This Week
- Jail Crisis Assembly, page 5.
- Public Lands Rally held, page 7.
- Public transit bill compared, page 8.

Vol. 10, No. 22

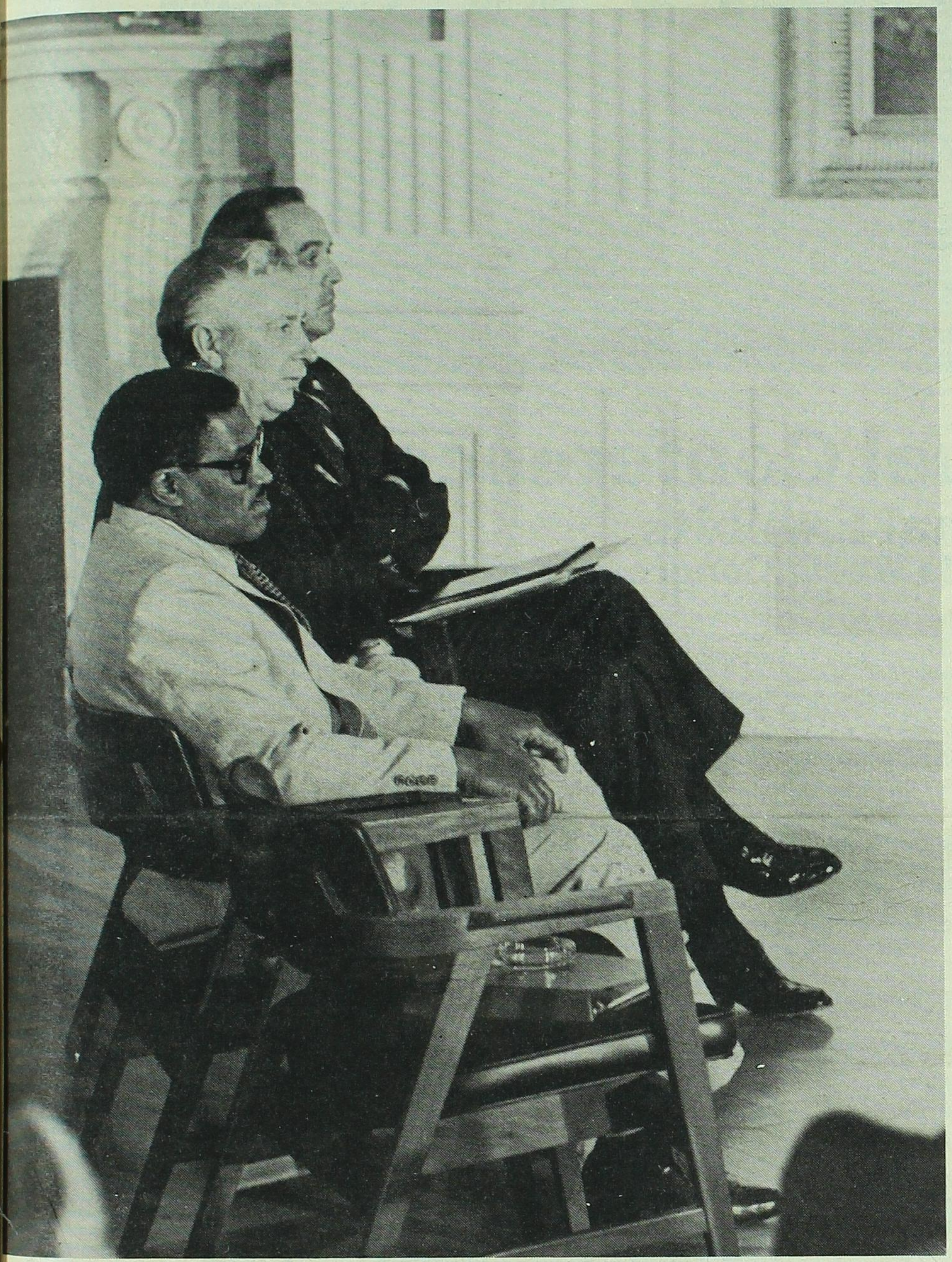
COUNTY NEWS

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

May 29, 1978

NACo

Washington, D.C.



CETA Briefing at White House

From front, Commissioner Herman Ivory, Muskegon County, Mich.; County Executive John Spellman, King County, Wash.; and County Executive John Klein, Suffolk County, N.Y., listen to President Carter announce the start of a CETA "private sector initiative program" in the East Room of the White House. Carter announced that 34 Comprehensive Employment and Training Act (CETA) prime sponsors (14 cities, 16 county consortia, and 4 balance of state) will each be receiving $25,000 planning grants to develop private sector business councils during the next four months to expand CETA on-the-job training opportunities for the economically disadvantaged. Also attending the May 23 briefing were over 140 business, labor and community leaders.

MORE LOCAL INPUT

Panel Ups Title XX Lid

WASHINGTON, D.C.—The House Ways and Means subcommittee on public assistance and unemployment insurance voted May 24 to report out H.R. 10833 which will permanently raise the ceiling of Title XX of the Social Security Act to $2.9 billion in 1979; $3.15 billion in 1980; and $3.45 billion in 1981.

NACo had strongly supported the bill, which was introduced by Martha Keys (D-Kan.) and Donald Fraser (D-Minn.), and has 128 co-sponsors in the House. Title XX provides funds to states for 75 percent of social services program costs. The 25 percent matching funds are provided by states and counties. Many counties have been forced to cut back on programs because the cap on Title XX which was established in 1975 has not increased to compensate for inflation.

Welfare Reform, page 4

Freeholder Doris Dealaman of Somerset County, N.J., NACo's chairwoman for aging, testified before the subcommittee earlier in the day and urged adoption of H.R. 10833. Dealaman noted that NACo was also supporting amendments to ensure greater participation by local officials in the Title XX planning process at the state level as proposed by the Administration.

AS PART OF its urban policy, the Administration had originally proposed a "targeted" Title XX program with $150 million for four years with a separate planning process. NACo, states and many social services agency representatives voiced opposition to the draft proposal. In consultation with NACo and the other groups, the bill was modified to provide for more local participation in the normal Title XX planning process. NACo supported these provisions, but continues to oppose "targeting" and the reduced funding level.

In addition to increasing funds, the bill as reported provides the following:

- State officials are required to consult with elected city, county and other local officials during development of the state plan.
- States have the option of adopting a plan for a two-year period, rather than one year as in current law.
- $200 million of funds targeted 100 percent to day care was extended for one year; and a temporary provision allowing use of funds for alcoholics and drug addicts was made permanent.
- States are allowed to use funds to provide up to 30 days of emergency shelter for adults.
- States are allowed to use funds for training provided by nonprofit organizations.

The measure must now be considered by the full House Ways and Means Committee. In the Senate, efforts are under way to get sponsors for a similar measure.

—Aliceann Fritschler

$400 Million Fiscal Relief Is Approved

WASHINGTON, D.C.—Amidst gloomy predictions of no-action on comprehensive welfare reform, the House subcommittee on public assistance and unemployment compensation voted to provide $400 million in welfare relief for fiscal '79.

The bill, H.R. 12838, introduced by Rep. Charles Rangel (D-N.Y.), would distribute funds half on the basis of Aid to Families with Dependent Children (AFDC) caseload and half on the general revenue sharing formula. One hundred eighty-seven million dollars of fiscal relief was provided on a similar basis in the Social Security Act Amendments of 1977. The funds must be passed through 100 percent to counties which fund AFDC.

A child welfare bill, H.R. 7200, which has passed the House and is pending before the Senate, also contains $400 million in welfare relief for fiscal '79 and $187 million additional funds for fiscal '78. No Senate floor action has been scheduled.

Members of the subcommittee supporting the welfare reform bill said they felt their action would put the President on notice that Congress will move ahead with fiscal relief, even if the Administration is not committed to comprehensive reform this year.

Rep. James Corman (D-Calif.) said he was pessimistic about getting welfare reform as provided in H.R. 10950, the bill which was reported out of the special welfare reform subcommittee. He said states and counties should not be penalized because of congressional and Administration inaction.

Counties Talk Water Policy

WASHINGTON, D.C.—Presidential recommendations on federal water resources policy will in no way abrogate state control of water rights, Presidential Aide Stuart Eizenstat told county officials at the White House May 22.

A group of eight officials representing both eastern and western counties met with top-level White House staff to discuss pending changes in federal water policy. The meeting followed a similar one with the National Governors Association in the Administration's last minute attempt to get reaction on controversial issues from state and local groups. The President's recommendations are expected shortly.

ATTENDING THE meeting were Neal Potter and John Menke, councilmen, Montgomery County, Md.; Alan Magazine, supervisor, Fairfax County, Va.; James Corbalis, director, Fairfax County Water Authority; William Aldridge, assistant to Supervisor Clayton Record, Riverside County, Calif.; Jack Pettiti, commissioner, Clark County, Nev.; George Buzianis, commissioner, Tooele County, Utah; Bernard Hillenbrand, NACo executive director; and three other NACo staff members.

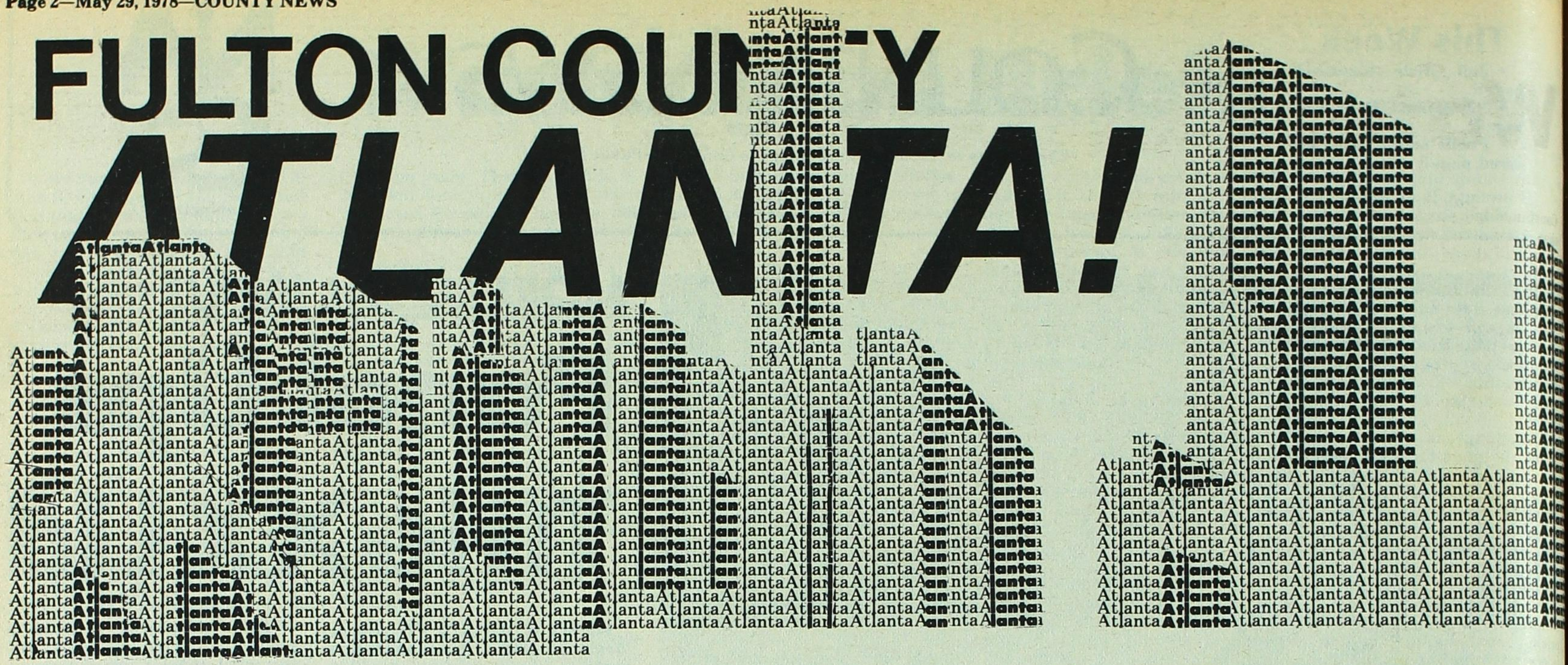
Nearly a year ago, President Carter mandated a study of water policy, but the scope of policy reform now under consideration is narrower than that originally envisioned. Political realities and bureaucratic complexities have distilled the President's ideas for comprehensive reform to these basic objectives:

- A new emphasis on water conservation through state and federal incentives;
- Improved state/federal cooperation and state water resources management capacity, and increased state financial and planning involvement in federal water projects.

Eizenstat emphasized that ideas discussed at the May 22 meeting for reaching these objectives had not yet been adopted by the President. However, the format of a White House briefing paper seemed to suggest

See WATER, page 3

FULTON COUNTY ATLANTA!



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

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

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

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

Conference registration fees:

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

Name____________________ County____________________

Title____________________ Telephone (______)____________

Address____

City____________________ State____________ Zip____________

Spouse, if registering____________________ Age of youths attending____________

For office use only
Check #____________
Check amount:____________
Date received:____________

HOUSING RESERVATION:

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

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

Room type

single______ twin______
double______ suite______

Hotel preference

1st choice____________
2nd choice____________
3rd choice____________

Names____

Arrival date/time____________________ Departure date/time____________________

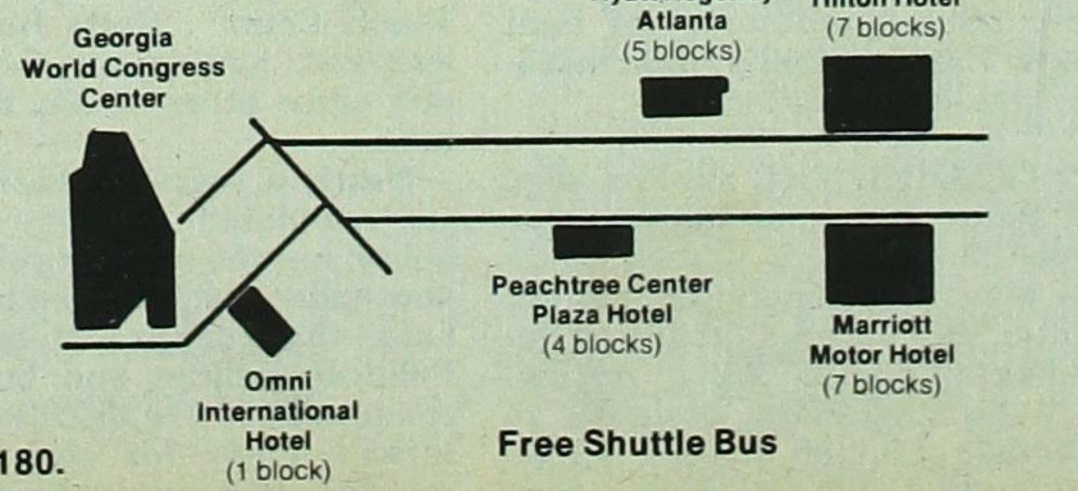
Credit card company and number:______________________________

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

☐ Check here if you have a housing related disability.

Send preregistration and hotel reservation to:

National Association of Counties
Annual Conference
1735 New York Ave., N.W.
Washington, D.C. 20006



Free Shuttle Bus

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

Tentative Program Schedule

Saturday, July 8
Conference/Credentials Registration
Noon to 4:00 p.m.

Steering Committees
Noon to 3:00 p.m.

Affiliates
Noon to 5:00 p.m.

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

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

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

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

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

Opening General Assembly
6:00 p.m.

Followed by NACo President's Recep

Monday, July 10
Conference/Credentials Registration
8:00 a.m. to 4:30 p.m.

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

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

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

Exhibit Luncheon
Noon to 1:15 p.m.

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

Tuesday, July 11

Annual Business Meeting
9 a.m. to Noon

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

Exhibit Luncheon
Noon to 2:00 p.m.

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

Special All Conference Event

Wednesday, July 12
Workshops
9:00 a.m. to Noon

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

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

Closing Banquet
7:00 p.m.

Water Views Given at White House

Continued from page 1
that in many cases, alternatives for action had already been selected.

WATER CONSERVATION

Because a federal regulatory program mandating water conservation is an unpopular idea, the Administration is leaning toward encouraging conservation through grants to states and through water pricing changes.

NACo expressed its concerns about the pass-through of state grant funds to the local government or water authority where water conservation measures would actually be put in force, and recommended that differing needs for water conservation assistance programs should also be considered.

More controversial are the Administration's suggestions for water pricing changes. Currently, the federal government must price water to cover capital and operation costs of its municipal and industrial water supply projects. The Administration is considering allowing states to charge more for this water than is required for cost recovery in order to encourage efficient use. Under this proposal, the additional revenues would be retained by the states and could be used in water management programs or passed through to local water utilities.

Consideration of similar pricing incentives for irrigation water projects has been dropped for fear of adverse impact on food production. However, federal officials suggested that upon expiration, irrigation water contracts be renegotiated for shorter periods of time to let water prices rise with inflation.

Seen at White House Water Policy Meeting are (clockwise): John Menke, councilman, Montgomery County, Md.; Mary Reardon, NACo staff; James Corbalis, director, Fairfax County (Va.) Water Authority; Presidential Aide Stuart Eizenstat; Kathy Fletcher, White House staff; Neal Potter, councilman, Montgomery County, Md.; Bernard F. Hillenbrand, NACo executive director; and Jack Petitti, commissioner, Clark County, Nev.

INCREASED STATE ROLE

To bring the states more fully into the federal water project planning process and ease the burden on the federal treasury, the Administration is considering a mandatory 10 percent up-front state contribution to project costs.

Eizenstat told the county officials that, most likely, the only other recommendation for cost-sharing changes would be to raise the non-federal share of structural flood control measures to 20 percent.

The 10 percent state cost-share would be required only on new authorizations. Currently, there is a backlog of about 800 authorized but unfunded projects to which this requirement would not be applied. The Administration is suggesting that projects in this category to which states voluntarily contribute might be given funding priority.

The National Governors Association opposes the 10 percent mandatory cost-share, but supports voluntary and flexible state cost-sharing to increase states' influence over project planning. Western county officials expressed their reservations about the popularity of this proposal.

Along with increased state cost-sharing, the Administration is suggesting that states receive increased federal Water Resources Council planning grants to raise their management capabilities. County officials commented on the importance of linking this effort with the on-going water quality management program (208). The 208 program mandates local government participation even when planning is done at the state level.

REHABILITATION FUNDING

Eizenstat did not address the issue of federal funding for old water system rehabilitation for the East, calling it a matter for the "next phase" of water policy reform. This issue may be the most important for eastern counties, who have not had as large a share in federal funding for water supply as has the West.

Menke said later that he felt the problems of the East are not being addressed by the Administration's tentative proposals. "The only sop is technical assistance for water conservation without even a provision for local government pass-through," he stated.

TASK FORCE ON WATER MANAGEMENT

At their earlier meeting with the White House, representatives of the National Governors Association urged the President to create a high-level federal/state task force to identify ways to improve water management capabilities at all levels of government. NACo recommended expanding the membership of such a task force to include local government members. Potter emphasized the importance of local representatives on such an advisory group because the political implications of many water-related actions of state and federal government hit hardest at the local level.

Deadline for Rural Grants

WASHINGTON, D.C.—The Farmers Home Administration (FmHA) has announced that it will attempt to award all rural planning grants by late summer. The agency urges all potential applicants for the Section III rural development planning program to submit preapplications by the end of June.

FmHA spokesmen stated the preapplications may be short and that forms (AD-621) can be obtained from all county FmHA offices or by contacting NACo at 202/785-9577. Rural counties are encouraged to prepare and submit their preapplications as soon as possible so that FmHA may award the $5 million in grants it is administering for fiscal '78. Applications received after the current funds have been distributed will be placed on file for fiscal '79.

The rural planning program was authorized by Section III of the Rural Development Act of 1972.

The regulations for the program were published in the April 4 *Federal Register* and may also be obtained from the county FmHA offices or from NACo. The regulations provide that all counties may apply for grants so long as their proposals do not include any cities, towns or villages over 10,000. The population requirements do *not* apply to counties.

COUNTY NEWS

EDITOR: Bernard Hillenbrand
MANAGING EDITOR: Beth Denniston
NEWS MANAGER: Christine Gresock
PRODUCTION MANAGER: Michael Breeding
GRAPHICS: Robert Curry, Robert Redding, and Deborah Salzer
EDITORIAL ASSISTANT: Joan Amico
PHOTOGRAPHER: Lee LaPrell
CIRCULATION COORDINATOR: G. Marie Reid
Published weekly except during Christmas week and the week following the annual conference by:
National Association of Counties
1735 New York Ave., 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 for nonmembers, $7.50 per year for county personnel in member counties. Send payment with orders to above address. While utmost care is used, *County News* cannot be responsible for unsolicited manuscripts.

Factsheet on Jarvis-Gann and the Federal Connection

Total Federal Grant Funds Which are Dependent on Local Match (215 Programs)	$4,153,500,307
Federal Grant Programs Which Have Maintenance of Effort Requirements	1,118,754,000
Increased Individual Federal Income Taxes (Due to lower property tax deductions)	1,600,000,000
TOTAL	$6,872,254,307

Principal Federal Programs in California

Program	Federal Dollars	Required Percent Local Match
Food Stamps Program	331,924	50
Medical Assistance	1,217,000	17-50
Waste-Water Treatment Programs	791,171	25
Community Action Grants	30,944	30-40
Work Incentive Program	36,922	10
Total Law Enforcement Assistance Programs**	43,971	10-50
Child Support	63,998	25
Headstart	32,042	20
Vocational Education Programs	38,803	50
Heart and Vascular Research	37,462	CS***
Health Services	20,101	CS
Drug Abuse Programs	7,128	10-40
Public Libraries	4,706	33-66
Comprehensive Programs for the Elderly****	29,603	10-25
Economic Development	7,062	20-50
Parks and Recreation	16,975	50
Federal Revenue Sharing****	67,000	(Reduction due to reduced tax effort)
Elementary and Secondary Education Programs	152,607	Maintenance of effort
Federal Jobs Programs (CETA)	899,147	Maintenance of effort

Source: *Geographic Distribution of Federal Funds in California*, compiled for the Executive Office of the President by the Community Services Administration

* Based on Fiscal '77 Funds Received by California
** Includes a) LEAA $36,951
b) Crime Statistics $3,827
c) Discretionary Grants $3,193 (all of above in thousands)
*** CS=Cost Share (In-kind and/or Cash Contribution)
**** Includes a) Nutrition for the Aging $17,725
b) Areawide Aging Agencies $11,878 (all of above in thousands)
***** Based on Estimate by Office of Revenue Sharing, Dept. of the Treasury

PROPOSITION 13

Vote Threatens Federal Funding

WASHINGTON, D.C.—Rep. Augustus F. Hawkins (D-Calif.) has released information showing the devastating effect that the passage of Proposition 13 (Jarvis-Gann Property Tax Initiative) could have on federal grant programs throughout California.

Proposition 13 is a referendum question on the June 6 ballot that would rigidly restrict increases in California's property taxes.

If passed, Proposition 13 would have the effect of cutting taxes by 50 percent or more and would place stringent limits on future increases. The realty tax would be reduced to 1 percent of the 1975-76 market value, with future annual increases restricted to 2 percent.

"There are 215 federal grant programs, worth over $4.1 billion annually, which depend on a local match of funds in order to maintain operations," Hawkins stated.

"These programs include approximately $44 million in police support services and related public safety programs, $70 million in federally funded educational programs, over $29 million in nutrition and other services to aid our elderly citizens, $1.2 billion in medical assistance, and approximately $800 million in wastewater treatment programs, just to name a few."

Hawkins continued, "If Proposition 13 is passed by the citizens of California, we run the risk of losing these most valuable services due to the inability of local governments to come up with the needed funds required for continuation of the federal grant programs."

Most local matches for federal grant programs originate with local government general revenues. If Jarvis-Gann is passed, these general revenue funds will be depleted, and it may be impossible for localities to continue their contributions to federal grant programs, which would result in the complete loss of some or all of the programs.

Hawkins agreed with Sen. Alan Cranston's assessment that California would lose at least $3 billion in federal revenues. The total loss to the state could be as much as $6.87 billion. This figure could grow even higher when further analysis of federal programs becomes available, he said.

For example, projected layoffs, in the public and private sectors resulting from passage of Proposition 13, could jeopardize the over 76,000 federally funded employees currently working in local governments and private organizations under the Comprehensive Employment and Training Act (CETA) program.

Welfare Bill Compromise Being Eyed

WASHINGTON, D.C.—NACo's Welfare and Social Services Steering Committee met at NACo May 19 with congressional and Health, Education and Welfare (HEW) staff to discuss prospects for comprehensive welfare reform this year.

Michael Stern, staff director of the Senate Finance Committee warned that "there is no philosophical consensus on what needs to be done in welfare reform in the Senate."

He said that strong Administration action would be needed to get any action this year, noting the Senate will be tied up for six to eight weeks on labor law reform. He also said H.R. 7200, the Public Assistance Amendment of 1977, could be used as a vehicle for some welfare changes when it reaches the Senate floor.

KENNETH BOWLER, staff director of the House special welfare reform subcommittee said that Rep. James Corman (D-Calif.), subcommittee chairman, is waiting for House Ways and Means Chairman Al Ullman to set markup date for the subcommittee's bill, H.R. 10950.

Bowler said Corman wants H.R. 10950 to be the framework for discussion and would be willing to consider proposals to scale down costs.

Corman has said that he remains committed to a consolidated comprehensive approach, but is concerned that efforts for reform will lose momentum if markup is not scheduled soon.

While continuing to urge a comprehensive approach, NACo and other members of the New Coalition have begun meeting to discuss a compromise proposal which would cost less, in hopes of getting Ullman to schedule markup.

Ullman, Corman, HEW Secretary Joseph Califano, and House Speaker Thomas P. O'Neill met May 24 to discuss possible action and scheduling. Nothing has been announced. Another meeting is scheduled June 5.

Reps. Charles Rangel (D-N.Y.) and Corman asked a HEW representative at the recent subcommittee markup on fiscal relief what the President's position is on comprehensive welfare reform.

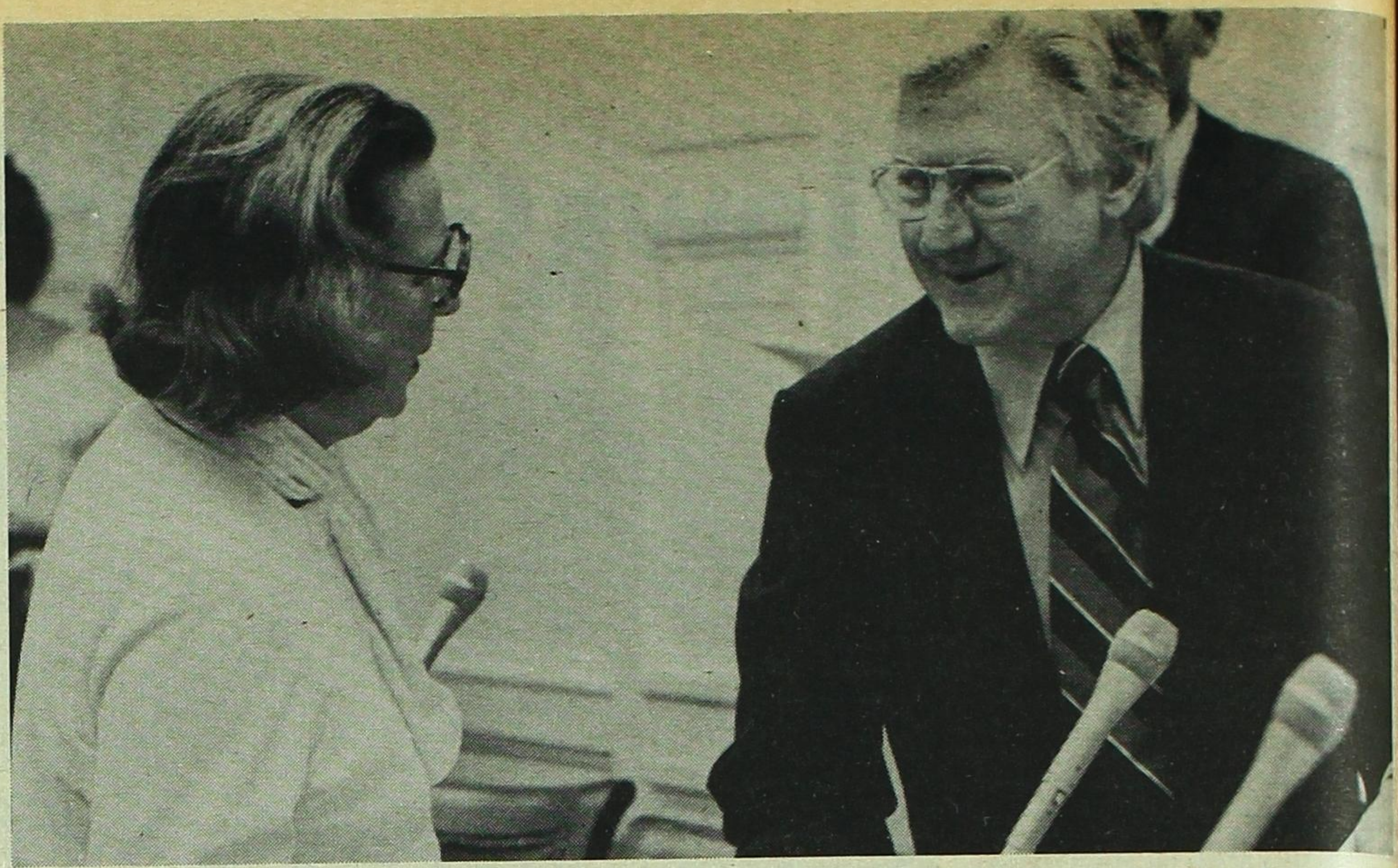
The representative said she could not speak for the President, but that Califano still supported a comprehensive bill. She said the Administration opposed providing interim fiscal relief, unless it were part of the comprehensive welfare reform bill.

Michael Barth, HEW deputy assistant secretary for income security policy, told the subcommittee that county officials and NACo have a crucial role to play in achieving a workable compromise. He warned that the House must take action by July 15 in order for something to happen this year. He said the Administration is working with all those concerned to achieve a compromise.

NACo'S WELFARE and Social Services Steering Committee reaffirmed NACo's interim reform policy adopted by NACo's membership two years ago during its meeting.

Frank Jungas, chairman, wrote the President on behalf of NACo and the steering committee urging him "to reaffirm his commitment to comprehensive reform this year." The committee has asked that the President personally intervene with Congress to get action now. The committee also asked that he appoint a high-ranking individual in the White House to direct legislative and policy efforts by the Administration, Congress, and states, counties and cities to enact a bill this year.

—Aliceann Fritschler



DEALAMAN TESTIFIES FOR TITLE XX—Freeholder Doris Dealaman of Somerset County, N.J., chairwoman of NACo's Aging subcommittee, told James Corman (D-Calif.), chairman of the House subcommittee on public assistance, of county officials' support for increasing the Title XX ceiling in testimony May 24. Dealaman thanked Corman, who is also chairman of the special House subcommittee on welfare reform, for his efforts to achieve comprehensive reform in this Congress.

Countercyclical Action Is Stalled as Hearings Finish

WASHINGTON, D.C.—House and Senate subcommittees have completed hearings on the extension of the countercyclical assistance program which expires Sept. 30. The Administration has proposed a two-year extension of the program at $1 billion annually, with major changes in formula and eligibility, to be called "Supplementary Fiscal Assistance." No dates have been set to mark up the legislation.

County officials who testified before Congress stressed the importance of the assistance to local governments and urged members to make it a permanent program.

Suffolk County (N.Y.) Executive John V.N. Klein appeared before the House Government Operations subcommittee on intergovernmental relations and human resources, and Councilwoman Lois Parke from New Castle County, Del. testified before the Senate Finance subcommittee on unemployment compensation, revenue sharing and economic problems.

The subcommittees hope to receive detailed data shortly from the Treasury Department on the Administration's proposed formula for determining eligibility and level of assistance.

THE ADMINISTRATION is proposing several significant changes in the program. The bills would eliminate the current 6 percent trigger of national unemployment rate; would consider population growth, per capita income growth, and employment growth as factors (in addition to unemployment level) in determining eligibility and distribution of funds; eliminate states as eligible recipients for assistance; remove many of the restrictions on spending of the funds; lower the minimum yearly allocation from $400 to $200; and provide for annual, rather than the present quarterly, computation of allocation.

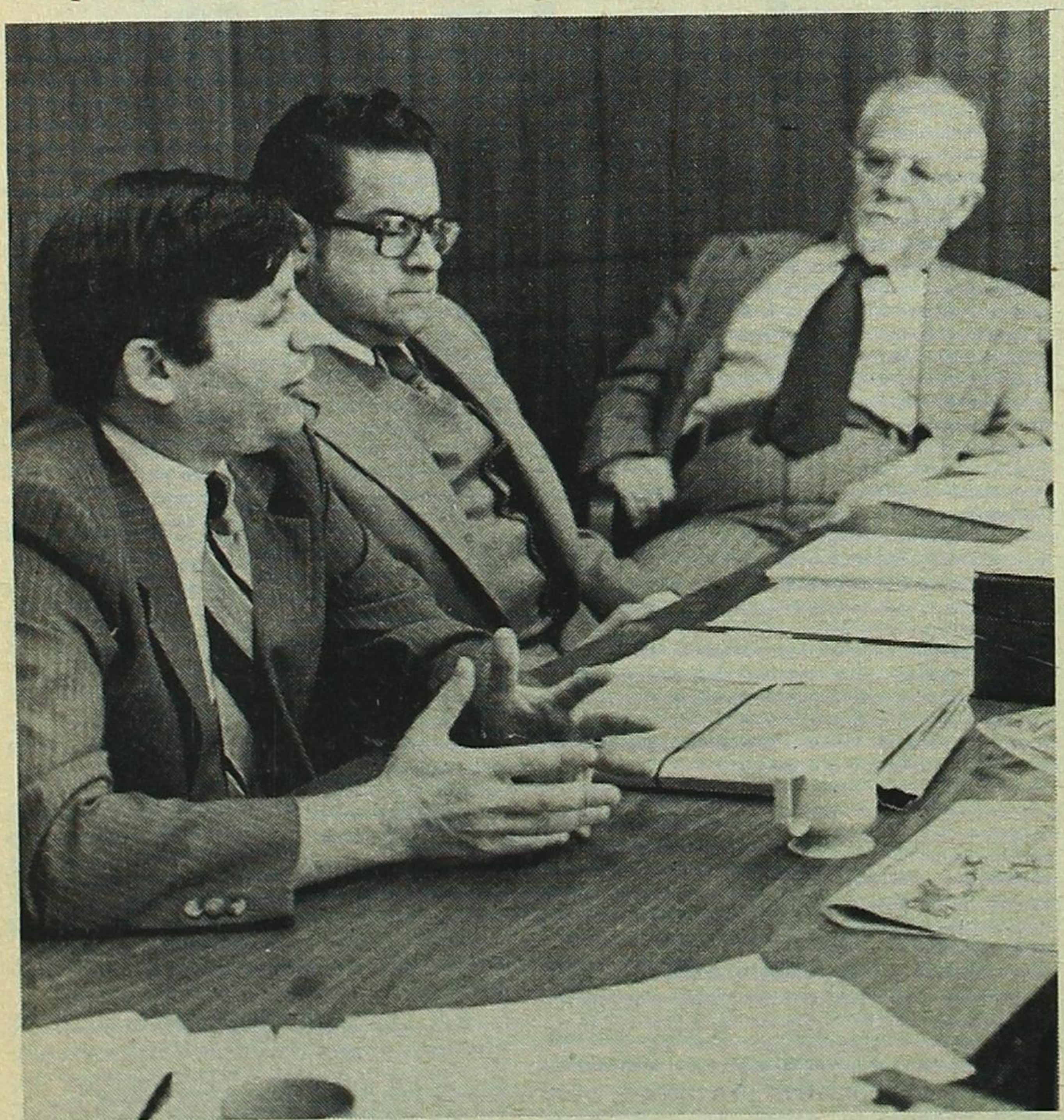
The current program contains a trigger which would turn off the assistance whenever the national unemployment rate falls below 6 percent for a calendar quarter or the last month of that quarter. Current projections indicate this will occur within six to eight months. Thus, if the trigger is not lowered or deleted, the assistance may terminate sometime in 1979. Similarly, if the national unemployment rate should go above 6 percent, the assistance would again automatically become available, if the program is extended.

The issue of state eligibility is of concern to many local governments because states may either pass through funds directly to the local government or spend the funds in high unemployment areas. The NACo Taxation and Finance Steering Committee has recommended that states continue to be eligible.

THE CHANGES regarding the formula and distribution of funds would enable some communities previously ineligible because of low local unemployment rates, to receive assistance. The present program requires a local unemployment level of at least 4.5 percent for a unit of government to receive funds. The proposed formula would additionally permit units of government to become eligible based on factors other than unemployment alone. If their rate of employment, income, or population growth is below the national average (for two of the three noted criteria), they may receive funding. The rationale behind this is that other factors may indicate a significant level of "distress" which is not reflected solely by unemployment data.

The proposed formula to distribute the funds would use the above noted factors and unemployment rate.

The current program provides assistance to 17,000 units of government. The proposed changes appear to establish eligibility for 23,000 to 27,000 units of government. Additional information regarding the effects of the proposed changes in the formula should be available from the Treasury Department by the end of May.



WELFARE STEERING COMMITTEE MEETS—Michael Stern, staff director of the Senate Finance Committee, left, met with NACo's Welfare and Social Services Steering Committee during its May 19 meeting in Washington, D.C. Commissioner Frank Jungas of Cottonwood County, Minn., chairman of the committee, center, and Roger Butts, executive director of the New York Public Welfare Association, are also shown.

NO CETA FUNDS INCLUDED

Committees Ready for Labor-HEW Bill Markup

WASHINGTON, D.C.—The House and Senate Appropriations Committees will be marking up the fiscal '79 Labor-Health, Education and Welfare (HEW) bill in the next week or so. No funds for the expiring Comprehensive Employment and Training Act (CETA) are provided because Congress has not yet passed a new CETA law.

Funding for CETA under the new bill would have to be provided once the conference report is signed into law by the President. This would force Congress to pass either a supplemental or a continuing resolution this fall to provide CETA funds.

A fall supplemental would be preferable for prime sponsors since Congress could then clearly appropriate funds by the new titles of the new CETA law.

A continuing resolution creates technical problems because all the funds for youth programs and public service employment were part of the economic stimulus appropriation and, therefore, fiscal '77 funds.

Because funds in continuing resolutions are based on previous year's appropriations, funding levels would have to be "determined" for Title II and VI public service jobs and youth programs. This would have the effect of postponing the requested increase for Title I, since the level for fiscal '78 is $1.8 billion, not the $2.02 billion requested for fiscal '79.

Also the lower level would have to be maintained at least through two minimum wage increases, thus producing a reduction in services.

The following chart highlights the dilemma:

CETA Appropriations by Title (in millions of dollars)

Title	Fiscal '77	Fiscal '78
I	1,880	1,880
II	1,540	-0-
III	2,195.73*	1,080.93
IV	274.1	417
VI	6,847	-0-
VIII	(233.33*)	-0-
Totals	12,736.83	3,377.93

***233.33 million was appropriated under Title III authority and later assigned to be spent under Title VIII authority leaving $1,962.40 million in Title III. $595 million was appropriated in fiscal '77 and $693 million was appropriated in fiscal '78 for the summer youth program.**

Jail Assembly: A Fresh Approach to Correction

HENNEPIN COUNTY, Minn.—A determination to design ways to avoid costly and unnecessary litigation and to reverse the trend of court-mandated changes in local jails was expressed by more than 500 jail administrators, county officials and sheriffs who attended the Second National Assembly on the Jail Crisis here May 17-20. Featured speakers were Rep. John J. Conyers Jr. (D-Mich.), chairman of the House subcommittee on crime; Norman Carlson, director of the Federal Bureau of Prisons; and Assistant Deputy Attorney General Walter Fiederowicz.

Focus of the conference, sponsored by the National Association of Counties Research Foundation and Hennepin County, was on upgrading institutional care while recognizing alternative ways of dealing with offenders and on developing relationships through which all levels of government can work together to avoid the costly burden of local jails. Participants heard corrections experts, many of whom operate jails and jail programs, discuss problems and solutions and then took part in 22 workshops that dealt with such issues as prisoners rights, alternatives to incarceration, and needs of juveniles and women.

HENNEPIN COUNTY Board Chairman John Derus welcomed the delegates to Minneapolis with an invitation for them to visit county facilities and evaluate the county's corrections programs. He emphasized two innovative programs: the county's assumption of responsibility for the Minneapolis city workhouse and its conversion to a modern facility, and a planned safe-house for juvenile women who have turned to prostitution.

Phil Elfstrom, chairman of NACo's Criminal Justice and Public Safety Steering Committee and board chairman, Kane County, Ill., joined Derus in greeting delegates and noted that Minnesota was chosen as the site of the assembly because the state "has been at the forefront of corrections reform and has provided an important model in intergovernmental cooperation for the rest of the country."

Speaking on behalf of NACo Executive Director Bernard F. Hillenbrand, he challenged counties and states to work together for corrections reform, stating, "I am firmly convinced that given sufficient resources, county governments are in a unique position to develop community-based correctional programs that work."

CALL FOR FULL EMPLOYMENT

REP. JOHN J. CONYERS JR. told the assembly in a dinner speech that to eliminate crime, this nation must undergo a thorough economic reorganization that ceases to waste human resources.

Conyers added: "The question is not how to reduce the crime rate in our society, but how we reorder our system so that crime is not a built-in product. Crime is not primarily caused by criminals; it is the aggregate of desperation brought on by joblessness, poverty and community disintegration."

He said efforts should be made to produce full employment as a means to make street crime unnecessary. "It's not exactly a grand scheme," he said, "but it's certainly one we've never tried." Instead of trying this method, he said, Congress is allocating resources in other directions. He offered the example of the defense budget which has recently been increased by $10 billion for research and development of nuclear and chemical warfare weapons.

PERPICH ASKS EQUAL JUSTICE

Minnesota's Gov. Rudy Perpich, in a speech delivered for him by Ken Schoen, Minnesota's commissioner of corrections, said that "the real jail crisis may be that we have not been sufficiently rigorous in extending equal justice and equal protection to all our citizens."

Perpich had to cancel his appearance because of a death in his family.

In an effort to meet the jail crisis, Perpich urged that "guidelines for equal justice, public safety and fiscal responsibility" must be established through cooperation among the system's key personnel—police and sheriffs, prosecutors and defenders, judges, local and state corrections officials, concerned citizens and releasing authorities.

LOCAL JAILS CALLED VITAL

Norman Carlson, director of the Federal Bureau of Prisons since 1970, said in a luncheon speech that from the federal point of view, local jails—although overcrowded, antiquated and understaffed—are the heart of the criminal justice system.

Carlson pointed out two problems facing corrections officials: jails lack the constituency which other public services have and there are no objective standards by which jails can be judged. However, he said, coalition groups, state legislators, criminal justice administrators and courts are effecting change.

Although Carlson saw a need for more alternatives to incarceration and a reduction in the total number of inmates in any kind of detention, he emphasized that new construction is still needed to take care of the hard-core prisoners. "The old jails cannot guarantee safety and humaneness," he said.

FEDERAL FUNDING NOTED

Assistant Deputy Attorney General Walter Fiederowicz said that those concerned with the jail crisis must work with elected officials and taxpayers to develop realistic strategies and write laws and regulations to put them into practice.

At a time when interest in the problem is growing among other groups, the federal government is also examining its role in this area, he said; however, there will not be a massive influx of federal money. In fact, he continued, fiscal '79 will see only a 10 percent increase in Part E block grants for the Law Enforcement Assistance Administration (LEAA), and even these funds may be lost in the appropriations process. The aim, he said, is to target the funds more accurately.

JUVENILE JUSTICE DISCUSSED

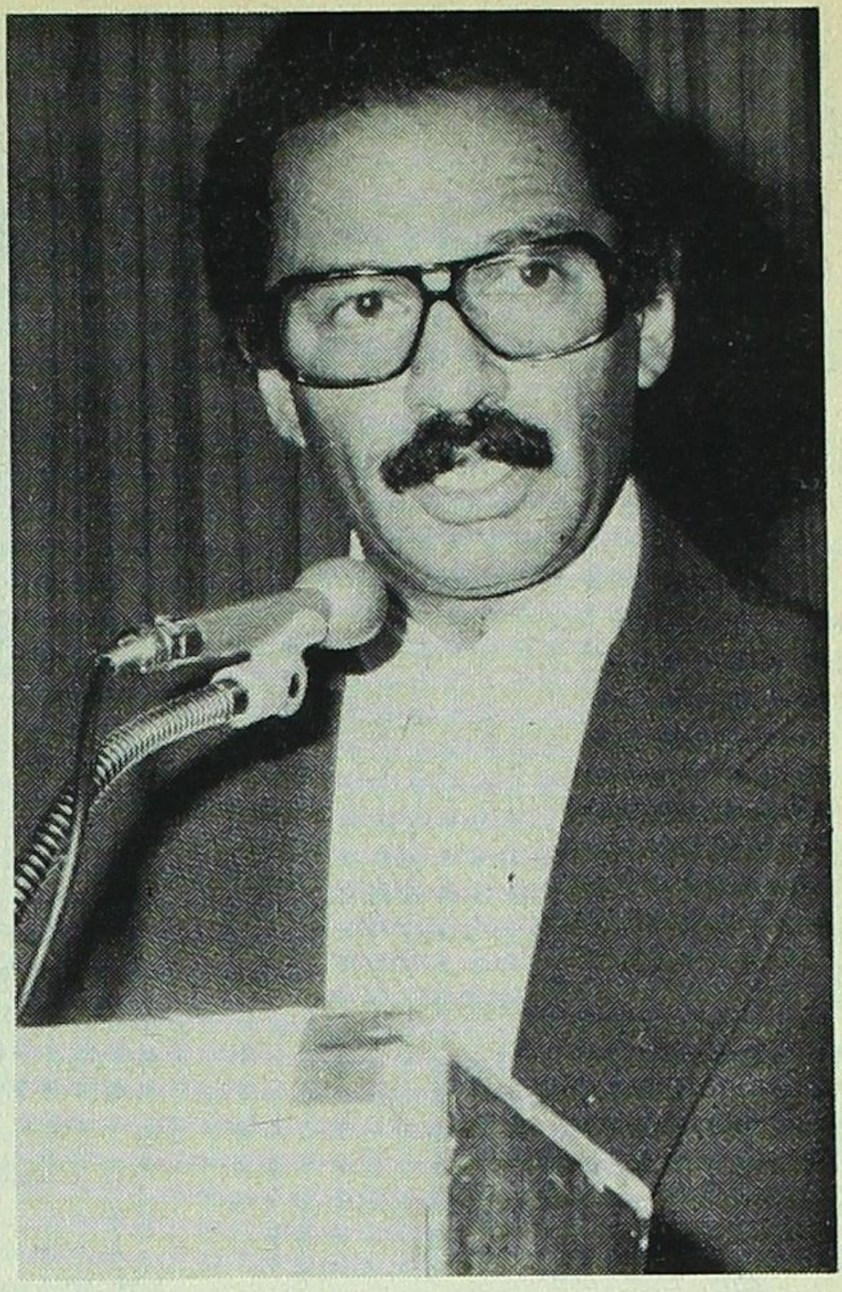
Josephine Gittler, chief counsel, Senate Judiciary subcommittee on juvenile justice, said in a luncheon speech that alternative programs are cheaper and more cost-effective than putting juveniles in jails. "We are increasingly finding that jailing young people is counterproductive, and if anything, it tends to reinforce criminal tendencies rather than ameliorate them," she said.

Also speaking at the luncheon, John Collins, juvenile judge of Pima County, Ariz., called the nation's juvenile justice system immoral, inhuman, illogical, illegal and unconstitutional. He said it is time that children were treated as persons and not as if they were owned by their parents or by the state; they deserve equal protection under the law.

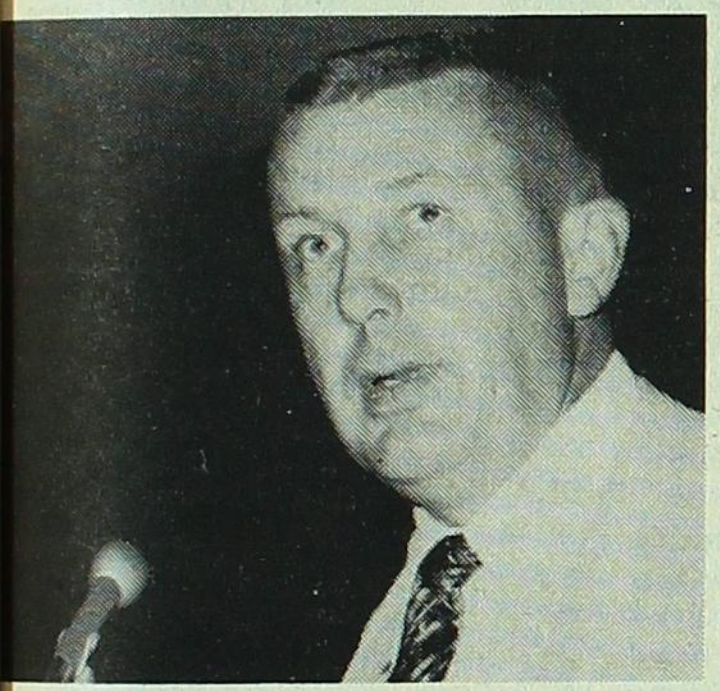
NATIONAL STANDARDS DEBATED

The issue of mandatory national standards for jails was debated by Dr. Richard McCleary from comments prepared by David Fogel, professor of criminal justice, University of Illinois, and by Joan Lipsky, Iowa state representative. Fogel in his prepared remarks argued for mandatory national standards and called for a legislative mandate which provided for direction and resources for the modernization of jails. Lipsky objected to the proposed federal standards because they tend to focus on bricks and mortar and not on human programs and needs.

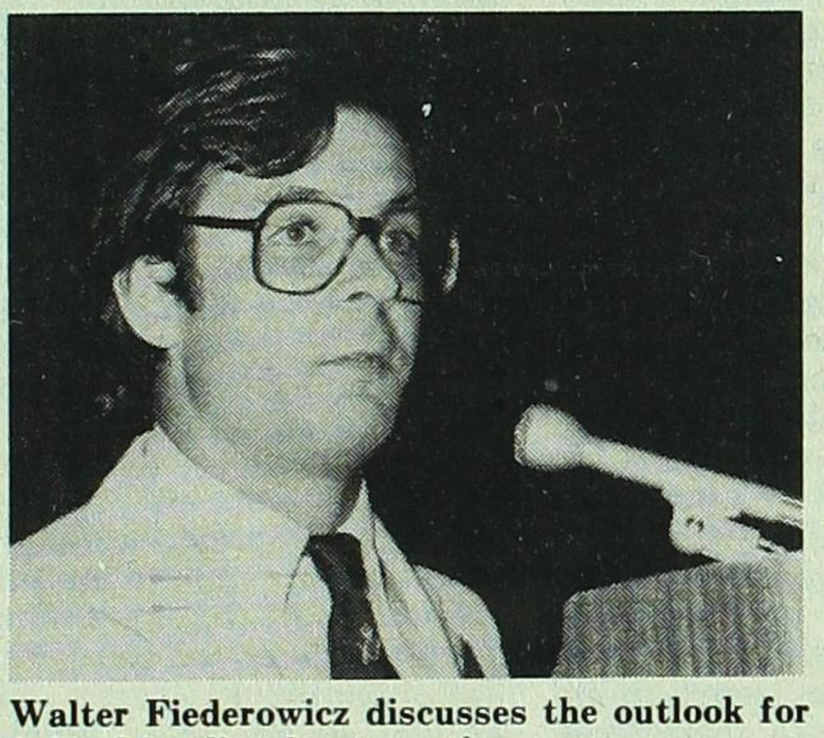
Reports on the various workshops will appear in future editions of *County News*.



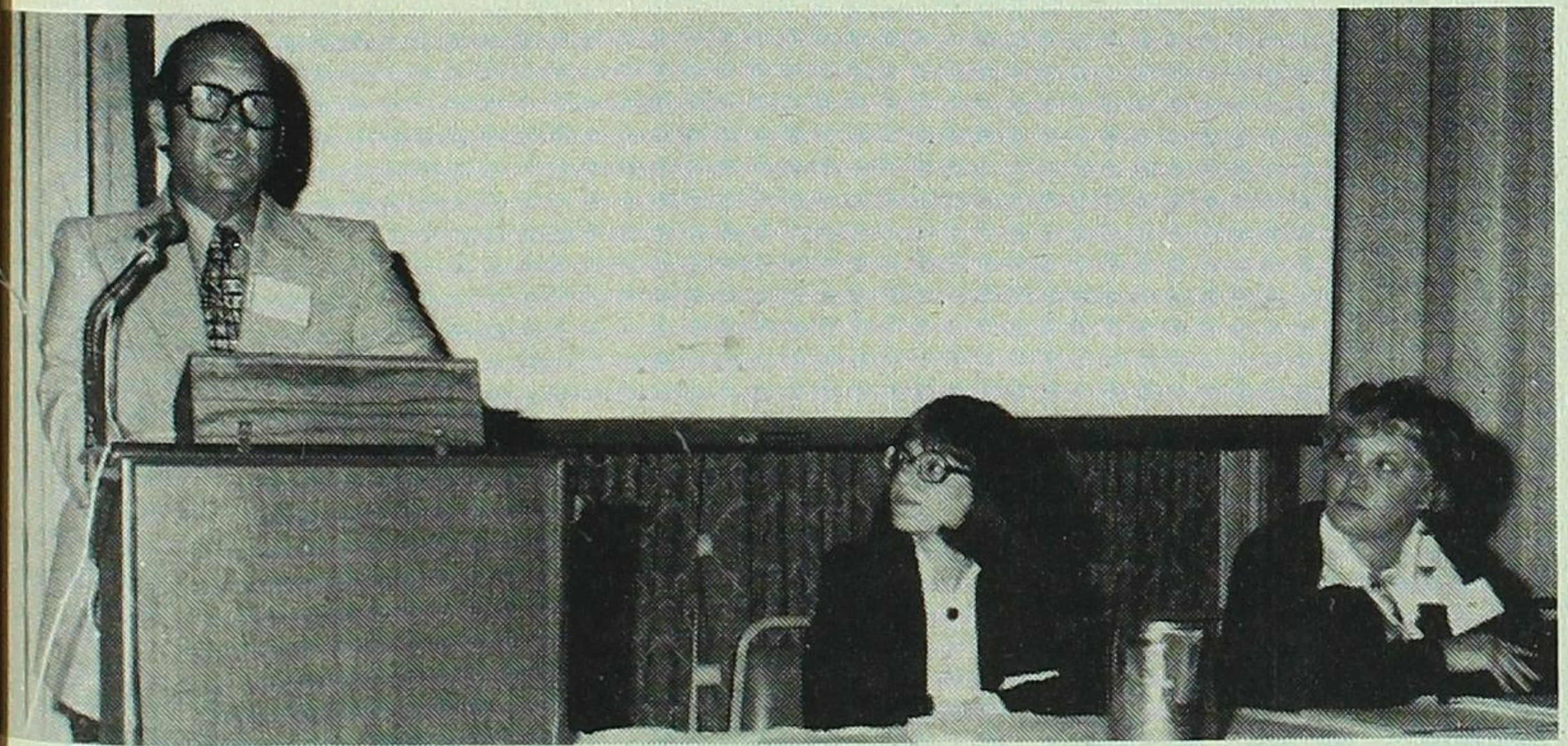
Rep. John J. Conyers Jr. challenges assembly to eliminate the underlying causes of crime.



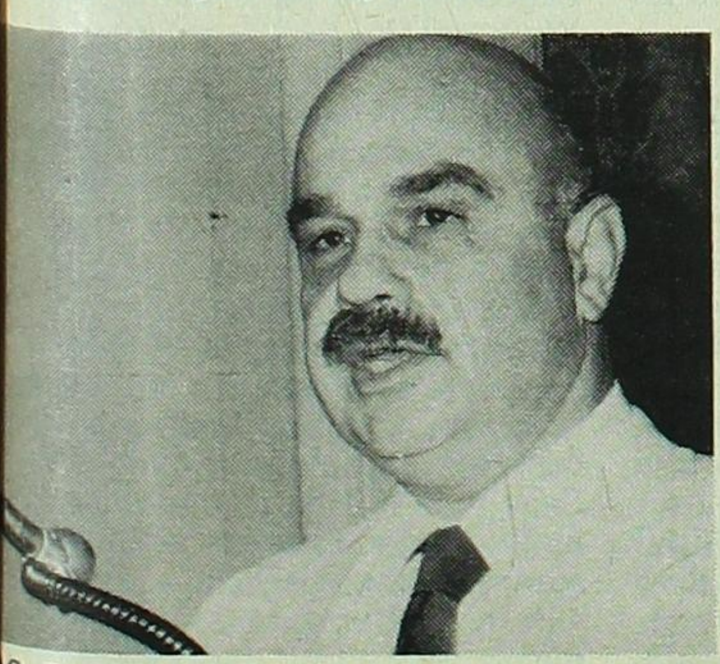
Norman Carlson calls local jails the heart of the correctional system.



Walter Fiederowicz discusses the outlook for federal funding for corrections.



Approaches to diversion of juveniles from jail were discussed by, from left, John Collins, presiding judge, Pima County (Ariz.) Juvenile Court; Josephine Gittler, chief counsel, Senate Judiciary subcommittee on juvenile justice; and Susanne Smith, administrator, Home Detention Program, Hennepin County Juvenile Center.



NACo Steering Committee Chairman Phil Elfstrom welcomes corrections specialists and county officials to Assembly on the Jail Crisis.

Minnesota Presented Correction Award

A distinguished service award was given to the state of Minnesota at the Second National Assembly on the Jail Crisis held in Hennepin County (Minneapolis), Minn. May 17-20.

Presented by Charlotte Williams, NACo's first vice prsident, and Jim Simpson, executive director of the Association of Minnesota Counties, the award was accepted on behalf of Gov. Rudy Perpich by Ken Schoen, Minnesota's commissioner of corrections.

In presenting the award, Williams said, "Minnesota has also taken the lead in attempting to develop jail standards that are effective and yet make sense to both county and state government."

Ken Schoen, left, Minnesota commissioner of corrections, receives a distinguished service award for the state's community corrections program from Jim Shipman, executive director, Association of Minnesota Counties, and Charlotte Williams, NACo first vice president.

NACo TASK FORCE FORMS

The Arts: A Growing Awakening

WASHINGTON, D.C.—There is a growing awakening of cultural arts activity in this country which up to now has gone relatively unnoticed.

This subtle awakening is not measured by a sudden outburst of museum or art institution construction, or by enormous subsidies to established arts programs. Rather, it is better described by a growing consciousness of the general public and its support of established art endeavors, as well as the development of new arts programs and local art agencies.

It can also be measured by the substantial increases through the years of authorizations for art programs administered by the National Endowment for the Arts, and the more recent inclusion of the arts in the Administration's urban package.

IN TERMS OF money, appropriations for the National Endowment for the Arts has risen in little more than a decade from $2.5 million to the current level of $123.5 million. The President requested $150 million for the arts in his fiscal '78 budget and asked that an additional $20 million be earmarked for a "Livable Cities" program for urban areas.

During this same period, involvement in the arts has also increased. A decade ago, the National Endowment for the Arts (NEA) determined that approximately 125 local art agencies were located around the country. In 1977, this number had swelled to 1,800. NEA projects that by 1980 over 13,000 local art agencies will be participating in art programs.

Local involvement in the arts runs the gamut from traditional support of the performing and fine arts, to the sponsorship of local art festivals, artists in residence programs and the development and broadening of cultural art exposure programs to youth, senior citizens, and the handicapped, as well as to juvenile delinquents, prisoners, and the emotionally disturbed.

TO ASSIST COUNTY governments in developing and coordinating art endeavors within their communities, NACo has developed a Task Force on the Arts. The task force, approved by the NACo Board of Directors last February, is charged to guide and direct NACo's efforts to raise the level of awareness of county officials to the arts as an economic and social asset and to complement efforts of other local government arts committees.

NACo President William O. Beach of Montgomery County, Tenn. has nominated Councilman Johnnie Smith of Greenville County, S.C., a NACo board member, to chair the task force.

SMITH serves as president to the Cultural Council of BONT (The Beginning of a New Thing), a private council dedicated to providing arts opportunities to the citizens of Greenville, in particular the poor and minorities. He also serves on the board of directors of the Greenville Metropolitan Arts Council. In working with these two groups, he has completed a successful production of Metamorphosis II, a musical tracing the black struggle in America, brought a new symphony manager to the Greenville Symphony and has established a wide number of programs for local youths.

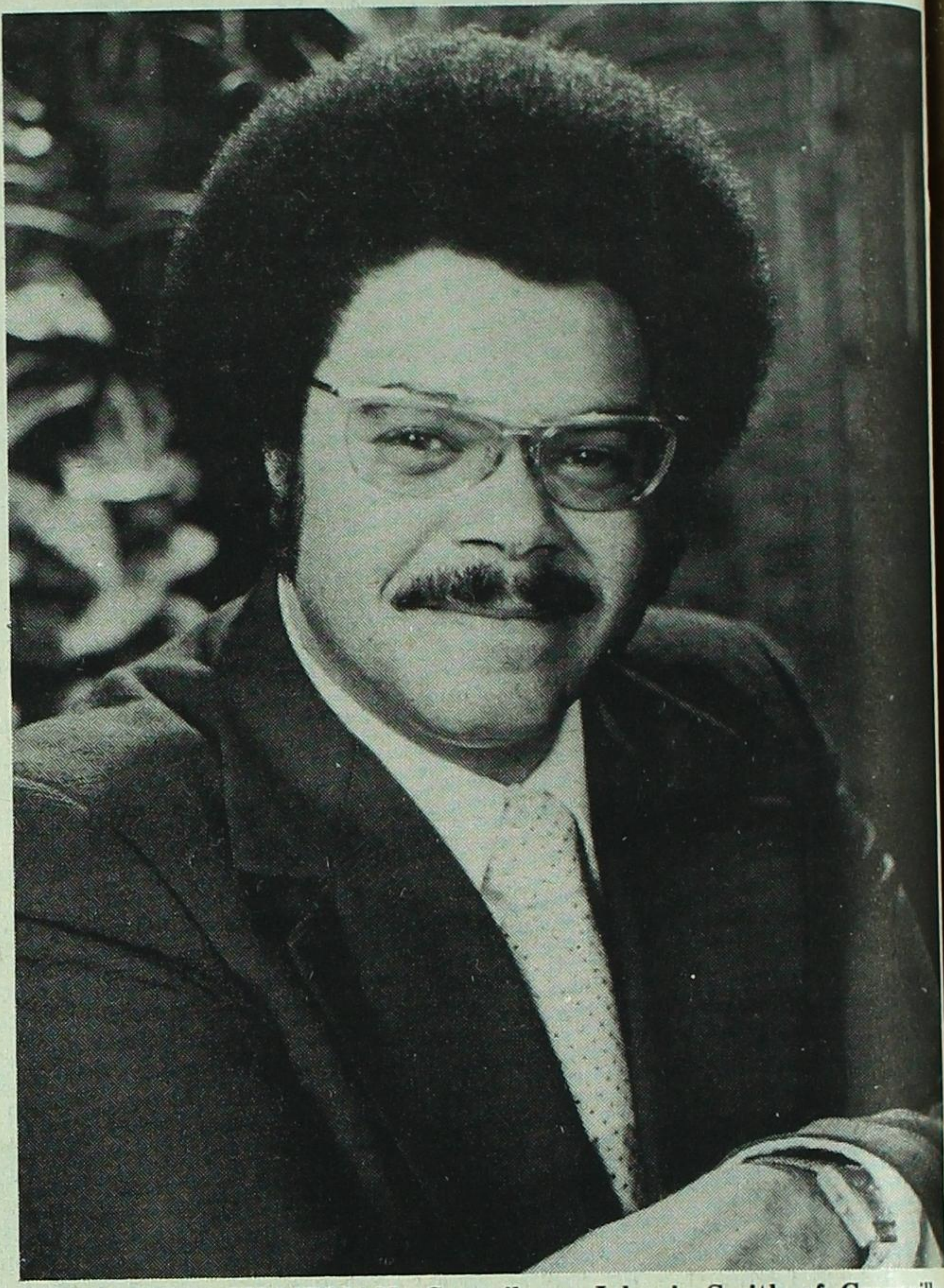
Smith feels that art and cultural activities can generate a harmonious, productive, and healthier community environment. He also feels that the arts are an integral component of education and one of the best mediums available for human enrichment. "It has been my experience that art and cultural programs provide an avenue for youth to not only get in touch with themselves, but to become involved in activities that can help them develop into productive and healthier citizens," he said.

"Such involvement has been an effective means of reducing juvenile crime and has made it very clear that activities of this nature help to foster hope within young people and give them the assurance that there is a place for them in society."

The committee will focus on all aspects of cultural arts, and will attempt to find ways in which county governments can expand their involvement. It will be composed of elected county officials who have demonstrated an interest in the arts as well as appointed officials who have been involved in art programs in the past and who are designated by their elected board members to serve on the NACo committee. Smith hopes to achieve a broad representation of urban, rural, suburban and regional officials. The first meeting of this task force will take place at the NACo annual meeting in Atlanta in July.

THE TASK FORCE will work closely with NACo staff in executing a grant from the National Endowment for the Arts. Proposed program activities include: several workshops on the arts at NACo meetings; the identification and cataloging of both private and public programs and funding sources for the arts; and the determination of art programs currently underway in counties to assist other counties in developing similar programs.

County officials interested in serving on the NACo arts task force should call Linda Church of the NACo staff, 202/785-9577. Members will be notified within the next few weeks of the details of the first meeting in Atlanta.



NOMINATED CHAIRMAN—Councilman Johnnie Smith of Greenville, S.C. and a NACo board member, has been nominated as chairman for the newly created NACo Task Force on the Arts. Smith has called the first meeting of the task force for Atlanta during the annual conference. Smith hopes that counties will become involved with his and the committee's work in the coming year.

Keefer Appointed Conference Clerk

Lucinda K. Keefer, Lake County (Mich.) clerk and register of deeds, has been appointed Reading Clerk for NACo's 43rd Annual Conference and business meeting.

NACo President William O. Beach made the appointment on the recommendation of the National Association of County Recorders and Clerks (NACRC), a NACo affiliate.

As reading clerk, Keefer will conduct the roll call of the states in weighted votes at NACo's annual business meeting in Atlanta on Tuesday, July 11.

Currently serving her second term as county clerk, she is a member of the board of directors of NACRC; is third vice president of the Michigan Association of County Clerks; and serves on the legislative committees of both the Michigan Association of County Clerks and the Michigan Association of Registers of Deeds.

Keefer

Reminder: How to Vote by Proxy

Member county officials are reminded that if their county will not be represented at the annual conference, a provision of NACo's bylaws allows nonattending member counties' votes to be cast by proxy.

The bylaws, in Article IX, state:

"Any member county or counties not having an elected or appointed official in attendance at an annual conference ... may authorize the president of its state association of counties or his designee to register, qualify, receive ballots and vote as its delegate at such annual conference."

The procedures governing proxy voting, which are specified in a voting and credentials handbook to be mailed to all member counties shortly, are as follows:

- The nonattending county must be registered and the annual conference fee ($95) must be paid. A receipted registration form must be presented to the credentials desk. (Payment arrangements should be worked out between the county and its state association.)
- The nonattending county must authorize **in writing** its state association president or his designee to pick up and cast its ballots. This authorization which must also be presented to the credentials desk, might read:

"By affirmative action of the ______ County Board of Commissioners, Jane Doe, president of the ______ State Association of Counties, is authorized to pick up and cast ______ County's ballots at the NACo 43rd Annual Conference in Atlanta July 8-13, 1978."

____

Signature of county board chairman or other authorizing official

Counties having questions about proxy voting should contact their state association of counties.

EXTENSION SOUGHT

Aid for NYC Faces Congress

WASHINGTON, D.C.—Legislation is before Congress to provide seasonal financing to New York City. The current legislative program, the Seasonal Financing Act of 1975, expires June 30, and an extension is needed to assure continued assistance to the city and its efforts to achieve a balanced budget by fiscal '82.

The Administration's proposal is a $2.3 billion seasonal loan program under which the federal government would guarantee long-term New York City bonds.

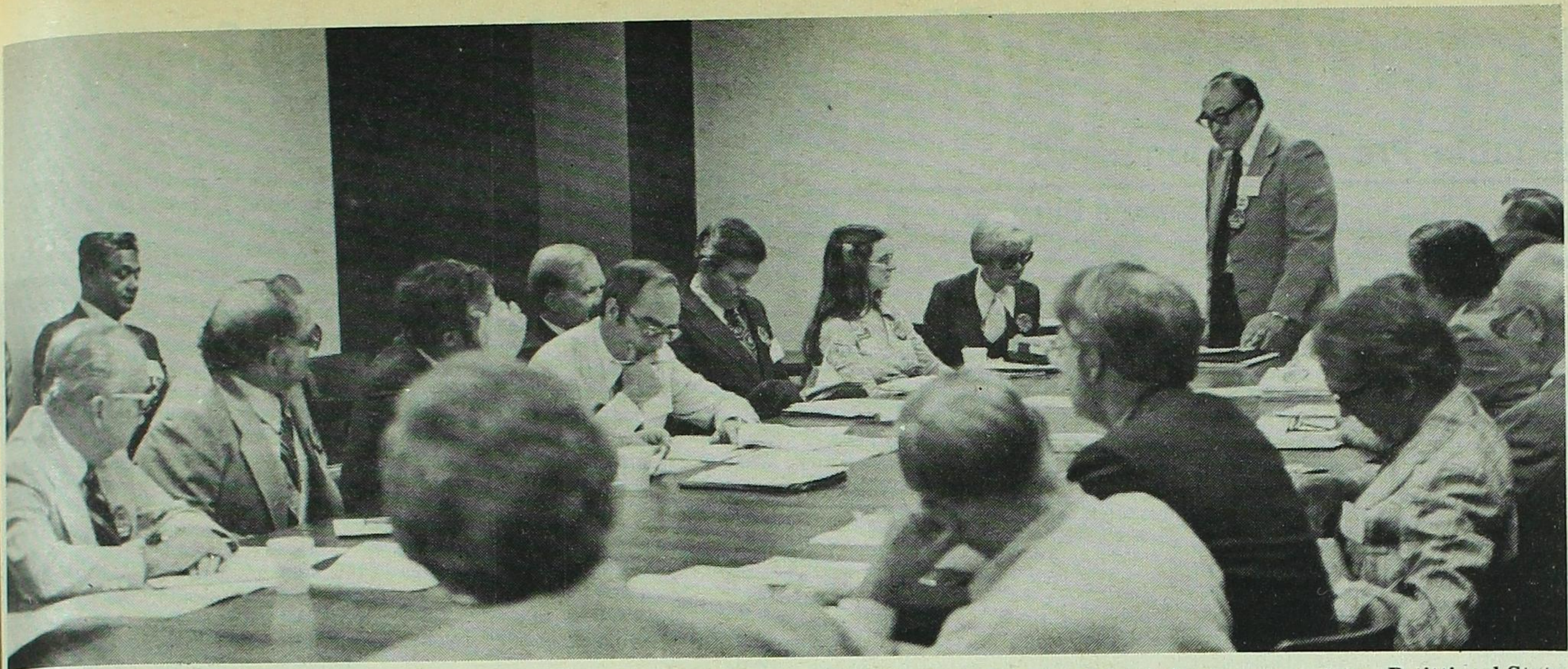
Rep. William Moorhead (D-Pa.) introduced H.R. 12426, which would provide up to $2 billion in federal guarantees for short- or long-term city bonds. The legislation, which has been reported out of the House Banking, Finance, and Urban Affairs Committee, is expected to reach the House floor soon after the Memorial Day recess.

Sen. William Proxmire (D-Wis.), chairman of the Senate Banking, Housing and Urban Affairs Committee, plans hearings in early June to consider assistance for New York City. New York Sens. Jacob Javits (R) and Daniel Patrick Moynihan (D) have introduced S. 3111, the Administration bill.

Proxmire is waiting for a number of crucial steps to be taken by the city before scheduling hearings.

- The city and its municipal unions are currently in the midst of negotiations on a two-year labor contract. Completion of the negotiations and a signed contract are being requested as a prerequisite to federal assistance.
- Legislation is before the state Legislature to have the Emergency Financial Control Board monitor the fiscal policies of the city. Authorization for the board ends Dec. 31.
- The state Legislature will be acting on legislation to broaden the borrowing power of the Municipal Assistance Corporation (MAC). This would enable city employee pension funds to loan money to the city.
- Commitments are being sought from financial institutions for long-term loans to the city over the next four years. This involves clearinghouse banks, savings banks, and insurance companies.
- The city is to secure commitments from the five city pension systems to loan money to the city through the MAC.

—Elliott A. Alma



DELEGATES ARE WELCOMED—Jack Petitti, standing, NACo Western Interstate Region president and commissioner from Clark County, Nev., is seen addressing the opening workshop of the public lands rally held last week with state and county officials from western states. Petitti and State Legislator Robert Marks of Montana were co-chairmen of the coalition effort.

Focus Drawn to Public Lands

WASHINGTON, D.C.—Last week more than 40 state and county officials and representatives participated as a Western Coalition of delegates in a lobby rally to focus attention on public lands issues.

This coalition was co-chaired by Jack Petitti, president of the NACo Western Interstate Region (WIR) and Clark County (Nev.) commissioner; and Robert Marks, president of the Western Conference of the Council of State Governments and a Montana state legislator. The Nevada State Select Committee on Public Lands, chaired by State Sen. Richard Blakemore, also participated in the rally.

The four-day meeting was intended to give government officials from western public lands states and counties an opportunity to meet with congressional and federal agency representatives. Public lands issues are important to western state and county officials because more than 90 percent of all federal land holdings are in the West.

COALITION participants urged Congress and the federal agencies to enact federal legislation and regulations that would:

- Allow for the disposition and sale of federal lands for expanded community needs in counties where communities are virtually landlocked by federally owned lands and for the development of prime agricultural lands;

- Provide for a participatory role of state and local elected officials in the federal land planning process of the Bureau of Land Management and the U.S. Forest Service;

- Provide for a specific statement of the views of state and local governments in wilderness recommendations that are made by federal agencies to the President and Congress; and

- Provide for a full payment-in-lieu of taxes by the federal government for all federally owned and tax exempt public lands.

A HIGHLIGHT of the week of lobbying included a meeting with the Coalition of Western Senators, co-chaired by Sens. Paul Laxalt (R-Nev.) and Dennis DeConcini (D-Ariz.). Twelve western senators attended the meeting to exchange views on how they can work together with state and county officials on western issues.

Delegates also met with Frank Gregg, director of the Bureau of Land Management, U.S. Department of Interior, and his staff to discuss the implementation of the Federal Land Policy and Management Act. State and county officials told him they would like a participatory role in the planning process under this act.

Delegates also attended a meeting with Rex Ressler, deputy chief of the Forest Service, U.S. Department of Agriculture, and his staff to review the status of the RARE II, Roadless Area Review Study.

A NACo Public Lands Steering Committee meeting was held as part of the rally for committee members to review policies that will be submitted to the NACo membership in July at the annual conference. A proposal on water policy was approved for NACo consideration.

Committee Chairman George Buzianis, chairman of the Tooele County (Utah) board of commissioners, and Petitti were also included in a White House meeting on water policy.

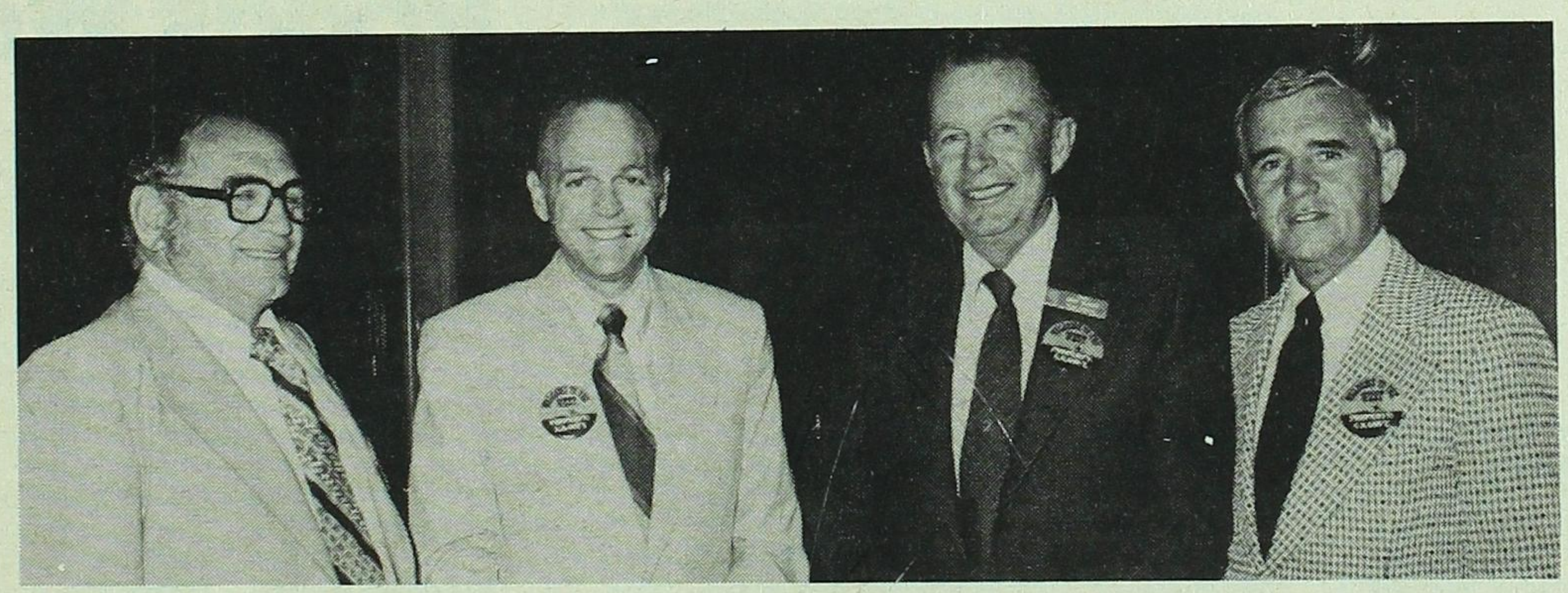
The steering committee also approved the designation of Chet Watson, commissioner, Moffat County, Colo., as committee liaison to the NACo Energy Advisory Committee, and approved a request by G.L. Tucker, commissioner, Otero County, N.M., for NACo to study problems with the federal flood plain zoning program.

THE RALLY concluded with testimony before members of the House Interior subcommittee on public lands. Cal Black, commissioner, San Juan County, Utah and NACo chairman for Rural Affairs, presented testimony on the Federal Land Planning and Management Act.

The concept of a coalition of western state, county and city officials on land, energy, agriculture, and water issues was approved by the NACo WIR at its conference in February.

As WIR president, Petitti has urged formation of a committee representing governors, state legislators, counties, and cities to formalize a coalition similar to the New Coalition in Washington, D.C.

He applauded the effort of the Council of State Governments to get the coalition started on public lands issues. Petitti plans to present the proposal for the endorsement of the NACo board during the meeting.



LUNCH WITH WESTERN SENATORS—Delegates met to unify efforts during last week's public lands rally with the Western Coalition of U.S. senators. Seen here, from left, are: George Buzianis, NACo public lands chairman and chairman of the Tooele County (Utah) board of commissioners; Sen. Dennis DeConcini (D-Ariz.); Norman Glaser, Nevada state legislator; and Sen. Paul Laxalt (R-Nev.). DeConcini and Laxalt are co-chairmen of the Western Coalition of U.S. Senators.

LEAA Funds Health Care Programs

WASHINGTON, D.C.—Two programs to upgrade medical and health care and drug and alcohol treatment programs in long-term corrections institutions and county jails have been announced by the Law Enforcement Administration Agency (LEAA). The programs are aimed at developing models and strategies to improve these services. Applications are due by July 1.

The medical and health care program will fund up to 11 grants, with a maximum grant of $100,000 for local jail personnel to design and implement medical and health care services. A 20 percent match will be required and grants may not exceed 18 months. Applications must show planning coordination with local medical societies and planned use of local medical resources.

A maximum of 15 grants will be given to local jails for drug and alcohol treatment services with no more than $100,000 allocated to any single project. The required match is 20 percent with an 18-month grant period permitted. Grant applications should contain information on the extent of drug and alcohol abuse in the jurisdiction and among offenders, planned coordination with community resources and the use of medically approved methods to detect drug usage.

The medical care program will be based on the standards of the Commission on Accreditation for Corrections *Manual of Standards for Local Adult Detention Facilities,* 6110 Executive Blvd., Suite 750, Rockville, Md. 20852 and the American Medical Association, Program to Improve Health Care in Jails, 535 North Dearborn St., Chicago, Ill. 60601.

Program descriptions for either grant program is available from Warren Rawles or Peter Regner, Corrections Division, Office of Criminal Justice Programs, Law Enforcement Assistance Administration, Washington, D.C. 20531, 202/376-3944. Applications are due by July 1.

EPA Decides Local Air, Water Fines

WASHINGTON, D.C.—The Environmental Protection Agency (EPA) recently issued its policy on amounts that officials enforcing the clean air and clean water acts should ask courts to impose on violators of these acts.

The policy sets out a formula that enforcement officials can use to determine the minimum civil penalty to ask for. The acts already set out maximum penalties: $25,000 per day of violation for dischargers of air pollutants and $10,000 per day of violation for dischargers of water pollutants.

The EPA policy applies to civil—rather than criminal—penalties, and is limited to violations resulting from a discharger's failure to make the expenditures necessary to come into compliance for the first time. The policy does not apply to short-term violations occurring after a discharger has brought its facility into initial compliance.

COUNTY INVOLVEMENT

The penalty policy will affect counties and other local governments in two ways: where these governments have been granted authority (under state law) to enforce the air or the water acts and where these governments' own facilities discharge pollutants in excess of the amounts permitted by law.

Delegation of enforcement power to counties and other local governments has been limited, but it may increase. For example, several provisions of the clean air act, as recently amended, require states to consult with county and other local governments in air quality matters and to involve them directly in air quality planning.

Increased involvement of counties and other local governments could lead to their taking on increased responsibility for administration and enforcement of air quality programs.

Counties and other local governments that own facilities which violate clean air or water laws are subject to stiff penalties under the new policy. The policy stresses reinforcement of voluntary compliance efforts by "the overwhelming majority of citizens, private firms and public bodies." This voluntary compliance will, in turn, be reinforced by penalizing those dischargers that have been chronically in violation.

DETERMINING THE MINIMUM

The policy applies to all water act cases not concluded prior to June 3, 1977 and to all air act cases not concluded prior to Aug. 7, 1977.

Enforcement officials are directed to use the following factors to set minimum acceptable penalties:

- The harm or risk of harm to health or the environment caused by the violation.
- The violator's recalcitrance (or, on the other side, "good faith").
- Extraordinary costs of enforcement, caused by such factors as the violator's failure to monitor its discharge.
- The economic benefit, to the violator, of delaying compliance.

In certain limited cases, the penalty amount that is derived from a consideration of these factors may be reduced. Reduction is limited to situations where noncompliance is partially caused by the federal, state, or local government (as by failure to issue regulations promptly) or where noncompliance is due to causes entirely beyond the violator's control (e.g., floods).

Where the policy is applied to violations by counties and other local governments, the last factor, "economic benefit of delaying compliance," is not included. This factor is eliminated because government facilities are not generally engaged in business for profit.

Transportation Bills Await Action

Public Transportation Provisions Compared

House Bill	Senate Bill
Section 3	
• A total of $1.86 billion for each year over four years is authorized for the acquisition, construction, reconstruction and improvement of facilities and equipment for use in mass transportation services. However, bus purchases would generally be available under Section 5 formula funds.	• A total of $6.2 billion is authorized over four years, with $1.4 billion in fiscal '79 and $1.6 billion in fiscal '80 through '82. Funds would be available for existing Section 3 purposes together with joint development and coordination with other modes. Bus purchases would be generally funded out of formula (Section 5) funds.
• Section 3 funds are broken out as follows: —30 percent ($558 million): rail modernization and rehabilitation. —12 percent ($223.2 million): rail rolling stock. —38 percent ($706.8 million): new fixed guideways and extensions. —16.5 percent ($306.9 million): bus projects, urban development activities and multimodal facilities. —3.5 percent ($65.1 million): planning set-aside. Up to 15 percent of the funds can be transferred between categories.	• No specific categories are broken out, although 2 percent would be set aside for planning.
• Annual authorization of $675 million is included for interstate transfer projects at 80 percent federal share.	• Interstate transfers are not artifically fixed, authorizations would be available as may be necessary at 90 percent federal share.
Section 5	
• A total of $6.15 billion is authorized over the next four years for formula funds. In fiscal '79 $1.5 billion is authorized with $1.55 billion for fiscal '80-'82. An additional $100 million (Section 18) for commuter rail operating assistance would be available based on a formula to be developed by DOT.	• A total of $6.84 billion is authorized over the next four years. In fiscal '79-'80, $1.685 billion and in fiscal '81-'82, $1.735 billion is authorized.
• The formula is made up of the following: —$850 million in fiscal '79 and $900 million in fiscal '80-'82 as the foundation authorization, distributed based on population and population density. —$250 million annually targeted 85 percent (212.5 million) to urban areas of over 750,000 population and 15 percent ($37.5 million) to urban areas under 750,000, distributed by population and population density. —$400 million for buses distributed by population and population density.	• The formula consists of the following: —54 percent based on population and population density. —14 percent based on population and population density in areas over 750,000 population. Funds directed to urban areas would be distributed: 85 percent to urban areas over 750,000 population and 15 percent to urban areas below 750,000 population.
• No set-aside.	• An annual set-aside of 2 percent for planning grants and 1½ percent for innovative techniques is authorized.
• The foundation funds ($850 million) and the $250 million would be available for operating or capital assistance. The $400 million earmarked for buses would only be available for bus purchases.	• Formula funds, distributed under bus seat miles, would only be available for capital assistance. Other sections of the Section 5 formula would be available for capital or operating expenses.
• The current 50 percent local share of deficit would apply.	• Operating assistance would be limited to one-third of total expenses except areas which received federal assistance in excess of one-third in fiscal '78 would be exempt for four years.
• No discretionary funding is authorized.	• Discretionary funding totalling $891 million with $127 million in fiscal '79, $191 million in '80, $255 million in '81 and $318 million in '82, is included. Discretionary funding would be available for increasing operating assistance to one-half of subsidy as long as federal assistance does not exceed one-third of total operating expenses.
Planning	
• Committee approved a planning amendment in order to discuss consolidated planning with the Senate Public Works Committee at conference.	• Highway and transit funding sources for planning would be consolidated. Grants would be made directly to urban areas of over 200,000 population.
• Redesignation of new or existing MPOs remains one of NACo's important priorities. The redesignation language contained in the Senate Public Works bill is generally more acceptable than the Senate Banking Committee's "unanimous agreement" language in S. 2441.	• Redesignation of metropolitan planning organizations (MPOs) could occur if local governments unanimously agreed.
Rural Public Transportation	
• Authorizations of $125 million annually for rural public transportation programs. Appropriations would be made to the states based on each state's nonurban population. Funds would be available for capital and operating expenses. DOT can waive 13(c) labor protection provisions in rural areas.	• Authorizations of $100 million annually for a rural public transportation program. Both capital and operating expenses would be eligible. Labor can waive 13(c) labor-protective provisions in rural areas.
Other	
• Authorized $100 million/year for multimodal terminal and joint development projects.	• No specific authorization was approved for multimodal terminal and joint development projects.
• Authorized $50 million/year for intercity bus assistance in rural areas.	• No authorization was approved for intercity bus assistance in rural areas.
• Loans made prior to 1970 would be converted to grants.	• Loans made prior to 1970 would be converted to grants.
	• Section 17 of the UMTA act would terminate in fiscal '78, and Section 18 would be repealed. Committee rail operating assistance would be funded out of Section 5.

WASHINGTON, D.C.—Major transportation legislation, which has gained committee approval, awaits floor action in both the House and Senate.

Bills, reported out of the House Public Works and Senate Banking Committees, authorize public transportation spending for four years. The Senate version, S. 2441, would authorize a total of $14.76 billion through fiscal '82, with no interstate transfer ceiling included.

The House bill, H.R. 11733, authorizes $18.39 billion over the same period and includes a ceiling on interstate highway transfers to public transportation projects. No date has been set for full House and Senate action; however, mid-June is likely.

NACo IS generally supportive of both bills, especially increases in Section 3 over the Administration's (capital) grant program request.

In March, Rod Diridon, chairman of Santa Clara County (Calif.) Board of Supervisors and NACo chairman for public transportation, told Congress that without increased Section 3 funding, many local governments would be handicapped in starting or expanding public transit programs.

NACo is concerned, however, with the planning section of the Senate bill, which would allow redesignation of new or existing metropolitan planning organizations (MPOs). The redesignation language contained in the Senate Public Works (highway) bill is more acceptable than the Senate Banking Committee's (S. 2441) language.

Redesignation as approved in the Senate Public Works (highway) bill could occur if 75 percent of the affected local governments representing 90 percent of the affected population agreed to redesignation of the MPOs. Redesignation is important to ensure adequate representation by elected local officials on MPOs.

NACo has strongly supported the establishment of a rural public transportation program to provide an alternative to the automobile and to provide equity with urban areas. In NACo's public transportation testimony before Congress, Diridon pointed out that only 1 percent of federal public transit funds have been spent in rural areas, despite the fact that half the nation's citizens live there.

THE HIGHWAY portion of each bill was analyzed in *County News* last week. Basically, the House bill provides slightly more than $9 billion in each of the four fiscal years for highways, including $4 billion annually for the Interstate System, $2.1 billion for the primary system, $650 million for the secondary system, and $800 million for the urban system.

The House bill also includes $2 billion for the replacement or repair of highway bridges. Of this amount, a minimum of 25 percent and a maximum of 35 percent would have to be spent by states on off-system bridges.

The Senate bill authorizes substantially lower amounts. Interstate funding amounts to $3.5 billion annually. The bill provides $1.5 billion for the primary program, $700 million for the urban system and $700 million for the secondary system. Under the Senate bill responsibility for roads in small urban areas now covered by the urban system would be shifted to the secondary system.

Only $450 million is provided in the Senate bill for bridges.

An analysis of important public transportation aspects of the House and Senate bills are found in the accompanying chart.

—Tom Bulger

DOT STUDY

Aid for Coal Rails, Roads Warranted

WASHINGTON, D.C.—After six months of study, the Department of Transportation (DOT) task force on coal transportation reported that the federal government may have to provide financial assistance to build and upgrade the nation's coal roads and rail lines. The purpose of the task force was to evaluate the national transportation system's ability to move the large volume of coal called for by President Carter's energy plan. The presidential plan calls for a two-thirds increase in coal production by 1985.

In a report entitled, "Transporting the Nation's Coal—A Preliminary Assessment" (January 1978), the task force said the capital needs of the railroads should be met through private investment amounting to over $10 billion through the mid-1980s. However, some financially weak Midwestern railroads may require federal assistance. The report added that federal funds should be made available to railroads with short-term capital formation problems.

THE REPORT said the federal government should consider immediately a program of aid for coal roads so that road transportation problems do not hamper efforts to increase coal production and use. The task force also recommended that federal program funding could be leveraged by requiring 20 percent state matching. Funds could be apportioned to states by a formula which could consider coal production, consumption, highway system mileage, ton-miles moved on the system and other measures of highway needs relating to the movement of coal.

The report suggested that several funding mechanisms should be explored, including use of a portion of a national tax on coal as it is mined.

Other recommendations made by the task force include:

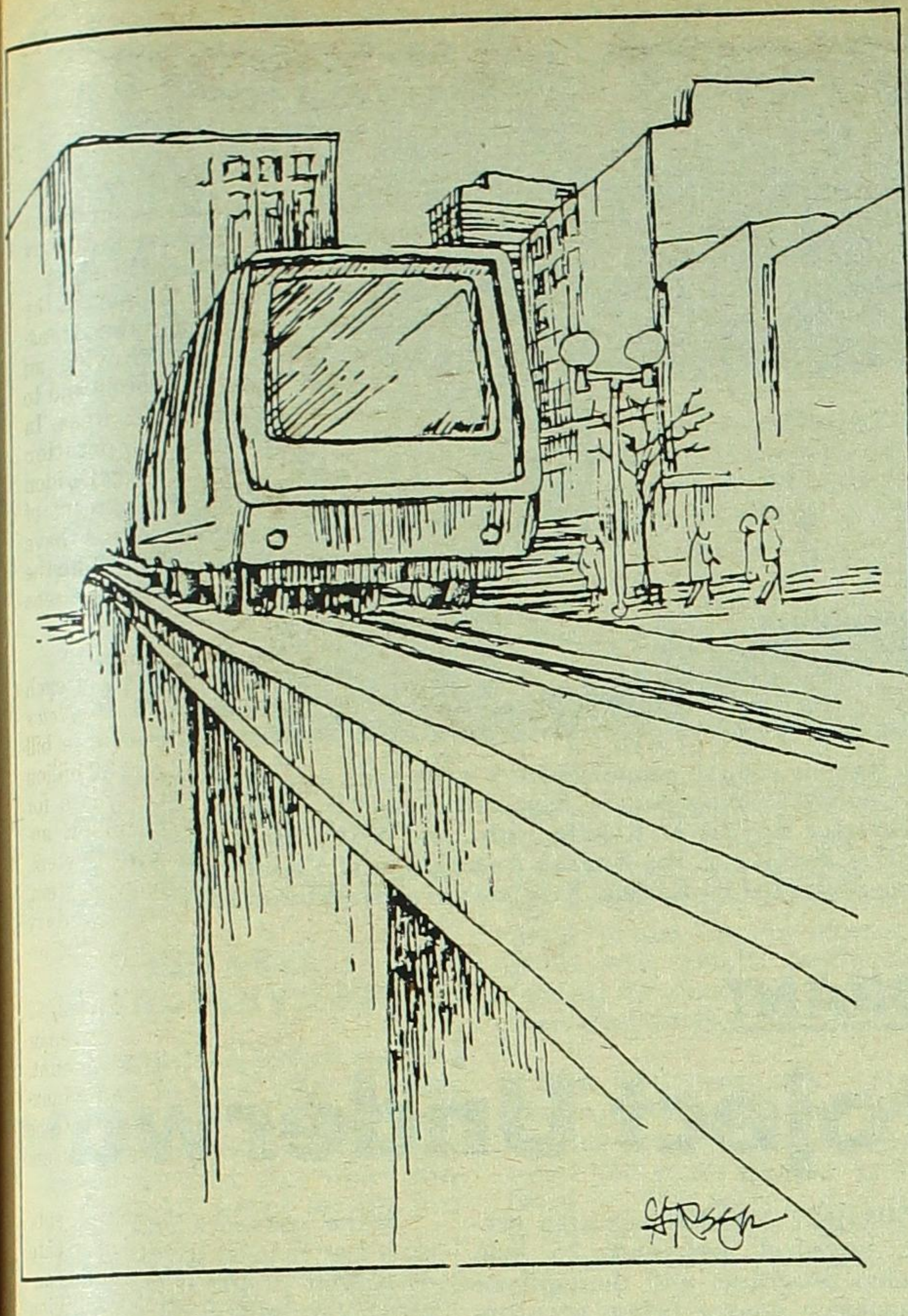
• DOT should identify communities, especially in the West, which will bear the brunt of increased coal-train traffic. Consideration should be given to a financial assistance program to reduce social and environmental impacts of increased traffic. The funds would help to construct grade separations, relocate rail lines and make other improvements.

• DOT should carefully examine the railroads' contention that the current tariff structure for transporting coal does not permit an adequate rate of return with a view toward DOT's participation in Interstate Commerce Commission rate proceedings. The issue of whether a federal law should permit railroads to enter long-term coal delivery contracts also should be resolved.

• The task force should broaden its scope to include an assessment of oil and natural gas transportation.

Single copies of the task force report, "Transporting the Nation's Coal—A Preliminary Assessment," are available from Howard Coan, DOT Office of Public Affairs, Room 9421, 400 Seventh St., S.W., Washington, D.C. 20590, 202/426-4321.

—Howard Schmidt



Advanced Transit: At the Crossroads

by Neal R. Peirce

INDIANAPOLIS—A series of rude jolts awaited America's transportation technology buffs at an April meeting here of the Advanced Transit Association (ATRA).

To their conference on such forms of advanced transit as "downtown people movers," the technologists united a diverse group of developers, city planners, politicians and neighborhood spokesmen. But they quickly learned that widening the dialogue beyond the converted in the choir can produce disquieting, discordant notes.

Repeatedly, the transit equipment developers were reminded that many of the glamorous, innovative systems they've installed in cities in recent years have been plagued by technical bugs, excruciating delays, and "cost overruns that leave you gasping."

THEY ALSO were warned that producing technically workable systems and selling them to mayors and downtown business establishments isn't enough. From now on, they heard, neighborhood and citizen activist groups will also have to be convinced that projects will benefit not just downtown, but also the neighborhoods and the elderly, the young and the poor people of the cities.

But despite the host of difficulties facing advanced transit, ATRA's Board Chairman Michael A. Powills believes it would be a tragedy if the cities and the federal Urban Mass Transportation Administration were to give up on developing and installing demonstration models of promising new transit technologies. There are solid reasons to think Powills is right.

First, advanced technology, if judiciously applied, can provide significant labor savings—a prime goal for urban transit systems wracked by mounting labor costs.

Second, well-designed systems could reduce inner-city traffic congestion, making the cities more attractive places to shop and work.

Third, the United States, whose world economic position has long rested on high technology and innovation, can ill afford, in a highly competitive international economy, to neglect this area.

Fourth, if—as many experts now predict—severe shortages develop in the world supply of oil by the 1985-1995 period, the United States will have reason to regret not having developed every potential method to reduce its dependence on gasoline.

BUT IF advanced transit technology is so promising, why has it run into so many difficulties? One reason is that the aerospace-defense firms, which rushed into the field in the late 1960s as their space and weapons systems orders declined, euphorically promised early results while forgetting that neither cities nor UMTA could tolerate the open-ended spending practices of defense and space contracts. Second, they were under political pressure, both from Washington and cities, to get systems on line quickly. In their haste, they cut corners: San Francisco's BART was designed so far ahead of "the state of the art" that cars and systems controls malfunctioned; construction began on the "people mover" at Morgantown, W.Va. before design was complete, so that costs escalated from $13 million to $64 million. People began to conclude that new transit technologies are expensive, unreliable, unworkable.

The irony, says George Pastor of UMTA, was that it "wasn't technology that failed, but rather the method of its introduction, the unrealistic promises, and the general impatience which attempted to deploy complex, sophisticated systems from laboratory research through full operational product development on our city streets in two to three years." Yet, notes Pastor, the emergence and success of computers took 10 to 15 years and costs hundreds of millions of dollars. To develop a new line of autos, Detroit requires five years and a $100 million outlay.

Since 1975, UMTA has refocused its advanced transit assistance to support up to 11 "downtown people movers" (DPMs). These are central city circulation systems, one to three miles long, with 20- to 100-passenger tracked vehicles riding on or suspended from thin elevated guideways. They'll be based on what UMTA calls "proven, existing technologies."

BOOSTERS SAY DPMs can be the wave of the future: reliable, energy-efficient, perfect tie-ins to other transit modes, and attractors of downtown activity. Detractors warn they'll be visual polluters, security hazards (because no operator rides in the vehicles), ghastly expensive, and insufficient in track length to attract heavy ridership. The fact is no one knows how successful they will—or won't be—until they're tried.

It may be, in fact, that UMTA is being too timid—that it should consider funding an areawide people mover that goes beyond the simple loop or straight-line shuttle systems now being planned, to permit many branch lines and off-track stations so that express cars can move rapidly by.

With a broader vision, UMTA also would consider supporting a rapid transit system that could move freight as well as passengers. This would reduce the immense subsidies required by all-passenger systems, which are lightly used except for rush hours.

DPMs are likely to encounter strong citizen opposition if they're designed to benefit downtowns alone or seem likely to divert funds that would otherwise go into neighborhood development. But there's room for compromise, William Manning of the National Center for Urban Ethnic Affairs told the Indianapolis conference. He suggested working to revitalize downtowns and neighborhoods simultaneously, or providing neighborhoods with high-grade jitney, taxi or mini-bus service which connects to downtown people movers.

SOUTHERN CALIFORNIA

$23.14 Million Transit Grant

WASHINGTON, D.C.—A $23.14 million award to the Southern California Rapid Transit District for the purchase of 230 new buses and other improvements to the Los Angeles transportation systems, has been announced.

"I commend the community's efforts to modernize and streamline its bus fleet," said Transportation Secretary Brock Adams. "It is an especially laudable commitment to elderly and handicapped persons that the new advanced design buses will be fully accessible to wheelchair users."

The new buses, all equipped with hydraulic lifts and tie-down facilities for wheelchair accessibility can carry up to 53 passengers.

Richard S. Page, administrator of the Urban Mass Transportation Administration, noted that the Transit District operates 191 routes serving Los Angeles County and parts of Orange and Riverside counties, as well as the San Bernardino Valley. The 2,200 bus fleet carries one million riders each day, a 70 percent increase over the 1974 ridership.

"I recognize the enormous area of service a rapid transit system must provide for a sprawling area like Los Angeles," the Secretary concluded, "but I am impressed with the foresight and energy Los Angeles is committing to providing more comfortable, accessible and efficient bus service to the millions of citizens it serves."

Matter and Measure

NATIONAL ASSOCIATION OF COUNTY ENGINEERS — NACE

The Federal Highway Administration (FHWA) has issued a final rule on Miscellaneous Amendments of the Environmental Impact and Related Statements (*Federal Register*, May 16, 1978).

This ruling amends FHWA regulations, allowing the processing, as nonmajor federal, of projects having only minimal effect upon properties protected under Section 4(f) of Department of Transportation Act or Section 106 of the National Historic Preservation Act; it will also give FHWA regional administrators the responsibility for making certain 4(f) determinations and allow for designation of regional counsels to review those 4(f) statements for legal sufficiency. These amendments are designed to clarify certain regulatory provisions and to modify internal delegation of authority.

Since the amendment is of a technical nature, designed to clarify existing regulatory provisions and modify internal delegations, no general notice of proposed rulemaking was published.

The existing regulations required that FHWA projects involved with Section 4(f) or Section 106 properties must be processed as major actions regardless of the magnitude or scope of the projects. This amendment will allow some projects of this type to be processed as nonmajor actions and does not require formal documentation under NEPA. The requirements for Section 4(f) or Section 106 remains unchanged by this amendment.

For more information on this final rule, contact Robert G. Clour, Environmental Programs Division, 202/426-0106, or Marguerite L. Price, Office of the Chief Counsel, 202/426-0791, Federal Highway Administration, 400 Seventh St., S.W., Washington, D.C. 20590.

FHWA NAMES ACTING ADMINISTRATOR

Deputy Administrator Karl S. Bowers has been named acting administrator of the Federal Highway Administration. He assumes the post following the May resignation of Administrator William Cox.

Bowers is a native of Estill, S.C. and a former judge of Magistrate's Court of Hampton County, S.C. He joined FHWA a year ago as deputy administrator after having served three years as the first chairman emeritus and state highway commissioner with the South Carolina State Highway and Public Transportation Commission. He is a captain in the Air National Guard.

MCDONALD HONORED

Alfred Turner McDonald, director of public works, Fulton County (Atlanta), Ga., was presented a Public Service Award by the Consulting Engineers of Georgia.

The council cited his 43 years service to the community, 30 years of which were as public works director, his dedication to the development of metropolitan Atlanta, and his leadership and service to his profession.

ANNUAL CONFERENCE NEARS

The annual conference is less than six weeks away. If you have not registered yet but plan to attend, please do so now. The NACE headquarters hotel is the Hyatt Regency. Be sure to mention the Hyatt on the housing reservation form found in *County News*.

CONFERENCES

A Conference on Midwestern Rail, Problems and Alternatives will be held June 26-27 at the Wisconsin Guest House, Madison, Wis.

The conference will focus on reasons behind the current rail crisis in the Midwest and the problems it is creating for agricultural interests, manufacturers and other businesses dependent on rail transportation. Possible solutions to such problems as excess railroad mileage, low earnings, deferred maintenance of track and equipment and inadequate levels of service will be discussed.

Registration cost is $140. For more information on the conference, contact UWEX-Division of Urban Outreach-Transportation (MAR 251), UW-Milwaukee, 3270 North Marietta Ave., Milwaukee, Wis. 53211, 414/963-4422.

A Community Traffic Safety Planning Workshop will be sponsored by the National Safety Council June 13-15 at its Safety Training Institute in Chicago.

Council President Vincent L. Tofany said the workshop will be helpful to persons in community traffic safety planning, including local traffic safety coordinators and police, engineering and education officials, citizens involved in traffic safety, state traffic safety planners, military safety personnel and state and local safety council personnel.

For more details contact Dick Winsor, Council's Traffic Safety Department, 444 North Michigan Ave., Chicago, Ill. 60611, 312/527-4800.

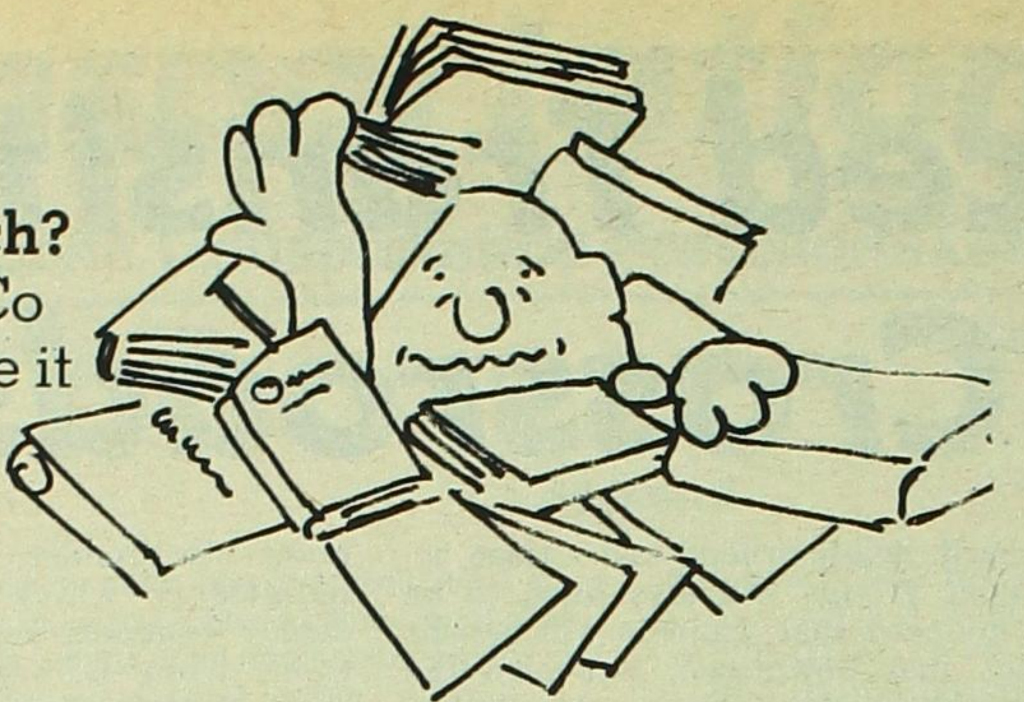
"Rural Public Transportation" is the theme of the **Third National Conference** to be held June 28-30 at the Michigan Technological University, Houghton, Mich. The conference will be held in conjunction with the Second Annual Small Business Demand-Response Training Seminar June 26-29.

Topics will include current practices in rural public transportation, especially in cost and finance, insurance, regulations, intergovernmental relations, record keeping, service for the elderly and handicapped, marketing and vehicle performance.

Registration ($60) is required for all sessions and workshops. Preregistration should be sent to: Division of Public Services, Michigan Technological University, Houghton, Mich. 49931. Checks should be made payable to the Michigan Technological University; refund requests will be honored until June 14.

For further information about the conference, contact: Marilou Damon, TRB, 2101 Constitution Ave., N.W., Washington, D.C. 20418, 202/389-6335.

Is it all
too much?
Let NACo
minimize it
for you.



MINI-MANAGEMENT PACKETS

Sponsored by the National Association of County Administrators

Mini-Management Packets are designed to help county officials keep up-to-date on the issues and actions that affect the administration and management of the county. The packets are a collection of studies, reports, newspaper and magazine articles, directories, surveys and bibliographies on a wide range of subjects. The information is current. Cost covers reproduction, mailing and handling.

☐ **NATIONAL FLOOD INSURANCE PROGRAM (#10)**

National Flood Insurance enables owners of flood-prone property to purchase flood insurance at rates made affordable through a federal subsidy. Report includes information on federal legislation, procedures for qualifying and applying for NFI, and floodplain regulations. (35pp.)
Price $1.20 Quantity________ Total Cost________

☐ **MOBILITY ASSIGNMENTS (#7)**

The goals and features of the Intergovernmental Personnel Act (IPA) program are described and examples of successfully completed assignments are given. Also included in this 32-page packet are a bibliography, sample assignment agreement and the names of those in charge of mobility assignments in federal executive agencies.
Price $1.40 Quantity _____ Total Cost _____

☐ **AIRCRAFT NOISE REDUCTION (#6)**

This packet gives an overview of the ways counties can use existing authority to achieve quieter airport environs. Packet includes eight publications with information on federal laws, rules, regulations, technical and financial assistance and addresses of other information contacts. Also included are examples of noise control strategies already undertaken by counties and states. (172 pp.)
Price $4.25 Quantity _____ Total Cost _____

☐ **MOBILE HOME SITING (#8)**

How should mobile homes be handled in the context of housing needs, housing standards, and land use policies? Montgomery County, Md. faced this problem and took a serious look at the existing situation and alternative methods of dealing with it. This report summarizes Montgomery County's findings, including results of a nationwide survey. (16 pp.)
Price $.85 Quantity _____ Total Cost _____

NACo Publications Department
1735 New York Ave., N.W.
Washington, D.C. 20006

Please send the above marked items to:
Name ______________________________
Title ______________________________
County ______________________________
Address ______________________________
State ____________________ Zip ________

KANSAS CONFERENCE—More than 200 Kansas county commissioners went back to school during the Second Annual Spring Conference of the Kansas County Commissioners Association held in Wichita. Speakers for the school included NACo Deputy Executive Director Rodney L. Kendig, right, and NACo State Association Liaison Margaret I. Taylor. Fred Allen, left, executive director of the Kansas Association of Counties (KAC), was recognized by NACo for his service. The honor was presented by Kendig. KAC serves as secretariat for the Kansas County Commissioners Association.

NACoR RECEIVES GRANT

Youth Project Underway

WASHINGTON, D.C.—A project conducted by the National Association of Counties Research, Inc. (NACoR) to identify exemplary youth employment programs has been funded by the U.S. Department of Labor.

Project staff will prepare case studies on programs authorized under the Comprehensive Employment and Training Act (CETA). Programs will be selected that are or have the potential for becoming national models for Youth Employment Training Programs (YETP), Summer Youth Employment Programs (SYEP), and Youth Community Conservation Improvement Projects (YCCIP).

Other factors include: education linkage, delinquency prevention and juvenile offender components, drug and alcohol abuse, public and private sector linkage, and community resources, relationships and linkage.

PROJECT STAFF will also provide technical assistance to help develop programs and disseminate information among prime sponsors and county officials in encouraging exemplary program designs. The 12-month effort will begin this week.

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 emphasizes research and experimentation. Activities under the act seek to provide the knowledge base for more comprehensive youth employment policies.

A primary aim of the federal legislation is to catalog exemplary projects and provide this information to decision-makers at all levels. The regulations governing YETP require each prime sponsor and its planning council to identify model career development, employment, and training efforts for youth in their jurisdiction.

Prime sponsors and county officials may request technical assistance or submit program descriptions for project consideration to: Youth Employment Project, National Association of Counties Research, Inc., 1735 New York Ave., N.W., Washington, D.C. 20006.

Funds Added for Youth Jobs

WASHINGTON, D.C.—A NACo-supported supplemental of $63 million for the 1978 summer youth program was added by the Senate to H.J. Res. 873, an urgent supplemental for commerce, small business and disaster relief that was requested by President Carter.

The move by the Senate was reminiscent of the addition of public service jobs money to President Ford's swine flu supplemental. The House agreed to the Senate move on the House floor, thus avoiding any need for a conference. H.J. Res. 873 was sent to the White House on May 15 so the President must sign it into law by May 26.

The $63 million will be added to the $36.7 million of previously reallocated funds, thus yielding $99.7 million in summer youth funds over and above the $693 million appropriated for the program in P.L. 95-205.

The $63 million will be allocated once the President signs H.J. Res. 873.

Job Opportunities

Human Services Director, Broward County, Fla. Salary $28,241 to $42,973. Responsible for the management, operation, and control of human service programs, including community development, consumer affairs, criminal justice, human relations, social services, veterans services, and youth development. Position requires a college degree preferably a master's degree in social work, and at least five years high level administrative experience in human service programs. Resume to: County Administrator, c/o Personnel Director, Governors Club Annex, 236 S.E. First Ave., Fort Lauderdale, Fla. 33301.

Purchasing Director, Broward County, Fla. Salary $22,062 to $31,173. Responsible for the administration of a large central purchasing system for Broward County government. Requires a college degree with major course work in business, public administration, or related field, and at least five years progressively responsible experience in purchasing work. Resume to: County Administrator, c/o Personnel Director, Governors Club Annex, 236 S.E. First Ave., Fort Lauderdale, Fla. 33301.

Work Rehabilitation Supervisor, Broward County, Fla. Salary $15,472 to $20,299. Responsible for directing operations relative to 70-bed Work Rehabilitation Center for criminal offenders sentenced to one year or less. Requires a college degree with major course work in criminal justice, corrections or closely related field and four years experience in correctional work, two of which must have included experience in administrative aspects of the work. Master's degree may be substituted for one year of experience. Broward County application for employment must be filed by June 30, 1978. Division of Personnel, Governors Club Annex, Second Floor, 236 S.E. First Ave., Fort Lauderdale, Fla. 33301, 505/765-555.

Senior Planner, Cortland County Planning Department, N.Y. Salary $12,804 to $15,714. Responsible for supervising staff of 10 and directing the long-range planning division. Should have excellent ability in writing and presenting planning reports dealing with master plan programs, zoning, and subdivisions. Must have a master's degree in planning with two or three years of practical planning experience in county and regional agencies. Resume to: Theodore E. Zollendeck, Director of Planning, Court House, Cortland, N.Y. 13045.

Librarian, Pulaski County, Va. Salary Competitive. To direct a county public library of 35,000 volumes and bookmobile services. M.L.S. from accredited library school or Virginia Professional Certificate and demonstrated skills in library administration required. Resume to: Office of the County Administrator, Pulaski County Offices, 143 Third St., N.W., Pulaske, Va. 24301.

Purchasing Agent, Will County, Ill. Metropolitan area of Chicago with a population of approximately 300,000. Resume to: Mary Low, Administrative Assistant, 14 West Jefferson St., Joliet, Ill. 60431.

Personnel Director, Will County, Illinois. Metropolitan area of Chicago with a population of approximately 300,000. Resume to: Mary Low, Administrative Assistant, 14 West Jefferson St., Joliet, Ill. 60431.

Clerks Corner

CLERK OF THE YEAR COMPETITION

Loretta Bowman, president of the National Association of County Recorders and Clerks, has announced that recommendations for the 1978 "Clerk of the Year" award will be accepted until the first week in June. The award is presented annually to a clerk, recorder, or elected official for constructive service to the county, country, and fellow man. Letters of recommendation should be submitted in triplicate each in a sealed envelope as soon as possible to NACRC Secretary-Treasurer, Oscar Soliz, Nueces County District Clerk, Box 1799, Corpus Christi, Tex. 78403.

MEMBERSHIP CARDS READY SOON

Personal NACRC membership cards have been printed and will be sent to all association members before the annual meeting in July. This membership card will be issued only once and will be valid for as long as the county is a member of NACo. Please contact NACRC President Loretta Bowman at Clark County Courthouse, Las Vegas, Nev. 89101 if you do not receive your membership card by the end of June.

PLANNING FOR ATLANTA

Irene Pruitt, NACRC first vice president and conference program committee chairperson, is planning the NACRC program to be held in conjunction with NACo's Annual Conference in Fulton County (Atlanta), Ga., July 8-12. The theme for NACRC's annual meeting will be "Look to the Future." Sessions planned include land records program, offices of the future, model laws, and metric conversion.

'79 BUDGET, AUTHORIZATION ROUNDUP

What Made It by May 15

WASHINGTON, D.C.—On May 15, two important parts of the overall congressional budget process came to a conclusion. Both Houses had to completeaction on the First Budget Resolution which sets budget targets for the fiscal year beginning Oct. 1, 1978, and all authorizing bills had to be reported out of committee.

While inclusion in the budget or in authorizing bills does not guarantee that funds will be appropriated, this is an essential first step in the legislative process. Special waivers can be granted in cases where legislation does not meet the May 15 deadline. The following is a survey of where many NACo-sought congressional actions stand:

WELFARE/ SOCIAL SERVICES

The congressional budget contains $400 million in fiscal relief to states and counties for welfare costs and a $200 million increase in Title XX of the Social Security Act which provides funds for social service programs.

The President had requested $141 million for child welfare services under Title IV-B of the Social Security Act. This was an increase over the $56.5 million now being spent. The congressional budget provides for the full amount requested by the President.

The congressional budget provides funding for the Older Americans Act and the Community Services Administration (CSA) at the same level as fiscal '78, with a growth of approximately 7.5 percent to compensate for inflation *(Staff contact, Aliceann Fritschler)*.

PUBLIC LANDS

One hundred five million dollars for the Payments-in-Lieu of Taxes Act for fiscal '79 has been approved by the House subcommittee on Interior appropriations. Full congressional appropriation approval is expected.

The budget includes $100 million to provide payments to counties in the current fiscal year, which has already been approved by Congress.

Funding for other public land payments to states and local governments, principally payments to states under the Mineral Leasing Act, and payments to counties under various national forest, grazing and grassland programs will continue. Mineral Leasing Act payments are distributed by state statute, with a priority to local communities affected by federal energy and mineral programs. Payments to counties as a share of national forest timber sale proceeds are earmarked by federal law for either schools or roads at the county level *(Staff contact, Jim Evans)*.

HOUSING PROGRAMS

Both the Senate and House Banking Committees completed action in early May on legislation reauthorizing various subsidized housing programs. The committees agreed to a significant expansion of the popular Section 312 Housing Rehabilitation Loan program recommended by the Administration in the urban policy. Section 312 complements the community development block grant programs and provides low interest loans for the rehabilitation of single and multifamily properties and business properties.)

The President's budget requested $245 million and the House Banking Committee concurred. The Senate Banking Committee increased the amount still further to $370 million with $70 million set aside for the urban homesteading program). The fiscal '78 program level has been $85 million.

Also included in the bills are contract authority of the Section 8 and conventional public subsidized housing programs, extension of the Section 701 planning program, authorization for HUD research activities and an expanded program of housing assistance for rural areas *(Staff contact, John Murphy)*.

RURAL PROGRAMS

The House Appropriations subcommittee on agriculture, chaired by Rep. Jamie Whitten, has acted to provide significant increases in funding for rural development for both fiscal '78 and '79. The recommended levels will achieve full authorized funding for water and waste disposal grants for the first time.

The subcommittee voted to provide an additional $50 million in supplementary appropriations for water and waste disposal grants for fiscal '78. This adds to the previously appropriated $250 million to reach the authorized ceiling of $300 million.

For fiscal '79, the subcommittee recommended $300 million in water and waste disposal grants and $900 million in loans. This is not only the highest level of funding to date but also represents an increase over the Administration's proposed funding of $265 million in grants and $800 million in loans.

The rural water and waste disposal program has been the key component of the Rural Development Act of 1972.

The subcommittee also recommends $5 million for rural planning grants for fiscal '79, thus extending the program which was initially funded this fiscal year.

The House appropriations subcommittee is expected to act on the recommendations in June. The Senate Appropriations subcommittee on agriculture will act on June 12.

Rural counties can also expect to receive increased funding as a result of the Agricultural Credit Act currently in conference committee. The bills raised the ceiling on rural development grants from the current 50 percent maximum up to 75 percent of project cost. What this means to counties is that a significantly greater portion of projects can be funded by grants.

A new rural housing program will also be available in fiscal '79. The rural subsidized low income homeownership program is estimated to fund 16,000 units in the first year of its operation.

The Rural Development Policy Act, which authorized $25 million for increased FmHA staffing and $50 million for rural planning grants, was not reported out of committee by May 15. However, the staffing issue appears to be resolved by the actions of the House Appropriations subcommittee on agriculture, which provided funds for 594 new employees. The planning authorization may be accomplished by altering the effective date to October 1979 *(Staff contact, Elliott Alman)*.

ENVIRONMENT/ ENERGY

• **Clean Air:** The 1977 Clean Air Act Amendments authorized a one-time appropriation of $75 million for grants to local governments and lead planning agencies to participate in the revision of State Implementation Plans for nonattainment areas under Section 175. This authorization is good for fiscal '79. The administration recommended the appropriation of $25 million for fiscal '79 for clean air planning. The House Appropriations subcommittee on Housing and Urban Development (HUD)-independent agencies approved an appropriation of an initial $25 million for clean air planning, plus an additional $25 million to be split between clean air and solid waste programs.

No funds were approved for a supplemental 1978 appropriation under Section 175 (planning funds for county and other local governments with special pollution problems). NACo had sought a total of $75 million for Section 175 grants spread over a two-year period.

• **Water Quality:** The 1977 Clean Water Act authorized $4.5 billion for wastewater construction grants and $150 million for Section 208 water quality management planning. President Carter's fiscal '79 budget contained $4.5 billion for construction grants and $150 million for Section 208 planning. NACo supported this request. However, the House Appropriations subcommittee trimmed construction grants to $4.2 billion by limiting funds for advanced waste treatment.

• **Solid Waste:** The Resource Conservation and Recovery Act of 1976 authorized $40 million for state and local planning for fiscal '79 and $15 million for implementation grants. In addition, $25 million was authorized for rural programs. The Administration's budget requested $11.2 million for state and local planning. The President's urban policy recommendations included an additional $15 million for resource recovery feasibility studies.

The House appropriaitons subcommittee approved the Administration's request for $11.2 million for state planning, $15 million for state and local implementation and providing for part of an additional $25 million to be shared with other pollution programs.

NACo supported a request from Sen. Jennings Randolph (D-W.Va.) to add an additional $30 million for state and local planning and implementation, $10 million of which would be for rural programs.

• **Noise Pollution Abatement:** House and Senate committees have reported new authorization for the federal noise control program which would include technical and information assistance for state and local governments.

The House Committee on Interstate and Foreign Commerce has reported a total authorization of $10.8 million for noise programs plus $3 million for research related to noise. The House committee also has recommended an additional amount of $4 million for state and local programs over that which is included in the $10.8 million authorization.

The Senate Committee on Environment and Public Works has recommended an authorization of $15 million for fiscal '79. Differences between the two committees must be resolved by a conference committee after floor consideration *(Staff contact, Bob Weaver)*.

• **Energy Impact Assistance:** While the President requested $40 million to provide loans to states and local governments for new or improved public facilities required by energy development on public lands, Congress failed to act on the program.

In addition, the President's recently announced program for inland energy impact assistance has not been reported out of committee. The proposed authorization levels for the proposal are $15 million for planning grants, $120 million for state revolving funds, and $15 million for loan guarantees for each year 1979 through 1983. The President has also requested $22.3 million in fiscal '79 for formula grants for coastal energy development areas authorized by Section 308 of the Coastal Zone Management Act.

• **National Energy Act:** Congress has failed to reach an agreement on the natural gas section of the national energy act. Consequently, programs of most concern to counties have not yet been approved by Congress.

Proposed authorization levels for the coal conversion portion of the act are: $60 million in fiscal '78 and $120 million in '79 for impact aid.

The conservation portion contains proposed authorizations of $32.5 million for fiscal '78 and '79 for energy conservation in local government buildings; $130 million for fiscal '78, $200 million for fiscal '79 and '80 for the weatherization program; and $240 million in '78, $255 million for '79, and $280 million for '80 for energy conservation for schools and hospitals.

Authorization of $44 million for solar heating and cooling demonstration programs is down from $65.8 million for fiscal '78, and a total of $9 million has been authorized for solar commercialization *(Staff contact, Mark Croke)*.

HEALTH

• **Health Planning:** The House Commerce and Senate Human Resources Committees reported out similar versions of health planning and resources development legislation (H.R. 11488 and S. 2410). Both bills extend the health planning program for three years with substantial NACo-sponsored amendments.

The House bill authorizes for fiscal '79-'81 the following: $480 million for HSAs; $110 million for state health agencies; $420 million for area health services development funds; $300 million for public hospital modernization.

The Senate version authorizes: $525 million for HSAs; $135 million for state health agencies; $450 million for area health services development funds; and $300 million for public general hospital modernization.

Important provisions beyond authorization levels for county officials include those which afford greater local elected official participation in private, nonprofit HSAs. The Senate bill does not, however, contain all of NACo's amendments concerning the public HSAs.

The NACo amendment, adopted in the House version (H.R. 11488), would delegate all HSA powers (over budget, plan approval, appointment of HSA governing body and personnel rules and practices) to the sponsoring elected officials. The Senate version allows the HSA governing board (i.e., elected officials) to appoint the HSA governing body (consumers and providers), approve the HSA's budget, and set personnel rules and practices. It does not delegate plan approval.

Floor action is expected in June, followed shortly by a House-Senate conference committee.

• **Health Services:** Rep. Paul Rogers (D-Fla.), chairman of the House Commerce health subcommittee, introduced H.R. 10553, a bill to extend and reform various health authorities under the Public Health Service Act. It authorizes for fiscal '79-'81 the following: $525 million for disease prevention (immunization, TB, VD, etc.); $825 million for health incentive grants (formerly 314(d); $1.1 billion for community and migrant health centers; and $75 million for community mental health centers.

Title II of H.R. 10553 extends several public health programs (immunizations, VD, TB, hypertension, rat control, lead-based paint poisoning, among others). Title III repeals the present 314(d) authorization and replaces it with a cost sharing funding mechanism for health promotion and disease prevention activities. Title III provides stable generic supports for public health activities that would also be an incentive to additional investment by states and local health agencies.

Sen. John Chafee (R-R.I.) has introduced S. 2567, a bill identical to Title III provisions of H.R. 10553. Sen. Edward Kennedy (D-Mass.), chairman of the Senate Human Resources health subcommittee, introduced S. 2474, a bill similar to H.R. 10553, yet without the cost-sharing element.

It authorizes the following for fiscal '79: $107 million for 314(d); $15 million for hypertension; $35 million for disease prevention; $15 million for rat control; $44 million for VD; $57 million for National Health Service Corps; $30 million for genetic diseases; and $14 million for lead-based paint poisoning control.

S. 2474 also authorizes for fiscal '79-'81 the following: $63 million for public hospital-based primary health care centers; $21 million for hemophilia; and $36 million for home health services.

Both S. 2474 and H.R. 10553 make it easier for counties to own and operate community, migrant and mental health centers *(Staff contact, Mike Gemmell)*.

LAND USE

• **Land and Water Conservation Fund:** The 1976 amendments to the Land and Water Conservation Fund Act authorized $900 million during 1979. Of this amount $150 million would be used for acquisition of federal parks while $750 million would be available for state and local program acquisition and development. Of a total of $725 million requested by the Administration, $370 million would be available for state and local programs. A maximum of 60 percent must be made available for state and local parks and recreation facilities.

The Carter administration had requested $65 million for a national heritage program based on the Land and Water Conservation Fund authorization. The House Appropriations subcommittee in Interior included the funds in the overall fund appropriation but did not earmark it for the national heritage program, which focuses on projects that are oriented toward natural area preservation.

• **Coastal Zone Management Program:** The 1976 amendments to the Coastal Zone Management Act authorized $20 million for coastal zone management program development grants to state governments, some of which would be provided to local governments. It authorizes $50 million for coastal zone management program implementation grants, a great portion of which is available to county and other local governments through state agencies to administer approved programs. These levels are in the budget resolution *(Staff contact, Bob Weaver)*.

Washington Briefs

• **Title XX.** House subcommittee on public assistance approved H.R. 10833 to permanently raise Title XX ceiling to $2.9 billion in fiscal '79; $3.15 billion in fiscal '80; and $3.45 billion in fiscal '81. See page 1.

• **Welfare Reform.** Efforts are underway to achieve compromise and to get markup scheduled by House Ways and Means Committee. See page 4.

• **Fiscal Relief.** House subcommittee on public assistance approved $400 million in fiscal relief for fiscal '79 for welfare costs for counties. See page 1.

• **Payments-in-Lieu.** Amendments to the Payments-in-Lieu of Taxes Act passed the full Senate last week. The bill, sponsored by Sen. Dale Bumpers (D-Ark.), now goes to the House for action. The amendments would qualify as entitlement acreage inactive military intallations, lands exchanged or acquired by states for federal park purposes that were held by the state for less than eight years, and lands located in cities in Alaska that are located outside of organized boroughs.

• **CETA.** The House and Senate committees have reported out their CETA bills (H.R. 12452, H. Rep. 95-1124; S. 2570, S. Rept. 95-891). Floor action is expected in the House in late June and in the Senate in mid-July.

• **Energy Impact.** The Senate subcommittee on regional and community development will mark up the Hart-Randolph bill, S. 1493, June 6. The bill would provide for a strong local role in identifying impact areas and developing mitigation plans. It is anticipated that an attempt will be made to raise funding levels above the currently proposed $150 million.

• **National Energy Act.** The energy conferees have finally reached an agreement on natural gas pricing, leaving only the energy tax portion of the act unresolved. There is some speculation that part of the negotiations on natural gas involved taxes as well. The leadership may be preparing to pressure a quick compromise on taxes in order to complete action on the bill.

• **Clean Air, Water Quality and Solid Waste Appropriations for 1979.** Appropriations for Section 175 planning grants under the Clean Air Act; Section 208 and construction grants under the Clean Water Act; and planning and implementation grants under Sections 4008 and 4009 of the Resource Conservation and Recovery Act will be considered by the Senate appropriations subcommittee on HUD and independent agencies during the second week in June.

• **Agricultural Land Retention Bill.** The full House committee is continuing markup on H.R. 11122. The committee has discussed the proposed advisory commission on agricultural land retention and deleted a provision for advisory committees to the commission. The committee will examine the demonstration grant program for counties, other local governments and states this week.

• **Countercyclical/Supplementary Fiscal Assistance.** House and Senate subcommittees currently considering legislation to reauthorize countercyclical assistance program. Administration has proposed legislation (H.R. 12293 and S. 2975) to extend program for two years at $1 billion annually with significant changes in formula for determining eligibility and allocations. See page 4.

• **Transportation.** The House Ways and Means oversight subcommittee held hearings this week on proposals to finance future highway programs. Subcommittee Chairman Sam H. Gibbons (D-Fla.) conducted the hearings to explore the financing implications for the Highway Trust Fund under the proposed Surface Transportation Assistance Act of 1978, H.R. 11733. In June, the full House Ways and Means Committee will discuss the findings and agree to a level of Highway Trust Fund financing.

• **Differential Investment Tax Credit.** Administration to submit legislation to provide a 5 percent differential investment tax credit, in addition to a permanent 10 percent credit, to stimulate development in "distressed areas." Treasury to release list of "distressed areas" for this and other programs aimed at these areas.

• **Small Issue Industrial Development Bonds.** Administration to submit legislation to provide increase from $5 million to $20 million for small issue industrial development bonds, with tax exemption only in "distressed areas."

• **Targeted Employment Tax Credit.** Administration proposing legislation to provide tax credit to employers to hire young persons from low-income households and handicapped. Maximum credit of $2,000 in year one and $1,500 in year two per eligible employee certified by Department of Labor.

• **New York City Seasonal Financing.** Congress currently considering legislation to provide seasonal financing in terms of federal loan guarantees to New York City. City currently facing June 30 deadline for expiration of current programs. See page 6.

• **Taxable Bond Option.** House Ways and Means Committee has delayed hearings on President's tax reform package including proposed Taxable Bond Option. Congressional and Administration officials continue to meet on entire package of proposals.

• **Rural Development Policy Act.** House Agriculture Committee referred H.R. 10885, the Rural Development Policy Act, back to subcommittee on family farms and rural development. Subcommittee plans to alter bill and report it back to full committee within next several weeks. The bill would increase rural planning grant authorization from $10 to $50 million and establish Federal Rural Development Coordinating Council.

• **Rural Community Development Act.** House subcommittee on family farms, rural development and special studies has reported out H.R. 9983, a bill to establish a separate community development program for rural communities. The legislation now goes to the House Agriculture Committee and the House Banking, Finance, and Urban Affairs Committee.

• **Rural Development.** House-Senate Conference Committee to meet and resolve differences in Agricultural Credit Act of 1978. H.R. 11504 increases authorization for water and sewer grants from $300 million to $400 million; S. 1246 raises level to $1 billion. Both bills raise ceiling on amount of grant from existing 50 percent level to 75 percent of project cost.

• **Rural Housing.** House and Senate Banking Committees have approved major new housing program for rural low-income families. Legislation will assist families in purchase of 16,000 units of housing in fiscal '79.

• **Civil Service Reform.** The House Post Office and Civil Service Committee, chaired by Rep. Robert Nix (D-Pa.), held hearings on H.R. 11280 and scheduled markup for last week. The Senate Governmental Affairs Committee, chaired by Sen. Abraham Ribicoff (D-Conn.), cancelled markup. Both House and Senate staffers were requested to rewrite portions of the bill during the Memorial Day recess. NACo has scheduled a meeting with both House and Senate Committee staffs to discuss our amendments to Title VI of the bill dealing with IPA and other specific overall strategies.

• **President's Civil Rights Task Force Study Underway.** The President's Reorganization Task Force on Civil Rights has begun to receive input on a Phase II study which will review the administration and enforcement of federal laws, executive orders, and regulations which prohibit discrimination in housing, education and federally assisted programs. NACo has recommended the names of county officials to provide input.

• **Intergovernmental Personnel Act of 1970 (IPA).** The House Appropriations Committee met last week and adopted the recommended level of $20 million for fiscal '79 IPA funding. This level was also requested in the President's fiscal '79 budget. House floor action is scheduled for June 7. The Senate will not act until the House completes action. Counties should contact their congressional delegations, members of the Senate Appropriations subcommittee on Treasury, postal service and general government, chaired by Sen. Lawton Chiles (D-Fla.), during the recess urging them to support an increase of $10 million. NACo supports $30 million for fiscal '79 IPA appropriations.

• **Supreme Court Rules on OSHA Inspections.** The Supreme Court ruled last week that the Department of Labor OSHA field inspectors could not drop in to investigate a work place unless they had a court order. This ruling applies mostly to the private sector.

• **National Labor Relations Act of 1978, S. 1883.** The Senate continues to debate on the Labor Reform Act. Opponents propose a filibuster to delay action on this bill for a couple of weeks. The bill (H.R. 8410) passed the House last year. Senate passage is uncertain this year and opposition is growing among the private and public sector.

STATUS REPORT:

Administration's Urban Policy Initiatives

Initiatives Sent to Capitol Hill	Implementing Agency	Status
• $1 billion Supplemental Fiscal Assistance Program (2 years)	Treasury	Hearings in House May 4, 5, 9; Senate May 3.
• $200 million Intermodal Transportation Program	DOT	Approved by Senate, House committees.
• $150 million increase in Section 312 Rehabilitation Loan Program	HUD	Approved by House committee May 4; approved by Senate committee May 5.
• $50 million increase for Community Health Center Program	HEW	Needs appropriation.
• $40 million Urban Volunteer Corps Program	ACTION	Approved by House, Senate committees week of May 5.
• $25 million Air Quality Planning Grants	Environmental Protection Agency	Needs appropriation.
• $150 million Urban Parks and Recreation Program	Interior	
• $150 million increase in Title XX Social Service Program	HEW	
• $20 million "Livable Cities" Arts Program	HUD with National Endowment for Arts	
• $15 million Neighborhood Self-Help Program	HUD	

Initiatives Undergoing OMB Clearance (to be sent to Hill by May 30)

• $3 billion Labor Intensive Public Works Program (3 years)	Economic Development Administration	
• National Development Bank (Includes $275 million for Urban Development Action Grants and $275 million for EDA's Title IX)	Interagency (HUD, Commerce, Treasury)	
• $10 million Community Crime Control Program	LEAA/ACTION	Needs appropriation.
• Differential Investment Tax Credit for Business	Treasury	
• $1.5 billion Employment Tax Credit for Business	Treasury	
• $200 million State Incentive Grant Program (2 years)	HUD	

Initiatives Not Requiring Congressional Action (done through Executive Order)

• Location of Federal Facilities in Central Cities	GSA	Order being drafted.
• Targeting of Federal Procurement in Labor Surplus Areas	GSA	Order being drafted.
• Community Impact Analysis for New Legislation	OMB	Order being drafted.