



Urban County  
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Vol. 11, No. 22

# COUNTY NEWS

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

June 4, 1979



Washington, D.C.



Convention Center in Kansas City (Jackson County) Mo., site of NACo's 44th Annual Conference.

## NACo ANNUAL CONFERENCE

# Better Management is Key

Public management—how counties streamline their operations to offset shrinking revenues—will be one of the dominant themes running through NACo's 1979 annual conference.

The conference will take place July 15-18 in Jackson County (Kansas City), Mo. It is expected to draw some 1,000 county officials who will attend more than 100 educational workshops, vote on a county legislative platform, and elect new officers and directors for 1979-80.

Sen. Thomas Eagleton (D-Mo.) will address the opening general session July 15. Other speakers invited to the conference (but not yet confirmed) include President Jimmy Carter, U.S. Secretary Joseph Califano, and Sen. Edward M. Kennedy (D-Mass.).

Public management will be the focus of a variety of workshops. For example, is there a way to utilize the private sector as a management resource? How can counties take advantage of satellite data for planning? What are some ways to increase employee productivity? And how do you deal with spending limitations?

Another issue likely to dominate the conference is whether the \$6.8 billion revenue sharing program and other aid to state and local governments can survive in a tight-fisted 96th Congress.

And as part of the International Year of the Child celebration, special attention will be given to how local governments translate the critical needs of children and youth into programs and services. Workshop sessions will deal with: children's health and education, family violence, recreation and children, child welfare and county government and the year of the child.

Here are some highlights of other conference workshops:

- **Energy.** With gasoline and fuel in short supply this year, how will counties prepare for the interruption of energy sources? Can counties conserve energy in county buildings and vehicle fleets? And how can local governments safeguard citizens from nuclear waste hazards?

- **Environment.** How can com-

munities stretch our nation's "water budget"? What do you do about air pollution that drifts in from other communities? And how can counties balance economic growth with the need to cut pollution at its source?

- **Welfare and Social Services.** How can counties improve services for neglected or abused children? How can they prevent domestic violence? And with welfare reform legislation sidetracked in Congress, what can counties do on their own to give low-income citizens a "paycheck" instead of a "welfare check"?

- **Criminal Justice.** The \$647 million Law Enforcement Assistance Administration (LEAA) is being restructured. How will this affect local efforts to fight crime? Can local juvenile justice systems be revamped to get children who aren't really "criminals" out of jail? What can communities do about "dead end kids"—children who run away from home or don't have homes? And how can counties improve deteriorating jails?

- **Community Development.** The community development program,

which channels over \$400 million to counties, needs to be reauthorized. So do economic development programs. What are the prospects in the 96th Congress? And what can counties do to preserve farmland and combat urban sprawl?

- **Transportation.** What impact will railroad and trucking deregulation have on various communities? How can local governments improve highway safety? Will the energy shortage affect mass transit and highway planning?

- **Health.** What can counties do to contain spiraling hospital costs? How can local governments beef up health care in rural areas? And how will national health insurance proposals affect local citizens?

The conference will also feature workshops on CETA, parks and recreation, public lands, the liability crisis facing counties and a host of other issues.

See page 4 for a brief agenda of the conference program. County officials can register for the conference and reserve hotel space by filling out the annual conference form on page 2.

# New Welfare Reform Plan

The Administration's \$5.7 billion welfare reform plan that will be sent to Congress shortly includes two separate bills: The Work and Training Opportunities Act of 1979 designed to provide employment opportunities for needy families, and the Social Welfare Reform Amendments of 1979 which, among other things, establishes nationwide standards for minimum welfare benefits. The jobs bill will be referred to the House Education and Labor Committee and the Senate Human Resources Committee. The cash assistance bill will fall under the purview of the House Ways and Means Committee and the Senate Finance Committee.

These two bills will be considered by NACo's Employment and Welfare and Social Service Steering Committees at the annual conference in Kansas City.

## Cash Benefits

Initial reactions of NACo's Welfare and Social Services Steering Committee to the Administration's new scaled-down welfare reform plan appear to be favorable, according to Frank Jungas, chairman and commissioner, Cottonwood County, Minn. The committee, at its May 23 meeting, voted to commend members of Congress who will introduce the measure and to urge their representatives individually to support welfare reform passage in the 96th Congress.

Although the new bill, costing \$5.7 billion, offers much less comprehensive reform than the Administration's Program for Better Jobs and Income in the 95th Congress, it nevertheless "offers some real improvements that are entirely consistent with moving toward comprehensive reform," says Jungas.

NACo's welfare reform policy, adopted in 1976, says Jungas, recognized the need for phasing in changes and proposed a combination of administrative improvements, jobs for welfare recipients, and tax credits as necessary interim steps.

"We think a \$5.7 billion package that accomplishes some of those goals is passable, and we intend to work for it in the 96th Congress," he said.

Provisions of the proposed  
See CASH, page 3

## Job Assistance

For many needy families who want to work but cannot find employment, job opportunities will be made available under the Administration's welfare reform proposal. This \$5.7 billion package includes the Work and Training Opportunities Act of 1979 which is designed to provide 620,000 training and work opportunities for the principal wage-earners in low-income families with children through a combination of new and existing resources, in both private and public sector employment. It will also assist them in finding jobs. Together with the reforms proposed for the Aid to Families with Dependent Children (AFDC) program, the Work and Training Opportunities program will substantially improve the incomes of millions of poor families.

Principal wage earners in welfare-eligible families will be referred to the Job Search Assistance Program which provides a full range of services to help them find jobs. During the eight-week job search, clients are expected to locate unsubsidized employment in the private or public sector.

Those unable to find jobs after eight weeks will then enter the federally assisted Work and Training Opportunities Program which provides for on-the-job-training, public service employment, vocational training and supportive services. Attempts to place workers in unsubsid-

See WORK, page 3

# Jackson Area Adds Appeal to Conference

County officials attending NACo's 1979 annual conference will be treated to the unique midwestern hospitality that only Kansas City and the surrounding Jackson County area can provide.

Kansas City presents an appealing blend of history, parks, fountains, big city sophistication and country living that offers something for every taste.

Conference participants have their choice of 14 of Kansas City's most luxurious hotels. They vary in style from the modern Crown Center Hotel to the stately Radisson Muehlbach Hotel. The Radisson Muehlbach Hotel, a landmark built in 1915, recently underwent an \$8 million

renovation and has been hailed as one of the finest examples of urban preservation in American history.

Fountains and parks add to the city's beauty. Flowers now grace the sight of the civil war battle of Westport in Loose Park, which is the site of this year's conference-wide picnic scheduled for Tuesday evening, July 17. Kansas City's Swope Park is the second largest municipal park in the United States with a zoo, golf courses, picnic areas and summer productions in the outdoor Starlight Theatre.

This year's conference will feature an interesting spouse program combined with a fun-filled

youth program planned for all those who register along with delegates at the NACo conference.

The program includes a tour of historical sites such as nearby Independence and the Harry S. Truman Presidential Library and Museum. A stop is planned at the renowned Nelson Gallery of Art, considered one of the best art museums in America.

Program participants can visit the ultramodern Harry S. Truman Sports Complex, home of the Kansas City Royals baseball team and Chiefs football team. For those who'd rather participate than watch sports, the city has facilities for tennis, bicycling, running and horseback

riding.

The night life in Kansas City is highlighted by many fine restaurants including eight located in the Crown Center shopping area adjacent to the hotel.



Crown Center



# National Association of Counties

## 44th Annual Conference and Educational Exhibits

### IMPROVING PUBLIC MANAGEMENT

Inflationary times are hard times for local officials. County administrators and governing boards confronted with the realities of limited purchasing power are faced with the tough choices of raising more revenues through increased taxes or cutting back programs and services in order to keep their budgets in balance. NACo, through its annual conference, will offer county officials a third alternative for coping with the impacts of inflation — improved public management. General conference sessions with key members of Congress and the Administration as well as numerous workshop sessions will address the conference theme by stressing practical ways governments can maximize what they have on hand.

Don't miss this chance to participate in real "nuts and bolts" discussions on ways to improve productivity in areas such as transportation, environment and energy, employment, welfare and social services, community development, health and many others.

## July 15-18, 1979 Jackson County, Kansas City, Mo.

**Registration and Housing Information** (Please read carefully before completing forms and returning to registration center.)

—Your conference registration fee must accompany this registration form by check, voucher, or equivalent and be made payable to National Association of Counties. **Return completed form with payment postmarked no later than June 15, 1979 to the following address:**

NACo Conference Registration Center  
1735 New York Avenue, NW  
Washington, DC 20006

Attn: Annual Conference Coordinator

—Refund of conference registration fee will be made if cancellation is necessary provided written notice is postmarked no later than July 1, 1979.

—Delegates must register for the conference in order to receive hotel accommodations in NACo's block of rooms and receive the conference rate. **Special conference room rates will be available to all delegates whose registration is postmarked no later than June 15, 1979.** In order to ensure receipt of confirmation from the hotel, send your registration early.

#### List preferred accommodations:

1st Selection: \_\_\_\_\_

2nd Selection: \_\_\_\_\_

3rd Selection: \_\_\_\_\_

Hotel	Single	Double/Twin	Suite
Alameda Plaza	\$45 - \$55	\$55 - \$65	\$75 & up
Continental	\$24 - \$32	\$32 - \$39	\$59 & up
Crown Center	\$43 - \$53	\$54 - \$64	\$100 & up
Dixon Inn	\$18 - \$24	\$24 - \$30	\$67 & up
Executive Inn	\$23	\$28	N/A
Granada Royale	N/A	N/A	\$56 & up
Hilton Plaza	\$39 - \$47	\$49 - \$57	\$78 & up
Holiday Inn	\$34	\$44	\$90 & up
President	\$22 - \$26	\$26 - \$30	\$36 (Jr. Suites)
Radisson Muehlbach	\$32 - \$42	\$42 - \$52	\$90 & up
Ramada Inn	\$28 - \$34	\$34 - \$40	\$70 & up
Raphael	\$42 - \$54	\$52 - \$64	\$45 & up
Sheraton	\$33	\$37	\$66 & up
Travelodge	\$25	\$29	N/A

Suite information available from NACo Conference Registration Center.

Room deposits will be required to reserve a room by county voucher, credit card or by sending one night's deposit to the address above. **For further housing or registration information, call NACo Conference Registration Center, 703/471-6180.** No registration or housing request will be taken by phone.

#### For Office Use Only

Check #: \_\_\_\_\_

Check Amount: \_\_\_\_\_

Voucher #: \_\_\_\_\_

Date Received: \_\_\_\_\_

Date Postmarked: \_\_\_\_\_

Please type or print clearly all applicable information requested below as you want it to appear on your badge. Be sure to fill out the form completely.

County/Representing: \_\_\_\_\_

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

City: \_\_\_\_\_

State: \_\_\_\_\_

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

Delegate's Name: \_\_\_\_\_

(Last)

(First)

(Initial)

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

If you wish to register your spouse or youth, complete this section.

Spouse's Name: \_\_\_\_\_

Youth's Name: \_\_\_\_\_

Sex: ☐ M ☐ F

Age: \_\_\_\_\_

Youth's Name: \_\_\_\_\_

Sex: ☐ M ☐ F

Age: \_\_\_\_\_

Check appropriate box below and fill in the applicable amount:

My county is a member. . . . Registration fee \$95.00

\$ \_\_\_\_\_

Non member/others. . . . Registration fee \$125.00

\$ \_\_\_\_\_

Please register my spouse. . . . Registration fee \$50.00

\$ \_\_\_\_\_

Please register my youth(s). . . . Registration fee \$30.00

\$ \_\_\_\_\_

☐ Check enclosed ☐ Please bill my county/representing ☐ This is my first NACo Annual Conference

Total Amount \$ \_\_\_\_\_

#### HOTEL ROOM RESERVATION

Arrival Time/Day: \_\_\_\_\_

Departure Time/Day: \_\_\_\_\_

Room Occupant: \_\_\_\_\_

Sharing With: \_\_\_\_\_

Special Housing Request: \_\_\_\_\_

Housing Disability Needs: \_\_\_\_\_

Credit Card Name: \_\_\_\_\_

Number: \_\_\_\_\_

Expiration Date: \_\_\_\_\_

Authorized User's Signature: \_\_\_\_\_



## Enough Fuel for Transit Allocated

The Department of Energy has approved an emergency rule to allow public transportation systems, currently experiencing diesel fuel shortages, to receive adequate fuel allocations on an emergency basis through July 31. The announcement, called "special rule #9" is being adopted to prevent the interruption of essential transit services during the current period of tight energy supplies.

In NACo's testimony last month, it was pointed out that approximately 40 public transportation systems throughout the country are experiencing difficulty in obtaining adequate supplies of diesel fuel and gasoline. This crisis comes at a time when many counties are attempting to increase their commitment to public transportation or start up new systems.

During recent months, thousands of former commuters dependent on the automobile have had to switch to public transportation systems to get to work or to conduct other activities.

The new rule will ensure that sufficient volumes of diesel fuel are immediately available for transit purposes. DOE is, however, still considering the advisability of issuing emergency allocations for gasoline with respect to public transportation.

NACo feels that because many counties do not operate diesel-powered buses, gasoline allocations for these systems must also be provided.

DOE is interested in receiving comments on whether small gasoline transit systems and vanpools should be given priority, particularly since many of these vehicles obtain their fuel from retail outlets. Counties experiencing public transportation fuel shortages are urged to immediately contact the Department of Energy (Docket N. ERA-R79-25) Mandatory Petroleum Allocation Regulations.

## 1st Budget Resolution Finally OKed

Following a "guns vs. butter battle" on the First Concurrent Budget Resolution, the House accepted a token Senate concession on the compromise version worked out by the House-Senate conferees.

With liberals largely supporting the measure, the House voted 202 to 196 to approve the resolution, which calls for moderately austere spending level of \$532 billion and a deficit of \$23 billion, \$6 billion below what the President requested.

This floor vote completed congressional action on the initial spending targets for fiscal '80. The Senate had already approved the measure. Since the targets affect only congressional action, the President's signature is not required.

The House acquiesced after the Senate voted 72 to 17 to add \$350 million in budget authority to commit funds for future spending to a broad category of programs that includes education grants and jobs programs.

Earlier the House had voted 260 to 144 to reject a compromise resolution reported out by the House-Senate conference committee. Many House members contended that the resolution pared too much from education funds and gave too much to defense.

The Senate's concession did not touch defense spending or any other category. The budget targets approved by the two Houses essentially parallel the President's military budget requests, allowing for a 3 percent increase to account for inflation.

The compromise was crafted by Rep. David R. Obey (D-Wis.), the leader of the successful challenge, who called the Senate concession "constructive" and urged other Democrats to go along.



Participants in the recent Economics-of-Local-Government Group conference included, clockwise around the table, Martharose Laffey (NACo staff), Thomas Stinson (U.S.D.A.), Arlo Biere (Kansas State University), John Sjo (Kansas State University), Fred Hitzhusen (Ohio State University), and Al House (Michigan State University).

## Improving Rural Financial Management

The financial management problems of rural governments was the subject of a recent meeting of the Economics-of-Government Group held in St. Louis. The group, which comprised primarily of researchers from the agricultural extension services of land-grant universities, discussed on ways to improve the generation and analysis of economic data for local governments with a view to upgrading their financial performance.

John Sjo and Arlo Biere of Kansas State University described a computerized financial management system that they developed for Ellis County, Kan., a rural county of approximately 25,000 people, and Rod Harrington from Purdue University outlined the Indiana computerized budget system for local governments. Following these, Richard King of

North Carolina State University and C. John McDowell of Coopers and Lybrand assessed the strengths and weaknesses of both systems for improving the financial management capabilities of the governments involved.

The second day of the conference dealt with the problems local governments face in allocating scarce resources. In a point-counterpoint session, George McDowell of the University of Massachusetts and Al House of Michigan State University presented the theoretical and practical aspects of resource allocation by governments.

In the final session of the conference, Martharose Laffey of the NACo staff and Thomas Stinson of the U.S. Department of Agriculture discussed the financial management

needs of local governments from the national perspective. Avenues of future cooperation between the Economic-of-Government Group and public and professional groups at the federal level were explored.

### WELFARE REFORM

## Cash, Fiscal Relief

Continued from page 1  
program supported by NACo include:

- Special jobs and training for welfare recipients with federally-supported job search assistance would be provided. At least 170,000 jobs would be reserved for welfare-eligible families, out of approximately 400,000 new jobs and training opportunities.

- Cash benefits would be supplied instead of food stamp coupons for recipients of Supplemental Security Income (SSI). NACo's interim welfare reform policy calls for cashing out food stamps for welfare recipients.

- The Aid to Families with Dependent Children and food stamp eligibility processes would be paralleled—the bill proposes to adopt food stamps assets and income criteria for AFDC. Although states could choose an assets limit lower than the \$1,750 food stamp ceiling, AFDC income definitions would be made similar to food stamp rules.

- Work expenses in AFDC would be standardized and the current \$30 plus one-third earned income disregard would be replaced by a flat allowance of 20 percent of gross earnings instead of itemized work expenses (a major source of AFDC error), and child care expenses not to exceed \$300 per family. In addition, a work incentive "disregard" of \$70 plus one-third of the remaining earnings would be allowed. Two parent families would not be eligible for the \$70 plus one-third disregard, but would receive the 20 percent work expense disregard.

- Coverage for an AFDC-Unemployed Parents program (AFDC-UP) would be mandatory in all states, adding eligibility for poor two-parent families in 24 states.

- Some additional poor families would become eligible by a provision to allow the \$70 plus one-third disregard at application, which removes some inequity between welfare families with earning and low income families not now eligible.

- Cumbersome and inequitable provisions of the current law, such as the definition of unemployment as

100 hours worked per month, or less, and the requirement for AFDC-U eligibility of prior work force attachment, would be eliminated.

- A federal minimum benefit would be established. The bill sets the federal benefit at 65 percent of poverty level. In current dollars, this would be \$4,700 a year in AFDC and food stamps for a family of four, higher than the current combined food stamp and AFDC benefits in 13 states.

- Fiscal relief would be guaranteed by limiting states' welfare costs to 95 percent of their 1979 AFDC program and administrative costs, with a five-year "hold harmless" provision.

- Expanded earned income tax credits. The tax credit rate for working poor families would be increased from 10 percent to 12 percent on the first \$5,000 of earnings, and would phase out at 15 percent after \$3,000 of earnings, so that eligibility ends when income reaches \$11,000. Workers in the new public service jobs would not be eligible for the EITC.

### WELFARE REFORM

## Work and Training

Continued from page 1

and jobs will continue while they are in federally assisted positions.

If no job is found for them by the end of 78 weeks, they would reenter the Job Search Assistance Program for another eight weeks of active job search before again becoming eligible for a federally assisted job or training position.

The Work and Training Opportunities Act of 1979 is estimated to have a net cost of \$2.7 billion (gross costs: \$5 billion, savings in other programs: \$2.3 billion.)

The employment approach to wel-

fare reform, according to the Administration's plan, will:

- Help poor people secure stable employment with an adequate income for their families for both the short and long term;

- Reduce welfare caseloads and thereby reduce taxpayer burdens and release funds for those clearly unable to work;

- Help make the nation more economically productive by placing formerly unemployed people in useful jobs;

- Provide useful services for communities;
- Increase the supply of skilled workers and thereby reduce both inflationary pressures and unemployment.

The act adds a part E to Title II of CETA which will:

- Build on existing employment and training programs to provide expanded job and training opportunities for wage-earners in welfare-eligible families;

- Develop a new expanded program of job search assistance, coordinated with the WIN program, WIN tax credits, and CETA private sector initiatives, seeking to place people in private sector jobs.

- Provide federally assisted work training positions under the CETA system for recipients who don't find jobs in the private sector;

- Fund 400,000 new CETA job and training positions, retarget other CETA jobs, and create private sector jobs.

## Voting Reminder

NACo member counties will be voting on national policies and proposed amendments to the bylaws at the upcoming annual business meeting in Kansas City July 17. National officers and directors will also be elected at that meeting.

In order to avoid last minute credentials questions, member counties should designate which one of their county officials will pick up and cast the county's ballots in Kansas City. This designation should be communicated, as soon as possible in advance of the Annual Conference, by way of a letter to:

Credentials Committee  
National Association of Counties  
1735 New York Ave., N.W.  
Fifth Floor  
Washington, D.C. 20006  
Attention: Patricia Woods

Further information on voting and credentials procedures will appear in *County News* and will be mailed separately to all member county board chairmen and executives about a month before the Annual Conference. County officials with questions about voting or credentials should contact Patricia Woods at NACo.

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## MESSAGE FROM THE PRESIDENT

## NACo's Policymaking Process

NACo President Charlotte Williams has announced that all Steering Committees will be meeting at the Annual Conference on Saturday, July 14 in Jackson County. All Steering Committees will be reviewing all recommended changes in the *American County Platform* as well as any resolutions that will be brought before the NACo Board of Directors sitting as the Resolutions Committee on Sunday, July 15 from 10 a.m. to 5 p.m.

Any county official interested in introducing a platform change or resolution must submit it to the appropriate steering committee in order for it to be brought before the Resolutions Committee. Issues which do not clearly fit within the jurisdictions of established steering committees may, at the discretion of the NACo President, be brought before the Board sitting as a resolutions committee (see box).

President Williams announced that NACo parliamentarian Herman Geist will be available on Saturday, July 14 from 11 a.m. to 12 noon in Bartle Hall to respond to your questions and provide assistance regarding the resolutions process. If you are interested in submitting a resolution or platform change, please submit it in writing to the NACo staff liaison (see list) to the steering committee whose jurisdiction best relates to the subject of your initiative.

We are asking that you submit your changes to the appropriate staff person at NACo by June 29. This will not preclude any county official from submitting changes at the steering

committee meetings but will ease preparation of steering committee agendas.

If county officials are interested in amending NACo's by-laws, any proposed amendments must be submitted in writing to President Charlotte Williams at NACo by Friday, June 15. (See box)

## Policymaking

NACo has four forms of policy pronouncements: (1) *The American County Platform*; (2) membership resolutions passed by the members at the annual meeting; (3) interim board resolutions on policy passed by the Board of Directors between annual meetings; and (4) committee resolutions passed by steering committees carrying out existing policy.

• **The American County Platform** is NACo's permanent policy document and, when necessary, is amended at the annual meeting. Divided into substantive policy areas covered by 12 policy steering committees, the platform reflects the philosophy and broad objectives of NACo's membership.

• **Membership resolutions** are generally single-purpose documents addressing a specific issue or piece of legislation. Resolutions draw attention to the broadly worded platform or set policy in areas not covered by the platform. These resolutions are valid until the next annual meeting and are then reviewed by the appropriate steering committee and considered for inclusion in the platform or they expire.

• **Interim board resolutions** are

passed by the board between annual meetings and are valid until the next annual meeting at which time they are reviewed by the appropriate steering committee and considered for inclusion in the platform or they expire.

• **Steering committee resolutions** are designed to give guidance to the NACo staff in carrying out policies and are valid unless superseded by the Board of Directors at the next annual meeting.

## Steering Committees

These are the steering committee jurisdictions:

• **Community Development**—All matters pertaining to general community development and redevelopment in urban and rural areas; residential, commercial and industrial development; housing in rural and urban areas; development of new communities, building and housing codes; subdivision regulation; public works and economic development; and drought assistance.

• **Criminal Justice and Public Safety**—All matters pertaining to the criminal justice system including law enforcement, courts and corrections; civil disturbances; firearm control; juvenile delinquency; and emergency preparedness.

• **Employment**—All matters pertaining to employment and training programs and the jobs aspects of welfare reform. These include youth employment, public service employment, vocational education, migrant and native American programs, rural manpower, employment security and unemployment insurance.

• **Environment and Energy**—All matters pertaining to air, water and noise pollution control; solid waste management and disposal; soil conservation; the preservation and proper utilization of water resources; and energy.

• **Health and Education**—All matters pertaining to health care and health insurance systems; health planning; local health services; mental health, drug abuse, alcoholism, Medicare and Medicaid; elementary, secondary and adult education; community colleges; and vocational and technical education.

• **Home Rule and Regional Affairs**—All matters pertaining to home rule and regionalism, including issues dealing with structural, procedural and managerial county matters. In addition the committee has the responsibility of oversight function for the other steering committees. This oversight function is not a veto role, but rather a process of pointing out inconsistencies in NACo policy that may occur and developing alternatives with the appropriate steering committee to work out those inconsistencies.

• **Labor-Management Relations**—All matters pertaining to employer-employee relations including personal policy and practice; merit systems; equal employment opportunity; collective bargaining; negotiations; arbitration; mediation; retirement systems; occupational health and safety; workers compensation; and Intergovernmental Personnel Act programs.

• **Land Use**—All matters pertaining to the use of land resources, including comprehensive planning; coastal zone management; growth management; energy facilities siting;

recreation; regional issues; federal role in land use; state enabling legislation; and techniques for managing growth.

• **Public lands**—All matters relating to federally owned public lands including tax immunity problems and federal land management programs.

• **Taxation and Finance**—All matters pertaining to the financial resources of counties; federal assistance; municipal borrowing; county revenues; federal budget federal grants; and tax reform.

• **Transportation**—All matters pertaining to comprehensive transportation planning; highway improvements; highway safety; public transit; airport development; railroads; waterways; research and development of new modes of transportation; and improvements in present transportation systems.

• **Welfare and Social Services**—All matters pertaining to immediate and long-range welfare reform, come maintenance, administration of county welfare programs; old Americans; community action; and social services.

## EXCERPTS FROM NACo BYLAWS

## ARTICLE X—COMMITTEE

The NACo Board of Directors shall act as a Resolutions Committee at the Annual Conference. Except resolutions of courtesy, commendation, or condolence, no resolution recommending the policy position of said Association on any question shall be considered or discussed by the conference unless it has been submitted to the appropriate steering committee. However, issues which clearly do not fit within the jurisdictions of established steering committees may, at the discretion of the president, be brought before the Board sitting as a Resolutions Committee. Issues which have been addressed by the Board in this context may then be brought before the general membership. All resolutions to be considered shall relate to the objects and purposes of the Association. No resolution shall be adopted until an opportunity has been afforded for full and free debate thereon.

## ARTICLE XII—AMENDMENTS

These bylaws may be amended by a majority vote of all votes cast on the question, provided, however, that any proposed amendment must be submitted in writing to the president of the Association at least 30 days prior to the convening of the annual conference and read at the first general session of the conference and voted upon at the business session. Amendments to the bylaws shall become effective upon adoption unless otherwise specified.

## STAFF CONTACTS

Community Development.....	John Murphy
Criminal Justice & Public Safety.....	Herb Jones
Employment.....	Jon Weintraub
Environment & Energy.....	Mark Croke
Health & Education.....	Janet Smith
Home Rule & Regional Affairs.....	Linda Church
Labor-Management Relations.....	Charles Loveless
Land Use.....	Robert Weaver
Public Lands.....	Jim Evans
Taxation & Finance.....	Bruce Talley
Transportation.....	Tom Bulger
Welfare & Social Services.....	Ronald Gibbs

For more information about the policy making process, contact Jon Weintraub.

## NACo 44th Annual Conference and Educational Exhibits

Jackson County (Kansas City), Missouri

Saturday, July 14	Sunday, July 15	Monday, July 16	Tuesday, July 17	Wednesday, July 18
<b>Policy Day</b>	<b>Opening Day</b>	<b>Program Day</b>	<b>Policy Day</b>	<b>Program Day</b>
Steering Committee/Subcommittee Meetings Noon-5 p.m.	Conference/Credentials Registration 9 a.m.-8 p.m.	Conference/Credentials Registration 8 a.m.-4:30 p.m.	Annual Business Meeting 9 a.m.-Noon	Program Sessions 9 a.m.-Noon
NACo/NACoRF/NACoR, Inc. Board of Directors Noon	Educational Exhibits 9 a.m.-3 p.m.	Educational Exhibits 9 a.m.-4:30 p.m.	Educational Exhibits 10 a.m.-Noon	Luncheon and Speaker 12:15-1:30 p.m.
Affiliate Meetings	7-8:30 p.m.	Second General Session 9 a.m.-10 a.m.	Exhibit Luncheon Noon-1:30 p.m.	Program Sessions 2:15-3:45 p.m.
	Resolutions Committee 10 a.m.-5 p.m.	Nominating Committee 10 a.m.-Noon	Business Meeting 2-5 p.m.	Closing Banquet 7 p.m.
	Opening General Session 5:30 p.m.	Program Sessions* 10 a.m.-Noon	Conference Event Picnic/Play 6-11 p.m.	Affiliate Meetings
	NACo President's Reception immediately following Opening General Session	Exhibit Luncheon Noon-1:15 p.m.	Affiliate Meeting	Spouse and Youth Programs
	Affiliate Meetings	Program Sessions 1:30 p.m.-5 p.m.	Spouse and Youth Programs	
		Credentials Committee 4-5 p.m.		
		Affiliate Meetings		
		Spouse and Youth Programs		

\*The program sessions this year number more than 150. They are directed at the full range of county responsibilities from financial management to fuel allocation. A detailed conference program will appear in *County News* within the next few weeks.





## URBAN COUNTY CONGRESS

# Officials Tackle Problems of '80s

What do America's growing suburbs owe to inner cities? And how can counties prevent urban sprawl in an energy-hungry nation?

These were just two of the questions that engaged county officials who met here May 24-25 at NACo's Urban County Congress—the first to be held in 16 years.

By the time the two-day meeting was over, the 200 officials from top urban areas around the nation had developed more than 50 recommendations and voted to establish an urban coalition, the details of which will be worked out in future months.

The Urban County Congress was called to explore where urban counties have come thus far and where they are heading in the 1980s.

Al DelBello, executive of Westchester County, N.Y., set the tone for the meeting at the opening general session when he pointed out that a new definition needs to be tailored for urban counties.

"We are ... a regional government closest to the people because state and federal governments are too far removed," he said.

He explained that, as a former mayor of Yonkers, N.Y., he had learned that "mayors may hold cities together, but they can't solve the problems." Thus, urban counties are serving out "larger and larger areas" in the game of government services. DelBello chairs NACo's Urban Affairs Committee. He and John V.N. Peirce, president of the National Council of Elected County Executives and executive for Suffolk County, N.Y., presided over the congress.

The meeting featured six round-table discussions where federal and local officials discussed housing, transportation, human services, government modernization, employment, and growth and decline including its impact on energy and the environment.

In addition, Vice President Mondale, Rep. Henry Reuss (D-Wis.), Essex County (N.J.) Executive Peter Shapiro, Time Magazine's Hugh Downs, syndicated columnist Neal



Vice President Mondale opens NACo's Urban County Congress.

Peirce, and the District of Columbia's city administrator Elijah Rogers were among the major speakers.

In announcing the Urban County Congress some months ago, NACo Executive Director Bernard F. Hillenbrand pointed out that "times have changed dramatically" since the last Congress was held in 1963.

"Then we were riding on a boom-expansion crest, about to embark on the Great Society. There was no energy crisis, fewer environmental problems. Many of today's vastly populated suburbs were still undeveloped.

"Sixteen years later, more people live outside the central cities than in them. Powerful urban and suburban counties are tackling urban problems with such new tools as elected executives.

"At the same time, the taxpayer has revolted, expectations of services remain high, the energy crisis is upon us, and inflation has added its own grim surcharge."



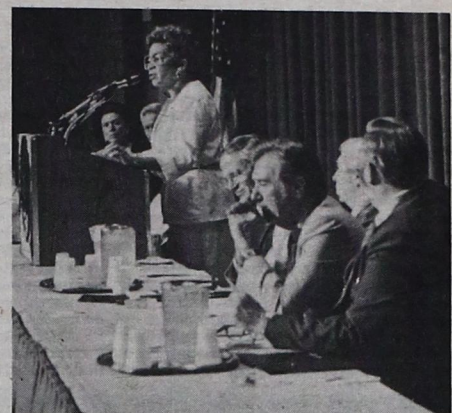
Rep. Reuss, William O'Donnell and Bernard F. Hillenbrand.



County Executives Mary Jorlin (New Castle County, Del.) and John Spellman (King County, Wash.).



Conference cochairmen New York County Executives John V.N. Klein (Suffolk), top, and Alfred DelBello (Westchester).



NACo President Charlotte Williams welcomes urban congress delegates. Seen from her left are Rep. Henry Reuss, NACo Executive Director Bernard F. Hillenbrand, Milwaukee County (Wis.) Executive William O'Donnell and Atlantic County (N.J.) Executive Charles Worthington.

## Reuss: Modernize to Meet Challenges

Urban governments must modernize and restructure to become humane, economical, and sensitive to people's needs, Rep. Henry S. Reuss (D-Wis.), chairman of the House Banking, Finance and Urban Affairs Committee, warned urban county officials.

"Proposition 13 ... contained a clear signal that people have had a bellyful of superfluous and unresponsive local government," Reuss told the opening general session of the Urban County Congress.

Citizens are sick of such government duplication as "86 school districts, 96 lighting districts, 12 road districts, nine drainage districts, and seven zoning districts, to say nothing of the county and municipal governments, in a single northwest metropolis," Reuss said, without naming the area.

HE POINTED to some experiments that aim at efficiency without creating needless new layers of governments:

- A tax base sharing plan adopted by Minneapolis and St. Paul. Increases in commercial and industrial property values anywhere in the metropolitan area are pooled among nearly 250 independent governments.

- Liberal annexation laws in many southwestern states that have allowed cities like Houston, San Antonio, Dallas, and Phoenix to grow and achieve some fiscal benefits of being metropolitan areas.

- Three urban counties around Portland, Ore., have approved a metropolitan service district to handle area-wide services for libraries, parks, culture, land use planning, transportation, water supply and waste disposal.

- Toronto, similar to the Miami-Dade County federation, has set up a federated metropolitan government to handle area-wide matters while



Reuss

municipalities continue to manage strictly local affairs.

- Most important, according to Reuss, is the strengthening of the urban county by total or partial consolidation with central cities and often some suburbs.

"The public, any public, is capable of getting quite mean when it perceives public officials as unresponsive," Reuss continued, urging a dynamic remedy to urban headaches.

HE WROTE OFF as generally useless single-purpose metropolitan agencies for water pollution control or regional highways or other purposes which just add new layers of government on top of old.

And metropolitan planning agencies and regional and metropolitan clearinghouses have been "toothless wonders" for the most part, he continued.

Different areas require different solutions, Reuss said. However, what is important is that local government must solve metropolitan-wide problems and attain greater fiscal equality, and it also must be more responsive by giving more decision-making to neighborhoods.

## CALLS COUNTIES "DYNAMIC"

### Mondale Asks County Aid for Programs

Vice President Walter Mondale led the Third Urban County Congress to launch a new White House effort at putting young people to work and to garner support for a number of Administration measures Congress.

"Today counties are the most dynamic level of government in America," said the Vice President in a speech where he emotionally pleaded for support to help solve the nation's problems.

Mondale described many poor and disadvantaged youth as in "dead-end," unable to make it into the mainstream of employment.

"Our goal is to find a joint public-private sector strategy to reduce unemployment in the '80s," he said.

IN TALKING about the energy crisis, the vice president criticized

Congress for rejecting the President's standby gasoline rationing program and called on the urban county leaders to promote local programs to conserve energy.

"There's no way of getting around the fact that there is an energy shortage," said Mondale. He warned that international dependency on oil could lead to "blackmail in foreign policy" and the "undermining of American independence."

Mondale asked urban county officials to support the concept of an energy "trust fund" which would be used to channel needed funds into mass transportation. He called mass transit the "quickest, most effective and sensible source of energy saving."

On the inflation front, Mondale urged counties to "get tough" on price fixing and greatly expand com-

petitive bidding practices as a means of "saving hundreds of millions of dollars a year." He also sought support for the Administration's hospital cost containment bill to help reduce inflation.

Referring to the new welfare reform bill that President Carter sent to Congress recently, Mondale voiced the familiar plea for county officials to work with the Administration in helping to overhaul the present welfare system.

The Vice President told the urban county officials he recognized the complex and pressing problems confronting urban governments and acknowledged the role of urban counties in providing for the need of their citizens.

"Where in the past justice began in the county courthouse, now county social justice prevails in the homes of millions of Americans," he said.





## URBAN COUNTY CONGRESS

# Panels Decide Actions for '80s

## Employment

It is unusual when county officials, federal officials and the press can come to agreement on the employment problems that will be faced by urban counties in the 1980s. We recognized the desperate need to maximize available resources through effective program management and integration. In the 1980s, we must respond to the shrinking dollar by integrating programs and providing human services with fewer dollars.

The largest stumbling block to effective integration of federal resources that we face today is the jurisdictional conflicts pervasive among the committees of the U.S. Congress. The regulatory barriers to effective local management must be reduced. Then and only then can the federal government and counties become real partners in the fight to provide for

the needs and meet the demands of those in need despite shrinking dollars and budgets.

As we successfully integrate economic social programs, we must decide on a lead agency. This decision must be made by local elected officials who are closest to the people and the problems.

We agreed that national priorities can best be met through local flexibility.

Counties in the 1980s must integrate employment and training programs with economic development and social programs for three convincing reasons:

- Shrinking financial resources result in the necessity to maximize program delivery for the needy through effective management.
- Local economic development can be maximized by providing a trained work force for new industry.
- National priorities can be met through local flexibility and design.



Community development and housing problems were addressed by, from left, Ben Erdreich, commissioner, Jefferson County, Ala.; Francis B. Francois, councilman, Prince George's County, Md.; Lawrence Simons, HUD assistant secretary for housing; and James Scott, supervisor, Fairfax County, Va., moderator.

## Housing & Community Development

### Urban County Stability and Intergovernmental Relations

Since urban county participation depends on the cooperation and consent of local units of government, and local units can opt in and out of the Community Development Block Grant program at will, there is a crying need to stabilize this situation and thus stabilize the urban county.

#### Recommendations:

- Separate the issue of entitlement from that of eligibility.
- Retain demographics of those opt-out units who leave because not interested in overall program goals.

- Or at the very least, introduce statutory changes to allow formation and qualification of an urban county once every three years.

Long range goals are to create an environment where the urban county is recognized as the most logical unit to provide housing and community development on an areawide basis.

### Housing

Urban counties have become major providers of housing. Available affordable housing has reached crisis proportions, due in part to:

- (1) Loss of rental units—available rental units are at their lowest point in 24 years.
- (2) The dramatic rise in housing cost.

#### Recommendations:

- Change the tax structure to provide some incentives to renters that are available to single family homeowners.

- Make available some incentives to investors and developers of moderate rehabilitation projects that are available in substantial rehabilitation, including preferred

financing, second trusts, and accelerated depreciation.

- Simplify housing and building codes to eliminate unnecessary requirements, unrelated to health and safety, which increase the cost of housing.

- Work toward stabilized and predictable levels of housing. One possible solution to the problem is a housing entitlement, similar to CDBG entitlement.

- Make available new financing techniques so as to place counties in a key role in the housing production market.

#### Displacement

Central city revitalization—both public and private—is pushing the poor from the cities, in many cases to the inner ring older suburbs of the urban county.

#### Recommendations:

- Urban policy strategy has to recognize this burden being placed on the urban counties. We know the poor are being pushed from the central cities, but where are they going? They are going to the inner ring older suburbs of the urban counties where they are doubling up and tripling up with friends and relatives. The old slums and overcrowded conditions of the central cities are being transferred to the urban county.

- We must emphasize the point that the county is in the best position to identify and rank needs in terms of priority on an areawide basis.

- We must recognize that the problems of distressed communities and lower income persons are the problems of both the central city and the urban county and that in the 1980s we must renew the partnership between the central city and the urban county.



Sharing views on employment are, from left, Frank Swoboda, *The Washington Post*; Ann Klinge, supervisor, Merced County, Calif.; Ernest Green, DOL assistant secretary for employment and training; and John V.N. Klein, executive, Suffolk County, N.Y., moderator.

## Human Services

Working from an excellent background paper distributed to all delegates, the panel discussion focused on the following:

- Programs like federal revenue sharing have been built into the infrastructure of human service delivery. As a national program it must be emphasized by NACo that general revenue sharing is a vital operating source of money for the nation's human service delivery system.

- Health planning legislation now pending in the Congress should be changed to reinstate amendments suggested by NACo to provide accountable local representation and appropriate local government controls in budgeting, planning and project review.

- Counties must regain the initiative in health planning efforts with particular reference to certificate of need procedures as they relate to a now established trend of growth in the over 75 population. As "providers of last resort" special consideration must be given counties to accommodate their unavoidable role as nursing home and hospital operators.

- Title XX rules and regulations should be reevaluated to provide states and/or counties more administrative flexibility.

- Networks of supportive services should be built, financed, and operating before an accelerated program of deinstitutionalization results in chaos at the local level, NACo should begin studies of appropriate zoning models and case studies that will assist counties in preparing for this new responsibility.

- Decentralization is an approach felt by many county officials to best facilitate better service at lower cost—utilizing mainstream resources by, for example, providing indigents access to regular channels of health care and involving competitive forces in the marketplace to supply needed services. State associations should take the lead in working with state legislatures to adopt this concept.
- The dignity of the individual is threatened by many categorical programs that result in two tiers of care, one for private pay and one for "the poor." Removing the stigmatized label that goes with being "on relief" should be a major local initiative.

- Uniformity within state jurisdictions and more state funding of recipient levels of assistance is a goal that would lead local officials into more effective and better administrative methods of delivering service. Creative forces at the county level are subservient to binding and oft times restrictive regulations prepared far distant from local needs.

- Prevention of premature institutionalization can be brought about with key changes in the Medicaid/Medicare waiver process. Models of this type of prevention now in operation in counties throughout the country should be used as examples upon which can be built new holistic and preventive health care initiatives. County officials first at the state level and then at the federal level must bring forward these case studies and press for changes.
- NACo should work to remove regulations that impede the local jurisdiction from contracting out services for reimbursement.
- Freedom of choice requirements in selection of hospitals by the indigent should be modified at the federal and state level to funnel cases into appropriate channels and also to assist counties in efforts to contain indigent medical cost.
- Guaranteed income proposals might plausibly be reevaluated in terms of cost saving. Example: one midwest county: population 550,000; number of active cases of public assistance, 30,000; employees in Welfare Department, 513; expenditures fiscal '78, \$87 million. Dividing \$87 million by 30,000 cases would be close to \$3,000/case indicating large sums of money are never getting through the bureaucracy to the recipients. NACo should reevaluate this concept in relationship to welfare reform.
- In tax reform-tax revision programs, county officials need to be more aggressive with states in allocating state revenues, and in developing state government taxing effort to reflect adequate attention for local human services and the provision of same.



Liane Leve'an, commissioner, DeKalb County, Ga., discusses human services delivery with Mark Ravenscroft, president, Board of Commissioners, Summit County, Ohio, moderator.



## Transportation

Urban counties face enormous challenges today and will face even greater challenges in the 1980s to provide citizen mobility—the primary objective of comprehensive transportation—because of the nation's energy crisis and scarce funding resources. In order to meet this challenge, urban counties must join together to develop an urban transportation strategy. This strategy must be immediately delivered to the Congress and the Administration. The transportation session identified the following issues and actions, which are submitted as the beginning of the urban county transportation strategy:

The existing shortage of crude oil coupled with serious funding shortages catalyze the demand for public transportation.

- Urban counties must incorporate the reality of the energy crisis in their decisions. Urban counties must confront the energy issue to be able to provide comprehensive public transportation programs and maintain our highway investment. This we believe is critical in order to respond to the demands of our constituents.
- Lack of funding prohibits urban counties from meeting this demand for public transportation. Additional and predictable funding sources are needed at the federal, state, and local levels. With their traditional reliance on the property tax, counties alone cannot finance public transportation programs to meet our current and future needs. Therefore, creative tax mechanisms such as new sales taxes, gas taxes and techniques known as value-added taxes for transit must be found.

Urban counties must encourage states to commit additional resources for emerging urban county transportation programs.

- Congress must fully fund recently enacted authorizations for public transportation capital and operating programs. There should be no changes in the operating assistance formula which is based on an area's population and population density so incentives can be provided to urban counties to initiate programs. The current federal grant delivery system must be streamlined.
- Congress should now adopt a windfall profits tax to be used solely for transportation purposes.
- Urban counties should coordinate existing private and public transportation systems prior to the expansion of existing systems and/or the creation of new systems.
- Urban counties are in a pivotal position to broker ride sharing programs and priority treatment for high occupancy vehicles, especially in low density population areas, as well as assume responsibility for commuter highway traffic flows.
- Congress and the Administration should allow counties that are willing and capable to assume additional responsibility for implementing federally funded transportation programs.
- Due to the complexity of consolidating federal highway and public transportation funds, it was not possible to reach a consensus on this issue. However, elected urban county officials must take the leadership with other levels of government and continue to work towards resolving the tradeoff between highways and public transportation.
- Urban counties should continue to work with federal Department of Transportation officials to further gather and disseminate information through technology sharing to help resolve comprehensive transportation issues.



Participating on the growth and decline panel were, from left, Gerald Spellman, county executive, King County, Wash., moderator, and Harvey Ruvin, commissioner, Dade County, Fla.

## Managing Growth and Decline

Four important themes ran throughout the discussion: the costs and limitations of energy resources and supply; the tax revolt which may hit federal resources; federal environmental regulations which place new constraints on growth; and the real challenge for urban counties of managing both growth and decline.

### Energy and Resource Recovery

- Increasing energy costs and reduction in supplies introduce important new considerations in urban county growth management strategies.
- Urban counties should be prepared to acquire land use patterns which promote energy conservation by locating jobs near housing, and by encouraging compact residential development.
- The Congress should provide a construction grant program to assist the building of resource recovery plants for energy generation and materials recovery.
- Expansion of mass transit programs will provide new energy savings and an important tool to control growth.
- The federal government should recognize and provide a strong role for urban counties to develop energy conservation strategies and alternative energy sources.

### Costs of Development and Loss of Agricultural Land

- New development consumes land, energy, agricultural production capacity and local revenues to provide sewers and other public services. In an era of taxpayer revolt, fewer local funds are available to support new development.
- Urban counties should develop growth management programs which result in the timing of development and permit development that pays its own way.
- Urban counties should be cognizant of the fact that sewer extensions have on vacant agricultural land by using sewers to encourage growth near growth centers.
- The federal government should examine the effect which its limitation on new sewer capacity near growth centers has had on encouraging rural development that uses valuable agricultural land.
- Urban counties must take a leadership role in protecting valuable agricultural land.

### Reconciling the Attainment of Clean Air and Water with Growth

- Encouraging growth in and around declining center cities and older suburban areas may make the task of attaining federal air standards more difficult. Treatment point urban and agricultural run-off may impose new costs on local sewer systems.
- Urban counties should adopt and implement strategies for reconciling economic development with clean air attainment such as development of emission off-set strategies and markets.
- Urban counties should take more responsibility in enforcing best management practices to control urban and agricultural runoff rather than installing more expensive treatment facilities.
- The federal government should target some of its planning assistance to urban counties which have responsibility for managing growth and for attaining clean air and water quality.
- Urban counties should adopt incentives for the private sector to assume more responsibility for cleaning up air and water pollution.
- Managing Decline Coincident with Growth

Decline and growth often occur within the same county. Developing the trade-offs,

supported by strategies, to assure that declining center cities and other urban areas benefit from increased economic activity and opportunities is not an easy task.

- Urban counties should adopt growth strategies which reconcile these diverse goals through an open process taking account of the needs of minority groups and the disadvantaged.

### The Intergovernmental Process

The federal government already administers a great number of activities which have a profound impact on land use and urban county growth management plans. It has, for instance, the primary regulatory authority for environmental protection and provides large amounts of financial assistance for wastewater treatment, transportation and community development. The Land and Water Conservation Fund Program may well be a deterrent to greater preservation efforts by

local governments because it provides no incentives to local governments to preserve land resources through zoning and other non-compensatory tools.

- Urban counties need to build a consensus among their citizens and other urban jurisdictions for managing growth and decline effectively.
- Urban counties should adopt comprehensive growth management strategies which can be the basis for negotiating federal and state public investments.
- The federal government should support urban county efforts for developing growth management strategies and implementation tools and act in a consistent manner once they are adopted. New funding mechanisms for environmental, energy and growth related assistance should be used such as the CETA prime sponsor approach.
- Urban counties should seek, and states should provide, the full range of authorities and tools for managing growth, reconciling clean air and water quality attainment, and conserving energy.



Transportation panelists included, from left, Daniel T. Murphy, county executive, Oakland County, Mich., moderator, Tom Bulger, NACo, David Udin, chief counsel, Senate Banking Committee, and Roberta Leidner, commissioner, Dade County, Wis.

## County Modernization and Reform

In the first two Urban County Congresses the focus of modernization activities was on increasing county responsibilities, new forms of government and increased state and federal funding. Clearly the sense of this Congress and the discussion on modernization efforts leads us to recognize that the 1980s will be a time of fiscal scarcity and that urban counties will need to exercise their new political leadership in encouraging the reform of local government in metropolitan areas.

### Recommendations:

- Counties need to develop and use political leadership to support actions within their region to improve the efficiency and effectiveness of government operations. Urban counties have become the major urban governments and have had increased responsibilities for the provision of public services either through absorbing municipal services or responding to new citizen demands.
- Urban county political leadership is needed in the 1980s because counties are the only government that spans central cities, suburban and rural areas.
- NACo should support and urban counties should adopt the single executive form of government, either elected or appointed, as a means of providing a single focus to leadership.
- Urban counties should also provide leadership in coordination to assist the local jurisdictions, along with the counties, to identify the opportunities for functional reassignment, needed to improve service delivery, administration, and political accountability.
- Functional reassignment is desirable and

should be encouraged. (This discussion included the recognition of the benefit of transferring functions from cities to counties, counties to states, and counties to private providers.)

- Urban counties should take the lead in preventing the continued growth of the "special district industry," thereby keeping down the number of fragmented units of governments.

The 1980s will be hard times financially for urban counties and that will be the greatest challenge to county government reform. Urban counties will be in the forefront, trying to find ways to increase overall government effectiveness and efficiency.



Discussing local government modernization are, from left, Charles Gilchrist, county executive, Montgomery County, Md., Fred Cooper, supervisor, Alameda County, Calif. and William Morris, mayor, Shelby County, Tenn., moderator.





## URBAN COUNTY CONGRESS

# City, County Called Allies

The nation's youngest elected county executive told a gathering of his colleagues that the "harsh realities of fiscal contraction" will force urban counties to look to their "natural allies and brethren—central cities."

Peter Shapiro, 27, of Essex County, N.J. was joined in addressing the theme, "Urban County—Central City Cooperation," by Elijah B. Rogers, city administrator of Washington, D.C. at NACo's Urban County Congress.

"Essex County is an area of nearly one million people. Two-thirds of our population falls within designated 'urban-aid' areas—the largest of which is the city of Newark," said Shapiro.

"The reality of the situation is that our fates are inextricably intertwined. Essex County and its urban area swim together or they sink together."

together."

Using the example of the cutoff of federal antirecession aid which forced both Essex County and Newark to lay off employees and shut down programs, Shapiro said, "The situation of two parallel governments in a state of contraction has helped illustrate that non-cooperation is a luxury we must leave behind."

Shapiro acknowledged that efforts at county-city cooperation must start with "some confidence building" and gave examples of how this is being tried in Essex County.

• **Vial of Life Program:** this free service is designed to help a person fill out a complete medical history which is then "stored" in the participant's refrigerator for potential use during a medical emergency.

• **Senior Citizen Transportation:** cooperation among three small municipalities enables senior citizens

to cross boundary lines to take advantage of health services and retail stores beyond their own community. This program is being looked at as a model for the entire county.

• **CETA Transportation:** a new program starts in July that will transport unemployed persons from the inner city to jobs in the suburbs.

• **Neighborhood Revitalization:** a task force has been set up to study how deposits of county funds in financial institutions can be used as "a lever" to encourage such institutions to extend credit to needy residents.

"By linking the placement of our county deposits to the social behavior of the banking community," said Shapiro, "we will be showing a concrete commitment to the welfare of our vital urban neighborhoods."

Elijah Rogers told his urban county counterparts, "If we wait on the

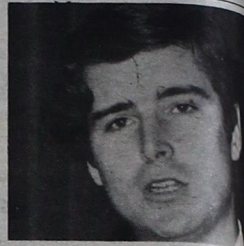
federal government to bail us out of the urban crisis or to facilitate cooperation, our cities and counties might not survive."

Rogers called on the federal government to facilitate county-central city cooperation by taking the following actions:

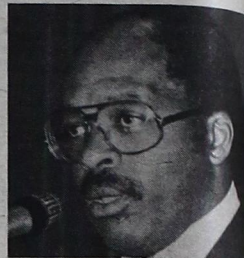
• **Advance appropriations** through a fixed formula for all federal programs where it is feasible. "This will alleviate the considerable uncertainty and inefficiency in fiscal planning which results from unpredictable amounts of funds from year to year," he said.

• **Improve rules and regulations** where there is overlap and conflicting requirements so that systems at the local level can be responsive to needs.

• **Provide financial incentives** for joint projects that are of mutual benefit to cities and counties.



Shapiro



Rogers

## THE CHALLENGES: ENERGY, INTERGOVERNMENTAL PROGRESS

# "You Will Be More on Your Own in the '80s"

by Neal Peirce

... I do detect two great cross-cutting themes which have intervened in the discussions here, ...

The first theme, more and more widely recognized in this land, relates to the age of limits in what was, for all our lifetimes until so recently, a seemingly infinite resource: energy.

The second theme, less visible to most Americans, yet fundamental to your concerns, starts under that foreboding word, intergovernmental. It is, put quite succinctly, how shall we organize our body politic, for the 1980s and beyond?

Let me start with energy. ...

Today, in their bones, the American people know that energy is the new coin of the realm. The energy crisis challenges our frontier psyche, our assumed inherited right of unlimited opportunities, our ethic of *I'm-first-and-so-everybody-should-benefit*. Because it requires a fundamental change in our way of living, it may be an even more profound challenge than the Great Depression or the World Wars of this century.

What does the energy crisis have to do with urban counties?

You have certainly heard that theme at this meeting.

From Rod Diridon of Santa Clara County, Calif. who spoke about the mile-long gas lines in his home state and told us those lines should catalyze us to action now.

From Commissioner Harvey Rubin of Dade County, who said that energy must be the lead factor in all our deliberations, and who pointed out how intimately interconnected is the issue of land use, indeed, that land use is the major thing that local government can influence in our country.

From Supervisor Gerald Fisher of Albemarle County, Va., who made the connection from energy use to sprawl development to the problem of the profligate consumption of land in this country. ...

You know, I know, the country ought to know, that it is the urban counties with their peripheries of prime farmland, some of the most valuable farmland in this country, that face this issue most directly. Every addition to energy-consumptive, sprawl development undermines our national security. Every effort to foster infill development, to induce more dense development, reduces our vulnerability. Only fairly dense

**"The federal system has become like a bowl of spaghetti."**

development can be served by mass transit. ...

We should applaud the pioneering efforts of Suffolk County and other jurisdictions to purchase development rights to farmland. We should encourage Washington State's King County under Executive John Spellman, and other jurisdictions, as they seek to go the same route. They are the true patriots of our age. ...

A housing developer can put up fresh free-standing homes on their quarter or half or whole or multi-acre lots in outer suburbia and make money. ...

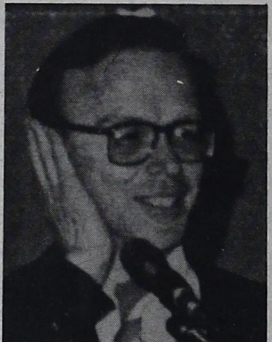
But the same developer can construct infill housing—in garden apartments, townhouses, planned unit developments of every description—and he can sell that housing just as easily.

His choice is simple—he can *underrmine* the national interest by energy-consumptive development on fresh, outlying land. Or he can be a patriot and build within existing suburbs and cities. It is just as simple as that.

Frankly, I don't trust all developers to make the right decision. You can guide them in the

right direction—toward the infill development, energy-saving, transit-accessible mode. You can do it through land use laws, zoning, other controls. You can do it by discouraging the big federally funded roads and especially sewer lines that foster sprawl development.

Your ally in this struggle is the tax revolt. San Diego County Supervisor Roger Hedgecock pointed out yesterday that under California's Proposition 13, any county or city



Nationally syndicated columnist Neal Peirce wrapped up the conference in a luncheon address. Excerpts from his speech appear on this page.

loses money through new subdivisions, that with a 1 percent property tax lid, there is no way new development can pay its own way. ...

Let me now turn to the arena of governmental organization and most particularly the role of the urban counties. ...

I heard many voices at this conference talking of how counties could continue to enhance their role and power by receiving, directly, federal funding for every area from CETA to mass transit. That impulse is understandable, for reasons fiscal, political, practical.

But I also heard here voices of caution, voices warning that the cornucopia of federal goodies would not continue to flow as freely in the 1980s as it did in this decade and the 1960s following inauguration of the Great Society.

The problem is thus dual: How do counties (1) accrue, across the board, the major, substantive power they would like to be fully functioning, effective organs of government; and (2) where do they look for sustenance—fiscal, political, jurisdictional—in the hard-times climate of the 1980s.

For the support you need, you may have to look to the biggest, most powerful "there" in your vicinity—and that is your state government. A few people were saying that at this conference. I believe you should not dismiss their argument lightly. ...

In human services, there was a call here for greater flexibility—for the power to switch funds between programs for the purposes of better delivery in the field.

**"The energy crisis may be an even more profound challenge than the Great Depression."**

And across the human services spectrum, and in other fields too, we heard a desire to break down the rigid categorical lines, to permit much greater local flexibility. It is a rational course, simply because local conditions vary so much across the nation. Congress is reticent in the extreme to grant that flexibility. States may be somewhat reticent—but less so, since they are closer to local conditions.

At a minimum, I suggest more open lines of cooperation and investigation of new opportunities

with your state governments.

In addition, a wait-and-see attitude on what transpires with federal funding, not counting on its magnitude of the '70s to be the picture of the '80s.

And if I may be permitted a moment of blue-skying, a search for much more flexibility and clarity of lines of accountability in the 1980s.

The federal system, once likened to a layer cake, has become like a bowl of spaghetti, each strand almost impossible to follow—confusing enough for people in government, and most certainly an impenetrable mystery for citizens.

At a minimum in the 1980s, we should seek to sort out responsibilities, to determine which level of government is responsible for education, for welfare, for health services, for transportation of whatever. Or at least to reduce the number of governmental layers responsible for each.

The era ahead may also invite an attempt, especially if Congress and its funding capacity is weakened by a balanced budget amendment thrust to undo some of the spaghetti mixture of the '70s and substitute more block grants and a system of negotiated federalism. Broad national purposes could be set down states would have to show how their programs, from economic development to human services, meet those purposes. The states which could devise appropriate programs would receive proportionately more aid than those which couldn't. The political heat would be kept on the states by people like yourselves. Perhaps we will not advance that far perhaps the confusion of the '70s will remain the essential prescription for the 1980s. But of one thing we can be sure: because of energy, because of inflation, because of the federal paralysis, you and the states will be more on your own in the coming decade. That will be uncomfortable but it will also bring you great opportunities. ...



# Will Your County Meet the Challenge of the Decade?

**M**anaging growth is no easy task. New demands for energy production are straining land resources. Jobs, housing, parks, highways, agricultural production—all compete for space and all require expanded public services.

In the next decade, counties will be faced with limitations on water supply and higher costs of supplying sewer services as they attempt to guard the health, safety and welfare of their citizens. They will be called on to reconcile growth with the attainment of safe drinking water and clean air.

Complicating their task is a vast range of federal laws and state requirements which have an influence for better or worse on county land use decisions. We are already drifting toward national land use planning, although it's not called that.

The Interstate Highway System comes close to being a form of national land use. Interchanges spawn development wherever they occur. And though much of the system is completed, there are a number of new urban and suburban links which challenge county efforts to control nearby growth.

The Administration is proposing nuclear facility siting legislation which would give state governments and federal agencies much of the power to locate these new

facilities. NACo is working to preserve the county voice in the decision-making process.

**N**ational water policy will determine who gets the water in water-poor areas and thus which areas can grow. NACo works to include county elected officials on national advisory committees and in the state planning process.

HUD is encouraging the dispersal of low- and moderate-income housing throughout metropolitan areas and is asking states and regional planning agencies to help. County policy-makers should play a major role in making those decisions.

Federal environmental laws protecting air and water quality place new responsibilities on counties to reconcile new development and growth with clean air attainment, construction of new sewage treatment plants and management of urban and agricultural runoff. Federal regulations require control of floodplain development to qualify for insurance programs.

**W**ith all these mandates there is at least one program which attempts to transfer influence over some federal decisions back to counties and states. The Coastal Zone Management Act requires federal agency actions in coastal areas to be

consistent with state coastal zone management programs and county implementation plans and decisions. A similar requirement is proposed in pending agricultural land protection legislation. This provides the best method for gaining a measure of control over federal programs. NACo is working to see that this principle is carried out throughout the federal establishment.

The federal Land and Water Conservation Fund and the Urban Park and Recreation Rehabilitation Act provide opportunities for counties to expand park services and protect major natural areas.

Counties are already playing a strong role in making sure land use decisions are relevant to the local community and that local efforts are supported at the state and federal levels. But their influence is strongest when they speak with one voice.

NACo is that voice in Washington. To make sure that voice is heard—to make sure it speaks for you—join the National Association of Counties today.

**Get Your Fair Revenue Share**  
JOIN THE NATIONAL ASSOCIATION OF COUNTIES





# Special Report 3 NACo LAND USE TEAM

Imagine yourself 5,000 feet in the sky—able with one sweeping glance from your aircraft to see your county from one boundary to another. For many county officials it would be a sobering sight.

Imagine miles and miles of freeways and subdivisions and shopping centers snaking out from the major metropolis, winding their way into mountains, curving along rivers and lakes, and fast blanketing those patchwork acres of crops and orchards.

The common name for this phenomenon is urban sprawl and it's a serious problem for those county officials and planners who are responsible for land use decisions that will shape the lives and livelihoods of generations to come.

County officials are working to preserve what precious land is left through a variety of innovative programs. Counties have been using their power to issue sewer permits to rein in what many regard as "leap frog" development; others are experimenting with such concepts as building over "open space" like parking lots and encouraging "in-fill" housing programs.

Still other counties are tackling the very serious problem of shrinking prime agricultural land. A federal agency estimates that 3 million acres of land in the United States is being lost annually to development, and, of this amount, over 1 million acres is regarded as "prime" cropland.

And finally counties are making hard decisions about the location of major energy and public facilities and guiding the conservation of significant natural areas.

## How NACo Helps

In all of these areas NACo acts as a clearinghouse and information dispenser. We are your "eyes and ears" in Washington—watching over Congress and the federal agencies which set rules and expect you to carry them out and a link for counties around the country. We tell the county story in a number of ways.

For example, NACo was able to bring county officials from different coasts to testify in Congress about the loss of agricultural land and to tell how individual counties are handling the problem.

They explained that the loss of agricultural land is particularly acute around metropolitan areas where "shotgun" development along the suburban fringe renders large expanses of productive land less suitable for farming.

Counties like Black Hawk, Tulare, Maricopa, Howard, Suffolk and King are pioneers in the farmland preservation field. Some innovative programs around the country include:

- Black Hawk County, Iowa, zones agricultural land based on a corn production rating for soil.
- Zoning to protect farmland is also used in Tulare County, Calif., Maricopa County

(Phoenix), Ariz., and a few other areas of the country.

- Tax incentives are used at the county level in Wisconsin.

- Programs to purchase the development rights from farmers—a totally new approach—are under way in Suffolk County, N.Y., and Howard County, Md., and will shortly be considered by voters in King County (Seattle), Wash.

Last year NACo actively supported a bill that would have encouraged the protection of prime agricultural land. The bill never made it through the last Congress, but its sponsors are back with another bill and NACo is throwing its strong support behind it.

The bill would make some money available for local governments to try different methods of preserving agricultural land, would require federal agencies to cooperate with local agland

## 12 Ways NACo Helps You

NACo's Land Use Team takes its lead from the Land Use Steering Committee, chaired by Gerald Fisher, supervisor, Albemarle County, Va. The steering committee, made up of county officials from all parts of the country, determines legislative policy which is then reviewed by the NACo Board of Directors and voted on by our members at the annual conference.

NACo's 12 Steering Committees are:  
Community Development  
Criminal Justice and Public Safety  
Employment  
Environment and Energy  
Health and Education  
Home Rule and Regional Affairs  
Labor Management Relations  
Land Use  
Public Lands  
Taxation and Finance  
Transportation  
Welfare and Social Services

protection programs, and would establish a commission to study the national impact of prime agricultural land loss.

Along with our legislative efforts in this area, NACo has received a research grant to (1) identify county agricultural land preservation programs, (2) study national policy issues and (3) get this information out to you through special reports and forums around the country. The first agricultural land preservation forum is set for late this summer. Watch for it.

NACo is working to preserve a strong role for counties in regulations issued by the Interior Department's Heritage Conservation and Recreation Service to implement the Urban Park and Recreation Rehabilitation Act.

NACo is also representing county interests during the development of authorizing legislation to extend the Coastal Zone Management Act of 1972, to assure that counties play a major role in implementing state and local coastal zone management programs.

NACo's research corporation has prepared a book—*Quiet Communities*—which describes the use of land use controls to minimize the effects of noise.

We also have "mini-management" packets on what counties are doing to protect agricultural land, regulate mobile homes and control development in floodplains.

The Environment, Energy and Land Use Team is on hand to give you growth and land use information. Give us a call.

Here are some people to contact on the Land Use Team.

Associate Director.....Robert Weaver  
Energy Administration.....Sue Guenther  
Energy Legislation.....Mark Croke  
Land Use/Growth Management..Robert Weaver  
Noise Pollution Control.....Alan Magan  
Water Quality/  
208 Construction Grants/  
Drinking Water.....Arleen Shulman  
Solid Waste/Resource Recovery...Alan Magan  
Water Resources.....Mark Croke  
Building Energy  
Performance Standards.....Brian Stolar

## GIVE US A CHANCE TO SOLVE YOUR PROBLEMS RETURN THIS COUPON TODAY!

Name \_\_\_\_\_ Title \_\_\_\_\_  
Address \_\_\_\_\_  
Zip \_\_\_\_\_  
Telephone \_\_\_\_\_  
Your Land Use Problem \_\_\_\_\_



# House Panel Reduces EPA Budget

The House appropriations subcommittee on HUD and independent agencies has made its recommendations to the full committee for Environmental Protection Agency programs for fiscal '80. Overall, the recommendations represent a cut in what was already a lean presidential budget request.

The largest cut came in the wastewater construction grants program: the subcommittee recommended \$3.4 billion for fiscal '80, \$400 million less than the Administration had requested. These funds are allocated to the states based on a formula emphasizing population and pollution cleanup needs and are available for two years until reallocated under the Clean Water Act. EPA has requested Congress to extend the two-year reallocation deadline to three years.

## WASTEWATER CONSTRUCTION

The cut in wastewater construction grants could have been much larger, because of the large, unbalanced balance remaining from previous fiscal year appropriations. Intensive lobbying occurred during the weeks prior to the subcommittee's action. Supporters of the Administration's request, including NACO, pointed out the need for funding stability from year to year and emphasized that the federal share was absolutely necessary if local elected officials were to seek voter approval and sale of bonds to finance the local 55 percent share.

The Section 208 water quality

management program was pegged by the subcommittee at \$30 million, \$10 million less than that requested by EPA. With the completion of 208 plans this summer, most 208 funds will go to provide assistance to water quality management agencies to help implement approved plans.

Local best management practices for rural and urban storm water runoff, and assessment of alternative non-point controls to advanced waste treatment will be highlighted in 208 assistance to counties, cities and other local governments.

## SOLID WASTE MANAGEMENT

The Administration's solid waste management planning request of \$10 million was approved by the subcommittee. Although available to state and local governments, solid waste planning grants are awarded primarily at the state and regional level. NACO is seeking an earmarking of funds for part of the \$10 million or an additional \$20 million for county and other local solid waste planning to meet federal dump closing criteria due to be issued in final form this summer.

A total of \$10 million was approved for resource recovery feasibility studies under the Resource Conservation and Recovery Act. The Administration had requested \$13.8 million.

## CLEAN AIR ACTIVITIES

The clean air program was provided with \$50 million for Section 105 air quality enforcement grants,

most of which goes to states. A number of county air pollution control agencies also receive section 105 funding.

No additional funds were added to the Section 175 clean air planning program for fiscal '80. The Administration requested no additional funding. NACO, the National League of Cities and the U.S. Conference of Mayors had sought approval of the remaining \$25 million in a \$75 million authorization under the 1977 amendments to the Clean Air Act. Last year Congress approved \$50 million.

Section 175 funding goes to local and regional clean air lead planning agencies and some local governments to provide local sections of State Implementation Plans. Areas which have not attained clean air standards to date are eligible for assistance. Funds are used to develop transportation control plans and strategies for reconciling economic development and new stationary sources, with the attainment of clean air standards.

A slow-down in EPA grants to this program has occurred because of the difficulty lead planning agencies, notably transportation Metropolitan Planning Organizations, have had in preparing joint transportation and clean air work programs. Ad-

ministration of the program was shifted last fall to regional offices of the Urban Mass Transportation Administration, but EPA still has primary authority to approve clean air work plans, programs and local plans which must specify reasonably controlled measures outlined in the clean air regulations.

## NOISE PROGRAMS

In other action, the House subcommittee approved \$12.9 million for the federal noise pollution control program, \$5.1 million of which is to be used for the Quiet Communities program.

The Administration's request for \$25 million for the Integrated Environmental Assistance Act was approved by the subcommittee.

Action by the full committee and the full House is expected in two weeks.

## ACTION SHIFTS TO SENATE

The Senate subcommittee on HUD-independent agencies appropriations is expected to mark up the Administration's request during the second or third week in June.

NACO supports the Administration's requests with some amendments:

Wastewater Construction Grants at \$3.8 billion; Section 208 water

quality management planning to counties at \$40 million; solid waste planning grants to counties and other locals at \$20 million, to be earmarked for county and other general purpose local governments; resource recovery feasibility studies at \$13.8 million; Section 175 clean air planning at \$25 million; noise pollution at \$10.3 million, 50 percent of which should be earmarked for the Quiet Communities Program and Integrated Environmental Assistance at \$25 million to encourage coordination of clean air, solid waste and water quality planning.

County officials should contact their Senate delegations and members of the Senate Appropriations subcommittee on HUD-independent agencies to support the Administration's requests, plus the solid waste and clean air assistance outlined earlier. Subcommittee members include:

William Proxmire, Chairman  
John C. Stennis  
Walter Huddleston  
Patrick Leahy  
James Sasser  
John A. Durkin  
Charles McC. Mathias, Jr.  
Henry Bellmon  
Lowell P. Weicker  
Paul Laxalt  
Harrison 'Jack' Schmitt

# Matter and Measure



## FAA's Planning Grant Report

The Federal Aviation Administration (FAA) has published an advisory circular on participation in FAA's Planning Grant Program (PGP). The report describes how to apply for grants to prepare airport system plans and airport master plans and provides information on administrative procedures for planning projects. The report includes an explanation of the relationship of the PGP to the Joint Funding Simplification Program, guidance on airport noise control, and land use compatibility planning.

Chapters cover the application pro-

cess, consultant/third-party contracts and force accounts, administration and monitoring of planning projects, grant payment procedures, grant closeout procedures, and joint planning.

Appendices include sample application forms. For copies of "Advisory Circular, the Planning Grant Program for Airports," contact: U.S. Department of Transportation, Publications Section, M-443.1, 400 7th Street, S.W., Washington, D.C. 20590.

Be sure to request publication AC 150/5900-1B.

## UNIFORM TRAFFIC CONTROL DEVICES

The Federal Highway Administration (FHWA) is abolishing the National Advisory Committee (NAC) on Uniform Traffic Control Devices by not renewing its charter which expires June 12. FHWA says it is terminating its sponsorship of NAC "in light of the President's policy to limit the number of advisory committees and a recent decision to process recommended revisions to the MUTCD in accordance with informal rulemaking procedures..."

An important NAC function is development of the Manual on Uniform Traffic Control Devices (MUTCD) which contains traffic control standards approved for use on all federal-aid highway projects. Counties must play a significant role in the development of such standards and county representation on the NAC has been an excellent mechanism for this purpose.

As indicated in the May 22 Federal Register notice, FHWA has established a docket for "comments and suggestions concerning alternative methods for assuring the availability of a variety of interests, views, and technical skills in the standards development process." Contact Karen O'Rourke at NACO for a copy of the Federal Register.

In your comments, please outline alternatives to the NAC. You may want to consider, as one alternative, establishment of a national committee on uniform traffic control devices to represent state and local government interests.

The Federal Register notice points out that a half-day public meeting will be held June 20, in Colorado Springs, Colo., to discuss "alternative methods for assuring national input to standards." If your schedule and travel budget permits, you are urged to attend this meeting. Contact Marlene Glassman at NACO for more information.

## DOT INTERDEPARTMENTAL COORDINATION STUDY

Responding to a provision in the Surface Transportation Assistance Act of 1978, the U.S. Department of Transportation (DOT) has launched a worthwhile effort to reduce red tape by coordinating actions among various federal agencies. This law requires DOT to conduct an Interdepartmental Coordination Study and report results to the President and Congress. The study involves DOT, the Departments of Energy, Housing and Urban Development, Commerce, the U.S. Environmental Protection Agency, and the Office of Management and Budget.

The study is concerned with implementing the federal highway law, the Clean Air Act, the Energy Policy and Conservation Act and the Urban Mass Transportation Act.

A May 2 Federal Register notice outlined study areas that call for coordination among federal acts and the agencies that administer and implement them. Contact Karen O'Rourke at NACO for a copy. Examples of study areas are:

- Rules and regulations
- Funding to achieve improved air quality, energy conservation and transportation efficiency
- Highway user charges as part of state implementation of the Clean Air Act

Your assistance is needed to help DOT prepare this report. Many of you have prepared your own reports on ways to reduce red tape in federal transportation programs and have conducted studies comparing implementation of county-funded and federally funded projects. Please send copies of these reports and any other information and comments to Marlene Glassman at NACO no later than June 22 so they can be forwarded to DOT.

## NACoR TRANSPORTATION TEAM ADDITION

We welcome Charles Reidbord as a new employee to NACoR's Transportation Team. Charles will work as a research associate with transportation project manager Marlene Glassman on efforts to improve communications among levels of government.

Charles will concentrate his efforts on the off-system highway bridge replacement and rehabilitation program of the Surface Transportation Assistance Act of 1978. Specifically, he will attempt to ensure that counties receive their fair share of the 15 to 35 percent of each state's funds available for bridges off the federal-aid highway system, while also seeing that counties share decision-making with the states regarding the selection of projects for federal funding.

Before joining NACO's research team, Charles was a research analyst for a Washington-based trade association representing nationwide industries in the solid waste and environmental field. There he was responsible for oversight of various legislative and regulatory matters among federal, state and county officials. He also brings with him experience in intergovernmental, legislative and regulatory coordination gained from extensive travel throughout the country representing industry at his previous position. Charles brings with him direct county experience, having held a position with a Summit County (Ohio) commission for a number of years.

Charles holds an M.A. in urban affairs, with experience as a graduate research and teaching assistant.

—John C. Murphy

Associate Director for Community Development, Urban Affairs and Transportation

# Job Opportunities

Visiting Home Administrator, Escambia County, Fla. Direct patient care of 156-bed nursing home health care institution. Requires a Florida visiting home administrator's license and knowledge of patient care and accounts, finances, and regulatory controls. Resume to: Rodney L. Kendig, County Administrator, Escambia County, Fla., P.O. Box 199, Pensacola, Fla. 32597.

Affirmative Action-Staff Development Manager, Multnomah County, Ore. Salary \$21,486-\$23,188. Individual to control its Affirmative Action program and the County's recruitment and management training activities. Experience in all aspects of Affirmative Action programs. Resume to: Multnomah County, Personnel Division, 406 Stark, S.W., 7th Floor, Portland, Ore. 97204. 503/248-5015. Closing date: June 18, 1979.

Systems and Procedures Analyst, Orange County, Calif. Salary \$17,580-\$23,712. Requires five years experience on systems orientation, programming and computer application. Resume to: Orange County Personnel, 625 N. Ross Street, Santa Ana, Calif. 92701.

County Manager, Maricopa County, Ariz. Salary \$31,022-\$74,963. To direct the overall management of county government. Master's degree in Business or Public Administration and years of experience in government preferably in management. Resume to: Maricopa County Personnel Department, Recruiting Division, Administration Building, Second Floor, 111 S. 1st Ave., Phoenix, Ariz. 85003. Closing date: June 22, 1979.

Planning Director, St. Lawrence County, N.Y. Salary \$21,000. Maintains comprehensive planning program involving environmental planning, zoning, planning, architecture or engineering

and five years experience, two years administrative, or master's degree and four years experience. Resume to: St. Lawrence County Personnel Office, Emergency Operating Center, Canton, N.Y. 13617. Closing date: June 15, 1979.

Finance Director, Charles County, Md. Salary \$20,000-\$23,000. Thorough knowledge of public finance and accounting principles required. Supervises the financial administration of agencies of the county government. Degree in accounting and two years supervisory experience required. Certified public accountant. Resume to: Personnel Office, Charles County Courthouse, La Plata, Md. 20646. Closing date: June 11, 1979.

County Engineer, Marin County, Fla. Salary \$19,000-\$28,500. Requires experience in civil engineering and administration. Must have or be able to obtain Florida P.E. registration. Resume to: Jack Noble, County Administrator, Box 626, Stuart, Fla. 33494. Closing date: June 22, 1979.

Highway Director, Manatee County, Fla. Professional engineer licensed in the state of Florida with 10 years experience in highway construction. Resume to: Manatee County Personnel Department, Box 1000, Bradenton, Fla. 33506.

Community Services Director, Contra Costa County, Calif. Salary \$26,316-\$29,016. Responsible for the administration of a countywide community action program. Five years experience in program management or financial and administrative support of programs for the disadvantaged. Graduate training in public administration may be substituted for the required experience up to a maximum of two years. Resume to: Contra Costa County Civil Service Department, 651 Pine Street, Martinez, Calif. 94553.



# Washington Briefs

## Tax and Finance

**General Revenue Sharing.** The First Concurrent Budget Resolution sets the 1980 (Entitlement Period 11) general revenue sharing amount at approximately \$6.485 billion—\$385 million less than authorized. The fight over the budget was directed principally at the state share. It is expected that the totals may need to be adjusted at the time of the Second Budget Resolution in September. The HUD-Independent Agencies subcommittee of the House Appropriations Committee has recommended full funding for fiscal '80. There are two bills, S. 513 (Sen. Daniel Patrick Moynihan, D-N.Y.) and H.R. 2291 (Rep. John Wyder, R-N.Y.) to renew the program. The Administration has not stated its position on any renewal effort.

**Antirecession Fiscal Assistance.** There are seven bills directed at countercyclical fiscal aid, each highly targeted with unemployment being the principal trigger for funding. The First Concurrent Budget Resolution has provided (as part of the General Revenue Sharing Function) for \$150 million for fiscal '80 should any authorizing legislation pass. The Senate Finance subcommittee on revenue sharing has held hearings and may possibly resume them now that the Budget Resolution is passed. The House has not yet scheduled hearings.

## Employment

**Labor-HEW Appropriations for Fiscal '80.** The House Appropriations Committee will mark up the fiscal '80 Labor-Hew appropriations bill this week.

**CETA Private Sector Initiatives Program.** The House and Senate Labor-HEW Appropriations subcommittee approved the Secretary of Labor's reprogramming request for fiscal '79 for \$75 million for CETA's private sector initiatives program. This action authorizes the Secretary to allocate those funds directly to CETA prime sponsors.

**Youth Employment Legislation (CETA).** Chairman Augustus Hawkins (D-Calif.) will be holding hearings in his employment opportunities subcommittee on his soon to be introduced youth bill on June 6, 12, 13, 26, 27, and 28.

## Public Lands

**Alaska Lands (H.R. 39)** The House-passed Udall/Anderson version of the Alaska lands bill moves to the Senate. No hearings have been scheduled. NACo supported the Hickaby/Breaux/Dingell version.

**RARE II.** The Administration has recommended that 15 million acres of national forest lands be converted to wilderness, based on the U.S. Forest Service Roadless Area Review and Evaluation Study (RARE II). Hearings will be scheduled this summer. Passage of specific legislation is not expected until next year.

**Federal Public Lands Payments.** House Appropriations subcommittee on Interior is scheduled to markup the fiscal '80 Interior Appropriations bill June 12. The Administration has requested \$108 million for public land payments to counties. This amount does not include \$7 million to implement a recent ruling of the comptroller general. Counties are advised to budget a 70 percent payment this year unless these issues

are resolved in the appropriations process.

## Criminal Justice

**LEAA.** The Senate voted to reauthorize the Law Enforcement Assistance Administration, S. 241, for four years to help improve local government criminal justice programs; the House has reported the reauthorization plan, H.R. 2061, out of committee. The budget conference committee approved only \$446 million for fiscal '80 for LEAA, \$100 million less than the President's request and \$200 million less than fiscal '79.

## Labor Management

**National Collective Bargaining.** Rep. Frank Thompson (D-N.J.) has again introduced legislation, H.R. 777, extending the provisions of federal labor relations acts to local and state government employers and employees. The House labor/management relations subcommittee is expected to hold hearings during this session, although prospects for enactment are rated slight.

**Mine Safety and Health Act Regulations.** H.R. 1603 and S. 625 would amend the Federal Mine Safety and Health Amendments Act of 1977 to remove from MSHA jurisdiction the sand, gravel and stone industries including counties which are involved in such operations for purposes of road maintenance and construction. The House legislation has been referred to Education and Labor Committee's health and safety subcommittee; the Senate Labor and Human Resources Committee held a hearing May 2. NACo supports legislation exempting state and local governments.

**Frequency of Social Security Deposit Payments by State and Local Governments.** Regulations go into effect July 1 requiring state and local governments to deposit their Social Security payment 12 times a year rather than quarterly. Rep. Robert A. Roe (D-N.J.) has introduced H.R. 1115 which would retain the current quarterly deposit schedule. The Senate Finance subcommittee on Social Security held hearings Jan. 29 on the HEW regulations. NACo is working with the subcommittee to modify the regulations.

**Universal Social Security Coverage.** A HEW study group has held hearings on mandating inclusion of state and local governments under the Social Security system. NACo testified in opposition to mandatory coverage. The study group's final report is expected to serve as the basis of legislation later in this Congress.

**Elimination of Social Security Offset Provision.** S. 294 and H.R. 652 would eliminate the reduction of Social Security benefits for spouses and surviving spouses receiving certain government pensions. No hearings have been scheduled on the legislation which has been referred to the House Ways and Means and Senate Finance subcommittees on Social Security.

**Social Security Disability Insurance Program.** On April 9, the House Ways and Means Committee approved, as amended, H.R. 3236, the Disability Insurance Amendments of 1979, which would remove certain work disincentives alleged to exist in the program. The House Rules Committee has not yet granted a rule for floor action.

**Repeal/Reform of the Davis-Bacon Act.** Legislation, H.R. 49, H.R. 53, S. 29, would repeal the Davis-Bacon Act, which requires federal and federally assisted contractors to pay employees the wages prevailing in the local area. Prospects for outright repeal are extremely slim. Opponents of the act have instead been attempting to waive the Davis-Bacon requirements for selected programs. Supporters of the act have introduced H.R. 3670 which would clarify the responsibilities of the Secretary of Labor and the Comptroller General and specify that prevailing collective bargaining agreements in local communities would be the prevailing wage rates under the act. Hearings on this issue will be held June 14.

**PERISA.** A modified version of last year's Public Employee Retirement Income Security Act (PERISA) is expected to be introduced this summer by Reps. Frank Thompson (D-N.J.) and John Erlenborn (R-Ill.). While there appears to be strong support in the House Education and Labor Committee for such legislation, PERISA's overall legislative prospects are uncertain. The legislation would propose federal standards for state and local government pension plans in the areas of reporting and disclosure, fiduciary responsibility and plan administration.

**Antitrust.** The Senate Judiciary Committee has approved a compromise version of S. 300 that would overrule the U.S. Supreme Court's 1977 *Illinois Brick* decision which restricts the ability of counties and others injured by illegal price-fixing to recover damages in antitrust suits. A filibuster on the legislation has been threatened by Sen. Strom Thurmond (R-S.C.) and Orrin Hatch (R-Utah) when it reaches the Senate floor. Rep. Peter Rodino (D-N.J.) has not yet scheduled legislation for Judiciary subcommittee and full committee consideration.

## Social Services

**Food Stamps.** House Agriculture Committee expected to mark up H.R. 4057 this week, raising the food stamp cap from \$6.1 billion for fiscal '79. S. 1 is pending action in the Senate Agriculture subcommittee on nutrition.

**Title XX/Child Welfare.** H.R. 3434 has been voted out of Ways and Means and is awaiting floor action. No comparable bill has been introduced in the Senate, which is expected to act on the House bill.

**Indochinese Refugees (IRAP).** Markup expected in June in the house Judiciary subcommittee on immigration on H.R. 2816, the Refugee Act of 1979. Hearings have been completed in the Senate on S. 643. The bill is awaiting action in the Judiciary Committee.

## Health

**Hospital Cost Containment.** H.R. 2626 is awaiting markup in the House Commerce health subcommittee. S. 570 is scheduled for markup June 15 in the health subcommittee of human resources.

**Health Planning.** H.R. 3917 has been voted out of House Commerce and is awaiting floor action. The Senate passed May 1 a three-year \$997 million reauthorization of S. 544, the Health Planning and Resource Development Act.

**Child Health Assessment Programs (CHAPS).** Hearings will be held in June in the House Commerce health subcommittee. No bill has been introduced in the Senate.

**National Health Insurance.** Sen. Edward Kennedy (D-Mass.) and Rep. Henry Waxman (D-Calif.) are drafting bills and hope to schedule hearings later this summer.

**314(d) Health Incentive Grant Program Appropriation.** The program was budgeted for \$52 million. NACo is pushing to fund the program at \$115 million. Labor/HEW appropriations subcommittee meets this week to consider action.

## Transportation

**Rural Public Transportation.** DOT capital and operating assistance funds for new or existing rural public transportation programs are expected to be released to the states and on to local governments this week. The new program has been delayed pending resolution of new national labor protective arrangements by NACo, other state and local interest groups, DOT, DOL and the White House. Details of the new 13(c) labor arrangement will appear in next week's *County News*.

**Handicapped Transportation Regulations.** HEW has released the long awaited and politically sensitive handicapped accessibility transportation regulations. Details next week.

**Fuel Allocations for Public Transportation.** The Department of Energy has issued a final rule to permit surface passenger mass transportation systems to obtain their current requirement of diesel fuel through July 31. (See *County News* story on page 3.)

**Transportation Appropriations.** Fiscal '80 transportation appropriations are expected to be recommended this week by the Senate transportation appropriations subcommittee. Higher funding for the safer off-system road funds, recommended at \$35 million by the House transportation appropriations subcommittee, is in jeopardy. County officials are asked to contact their senators regarding the need for safer off-system funds.

**Trucking Deregulation.** Sen. Edward Kennedy (D-Mass.) is circulating an unintroduced bill to lift trucking regulations in steps by 1985 and abolish the Interstate Commerce Committee's entry and rulemaking authority over trucking. Sen. Howard Cannon (D-Nev.), chairman, Commerce, Science and Transportation Committee intends to keep working on railroad deregulation first, then trucking.

**Airports.** The Administration has introduced airport legislation which would reauthorize airport programs through 1985. The legislation which is expected to be taken up by the appropriate congressional committees this summer, calls for expenditures of \$6.6 billion for five years.

## Rural Affairs

**The Rural Development Policy Act.** H.R. 3580 increases authorization for Section 111 rural planning grants from \$10 million to \$20 million. House Agriculture was ordered to report the measure on May 15. Not reported to date.

**Rural Development Policy and Coordination Act of 1979.** S. 670 increases authorization for Section 111 rural planning grants from \$10 million to \$20 million. Was amended in markup to expand eligibility to counties. Reported on May 16. Awaits Senate floor action.

**National Rural Development Act of 1979.** S. 372 establishes a federal chartered national rural development bank. No action scheduled.

**Home Ownership Assistance Program.** A new housing program to encourage home ownership for rural families. Money in the budget resolution; however, House Appropriations Committee has recommended no funding.

**Rural Programs Appropriations.** House appropriated \$5 million for Section 111 planning grants; \$10 million for water/sewer; and \$10 billion for business and industrial loans. Senate is scheduled to mark this week or next.

## Regulatory Reform

**IPA Appropriations.** House and Senate are expected to report appropriation by the second week of June for the full \$20 million of the Intergovernmental Personnel Act program.

**Federal Assistance Reform Act.** Anticipate the Senate to hold hearings on S. 787 by mid-July. No House action expected until Senate action is nearly completed. Passage this year is unlikely unless congressional action begins soon.

**Regulatory Reform.** Hearings on three bills, S. 262, S. 755, H.R. 3236 to conclude in Senate Governmental Affairs by mid-June. House Judiciary Committee to begin hearings shortly. Passage likely.

**Sunset Law.** House hearings on H.R. 2 scheduled for June 6. Senate expected to continue hearings on S. within the month. Passage likely in the Senate; House passage certain.

## Environment

**Water Resources Policy.** Sen. Patrick D. Moynihan (D-N.Y.) and Sen. Daniel Patrick Moynihan (D-N.Y.) have introduced an alternative to the President's water resource policy reform recommendations. Their proposal meets NACo policy in most major respects and will be considered by the Senate Environment and Public Works Committee when it considers the President's proposal later this month.

## Energy

**Energy Management and Partnership Act.** The Administration proposal was finally introduced last week. Hearings are not expected until late summer or early fall. NACo will be seeking a number of major amendments when hearings are held. While much improved over last year's version, major problems remain.

**Solar Commercialization.** Hearings were scheduled on Sen. John D. Dicker's proposed Omnibus Solar Energy Commercialization Act. NACo asked for an opportunity to testify and will be requesting a set-aside for local governments. The program designed to provide long-term, interest loans on solar energy equipment.