READING, TALLY CLERKS NAMED—NACo President Dan Lynch has appointed a reading clerk and a tally clerk for the annual business meeting to be held in Detroit July 26. Bernice J. Conley, clerk of the legislature of Jackson County, Mo., was appointed reading clerk, and the tally clerk will be H. Joseph Breidenbach, clerk of Walworth County, Wis. Nominated each year by NACo's affiliate organization, the National Association of County Recorders and Clerks, the reading and tally clerks record and announce results of roll call votes which take place at the NACo business meeting.

COUNTY PROGRAMS SPOTLIGHTED

NACo Testifies on Alcoholism

WASHINGTON, D.C.—A Senate subcommittee held one day of hearings last week on the problems of alcoholism and drug abuse in both the public and private work sector. Sen. William Hathaway (D-Maine), chairman of the Senate alcholism and drug abuse subcommittee, has introduced a bill, S. 1107, to address the problems of on-the-job alcoholism. S. 1107 provides federal assistance (50-50 matching) to public and private employers, labor union and other groups to establish and operate occupational alcoholism programs. The bill authorizes the appropriation of an amount equal to 2.5 per cent of the total federal alcohol taxes for fiscal '79 through '82. The amount would vary between $100 million and $120 million each year.

NACo is supporting the bill, since counties are presently providing occupational alcholism services to their employes. In 1975, counties had over 2 million employes and studies have shown that about 10 per cent of a work force is faced with personal problems that affect an individual's work performance.

In a statement delivered by Michael Gemmell, NACo legislative representative, for Supervisor Terry Pitts, Milwaukee County, Wis., NACo said that both public and private groups are "finding out about the actual costs involved by not recognizing and acting on such alcoholism related problems as absenteeism, tardiness, financial and legal entanglements, accidents and increased insurance benefit claims... private and public organizations are recognizing the benefits of occupational alcoholism programs which establish policies that accept alcoholism, drug abuse and emotional difficulties as treatable illnesses. An employe who is exhibiting poor work habits is now given the option of seeking treatment as a method of improving job performance."

Wayne County Commissioner George Killeen of Wayne County also testified on the need for S. 1107. He gave a specific example of how Wayne County is able to meet the needs of its troubled employes, while at the same time increasing productivity in the public work force.

THE STATEMENT pointed out results of a NACoRF alcoholism project survey which found that 60 per cent of counties reported having responsibility for alcoholism treatment and prevention within their jurisdiction. The testimony included model examples of county-based occupational alcoholism programs:

- **Wayne County, Mich.** with 7,500 employes, operates a troubled employe program. Assistance is available for a wide range of problems including: alcohol and drug abuse, finances, legal, marital, physical and emotional difficulties. Troubled employes are referred to agencies such as community mental health clinics and alcohol and drug abuse treatment programs.
- **Suffolk County, N.Y.** with 12,000 employes, has trained its 800 supervisors to identify and help the alcoholic employe. The county also includes complete coverage for hospitalization due to alcoholism in its Blue Cross employe insurance program.

Killeen

- **San Diego County, Calif.** not only offers its 10,000 employes occupational alcoholism counseling and treatment services, it also provides assistance to private employers who wish to establish their own employe assistance programs.
- **Sonoma County, Calif.**'s occupational alcoholism program is run directly as a county service and serves both public and private employers throughout the county. The program provides: outpatient services, inpatient, detoxification unit, mobile transportation and field evaluation unit, day treatment services, crisis information and referral services, education and prevention services, vocational rehabilitation services, among others.

The Senate health subcommittee was told that NACo supports the goals of the occupational alcoholism bill as a "realistic and necessary first step to place a greater emphasis on occupational alcoholism prevention and treatment program." The statement concluded by saying "we hope that with additional funding, as called for in S. 1107, that not only occupational efforts be expanded, but that counties, cities, community based groups and private organizations begin developing comprehensive alcoholism prevention and treatment programs."

Renaissance

NACo 42nd Annual Conference
July 24-27, 1977
Detroit, Michigan, Wayne County

- 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	Spouse	$50
Non-member	125	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.

H

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 ____________________

EPA Issues Solid Waste Region Identifying Guides

WASHINGTON, D.C.—The Environmental Protection Agency (EPA) published May 16 "interim" solid waste guidelines for the identification of regions and agencies under the new solid waste act (Resource Conservation and Recovery Act of 1976).

The EPA guidelines are very important to all counties currently involved or planning to provide solid waste management services. The guidelines provide criteria and procedures for the identification of solid waste regions and agencies in each state and serve as a requirement for future federal grant eligibility.

The guidelines set forth criteria to assist the states in the formal identification of appropriate solid waste regions only after consultation with affected local officials. At the same time, the guidelines specify a process by which the state and local officials will jointly identify solid waste agencies to develop and implement solid waste management activities.

This process is critical to counties having existing solid waste management planning and implementation responsibilities. The timetable for these actions are for the identification of appropriate solid waste regions within six months of May 16, and agency identification within an additional six month period. Counties with solid waste management interests have until November to become involved in their state's regional identification process; and until May 1978 to participate as a solid waste implementation agency.

Since a number of states have begun the process of ferreting out the requirements of the new act, all counties are recommended immediately to make their solid waste management position known to the appropriate state agency.

A copy of the interim ERA guidelines may be obtained in the May 16 *Federal Register*, pages 24926 through 24928. Guidelines can also be obtained from NACoRF by writing or calling: Thomas J. Bulger, Solid Waste Project, 1735 New York Ave., N.W., Washington, D.C. 20006, (202) 785-9577.

Next week in *County News* the criteria for identifying solid waste regions and agencies will be presented.

COUNTY NEWS

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Drought Aid Bill Signing Expected

WASHINGTON, D.C.—President Carter was expected to sign into law the $225 million Emergency Drought Relief Act of 1977 on May 20. The legislation provides $75 million in 50 per cent grants and $150 million in 5 per cent loans to communities over 10,000 affected by the drought and will be administered by the Economic Development Administration. Farmers Home Administration (FmHA) is handling that portion of the program for communities below 10,000.

The Senate passed the bill, S. 1279, on May 13, and the House passed the bill under suspension of rules on May 17. The apropriations, which were contained in the Economic Stimulus Appropriation Package, were cut to $150 million, a reduction of $75 million.

Sen. Quentin Burdick (D-N.D.), the bill's sponsor, stated that the intent of Congress is for the cut to come out of the loan levels. The grant amount would remain at $75 million, with the loans also to be at $75 million. The FmHA program for smaller communities received the full appropriation of $75 million grants and $150 million loans.

Under EDA's program, communities must obligate all funds by Dec. 31, and complete projects by April 30, 1978.

Sen. Burdick indicated the funds can be used for the improvement, expansion, or construction of water supplies, and the purchase and transportation of water which, in the opinion of the Secretary of Commerce, will make a significant contribution to the relief of existing or threatened drought condition. He stressed the emergency nature of the measure and its emphasis on short-term projects.

County News, on May 2, printed a list of all the counties eligible for drought assistance. In order to apply, applicants should contact their local FmHA or EDA office as soon as possible. For further information contact Elliott Alman or Michelle Cunningham of NACo.

REP. JOHN WYDLER (R-N.Y.) led efforts to retain the present countercyclical assistance formula.

Countercyclical

Continued from page 1

original law.

Under the new law "balance of state" governments will also receive direct payments using an assigned unemployment rate now available for all counties. Unemployment rates used for a quarter are for the quarter ending three months earlier. For example, the July payment will be based on unemployment for January, February, March 1977. The revenue sharing amounts used will be for the latest entitlement period.

RECIPIENT governments must spend or obligate funds within six months of receipt for maintaining basic services normally provided by the government. Construction is not permitted. Another change in the new law is the use of the same antidiscrimination provisions as those in the revenue sharing law passed last year.

Recipients must sign an assurance form in order to qualify for funds, and must report to the Office of Revenue Sharing (ORS) specific decisions on tax rates and decreases in public employment or services within six months of the time actions are taken. Such a report was mailed on May 6 and must be returned to ORS by May 30 in order to insure prompt payment in the future.

The President is expected to sign the bill within a week.

Social Gains Accepted in House Bill

WASHINGTON, D.C.—In mark-up last week, several important NACo social services issues were adopted into House bill, but the much sought-after annual cost of living increases for Title XX social services and Title IV-B child welfare services failed to pass.

Notable gains include:

- $200 million increase for Title XX, fiscal '78;
- One-year extension of all P.L. 94-401 provisions, including waiver of day care standards, day care welfare recipient employment tax credit;
- Full authorization for Title IV-B of $266 million (up from $56.5 million), new funds restricted to services other than foster care maintenance payments;
- Title IV-B would become an entitlement program with no state matching requirement; allocation and reallotment formula unchanged;
- State plan requirements for Title IV-B established;
- Federal matching for non-court ordered foster care payments authorized under Title IV-A;
- Adoption subsidy to be available under Title IV-A open-ended funding.

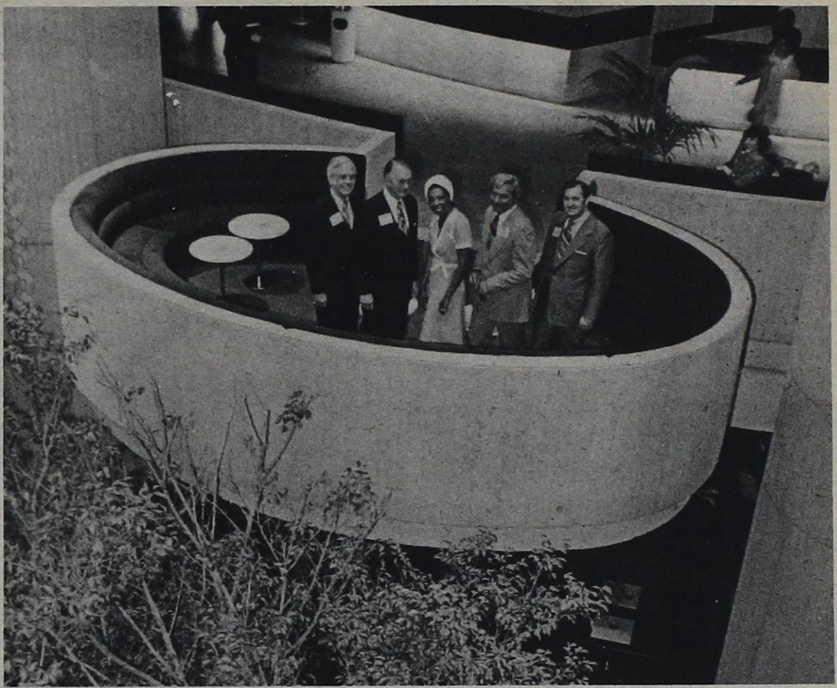
In other action, the Ways and Means subcommittee on public assistance passed most provisions of H.R. 6124, Supplemental Security Insurance (SSI) amendments left over from the 94th Congress, which primarily simplified the program. Provisions relating to outreach and replacement of lost or stolen checks were dropped because the Administration can now accomplish the goals without legislation.

A bill to restrict eligibility of resident aliens, which would shift costs onto county general assistance programs, was amended to require that income and assets of aliens' sponsors be considered in determining eligibility for SSI.

NACo will continue to seek a cost of living adjustment for Titles XX and IV-B when H.R. 7200 comes before the Senate Finance Committee. Similar provisions have already passed Budget Committees of both Houses. Other efforts will support enactment of above provisions and elimination of earmarking of Title XX funds for day care.

Annual Conference Voting Reminder

Member counties who plan to vote at NACo's annual business meeting in Detroit should designate which of their county officials is authorized to pick up and cast the county's ballots. A letter with this information should be sent as soon as possible to the Credentials Committee at NACo, 1735 New York Ave., N.W., Washington, D.C. 20006.



INSIDE RENAISSANCE CENTER— Wayne County Board Chairman John Barr says that NACo '77 has the support of Michigan's 83 counties. Recently, commissioners from Wayne, Oakland and Macomb counties toured the fabulous Detroit Plaza Hotel which is the tallest structure in Renaissance Center. Posing in one of several "cocktail pods" high above a fountain-lit lake in the lobby of the Plaza are from left: Herb McHenry, member of the Board of Directors of the Michigan Association of Counties, Wallace F. Gabler, Jr., chairman of the Oakland County Board of Commissioners, Jarrette Simmons, vice-chairman of the Wayne County Board of Commissioners, Robert A. Ver Kuilen, chairman of the Macomb County Board of Commissioners and John Barr.

NACo's ANNUAL CONFERENCE

Program Overview

The theme of this year's 42nd Annual Conference and Educational Exhibits is "**County Renaissance— The Vital New Importance of America's Counties**" as viewed from four perspectives of focus: County services, intergovernmental cooperation, county structure and county finance. **Renaissance,** characterized by vigorous activity and renewed interest, certainly is the mark of county government today and of the tens of thousands who work to serve America's citizens.

Schedule

Satuday, July 23

Noon-4:00 p.m.
Conference and Credentials Registration

1:00-3:00
NACo Steering Committee Meetings, if Convened by Chairman

Sunday, July 24

8:00 a.m.-7:00 p.m.
Conference and Credentials Registration

10:00-Noon
NACo Board of Directors Meeting

Noon-5:30
Educational Exhibits Open

1:00-4:30
Resolutions Committee, Reports from Steering Committees

2:00-4:00
Conference Orientation/New Commissioners Orientation/NACo Policy Process

6:00
Opening General Session and Business Meeting to Consider Bylaw Amendments

7:45-8:45
NACo President's Reception

Monday, July 25

8:00 a.m.-Noon
Conference and Credentials Registration

9:00-Noon
Program Sessions

9:00-4:00
Educational Exhibits Open

10:00-Noon
Nominating Committee

Noon-1:15
Lunch

1:30-4:30
Program Sessions

4:00-6:00
Credentials Committee

Tuesday, July 26

9:00 a.m.-Noon
NACo Business Meeting—Resolutions and Amendments to the American County Platform
Election of Officers and Directors

Noon-1:15 p.m.
Lunch

2:00-4:00
NACo Business Meeting Continued

5:30
Conference-wide Social Event

Wednesday, July 27

9:00 a.m.-Noon
Program Sessions

12:15-1:30
Luncheon

1:30-4:30
Program Sessions

7:00
Closing Banquet

Counties Detail Paperwork Burdens

EDITOR'S NOTE: This is the second 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."

The Lansing (Mich.) Tri-County Manpower Administration estimates that it costs $1500 to place a person in a job under Title I of the Comprehensive Employment Training Act (CETA) program. Thirty-five more people could have been given jobs had the manpower administration not been required to complete five extraordinary reports at a cost of $53,000.

In Monmouth County, N.J., two youths were killed in an auto accident at a bridge. These lives might have been spared had four and one-half years not been wasted on paperwork, delays and indecision. The time was spent by the county in trying to obtain grant funds under the Federal-Aid Urban System.

These two examples are among the findings submitted by nine jurisdictions which participated in NACo's study on federal paperwork burdens. This article will examine some of the findings in the case studies of the Community Development Block Grant program, CETA, and Federal-Aid Urban System.

Community Development

The Community Development Block Grant program (CD), authorized by Title I of the Housing and Community Development Act of 1974, consolidated seven categorical community development programs (urban renewal, neighborhood development, model cities, neighborhood facilities, public facility loans, open space and water and sewer) into a single block grant.

COUNTIES within SMSAs whose population exceeds 200,000 (exclusive of the population of metropolitan cities) and which have the authority to conduct essential community development and housing assistance activities, either directly or in cooperation with smaller jurisdictions (under 50,000 population) within the county are eligible to receive entitlement funding.

To qualify as "urban counties" under the CD program, most counties have been required to execute cooperative agreements with local units of government—both to meet the population and powers requirement under the act. In the first year of the program, 73 counties which qualified as urban counties executed cooperative agreements with 1,875 smaller jurisdictions.

For the CD portion of NACo's paperwork study, two urban counties were selected, Suffolk County, N.Y. and Hennepin County, Minn. The counties analyzed the time and budgetary impacts associated with the Year II activities under their CD grants. Suffolk County's entitlement for Year II was $4.03 million and Hennepin County's was $1.75 million. Of those funds, Suffolk County was alloted $810,241 for administering the grant, for itself and the 26 cooperating municipalities, and for conducting a county housing rehabilitation program. Hennepin County was allotted $123,000, for administering the grant for itself and the 29 cooperating municipalities, and for conducting county public works projects.

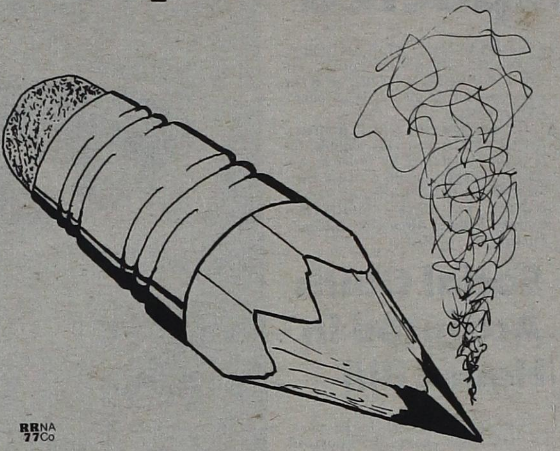
THE TWO counties analyzed the paperwork requirements according to six stages in the grant process: pre-application activity; application preparation; application review and approval; program execution, program evaluation; and general administration. An analysis of the data submitted by the counties indicates that although Suffolk County spent 11,200 hours and Hennepin County 4,039 hours on paperwork, they spent almost the same percentage of time in the six stages. These figures may substantiate the claim made by a Suffolk County CD staff person that regardless of the program size, certain federal requests require a fairly constant percentage of time to compute.

However, as the total hours for both counties indicated, the staff time increases in relative proportion to the size of the program. The Suffolk County CD grant was about two and one-half times greater than the Hennepin County grant and Suffolk County expended about two and one-half times more hours than Hennepin County on paperwork.

Apparently, the most burdensome (i.e., time-consuming) portions of the CD grant process were application preparation and program execution. While it might be assumed that the burden of application preparation would decrease in subsequent years of the program, the findings suggest otherwise. HUD requires that each annual application include a three-year community development plan. Simple modifications or extensions are not permitted.

PREPARATION of environmental reviews was responsible, in part, for the time consumed in executing the program. Suffolk County spent 40 per cent of the program execution paperwork time on environmental review activity and Hennepin County, approximately 46 per cent. Hennepin, however, prepared only 25 environmental reviews, while Suffolk County prepared 67 reviews. The hours that Hennepin County devoted to providing technical assistance to the municipalities preparing their own reviews seemed to have made the difference in time between the counties.

That environmental reviews are time-consuming is not a unique characteristic of the CD program. While their value has been accepted in situations where a project could be environmentally detrimental, they can, nevertheless, be superfluous. For example, Hennepin County was required to prepare a review before HUD would approve the installation of a swing set in a park.



Although the CD block grant program was designed, in part, to reduce federal paperwork for local governments, almost one-fifth of the time spent by both counties was taken up in modifications of previously submitted work.

Manpower Training

CETA was enacted in 1973 as an effort to decentralize, decategorize and consolidate federal manpower training programs. Under CETA, counties have assumed responsibilities previously carried out by the federal government. In fact, counties are fast becoming miniatures of the Department of Labor's Employment and Training Administration (ETA).

DOL designates eligible jurisdictions as prime sponsors. To qualify as a prime sponsor, a county must have a population of more than 100,000. Unlike under the CD program, counties do not need to pass a "powers test." Consequently, county participation in CETA is more widespread.

Despite expectations, CETA retains many of the features of categorical grants. All titles under the act have their own formula, which are complex and varied. Prime sponsors are required to submit fiscal year "comprehensive" plans that include a pre-application, an application and a narrative description. It is the narrative, which must include many supporting documents, that prevents CETA from truly being a decategorized grant program.

IN CONTRAST to the CD program, CETA prime sponsors are not given flexibility within the confines of a post-audit. Every aspect of CETA operations, including the purchase of items valued at more than $1000, must have prior approval by ETA regional office.

Four CETA study sites were selected for NACo's study: Greene County, Ohio and three consortia; the Lansing Tri-County Manpower Administration (Ingham County, Mich.); the Stockton-San Joaquin Consortium (San Joaquin County, Calif.) and the Suffolk Consortium (Suffolk County, N.Y.).

These prime sponsors submitted data on Titles I, II, III and VI for their fiscal '76 programs. Total CETA funding (including supplements to Titles II and VI) for the Suffolk Consortium was $20.8 million; for the Lansing Tri-County Manpower Administration, $11.8 million; for the Stockton-San Joaquin Consortium, $10.9 million; and for Greene County, $1.5 million.

CETA paperwork fell into three categories: components of the basic grant documents and modifications; status reports; and extraordinary reports. The first two categories represent the heart of CETA paperwork—most of the items being required for Title I and again for Titles II, III and VI. The data indicated that in the basic grants package alone, a prime sponsor could submit over 207 pages and could make over 760 Xerox copies. Greene County, with a grant of $1.5 million, bears essentially the same CETA paperwork burden as Suffolk with a grant of over $20 million.

CETA paperwork requirements are clearly repetitious. Though there are only 12 items in the basic grant package, most are required for each title. For a prime sponsor, who participated in all CETA titles, that comes to 35 basic document submissions, not counting virtually inevitable modifications.

ANOTHER BURDEN is reflected in the number of times that the chief elected official must sign documents. Since all original copies must be signed, that means the application must be signed five times, the program planning summary five times, and so on. Not counting modifications, nearly 60 signatures are required from the chief elected officials.

The second major paperwork element of the CETA program was the required series of status reports. They are the most burdensome in terms of time and costs. There are a total of seven items, that must be submitted at a different number of times. This means that a prime sponsor, running programs under all titles could be completing those items at a rate of 123 times a year.

Extraordinary reports, the third type of CETA paperwork, are required at the discretion of individual ETA regional offices. These reports come in a variety of forms including, veteran's reports, affirmative action reports, and surveys of community-based organizations. These reports impose a significant and costly burden on county prime sponsors as indicated by the costs to Lansing of $53,032; Stockton, $23,295; and Greene County, $11,594.

FAUS Program

The Federal-Aid Urban System (FAUS), created by the Federal-Aid Highway Act of 1970, and financed from the Highway Trust Fund, is a program to fund highways and other

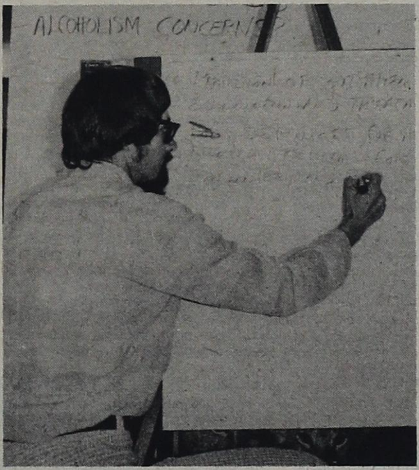
See PAPERWORK, page 12

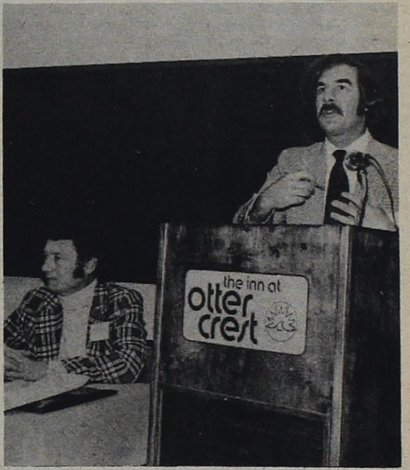
Comparison of Clean Air Bills

Senate S. 252	House H.R. 6161
Auto Emissions	
Requires compliance with statutory standards for carbon monoxide and hyrdrocarbons in 1979, relaxes nitrogen oxide standard to 1.0 for 1980 (any transportation control area can require 1.0, nitrogen oxide standard in 1979).	Requires compliance with statutory hyrdrocarbon standards in 1979; carbon monoxide in 1981; and nitrogen oxide in 1983, if it is found necessary for health reasons.
Non-Attainment	
Continues EPA "offset" policy but allows states to obtain waiver if the state adopts a permit program which includes a comprehensive inventory of all pollutant emissions and requires annual reductions in total emissions to attain compliance with emission standards in 1982. State can meet oxidant standards in 1987, but must by 1979 outline all reasonable measures to be coordinated in the SIP by 1982 to achieve 1987 attainment.	Continues EPA present policy, but allows states to obtain waiver if the state agrees to revise its State Implementation Plan (SIP) to include an inventory of all pollutants; a permit program, identification and quantification of any emission determined necessary by Administrator. State plan must insure attainment of all standards by 1982 except oxidants which must be met by 1987. Non-attainment states may adopt the California auto-emission standards which are more stringent than national interim standards.
Prevention of Significant Deterioration	
Establishes a two class designation process with mandatory Class I areas (Clean) including all international parks and national parks and wilderness areas of 5,000 acres; all other lands would be initially classified as Class II but could be redesignated by state.	Establishes a three class designation process: mandatory Class I areas, limited to national parks and wilderness areas exceeding 100,000 acres; mandatory Class I areas which could be reclassified to Class II areas would include wilderness areas, national parks and international parks between 10,000-25,000 acres; any reclassification to Class III (secondary air standard) or of a federal land must be approved by local governments.
Transportation Controls	
Integrates transportation controls into non-attainment section; allows up to 10 years delay in achieving primary standards for local governments which are required to prepare new transportation control plans; local governments eligible for support grants; sanctions imposed for any local government which fails to implement transportation control plans; mandates vehicle inspection and maintenance programs for areas which will not meet standards by 1987.	Extensions up to Jan. 1, 1985 for those areas committed to mass transit; all other extensions up to 1980. No sanctions.
Indirect Source Review	
Nothing.	Requires a study of use of indirect sources before they can be mandated; limits EPA authority to require such program until satutory emission standards achieved; allows only state or local implementation.

GUEST SPEAKERS CONFER—Anne Basker and Patrick Griffin discuss their roles in defining county alcoholism services.

ACTIVITIES AT CONFERENCE—Top left: Polk County Commissioner Walt Gjersvold, left, and Marion County Commissioner Harry Carson participate in a workshop after listening to, bottom right, speakers Gordon Fultz, left, and David Winett. Later, bottom left, Mid-Willamette Council of Governments Human Resources Division Director Milton Peterson lists priorities in a county consortium meeting.





The Oregon Experience

Developing a Model Alcoholism Delivery System

OTTER CREST, Ore.—An intensive self-help effort with six Oregon counties is leading to the development of model alcoholism service delivery systems to be shared with other counties throughout the nation.

As part of the technical assistance offered by the Alcoholism and Alcohol Abuse Program of NACo's Research Foundation, each of the six counties was surveyed, and action plans developed. Both county commissioners and service providers expressed the need to better understand planning, service components, implementation, and a continuum of care.

To meet this need, program staff members recently conducted a six-county planning seminar in Lincoln County, Ore. It was co-sponsored by the Human Services Committee of the Association of Oregon Counties (AOC). Harry Carson, chairman of the Marion County Commission and AOC president, was among the participants.

Senimar leaders stressed that commissioners have limited funds for services and must know the appropriate questions to ask service providers about proposed programs and community needs. In turn, service providers must have substantial information available to commissioners.

WORKSHOPS, consortium meetings and guest speakers were part of the conference. Also, an alcoholism planning experience in Minnesota was described by a county representative.

"There is a different composition in each community that will dictate how we will provide for alcoholics and their families. You won't get an alcoholism program off the ground without examining the community and meeting particular needs," cautioned Anne Basker, president of the Southern Oregon Institute of Alcohol Studies.

The institute is a private, non-profit, professional association created in cooperation with AOC to share information and serve as a forum for all those involved in alcohol abuse, including the private and public sector.

Basker also emphasized the need to educate and involve legislators in alcoholism, concentrating on prevention and treatment. The community must be included in planning, she added.

Community planning was later discussed by Dave Winett, manager of program evaluation, regulation and training in the California Office of Alcoholism. "County commissioners should give strong consideration to the basic values of a good program and be sensitive to exaggerations," he said.

WINETT outlined several problems in planning:

- Not enough time to plan;
- Uncertainty of available money and resources;
- Lack of knowledge about the training requirements and skills of program staff;
- Lack of commitment by funding source; and
- Theoretical aspects of social service programming.

"Poorly planned programs will violate the community's and other local departments' expectations. Once they are burned, it's hard to come back to them with a good program," said Winett.

He stressed the importance of planning alternatives and program evaluation and revision. The problem must be defined adequately and performance based on established objectives, he added.

"Often the decision makers' perception of a problem may not be close to the real causes. If the problem is defined too narrowly, then planning becomes lip service. If you define causes and what you expect from a plan, you can find out what improvements are needed once a suitable program is in operation," said Winett.

He also warned of a marjor administrative pitfall: "Administrations are easily trapped by defining a problem, settling on a solution and then deciding their one choice is the only solution. Experimentation, development programs and alternatives can be beneficial. The decision-makers must have a commitment to a planning process and philosophy just as much as a program."

THE EXPERIENCE of Washington County, Minn. in combatting alcoholism was presented by Patrick Griffin, coordinator of the Chemical Dependency Division of Human Services Inc., a privte, non-profit organization that the county contracts with to provide alcoholism services. Washington County is a rural, middle-class community with a population of 110,000.

"I don't think there's any question that we're a drug-oriented society. Alcohol is pushed on television and billboards and in newspapers and magazines. It seems people who fall victim to this campaign are ignored by society and stigmatized or castigated. Alcoholism needs to be legitamized; if it's not a national emergency, it's certainly an epidemic. Now, the myths that surround this illness and the denial of it bars treatment," said Griffin.

The program he directs is based on the illness concept of alcoholism. Developing plans with the county involved agreement in philosophy and priorities, coordination and commitment of participants, an evaluation component, and community support.

The division consists of a coordinator, three chemical dependency counselors and a secretary. The counselors operate out of an information and referral center and three satellite offices. They are involved with crisis intervention, client evaluation, family counseling and placement or referral.

Griffin stressed the need for inpatient, primary treatment in a continuum of care system. His division operates a board and care facility to clear space in the detoxification unit for other clients. This facility is used primarily for those with repeat records, no roots or family, and little employment capability.

"THE BEAUTY of our contractual arrangement with the county is that it enables us to view all other county departments as components, and they don't see us as adversaries. Other departments can come to us with chemical dependency problems. It has been an important factor in getting cohesiveness, cooperation, and coordination," concluded Griffin.

On the last day of the seminar, participants met in individual county consortium groups and began initiating efforts toward long-term planning, and priority setting.

Gordon Fultz, AOC assistant executive director, summed up the common problem facing county commissioners and service providers:

"The person who has an alcohol problem has to look internally and recognize the need to change. If he or she is not then presented with the necessary alternatives to do that, he or she will not pursue that course of change."

Other phases of the Oregon counties; action plans, such as training, consultation, and self-help, will be implemented within the next two months. A summary of the seminar will be part of a case study to be published later this year by the NACoRF Alcoholism Program. The Oregon experience is being coordinated by Linda Hay, alcoholism specialist.

—Barbara Rice
NACoRF Alcoholism Program

ALCOHOLISM SERVICE PROVIDERS AND PLANNERS INTERACT—From left: Michael Benjamin, NACoRF Alcoholism Program director; Ed Shaw, state alcoholism program director; Edward Kirby, Polk County alcoholism counselor; Lloyd Taber, Polk County mental health advisory board member; Ruth Shirley, Marion County mental health director; Ron Milstein, Multnomah County mental health director; and Steve Sanow, Washington County alcoholism counselor.

Northeast Leaders Tackle Economic Problems

County executives from New York's Erie and Suffolk Counties are among 19 leaders of government, business, organized labor, and finance in the nine Northeastern states who have joined together to develop solutions to the region's economic problems. John Klein, Suffolk County, and Ned Regan, Erie County, are working with the Council for Northeast Economic Action in this effort.

The council was formed in October 1976, and is funded by a grant from the Economic Development Administration (EDA) of the Department of Commerce. James M. Howell, senior vice president and chief economist of the First National Bank of Boston, serves as chairman.

Economic Development Strategy

The task of the council in its start-up phase of operation is the development of an overall economic development strategy for the Northeastern region—the six New England states, plus New York, New Jersey, and Pennsylvania. The Academy for Contemporary Problems in Columbus, Ohio, has, under the direction of Ralph Widner, academy president, been directing this research process. Approximately 600 intensive, large and small group interviews have been conducted throughout the Northeast.

Major academic research has been reviewed, and the recommended development strategy should, therefore, reflect the full range of concerns existing in the region. "Too often," said Howell, "solutions to economic problems are conceived in an academic vacuum, and they fail precisely because they do not reflect the perceptions of a broad range of concerned citizens . . ."

Following a preliminary review of the plan by council members during June, the final report and recommendations will be made public and explored through a series of public hearings.

The County Perspective

While it would be premature to judge all the results of the still ongoing process, it is already clear that the management and fiscal problems of counties and municipalities are emerging as one key concern. The council is, therefore, developing the components of a technical assistance program—patterned after Truman's Point 4 Program—to transfer private sector management capability to interested counties and other local governments, and techniques by which local officials can use federal program funds to stimulate private sector investment.

Regional Conferences

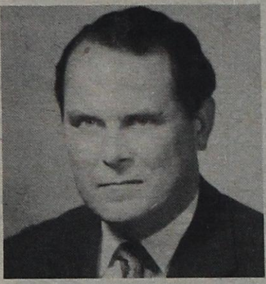
In addition to developing a long-term economic recovery strategy for the Northeast, the council has sponsored a series of conferences between private sector leaders and local governmental officials to discuss management issues of common concern to both groups.

A conference to be held in early June will be sponsored jointly by the Connecticut State Labor Council, National AFL-CIO/Connecticut COPE, and the council and will focus on labor-management issues, particularly job training programs and the Human Resources Development Act of 1977, introduced by New York Rep. Stanley Lundine.

NACo will sponsor a discussion of "Sunbelt" and "Snowbelt" problems at the Annual Conference in Detroit July 24-27.

Regional Research

The colleges and universities in the Northeast represent a virtually untapped reservoir of economic analysis and technical assistance potential for the region's governmental units and business firms. "Yet too often," according to County Executive Klein, "valuable research which could help municipal and county officials is not useful to us because the information is developed without consulting us to determine the specific nature and scope of our needs."



COUNCIL CHAIRMAN—James M. Howell, senior vice president and chief economist of the First National Bank of Boston, serves as chairman for the Council for Northeast Economic Action which includes county executives from New York's Erie and Suffolk Counties.

To help overcome this problem, the council has initiated specific programs with the University of Massachusetts, Boston University, and Harvard's Kennedy School of Government.

Additionally, the council itself has coordinated ongoing research on a broad range of economic policy issues affecting the Northeast, including the regional impact of federal funds formula, the Carter Economic Stimulus Program, and an analysis of private sector job creation performance in the Northeast.

Additional council members include: Warren M. Anderson, president pro tem and majority leader, New York State Senate; Mayor Vincent Cianci, Providence, R.J.; Professor Robert H. Connery, president, Academy for Political Science; Michael D. Dingman, president and chief executive officer, Wheelabrator-Frye Inc.; John Eden, vice president, First Municipal Leasing Equipment Corporation; U.S. Rep. Michael J. Harrington, 6th District, Mass.;

Mayor Arthur J. Holland, Trenton, N.J.; Earl F. Hord, senior vice president and comptroller, Dollar Savings Bank; U.S. Rep. Frank Horton, 34th District, New York; Amory Houghton Jr., chairman of the board, Corning Glass Works; Frank Newman, president, University of Rhode Island; Kenneth H. Olsen, president, Digital Equipment Company;

Betty L. Tianti, COPE director, Connecticut State Labor Council (AFL-CIO); Oliver O. Ward, president, Germanium Power Devices; William H. Wilcox, secretary of community affairs, Commonwealth of Pennsylvania; Dr. Robert C. Wood, president, University of Massachusetts; Thomas A. Kelly, public and governmental affairs consultant, First Jersey National Bank; and the Honorable Thomas P. Salmon, Salmon & Nostrand, attorneys at law.

Administrative offices of the council are located at 100 Federal St., 20th Floor, Boston. Linda D. Frankel is executive director of the council.

NATIONAL ASSOCIATION NACE COUNTY ENGINEERS

Matter and Measure

The NACE Research Committee met last week in St. Louis to discuss ways to carry out NACoRF's recent contract with Federal Highway Administration (FHWA), "Communications with County Governments." During this effort, we will work to improve the exchange of information among counties, states and the federal government—particularly FHWA. We will accomplish this through improved technology transfer and 10 workshops to be held throughout the country. Future NACE columns will contain more information on these activities.

Another important way for us to improve communications with FHWA is by commenting on draft regulations that are published in the *Federal Register* and by suggesting ways to simplify existing regulations. In St. Louis we decided to create ad hoc committees to suggest ways to streamline regulations. On behalf of the Research Committee and NACE, I urge you to sign up for these committees **by June 13**. See the coupon below for committee subject areas and further information.

As a committee member on a particular subject, you will be requested to provide guidance—through the mail or by telephone—on the effect of regulations and ways to simplify them. Your guidance will be needed when your subject comes up for discussion, either at the federal level (such as draft regulations published in the *Federal Register* or in your locality. Thus, you may not be called on immediately or very frequently for your input—only when the subject comes up for discussion—either at your initiation or by federal action. This is an important opportunity for us to let FHWA know our concerns and how we think changes should be made. If you want to know more about the committees, call Marian Hankerd at NACoRF, (202) 785-9577, but send in the coupon by June 13.

Please be sure to read future NACE columns for more information on our communications project.

—Deane R. Anklan, Chairman
NACE Research Committee

COMMUNICATIONS WITH COUNTY GOVERNMENTS

Please fill out this coupon by June 13 and send to:

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

Please indicate your first and second choices (1 is your first choice; 2 is your second choice).

I want to serve on the following ad hoc regulations simplifications committee:

____right-of-way acquisition
____environmental assessments
____safety programs, including safer off-system roads program
____bridges (inspection, evaluation, construction, maintenance)
____design standards
____rural public transportation
____metric conversion
____3 R program (resurfacing, restoration, rehabilitation)
____urban transportation planning (transportation improvement program—TIP; transportation system management—TSM; annual program)
____bikeways, mopeds, snowmobiles, pedestrian facilities
____other (anything else and development of new subject areas)

Name ____________________
Title ____________________
County/State ____________________
Address ____________________
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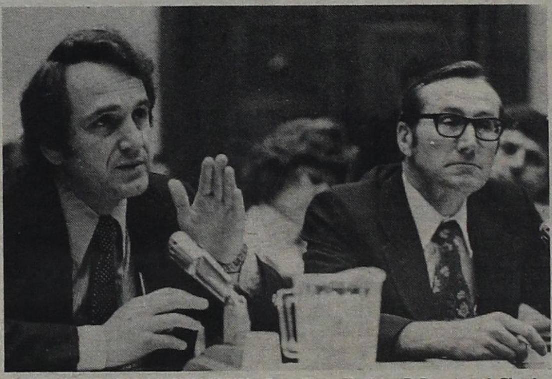
Telephone ____________________



BRIDGE CRISIS TESTIMONY—Rep. Tom Harkin (D-Iowa) and Charles E. Hales, county engineer of Pottawattomie County, Iowa, testify before the surface transportation subcommittee on the nation's bridge crisis. Also presenting testimony on Bridge Day were a panel from NACo and a group of 19 members of Congress.

EDA Proposals Under Review

Continued from page 1

cants between June 3 and 10. Applicants will "revive" their applications by providing any additional information that is necessary; setting priorities if they have more than one application; and including revised project cost estimates. For applicants using pockets of poverty, all projects must be located within such pockets. Applicants can revise their applications to accomplish this.

EDA WILL establish "planning targets," or funding allocations for each county where unemployment levels exceed the national average or the statewide average (if that is below the national rate). Where an applicant does not have any applications, or has an insufficient number of applications on file to use this money, they may submit new applications to EDA. The agency will contact those units of government where this applies.

EDA will review those new or revived applications within five working days and promptly notify applicants of any deficiencies in preparation.

An applicant whose project cost exceeds the "planning target," or funds allocated to that jurisdiction, will have a number of options:

- Reduce the project size/cost;
- Substitute a smaller project;
- Fund the additional amount from other sources;
- Use the funds to "endorse" the project of another jurisdiction, or
- Not accept the funding. EDA would then attempt to reallocate the funds within the same area.

EDA will accept new and revived applications between June 10 and July 18, and process and approve projects between June 15 and August 15. It is anticipated that actual construction on the earliest projects may commence by July 1.

THE NEW legislation provided $70 million for "procedural errors." The new regulations provide that counties applying prior to Dec. 24, 1976 "whose application was not received, was not considered, or was rejected because of an error by an officer or employe of the U.S. may petition the Assistant Secretary (of Commerce for Economic Development) to reconsider the application." The project must be one that would have been selected for funding under Round I and have been identified by EDA as eligible for funding from this set aside.

Counties that have applications that may be covered by this section should immediately contact Robert Hall, Assistant Secretary for Economic Development, Department of Commerce, 14th and Constitution Ave., N.W., Washington, D.C. 20230.

BROCK ADAMS

Use for Gas Tax Offered

WASHINGTON, D.C.—Transportation Secretary Brock Adams has suggested a possible alternative use for the first 5 cents increase in the federal gasoline tax contained in the Carter energy proposal.

Adams told the Senate transportation appropriations subcommittee and the House Ways and Means Committee May 17 that his personal suggestion would be sending 1 cent to the states in a block grant for transportation purposes; 2 cents to the federal energy department for energy research and development; and 2 cents to the Department of Transportation for improvements in transportation systems including transit. Each cent of tax raises about $1 billion.

Adams said his proposal would let the governors, the mayors and the county commissioners know of federal commitment to "the positive side" of the (energy conservation) program. He said federal initiatives which could be financed under his proposal constitute the piece that isn't in the President's proposals to date. One of the major criticisms aimed at the energy proposals is the failure to provide for alternative transportation systems.

Adams said his proposal was his "personal opinion" and was not an Administration position.

NACo's Transportation Steering Committee has adopted a resolution pointing out that the federal gas tax is a user tax and should be used only for transportation purposes. Increases in the gas tax not used for transportation purposes would preempt this primary financing source for state and local road and other transportation needs. The tax and Finance Steering Committee has endorsed the resolution. It will be presented to the Energy and Environment Committee in early June and from there will go to the Resolutions Committee for action by the entire NACo membership at the annual conference in Wayne County (Detroit) in late July.

Food Stamps

Comparison of Pending Legislation

Item	Current Law	Administration Bill	House Subcommittee	Senate Committee
Expiration Date	Sept. 30, 1977.	Sept. 30, 1979.	Through fiscal 1981.	Sept. 30, 1979.
Purchase Price	Varies from 0 to 30 per cent net income. Average household pays 25.6 per cent net income.	*Purchase price eliminated.* Households receive coupon allotments reduced by 30 per cent net income.	*Eliminated*, same as Administration.	*Eliminated*, same as Administration.
Net Income Eligibility	Set at $6,636 for a family of four.	Poverty level ($5,850 for a family of four).	Poverty level.	Poverty level.
Deductions	Itemized deductions.	$80 standard deduction, plus 20 per cent of all earned income.	$60 standard deduction adjusted semiannually, plus 20 per cent earned income. Up to *$75 child care*. Up to $75 *shelter* if exceed 50 per cent net household income; *(not applied to eligibility).*	$60 standard deduction adjusted semiannually, plus 20 per cent earned income. Up to *$85 child care*. Up to $75 *shelter*, including eligibility and benefits.
Assets	No assets test in law.	Give U.S. Department of Agriculture authority to determine asset types and limits by issuing regulations.	Same as Administration.	Same as Administration.
Work Registration	Requires all able-bodied people, between ages 18 and 65, to register for work. *Exempts household members caring for children under 18.* Additional exemptions.	Exempt from registration—people 60 to 65. People *caring for children 12 to 18 must register.*	Same as Administration.	Same as Administration.
Administrative Cost Sharing	50 per cent local administrative costs.	50 per cent local, administrative costs, except 75 per cent of state prosecutions and investigations.	Same as Administration, plus state's share reduced if collect sales tax on food stamps.	Same as Administration.
Costs	About $5.4 billion.	$130 million over current services.	$176 million over current services.	About $250 million over current services.

RHI Funds Bringing New Level of Health Care to Rural County

HOLMES COUNTY, Miss.—John Edgar Hays has lived in Tchula, Holmes County, for 49 years—all his life. So, it is with great pride that he talks about the Tchula Clinic he operates: "It's the best thing that's ever happened to this town, and one of the best things for the county, too. When I was a kid people never got a chance to even see a doctor, let alone get serious attention and time from one."

Holmes County has a population of 25,000, sparsely distributed throughout the area, consisting mostly of black residents, the poor and uneducated. When the Tchula city government received funds under the Rural Health Initiative (RHI) program to help establish its health clinic, a level of health care unknown to most Holmes County residents began to take shape.

The RHI is providing financial assistance from the Public Health Service, Department of Health, Education, and Welfare (HEW), to rural counties and other areas designated as "medically underserved" and/or as critical health manpower shortage areas. Holmes County qualifies easily under these two requirements and also meets other HEW "high priority" categories, such as having a high infant mortality rate, a high percentage of poor, and a low physician-to-population ratio.

FUNDS ARE given for primary care treatment, to help develop comprehensive health-care delivery systems and to provide links to secondary and tertiary care (highly specialized medical services). This year 130 new RHI sites were assisted, receiving up to $200,000 for the first year, with further support possible for the next two years. A new RHI funding cycle for next fiscal year will be announced soon.

The Tchula Clinic, Hays explains, was established in June 1974, but did not open for service until one year later.

"It took a year to find doctors, staff help, and equipment," Hays says. "We began with a $10,000 gift from the city of Tchula and three doctors from the National Health Service Corps (NHSC). Before that time, Tchula never had a doctor that wasn't just passing through . . . and quickly."

The health needs of Holmes County residents are numerous. Malnutrition among the poor and uneducated residents is widespread. Sickle-cell anemia and high blood pressure exist at high rates, with little knowledge among the residents of their symptoms, let alone prevention.

In trying to establish the clinic, Hays sent out 300 letters to medical schools across the country to attract a physician. He received no positive response.

"I CAN'T blame them," Hays comments. "The people here have a lot of health problems; we had very little equipment then, no other doctors and almost no money. Mostly, they would have been paid off in chickens, or something else.

"Young doctors, naturally, go where the action and money is. But I'm a farmer—and have more patience. Time doesn't matter that much to me and, luckily, the doctor we've got now feels the same way—he puts in a lot of time and energy on our patients, and they sure need it."

Shortly after opening its doors, the Tchula Clinic received the RHI funds—$73,000 for the first year—and has gotten an additional $23,000, just last year. The clinic is currently asking for third-year support at $40,000.

The clinic consists of two trailers housing the dentist's and optometrist's offices and a main clinic building. The three original NHSC doctors left Tchula after their government time had elapsed and now the clinic is staffed with one NHSC physician, a NHSC dentist, an optometrist, an SRN (registered nurse from England), lab and x-ray technicians and a van driver.

County Supervisor B.T. Taylor, who runs a supermarket in the area and was originally responsible for the grant application, praises the progress the clinic has made, "especially for the old and poor citizens who can't get around by themselves."

Transportation in a poor rural county is often as crucial to providing quality medical care as are medicine and facilities.

"THE VAN puts on 450 miles a week," Hays explains, "and brings in patients from the many isolated areas of the county.

"We also travel to the public schools," he adds, and with Medicare and Medicaid funds, screen the children for eye and teeth maladies and malnutrition."

Tuchula Clinic has between 50 and 60 patients a day, with another 20 persons per day visiting the dentist. The clinic has established good referral cooperation with the Holmes County Community Hospital in Lexington for secondary care; the Greenwood County LeFlore Hospital, and the University of Mississippi Medical School, 70 miles away, which can provide tertiary care.

The clinic also conducts a public education program, through information brochures and workshops—explaining to residents the basic facts of good nutrition, sickle cell anemia, and giving free blood pressure tests.

PRESENT GOALS for the clinic include stepping up its public education efforts, establishing several satellite clinics across the county, and recruiting a home health-care nurse to visit patients.

Financial self-sufficiency of projects is a major goal of the RHI. The Tchula Clinic is moving well towards this goal as evidenced by the fact that 85 per cent of its patients are supported by third-party payors (Medicaid, Medicare, and private insurance).

—Gil Kline
NACoRF Health Program

Center Caters to All Citizen Needs

CHARLOTTE COUNTY, Fla.—When Betty Ford still lived in the White House, she visited the county just to see it and "meet the people who made it a reality."

Ronald Regan stopped by the county during his campaign for the presidency and said it was "a model of community cooperation, and I'm going to spread the word."

Life Magazine published an article about it. CBS-TV gave it nationwide exposure.

An education journal termed it "a model for the nation's efforts to help its older citizens."

"IT" is the county-owned Port Charlotte Cultural Center which, since 1968, has offered classes and activities to Charlotte County residents from ages 3 to 93.

Largely the result of efforts and contributions by the county citizens, the center is operated by Adult Education of Charlotte County Inc., a non-profit organization chartered by county citizens in 1965 to build the center.

County government, however, has played a key role in the center's history.

In 1965, when citizens were able to raise only $55,000 to build the center, five county commissioners rescued the project by contributing $446,000 of the county's share of state race track funds.

Today the county owns the center and site and rents it to the Adult Education Association for $1 a year.

Floyd L. Pfeiffer, president of the association, says this arrangement provides a guarantee of continuity of ownership and programs in case something should prevent the association from continuing its operations.

Other county contributions include a branch of the county library system which serves the center and offers 35,000 volumes. There are plans to expand facilities.

EDUCATION programs are administered in conjunction with the Charlotte County school board. This allows students at "Port Charlotte U" to earn high school degrees.

In 1975, over 14,000 "students" attended 196 classes in subjects that ranged from art to television repair, oceanography, foreign languages, ballroom dancing, and golf.

Robb Moss, coordinator for community education in Charlotte County, points out that state allotments for continuing education pay for all these programs. The county, he says, even makes a small amount of money by offering the program.

Education is not the only activity at the center, however. Over the years several buildings have been added. Today the center provides a senior lounge, a theater, a snack bar, and a gift shop to help people in the community become active and involved with their neighbors.

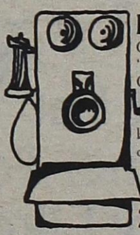
OPERATING expenses for these activities are covered by an annual bazaar in the autumn and by contributions from a private developer who built many of the homes in the community. (The developer also donated five acres in 1965 for the original building.)

The focus of the center, however, is citizens helping other citizens. Everyone is encouraged to participate in a class or activity.

Perhaps the best example of this approach is the effort made to involve the handicapped.

Lip-reading classes are provided for the deaf; therapy classes are available for stroke victims; and a number of classes and activities are offered for the blind and visually impaired.

—Phil Jones
NACoRF Aging Program



NACo Hotline

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

202/785-9591

WHEN COUNTIES HELP THE ELDERLY, THEY HELP EVERYONE

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

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.

SAN DIEGO CONFERENCE REGISTRATION

NACo CONFERENCES ON AGING

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

Conference Focuses on Criminal Justice

WASHINGTON, D.C.—County and city officials discovered some realities about criminal justice operations recently at a conference conducted by the National Institute of Law Enforcement and Criminal Justice here. The institute is part of the Law Enforcement Assistance Administration (LEAA).

The conference was designed to bring research on the improvement of the local criminal justice system to the attention of local policy-makers.

Philip Efstrom, chairman of the board, Kane County, Ill., and chairman of NACo's Criminal Justice and Public Safety Steering Committee, spoke at a plenary session on productivity. He exposed the myth that increased productivity in criminal justice operations would directly benefit county governments.

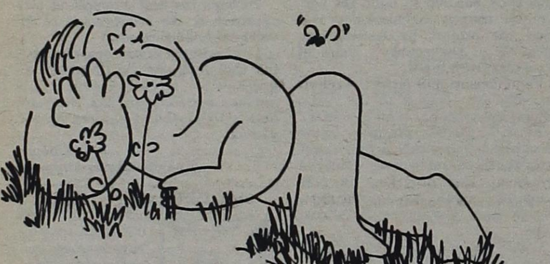
AFTER describing a cost/benefit study for an offender employment program in his county, he pointed out that the benefits, such as income tax dollars from employed offenders, did not return to his county's operating budget. Unfortunately, he concluded, counties cannot afford to heavily invest local tax dollars into more productive programs unless dollar benefits are returned to the local budget.

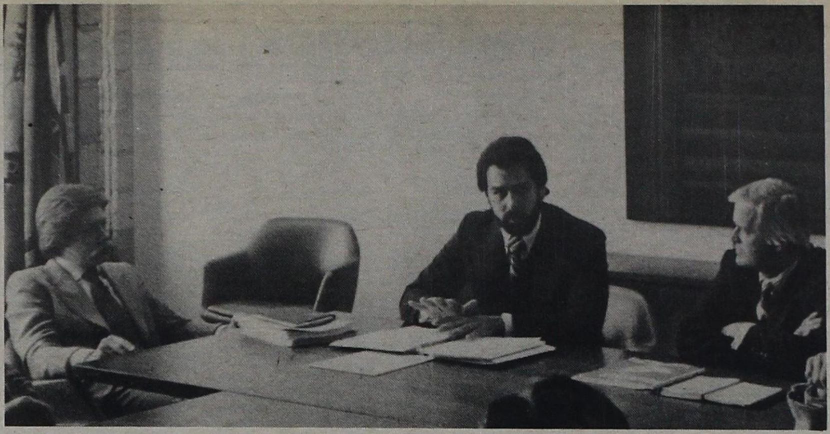
In a plenary session on intergovernmental relations, Donald Clark, chairman of the Multnomah County Board of Commissioners in Oregon, described how he had dealt with one of the realities of the criminal justice system—fragmentation of components.

In his county, a Department of Justice Services coordinates planning and administration of all criminal justice agencies. Agencies included in the department are: The Division of Public Safety (Sheriff's Office), Division of Corrections (probation, parole, and four institutions), Office of the District Attorney, Division of Courts Process, Circuit Court, District Court, Probate Court, Juvenile Programs, Medical Examiner, and Metropolitan Public Defender. The department has a budget of nearly $25 million. Department Director Lee Brown reports directly to the board of commissions on all criminal justice matters.

Four conference workshops were organized around research relating to police, courts, corrections, and community crime prevention. Here is a true-false quiz for local officials on the functioning of the criminal justice system that is pieced

See CRIMINAL, page 12





TASK FORCE MEETING—Seen from left are Gary Mann, administrative officer; Bruce Talley, NACoRF project director; and Lou Mills, Orange County, N.Y. executive, in meeting to discuss interlocal service delivery.

Orange County Panel to Study Service Delivery Cooperation

GOSHEN, N.Y.—Orange County Executive Louis V. Mills has announced the formation of an Orange County Task Force on the Sharing of Inter-Local Government Service Delivery Systems.

The purpose, according to Mills, is to study the feasibility of Orange County entering into joint agreements to share various government services with individual municipalities in the county. Mills said that he viewed the task force's mission as long-term.

Public sector representatives on the task force will include: James F. Lulves, chairman of the legislature; Gary Mann, administrative officer; William A. Gilchrist, commissioner of personnel; Robert A. Kunkel, director of purchase; Louis P. Allard, data processing director; Raymond C. Schwarz, commissioner of finance; John S. Keller, budget director; Peter G. Garrison, commissioner of planning; Louis J. Cascino, commissioner of public works; Eugene C. Crockett, director of employment and training administration; Alva Lucas, real property tax service director;

Gladys A. Burleigh, deputy commissioner of social services; Nicholas F. Vuolo, Middletown City clerk; Philip Crotty, Town of New Windsor attorney; John McGrath, mayor, Village of Warwick; Marshall Garner, president, Orange County chapter, CSEA; Rendich Meola, OCCC Board; Mrs. James Loeb, BOCES Board; Ronald Purcell, Goshen Central School District Board of Education.

MILLS SAID, "The financial benefits of sharing service delivery systems may be felt immediately in Orange County and the municipalities that enter into joint agreements. For instance, we will be able to see immediate savings if several government jurisdictions, in cooperation, purchase supplies at reduced prices, due to the larger order."

The best known example of inter-local government service delivery cooperation is the "Lakewood Plan" in Los Angeles County, Calif. Under the Lakewood Plan, Los Angeles County's municipalities may enter into a joint-service agreement with the county to provide a specific service such as joint purchasing, data processing, or pollution abatement to the residents of that municipality. Many municipalities find it more economical for the county to provide the service, particularly where it reduces or eliminates duplication.

The task force will be given informational assistance from NACo. Bruce Talley, project director of NACo's Research Association's Inter-Local Service Delivery Project, will review the soon to be published manual, "A Practical Guide to Intergovernmental Arrangements for Local Officials" with the task force member. The Inter-Local Service Delivery Project and manual has been funded by the Office of Policy Development and Research of the U.S. Department of Housing and Urban Development.

New Directions in Personnel

Good personnel management practices are not ends in themselves, but rather are tools to be used to improve the efficiency and effectiveness of the public workforce, thereby improving the delivery of public services to citizens. For this reason, many officials have made improvement of their county's personnel system a high priority item.

But when county officials looks around for help in developing and implementing new or improved personnel procedures, they often overlook one very handy and important resource—other county governments.

Many county governments have overcome problems involved in designing and implementing successful "demonstration-type" programs in the area of personnel management.

The use of computers to reduce time and staff effort needed to process personnel records, transactions, and reports, for example, is a fertile area for demonstration projects. Alameda County, Calif. has converted its 14-year-old and overburdened, monthly payroll system into a streamlined, modularized, bi-weekly system—based on real-time payroll data. The county is now working on a computerized system to prepare, and then monitor, its annual salary and employe benefits budget.

Erie County, N.Y. is also phasing in a computerized personnel management information system to replace a manual card filing system. The system is expected to provide instant retrieval of information which now takes many hours of staff time to compile.

THE STAFFING of county government to assure both equal employment opportunity and a high quality workforce is another personnel area where demonstration programs have proven effective. San Bernardino County, Calif. has developed two innovative techniques: a one-day clerical hiring process and an affirmative action loan fund.

A comprehensive staffing system that responds to county needs on a timely basis, and systematically evaluates applicants objectively and fairly, is being developed by Adams County, Colo. Salt Lake County, Utah, on the other hand, by participating in a unique organizational arrangement with several other jurisdictions—the Utah Intergovernmental Personnel Agency—benefits by receiving more efficient and effective staffing services.

A third area for successful demonstration programs is personnel productivity. All county officials are interested in maintaining the same quantity or quality of service at a lower cost, or in increasing the quality or quantity of service at the same or lower cost. California counties of Santa Barbara and Ventura currently have a joint project to increase the productivity of eligibility workers in their Public Social Services Agencies and San Diego County has achieved significant productivity improvement results with its custodial maintenance program. Finally, comprehensive, government-wide personnel productivity efforts have been undertaken successfully in such counties as Nassau, N.Y.; Fairfax, Va.; Jacksonville-Duval, Fla.; and Rock County, Wis.

HOW CAN county officials obtain information on successful personnel demonstration programs in other county governments?

One way is to utilize NACo's Living Library, maintained by the New County, U.S.A. Center. The Living Library contains about 700 case studies of Achievement Award winning projects, including successfully implemented projects in the area of personnel management.

Another source is the U.S. Civil Service Commission's Bureau of Intergovernmental Personnel Programs, which administers the IPA grant program. The bureau will soon be initiating a series of publications that describe successful demonstration programs, funded by IPA grants. When published, they will be available through the commission's regional and area offices.

Finally, the International Personnel Management Association will be running a special session on demonstration programs at its annual conference in Chicago, Oct. 3-6. The session will be co-sponsored by the Midwest Intergovernmental Personnel Council, an organization representing state and local governments in Illinois, Indiana, Ohio, Michigan, Minnesota and Wisconsin.

'Urban Counties' Made Eligible for Development, Jobs Funds

Congress had to invent the term "urban county" before it could devise formulas to bring suburban jurisdictions within the scope of urban aid legislation.

An "urban county" doesn't exist outside federal aid legislation or the jargon of the National Association of Counties (NACo), the lobbying arm of the nation's 3,104 counties. The Census Bureau has no such statistical or geographical classification, and the traditional political definition of a county is so broad that it extends equally to small, rural counties that perform few governmental functions and to huge suburban counties that perform many of the functions commonly associated with central cities.

Congress, in setting eligibility standards under the 1973 Comprehensive Employment and Training Act (87 Stat 839), said that an urban county, to be entitled to a share of the money, must have the power to levy taxes and spend money and must exercise general governmental police powers. It must also, said Congress, have a population of at least 100,000, the same minimum set for eligible cities.

As a result, 276 counties now are eligible for employment and training funds and only 162 cities.

To be eligible for federal aid under the Housing and Community Development Act of 1974 (88 Stat 633), urban counties must have the power to perform such services as urban renewal or housing development and must have a population of 200,000, not counting residents of cities within the county that have at least 50,000 residents and are eligible for the federal aid themselves.

The more stringent eligibility requirements under this program have resulted in fewer urban county participants—only 76, or 200 less than in the job training program. Even so, the level of county participation came as a big surprise to Congress and to the Housing and Urban Development Department (HUD). HUD had estimated that only 10 or 12 counties might qualify for urban development grants, while NACo had predicted that as many as 40 might be eligible. Once the money became available, however, many counties developed new programs or received new powers from their state legislatures to qualify for the aid.

"The counties got in because there was no overwhelming desire to keep them out," said Raymond K. James, former counsel to the House Banking, Finance and Urban Affairs subcommittee on housing and community development. "There was a general feeling of uncertainty about counties. Nobody was quite sure what counties were like."

Counties Gain Clout

Uncle Sam Takes Heed of Growing Suburban Constituency

by Rochelle L. Stanfield

EDITOR'S NOTE: The following article appeared in the May 7 issue of *The National Journal* and is reprinted here with permission.

Increasing demands for urban services by a growing suburban constituency are returning counties, the forgotten governments, to the center stage of American politics. And this raises some tough questions about the direction of federal urban policy.

Once, most Americans lived in the countryside and neither needed nor wanted much government. The few governmental services they did require, such as those of the sheriff or the courts, were provided by the state through its primary administrative arm, the county.

But when Americans began to stream into the cities and to demand a wide variety of government services, they were provided by a broad array of governments, including the city, the state, the federal government and a variety of special-purpose districts. The county got lost in the shuffle.

Since World War II, Americans have been streaming out of the cities, but they still want the government services they have grown accustomed to. More and more, therefore, they are turning to the "urban counties"—those densely populated units that have many of the governmental powers common to big cities—to provide urban services and to grab a share of the federal funds available to support these services.

WITH THE adoption of general revenue sharing in 1972, counties emerged as a potent lobbying force with Congress and the federal agencies. The National Association of Counties (NACo) got urban counties written into the law as direct recipients of the two major block grants for local government, the Comprehenive Employment and Training Act of 1973 (87 Stat 839) and the Housing and Community Development Act of 1974 (88 Stat 633). Last year, the counties succeeded in becoming major participants in the economic stimulus programs mandated by Congress in the Public Works Employment Act (90 Stat 999). And only in the past few weeks, the urban counties persuaded a House committee to rewrite a program of urban development action grants to include them as potential beneficiaries.

The counties' successes began under the Nixon administration, and many saw them as an attempt to repay the suburban voters who helped President Nixon win election and to woo these voters permanently to the Republican Party. The same analysts predicted that the policy would be reversed with a new Democratic Administration with strong ties to the major cities. This analysis reckoned, however, without the strong bipartisan base that the urban counties have in the House. At least in early congressional and executive tests, their power appears to be intact.

"We were apprehensive at first that (President) Carter would be interested just in a handful of big cities," said Bernard F. Hillenbrand, NACo's executive director and the person widely credited with bringing the counties and their lobbying arm into the 20th century.

"But there has been no evidence of that," Hillenbrand said in an interview. "He is treating us all equally."

HILLENBRAND recalled that "Congress discussed general revenue sharing for two years before they even thought of including counties. Now we are in when the talking begins." Even so, he said, "we still are not certain of getting the funds. We still have to fight a lot harder than the others."

Even though the urban counties are participating in the federal programs, federal officials and private groups, in anticipation of congressional renewal of the programs, are taking a close look at how the counties are using the federal money.

Counties vary more widely—in terms of population, wealth, government structure and functions—than any other level of government. And how they carry out the federal programs is as mixed as the counties themselves.

Some generalizations are in order, however. Urban counties tend to be better off than the central cities they surround. They have fewer minority group residents and fewer poverty-level families, and they generally have broader tax bases than the cities. It is often the case, therefore, that the counties use the federal aid for relatively low-priority purposes—or so the cities complain.

On the other hand, some urban counties are responsible for welfare, manpower training, community development and similar services on a county-wide basis, including the core cities. Many older suburban areas are beginning to decline physically and economically, and urban problems do not stop at the city line.

THUS, WHILE the city groups, reluctant to share the federal largesse, argue for limiting county participation, the counties complain that without federal help, they will not be able to tackle their own urban problems.

Some more neutral observers suggest that inclusion of the urban counties is a vital first step in fashioning a metropolitan solution to the problems of the cities. They see the "carrot" of federal aid enticing the counties and their suburbs into programs to benefit low and moderate-income families and minorities. Once in, these analysts feel, the urban counties will have to focus on those beneficiaries to avoid losing the money.

Richard P. Nathan of the Brookings Institution, who is monitoring the community development program, said, "If you think spatial deconcentration of minorities is important, you have to give suburbs and counties grants. By getting them in the program, the counties have to create some kind of apparatus that is concerned about rehabilitation, housing and related financial opportunities for low-income people."

Getting Their Share

Federal aid is not a new phenomenon for county governments. At the turn of the century, they employed county extension agents of the Agriculture Department in one of the earliest federal aid programs.

What is new is participation by densely populated counties in programs originally designed for troubled cities. These include the manpower training block grant and public jobs programs under the 1973 Comprehensive Employment and Training Act (CETA), the community development block grant and housing programs under the 1974 act, and the public works jobs program under the 1976 act.

Under the CETA act, considerably more counties (276) than cities (162) became eligible for federal funds. In fiscal 1976, single-county programs received nearly 18 per cent of the $3.6 billion in total aid and consortia of cities and counties or of several counties received nearly 27 per cent of the money.

Under the community development program, 76 counties qualified for direct aid compared with 522 cities, during fiscal '76, the second year of the program. This year, the Administration is proposing a new program of urban development action grants under which $400 million would be distributed on a discretionary basis. The Administration's proposal did not include urban counties, but they were added in the House Banking, Finance and Urban Affairs version of the bill. Their fate in the Senate is less certain, however. **(Now in both versions.)**

AS FOR PUBLIC works jobs, 230 counties received grants amounting to about 12 per cent of the federal funds for the first year. The public works money is distributed according to administrative guidelines rather than a formula written into the act, as in the block grant programs and the Commerce Department's Economic Development Administration (EDA), which administers the program, was roundly criticized for the way it parceled out the funds.

In February, EDA proposed new guidelines for allocating the funds, but NACo, contending that the new regulations would discriminate against counties-particularly in the way that unemployment data would be used to determine how the money should be distributed—waged an aggressive campaign with both Congress and the EDA.

Congress has now extended and enlarged the program (H.R. 11), and EDA is about to release a revised set of proposed guidelines that are expected to distribute the money in a way that would assure the urban counties a substantial share of the funds. NACo is claiming another victory. **(For update, see related public works story.)**

Getting into the Act

The success scored by the urban counties in the public works and development grants programs is partly the result of effective lobbying and partly a by-product of the New Federalism initiatives of the early 1970s, which sought to decentralize federal aid decision making and to rationalize the allocation of such aid. But the most important factor may be the sheer numbers of people who have moved to the suburbs in recent years.

According to William Mirengoff, director of a three-year monitoring study of CETA for the National Academy of Sciences, NACo was extremely effective in lobbying for CETA. They were diligent, hardworking, productive. They did their homework. But even if they had done nothing, I think they would have gotten in. It was in the nature of the centralization movement of the times for that to happen."

Decentralization was accomplished by consolidating numerous narrow-gauge categorical programs into block grants for broad national purposes. Counties that previously had participated in only some of the merged programs now became eligible for a share in the entire pot of money. The community development program, for example, is a consolidation of both urban renewal, which very few counties were involved in, and water and sewer programs, which a number of counties already had undertaken.

RATIONALIZING aid meant moving from competition among applicants for the same federal money to a mathematical formula for distribution of aid to all eligible recipients. Urban counties were written into the formulas for distributing both CETA and community development funds. While they still had to apply for the funds, they were no longer competing with other jurisdictions with more experience and skill in writing the applications and dealing with the federal agencies.

But this is only part of the story. The effectiveness of NACo's lobbying staff—the largest among the state and local groups based in Washington—has been a major factor in increasing county influence over the past five years.

The county officials themselves are very active lobbyists, both before Congress and the bureaucracy. Rep. Gladys Noon Spellman, D-Md., a former county official, told *National Journal*, "County officials have become very good lobbyists. They tend to stay in touch with people. When general revenue sharing was having trouble (during the 1976 legislative debate) and it involved the counties, we got on the telephone to NACo for help. And we really felt the result. They called, they visited. It is one thing for us to talk to our colleagues. It's an entirely different thing when the fellow affected talks to his congressman."

Political demography is a big reason for county successes, in terms of both the lobbyists and the lobbied. More people now live in the suburban rings around the central cities than in either the cities or the outlying rural areas. Some of that ring includes incorporated municipalities; some of it is unincorporated, although densely populated. Outside New England, almost all of it is within county boundaries.

NACo WAS not necessarily the most obvious Washington spokesman for the suburbs. The U.S. Conference of Mayors, which counts many larger suburban cities among its active members—tends to represent the interests of the large inner cities. The National League of Cities, on the other hand, represents all cities, and could have been a natural voice for the smaller suburban municipalities. The league's membership is so broad and diffuse, however, that it tries to accommodate all points of view in its policies and, as a consequence, does not represent any single narrow political interest.

Perhaps more important, between about 1971-71 and 1974-75, the league went through internal staff upheavals and a civil war with the Conference of Mayors that left little energy for a major lobbying effort.

"There was that whole period of inner turmoil among our sister organizations, and we ended up doing things on behalf of all local

As they take on more of the functions of the cities, the counties—particularly those surrounding large cities—are getting a bigger piece of the action.

government, almost by default," explained Ralph Tabor, NACo's director of federal affairs. "This organization had to take the lead on many issues with the block grant concept."

John J. Gunther, executive director of the Conference of Mayors, disputes that characterization of NACo's role. "The conference represents the suburbs with 30,000 population and more and the league represents the other incorporated suburbs. The only suburbs represented by NACo are those in places like Maryland where they are unincorporated," he said.

But congressional aides, who are among the prime targets of the lobbying effort, see NACo as the strong advocate of suburban interests, with the conference looking after the needs of the big cities.

WHOEVER SPEAKS for the suburbs has been getting a more sympathetic ear, at least in the House. At latest count, 133 congressional districts are at least half suburban. That is more than either the predominantly central city districts with 103 seats, or the rural districts, with 129 seats. (The remaining 70 districts are too mixed to classify.) Many suburban members represent districts that once were dominated by the central city. Reapportionment gradually has added more and more of the suburban areas as central city populations have declined, and these members are at once aware of the city-oriented programs and of the demands of their new suburban constituents.

During the last Republican Administration, many observers linked suburban legislative victories to the GOP's strength in the suburbs, contending that county officials could appeal to the Republicans—and the Southern Democrats—in Congress. Both the statistics and the focus of these observations are off. County officials are a bipartisan and a nonpartisan mix. Moreover, 60 per cent of the current suburban delegation in Congress is Democratic.

"The big difference between NACo and some of the other organizations is that we are not afraid to go after Republicans and conservative Democrats just as hard as we go after liberal Democrats," said NACo urban affairs lobbyist John Murphy. "Some of the other organizations stick with their old allies."

ENLARGED suburban representation probably heightens Congress' receptivity to legislation benefitting the suburban ring. But the real impetus behind urban county provisions that write urban counties into the law must come from the congressional committees. In the House, key committee and subcommittee positions are held by suburban members from states with strong county governments. For example, three Democratic members who pushed urban county interests in community development in the House Banking Committee during the debate that led to the 1974 act were Reps. William S. Moorhead of Pennsylvania and Thomas M. Rees and Richard T. Hanna, both of California. Moorhead represents Pittsburgh and part of the surrounding Allegheny County; Rees, who has left Congress, represented parts of Los Angeles City and County; and Hanna, who also has left Congress, represented Orange County—all with strong urban county governments. A second-term California Democrat, Mark W. Hannaford, has pushed the amendment to give distressed urban counties a crack at the proposed urban development action grants. He represents parts of both Orange and Los Angeles Counties.

A similar sitution exists with the public works jobs program. In the current Congress, Rep. Robert A. Roe, D-N.J., sponsored and managed the bill on the floor—and led an effort to maintain an important county role in the program. A former suburban mayor, he represents Passaic County, a mix of declining central cities and rapidly growing suburban communities.

Urban counties have faired less well in the Senate and generally have had to rely on strong House pressure in conference committees to protect their interests in the final legislation. However, Sen. Alan Cranston, D-Calif., spoke up for urban counties in 1974 after the California Association of Counties made this an election issue. Currently, freshman Sen. H. John Heinz III, R-Pa., is acting on behalf of the urban counties. In the House, he used to represent part of Allegheny County.

MEMBERS OF Congress from states with weak county governments have proven to be an obstacle for NACo. Massachusetts counties have few powers and are almost invisible as governments, and Sen. Edward W. Brooke, R-Mass., the ranking GOP member on the Senate Banking, Housing and Urban Affairs Committee, has opposed increased county participation.

Hillenbrand recounts a change in the position of Sen. Edmund S. Muskie, D-Maine, over the years. "When Muskie first came to the Senate (in 1959), his experience (as governor with) Maine counties had done little to endear him to our cause. But then he began to serve on ACIR (the Advisory Commission on Intergovernmental Relations) and to deal in water pollution. He found out what counties across the country were doing, and we began to work harmoniously with him."

Where the Money Goes

Now that urban counties have won a piece of the federal aid action, interest has shifted to what they are doing with it. Federal evaluators, private monitors and the other interest groups are looking over county shoulders to make sure that the money is spent according to congressional intent. The results, so far, are quite mixed.

"It is clear that the counties have come on strong. But it is also clearly questionable whether they are earning the kind of recognition they are getting," said Brookings' Richard Nathan. "To some extent it is a chicken and egg problem. We want them to be in the modern world before we give them resources. But they can't enter the modern world until they are given recognition and resources."

Nathan has directed two multi-year monitoring projects, one on general revenue sharing and one on the community development block grants. The National Research Council of the National Academy of Sciences is nearing completion of a three-year study of CETA. In addition, the Advisory Commission on Intergovernmental Relations has monitored all three programs as part of its own continuing evaluation of the federal grant-in-aid system.

WHAT STANDS out in most of the studies is that the urban counties, with fewer financial problems and fewer poverty-level families, are spending their federal funds on projects that benefit a more affluent constituency than those of the central cities.

An interim report on the National Science Academy's CETA study, for example, showed that while about 25 per cent of the participants in the city programs were white, the proportion in county programs was 53 per cent. And while 83 per cent of those in city training programs were economically disadvantaged, less than 70 per cent of the county trainees were.

The forthcoming Brookings study of general revenue sharing, *Revenue Sharing: The Second Round*, makes a similar point in discussing the use of revenue sharing funds for new programs as contrasted with their use as substitutes for thinly stretched local dollars to support existing programs.

"Jurisdictions under serious fiscal pressure tended to use their shared revenue more heavily for substitution as opposed to new purposes," the report concludes. As evidence, the report notes that more than 40 per cent of the counties in its survey used the federal money for new programs, while less than 15 per cent of the cities did.

The federal grant programs generally require only that counties spend the money in unincorporated areas within their boundaries or in incorporated areas that sign cooperative agreements with the county governments. One reason is that many counties are empowered to operate programs only in the unincorporated areas. However, one of NACo's chief arguments for increased urban county participation in federal urban programs is that they provide a variety of services countywide, including welfare, health and hospitals and social services.

THE BROOKINGS revenue sharing study found that counties that include hard-pressed cities generally did not use revenue sharing money to assume social or urban functions for those core cities. Of nine urban counties that surround major center cities, only Los Angeles County accorded its major city (Los Angeles) greater benefits than its share of the population. The cities of Rochester, N.Y., Newark, N.J., and Little Rock, Ark., each received substantially less help from county revenue sharing funds than its share of the county's total population would indicate. The other five counties in the Brookings study distributed benefits equitably.

The Brookings study also notes that Hamilton County, Ohio, rejected Cincinnati's requests for help in financing social services in the city and that Monroe County, N.Y., rejected a similar call for help from Rochester. On the other hand, Maricopa County, Ariz., decided to locate county facilities in downtown Phoenix rather in an outlying area, and Lane County, Ore., entered a joint social services financing agreement with the city of Eugene. However, neither Phoenix nor Eugene is a declining city.

Brookings found a contrasting trend in several southern states, however, where counties were using revenue sharing money to undertake new urban services on a countywide basis. This move was attributed to new state requirements that counties assume these new functions.

The Conduit Function

Similar kinds of criticisms have been leveled at urban county participation in the community development block grant program. But more specifically, they have been attacked for not taking active roles in setting community development policy but merely serving as conduits for funds to small cities and towns within their borders.

NACo argues that the county serves a valid function even as a conduit by saving HUD the job of screening thousands of small-town applications. But the critics contend that the counties are shielding these towns from some of the act's requirements, making it harder to pinpoint responsibility.

HUD did a special evaluation of county participation in the program during its first year. Its report has yet to be published, but those who have seen it say it is not particularly favorable to the counties.

James W. Fossett and Arthur A. Morton of Nathan's staff at Brookings prepared a special report on the county participation for *National Journal*. They compared the participation levels of 11 counties sampled in the major Brookings study of community development programs and found three with very strong programs, three with moderately active ones and five that acted primarily as conduits.

THEY FOUND that the three "strong" counties—Allegheny, Los Angeles and Dade County, Fla.—had urban renewal or Model Cities programs before the community development program was enacted. This meant that they had a staff already on board and ready to implement wide-ranging rehabilitation and revitalization programs and that they were assured of receiving federal aid at least equivalent to what they had been getting under the old programs. This, in turn, gave them considerable leverage in dealing with their suburban jurisdictions.

The conduit counties, on the other hand, have been caught in a statistical trap. To participate in the program, a county must have a population of at least 200,000 residing in unincorporated areas or within incorporated towns of fewer than 50,000 people. In a county with borderline population, the small towns have the upper hand: they can opt out of the community development program and seek special project funds on their own from HUD, leaving the county with insufficient eligible population to participate in the federal program; or they can stay in on the condition that the county serve merely as the conduit for the federal funds. This has happened in some conduit counties.

The Brookings staff views the three counties in the middle—the moderately active ones—with considerable optimism. While they had little prior experience and were not especially advantaged over their constituent towns the community development program seemed to make a difference in the quality of services they provided their residents.

"It is all such a mixed bag," concluded Nathan. "You look at Los Angeles County, which spends more per capita than the city and has more professional depth and capacity than many eastern municipal governments. And you look at Orange County, which is using community development money to achieve real urban social change. But then you look at all those counties that are just serving as conduits and taking no leadership role at all. . . ."

Enhancing the Counties' Image

Counties—long pictured as bastions of rural government—are sporting a new urban image, brought about in part by the increase in suburban population. The counties' Washington lobby, the National Association of Counties (NACo), reflects the change in its professional approach to getting the county point of view across.

The old county image was fostered by the good ol' boy form of government by committee, the county commission. Counties performed few urban-type services and reacted slowly to modern needs.

That all began to change in the past decade, in part because of increasing urban populations and in part because of the urging of NACo's executive director, Bernard F. Hillenbrand, who has pressed for county modernization and reform for the past 20 years. The record is still mixed for the 3,104 counties across the nation. But now there are nearly 150 counties with a responsive council-elected executive form of government. Various states, particularly in the South, are transferring urban functions such as transportation, land use planning and water and sewer operations to the counties. And cities are contracting with counties to provide joint services such as manpower training, law enforcement and corrections.

Meanwhile, the face of NACo has changed. The turning point came in 1974, at the association's annual summer meeting in Dallas. Prior to that year, while urban county officials held high positions in NACo, their influence on policy was minimal.

The critical issue at the 1974 meeting was the federal highway trust fund. Rural officials wanted to support it without change, but urban officials advocated the diversion of some of the highway money to mass transit. A floor fight ensued, and urban county officials found that they could control the association if they flexed their voting muscle because of NACo's weighted voting rules that are based on population.

The result was establishment of an Urban Affairs Committee, composed of the 30 largest counties, that monitors the work of NACo's functional committees. It is the urban affairs panel that does most of the testifying before Congress and that acts as the counties' showcase.

"They are our stars," said a NACo lobbyist. "They are sophisticated, and present our best image."

Rep. Gladys Noon Spellman, D-Md., a former county official and former NACo officer, said in an interview that changes in county personnel and leadership have made the biggest difference in the image of the counties, a change she attributed to the increased professionalism of county residents as a result of suburbanization...

These changes in county government are mirrored in the lobbying function of NACo. In 1974, the same year that the urban counties forced the creation of the Urban Affairs Committee, the organization decided to double its dues to support a strengthened lobbying operation. By September 1975, Hillenbrand had increased the lobbying staff from five to 12, making it the largest staff of any of the state and local lobbying groups. This permits each NACo lobbyist to devote full time to one functional area, such as manpower or transportation, a luxury not possible for the other groups, and has helped the NACo lobbyists to earn the reputation of doing their homework.

Hillenbrand has just added a new lobbying tool. In addition to the organization's headquarters a few blocks from the White House, NACo has opened a "communications center" in a townhouse near the Capitol. The townhouse office provides a handy operating base for NACo's congressional lobbyists and facilitates radio interviews and other press-related functions.

Hillenbrand has additional plans for enhancing the county image. He wants to develop textbooks on county government and college-level correspondence courses. He also is working on an internship program . . .

How Deferred Compensation Works

A deferred compensation plan represents a continuing obligation of the participating employer to pay to an employe a specific amount of money, and earnings thereon, at a later date.

By agreement between the employe and employer, an arrangement is made to have part of the employe's compensation:

(1) deposited with the ICMA Retirement Corporation's national trust fund;

(2) which will invest and reinvest the money from its investments;

(3) from which the employe may begin to collect at retirement or disability, or from which the employe's beneficiaries may collect in the event of death and;

(4) As deferred compensation remains under the legal ownership of the employer, it is not subject to current income tax.

Eligibility

Any officer, official, or employe of one of the following may participate in this plan: —

- a local or state government or agency.
- a special district, commission, or other governmental organization established by local or state law.
- a public or public service organization related to local or state government which is classified as nonprofit and tax-exempt by the Internal Revenue service.

The number and types of personnel eligible to participate are up to the employer. There is no minimum number of employes needed for participation.

IN EARLY 1974, NACo joined the other major public interest groups related to local government in sponsorship of the deferred compensation plan administered by the ICMA Retirement Corporation. This plan now serves nearly 3,000 employes of 600 local governments. As we reported last month, its trust funds now exceed $10 million.

WE CHOSE to sponsor this plan because of its unique approach to solving the problem of providing retirement benefits for mobile career public servants. Solution of this problem aids the public employer in its competition for highly competent personnel.

WE HAVE provided you with a brief summary of how the ICMA-RC deferred compensation plan works. Send in the coupon to obtain details.

Bernie Hillenbrand

Complete Portability

When the employe begins in the plan, a trust account is opened which has two identifying elements: (1) the employer's name, and (2) the employe's name. When the employe moves to another job, the new employer may begin paying into an ICMA-RC trust account which is also identified by the employe's name, as well as the name of the new employer. Upon retirement, the employe receives only one payment and deals with only one organization.

In this way, the Retirement Corporation, as trustee for the participating employers, provides the means for complete portability of retirement benefits as an employe transfers from one public employer to another.

If the employe goes to work for a non-public employer, the employe may begin participation in the plan again without penalty.

The Retirement Corporation may also request, for its convenience, and for that of the employer, to transfer the ownership of the deferred compensation funds from one employer to another as an employe changes positions. In the event this occurs, each employer involved, as well as the employe, must agree to the transfer.

How the Plan Differs from Others

1. The ICMA Retirement Corporation is not an insurance company nor is it a trust company. Legally, it is an agency of the governments it serves. It has no claim to any of the monies beyond its quoted fees. Its Board of Directors has no discretion as to how much of the annual earnings are passed on to participants. They do not vote dividends. All earnings must be credited back to each employe account.

2. The ICMA Retirement Corporation is a nonprofit, tax-exempt organization. Among the advantages of this status is the elimination of any questions of conflict of interest for those who must decide on which plans the public employer will adopt. Another advantage is lower fees resulting in a larger percentage of the total earnings being returned to the participants.

3. The ICMA Retirement Corporation does not employ local or regional representatives. The advantage of much lower overhead and the elimination of commissions or fees to agents further increases the total benefits returned to participants.

4. The ICMA Retirement Corporation was organized and is operated by individuals with long service in the public sector. It is aware of the unique conditions of both the public employer and employe. The Corporation serves a public purpose by assisting governments to solve a critical employment problem.

The Plan's Supplemental Uses

The plan may also be used as a supplement to an existing retirement plan or may be offered as part of a management pay plan. Some employers have used the plan as an incentive program, others have simply offered it with no added compensation by the employer due to the special benefits accruing to the individual employe who chooses to use the plan. The plan's use as a supplemental retirement plan represents an important benefit to both the public employer and employe.

Fees

The plan is the least expensive of any similar plan available on a national basis. There are two fees:

- 3% Administrative Fee: This is a one time charge on all contributions when received (commonly called a "Load" charge).
- 1% Annual Management Fee: This fee is levied against the total fund on an annual basis, prorated monthly.

Sponsors

In addition to NACo, 15 other public interest groups related to local government sponsor the ICMA-RC deferred compensation plan.

International City Management Association
Municipal Finance Officers Association
International Personnel Management Association
National Institute of Municipal Law Officers
National League of Cities
U.S. Conference of Mayors
American Society for Public Administration
American Institute of Planners
American Society of Planning Officials
American Public Works Association
American Public Power Association
Building Officials and Code Administrators International
American Association of Airport Executives
International Institute of Municipal Clerks
American Public Gas Association

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Washington Briefs

• **Antirecession/Countercyclical.** House and Senate extended program through fiscal '78 with additional funds. See page 1.

• **Public Works/EDA Regs.** President signed public works bill. Proposed EDA regs being reviewed by Senate and House Public Works Committees. Regs base county share of grants on percentage of county applications on file with EDA from each state. Method does not reflect county responsibility or unemployment and adversely affects counties in some states. Agency would also permit new applications under certain circumstances. See page 1.

• **Clean Air.** House floor action early this week—very close vote expected on Dingell/Broyhill Amendment to weaken auto emission standards. NACo strongly opposes amendment and urges full support of clean air bill, H.R. 6161, as reported from House Commerce Committee. See chart, page 4.

• **Universal Voter Registration.** House to consider measure, H.R. 5400, next week. Proposal allows voters in federal elections to register at the polling place. Fiscal assistance formula provides money to help defray costs for same-day registration and includes incentives to conduct outreach programs and provide same-day registration for state and local elections held in conjunction with federal elections. NACo supporting amendments to make implementation optional. Senate consideration on a similar measure, S. 1072, not yet scheduled.

• **Youth Legislation.** House approved the youth jobs bill, H.R. 6138, May 17 by vote of 334-61. NACo amendment extending the young adult conservation corps to county parks approved in subcommittee. Senate floor action expected this week. See page 1.

• **Payments-in-Lieu.** Amendment to weaken the payments-in-lieu program proposed by Rep. Phil Burton (D-Calif.), chairman of the House Interior subcommittee on national parks. Amendment would "de-authorize" future parklands as entitlement lands under the Payments-in-Lieu of Taxes Act. Amendment will be considered this week as "tag on" to the Manassas Park Bill, H.R. 2437, by the House Interior Committee. NACo opposes amendment.

• **Community Development.** Senate is expected to consider S. 1523 after the Memorial Day recess. Senate Banking Committee reported bill reauthorizing the community development block grant program for three additional years at $4 billion, $4.15 billion and $4.3 billion respectively. Bill includes Administration's new "Urban Development Action Grant" program for economically distressed cities and urban counties, and extensions of the subsidized housing programs. Once passed by Senate, the bill must go to a House-Senate conference committee to be reconciled with H.R. 6655, recently passed by the House.

• **Law Enforcement Assistance Administration (LEAA).** Congressional budget resolution included cuts in the law enforcement and justice category but cuts were not specified for LEAA. LEAA could still face cuts in Appropriations Committees of both Houses. Cuts by Appropriations Committees, if substantial, are expected to be opposed on House and Senate floors.

• **Water Pollution.** Senate expected to hold field hearings around the country on mid-course corrections to Water Act. Testimony by invitation only. Hearings scheduled for: Portland, Ore., June 1; Duluth, Minn., June 2-3; Seattle, Wash., June 6; Bay Area, Calif., June 10; Ft. Collins, Colo., June 13; New Orleans, La., June 17; Iowa, June 20; Des Moines, Iowa, June 20; and Washington, D.C., June 21, 22, 29, 30. Persons interested in testifying should contact Carol Shaskan at NACo.

• **Drought.** EDA drought program for communities over 10,000 passed by House and Senate. Bill authorizes grants for up to 50 per cent of project costs, 40-year loans at 5 per cent interest. Appropriations provide $75 million for grants; $75 million for loans. Time restrictions altered to permit applicants to obligate funds by Dec. 30, and projects completed by April 30, 1978. Farmers Home Administration has $225 million ($75 million grants, $150 million loans) drought program for communities under 10,000. See page 3.

• **Rural Development Appropriations.** Senate Appropriations subcommittee on agriculture scheduled to meet in late May or early June to recommend funding levels for rural development and rural housing programs. House Appropriations Committee recommended highest funding level to date, including $250 million and $750 million in rural water and waste disposal grants and loans respectively; $250 million in community facility loans; $1 billion in business and industrial loans; and $3.5 million in rural fire protection grants.

• **Energy Reorganization.** Plan to form a cabinet-level department of energy with consolidated energy functions has passed the Senate and is pending in the House. Enactment likely.

• **Energy Gas Tax.** Treasury Secretary Michael Blumenthal last week told House Ways and Means Committee that Administration's proposed standby authority for an increased gas tax probably would never be used, if enacted. "It should be possible to stay below consumption targets," he said. Transportation Secretary Brock Adams proposed using the first five cents of the tax for energy and transportation development. See page 6.

• **Safer Off System (SOS) Roads and Bridges.** The Economic Stimulus Appropriation bill, H.R. 487, signed by President Carter May 13, includes $200 million for SOS for fiscal '77. Funds should be available for obligation through state highway agencies soon. Eligible expenditures include inspection and posting of unsafe bridges, as well as rehabilitation and reconstruction. For more information on off-system bridge inspection funds, contact NACo's transportation staff.

• **Airport Grants.** The Economic Stimulus appropriation includes a $35 million supplement for airport development grants for the current fiscal year.

• **Transit.** The Senate Banking and Urban Affairs Committee has completed action on S. 208, increasing funds for transit to $5.3 billion from 1978 to 1982. The bill may go to Senate floor this week. Lukewarm support by the Administration and failure of the House Public Works Committee to complete action on a bill by May 15 suggest no action will clear both Houses this year. (May 15 is deadline for committees to send bills to the floor under the Congressional Budget Act.)

• **Medicare-Medicaid Reform.** Sen. Herman Talmadge (D-Ga.) introduced S. 1470, the Medicare and Medicaid Administration and Reimbursement Reform Act of 1977. Rep. Paul Rogers (D-Fla.) introduced similar bill, H.R. 7079. Bills set up a prospective reimbursement system for hospitals, set budget targets and classify all hospitals according to categories. Hearings scheduled next week by the Senate finance health subcommittee.

• **Health Spending.** House and Senate conferees on the congressional budget for fiscal '78 agreed on a budget authority ceiling of $47.9 billion for health programs, including $28.4 billion for Medicare and $11.5 billion for Medicaid.

• **Fiscal '78 Budget Resolution.** House and Senate passed fiscal '78 First Concurrent Budget Resolution. Conferees reported overall targets for spending as follows: revenues, $396.3 billion; budget authority, $502.45 billion; outlays, $460.95 billion; deficit, $64.65 billion; public debt, $784.9 billion. Details in next week's *County News*.

• **Federal Aid Information.** Senate approved S. 904, Program Information Act, by voice vote May 17 to establish centralized responsibility for information on federal aid in Office of Management and Budget.

NACo Box Score . . . Priority Issues

Welfare Reform	President's goals outlined; August legislation target
Employment	Appropriations bill signed
Public Works	Bill signed; regs under review
Antirecession	Both Houses vote extension
Health Insurance	HEW study panel appointed
Payments-in-Lieu	Fiscal '77 appropriations approved
Community Development	Senate vote after Memorial Day; House passes
Rural Development	House committee approves higher funding
Surface Transportation	House subcommittee continues year-long review
Water Pollution	Amendments at impass; Senate field hearings
Air Pollution	House floor action this week
Land and Water Conservation	Carter budget asks for no extra funding
Energy Reorganization	Passed by Senate; pending in House
LEAA	Appropriations cut likely in both Houses

Paperwork Burden

Continued from page 4

transportation facilities in urban areas. Although highway construction has been a traditional county function, it has been dominated by construction of "feeder roads" designed to get farmers to market. But, the thrust of FAUS, as the name suggests, is toward urban highway systems.

ADMINISTRATION of FAUS at the federal level is the responsibility of the Federal Highway Administration (FHWA) of the Department of Transportation. Unlike CD and CETA, which are 100 per cent federally funded grants, FAUS provides that the FHWA pays 70 per cent of project costs and the state or county supplies the remainder.

Extensive planning, intergovernmental coordination, reviews and approvals are the hallmarks of the FAUS program. While the funding is apportioned among the states, according to an automatic formula, counties have long recognized that the actual dispersal of funds is often long-delayed. As of March, less than half of the $3 billion authorized by Congress has been obligated.

Annual accounting systems are not really appropriate for assessing highway paperwork. Construction of a section of highway can take several years. Consequently, the approach taken by study participants compared the results of projects funded by FAUS and those funded entirely with county funds. Much of the costs in FAUS projects are caused by paperwork delay due to the project approval process. This process involves multiple review layers, changes in legislation and regulations during the life of the project and varying interpretations by state and federal officials concerning program administration.

There are also hidden costs that county residents must pay. Project delays result in inflation making initial cost estimates invalid. Pubic safety is endangered while hazardous intersections and unsafe bridges go unrepaired. Obsolete facilities, forcing motorists to use long detours, increase energy consumption and the costs of goods.

The four counties that supplied data for the FAUS section were: Douglas County, Neb.; Jefferson County, Ala.; Los Angeles County, Calif.; and Monmouth County, N.J. Because of differences in the types of projects undertaken, construction costs and state regulations the critical comparison here is not from one county to another, but from one project to another within individual counties.

THE FINDINGS indicated that FAUS projects took longer than comparable county-funded projects. The Los Angeles County FAUS project seemed most expeditious of all, compared to the county project: it was only one and one-half times as lengthy. Because of design standards, the Los Angeles County project cost $21,000 more than the FAUS project. However, county officials estimate that the FAUS project would have cost $55,400 less had it not been for federal delays in the grant process. Douglas County estimated the delay-induced increase in the cost of the FAUS project at $192,000. The Jefferson County project was more than three and one-half times as time-consuming as the county project. And, in Monmouth County, the FAUS project has been caught up in a paperwork jungle that forced the county back into the pre-design phase.

Counties must also spend nearly twice as much time on FAUS projects as on those they fund themselves. For example, Douglas County expended 11,900 hours on the FAUS project, in contrast to 5,000 hours for the local one. All but 1,000 hours of the difference was in federal paperwork.

Frustration over the difficulties of working with the federal grant process has caused many counties to forego the use of this funding source.

—Sandi Horwi[illegible]
Research Assista[illegible]

Criminal Justice Realities

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together from the workshop presentations.

TRUE OR FALSE

• **If the number of police officers increases in a neighborhood, the crime rate will decrease.**

• **The faster police respond to citizen calls for help, the higher will be the rate of on-scene arrest of offenders.**

• **The majority of residential burglars operate at night and gain access by breaking and entering.**

• **Street criminals fear the presence of uniformed patrol officers and the presence of crowds of people.**

• **Detectives spend most of their time on activities related to solving crimes.**

• **Pre-trial diversion programs have had a significant effect on reducing the jail population.**

• **Prosecutors spend a major portion of their time on activities related to plea bargaining and jury trials.**

If you answered "true" to any of the above statements, you were wrong according to research conducting by the Institute.

A study of various preventitive patrol practices in Kansas City, Mo. revealed that differences in levels of patrol coverage were not significant in terms of reported and unreported crime, citizen satisfaction, and citizens' perceptions of their own security.

A study of police response time, also conducted in Kansas City, challenged the conventional wisdom that the quicker the police response, the more likely the apprehension of the criminal. The study found that citizen mobilization time (the time between observation of a crime and reporting it to the police) had a far greater effect on suspect apprehension than did police response.

A comprehensive analysis of the crime of burglary in Seattle showed that the majority were committed during the day and that entry was gained mainly through open doors and windows.

A New York City study of street criminals found that muggers feared decoys (police dressed as potential victims) most, rather than uniformed officers or crowds of people.

Studies by the Rand Corporation and The Stanford Research Institute revealed that police detectives rarely solve serious crimes through leads developed by independent investigation, and that most of their time is spent on post-arrest clearance activities.

An American Justice Institute study of jail alternatives concluded that pre-trial diversion programs have had little effect on jail population because most of the people diverted would not have end up in jail anyway.

A study of prosecutors' activities in Washington, D.C. showed that they spend most of their time dismissing cases, mainly because of uncooperative witnesses.

These and many other research studies in law enforcement and criminal justice are available to local elected officials. More importantly, descriptions of innovative, effective crime reducing programs based on these research findings, such as the Community Based Corrections Program in Polk County, Iowa, the Neighborhood Team Policing project in Multnomah County, Ore., and the New York City Street Crime Unit, are available from the National Criminal Justice Reference Service, P.O. Box 24036, S.W. Post Office, Washington, D.C. 20024, (202-755-9704).

For more information on how to obtain copies of these publications, as well as information on how to obtain technical assistance to implement these programs in your jurisdiction, contact The NACO Criminal Justice Program (202-785-9577).