

Final Countercyclical Action Due

WASHINGTON, D.C.—Action is imminent on continuation of the countercyclical (antirecession) fiscal assistance program as *County News* goes to press. The bill provides emergency fiscal assistance to states, counties and cities hardest hit by the recession and unemployment.

The Government Operations Committee in the House voted to extend the present program through fiscal '78 with increased funding beginning with the July 1977 payment. Previously, a similar bill was passed

by the Senate as an amendment to the tax reform legislation.

Because of continuing high unemployment, the fiscal '77 appropriation is virtually exhausted—only \$62.5 million remains for the fifth quarter payment (July) of the program. The April quarterly amount (with the 7.9 per cent unemployment rate) was \$375 million.

Countercyclical grants are designed to help governments avoid service cutbacks, employ layoffs, tax increases and other actions that

would impede federal efforts to spur economic recovery.

The program is activated when national unemployment exceeds 6 per cent and terminated when unemployment falls below that level. The amount authorized under the existing program for each quarter is \$125 million, plus \$62.5 million for each one-half per cent of unemployment over 6 per cent.

PAYMENTS to states, counties and cities are based on a formula

using excess unemployment and revenue sharing. Excess unemployment measures the severity of the recession in a jurisdiction and revenue sharing measures the size of the jurisdiction.

A government must have unemployment over 4.5 per cent to be eligible. Direct payments are made to all states and approximately 1,200 local governments designated as prime sponsors under the Comprehensive Employment and Training Act (CETA). All other

eligible local governments receive funds through a "balance of state" category.

In the first three quarters of the program 80 per cent of the funds went to local governments with unemployment rates of 7.8 per cent (the national rate) or above.

When the bill reached the House floor an amendment was offered by Rep. Les Aspin (D-Wis.) which would drastically alter the distribution formula for states, counties and See COUNTERCYCLICAL, page 12

This Week

- House passes Community Development, page 3.
- New County Times on labor relations, page 6A.
- Paperwork study reveals burdens, page 8.

Vol. 9, No. 20

County News

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

May 16, 1977

Washington, D.C.



TESTIFYING BEFORE TRANSPORTATION SUBCOMMITTEE—Greeting members of the surface transportation subcommittee before testimony on the nation's bridge crisis are, from left: Milt Johnson, Clayton County, Iowa engineer; Hugh B. Elder, Wasco County, Ore. judge; and Commissioner Jim Flaherty, Allegheny County, Pa. Flaherty is shaking hands with Rep. Bud Shuster (R-Pa.). To Shuster's left is Rep. Robert Edgar (D-Pa.)

Bridge Disaster Detailed

WASHINGTON, D.C.—The nation's livelihood and lives are threatened by the "frightening statistics" on bridges in need of repair or replacement, county spokesmen declared May 12.

Testifying on behalf of NACo, three county officials discussed the threat to urban and rural economies and the personal safety of passengers in autos, trucks and trains.

Jim Flaherty, chairman of the Allegheny County, Pa. Board of Commissioners, told the House subcommittee on surface transportation there are 105,500 bridges on

and off the federal highway system in need of repair or replacement. Of this total, 65,600 are off-system (state and local).

He noted that funds available for federal system replacement total \$180 million, compared to an estimated total needed of \$12.4 billion. The funding needed for off-system bridges totals \$10.6 billion with no federal funds available.

FLAHERTY SAID that NACo will initiate a survey of every county in the nation to identify and document the needs of off-system bridges. "We hope," he said, "that our immediate initiation of this survey will provide the kind of data . . . to justify adoption and speedy implementation of a major federal program for off-system bridges."

Urban areas are faced with traffic bottlenecks as outdated bridges are clogged, closed or limited, Flaherty continued, increasing energy consumption and air pollution at a time when there is need to reduce both.

He cited bridge collapses in Michigan and New York that have "crippled the economy of business communities left inaccessible." Hennepin County (Minneapolis) Minn. is threatened with a law suit by a major shipper because a bridge locked shut and closed the channel.

"The bridge crisis in urban America affects not only highway and rail transportation," Flaherty said as he explained that the Port Authority of his county, which operates the transit system reports an annual loss of \$625,000 in ad-

See BRIDGE, page 9

CARTER TO SIGN PUBLIC WORKS

EDA Proposal Disregards Bill's Intent

WASHINGTON, D.C.—President Carter was to sign into law the \$4 billion local public works bill on May 13. The legislation, designed to combat unemployment, provides up to 100 per cent grants to local governments for public works projects. The first grants are expected to be announced by mid-June.

In another development, the Economic Development Administration (EDA) has released its revised proposals to administer the program. The agency, as a result of opposition by county officials, has dropped its policy of preventing counties from using county-wide data.

The recent proposals, however, contain a new provision adversely affecting many county governments. EDA has proposed that the amount of funds within each state for county governments be based solely on the per cent of county applications on file for that state. For example, if 10 per cent of the applications on file with EDA from the state of New Jersey were submitted by county governments, counties would receive 10 per cent of the public works

allocation for that state.

NACo believes that any determination of county funding should reflect service and responsibility of county governments. House-Senate public works conferees directed EDA to insure that counties receive an "equitable share of funds reflecting their level of responsibility and unemployment." Numbers of applications alone do not reflect respon-

sibility, need, or service level. Many counties intentionally limited their numbers of applications, while just the sheer number of other governments would reduce the percentage of county applications.

County officials from those states adversely affected met in Washington, D.C. May 13 to protest EDA's use of this factor to distribute the funds. The House and

Senate public works committees will be meeting this week to review EDA's proposals. County officials should urge members of the Public Works committees to direct EDA to supplement the factor of per cent of county applications with other factors that indicate service and responsibility of county governments.

Key dates for county officials are:

- Week of May 16—Congressional review of EDA regulations.
- Week of May 24—Publication of EDA regulations and announcement of local funding levels.
- May 26-31—EDA to distribute resubmission and application forms to local governments.
- June 1-14—Return of resubmission and application forms.
- June 15-Aug. 15—Processing, approvals, and mailing of grant offers by EDA.
- July 1-Nov. 15—Construction to begin on approved projects.

The table at left lists the probable allocation of public works funds to each state.

Economic Development Administration
Estimates of State Allocations for Public Works Program
(millions of dollars)

Alabama	30	Louisiana	30	Ohio	151
Alaska	30	Maine	30	Oklahoma	30
Arizona	30	Maryland	30	Oregon	55
Arkansas	30	Massachusetts	142	Pennsylvania	174
California	500	Michigan	200	Rhode Island	31
Colorado	30	Minnesota	30	South Carolina	30
Connecticut	75	Mississippi	30	South Dakota	30
Delaware	30	Missouri	35	Tennessee	30
District of Columbia	30	Montana	30	Texas	83
Florida	159	Nebraska	30	Utah	30
Georgia	78	Nevada	30	Vermont	30
Hawaii	30	New Hampshire	30	Virginia	35
Idaho	30	New Jersey	204	Washington	40
Illinois	85	New Mexico	30	West Virginia	30
Indiana	39	New York	498	Wisconsin	32
Iowa	30	North Carolina	41	Wyoming	30
Kansas	30	North Dakota	30	Puerto Rico	165
Kentucky	30				

NACo's ANNUAL CONFERENCE

Nominating, Credentials Committees Named

WASHINGTON, D.C.—NACo President Dan Lynch has appointed members of the Nominating and Credentials Committees and a parliamentarian for the annual conference and business meeting to be held July 24-27 in Detroit.

Gil Barrett, former NACo president and commissioner of Dougherty County, Ga., has been appointed chairman of the Nominating Committee. Phil Elfstrom, county board chairman of Kane County, Ill., will chair the Credentials Committee. Both men are current members of NACo's Board of Directors.

The five-member Nominating Committee also includes the following appointees: Commissioner

Harold Hayden of Genesee County, Mich.; Commissioner Pete Mirelez of Adams County, Colo.; Supervisor Arch Mahan of Mono County, Calif.; and Councilman Lois Parke of New Castle County, Del. Hayden, Mirelez and Mahan are on the NACo Board of Directors, and Parke is chairperson for state and local borrowing of NACo's Taxation and Finance Policy Steering Committee.

SERVING ON the Credentials Committee along with Elfstrom will be Commissioner Edward M. McIntyre of Richmond County, Ga. and Supervisor Sandra Smoley of Sacramento County, Calif. McIntyre is a NACo director; Smoley is chair-

person for health services on NACo's Health and Education Policy Steering Committee.

The parliamentarian this year will again be Herman Geist of Westchester County, N.Y.

The NACo Nominating Committee is responsible for presenting a slate of officers and directors to the general membership for election at NACo's annual business meeting. This year, the election will take place at that portion of the business meeting Tuesday, July 26. Candidates for the board of directors will be nominated at public hearings to be held by the committee Monday, July 25 from 10 a.m. to noon.

County officials and state

associations of counties wishing to nominate candidates for any of the NACo officer positions or the Board of Directors should plan to testify at the hearings.

In addition, any county official interested in running for the office of Fourth Vice President should submit notice of his or her candidacy as soon as possible to the Nominating Committee at NACo, 1735 New York Ave., N.W., Washington, D.C. 20006. *County News* will publish news of such candidacies as soon as they are announced. (Commissioner Roy Orr, Dallas County, Tex., was the first to announce his candidacy—see *County News*, May 9.)

The NACo Credentials Committee

is responsible for resolving any disputes pertaining to a county's (or a county official's) eligibility to vote at the annual business meeting.

ONLY PAID-UP member counties of NACo can cast ballots, and ballots are issued to member county officials who have been so authorized by their county boards as voting delegates.

NACo member counties, who plan to have voting delegations at the annual business meeting, should send written notification to NACo headquarters of which county official is authorized to pick up and cast the county's ballots to the Credentials Committee.

Credentials Committee hearings will take place from 4 to 6 p.m. on Monday, July 25. In addition to credentials matters, the hearings will also provide an opportunity for those county officials who have questions on parliamentary procedure to discuss them with the parliamentarian, in preparation for the business meeting the next morning.

Members having questions about nominating and credentials procedures may contact either of the committee chairmen, or John Thomas (nominating) or Meg Gianessi (credentials) of the NACo staff.

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.

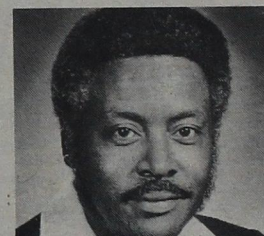
Hotel	Single	Double/ Twin	Double/ Double	Hotel Preference (Please fill in name)	Type of Room
1. Detroit Plaza	\$28-40	\$38-50		1st Choice _____	Single _____
2. Pontchartrain	30-47	38-57			
3. Hyatt Regency, Dearborn	26-38	36-48		2nd Choice _____	Double _____
4. Detroit Cadillac	24-34	24-40	\$48		
5. 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.

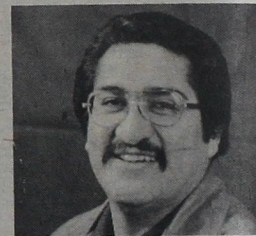
Credit card company and number _____



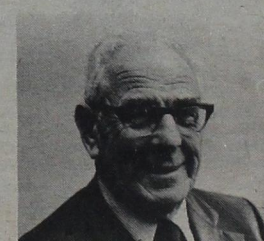
Barrett (chairman)



Hayden



Mirelez

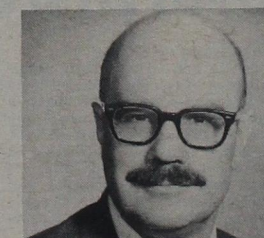


Mahan



Parke

Credentials Committee



Elfstrom (chairman)

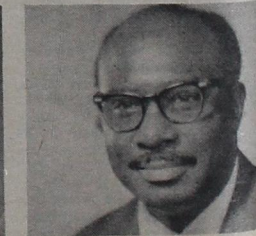


Smoley

Parliamentarian



Geist



McIntyre

House Votes CD, Housing Funds

WASHINGTON, D.C.—By an overwhelming vote, the House has passed H.R. 6655, a three-year extension of the community development block grant program and a one-year extension of the subsidized housing program.

The bill authorizes \$4 billion in block grants for fiscal '78; \$4.15 billion for fiscal '79; and \$4.3 billion for fiscal '80. It also includes a dual formula for the distribution of community development funds proposed by the Administration. This means

that urban counties and metropolitan cities will be allocated the higher amount determined under either the existing formula (population, poverty and overcrowded housing) or a new alternative formula (age of housing stock poverty and lag in population growth).

Discretionary grant funds for smaller communities in metropolitan and non-metropolitan areas would be allocated among (but not to) states on the basis of a similar dual formula.

An amendment to strike the dual formula from the bill, thereby leaving the existing formula intact, was defeated by a vote of 261-149.

The amendment's sponsor, Rep. Mark Hannaford (D-Calif.), argued that communities in the South and West would not benefit from the new formula, but rather money would be directed to older communities of the Northeast and Midwest. Opponents of the amendment countered by saying that no community would be

hurt, since it would get the higher of two amounts.

THE BILL also contains the Administration's proposed \$400 million Urban Development Action Grant program. This program is intended to provide discretionary grants to areas experiencing neighborhood deterioration and economic decline.

As originally proposed, the program would have been limited to distressed cities. The House sub-

committee on housing and community development has broadened eligibility to include urban counties.

An amendment was adopted on the House floor, earmarking 25 per cent of the action grant funds for communities under 50,000.

The Senate Banking Committee has completed action on S. 1246 which also extends the community development and housing program. That bill is expected to be considered by the Senate after May 15.

Same-day Voter Measure

NACo/NACRC Proposals Accepted

WASHINGTON, D.C.—The House Administration Committee has reported out the Universal Voter Registration Act of 1977, which makes it possible for citizens to register at the polls for federal elections on voting day.

The proposal, H.R. 5400, is scheduled for full House consideration on May 25. The Senate Rules Committee has also reported out its version of the bill, S. 1072, but has not scheduled floor consideration (it is expected to be acted upon soon).

The measure, commonly known as same-day voter registration, was introduced by President Carter in March. He had promised during his campaign to ease voter registration requirements that were alleged to inhibit voter turnout. Vice President Mondale has had responsibility for shepherding the Carter proposal through the legislative process.

Extensive hearings have been held in the House and Senate, during which time the original measure has been considerably modified at the urging of both the National Association of County Recorders and Clerks (NACRC) and NACo. Neither NACRC nor NACo have taken formal policy positions on the same-day registration proposal because the concept had not been anticipated at last year's annual meetings in Salt Lake City, Utah. Both organizations, however, actively worked for amendments that would make the Administration proposal workable.

AMONG THE constructive amendments that have been adopted as a result of NACo/NACRC are a mandatory 90 per cent pass-through of fiscal assistance to county and other local governments responsible for election registration and administration; an increase in the funds provided for "start-up costs" to \$.35 per vote cast in the last quadrennial federal election (it was \$.20 per vote); and a provision that makes implementation of the act, if enacted, optional until 1980 for those states where legislatures will not meet until 1979. All other states would have to use the same-day

registration system for federal elections in 1978.

A series of amendments were also accepted which attempt to counter mounting criticism of alleged potential for fraud said to be inherent in a same-day registration system. Amendments include provisions

which would strengthen the investigatory power of the Federal Elections Administration; mandate a post election audit of at least five per cent of the votes cast; and, provide for the signing of an affidavit by those registering on election day.

See VOTER, page 4



TESTIFYING—John Klein, left, and Roger Hedgecock.

Technologies Questioned in Preventing Oil Spills

WASHINGTON, D.C.—"There should be no mistake that outer continental shelf exploitation can be carried out in an environmentally 'safe' manner—it cannot," Suffolk County (N.Y.) Executive John Klein told members of the House Ad Hoc Committee on Outer Continental Shelf Development.

Klein explained to the committee that offshore drilling is of "no small importance" to coastal counties with Suffolk having a \$1 billion annual tourism and recreation industry "largely founded on its 1,000 miles of pristine shoreline. The consequence of an oil accident are 'frightening to contemplate.'"

Testifying on the Outer Continental Shelf Lands Act Amendment, H.R. 1614, May 11, Klein stated that "although the proposed amendments discuss cleanup from well blowouts and pipeline leaks, we believe the state of the technology today does not allow for adequate protection from such accidents."

"Thus, while I certainly appreciate the proposed provisions for spill responsibility, cleanup and other protections, I must add that they are not but of much help until the technology exists to make them meaningful."

coastal zone than do the states," he said.

Roger Hedgecock, San Diego, Calif. supervisor, also testifying before the committee, told officials that he hoped the amendments would "correct the inconsistencies" which currently exist between what the federal government says and what it does.

Hedgecock explained that Southern California has potentially one of the most productive geothermal energy fields in the country in addition to a sunny climate—making the county an attractive area to demonstrate solar energy. Yet, Hedgecock continued, the federal government has backed off research and demonstration projects in both of these areas.

Instead, he pointed out, the federal government plans to sell lands six to 18 miles off San Diego's coastline for offshore drilling, despite the fact that a preliminary report indicates that the coast is highly unlikely to contain major deposits of oil or gas. In addition, the OS Geological Survey has found evidence that the sea floor—15 miles west of San Diego—is extremely unstable and increases

See OCS, page 12

KLEIN ALSO called for more local involvement on offshore development decisions. "Localities should be involved at the same time the governors are brought in. You must understand that we at the local level have much more direct interest in the

COUNTY NEWS

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

National Association of Counties
1735 New York Avenue, NW
Washington, DC 20006
(202) 785-9577

Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription is \$1 per year for non-members, \$7.50 per year for member personnel in member counties. Send payment with orders to above address. While most care is used, County News cannot be responsible for unsolicited manuscripts.

'78 Payments-in-Lieu Funding OKed

WASHINGTON, D.C.—In a key step to assure future funding of the payments-in-lieu of taxes program, the interior subcommittee of the House Appropriations Committee last week approved \$100 million for second year funding of payments-in-lieu in fiscal '78.

This approval comes on the heels of the President's signature May 4 of \$100 million approved by Congress for payments-in-lieu in fiscal '77.

Subcommittee approval of the full \$100 million, requested by the Department of Interior, is an important step for fiscal '78 funding because it was this subcommittee that had earlier cut the fiscal '77 request by \$25 million. Although the \$25 million cut was later restored in

the full Appropriations Committee, it was unclear whether subcommittee support existed for the payments-in-lieu program.

MORE THAN half of the nation's counties are scheduled to receive payments in September of this year based on the fiscal '77 appropriation. The fiscal '78 appropriation now must go to full committee, the House floor and then on to the Senate for approval. Approval is anticipated this summer, so that counties will be able to budget for payments at least one year in advance. It is expected that payments, subject to annual appropriations, would be made once each year in September.

The Payments-in-Lieu of Taxes

Act authorizes minimum payments to counties to partially compensate them for the tax immunity of natural resource lands, including: national forests, national parks, wilderness areas, Bureau of Land Management lands, and water resource lands such as Army Corps of Engineers and Bureau of Reclamation projects.

Payments-in-lieu legislation implements one of the high priority recommendations to Congress by the Public Land Law Review Commission which found that counties must still finance full local government services countywide, such as law enforcement, road maintenance, health, etc., despite a restricted tax base.

IN OTHER action by the sub-

committee, \$612,000 was deleted which had been requested by the Department of Interior for contract law enforcement with local governments. Counties now provide law enforcement and court services to enforce state laws on federal lands. The requested amount would have allowed the Department of Interior to contract with counties for enforcement of federal laws and regulations as well.

This authority for contract law enforcement was an important provision in the Federal Land Policy and Management Act (FLPMA) approved by Congress last year. The subcommittee action will limit the Department of Interior's ability to enforce laws and protect the environment on federal lands.

County Opinion

Public Works— Another Inequity

Once again a government agency is disregarding the intent of Congress.

On Friday, May 13, President Carter was to sign the \$4 billion Local Public Works Bill. The House and Senate Public Works Conferees included the following statement in their report accompanying the new public works bill:

"The conferees recognize the responsibility of county governments. Accordingly, the intent of the conferees is for applicant counties to receive an equitable share of funds in any area which reflects their level of responsibility and unemployment."

The public works bill authorizes an additional \$4 billion for up to 100 per cent grants. In last year's round of public works funding, counties received only 12 per cent of the grants; approximately four grants per state.

Many inequities resulted from that round of funding and Congress altered the program to avoid past problems.

The Economic Development Administration (EDA) emerged in February with a plan that would prohibit counties from using countywide unemployment data to qualify for grants. NACo opposed this and it has since been dropped.

But now there is a new EDA method for administering the second round of funding. It proposes to restrict the counties' participation to the per cent of county applications on file for each state. In other words, if 10 per cent of the applications from a state were submitted by counties, then counties in that state could receive 10 per cent of the grants.

This formula rewards grantsmanship, not need. And it penalizes the many counties who, at the suggestion of federal officials, limited their numbers of applications.

Such numbers are not a measure of a county's responsibility, service level or need and the formula is clearly contrary to Congressional intent.

Results will be another round of inequities. The method resembles a coupon clipping contest. The more you send in, the better chance you have to win. What a way to carry out a program that is supposed to provide help in areas with sagging economies and high unemployment.

Voter Measure Modified

Continued from page 3

Debate over the concept of same-day registration has revolved mainly around the issue of fraud and whether its potential for occurring would be increased under the Administration proposal. Critics ranged from both Republicans and Democrats, and the City of Chicago, infamous for its voting fraud scandals, to the head of the elections division of the U.S. Justice Department.

Proponents of the measure have argued that there is no greater chance for fraud under same-day registration systems, than there is under registration practices currently used by most states.

ASIDE FROM mandating same-day registration for federal elections, the Administration measure also provides financial incentives for states and county governments to conduct voter "outreach" programs to increase the number of registrants.

Additionally, financial incentives are offered to states that integrate their state and local elections systems with the federal and allow same-day registration for them as well.

Under the proposal, a state would get \$.35 for each voter casting a ballot during the last quadrennial election; \$.20 for each voter, if an outreach program was conducted; and another \$.10, if there was a same-day registration system for state and local elections, as well as,

federal. Theoretically, then, a state could get as much as \$.60 per voter if it participated in all parts of the program. The least it would receive would be \$.35 per voter casting ballots in the last Presidential election.

The measure is being funded for \$50 million for the next two years, a figure many county election officials feel is inadequate; but, efforts to increase it have not been successful. Critics claim the amount was simply "taken out of a hat" and does not reflect the true costs of implementing the same-day registration system.

Congressional division over the bill has not been strictly partisan, with Republicans and Southern Democrats generally unenthusiastic; however, there have been notable defections from both camps. Prospects for final passage have been clouded by rising concern over the fraud issue, particularly in the Senate.

NACRC and NACo have become sufficiently concerned to call for making participation in the same-day registration system voluntary—no state would be forced to participate, but those that wanted to could get federal assistance to implement the system. Support for this concept is growing on Capitol Hill as the spectre of a pending catastrophe is raised by critics of the proposal.

Questions about the measure should be directed to Bill Bertera at NACo, (202) 785-9577.

Same-Day Registration

Risk of Vote Fraud Would Increase

Next week Congress will consider the Universal Voter Registration Act. If enacted, the measure will mandate that individuals who desire to register at the polls on election day must be able to do so for federal elections. The laudable intent of the measure is to make it easier for persons to register and vote.

The bill, as originally introduced, had a number of flaws. The White House has worked closely with us in making substantial changes that improve the measure.

We have been successful in making positive changes in almost every aspect but one—the alleged potential for fraud. We have not been convinced that the concept of same-day registration can be made reasonably free of the potential for fraud.

Same-day registration currently exists in only four states. None have histories of voter fraud. In each case the system is relatively new and results inconclusive. We think this limited experience too fragile and dangerous a precedent upon which to base a mandated national program of same-day registration.

The costs of a national mistake are just too great; the risks too uncertain. Hanging in the balance is an already diminishing voter confidence in our political system and the processes that maintain that system.

We are concerned here not about whether

voter fraud will actually occur, but whether its chances for occurring will be enhanced by the enactment of a federally mandated, same-day registration system. Mail from county clerks and recorders convinces us that the potential for fraud would indeed be increased. We do not want to accept the awesome responsibility of having helped create a process which could jeopardize rather than strengthen our elections system.

A more reasonable approach for Congress to take would be to enact a program of incentives to allow states the option of instituting a same-day registration system. Then the states which felt they could administer the system responsibly could do so; those which could not would be able to preserve their present registration and elections system without further jeopardy.

The nation's county clerks and recorders share President Carter's concern with the diminishing participation of the electorate in the process by which political power changes hands. We cannot, however, place our full confidence in a same-day registration system that has no proven track record. The risk of serious damage to our elections system is just too great.

—Pete Mullendore
President

National Association of County
Recorders and Clerks

Proposal Provides Adequate Safeguards

EDITOR'S NOTE: Rep. Don Bonker is a former county election official from the State of Washington. He successfully led the fight last year against the mass mailing provision of the postcard registration bill.

Fear of fraud is not a sufficient reason for opposing the Universal Voter Registration Act. The bill has been substantially improved to reduce administrative problems, and I believe even more could be done to emphasize pre-election registration.

In considering the voter registration act, attention should be drawn to the following points:

- Historic record establishes that it is not any particular election procedure that leads to fraud, but rather the political culture in a very few jurisdictions, which leads corrupt candidates and election officials—acting in collusion—to manipulate whatever vote counting system exists. In the vast majority of jurisdictions, citizens will vote honestly and officials will count honestly, regardless of the system.

- Administrative error is responsible for a far greater number of miscounted ballots than is fraud. In 20 contested federal and gubernatorial elections since 1972, probably only three involve fraud—while the others were the result of administrative problems. The notorious New Hampshire Senate recount turned on administrative problems, not fraud.

- Nearly all improvements in the election system have been gained over arguments that they would invite fraud. In 1975, the International Association of Clerks, Recorders, Election Officials and Treasurers charged that registration by mail would lead to fraud. I hope that association is embarrassed by the clean record which has been established for mail registration and which now covers more than half the voting age population in the United States. Similarly, with computerized vote tallying, the Government Accounting Office concluded from its study that fraud is

not a problem, as had been charged, but that administrative problems can occur without careful planning.

- Fraud is now mainly committed by those few dishonest election officials who make use of prior registration—noting from registration lists those voters who do not appear at the polls, they can falsely "sign-in and vote" for those absent individuals.

If a limited same-day registration system is adopted, corrupt candidates and officials will again find a way to commit fraud, but the vast majority of citizens and officials will continue to vote honestly and count ballots honestly.

We must be concerned with insuring that in the vast majority of jurisdictions the integrity of the system, the electors, and the officials are not compromised by administrative problems which lead to inadvertent miscounts. This means focusing our attention on the details of the system; it means adequate lead time to adopt the system; it means adequate resources; it means exempting elections in which the system would be inappropriate. And it means building in adequate safeguards against fraud—based on the realities of how fraud is committed, not on the false assumption that the American electorate is basically deceitful and just waiting for the ranks of election officials to be broken, so that they can rush into the polling places and "steal" the democracy.

The bill has been amended in committee to accomplish these things. Local and municipal elections have been excluded, and it is these elections—with their smaller electoral bases—that the possibility is greater of either fraud or administrative error changing the outcome.

If the bill needs to be further amended, fine. But let us not condemn this or any other legislation for the wrong reason. That is intellectual fraud.

—Rep. Don Bonker

Clean Air Changes to Spark Hill Battle

WASHINGTON, D.C.—Within the next two weeks, both the House and Senate will be considering amendments to the 1970 Clean Air Act (S. 252 and H.R. 6161). Similar amendments were filibustered to death in the Senate at the close of the 94th Congress.

A major fight is expected in both Houses over the time schedule for the automobile industry to meet the statutory emission standards for carbon monoxide, hydrocarbons, and nitrogen oxide.

The Senate bill requires the automobile industry to meet the statutory emission standards for

carbon monoxide and hydrocarbons by 1979. The bill weakens the nitrogen oxide standard and delays full compliance with this standard until 1980.

Michigan Sens. Donald Riegle Jr. (D) and Robert P. Griffin (R) plan to offer an amendment on behalf of the United Auto Workers (UAW) to weaken these standards.

THE HOUSE bill, H.R. 1616, contains the Administration's automobile proposal which provides for compliance with hydrocarbon standards in 1979, with carbon monoxide standards in 1981 and with statutory

nitrogen oxide standards by 1983 (if found necessary after an Environmental Protection Agency study of health effects).

Reps. John Dingell (D-Mich.) and James Broyhill (R-N.C.) will be offering a substitute bill which, among other things, provides for time delays, as well as relaxation of carbon monoxide and nitrogen oxide standards which are supported by the auto industry.

NACo strongly opposes the UAW proposal. Automobile emissions are the major source of pollution in most local jurisdictions. Local officials are constantly being forced to compen-

sate for delays in auto standards by instituting severe transportation controls and rejecting new industrial growth which contributes to air pollution.

The UAW and auto dealers are expected to bombard their congressmen this week in efforts to defeat the committee bills. There are already indications that the Dingell-Broyhill amendments have enough votes to defeat the committee bill in the House.

(County officials should contact their congressmen and senators to urge defeat of Riegle-Griffin and Dingell-Broyhill amendments.)

Health Cost Bill Changes Offered

WASHINGTON, D.C.—Two House health subcommittees began three days of hearings last week on President Carter's proposal to control hospital costs to 9 per cent a year.

Health, Education and Welfare Secretary Joseph Califano told members of the subcommittees of the House Commerce and Ways and Means Committees that, H.R. 6575, the Hospital Cost Containment Act of 1977, would lower skyrocketing hospital costs (increasing 15 per cent a year) and would save \$10 billion in Medicaid and Medicare hospital payments by 1982.

NACo is supporting the proposal since counties own and operate 45 per cent of the nation's 1,700 public hospitals (10 per cent of all Ameri-

can hospitals) and pay 10 per cent of the \$17 billion Medicaid bill.

In a statement delivered by Mike Gemmell, NACo legislative representative, for Terrance Pitts, Milwaukee County, Wis. supervisor, the county official explained to subcommittee members that "unsponsored patients" represent a "gap" group which includes disabled but working persons, intact families, the underinsured, the working poor, non-resident aliens, prisoners and migrants.

As a result of their needs not being addressed in the containment proposal, Pitts said "local governments will be called upon to fill the gaps."

NACo has proposed four amendments that would strengthen H.R. 6575 which would protect needy

patients without increasing costs to county governments.

FIRST, the cost containment proposal must contain incentives to place higher priority on outpatient versus inpatient care. Medicare, Medicaid, and private insurance all provide greater coverage for inpatient care than for outpatient. For example, in Cook County, Ill and Los Angeles County, Calif., the recovery rate is only 50 per cent for outpatient services. In some other counties, the recovery rate is less—often closed to zero. In many places, patients who could be inexpensively treated as outpatients are admitted to expensive hospital beds so that more of their costs will be covered. Other patients do not receive early treat-

ment and preventive services which could avoid expensive hospitalization. Therefore, the proposal must contain payment mechanisms to allow Medicare, Medicaid and other third party payers to pay for outpatient services at reasonable cost as incentives for that type of care.

SECOND, the cost containment proposal must contain a provision that helps county and local governments pay for the costs incurred by their hospitals for treating "unsponsored" patients. NACo believes that increases in publicly provided services, brought on by the cost control program, should be partially or totally financed by the federal government.

The transfer of costs from federal sources and private insurance to the local tax base will not save on total costs and will only place greater strain on local government revenue sources. The federal government must provide financial protections against any added demands for public services which result from a ceiling on private sector costs.

THIRD, NACo also requests that local government appropriations above the 9 per cent limit to the public general hospitals be exempted from the revenue limit. Most public hospitals have been operating on locally imposed cost control programs over the last few years. County hospitals have voluntarily closed beds in order to live within these self-imposed budget ceilings. Therefore, if local governing boards allocate property tax revenues for their hospitals beyond the allowable limit, the added resources should be exempted from the cap. NACo calls this "get well money," since it would attempt to raise the public hospitals

to the same base that private hospitals have been operating from for many years, without self-imposed revenue ceilings.

FINALLY, Pitts raised the issue of "dumping" unsponsored patients that is likely to result from the cost containment proposal. Private hospitals and physicians might unload their uninsured or underinsured patients on the public hospitals. The proposal, therefore, must contain stronger language requiring private hospitals, at least to maintain their present charity patient load. The bill must insure that no hospital reduce its share of care to "unprofitable" patients.

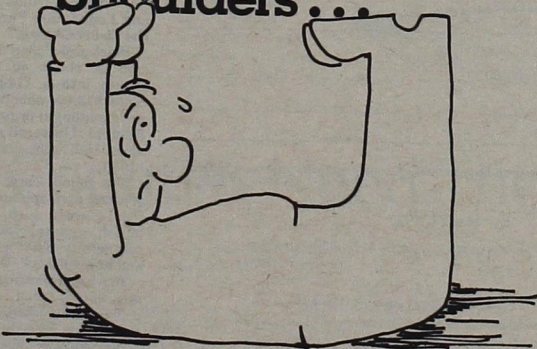
Therefore, all hospitals should be required to:

- Maintain their present patient mix in terms of insured and non-insured patients.
- Maintain their present bad debt ratio.
- Maintain their present gross (billing) to net (receivable) revenue ratio.

Section 126, as written, does not protect public hospitals from patient dumping. Enforcement is based on investigation by local health systems agencies (HSAs) of hospitals who complain that their share of unsponsored patients has increased. The burden of proof lies with those hospitals which treat people who cannot or do not, for whatever reason, seek medical help in the private sector.

Health subcommittee members were told that NACo supports the goals and principles of the hospital cost containment act, adding that it is a basic step to bring under control the skyrocketing costs of medical care, which threaten to bankrupt local governments.

No One Can Take the Ultimate Weight of Decision-Making Off Your Shoulders...



...but the more you know about how things are the lighter the burden will be.

Our members need to be well informed, now more than ever. NACo's publications keep today's county official up-to-date. The weekly newspaper, technical manuals, handbooks, factsheets, and the Living Library are among the many publications offered by NACo. Member county officials receive some publications free and others at special low rates.

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Past Boston Chief to Speak at Jail Crisis Conference

WASHINGTON, D.C.—Corrections, rehabilitation, and the certainty of punishment will be discussed by a nationally known law enforcement officer at the National Assembly on the Jail Crisis next week in Kansas City, Mo.

World-famous corrections expert Dr. Karl Menninger will deliver the banquet address at the National Assembly on the Jail Crisis.

Robert J. di Grazia is best known as the police commissioner who stood in the front line with his men during the 1975 busing disturbances in Boston.

He first made national news in a speech before police chiefs in 1974 when he called them "pet rocks" because they were "unable to grow or be innovative."

In November 1975, di Grazia was



di Grazia

appointed director of police in Montgomery County, Md. He is reorganizing the department to improve community relations.

The National Assembly on the Jail Crisis has the theme, "New Partnerships for Reform." For last minute information, call the Criminal Justice Program, the National Association of Counties Research Foundation, 202/785-9577.



AT DEDICATION—Seen at dedication ceremonies are Mrs. James Aldredge and Harold Sheats, county attorney.

Aldredge Health Center Recognizes Commissioner

FULTON COUNTY, Ga.—The Fulton County Main Health Center has been renamed the James H. Aldredge Memorial Health Center in recognition of his long years of commission service and his vital role in promoting county health services.

Long-time county attorney, Harold Sheats, aided by Mrs. James Aldredge and her daughter, Mrs. William L. Cleveland Jr., unveiled the plaque naming the building at recent dedication ceremonies.

Aldredge served as a county commissioner for 24 consecutive years, longer than any other commissioner. He retired from the commission in 1969 and died Dec. 20, 1975.

Aldredge played a major role in the establishment of the Fulton County Department of Health, which now has 24 centers in addition

to the Main Health Center. He also was instrumental in the planning and building of Grady Memorial Hospital, which was dedicated in 1958.

W.O. DuVall, former chairman of the Fulton-DeKalb Hospital Authority, said in tribute, "Despite all the many duties that Jim had with Fulton County, there was one great area that appealed to him most. He was always interested in helping those who could not help themselves."

"He believed in the service that Fulton County rendered to the people of his community through this Health Department, Grady Hospital and Highview Nursing Home. If it had not been for Jim Aldredge there would not have been a Highview Nursing Home..."

WASHINGTON, D.C.—While President Carter was in London to attend an economic summit meeting, Vice-President Mondale unveiled an Administration plan to use \$14.1 billion from general tax revenues to support the Social Security system.

Since the system's beginning in the 1930s, the only source of funds has been a special payroll tax paid by employers and employees.

However, for the past three years revenues from these sources have not equaled outlays to the elderly and other recipients. A report by the system's trustees recommends short-term and long-term changes to keep the system stable.

To shore up the system, the Administration is calling for increased payments by employers and employees, in addition to using general tax revenues.

BY 1981 employers would be required to pay a tax on a worker's entire salary, rather than on income up to \$16,500, the current "wage base" for the payroll tax.

Beginning in 1979, workers would have to pay Social Security taxes on an additional \$600 of their salaries above the \$16,500 limit.

Vice-President Mondale said these changes were necessary to safeguard both young and elderly Americans' confidence in the system. A statement from President Carter said that congressional enactment of the proposals is "an overriding immediate concern."

But congressional opposition to the plan surfaced quickly.

Rep. Al Ulman (D-Ore.), chairman of the House Ways and Means Committee, rejected the use of general tax revenues to support the system, claiming it "violates the

general principle of having a contributory system."

Ulman said he favors raising the limit on the wage base and the payroll tax rates to cover short-term deficits. He added that Congress would probably not consider other, long-range solutions this year.

REP. BILL Archer of Texas, the ranking Republican on the Social Security subcommittee, opposed new demands upon employers.

Archer claimed unemployment would be increased because

businesses would be reluctant to hire new workers subject to higher payroll taxes.

Administration spokesmen, however, estimate the proposed changes would cost businesses \$30.4 billion in the next four years and that conventional methods of increasing revenues—increasing tax rates and the wage base—would cost them \$34.2 billion.

Secretary of Health, Education, and Welfare Joseph A. Califano Jr. said corporate profits are high enough to support the additional payments.

Comfort to Address Conference on Aging

Dr. Alex Comfort, the well known author and authority on aging, will deliver the opening address at the National Conference on County Resource Development for Aging Citizens in San Diego, Calif. on June 8-10.

Comfort's topic will be: "Real and Imaginary Aging."

Educated at Cambridge University and the London Hospital, Comfort has spent the past 25 years as a physician and biologist studying aging in man and animals.

He has also written novels, poetry, a medical textbook, and several best-selling books including *Joy of Sex* and *A Good Age*.

The latter is a layman's guide to aging in which Comfort advocates two weeks as "about the ideal length of time to retire."

Since 1974, the British-born physician has been a Fellow at the

Institute for Higher Studies in Santa Barbara, Calif.

He is also a professor of pathology at the University of California Medical School at Irvine, a lecturer in psychiatry at Stanford University, and the editor of "Experimental Gerontology," which he founded.

The conference, which will include workshops and panel discussions with county officials, is being sponsored by the Aging Program, National Association of Counties Research Foundation.

For more information or registration forms, write or call the Aging Program, NACoRF, 1735 New York Ave., N.W., Washington, D.C. 20006. Phone (202) 785-9577.

Sources of Funds for Aging

Need money to finance services for the elderly? Two new guidebooks are available to help you.

Marie Oppedisano-Reich, research supervisor for the Nassau County (N.Y.) Department of Senior Citizen Affairs and Lilly Cohen, associate coordinator of aging programs at Adelphi University, have completed "A National Guide to Government and Foundation Funding Sources in the Field of Aging."

Reich and Cohen distilled information in about 40 handbooks and guides into a 174-page book that costs \$13.50 (plus 57 cents postage and handling if ordered by mail from Adelphi University Press, Levermore Hall 103, Garden City, N.Y. 11530).

The book lists federal funding sources and application procedures for 14 areas such as employment, health, mental health, education, community development, and "arts and humanities."

Private foundations in 25 states are listed, plus an overview of private philanthropy and a guide to application procedures in this sector.

Appendices list addresses and telephone numbers of state and regional offices of federal agencies that fund programs mentioned in the book.

Those who do not receive a satisfactory response from their state or regional office may be interested in the "Directory of Federal Agencies on Aging" to be published in July by Potomac Policy Inc.

This book will list not only the state within the regional office that has responsibility for an aging program, but also the Washington office that is responsible for the program.

The pre-publication price is \$7.50. After July 1 the price will be \$10 for the 1977-78 edition. Inquiries or orders should be sent to Potomac Policy Inc., P.O. Box 617, Arlington, Va. 22216.

WHEN COUNTIES HELP THE ELDERLY, THEY HELP EVERYONE

SAN DIEGO CONFERENCE REGISTRATION

NACo CONFERENCES ON AGING

At the National Conference on County Resource Development for Aging Citizen, find out:

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

Plan Now to Attend the Conference

Hotel del Coronado
San Diego, Calif.
June 8-10, 1977

LOCATION: San Diego, Calif., June 8-10, 1977.

Name _____
(Please print or type)

County _____

Title _____

Address _____

City _____

State _____

Zip _____

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

Send to:

By: May 27, 1977

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

SAN DIEGO HOTEL REGISTRATION

NACo CONFERENCE ON AGING

I will arrive (date) _____ (time) _____

I will depart (date) _____ (time) _____

Name _____
(please print or type)

Address _____

City _____

State _____

Zip _____

Additional Occupants _____

Name(s) _____

ACCOMMODATIONS

Main Bldg. Ocean Tower

Single \$25 \$35

Twin/Double \$35 \$45

Include one night's charge with reservation as deposit. For those who wish to remain for the weekend after the conference, convention rates will apply.

Send to: Hotel del Coronado
Reservation Department
Coronado, Calif. 92118

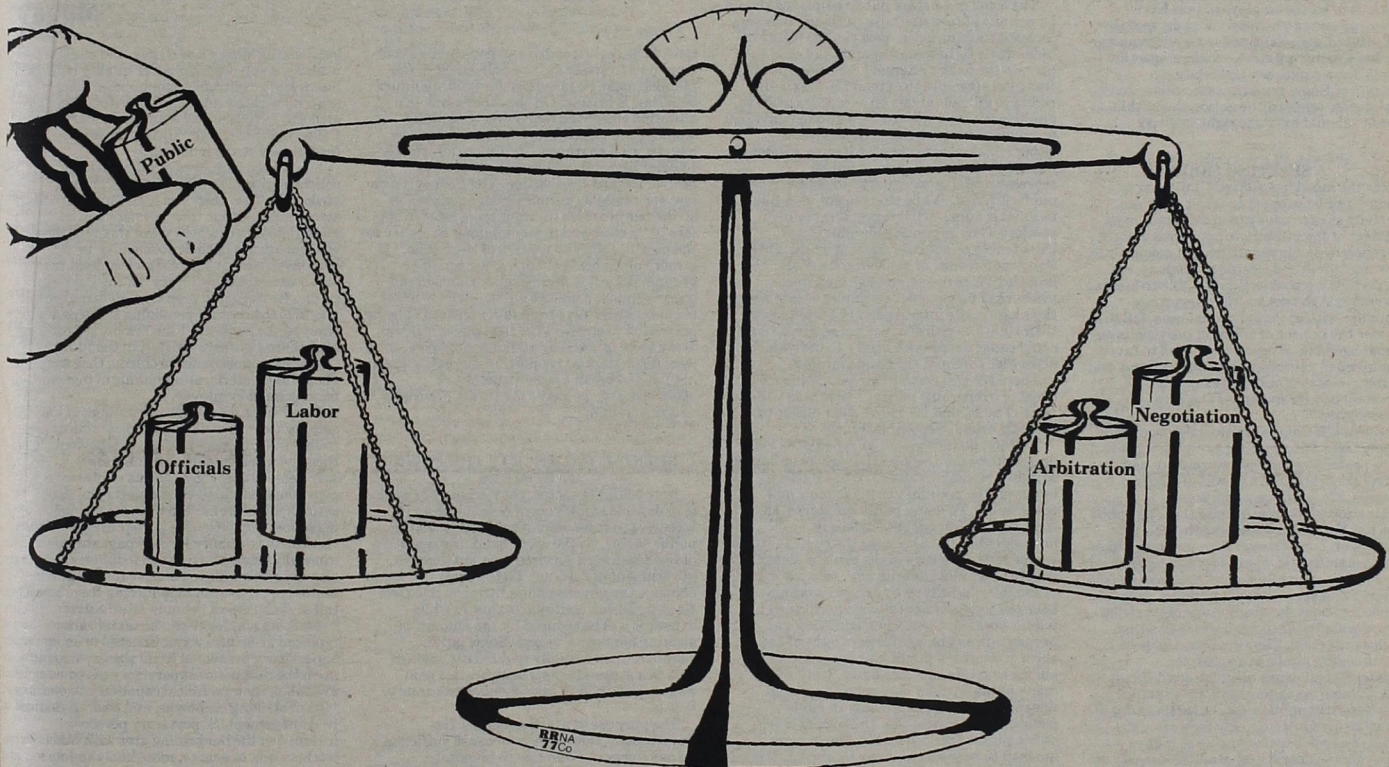
Registration Deadline: May 27.

For additional information please write or call the Aging Program, National Association of Counties' Research Foundation, 1735 New York Ave., N.W., Washington, D.C. 20006. Phone (202) 785-9577.

New County Times

On County Modernization

Labor Relations



Counties Need Their Own Labor Experts

by Rolland C. Toenges
Labor Relations Director
Hennepin County, Minn.

As the rate of public employee unionization rises dramatically around the country, more public employers are being placed in the collective bargaining environment. And since collective bargaining usually has great impact on budget and management control, employers should develop an in-house capability to perform in this environment. For some public employers, developing such a capability may precede actual collective bargaining activities; for others who have had some experience in collective bargaining, assessing what preparations should have been made and then taking the appropriate action may be necessary. The term "collective bargaining" is used in the broad sense—to include the realm of formal labor-management relations activities such as: union organizing, representation elections, unit determination, contract negotiations, dispute resolution, contract administration, etc. It is a common error for employers to assume that preparation for collective bargaining is merely preparing for labor contract negotiations, when, in fact, this is

often one of the less significant aspects of the total process.

BASIC CONSIDERATIONS

There are several basic considerations in developing in-house capability for an effective collective bargaining relationship:

- Appointment of an experienced individual(s) to represent the interests of the public employer in collective bargaining activities.
- A thorough understanding of the legal framework—the rules and regulations, under which the collective bargaining process will occur.
- Development of an official policy to guide decision making.
- Identification of an appropriate management structure for the public employer and for those persons who should have bona fide managerial responsibilities.

REPRESENTATIVES FOR BARGAINING

One of the most important actions for a public employer to take early in developing in-house capability is to ensure that the employer's interest are effectively represented

by a person(s) experienced in collective bargaining. For large public employers, the employment of a full-time person, possibly with specialized support staff, may be most feasible; for smaller ones, the use of a part-time consultant to augment in-house staff may be most practical. Employers who have had some collective bargaining experience may find the most practical approach is to appoint a person who has been involved in bargaining and arrange for additional training to develop a desirable level of expertise. The importance of having an experienced labor-relations specialist available to assist the employer in developing in-house capability for collective bargaining supercedes the particulars of whether the specialist is an employee or consultant.

It is important that the employer have, in-house, a person who is accountable and responsible for directing labor-management relations activities. If the employer uses a consultant, an in-house employee should serve as the employer's liaison. Depending on the employer's size and structure, such an in-house person might be, for example, the personnel director, county administrator, auditor, etc. The employer must ensure that a sound

structure with proper lines of accountability and communications is established.

ASSISTANCE AVAILABLE

Public employers interested in developing in-house capability, but do not have a need to employ a full-time specialist, can usually obtain assistance from a number of sources. For example, there are public employer associations (local, state, and national, such as NACo or League of Cities). In Minnesota, the "Metropolitan Inter-County Council," an association of several counties in the Minneapolis-St. Paul metropolitan area, has a labor relations specialist available to members. "The Metropolitan Area Managers Association," an association of city managers in the Minneapolis-St. Paul, Minn. area, retains a consulting firm for members. Public employers can usually obtain assistance directly from consultants even though they are not located in the employer's immediate area.

HOW MUCH WILL IT COST

For employers not experienced in collective bargaining, See DEVELOPING, page 6D.

Public Mood Against Strikes Is Shifting

by R. Scott Fosler
Director of Government Studies
Committee for Economic Development

Editor's Note: This article has been excerpted from a paper by the author called "Rethinking Municipal Strikes" presented at the American Society for Public Administration panel on labor relations in March 1977. For a copy of the full article, write either the author or to the New County, U.S.A. Center.

The legal prohibition against public employee strikes traditionally has been accepted as a fundamental precept of government by professional managers, elected officials, and the public at large. Franklin Roosevelt once stated flatly that "strikes by public employees are unthinkable and unconscionable." The positions of public employee unions have varied; many have favored the right to strike, while others, especially police and fire unions have been more tentative—preferring an alternative compulsory and binding arbitration. Some employee associations have consistently rejected the notion that public servants should have the right to strike.

A SHIFTING MOOD

Now the mood has shifted. Bolstered by stronger public support to resist what are perceived as excessive union demands, more confident of their ability to cope with unions, and concerned over severe budget constraints, many managers and elected officials assert that permitting strikes is preferable to binding arbitration. Arbitrators, they argue, are unfamiliar with government finances, fail to consider the impact of contract provisions on the management of operations, tend to favor labor in order to protect their own careers, and are unaccountable to the citizens who ultimately pay for increased employee compensation.

Some public unions, meanwhile, seem to be backing away from insistence on the right to strike, preferring instead compulsory and binding arbitration as a means of settling impasses. The shift may be due to a combination of factors: a sense that the public mood has become more supportive of management; concern over the potentially high costs to members in wages lost during strikes; fear of public antagonism and backlash caused by disrupting services; and, perhaps, in some cases doubt about the effectiveness of the strike.

The durability of these shifts in position remains uncertain. They are based largely upon changing public attitudes, the consistency and depth of which are difficult to predict. Some managers note, for example, that vociferous public support for resisting a sanitation strike can quickly fade after the garbage has piled up for four or five days. Taxpayers in general may stand firm against striking teachers, but working parents who must alter their schedules in order to care for the children at home are likely to argue for a quick settlement.

The unions, on the other hand, may have been jolted by a recent series of events, including unsuccessful strikes, voter referendum curbing union activities, and a spate of Supreme Court and other judicial decisions. Hence, they are inclined to lower their visibility. However, their goals are far from achieved and their strength far from shaken. There is no likelihood that public unions will be any less determined to fight for what they believe to be their legitimate interests.

The current public reaction against public unions was probably predictable. Public employees have unionized at a dramatic rate in recent years. Their momentum has been spurred onward by the taste of success, the vision of large numbers of government workers as yet unorganized, and the struggle among competing unions for new members (including initiatives into one another's established territory). Taxpayers, meanwhile, have been hit simultaneously by inflation, a declining economy, and rising taxes. The word went out to elected officials that the public was—at least for the moment—fed up with what were perceived as excessive public employees' demands.

It would be imprudent, though, to project the future or establish policy on the basis of recent swings in public mood. While the momentum of the public union movement may have been temporarily slowed, to conclude that a new balance of power between public and government employees has been reached

would be to ignore the volatility of public opinion, the determination of union leadership, and the fundamental changes that have occurred in public employment.

Public employment has changed fundamentally in the past several decades. These changes have altered the conditions upon which are based the traditional arguments advanced in support of prohibiting strikes by public employees. There now appear some potential advantages to the public, as well as to employees, in permitting strikes. However, such advantages are contingent on balancing three factors: the pressure that employees can apply through strikes; their legitimate interests; and the need to protect the public from irreparable injury.

THE DILEMMA

The issue of whether public employees should be permitted to strike poses a classic dilemma for social organization: how can the rights of individuals be balanced against the need to protect the public interest? American political tradition attempts to extend the maximum rights to all individuals on an equal basis as possible without permitting any one individual or group to exercise a degree of power—either incommensurate with its importance or detached from some form of public representation or safeguards to protect the public interest. While the concept of public interest is admittedly vague, it certainly precludes any group or individual from threatening or actually causing irreparable injury as a means of achieving its goals. The issue is how to provide public employees a measure of power that is commensurate with their legitimate interest and in keeping with their rights as citizens, yet not so great that it could cause irreparable injury to individuals or otherwise threaten the public interest.

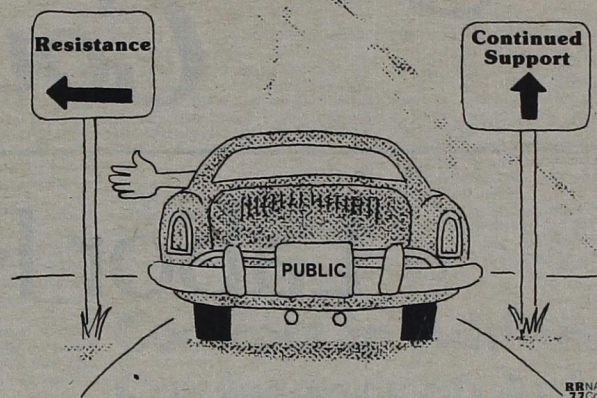
There are two ways to prevent strikes from causing irreparable injury. The first is to deter them. The second is to limit their power to actually cause irreparable injury.

To date, public policy has relied principally upon deterrence through the legal prohibition of public employee strikes. To be effective, however, the law must be reasonable and enforceable. To many public employees, the legal prohibition against strikes is unreasonable, both because the right to strike is granted to workers in the private sector in general, and more specifically, because many of the jobs performed by private workers are believed to be similar to those performed by public workers. Others perceive the legal prohibition as unreasonable in light of the sheer strength of public employees and their ability to strike with impunity. Until recently, many public strikes were permitted to go unsanctioned or resulted only in minor penalties or reprimands. In the past few years, public authorities have been more inclined to prosecute unions for illegal strikes, applying fines, imposing jail sentences, and depriving unions of dues check-off privileges. The question remains, nonetheless, as to whether penalties would be applied in the face of widespread strikes, and whether penalties will be effective in deterring strikes by determined unions.

The alternative to deterrence is to limit the power of strikes to cause irreparable damage or otherwise create such inconvenience that striking employees, thereby, enjoy an inordinate degree of power. The number of public employees pursuing this strategy, consciously or implicitly, is growing. Limiting the impact of strikes need not go so far as to eliminate all irritation, inconvenience, or even every risk of more serious damage; to do so for most local government services would be excessively costly, even if it were at all possible. It may, as well, unnecessarily deprive employees of a measure of power, which may be desirable for them to have, both to protect their own interests and to dissuade them from seeking it through other routes. A more practical objective would be to structure the situation so that the risk of irreparable injury that could be caused by a strike would be minimized, and the pressure that employees could bring to bear would be commensurate with their importance and legitimate interests.

Even if strikes continued to be legally prohibited, there is no guarantee that they will not take place and, hence, moderating their potentially damaging impact would still be desirable.

The two strategies of deterrence through law and limitation of real power to cause injury go hand in hand. Legal prohibitions that



ignore the real strength and determination of employees to strike are not only likely to fail, but also make no provision for limiting injury if the law is broken. On the other hand, in a situation where the real power of striking employees to inflict injury is limited, the law may be used sparingly—but more effectively—to deter harmful actions and guide both parties toward a resolution. The Pennsylvania law, for example, permits most employees to strike but provides for injunctive relief in the face of "a clear and present danger or threat to the health, safety or welfare of the public." It is more probable that such a law would be obeyed, since it is more likely to have broad-based support from the public—who will feel that employees have been fairly treated in being permitted to strike in the first place; it is less likely to be ignored by striking employees, or at least a substantial proportion thereof, who do not wish to break a reasonable law or otherwise may perceive the threat of penalty as more credible.

SEEKING BALANCE IN THE POWER OF STRIKES

In the private sector, the purpose of a strike is to deprive employers of revenue as an incentive to meet employee demands. In the public sector, on the other hand, the cessation of tax-supported services does not deprive government of revenue. To the contrary, it can enhance the government's financial position, since taxes will continue to flow in while expenses will be reduced by the amount of striking employees' wages. Some public employees can actually realize cost savings during a strike since strikers are not paid wages even though tax revenues continue to flow in.

The purpose of a strike against the government, therefore, is to cause sufficient inconvenience or damage to remaining personnel, service consumers, or the public as a whole, that they, in turn, will bring political pressure to bear on government officials to reach a settlement favorable to labor.

Nature of the Service. The success of a strike depends principally upon the absence or reduction of a service to inflict a burden on the public, the importance of the service being struck, and the ability of employees to effectively deprive the public of that service. Shutting off water service, refusing to attend the sick and injured, permitting fires to burn, or allowing looters to run through the streets, for example, will cause greater damage than closing down the libraries, refusal to check on the legitimacy of welfare recipients, or the cessation of recreation programs. Thus, water supply operators, medical employees, firefighters, and police have potentially greater strength than librarians, social workers, and park employees because of the nature of the service they perform.

However, even if the service is essential ("essential" services are generally considered to be those where deprivation could cause irreparable injury to life and property), the success of the strike is still contingent upon the ability of employees to deprive the public of the service. The degree to which substitute labor can be employed to maintain the service, or alternative means can be found to meet the same need, will affect the extent of inconvenience or damage that will result from an employee walkout.

During a 23-day strike in Palo Alto, California in 1975, "management and part-time employees operated all essential city

services (including water, gas, and electric utilities, a sub-regional water quality control plant, and a centralized communications system) without interruption. After a 25-day strike in 1975, the city manager of Berkeley, California concluded: "Cities can survive a firefighters strike indefinitely."

Few public employees or union leaders consciously aim to inflict injury through strikes. Rather, their aim is to cause sufficient inconvenience that their services will be missed, to create a heavy workload for those who substitute in their absence, or to demonstrate that a prolonged walkout may result in irreparable injury. In the Palo Alto strike, for example, even though management was able to continue providing services and enjoyed the support of the public, the pressure of absentee workers was felt in the form of "growing maintenance problems that were not visible and deteriorating morale of overworked management employees."

Some employee groups use a range of job actions short of strike—including slowdowns, calling in sick, and working "by the book" and, thereby, intentionally encumbering services—to apply gradations of pressure commensurate with their objectives. Such actions might be curbed by more stringent personnel regulations (e.g. requiring a doctor's certificate to qualify for sick pay) although, ironically, plugging up such loopholes might also deprive employees of a means of applying limited pressure, thereby forcing them into a full-scale strike as the only alternative.

Striking employees can be temporarily replaced in several ways. Success in using supervisory personnel to fill the gap depends upon the number of supervisory personnel available, their technical capability to perform jobs of striking employees, and their allegiance to management. Supervisory personnel included in the bargaining unit with other workers are, of course, more likely to join in or honor the strike than those who are included in a separate bargaining unit. Personnel from other government departments or other jurisdictions might also be employed. Employer groups have given some thought to the creation of special "strike force" that would be on call to assist a jurisdiction whose employees have struck. For some services it may be possible to contract with a private firm. All such methods, of course, leave replacement personnel open to charges of strike-breaking and to potential pressure or violence.

Political Strength of Public Employees. A second factor affecting the success of strikes is the overall political strength of the striking employees. While this is partly determined by the nature of the service, it also depends upon the organization, unity, and determination of employees. These factors, in turn, vary according to the skill of union leaders, support of the national employee organization, and the extent to which employees believe they have been unfairly treated by the government (simply put, a first step in avoiding labor strife is to treat employees fairly and to give them what they are legitimately due in wages, compensation, and working conditions).

The strength of any one employee group depends partly on its support from other unions, both public and private. Such support cannot be taken for granted. For example, unionized dock workers and sanitation workers will suffer the inconvenience of a transit strike and will have to pay increased fares, required to meet the demands of striking bus drivers or subway operators. Hence, their

See PUBLIC, page 6D

County Flexibility Should Be Insured

by Charles C. Mulcahy, Mulcahy & Wherry, S.C.
and NACo Labor Counsel

and
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Editor's note: Portions of this article appeared in The County Year Book 1976 published by NACo and the International City Management Association.

Unionization in the public sector is becoming commonplace, with or without state enabling legislation, and county employers must develop effective labor relations policies in the face of this trend. For the first time, many counties are finding themselves in the situation of meeting and conferring, or in many cases, negotiating with their employees.

Some counties are being forced to justify their positions at the bargaining table and feel the employees' demands threaten to restrict the government in its management flexibility to provide services. The solution to the complexity of labor relations lies not in hoping the problem will disappear, but rather in structuring personnel policies that will equitably balance legitimate employee rights with the public service responsibility and accountability of the county employer.

TRADITIONAL STRUCTURES IMPEDE COLLECTIVE BARGAINING

The traditional management of employee relations in counties, coupled with the political nature of bargaining in local government, have created inherent problems in bargaining.

The multi-step salary schedule with guaranteed annual increments of the Civil Service system has established a predetermined, non-negotiated cost that must be considered in the bargaining process.

The lack of multi-jurisdictional bargaining in most areas can impede a county's ability to negotiate effectively. A common tactic for unions is to select two or more of the weaker public employers and negotiate expanded benefits and high wage settlements early in the bargaining season. These trends will be weighed by arbitrators (if arbitration is available) considering impasses in other communities. This "whip sawing" effect needs to be fought by those communities where bargaining will occur later in the season.

Often county employees are entitled to certain rights and benefits by statute, which must be bargained in the private sector. Collective bargaining in counties then becomes a means of expanding these concessions.

Another structure which can hamper negotiations is the lack of authority of the management representative at the bargaining table. Counties must ensure that the person(s) negotiating for them have the full authority to represent management's proposals.

ABILITY TO PAY

Structural and economic pressures on the public employer can have a substantial impact on collective bargaining and on the attitudes of the participants. Employers should consider the following:

- Does the county have the resources to pay?
- Has the county the accrued funds to enable it to pay?
- Has the county the willingness to make the expenditures?
- Has the county already set the limit on its expenditures in establishing its budget?

The question of ability to pay may be divided into "unwillingness" to pay and "inability" to pay. The former assumes budget priorities set by the county employer do not allow for increases demanded by employees, while the latter means the difference between revenues estimated and expenditures does not permit, even with a rearrangement of budget priorities, the county to meet the demands of the employees.

Often a public employer may argue "ability to pay" to cover the seemingly less realistic position of "unwillingness" to pay. The county employer who realizes the full cost of the myriad operations of county government fears the political pressure which could be brought if it is said that money is available, however, not for increases in employee wages and benefits. The unwillingness to pay argument is preferable for counties in order to avoid the crisis conditions that could prevail supporting a true inability to pay situation.

ALTERNATIVES TO FISCAL CRISIS—MANAGEMENT RIGHTS

The nature of county services requires management flexibility in providing services according to time and manner needed. During a period of social/economic change, counties must retain the ability to introduce programs, or phase out existing ones, in response to such change. A strong management rights clause is essential if public employees' increased bargaining and political strength is to be balanced with county government's responsibility to provide vital services.

A substantial percentage of the operational budget of counties can be attributed to labor costs in areas such as highways, courts, law enforcement, hospitals, governmental operations. Efficiency and productivity in these labor intensive services is not normally achieved by replacing personnel with equipment, but by developing and implementing effective personnel programs and policies.

Management rights clauses in county employee contracts must be stronger than those traditionally found in the private sector because of the greater flexibility needed to provide public services. Snowstorms and broken water mains don't always happen within the normal eight-hour work schedule. Management needs the ability to adjust employees' hours and work schedules to provide services when needed and to maintain a level of productivity.

Cross-training and the flexibility to assign work from one department to another can eliminate costly "downtime" of seasonal work. Language in a contract that permits county management to utilize overtime when needed and to limit it if unneeded can result in significant savings to taxpayers.

Contract negotiation is not merely the process of setting wages and fringe benefits for county employees, but also a process that affects the policies and programs of the community. On the surface, a labor agreement may not appear to hinder any introduction of programs into the county, however, the wage settlement may be such that the county must rearrange its budget expenditures to compensate for the settlement, thus resulting in postponement of a new program. The wage rates may be equitable, but loss of ability to lay off employees in the event of program cutbacks can impede the government's ability to provide services efficiently. The first step towards ensuring county government's responsibility to efficient service delivery is to negotiate contracts with the necessary management flexibility.

EXPANSION OF BINDING ARBITRATION

In the debate on collective bargaining, two questions emerge as critical to the future of local government:

- Should public employees be granted the right to strike?
- Should compulsory arbitration be instituted as an impasse procedure?

The first question is examined elsewhere in the supplement, and the latter will be examined here. The alternative of binding arbitration has been presented as "cleaner" and less complicated than public employee strikes. Arbitration, it is argued, leaves no community scars or resentment (as strikes may do), and the procedure is considered a fair and equitable solution to labor problems in the public sector. However, the values at stake must be carefully balanced.

The arbitrator, agreed to by both sides (management and employees) or one chosen according to statutory provisions, hears the evidence of both sides and decides upon a settlement.

Some collective bargaining management individuals believe the tool of binding arbitration (in most states no appeal of the decision, excluding any judicial appeal, is possible) bypasses the decision making processes of county government. The arbitrator, it is argued, is not accountable (to the citizens) and, thus, moves the parties beyond the realm of voluntary settlement and imposes awards on both parties (usually not acceptable to the losing party). Therefore, the value of reaching some final determination must be balanced between the community's willingness to pay for the decision by the arbitrator and the employee's willingness to accept the decision and not resort to other methods to obtain the lost demands.

A Strike Deterrent. Reliable data has not been produced to prove the theory that expansion of the binding arbitration method (e.g. compulsory arbitration) will be a deterrent to strikes, particularly among blue collar workers, hospital employees, and teachers. County-operated school districts exist in only three states and in a few counties in the other states. Some county governing boards appoint the school board members and approve any proposed bond issues and the school board's budget, but basically, schools are operated independent of the county governing board. In some states, the school board(s) is elected and does operate independent of the county governing board. In those counties where school board members are appointed, pressure can be brought on county board members to settle the strike.

There have been cases where strikes occurred, even after an arbitration settlement, because of the unacceptability of the settlement. Binding arbitration, thus, is not necessarily a deterrent.

Impact on Bargaining. The availability of arbitration can affect negotiations by either insuring the process is completed; impeding the process; or reversing previous gains.

In some cases, the threat of arbitration has

prompted local government units and public employee units to resolve their own agreements.

In other jurisdictions, the availability of binding arbitration has had a "chilling" effect. The parties have submitted a lengthy list of demands, bargained superficially for one or two sessions, and proceeded immediately to arbitration.

In jurisdictions where arbitration has been used over a number of years, certain precedents have been established and are considered "rights" by the winning party (either management or employee). In these cases, future arbitration awards could lead to a perceived violation of the "rights" won (if the arbitrator, in effect, reverses a prior award).

Some officials believe that arbitration can be a continual process and, thus, issues are never really "bargained" for between employees and the public employer.

Lack of Judicial Review. The procedures and standards for obtaining judicial review of an arbitration award are usually so narrowly defined, in most states, to almost preclude review. More attention should be given, by state legislatures, to establishing appropriate means for review of awards.

Cost of the Arbitration Proceeding. The fee of the arbitrator can be divided between the public employer and the employees, or if the arbitration law permits, the state pays—either full or partially—for the arbitrator with the parties involved paying the balance. However, there are additional costs involved, such as staff time in preparing evidence for the arbitrator, recording and transcribing the arbitration proceedings, and if the arbitration is located at a neutral place, travel and other expenses are incurred.

Equity Among Employee Groups Within the County. If there is more than one employee bargaining unit within a county, inconsistencies in awards for groups of employees can occur. Bargaining units are usually structured along either organizational lines (e.g. highway workers, police, fire, and other county employees) or along occupational lines (e.g. clerical or trades and laborers). Police and fire employees normally are separate in an occupational line bargaining structure, as they have their own bargaining units.

If all or some of the organized employee units contracts were submitted to arbitration in the same year, there could be from three to six different arbitration awards (and not necessarily from the same arbitrator). This can lead to inconsistencies in wages and fringe benefits within a county government structure. For example, in the occupational line system a clerical worker in one bargaining unit could receive a different wage settlement than another clerical worker represented by another bargaining unit. This violates the concept of "equal pay for equal work."

Other Factors. Most arbitrators have had experience in private sector bargaining and are not necessarily sensitive to the differences between public and private collective bargaining.

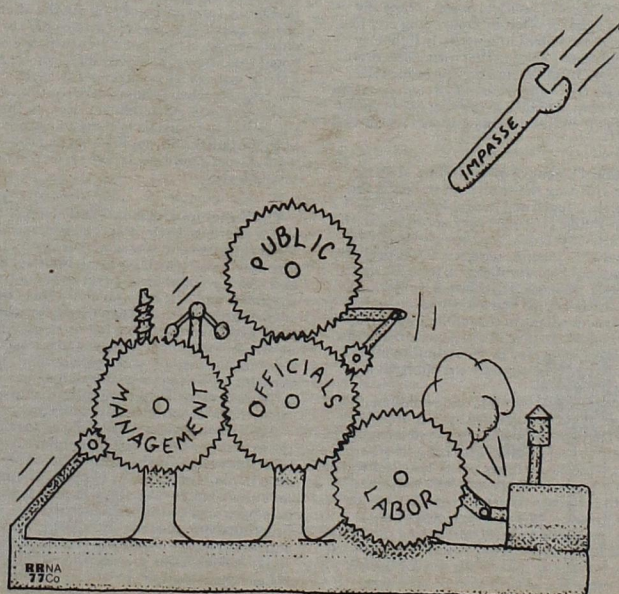
Some public employers believe that once they get to the arbitration process it is a "no win" situation. They feel forced to put the maximum offer to employees, prior to going to arbitration, either issue by issue or "last best offer." Employees then know the maximum offer and, should they wish to accept can—or for the cost of arbitration—strive to increase the maximum offered. Therefore the employer feels a "no win" situation in arbitration, since at the minimum the employees will get the county's final and highest offer.

CONCLUSION

Collective bargaining is a bilateral process that works best when both sides are experienced in the process. Up to now, counties have not had the experience and training in labor relations negotiations to match their employees' representatives.

Counties must begin now to obtain the expertise needed in effective collective bargaining. The situation is not impossible, but elected officials are faced with a crucial task.

Editor's note: NACo has available a publication entitled "County Labor Relations Handbook." For a copy write the NACo publications desk (\$5 for NACo member counties, \$6 for non-members).



Developing an In-House Capability

CONTINUED from page 6A.

bargaining, the cost of developing the capability may seem unduly expensive. However, it is equally important to consider the cost of not having the employer's interests effectively represented. Employers with effective negotiators protect themselves against the kind of unfortunate cost implications that have resulted from previous bargaining mistakes. The hard fact is that, with few exceptions, collective bargaining inherently represents a higher cost of operation to the employer. Some employers have estimated this cost as a 20 per cent increase in their personnel administration costs (not including the wage and benefit settlements themselves). For a small employer, this cost may represent several thousand dollars per year, while for a large employer, it may represent hundreds of thousands. It may be useful for an employer to analyze employees' commitment to representation of their interests, as indicated by union dues, initiation fees, etc.

The impact of collective bargaining settlements can go beyond the additional wage and benefit costs. Settlements that allow the union to gain control of decision making, regarding the employer's operations, can be even more costly. An example would be a situation where the public employer agrees not to reduce its work force, even if it contracts with a vendor who can provide the same service more efficiently and effectively, or where the employer agrees not to reduce its work force as a result of discontinued or reduced operations. In these cases, the employer has actually given the union control over its discretionary authority to effectuate cost reduction procedures in operations. The employer's in-house collective bargaining specialist(s) should have a thorough knowledge and understanding of the impact of wage and benefit settlements, and be able to evaluate and educate top officials in the implication of contract language proposals.

THE LEGAL FRAMEWORK

Basic to developing an in-house collective bargaining capability is a thorough knowledge and understanding of the laws, rules and regulations under which this activity will be conducted. At least one person in the employer's organization or a person readily available to assist should have this capability. Normally this would be the officially appointed employer representative for collective bargaining.

Another consideration is legal representation. Many of the issues and operational problems associated with collective bargaining activity involve legal interpretations and defenses. Therefore, the public employer needs to arrange for qualified legal representation. The legal services, which most public employers have as a part of their organization, may be adequate. It should be recognized, however, that the attorney in the public legal department may not necessarily be knowledgeable or experienced in labor law principles and administration. If this is the situation, then staff members must be involved in existing legal programs that will provide the necessary knowledge and skill required.

ESTABLISH POLICY

In developing collective bargaining capability, the public employer must adopt policy positions that will guide decision making. This is important to ensure that the employer's actions in actual collective bargaining activities are supportive of the same sound labor-management relations principles which influenced the policy position and are consistent in application. For example, the public employer may want to adopt a policy position regarding the scope and composition of appropriate bargaining units. Such a policy might be that "an appropriate bargaining unit should include all employees within an occupational grouping and such other employees as have a reasonable commonality of interest." This policy, then, is the reference for all decisions made by the employer regarding unit determination. The development of employer policy positions is essentially a planning and objective setting process. Decision making in day-to-day collective bargaining activity implements the plan in accordance with the objectives. To complete the process, a system of periodic evaluation should follow.

THE MANAGEMENT STRUCTURE

In order for an employer to effectively

develop an in-house capability, two critical tasks must be accomplished:

- Determine the management structure best suited to accomplish the mission of the organization; and
- Identify bona fide managers and confidential employees.

These tasks must be accomplished before an employer can properly determine matters such as:

- Who are the managers that should be excluded from rank and file employee bargaining units and be a part of the employer's management team?
- Who are the confidential employees that should be excluded from rank and file employee bargaining units?
- Who can best represent the employer's interests as a member of the employer's bargaining team?
- Who are the appropriate managers to administer the collective bargaining agreements and process grievances?

BARGAINING UNITS

Prior to any unit determination procedures, the employer's position regarding the number and composition of bargaining units that should properly exist—if all employees with the right to collectively bargain did so—should be identified. Part of this task is to determine those employees constituting bona fide supervisors and/or confidential employees (employees to be excluded from any bargaining unit).

THE MANAGEMENT NEGOTIATING TEAM

The employer must decide on the proper makeup of its negotiating team prior to any contract negotiations. With the possible exception of an outside professional negotiator or legal consultant, the members of this team should be in-house managerial and confidential employees who possess knowledge of the employer's operations that will be vital in negotiations.

Certain team members such as the chief negotiator, manager representatives and personnel administration specialists are

involved in all negotiation sessions. Other team members such as budget, legal and compensation specialists participate as needed. It is important to define the role of each negotiating team member and to insure proper representation and communication in team decision making.

The importance of proper manager representation on the negotiating team cannot be over stressed.

For smaller public employers, a single manager may have both requirements. In medium and large size employers, this usually requires two or more manager representatives. In cases where the employees involved in negotiations work in a number of different departments and a larger manager representation is appropriate, a "strategy team" provides the means for complete representation of manager interests.

Strategy teams consist of all members of the negotiating team, plus such additional representatives and specialists who will ensure all the employer's resources are effectively utilized in planning and preparing for negotiations.

PREPARING THE NEGOTIATING TEAM

It is desirable that persons participating on the employer's negotiating and strategy teams have a good working knowledge of the negotiating process. This is important to enable team members to function effectively and efficiently. Hennepin County conducts a comprehensive workshop for team members before the start of negotiations. Covered in the workshop are simulation exercises, collective bargaining history, laws, rules and regulations, negotiation dynamics, impasse resolution procedures, economics, role of bargaining team members, etc. When the team members understand the process and their role, the employer has established a sound environment for effective representation.

CONTRACT ADMINISTRATION

Development of in-house capability does not stop or start with negotiation of the labor contract. As a practical matter, this is where

the collective bargaining process may really begin for many managers.

Once the labor contract is effective, virtually all managers become responsible for administering its provisions and processing any grievances that arise. The importance of proper contract administration cannot be overstressed. Issues that were hard fought at the negotiating table can be easily compromised by a manager who does not adhere to the contract terms and conditions. Conversely, a manager who applies a more conservative interpretation to the labor contract's terms may be encouraging undue grievances and hostility, which may be hard to deal with in the next negotiations.

A method to ensure proper contract administration and grievance processing is to educate managers in the provisions of the labor contracts and assist them in proper administration. Hennepin County conducts a workshop following negotiation of contracts for those managers who will be administering the contract. These workshops are designed to school managers on the contract's content, the proper interpretation of the contract's terms and good principles and procedures for administration. How the training is arranged is far less important than the fact that it is provided. The payoff for the public employer is in having managers understand and fulfill their role.

CONCLUSION

The development of in-house collective bargaining activity should not be viewed as an option for the public employer, but a must if its interests are to be properly presented and protected. The option lies in the manner of arrangement for experienced assistance in developing its capability. The assistance of experienced person(s) to assist the employer is vital to success. Few, if any, employers have the time or money to reinvent the wheel. Therefore, utilizing the experience and resources developed by other employers makes sense. The issues brought out in this article are a starting point rather than an ending in the development of an in-house collective bargaining capability.

Public Attitudes Shift

CONTINUED from page 6B.

sense of comradeship will likely be leavened by consideration of their more immediate personal interest.

The size of the employee group, in both actual numbers and proportion of the population, affect its relative political strength in the community. A union's ability to influence the outcome of elections, obviously, will be weighed by an elected official in bargaining and dealing with strikes and the threat of strikes. To some extent, abuses of power in such circumstances carry their own corrective measures. Unions that achieve a marginally decisive share of political power ultimately confront the fact that by controlling city hall they can no longer unremotely fight city hall. Excessive actions that ultimately drive taxpayers from the jurisdiction reduce the revenues that support employee compensation. Hence, responsibility in the exercise of power becomes a matter of economic survival or well-being.

Political Strength of the Public. A third factor affecting the success of strikes is the political strength and determination of the public. Public attitudes vary according to the service being struck. A police strike may be fraught with genuine dangers, but it may also produce public determination to resist union demands. Strikes by sanitation workers, on the other hand, may be less threatening but more inconvenient to the public who may be more inclined to give in to strikers' demands. A library strike may be an irritant to library users but go unnoticed by the public as a whole.

An overriding factor in determining public sentiment is the perceived impact of public wage increases on taxes and personal budgets. As long as real incomes are rising faster than taxes, citizens are likely not to notice or will be more tolerant of public employee wage and benefit increases. When real earnings power stops growing, however, and taxes take a larger proportion of real purchasing power, the public feels the pinch and reacts negatively. It is not surprising that public employ unions have encountered their first broad-based negative public reaction during the recent

recession. The public, however, is far from unified in its view toward unionism or in its reaction to specific strikes.

Skill of Government Leaders. A fourth factor affecting the outcome of strikes is the skill of government leaders in dealing with labor relations in general and in coping with strikes in particular. Officials who have planned for strikes by arranging for optional means of maintaining services will obviously be in a stronger position than officials who are unprepared. Skill in managing the contingency when it occurs is also important; carefully laid plans may turn out poorly during the often chaotic and highly charged atmosphere of a public service strike. Some local officials have noted that the public's determination to resist a strike prior to its occurrence can easily disintegrate when residents are confronted with a disruption in public services. In the end, the skill of top officials in communicating with both the public and employees during the confusion of a public employee strike can be the telling factor.

The Structure of Labor Relations. A fifth factor is the structure of formal arrangements for negotiation and settlement of labor disputes. Laws which are clear, but flexible and which account for the real power of both the public and employees are more likely to encourage settlement, than rigid laws which leave little room for maneuver or negotiation on either side. Where there are no means for continued communication, fact-finding, or negotiation during the strike, it may be difficult to establish *ad hoc* relationships in the midst of the chaos and passion of the moment.

The reasonableness of the law, in turn, and the extent to which it has been followed by both sides can be an important factor in determining the intensity of political support for either side. If the public perceives that employees are scoffing at reasonable procedures for reaching settlement, their support of public officials in resisting the strike is likely to be greater, than if they believe that employees have a legitimate grievance and, in fact, have been backed to the

wall by a legal system that does not adequately protect their rights.

PROTECTING PUBLIC INTEREST

Whatever the potential advantages of permitting strikes, the interruption of public services cannot be permitted to endanger the health, safety or welfare of the community. A major problem, however, is in giving practical meaning to the terms "health, safety and welfare." Where they apply to irreparable damage to life or property, such terms are relatively clear: a house that otherwise might be saved cannot be permitted to burn; criminals who would otherwise be deterred or apprehended cannot be given license to break the law; the sick and injured who could otherwise be treated cannot be left unattended. In other instances, however, the interpretation may not be so clear.

Certain public services (e.g., police, fire, health, and certain utilities) need to be treated with special sensitivity. It may be that certain employees in these categories should not be permitted to strike under any circumstances. It does not necessarily follow, however, that all public employees should, therefore, be denied the right to strike.

The apparent discrimination against those for whom the prohibition remains in force can be more easily compensated the smaller their numbers. Persons employed in the essential services would have more opportunities open to them in other government jobs where they could strike, if denial of that right were sufficiently important to them to change jobs. Compensation in the form of higher wages or greater public respect and prestige could more easily be extended to a smaller than a larger group of employees. Besides, if denial of the right to strike is ultimately an acknowledgment that the public could be irreparably injured if those employees did not perform their jobs, and that government managers would in fact be unable to provide even a minimal level of service in their absence, it follows that the public interest is best served by attracting to the essential services people of the highest quality and with the strongest sense of public service and personal responsibility.

NCA Group Told Alcoholism Survey Results

SAN DIEGO, Calif.—Over 9 million Americans are alcoholics, yet federal dollars for treatment and prevention programs at the local level are being cutback.

Recent statistics also show that a majority of county governments have the responsibility for providing services within their jurisdictions and rely on non-county sources of funding.

Michael Benjamin revealed these facts in a panel discussion before county officials and service providers recently at the National Council on Alcoholism's annual conference. He is director of the Alcoholism and Alcohol Abuse Program at NACo's Research Foundation.

"Fewer federal dollars will be available for alcoholism programs," said Benjamin. "If we are to preserve program gains, communities need to aggressively pursue support from other funding sources and ensure that service providers make the best use of funds without sacrificing quality of care or concern for those suffering from alcoholism and alcohol abuse."

Results from the first national survey of local alcoholism services have been released by the



FEDERAL FUNDING DISCUSSED—Michael Benjamin, center, alcohol and alcohol abuse program director, speaks to county officials and service providers at the National Council on Alcoholism (NCA) annual conference. At left: Barry Johnson, NCA-Central New Jersey Area Inc., executive director, and at right: Bruce Hamilton, Lancaster County, Neb. commissioner.

Alcoholism Program. Out of 1,143 reporting counties, 93 per cent indicate some type of alcoholism service is available to their residents, either directly or through shared or neighboring programs.

In addition, a vast majority of

counties depend heavily on state and federal dollars to operate their alcoholism programs. According to the survey, 80 per cent of funds used for alcoholism programs come from non-county sources.

THE MOST frequently mentioned

non-county source is the federal government's National Institute on Alcohol Abuse and Alcoholism (NIAAA) and general state revenue. Most county dollars spent for alcoholism programs match federal and state grants.

The Alcoholism Program's survey also reveals that counties consider the scarcity of public funds as the single greatest barrier to delivering adequate services. Also mentioned as major obstacles are lack of public awareness and inadequate facilities, especially in smaller counties.

One alternative being considered by counties to provide needed services with limited funding is a combination of administrative and service delivery mechanisms at the local level for substance abuse programs.

"Twenty-seven states, plus Puerto Rico and the Virgin Islands have combined alcoholism and drug abuse programs. In our survey, 78 per cent of the reporting counties indicate that both alcohol and drug abuse services are available in their counties. Findings further show that when both programs exist in a community, it is almost certain that an active working relationship exists between the two," said Benjamin.

He added that "despite all of the reasons for a combined treatment approach, certain practical considerations need attention before the alcoholism field can embrace this approach on a massive scale."

For more information on the survey, contact the Alcoholism Program at (202) 785-9577 or write National Association of Counties, 1735 New York Ave., N.W., Washington, D.C. 20006.

Rural Co-ops Help Cut Food Expenses for Young, Elderly

ROGERS, Ark.—The Ozark mountain region of northwest Arkansas provides a retirement haven for persons seeking low taxes and a moderate climate, and at the same time has attracted many young people who espouse a "back to the land" ethos. Politically the two groups appear as different as night and day, but they are finding out that when it comes down to basic survival they have a lot in common.

One of the most integral problems the young and old share is food. Many of the elderly have only their Social Security checks, while their younger counterparts struggle with low-paying jobs or first-time farming efforts. In both cases, the two groups are finding that soaring food prices are outdistancing their ability to keep up financially.

Enter the Office of Human Concern (OHC), a community action agency covering the rural Ozark mountain counties of Benton, Madison and Carroll. Capitalizing on the rural ethic of self-sufficiency, OHC, with the "official stamp of approval" from Benton County Judge Bailey Steele, Madison County Judge Charles Whorton Jr., and Carroll County Judge Arthur Carter, began sponsoring rural food cooperatives in January 1976 in each of the three counties.

THE CO-OPS, initially started to help people with low-incomes, are not restricted to those who fall below the poverty line. Because a "hand-out mentality" is not well received in this area, OHC sponsored the co-ops to encourage a nutritional self-sufficiency that would be within reach of the area's poorer residents, yet also be attractive to the wider population. As it turns out, the two groups struggling hardest to make ends meet, the elderly and the young, make up the bulk of the co-ops' membership.

Traditionally, consumers and producers have been squabbling partners in commercial enterprises. OHC, capitalizing on an apparent desire to join a co-op if tangible benefits can be realized, has linked buyers and sellers in a food chain that proves profits to one, and savings to the other.

Through the co-op's education program, producers can attend classes to find out which food products consumer will be interested in buying at county-wide farmers markets held weekly during the growing season of May through October. In these classes, producers also decide which food products each one will grow so that food surpluses won't occur and farmers won't find themselves with food they can't sell.



Through efforts of the Office of Human Concern, food cooperatives were started in three rural Ozark mountain counties.

The co-op also holds classes for members ranging from bee keeping to organic gardening.

IN ADDITION To the weekly farmers markets, the co-op also runs a cannery during the growing season. Co-op members are able to can a wide variety of fruits and vegetables, and also have access to food dryers, cider presses, meat grinders, honey extractors, flour mills and other food preparation and storage equipment.

When the growing season ends, the co-ops switch from food growing and preparation activities to a more traditional bulk food buying service. Members can either place orders for specific foods, which are bought in bulk from a nearby wholesale market, or they can shop from the small, but basic assortment of food stuffs on the cannery's shelves.

At this point the cooperatives are not profitable. They were initially started with a Community Food and Nutrition grant, obtained through a consortium of three northwest Arkansas community action agencies. The consortium bought eight canning units from the Ball Corp., subsequently dividing the units among themselves. Although the canning units were originally thought to be economically self-sufficient, 17 months of operation have shown them not to be.

THE MODEST co-op membership fee of \$5.00 per family and the profits from the farmers market have so far

not been enough to cover the canning units' losses. There are three co-op managers who are paid with Comprehensive Employment Training Act (CETA) money, when available, or who work without pay.

Whether these rural food cooperatives can become economically self-sufficient, or even profitable, in the future is unknown. But the combination of local effort on the part of the Office of Human Concern and the three county governments, not withstanding the energetic efforts of the co-ops' membership, makes the success of the venture seem possible.

—Carol J. Ott
National Association of Counties
Research Foundation

New Health Planning Guide for Officials

The "County Official's Guide to the National Health Planning and Resources Development Act of 1974" now is available to all those interested. The manual profiles the new law and its first year of implementation, the health systems agencies (HSAs), and the pros and cons of how the new system affects counties.

The National Health Planning and Resources Development of 1974 (P.L. 93-641) was designed to control soaring health costs and to improve the accessibility of quality health care throughout the country.

The act combined and revised several existing health planning and resource development programs and created new authority for a national health planning policy, formulated by a National Council on Health Planning and Development. It established a network of area-wide health systems agencies (HSAs), state health planning and development agencies (SHPDAs) and statewide health coordinating councils (SHCCs) in order to facilitate systematic health planning and regulatory activities on a local basis.

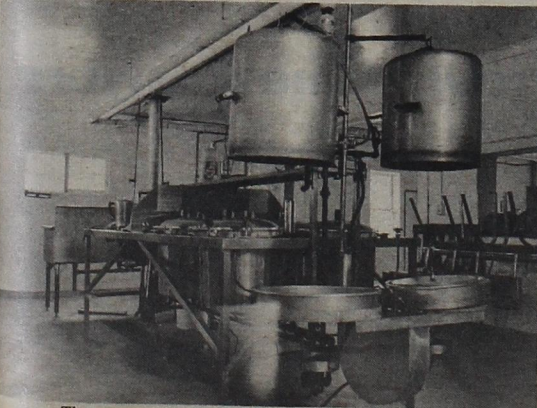
The new manual can be obtained by contacting Michael Benjamin, program director, NACoRF's Alcoholism and Alcohol Abuse Program. A follow-up to the "County Official's Guide," reviewing the current status of HSA developments and the effects on counties, will be available in June, through NACoRF's health Planning and Resource Development Program.

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(202) 785-9591



The co-op runs a cannery during the growing season.

EDITOR'S NOTE: This is the first in a three-part series of articles highlighting the major findings and recommendations contained in NACo's study, "County Government and Federal Paperwork Burdens: An Impact Study of Three Programs."

By the time the project is completed in 1981, it will cost approximately \$4.5 million, \$2.4 million more than was estimated when it began in 1974.

These are two glaring, yet typical, examples of the paperwork nightmare that county governments are currently experiencing.

AS THE ROLES and functions of the nation's 3,104 county-type gov-

THAT PAPERWORK constitutes a significant activity for state and local governments alike, has not gone unnoticed. Congress, recognizing the paperwork burdens imposed on states, counties and cities, chartered the Commission, on Federal Paperwork to evaluate and recommend ways that this burden may be eased. As part of this effort, the commission contracted with Academy of Contemporary Problems (the policy research arm of the seven public interest groups representing states, counties and cities) to undertake an extensive study of the time and budgetary impact associated with information and reporting requirements in federal grant programs. NACO, via its network of county officials and intergovernmental coordinators, assisted the academy.

NACo's study was approached in two phases. In Phase I, a survey was sent to the 500 members in

The Living Library is one of the most important services that NACo's New County, U.S.A. Center makes available. It provides instant capability to find specific answers to many of your questions and an opportunity to develop your own reference library.

This year, over 150 new publications have been added to the 7th edition, totaling approximately **700 case studies listed in four major categories:** County Organization and Political Leadership, Services, Administration, and Intergovernmental Relations.

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

City

State

Zip

County Largest Central City	County Pop. '76 City Pop. '76	Area (Sq. Miles)	Form of Government*	Fiscal '76 County Operating Budget (Est.)	Fiscal '76 Total Federal Funds (Est.)	Federal Fund as Percentage County Budget
Douglas, Neb. Omaha	411,000 371,455	335	Commission 5 Commissioners	\$41,700,000	\$6,600,000	16.0
Greene, Ohio Xenia	126,000 28,765	421	Council-Manager 3 Commissioners	20,000,000	8,500,000	42.5
Hennepin, Minn. Minneapolis	926,000 378,112	567	Commission 7 Commissioners	249,000,000	54,000,000	22.0
Ingham, Mich. Lansing	271,000 126,805	559	Commission 21 Commissioners	28,500,000	11,500,000	40.0
Jefferson, Ala. Birmingham	646,000 276,273	1,115	Commission 3 Commissioners	93,900,000	22,300,000	24.0
Los Angeles, Calif. Los Angeles	6,945,000 2,727,399	4,069	Council-Manager 5 Supervisors	2,900,000,000	790,000,000	27.0
Monmouth, N.J. Middletown	487,000 58,535	472	Council-Manager 5 Freeholders	69,500,000	14,000,000	20.0
San Joaquin, Calif. Stockton	299,000 117,600	1,412	Council-Manager 5 Supervisors	120,000,000	31,000,000	26.0
Suffolk, N.Y. Islip	1,240,000 295,069	929	Council-Elected Executive 18 Legislators	534,920,000	143,000,000	26.0

... and legislative responsibilities with several independently elected functional

officials.

Council-Manager—Manager appointed by and responsible to the elected council to carry out the council's policies.

Council-Elected Executive—Independently elected legislative body and elected executive.

NACO's affiliate, Council of Intergovernmental Coordinators (CIC). It was designed to identify those programs which created the most federal paperwork burden and to identify CIC members who would be willing to conduct a thorough cost impact analysis.

Based on the survey results, the following three federal grant programs were selected for the case studies: community development block grant (CD); manpower training under the Comprehensive Employment and Training Act (CETA); and highway construction under the Federal-Aid Urban System (FAUS).

CIC members, in conjunction with NACO program staff, selected nine jurisdictions to participate. They were: Douglas County, Neb.; Greene County, Ohio; Hennepin County, Minn.; Lansing Tri-County Manpower Administration (Ingham County, Mich.); Jefferson County, Ala.; Los Angeles County, Calif.; Monmouth County, N.J.; Stockton San Joaquin Consortium (San Joaquin County, Calif.); and Suffolk Consortium (Suffolk County, N.Y.). The findings submitted by these jurisdictions were the basis on which NACO's recommendations were developed.

IN SELECTING the participants, an effort was made to assure that their paperwork problems were not unique but rather typical of those found elsewhere. The jurisdictions were also chosen to reflect the diversity among counties—with respect to population and area; type of government structure; services provided; and size of operating budgets.

For example, Los Angeles County governs an area of 4,069 square miles and operates with a total county budget of nearly \$3 billion (of which almost \$800 million or 27 per cent is federal money). In contrast, Greene County, Ohio has a population of 126,000, governs an area of 415

square miles, and operates with a budget of \$20 million (of which \$8.5 million or 42.5 per cent is federal monies).

THE NINE counties also have different government structures: Ingham County has an elected board of 21 members with no county administrator; Los Angeles County has five elected board members with an appointed county manager; and Suffolk County is governed by an 18-member county legislature and an independently elected county executive. The above chart compares these characteristics among the participants.

Budget figures indicated on the chart reflect only county operating budgets and not consortia for the CETA and CD programs. The chart does not include welfare costs as well.

One further note: although counties serve all citizens—including incorporated municipalities within their jurisdictions—counties do not provide identical services. As such, items included in county operating budgets will vary.

For example, under Michigan law, the road commissioner, social service agencies, mental health services, hospitals and airports are not direct county functions. Therefore, Ingham County's operating budget does not include these items. Nevertheless, the county must coordinate these agencies to provide services to all county residents. On the other hand, Los Angeles County has its own public social service agency, road commission, mental health facilities, hospitals and airports. Each of these agencies are incorporated into the total county operating budget.

Of the nine counties, five have established a full-time grants office. These offices differ in methods of operation, location, staff size and years in operation. All, however, share a common role: they serve as

the centralized office for overall grants administration. They must supervise the application process, coordinate efforts with federal and state grant agencies and coordinate and monitor federal reporting, compliance requirements and the audit process. They also serve as a clearinghouse and information source for all county departments seeking federal funds.

But, not all counties share the belief that a full-time grants office is needed. Monmouth County terminated its full-time grants office in the late 1960s and has replaced it with one professional staff member in the county's planning department, who spends part-time reviewing federal regulations and management circulars. Individual departments are responsible for grant application and administration.

STILL, OTHER counties have separate grants sections within individual departments. The Los Angeles County Road Department maintains such a section, with an extensive staff who actively pursue and manage transportation grants.

It was assumed that a centralized grants office would decrease the burden of federal paperwork. However, there is no evidence in the study to support this. Yet, it can be said that a full-time grantsperson, free from the constraints of total program responsibility—and fully aware of federal paperwork requirements and management circulars—can challenge a federal regional office when a paperwork request has been made that is not in keeping with federal information reporting requirements. In many cases where the grants office has done so, such as in San Joaquin County, a regional office has rescinded its request. Challenges like these can result in saving money and time in application approval.

—Sandi Horwitz
Research Assistant

Panels to Provide the Answers

- Do you want to learn how the federal government plans to assist drought-stricken counties this year?
- How you can improve health care in rural areas?
- How counties can aid victims of crime and reduce delinquency?

Or perhaps, you would like to know how counties can provide better transportation for the elderly...rehabilitate alcoholics...create more jobs for youth...save on energy bills...or invest county funds more profitably.

These are just a few of the panel sessions county officials can attend at NACo's 42nd annual conference.

The conference this year will focus on the theme "County Renaissance: The Vital New Importance of America's Counties."

More than 70 specialized workshops have been designed to highlight that theme. They will be grouped according to four basic perspectives: county services, intergovernmental cooperation, county structure and county finances.

Each panel session will take an in-depth look at the challenges counties face in the 1970s and innovative programs to meet these challenges.

County officials will have ample opportunity to meet each other, ex-

change valuable ideas and learn practical techniques about topics ranging from intergovernmental contracting to resource recovery systems to zero based budgeting.

The conference will be held July 23-27 in Wayne County (Detroit) Mich. Meetings will take place in downtown Cobo Hall, just minutes from Detroit's famed Renaissance Center where many conference participants will be housed in the world's tallest hotel, the Detroit Plaza.

To register for the conference and reserve housing, please fill out and send in the form on page 2.



BRIDGE AT CRISIS—The Sullivan Creek Bridge, a one-lane structure in Pend Oreille County, Wash., is vital for the well-being of the county's two main industries—wood and lumber products, and tourism. Built in 1935 by the U.S. Forest Service, the bridge is maintained by the county, and provides the only route for transporting timber products to markets in northeastern Washington and northern Idaho. Furthermore, the bridge serves the surrounding recreation area, including the 1,293 acre Sullivan Lake. Herb Pease, county road engineer, says that repair of the Sullivan Creek Bridge is neither feasible nor practical. The estimated cost of replacement and some arterial work is \$250,000. The county population is 8,000, and over 68 per cent of the county's land is publicly owned. This small tax base makes it extremely difficult to raise necessary revenues.

Bridge Disaster Detailed

Continued from page 1

ditional operating costs as a result of closed or weight-restricted bridges.

Hugh B. Elder, judge of Wasco County, Ore., said over 2.3 million miles of the nation's 3.8 million miles of highways, roads and streets are under local control. He called attention to the inequity of locally paid federal gas tax going only to federal highway programs.

DOT Tries Free Buses

No-fare public transit service and five other concepts are expected to be tested by the U.S. Department of Transportation.

The department's Urban Mass Transportation Administration (UMTA) has invited local communities to submit letters of interest with respect to participating in experiments with transit service level and fare policies. The local responses are due May 31 in UMTA's Office of Service and Methods Demonstrations, which will handle the experiments.

The six demonstration concepts are:

- System-wide fare abolition with controlled service variations;
- System-wide fare reduction or abolition during off-peak hours;
- Central area fare elimination;
- Fare incentives as a promotional measure;
- Experiments with various controlled service improvements; and
- UMTA-sponsored independent evaluation of locally initiated projects.

The principal aim of this research is to provide local decision-makers with an improved ability to predict the outcome of adopting innovative fare and service policies in a variety of operating circumstances.

Communities over 50,000 population, selected for demonstration grants, may receive UMTA capital, demonstration, and formula grants or a combination of them. UMTA grants could range between 100 per cent and 50 per cent. Local communities could finance between 50 per cent and 20 per cent of the project, depending on the types of UMTA grants.

A Statement of Interest, which has no binding legal authority, should be submitted by May 31 to: Director, Office of Service and Methods Demonstrations, UMD-20, Urban Mass Transportation Administration, U.S. Department of Transportation, Washington, D.C. 20590.

He countered: "Many people think that bridges in rural areas serve only local needs... this is not true. Initial travel in our nation's transportation system begins on local rural roads for many people and most products."

BY IMPEDING transportation of products to market, he said, deficient bridges can significantly affect costs to the consumer. The judge cited problems of rural bridge obsolescence where modern farm equipment is too wide or too heavy to cross. He also cited the dangers to buses carrying school children and the need for rural population access to health care.

How and why the bridge crisis developed was outlined by Milton L. Johnson, Clayton County, Iowa engineer. Problems listed by him included:

- Bridges are especially vulnerable to severe weather and wear out sooner than the highway that leads to them.
- Salt is destructive to bridges, but is the only practical, available material to melt ice and snow for safe driving.
- Freeze and thaw is a key factor in deterioration and the recent harsh

winter temperatures that dipped into southern regions of the U.S. was particularly destructive as these roads and bridges were not constructed to withstand such extremes.

- Three-fourths of the nation's bridges were built prior to 1935 and are inappropriate for today's traffic.
- Freight and agricultural products shipment has shifted away from rail to trucks.

Enforcement of weight limits on most bridges is a practical impossibility.

- Bridge inspection can be expensive and technically difficult; repair and reconstruction is expensive.
- Red tape can create endless reviews.

The county spokesmen concluded that additional flexible funds permitting repair and reconstruction, as well as inspection of and aid for bridges on and off the federal system are essential to resolve the bridge crisis.

They also called for reasonable federal and state standards and a research and development program to provide new methods and materials for bridge construction and maintenance.



Matter and Measure

SPOTLIGHT ON OUR ANNUAL CONFERENCE

We have some interesting sessions planned during NACO's Annual Conference in Detroit. Panelists are still being lined up, but here's information on what the sessions will cover.

Monday, July 25:

- Metric conversion: workshop on what we'll need to do to convert traffic signs and other traffic control devices to the metric system and available training resources for conversion to the metric system.
- Discussion of ways counties can abate aircraft noise; the focus will be on operating procedures and land use control.
- Secondary road plan and certification acceptance: county, state, and federal representatives will participate in a question and answer session on problems and solutions in secondary road plan and certification acceptance administration.

Wednesday, July 27:

- Ways counties can organize to carry out transportation and public works responsibilities: workshops on pros and cons of various ways to organize, such as forming a public works department or a department of transportation.
- How rural counties organize to operate public transportation: panel presentation of various ways counties can organize to deliver rural public transportation, such as through the county highway or transportation department; department of welfare and rehabilitation; or a single or multi-county authority.

Note: the deadline for annual conference reservations is July 8. Look for the reservation form in *County News* and request the Detroit Plaza so we engineers can stay together!

—Gordon Hays Jr.
NACE President

MILEPOST MARKERS

The Federal Highway Administration (FHWA) has approved a change to the Manual on Uniform Traffic Control Devices (MUTCD), concerning placement of milepost markers. The change allows greater flexibility in lateral placement of these markers on freeways and expressways.

The change deletes the first full sentence on page 166 of the manual and replaces it with: "Mileposts may be placed up to 30 feet from the edge of the pavement. Mileposts located in line with delineator posts shall have the bottom of the marking at the same height as the delineator."

NEW WISCONSIN OFFICERS

Officers of the Wisconsin County Highway Commissioners Association, through January 1978, are: president, Robert Graf, Winnebago County commissioner; vice president, Berge Ritscher, Buffalo County commissioner; and secretary-treasurer, Robert F. Henken, Dodge County commissioner.

ACRO Director Resigns

Caroline Ion, the first executive director of Association of Counties and Regions of Ontario (ACRO), is resigning effective May 31.

In submitting her resignation Ion said, "It is impossible for me to describe how difficult a decision this

was to make considering my many years of happy associations with ACRO. However, each year the workload at ACRO has increased so greatly that little time or energy remained for other interests. I have decided to re-establish my priorities and re-organize my life."

Caroline ION

ASSOCIATION OF COUNTIES
AND REGIONS OF ONTARIO
EXECUTIVE DIRECTOR, 1964-77

BORN JANUARY 17, 1921, IN NEW WATERFORD,
CAPE BRETON, NOVA SCOTIA, CANADA

EDUCATED AT HALIFAX ACADEMY AND DALHOUSIE UNIVERSITY, HALIFAX, NOVA SCOTIA. MAJORED IN BIOLOGY AND MATHEMATICS WITH A MINOR IN ENGLISH. SHE WAS THE RECIPIENT OF NUMEROUS SCHOLARSHIPS AND SCHOLASTIC AWARDS AS WELL AS WINNING THREE UNIVERSITY LETTERS, DRAMA ATHLETICS AND LITERARY. HER BUSINESS TRAINING WAS AT NOVA SCOTIA BUSINESS COLLEGE. SHE CONTINUED HER POLITICAL SCIENCE AND BUSINESS ADMINISTRATION STUDIES IN ONTARIO.

FROM 1947 TO 1959 SHE SERVED ON THE EDITORIAL STAFF OF NEWMARKET ERA & EXPRESS, A WEEKLY NEWSPAPER WHERE SHE BECAME MANAGING EDITOR. SHE ALSO WAS ON THE STAFF OF THE TORONTO GLOBE & MAIL, A DAILY NEWSPAPER. SHE IS THE AUTHOR OF NUMEROUS ARTICLES IN CANADIAN AND AMERICAN PERIODICALS.



MRS. ION TOOK AN ACTIVE PART IN COMMUNITY AND CHURCH LIFE IN NEWMARKET, ONTARIO WHERE THEY MADE THEIR HOME FOLLOWING MR. ION'S DISCHARGE FROM SERVICE WITH THE R.C.A.F. SHE SERVED ON VARIOUS BOARDS AND COMMISSIONS SUCH AS: HOSPITAL BOARD, CHILDREN'S AID SOCIETY, LIBRARY BOARD, BUREAU OF SOCIAL SERVICES AND OTHERS.

SHE WAS AWARDED THE "WOMAN OF THE YEAR" AWARD IN 1962 BY THE NEWMARKET AND DISTRICT BUSINESS AND PROFESSIONAL WOMEN'S CLUB.

AS AN ELECTED REPRESENTATIVE, SHE HAS SERVED ON EVERY COMMITTEE AT BOTH TOWN AND COUNTY LEVELS, CHAIRING SUCH IMPORTANT ONES AS FINANCE, INDUSTRIAL DEVELOPMENT, PLANNING, ETC.

MRS. ION IS THE PAST PRESIDENT OF ST. JAMES ANGLICAN CHURCH WOMEN. SHE IS COMPLETING HER 25TH YEAR ON ALTAR GUILD AND HAD THE DISTINCTION OF BEING THE FIRST WOMAN NAMED TO HER CHURCH'S ADVISORY COUNCIL.

SHE SHARES WITH HER HUSBAND SUCH HOBBIES AS GARDENING, TRAVEL, READING, SNOWMOBILING AND BOATING. THEY HAVE TWO SONS, TED AND RICK.

JACK GLAVIER

Keeping Up with States

INDIANA—The Association of Indiana Counties, which represents the state's 92 countywide governments, is making a unified effort to urge legislators to provide more county highway funds.

Funds are necessary not only because of the ever-present inflationary spiral but because this winter's unusually severe weather cost the counties approximately \$11.25 million in snow removal from county roads and bridges. This among exhausted highway maintenance accounts of every county in Indiana. Indiana highway authorities say that this year's damage to state highways is the worst in recent memory.

LOUISIANA—The Police Jury Association of Louisiana is sharply criticizing a proposal to curb state spending at the local level.

The criticism was aimed at a Louisiana Association of Business and Industry proposal that state aid to local governments be reduced proportionately to decreasing revenues.

"The Police Jury Association of Louisiana realizes that the state faces a serious financial problem," said association president, Aaron Cart. "We believe, however, that in searching for solutions, the state should first give consideration to improving management of its finances and operations," he added.

Cart explained that even though local governments would like to rely more on local sources of funding, they have a lesser ability to raise revenues because of constitutional and statutory limitations.

NEW JERSEY—The New Jersey Association of Counties is campaigning to reduce costs mandated for payment against the state's 21 counties by acts of the legislature.

Mandated charges amount to an average of 37 per cent per county budget, with a high of 63 per cent in one county, explained association president, Vincent J. Fusilli, Hudson County freeholder. He added that this year's increase in mandated costs already averages 10 per cent.

Association representatives have met with New Jersey Gov. Brendan T. Byrne to discuss these mandatory costs and other restrictions on county budgets. The 21 boards of freeholders lost more than \$50 million in state aid in 1976 and are restricted to a 5 per cent overall increase in their budgets.



The Murray mansion is the Village of Goshen's new government home.

ORANGE COUNTY'S EXPERIENCE

Renovation Is Good Business

ORANGE COUNTY, N.Y.—Officials here have become increasingly aware, according to Executive Lou Mills, that "historic preservation is good business."

In the past, Orange County and its citizens have renovated a number of historic buildings.

The most successful project undertaken by the county, Mills reports, is the \$2.5 million rehabilitation of an 1841 courthouse in the city of Newburgh.

This project, Mills says, has spurred renovation of other buildings in the same area, such as a Dutch Reformed Church, an old public library and several private residences. As a result, the central city area has been upgraded.

IN ADDITION, the Village of Goshen adapted an old home, the Murray mansion, owned by one of the area's historic banking families for use as the home of the village government.

Renovation of another home, the Smith-Welling mansion, has been completed by a group of public-spirited citizens. The mansion was slated for demolition until the citizens loaned \$60,000 of their private funds to acquire the building. The exterior has now been renovated and the interior altered to accommodate medical and dental offices.

"More and more, there is realization that the adaptive use of early buildings is sound practice, not only from the cultural viewpoint, but also from the economic viewpoint," Mills points out.

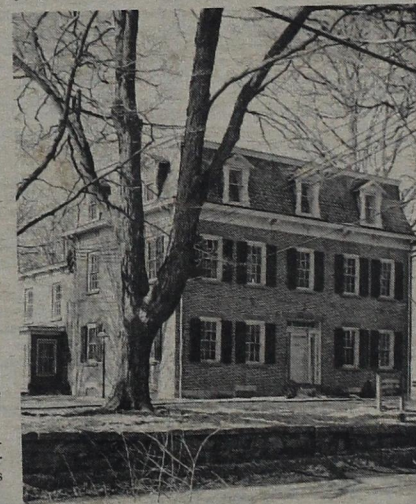
"In many cases, it is less costly to rehabilitate a good building than to demolish it and build a new one," he says.

AS A RESULT, the Orange County historian has undertaken a survey of county sites that have historic or architectural value. To date, more than 1,100 such sites have been identified and photographed.

Twenty-three sites have been accorded national recognition by the National Register of Historic Places. This means that the site can be protected

against possible adverse effects of federally-funded projects and the site owner can apply for federal preservation funds on a matching basis.

Mills has encouraged city and village mayors in Orange County to work with the county government in finding new sites which can be renovated for practical purposes.



Smith-Welling mansion has been altered to accommodate medical and dental offices.

Ways to Redo Old Buildings

A new book detailing how to put old buildings to new uses highlights the fact that preservation saves buildings that are areas of special character, while it saves money over new construction costs.

Built to Last: A Handbook on Recycling Old Buildings shows how one state, Massachusetts, has turned such reusable old buildings as a vacant school into a city hall, an old convent into housing for the elderly, an 1865 house into a credit union, a 90-year-old police station into a contemporary art museum and restaurant, a parking garage for trolley cars into an indoor shopping bazaar, and an 1853 piano factory into apartments and studios for artists.

THE BOOK was prepared by the Office of Local Assistance, Massachusetts Department of Community Affairs, under the direction of Gene Bunnell, associate planner. A 701 Comprehensive Planning Grant from the Department of Housing and Urban Development (HUD) helped underwrite the project.

The book is being published this June by the Preservation Press to provide rehabilitation data and examples for public officials, preservationists and developers throughout the country. The Preservation Press is the nonprofit subsidiary of the National Trust for Historic Preservation, a 115,000-member national organization dedicated to saving old buildings and neighborhoods.

In all, the book presents 33 extensive case studies and mentions dozens of other projects in big cities and small towns in Massachusetts. The buildings are divided into six categories: public, commercial, industrial, educational, residential and hotels, and churches and institutional buildings.

More than 75 photographs, drawings and floor plans illustrate "before" and "after" views of the renovations. The book also includes a reading list and guide to preservation information and funding sources.

The 125-page trade paperback will sell for about \$5 in Massachusetts and other bookstores and by mail from the Preservation Bookshop, National Trust, 740-748 Jackson Place, N.W., Washington, D.C. 20006.

DuPage Planning Now for Water Shortages

DUPAGE COUNTY, Ill.—Lands owned by the Forest Preserve District of DuPage County, which have been valuable as recreational and educational resources for visitors, are becoming important also as potential sources of much needed ground-water supplies.

DuPage County is one of the fastest growing counties in the Chicago metropolitan area. The county population in 1975 was 580,000, has risen to 670,000 in 1977 and is expected to be 987,000 by the year 2000. A population of 442,000 was calculated as the optimum for ground-water resources.

As planners are trying to develop solutions to the intricate problem of supplying enough water for county needs and demands, the multiple resource management concept of the local Forest Preserve District is gaining greater importance.

THE CONCEPT was begun in 1963 when the district formalized and documented its resource management philosophies to establish

long term goals. An "application of natural resource objectives" rather than traditional recreational criteria was the thrust behind the district's approach.

Along with outdoor recreation planning, the management concept made it clear that the forest preserve system should be designed to accomplish multiple objectives, such as augmenting ground-water supplies, shaping urban form, flood control, improving the quality of surface waters and conserving the county's esthetic biological and mineral resources.

Further refinement of the multiple use management concept was made in 1966 with the introduction of a land acquisition master plan that set definite standards for land to be purchased by the Forest Preserve District. Land acquired had to "encompass several resource qualities." The district's acquisition program has meant a seven-fold increase in acreage since 1963, resulting in a total purchase of nearly 11,700 acres. Land purchases have been concentrated

on stream valleys of the county. Total ownership now exceeds 14,000 acres.

Much of the Forest Preserve District land now lies along major rivers, where thick layers of stratified sand and gravel were deposited during the Ice Age. These areas allow for rapid rates of rain-water percolation into the ground, and, consequently, faster recharge rates for lands that have had ground-water drawn from them for human usage.

Some towns in the county are already experiencing water shortages and are being forced to drill deeper wells to meet water needs. The county depends entirely on ground-water resources for its water supply. In 1972, actual county-wide pumpage was 18 per cent more than the combined potential yield of shallow aquifers (layers of porous rock or sand that retains water) and the practical sustained yield of deep aquifers.

IN DEVELOPED areas of the

county, the shallow aquifer supplies about 40 per cent of the water. The shallow aquifer is replenished with water directly from local precipitation, which percolates downward through the ground. Of course, water does not percolate as fast through ground that is severely compacted or developed as into relatively undisturbed areas, such as the land holdings of the Forest Preserve District.

The deep aquifer supplies roughly the remaining 60 per cent of county water needs. However, because of more restricted water replenishment this aquifer is being "mined" faster than the shallow aquifer. Water which recharges the deep aquifer moves laterally through the ground at a very slow rate from an area west of DuPage County.

The area for overall aquifer replenishment in the county cannot be increased, actually it is probably being somewhat diminished by urban growth. Some municipalities within DuPage County had been looking to Lake Michigan, 20 miles

to the east, as a possible source of water supply. However, the quantity of water which can be withdrawn from the lake is established by international agreement with Canada, and the City of Chicago and Cook County are already consuming the area's quotas. In the future, the county will become increasingly dependent upon its ground-water sources, and on its remaining open space, including forest preserves, to recharge the aquifers.

Although no sources are now directly tapping the water rich aquifers on forest preserve land, there is a reservoir of ground-water available when needed. If the long range demands for water are to be met in DuPage County and the other regions of the Chicago metropolitan area, combined efforts at local, county, regional, state and perhaps federal levels will be necessary. DuPage County Forest Preserve District lands represent a potential new water source for contributing towards solving the water shortage problem.

Proposed Regs

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

77-20 NSF "Test of Proposed Guidelines and Criteria (State Science, Engineering and Technology Program)." The purpose of the State Science, Engineering, and Technology Program is to provide study grants for states to enable them to identify and analyze potentially useful ways in which states and local governments can increase their capabilities for using science, engineering, and technology in meeting the needs of their citizens.

77-21 USDA "Pseudorabies in the United States, Part 85, Title 9." The purpose of this rule is to establish regulations which would prevent the spread of pseudorabies in the United States. This would be accomplished by regulating the interstate movement of livestock affected with or exposed to pseudorabies, by requiring negative official test results for pseudorabies and health certification of swine moved interstate for breeding purposes, and by requiring the cleaning and disinfection of means of conveyance, facilities, and premises used in the interstate movement of pseudorabies affected or exposed livestock.

77-22 HEW "School Assistance in Federally Affected Areas (45 CFR Part 115)." The proposed regulations provide state educational agencies an alternative means of qualifying state aid programs designed to equalize expenditures under Section 510 of P.L. 81-874 by recognizing the principle of "fiscal neutrality."

77-23 LEAA "LEAA Guide to State Planning Agency Grants (M 4100.1F)." This regulation transmits supplementary pages to the Guide for State Planning Agency Grants (M 4100.1F, Jan. 18, 1977).

Antirecession Forms Due to ORS by May 30

Future antirecession fiscal assistance payments are dependent on meeting a May 30 deadline.

Title II of the Public Works Employment Act of 1977 (P.L. 94-369) requires all local governments receiving antirecession fiscal assistance to report specific decisions on actions to the Office of Revenue Sharing within six months of when such decisions are made.

The Office of Revenue Sharing has sent each local government receiving antirecession aid a special form for reporting these decisions. This form must be completed as soon as possible and returned to the Office of Revenue Sharing by May 30.

Prompt action is required, as future payments for local governments are dependent on meeting this requirement. For more information, contact Carol Berenson, 202/785-9577.

County Bulletin Board

Coming Events

Please Clip and Save for Easy Reference to NACo Happenings

May 18-20—Labor Relations Conference, Marc Plaza, Milwaukee, Wis. Bruce Talley, (202) 785-9577.

May 22-25—National Assembly on the Jail Crisis, Kansas City, Mo. Nancy Levinson, (202) 785-9577.

June 1-3—North and East Texas County Judges and Commissioners Association, annual conference, Knights Inn, Waco, Harold Harris, president, Bell County Judge, Belton.

June 2-3—Urban Counties Council of Illinois, Workshop on the Impact of Collective Bargaining upon County Government, Holiday Inn, Elgin, Carol King, 312-346-7500.

June 8-10—Aging Conference, Del Coronado, San Diego, Calif. Elizabeth Rott, (202) 785-9577.

June 8-11—West Virginia Association of County Officials, annual meeting for county and circuit clerks, Holiday Inn, Morgantown, Gene Elkins, 304-346-0592.

June 12-15—Montana Association of Counties, annual meeting, Outlaw Inn, Kalispell, R. Dean Zinnecker, 406-442-5209.

June 14-17—Washington State Association of County Auditors and Treasurers, joint annual meeting, Thunderbird Inn, Wenatchee, Lyle T. Watson, executive director, Washington Association of County Officials, 206-943-1812.

June 16-18—Association of County Commissioners of Alabama, 49th annual convention, Sheraton, Mobile, O.H. "Buddy" Sharpless, executive director, 205-263-7594.

June 21-24—Washington State Association of Counties, annual conference, Wenatchee Thunderbird, Wenatchee, Jack Rogers, executive director, 206-491-7100.

June 22-24—Hawaii State Association of Counties, mid-year meeting, Maui, Burt Tsuchiya, president, 808-245-4771.

June 26-30—Pennsylvania State Association of County Commissioners, annual meeting, Host Farm, Lancaster County, Jack Minnich, executive director, 717-232-7554.

June 29-30 and July 1—New Jersey Association of Chosen Freeholders, annual meeting, Howard Johnson Hotel-Motel, Atlantic City, Jack Lamping, executive vice president, 609-394-3467.

July 7-9—Mississippi Association of Supervisors, annual meeting, Sheraton Biloxi, Contact Lynda Callender, 601-353-2471.

July 12-15—Washington State Association of County Clerks, annual meeting, Hanford House, Richland, Lyle T. Watson, executive director, Washington Association of County Officials, 206-943-1812.

July 13-15—South Texas County Judges and Commissioners Association, annual meeting, Columbia Lakes Conference Center, West Columbia, John Gayle Jr., Brazoria County Commissioner, Angleton.

July 23-27—NACo Annual Conference, Detroit, Mich. Rod Kendig, (202) 785-9577.

July 28-30—Mississippi Chancery Clerks' Association, annual meeting, Ramada Inn, Tupelo, Jerry Lee Clayton, president, Box 1785, Tupelo 38801.

August 3-5—South Carolina Association of Counties, annual meeting, Landmark Inn, Myrtle Beach, Russell B. Shetterly, executive director, 803-252-7255.

August 4-6—Michigan Association of Counties, summer conference, Boyne Mountain, Boyne Falls, A. Barry McGuire, 517-372-5374.

August 7-10—County Commissioners' Association of Ohio, annual summer convention, Canton, A.R. Maslar, executive director, 614-221-5627.

August 11-13—Mississippi Assessors' and Collectors Association, annual meeting, Sheraton, Biloxi, Sue Husband, president, Raleigh, Miss. 39153.

August 14-17—West Virginia Association of County Officials, annual meeting of county commissioners, Lakeview Country Club, Morgantown, Gene Elkins, 304-346-0592.

August 18-20—Maryland Association of Counties, summer meeting, Convention Center, Ocean City, Joseph J. Murnane, executive director, 301-268-5884.

August 18-20—Mississippi Circuit Clerks' Association, annual meeting, GTL Motel, Sardis, William E. McKinley, 601-355-0653.

August 18-21—North Carolina Association of County Commissioners, annual meeting, Radisson Hotel, Charlotte, C. Ronald Aycock, 919-832-2893.

August 21-23—Virginia Association of Counties, Local Government Officials Conference, Ramada Inn, Charlottesville, George Long, 804-973-7557.

September 9-11—Maine County Commissioners Association, annual meeting, Downtown Holiday Inn, Bangor, Roland Landry, 207-782-6131.

September 12-16—Washington State County Assessors Association, annual meeting, Rosario, Orcas Island, Lyle T. Watson, executive director, Washington State Association of Counties, 206-943-1812.

September 13-16—South Dakota Association of County Commissioners, 63rd Annual Conference, New Convention Center, Rapid City, Neal Strand, executive director, 605-224-8654.

September 18-21—New York State Association of Counties, fall seminar, Hotel Concord, Kiamesha Lake, Edwin Crawford, executive director, 518-465-1473.

September 21-22—Association of Arkansas Counties, annual meeting, Arlington Hotel, Hot Springs, Courtney Langston, 501-372-7550.

September 22-24—State Association of County Commissioners of Florida, annual conference, Carlton House Resort Hotel, Orlando, E.R. "Eddie" Hafner, executive director, 904-224-3148.

September 25-28—Wisconsin County Boards Association, annual convention, Holiday Inn, Stevens Point, Robert Mortensen, executive director, 608-256-2324.

September 29-30—Tennessee County Services Association, fall meeting, Read House and Motor Inn, Chattanooga, Ralph J. Harris, 615-242-5591.

October 5-7—Iowa State Association of Counties, annual school of instruction, Hilton, Des Moines, Donald Cleveland, 515-244-7181.

October 11-13—Washington Association of County Officials, annual conference, SeaTac Motor Inn, Seattle, King County, Lyle T. Watson, 206-943-1812.

October 18-20—Idaho Association of Counties, annual meeting, Holiday Inn, Pocatello, Dean G. Huntsman, 208-345-9126.

October 19-20—Association County Commissioners of Georgia, Better Informed Public Officials Conference, Marriott Motor Hotel, Atlanta, Hill Healan, 404-522-5022.

October 26-28—County Supervisors Association of California, annual meeting, Sacramento, Richard Watson, 916-441-4011.

Job Opportunities

County Administrator, Isabella County, Mich. Salary negotiable, depending on qualifications and experience. Appointed by elected seven member board; 100 employees; \$3 million budget. Experience in personnel management, budget preparation and county government desired; educational background in public administration also desired. Send resumes to: Coordinating Secretary, 200 N. Main St., Mt. Pleasant, Mich. 48858. Application deadline June 6.

County Administrative Officer, Yolo County, Calif. Salary \$32,796 to \$39,876 per year. Responsible for overall administration of county departments. Budget \$38 million; 1,146 county employees. Appointed by five-member board of supervisors. Applicants should possess sufficient training and experience in a responsible managerial and administrative position which demonstrates executive and administrative skills and possession of the knowledge and abilities listed in the job announcement. Apply: Personnel Department, Room 102, Courthouse, Woodland, Calif. 95695. Application deadline June 1.

General Administrative Officer, Lane County, Ore. Salary negotiable. Under the direction of the county board of commissioners, coordinates and administers the policies and programs of the county government. Requires bachelors degree in public or business administration or related field and extensive administrative experience in large organizations, preferably in the public sector. Some graduate-level education desired. Send resume to: Personnel Division, Courthouse, Eugene, Ore. 97401.

Administrative Assistant to Board of Commissioners, Thurston County, Wash. Salary commensurate with qualifications. Position to provide primary assistance in administrative matters including budget, monitoring of programs and labor negotiations. Education and four-years experience in responsible capacity in public administration or related field required. Resume and salary history to Board of County Commissioners, Courthouse Annex, Olympia, Wash. 98501. Application deadline June 1.

Chief Building Official, Chesterfield County, Va. Salary \$16,440 to \$21,912. Fast growing county (current population: 125,000) with budget in excess of \$100 million desires qualified individual; must have five years responsible experience in building design and construction, two years in a decision-making position. Bachelors degree in structural or civil engineering required. Resumes to: Personnel Department, Courthouse, Chesterfield, Va. 23832.

Senior Grantsperson, Santa Clara County, Calif. Salary range \$1,008 to \$1,214 per month. To manage Grants Development Component, Planning Division, Economic and Social Opportunities Inc. (county Community Action Agency). Should have experience in the preparation of proposals and grant applications; working knowledge of federal and state funding source requirements; strong planning, organizing, management and communications skills required. Apply to: Personnel Division, ESO Inc., 1460 Koll Circle, San Jose, Calif. 95112. Application deadline May 20.

Grant Coordinator, Muskegon County, Mich. Salary \$11,874 to \$15,104. Requires bachelors degree in public administration, economics, political science or related field, plus two years experience in public sector, at least one of which required extensive grant proposal writing, contact with committees, boards and government officials. Contact: Personnel Department, County Building, 990 Terrace St., Muskegon, Mich. 49440. Application deadline May 31.

Director of Corrections, Jackson County, Mo. Salary \$20,197 to \$26,395. Responsible for the operation of two institutions housing 400 residents; heavy emphasis on developing progressive programs. Requires graduate degree in corrections administration or related field, plus five years administrative experience in correctional facilities. Contact: Director of Administration, 415 E. 12th St., Kansas City, Mo. 64106.

Director of Nursing, Psychiatric Services, Oswego County, N.Y. Salary negotiable. Immediate opening in community mental health center servicing 110,000 residents. Responsibilities include administration of a 28-bed, in-treatment service and supervision and direction of the center's nursing program. Requires bachelors or masters degree in nursing, supplemented by psychiatric training and professional nursing experience; minimum three years supervisory experience. Must be eligible for a license issued by State of New York. Resume to: James W. Wright, Director of Personnel, County of Oswego Office Building, 46 E. Bridge St., Oswego, N.Y. 13126.

Data Processing Director, Cattaraugus County, N.Y. Responsible for maintaining existing and implementing new data processing applications on county's NCR151 installation. NEAT Dragon 111, COBOL background, programming, systems, and administrative experience required. Resume and salary history to: C. William Baker, County Legislature, Little Valley, N.Y. 14755.

Regional Planner, Southern California Association of Governments, Los Angeles, Calif. Salary \$1,480 to \$1,799 per month. Reports to AQMP program manager; responsible for coordination and operation of air quality diffusion/simulation models. Requires bachelors degree in environmental engineering, planning, or related field, plus familiarity with EPA, UNIMAP and state-of-the-art photo chemical oxidant modeling, computer programming/operations. Resume to: Sam White, Administrative Officer, 600 S. Commonwealth Ave., Suite 1000, Los Angeles, Calif. 90005.

Nursing Home Administrator, DeKalb County, Ill. Salary commensurate with background and experience. Administrators 192-bed skilled-care nursing home with staff of 200. Requires experience in public or private hospital or nursing home administration. Resumes to: Keven Dahl, Chairman, County Home Committee, Courthouse, Sycamore, Ill. 60178. Application deadline July 5.

Director of Planning, Shelby County Tenn. Salary \$2,000 to \$2,500 per month. Direct newly formed city/county Planning and Development Office, consisting of land use control section (zoning and subdivisions) and long range planning section. Responsible for organizing new office including: work programs, recruitment of limited new staff and development of new planning concepts and policies for the Memphis-Shelby County area. Current planning budget approximately \$600,000 with 39 positions. Requires a minimum of five years experience in urban planning field, preferably as a director or assistant director of an urban planning agency. Masters degree in planning or related field required. Send resume to: James M. Long, Chief Administrative Officer, County of Shelby, 160 N. Main St., Suite 660, Memphis, Tenn. 38103.

Grant Administrator, Oakland County, Mich. Salary \$15,758 to \$18,715. To assist with administration of CETA program. Requires bachelors degree in business related field and two years experience in the administration, evaluation and monitoring of government contracts. Contact: Personnel Department, 1200 N. Telegraph Rd., Pontiac, Mich. 48053.

Programmer Analyst, Peoria County, Ill. System 3, Model 15. Salary open. Bachelors degree or equivalent experience. Three to five years additional experience; financial or government background preferred. Submit resumes to: Peoria County Board, Room 3, Peoria County Courthouse, Peoria, Ill. For additional information, phone (309) 672-6056.

Washington Briefs

NACo Box Score... Priority Issues

• **Antirecession/Countercyclical.** House action awaited at press time. Fighting formula changes.

• **Public Works/EDA Regulations.** President Carter was to sign \$4 billion local public works bill May 13. Legislation would stimulate up to 600,000 jobs. Initial grants to be announced in mid-June. EDA has released preliminary regulations. Agency has dropped restriction on county use of county-wide data, which NACo strongly opposed. EDA proposes to base county share of funds on per cent of county applications on file. Method is not a measure of county responsibility and adversely affects counties in many states. See page 1.

• **Community Development.** House and Senate Committees completed action on community development and housing legislation last week. House approved H.R. 6655, a three-year extension of the Community Development Block Grant program. The Senate Banking Committee completed markup on S. 1246, a similar bill. See page 3.

• **Jobs Appropriations.** The Labor Department released CETA Title II and VI public service jobs allocations to prime sponsors as provided in the economic stimulus appropriations bill. Number of public service jobs will be increased from 310,000 to approximately 725,000.

• **Universal Voter Registration.** House Administration Committee reported out H.R. 5400 mandating same-day registration for federal elections. Senate hearings in progress. See page 3 and guest editorials on page 4.

• **Fiscal '78 Budget Resolution.** House and Senate conferees agreed last week to a compromise on funding targets for national defense in the First Concurrent Budget Resolution for fiscal '78. Sharp debate is expected in both Houses to approve compromise. Budget resolution has to be approved by May 15.

• **LEAA Budget Targets and Appropriations.** Conference committee remains targeting of budget cuts for LEAA. Appropriations committees to decide upon actual funding levels. Fight on appropriations, see page 3.

• **Hospital Cost Containment.** NACo testified May 11 before joint hearings held by the health subcommittees of the House Interstate and Foreign Commerce Committee and Ways and Means Committee on the Hospital Cost Containment Act of 1977, H.R. 6575. Bill would place a 9 per cent per year ceiling on increases in hospital costs. NACo supports inclusion of public general hospitals in the cost ceiling, with qualifying amendments to insure: (1) public and private hospitals are treated equitably; and, (2) private hospitals do not "dump" low income patients on to public hospitals. Bill is viewed as building block for enacting national health insurance. See page 5.

• **Clean Air.** House and Senate to vote on Clean Air Act Amendments S. 252 and H.R. 6161 within the next two weeks. Both bills contain provisions on non-attainment issue (allowing new growth in areas which have not yet attained ambient air quality standards) which are alternatives to EPA's current off-set policy. Bills would allow new industrial growth if

there are revisions to State Implementation Plans ensuring reasonable progress towards meeting clean air standards by 1982, and no later than 1987. County officials need to contact congressmen to urge defeat of Dingell-Broyhill (House) and Griffin-Riegle (Senate) amendments to weaken and delay compliance of statutory automobile emission standards. See page 5.

• **Payments-in-Lieu.** House subcommittee on interior appropriations approved \$100 million for fiscal '78 payments-in-lieu appropriations. This is a key step in the approval process for payments to counties in 1978, which would be the second year of the payments-in-lieu program. Fiscal '77 payments have already been approved by the President. See page 3.

• **Social Services.** House Ways and Means subcommittee on public assistance last week approved H.R. 6124 which increases funding for social services programs. Bill provides an increase of \$200 million for Title XX and \$209 million for Title IV B (child care). Bill also permanently waives day care standards, allows federal participation for voluntary foster care payments and places adoption subsidy under Title IV A open-ended funding.

• **Bridges.** NACo testified before House surface transportation subcommittee on May 12. See page 1.

• **Youth Legislation.** House Education and Labor and Senate Human Resources Committees reported youth employment and training bills. Floor action expected in late May or early June. Major differences exist in the House and Senate versions.

• **Rural Development.** House Appropriations subcommittee on agriculture recommended record fiscal '78 funding levels for Rural Development Act programs. Subcommittee, chaired by Rep. Jamie Whitten (D-Miss.), recommended \$250 million for water and waste disposal grants; \$750 million for water and waste disposal loans; \$1 billion for industrial development

Welfare Reform... President's goals outlined; August legislation target.
Employment... Appropriation awaits President's signature.
Public Works... President to sign May 13.
Antirecession... House vote imminent.
Health Insurance... HEW study panel appointed.
Payments-in-Lieu... President signs appropriation.
Community Development... Committees both houses, complete action.
Rural Development... House unit recommends higher funding.
Transportation... House subcommittee begins year-long review.
Water Pollution... Amendments at impasse.
Air Pollution... House-Senate action due.
Land and Water Conservation... Cater budget asks for no extra funding.
Energy... Initial hearings begin on Carter proposal.
Criminal Justice... Conferees agree on cuts.

loans; \$250 million for community facility loans; and \$3.5 million for rural fire protection grants. House Appropriation Committee to meet later this month; Senate Appropriations subcommittee on agriculture will meet this week to consider Rural Development funding levels. See *County News*, May 9, page 3.

• **Drought.** Senate passed EDA portion of Emergency Drought Legislation, authorizing \$225 million in grants and loans to communities above 10,000. House expected to consider Senate bill under suspension of rules this week. President Carter expected to sign bill on May 18. House-Senate conferees on supplemental appropriations bill reduced appropriations for EDA drought program from \$225 million authorized level to \$150 million. Sen. Quentin Burdick (D-N.D.) stated intent of Public Works Committee that grant level of \$75 million remain unchanged and reduction to be from loan portion.

• **Aircraft Noise.** Transportation Secretary Brock Adams told House aviation subcommittee that the Administration opposes a provision of H.R. 4539 which would require land use plans at 300 of the nation's largest airports. He said the Administration supports a 2 per cent "environmental surcharge" on airline tickets to finance a major program to retrofit or replace noisy aircraft. He recommended a comparable 2 per cent decrease in the existing 8 per cent tax on tickets which helps finance airport development.

• **Airport Grants.** Economic Stimulus Appropriations Bill, which is expected to be signed by President Carter this week, contains a \$35 million increase in funds for fiscal '77. Meanwhile, House appropriations subcommittee on transportation has recommended full funding at \$540 million for airport development grants for fiscal '78. Subcommittee approved only \$10 million of \$15 million authorized for planning grants which include noise abatement planning.

• **Safer Off-System Roads (SOS).** The Economic Stimulus Appropriations Bill also contains \$200 million for off-system roads and bridges. Funds should become available through your state highway agency within a few weeks.

• **Medicare/Medicaid.** House Ways and Means health subcommittee last week passed H.R. 3 which strengthens government's ability to monitor and prosecute Medicare and Medicaid fraud abuses. The subcommittee voted down an amendment to establish uniform accounting requirements for institutional providers. House passage is likely.

• **HEW Assistant Secretary for Health Appointed.** HEW Secretary Joseph Califano has appointed Dr. Julius Richmond as HEW assistant secretary for health. Dr. Richmond is currently head of the Harvard School of Public Health. Dr. Richmond reportedly accepted the job with the understanding that it will be more than a figurehead position.

Cities beat Counties 18-4 in a pitchers' duel at their biannual softball game. Several NACo players are now on waivers.

Countercyclical Action

Continued from page 1

cities. Instead of using unemployment as a measure of need and revenue sharing as a measure of size to distribute funds, money would be distributed solely on the basis of tax effort.

If adopted, this change means that many states, counties and cities with continuing high unemployment would receive less money and areas with low unemployment would receive more. NACo's position is that this program should be targeted to areas of greatest need and, therefore, opposes this formula change.

Of the 200 largest governments (states, counties and cities), 116 would lose funds by changing the

OCS Testimony

Continued from page 3

the risk that oil drilling platforms might collapse.

Hedgecock also said "that offshore development will add to air pollution in an area already exceeding federal air quality standards.

WHILE San Diego County has never opposed offshore drilling as an activity of the federal government, the county has consistently requested that such a program be carried out responsibly, in light of a comprehensive energy policy."

Hedgecock concluded by commending the proposed amendments to the Outer Continental Shelf Lands Act for addressing "many deficiencies in the current law." He also called for a stronger local role in decision-making; consideration of impact costs in developing leasing bids; the preparation of a five year leasing program with regional considerations as well as national considerations; and the separation of leasing process for exploration of oil from the development and production of oil.

formula as proposed by Rep. Aspin. Many states, counties and cities hardest by the recession would lose funds. While some large cities would gain funds, other counties and cities hard hit by unemployment would lose under this proposal. Nationally county governments would stand to lose at least 30 per cent of their share of the funds by this change in the formula.

The House Government Operations Committee, in H.R. 6810, extended the program for five quarters through fiscal '78 with an authorization of \$125 million at 6 per cent unemployment, plus \$30 million for every one-tenth per cent increase in unemployment over 6 per cent as requested by the President. This means at 7 per cent unemployment the bill would provide \$425 million per quarter, compared to \$250 million under the present program.

The bill, as passed by the Senate, would continue the program through fiscal '78 with increased payments retroactive through April 1977. A supplemental appropriation of \$632.5 million for the July payment has been approved by both Houses. This means that there would not be funding for the increased payment retroactive to April.

Golf Anyone?

NACo Director Harold Hayden has expressed interest in organizing a Golf Tournament to be held early on Saturday, July 23 in Wayne County, Mich. before Annual Conference activities get underway. The tournament would be open to delegates and their spouse. Anyone interested in participating should contact Harold by June 10 at the Genesee County Building, 1101 Beach St., Flint, Mich. or (313) 766-8926.

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 _____ Registration Fee _____

Delegates Name _____ First Middle Initial Last _____ Members \$35.00

Title _____ Non-members \$45.00

Mailing Address: _____ Total Due \$ _____

Number and Street _____ Do not write below this line

City _____ Zip Code _____ Cash \$ _____

Spouse Name (if registering) _____ 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) 444-8825

Name _____

Title _____

County _____

Address: Street _____

City _____ State _____

Telephone _____ Area Code _____ Number _____

Arrival Date _____ Departure Date _____

Please Circle: _____

Single \$20 \$25

Double \$24 \$27

\$28 \$32