

## This Week

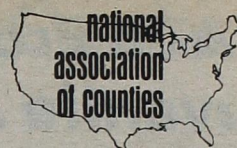
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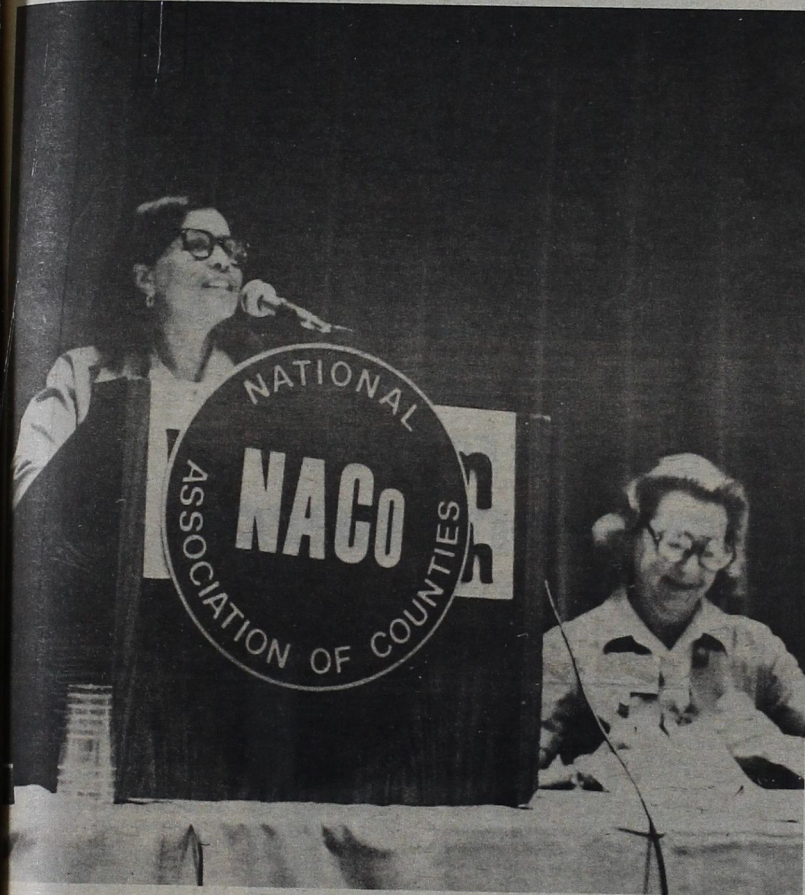
# County News

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

May 2, 1977



Washington, D.C.



## Conference Addresses Needs of Elderly

James F. Hughes, Jackson County (Mo.) legislator, extends a welcome to Doris Dealaman, chosen freeholder, Somerset County, N.J., and 200 other county officials who attended the National Conference on County Resource Development for Aging Citizens in Kansas City, Mo. last week. See story, page 8.

## PARTIAL VICTORY

# LEAA Funds Restored

WASHINGTON, D.C.—Scoring a significant victory, Elizabeth Holtzman (D-N.Y.) led a fight on the House floor to restore \$200 million to the fiscal '78 budget targets for the Law Enforcement Assistance Administration (LEAA) that had been cut by the House Budget Committee two weeks ago. The victory can only be termed tentative at press time because the House went on to defeat the whole budget resolution, of which LEAA was but a part, by a vote of 84 to 320.

Action on the budget resolution came after major amendments were made to the defense budget. Chances for passing the \$200 million when the Budget Committee considers its resolution are good and will certainly be enhanced by the comfortable 45 vote margin by which LEAA funds were restored on the House floor during the crucial vote.

NACo and its member counties were heavily involved in garnering support for the restoration of the cuts. Counties should continue to contact their congressional representatives to express their views on the effect any cuts in LEAA budget would have on local criminal justice programs, because the whole budget resolution will now be considered.

THE BUDGET resolution, while not actually setting spending levels for programs, does set priorities and amended budget ceilings. Appropriations committees which do set spending levels, are required to set appropriations within the levels established by the

budget resolution. The effect of the House action is that the budget now returns to the Budget Committee where LEAA may once again be susceptible to budget cut efforts.

Leading a coalition of both Democrats and Republicans, Rep. Holtzman secured the 224 to 179 victory in restoring LEAA funds—after successfully arguing that Congress ought to base its funding decisions upon the potential for the recently reauthorized LEAA program to help state and local governments strengthen their criminal justice systems. Acknowledging some past problems with the embattled program, Holtzman urged Congress not to abandon the only federal program directly related to crime control. Rep. Peter Rodino (D-N.J.), chairman of the Judiciary Committee, joined Holtzman in her efforts to restore the \$200 million cut.

Even with the \$200 million reinstatement, LEAA will still have sustained a \$50 million cut in budget authority, compared with the amount actually appropriated in fiscal '77. The President's request for the \$50 million cut will come primarily from block grants to state and local governments. The Senate Budget Committee supported the Administration's request.

Should the \$50 million cut prevail, as seems likely, LEAA will have a budget ceiling of approximately \$704 million for fiscal '78, which will represent the third straight year in which the LEAA program has sustained budget cuts. Actual appropriations for fiscal '78 will be set sometime next week by both Houses of Congress.

# Vote Set on Public Works

WASHINGTON, D.C.—House-Senate conferees have agreed to separate the public works and water pollution bills, setting the stage for prompt enactment of the public works bill. Congress is expected to move quickly on the \$4 billion local public works act and forward it to President Carter for his signature this week.

Applicants can expect to be notified of the awarding of grants by mid-June, and work must commence within 90 days of notification.

The public works program is a key component in the Administration's Economic Stimulus Package. The House bill, sponsored by Rep. Robert Roe (D-N.J.) was passed on Feb. 24, and the Senate version, sponsored by Sen. Jennings Randolph (D-W.Va.) was passed March 10.

Conferees quickly resolved differences in the public works portion of the bill but failed to reach an acceptable compromise on the Water Pollution Control Act Amendments.

Rep. Roe has said that the \$4 billion measure, which provides 100 per cent grants, will stimulate up to 300,000 jobs directly and up to another 300,000 jobs in support industries.

CONFEREES agreed that counties could use county-wide unemployment data, including those numbers of unemployed residing in incorporated as well as unincorporated areas. This became a key county issue, as the initial proposals of the Economic Development Administration (EDA) prohibited applicant counties from counting those unemployed persons residing in cities of over 50,000.

EDA is now preparing a new process of awarding grants, which does not include the restriction on counties using county-wide data.

The new proposals will be released after final enactment of the bill, and House and Senate Public Works Committees will immediately conduct oversight hearings on the proposed regulations before any grants are awarded.

The bill provides for EDA to make awards to applicants already on file. New applications, though, will be accepted from jurisdictions where it is necessary to attain statewide allocation of grants and local benchmarks.

There are presently about 23,000 applications on file at EDA. This figure is still expected to exceed 20,000 after the new unemployment data and restrictions on gerrymandering are factored in. EDA expects to make about 2,000 awards.

TO BE eligible, average unemployment in a community during the past 12 months must be 6.5 per cent or more. The Secretary of Commerce may waive this in states where

unemployment is below the national average.

The agency will forward forms to each applicant to reaffirm the statement of assurances, update cost estimates, and set priorities—if the jurisdiction has more than one application on file.

The conferees also retained a Senate amendment directing the President not to curtail construction and spending in fiscal '77 on a number of water resources projects, which the Administration had proposed to cut.

## Water Action Delayed

WASHINGTON, D.C.—Unable to agree on a few remaining amendments to the Federal Water Pollution Control Act, conferees moved to temporarily drop the water amendments to avoid further delay on clearing the public works jobs bill.

Counties participating in the wastewater construction grant program may face some serious problems until Congress resolves the amendments. Conferees are not expected to return to the water issue before the July 1 deadline for municipalities to meet national secondary treatment standards. Moreover, many states, have exhausted their funds and no bill means a loss of the \$4.5 billion authorization that the Environmental Protection Agency (EPA), Congress and states determined was necessary to continue the program throughout the year. There is now only \$1 billion for this program, as appropriated by the supplemental Appropriation Committee, and funding levels for fiscal '78 are uncertain.

THE SENATE will hold hearings on the water bill in late May which will likely delay another conference until at least late summer.

See WATER, page 11



# NACo Proposes Juvenile Justice Subsidy Program

WASHINGTON, D.C.—Donald Payne, director of the Essex County, N.J. Board of Chosen Freeholders and chairman of NACo's policy Steering Committee on Juvenile Justice, has called for a new title to the Juvenile Justice and Delinquency Prevention Act that would establish a program of state subsidies for county and municipal governments.

Testifying before the Senate Judiciary subcommittee on juvenile justice, the New Jersey county legislator urged that the act, originally passed in 1974 and up for reauthorization this year, be extended for an additional five years with increased funding. NACo has also suggested a number of amendments designed to improve administration of the act.

The act is currently administered by the Law Enforcement Assistance Administration (LEAA) and its funds are part of LEAA's budget.

THE NEW state subsidy program, proposed by Payne, is the product of a long-term study by NACo to determine ways to encourage the deinstitutionalization of juvenile offenders nationwide. The subsidy program would provide for a 10 per cent state match for federal funds—designed to encourage subsidies to local governments—that would be used to:

- Reduce the number of juvenile commitments to any form of juvenile facility;
- Increase the use of non-secure community based facilities;
- Reduce the use of incarceration and detention of juveniles; and
- Encourage the development of an organizational and planning capacity in counties to coordinate youth development and delinquency prevention services.

See SUBSIDY, page 8



**GREETING CHAIRMAN**—Donald Payne, director, Board of Chosen Freeholders from Essex County, N.J., chairman of NACo's policy steering subcommittee on juvenile justice, is being greeted by Sen. John Culver (D-Iowa) chairman of the Senate Judiciary subcommittee on juvenile delinquency. Payne later presented testimony supporting a five-year reauthorization of the Juvenile Justice and Delinquency Prevention Act of 1976.

## WHITE HOUSE FACTSHEET

# More on Energy Plan

WASHINGTON, D.C.—The White House has detailed some provisions of the President's national energy program in a factsheet released April 20. The program follows the 10 energy principles that were outlined in the President's message to Congress and were reported in the April 25 *County News*. The additional information can be broken down into several areas of interest to county governments:

### Conservation

- Increased gasoline tax. Although the increased gasoline tax will not be paid directly by county governments, the three-tier increase in well-head taxes on production will probably result in about a 7 cents per gallon increase in gasoline costs by 1980.
- The expected loss of revenues for road maintenance and repair, which result from reduced gasoline consumption, would be offset by an Administration program to use other funds (such as the Highway Trust Fund) for this purpose.

Although not mentioned in the President's congressional message, the program would withhold Highway Trust Fund revenues from those states where the state and municipalities are not vigorously enforcing the 55-m.p.h. speed limit.

Existing weatherization programs will be increased from \$110 million in fiscal '77 to \$130 million in fiscal '78 and \$200 million in fiscal '79 and '80. The program would also provide that additional labor for weatherization programs could be provided by Comprehensive Employment and Training Act (CETA) recipients.

A \$300 million federal grants program would assist schools and hospitals to install conservation measures.

Mandated thermal efficiency standards for new buildings would be accelerated by one year (from fiscal '81 to fiscal '80) and funds would be given to help states implement these standards.

Promotional rate structures, including declining block rates, would be phased out and utilities would be required to offer time-of-day and peak pricing rates.

Utilities would be required to of-

fer home insulation service and financing.

### Coal Utilization and Environmental Policies

- Industrial users of natural gas for boiler fuel would be taxed for such use, beginning in 1979. Utilities still using natural gas would be taxed, beginning in 1983, and for petroleum users, beginning in 1979. However, tax credits would be given to industries and utilities that convert to other fuels before the deadline.
- All utilities would be prohibited from burning natural gas by 1990.
- The program would require installation of the best available control technology at all coal-burning plants.
- The President requests that Congress not write a definitive non-attainment formula, until after an analysis of current policies on offsetting air pollution trade-offs is completed.

### Alternative Sources

Nuclear—The light water fission reactor would be promoted. Siting criteria for populated areas would be developed.

Solar—Tax credits would be given for the installation of solar equipment, and a support program to develop standards for solar equipment would be established. The President also urged states to enact programs to educate consumers on solar energy.

### Energy Resources

The Department of Energy would take over the audit and verification functions that are now being done by the American Petroleum Institute and the American Gas Association. It would also require these associations to open their reserve estimation process to federal officials.

The Office of Management and Budget (OMB) and the President's assistant for energy would be required to assess existing impact-assistance programs to ensure that no gaps exist in coverage, and to prepare legislation to remedy any problems that are identified.

THE FACTSHEET did not provide enough details to determine the direction of several programs that are of specific interest to counties. Primary concerns that will need to be addressed in the legislation are:

The relationship and roles of various levels of government in formulating and implementing proposed programs.

The Administration's position on the role of mass transit to promote conservation and the administration's commitment to alternative transportation for the general public.

The problems created by time lag between increased costs for the general public and return of these tax-credited increases through tax credits. (This time may require direct aid to low income residents in the interim.)

The relationships, in timing and financing, of coal conversion activities and the development of coal gasification and liquefaction processes. Also, the effect of conversion on areas highly dependent on natural gas for utilities not addressed in the factsheet.

Continuation of price controls on petroleum products remains certain.

The legislative packet and detailed plan that will be released by the White House next week are expected to address these issues. NACo's Energy Committee will be analyzing the detailed plan when it becomes available, and will report their recommendations to the Energy and Environment Subcommittee in late May.

### COUNTY NEWS

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# Energy

You can conserve energy and save money. Just follow the lead of counties that have cut back on energy use of vehicles, in buildings, and through employee management.

For example: Dade County, Fla. is using less gasoline today than it did in 1972, even though its fleet has steadily increased. In a two year period, the saving was nearly \$1.5 million.

Suffolk County, N.Y. saved \$57,025 per year through new air-conditioning, shut-down controls, reduced hours of operation and lowered lighting levels.

Fairfax County, Va. readjusted holiday schedules for school and government employees placing holidays on either Mondays or Fridays and by combining two holidays into a four-day weekend. Fuel savings totalled more than \$1 million.

A whole book full of suggestions and proven techniques for energy savings in local government operations is available from the National Association of Counties Research Foundation Energy Project. Entitled "A Guide to Reducing . . . Energy Use; Budget Costs," it is color-coded for easy reading and specifically written for local government officials.

This book will make life a little easier for counties that have or are beginning energy conservation programs. And that means every county as President Carter's energy policy takes effect—along with state energy conservation plans that are being funded by the Federal Energy Administration.

To order the book, send the coupon below to the National Association of Counties, 1735 New York Ave., N.W., Washington, D.C. 20006. Attention: Publications Orders.

Please send a copy of "A Guide to Reducing . . . Energy Use; Budget Costs" to:

(First Name) (Middle Initial) (Last Name)  
(Title) (County)  
(Street) (City) (State) (zip)



# Carter Seeks Health Cost Curbs

WASHINGTON, D.C.—President Carter asked Congress last week to pass legislation that would hold down skyrocketing costs of hospital care.

NACo President Dan Lynch, Douglas County, Neb. commissioner, said the cost containment proposal "is a necessary and overdue first step." Noting that Douglas County Hospital had submitted a budget request for a 30 per cent increase over last year, Lynch committed

the support of counties to an "equitable program for restraining costs."

In Milwaukee, Supervisor Terrace Pitts, chairman of NACo's Health and Education Policy Steering Committee, said: "The Carter administration has shown courage by tackling two tough issues—energy and health—at the same time. As providers of preventive services—in the long run, the most effective and economical health services which exist—as well as the acute

care providers of last resort to the poor and the underprivileged, counties are aware of the need for effective containment of medical and hospital costs."

**BRIEFLY**, the bill (H.R. 6575) seeks to reduce hospital cost increases from 15 per cent to 9 per cent a year. This would be done by limiting the amount of revenue that comes into hospitals through insurance companies and public programs

(Medicare and Medicaid).

NACo has worked closely with the White House and the Department of Health, Education and Welfare (HEW) in developing the cost containment proposal through a small task force of public general hospital administrators; the NACo Medicaid Task Force; and Supervisor Pitts and his committee.

Several NACo provisions were incorporated into the bill:

- The inclusion of all public general hospitals in the 9 per cent

cap on yearly hospital costs. If public (county and city) hospitals had not been included, this would have created an open invitation for private hospitals to "dump" their unprofitable and "unprofitable" patients on county facilities.

- The concept that private hospitals be required to maintain their present patient mix; their present bad debt ratio; and their present gross to net revenue ratio. (This is the anti-dumping provision NACo supports.)

H.R. 6575 contains an "anti-dumping" provision (called maintenance of effort) but NACo has said it is not strong enough. The bill places the burden of proof on the public general hospitals, concerning the amount of dumping of non-insured patients on the public sector.

NACo WILL testify before the House Ways and Means health subcommittee and the House Commerce health subcommittee to argue for a stronger, more enforceable "anti-dumping" provision.

Two other NACo-supported provisions were not incorporated into the Administration's cost containment bill. The first one provided incentives to rely on outpatient versus hospitalization services.

The second provision contained language authorizing federal funds to assist public general hospitals in paying for care given to "uninsured" patients. These are the uninsured and under-insured (disabled but working persons, working poor, non-resident aliens, prisoners, migrants, transients, alcoholics, drug abusers, etc.).

NACo will attempt to have these provisions incorporated into the bill. For copies of the bill, contact Mike Gemmell at NACo.

## Antirecession Bill

### Drastic Change in Distribution Sought

WASHINGTON, D.C.—After two days of heated debate, the House subcommittee on intergovernmental relations of the Government Operations Committee has radically changed the distribution formula of the present countercyclical/antirecession program to begin with July 1, 1977 payments.

Instead of distributing the money on a formula using unemployment and revenue sharing, the money will be distributed to states, counties, and cities strictly on the basis of tax effort.

The committee extended the program for half of fiscal '78 with increased funding, as requested by President Carter. The present

national triggers using unemployment data that were in the President's program remain the same for the next three quarters.

At the end of this period, the national triggers will not be based on unemployment, but rather on a decline in the gross national product and wages and salaries.

County governments in 45 states will receive less antirecession help as the result of the change in the formula.

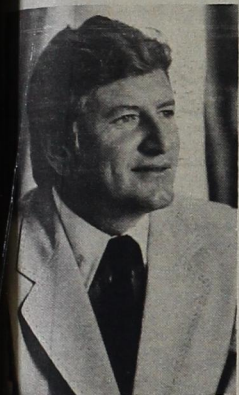
The total amounts of antirecession funds counties have received is \$259 million. The future county share is likely to decrease almost 10 per cent under the change. Many large urban

states and cities also will lose.

Details of the new five year countercyclical program will be provided in next week's *County News*. Full House committee action is likely to occur this week.

In the Senate, a floor amendment to the tax bill is expected which will add the President's antirecession program—asking for five-year extension with increased funding and using the existing, not the changed, formula.

County officials are urged to contact members of the full Government Operations Committee to support the present program asked for by the Carter administration.



**JOHN W. Jenrette Jr. (D-S.C.)** has been the chief spokesman for the Carter administration's proposal to extend antirecession aid through fiscal '78. Rep. John W. Wylder (R-N.Y.) has been the chief minority spokesman.

## Panel Urges Caution on Voter Measure



**SAME-DAY VOTER PLAN**—A NACo panel is seen testifying before the House Administration Committee on the proposed Universal Voter Registration Act. From left are James Chiavarelli, election commissioner, Monroe County, N.Y.; Margaret Tartaglione, city commissioner, Philadelphia, Pa.;

panel moderator, Bill Bertera, NACo legislative representative; Leonard Panish, registrar-recorder, Los Angeles County, Calif.; Bernard Apol, director of elections, State of Michigan; and Marie Garber, elections administrator, Montgomery County, Md.

measure provides financial assistance of 20 cents per voter to help defray increased costs of having to establish a same-day registration system. The proposal also offers financial incentives to state and local governments to make possible same-day voter registration in state and local elections and to encourage voter outreach programs—designed to increase voter registration.

**NEITHER** NACo nor NACRC have established formal policy positions on the legislation, but NACRC has polled its members and has met with congressional leaders to discuss concerns of county officials. The next policy meeting of NACRC will not occur until July.

High on the county list of needed amendments are provisions that would guarantee that fiscal assistance, provided under the measure, would be passed through to the level

of government that actually would incur the costs of implementing the proposed system. In 40 states, that would be county governments. County officials also supported and urged that the act be made optional—at least until 1980—to ensure that counties have sufficient time to plan for implementation and to ensure that state legislatures have time to change state laws that would be in conflict with the act.

It was also suggested that, since most of implementation costs would occur prior to the first election held under the proposed act, fiscal assistance should be greater at the outset than was originally anticipated by the Administration. NACRC representatives urged that the total amount of fiscal assistance, provided by the act, be based upon the actual costs of implementation and that the federal government not limit its financial responsibility to the act to

some artificially set figure. Currently, funding of only \$50 million is being discussed, but this amount is generally considered too low to meet the expected needs.

**A MAJOR** concern of the county officials was that the act did not provide enough incentive to preventing day registration programs. A number of the witnesses said that same-day registration should be a "mop-up" operation and voters should be encouraged to use it only as a last resort. Election officials, concerned about the administrative problems in handling large numbers of registrants at the polling place, cited the difficulty of verifying identifications to ensure that registration mistakes were kept to a minimum.

NACRC has been highly effective in presenting expert opinions to congressional leaders; numerous

amendments are anticipated as a result. Most congressional observers believe the Administration does have the votes to enact a same-day registration system. Consequently, NACRC has endeavored to make sure that whatever bill is passed will not, at the least, damage present election systems. Key ingredients to successful implementation, the panel told Congress, are sufficient time to plan and sufficient fiscal resources.

A major criticism of the Administration's proposal is that it would, if not encourage fraud, at least make it more possible to occur. It appears likely that a number of changes will be made in the bill to tighten up anti-fraud provisions.

NACo/NACRC will testify before the Senate Rules Committee May 4 on the Senate proposal, which is identical to the House measure. Action by Congress is expected sometime in late May or early June.

WASHINGTON, D.C.—Representatives of NACo and the National Association of County Recorders and Clerks, testifying before the House Administration Committee, urged caution in enacting and then implementing the Universal Voter Registration Act of 1977, proposed by President Carter last month.

County officials invited to testify before the committee were Leonard Panish, registrar-recorder, Los Angeles County, Calif.; Marie Garber, elections administrator, Montgomery County, Md.; V. James Chiavarelli, elections commissioner, Monroe County, N.Y.; and Bill Bertera, NACo legislative representative.

The Administration's voting plan states that state and local governments make it possible for voters to register at the polls on election day for federal elections. The



## County Opinion

# Asking Hospitals to Tighten Belt

In 1976, the nation's health bill amounted to \$139.3 billion or \$638 per person. Almost 90 per cent of the total went for personal medical care.

Because federal state and local governments, plus private insurance plans, pay over 90 per cent of hospital bills, neither hospitals or physicians have incentives to hold down costs.

President Carter—through a plan called the "Hospital Cost Containment Act of 1977"—is proposing a temporary restraining force on future hospital increases.

Simply, the proposal limits the amount to 9 per cent that most hospitals can increase their revenues each year.

The economic law of supply and demand does not work in the health field. There is an ample supply of doctors and over 10 per cent of the hospital beds in this country are not needed. Yet with all the potential opportunities to undercut the competition, fees and rates continue to climb faster than the consumer price index.

We support President Carter in his attempt to bring hospital costs under control. After all, we in county government pay part of the Medicaid bill (10 per cent of the \$17 billion Medicaid program is financed with county money), not to mention the bills of unsponsored patients that fall between the Medicaid gaps (working poor, intact families, non-resident aliens, alcoholics, drug abusers, transients, etc.).

We are disappointed, however, that the Administration's proposal does not contain incentives for outpatient versus hospitalization or inpatient care. In many areas, patients who could be treated inexpensively as outpatients are admitted to expensive hospital rooms, so that the hospital can recover more of the costs.

Furthermore, the proposal should contain a provision that reimburses public general county hospitals and clinics for part, or all, of the costs incurred while serving the underinsured and/or unsponsored patients (those without Medicare, Medicaid, or private insurance).

Finally, we hope that Health, Education and Welfare will enforce the proposal's "anti-dumping" provision. This section of the plan seeks to prevent private hospitals from sending the unprofitable or unsponsored patients to public hospitals. We believe that private hospitals should maintain their present patient mix, plus their present bad debt ratio.

National health insurance is in a coma—induced by runaway inflation. National health insurance will never be seriously considered until something is done to solve the medical care cost dilemma. President Carter has suggested an equitable and fair approach. Is it too much to ask hospitals to tighten their belts and live under a cost cap?

Counties and their hospitals have always been subject to expenditure ceilings—they're called budgets.

## Letters to NACo

Editor:

This is in response to your article on page 2 and editorial on page 4 of the *County News* dated March 21, 1977.

I am the executive director of a Health Systems Agency in Alabama and I wish to give you a viewpoint that doesn't come through most of the time in positions developed by NACo. I heartily agree that county elected officials and city elected officials should be more influential in the development of health plans and the implementation of these plans. In our case, we are constantly trying to find ways to increase the participation of elected officials on our governing body. This participation by county officials in our area is less than presently solicited by our agency.

We do have one point of disagreement. We feel that you cannot legislate interest on the part of elected officials in health matters. This will come from a genuine interest in the welfare of the citizens in the county. Increased interest on the part of elected officials will automatically increase the role and influence elected officials have in the field of health care.

I was impressed that your article encouraged elected officials to get involved. To this point, we agree. However, I believe your articles should go further and encourage elected officials to accept membership on HSA's governing bodies when offered and to attend the HSA meetings when elected to membership. We know elected officials are busy, but we cannot agree that the national organization should fight for a change in P.L. 93-641 to increase the role of the elected officials, when it is difficult to get elected officials to accept roles now available to them.

Our agency is aware that conditions around the county varies, however, we are aware that our case is by no means isolated. In fact, from what I can gather of the situation as I have explained, ours is probably in the majority. So we feel that you should do a whole lot more to encourage elected officials to get involved.

I respect your position, but I'd be interested in your reactions to mine.

—John A. Brown  
Executive Director

# Cleveland's Planner

## Thorn to Establishment or Wave of Future

CLEVELAND—Hair shirt to the establishment, professed advocate for the downtrodden and a pioneer of "cutback planning" for old and declining cities, Cleveland's planning director appears to be one of a kind among city planners in the nation. But the approaches he is taking may be the wave of the future.

His name is Norman Krumholz—some of his staff members call him "Stormin' Norman"—and he has stood most of the traditional concepts of American city planning on their head.

Krumholz believes that planners, instead of charading as aloof technicians and relying on abstract mathematical models to design some "best future" for the "city beautiful," should plunge into the political battle as advocates for the kind of poor and near-poor people who make up the vast bulk of aging cities like Cleveland.

Every piece of planning that truly affects the future, Krumholz says, benefits some people and may harm others. Massive urban freeways and big downtown office complexes, he suggests, may line the pockets of developers and the construction unions, but what is their effect on poor people, on city neighborhoods?

THE KEY questions, Krumholz and his planners say, are, "Who pays, who benefits?"

Thus when new highways, new office complexes, new rapid transit plans or sales of city properties are proposed, Krumholz does not—as one of his staffers puts it—"wait to be consulted. He barges in, uninvited, wherever he finds the door ajar."

It's a perilous approach, creating many powerful enemies. But though his initial appointment came from Carl Stokes, a black mayor, Krumholz has survived under Ralph Perk, Stokes' Republican-ethnic successor. One reason, he suggests: op-

*Krumholz believes that planners, instead of charading as aloof technicians and relying on abstract mathematical models to design some "best future" for the "city beautiful," should plunge into the political battle as advocates for the kind of poor and near-poor people who make up the vast bulk of aging cities like Cleveland.*

ponents on one issue often turn out to be allies on the next.

While Krumholz's goal is to do battle for the city's poor, he uses every sophisticated technique to analyze new projects. The objective is "not rhetoric but information, analysis and policy recommendations" based on "solid data and cogent arguments."

For any proposed project, Krumholz raises basic questions: Will it provide more jobs at livable wages for Cleveland residents? Will it stem the tide of neighborhood deterioration? Will it return more, rather than less, tax money to the city so that public services can be maintained and expanded?

THE CITY, Krumholz says, must be hard-headed and business-like in its investment decisions. In any project, he says, there should be some quid pro quo for the city—"Not in ribbon cutting, but in terms of the fiscal vitality of the city."

When a new West Side highway was proposed, the city's cost share seemed a bargain—just \$10 million. But Krumholz showed it would displace 1,000 housing units and cost Cleveland \$400,000 in lost taxes annually. Stokes blocked the project.

Krumholz blew the whistle when developers asked the city to pay for bridge and road improvements—estimated to cost \$15 million—to serve a proposed \$350 million "Tower City" of downtown office buildings and apartments. "We thought it was pie in the sky," Krumholz said; there was no guarantee that the developers could raise the needed capital, existing buildings might "go bust" with loss of tenants, and analysis showed property tax receipts might increase little or actually decline.

Krumholz believes his offer of "greatest success" was in fact much better deal for the city, especially the "transit-dependent" third of its people who don't own cars—in negotiations for transit the ailing Cleveland Transit System to a regional authority. The planners demanded—and reduced fares, expanded bus service, and agreement to spend \$1 million a year for a "dial-a-ride" pre-notification pick-up and drop-off service for elderly and infirm transit-dependent passengers.

Krumholz also forced a moratorium on proposed rapid transit extensions, a position that brought him into conflict with environmentalists, transit officials and business leaders who view rail expansion as a way to bolster development and inflate the value of downtown real estate. He was supported by Mayor Perk and the U.S. Department of Transportation.

HIS LATEST challenge to business interests is an idea for a special downtown property tax on top of existing real estate taxes to finance massive center city improvements that increase pay for major landowners there.

In some high-poverty, high-inner-city neighborhoods, Krumholz warns, abandonment of whole blocks is under way. He got state law changed to permit the city to take quick action on abandoned properties, banking them for future redevelopment.

In less endangered fringe neighborhoods, Krumholz urges steps to stop disinvestment, in cooperation between the city banks to provide long-term real estate rehabilitation loans. Cleveland problem, he says, is not housing, not a shortage of units that's lost a fourth of its population since 1950. So he favors dollars going into rehabilitation rather than subsidies to build construction of new housing.

All this places Krumholz in with the neighborhood movement now fast developing in Cleveland and other cities. By fighting for the on immediate issues, he promotes them with the research backing of their grass-roots organizations.

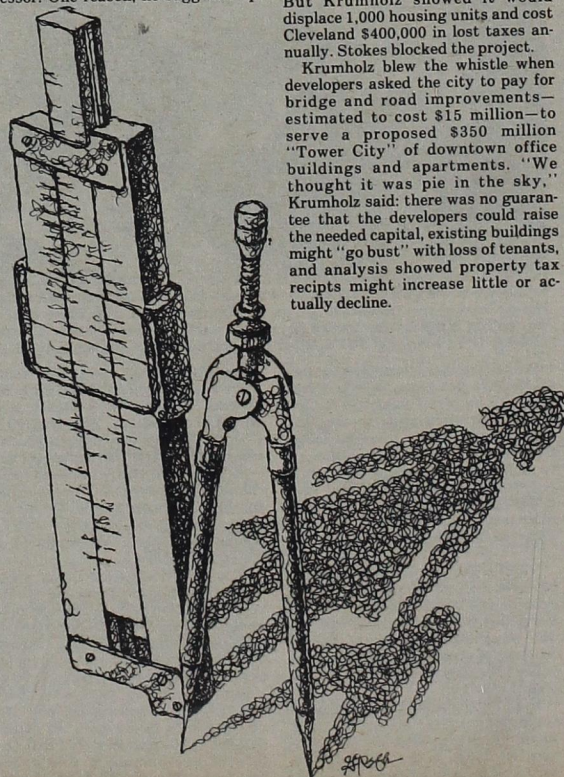
Krumholz is a pioneer, says University sociologist Herbert Goldhamer, in "cutback planning," charting for an era of population economic decline in aging cities like Cleveland and many others, especially in the Midwest and

KRUMHOLZ rightfully feels that the residue of poor left in cities should not be forced to inordinate costs in the era of deindustrialization or be ripped off by the business labor coalitions intent on freeways and downtown edifice. He believes that the benefits of suburban workers and natives alone. More of the cost, says, must fall on businesses, banks, and the federal government through income maintenance for the poor.

But the poor are ill-served. There are also creative plans to encourage investment, to create jobs in the older cities. Krumholz has ideas along those lines—many.

The ultimate test will be to plans that stop the rip-offs, encourage investors and new opportunities. "Stormin' Norman" may not have arrived there yet, but he has made a beginning.

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# Funds Sought for Constitutional Test of UI

WASHINGTON, D.C.—The National Institute of Municipal Law Officers (NIMLO) will be contacting individual cities, counties and states to solicit a total of at least \$300,000 to finance a constitutional test of the Unemployment Insurance Amendments of 1976 (Public Law 94-566). The law requires that states—as a

condition of continuing participation in the federal-state Unemployment Insurance Program—must extend unemployment coverage to state and local government employees.

(NACo strongly opposed the law when it was before Congress.)

NACo officers and directors have been studying the question of a legal

challenge to the law and have instructed staff members to prepare additional information for review at the annual conference in Detroit in July. The board, at its March 22 meeting, authorized the NACo Executive Committee to take any interim action it deemed advisable. The executive committee has decided to

make its mailing list available to NIMLO and recommends that counties carefully review the NIMLO proposal and, in particular, discuss its legal aspects with county counsel.

In a memorandum to all NACo members, the executive committee has pointed out that counties probably won't realize financial savings—even if the constitutional test of Public Law 94-566 succeeds—unless counties are able to influence their state legislatures to include automatic repeal language in state conformity legislation.

NACo staff members have been instructed to continue to work with state associations of counties in drafting state legislation to ensure maximum protection for county taxpayers.

Eight states already require

unemployment coverage for local government employees. Federal law also requires unemployment coverage for employees of state hospitals and institutions of higher learning. All local government employees, except those in jobs covered under state law, are now covered by unemployment insurance. This was the result of special unemployment assistance, which is financed by the federal general fund and has been in effect since January 1975.

NACo has sent to each member county a copy of its own legal opinion prepared by NACo's labor-management counsel, Mulcahy and Wheery, along with other material that counties may find helpful in understanding the unemployment insurance act. Copies of this material and additional information is available from NACo's Carol Cox.

## To Achieve Is to Grow

What does NACo achieve for counties? Here are some recent *County News* headlines—they tell the story.

Officials Rally for Payments-in-Lieu • EDA Proposals Protested • Grant Eligibility Extended to Counties • Federal Aid Briefing Set • Counties Get More Grants • Labor Relations Conference Set • Public Works Funded • Senate Panel Ups Antirecession Aid • Hearings on Energy Begin • Counties Study Modernizing • NACo Urges CETA Re-enactment...

You get the idea. Come grow with NACo. Clip and send the application for membership.



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\_\_\_\_ Bill us, payment will follow.

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1970 c. population \*(\$200 minimum)

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Mail Application to: National Association of Counties  
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1735 New York Ave., N.W.  
Washington, D.C. 20006

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## NACo Pushes for Youth Employment

WASHINGTON, D.C.—Suffolk County, N.Y. Executive John V.N. Klein told House and Senate subcommittees April 21 that NACo supports a special title of CETA for youth jobs and training, but he took issue with certain provisions of the Administration's bill.

Klein, chairperson of NACo's employment steering committee, praised the Administration for utilizing the established delivery system of the Comprehensive Employment and Training Act (CETA) and for its consultation with local officials during the development of the bill.

Introduced April 6 as H.R. 6138 in the House and S. 1242 in the Senate, the Administration's proposal would create a new Title VIII of CETA.

PART A would provide for a Young Adult Conservation Corps to employ youngsters for up to a year on federal, state and local public lands and waters.

Part B would provide funds to CETA prime sponsors to create youth community improvement projects through a competitive application process.

Part C would set up a year-round youth program. Half the funds would be distributed to CETA prime sponsors by a formula allocation; the other half would be distributed by competitive application.

While supporting the general principles of the bill, Klein told the House subcommittee on employment op-

portunities and the Senate subcommittee on employment, poverty and migratory labor that a number of specific changes would simplify and improve the program.

ELIGIBILITY criteria for all parts of the legislation should be uniform, he said. NACo suggested unemployed youth whose gross family income does not exceed the Bureau of Labor Standards (BLS) lower living standard (about \$9,000).

Young Adult Conservation Corps funds should be distributed so as to ensure equity in meeting conservation needs of state and local as well as federal lands, he said. Moreover, Congress should specify the amount to be devoted to residential versus non-residential programs under this part.

Klein attacked the project selection process of Part B by reminding the committees of the recent public works application fiasco. Instead, NACo recommended a direct formula allocation based on need.

FOR PART C comprehensive youth programs, Klein favored an allocation method which would distribute 80 per cent of the funds by formula, with 20 per cent distributed at the Secretary of Labor's discretion. The Administration bill calls for a 50-50 split.

The full committees of both houses are expected to report out a revised version of the bill by May 15.

## Youth Jobs Update

WASHINGTON, D.C.—Members of the House subcommittee on employment opportunities have developed an outline for alternatives to youth legislation proposed by the Administration.

This substitute measure is reported to have broad support among ranking members of the full Education and Labor Committee.

Whether or not, it will be introduced depends on Administration reaction and future prospects of H.R. 50, the full employment bill.

A summary of the potential substitute follows:

A two-part bill for fiscal '78 only. Part A being the Young Adult Conservation Corps (YACC), which targets 30 per cent of funds for states to finance state and local projects. Current discussion would limit eligibility to youth in families with 150 per cent of the Bureau of Labor Standards' lower living budget. This would amend the existing YCC act and be outside of CETA (Comprehensive Employment Training Act).

PART B would be split into three parts:

- Fifty per cent distributed to prime sponsors, with a 75 per cent/

25 per cent allocation formula based on relative unemployed and low-income respectively.

- Twenty-five per cent reserved for discretion of the Secretary of Labor for experimental projects.

- Twenty-five per cent reserved for the Sarasin approach (H.R. 6044) which provides 100 per cent subsidy for a guaranteed job for economically disadvantaged youth who are in-school or in a General Equivalency Degree (GED) program and are successfully progressing toward a high-school degree. This would be funded through an entitlement process, similar to general revenue sharing. Since a 25 per cent funding limit is placed on the entitlement, only selected projects would be funded on an experimental basis.

Out of the state share of the formula allocation, 10 per cent would be reserved by the state for state-wide experimental programs.

Youth eligibility for the formula allocation and the Secretary's discretionary 25 per cent will be as follows:

- Ninety per cent of the youth must be in families at 70 per cent of the BLS lower living standard budget.

- Ten per cent of the youth can come from all economic backgrounds.



# Rural Transit

## CAA-Helped Bus Route Links Poor with Town

TUSKEGEE, Ala.—There is a certain sympathy between commuters across the nation who ride buses. Whether in Seattle or New York, one can hear a bus rider complaining about fares, delays or the "herded cattle" syndrome.

But the plight of the daily commuter pales when compared to the limited transportation available to poor people in rural areas. Many rural poor don't own cars and because they often live in widely scattered areas, they don't have access to any kind of public transportation.

This isolation, brought on in large part by a lack of transportation, causes undue hardship on the rural poor who, perhaps more than most rural dwellers, need some way of getting into the nearest town to pick up welfare checks, visit doctors, and tend to business.

A LOOK at Macon County, Ala. illustrates the central problem.

This east-central county, 40 miles from Montgomery, covers more than 600 square miles. By census standards, Macon is a rural county, with a population of about 25,000 people. About one-half of the county's residents live in the county seat, Tuskegee. One-third of the county population qualifies for public assistance and most poor people live in rural areas outside Tuskegee. Over half of the rural residents have annual incomes below the poverty line.

In March 1974, Macon County began a limited transportation program. The county purchased one bus, then handed the bus' operation over to the Macon County Community Action Agency, known simply as Community Action. The anti-poverty agency devised a route that would provide bus service to each of the county's five communities one day a week.

However, one bus quickly proved inadequate. In early 1975, the social service agency conducted a transportation survey and the results, according to Community Action staff, "revealed problems that far exceeded expectations."

OF 313 rural residents who participated in the survey, slightly less than half said they owned a car or truck. This contrasted sharply with the 307 residents who said they needed some form of public transportation. When asked why they needed to use public transportation, the rural poor gave the following reasons:

Grocery Store.....	272
Doctor.....	268
Pay Bills.....	246
Other Places.....	226
Food Stamp Office.....	184
Pensions and Security (Welfare).....	139
Social Security.....	125
To Work.....	94

The transportation survey confirmed the fact that Macon County's rural residents wanted some form of public transportation. Until Community Action began operating the single bus, rural residents relied on neighbors to take them into town. In many cases, according to several rural dwellers, these "neighbors" would charge upwards of five dollars for a ride into Tuskegee, rush them when they got there, then charge them again for a ride back home.

Additionally, vocational rehabilitation training services, available in a neighboring county, were inaccessible to many rural dwellers because of a lack of transportation. State owned and operated bus service for the handicapped only passed through the northern tip of Macon County. This left handicapped people living in other sections of the county without transportation to the vocational training center.

AS A RESULT of the transportation survey, Community Action, in cooperation with the Macon County Commission, applied in June 1975 for Department of Transportation funds to conduct a rural transportation demonstration program, which would be targeted to the rural poor.

Community Action proposed two types of service.

- The first would provide two round-trips per week to Tuskegee from the five major rural communities in the county. Transportation would be available for all families eligible for public assistance, but it would primarily focus on transporting the elderly and the handicapped to the more essential social agencies.

- The second transportation service would establish a special bus route to link up with the state vocational rehabilitation bus that passes through north Macon County. This bus would transport the handicapped five days a week.

Last April, the Department of Transportation awarded Community Action \$170,000 to run a two-year demonstration program. Macon County added \$10,000 to the two-year grant, and bus riders were charged one dollar for a round-trip ride into Tuskegee and back.

Since January, Community Action has been running three buses: two new buses were purchased in addition to the county's previous bus—one is a 20-passenger Dodge van and the other a 10-passenger van equipped with a hydraulic lift for handicapped riders.

There are three full-time drivers and one part-time driver to handle the three buses. The buses leave Tuskegee around 7:45 a.m. and return about three hours later. The bus routes are fixed, either passing predetermined stops or picking up passengers at their homes. New riders are found by Community Action's outreach workers, and information about the buses is passed throughout the community through word-of-mouth.

WHEN the buses arrive in Tuskegee, passengers are dropped off at a central rest stop, just off the town square. The rest stop is equipped with sanitary facilities and comfortable chairs where passengers can wait for departure in late afternoon.

On a recent visit to Macon County, this reporter had the chance to join the rural bus riders as they left Tuskegee in the afternoon. Ten women and one child made the trip that day, and most of the women were elderly.

Although the bus covered only one area of the county, its route took us over back, unpaved roads to the riders' homes. All the riders received door-to-door service except one—her

home was inaccessible because recent heavy rains which prevented the bus from traveling on the muddy dirt road leading to her home.

AMID neighborly banter, stopped at each rider's home. Several women had bags of groceries, which the bus driver carried to their front doors. The stop was reached by way of a muddy dirt road that eventually took us to an elderly woman's small two-room home, which lacked electricity and running water. The bus driver helped her with her bags, then at her request, fixed her small refrigerator so that it worked again (the refrigerator ran on butane gas, not electricity).

Several riders reported how much they enjoyed their twice-weekly trip into Tuskegee. They seemed to appreciate the helpfulness and courteousness of the driver, and he, in return, appeared to enjoy their company.

When the two-year demonstration program ends, the county intends to continue the project under its own auspices. At least one bus probably need to be replaced immediately (it now has 82,000 miles). The success of the program can be documented by all kinds of statistics, but the most telling figures are in the faces of its rural riders.

—Carol J. Jones  
National Association of County Research Foundation



END OF THE LINE—A rural resident of Macon, Ala. uses a CAA-sponsored bus service for weekly grocery shopping.

## Adams Tells Rural Interests: New Way of Funding Needed

WICHITA, Kan.—A better partnership between the federal government and rural America is needed in the development of rural transportation systems, Transportation Secretary Brock Adams said April 16.



Adams

Adams spoke at a conference on rural transportation in Wichita, conducted by the United States Senate Committee on Commerce, Science and Transportation, and chaired by Sen. James B. Pearson (R-Kan.).

The Secretary recommended a new approach to transportation funding in order to meet the varied transportation needs of the nation.

"Rural and other interests must be able to compete on equal footing for federal resources," Adams said. "I hope through the adoption of a combined transportation account to end the fragmented way transportation programs are presently funded."

"WE MUST no longer think of the transportation modes as independent and competitive, but as interdependent and complementary," he said. "We must put federal transportation dollars where they can best serve the needs of the people. We

must apply the budget process in such a way that resources can be shifted as our national requirements change. Our spending policies and priorities in an era of high energy costs and shortages cannot be the same as in a period of low prices and plentiful supplies."

Addressing the complaint that the procedures for obtaining federal grants for rural community transportation projects are too complex and costly, Adams said, "I think we can and must do something to assure that worthwhile projects are not foreclosed from federal funds simply because the requests are modest or the applicants inexperienced in regulatory and grant procedures. Revising the financing process, simplifying and hopefully speeding up the handling of small assistance grants will be matters of immediate concern to me."

ADAMS STRONGLY urged the more prudent use of the private automobile.

"I do not expect," he said, "that we will easily abandon the freedom of our cars or that we should give up the mobility the automobile has given us. But as we move from energy affluence to gasoline limitations, I do say this: if we don't use our cars wisely, we won't be able to use them at all."

The Secretary said the action he will take and the President's energy

policies will include incentives to require greater measures of conservation in the construction and use of cars.

THE RURAL resident who does not own or cannot use a car suffers greater immobility than his urban counterpart, Secretary Adams pointed out.

"The remedies thus far proposed or tried—vanpools, schoolbuses, other forms of rural transit—all have fundamental drawbacks."

He noted that legislation before Congress would permit non-urbanized areas to use up to \$500 million, reserved under the Urban Mass Transportation Assistance Act, for both transit operating expenses and capital costs.

NACo Chairman for Rural Transportation William McKinley Branch applauded Adams' statement. "We're extremely delighted with Secretary Adams' understanding and expression of support for rural transportation needs of rural America," Branch told *County News*.

"For too long our problems have been overlooked and ignored," he said. "Finally we have a Secretary who will address these needs. Through NACo, we hope to work closely with him in finding practical and workable solutions." Branch is county judge in Greene County, Ala.



## Matter and Measure

"Our nation's transportation network provides us with the goods and services we need and mobility in work and play that we want." Those are the opening words of President Carter's proclamation of Friday, May 13, National Defense Transportation Day, and the week beginning May 13, National Transportation Week.

The President cited recent improvements in our transportation system but says it can "still be made more efficient, accessible and responsive to the needs of the nation. The federal government should take the lead in establishing and carrying out policies to help reduce energy consumption, curb environmental abuses, and increase competition."

As part of this annual event, local and state officials are urged to make similar proclamations and join with the U.S. Department of Transportation in observing this special day and week with appropriate ceremonies and activities.

### FHWA DEMOS

Federal Highway Administration (FHWA) Region 15 will conduct demonstration projects on "Recycling Asphalt Pavements" this month at the University of Wisconsin, May 10-12, and San Francisco, Calif., May 13-15.

If you would like to attend the demonstrations, contact your state highway agency for more information.

### CAN YOU HELP?

NACoRF's solid waste project is attempting to identify counties that have successfully implemented solid waste baling operations. If your county utilizes baling as a disposal technique, please contact, no later than May 6, Tom Bulger, solid waste project manager, at (202) 785-9577. He would also appreciate receiving any written materials you have on your county's baling operations, if that information is available.

### BRIDGE CORRECTION

In the April 18 issue of *County News*, we reported on an upcoming Bridge Engineering Conference to be sponsored by the Transportation Research Board. We mentioned that it would be held in St. Louis, Sept. 25-27, omitted the year; it will be in 1978.



# Stanislaus Board Combines People Programs

STANISLAUS COUNTY, Calif.—The board of supervisors here has created a new Department of Human Services to consolidate, coordinate and improve most county programs that help people with problems.

The new department will draw together services previously provided by the welfare, mental health and public health departments, plus the offices of consumer affairs and veterans' services. It will also coordinate the county's interest in services provided elderly persons.

The board appointed Robert Neher, county mental health direc-

tor, director of the new department. A professional administrator, Neher will continue as mental health director and will assume additional welfare responsibilities.

The department is organized into five divisions: public health, mental health, substance abuse, social services and income maintenance. There will also be two staff sections reporting to the director: consumer affairs and administration. The administration section will merge separate administrative support sections, which previously existed in the other departments, into a single administrative support group for the

new department.

GOALS of this reorganization are to end duplication and fragmentation of people services; reduce emphasis on categorical programs; and place the county in a better position to resolve conflicting state and federal regulations.

The board of supervisors discovered that departments dealing separately with the same individuals often failed to work together, partly because information sharing was restricted among departments due to federal and state regulations.

The idea for the reorganization

was generated last fall at a county workshop on children's services. The supervisors were made aware of lack of coordination in meeting human needs. The board also received a grand jury report that was critical of the county's services to children.

While most administrative reorganizations add costs, the Stanislaus program will result in an immediate savings of almost \$50,000 through the elimination of a separate welfare director position and a staff assistant to him. The integration of services is taking place by combining departments, rather than by adding another agency layer above them.

THE NEW director of human services has been ordered by the board of supervisors to prepare a plan by the end of this year, which will address the various issues of service duplication and fragmentation, and to make progress reports in the meantime.

In a March 17 editorial, "County's New Department," *The Modesto Bee* wrote, "Administrative reorganizations seldom work miracles, but they can make for improvement and open the door for further improvement. There is plenty of room for that in this field, and the supervisors deserve credit for making a bold start."

## Treatment Program Aimed at Minorities

SHAWNEE COUNTY, Kan.—A model alcoholism program designed to reach the minority problem drinker has received county support.

The idea is that minorities will more readily make use of services if a program is staffed by persons of similar ethnic backgrounds. It is a satellite of the National Council on Alcoholism (NCA), Kansas Division, a United Way agency.

Program staff consists of Dick DuPree, program director of French-Indian descent; Art Charay, community educator of Mexican descent; Bobby Lovely, a black youth educator, and Brenda Smelser, a white secretary-receptionist.

The county has provided \$4,600 in

general revenue sharing funds to pay the salary of the youth educator from July through December. The position now is paid with Comprehensive Employment and Training Act (CETA) funds that will expire at the end of June. The program is mainly funded through a state grant of \$39,000 for 1977.

THE PROGRAM maintains a walk-in alcoholism information center, and provides educational services through literature (some in Spanish), films, speakers, workshops, seminars, and training sessions. Consultation and referral is also provided.

Since the program began in November 1975, DuPree and his staff have addressed about 1,600 persons in churches, schools, and youth organizations; and have distributed about 1,800 pieces of literature. Minority participation in NCA services increased 26 per cent after the first year of the satellite's operation.

In addition, two new Alcoholics Anonymous (AA) groups were formed last year in the target area. While not affiliated with the satellite program directly, AA is part of the service network.

DUPREE traveled last week to the NCA National Forum in San Diego, Calif. to conduct a workshop. He hopes his program will serve as a model to show how CETA, local government, and other organizations can be utilized.

"We're growing and learning. There is no similar program in this area, but with more and more community involvement we feel we are productive, and doing something profitable. Right now, we're not too big or too technical. We're simple and built from the grassroots level," said DuPree.

## Hospital Gets Its Dollar Bill

It took 23 years but San Joaquin General Hospital has finally received its due.

Sometime back in 1954 Robert Simmer of Lodi was treated in the county hospital's receiving and emergency unit.

Shortly thereafter accounting records show that a third and final notice requesting immediate payment for the service performed was mailed.

Even though the reason for the hospital visit may have long since been forgotten by all but Simmer himself, the debt remained on the books. Then several weeks ago complete and full payment was received from Simmer, who now resides in Sacramento, enabling the French Camp medical facility to close the account.

Amount of the outstanding bill? One dollar.

## DOT Releases MPO Study

WASHINGTON, D.C.—An evaluation of the effectiveness of federal financing of multi-modal transportation efforts has been sent to Congress by the Department of Transportation (DOT).

The study examined four areas of the Federal-Aid Urban System (FAUS): a variety of regional planning bodies; status of jurisdiction over roads on the FAUS; which organizations have programming responsibilities; and an assessment of the capability of various levels of government in implementing their projects.

The survey centered around 30 case studies of both urban and non-urban areas throughout the nation. Interviews with local elected officials, state and local transportation officials, transit operators, and transportation planners were recorded. Complementing these opinions were recommendations of a liaison group of 12 public interest groups, including NACo. In addition, infor-

mation from federal, state, and local sources was used to evaluate the program.

DOT officials reported that the interviews generally revealed a satisfactory program, coupled with some disappointing delays due to red tape, intergovernmental duplication, and time lags caused by federal overemphasis on procedural rather than substantive matters.

Not surprisingly, many officials recommended a block rather than a categorical grant approach to financing local transportation.

Many of those interviewed expressed desire for a simplified and action-oriented system. (Federal administrators defend specific regulations on the basis of legislative origins, and claim that seemingly useless regulations—EIS, right of way, etc.—are designed to protect the rights of citizens against the discretionary acts of government.) These laws cut across all functional lines and affect other federal programs also.

Direct comments about the



READY FOR BUSINESS—Work has recently been completed on the \$7.7 million Prince George's County Administration Building. Most of the county's departments and agencies which had been located at the courthouse and other locations around the county are now housed in the facility. Formal dedication ceremonies for the building will be held June 4 in Upper Marlboro, Md.

## DANE SUPERVISOR ACTS

### Makeup of HSAs Challenged

DANE COUNTY, Wis.—Dane County Supervisor Roland Parrish has acted to improve procedures for selecting board members of Health Planning Council Inc., in the 11-county HSA (health systems agencies) in southern Wisconsin.

Citing the reversal of consumer-oriented decisions of the Project Review Committee; the low representation of elected officials; and the reliance for board nominations on inactive entities, Parrish has had his comments made part of Health Planning Council's application for continued conditional designation as the regional health planning body. Mary Louise Symon, chairman of the Dane County Board and a NACo board member, has also asked for greater elected official representation.

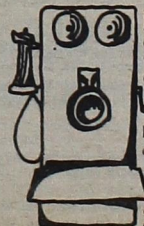
These Wisconsin supervisors are availing themselves of an opportunity to officially participate in HSA redesignation. Under regulations issued by the Department of Health, Education and Welfare (HEW), written comments that are made by local officials become part of HSA redesignation applications. Bureau of Health Planning representatives have declared that the concerns of elected officials will be given serious consideration in reviewing applications. The objective of this review is to bring about negotiated changes in HSA structure, organization, or work plans that make these agencies more responsible to the public.

Parrish's comments in Dane County go deeper than specific concern about Health Planning Council. He noted that HEW's limit of public officials on HSA boards to no more than one-third of the membership is not required by law. Calling this "an insult to the electorate," he added such rules imply that beyond the

specified limitation, a person, no matter how well qualified as a representative of consumers or providers, becomes disqualified as an HSA board member merely by the fact of his having won an election.

The health planning and resources development project of NACo's Research Foundation is endeavoring to help county officials be effective participants in the local health planning process. Actions, such as those taken by Parrish, were suggested in a *County News* editorial and NACoRF factsheet, which describes the HSA redesignation process.

In addition, the project will be publishing additional information regarding HSAs, health planning, and effective roles for elected officials. For additional copies of the previous factsheet, to share your HSA experiences with other counties; or to discuss issues in regard to the HSA in your area, contact Tony McCann, director of NACoRF's health planning project.



## NACo Hotline

Get an instant update on "what's happening" in Congress and the White House... find out the latest news on key legislation and policy decisions that affect your county.

202/785-9591



# Needs of the Elderly Addressed

KANSAS CITY, Mo.—Inadequate health care, transportation, and housing—and particularly the lack of government coordination to provide such services—are the key problems facing the 21 million elderly citizens living in America today, according to county officials who attended the National Conference on County Resource Development for Aging Citizens.

Conference moderator Doris Dealman, chosen freeholder, Somerset County, N.J., announced these "recurrent themes" surfaced during 15 day-long workshops.

The conference, sponsored by Aging Program, the National Association of Counties' Research Foundation (NACoRF), drew more than 200 county officials from across the nation on April 24-26.

IN ADDITION to the workshops,

county officials were addressed by Elias S. Cohen, editor of *"The Gerontologist"* and a Philadelphia attorney specializing in the problems of the elderly.

Cohen noted a "vast improvement" since 1937 in government services for the elderly, but added that a 41 per cent increase in the number of persons 75 or over by the year 2000 would require "broad reforms" in the way this nation treats older adults.

"How is it," Cohen asked participants, "that one mother can take care of nine children but nine children cannot take care of one mother?"

Although claiming that "enormous progress" has been made in government services to the elderly, Cohen said that a number of "Catch 22" regulations persist that confuse the elderly and prevent them from re-

ceiving Social Security checks, Medicaid cards, and other services. He urged county officials to seek a broad reform of federal, state and county responsibilities in serving older Americans.

COHEN also took a look at what America can expect in the next 25 years. "By the year 2000 there will be 26.5 million people 65 and over, compared to the 21.7 million alive today. Much more significant, however, is the very substantial increase in the number of persons 75 and over, rising from 8.3 million to 11.7, an increase of 41 per cent," he noted.

Participants also heard the views of three Missouri senior citizens.

"We have been accused of being selfish because we seek services for the elderly, but let me assure you that what we seek will benefit you

all," Roberta Roller of Jackson County (Kansas City) said.

She talked about a top priority of older people—adequate transportation. "It's very well to provide senior centers, but how can senior citizens avail themselves of a center's services if they can't get there?"

Roller reacted strongly to a suggestion that counties use school buses for the elderly. "Study after study has shown," she said, "that schoolbuses are inadequate" because seniors with arthritis need more interior room than is available in schoolbuses.

J.P. GARRETT, a senior citizen from Ray County, Mo., said that elderly people must organize to obtain what they need because society suffers from "ageism." "Ageism is like racism," he said. "People tolerate us only because they have to."

Florence Pattee of Kansas City, however, expressed optimism by calling for a "turn around of ideas."

"We have more than enough money for seniors," she claimed, "if we just use it right."

The second day of the conference featured descriptions of innovative county programs.

William Chase of Milwaukee County, Wis. told of a neighborhood security aide program to stem the rising tide of crime against older adults and to "recreate a sense of trust and mutual support to make elderly residents feel safe in their own communities."

"An aide operates like foot patrolmen," Chase noted. "We want the people in the community to see him—for seniors and patrolmen to know one another by name."

See AGING, page 11



## National Assembly on the Jail Crisis

May 22-25

Kansas City, Missouri

### Registration

County \_\_\_\_\_

Name \_\_\_\_\_

Title \_\_\_\_\_

Street \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_

Zip \_\_\_\_\_

### Registration fee: \$75

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

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

#### Partnerships for Correctional Administration

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

#### Diversion and Community Resources

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

I would like to see the following Wednesday Afternoon:

Jackson Co. Jail  
(Medical Program)

Community  
Corrections Center

Sober House

### National Assembly on the Jail Crisis Housing Reservation

Name(s) \_\_\_\_\_

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

Time \_\_\_\_\_

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

Time \_\_\_\_\_

### Housing request at the Radisson Muehlebach

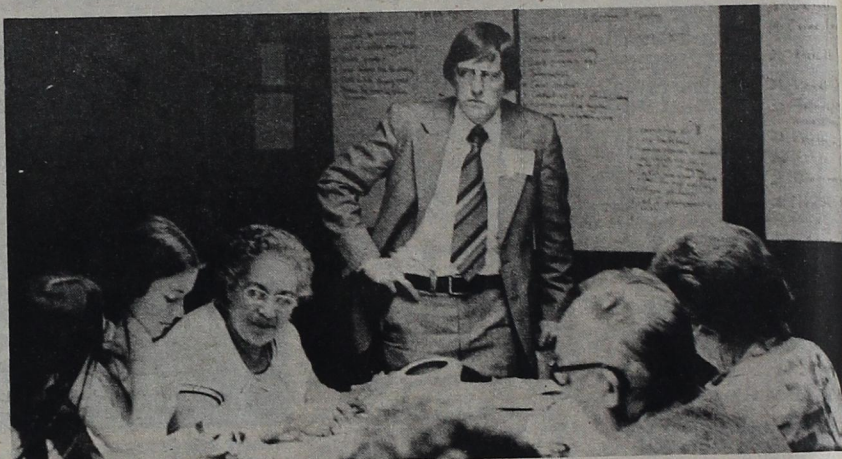
☐ Single \$24

☐ Double \$32

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

Send this form to:

National Association of Counties Research Foundation  
1735 New York Avenue, N.W.  
Washington, D.C. 20006  
ATT: National Assembly on the Jail Crisis



HOW COUNTIES HELP ELDERLY—Emil Stanislawski, supervisor, Milwaukee County, Wis., leads a workshop discussion of county priorities in helping elderly citizens.

## Subsidy Program Proposed

Continued from page 2

State subsidy programs, on which the NACo initiative is modeled, currently exist in 17 states and are used to encourage a variety of specific programs including: funds for community alternatives to incarceration, approaches to youth development and delinquency prevention, diversion programs and coordinated youth services at the county level. The NACo initiative would provide for three years of funding, totally separate from any funding currently directed into juvenile justice programs through other provisions of the Juvenile Justice Act.

PAYNE, emphasizing "what happens to youngsters placed in adult jail is a national disgrace," suggested that state subsidy programs "given proper legislative emphasis and adequate funding could be useful and highly successful tools" in separating juvenile from adult offenders and decriminalizing status offenses. Payne said that sections of the Juvenile Justice Act mandated these goals, but did not provide financial assistance to state and county governments to help them comply with such provisions. The state subsidy program, among other goals, is designed to help non-participating states comply.

Last week, Payne presented similar testimony before the House Education and Labor subcommittee on economic opportunity which has jurisdiction over the bill. There are differences between Senate and

House versions with the Senate proposal generally providing for more money over a longer period of time.

The Juvenile Justice and Delinquency Prevention Act is a popular program with Congress. When former President Ford attempted to cut \$45 million from the LEAA's juvenile justice money, opposition surfaced. President Carter, while maintaining the overall cuts in the LEAA budget, directed that the funds be restored to the juvenile justice program.

NACo's subsidy program was conceived in cooperation with such diverse public interest groups as the National League of Cities, the National Council on Crime and Delinquency, and the National Youth Alternatives Project.

Specific provisions of the proposal include:

- Incentives to state governments to form subsidy programs for units of general purpose local governments to encourage deinstitutionalization and encourage organizational and planning capacities that coordinate youth development and delinquency prevention services.
- Fiscal assistance to states in the form of grants based on the state's under 18 population.
- Requirements that the state provide a 10 per cent match and that the state, in turn, may require a 10 per cent match from participating local governments.
- Provisions that subsidies may be distributed among individual

units of local general purpose governments in those states choosing not to participate in the subsidy title, providing proper application is made.

• Provisions that allow funds to go to states with existing subsidy programs—to either expand those programs or begin new programs consistent with purposes of the new title.

• Prohibitions against the use of federal money to replace existing funding in states where subsidy programs already exist.

• Requirements that private, non-profit agencies be prime participants in subsidy programs through contracts with local governments.

## Volunteer Use in Corrections

Ernest Shelley, chief psychologist of the Ingham County (Mich.) Probate Court and a board member of the National Information Center on Volunteerism, will speak on the use of volunteers in corrections at the National Assembly on the Jail Crisis May 23-25 in Kansas City, Mo.

Also speaking at the conference will be William Hennessey Jr., commissioner of the St. Louis County Mo. Department of Welfare and Corrections, and Leo Plante, superintendent of the Division of Adult Corrections in St. Louis and president of the National Jail Managers Association.



## EDWARD R. Eddie HAFNER

EXECUTIVE DIRECTOR  
STATE ASSOCIATION OF  
COUNTY COMMISSIONERS  
OF FLORIDA

ATTENDED PUBLIC SCHOOLS IN NEW YORK AND NEW JERSEY PREVIOUS TO MOVING TO FLORIDA WHERE HE GRADUATED FROM HERNANDO HIGH SCHOOL IN BROOKSVILLE. IN 1931 HE RECEIVED HIS BACHELOR DEGREE IN BUSINESS ADMINISTRATION FROM THE UNIVERSITY OF FLORIDA. HE PARTICIPATED IN VARSITY BASEBALL, BASKETBALL, GLEE CLUB AND DANCE BAND.

HAFNER OWNED AND OPERATED AN AUTOMOBILE BUSINESS AND AGENCY IN NUTLEY, NEW JERSEY, 1931-43.

1943-45 HE SERVED AS PRODUCTION EXPEDITER FOR THE WAR DEPARTMENT TANK AND AUTOMOTIVE BRANCH OF NEW YORK ORDINANCE DISTRICT.



HE RETURNED TO AUTOMOBILE BUSINESS-1945-47.

1947 HE MOVED BACK TO BROOKVILLE, FLORIDA WHERE HE OWNED AND OPERATED A MOTEL.

TALLAHASSEE WAS HIS NEXT MOVE, SERVING AS ADMINISTRATIVE ASSISTANT TO GOVERNOR WARREN 1949-53, THEN GOVERNOR MCCARTY 1953-54 AND GOVERNOR JOHNS, 1954-55.

HE BECAME FIELD SECRETARY FOR FLORIDA SHERIFFS ASSOCIATION, 1955-57, AND A SPECIAL INVESTIGATOR FOR THE FLORIDA SECURITIES COMMISSION, 1958.

HE WAS SELECTED AS THE FIRST EXECUTIVE SECRETARY FOR STATE ASSOCIATION OF COUNTY COMMISSIONERS OF FLORIDA IN 1958 AND IS PRESENTLY SERVING IN THIS CAPACITY WITH THE TITLE CHANGED TO EXECUTIVE DIRECTOR.

THE NAME GEORGE WAS TAGGED ON HAFNER WHEN HE BECAME THE FIRST PRESIDENT OF THE NATIONAL COUNCIL OF COUNTY ASSOCIATION EXECUTIVES-1970

HAFNER MARRIED THE FORMER SHIRLEY G. YOUNG OF ANNAPOLIS, MARYLAND. THEY HAVE TWO SONS; LT. COL. THOMAS H., USAF AND EDWARD R. (NED) JR.



## Florida State Exec to Retire

FLORIDA—Edward R. "Eddie" Hafner is retiring after almost 20 years as chief operating officer of the State Association of County Commissioners (SACC) of Florida, effective June 30.

Prior to being named executive secretary of the Tallahassee-based

County Commissioners Association in 1958, Hafner served as administrative assistant to three Florida governors. Later, he held key posts in the inaugurations of three other governors.

Immediately prior to joining SACC, Hafner was special investigator for the Florida Securities Commission and field secretary of the Florida Sheriffs' Association. While with the sheriffs, he organized the association's honorary membership program—the foundation of the Sheriffs' Boys' Ranch in Live Oak.

HAFNER moved to Tallahassee in 1949 to become administrative assistant to Gov. Fuller Warren when Warren took office. Haner stayed on to serve in similar capacities for Gov.

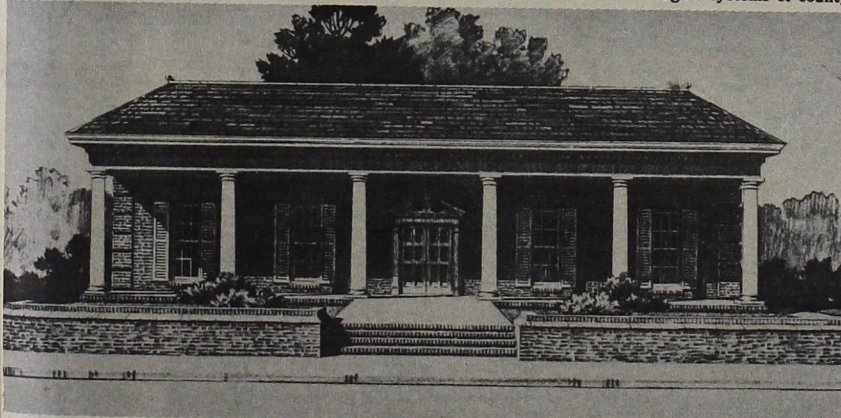
Dan McCarty and Gov. Charley Johns. More recently, he was coordinator and master of ceremonies at the inaugural balls and scholarship balls of Gov. Haydon Burns and Gov. Claude R. Kirk Jr. He was also chairman of entertainment for the first inaugural ball of Gov. Reubin Askew.

"My wife, Shirley, and I have finally agreed with our children that it's time for us to lead a less structured life with more time for golf and travel," explained Hafner in announcing his retirement plans to SACC's executive board.

Lake County Commissioner Jim Hoskinson, SACC president, said, "Florida is recognized as having one of the strongest systems of county

government in the United States. This is largely due to the effectiveness of our State Association of County Commissioners under the excellent administration of Eddie Hafner. We hate to lose such a good man but respect his wishes for retirement after these many years of outstanding service."

UPON HEARING OF Hafner's plans to retire, Gov. Askew said, "As a former member of the legislature and now as governor, I have the greatest respect for Eddie Hafner and for the enthusiastic and efficient manner in which he carried out his work. While Eddie will be missed, I join his many friends in wishing him much happiness in his years of retirement."



This is the architect's drawing for headquarters building of the Association of County Commissions of Alabama.

## ACCA Building Taking Shape

MONTGOMERY COUNTY, Ala.—Construction has started on the headquarters building of the Association of County Commissions of Alabama (ACCA).

The 6,200 square-foot building is being built within two blocks of the Alabama Capitol complex in Montgomery. The primary consideration for site selection was accessibility to state government offices.

Completion is scheduled for January 1978—less than four years after the ACCA Board of Managers recommended that a proposal to acquire property and construct headquarters be submitted to the membership. The membership unanimously approved the plan in Decem-

ber 1974 at the ACCA Mid-Winter Conference.

The 1978 completion date is the date association members originally intended for start of construction. First thought was to have all money collected through a three-year special assessment so the association could pay cash for the building.

The board of managers voted to start construction earlier because of cost inflation. The board also felt it would be better for the association and county government in general to construct the building as soon as possible.

Each of Alabama's 67 counties has been assessed a percentage of the

cost of the project equal to the percentage it pays in yearly association dues. To reduce the amount of money to be borrowed, the board authorized a 5 per cent discount on the third year's special assessment to any county paying early.

Attendance at the March 23 groundbreaking included: ACCA President E.V. "Plug" White; ACCA Executive Director O.H. "Buddy" Sharpless; ACCA First Vice President Tom Gloor; ACCA Second Vice President Clarence Bishop; and members of the ACCA Board of Managers, C.M. Knight, Bennie C. Beckham, Roscoe Simmons, Charles B. Braswell and Bruce Gargis.

## Newsmakers

BARAGA COUNTY, Mich.—The Baraga County Board of Commissioners has its first woman member. June Forest was appointed to fill the vacancy caused by the resignation of James Dompier.

BONNEVILLE COUNTY, Idaho—William Brinton, Bonneville County building and zoning official has been named president of the Intermountain Chapter, International Conference of Building Officials. He is the first county official to be elected president. Brinton has served Bonneville and Madison Counties for 14 years in positions involving building and zoning inspections. In 1968 he was instrumental in forming Idaho's first planning and zoning administration, known as the Association of Idaho County Planning Officials.

MARICOPA COUNTY, Ariz.—Budget and Research Director William J. Feldmeier has been elected 1977-78 president of the Phoenix chapter of the Planning Executives Institute (PEI). He will take office in June. Feldmeier is the immediate past president of the Arizona chapter of the American Society for Public Administration, an advisor to the National Council on Governmental Accounting and has served as president of the Arizona Finance Officers Association and of the National Association of County Treasurers and Finance Officers.

GEORGIA—Bill Fallin, chairman of the Colquitt County Commission and president of the Association of County Commissioners of Georgia, was elected "Man of the Year" by his local chamber of commerce.

KENTUCKY—Col. Russell S. McDaniel, chief of the Jefferson County Police Department, was unanimously elected as the 1977 president of the Kentucky Association of Chiefs of Police. McDaniel, a member of the Jefferson County Police Department since 1950, was named chief in 1971.

## Keeping Up with Counties

### Bus Trip for Seniors

WAYNE COUNTY, Mich.—Senior citizens groups throughout Wayne County can now use a subsidized special one-day bus trip.

John Barr, chairman of the Wayne County Board of Commissioners, said the program will be managed by the Wayne County Office on Aging. The county pays up to \$150 towards the cost of the bus service for each group each day.

"Between July 1 and the onset of winter last year, more than 200 bus trips were scheduled through our Office on Aging," Barr said. About 10,000 seniors participated.

### Firewood for Needy

ANNE ARUNDEL COUNTY, Md.—A free firewood program for needy families and the elderly distributed more than 200 cords of wood during a three-week period in February.

"The program served a two-fold purpose," explained Robert A. Pascal, Anne Arundel County executive. Families who had no other source of home energy had heat during the weeks of sub-freezing weather, and emergency jobs were provided for 15 workers through the federally funded CETA program.

Working on the program were the Community Action Agency, the countywide Jaycees and the National Guard. Others involved for weekend work were those assigned to the alternative sentencing program, a project that allows first-time offenders to fulfill their sentence in public service work.

About 10 acres of dead trees on a county landfill site were cut down. The trees were scheduled for clearance.

### Construction News

NOLAN COUNTY, Tex.—Construction has started in Sweetwater on the new Nolan County Courthouse. The courthouse, approved in a \$2 million bond election several months ago, will be on the site of the old courthouse.

CLAYTON COUNTY, Ga.—A 10,000 square foot administration center will be built with \$1 million in funds from the public works employment act. It will be built at the rear of the present courthouse to consolidate virtually all county offices that have been in rental space.

ANTRIM COUNTY, Mich.—Construction has started on a \$1.4 million courthouse here. The new facility will be located in Bellaire next to the old facility, and will house the principal county offices, mental health, social services district public health departments and some federal agencies.



# Congress Readies Drought Aid for Counties

WASHINGTON, D.C.—The Senate Public Works subcommittee on regional and community development was expected to act before the end of April on S. 1279, sponsored by Sen. Quentin Burdick (D-N.D.), to provide emergency drought assistance through the Economic Development Administration (EDA). The House Public Works Committee will also consider a companion bill, H.R. 5884, sponsored by Rep. Harold Johnson (D-Calif.) shortly.

The Comprehensive Drought Assistance Act of 1977 will make available, through EDA, \$75 million in grants and \$150 million in loans to drought-designated communities of over 10,000. Prompt congressional action is expected.

The Farmers Home Administration (FmHA) is already providing

\$75 million in grants and \$150 million in low interest loans to drought-designated communities of under 10,000.

Applicants should contact their local FmHA office or state EDA office for applications.

The emergency programs of both agencies are designed to aid communities make emergency water system improvements that can be completed quickly and are essential to protect public health and safety.

The grants cover up to 50 per cent of project cost. The loans bear a 5 per cent interest rate and are repayable up to 40 years. Both grants and loans must be obligated by Sept. 30 and spent by Nov. 30.

Listed below are the counties currently designated as eligible for drought assistance from FmHA and

EDA. These same communities are also eligible for aid under the Department of the Interior's "water bank" program and for loans from the Small Business Administration.

A federal Interagency Drought Emergency Coordinating Committee is being established to expedite funding to drought-stricken areas and to

establish procedures for designation of additional counties as drought areas. Any drought impacted county not appearing on the list should contact its state EDA or FmHA office, as well as its governor. The governor of any state may request drought designation for all or part of the state.

## DETROIT, MICH., WAYNE COUNTY NACo 42nd ANNUAL CONFERENCE JULY 24-27, 1977

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

### Registration Fees

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

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

Make payable to NACo.

Enclose check, county voucher or equivalent.

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

### Housing Reservations

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

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

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

Credit card company and number \_\_\_\_\_

ARIZONA	Bingham	Blaine	Jones	Quay
Apache	Boise	Bozeman	Kossuth	Rio Arriba
Cochise	Bonneville	Butte	Linn	Roosevelt
Coconino	Butte	Camas	Lucas	Santa Fe
Gila	Camas	Canyon	Lyon	Sandoval
Graham	Canyon	Caribou	Madison	San Juan
Greenlee	Caribou	Cassia	Mills	Sierra
Mohave	Cassia	Clark	Mitchell	Taos
Navajo	Clark	Custer	Monona	Union
Pinal	Custer	Elmore	Montgomery	
Santa Cruz	Elmore	Franklin	Muscatine	NORTH DAKOTA
Yavapai	Franklin	Fremont	O'Brien	Entire state designated
	Gem	Gooding	Osceola	
ARKANSAS	Gooding	Jefferson	Palo Alto	OKLAHOMA
Ashley	Jefferson	Jerome	Plymouth	Entire state designated
Baxter	Kootenai	Kootenai	Pocahontas	
Benton	Lemhi	Lewis	Pottawattamie	OREGON
Boone	Lewis	Lincoln	Ringgold	
Carroll	Lincoln	Madison	Sac	
Chicot	Madison	Minidoka	Scott	Baker
Clark	Minidoka	Nez Perce	Shelby	Benton
Clay	Nez Perce	Oneida	Sioux	Clackamas
Cleburne	Oneida	Owyhee	Taylor	Clatsop
Conway	Owyhee	Payette	Union	Columbia
Craighead	Payette	Power	Warren	Crook
Crawford	Power	Teton	Wayne	Deschutes
Crittenden	Teton	Twin Falls	Webster	Douglas
Cross	Twin Falls	Valley	Winnebago	Gilliam
Faulkner	Valley	Washington	Winnesiek	Grant
Franklin	Washington		Woodbury	Harney
Fulton			Worth	Hood River
Garland			Wright	Jackson
Greene	ILLINOIS	KANSAS		Jefferson
Independence	Adams	Atchison		Josephine
Izard	Bond	Chase		Klamath
Jackson	Boone	Cowley		Lake
Johnson	Brown	Douglas		Lane
Lafayette	Bureau	Franklin		Linn
Lawrence	Calhoun	Greeley		Malheur
Lee	Carroll	Hamilton		Marion
Logan	Cass	Jewell		Morrow
Madison	Christian	Kearny		Multnomah
Marion	Clay	Leavenworth		Polk
Mississippi	Clinton	Lyon		Sherman
Monroe	Crawford	Meade		Umatilla
Montgomery	Cumberland	Miami		Union
Newton	De Kalb	Morris		Wallowa
Perry	Effingham	Norton		Wasco
Phillips	Fayette	Osage		Washington
Poinsett	Fulton	Osborne		Wheeler
Polk	Greene	Phillips		Yamhill
Pope	Hancock	Rooks		
Prairie	Jasper	Smith		SOUTH DAKOTA
Randolph	Jefferson	Sumner		Entire state designated
Scott	Jersey	Wyandotte		TEXAS
Searcy	Jo Davis			Armstrong
Sebastian	Kendall	MICHIGAN		Bailey
Sharp	Lake	Alcona		Bee
St. Francis	La Salle	Alger		Briscoe
Stone	Lawrence	Allegan		Carson
Union	Lee	Alpena		Cochran
Van Buren	Macoupin	Antrim		Comanche
Washington	Madison	Arenac		Dallas
White	Marion	Baraga		Deaf Smith
Woodruff	Mason	Bay		Frio
Yell	McDonough	Branch		Hamilton
	Menard	Charlevoix		Hansford
CALIFORNIA	Monroe	Cheboygan		Hartley
Entire state designated	Montgomery	Chippewa		Hemphill
	Morgan	Clinton		Hockley
COLORADO	Ogle	Delta		Hutchinson
Adams	Perry	Dickinson		Lamb
Alamosa	Pike	Emmet		La Salle
Arapahoe	Randolph	Gogebic		Lipscomb
Archuleta	Sangamon	Grand Traverse		Live Oak
Baca	Schuyler	Houghton		Moore
Bent	Scott	Ingham		Ochiltree
Boulder	Shelby	Iron		Oldham
Chaffee	St. Clair	Isabella		Potter
Cheyenne	Stephenson	Kent		Randall
Conejos	Wabash	Leelanau		Roberts
Costilla	Washington	Lenawee		Sherman
Crowley	White	Lucan		Terry
Custer	Winnebago	Mackinac		Travis
Delta		Marquette		Williamson
Dolores	IOWA	Mecosta		Wilson
Douglas	Adair	Menominee		Young
Elbert	Adams	Missaukee		UTAH
El Paso	Alamakee	Monroe		Lipscomb
Fremont	Audubon	Montgomery		Live Oak
Garfield	Benton	Muskegon		Moore
Gunnison	Black Hawk	Ontonagon		Ochiltree
Huerfano	Boone	Osage		Oldham
Kiowa	Bremer	Ottawa		Potter
Kit Carson	Buchanan	Presque Isle		Randall
Lake	Buena Vista	Saginaw		Roberts
La Plata	Butler	Schoolcraft		Sherman
Las Animas	Calhoun	Shiawassee		Terry
Lincoln	Carroll			Travis
Logan	Cass	MINNESOTA		Williamson
Mesa	Cedar	Entire state designated		Wilson
Montezuma	Cerro Gordo			Young
Montrose	Cherokee	MISSOURI		UTAH
Morgan	Chickasaw	Entire state designated		Lipscomb
Otero	Clarke			Live Oak
Phillips	Clay			Moore
Prowers	Clayton	MONTANA		Ochiltree
Pueblo	Crawford	Entire state designated		Oldham
Rio Grande	Dallas			Potter
Saguache	Decatur	NEBRASKA		Randall
San Miguel	Delaware	Entire state designated		Roberts
Sedgwick	Dickinson			Sherman
Teller	Dubuque	Entire state designated		Terry
Washington	Emmet			Travis
Weld	Fayette	NEVADA		Williamson
Yuma	Floyd	Entire state designated		Wilson
	Franklin			Young
	Fremont	NEW MEXICO		UTAH
IDAHO	Greene	Entire state designated		Lipscomb
Ada	Guthrie			Live Oak
Adams	Hancock			Moore
Bannock	Harrison			Ochiltree
Bear Lake	Howard			Oldham
	Humboldt			Potter
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				UTAH



## Aging Face Problems

Continued from page 8

In addition, Chase said, neighborhood security aides act as an "escort service." "When a senior requests it, we'll take him to the bus, call ahead, and have someone meet him at the other end," Chase commented.

Another official described an adult day care program.

"ADULT day care can be called bridging the gap between the institution and the community because it provides special care for senior citizens during the day and then returns them to their own home environment at night," according to Dante DiVitto of Wayne County, Mich.

He said that adult day care offers "an attractive alternative to nursing homes" for frail seniors who need some support but are not bedridden. He warned, however, that adult day care must be "something more than just a place where the staff keeps an eye on senior citizens to make sure they don't hurt themselves."

DeVitto explained that Wayne County operates two types of adult day care programs—one that is medically-oriented (offering some nursing and physical and occupational therapy) and one that is socially oriented (offering recreation, education, counseling and nutrition).

In a panel on health care, Norman Magnuson of Sarpy County, Neb., said: "Some people say a community can't afford to have visiting nurses, but I've got the figures to show a community can't afford not to have them."

Three nurses visiting the homes of the elderly, the chronically ill, and the mentally disturbed in Sarpy County, Magnuson explained, saved the county \$17,000 in one month because, without these visits, the county would have had to place these people in expensive nursing homes.

Barbara Bonfield of Jefferson County (Birmingham), Ala., described problems posed by Medicare restrictions.

MEDICARE will reimburse only skilled nursing care, she said, but many elderly in her county are "in dire need of simple assistance such as help with bathing and changing bed linen"—tasks not covered by Medicare.

In a panel on "Independent Living," Jim Wiley of King County (Seattle), Wash., advised that "no one program is the answer—it takes

## Job Opportunities

Deputy County Administrator, Mendocino County, Calif. \$1,460 to \$1,780. Conducts studies and prepares recommendations for county departments; includes a wide variety of administrative duties, i.e., purchasing, data processing, budget preparation, etc.; relieves county administrator of administrative detail. Requires three years of appropriate experience, plus degree in public administration or business administration or related field. Contact Personnel Department Courthouse, Ukiah, Calif. 95482 by May 5.

Parks and Recreation Director, St. Clair County, Mich. Bachelors degree in park administration; three years experience in park planning, development and operation required. Apply to St. Clair County Personnel Department, County-City Building, Room 156, Port Huron, Mich. 48060.

Civil Engineer, Grade I, Champaign County Highway Department. Requires degree in civil engineering, with two years experience in highway construction. Salary \$13,200 per year. Send resume to the Champaign County Highway Department, 1905 East Main St., Urbana, Ill. 61801.

## Water Meeting Clarification

In the April 18 edition of County News, the report of the meeting of county and city officials on water quality issues with representatives of the Environmental Protection Agency, should have indicated that the project and the meeting are jointly sponsored by the National League of Cities, the International City Management Association and NACoRF.

a variety of programs to meet a variety of needs."

Wiley noted the United States spends less to house its elderly and low income than any other industrialized country, and emphasized that this causes problems for counties.

He said that King County has "2,500 units designed for the elderly—but this serves only 3 per cent of those qualified. If someone applies tomorrow, we probably can't respond for 3-1/2 years."

Jean Vickrey of St. Louis County, Mo., described an employment program for seniors operating in her county.

The County Older Resident Program (CORP) utilizes federal funds to hire older county residents to help others in need. It provides a form of supplemental income for those living on a fixed income.

Yolanda Jesselnick, director of the North Central Pennsylvania Office of Human Services, described how computerized management and fiscal reporting was established for her four-county rural area.

"We now have hard data to answer hard questions that county commissioners should ask," she said.

Eugene Erway, commissioner from Potter County, one of the four served by Jesselnick's office, noted that the region is very rural. Some areas have no telephones, and some residents must drive over 40 miles to see a doctor.

## Water Bill Action Delayed

Continued from page 1

The last minute decision to split the bill came as a surprise since conferees were close to agreement on controversial provisions. Some compromise had been worked out on the issues of '77 and '78 construction grant and 208 funding; extensions of the July 1 municipal deadline for secondary treatment; and simplification of the grant process. The committee could not agree on the ad valorem tax issue, the 404 Army Corps of Engineers dredge and fill permit program and the state certification program.

House conferees endorsed a provision to allow local governments to continue to finance the operation and maintenance of treatment plants with ad valorem taxes, instead of mandated user fees. The Senate agreed to accept this provision for financing residential use of the treatment plant.

No resolution of this issue will mean a loss of 20 per cent of the Step 3 construction grant funds for any local government which uses an ad valorem tax base to finance treatment plants.

With respect to the 404 permit program, the Senate agreed to a moratorium on Phase III of the program which requires, as of July 1, permits for dredging and filling almost all rivers and tributaries around the nation. The House wanted a moratorium on Phase II—as well—which took effect July 1, 1976 and calls for dredging and filling permits on some tributaries. Both sides agreed to exemptions of normal farming and mining activities. (NACo supported a moratorium on Phase III of the permit program.)

FINALLY, House conferees supported a provision to certify states to run the construction grant program as well as to give states total authority over the state priority lists. The Senate agreed to authorize funds to help states administer the construction grant program, but rejected total state authority over the priority list.

(NACo opposes complete state control over the priority list which, if enacted, could mean that the allocation of funds to municipalities for construction grants becomes a pork-barrel operation.)

The National Association of Counties Research Foundation Presents:

# THE THIRD ANNUAL LABOR RELATIONS CONFERENCE

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

## May 19 General Sessions

### Labor Counsel's Report

- Report on Recent Court Decisions on Public Employment and Their Practical Effect on Counties
- Status Report on Pending Labor Related Legislation of the Carter Administration

### The Budget Crisis in County Government and its Effect on Labor Legislation

- Productivity Bargaining and Employee Incentive Plans
- Ability to Pay Issue
- Reduction of Services and Overall Expenditures

## Informing the Public of Collective Bargaining in Local Government

- Open vs. Closed Bargaining
- Dealing with the Media During Collective Bargaining
- Fair Treatment of the Media During Collective Bargaining and Other Labor Matters

## May 20

### Labor Relations with:

Public Safety Employees  
Transportation Employees  
Social Service Employees  
Institutions Employees  
Public Works/Highway Employees  
Courthouse Employees

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

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

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

## Track One (May 19-20)

### Employee Benefit Programs

- Proposed Regulations of Public Pension
- Plans and Implications of Withdrawal from Social Security
- Health Insurance—Alternative Forms of Funding
- Employee Alcoholism Program

### Equal Employment Opportunity in County Government

- Decisions on Discrimination
- Establishing a County Affirmative Action Program
- Layoffs and Affirmative Action Program
- Equal Pay for Equal Work

## Track Two

### Basic Collective Bargaining (Part One)

- Structuring County Government for Bargaining
- Negotiating Contract language

### Basic Collective Bargaining (Part Two)

- Factors influencing the Economic Settlement

### NACo's Collective Bargaining Videotape

Advance registration fee: \$75  
On-site registration fee: \$85

Register now to ensure your participation!

## Labor Relations Conference Registration Form

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

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

Name of Delegate: (Last) \_\_\_\_\_, (First) \_\_\_\_\_, (Initial) \_\_\_\_\_

County \_\_\_\_\_

Title \_\_\_\_\_

Address \_\_\_\_\_

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

Telephone ( ) \_\_\_\_\_

### Important Facts:

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



# Washington Briefs

• **Antirecession/Countercyclical.** House subcommittee on intergovernmental relations completes markup with radical changes in the distribution formula to begin with July 1 payments. Senate floor amendment to the tax bill to add Carter Administration antirecession program.

• **Public Works/EDA Regs.** Congress is scheduled to vote on Public Works Conference Report this week. President Carter expected to sign the bill during first week in May. EDA will issue proposed regs after bill becomes law; the agency has deleted provision restricting county use of county-wide unemployment data. House and Senate will hold immediate oversight hearings on EDA proposals, and applicants can expect grants to be awarded in mid-June. See page 1.

• **Water Pollution.** Senate and House conferees on Public Works Bill were unable to agree on amendments to the water pollution program. Conferees decided to split water amendments from the public works bill. This action leaves municipal treatment plants with no money, no relief from July 1 deadline, and no relief from prohibition on use of ad valorem taxes.

• **LEAA Funding Levels.** House restored \$200 million to LEAA budget targets but then sent the whole budget resolution back to committee for further reconsideration. Vote on LEAA was 224 to 179. See page 1.

• **Rural Development.** House Ap-

propriations subcommittee on agriculture marked up fiscal '78 FmHA appropriations bill. Subcommittee voted to increase Rural Development Act programs to highest level to date. Chaired by Rep. Jamie Whitten (D-Miss.), the subcommittee recommended \$250 million for water and waste disposal grants (increase of \$50 million), \$750 million for water and waste disposal loans (increase of \$150 million), \$250 million for community facility loans (increase of \$50 million), \$1 billion for business and industrial development loans (increase of \$650 million), \$10 million for rural development grants and \$3.5 million for rural fire protection grants. Senate Appropriations subcommittee on agriculture to meet in mid-May.

• **Jobs Supplemental.** The Senate will vote this week on H.R. 4876, the economic stimulus supplemental appropriation bill which includes \$4 billion for public works, \$925 million for countercyclical assistance, \$6.8 for CETA Title VI and \$1.14 for CETA Title II. Senate action had been delayed until above authorizing bills were passed. Sen. Richard Schweiker (R-Pa.) plans to offer an amendment to cut the public service jobs funds by 50 per cent. NACo will oppose this amendment.

• **Payments-in-Lieu.** Congress approved the fiscal '77 Supplemental Appropriations Bill, H.R. 4877. Bill has gone to the President for signature. Signing is expected. Bill includes the full \$100 million to implement the payments-in-lieu program this year. The Department of Interior expects to make payments

to more than 1,700 counties in September.

• **Air Pollution.** House Commerce Committee completed markup of the Clean Air Act Amendments, H.R. 6161. Major victory for counties when committee defeated the Dingell-Broyhill amendment to relax and further extend deadline for automobiles to meet statutory emission standards. Dingell amendment was defeated on a 21-21 tie. Committee then passed the Rogers amendment which contained the Administration's proposed timeframe for the auto industry to meet the statutory emission standards. (See *County News*, April 25, clean air article detailing Administration's proposal.)

• **Hospital Cost Containment.** President Carter unveiled a controversial plan to restrain increasing hospital costs. The bill, H.R. 6575, attempts to hold down skyrocketing costs by placing a 9 per cent ceiling on future hospital prices. County hospitals are subject to the cap. Bill also seeks to prevent private hospitals from "dumping" uninsured patients on county hospitals. Hearings are scheduled next week. See page 3.

• **Community Development.** Senate will vote this week on NACo-supported amendment offered by Sens. William Proxmire (D-Wis.) and Edward Brooke (R-Mass.) to the First Concurrent Budget Resolution restoring community development and housing assistance funding for fiscal '78. Senate Budget Committee cut \$500 million from the \$4 billion

## NACo Box Score... Priority Issues

Welfare Reform..... HEW to present plan to Carter May 1.  
Employment..... Senate to vote supplemental appropriation.  
Public Works..... House-Senate Conference agrees, votes this week.  
Antirecession/Countercyclical... House subcommittee completes markup.  
Health Insurance..... HEW study panel appointed.  
Payments-in-Lieu..... Appropriation bill to President.  
Community Development..... Senate budget committee cuts funds.  
Rural Development. House subcommittee recommends higher appropriation.  
Transportation..... Senate committee seeks two-year review.  
Water Pollution..... House-Senate Conference unable to agree.  
Air Pollution..... House marking up.  
Land and Water Conservation.... Carter budget asks for no extra funding.  
Energy..... Carter delivered proposal.  
Criminal Justice..... House restored funding cuts.

requested for the community development block grant program and \$6.2 billion in funding for the Section 8 housing assistance program. Prospects for passage of the amendment appear good. Senate Banking, Housing and Urban Affairs Committee will begin markup of the Administration's community development and housing assistance proposals May 4.

• **Bridges.** NACo will testify May 12 before the House surface transportation subcommittee on the nation's bridge crisis. Subcommittee will be addressing bridge problems as well as other surface transportation issues prior to drafting comprehensive legislation. Although a number of bills have already been introduced to expand significantly the special bridge replacement program, action is not expected until next year when the committee plans to extend the entire federal-aid highway program.

• **Drought.** Senate Public Works subcommittee on regional and community development will consider S. 1279 to make available, through EDA, \$75 million in grants and \$150 million in loans to communities over 10,000. Farmers Home Administra-

tion already is providing \$75 million in grants and \$150 million in loans to communities below 10,000. Quick action is expected in Senate; House Public Works Committee will also act shortly. Administration has released list of drought designated counties. See page 10.

• **Voter Registration.** NACo testified before House Administration Committee on same-day registration proposal, H.R. 5400; S. 1072. Senate testimony May 4-5. See page 3.

• **Youth Legislation.** Rep. Augustus Hawkins (D-Calif.) will introduce a substitute youth bill when House employment opportunities subcommittee marks up President Carter's youth bill this week. NACo testified in the House and Senate on the President's bill. See page 5.

• **House Appropriations for IPA.** House subcommittee on Treasury, U.S. Postal Service and government marked up fiscal '78 appropriations for the Intergovernmental Personnel Act (IPA) on April 27. Subcommittee recommended the NACo supported funding level of \$20 million. Full committee consideration May 27.

• **Aircraft Noise.** The Council on Wage-Price Stability has urged the Federal Aviation Administration and Environmental Protection Agency to encourage airports to set landing fees on the basis of noise generated by individual aircraft.

• **Transportation Finance.** Senate Finance Committee Chairman Russell Long (D-La.) has called for a two-year "comprehensive review of all direct and indirect incentives, aids and facilities available to all modes" of transportation. He suggested the committee study what to do with current or proposed programs such as the highway trust fund, tax incentives for railroads and proposed waterway user taxes. Long said he would not prejudice the results. He did, however, say a combined federal transportation account "has considerable merit." Transportation Secretary Brock Adams has been touting the combined account concept for handling all federal expenditures for transportation.

• **Child Health Care.** Administration proposed last week a program to replace the existing EPSDT program for Medicaid eligible children. The plan (Comprehensive Health Assessment and Primary Care for Children, or CHAP) would expand eligibility and increase the federal share of the costs incurred in providing early screening diagnostic and treatment services to AFDC kids. Proposal would cost an additional \$180 million. County health departments would be the primary units to implement the program. NACHO is analyzing the impact on local agencies.

• **LEAA Appropriations.** Appropriations Committees of both Houses to meet this week to set actual funding levels for LEAA. Administration's cuts of \$50 million likely to be sustained. Cuts would come primarily from block grants to state and local governments.

• **Juvenile Justice.** NACo testified before both House and Senate subcommittees on reauthorization of Juvenile Justice and Delinquency Prevention Act of 1974, H.R. 6111; S. 1021. See page 2.

## NACo/CIC Region VII Federal Aid Briefing

May 26-27, 1977  
Omaha, Nebraska

Federal Funding Update for:  
Public Works/Antirecession  
Revenue Sharing  
Federal Highway Administration  
Water Resources  
Elderly  
Community Development  
Community Services Administration  
Land Use Planning  
Comprehensive Employment and Training Act

All sessions to end at 3:30 p.m.

Registration: On site

Fee: \$35 members

\$45 non-members

Social Events: Horse Racing Season will be in full swing

Full Recreational Facilities at Hotel

### NACo/CIC Region VII Federal Aid Briefing Conference Registration Form

Please Print

State \_\_\_\_\_ County \_\_\_\_\_

Delegates Name \_\_\_\_\_  
First Middle Initial Last

Title \_\_\_\_\_

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

Number and Street \_\_\_\_\_

City \_\_\_\_\_

Zip Code \_\_\_\_\_

Spouse Name (if registering) \_\_\_\_\_

#### Registration Fees

Members..... \$35.00

Non-members..... \$45.00

Total Due \$ \_\_\_\_\_

Do not write below this line

Cash \$ \_\_\_\_\_

Check \$ \_\_\_\_\_

Received by \_\_\_\_\_

### NACo/CIC Region VII Federal Aid Briefing Hotel Reservation Form

Send Directly to: Dean Sykes  
Civic Center  
Room 903  
Omaha, Nebraska 68102  
(404) 444-6825

Name \_\_\_\_\_

Title \_\_\_\_\_

County \_\_\_\_\_

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

City \_\_\_\_\_

State \_\_\_\_\_

Zip \_\_\_\_\_

Telephone \_\_\_\_\_

Area Code \_\_\_\_\_

Number \_\_\_\_\_

Arrival Date \_\_\_\_\_

Departure Date \_\_\_\_\_

Please Circle:

Single \_\_\_\_\_

Double \_\_\_\_\_

\$20

\$24

\$28

\$25

\$27

\$32