

# COUNTY NEWS

Our Prayer . . .  
The Wisdom to Know  
and the Courage to Defend  
the Public Interest

Vol. 6 No. 19

May 13, 1974

Washington, D.C.

## Convention Attraction



THE SPLENDOR and elegance of Europe's bygone era is captured in the palace and gardens of Villa Vizcaya. This was the winter estate of the late James Deering, of International Harvester fame. Vizcaya's priceless art treasures date back to the 16th, 17th and 18th centuries. Ten acres of magnificent formal gardens and 30 acres of jungle surround the luxurious estate built back in 1912. This is just one of the attractions for delegates to NACo's annual conference in Miami Beach, Dade County, Florida, July 14-17.

## House Kills Postcard Registration Bill

In a major upset last week, the House of Representatives voted against any debate on the Postcard Registration Act. NACo strongly opposed the bill. This action effectively kills the legislation for this year.

The vote on the bill (HR 8053) was expected to be close. However, prior to debate on the merits of the legislation, the House had to approve a "rule" allowing the debate to take place. The House voted 204 to 197 not to grant the "rule."

The proponents of the legislation (several labor unions, Common Cause and the Democratic National Committee) may attempt to add the postcard registration provisions to another bill later this year. The likely candidate would be the campaign financing bill. If this is done, it could damage the chances for passing any election reform legislation this year. The postcard registration bill (S 352) had passed the Senate last July.

As proposed, the legislation would have established a postcard registration system for federal elections with the registration forms being distributed by the U.S. Postal Service to all postal residents every two years. Separate registration would still have been required for state, county and local elections. A new federal agency would have been set up in the Census Bureau to administer the program.

The resolution adopted by NACo

member counties last year in opposition to the measure stated:

"County officials want to commend the authors of this legislation for their interest and concern in liberalizing voter registration. We share these same goals. However, we are concerned that the legislation does not meet the real needs and creates additional problems. We believe emphasis should be placed on developing minimum standards for registration and conducting elections for federal, state and local elections. The office of federal elections is conducting research on voter registration procedures; state experimentation on voter registration by mail has begun, local

## OMB Releases Rural Water, Sewer Monies

The Office of Management and Budget will release \$120 million this year for rural water and waste disposal grant. NACo learned last week from the Assistant Secretary of Agriculture for Rural Development Will Erwin. These funds were previously appropriated but had been impounded by the Administration.

The NACo Rural Development Coalition has been urging Congress and the Administration to release these funds as part of its goal to achieve full funding of the Rural Development Act of 1972.

Don Cleveland, Director of the Iowa Association of Counties, and also leader of the NACo Rural Development Coalition, was testifying before the Senate Rural Development oversight hearings when NACo learned of the impoundment release.

Cleveland indicated he thought this was a breakthrough for the Rural Development Coalition and the other groups that have been fighting for full funding for rural development.

In his testimony before the Senate Subcommittee on Rural Development and Forestry, he asked for a total of \$300 million for water and waste disposal grants (\$180 million in addition to the

\$120 million to be released). In addition \$30 million are needed for rural water and waste disposal planning grants, \$10 million for rural comprehensive planning grants, and \$45 million for rural development research, he said.

The \$120 million to be released is also good news to the more than 200 county officials who attended the NACo Rural Development Coalition rally held April 29 at the NACo Western Region District Conference in King County (Seattle), Washington. The coalition rally was held to brief county officials in the Western Region on the Coalition efforts. Speaking to the coalition, Erwin, discussed the Rural Development Act and efforts to implement it. At the conclusion of the rally, approximately 75 phone calls were made by coalition members to their congressmen on special telephones installed for the rally to tell them about the need for rural development funding.

In his testimony Cleveland indicated that he believes the problems citizens face in rural America were well summarized in 1971, prior to the adoption of the Rural Development Act of 1972, by Calvin L. Beale, Economic Research Service, U. S. Department of Agriculture, who said:

Rural America has about half of the nation's poverty and more than 60 percent of the sub-standard housing. Hundreds of small cities are without adequate water and sewer systems and solid waste disposal is a burgeoning rural problem. Such services as fire protection and ambulance service

(Continued on page 6)

initative in developing alternative methods of reaching potential voters is increasing. Legislation at this point is premature.

(Continued on page 3)

## Rural Human Resources Project To Help Integrate Delivery Of Human Services

*Editor's note: This is the first in a series of articles introducing NACo's efforts in the planned delivery of human services. During the next few weeks topics will include an introduction of the Rural Human Resources Project, its NACo staff, its staff and operational plans in eight state associations of counties, and a view of its initial activities.*

NACo's Rural Human Resources Project is now fully underway.

The purpose of the undertaking is to help rural counties respond to the human service needs of their citizens.

In achieving such a goal, NACo hopes to add to its services to counties by fulfilling its objectives, to:

- Promote the development of more effective systems of the delivery of human services in rural counties;
- Determine a continuing role for effective community action agency programs in these systems;

- Increase the capacity of eight state associations of counties, through which the project will be operated, to support the development by rural counties of integrated human services delivery systems;

- Aid a target area in each state to develop an integrated approach to services delivery;

- Document and distribute materials showing service delivery characteristics in rural counties and replicable services integration initiatives to promote and aid the development of effective systems in counties well beyond those in the eight project states; and

- Promote an awareness on the part of state officials regarding the human resources capabilities and needs of county governments in serving their rural poor population.

Through a \$400,000 grant from the Office of Economic Opportunity, NACo

(Continued on page 13)

## Transit Action Rally

The County Action Coalition on Transit Funding will meet in Washington, D.C., Thursday, June 6. The Rally Starts at 10:00 at the Quality Inn - Capitol Hill. This is the time to talk to key congressmen on the Transit Bill moving quickly through the House. Call Ralph Tabor at NACo for more details.

## Washington Briefs

See major legislative articles on:

Rural Sewer Funds. . . . .	page 1.
Postcard Registration. . . . .	page 1.
Manpower Appropriations. . . . .	page 2.
Health Testimony. . . . .	page 2.

**Housing and Urban Development Act of 1974.** Consideration by the full House Banking and Currency Committee of its Housing Subcommittee's "Housing and Urban Development Act of 1974" (HR 14490) has yet to be scheduled by committee chairman Wright Patman. However, sources close to the committee have indicated that the committee may meet on the bill during the week of May 23. The subcommittee's bill contains provisions for community development block grant consolidation and distribution of funds on the basis of a formula to urban counties and metropolitan cities. Remaining funds become discretionary for distribution by HUD. A number of amendments are expected to be offered in the full committee relating to the subsidized housing programs, making it difficult to forecast the length of the committee's consideration of the bill.

**OEO Extension** A bill extending the life of the Community Action Programs of the Office of Economic Opportunity (OEO) for three years, (HR 14449) is expected to go before the House Rules Committee and to the House floor during the week of May 13. Known as the Community Services Act, the bill transfers the Community Action Programs, currently handled by OEO, into a community action administration of the Department of Health, Education and Welfare. The programs would be funded at \$330 million for fiscal 1975, with an open-ended authorization for fiscal 1976 and 1977. An additional \$50 million is to be made available as incentive money to state and local governments on a dollar-for-dollar basis. The federal-local matching share is set at 80/20 percent for the first year, 70/30 for the second and 60/40 for the third. Senate committee action is not expected until after the House acts.

**House Committee Considering Food Stamps Changes.** A special Ad Hoc Subcommittee of the House of Agriculture Committee held hearings last week on HR 12168 and S 2871, which increase the federal matching share on food stamps' administrative costs to 62 percent. Ray Garcia, Los Angeles County, California, testified for NACo in support of the legislation. The subcommittee, headed by Rep. Thomas Foley (D-Wash.), may drop the food stamps changes and only recommend a bill which continues food commodities for the school lunch program. It is important that county officials contact the House Agriculture Committee in support of the food stamps changes.

**Fire Prevention and Control Act of 1974.** By a vote of 352 to 12, the House last week passed in modified form the Fire Prevention and Control Act of 1974 (S 1769). The bill now goes to a Conference with the Senate. Title I establishes within the Department of Commerce a National Bureau of Fire Safety to conduct research into the physical aspects of fire and study improved technological methods of preventing and fighting fires. Title I also establishes a U.S. Fire Academy to train and educate firemen. Titles II and III of the new act authorize establishment of various new research and development activities, including a Fire Research Center and a "burn center" in the National Institutes of Health. Although the program's estimated cost for the next five years is almost \$100 million, only \$7.5 million was authorized in the legislation for fiscal year 1975.

**Ways and Means Considering Tax Revision.** The House Ways and Means Committee finally began consideration of a tax reform bill earlier this month. The committee has been talking about tax reform for over two years, but the legislation has been repeatedly set aside for other measures. Chairman Wilbur Mills (D-Ark.) expects the committee to complete action on a "limited" tax revision bill by late June. The list of tax changes to be considered does not include state and local bonds. However, this could change and NACo is monitoring the situation closely.

**New Energy Agency Comes Into Being.** President Nixon signed HR 11793 on May 7 setting up a new Federal Energy Administration (FEA). The agency takes over the work of the former Federal Energy Office (FEO) and will be headed by John Sawhill. President Nixon emphasized that FEA's major goal will be gearing up for "Project Independence" in the 1980's. The legislation calls for an assistant administrator for intergovernmental relations whose appointment has to be approved by the Senate. Harry Johnson, NACo staff liaison, will be assigned to this new office in FEA (202-254-8550).

**HUD Fiscal 1975 Appropriations:** The House Appropriations Subcommittee on HUD, Space and Science began hearings this week on the fiscal 1975 budget request for the Department of Housing and Urban Development. In testimony before the subcommittee, NACo urged it to approve the Administration's request of \$110 million for the 701 Comprehensive Planning and Management program. This would constitute an increase of \$35 million over the fiscal 1974 appropriation, which was cut from the \$100 million fiscal 1973 appropriation. NACo also urged the subcommittee to appropriate \$600 million for urban renewal and \$250 million for model cities (approximately one-half of the fiscal 1973 appropriation) to be used as transitional assistance pending enactment and implementation of new community development block grant legislation.

## Two Committees Hear Testimony On Health

Erie County (N.Y.) Health Commissioner Dr. William Mosher testified before subcommittees of both Houses of Congress recently about two health proposals which will affect counties. Dr. Mosher, who is a past president and director of the National Association of County Health Officers (NACHO), testified on behalf of NACHO and NACo.

The Health Services Act of 1974 (S.3280) was the subject of Mosher's testimony before the Senate Subcommittee on Health. That legislation would authorize block grants to state and local governments for health services.

NACo strongly supports the principles of decategorization, decentralization, comprehensiveness and local accountability which are implicit in the health services bill, Dr. Mosher said. But a new cost-sharing formula in which the federal government would pay between 40 and 60 percent of the expenditures incurred by state and local public health programs should be substituted for the fixed allotment, he said. The present block grant (or "health revenue sharing") represents only 5 percent of the expenditures incurred by state, county health services.

Other NACo recommendations Dr. Mosher made to the committee include: continued support for community mental health centers, continuation of the migrant health program, and a provision

which would give neighborhood health centers legislative authorization to operate.

The House Health Subcommittee heard Dr. Mosher's testimony on the Health Policy and Health Resources Development Act (H.R. 13995). NACo agrees with the intent of the legislation, to provide a systematic health planning process, Dr. Mosher said. But he indicated dissatisfaction with the role of local government policy-making officials in health planning which is outlined in the legislation.

"County officials need to be involved in the health planning process not only as providers and consumers, but as policy makers," Dr. Mosher told subcommittee members. New health planning agencies must include locally elected or appointed policy making officials in order to ensure their accountability to the local electorate.

"NACo fully supports new health planning legislation if the principles of self-determination, accountability and credibility at the local level are a part of the new system," Dr. Mosher concluded.

## Senate Passes Supplemental Appropriations

The Senate has passed, by a vote of 85 to 1, the Second Supplemental Appropriations bill (HR 14013) for fiscal year 1974.

The appropriation, which now goes to conference with the House-passed version, appropriates almost \$1.3 billion for public service employment and summer youth employment programs this summer. The Senate amount is higher than the Administration's budget request and the amount passed by the House last month.

The appropriation contains \$825 million for public service employment, of which \$412.5 million will be spent under Title II of the Comprehensive Employment and Training Act and \$412.5 million will be spent according to the guidelines of Section V of the Emergency Employment Act. The House had approved a total of \$500 million for public service employment, and the Administration had requested only \$250 million.

The Senate appropriation bill contains \$473 million to fund a summer employment program for youth this summer; \$456 million for 878,000 jobs, \$15 million for recreation and \$2 million for transportation. This total includes \$91 million in unspent funds left over from last year's summer youth program, which did not get under way until the middle of the summer.

The House had earlier passed the Administration's requested level of funding for summer youth programs, to make a total of 300 million available this summer.

However, the recent minimum wage increases, which include youth, mean the money would not have gone as far this summer. Even after the increase in minimum wage, the money will fund almost 100,000 more jobs than the 782,934 provided last year.

## Final Federal Regulations

The following final regulations have been issued by the Department of Health, Education and Welfare (HEW). They are as follows: 73-63 "Social and Rehabilitation Service (Assistance Programs); Part 249 Service and Payments in Medical Assistance Programs - Reassignment of claims - Medicaid program."

73-97 "Social and Rehabilitation Service: Administration of Medical Assistance Programs, Fraud in the Medical Assistance Programs."

73-99 "Social and Rehabilitation Service: General Administration—Public Assistance Programs and Application, Determination of Eligibility and Furnishing Assistance, Public Assistance Program."

73-102 "Administration on Aging: Grants for State and Community Programs on Aging."

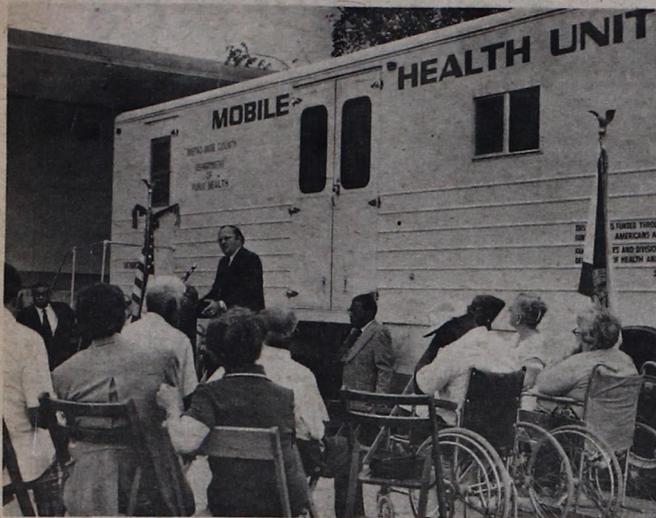
73-125 "Public Welfare; The General Administration—Public Assistance Programs; Coverage and Conditions of Eligibility for Medical Assistance and Medicaid Eligibility."

74-1 "Public Health: Professional Standards Review, Designation Professional Standards Review Areas."

74-12 "Notice of Proposed Rule Making Withdrawal on Social Rehabilitation Services: Finance Assistance to Individuals; Joint Payee Procedures."

Copies of all these final regulations may be obtained by writing Mary Frances Howell, Regulations Coordinator, Ex-Secretariate, Room 5526-C North Building, Department of Health, Education and Welfare, Washington, D.C. 20201.

## Mobile Doctor's Office



**DOCTOR ON WHEELS:** The Metropolitan Dade County Department of Public Health's and IN-STEP's geriatric mobile health unit is to the area's indigent, isolated elderly sick residents. Metropolitan Dade County Manager R. Ray Goode helped unveil the vehicle which is said to be the first of its kind in the nation.

Staffed by a physician, nurse, clinic aide, lab technician-bus driver and clerk, essentially, the unit is a general practitioner's office on wheels. Services include general screening examinations, appropriate medical treatment, counseling and advice of a medical nature, minor emergency care, maintenance of those persons with chronic diseases, and follow-up care. Dade County Project IN-STEP, a federally funded research and demonstration project, has provided the seed money for this program from Title IV of the older Americans Act. To operate the unit, IN-STEP has contracted with the county Department of Public Health.



## the Ballot Box by Richard G. Smolka

National Association of County Recorders and Clerks  
American University Institute of Election Administration

Bridgeport, Conn.—The Connecticut Registrars of Voters Association has passed a strong resolution against the adoption of a federal post card voter registration system.

The registrars, meeting in Bridgeport, collected individual signatures on a petition to be sent to Congress in order to emphasize the strong sentiments of the individual members as well as the position of the association.

Connecticut Secretary of State Gloria Schaffer who had testified before the Senate on the need of improving voter registration procedures added her name to the list.

Among the complaints voiced by the registrars was the fact that Connecticut would be forced to adopt a dual system of voter registration which would effectively disfranchise many voters.

The Connecticut Constitution requires personal voter registration, and persons who would register by federal post card would be ineligible to vote in state and local elections unless they also registered in person.

The registrars believe that many citizens would not learn the limitations of the federal post card registration until election day when the Registrars would be unable to respond to very reasonable complaints against the system.

Fred Palumbo, the former Mayor of Waterbury, now an administrator of the Selective Service system, called upon the registrars to volunteer to serve Selective Service as well as voters.

Palumbo emphasized that even though the draft is ended, young men are still required by law to register for selective

service and the penalties for failing to comply are severe. He estimated that about 95 percent of all 18 year old males in Connecticut have been registering for the draft but that far fewer are registering to vote. If the same person was responsible for both registrations, far more young voters would be registered, asserted Palumbo.

Whether or not Registrars volunteer, said Palumbo, there still should be more cooperation and exchange of information about selective service registration and voter registration at locations where these activities occur. Palumbo said he knew of no obstacles in federal or state law to prevent one person from servicing in both capacities.

Every Connecticut town has a Registrar of Voters for each party, elected by the people. When they get together for an annual meeting however, partnership has no place. Although the Registrars have been meeting for twenty-one years, the current meeting was the largest ever for the 400 member associations and the first to last more than one day. The additional time this year was devoted to the study of new state legislation and the possibility of federal legislation on voter registration and the conduct of elections.

It was a great pleasure for this writer to attend and to address the conference.

### Correction

The May 6 column erroneously identified the Supreme Court decision on minor parties as American Party v. Texas. The correct title of the case is *The American Party of Texas v. White*

# Three Aid Briefings Set

The Region II (New York and New Jersey) Federal Aid Briefing sponsored by NACo's Council of Intergovernmental Coordinators is scheduled for June 6-7, 1974 at the Colonie Hill Resort and Country Club at 1717 Motor Parkway in Hauppauge, Long Island, New York. This location is easily accessible by auto, rail or air.

Such areas as mass transit, rail reorganization, manpower and current funding of the Law Enforcement Assistance Administration will be covered at the briefing.

In addition, there will be a special training session on the Office of Management and Budget (OMB) Circulars A-102 and A-87 conducted by experts. These circulars are extremely important to county finance officers, administrators and program specialists in that they place regulations on the majority of federal aid programs.

John Klein, Suffolk County Executive, and Ralph Caso, Nassau County Executive, will host the meeting.

A \$25 per person registration fee will include a reception, luncheon, and conference materials. Those planning to attend the conference can reserve a room at the Colonie Hill by calling 516/234-7800. Rooms will be \$20 for a single and \$25 for a double.

For more information on this meeting contact William Morrissey of Suffolk County at 516/727-4700.

On May 29-31 CIC members will convene for a Regional VI Federal Aid Briefing at the Hilton Inn located at the New Orleans airport. This meeting is being arranged by NACo/CIC Region VI President Roy Wilty of Jefferson Parish, Louisiana.

The briefing will kick-off with a welcome reception and registration from 7 to 9 p.m. Wednesday, May 29. On Thursday the briefing will begin at 8 a.m. with registration to be followed by a status report on federal legislation affecting counties by Ralph Tabor, NACo Director of Federal Affairs.

From 9:30 a.m. to 12 noon, two in-depth workshops will be held on

manpower and transportation. The manpower workshop will be moderated by federal and NACo manpower specialists and will cover transition problems under the Comprehensive Employment and Training Act (CETA) and delivery system problems under CETA. Federal aid for mass transit, airports and highways will be discussed at the transportation workshop.

After a luncheon with a speech by a federal official, the briefing will resume with a series of mini-workshops from 2 p.m. to 4 p.m. on programs of the Environmental Protection Agency, the Department of Health, Education and Welfare, Department of Agriculture and the Economic Development Administration.

On Friday, May 30 a special training session will be held on OMB Circulars A-87 and A-102 from 9 a.m. until 1 p.m.

A registration fee of \$25 will include the reception, luncheon and conference materials. For more information, contact Roy Wilty at 504/367-8517.

To make room reservations for this meeting, mail the form below to Hilton Inn at New Orleans Airport, 901 Airline Highway, Kenner, La. 70062. (Tel: 504/721-3471).

It is not too late for those county officials in Delaware, Maryland, Virginia, West Virginia, Pennsylvania and the District of Columbia to attend the NACo/CIC Region III Federal Aid Briefing in Baltimore County, Maryland on May 15-17 at the Holiday Inn at 1100 Cromwell Bridge Road in Baltimore; Maryland 20207 (Tel: 301/823-4410).

NACo/CIC Region III President Stephen Collins of Baltimore County (301/494-3317) has put together an excellent program providing in-depth information on air and water pollution control; economic development, manpower, energy and grant financial management.

The briefing will begin with a reception from 6 p.m. to 8 p.m. on May 15. A registration fee of \$20 will include the reception, luncheon and conference materials.

### NACo/CIC Regional Federal Briefings

Name: \_\_\_\_\_

Title: \_\_\_\_\_

County/Organization: \_\_\_\_\_

Address: \_\_\_\_\_

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

Please reserve a room for me for the night(s) of: \_\_\_\_\_

Arrival time: \_\_\_\_\_ a.m.—p.m. Departure Date: \_\_\_\_\_

Single room: \_\_\_\_\_ Double room: \_\_\_\_\_

Twin bed: \_\_\_\_\_ Double bed: \_\_\_\_\_

## Congress Kills Postcard Registration

(Continued from page 1)

"In addition to this concern, NACo has specific problems with the legislation which include:

1. Potential for disorder and confusion at the polls is very great;
2. This chaos would cause disenfranchisement of eligible voters;
3. Unnecessary duplication of registration processes for persons already registered will lead to greatly increased costs;

4. Increased costs can also be foreseen in pre-election preparation and the election day process itself.

5. Possibilities of fraud are unlimited.

6. The election process is rendered more vulnerable to political mischief.

"The National Association of Counties urges the Congress to postpone any further legislative consideration on this measure until current studies authorized by Congress have been completed and workability demonstrated by the states."

## County Opinion

### Postcard Registration

The House of Representatives acted decisively last week in rejecting the postcard registration bill. By a vote of 204 to 196, it decided that the bill did not merit debate. We suspect that the measure would have been turned down by a substantial vote if a full debate had been thought necessary.

The legislation was poorly conceived and had a lot of faults. Even its main objective of increasing voter participation was questionable. As Los Angeles County Congressman Chet Holifield noted, "The 1972 primary and general elections were more intensively worked than any elections I can remember, especially by the McGovern forces. I know of people who were personally contacted at home at least three times. Organized labor and other organizations carried out intensive registration drives. In spite of this effort, only 69 percent of the voting age population in my district registered to vote."

That really is the crux of the problem. There is no way to force

people either to register or to vote.

The legislation's inadequacies were well documented in a resolution passed by NACo member counties last July (see article on p.1). The legislation could cause more harm than anything else and actually end up disenfranchising many eligible voters in state, county and local elections. It is surprising that many of the organizations supporting the federal postcard registration bill did not take a closer look at its impact.

Many of our states and counties are trying out new ways to reach potential voters, including experimentation with voter registration by mail. These efforts have to be intensified. In addition, some of our states have to further liberalize their laws and procedures on registration and elections. Both NACo and our affiliated organization, the National Association of County Recorders and Clerks, stand ready to assist all and local governments in improving the electoral process.

### State - City - County Charter

District of Columbia voters overwhelmingly approved a charter which sets up the city/county/state's first elected mayor and council. Prior to the charter, D.C. residents voted only for school board members, the U.S. President, and one non-voting delegate to the U.S. Congress. Final tally was 77,891 (83 percent) in favor of the charter and 16,248 or (17 percent) opposed.

Residents of the District are to be commended for their concern on this issue: 37 percent of the registered voters turned out for the special charter question-only election. As most county officials realize, getting out the vote for a government-structure issue is far more difficult than for election of officials. In some cities and counties, elections for governing officials fall to below 25 percent.

Congress has been considering various home rule proposals for the District for the past decade, and the final bill sent to the voters was considerably watered down. While

residents may at last vote for their own council members and mayor, the District budget must still be approved by the Congress, and Congress has veto power over any laws passed by the council. But, as all charter proponents said in recent months, it's a start!

The District needs stronger home rule powers. It is not simply a small group of buildings housing the federal bureaucracy; it is a thriving jurisdiction of more than 750,000 persons. It is a jurisdiction which provides county, city and state services to its own residents who do not reside in any other county or state, and to the thousands of visitors and part-time residents of the District.

From a purely practical point of view, Congress cannot be concerned with District matters when major national problems already remain unresolved. District residents have proven their concern with local government; Congress must stop "playing county commissioner," and let District residents make their own laws and set their own budget.

## Letters to NACo

*Editor's note:* The following letter was forwarded to NACo by the U.S. Civil Service Commission as a reflection of how counties feel about the Intergovernmental Personnel Act.

Mr. George F. Dwyer  
Regional Director  
U.S. Civil Service Commission  
Denver Federal Center, Bldg. 20  
Denver, Colorado 80225

Dear Mr. Dwyer:

The assistance which your office has provided to the County of Missoula under the Intergovernmental Personnel Program deserves comment.

As you are aware, beginning in January of 1973 we participated in an IPA grant to develop a classification and compensation plan, a wage and salary survey and a personnel policy manual for our county employees, personnel from your staff have furnished us with valuable technical assistance and advice during the grant period. They have visited with us to render their services on-site and have made available to us a variety of publications and data.

As a result, we have completed the work proposed under the grant and have implemented a good personnel management program for the county. We believe that this program renders a service to the residents of the community in that it provides a centralized location from which information can be obtained relative to position openings in city and county government, it increases our ability to attract and keep qualified persons, it has had a positive affect on the morale of employees and their families, it has assisted us in providing equal pay for equal work on a competitive basis with other employers and it has assisted us in the development of a performance evaluation program whereby deserving employees are rewarded for their efforts.

The community benefits from these positive aspects of the program through increased awareness and productivity on the part of their county employees.

The county has also participated in the program provided by the Emergency Employment Act. We believe that more services were offered to the community as a result of the program, i.e., additional staffing in critical areas allowed the

county to render services which otherwise might not have been possible.

We appreciate the services which your office has given and look forward to working with members of your staff in the future.

Board of County Commissioners  
Missoula County, Mont.  
Ludvig G. Browman, Acting Chairman

Dear sir:

Allow me to echo Leonard Berman's sentiments regarding the Supplemental Security Income (SSI) program. Not only has a parallel system been created, it is an ineffective system which is not responding to human needs. To date, the Social Security Administration has not even proven itself to be an accurate dispenser of monthly awards. We at the county level are overwhelmed with dealing with recipients who have received too little, recovering from those who received too much, and trying to provide something for those who have yet to receive anything at all through SSI.

Counties can ill afford to continue handling emergencies and providing for individuals while SSI applications are pending medical determination of eligibility. In addition, much of the computer data received from the Social Security Administration has been inaccurate and has resulted in further erroneous payments.

While the concept of a national benefit level is a valid one, the principle of federal administration is rapidly proving to be unworkable. The SSI program would be effective if it were federally funded and locally administered. We at the local level have the staff, equipment, and experience in dealing with a "means test" while the Social Security Administration historically has administered an insurance-type program based on contributions, not need.

We can only hope Congress will take a hard look at the failure of the SSI program before venturing further with federally administered family assistance programs.

Franklin S. Vecchio  
Director,  
Department of Social Services  
Fremont County, Colo.

### Hubbard County, Minn. Gets Grant

Approval of a \$500,000 grant to help create immediate construction jobs for unemployed workers in Hubbard County, Minn., has been announced by William W. Blunt, Jr., Assistant Secretary of Commerce for Economic Development.

Hubbard County is the applicant for the grant from the Economic Development Administration, U. S. Department of Commerce.

The funds will be used to help construct a new steel-and-brick administrative building at the site of the existing courthouse in Park Rapids. The new structure will provide additional office space for Hubbard County and the City of Park Rapids.

The grant was approved under an amendment to the Public Works and Economic Development Act which authorizes funds for the construction of needed public improvements in areas of high unemployment.

A total of 71 workers from the ranks of the unemployed are expected to be hired for the project. Work is expected to

get under way within 90 days and be completed within a year.

Hubbard County will add \$208,000 in other funds to complete the \$708,000 total cost of the new building.30

### County News

EDITOR: Bernard Hillenbrand;  
EXECUTIVE EDITOR: Dorothy Sator  
Stimpson; MANAGING EDITOR:  
Samuel M. Sullivan; OUTLOOK  
EDITOR: Linda Ganschietz;  
ASSOCIATE EDITOR: Eileen Hirsch;  
COMPOSITION: Patricia Anderson,  
Vanessa Byars.

Published weekly except during the last week of December and the first week of July by:

National Association of Counties  
1735 New York Avenue, N.W.  
Washington, D.C. 20006  
202/785-9577

Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription is \$15 per year. Send payment with orders to above address.

## Supplemental Security



COUNTIES AND THE SUPPLEMENTAL SECURITY INCOME PROGRAM was a major topic of discussion in a meeting held in Seattle during the NACo Western Region Conference recently. Doris Dealaman, Freeholder, Somerset County, New Jersey and NACo Board member (left) and Mike Gemmel, NACo staff (right) discuss the program with Don Sutcliffe, Commissioner, Social Security Administration, Region IX. (Center).

## Growth Management Techniques

NACo and the International City Management Association (ICMA) will sponsor a national conference on Techniques of Growth Management hosted by Fairfax County, Virginia at the Sheraton International Hotel in Reston, Virginia on May 22, 1974.

The conference will have panels on the following:

- \*Moratoria and Interim Controls
- \*Land Banking
- \*Adequate Public Facilities Ordinances
- \*Housing Policies
- \*Assessing Economic and Fiscal Impact
- \*Zoning; New Developments and Alternatives
- \*Environmental Impact Statement Process
- \*New Communities

Leading city and county officials who have experienced rapid growth and urban sprawl will serve as panelists and present case histories of how problems were handled locally.

Among the scheduled special speakers at the conference are Robert Freilich, Professor of Law, University of Missouri, author of Ramapo New York State Supreme Court Decision.

The conference fee of \$75 includes extensive growth management materials, three meals and a Reston tour. County officials who have questions may direct them to Jayne Seeley or Bruce Talley at NACo, 202/785-9577.

Those who wish to register may use the attached form and send it with the \$75 fee to: Claire Rubin, International City Management Association, 1140 Connecticut Avenue, N.W., Washington, D.C. 20006. Make checks payable to ICMA/NACo Growth Management Conference.

ICMA/NACo GROWTH MANAGEMENT CONFERENCE  
 Sheraton International Hotel  
 Reston, Virginia  
 May 22-24, 1974

### REGISTRATION FORM

Name: \_\_\_\_\_ Remittance enclosed  
 Title: \_\_\_\_\_ Bill me  
 Local Government: \_\_\_\_\_ Please send me room reservation material at the Sheraton in Reston, Virginia  
 Address: \_\_\_\_\_  
 City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

Send to: Claire Rubin, ICMA, 1140 Connecticut Avenue, N.W., Washington, D.C. 20006

## NACE "Matter and Measure"

National Association of County Engineers

### NACE Training Manuals Progressing

Work on the six NACE training manuals is progressing steadily. Preliminary drafts of all manuals will be in the hands of their respective committees for review shortly. The manuals cover subjects aimed at crew foremen including: blading aggregate surfaces, bridge maintenance, energy and environment conservation, communications, traffic maintenance; and a handbook for county engineers on training in county road departments.

All manuals will be completed early this fall.

### Uniform Traffic Control Manual

The Federal Highway Administration has reproduced Part VI (Traffic Controls for Street and Highway Construction and Maintenance Operations) of the "Manual on Uniform Traffic Control Devices for Streets and Highways" as a separate publication to meet the special demand for uniform standards during construction and maintenance operations. Copies may be obtained at \$1.25 each from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

### UMTA Information Center

The Urban Mass Transportation Administration (UMTA) has established a Transit Research Information Center (TRIC) within its Office of Transit Management. TRIC maintains a collection of all UMTA sponsored reports and studies, and provides information concerning their availability and findings. UMTA Administrator Frank C. Herringer said that the establishment of the new center will increase the dissemination of information about UMTA sponsored research, management and planning projects.

One-page TRIC technical abstracts of elected reports are prepared and distributed monthly. Abstracts on a specific report or on a general topic can be prepared on request.

To be placed on the mailing list for TRIC abstracts, complete titles of reports, order number and prices, contact Urban Mass Transportation Administration, Office of Transit Management, Transit Research Information Center, 2100 Second Street, S.W., Room 6412, Washington, D.C. 20590 (202) 426-9157.

### TRB Publication

A recent report, "Effectiveness of Traffic Operational Measures," published by the Transportation (formerly Highway) Research Board, describes how savings in travel-time of up to 60 percent have been achieved in a congested area of West Philadelphia. Travel-time reduction was accomplished by modifying signals and lane markings, introducing one-way traffic, improving parking regulations, and providing for safe pedestrian movement. Major objectives were to increase both the speed of public transportation and automobile traffic in the area and the capacity of the network, particularly at the most critical points; increase pedestrian convenience and safety; and reduce negative impact of traffic on the area.

Copies of the publication, *Highway Research Record No. 461*, are available at \$2 each (prepaid) from Transportation Research Board, Publications Department 805, 2101 Constitution Avenue, N.W., Washington, D.C. 20418.

### Rail Speed Tests

During tests being conducted by the U.S. Department of Transportation, the linear induction motor research vehicle (LIMRV) has set what is believed to be a world record for flanged-wheel rail vehicles -- a speed of 234 miles-per-hour maintained for a least one-half mile. The tests, which are taking place at the High Speed Ground Test Center in Pueblo, Colorado, are part of a three-year-old program to obtain data on performance of a double-sided linear induction motor and to evaluate the dynamics of standard railroad trucks with steel wheels on steel rails at high speeds.

The LIMRV is a test bed for the linear motor and not a prototype of a passenger vehicle. It runs on steel wheels and steel rails on 6.2 miles of specially constructed tract at the Test Center.

A "second generation" motor is being installed a tracked levitated research vehicle also undergoing testing at the center. It is being evaluated as a possible propulsion system for tracked levitated vehicle systems designed to carry passengers at speeds up to 300 miles-per-hour in intercity travel in the late 1980's.

### Urban Transportation Conference

The Sixth International Conference on Urban Transportation will be held in Pittsburgh, Pennsylvania on September 8-10, 1974.

The conference, whose theme is "Marketing Urban Renaissance," is sponsored by the U.S. Department of Transportation, the Pittsburgh Urban Transit Council, and the Transportation Research Institute of Carnegie-Mellon University. Participants will include government, civic, business, labor and academic leaders from all over the world.

For more information on the conference, contact Sixth International Conference on Urban Transportation, P.O. Box 2149, Pittsburgh, Pa. 15230, 412/261-3562.

## Interior Names Two Counties To Council

Two members representing county government have been named to the Bureau of Land Management's National Advisory Board Council.

George Buzianis, Commissioner of Tooele County, Utah and Sally Thormiley, Associate Director, Colorado Association of County Commissioners, were named to the recently restructured board. The changes which included naming 20 new members while reducing total membership from 42 to 36 were made so the board would conform with the new Federal Advisory Committee Act.

The new structure will ensure broader and more balanced representation for many groups interested in multiple use of public land, according to the Department of the Interior.

The board is a public advisory committee which provides advice to the Secretary of the Interior and the Bureau of Land Management concerning the administration of the national resource lands. Its members serve without compensation, except for reimbursement of travel and related expenses.

# Manpower Affiliate Formation Discussed

by Jon Weintraub  
Manpower Project

County manpower staff at the Western Region Conference discussed the formation of NACo manpower affiliate. In discussing the formation of an affiliate, the staff reviewed three topics: purpose, structure, and membership.

The group developed seven purposes for an affiliate: promote county government capability in the area of manpower; provide and/or coordinate technical assistance and material development to all prime sponsors; provide a vehicle to channel communication from prime sponsors to DOL regional and national offices; coordinate with other federal, state, regional and local manpower-related agencies; achieve uniform implementation policies from DOL regional and national offices through affiliate communication; help to structure graduate and under-graduate university training in manpower and provide regular input to the CETA Title V National Manpower Advisory Commission.

In exploring the affiliate structure, the group generally agreed that counties, within the structure of a national, county manpower affiliate, should choose whether regional and/or state sub-organizations would represent only counties or be multijurisdictional in nature. It was suggested that representatives from those organizations be part of a larger county-oriented

national organization regardless of the structure established within each region (i.e., state and/or regional associations).

Much of the discussion centered on the question of membership: Should membership be limited to prime sponsor counties? Should it only include the least staff person from each county or all manpower staff? Should it include representatives of all county members of a consortia or of the consortium as a whole? Should the affiliate be open to staff from non-NACo-member counties? Should the affiliate be limited only to staff or should it also be open to elected officials? Should the affiliate welcome members from other affiliates such as the Council of County Intergovernmental Coordinators, or should it be limited to manpower professionals?

The membership question as well as the structural options lead to other questions that relate to the structure of the national organization. Should a board be made up of elected representatives from each of the regional affiliates? Should a board be elected at-large? Should a board elect its president or should one be elected at-large, How many officers should there be?

These are some of the issues that the manpower staff, represented at the Western Conference, discussed. The manpower staff at NACo is very interested in receiving comments on all the issues raised. Please send those comments directly to Jon Weintraub at NACo.

## Senior Citizens Month



**SENIOR CITIZENS MONTH** - Suffolk County Executive John V. Klein signs a proclamation designating the month of May as Senior Citizens Month. Expressing approval, (from left), are Frank A. Pospisil, President of the United East End Seniors Council, Joseph DiNovi, President of the Suffolk Senior Citizens Council, and Elisabeth F. Taibbi, Assistant to the County Executive for Senior Citizens Affairs. The proclamation, which points out that there are 121,000 citizens in Suffolk 60 years of age or older, urges all public and private agencies, and all citizens, to respect the contributions the seniors are and have made to the community and to join in paying tribute to them particularly during May, set aside as Senior Citizens Month.

# OMB Releases Water Sewer Monies

(Continued from page 1)

are non-existent in many rural areas. There is a lack of credit for housing, venture capital and even public facilities."

NACo surveys completed by more than 1200 of this nation's 2400 rural counties indicate that these problems still exist. In addition to confirming that these problems still exist, these surveys also pointed out that counties are being asked to perform more and more services making it difficult if not impossible to finance the water, sewer, waste disposal, and other community service projects needed in almost every county.

To analyze these surveys and to advise NACo on rural needs, a 77-member Rural County Task Force was appointed in the spring of 1973. This task force represents county governments in 46 states. It developed the priorities upon which Cleveland's testimony was based and for which the Rural Development Coalition was adopted.

### Rural Problems In Iowa Counties

To provide the subcommittee with more in-depth analysis to demonstrate these problems that still exist, NACo prepared some data on four Iowa counties, Appanoose, Lucas, Monroe, and Wayne.

For the four-county area, the following chart shows the continuing out-migration trend in the past 30 years:

County	Population 1940	1970
Appanoose	24,245	15,007
Lucas	14,571	10,163
Monroe	14,553	9,357
Wayne	13,308	8,405

This is an overall decrease of about 33 percent.

In these counties the per capita taxable valuation is approximately \$4,122 per person in the rural or farming areas and only \$,272 per person in the "urbanized" areas. These are hardly the valuations needed to finance major capital projects with property taxes.

In addition to this, the average family income is about \$7,000 per family overall.

Owner-occupied houses ranged in value from only \$6,300 in Appanoose County to \$9,300 in Lucas County.

The statistics indicate that in the rural areas of the four counties less than one-third of the citizens are served by any type of public or private water system. Most rely on individual water wells. These statistics also show that less than one-third have sewer systems. In fact in the rural areas only 70 percent have plumbing facilities in their homes.

Some of the key statistics that the study pointed out concerning Wayne County citizens are as follows:

**Age:** Wayne County has a median age of 43.2 years compared to 29 years for Iowa and 28.3 for the entire country; The percent under 18 years is 27.4 for Wayne, 34.5 for Iowa and 34.2 for the United States; the percentage over 65 is 21.9 for Wayne, 12.4 for Iowa and 9.6 for the country.

**Migration:** From 1960 to 1970 Wayne County had a loss of 14.2 percent compared to a 2.5 percent gain for Iowa overall.

**Physicians:** Wayne has only one physician available per 1,744 residents,

compared to one of 935 for Iowa.

**Employment:** Wayne has only 27 percent employed out of the "potential" work force, compared to 61 percent for Iowa. There is "hidden" unemployment in Wayne County.

**Poverty Income:** Wayne County has 26.4 percent family incomes less than OEO poverty guidelines.

**Housing:** Wayne County has 15.5 percent housing that lacks plumbing.

The study pointed out that education is not a serious problem in Wayne County, and that poor education is not the cause of these economic problems. There is only a 1.4 percent high school dropout rate in Wayne County, compared to 2.5 percent for Iowa overall. In addition, Iowa has only 0.7 percent illiterate, compared to 2.4 percent for the U.S. overall. The jobs and opportunities are just not available for the citizens in Wayne County.

The most critical statistic in this study as far as the quality of life in rural America is a two-year tabulation of water samples submitted to the Iowa State Hygienic Laboratory by residents voluntarily testing their private water supplies.

In Wayne County 74 percent of these water samples were found not safe. In fact, 73 percent of the samples for the four-county area of Wayne, Appanoose, Lucas, and Monroe were found not safe to drink.

These counties are trying to solve this problem that is a typical situation in many rural areas. They have formed the Rathbun Regional Water Service, a non-profit corporation, to make water

available. To make this possible a grant will be necessary from the Economic Development Administration (\$3 million), loan funds from Farmers Home Administration (417 million), and local hook-up fees (\$1 million). This has been a long and complex project, requiring Congressional changes to remove a \$4 million FHA limitation and also requiring state enabling legislation.

The counties are also concerned about their citizen's ability to afford this project in conjunction with two other projects—a regional solid waste management program that will cost \$1.2 million, and a regional liquid waste collection and treatment system that will cost \$22 million.

In both of these projects the counties are going ahead, utilizing a combination of grants and loans, but they have concluded that major problems exist in local government's ability to meet their annual costs due to tax limitations.

They believe it will be necessary for forgiveness of the principal and interest for the first few years and that additional funding is necessary for grants not loans.

The Iowa example is not unusual: 1350 counties nationwide face serious emigration problems. Even the western most county, Kauai, Hawaii, faces emigration unemployment and other problems typical of rural America.

Cleveland ended his testimony stating that NACo believes Congress must face these problems and provide full funding of the Rural Development Act which was designed to bring new life to rural areas of America.

# New County Times

On County Modernization

## State policies seen aided by commissioners

by A.J. Sargus  
Commissioner  
Belmont County, Ohio

Generally speaking, the strong county commissioner form of government is a constituent part of the plan of permanent organization of the state government.

It is a wholly subordinate instrumentality created and existing almost exclusively with a view of the policy of the state at-large. It is an agency of the state and created by the state for certain specified purposes.

Regardless of the fact that boards of county commissioners can only act within the confines of state statutes, there are many advantages to this type of government

### Advantages

Much more direct action can be made by a board by reason of the fact that the law, by which it is guided, is already in existence. Consequently there is no delay caused by the time consuming process establishing the law itself. A board then only has to implement the requirements of the law.

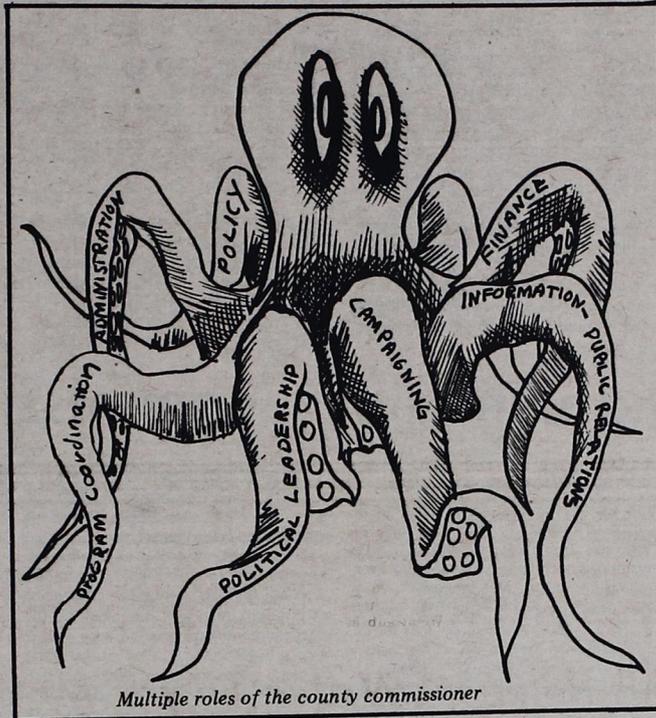
The statutory form of government provides uniformity of operation throughout the state. The powers and duties conferred by statute upon the board of county commissioners, are broad and for the most part make ample provision for the transaction of all its business.

Boards of commissioners, through a state organization, lobby the general assembly of the state for any statutory amendments or additions deemed necessary to better enable them to provide all the necessary services.

The business of carrying on county business is often complex and time consuming and, while there may be argument over interpretation of the law or its application, there cannot be any argument against the law itself, as the making of laws is outside the confines of the powers conferred on boards of commissioners by the general assembly of the state.

Many of the arguments used on behalf of the "Council-Elected Executive" form of government are also arguments against that type of local government. One example might be that there is a potential for antagonism between the council and the elected executive. No matter how fine the delineation of authority (this is not easy to accomplish), frequent arguments

See "Commissioners" Page 8



Multiple roles of the county commissioner

## The commissioner form: assets and liabilities

by Thomas P. Bruderie  
Research Associate

Despite the rapid growth of the county administrator and elected executive forms of government since 1960, slightly more than 2,700 of the 3,106 counties recognized by the National Association of Counties continued to employ the plural executive or commission form of government.

With roots in the Jacksonian democracy of early 19th century United States, the most traditional county government system is characterized by a number of independently elected county officials who share policy and administrative responsibilities with the elected county board.

In addition to the county commissioners, elected officials generally include the sheriff, treasurer, attorney, assessor, auditor, recorder or clerk, coroner, and county judicial officials.

The key element in the plural executive system is that the county board members serve in both legislative and executive capacities. A board chairman is chosen but his responsibilities are administrative on the board rather than

executive. There is no single recognized administrator in this form of government.

The board's functions are usually administrative in nature as defined by state legislation, constitutional provisions, or a charter. County board members (or supervisors or commissioners as they are sometimes called) usually have powers, however, to appoint certain other boards and commissions, adopt a county budget, pass resolutions, and enact ordinances and regulations as permitted under state law.

In some counties the governing body acts on a committee basis with each member heading a committee responsible with oversight of a particular county function. With the board making and administering county government as a whole, the independently elected row officers carry out the policies of the legislative body within their functional areas. Since the row officers are often independently elected, it would not be uncommon for a row officer to be at odds with the county commissioners on policy matters.

See "Assets" Page 8

## ACIR study on regionalism completed

by John J. Callahan  
Senior Analyst

U.S. Advisory Commission on Intergovernmental Relations

The Advisory Commission on Intergovernmental Relations (ACIR) recently concluded a two-year, six volume study on Substate Regionalism in the American Federal System. The report details the increasing complexity of regional governmental organization and sets forth a three-part policy for substate governmental reorganization. First it proposes the creation of locally controlled, authoritative regional council-umbrella multijurisdictional organizations (UMJO's)—as the single regional planning and grant review instrumentalities for all federally or state encouraged multicounty programs. Secondly, it urges continued reorganization of cities, counties, and special districts to meet pressing urban and regional service needs. Finally, it calls for the adoption of a joint, State-local policy on the assignment and reassignment of public service responsibilities to state, regional, and local jurisdictions.

In each of these three recommendations, counties are expected and encouraged to play a major role. Indeed, county representatives on the ACIR were instrumental in the adoption of these three governmental modernization recommendations. Of special interest to counties, however, are the findings and recommendations of Volume III of the Substate Regionalism report.

### A Pivotal Role

Counties can play a pivotal role in any system of metropolitan governance. They may be the prime service delivery agent for unincorporated areas, they can assume functions previously performed by municipalities and they can deliver new services on an areawide basis. They are key actors in the intergovernmental contracting process and they have figured prominently in successful local governmental reorganizations that have taken place in the last 10 years. Any attempt to restructure local servicing arrangements in substate areas, then, should involve county participation, particularly in the over 170 SMSA's (Standard Metropolitan Statistical Areas) composed predominately or wholly of one county.

See "ACIR" Page 10

# Students 'favorable' to county government

by Professors Sydney Duncombe and Robert Blank  
University of Idaho

A survey of the attitudes of 782 Idaho high school students towards all levels of government showed generally favorable attitudes about county government.

When asked which unit of local government does the best job, 32% named county government as compared to 25% for cities, 19% for special districts, 16% for school districts and 8% with no answer. However, the survey did not give county officials in Idaho grounds for complacency because nearly 20% of the same students thought counties did the poorest job of any unit of local government as compared to 30% for school districts, 22% for cities and 17% for special districts. Special districts have low visibility in Idaho, and high school students have probably heard very little about these units of local government.

The attitudes of high school students towards local government have been formed mainly from the views expressed by parents, teachers, textbooks and fellow students. County officials who speak to a high school class or know students on a personal level can also influence their views. Thirty-one percent of the students in the high school survey reported that a county official had spoken to their high school class.

A composite of all their answers to the survey showed that the Idaho students tended to characterize county government as follows:

- **Close to home.** When asked to associate county government with a word or phrase, the largest number chose the phrase "close to home."

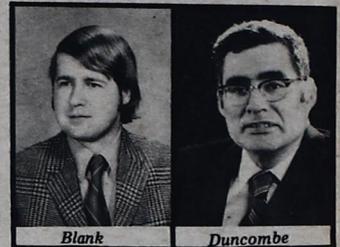
- **Friendly.** When asked to react to the statement "county officials are friendly and helpful," 43% agreed and only 17% disagreed.

- **Somewhat inefficient.** The word "inefficient" was frequently chosen by students to describe county government. When students were asked to react to the statement that county government was more efficient than city government, 35% of the students agreed, 28% disagreed and the remainder were neutral or did not answer.

- **Responsive and not cumbersome or outmoded.** Relatively few students associated county government with being cumbersome, outmoded or unresponsive. Citizens in Idaho do not find it difficult to present their problems to county officials and the students may reflect this.

The high school students showed limited knowledge of county government in Idaho. Only 29% of the students surveyed knew the correct number of county commissioners in each county in Idaho. This lack of knowledge probably reflects the fact that the national

government textbooks used in Idaho high schools do not describe Idaho county government. An Idaho state and local government high school text does give a good description of county government in the state but is not widely used. While county officials in Idaho can be generally pleased with their image with high school officials they should be concerned about the lack of material on Idaho county government in many high schools.



Blank Duncombe

# Assets and liabilities of commissioner form

Continued from Page 7

While the majority of these plural executive systems consist of from three to five members elected on a district basis, the Pennsylvania constitution has a unique wrinkle for its counties. Minority party representation is guaranteed on the three-member boards of commissioners for each of the commonwealth's 67 counties. In effect, the top three vote getters are elected to the board of commissioners on an at-large basis.

### Advantages

There appears to be two advantages to the commissioner system. First, with executive and legislative functions combined within one body, the conflict between what the legislative branch wishes done and what the executive wishes to do is avoided. Secondly, since each function has its own independently elected official to administer policies, the electorate is provided with the opportunity to connect a specific county function with an elected official.

### Disadvantages

With the development and refinement of the county executive and administrator forms of government, the commission system has come in for a substantial amount of criticism. As counties have come to perform an increasingly larger number of services for their citizens, the notion of an elected official for each function becomes cumbersome. This is particularly true at election time as a citizen would be required to evaluate the job performance of several department heads lacking the visibility of the county commissioners.

Compounding the problem is the fact that other units of government could also have their officials up for election at the same time as county officials.

Theoretically, the electorate can assign responsibility to one official if there is a concern that a service is not being effectively provided. In reality, the independent officer has no vote on the county board and can blame its members for their policy decisions. What results is an inability to fix ultimate responsibility among county officials, thus diminishing the possibility of cohesive county policies.

The plural executive system predates the federalist form of government as found in the U.S. Constitution and is somewhat similar to the English Parliament with its own legislative and executive authority centralized in the House of Commons, but here the analogy ends. There is no one individual on the county board of commissioners who has either the same legislative and executive authority or the same sense of final responsibility before the public. This would appear to be the greatest weakness of the plural executive form.

# Commissioners

Continued from Page 7

could arise as to who has a given authority. This could frequently be the case, particularly if the elected executive is of the opposite party to the majority of council.

Anyone with knowledge of the strong mayor-council form of municipal government for example, knows of the frequent disputes that arise, as often as not, from pure politics alone. As a result, the citizens suffer.

With the strong board of commissioners, regardless of the political make up of the board, majority rules, and actions and services are not delayed because the majority of two or three commissioners have no reason not to vote according to their best judgment.

The theory of a council establishing policy and the elected executive carrying out that policy sounds great, but too frequently some member or members of the council disagree as to the executive's interpretation of the policy. In theory it's fine, but as a matter of practicality, it is not so fine.

Board of commissioners set policy and see it carried out - there is no question of authority in this case.

It may be admitted that "home rule" and the power to make law has a great

deal of merit and could add to the services of the people of county. However, state statutes are designed to provide services to people and are constantly being amended or added to in order to upgrade and expand those services.

The board of commissioners is truly a strong form of government, responsive to the needs of people and is readily accessible to its constituents.

Without question of a doubt, there is less infighting between commissioners than there is between council and an elected executive.

The commissioners are the chief executives, as well as the chief administrators of county government. As a consequence, commissioners have and use the authority to obtain all the facts in all situations and therefore, can render their judgments accordingly.

It could be, however, a better form of government if it were given "implied powers", that is, powers to take whatever action it deems advisable, that are not in conflict with nor limited by current state statutes or municipal law.

Finally, let no one believe that the commissioner's post is part time - Don't ever believe it.

### Size of County Governing Boards

County governing boards range in size a single member in 35 counties to 196 in one county (Pulaski County, Arkansas). The average number per county government 7.9. However, the vast majority have a 3-member or 5-member board, as shown below:

Size of Board	Number of Counties
Total	3,049
1 member	35
2 members	15
3 members	1,330
4 members	52
5 members	914
6-9 members	220
10-14 members	92
15-19 members	79
20-24 members	76
25-29 members	61
30-39 members	76
40-49 members	48
50-59 members	31
60-99 members	18
100 or more members	2

U.S. Bureau of Census, "Governing Boards of County Governments: 1965" State and Local Government Special Studies No. 49, 1965 p.3.

Selection of County Governing Board Members	
Type of Selection	Number of Counties
All elected—	
At large	533
At large with local-area residence requirement	580
By local area, total	1,187
Township and City	298
Other	889
Presiding officer elected at large and other members elected—	
At large with local-area residence requirements	40
By local areas	666
Appointed	12
Other types of selection	31

U.S. Bureau of Census, "Governing Boards of County Governments: 1965" State and Local Government Special Studies No. 49, 1965 p.3.



# The County Auditor

by Scott Franklin  
Research Intern

Referred to in some counties as the auditor-controller, county comptroller, chief accounting officer, or director of finance, the county auditor has as many varied responsibilities as he does titles. These duties can range from concentrating specifically on auditing county bills to assuming traditional responsibilities of the assessor, clerk, treasurer, recorder of deeds, and even the sheriff.

The purpose of an audit is to examine and evaluate records in order to prove their validity and fairness. Many county auditors are required to prepare a written audit report for the county board at their request which may later be released to the public.

### Functions

Though the duties of the auditor are diverse, a common function is to audit claims against the county and then prepare warrants for payment of these bills. The auditor must review department orders to determine whether sufficient funds are available for the purchase of goods and services and verify that the agency has authorization for the expenditure. Once the goods or services are received, the auditor then makes sure the charge is correct, maintaining careful accounting records on all appropriations.

The duties of the auditor may be divided into two areas, the pre-audit and the post-audit. The pre-audit is performed

through a daily check on purchases, by daily reports from the treasurer regarding county funds, and from periodic reports from department financial officers.

Post auditing consists of the audit of county funds, taxes, penalties, and fines to insure the proper functioning, accuracy, and integrity of the county's financial system.

In addition to these specific responsibilities, the county auditor may also be involved in computation and collection of property taxes.

Some auditors serve as the general accountant of the county, receiving financial reports, registering all contracts, and exercising control over the county treasury and tax rolls. The auditor may also assist the budget committees in preparation of the county budgets and levies, in addition to reporting periodically to the board the entire financial operations of the county.

At his own initiative or through the request of county officials, the auditor may perform a special audit on an agency or department whose records appear questionable or incomplete.

Many counties have provisions for an independent audit, a process that involves the county auditor opening up all county records for inspection by an outside certified public accountant firm, which then reports on the reliability of the accounting information they have examined.

### Selection Method And Qualifications

Approximately 60 percent of all counties responding to a recent survey by the U.S. Advisory Commission on Intergovernmental Relations reported having the position of auditor. Of these auditors half were elected and half were appointed.

Qualifications for elected county auditors vary, though most appointed auditors are required to be a certified public accountant with a state license and have several years experience in local government.

### Intergovernmental Aspects

The nature of his job dictates that the auditor remain in constant contact with all departments in the county so that financial matters can be resolved efficiently. Especially close relations are

required with the board of commissioners, the treasurer, the county purchasing agent, and the transfer clerk.

Auditors in some counties are permitted to prescribe methods of accounting for local units of government as he deems necessary.

### Auditor's Role In County Modernization

Improved financial management through record computerization, centralization of data, or increased citizen participation is an area of innovation where county auditors have been actively involved.

Key input from auditors have enabled county governments to institute central accounting and financial reporting systems, centralized purchasing, comprehensive cash management plans, automated personnel payroll systems, and citizen advisory councils.

### Mean Salaries of County Auditors

County Population	Mean Salary
Over 1,000,000	\$27,759
500,000-1,000,000	\$20,505
250,000-499,999	\$17,519
100,000-249,999	\$15,293
50,000-99,999	\$12,340
25,000-49,999	\$10,557
10,000-24,999	\$9,089
5,000-9,999	\$8,016
2,500-4,999	\$7,624
Under 2,500	\$7,049

Information obtained from ICMA Municipal Year Book, 1974.



### Orientation for Clergy Planned

A series of seminars to acquaint clergyman in Nassau County (N.Y.) with available government programs is being scheduled by County Executive Ralph Caso.

Caso feels that the county clergymen are often asked to provide guidance and direction, and for this reason a knowledge of the resources of county government is important. At the first seminar county officials will brief the spiritual leaders on the county's involvement in health services, vocational programs, and problems of the aging. Topics for future seminars will be determined by the clergymen.

### County Auction Successful

Searching for a garbage compactor truck, a sheriff patrol car, a five door freezer, or a ground hog post hole auger? These items and many more could have been purchased at a giant flea market sponsored by San Mateo County (Calif.) last month.

The county gathered together all the surplus stuff of twelve cities, three school districts, and every county department for this unique, but unusual auction. Proceeds were siphoned to the general funds of the respective participating governments.

### Master Zoo Plan Completed

Dade County (Fla.) has completed the master plan for an outdoor cageless zoo which will provide scenic walkways, naturalistic animal exhibitions, special education exhibits, and a number of public service areas.

The county will soon hire an engineering firm to convert the master plan into working drawings. Completion of the first phase of the zoo is due in late 1976.

### County Governments Respond to Energy Crisis

As the energy crisis becomes a reality, county governments have been quick to respond to the need for alternate forms of transportation for residents.

The Multnomah County Commissioners (Ore.) have given tentative approval for the construction of an 80 mile grid of bicycle paths which would utilize existing roadways, and be the first step in a county wide bicycle and pedestrian pathway system.

County governments in Arizona may soon be able to use gas tax revenues long reserved for highway construction, to construct bike paths and horse trails if this measure passes the Arizona state legislature. In the meantime the Maricopa County supervisors have approved the spending of \$70,000 in a joint venture with the City of Phoenix for construction of bikeways along canal paths.

### State Association Suggests Revision in Pay Scale

The Iowa State Association of Counties has suggested a somewhat different approach for setting salaries of county officials. The association has proposed the creation of a fifteen member county compensation commission which would be empowered to set salaries of elected county officials.

Under the proposed bill this commission, composed of eight laymen and seven elected county officials, would review the compensation paid to elected county officers in comparison to the same positions in the federal government, private, industries, and municipalities, and then determine a pay scale. The director of the state merit employment department would sit as an *ex-officio* non-voting member on this commission.

### Consumer Ordinance Passed

The Broward County Commission (Fla.) has unanimously passed a tough consumer ordinance that becomes effective June 1. The measure will ban misleading advertising gimmicks, require estimates for automobile repair services, and set a schedule of services for check cashing services.

The ordinance creates a consumer affairs department to monitor the complaints.

### CORRECTION

An article appearing in last week's New Directions reported that the City of Baltimore has passed a strict financial disclosure law. Actually Baltimore County passed this legislation. We regret the error.

# ACIR study on regionalism completed

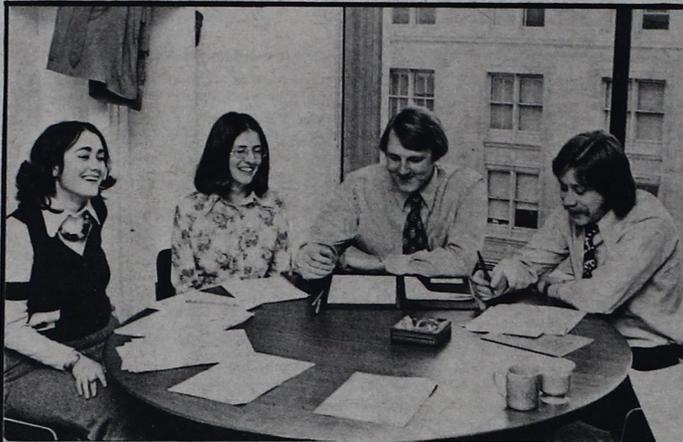
Continued from Page 7

Most counties, however, must undergo considerable structural, functional, and fiscal modernization in order to play a more vigorous role in local governmental reorganization. Specifically, the ACIR report indicates that counties continue to expend considerable time and resources on delivering state-mandated functions (welfare, corrections, highways, health, etc.) and not enough on meeting the emerging regional service needs of many metropolitan areas (i.e., solid waste disposal, mass transit, air and water pollution control). Significantly, home rule counties, by a margin of two to one, appear more willing to assume urban and regional service responsibilities. Counties also are in need of home rule authorizations and structural modernization. Forty-five percent of all single county SMSA's still have no central administrator. Yet, this form of administrative reorganization would provide counties with more management expertise to meet pressing urban problems.

Counties must expand their intergovernmental contracting efforts to meet metropolitan service needs in cooperation with constituent municipalities. Similarly, they need to exercise greater control over underlying special districts. Finally, they require greater diversification of their revenue sources—counties rely far more heavily on property taxes than do municipalities—so that they will have an expanded revenue base to meet their urban service responsibilities.

What will happen if counties fail to take up these challenges? States will continue to place administrative, structural, fiscal, and functional shackles on county government. Increasingly, regional services will be delivered by independent regional special districts or regional councils of governments. The first result reduces the accountability of metropolitan service delivery systems while the second, the ACIR maintains, should only be considered if constituent governments, both cities and counties, voluntarily vest the regional council with selected substate service responsibilities.

Clearly, counties can play a more important servicing role in substate areas. But they only can assume such responsibilities where they have the legal authorization and where they press for removal of fiscal, functional, and structural limitations that now prevent them from playing this expanded service role. Without such modernization moves, urban and regional services will be



**WORKING ON SUGGESTED LEGISLATION.** Staff members of the U.S. Advisory Commission on Intergovernmental Relations, Ruth Bosek (left) and Carl Stenberg (3rd from left) visited the NACo offices recently to work with New County Center Researchers Florence Zeller and Gary Mann on ACIR suggested state legislation for implementing recent commission findings. See accompanying guest article by John Callahan.

delivered by other governmental units and the county will have forfeited much of its substate service role.

#### ACIR recommendations

Against this backdrop, the ACIR has recently recommended a package of policies that would strengthen the county role in substate governmental systems. Briefly, these recommendations call for state legislation what will:

- grant counties the right to structural home rule, freeing them from outmoded state restrictions on their executive organization and administrative procedures.
- require predominantly metropolitan counties to have a full-time appointed or elected executive officer.
- place county officials on a statutory basis and permit multi-county consolidation of similar county offices.
- permit, by general law, multi-county governmental consolidation, city-county consolidation, and reorganization of the Miami-Dade County Florida variety.
- clarify urban service responsibilities of counties by permitting them to perform urban services where they are now prevented from doing so by

restrictive state law, streamlining joint agreement and transfer of function procedures between counties and municipalities, and requiring counties to take a full-scale role in developing land-use controls for unincorporated areas.

All these recommendations, as reflected in forthcoming ACIR draft state legislation, would significantly bolster the county's role in local government modernization. They would undo state restrictions on county organizations, promote greater county-municipal cooperation in the provision of urban services, and permit, where the electorate chooses, the county to become the fulcrum of local governmental reorganization efforts in substate areas. These recommendations and bills point the way toward a new and constructive future role for the counties. Many counties still are at the crossroads, but the proper signs point in this direction.

#### ACIR legislation

ACIR staff members, Carl Stenberg and Ruth Bosek, are currently preparing state model legislation to implement the recommendations of the commission's substate regionalism report. A model substate districting act together with bills on optional forms of county government, local government consolidation, and other county modernization approaches, will appear in the Council of State Government's annual report, "Suggested State Legislation." A county government reform packet, containing all the ACIR model state laws relating to counties, will be available in summer 1974.

The county packet is based on already existing legislation in such states as Alaska, Florida, Michigan, Minnesota, Nebraska, Pennsylvania, Tennessee, and Utah. It will serve as the basis for ACIR position on county modernization and reorganization in the 1970's. Persons wishing more information on the

commission's substate regionalism report or model legislation should write to Lawrence Gilson or Carl Stenberg, ACIR, 726 Jackson Place, N.W. Washington, D.C. 20575.

## Ask New County

**Q.** One of the frustrations with the grant-in-aid programs is the duplication of audit effort by auditors at several levels of government. Has any effort ever been made to resolve this and other problems?

**A.** Officials of federal, state, and local government agencies have established a National Intergovernmental Audit Forum in which common goals of auditing can be commonly reached over the next few months. For more information, write New County.

**Q.** How can I gain information on the programs that may be available to my county under the Intergovernmental Personnel Act?

**A.** We have received several requests for information and have been referring them to Wayne Cobb, Director, Personnel Management Information Service, Bureau of Intergovernmental Personnel Programs, Room 2326, U.S. Civil Service Commission, 1900 E Street, N.W., Washington, D.C. 20415. The PMIS has a packet of information it can make available.

**Q.** Which county programs are most frequently recognized by the New County, U.S.A. Achievement Awards?

**A.** The largest group is probably in the field of criminal justice, public safety and rehabilitation. Criminal justice is one of the "traditional" county functions, and yet it is an area where great changes are taking place; hence we have programs covering a wide range of jail programs, work release systems, delinquency prevention, emergency medical, emergency preparedness, etc. A second large group of recipient programs is in the area of environment, including air, water, land and solid waste programs. Most of these are new programs of counties necessitated by population growth and other factors.

**Q.** With the changing internal structures of counties, and their increased service role, what is the fastest growing of the new appointed positions in county government?

**A.** In 1970, NACo's New County, U.S.A. Center reported that there were 203 county administrators at work in the U.S. by 1972, this number had increased to 325. Two hundred fifty of these positions have come into existence since 1960.

#### NEW COUNTY U.S.A. CENTER STAFF

Director  
Project Manager  
Research Associate  
Research Associate  
Research Associate  
Research Intern  
Research Intern  
Administrative Secretary  
Secretary  
Secretary

John Thomas  
Terry Schutten  
Florence Zeller  
Thomas Bruderle  
Gary Mann  
Gary Jacobs  
Scott Franklin  
Dyann Van Dusen  
Nancy Schenk  
Lananh Nguyen

New County Times is a monthly supplement to *County News* and is published by the New County U.S.A. Center, National Association of Counties, 1735 New York Ave. N.W. Washington, D.C. 20006. Art and design by Robert D. Wiegand.

# Recommended Reading

The following publications are available from the NACO Publications Desk, 1735 New York Ave., N.W., Washington, D.C. 20006.

**From America's Counties Today** — The first FACT book on county government. This 150-page book contains more than 25 different tables and charts, accompanying the four main chapters on history, structure, functions and personnel and current trends in county government. Salaries, finances, the three forms of county government, what is meant by "home rule" and what kinds of services are today's growing counties providing, are all described. 1973 NACO members \$4.50; non members \$6.50. No. 5.

**National Survey of the Appointed Administrator in County Government** — Twenty-seven million citizens are governed by counties operating under the commission-appointed administrator form of county government, making the administrator the fastest growing position in county government today. This 50-page document compiled from questionnaires received from 350 county administrators details the responsibilities, county functions, state enabling legislation, and administrator salaries, accompanied by 15 tables and charts. 1973 NACO members \$3.00; non-members \$4.00. No. 6.

**Consolidation: Partial or Total** — An edited transcript of a national conference on city-county consolidation. What is it and how does it work? Growing interest in consolidation and its effectiveness was evidenced by the attendance at a conference held in February, 1973. The 93-page book contains participants' comments on partial and total consolidation and its effects on administering environmental problems, public safety, central services and the relationship between legislative and executive branches of local government. 1973 NACO members \$5.00; non-members \$7.00. No. 7.

**Metropolitics and the Urban County** — By Professor Thomas P. Murphy. This is the most detailed description available of the specific malfunctioning of an interstate metropolitan area impacted by urban tensions. 1970 hardback \$8.95; paperback \$3.95. No. 8.

**Profile of County Government** — Advisory Commission in Intergovernmental Relations (ACIR). Based on a 1971 survey conducted jointly by the ACIR, NACO and the International City Management Association, this document contains information on structure and organization, services and functions, zoning and land use programs, special district relationships, etc. 1972 paperback \$1.50. No. 9.

**Community Action for the Support of Economic Development Districts** — The manual explores the role of the elected official in county wide economic development efforts. \$1.50. No. 10.

**Water and Our Future: An Urban Planning Manual for Local Officials** — The manual focuses on how various urbanized areas facilitate integration of water management concerns with the process of serving broad social and environmental objectives, public involvement in water resources decision making and intergovernmental cooperation. 1972 \$1.00. No. 11.

**Solid Waste Management** — Consists of ten guides promoting the concept of solid waste management implementation on an

areawide (county) basis and contains information to aid local officials in understanding the principles of solid waste management. 1968 \$3.00. No. 12.

**Urban Soil Erosion and Sediment Control** — Causes, the extent of urban and suburban soil erosion and sediment problems, and ways in which local communities can organize and implement effective sedimentation control programs is described. In addition, "Community Action Guidebook for Soil Erosion and Sediment Control" which describes methods by which local governments can organize, plan, finance, staff, and implement urban sedimentation control programs is included. 1970 \$11.50. No. 13.

**Community Action Program for Traffic Safety** — The action program is based on information obtained from over 50 on-site examinations of successful highway/traffic safety programs. The nine

Administrative guides present descriptions of these programs and illustrate practical norms and principles for effective crash prevention-traffic safety management. 1970 \$1.50. No. 14.

**National Association of County Engineer Manuals** — A series of 17 "how-to-do-it" manuals covering a range of 23 management and technical records. The manuals may be ordered for \$30.00 a set from NACE Secretary-Treasurer, William Harrington, 308 Jacolyn Drive, N.W., Cedar Rapids, Iowa 52405.

**Regional Criminal Justice Planning: A Manual for Local Officials** — Examines comprehensive regional criminal justice planning from the perspective of the local elected and appointed decision making official. Copies of Parts I and II are available. Parts III, IV and V have been consolidated under one guide and will be published in 1974. \$1.00. No. 5.

## New Mexico Association Elects Ruth King As President

Highlights of the New Mexico State Association of Counties Conference included keynote speeches by Senators Pete Domenici and Joseph Montoya. More than 500 county officials attended the annual New Mexico Association Conference held last week in Bernalillo County (Albuquerque), New Mexico.

Senator Domenici's speech emphasized that the New Mexico county officials must demonstrate their ability to perform as more and more responsibilities are expected of counties under "New Federalism." The Senator indicated he thought counties were coming of age with responsibilities under Revenue Sharing, the Comprehensive Employment Training Act and other new federal programs.

Jim Evans, NACO Western Region Representative, announced that Bernalillo

County was chosen by the Western Region Board to host the 1975 Western Region Conference. That conference will be held April 13-15, 1975, at the Albuquerque Hilton Inn.

Milton Terry, current President of the New Mexico State Association of Counties, announced that Ruth A. King, Luna County Clerk, was elected President of the association for the coming year.

Workshops at the session concentrated on the financial impact on counties of both state and federal legislation. In a "fun" session Ginger Tearty, Past NMAC Director, and Phil Larragoite, NMAC President, presided at the "Order of the Rose," presented to each New Mexico county official who has attended a NACO conference in the past year.

## Smoot Named Outstanding Utah County Official

NACO's First Vice-President Stan Smoot was chosen Utah's Outstanding County Official by the Utah Association of Counties last week. Smoot is a Commissioner in Davis County, Utah.

More than 450 county officials attended the annual state association meeting, hosted by Salt Lake County. Association President Bill Dunn, Commissioner of Salt Lake County, presided over work sessions and election of the following officers: President Reed Pace, Summit County Clerk; Vice-President Glen Flint, Davis County Commissioner; Lady Vice-President Nina Reid, Utah County Recorder; and Secretary/Treasurer Ivan Matheson, Iron County Commissioner.

Much of the conference's work session time was devoted to the recently passed Utah Land Use Act, which will be voted on in a referendum next November. The act includes all provisions supported by the Utah Association of Counties and may be a model for other states. Copies of the act can be obtained from Jack Christensen, Director of the Utah Association of Counties, No. 10 Broadway Building, 10 West Broadway, Suite 311, Salt Lake City, Utah 84101.

NACO President Gil Barrett was one of the conference's keynote speakers. In addressing the issues facing American counties today, Barrett emphasized the new responsibilities being placed on county government by New Federalism and increasing citizen demands for services. Counties are preparing for their new responsibilities in many ways—by working with states to obtain more flexibility of form, function and finance, through management improvement programs, through increased partnership with cities and other counties, and by increasingly active participation in NACO, Barrett said.

He also outlined NACO legislative priorities, including the continuation of general revenue sharing.

## Gives Refunds To Bus-Riding Shoppers

The first bus riders' refund program in New Jersey, possibly in the country, will begin in Morristown on Monday, May 6.

Under this precedent setting program anyone who rides on any of the Morris County Service bus lines and shops in Morristown will get up to 50 cents of their return bus fare paid for by the participating merchants through the Morris County Chamber of Commerce, Retail Division.

Everyone is eligible for the free ride. A small card, which lists the many participating merchants, is obtainable free from the bus driver. This card should be presented to the merchant, who will validate it. It is then good toward the return bus fare.

According to Frank Reilly of the Morris County Board of Public Transportation this will mean a free ride home for almost everyone who rides the bus to Morristown and shops there.

Reilly got the idea of implementing a refund type program when he discovered motorists received a 50 cent refund for parking and shopping in Morristown. He

said, "Why not give the bus rider this same incentive and offer a refund toward his or her bus fare?"

After over one and a half years of trying to sell the idea, the Morristown Chamber of Commerce decided to give the program its first start.

It is hoped the program will get more people out of their auto and onto public transportation. If the program proves successful, it will be offered to Chambers and business's in other parts of Morris County.

President Nixon has officially designated May as Older Americans Month. He has urged all who participate in programs for the aging to call attention to the 11 Senior Citizens Charter on the rights and obligations of older persons.

The President has also asked for participatns to consider the possibility of a new Declaration of Rights and Obligations for Older Persons which can become a national rallying point during 1976.

## Hillenbrand's Washington Report

202/785-9591

A Three-Minute Capsule

# Proposed 1974 Amendments To NACo Bylaws

NACo made a major change in 1971 in how its member counties approve policy and elect their officers and Board of Directors. Amendments to the Bylaws were approved providing for a weighted vote based on the population of each member county.

After two years experience with the new Bylaws, it was the consensus of many county officials that there was a need for some revision and formalization of voting procedures. At the direction of President Gil Barrett, NACo's Committee on the Future undertook such a study and made its recommendations to the Board of Directors earlier this year. The recommendations included clarifying amendments to the NACo Bylaws. The Board approved the recommended voting procedures for policy adoption and elections and agreed to recommend to NACo member counties the adoption of the proposed clarifying amendments to the Bylaws.

The proposed amendments are published well in advance to NACo's Annual Convention in Miami Beach so that member counties can have sufficient time to study the proposed changes and their impact.

*Proposed amendments are shown in full capital letters, proposed deletions are scored through. Explanations of the proposed amendments are printed in italics.*

## ARTICLE I Offices

The principle office shall be at Greenville Center, 3801 Kennett Pike, New Castle County, State of Delaware, and the agent in charge thereof shall be American Guaranty & Trust Company. The Association may also have an office in Washington, District of Columbia, and in such other places as the Board of Directors may direct.

## ARTICLE II Objects/Purposes

The purposes for which this Association is formed are to stimulate the continuing improvement of county government; to serve as the national spokesman for county government; to contribute to the knowledge and awareness of county government's heritage and its future; to serve as a liaison between the nation's counties and other levels of government; and to achieve public understanding of the role of counties in the federal system.

The Association will seek to achieve these purposes by, among other things, the holding of conferences, the exchange of information and advice through a magazine to be the official publication of the Association, and other such specific acts as may tend to benefit county government and improve the character of service to the public rendered by such government.

## ARTICLE III Procedures

The official business of the Association shall be conducted in accordance with Robert's Rules of Order.

## ARTICLE IV

### Classes of Membership

This Association shall be a membership organization with no capital stock, and no dividends or pecuniary profit of any character shall inure to the benefit of its officers, members, or employees. There shall be two classes of membership in this Association as follows: (1) Honorary membership is automatically conferred upon each such past president of the Association upon the election and qualification of his successor in the office of president. Honorary membership may also be conferred upon any person in accordance with resolution duly adopted at any meeting of the members. (2) Active members of the Association shall be those county governments which contribute annually to the financial support of the Association in accordance with a schedule of service fees adopted by the Board of Directors of the Association. Subscription fees for organizations other than counties shall be subject to the approval of the Board of Directors. **MEMBER COUNTIES SHALL BE ENTITLED TO REPRESENTATION TO ALL CONFERENCES AND MEETINGS SPONSORED BY THE ASSOCIATION AND SHALL BE ENTITLED TO OTHER SUCH SERVICES, BENEFITS AND PUBLICATIONS AS THE BOARD OF DIRECTORS OF THE ASSOCIATION SHALL PRESCRIBE.**

*[EXPLANATION: This is no change. The proposed amendment currently is contained in Article V. Since the language refers to membership, it more properly belongs in the existing Article IV.]*

*In an effort to clarify the procedures for conducting the Annual Business Meeting, the existing Article V — Voting — is being moved to follow the Articles on defining quorums and nominations. The existing Article V — Voting — becomes the proposed Article IX — Voting — and each of the other Articles is renumbered accordingly.]*

## ARTICLE V ARTICLE VI Board of Directors

The Board of Directors shall consist of the President, First Vice-President, Second Vice-President, Third Vice-President, Fourth Vice-President, who shall be elected officials, and a Fiscal Officer, forty-eight directors who shall be either elected or appointed officials of member counties. In addition to these members, the Board shall include those past presidents still active in member counties and also two representatives nominated from member counties of each regional district authorized by the Board and approved by the voting members. Any affiliated association, upon its authorization by the Board and approval of the voting members, shall also be entitled to nominate one representative from a member county on the Board. All Board members shall be elected annually by a majority vote of the voting members present at the Association's annual conference. They shall have full voting powers and shall hold office until their successors are elected and qualified.

Power to establish association policy shall remain in the hands of the voting membership of the association provided that the Board of Directors shall have general supervision, management, and control of the business and property of the Association subject to the Articles of Incorporation, to these by-laws, and to the policies established by a majority vote of the voting members of the Association at the annual conference. Interim policy decisions arising between annual

conferences shall be made by the Board of Directors in the name of the Association but such policy shall be subject to revision by the next annual conference of the Association.

~~The Chairman of the Board of Directors shall be elected from and by the Board of Directors.~~ Vacancies occurring in the Board of Directors or in any office may be filled for the unexpired term by the remaining directors. Twenty-five directors shall constitute a quorum for the transaction of business. The Board of Directors may transact business by mail ballot by voting upon specific proposals mailed to them with the approval of the president. Under such circumstances, the response of a majority of the directors shall be required.

*[EXPLANATION: It has been the practice for several years that the NACo President serves as chairman of the Board of Directors. This proposed amendment and the proposed amendment in the proposed Article VI would continue the tradition, but make it part of the Bylaws.]*

## ARTICLE VI ARTICLE VII Officers

The officers of the Association shall consist of a President, First Vice-President, Second Vice-President, Third Vice-President, Fourth Vice-President, all of whom shall be elected officials of member counties and a Fiscal Officer who shall be from a member county. These officers shall be elected annually by a majority vote of the votes cast at the Association's annual conference. They shall hold office until their successors are elected and qualified, so long as they shall remain in county office.

The President shall preside at all meetings of members both general and special. **ALL MEETINGS OF THE BOARD OF DIRECTORS**, and shall have the general supervision of all business of the Association. He shall appoint all committees.

The Vice Presidents shall consult with, counsel, and advise the President and in the absence, disability, or retirement of the President, his duties shall be performed successively by the First, Second, Third, and Fourth Vice-Presidents.

The Executive Director, who shall also serve as secretary, shall be elected annually by the Board of Directors.

The Executive Director shall be the executive officer of the Association and under the general direction of the Board of Directors and the President, shall establish, maintain, manage, and generally control the executive office or offices of the Association. He will do or cause to be done on behalf of the Association all actions directed by the Board of Directors and shall have power generally to carry on the business of the corporation association and to do the things necessary or appropriate to execute the policies, decisions, and instructions of the Board including the approval of all contracts, vouchers, and other documents involving in any manner the disbursement of Association funds and the appointment and supervision of personnel and the assignment of their duties in the executive offices of the Association.

The Executive Director and Secretary shall keep all records of the Association, shall take and keep minutes of all meetings of the members and the Board of Directors, give notice of such meetings at the direction of the President, receive all monies of the Association, record and

deposit the same in approved depositories. At the close of each month, he shall render a financial statement to the Fiscal Officer.

The Fiscal Officer shall oversee the financial affairs of the Association and keep the Board of Directors and the member counties advised of the financial condition and needs of the Association through periodic financial statements. He shall recommend, for the Board's approval, the depositories for funds of the Association; shall counsel with the Executive Director and Secretary and the Board of Directors on the framing of the Association's budget; shall recommend appropriate investments for the Association's idle funds; and shall review proposals for public or private grants to assure the fiscal needs of the Association are met.

The Executive Director and Secretary and the Fiscal Officer shall provide bond, cost to be borne by the Association, payable to the Association, in such amount as required by the Board of Directors.

*[EXPLANATION: See explanation after Article V.]*

## ARTICLE VII ARTICLE VIII Conferences and Meetings

There shall be an annual conference of all members of this Association at such time and place as shall be determined by the Board of Directors. All business coming before the conference shall be disposed of by a majority of the votes cast at the conference.

**PRIOR TO THE BUSINESS MEETING A COUNT OF THE NUMBER OF REGISTERED VOTES SHALL BE MADE AND OFFICIALLY CERTIFIED BY THE CREDENTIALS COMMITTEE. TWENTY-FIVE PERCENT (25%) OF THE VOTES REGISTERED AT THE CONFERENCE SHALL CONSTITUTE A QUORUM FOR THE TRANSACTION OF BUSINESS.**

**UPON OPENING THE MEETING THE CHAIRMAN SHALL DETERMINE THAT THE SESSION IS OPEN FOR BUSINESS AND THAT A QUORUM IS PRESENT. IF AT ANY TIME DURING THE SESSION THE QUESTION IS RAISED OF WHETHER OR NOT A QUORUM IS PRESENT, THEN A SHOW OF HANDS OF THIRTY-FIVE PERCENT (35%) OF THOSE DELEGATES PRESENT WILL BE SUFFICIENT TO REQUIRE A ROLL CALL AS TO WHETHER OR NOT A QUORUM IS PRESENT. IF A DETERMINATION IS MADE THAT A QUORUM IS NOT PRESENT NO FURTHER BUSINESS MAY BE CONDUCTED, AND IF A QUORUM IS NOT PRESENT BEFORE THE CLOSE OF THE FINAL BUSINESS SESSION OF THE CONVENTION ALL UNFINISHED BUSINESS WILL BE REFERRED TO THE BOARD OF DIRECTORS WHO SHALL BE EMPOWERED TO ACT THEREON FOR AND ON BEHALF OF THE MEMBERSHIP.**

Upon thirty days notice, including notice of the business to be considered, special meetings of the membership may be called by the President any time with the concurrence in writing of a majority of the Board of Directors.

**WHEN THE BOARD OF DIRECTORS DETERMINES THAT AN ANNUAL CONFERENCE CANNOT BE HELD, THE PRESIDENT WITH THE APPROVAL OF THE BOARD OF DIRECTORS IS AUTHORIZED TO ESTABLISH THE PROCEDURES NECESSARY TO CARRY OUT THE OBJECTIVES OF THE CONFERENCE.**

# Bylaws

(Continued from preceding page)

[EXPLANATION: The current Bylaws do not specify what constitutes a quorum for conducting the annual business meeting. The Board believes this question should not be left to the determination of the presiding officer or the rules of procedure for that particular meeting. Such rulings could be subject to delaying votes and considerable confusion. In addition, each voting delegate should have the opportunity to prevent a small number of delegates from being allowed to determine Association policies or elect its leadership.]

The other proposed amendment provides for the unusual situation where an annual conference has to be cancelled due to a natural disaster, a riot or a restriction on public officials' travel. Such a possibility was real during the energy crisis of last winter. The Board recommends that the Bylaws provide for such a contingency.]

## ARTICLE VIII ARTICLE IX Nominations and Elections

Elections at annual conferences shall be by a majority of the votes cast at the time of election. Voting may be either by standing vote or by secret ballot at the direction of the presiding officer or at the request of ten percent of the member county officials present.

The President shall appoint a Nominating Committee with at least two past presidents willing and able to serve plus at least one other member of the Association.

THE PRESIDENT OF THE ASSOCIATION SHALL APPOINT A NOMINATING COMMITTEE CONSISTING OF AT LEAST THREE ACTIVE MEMBERS OF THE ASSOCIATION. Notice as to who constitutes the Nominating Committee shall be given in either the official publication of the Association or otherwise mailed to the entire membership of the Association not less than forty-five days before the annual conference.

The Committee shall receive and prepare nominations of all elective offices and present such nominations to the conference; provided that additional nominations for any elective office may be made from the floor. NOMINATIONS FROM THE FLOOR FOR THE BOARD OF DIRECTORS MUST DESIGNATE THE NOMINEE BEING CHALLENGED.

[EXPLANATION: The first proposed amendment deals with elections and this is now contained in the proposed Article IX — Voting. The second proposed amendment deletes the requirement to appoint at least two past presidents to the Nominating Committee. This requirement is becoming increasingly difficult to meet because of the availability of past presidents.]

The third amendment is recommended by the Board of Directors to facilitate the election. Without specifying the nominee being challenged, the business meeting could be tied up for hours since there are 48 members of the Board plus 15 representatives of affiliate organizations.]

## ARTICLE IX ARTICLE X Voting

Each member county government shall be entitled to one vote on every question put before the annual conference or special meetings of the general membership. County governments whose population requires them to pay more than \$499 in dues shall be entitled to one additional vote for every additional \$500 or fraction thereof paid in the year in which the meeting is held. Each county shall direct which of its appointed or elected officials shall cast its votes. Absentee or proxy voting will not be allowed. Member counties shall be entitled to representation to all conferences and meetings sponsored by the Association and shall be entitled to other such services, benefits and publications as the Board of Directors of the Association shall prescribe. The voting schedule shall be as follows:

\$ 0 — \$ 499	1
500 — 999	2
1,000 — 1,499	3
1,500 — 1,999	4
2,000 — 2,499	5
2,500 — 2,999	6
3,000 — 3,499	7
3,500 — 3,999	8
4,000 — 4,499	9
4,500 — 4,999	10
5,000 — 5,499	11
5,500 — 5,999	12
6,000 — 6,499	13
6,500 — 6,999	14
7,000 — 7,499	15
7,500 — 7,999	16
8,000 — 8,499	17
8,500 — 8,999	18
9,000 — 9,499	19
9,500 — 9,999	20
10,000 — 10,499	21
10,500 — 10,999	22
11,000 — 11,499	23
11,500 — 11,999	24
12,000 —	25

DELEGATES MUST REGISTER, BE QUALIFIED AND RECEIVE BALLOTS. SUBJECT TO SUCH RULES AS ANY MEMBER COUNTY MAY PRESCRIBE WITH REGARD TO PROXY VOTING OF ITS DELEGATES, A DELEGATE WHO HAS RECEIVED CREDENTIALS MAY LEAVE HIS PROXY WITH A DELEGATE FROM HIS COUNTY, FROM ANOTHER COUNTY IN HIS STATE OR THE HEAD OF HIS STATE DELEGATION.

VOTING SHALL BE BY STANDING VOTE. AT THE DISCRETION OF THE CHAIRMAN, OR UPON MOTION FROM THE FLOOR AND CONCURRENCE OF AT LEAST 10% OF THE DELEGATES PRESENT, VOTING SHALL BE BY WEIGHTED VOTE, WHETHER TAKEN BY CAUCUS WITHIN THE STATE DELEGATION OR BY WRITTEN BALLOT, SHALL BE ANNOUNCED BY ROLL CALL OF STATE DELEGATIONS.

[EXPLANATION: The first proposed amendment changes the bylaws on proxy voting. Currently, proxy voting is not allowed, although there was some confusion over this issue at the 1973 annual conference. The new language (third paragraph) allows delegates who have registered at the conference and received their credentials to leave their proxy votes with another delegate from their state. However, this is subject to such rules as prescribed by the delegate's member county.]

The second proposed amendment clarifies the use of the weighted vote of member counties. When called for, the weighted vote can be either by caucus or written ballot within each state delegation. The result of the weighted vote within each state will be announced by a roll call of state delegations.

The existing Article IX — Nominations and Elections — provides for a secret ballot in elections and makes no mention of the weighted vote. There has been confusion over the definition and use of the secret ballot. The Board recommends that the provision for a secret ballot in elections be deleted and that the same procedure be used for both elections and approval of NACo resolutions. The proposed procedure allows for a written ballot (secret ballot) within each state delegation.]

## ARTICLE X Committees

The President, with approval of the Board of Directors, shall appoint such committees as it may from time to time deem proper for carrying on the business of the Association provided that

committees shall also be appointed in accordance with any resolution adopted by the members in conference assembled.

On the first day of each annual conference, the President shall appoint a Committee on Resolutions, which committee shall consist of not less than seven voting members in attendance at the conference, preferably members who are familiar with the objects of said Association and its history. Except resolutions of courtesy, commendation, or condolence, no resolution expressing the policy of said Association on any question shall be considered or discussed by the conference unless it has first been submitted to and reported on by said Committee on Resolutions; and no resolution shall be considered unless it relates to the objects and purposes of the Association. No resolution shall be adopted until an opportunity has been afforded for full and free debate thereon.

## ARTICLE XI Seal

The seal of the Association shall be circular in form and contain the following words: "NATIONAL ASSOCIATION OF COUNTIES, SEAL" on the circle and the following words within the circle: "INCORPORATED 1946 DELAWARE."

## ARTICLE XII Amendments

These by-laws may be amended by a majority vote of all votes cast on the question; provided, however, that any proposed amendment must be submitted in writing to the President of the Association AT LEAST 30 DAYS PRIOR TO THE CONVENING OF THE ANNUAL CONFERENCE and read at the first general session of the conference and voted upon at the business session on the last day of the conference.

AMENDMENTS TO THE BYLAWS SHALL BECOME EFFECTIVE UPON ADOPTION UNLESS OTHERWISE SPECIFIED.

[EXPLANATION: The first proposed change would require that any proposed amendments to the Bylaws be submitted to the President at least 30 days prior to the annual conference. The Board recommends this change so there could be sufficient time to anticipate any possible changes in conducting the annual business meeting.]

The second change would allow amendments to the Bylaws to become effective upon adoption. There still would be provision for an amendment to become effective at a later date if so specified.]

# Strong Support Voiced For Continuation Of Economic Development Programs

James Cooper, Chairman of the Lucas County, (Iowa) Board of Commissioners, testified on behalf of NACo before the House Subcommittee on Economic Development recently. Cooper voiced strong county support for continuation, at current funding levels of Economic Development Administration (EDA) programs. He also recommended careful consideration of the Administration's proposed Economic Adjustment Act, (EAA) which is designed to replace the current EDA program.

"The EDA grant program has proven to be one of the most successful and popular federal grant programs in addressing specific unemployment programs," Cooper told subcommittee members. He pointed out that more than 900 counties actively participate in EDA programs.

Because EDA has been so successful,

the subcommittee was urged to schedule field hearings and carefully study whether the proposed Economic Adjustment Act would achieve similar long-range goals. To allow time for adequate consideration of EAA, an extension of EDA for one, or perhaps two, years will be necessary. Any continuation of EDA must be made with current or increased funding levels, Cooper asserted. "Any reduction now, or during a phasing in of the new (EAA) proposal would not recognize the economic news about inflation and unemployment that we are confronted with almost daily."

Although NACo endorses the overall goals of EDA, Cooper said more time is needed to determine what Administration plans for implementation are, especially in the area of funding. He reserved judgment on the entire EAA proposal, but suggested three specific

improvements:

First, Regional EAA administrators should be appointed by the Secretary of Commerce, rather than by direct Presidential appointment, to ensure a balanced nation-wide economic development plan.

Secondly, objectives of the Act must include stimulation of expanded employment opportunities in rural areas. Dependence on the Rural Development Act is premature, since little funding is available for Rural Development programs.

Thirdly, a study should be made to determine appropriate labor market areas, as outlined in the act. Since EDA programs require wages based on prevailing rates, a sensible, realistic method of determining prevailing wages must be enacted.

# Human Resources

(Continued from page 1)

is contracting with eight state associations of counties to carry out these objectives.

A human resources coordinator is being added to the staff of each state association, and he or she will be responsible for the work program. Though the coordinator will be working with all counties in the state, a single or multi-county area will be selected as a target for intensive help in developing a services integration plan, as described above.

A systematic approach will be used to collect data regarding service delivery characteristics throughout the state and to organize such information for distribution.

The four-member project staff will work directly with the state association human resources coordinators in developing approaches to the target areas and in the development of materials.

In next week's County News the project staff will be introduced and the project states announced.

# People Keep On Singing The Alimony Blues

by Aurora Gallagher  
Criminal Justice Project

*I've got the alimony blues,  
Nothing to lose, lose, lose,  
Nothing to choose, choose, choose,  
But these alimony blues.\**  
\* c 1950 by Annie Zick, Carl Fischer, Inc.

Sgt. Herbert E. Roop of Ft. Thomas, Kentucky, recorded the first version in 1938, and rock star Ryland Cooder sings them today. The "Alimony Blues" never swept the nation, but persists.

This may be because "alimony is poison to many men today," as another version claims, and that "Alimony blues are only his receipts that she takes from his pay" [c 1946 by Joseph Wolanin].

"Actually, says James A. Pocock, who investigates divorce filings and related court actions for Ingham County, Michigan, "We get very few alimony cases — I'd say about five percent. Most of the cases we handle are for child support."

An iceberg of victims is set adrift by dissolving family relations — men with the alimony blues are the visible (and audible) tip. According to a Senate Finance Committee report, "of the 11 million recipients who are now receiving Aid to Families with Dependent Children (AFDC), 3 out of every 4 are on the rolls because they have been deprived of the support of a parent who has absented himself from the home."

Rep. Martha W. Griffiths (D-Mich.) is investigating problems of welfare. Sharon Galm of her Subcommittee on Fiscal Policy quotes their findings: "In 1973, 81 percent of the 7.7 million children receiving AFDC had absent fathers, but voluntary support agreements had been obtained for only 25 percent; of that 25 percent, only a few are receiving full payments. Of all AFDC families, 21 percent had court orders in effect, but less than 5 percent were receiving payments that fully satisfied court orders, and court proceedings to ensure compliance had been initiated for less than 3 percent."

Apparently, the "Alimony Blues" analysis, "because a girl gave him the wink, he marries her, she ties his pay and blow," doesn't fit many cases of domestic dissolution. He blows, and since an average child-support case costs \$2,000, she can't tie his pay. A task force of the California Social Welfare Board reported in 1971 that non-supporting fathers had not blown far — most were still living in the same counties as their families.

Counties, who carry the responsibility both for administering welfare and for prosecuting support-payment defaulters in most states, want child-support payments collected — to reduce poverty and dependence, and to shorten the welfare rolls. But under the present arrangement, when a state or local government collects the support due a family receiving AFDC, the federal government is reimbursed for its share of AFDC costs, and the state claims the rest. No financial incentive is passed on to the county.

Moreover, some enforcement personnel accept the "Alimony Blues" analysis that paying support is like taking poison. "Some of these individuals," says a report to the governor of California, "Believe that child support is punitive and that public assistance programs are designed as a more acceptable alternative to the enforcement of parental responsibility."

The result, as one investigator discovered, is that "hundreds of

thousands of unserved child-support warrants are piled up in jurisdictions where even traffic cases have high priority."

## Cure Number 1 — Local Incentive

If a mountain of paperwork stacks up, extra muscle can move it. Los Angeles County District Attorney Joseph P. Busch usually distributes 3,000 child-support cases a month among 28 men.

In July, 1971 he assigned 90 officers to child-support work: 266 defaulters — all employed — were arrested, and the county auditor reports a 13 percent increase in support payments the following month. In December, 1971, Busch experimented with citations rather than arrests, called 557 men to court, and collected an additional \$1 million.

The Senate Finance Committee lists Michigan as one of the states that collects child support effectively, gaining a dollar in payments for every 20 cents spent on enforcement.

In 1919, the state created Friend of the Court offices to enforce child-support payments ordered by circuit courts. Friends of the Court now investigate all divorce and related filings; recommend action to the courts on custody, visiting rights, support payments; and enforce court decisions. In 1971, the state gave both Friend of Court offices and the Michigan Department of Social Services money for additional staff.

The Department of Social Services was encouraged to follow up on support orders and Friends of the Court were instructed to send support payments directly to that department if the family seeking action was on welfare.

In Genesee County, the Department of Social Services and the Friend of the Court, mounted a cooperative reimbursement support program with the prosecuting attorney, probate court and circuit judges that returned \$3.25 million to the state in 1973.

When James A. Pocock was appointed Ingham County Friend of the Court in 1973, he took a caseload of 9,000 support-payment defaulters, about 400 of whom had lost their jobs. Two enforcers in his office can arrest defaulters, and according to Pocock the usual sentence is 90 days. But suppose an unemployed father is charged with failure to obey a court support order, and finds himself with "nothing to lose, lose, lose, nothing to choose, choose, choose," but to go to jail? Pocock planned with county commissioners and judges to seek jobs for these defaulters rather than sentences.

He assigned caseworker Roger Clinard to the new employment effort. Clinard created a job pool of over 100 employers, screened the caseload for candidates, and referred others to community services. The nearby School of Social Work at Michigan State University, agreed to offer students field credit toward their degrees for experience in the Friend of the Court's office. The students usually work two terms, counseling and assisting with job placements the second term.

In the first five months, habitual defaulters who had found employment through Pocock's office were able to pay \$10,000 of their support obligations. In the first seven months, Clinard and his student staff found jobs for 137 men.

"One of the best things about this program" Clinard states, "is its cost-effectiveness. All we have spent on it so far are my salary, and about \$200 for printing and transportation. Not only do we save the county \$11 a day in jail expenses, but many families have been able to go off welfare."

## Cure Number 2— Intergovernmental Cooperation

The effects of unemployment, non-support, and welfare are felt throughout the community, and amelioration of those conditions spreads benefits across the same network.

Recognizing this, the Congress introduced an amendment to the Social Security Act (part of H.R. 3153) that would improve existing state and federal cooperation to collect support for families on AFDC, but would also pass along a financial incentive to counties to join the effort (25 percent of payments collected for the first 12 months, 10 percent thereafter). The amendment, now tied up in conference, would subject pay and income-tax refunds of federal employees (including those in military

service) to garnishment in support and alimony cases. The amendment further volunteers federal assistance to the states to set up forensic blood-testing, and to engage expertise that can be used to establish paternity (and thus support obligation) of children born out of wedlock.

Whatever the final outcome of this amendment, counties can begin to work with state agencies to initiate more effective enforcement and collection of the support due dependent children by their parents.

By taking a honest look at uncollected child support, welfare, and ability of the abandoning parent to pay, law enforcement personnel can plan local programs to alleviate these conditions. Until then, we're all in the chorus of the alimony and child-support blues.

# EPA Issues Booklet To Aid Planning For Sewage Plants

The Environmental Protection Agency (EPA), emphasizing cost effectiveness in applications for sewage treatment construction grants has published a booklet entitled "Guidance for Facilities Planning." The booklet describes how states, counties and cities can conduct the preliminary planning required to obtain federal grants for the construction of publicly-owned waste treatment works. A summary has also been prepared to provide a non-technical explanation of the facilities planning process required by Section 201 of the Federal Water Pollution Control Act of 1972.

The "Guidance" booklet is designed chiefly for officials, engineers and planners who are directly involved in the preparation of facilities plans. (The summary can be used by interested citizens and organizations as well as local governments and planning agencies).

"Guidance for Facilities Planning" presents a process and procedure for planning and preliminary design of publicly-owned waste treatment works with emphasis on cost-effective and environmentally sound treatment. The guidance emphasizes systematic evaluation of waste treatment alternatives including treatment and discharge, wastewater reuse, land application, flow reduction measures (including the correction of excessive infiltration/inflow), the treatment of overflows, alternative system configurations, phased development, and improvements in operations and maintenance.

The facilities planning process requires systematic evaluation and comparison of all feasible alternatives to insure that the maximum benefits are realized from investment of the funds available for construction of waste treatment works. It must also take into account matters of local environmental and social impact.

Copies of the guidance booklet and summary may be obtained from EPA's ten regional offices, or by writing EPA Office of Water Programs, Water Planning Division (AW-454), Waterside Mall, Washington, D.C. 20460.

The Planning and Standards Branch of EPA has said: "In light of the recent \$60 billion needs survey, current inflationary trends, the relatively limited funds available for treatment works construction and the shortages of energy and construction materials, it is imperative that all concerned interests

(federal, state, local, professionals, and the public) work together to maximize environmental gains from pollution abatement investments. We expect that the planning process and concepts presented in the facilities planning guidance will, when implemented, result in reducing cost for construction treatment works."

EPA has also informed NACo that regional EPA administrators have received copies of the SMSA Series E Population Projection Table Analysis prepared by the Bureau of Economic Analysis (BEA) of the Department of Commerce. These projections are to be used by EPA, the states and planning agencies in the preparation and review of Section 201 Facilities Plans and Section 208 Area-wide Waste Treatment Management Plans. Counties can request copies of these projects from the EPA regional offices or Water Planning Division at the address above.

# Publications To Write For

NACo has a publications package which includes books, case studies and cassette tapes on county problem solving techniques. Write to the NACo Publications Desk, 1735 New York Ave., N.W., Washington, D.C. 20006 for a free copy of the package.

• *NACo Publications Catalogue* — A list of 15 publications covering county issues, trends, policy; county structure; county services. Includes description of publication, order form.

• *Living Library Catalogue* — The 4th edition of Living Library contains listings of more than 400 case studies and answers to help solve practical government problems. The selected items provide important information about county government in such fields as political leadership, services, administrative management, intergovernmental relations, structural reform.

• *Cassette Tapes* — Eleven cassette tapes of the 1973 NACo annual convention panel sessions are available. Panel topics covered include rural counties and growth, revenue sharing, winning the battle of solid waste disposal, more power to counties, election reform, land use legislation, public health, speeding up tax collection, modernizing county recording methods, among other topics.

# Iowa Counties Discuss Criminal Justice Goals

The Iowa Association of Counties and NACO recently held a special seminar for Iowa county officials to discuss state and national criminal justice standards and goals.

Thomas J. Madden, general counsel for the Law Enforcement Assistance Administration and formerly executive

director of the National Advisory Commission on Criminal Justice Standards and Goals, detailed the effects national standards will have on county governments.

Madden stressed that the specific standards developed by the national commission are strictly advisory. It is the standard-setting process which LEAA endorses and not any individual standards, and LEAA is encouraging each state to develop a process for analyzing their criminal justice system and adopting appropriate standards, he said. Don Murray, director of NACO's criminal justice project introduced Madden to the assembly.

George W. Orr, Director of the Iowa Crime Commission, discussed the work of the Iowa Crime Commission in developing standards and the results of a recent three-day conference on standards and goals.

The program included explanation of the Iowa State Association of Counties' new code of ethics, which establishes both a strict set of rules for county officials and a board of ethics to enforce them. Jack Whitmer of the Iowa State University Extension Division gave a presentation on "New Approaches to Public Safety and Community Protection."

Donald L. Cleveland, Executive Director of the Iowa State Association,

summed up the importance for all levels of government of state and national standards in criminal justice: "The LEAA standards and their subsequent adoption on the state level at first appears to be only an additional administrative hassle. However, two or three years from now, they will develop into major obstacles that could further tie the hands of local government if it doesn't become involved. Local government must have some input into the setting of state standards."

More than 100 county officers from Iowa's 99 counties gathered in Des Moines for the meeting — the third annual seminar co-sponsored by NACO and the Iowa State Association of Counties.

## NTDS Plans Seminars For Local Officials

The National Training and Development Service will conduct two, four-week seminars this summer focusing on organizational problem solving for state and local officials in the public sector. They will be held at Stowe, Vermont and Park City, Utah.

The Vermont program (at Notch Brook) will be held July 7 — Aug. 3 and the Park City, Utah, seminar, July 28 — Aug. 24. The programs are aimed at elected and appointed officials responsible for policy development and implementation: county, city and town managers, municipal and state league members, department heads, mayors, state and county officials, administrators, selectmen, training and development managers, university and college personnel.

The programs are designed to help develop a public manager who will become actively involved with personal and organizational development. The seminars enable participants to develop effective methods for managing change and creating better decision making processes at all levels.

Topics covered in the program include: organizational diagnosis; back home planning; personal growth; team building; training designs; problem solving techniques; management development; listening and communicating; consultation and management; and rap sessions with guest speakers. An actual nearby unit of government will serve as a laboratory workshop for action research training projects. The programs are action oriented, and stress back home application.

An important feature of the Vermont seminar will be its focus on the New England region. For this program, it is anticipated New England area participants will establish a network of nearby graduates who can work with each other after the session.

Participants at both programs are encouraged to bring their families along. Spouses may join in many of the sessions as well as attend the ones specifically designed for them. Families are housed in spacious, attractive condominiums surrounded by the scenic beauty and recreational facilities of the resort areas.

Costs for the four-week program include: tuition — \$1,050; lodging (approx.) single — \$200; family — \$250-500 (depending upon the number); children's program (approx.) \$4-8 per day per child. Living accommodations will have full cooking facilities. Many of these costs are eligible for payment by the Intergovernmental Personnel Act (IPA) and other federal programs. Excepting travel, all other arrangements are handled by NTDS.

To register or request additional information, please contact: NTDS; 1140 Connecticut Ave., N.W., Washington, D.C. 20036 or telephone (202) 293-9220. A \$200 deposit will hold reservations at either seminar.

## NACO's 39th Annual Conference

### States and Counties in Partnership for the People

July 14-17, 1974

Dade County, Florida

Make reservations directly with:  
Miami Beach Tourist and Convention Bureau  
555 17th Street  
Miami Beach, Florida 33139

DEADLINE: JULY 5, 1974

COUNTY \_\_\_\_\_

HOTEL CHOICE

First \_\_\_\_\_

Second \_\_\_\_\_

(Please circle preference)

single double/twin suite rate \$

Arrival date \_\_\_\_\_ Departure date \_\_\_\_\_

Time \_\_\_\_\_

MAKE RESERVATION FOR:

Name \_\_\_\_\_

Title \_\_\_\_\_

Name \_\_\_\_\_

Title \_\_\_\_\_

Name \_\_\_\_\_

Title \_\_\_\_\_

PERSON MAKING THESE RESERVATIONS:

Name \_\_\_\_\_

Title \_\_\_\_\_

Address \_\_\_\_\_

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

Phone \_\_\_\_\_

#### HOTELS

Barcelona  
Single \$14  
Double \$16

Doral—On—The—Ocean  
Single or twin \$22-32  
Suites \$35

~~Eden Roc  
Records and Clerks Headquarters  
Single or twin \$22-32  
Suites \$42-72 (2 rooms)  
\$104 (3 rooms)~~

**Filled**

#### Fontainebleau

Convention Headquarters  
NACO Board of Directors Engineers  
Treasurers and Finance Officers  
Single or double \$14-31  
Suites (One bedroom) \$70-90  
(Two bedrooms) \$100-\$120

Montmartre  
Single \$18  
Twin \$20-24  
Suites \$48-72

Playboy Plaza  
Single or twin \$22-32  
Suite \$75 (2 rooms)  
\$104 (3 rooms)

## AMERICAN COUNTIES TODAY

Dear County Official:

This has been a great week for county governments and a very busy one for NACo. We had four victories which re-enforced the importance of county governments.

First, the Post Card Registration bill was defeated when the House of Representatives refused to debate the bill. County officials should be alert, however, case there is an attempt to revive it later this session.

Second, manpower funds were greatly increased by the Senate. Our Manpower Funding Action Coalition worked extremely hard on this one, and its members, led by John Klein, Suffolk County, (N.Y.) Executive, deserve much credit.

Third, New Hampshire counties were included in the manpower allocations. This is a major recognition that county governments can carry out programs some had thought should be reserved for states and cities.

Fourth, but hardly least, the Office of Management and Budget has released \$120 million in rural water and sewer funds. These funds are desperately needed by our rural counties to relieve pressing needs.

Besides all this, county officials and NACo staff testified before Congressional committees about health planning, rural development, food stamps, increased funds for child welfare and rural development grant programs.

This was a very busy but most satisfying week.

### Counties: Challenge and Opportunity

Senator Pete V. Domenici spoke last week before the New Mexico Association of Counties in Albuquerque. He had some kind words to say about counties and expressed confidence that counties are going to be in the forefront of the challenges of the future. We wish to share parts of his speech with you.

"Quietly, without much fanfare, the counties and their government have come of age. Nothing perhaps dramatizes this point more than the fact that in the Comprehensive Employment and Training Act the Senate recently passed, 270 counties were given the authority to act as prime sponsors for manpower programs. (Twenty years ago counties were the stepchildren of government, overshadowed by state and federal governments. Ten years ago it was the decade of the city, where federal programs sprung up for urban revitalization. But, now with general revenue sharing and increased responsibility for counties, counties are stepchildren no longer. County government has come of age).

"We all know that counties have grown in importance, and statistics show just how rapid this growth has been. Just 17 years ago, this nation's counties had only 668,000 employees. This past year, counties employed more than 2 million people.

"The CETA provision including counties as prime sponsors is just the first of what will be many pieces of federal legislation that provide for active county participation in a wide range of areas. Just how wide county interests are in this decade of the seventies is demonstrated by a look at the program for your National Convention in

July: subjects to be covered range from land use laws and welfare reform through general revenue sharing to rural development and national health insurance. That's another indication of how far counties have come.

"One of the biggest spurs to this increased interest, of course, has been the new federalism of the national administration. By emphasizing the local government entity instead of federal jurisdiction, the new federalism has given a tremendous boost to our counties' influences as general revenue sharing has given counties that one commodity you cannot do without, money. With the present general revenue sharing system has come uncertainty. Many of you have hesitated to put this money into ongoing social programs because you fear that this commitment may fall on county taxpayers alone if the federal government decides at a later date to give up on the revenue sharing concept and return to the old system. I can understand your reluctance. I am going to try to make sure that revenue sharing becomes a permanent fixture of the federal way of doing business. (I think the glory of this nation is that in every community, every county, of this land are men and women fully capable of being excellent, far-sighted administrators and public servants. Revenue sharing gives us the chance to test my belief and I am convinced I will be proven correct).

"(We are entering, then, the great days of challenge and opportunity for county government. We have dared to give them the money, to give the power back to local government. Counties can now plan and work toward goals and expand into the new areas of citizen concern. That's the opportunity. But with this opportunity comes the challenge. Your constituents are going to demand more from you. Your job is going to constantly increase in complexity. You can anticipate that more delicate kinds of judgement will be required in the future. You will be called upon, as never before, to balance considerations between the different forces in your counties. And you must be up to the challenge. Because if you fail, we are going to revert to government by federal edict. We are going to risk another, and perhaps fatal, shift of power to the Potomac. We could see the end to viable local government if our county officials are not up to the challenge of the new federalism).

"That, then, is the picture I see for you. You can count on more money with less strings attached. A greater opportunity for progress and a bigger challenge. You can count on friends in the Senate to push programs to help you economically and socially. And you can count on a lot more headaches as you take your rightful places as important public servants at a critical level of government."

Sincerely yours,

*Bernie Hillenbrand*

Bernard F. Hillenbrand  
Executive Director

## Coming Events

### MAY

15 - 16	Region III Federal Aid Briefing	Baltimore, Maryland	Stephen Collins 301/494-3317
22 - 24	ICMA/Fairfax County/NACo Managed Growth Conference	Reston, Virginia	Bruce Talley 202/785-9577
29 - 31	Region VI Federal Aid Briefing	New Orleans, Louisiana Hilton Inn at Airport	Roy Wilty 504/367-6611

### JUNE

6 - 7	Region II Federal Aid Briefing	Happauge, N.Y. Colonie Resort	William Morrissey 516/727-4700
9 - 12	Montana Association of Counties Annual Conference	Missoula, Montana	Dean Zinneker 406/442-5209
13 - 14	NACo Disaster Management & Funding Conference	Atlanta, Georgia Royal Coach Inn	Charles Wall 202/785-9577
19 - 21	Association of County Commissions of Alabama Annual Conference	Birmingham, Alabama	O.H. Sharpless 205/263-7594
	New Jersey Association of Chosen Freeholders Annual Conference	Camden, New Jersey Cherry Hill Inn	Jack Lamping 609/394-3467
23 - 27	Pennsylvania State Association of County Commissioners Annual Conference	Hershey, Pennsylvania	C. Robert Budd 717/232-7554
26 - 29	Washington State Association of Counties Annual Conference	Seattle, Washington	Jack Rogers 206/357-5536

### JULY

14 - 17	NACo National Convention	Miami Beach, Florida	Rod Kendig 202/785-9577
19 - 20	Mississippi Association of Supervisors Annual Conference	Biloxi, Mississippi	601/355-2211
25 - 27	Maryland Association of Counties Annual Conference	Ocean City, Maryland	Joseph J. Murnane 301/268-5884

## NACo Staff Contacts

To help people reach the proper person at NACo, a list of contacts and their general areas of responsibility has been compiled.  
Telephone: 202/785-9577

Aging Services	Mary Brugger
Bicentennial (ARBA)	Bruce Talley
Child Welfare Services	Mary Brugger
Community Development	John Murphy
County Administration	Rod Kendig
County Finance	John Thomas
Criminal Justice (LEAA)	Donald Murray
Economic Development (EDA)	Jim Evans
Education	Mike Gemmill
Emergency Preparedness	Charles Wall
Energy (FEO) (Tel: 202/254-8550)	Harry Johnson
Environmental Quality (EPA)	Carol Shaskan
Grantsmanship	Alicann Fritschler
Health (HEW)	Mike Gemmill
Human Services Integration (Allied Services, OEO)	Al Templeton
Labor-Management	Donald Brezine
Mailing List	Grenda Wiggins
Management Improvement (IPA)	Gary Mann
Manpower (DOL)	Jon Weintraub
Membership	Linda Ganschinetz
New County	John Thomas
OEO Legislation	John Murphy
Parks and Recreation (HUD and Interior)	Jim Evans
Planning and Land Use (HUD and Interior)	Jim Evans
Public Information	Dorothy Stimpson
Public Works	Bill Maslin
Publications	Linda Ganschinetz
Record Keeping	Florence Zeller
Regionalism	Terry Schutten
Revenue Sharing	Ralph Tabor
Rural Affairs (USDA)	Jim Evans
Solid Waste (EPA)	Roger Bason
States Issues	Bruce Talley
Transportation	Marian Hankerd