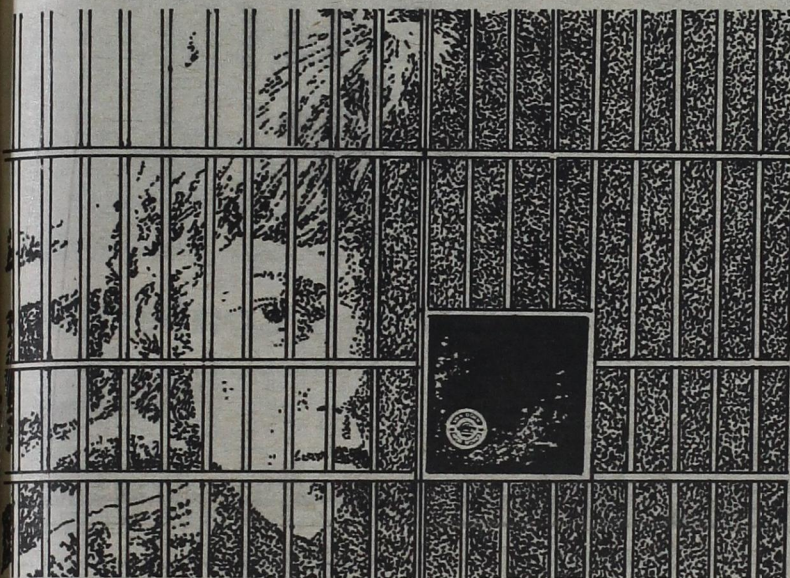
"The Wisdom to Know and the Courage to Defend the Public Interest"

April 4, 1977



Washington, D.C.

LEAA Funds in Doubt



WASHINGTON, D.C.—The House Budget Committee has slashed \$200 million from the budget authority of the Law Enforcement Assistance Administration (LEAA) for fiscal '78. This is in addition to the \$50 million cut recommended by President Carter. The cuts represent one third of the money spent by LEAA in fiscal '77.

The surprise move came amid rising congressional disenchantment over LEAA's failure to produce measurable decreases in crime levels across the nation. Both authorization and appropriation levels for the programs have been decreasing since 1975, but the move by the budget committee last week was the most drastic in LEAA's controversial history.

The budget committee action is in the form of a recommendation that must be approved by the full House, but it comes at a particularly bad time since LEAA appropriations

hearings are currently in progress. Program supporters fear the appropriations committee may take its cue from the budget committee and then neither authorization nor appropriations to meet LEAA needs in fiscal '78 will be approved.

THE CUTS, if sustained, would have devastating effects upon the ability of local governments to improve criminal justice programs. The LEAA budget provides the only funding for the Juvenile Justice and Delinquency Prevention Act, the federal government's primary weapon in the fight against juvenile delinquency. Block grants to state and local governments, which serve as the only organized means of developing new criminal justice programs, would also be jeopardized.

Rep. Elizabeth Holtzman (D-N.Y.) led the fight to restore funding for LEAA but had scant support on the budget committee.

Tell Your Congressman

County officials will be meeting with their congressional delegations during Easter recess (April 7-18) to discuss priority bills. It is particularly important that the following issues be discussed:

- **Antirecession/Countercyclical Aid.** No action has been taken on President Carter's proposal to increase funding and extend the antirecession aid program. Funds under the current program will be exhausted with the April quarterly payment. House and Senate leadership, the House Government Operations Committee and the Senate Finance Committee should be strongly urged to enact this legislation immediately.

- **Public Works.** The Economic Development Administration (EDA) is proposing regulations which would prevent counties from including unemployment data from cities over 50,000 population in their public works grant applications. The Senate-House Conference Committee should add language that clearly allows counties to count all its unemployed citizens in applying for grants.

- **Sewage Treatment Funding.** The House-Senate Conference Committee on the public works bill also will be considering new funding for the Clean Water Act. In addition to the funds, the Conference Committee should include amendments extending secondary treatment standards beyond July 1977 and allowing counties to use property tax revenues and user charges to finance sewer projects.

- **LEAA Budget Cuts.** See story and editorial.

If you have questions about the latest information or details of the legislation, call the NACo Federal Affairs staff.

DEFENSE FUND STUDY

Children in Jails

WASHINGTON, D.C.—After an extensive study of local jails and state lockups in nine states, the Children's Defense Fund (CDF) has reported that, often in violation of law, children are sent to adult jails rather than to juvenile facilities for detention.

In its 76-page study, *Children in Adult Jails*, CDF found that the practice is pervasive. "Children are held in adult jails in every state we visited. Children were found in jails in small, medium-size counties, and

sparsely populated rural areas. White, black, Chicano, and native American children were found in jail. So were upper-middle class and poor children, those academically motivated and failing in school, adolescents or younger. Some were held on serious charges or for no reason at all. Others were awaiting a hearing, pending a court disposition, waiting to be transferred to a juvenile facility, or serving their sentences in jail.

The study was funded by the Edna

McConnell Clark Foundation and directed by the Honorable Justice Wise Polier, director of CDF's juvenile justice division and a former family court judge, and Donald Rademacher, a former regional director for the National Council on Crime and Delinquency.

"NATIONAL ESTIMATES that as many as half a million children are held in adult jails annually are conservative," Judge Polier said, "be-
See CDF, page 5.

Better Transit Data Needed for Disabled

WASHINGTON, D.C.—"Until there is better information on the usefulness of providing accessible buses for those persons in wheelchairs, we believe a legislative mandate requiring a particular percentage of new bus purchases to be accessible is inappropriate."

So said a spokesman for county government before the House surface transportation subcommittee March 23. Testifying for NACo, Supervisor Daniel Casey of Milwaukee County, Wis., called for flexibility. Transportation needs of elderly and handicapped may vary significantly from one community to another, he said.

Casey, whose county operates a transit system, was accompanied by Henry M. Mayer, manager of operations for the Milwaukee County Transit System. Mayer, a handicapped person using a wheelchair, agreed that disabled citizens might better be served by other transportation alternatives.

See BETTER, page 5



TRANSIT TESTIMONY—NACo legislative representative Sandra Spence goes over prepared testimony with Milwaukee County Supervisor Dan Casey and Henry Mayer, a wheelchair user. They appeared before the House surface transportation subcommittee March 30. Right of Mayer is Richard Hedding, representing the National Paraplegic Foundation.

Senate Unit Urged to Increase IPA Funds

WASHINGTON, D.C.—Wayne County (Mich.) Commissioner Jarrett Simmons urged a Senate Appropriations subcommittee to recommend \$20 million for the Intergovernmental Personnel Act (IPA) of 1970, \$5 million above the Administration's request.

Testifying for NACo, Simmons appeared before the Senate Appropriations subcommittee on Treasury, U.S. Postal Service and general government, along with representatives from the Governors' Conference, National Conference of State Legislatures and the Cities. All supported an increased in IPA funds for fiscal '78.

Simmons is vice chairperson, Wayne County Board of Commissioners and heads NACo's personnel administration's subcommittee.

Simmons stated that the IPA program has experienced a checkered appropriations history. Throughout its five year existence, the program has had enough qualified applicants to warrant twice the sum that has been annually appropriated. Currently, more than 300 applications from last year alone remain unfilled even at the \$15 million level appropriated for fiscal '77, she said.

Last year, former president Ford attempted to cut the IPA program by one-third—after initially recommending that IPA be eliminated altogether—despite Administration's acknowledgment of IPA's value as a federal assistance program. President Carter rejected that recommendation and subsequently has recommended an appropriation of \$15 million for fiscal '78.

Simmons said that NACo has come before the subcommittee for the last five years requesting that IPA be funded at between \$30 million and \$40 million to cover projects currently receiving assistance, in addition to those which would qualify for funding were money available.

County governments recognize the burden placed upon federal resources by the continuing economic recession; county resources have experienced similar burdens, she told subcommittee members.

Consequently, NACo is requesting that IPA programs be funded at a reasonable level that reflects a commitment to the promotion of strong, efficient personnel systems within all levels of government, while at the same time minimizing pressures on the federal deficit and inflation.

NACo urged that Congress appropriate \$20 million for the IPA programs in fiscal '78. This figure represents a modest increase of \$5 million above that which the President requested, but county officials believe that increase is justified, she said.

NACo will testify before the House Appropriations subcommittee when hearings are scheduled.

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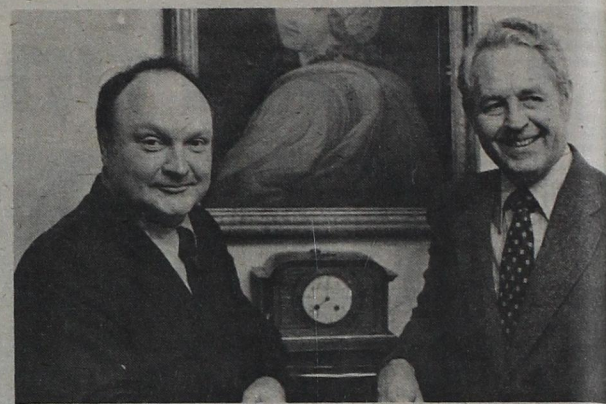
Communication Center

A townhouse has been leased on Capitol Hill to expand communications for county officials.

Pictured at left, the house is located at 115 C St. S.E., diagonally across the street from the Cannon House Office Building and immediately across the street from the National Library of Congress Annex. The National Airport subway station is on the corner.

The first official visit to the center, which was authorized by the NACo board, was by President Dan Lynch, left, and 1st Vice President William O. Beach. The NACo Executive Committee met in the center prior to NACo's Legislative Conference. Board members toured the center at the conclusion of the conference.

The center, incorporated as a private club, is available for use by officials from member NACo counties to meet other county officials, congressional delegates and representatives. The center includes only the ground floor and entry level.



Gerontology Editor to Open Conference

Elias S. Cohen, editor-in-chief of "The Gerontologist," will give the opening-day speech at the second National Conference on County Resource Development for Aging Citizens to be held April 24-26 in Kansas City, Mo.

The conference is being sponsored by the Aging Program, National Association of Counties' Research

Foundation, with the help of a grant from the federal Administration on Aging.

Cohen, a lawyer and public administrator, is well acquainted with counties. For 12 years he served as the commissioner on aging in Pennsylvania. Before that he worked for the state governments of New York, Illinois, and Indiana.

At present, Cohen not only edits "The Gerontologist" but directs a study of law, aging, and long-term care at the Public Interest Law Center of Philadelphia.

His topic will be "Counties and Aging: New Frontiers for Old Problems." The rest of the conference will be devoted to workshops and panel discussions about ways

that counties are serving elderly citizens.

Registration forms for the conference have been sent to the Aging Program's mailing list and are also included on this page.

Those who want to attend the conference should fill out and return forms or get in touch with the Program at (202) 785-9577.

WHEN COUNTIES HELP THE ELDERLY, THEY HELP EVERYBODY

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

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

Plan Now to Attend One of the Conferences

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

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

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

KANSAS CITY CONFERENCE REGISTRATION

NACo CONFERENCES ON AGING

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

Name _____
(Please print or type)

County _____ Title _____

Address _____

City _____ State _____ Zip _____

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

Send to:

By:

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

April 15, 1977

KANSAS CITY HOTEL REGISTRATION

KANSAS CITY, Mo.

NACo CONFERENCE ON AGING

I will arrive (date) _____ (time) _____

ACCOMMODATIONS

I will depart (date) _____ (time) _____

Single \$24.00

Name _____
(please print or type)

Twin/Double \$32.00

Address _____

Send to:

City _____ State _____ Zip _____

Additional Occupants _____

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

Name(s) _____

No deposit required.

Action Grant Eligibility Extended to Counties

WASHINGTON, D.C.—A House subcommittee last week unanimously overturned an Administration proposal that precluded county eligibility for the new "Urban Development Action Grant" program.

If approved, the action grant program, one of the Administration's new initiatives, would authorize \$400 million annually to severely distressed "cities" to assist them in neighborhood conservation, preservation and economic revitalization.

However, when the proposal came before the House subcommittee on housing and community development, an amendment was offered by Rep. Mark Hannaford (D-Calif.) to broaden the eligibility to urban counties participating in the community development block grant

program. Hannaford's amendment received the strong support of Rep. William Moorhead (D-Pa.), Rep. Gladys Spellman (D-Md.) and Rep. Jerry Patterson (D-Calif.).

Earlier, a delegation of urban county officials, led by NACo President Dan Lynch, Douglas County, Neb. commissioner; NACo Community Development Steering Committee Chairman Jim Scott, Fairfax County, Va. supervisor; and NACo Urban Affairs Committee Chairman Al Del Bello, Westchester County, N.Y. executive, met with Housing and Urban Development Secretary Patricia Roberts Harris to press for urban county eligibility for the grants.

THE DELEGATION pointed out that urban county needs for neigh-

borhood preservation and economic development very often are equal to or exceed those of central cities. To preclude their eligibility would be patently unfair and could not be justified.

The delegation was promised by HUD officials that another look would be taken at the county eligibility question and that an official response would be forthcoming. The subcommittee acted, however, without any HUD response. Its action came in conjunction with markup of H.R. 4703, the Community Development Amendments of 1977, proposed by the Administration.

The amendments provide for a three year extension of the Community Development Block Grant Program at \$4 billion for fiscal '78; \$4.15

billion for fiscal '79; and \$4.3 billion for fiscal '80.

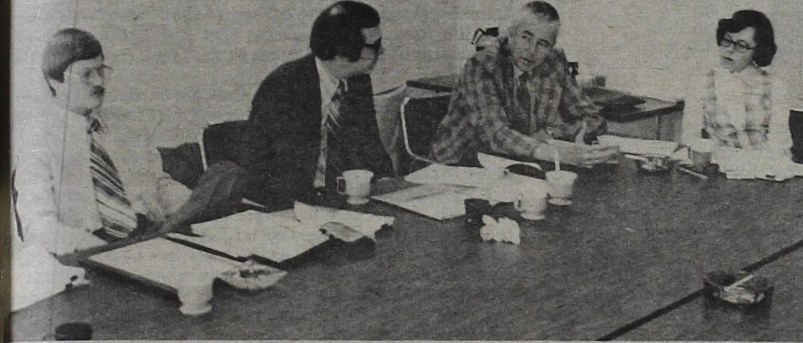
Also called for, in addition to the urban grant program, is a dual formula system for the distribution of community development funds, allowing recipients to get the higher amount determined by using the existing formula (population, poverty and overcrowded housing) or a new formula including age of housing, poverty and population growth lag. The alternative formula is designed to provide additional funding for areas in the Northeast and Midwest.

THE AMENDMENTS give HUD authority to make multi-year discretionary grants for comprehensive community development programs

to smaller cities and counties, as well as to broaden eligible community development activities to include economic development.

Urban action grants would be made solely at the discretion of HUD to applicants who had taken positive steps toward meeting low income housing needs and providing equal employment opportunities for low income persons, particularly minorities.

The grants would be one-shot and be designed to stimulate private investment in areas of declining population and dwindling tax base. In addition, the activities funded would have to be consistent with the applicant's regular community development plan and an overall economic development plan, if one exists.



PAPERWORK STUDY IN PROGRESS—On March 24, county participants in the paperwork study met at NACo to review the first draft of the "Burdens of Federal Paperwork on County Government," a cost impact study of federal information and reporting requirements in four program areas: community development, comprehensive employment and training act, transportation and finance payroll. This effort is being conducted in conjunction with the Academy for Contemporary Problems under the direction of the Commission on Federal Paperwork. After reviewing the draft, the participants proposed specific program as well as general recommendations to reduce the paperwork burden on county government. The final report will be completed in mid-April. In late May, *County News* will carry a full report of findings and recommendations. Seated from left are Richard Serey, manpower planner for Greene County, Ohio; Lou Lamberty, surveyor-engineer for Douglas County, Neb.; Jim Mahoney, senior deputy county administrator for San Joaquin County, Calif., and Linda Church of the NACo staff.

PUBLIC WORKS

EDA Proposals Protested

WASHINGTON, D.C.—Conference committee action to reconcile differences between House and Senate versions of the public works bill is expected soon. The House passed H.R. 11 Feb. 24; the Senate acted on S. 427 March 9. The Senate bill contains water pollution control

act authorization, not included in the House counterpart. However, the House is completing action on a separate bill that addresses new amendments to the 1972 act.

County officials met last week with representatives of the Economic Development Administration (EDA) and expressed opposition to proposed regulations that would prohibit counties from including numbers of unemployed within cities over 50,000 from county applications.

This "doughnut theory" does not recognize the area-wide services counties provide to the entire county, including those cities of over 50,000. While the House bill clearly states that counties may use county-wide unemployment data, a Senate report accompanying its bill has included EDA's proposals.

The effect of these proposals would be to lower the ranking of county applications. Numbers of unemployed are an important scoring factor (40 points), along with unemployment rate (40 points), type of local government (10 points to counties), and per capita income. Any policy to limit the numbers which counties may include would therefore hurt county chances of receiving grants.

SOME COUNTIES will not even be able to apply because jurisdictions of over 50,000 comprise the entire county (Nassau County, N.Y.). Still others won't be able to participate because the unemployment level of the "balance of county" is below the 6.5 per cent minimum to apply.

County officials should ask their congressmen to urge members of the conference committee to insert

language in their report assuring that counties may use the unemployment data of the entire county when applying for public works grants.

The Senate conferees are: Jennings Randolph (D-W. Va.); Quentin Burdick (D-N.D.); Edmund Muskie (D-Maine); Lloyd Bentsen (D-Tex.); Wendell Anderson (D-Minn.); Daniel Moynihan (D-N.Y.); Robert Stafford (R-Vt.); John Chafee (R-R.I.); Pete Domenici (R-N.M.); and James McClure (R-Idaho).

The House is expected to name its conferees this week. Those likely to be selected are Harold Johnson (D-Calif.), Robert Roe (D-N.J.), William Harsha (R-Ohio), John Hamerschmidt (R-Ark.), and Don Clausen (R-Calif.).

NACo is now accepting bids from member counties who are interested in hosting either the 1981 or 1982 Annual Conference. Counties are urged to call Rod Kendig, director of administration and finance, to receive further information in order to complete the bid process by April 29.

Before Proceeding with a formal bid, a county must meet these minimum requirements:

- A total of 3,000 sleeping rooms available with a minimum of 1,400 in no more than two properties within walking distance of the conference center.
- All meeting rooms and exhibit space must be under one roof.

Recommendation to the Board of Directors will be made for their decision at the Annual Conference in Wayne County (Detroit) Mich. this July.

Carter Presents Drought Relief

WASHINGTON, D.C.—President Carter has proposed an \$850 million Comprehensive Federal Drought Assistance Program that would provide grants and loans for short term projects to help with drought conditions in various parts of the country.

The Administration is urging Congress to act swiftly on the measure. The program primarily involves the Farmers Home Administration, the Economic Development Administration, Small Business Administration, the Interior Department, and the Agricultural Stabilization and Conservation Service.

Farmers Home Administration (FmHA) will receive authority to provide \$75 million in grants and \$150 million in loans to communities below 10,000 population. The loans will bear an interest rate of 5 per cent.

The Economic Development Administration (EDA) will also receive \$75 million in grants and \$150 million in low interest loans. EDA will require new authority to administer the program to communities over 10,000.

FmHA and EDA will fund pro-

jects for emergency water system improvements that can be quickly implemented and are essential to protect public health and safety.

THE ASSISTANCE will be made available to drought-designated counties; criteria for choosing these counties is being developed.

As presently conceived, communities would have until September to submit applications. The awarding of grants and loans would be a continuous process. All funds would have to be spent by November.

The Small Business Administration will also have a new \$50 million loan program to make 5 per cent loans available to small businesses affected by the drought.

FmHA will have further authority to issue 5 per cent loans to farmers for "prospective losses." Although providing \$100 million in loans, there is no ceiling for this program.

Other proposed assistance includes \$100 million in 5 per cent loans to the Agricultural Stabilization and Conservation Service for cost sharing and emergency soil conservation practices and \$100 million in loans to the Interior Department to assist purchasers of water.

Nursing Home Reviews Mean Medicaid Savings

MONROE COUNTY, N.Y.—Nursing home reviews by the Department of Social Services here have resulted in the transfer of 151 patients to more appropriate levels of care. The reviews were done by the department's Nursing Home Placement Office.

According to Monroe County Manager Lucien Morin, the moves

have saved an estimated \$650,000 a year in Medicaid spending, \$162,500 (25 per cent) of which represents local dollars.

Of the 151 patients reviewed, Morin said, 123 were discharged to health related facilities (HRFS) from nursing homes; 21 patients were moved to private proprietary homes (PPHS) from nursing homes; and seven patients were transferred from HRFS to PPHS.

James Reed, social services director, stressed that the department works closely with patients, their families and nursing homes to ensure the patient's health and well being is maintained if a transfer is necessary.

The continued high cost of nursing home care, Reed explained, has made case reviews necessary. Nursing home costs average \$36 a day compared to \$25 a day for HRFS and \$18 a day for PPHS, he said.

Approximately 2,500 persons are currently covered by Medicaid for care outside their home. "As longevity increases we must continue to seek alternatives to costly nursing home care," Reed said.

In 1976 the Department of Social Services received 2,616 referrals for out-of-home placements for persons unable to afford such care on their own. In 1975 there were 2,571 referrals, Morin noted.

Teaching Jobs Disappear as School Enrollment Plunges

by Neal R. Peirce

ST. PAUL—The nation's schools and their 2.1-million-member teacher corps are plunging into hard times.

The school closings and teacher layoffs already reported in many communities are likely to become national in scope in coming years—except perhaps in a few fast-growing areas of the country's Sunbelt.

And if the government's statistical projections are correct, the situation will get progressively worse until the early 1980s. Each year colleges and universities graduate many more qualified teachers than there are positions to fill. By 1980, there may be as many as 239,400 fledgling teachers competing for a mere 90,000 openings.

Why this great bust in the once-booming education industry? The answer is simply the end of the great postwar baby boom—that great bulge on population charts, occasioned by the record birth levels of the 1947-67 period. Public school enrollment peaked at 46.1 million in 1970-71 and has been declining steadily since. Enrollment has already dropped 1.7 million; by 1983-84 it will be down a full 5.8 million, or 12.5 per cent, from the peak year.

So far, the total number of teaching jobs in the country hasn't declined. Through reduced teacher-pupil ratios and more teachers for the handicapped, teacher job rolls have actually increased slightly.

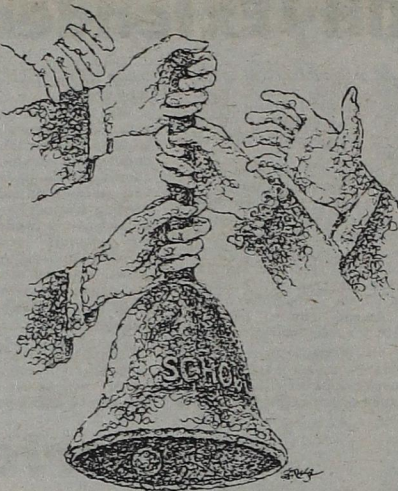
But there's every indication that the bottom is about to drop out of the market for new teachers in most states.

Minnesota Finance Commissioner Gerald Christenson notes, for example, that his state will lose 165,000 students in the next 10 years. If the current teacher-pupil ratio is held constant, 10,000 fewer teachers will be needed. But if Minnesota retains its present number of teachers, Christenson says, "it will cost \$550 million more over the 10-year period than if the reduction is made. With so many other competing demands for tax money, the people of the state probably will not be willing to spend over a half billion dollars in that fashion."

Indeed, if the public mood across the nation is reflected in school board actions, teacher rolls will have nowhere to go but down. Taxpayer revolts against high school levies and alleged poor or misguided teaching have caused whole school systems to close down for weeks or more in Oregon, Ohio and Connecticut since last September. Voter rejection of proposed school bonds are at an all-time high.

Last April the Gallup Poll, in a national survey, found that 55 per cent of the people want school outlays reduced to match declines in enrollment. Asked where cuts should be made, the greatest number of citizens suggested that "the number of teachers should be reduced."

Christenson predicts "a dramatic decline in support for schools" in the coming years. School systems, he says, are losing the constituency that helped them expand at a dizzying rate through the '60s and into the early '70s. In those days, a high percentage of taxpay-



ing families had a stake in the schools because their own children attended them. But now, he adds, "that scene is shifting, and parents and their maturing children are likely to become more concerned about such matters as jobs and a reasonably priced home to live in."

A key factor in a reasonably priced home, of course, is taxes. More than half the property taxes collected across the nation go to schools. If, as seems likely, the public resists higher taxes, the schools will be hard pressed to escape harsh scrutiny and significant cut-backs.

The implications of mass teacher firings, or a closed market to all but a handful of new teachers, are not pleasant. "Last hired, first fired" provisions are typical of the tenure and seniority rights written into most teacher union contracts. That means an increasingly aging teaching staff, including many teachers who have difficulty dealing with today's students. It also means higher costs because senior teachers often earn as much as twice their younger counterparts.

"This is the greatest threat to quality education today," Christenson said. "If we don't get some young blood into the school systems, we're in trouble." He adds that "a pressure cooker is developing not just in education, but among a whole variety of young people who want a job. They want 'in' and if they are not provided with job opportunities, severe generational animosity may develop."

Before these problems reach the crisis point, Christenson recommends a series of steps to cushion the blow and keep a stream of talented younger teachers entering the classrooms. Early retirement options head the list: salaries of new teachers are so much lower that the savings in hiring more of them would go a long way toward covering pension costs of teachers who retire around age 55. And there are other possibilities:

- Part-time teaching positions. Offering these to older teachers would free up additional jobs for younger people, at lower salaries.

- Extended leaves of absence. Offered for periods of up to five years to teachers to try a new occupation without risking loss of their job security and pension rights.

- Mandatory sabbatical leaves. Teachers could be required to take a year off at half pay every 10 years; this would open up some 10 per cent of teaching slots and might cost little or nothing because replacements would be paid so much less. Those on sabbatical could study or take non-teaching jobs that some might decide they'd like to stay with rather than returning to teaching.

These ideas are far from a final solution, Christenson says, but should be discussed now. "Unless we focus our attention on this matter, we are likely to do nothing," he says. "And that may be one of the poorest alternatives available to us."

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Federal Aid Briefing Set

The NACo/CIC Region VI Federal Aid Briefing of 1977 has been scheduled for April 24-26 in Baton Rouge, La. Officials from regional offices of the Departments of Labor, Housing and Urban Development, Community Services Administration, Health Education and Welfare, Law Enforcement Assistance Administration, and Economic Development Administration will be on hand to present information on existing programs.

These include Title XX, Comprehensive Employment and Training Act, health planning and community services. The major focus of the briefing will be on the local public works program that awaits conference committee action.

Robert Hall, newly confirmed assistant secretary for economic development, has been invited to address the briefing on Monday, April 25.

NACo legislative representative

Mike Gemmell will kick off the briefing with an update on issues affecting county government and presently before Congress, such as: LEAA appropriation, CETA, public works, water pollution, transportation and health programs.

CIC Region VI President Jim Llorens will conduct a wrap-up session on April 26.

For information, contact Jim Llorens, Region VI president, (504) 389-3053.

County Opinion

LEAA Cuts

The embattled Law Enforcement Assistance Administration (LEAA) has come under renewed attack from congressional critics. The latest blow came when the House Budget Committee cut President Carter's budget request for LEAA by \$200 million, despite the fact that the President's request itself represented a \$50 million cut from last year's funding levels.

Many members of Congress are genuinely concerned about past LEAA excesses and failures. They are concerned about the large percentage of early LEAA funds that bought "hardware"—helicopters, tanks, etc.—much of which was wasted or unnecessary. They are concerned that those funds were not used for innovative programs that had a measurable effect upon the nation's rising crime rates. These concerns are legitimate.

But they are also outdated. They are outdated because:

- Many of the problems inherent in LEAA are present in all new programs and they correct themselves with time;
- Legislation that passed last year should help correct many of the problems not foreseen in the original legislation.

Last year, for example, only 14 per cent of LEAA money was used to purchase hardware. The new legislation requires that every project funded with LEAA funds be evaluated and that the mistakes as well as the successes be publicized to ensure mistakes are not duplicated elsewhere and funds wasted. The new legislation also gives—for the first time—specific direction to LEAA efforts in these critical areas: juvenile crime, speedy trials and narcotics.

We think Congress should give LEAA an opportunity to prove itself under the new authorized legislation. Too much is at stake. The LEAA budget currently provides the only funding for the Juvenile Justice and Delinquency Prevention Act and for research into new ways to prevent and deal with crime. Without LEAA there is no national program of criminal justice.

We urge Congress to resist efforts to prejudice LEAA at this early date. We think there is more to be gained through supporting LEAA at this time than by tearing it down.

Letters to NACo

Dear Dan Lynch,

I regret that I was unable to be with you for the recent legislative meeting of the National Association of Counties in Washington, D.C., but I was delighted to learn that your sessions were so successful.

It is vitally important for local government officials to use this opportunity to influence the decision-making process of the federal government. It is equally important that federal officials learn from you about the needs and concerns of your constituents back home. For it is on these needs and concerns that our domestic policy will be based.

Having served at the local, county and state levels of government, I have the frustrations you face in the effort to become involved in the development of government policies and programs. At the same time, I feel the kind of involvement by the state and local sectors is critical to any successful, comprehensive federal program. I hope the reorganization I have proposed for the federal government will help to eliminate the barriers to your full participation in the formulation of public policy. It is through you that most of the services of the federal government will be delivered. I am convinced that it is your priorities, expertise and early participation in the shaping of Administration proposals that will ensure their effectiveness and practicality and guarantee broad-based support.

I have instructed all heads of departments and agencies in my Administration to stress local consultation in the course of developing all new proposals. Just as our federal efforts are being directed to promoting efficiency and simplicity, so too must the efforts of local government. We must work in close partnership at every level to encourage maximum cooperation and reduce the unnecessary competition which is so unconstructive for all concerned.

I look forward to working with you in the years ahead in a new spirit of partnership and confidence that will best serve the well-being of the American people.

—Jimmy Carter
President of the United States

Dear Mr. Hillenbrand:

We are writing to try and express our appreciation for the help and support you have given toward the opening of the hospital in Buffalo, Texas. We feel that without your help in our problem with HEW, we probably could never have reached a compromise.

The hospital will be opened soon and the people of Leon County are very happy about it. We are grateful for all of your efforts.

—James O. Hillenbrand
County Judge
Commissioners' Court of Leon County, Texas

CDF Study Finds Children in Jail

Continued from page 1

cause they fail to account for the many children hidden away in small jails which elude a census. Unlike the stocks in former days, jails are hidden from public view—which makes them and the human beings inside them a subject of continuing ignorance.

In South Carolina, CDF represented five young clients who were brutally raped, burned or beaten while detained along with adult inmates in jail. And CDF found that despite official pronouncements against the jailing of children by the U.S. Department of Justice, its Bureau of Prisons maintained contracts with local jails in all but four states to hold juveniles charged with federal offenses.

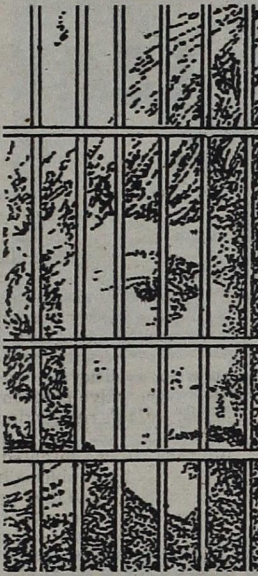
KEY CDF FINDINGS

After visiting 449 jails in Florida, Georgia, Indiana, Maryland, New Jersey, Ohio, South Carolina, Texas, and Virginia, and talking to dozens of sheriffs, law enforcement and corrections officials, child psychologists, criminologists, and children who were or had been in jails, CDF summarized its findings as follows:

- In every state, jails held children. Overall, 38 per cent of the jails visited admitted they held children as a matter of policy, and an additional 14.7 per cent said they occasionally held children.

- A majority of children found in adult jails were not detained for violent crimes, and could not be considered a threat to themselves or their communities. Only 11.7 per cent were charged with serious offenses against persons. The rest were charged with property or minor offenses. Most alarming, 17.9 per cent of jailed children had committed "status offenses," that is, actions which could not be crimes if done by adults, such as truancy or leaving home.

- An additional 4.3 per cent of the jailed children had committed no offense at all. One boy was held because he had "no place to go." Another boy was finger-printed and held because his mother had been taken to the hospital, and there was



no other adult at home. One child was in jail for protection from her father, who was accused of committing incest. Children were held because they were mentally ill or retarded, and there were no appropriate mental facilities available.

- While the majority of jailed children are white, a disproportionate number—31.8 per cent—are minority. Four out of every five were male. Not only older children are jailed: 34.2 per cent were 14 and 15 years old and over 9 per cent were 13 years or younger.

- Length of time and the reason children are jailed are often in violation of state laws. For example, some states permit jailing juveniles for no more than 48 hours, yet the average length of stay in some cases was six days. Some states allow jail detention only before a court hearing

and disposition, yet some children were serving their sentences in jail.

- Conditions in most of the jails are abysmal. Most are dirty and decrepit, with insufficient sanitary, food, or medical facilities. Only 9.8 per cent of the jails surveyed reported any educational facilities; only 12.4 per cent reported any recreational facilities.

Children in jail will be among the subjects to be considered at the National Assembly on the Jail Crisis, May 22-25 in Kansas City, Mo. The conference is sponsored by the National Association of Counties Research Foundation, and Jackson County, Mo.

MYTHS AND RATIONALES

"The jailing of children has been condemned for nearly a century," Judge Polier observed. "The questions raised by this study, however, confront the disparity between the pretensions, and the realities of juvenile justice as it is administered today."

The report examines the reasons given for jailing juveniles and concludes that each is unfounded: "The community must be protected" is often used to justify locking up juveniles, but CDF's study shows that 88.3 per cent of jailed juveniles did not threaten community safety. While a number of these youths may need detention, the harshness of jail is not warranted.

"Only tough children are jailed" is also untrue. CDF found young, small, shy, and frightened children in jail along with more hardened inmates. "To protect them from themselves or their environment" is a vain hope when jail conditions do not allow for proper supervision or help, and often are harmful or threatening to children's safety.

"To teach them a lesson" may be cited as jail therapy for troubled youth, but the psychologists and children CDF interviewed agreed that children learned distrust, cruelty, anger, and hopelessness in jail. "Juvenile facilities are unavailable or overcrowded," some officials claimed. But CDF found that even when juvenile facilities are not overcrowded, jails are used for children.

CDF URGES TOTAL BAN

The study calls for states to prohibit the detention of youths under 18 in adult jails or lockups. States also must develop and fund alternative placements for juveniles in need of detention or services.

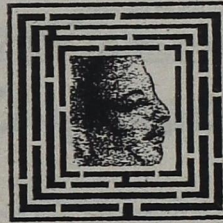
Federal action is also needed. The Department of Justice should issue strong regulations prohibiting the Bureau of Prisons from contracting with local jails to hold juveniles charged with or convicted of federal offenses. The Juvenile Justice and Delinquency Prevention Act of 1974 should be amended to prohibit the jailing of children and the Law Enforcement Assistance Administration should enforce the law's provisions.

"We also urge a more active role for bar and bench to end jail abuse of children and youth," Judge Polier added. "Judges who are frustrated by the lack of juvenile facilities, but who are passive in their absence,

become unwitting conduits to punitive facilities which violate the rights of the children they are charged with protecting.

The Children's Defense Fund of the Washington Research Project Inc. is a non-profit national organization created in 1973 to provide long-range and systematic advocacy on behalf of children. It is funded by foundation grants and individual contributions. It is staffed by lawyers, researchers, federal policy monitors, and people working with local communities to reform institutions, policies and practices affecting the lives of children.

The study may be obtained by writing the Children's Defense Fund, 1520 New Hampshire Ave., N.W., Washington, D.C. 20036, or by calling (202) 483-1470. The report costs \$2 (plus \$1 for first-class mail or 25 cents to fourth-class mail) and sales tax where applicable. For orders of over 50 copies, the price per book is \$1.50 (plus postage).



National Assembly on the Jail Crisis

May 22-25
Kansas City, Missouri

Registration

County _____
Name _____
Title _____
Street _____
City _____ State _____ Zip _____

Registration fee: \$75

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

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

Partnerships for Correctional Administration

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

Diversion and Community Resources

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

I would like to see the following Wednesday Afternoon:

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

National Assembly on the Jail Crisis Housing Reservation

Name(s) _____
Arrival date _____ Time _____
Departure date _____ Time _____

Housing request at the Radisson Muehlebach

- ☐ Single \$24
- ☐ Double \$32

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

Send this form to:

National Association of Counties Research Foundation
1735 New York Avenue, N.W., Washington, D.C. 20006

ATT: National Assembly on the Jail Crisis

Better Transit Data Needed

Continued from page 1

BOTH BELIEVE that requiring all buses to be accessible will raise costs and delay testing other approaches to transportation needs of particular groups through such things as dial-a-ride and subsidized taxi service.

"While some counties are choosing to purchase only buses accessible to persons in wheelchairs," Casey said, "hundreds of counties, especially in non-urbanized areas are struggling to find a way to provide any public transportation to the elderly, the handicapped, the poor and other transportation dependent groups."

He criticized a proposed requirement that 50 per cent of new bus purchases be accessible. The requirement, he said, "presents a particular hardship for small urbanized areas and especially for non-urbanized."

Speaking for the needs of rural America, he said "only

about 1 per cent of expenditures of our federal public transportation agency (UMTA) have found their way into non-urbanized areas." He called attention to \$500 million set aside for non-urbanized areas in late 1974 that still have no guideline for use.

Casey said there is a need for coordination of "social services transportation" in urban and rural areas (programs that provide transportation for aging, children, low income persons, students, etc.).

He also called attention to the need for review of the labor protective provisions, section 13(c) of the Urban Mass Transit Act. He said counties are beginning "to secure evidence that 13(c) requirements and procedures are unnecessarily thwarting the good faith efforts of local government to provide needed public transportation service."

Job Opportunities

County Administrator, Chesterfield County, Va. \$38,500 to \$50,000; up to \$43,000 to start. Chief administrative officer for rapidly urbanizing county with population of 125,000. Two persons holding the position since 1948. Responsible to five-member board of supervisors elected from districts on a nonpartisan basis for four year terms. One thousand employees; \$104 million budget. Degree in public administration and some graduate study, plus 5 to 10 years experience as county administrator or assistant county administrator required. Request application form from: Municipal Advisors Inc., Post Office Box 45, Virginia Beach, Va. 23458. Mark envelope "Chesterfield County application." Deadline May 1.

Grantsman, Lake County, Ohio. Salary open. Must be knowledgeable in preparation of applications and grants, familiar with federal and state guidelines to apply for and receive funds, skilled in communication with officials. Requires experience with developing projects and programs. Resumes to: John F. Platz, President, Lake County Board of Commissioners, 105 Main St., Painesville, Ohio 44077.

Director, Sanitary Engineering, Green County, Ohio. \$20,000 to \$26,500. Responsible for carrying out water, sewer and solid waste policies and priorities established by county board of commissioners. Supervises the operations of a department and works extensively with various groups and organizations in accomplishing county water and sewer priorities. Requires registration as a professional engineer in Ohio with appropriate administrative and technical experience in water and sewer treatment systems and facilities. Resumes to: Green County Board of Commissioners, 69 Green St., Xenia, Ohio 45385. Deadline April 15.

Personnel Director, Pima County, Ariz. \$20,916 to \$26,700. Responsible for all functions of a centralized personnel department, including administration of the merit system. Requires bachelors degree in business of public administration, plus six years of generalized public personnel experience in a governmental jurisdiction, or equivalent combination of training and experience. Detailed resume to: Pima County Personnel Department, 151 West Congress St., Health and Welfare Building, 4th Floor, Tucson, Ariz. 85701. Deadline April 30.

Director of Correction, Jackson County, Mo. Responsible for administration of current operations in county department of corrections. Supervises operations of two institutions housing male and female prisoners. Heavy emphasis on developing progressive programs. Requires graduate degree in correctional administration, social work, public administration, or closely related field plus at least five years of high level administrative experience in corrections. Application to: Jackson County Executive, salary \$20,197 to \$26,395. Applications to: Director of Administration, 415 East 12th St., Kansas City, Mo. 64106. Deadline, May 15.

Executive Director, Local Criminal Justice Planning Commission, Waukegan, Ill. Salary \$17,000 to \$22,000. Responsible for planning and advising of federally funded programs and all law enforcement agencies, courts, corrections and legal services within Lake and McHenry Counties. Requires working knowledge of planning experience of local government agencies, related supervisory experience. Resumes to: Department of Management Services, 18 North County St., Waukegan, Ill. 60085. Deadline April 15.

SOLID WASTE

Resource Recovery Seminar

WASHINGTON, D.C.—The Environmental Protection Agency (EPA) in conjunction with the National Association of Counties Research Foundation (NACORF) will conduct a two-day seminar on Resource Recovery April 28-29.

The seminar is designed primarily for municipal and county officials and private and professional individuals who are interested in gaining a better understanding of current municipal solid waste resource recovery and conservation practices.

Using formal presentations, case studies and audience participation sessions, the seminar will offer a comprehensive overview of resource recovery, anticipatory problems, and various approaches for community implementation.

GENERAL INFORMATION

Location: Hyatt Regency Hotel, 400 New Jersey Ave., N.W., Washington, D.C. 20001.

Cost: \$75 registration fee includes all seminar materials, coffee during breaks, and two luncheons. Make checks payable to EPA Resource Recovery Seminar.

Accommodations: A block of rooms has been reserved at the Hyatt Regency Hotel. Singles from \$34, twin/doubles from \$44.

Reservations must be made as soon as possible. Please indicate your room requirements on the attached preregistration form. Your hotel reservations will be confirmed by the hotel, and will be processed only after your conference registration fee has been received.

Inspection Visit: A field visit to the Baltimore pyrolysis plant has been tentatively scheduled for Saturday, April 30. Buses will leave from the Hyatt Regency at 8:00 a.m. and will return to the hotel by noon.

Information: For further information, contact Linda Longest at (703) 471-6180.

Mail Address: EPA Resource Recovery Seminar, P.O. Box 17413, Dulles International Airport, Washington, D.C. 20041.

(Detach and return coupon below with your registration fee as soon as possible to: EPA Seminar, P.O. Box 17413, Dulles Airport, Washington, D.C. 20041.)

Resource Recovery Technology—An Implementation Seminar

Enclosed is \$_____ (\$75 per person) for the following participants:

Name _____

Title _____

Organization _____

Address _____

(City) _____

(State) _____ (Zip) _____

Phone () _____

Please reserve the following for me (circle preferred rate):

Single \$34 \$38 \$41 \$44

Twin/Double \$44 \$48 \$51 \$54

(Sharing room with _____)

Date of arrival _____

Date of departure _____

I plan to make the field visit to

Baltimore. Yes ☐ No ☐



SUBURBAN HOMESTEADING—Baltimore County Executive Theodore G. Venetoulis is seen discussing the process involved in moving the first home acquired by the county through its pioneering program in flood management with Emory Stroh, left, who purchased the often flooded Villa Nova house for relocation. Venetoulis characterized the future sale of floodplain homes for movement to higher ground as a "suburban homesteading program." Two hundred forty-six houses are scheduled for acquisition by the government over a six-year period. Stroh paid the county \$1,050 for this house.

INDUSTRIAL WASTE PRETREATMENT

County Comments Needed

Summary of Four Alternative Pretreatment Strategies

Option	Number of Industries and Pollutants Covered by National Standards	Level of Government with Compliance and Enforcement Responsibility	Basis for Variances
I	8 industries this year up to 13 more by Dec. 31, 1979. Up to 65 pollutants.	Local compliance programs and enforcement against industrial dischargers encouraged. State or federal enforcement only as a back-up or where local compliance program inadequate. State or federal enforcement may be against municipality on violation of NPDES permit which includes pretreatment ordinance.	Both design and incidental (unplanned) removal capabilities or municipal treatment facilities would serve as basis for variances. Approved local compliance program would be required to qualify for variances.
II	Same as Option I.	Same as Option I.	Water quality variances would be allowed in addition to those permitted in Option I.
III	Only most hazardous pollutants from most significant industries covered. Presumably fewer than other options.	Same as Option I, except that even more emphasis will be placed by EPA on developing institutional capacity of local governments to operate a pretreatment program.	Same as Option I.
IV	Same as Option I, except that more than 21 industries and 65 pollutants may be covered.	Local compliance programs seen as only an interim measure while direct federal/state pretreatment compliance program is being developed.	Only design removal capabilities by municipal facilities would be allowable basis for variances.

WASHINGTON, D.C.—The U.S. Environmental Protection Agency (EPA) held the first in a series of nationwide briefings on pretreatment of industrial wastes here on March 8.

The briefing dealt with four possible alternative programs for pretreatment of industrial wastes that are discharged into publicly owned treatment works.

A hearing is scheduled in Washington for April 21 at which time city and county officials are urged to testify on the impact each of the proposed options will have on their jurisdiction. A briefing and hearing are also scheduled for San Francisco, April 6-7; Boston, April 13-14; and Chicago, April 18-19.

If a representative from your county would be interested in attending any of these meetings, please contact Cliff Cobb or Arleen Shulman at 202/785-9577 for more details.

EPA plans to hold up funds for construction of sewage treatment facilities to any county or municipality which has not developed an acceptable pretreatment program. Numerous projects around the country have already been delayed months or years by EPA requirements, and this new restriction is sure to cause further delays and higher costs, unless county and city officials protest this tactic at the scheduled hearings.

A SUMMARY of the four options being considered by EPA is contained in the accompanying chart. The chart shows how the alternatives vary—according to what will be covered by national standards; the basis on which variances will be allowed; and the level of government with primary compliance enforcement responsibility.

Some elements of the national pretreatment program will be common to all options. National standards will be set for the most significant toxic pollutants and for those that interfere with the operation of municipal treatment systems. Local pretreatment programs will be required for acceptable 208 plans, though conditional plan approval will be permitted while a local compliance program is being developed.

EPA recognizes that there are problems and advantages associated with each of the four options. For example, regarding the use of water quality variances, EPA is concerned not only that this may cause some inequities among industries having to meet different standards, but it

also believes that there are serious practical problems involved in developing the models necessary to grant water quality variances. Many states have no water quality standards on toxic pollutants and information on the environmental effects of some of these pollutants is in the early stages of development.

If you favor Option III, which allows water quality variances, EPA is particularly interested in hearing from you about how this program can be effectively administered and enforced.

EPA IS ALSO aware that, while local compliance programs will be

expensive to operate, local programs are the only means of ensuring flexibility in requirements and adequate enforcement.

If Option IV were adopted, every industry would have to meet the same stringent standards, regardless of how well the municipal plant treats the industrial wastes. Federal and state enforcement personnel would be so overextended that the entire program would be ineffective at reducing pollution. Thus, EPA realizes that it must write the regulations in such a way as to encourage cooperation by cities and counties.

ENERGY THEME

Coastal Society to Meet

SEATTLE, Wash.—The third annual meeting of the Coastal Society, sponsored by Western Washington State College, will be held Nov. 3, 4 and 5 in Seattle at the Washington Plaza Hotel.

The theme of the meeting is "Energy Across the Coastal Zone." Papers will be presented and discussed, dealing with various aspects of energy moving in and through the coastal zone. Sessions will be devoted to state and federal policies and programs; the industrial and conservationist points of view; economic considerations; and alternative power sources (waves, tides, etc.).

Preregistration fee is \$28, on-site registration \$35, which includes program with abstracts, luncheon and proceedings volume. Both a one-half day and a one day field trip are planned.

For further information, contact: T. Terich, Department of Geography, or M.L. Schwartz, Department of Geology, Western Washington State College, Bellingham, Wash. 98225.

Census Guide Outlines Stats on Community

City planners, neighborhood group leaders, and businessmen required to assemble statistical profiles of their communities now have a guidebook to help them.

Environmental/Socioeconomic Data Sources is a 170-page, easy-to-read handbook prepared by the Bureau of the Census, U.S. Department of Commerce and the U.S. Air Force. It enables a researcher with no statistical training to see which federal agency has the right publication for his or her local data needs.

The guide is particularly helpful to those called upon to prepare environmental impact statements for use by various levels of government. In fact, the guide originally was prepared by the Census Bureau for the Environmental Planning Division of the U.S. Air Force.

The document is divided into four parts. Part One provides an introduction to the Census Bureau and other federal data sources as well as to potential local data resources. Part Two suggests various research approaches and includes exercises for selecting the most appropriate census report and statistical table.

Part Three indicates when specific information may be found, and Part Four presents a detailed guide to census data and programs. These are categorized by general topics such as demographic, economic, housing, and government and public finance.

Copies of *Environmental/Socioeconomic Data Sources* are available for \$1.50 each from the Subscription Services Section, Bureau of the Census, Washington, D.C. 20233.

Counties Get More Grants

The number of separate federal grants received by cities and counties more than doubled in the five year period 1969-1974. The rate of increase for counties exceeded that of cities, according to the latest Urban Data Service (UDS) Report.

This report is based on a survey conducted by the Advisory Commission on Intergovernmental Relations in cooperation with International City Management Association (ICMA).

The report examines the fiscal and administrative impact of federal grants on city and county governments. It also includes an evaluation of the attitudes of local government officials toward federal efforts to improve grant management.

For additional information, including UDS subscription rates, contact Laurie S. Frankel, ICMA, 110 Connecticut Ave., N.W., Washington, D.C. 20036.

Proposed Regulations

The following proposed regulations are being analyzed by county officials and the NACo staff to determine their impact on counties. Copies, contact the Grants and Regulations Office at NACo.

77-18 OMB's "Indian Self-Determination Education Assistance Act," ACIR Ed. No. 77-19. The objectives of this program are to provide that contracts or grants under authorizing federal contracts or grants to Indian organizations, or for the benefit of Indian preferences to Indians for training, employment and subcontracts or subgrants. Copies are available.

77-19 LEAA "Guide for Discretionary Grant Program, M 4500.1E, Change 2." ACIR Ed. No. 77-19. The objectives of this program are to provide the process of deinstitutionalization of juveniles and adults detained or confined in jail, detention or correctional facility in which they have regular contact. These objectives will be implemented through the establishment of regional-state priorities. Selection and award will be made by the cognizant LEAA regional office. Copies are available.

New County Times

On County Modernization

AN OVERVIEW

Reorganization

Last year, voters in 65 counties in 10 states went to the polls to vote on charter adoptions and city-county consolidations. Obviously, the issues of home-rule and structural change are important in America's 3,104 counties. While the success rate of the votes was not high (one out of every three charter votes passed; one out of five consolidation attempts succeeds) there has been considerable progress made in the areas of home-rule and structural change in the past five years. The following table illustrates the amount of activity that has taken place:

Forms of Government	1972	1977
Commission	2,758	2,375
Council-Manager	300	587
Council-Elected Executive	46	142
Charters		
Home-rule	57	78
City-County Consolidations	12	17

(See tables on page 10 for lists of current study commissions.)

As the figures indicate, there has been a move towards the Council-Manager and the Council-Elected Executive forms of government; increases in the numbers of these forms has come, of course, at the expense of the Commission form.

The articles presented in this issue of *New County Times* represent the viewpoints of officials who work under the three basic forms of local government. These articles deal with the day-to-day realities of operating under the various forms; the reality is often substantially different from the "textbook" descriptions of the forms.

COUNCIL-MANAGER FORM

The council-manager form under which nearly 600 counties currently operate is an offshoot of the municipal reform movement of the early 20th century. Ideally, the form provides a separation of policy and administration through an elected council that formulates policy, and an appointed manager who administers those policies. Although the form usually succeeds in bringing professionalism into government, a plan's ideal distinction between policy formation and administration is considerably blurred in day-to-day operation. A practical assessment of the council-manager operation is given by Tom Kelley, manager of Volusia County, Fla.

COUNCIL-ELECTED EXECUTIVE FORM

The council-elected executive form began primarily in urban counties, where heterogeneous populations and partisan political activity created pressures for separate legislative and executive functions, along with a corresponding system of checks and balances. The elected executive has veto power which, in turn, may be overridden by the council. The executive also serves as the formal representative of the county government.

The day-to-day roles and responsibilities of the council-elected executive form are discussed by Mike White, elected county executive of Jackson County, Mo.

COMMISSION FORM

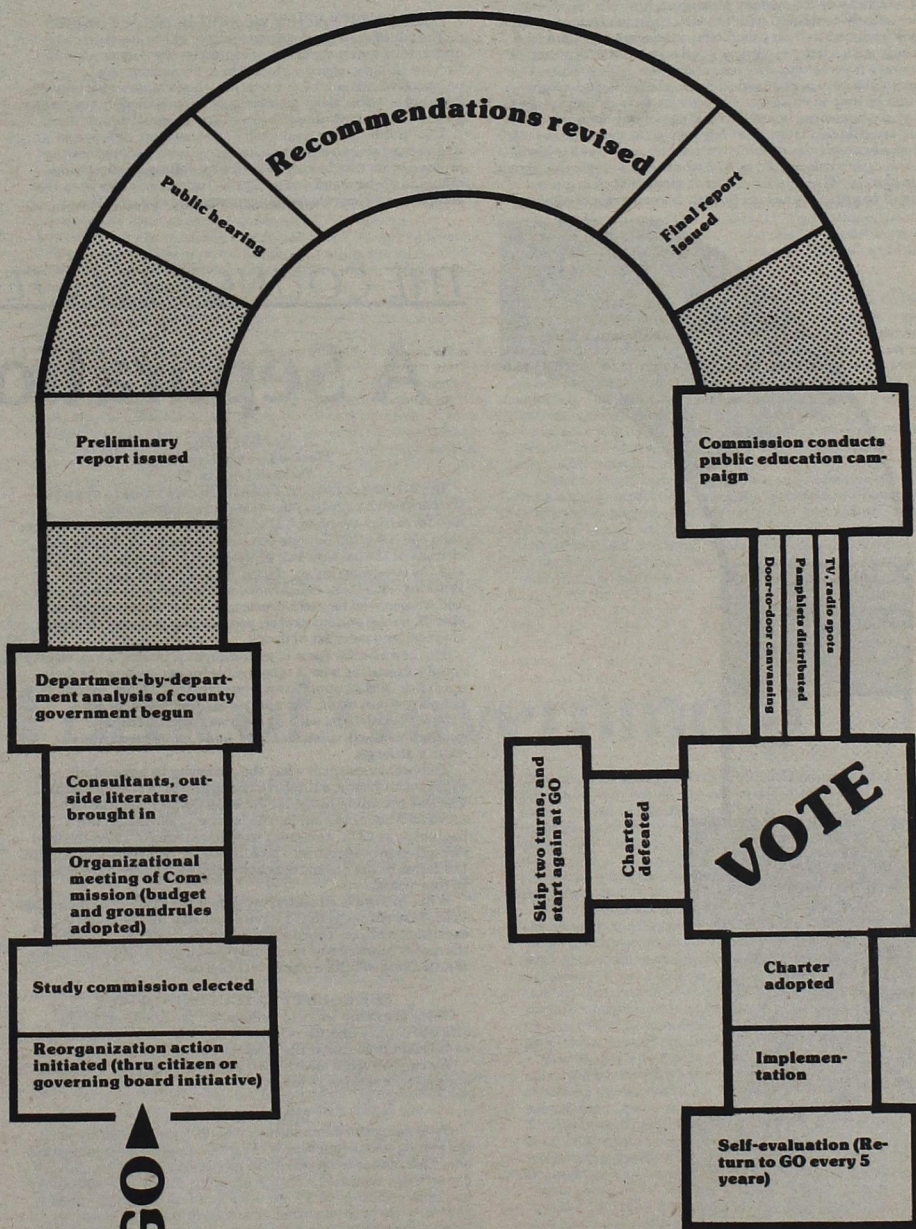
Under the commission form of government, a central governing board is vested with both legislative and administrative responsibility, although administrative responsibility is often shared with a group of independently elected department heads (i.e., sheriff, clerk, recorder of deeds, assessor). Because of the diffusion of power and the elective nature of virtually all major county officials inherent in this form, critics claim that accountability and professionalism are lacking. In his article, Commissioner Earl Baker of Chester County, Pa., answers these charges, while arguing strongly in favor of the form. In addition to his Chester County duties, Commissioner Baker is a professor of political science at Temple University in Philadelphia.

OTHER ALTERNATIVES

The final article in this issue of *New County Times* discusses other alternatives to structural change. These alternatives are increasingly important as counties find themselves inhibited from, or unable to, adopt structural change. Jay Smith, former management specialist with the Urban Counties Council of Illinois authored this discussion of management

It is not the purpose of this issue of *New County Times* to advocate any particular form of county government, but rather to present the viewpoints of county officials on the three most popular forms in use today. The National Association of Counties believes that "counties should be free to devise their own internal organizational structure either under charter or under general law." (*American County Platform*, section 1A). Further information on forms of county government is available from the New County Center, which serves as a one-stop source of information on county government.

Robert A. Platky
New County, U.S.A. Center
National Association of Counties
Research Foundation



"The Referendum Game"

THE COUNCIL-MANAGER FORM

A Move Towards Professionalism

by Thomas C. Kelly
Manager, Volusia County, Fla.

Most standard college textbooks covering the council-manager form of government inform students that the manager is charged with administering the policies of the elected board—implying some simple distinction between policy and administration. Students also are told that the council-manager system was devised in response to municipal corruption and waste inherent in local governments—which were administered without the benefit of professional business practices. The council-manager system is portrayed as a safeguard against corruption and as a method to achieve administrative efficiency. It is generally accepted that the council-manager system has lived up to these promises. Its rapid growth and acceptance throughout the nation bears witness to this fact.

The separation between policy and administration is both the justification for and the source of the most confusion about the council-manager system. This separation allows for professional implementation of several management techniques in finance, budgeting, personnel, and purchasing. It prevents "administrative" meddling by elected officials. It creates the type of atmosphere that attracts professional administrators. This is the so-called administrative responsibility of the system. Managers, however, have not been entirely contented with the strict administrative interpretation assigned to their role. Today managers are concerned not only with what constitutes good administrative practice, but also with what constitutes good public policy. This latter concern has been accommodated into the council-manager system by emphasizing the manager's role in recommending policy to the elected board. In making policy recommendations, traditional distinctions between what constitutes policy and what constitutes administration and, as a corollary, what the manager's role should be and what the council's role should be, is blurred. This "public policy responsibility" is more difficult to grasp than is the "administrative responsibility."

However, such an understanding is necessary for comprehending the council-manager system and for its success.

ROLES IN URBANIZED COMMUNITY

The importance of the manager's role in recommending public policy can best be illustrated by examining the need for professional advice and assistance in formulating public policy in the emerging urban community—the type of county which I believe is best suited for the council-manager system. Volusia County is such a community.

Current population is about 220,000, a doubling since the mid-1950s. By the turn of the century, the population is expected to exceed 500,000. Volusia is located on the northeast corner of the so-called Florida Golden Girdle, which spans from Daytona Beach across the state to the Tampa Bay area. The growth projections for this area are among the highest in the United States. The stakes remain high as Volusia moves from a relatively underdeveloped and rural county to an urbanized area. The need for professional assistance in the development and implementation of public policy is apparent when one considers the crosscurrent of political pressures inherent in such rapid growth toward urbanization—along with the need for effective stewardship of public resources.

ADMINISTRATIVE VS. PUBLIC POLICY ROLES

The "administrative responsibility" of the manager is better understood and more easily accepted by the community. In Volusia County, those viewing the system from this perspective called for a celebration when the new charter was adopted in 1970. Many citizens were dissatisfied by the former government's lack of professional administrative practices.

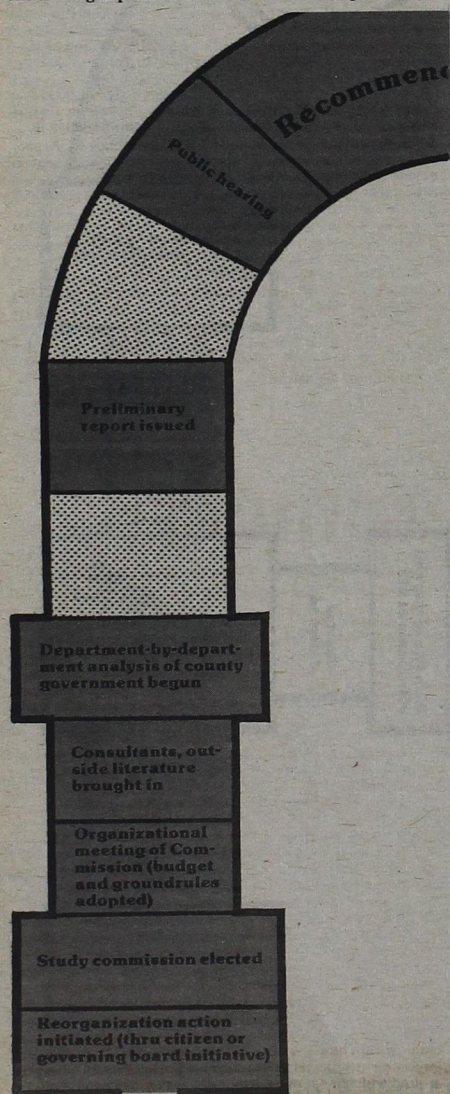
The "public policy responsibility" was more difficult to understand and accept. As manager, I joined scores of other professionals who have had difficulty defining and getting others to understand and accept the manager's role from this perspective. This role defining process is not easy. The

definition is specific to each manager in regards to the work environment. It is not a static, one-time definition. Rather, it has a range of meaning. The definition of the manager's "public policy responsibility" must be flexible because the role is bound to change, contingent on specific sets of circumstances that may arise in a single day. In trying to assume this aspect of the manager's role, the distinction between administration and policy becomes blurred. What is policy and what is administration must be decided constantly.

In this apparent confusion, the manager must realize that foremost is his responsibility to be a professional public administrator. His duty is to be fair and honest; a knowledgeable source of advice and information; and an administrator pledged to carry out the decisions of the elected board. Such decisions are policy. The manager's role also requires that he be able to articulate clearly why a board decision is necessary; describe the facts and alternatives as he sees them; and to inform the board of his recommendations. This is the essence of the manager's public policy responsibility.

SUMMARY

While the public policy responsibility requires the manager to assist in determining what is to be done, the administrative responsibility requires sole concern about how "what" is to be done. "How" it is to be done requires management skills and involves the much discussed concept of rationality. The "how" must be efficient and effective. It must wisely employ community resources and sound "business" practices. It must get results. But real success will come only when that which is being professionally administered has honest purpose and intelligent meaning. The manager must be equipped to assist in providing such purpose and meaning. Thus, we come full circle and learn that in the last analysis there is no distinct separation between policy and administration. The manager must understand his involvement in both.



THE COUNCIL-ELECTED EXECUTIVE FORM

A Separation of Powers

by Mike White
Elected County Executive
Jackson County, Mo.

In 1970, the citizens of Jackson County voted to abandon the three-man county court system and implement a new form of government. Under the old county court, the three chief elected officials were the eastern judge, elected by the citizens of the eastern half of the county; the western judge; and the presiding judge, elected by the county as a whole. Working with these officials were independently elected men and women who served as: assessor, collector, circuit clerk, sheriff, public administrator, prosecuting attorney, highway engineer and recorder of deeds.

The new charter form of government provides for an elected county executive who is responsible for overseeing the daily operation of the county, and who is restricted from holding outside employment. The charter also provides for a 15-member legislature, with 11 members elected from geographically divided districts, and four elected from the county at-large.

The county executive has the authority to appoint all department heads, subject to the approval of the legislature. The last presiding judge for Jackson County, George Lehr, served without election for the last two years of his term, beginning in 1972, as county executive. Also in 1972, the first elected county legislature took office for two years. As of 1974, the terms of the county executive and legislators have been set at four years.

What follows is an edited version of the Standard Operating Procedures Manual that I have developed for the county executive's office. This document, in a general way, outlines the major functions of the county executive's office and offers some advice to future county executives.

THE COUNTY EXECUTIVE'S OFFICE

There are many ways to summarize the functions of the office of county executive, but perhaps the most consistent and convenient is to follow the lines set out in the charter.

We run the office with a staff of under 10 people. I would list our major functions as follows:

MANAGEMENT

Overseeing the administration of all county government is the management function of the office and the most important one. This means seeing that the day-to-day operation of every department is carried through properly, efficiently, effectively, and at minimum cost. This involves calling department heads to task when problems arise; dismissing them if necessary; lending help where possible; and assuming decision-making responsibility when department heads feel the decision is too important for them to make alone. Feedback on how well a department functions is obtained through the department head himself, the media, complaints or praise from the public,

check-ups run from the office, and statistics that can be used as indicators of performance levels. Planning sessions with departments, including the department head and his immediate staff, provide valuable insight into how well the department is working and what its problems are. Most of the function is carried out directly by the county executive himself, as no one else can do it. Two good management tools we have begun to implement are Master Action Planning and Zero Budgeting.

CEREMONIAL DUTIES

By virtue of the office, an elected executive has an obligation and duty to perform certain ceremonial functions, such as ribbon-cuttings, groundbreakings, dedications of new businesses or programs. These may seem like a waste of time, but an executive is public property, and people want to see him or her present at these functions.

PUBLIC RELATIONS

The county executive's office needs someone to handle and process requests from the media. I was amazed to discover how much time this function takes. You can well imagine when there are about 20 radio stations, five television stations and 10 newspapers—one of which has three full-time reporters in the county courthouse—all the local government reporting that takes place. The county executive's office is seen as a focal point to obtain information or "opinions"; it takes a vast amount of time to meet with the media, answer their questions, do films, interviews, etc. Media people all demand to be treated equally, while at the same time, take every advantage they can to gain a "scoop." The best approach is to treat them all fairly and try not to curry favor of anyone by leaks or advance notices of stories. It is a great boon to have the police wire telegraph system in the county executive's office. When we want to get out a notice, such as a jail break or a news conference, we put on the wire and all media are instantly, simultaneously notified. Certain small newspapers we notify by phone.

Media people seem bothersome at times. When you are trying to work on something important, they will call with what seems to be trivial or some false lead on a story. They might even accuse you wrongfully of misconduct. There is one who will ever hold this office who will not experience unfair treatment from the press and feel outraged. However, it is impossible to avoid, considering the number of media personnel covering the county executive's office, and you have to accept it as part of the job. On the whole, if you do a good job, they will know it and will treat you fairly. In fact, they occasionally make you look better than they should. Just remember what it would be like if the media weren't there. The public wouldn't have any idea what you were doing, good or bad, and that would be bad for all of us.

Another piece of advice is when a reporter makes a mistake

talk with him and point out the error, instead of going to his editor. Reporters, like everyone else, have a responsibility to do a good job.

INFORMATION AND ASSISTANCE

Many people call the county executive to complain or to obtain some information. It is impossible for the executive to handle all of these calls personally, or even a substantial number of them. Furthermore, someone in the office can be assigned to do this job as well or better than the county executive himself. As a rule, an administrative assistant and receptionist will, whether they like it or not, be acting sometimes as a complaint department. Part of their job is to shield you from these calls. We handle the information function through an Area Information Department (AID). AID is advertised to the public as a number they can call with any governmental problems—without being referred to some other agency. I believe this office has created a great deal of good will for the county and is worth the amount of money (rather modest) needed to maintain it.

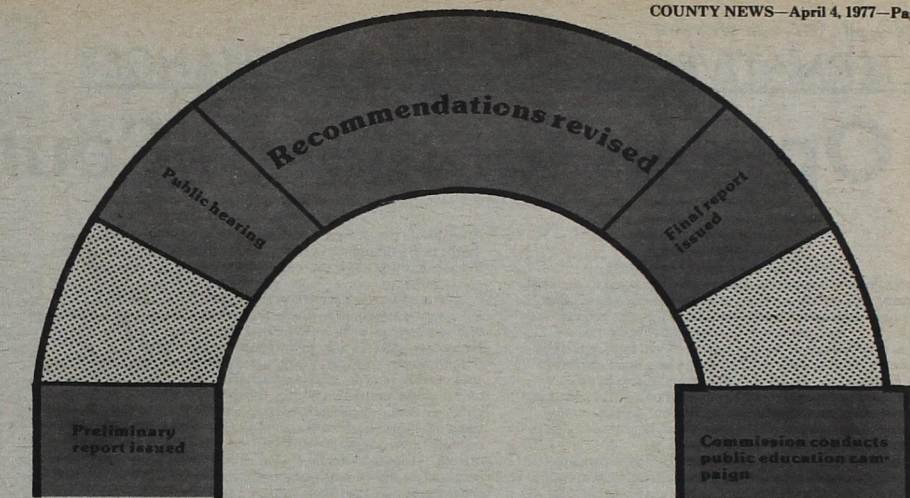
POLITICAL

Like it or not, when you are elected to the office of county executive, you become a political leader in the Democratic or Republican Party. Since you did run under the banner of a party, you have some obligation to that party to provide leadership. The degree of leadership is up to you and the party. However, you will find that a negative relationship with political leaders can impair your efficiency as county executive. This is painfully evident when you go to Jefferson City seeking legislation for the benefit of the county and find—while it is difficult to get a good piece of legislation passed—it is easy for one or two legislators to have it killed. Thus, it behooves an elected county executive not to make political enemies. The main thing I have found with politicians: it makes more difference how you treat them, than what you do for them. It is better to use a friendly approach at first, a persuasive approach if that fails, and the sledge hammer if nothing else works. Politicians, union leaders, favor seekers, cause advocates, etc. will attempt to prey on your sense of obligation if they supported you, and if you say "yes," some of them will ask for anything under the sun. It's best to let them know where you stand from the beginning.

Speaking of unions, in 1976 we had a confrontation with the crafts over whether we would continue to pay 80 per cent of scale. Carpenters, electricians, plumbers, and painters were making salaries out of proportion with the rest of county employees. For example, an electrician in the courthouse was making \$22,500 a year, which was more than most county lawyers made. We struck an agreement with the unions that, if we went along on 80 per cent in 1976, at contract renewal time they would attempt to persuade their membership to do away with the 80 per cent of scale.

APPOINTMENTS

I consider appointing department heads and members of boards and commissions a part of administration, since it's the first step in good management to have good people in key management positions. However, such appointments play a large role in what the county executive does, and so, perhaps, a separate word is in order. An executive gets a lot of pressure from politicians and county legislators to appoint their friends to department head positions and memberships on boards and commissions. I believe the department heads and a majority of all boards and commissions should be people who are undoubtedly loyal to the county executive. They have to be people you can work with, trust, and who will support your views. This is the reason the power of appointment is given to the county executive in the first place. My philosophy is: once I have, by attrition, appointed a majority of the members of a commission or board, I can then listen to suggestions on who



should be appointed. I listen very strongly to a legislator who opposes a potential appointee from his district. Unless he is just plain wrong about the appointee, I will honor his opposition.

RELATIONSHIPS WITH THE LEGISLATURE

The legislature sets policy; the county executive executes it. He also executes policy mandated by state law and, occasionally, by Congress. My relationships with the legislature were good going in because I came from among their ranks as, I suspect, many county executives will in the future. There are some simple guidelines which ought to be followed in dealing with the county legislature:

- Try not to release major news items to the media before you advise the legislature of them.
- Don't meddle in the internal affairs of the legislature, such as the appointment of committee heads; those offices appointed by the legislature (for example, the Sports Authority); or above all, the election of a legislative chairman. I believe in separation of powers and any county executive who meddles in the legislature's internal affairs will probably get burnt and will deserve it.
- Don't let the legislature invade the powers of the executive branch: once you do this, there may be no end to it. You must put your foot down firmly the first time they attempt to cross the line, although the line gets fuzzy in some areas. The first time I encountered this was when the legislature was to act on a resolution directing the assessor to place his reassessment teams in certain legislative districts first, before doing other legislative districts. I told the legislature this was a clear invasion of executive power by the legislative branch. How to run a department internally, who to fire, who to hire and who to discipline are matters of administration, not policy. Department heads should also be discouraged from dealing directly with the legislature. If the department head goes directly to the legislature for his budget or some ordinance, it then becomes difficult for that department head to turn a legislator down when he wants something from the department.
- As of this writing, the veto power of the executive has

never been used in Jackson County. I threatened to use it once when the legislature was going to give \$60,000 to a Kansas City Public School District for school nurses, an item the school district thought was so low in priority that they cut it out of their own budget; and again, when the legislature was going to vote themselves a pay raise. I discovered it is a mistake to announce you will veto something before it passes. The measures were not going to pass anyway; when they failed, everyone blamed me. I view the veto as a tool that should be used only when there is an abuse of discretion on the part of the legislature. It shouldn't be used just because the county executive disagrees with the legislature over policy. It is not his function to make policy and it is not the purpose of the veto to allow him to make policy. The veto is a check and balance against abuses of power by the legislature.

- Don't make a habit of attending all legislative committee meetings; delegate someone from your office. If you appear at one, you have to appear at all of them. There simply isn't time. Furthermore, the appearance of the county executive at a legislative committee meeting has a great impact and can be used to better advantage if it is rare.

DEALINGS WITH THE STATE LEGISLATURE

The greatest gains for county government can be made in the state legislature. By working to increase efficiency in county government, we might increase efficiency by 10 per cent. This can be wiped out in the year's inflationary cost. By obtaining a new source of revenue at the state level that would respond to inflation, we are doing far more for the county. The future of county government lies in Jefferson City.

I believe it is a good idea to have a lobbyist, if for no other reason than to keep you informed of what is going on, on a minute-by-minute basis.

Avoid making derogatory statements about the state legislature, even privately. These statements will come back to haunt you later on. It might be nice if the legislature were small and the committee chairmen had less power; that is a change that will probably come in time. But as long as you are trying to get legislation passed, don't take up the cause of reforming the legislature.

THE COMMISSION FORM

A Durable Form of Government

by Earl M. Baker

Commissioner, Chester County, Pa.

To read most of the articles or speeches concerning the "modernization" of county government in the United States, one would assume that the board of commissioners form of county government—used in most of the 3,104 U.S. counties—is an antiquated, archaic structure whose existence is a puzzle.

That it has endured so long is usually chalked off to the fact that counties have not been considered significant and that, once counties come to the attention of those who write about government, modernization will take place. That usually means some new form of government and, of course, the home rule movement for counties is often linked to a change in governmental form. Home rule can take place as a legal principle without necessarily changing to an elective executive or a county manager form, but it is often assumed that this change will be an accompanying result.

The board of commissioners is an historic device for governing counties which antedates the form of the U.S. government and is probably unique to the American system. In some cases, powers of counties were much stronger in the original colonies than they were by the beginning of the 20th century. This pattern was continued as counties were created along with westward expansion, at least in those states that drew their governmental heritage from the Atlantic coast.

The plural executive is one of the interesting aspects of the commission form because in most cases it is a combination of the executive and legislative branches of government activity. This seems anomalous to many students of local government but often leads to a situation where the form is criticized because there is no "separation of powers." It is even implied that for some reason this may be undemocratic, or in some other way inconsistent with American principles of government. In fact, there is democratic precedent for it in the

British Parliament where the government itself is created by Parliament and administrative officials must be members of the body. To this extent, the combined legislative-executive form emphasizes accountability.

That analogy is true only to a certain extent. Perhaps the most important characteristic of county government is that the majority of its decisions are not really "legislative," in the sense that they set basic policy. Rather, county boards pursue whatever decisions they can within a carefully framed set of laws set by the state legislature and the state constitution. Therefore, to draw an analogy to Congress or to a state legislature is somewhat inexact. Most of the decisions that a county board makes are essentially "administrative"—or implementing—rather than legislative.

The basic criteria of any governmental form should be to what extent it allows the wishes of its constituents to be effectively represented and transformed into public policy. There is no reason that a board of commissioners cannot perform this function well. The question remains: which form is most likely to provide effective government? The point of this article is not to say that the answer in every case is the commission form. It may well be that in some counties—particularly those with a large number of functions, or those which have had significant legislative powers transferred to them by the state—another form is more appropriate. It may even be that the voters themselves are frustrated by the commission form and, in that case, another form might be the answer. However, I suggest we not make the easy assumption that the answer to solving all county problems is changing the form. The assertion that somehow there is more accountability with an elective executive and a council is not necessarily borne out, if that form tends to diffuse responsibility as much as the plural executive. For

example, the normal reaction of voters in a county that has gone to an elective executive-council system is to wonder what power remains with the "legislative" body. It has not been uncommon for members of the legislative body to find themselves somewhat frustrated, particularly where the body is a large one. This would suggest that the separation of powers may be more frustrating to the public than a lack of checks and balances.

The commission form can adapt to modern needs as well as the other forms if both the electorate and commissioners recognize the problems that now face county government. It may be that some changes in staffing patterns will become necessary; for example, some of the functions which are thought to be performed best by a manager who is created by statute, can also be done just as well and, perhaps more responsively, by managers who serve under nonstatutory provisions as staff members to the board of commissioners.

It is likely that as new challenges are placed on counties there will be more and more variations in the three basic forms of county government. It is possible that the continuing emergence of home rule charters, which give increased flexibility, will mean that significant changes develop in what is now known as the commission form. This may provide even more flexibility than in cases where structural change accompanies home rule.

One of the clichés of American local government reform is that it is not the form of government, but rather the people who run the government who make the difference in whether that government is efficient or not. Probably, that is true—within limits. The form may make it easier or harder for government officials to be efficient. This is the argument around which most discussions of the commission form revolve.

ALTERNATIVES TO STRUCTURAL CHANGE

Options for Illinois Counties

by Jay Smith
Management Specialist
Urban Counties Council of Illinois

The National Association of Counties has pointed out that the county administrator form of government is becoming increasingly popular in several states. While no "county administrator" in Illinois has the same authority a city manager might have, there is a trend toward improving the management of counties, even though there is no official county administrator position. Several counties have strengthened their management services or central services departments, hired administrative aides, or, in other ways, delegated administrative and research authority to full-time appointed personnel.

The purpose of this article is to describe developments relating to professional county administration in Illinois and to point out possibilities for professional county administration in other states that do not provide for structural change.

LEGAL FRAMEWORK

The Illinois Constitution and existing statutes should not be interpreted as precluding non-home-rule counties from something similar to the county administrator form of government. Any rigid scheme of county organizational options that suggests mutually exclusive categories would be misleading as a guide to characterizing Illinois counties. While most Illinois counties (exclusive of Cook County) have county boards performing both legislative and executive functions, many counties—in fact—are organized along lines that represent a hybrid among the combined legislative-executive form, the county administrator form, and the county executive form. In many of these counties, elements of the county executive form come under special powers allotted to the board chairman; elements of the county administrator form come under the delegation of authority to administrative aides and/or management services departments. Yet in most of these counties, county board committees also perform some executive and administrative functions.

The hybrid organizational forms toward which Illinois counties have moved depart from the traditional model of the county board acting as both legislature and executive. The 1970 Illinois constitution and state statutes have been interpreted as authorizing county boards to set up any appointed offices deemed necessary to allow counties to carry out their statutory duties and powers. The basic limitation of this authorization is that the created offices may not infringe on the statutory powers of independently elected officials. Thus,

counties do face a legal limitation on the extent to which they might centralize their executive and administrative functions, in that many powers are reserved for legally autonomous elected officials.

It should be noted that the division of legal authority between county boards and other independently elected county officials has yet to be well-defined by either the legislature or the courts, particularly with respect to personnel and purchasing authority. A 1962 attorney general's opinion states that county boards have the authority to set the compensation of individual employees within elected officials' offices. Many Illinois county clerks, treasurers, recorders of deeds, etc. would contend, however, that county boards have only bottom line, not line item, budgetary authority over the elected officials' offices. Although such questions have not been clearly resolved, many Illinois counties are, in practice, operating on the assumption that their county board has at least a limited authority to set personnel and purchasing policy for the elected officials' offices.

In summary, Illinois county boards, even in the absence of referendum and specific statutory authority, have some power to delegate executive and administrative authority—the basic constraint on that power being the statutory prerogatives of other county-elected officials.

All Illinois county boards receive some staff support from elected and appointed county officials (particularly from the county clerk and the state's attorney among elected officials and from the superintendent of highways among appointed officials). This paper is mainly concerned, however, with the non-compulsory administrative and research position directly under the control of the county board. Illinois counties exhibit a wide range of models for such administrative and research support: while many boards lack even a secretary (other than the county clerk), a few have large support staffs directed by a person whose job profile comes very close to the profile of a "county manager."

CENTRAL SERVICES MODELS

Some Illinois counties have central services departments, under a designated department head, that report to the county board and its chairman. These departments perform a variety of line functions (e.g., data processing, purchasing) and in some instances provide research support. The following are a few examples of central service departments:

- Lake County has a management services department that concentrates heavily on research, evaluation, and planning activities.
- St. Clair County's office of administration has coordinated training for county employees and anticipates establishing a centralized personnel administration system. It also has developed an electronic data processing system.
- DuPage County has abandoned its staff administrator position; however, it still utilizes existing, extensive professional staff under the direction of the county board chairman.
- Kankakee County's central services department originated as a central microfilming unit. Now it also operates a small card-environment computer, coordinates county purchasing, supervises the courthouse switchboard and building maintenance, and handles health insurance administration for county employees.

ADMINISTRATIVE ASSISTANT MODELS

Several Illinois counties have "administrative assistants" or "administrative aides" who perform a variety of duties for the county boards. The chief distinction between this model and the central services model is that the administrative aides generally lack direct jurisdiction over any large staff (but do perform a coordinating role among departments), whereas central services departments generally have a significant staff of their own and often have direct jurisdiction over certain functions. Counties that have adopted the administrative assistant model have, in many instances, assigned the personnel function to the administrative assistant as a chief duty. Examples of administrative assistant/aide models follow:

- Sangamon County has a "county coordinator" who acts as the personnel administrator and who also writes and administers federal grants, administers the county manpower program, and performs ad hoc research for the county board.
- DeKalb and Winnebago Counties have created administrative assistant/aide positions that handle personnel administration, conduct research and evaluation of programs, and are responsible for administration and execution of board ordinances and resolutions.
- Peoria, McLean and Will Counties have expanded the duties and responsibilities of their administrative assistants to include duties similar to their counterparts in DeKalb and Winnebago.

The above examples of county boards providing for a full-time position to handle administrative and other management duties is not an exhaustive one. It merely represents the various ways counties have informally reorganized their internal administration.

SUMMARY

Illinois counties have chosen a variety of paths toward management efficiency which have been determined by experience and circumstance. There really is no "best" model for a county of a particular size. Tradition, personnel, and citizens' attitudes set distinct parameters for each county. One can predict, however, that the trend will continue

toward staff development under the immediate auspices of county boards. The county board is the focal point of policy making; it stands in a position to affect and direct the policies of all county departments. The components of county government management no longer are split along the lines of the traditional departments, rather they cut across such lines. Tax administration, for example, involves the treasurer, the clerk, the supervisor of assessments, and the board of review. A county board supplied with support staff can coordinate the data-gathering and decision-making activities of these various offices. Organizational efficiency requires a central policy making approach, and part-time policy makers have more time for decision making when there is a full-time administrative and research staff.

Note: This is an edited version of Jay Smith's article. The full text may be obtained by sending \$1.50 to the Living Library, NACo, 1735 New York Ave., N.W., Washington, D.C. 20006. Ask for Item III J 20.

Home Rule and Optional Forms Study Commissions

Colorado	Adams Morgan Pitkin Weld (charter revision committee)
Florida	Collier Columbia Indian River
Maryland	Charles Washington
Minnesota	Chisago Freeborn Koochiching St. Louis
Nebraska	Douglas
New York	Cattaraugus Genesee
Oregon	Clatsop Coos Douglas Hood River Lincoln Multnomah Polk
Pennsylvania	Union Venango Warren
Washington	Clallam Island

Please let us know if your county should be listed here and isn't.

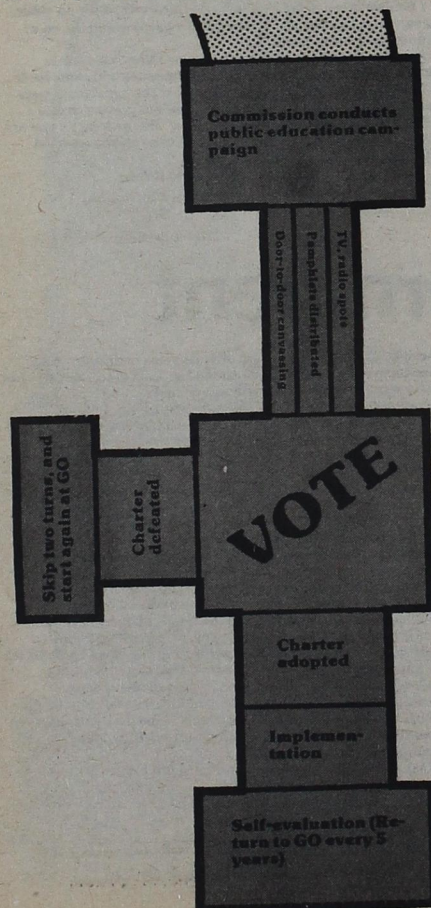
City-County Consolidation Study Commissions

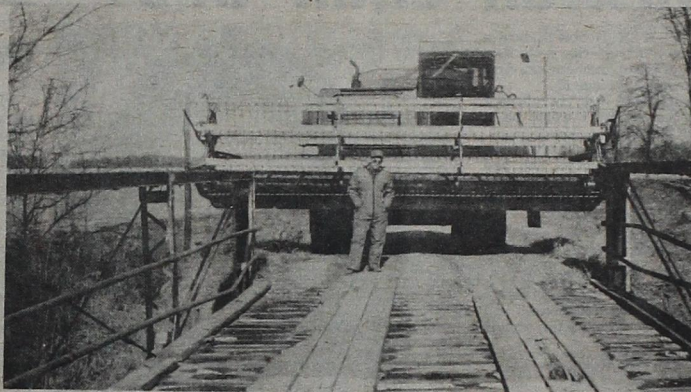
Alabama	Birmingham-Jefferson County Montgomery-Montgomery County
Arizona	Tucson-Pima County
Florida	Gainesville-Alachua County
Georgia	Douglasville-Douglas County Rome-Floyd County Dalton-Witfield County
Kentucky	Louisville-Jefferson County
Louisiana	Gretna-Jefferson Parish
Nevada	South Lake Tahoe-Eldorado County
South Carolina	Columbia-Richland County
Washington	Vancouver-Clark County

Please let us know if your county should be listed here and isn't.

UPCOMING ISSUES OF NEW COUNTY TIMES

- Labor-Management Relations
- Parks and Recreation
- Intergovernmental Cooperation—Urban Options I
- 1977 Achievement Awards
- Counties and Higher Education
- Financing County Government
- COGS: An Update





WEIGHT LIMIT IGNORED—Sanilac County, Mich., with 187 bridges on its county road system, faces a bill of \$120,000 to replace the bridge at left. Although it was posted with a 10 ton weight restriction, enforcement is extremely difficult on all 187 bridges. This 10-ton truck was carrying approximately 16 tons of pickles. The county intends to sue the local farmer who lives a half mile from the bridge.



Clerk's Corner

According to a recent survey by the Bureau of the Census, less than 2 per cent of those who did not vote did so because of registration inconvenience. The survey examines the reasons given by respondents for not

d accompany your registration)

MEET DEBBIE STABENOW

Commission 'Chair' at 26

INGHAM COUNTY, Mich.—At 26, Debbie Stabenow has realized a number of county "firsts." She is the first woman elected to the board of commissioners, the first woman chairman, and the youngest chairman.

Asked how it all came about, she replied: "In college, I never would have guessed that, at 26, I would be in politics, let alone chairman of the county board."

Stabenow became interested in politics while working with teenagers at the Cristo Rey Center. She had received a degree in social work at Michigan State University and had done intern work at the center's "re-entry" program for the Lansing School District.

"I began to realize there are some things that just can't be done unless you're in a position to change things," she said.

SHE WAS INVOLVED in areas of service delivery, criminal justice, mental health and social services and was bothered by the red tape involved in getting things accomplished.

"Everything could be traced back to county government," she said.

And it was on that level, she decided to begin.

The number one issue in her first campaign in 1974 was: people don't know they have a county supervisor and don't know who he is or what he does. Therefore, she walked door-to-door with a chart explaining county government and its services.

COMMUNITY AWARENESS has increased since then, she said. "At first, no one knew what county government was doing. Now I receive calls daily, not only on county matters, but as a community resource person. I'm invited to community meetings that may only touch on county issues."

Stabenow and her colleagues are currently studying the possibility of a regional approach to jail rehabilitation, and Stabenow is concerned about the overcrowding at the juvenile facility.

"The question is not simply expansion," she said. "The board is looking at the problem in a wider vein by investigating alternatives, such as open group homes," she said.

Recycling solid wastes and cleaning Lake Lansing are also important issues under investigation.

"Government must be brought back to the people," is a strong Stabenow belief. It needs a "good shot of humanism. For too long government has been a closed shop. The decorum of meetings can be stifling. Officials can isolate themselves, especially on the higher levels, however, their decisions are made for the people," she said.

"What I've always learned is that if you want something to get done, you just go out and do it."

Stabenow has, so far, been a folk singer, a social worker, a religious leader, an organizer, a valedictorian, and a unique politician.

SHE GREW UP in Clare, a small town of 3,000 in northern Michigan. She was always involved in something—student council, dances, National Honor Society, Spanish Club, class activities and the Methodist Youth Fellowship. "When you're in a small



INGHAM COUNTY (Mich.) Commissioner Debbie Stabenow was in Washington, D.C. recently, attending NACo's Legislative Conference.

town you get used to the fact that you can do things and you can be the leader," she said.

At Michigan State University, Stabenow had the same kind of energy. For her first job, she sold kitchen ware products door-to-door although she made appointments first. Later she sang at the Coral Gables nightclub on weekends.

She met Dennis Stabenow, a communications major, at the university. After they had both received their respective degrees, they married and settled into an apartment in the southeast part of Lansing. Her husband went to work for the state Democrats and Stabenow went on for her masters degree.

THE COUPLE RECENTLY bought a two-story house in a middle-class suburban neighborhood. Romping all over the home is Todd, whose birth 19 months ago was also an Ingham County board first.

Politics and mothering mix perfectly for Stabenow since she does much of her work over the phone, while Todd plays nearby.

For a time, she even took Todd to committee meetings in a basket. "Todd usually slept through the meetings, but one time he started to cry. Mike Harrison really loves children, so he picked him up and cuddled him," she related.

It was an unusual scene for government. There was the county's chief attorney, now a circuit court judge, holding a bottle for a baby, while the baby's mother continued running the meeting.

—Kathy Dumais
County News intern

County Newsmakers

Poet Laureate Designated

PLATTE COUNTY, Mo.—Over the years, this county has provided Missouri with a governor, two congressmen, two U.S. marshals and now a poet laureate—apparently the only county poet laureate in the nation.

O.V. Cecil, Platte County Planning and Zoning Department enforcement officer since 1968, received his designation from the Platte County Court. In Missouri, counties are governed by county courts which have an administrative rather than judicial function.

"We just did it because the man is deserving," explained Alfred Kyle, western district judge. "His poems have contributed fun and enlightenment and they are enlightening," Kyle said. Serving with Kyle on the court when the honor was conferred last year were Presiding Judge Henry J. Miller and Eastern District Judge Charles Kutz.

The designation was followed by publication of a 384-page hardback "O.V.'s Bicentennial Book of Poetry" containing about 500 poems written by Cecil since 1929. The 67-year-old poet draws on his experiences as a farmer, "rider of the rails," Marine, boxer, semi-pro baseball player, operator of a small store/



Cecil

tavern and government official.

The 11-chapter book demonstrates the range of Cecil's interests. Some of his poems include "The County Court Race," "The 1973 Lions Convention," "Taypayer's View of the County Employee," "Dred Scott," "The Old Screen Door Slam," and various tributes to his wife of 42 years, Ada.

The book, available at a Bicentennial price of \$19.76, may be ordered from C and K Enterprises, Box 1091, Platte City, Mo. 64079. In case you're wondering, the "C and K" are Cecil and Kyle.

Clerk Selected for Japan Tour

GRANT COUNTY, W. Va.—Marc Harman, clerk of the county and circuit courts, and president of the West Virginia County and Circuit Clerks Association, has been selected to represent Rotary International District 735 in a Group Study Exchange program in Japan.

Hartman, along with four others, was selected from nominations sent in by 41 clubs of District 735, encompassing parts of Pennsylvania, West Virginia and Maryland. He was nominated by the Petersburg Rotary Club.

The Group Study Exchange Project has been described as a unique person to person opportunity to promote better understanding and friendly relations among the people

of the world. Team members will get the chance to study the institutions and lifestyles of Japan and will exchange ideas and develop personal acquaintances as guests in the homes of Rotarians throughout the country.

Traveling around Japan, the group will present programs explaining their businesses or professions and talk about life in the eastern United States.

ROWAN COUNTY, N.C.—Wallace Peeler, Rowan County tax supervisor, was named Tax Supervisor of the Year at the annual meeting of the North Carolina Association of Assessing Officers at its annual meeting in November. During the meeting, he was also elected vice president of the association.

TEXAS—Two county officials have been appointed to judgeships by Gov. Dolph Briscoe. Gray County Judge Don Cain will serve as district judge for the 223rd District Court, Cooke County Judge Larry Sullivan was appointed district judge of the 235th judicial circuit which includes Cooke, Jack and Wise Counties.

DeKALB COUNTY, Ill.—John W. Castle, 43, who just completed a term as chairman of the DeKalb County Board, has been appointed director of the Illinois Department of Local Government Affairs by Gov. James R. Thompson.

Castle and Thompson worked as assistant state's attorneys in Cooke County in 1960 and 1961. Castle is a graduate of Princeton University and the University of Chicago Law School.

DELTA COUNTY, Mich.—Tom Yondorf, 23, has been appointed to the newly created position of administrative aide to the Delta County Board of Commissioners, announced Chairman Stanley Dominic.

Yondorf's responsibilities will include implementing and evaluating county board programs, policies and directives, researching and presenting recommendations on programs and policies; and serving as a full time communications link between the board and the general public.

Richard E.
WATSON

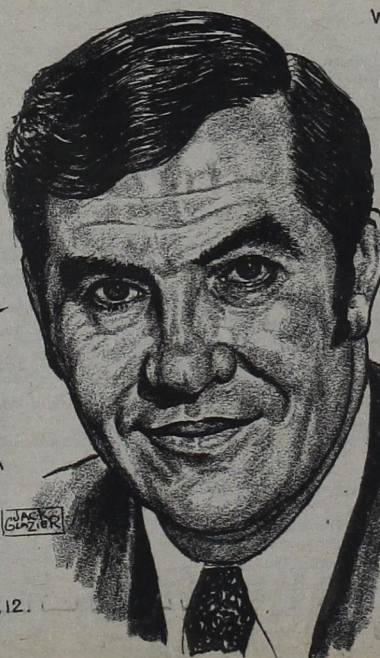
EXECUTIVE DIRECTOR
COUNTY SUPERVISORS ASSOCIATION
OF CALIFORNIA

BORN OCTOBER 24, 1931 IN SAN MATEO, CAL.

BACHELOR OF ARTS, POLITICAL SCIENCE, U.C.L.A.
POST-GRADUATE STUDIES IN PUBLIC ADMINISTRATION AND EDUCATION, U.C.L.A.
POST-GRADUATE STUDIES IN PUBLIC ADMINISTRATION, U.S.C.

SERVED IN U.S. AIRFORCE AS AN INSTRUCTOR PILOT WITH THE RANK OF FIRST LIEUTENANT, 1953-1956. WAS A CAPTAIN IN THE CALIFORNIA AIR NATIONAL GUARD AS A FIGHTER PILOT, 1956-1959.

RICHARD MARRIED NORMA BLACK AND THEY HAVE THREE CHILDREN: RICHARD JR., 17; ROBERT, 15; MOYA-LYNNE, 12.



WATSON'S PROFESSIONAL EXPERIENCE:

1957-59 ADMINISTRATIVE ASSISTANT
MECHANICAL DEPARTMENT
COUNTY OF LOS ANGELES.

1958-61 TEACHER
LOS ANGELES METROPOLITAN COLLEGE
OF BUSINESS.

1959-61 SENIOR ADMINISTRATIVE ASSISTANT
DEPT. ARBORETA & BOTANIC GARDENS
COUNTY OF LOS ANGELES.

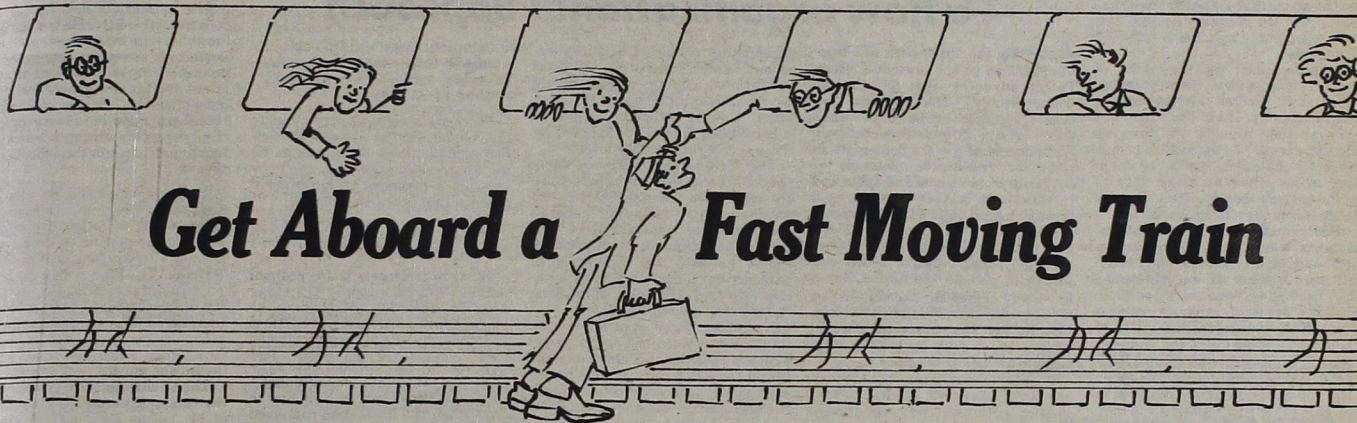
1961-64 ASSISTANT CITY MANAGER
CITY OF MONTEREY

1964-67 ASSISTANT CITY MANAGER
CITY OF ALAMEDA.

1967-73 CITY ADMINISTRATOR
CITY OF MILLBRAE.

1973-PRESENT
EXECUTIVE DIRECTOR, COUNTY SUPERVISORS ASSOCIATION OF CALIFORNIA.

If your county is not a NACo member, NOW is the time to...



NACo members have the opportunity to...

1. **BE INFORMED.** Reading our weekly newspaper, *County News*, will keep you abreast of NACo activities in Washington as well as what other counties are doing.

2. **SUPPORT NACo's LOBBYING EFFORTS.** Without the grassroots action of our member counties at the local level, whose contacts with Senators and Congressmen can make or break national legislation, NACo can't do a 100 per cent effective job in Washington. Be aware of what's happening in Congress that affects your county, and make your views known by being a part of NACo—The County Voice in Washington.

3. **HELP US FORMULATE NATIONAL COUNTY POLICIES.** Each year, the NACo President appoints selected member county officials to serve on our policy steering committees. The committees meet several times a year—at the Legislative Conference and other times as determined necessary by the chairman. At NACo's annual conference, their recommendations on county government's national policies are presented to the board of directors and to the entire membership for approval.

4. **GET LOCAL AND NATIONAL RECOGNITION.** In addition to ongoing press and public relations activities for member counties, NACo each year awards several hundred "County Achievement Awards" to counties who have developed and implemented innovative and beneficial programs. The awards are presented at the annual conference and usually receive extensive coverage in local newspapers. This aspect of NACo thus benefits not only the county officials but also the citizens you serve, by stimulating and recognizing better ways for counties to deliver their services.

5. **INVOLVE ALL OF YOUR COUNTY'S OFFICIALS.** If your county was a NACo member, many of your elected and appointed officials could join our technically oriented affiliate organizations. Each affiliate is geared toward a particular professional group of county officials, and serves as a forum for exchanging ideas among themselves as well as providing technical advice to NACo's steering committees.

6. **COME TO NACo MEETINGS.** In addition to our three regular meetings (Legislative Conference, Annual Conference and Western Region Conference), NACo sponsors special meetings around the country as needs dictate on specific subjects such as the energy crisis, labor-management relations, and others. NACo also holds federal aid briefings in each federal region to help county officials understand and take advantage of the various sources of federal money available to counties. State associations of counties frequently invite NACo staff people to their meetings as expert speakers on particular issues and a source of on-the-spot technical assistance.

YES! OUR COUNTY NEEDS A VOICE IN WASHINGTON.

Sign us up as a member immediately. Payment enclosed.

Bill us, payment will follow.

() x (.012) + (\$25) = \$ _____ County Member Service Fee*
1970 co. population *(\$200 minimum)

Name _____ Title _____

County _____ Address _____

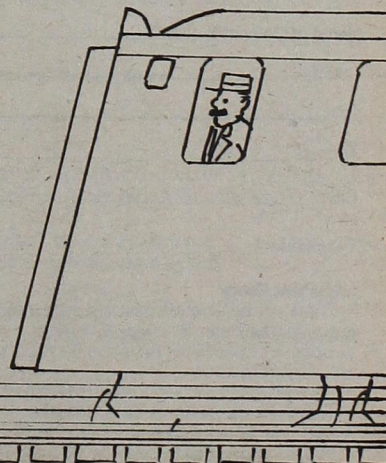
City _____ State _____ Zip _____ Phone() _____

Mail Application to:
National Association of Counties
Attn: Meg Gianessi
1735 New York Avenue N.W.
Washington, D.C. 20006

WASHINGTON

7. GET ON BOARD!

Clip and send us your application for membership TODAY



RR 71
NAC

BOOK REVIEW

'Supercounties'

—a new organizational approach

G. Etzel Percy detects what he calls "glaring shortcomings" in service delivery and basic administration of county government in his book, *Supercounties U.S.A.*, Plycon Press, Calif. Unlike political and governmental leaders who seek alterations in the structural and behavioral format in which counties govern, act, and tax, Percy assumes a different approach.

A geographer, who has a lot of respect for counties, Percy recognizes their diversity in population and authority, and the essential services they provide. He observes that in excess of two million people work for the more than 3,000 counties, or one person for every 40 to 45 of the nation's working force. County business, he says, is big business.

Historically, the concept of distance was all controlling in the 18th and 19th centuries when counties were first carved out of colonies and territories, because there were no large areas of urban concentration. With the industrialization of the United States and the complex transportation systems arising from this enormous growth, Percy says, "the small civil divisions suitable in the past for administering a relatively simple landscape are no longer realistic."

In order to retain those more impressive elements of counties while

eliminating the duplication and fractionalization of the present system, Percy advances what he calls the "supercounty." His concept "entails a grouping of counties to form a civil division intermediate between state and local government units in order to coordinate channels of authority from a myriad of splintered jurisdictional units to the state level through logical regional progression."

But Percy's regionalism is not the traditional kind with several counties joining together to deliver a service or plan for the future. Nor is he simply calling for the elimination of counties as administrative entities. Rather, the supercounty would replace the county as that governmental unit below the state.

In Percy's scheme, the county would be stripped of its policy-making authority, and apparently stripped, too, of its political raison d'être. The responsibility for carrying out policy would remain, but policy would be made by the

supercounty. Relieved of policy decisions, analyses and other high level obligations, county offices would have substantially reduced work loads. County officials would be subordinated to and coordinated by those on the supercounty level.

The savings and efficiency likely to accrue because of the supercounty are impressive. Percy lists 10 such improvements including: shared equipment for administrative purposes, the reduction of duplication (which he calls the "hallmark of bureaucracy"), curtailed administrative expenses, and joint purchasing and training among others.

Excluding three appendices containing a somewhat repetitious listing of counties and supercounties, 100 of the 135 page text consists of what Percy calls supercounty maps. Here he outlines the more than 3,000 counties realigned into 424 supercounties. No state has fewer than New Jersey's 4.2 counties per supercounty, nor more than Texas' 10.1.

California's 58 counties are rearranged into nine supercounties; Georgia's 159 into 19; Kentucky's 120 into 14; and so on.

There are several shortcomings to the volume, like the lack of footnotes. For example, there is no support for the rough estimation that each employee in a business or government organization is worth \$30,000.

Neither is there a bibliography for the serious reader or student.

A major weakness is the author's failure to discuss clearly the standards he uses for establishing his supercounties. He has placed those counties adjacent to "large metropolitan" counties in the same supercounty since they represent "tributary areas," but he includes no discussion of these terms.

Some insight into his thinking is found by his favorable comments on such regional councils as Georgia's

18 substate districts known as Area Planning and Development Commissions and two California organizations, the Southern California Association of Governments and the Association of Bay Area Governments.

Most unfortunate is Percy's failure to consider how to make his concept a reality. He writes that "membership in an organization, if voluntary, is readily acceptable but not very effective; if involuntary, it is not readily acceptable but much more effective." But the other side of this observation is to make an effective, voluntary arrangement attractive to participants through state action.

Percy's emphasis on efficiency and tax-savings is challenged by some of the attitudes expressed at NACo's Symposium on the Future of County Government held in Boston last fall. To those reviewing papers on structural reform, the accessibility of government to the public was considered far more meaningful than efficiency brought about by new techniques. After Watergate and attendant abuses, voters wanted increased leverage on their officials more than business-like reforms.

—Thomas P. Bruderer
New County, U.S.A.
NACo Research Foundation

The National Association of Counties Research Foundation Presents:

THE THIRD ANNUAL LABOR RELATIONS CONFERENCE

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

Co-sponsored by Marquette University, Milwaukee County and the Wisconsin County Boards Association.

The 3rd Annual Labor Relations Conference for Counties is the only annual, national conference designed to bring labor and management negotiators, law professors, arbitrators and members of the academic community together with elected and appointed county officials and their staff to explore the collective bargaining process in county governments today. The conference is designed for counties with organized labor relations, as well as nonorganized counties.

The 3rd Annual Labor Relations Conference for Counties consists of two "tracks" of workshops. One explores the collective bargaining process. The second, running concurrently, explores issues in public sector labor-management relations.

The conference will also feature a luncheon on Thursday, May 19, a reception Thursday evening at Milwaukee County's "Villa Terrace," a presentation Friday afternoon by a major speaker, labor-management service exhibits, and valuable take-home materials.

Advance registration fee: \$75

On-site registration fee: \$85

Register now to ensure your participation!

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

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

Name of Delegate: (Last) _____, (First) _____, (Initial) _____

County _____

Title _____

Address _____

City _____ State _____ Zip _____

Telephone () _____

Important Facts:

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



Matter and Measure

The environmental significance of independent bikeway and pedestrian walkway projects is the subject of a Federal Highway Administration (FHWA) notice of proposed negative declaration. The declaration is based on FHWA's recognition of the minimal effect of bikeways and walkways on noise, air and water quality. Public comments are being requested through the Federal Register.

Basically, FHWA proposes to waive the requirement for an environmental impact statement (EIS) for such projects, and to allow the official having jurisdiction over the lands to provide a written statement certifying that "there is no feasible and prudent alternative to the use of such land and such programs include all possible planning to minimize harm." In addition, the official must give written approval that the project is acceptable and consistent with designated use of the land.

For detailed information, see the Federal Register, Vol. 42, No. 54, March 21, or contact your state highway agency.

If you wish to respond, please send your comments to Marian Hankert at NACoRF, by April 7, so she can forward them to FHWA by their deadline.

CONFERENCE ON RURAL TRANSIT

The Second National Rural Public Transportation Conference will be held at the Pennsylvania State University, June 1-3. The conference is sponsored by Penn State's Pennsylvania Transportation Institute, the U.S. Department of Transportation, Pennsylvania Department of Transportation, and Transportation Research Board.

The final program has not yet been set, but the tentative agenda includes such topics as:

- Current status of rural transportation programs;
- Cooperation between rural transportation programs and social service agencies, taxis and fixed route transit;
- Planning needs and feasibility studies;
- Demand forecasting;
- Organizational options;
- Vehicle specification, purchase-maintenance experience;
- Marketing and promotion;
- Management information systems for rural transit operations;
- Cost saving techniques;
- Regulatory aspects or rural transportation.

Program format will include formal presentations, case studies, and workshops.

Detailed program information and registration forms will be available in April from James H. Miller, director, Public Transportation Program, Pennsylvania Transportation Institute, Pennsylvania State University, Research Building B, University Park, Pa. 16802, (814) 865-1891.

NEW TIMBER BARRICADE POLICY

Timber barricades, a once-familiar sight at highway construction zones will no longer be routinely used as traffic control devices on the nation's highways, under a new Federal Highway Administration (FHWA) policy. A recent six-month study by FHWA confirmed operating experience that timber barricades do not retain and redirect colliding vehicles traveling in excess of 35 m.p.h. In addition, wooden components of the barricades tend to splinter, causing debris which creates a hazard to construction personnel, pedestrians and occupants of passing vehicles.

FHWA instructions now require that where positive barriers are needed to control traffic in construction zones, concrete safety-shape barriers or metal beam systems be used. Approved temporary devices for marking traffic lanes or channeling traffic are listed in FHWA's "Manual on Uniform Traffic Control Devices."

FHWA recommends that timber barricades used to mark work areas be specified only on an exception basis and only for city street types of improvements where operating speeds of 20 m.p.h. or less are expected.

"CAN YOU HELP?"

Since our request for annual reports of your agencies several months ago we have received a few and have found them valuable sources of information. We'd like to collect as many as we can, so when yours is available we appreciate receiving a copy. And thanks to you who have already sent them.

State Plan for Mental Health Services Rejected

HUDSON COUNTY, N.J.—Delivering a strong rebuff against the state's "regionalization" plans for mental health services, Vincent J. Fusilli, freeholder from Hudson County and president of the New Jersey Association of Counties, spoke up for local determination and utilization of existing county facilities in a speech before the New Brunswick Mental Health Board.

The meeting, held recently in East Brunswick, N.J., was co-sponsored by the New Jersey State Mental Health Association.

Fusilli declared that it is "the responsibility of the members of the Board of Chosen Freeholders in New Jersey . . . to meet the needs of all county residents and that . . . we as elected officials are neither insensitive to the needs of the mentally ill . . . nor to the already overburdened taxpayers."

Outlining the problem, he said that at least one in every 10 citizens

will need professional assistance for emotional or psychological problems and that "for urban populations estimates in more recent studies run as high as four in 10."

Fusilli also added that "the diagnosis or label of being mentally ill has at times accounted for the use of up to one half of all hospital beds," and that death by suicide among young people also is on the rise.

COMMUNITY MENTAL health agencies, Fusilli explained, cannot deal with this massive problem alone—particularly in urban areas where so many have suffered misfortune and deprivation in early life, and thus "lack some of the basic strengths and resources" that are provided by strong family life, decent education, good health care, etc.

In his speech, the Hudson County freeholder commended the recent efforts of the federal government, particularly the National Health

Resource Act of 1975, which, he says, calls for: "total health planning, including mental health delivery systems on a local level—emphasizing mental health service providers, the integration of community mental health agencies and 'institutional' services, and the development of closer relationships with other health and social service providers."

But in his comments on the New Jersey state involvement, Fusilli didn't mince words. He called the actions of the state Human Service Department "absurd" and termed the state's "bureaucratic attempts" at developing and implementing their plan for regionalization of inpatient service "at best 'catch-22'" and at worst, "another tragic and expensive joke on the taxpayers."

Referring to a 1974 state report,

"A Manual for Reform of New Jersey's Mental Health Care," Fusilli voiced general agreement but criticized the plan's assignment of total responsibility for in-patient mental health services to the state hospital system.

HE POINTED out that as a result of the National Health Resource and Development Act of 1974, and with the approval of the governor, Hudson County has been designated as a health region unto itself—a health service area served by a health systems agency. This system was established to provide a complete network of health services for residents in the health area.

In conflict with this, he explained, the state regionalization concept implies that area residents in need of

long-term hospitalization or hospitalization through commitment procedures be dealt with by the Trenton State Psychiatric Hospital, while other Department of Human Service personnel suggest relocating local patients to still other state hospitals, which have even higher costs per day for patients.

Fusilli charged that the State Human Service Department does not pay attention to the information it requests and receives from mental health providers. He asked the state to reconsider its implementation plans in terms of utilizing existing county facilities along the model outlined in the "Manual for Reform of New Jersey's Health Care System."



NEW SEAL—The new great seal of the state of Colorado was designed by the El Paso County Board of Commissioners. Jack Vaeth, former El Paso County Commissioner, right, presented a copy of the seal to Colorado Counties Inc. (CCI). It was accepted by Clark Buckler, left, CCI executive director. Pursuant to the new design as authorized by law, Vaeth also presented seals to Gov. Richard D. Lamm, Secretary of State Mary Estill Buchanan and J.D. Arehart, executive director, division of local government. These were the first new seals produced in the state. The El Paso County design now becomes the official new seal for Colorado.

Keeping Up with States

100 Per Cent Membership

KANSAS—The Kansas Association of Counties—in its second year—has reached 100 per cent membership. The association of 105 counties is planning a Commissioners Conference May 5 and 6 at the Broadview Hotel in Wichita to offer an update for all commissioners and basic training for new commissioners. The association reports that of 210 commissioner openings in the last election, 108 were filled by new commissioners.

Hosting High Schoolers

GEORGIA—Georgia county commissioners shared their firsthand knowledge of the political process with an estimated 30,000 Georgia high school students during Local Government in Action Week.

The program, which also involved police and city government officials, was arranged by the Cooperative Extension Service in cooperation with the Association County Commissioners of Georgia, the Georgia Municipal Association and the Bureau of Community Affairs.

Emergency Aid Declined

NEW YORK—Nineteen upstate counties declined federal assistance funds to cope with winter weather problems and requested that the money be given instead to five counties more seriously hit by cold weather. The 19 counties asked the State Labor Department to give the \$172,164 due them under CETA to Jefferson, Lewis, Orleans, Genesee and Wyoming Counties. Counties declining the emergency funds are: Columbia, Essex, Fulton, Hamilton, Herkimer, Livingston, Madison, Montgomery, Ontario, Otsego, Schoharie, Schuyler, Seneca, Sullivan, Tioga, Tompkins, Wayne, Washington, and Yates.

Publication Honored

SOUTH DAKOTA—The "News Bulletin" of the South Dakota Association of Assessing Officers Inc. (SDAAO) has been voted the best assessing publication in the world.

The Zangerle Award, which honors John A. Zangerle, third president of the International Association of Assessing Officers (IAAO), is presented to the state or provincial assessing association, IAAO chapter or other agency affiliated with IAAO which has published the best periodical during the preceding year.

The 1976 SDAAO Publications Committee included Elmer Maas, editor; Gertrude Fritz, associate editor; and Robert Schultz, advertising manager.

DETROIT, MICHIGAN WAYNE COUNTY NACo 42nd ANNUAL CONFERENCE JULY 24-27, 1977

- Delegates to NACo's 42nd Annual Conference both pre-register for the conference and reserve hotel space by filling out this form.
- Please use one form for each delegate who registers.
- Conference registration fees must accompany this form and may be personal check, county voucher or equivalent.
- Housing in conference hotels will be available only to those delegates who pre-register.
- Return to:** NACo Conference Registration Center
P.O. Box 17413, Dulles International Airport
Washington, D.C. 20041
- Deadline for reservations is July 8, 1977**
- Refunds** of the registration fee will be made if cancellation is necessary, provided that written notice is postmarked no later than July 14, 1977.

Registration Fees

NACo CMS Member	\$ 95
Non-member	125
Spouse	50
Youth	30

Name _____	County _____
Title _____	Telephone (____) _____
Address _____	
City _____	State _____ Zip _____
Spouse Name, if attending _____	Ages of Youth Attending _____
Total Registration Fees Enclosed \$ _____	

Make payable to NACo.

Enclose check, county voucher or equivalent.

No requests for registration or housing will be accepted by telephone.

B

Housing Reservations

Reservations for conference hotels will be made only after conference registration has been received. Individual hotels will not accept any reservations. Conference will be held in Cobo Hall.

Hotel	Single	Double/ Twin	Double/ Double	Hotel Preference (Please fill in name)	Type of Room
1. Detroit Plaza	\$28-40	\$38-50		1st Choice _____	Single _____
2. Pontchartrain	30-47	38-57			
3. Hyatt Regency, Dearborn	26-38	36-48		2nd Choice _____	Double _____
4. Detroit Cadillac	24-34	24-40	\$48		
5. Howard Johnson's	28-29	36-39	42-44	3rd Choice _____	Twin _____
Names _____					
Arrival Date _____	Time _____	Departure Date _____	Time _____		

No room deposit required. Rooms may be guaranteed using credit card if necessary.

Credit card company and number _____

Washington Briefs

• **Community Development.** House housing subcommittee unanimously approved amendment to H.R. 4703 to make urban counties eligible for urban action grant program. Markup of bill expected to be completed by April 6 House Easter recess. See page 3.

• **Water Development Projects.** The House Budget Committee reversed its position last week and voted to put back in the fiscal '78 budget part of the funds for the Water Development Projects. President Carter wants to review. The Budget Committee included \$240 million on a split vote, 14-10. President Carter had deleted \$289 million for 19 water development projects from the proposed fiscal '78 budget. Carter has since restored three of these but added 14 more for review.

• **LEAA Budget Authority.** The House Budget Committee has slashed \$200 million from the budget authority of LEAA in addition to \$50 million cut by Administration. See page 1.

• **LEAA Appropriations Hearings.** House hearings on fiscal '78 appropriations for LEAA are in progress. NACo to testify in favor of full funding based upon fiscal '77 authorization. Senate hearings begin April 19.

• **CETA Extension.** The House passed H.R. 2992, a one-year simple extension of CETA, by voice vote. Senate action expected after April 6 recess.

• **Jobs Supplemental.** Sen. John McClellan has held up floor action on the economic stimulus supplemental until the Senate acts on the tax, public works and countercyclical authorization bills. This supplemental provides funds for CETA public service jobs as well as the programs listed above.

• **Countercyclical Aid.** No action scheduled in House; unclear whether President's bill will be added on tax bill in Senate. House subcommittee on intergovernmental relations is studying changes in program.

• **Public Works.** Both Houses have passed legislation (H.R. 11; S. 427) to provide additional \$4 billion in 100 per cent public works grants. Senate bill contains water pollution control authorization. Legislation awaits conference committee action to resolve differences. Senate conferees named; House conferees to be selected shortly. See March 21 issue of *County News*.

• **Public Works Regulations.** County official met with conferees and EDA representatives to express opposition to EDA proposal to prohibit counties from including numbers of unemployed within cities over 50,000 in county applications.

• **Drought Assistance.** President Carter has proposed \$850 million Comprehensive Drought Assistance Act of 1977. Grants and low interest (5 per cent) loans would be provided to improve existing water systems, aid drought-affected small business and farmers in drought-designated areas. Funding would be provided through FmHA, EDA, SBA, SCS, and Interior Department. See page 3.

• **Revenue Sharing.** Payments for the quarter ending March 31 will be mailed on schedule since a continuing resolution was passed by both Houses providing needed funds. Payments will go only to counties which returned their assurance form.

• **Rural Development.** House Agriculture Committee recommended full funding for the grant and loan programs of the Rural Development Act. House and Senate appropriation subcommittees on agriculture are holding hearings to develop fiscal '78 funding levels. NACo testified with Congressional Rural Caucus before House appropriations subcommittee requesting full funding.

• **Voter Registration.** Both Democrats and Republicans in House are taking a close look at Administration's same-day voter registration plan. Opinion seems divided, although not along party lines. NACo and NACRC carefully studying proposal and working with both Congress and Administration.

• **Energy Reorganization.** Senate hearings on Administration's proposal for a Department of Energy continue. House hearings start this week. Passage certain. NACo has submitted technical suggestions.

• **Payments-in-Lieu.** The Department of Interior hopes to release proposed regulations on schedule this week to implement the payments-in-lieu of taxes act. The regulations will outline procedures for approximately 1,700 counties to receive payments to compensate for the tax immunity of federally owned natural resource lands. The supplemental appropriation of \$100 million to fund the program is expected to pass the full Senate soon.

• **Transit.** NACo testified on H.R. 5010 March 30. The bill would give rural areas operating funds and would require 50 per cent of all new transit buses to have wheelchair lifts. See page 1.

• **Aircraft Noise.** NACo is conducting a survey to determine the impact of H.R. 4539 on counties with regular air service. Transportation Steering Committee Chairman Dan Murphy (Oakland County, Mich.) will testify April 6.

• **Safer Off System Roads.** Appropriations for safer roads and bridges off the federal-aid highway system will be delayed until after Easter. The bill, H.R. 4876, contains a number of other controversial economic stimulus measures. Counties are urged to move projects to the state quickly so that funds can be obligated soon after passage.

• **13(c) Transit Labor Protections.** Sens. Harrison Schmitt and Pete Domenici (R-N.M.) introduced S. 1047 March 18. It would prohibit a current Labor Department practice of refusing to recognize labor protective arrangements agreed to by local union representatives where an international union disagrees with the local. A grant in Albuquerque is

NACo Box Score... Priority Issues

Welfare Reform. HEW efforts continue.
Employment. House passed one-year extension.
Public Works. House-Senate conference committee to consider bill.
Antirecession. Administration wants renewal.
Health Insurance. Legislation may be delayed until 1978.
Payments-in-Lieu. House, Senate approved \$100 million.
Community Development. House subcommittee markup nears completion.
Rural Development. House committee recommended full funding.
Transportation. NACo seeking transit amendments.
Water Pollution. Amendments to House floor.
Air Pollution. Senate marking up.
Land and Water Conservation. Carter budget asks for no extra funding.
Energy. Senate and House hearings underway.
Criminal Justice. More funding cuts proposed in House.

being withheld by the U.S. Department of Labor because an international union has refused to approve an agreement signed by local union officials.

• **Clean Air.** Senate Public Works Committee completing markup on clean air amendments. Currently considering amendments to allow areas of the county which have not attained air standards to allow new growth. NACo will be working for floor amendment to delete sanctions which would withhold highway funds from local governments which have not implemented approved transportation control plans.

• **Water Pollution.** House bill which includes extension of '77 deadline and ad valorem amendments will go to the floor April 5. House conferees to the Public Works Conference will be appointed at that time. Senate and House leadership are looking to find a compromise in conference. The Metropolitan Sewer Agencies and the National Governors' Conference, like NACo, support some amendments together with funding.

• **Intergovernmental Personnel Act (IPA).** Commissioner Jarrette Simmons, vice chairperson, Wayne County Board of Commissioners and

chairperson of the NACo personnel administration subcommittee, testified before the Senate subcommittee on Treasury, U.S. postal service, general government regarding the fiscal '78 appropriation for IPA programs. Simmons urged the committee to appropriate \$20 million for IPA programs in fiscal '78. See page 2. The House Appropriation subcommittee has scheduled hearings for early April. NACo to testify.

• **Youth Employment.** President Carter will submit his youth employment bill April 1. NACo submitted comments on the third draft of the bill.

• **Disclosure.** No action likely as bills to mandate disclosure requirements for issuers of municipal bonds until May. Administration position unclear, but may support NACo and other public interest groups' opposition to federal intervention.

• **Impact Aid.** The House Budget Committee last week voted to restore \$347 million in education impact aid to local school districts which President Carter proposed to cut out of the fiscal '78 budget. The Senate is expected to follow suit. Every President since Eisenhower has tried to terminate this program that reimburses school districts with children whose parents work at federal installations.

NACo/CIC Region IV Federal Aid Briefing

April 27, 28, and 29, 1977

American Sportsman Inn Key West, Florida
(Casual Attire)

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

Learn About:

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

How to develop Cost Allocation Plans and Indirect Costs
Environmental Protection Agency
Community Service Agency
Older Americans Act Titles IX and X

For Spouses: A Fashion Show
Scenic Tour of Key West

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

Please Print
State _____ County _____
Delegate's Name _____
First Middle Initial Last
Title _____
(or organization delegate represents)
Mailing Address _____
(number and street)
(city) (zip code)
Spouse's Name (if registering)
Youth's Name (if registering)
Hotel _____
Please send to:
Jack K. Burke
Development Director
Monroe County
Post Office Box 1029
Key West, Florida 33040
ATTN: NACo/CIC Federal Aid Briefing
Conference Registration

Registration Fees
Members.....\$35.00
Non Members.....\$50
Spouse.....\$14.00
Total Due \$ _____
Do not write below this line
Cash \$ _____
Check \$ _____
Received by _____
Date _____
Ticket Number(s) _____
☐ Bill \$ _____ to Delegate

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

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