

# COUNTY NEWS

Vol. 6 No. 25

June 24, 1974

Washington, D.C. 20006

Our Prayer...  
The Wisdom to Know  
and the Courage to Defend  
the Public Interest

## LEAA Ruling Could Cost Millions

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Criminal Justice Project

The Law Enforcement Assistance Administration, which distributes almost \$800 million to state and local governments, has issued a legal opinion which could cost local governments millions of dollars for increased local cash match for LEAA projects.

The opinion states, in effect, that state governments can reduce the amount of federal money in a project and that the local government must make up the entire deficit.

Under the 1973 Crime Control Act, states are given block grants to reduce crime and improve criminal justice. The act requires that a percentage of the money, averaging about 70 percent, be "passed through" to local governments. Most of this money is used to fund programs to reduce crime under part C of the act.

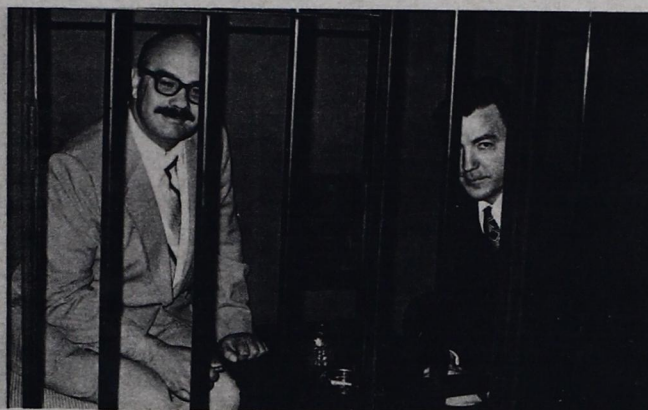
Federal funding to local governments can be up to 90 percent of aggregate project costs, depending on the policies of the state planning agency. The aggregate costs can be figured on a project-by-project basis, on the basis of all projects within a local jurisdiction, or on a statewide basis.

The 1973 act requires that the state, in addition to allocating funds from the "pass through", must allocate from state funds "not less than one-half of the non-federal funding" of projects at the local level. Therefore, the funding formula for these "part C" action projects has been 90 percent federal block grant funds, five percent state funds and five percent local funds.

The increased local-match requirements were stimulated, at least in part, by the leveling-off of LEAA appropriations in fiscal year 1973. In the preceding four years, monies to fund action grants

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## Through Jail Doors



**IN JAIL** — Philip Elfstrom, (left) Chairman, NACo Crime and Public Safety Steering Committee from Kane County, Ill., and Richard Hongisto, Sheriff, San Francisco County, relax in a mock jail following the sheriff's talk to the Steering Committee on serious problems existing in the real county jail. The Steering Committee meeting in San Francisco also heard presentations by officials from the LEAA Region IX office in San Francisco, and the California Office of Criminal Justice Planning describing the criminal justice standards and goals process proposed for the state. The committee also adopted several resolutions to be presented to the NACo Board of Directors at the annual conference in Miami Beach.

## House-passed Bill Modifies Food Stamp/SSI Eligibility

The House of Representatives has passed a measure which will insure that Supplemental Security Income recipients retain their eligibility for Food Stamps until July 1975.

Current federal law would have required a case by case eligibility determination at the end of this month, causing millions of aged, blind, and disabled people to be dropped from Food Stamp program.

The bill, HR 15124, sponsored by Congressman James C. Corman, (D-California) provides added cash benefits to thousands of SSI recipients who were disadvantaged by the Food Stamp cash-out arrangement in five states — California, New York, Massachusetts, Nevada, and Wisconsin.

The Corman bill will permit these states to continue to cash-out food stamps until July, 1975; however, in an amendment worked out in the House Ways and Means Committee, the five cash-out states will have to increase their state supplementary payment level for those recipients currently receiving an SSI/SSP benefit which is less than their total December 1973 welfare payment plus the \$10 food stamp bonus. These disadvantaged recipients number approximately 84,000 in New York and about 10,000 in California.

NACo supported the Corman bill and assisted in getting the measure through the legislative process. Ray Garcia, a legislative representative from Los Angeles County, participated in negotiations with Congressional staff and the Ways

and Means Committee to work out the specific amendment which will assist the disadvantaged persons in the five cash out states.

On behalf of NACo and Los Angeles County, Garcia aided in developing a provision whereby the Social Security Administration will make the eligibility determination and pay the grant increase to the disadvantaged recipients in the five cash out states.

As originally drafted, the amendment would have required the five states to conduct a case by case survey to identify those SSI recipients who are entitled to a cash increase. The administrative costs of such a survey would run as high as \$35 million in California, and approximately \$40 million in New York. In its current version, the amendment calls for states to pay for the grant increases, but they will have virtually no administrative costs.

Charlotte Williams, Chairman of NACo's Welfare Steering Committee, Genesee County, Mich., hailed this legislation as a victory for the counties. "The overall effect of this bill," Commissioner Williams said, "is the version of monumental administrative costs faced by each county in all 50 states." She noted that "this legislation is only the beginning in a series of needed changes to the Food Stamp Act. NACo is currently involved also in an all-out effort to get increased federal sharing in the administrative costs of the food stamp program, through separate legislation now pending in the House."

The Corman bill recipients is expected to get quick action in the Senate.

## Manpower Allocations Released

The Labor Department has released local allocations of funds contained in the second supplemental appropriation for several manpower activities, including programs under provisions of the Emergency Employment Act (EEA).

The appropriation released \$250 million for a public employment program authorized under transitional provisions of the Comprehensive Employment and Training Act (CETA) of 1973. But the money will be spent according to the regulations which governed county EEA programs.

Public Employment Program (PEP) sponsors can spend the money for public jobs until June 30, 1975. This cancels the former EEA deadline of December 31, 1974. Counties which used their own resources to finance PEP from April to July 1974 may reimburse themselves from the new allocations.

In addition to this source of public jobs, Congress appropriated \$370 million under Title II of CETA. This title provides employment opportunities in areas of high (more than 6.5 percent) unemployment. Many jurisdictions will find a significant increase in these allocations above those announced previously by the Labor Department. The 1974 funds can be spent throughout FY 1975.

At least \$350 million for Title II (the Administration's budget request) will be included in the FY '75 appropriation. Sponsors and program agents will operate Title II projects under regulations issued in the *Federal Register* on June 4, 1974.

### Recreation and Transportation Money

The second supplemental appropriation also contained new summer youth monies. County CETA sponsors will receive additional regular summer funds, and recreation and transportation support money will be available to them for the first time.

Sponsors may spend the recreation money on economically disadvantaged youth, usually ages 8-13, for playground activities, organized sports and games, arts and crafts, field trips, special events, educational tours and activities and instruction in creative arts. Transportation programs may offer transit to jobs, as well as cultural, education and recreational activities.

According to Michael Yaffa, former National Director of the Summer Recreation and Transportation Programs funded through the National League of Cities/U.S. Conference of Mayors, recreation programs have taken many forms in past summers, when they were run in large cities.

Jurisdictions used these funds to extend swimming pool hours, buy recreational clothing such as sneakers, purchase playground equipment, extend amateur theater programs to low income neighborhoods, pay for admission tickets to special

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## Rally Canceled

The Mass Transit Action Coalition Rally, scheduled for June 26, has been cancelled. The House Public Works Committee had originally planned to have a mass transit bill ready by then, but it will not be ready until early or mid-July.

Coalition members and any others interested in the issue will have a meeting during NACo's annual convention in Miami Beach, July 14-17.



## Washington Briefs

**House Debates Community Development** — As *County News* goes to press, the House is considering HR 15361, the Housing and Community Development Act of 1974. The bi-partisan bill (with strong Administration backing) which emerged from the House Banking and Currency Committee is expected to easily pass with few, if any, amendments. The bill consolidates the HUD categorical community development programs into a single block grant with funds distributed on the basis of an objective needs formula. It also contains a new Section 23 leased housing program to be the principal means of federal subsidies for low and moderate income housing. Once passed by the House, the bill will go to a House-Senate conference committee to be resolved with S 3066, passed by the Senate in March. They have substantial differences. The Senate bill does not contain a formula distribution of community development funds and contains extensions of the conventional public housing as well as the Section 235 and Section 236 subsidized housing programs. NACo will be strongly urging the conference committee to accept the House version.

**Payments-in-Lieu (WRD Alert)** — The NACo-sponsored legislation to provide a system of payments-in-lieu of property taxes is in danger of a setback. Field hearings that had been tentatively scheduled for this summer may be cancelled. The legislation (HR 12225) sponsored by Congressman John Blatnik (D-Minnesota) could compensate counties for federally-owned, tax-exempt lands within their boundaries. It is important that all counties who are concerned write Representative Morris K. Udall, Chairman of the Interior Subcommittee on the Environment, and point out how important this legislation would be for the county tax base.

**OEO Extension Pending in Senate** — The Senate Subcommittee on Employment and Poverty is expected to consider legislation continuing the community action program currently administered by the Office of Economic Opportunity shortly after returning from the July 4 Congressional recess. The committee most likely will follow provisions contained in HR 14449, passed by the House in late May. That bill transfers community action to HEW, authorizes \$330 for the first year of the program and sets a declining federal match from 80 percent in the first year to 60 percent in the third. Changes are being contemplated, however, in the amounts to be authorized as well as the level of the federal matching share. Since authorization for the community action program exists through June 30, 1975, the program will be funded through a continuing resolution allowing it to be funded at the Fiscal 1974 appropriation level.

**OMB Withdraws A-70 Issuance** — Responding to overwhelming opposition by NACo and other public interest groups, the White House has directed the Office of Management and Budget to withdraw "for further analysis" the controversial Circular A-70. Had the circular been issued, it would have established a federal government-wide policy prohibiting direct or indirect federal guarantees of tax-exempt state and local bonds. It would have severely affected such programs as urban renewal, public housing, hospital loan construction and water and sewer. To insure that A-70, even if issued, would not affect housing and community development programs, NACo and other public official groups jointly proposed an amendment to HR 15361, the Housing and Community Development Act of 1974, to nullify its effect. The amendment was overwhelmingly approved by the House Banking and Currency Committee. White House aides have said publicly that the circular will not be issued in the future without review by the Congress and state and local officials.

**Senate Introduces EDA Bill** — A bill has been introduced by Senator Montoya (D-New Mexico) to extend the Economic Development Act (EDA) for three years. The bill calls for increased funding of EDA grant programs and is similar to the House version, HR 14883, approved by the House Public Works Committee. Both versions would include a new Title IX to allow for a demonstration program for the Administration's proposed Economic Adjustment Assistance block grants to states. NACo will be testifying before the Senate Economic Development Subcommittee on June 26. The House version is expected to go to the floor during the same week.

**Court Holds Up Water Funds** — The Supreme Court has granted a government request to withhold sewage grants to five states until its rules on the issue of "impoundment" next term. A lower court had ordered that these grants be distributed to Texas, Oklahoma, Kansas, Missouri and Wisconsin after these states maintained that the funds, if not released, would be irretrievably lost after June 30, the end of the 1974 fiscal year. Russell Train, EPA Administrator, appealed to the Supreme Court, contending that the states would obligate the contested funds and might be in a financial bind if the Supreme Court rules that impoundment is legal. Train maintains that all five states have enough money to continue their sewage programs and will have no "irreparable harm" caused by the withholding of grants.

**National School Lunch Act Passed** — The House and Senate have voted to agree to the conference report on HR 14354 to amend the National School Lunch Act and to authorize the use of certain funds to purchase agricultural commodities for distribution to schools. The bill raises the federal contribution to school lunch and nutrition programs by \$210 million in the next fiscal year. The bill passed the Senate by voice vote without debate. The legislation would raise from 7 to 10 cents the minimum federal contribution in food or cash for each school lunch. To enable more children to buy lunch, the bill would allow schools to sell at a reduced price to pupils whose family income is up to 75 percent of the federal poverty guideline. A third section would expand the special program of providing food for pregnant poor women, infants and pre-school children.

**House Acting on Drinking Water Bill** — The Safe Drinking Water Act (HR 13002) is being marked up by the full Committee on Interstate and Foreign Commerce. The committee reached a compromise over a controversial provision permitting the Environmental Protection Administrator to directly intervene if a state fails to act against a drinking water safety violation. Many argued that this provision was giving the federal government too much involvement and that enforcement should be left to the states. Supporters argued that this provision was already too weak to ensure consumers relief from health dangers. The compromise reached would permit the Environmental Protection Agency to initiate civil suits when a state fails to take action against a health violation by a state enforcement agency.

## Importance of Federal Aid To Local Governments Stressed

County officials from New Jersey and New York gathered recently to discuss federal and state aid programs. Their agenda included Law Enforcement Assistance Administration, equal employment regulations, transportation, manpower, the new minimum wage amendments and grant management guidelines from the Office of Management and Budget.

County executives John Klein and Ralph Caso, from Suffolk and Nassau Counties in New York, opened the sessions by stressing the importance of the federal aid programs to local government.

Klein noted that federal assistance contributed an amount equal to the property tax in county income. Caso discussed NACo's effort on mass transit funding, which he is spearheading.

In the LEAA-EEO session the role of women on police forces was examined at length. Lew Taylor of the International Association of Official Human Rights Agencies told the group that many preconceptions about police work and women's capabilities have proven false. Recent studies show that 80 percent of a police officer's time is spent on social problems and paperwork, rather than arrest activities. Yet most police qualifications and training stress arrest situations.

Other studies, he said, indicate no appreciable difference between male and female performance in all phases of law enforcement, yet very few women are working as officers.

LEAA is now requiring that specific affirmative action be taken to correct the screening out of minorities and women from federally funded jobs, he pointed out.

At the manpower workshop, Klein, addressing the group from his perspective as NACo's Manpower Steering Committee Chairman, stressed the need to enhance

the integrity of the special revenue sharing concept through successful county management of the new Comprehensive Employment and Training Act of 1973 (CETA).

Suffolk County Commissioner of Labor, Lou Tempera chaired a panel which included Eugene Tashman of the New York State Manpower Planning office and William Tracy, representing the New Jersey Commissioner of Labor and Industry. Both men explained their state's plans for involving rural counties in manpower planning and the formation of their state manpower councils. New York is offering its 33 rural counties most of the authorities of prime sponsors under CETA. New Jersey intends to give planning grants designed to improve rural manpower capabilities.

The transportation panel featured Lloyd Peterson, the top federal representative in the region for the Department of Transportation. He and other panelists discussed the availability of planning grants, mass transit legislation and rail reorganization progress in the Northeast. Nassau County's Director of Transportation, Martin Gach, chaired the group.

Slide presentations explaining the intricacies of OMB Circulars A-87 and A-102 were narrated by Nick Jougans of the Department of Labor and Palmer Marcantonio of the General Services Administration in Washington.

Leo Friedman of the Region II Department of Labor Office led a lengthy question and answer period about the new minimum wage legislation.

Because of the high level of interest in this topic and the LEAA guidelines, NACo will present major workshops on these two issues at our annual conference in Miami Beach.

The sessions were held at the Colonie Hill Resort in Hauppauge, New York.

## NACE "Matter and Measure"

National Association of County Engineers

### Bill Maslin Recuperating at Home

Bill Maslin is now home and doing very well. Evidently the hospital staff felt that they had obtained maximum benefit from Bill's consultant services. His doctors have advised him to start walking a mile a day. This could conceivably give him a new insight for the NACE training guides — the pedestrian's viewpoint on road maintenance.

### Additional Loans for Amtrak

The U.S. Department of Transportation (DOT) has approved federal guarantees for an additional \$347 million of loans of the National Railroad Passenger Corporation (Amtrak) for the purchase of new equipment. The funds will be used for: 57 Metroliner-type coaches for the northeast corridor; 200 single-level, high-density seating coaches; 11 electric locomotives; 135 diesel-electric locomotives; and six turbine-powered five-car train seats. In addition to purchasing new equipment, existing equipment and facilities will be modernized and overhauled.

Transportation Secretary Claude S. Brinegar said that although today's Amtrak expenditures are greater than those originally budgeted for by the Administration, "the increased authorization primarily recognizes the energy savings that can be derived from

well-patronized intercity rail passenger service and our belief that the proposed expenditures will result in a significantly increased patronage.

### BART Environmental Impact Evaluation

The U.S. Department of Transportation and Housing and Urban Development have awarded a \$340,900 contract to the San Francisco Bay Area Metropolitan Transportation Commission and a consultant to evaluate the effects of the Bay Area Rapid Transit (BART) system on environmental quality in the Bay area. Studied will be BART's impact on noise levels, use of energy resources, air pollution, community appearance, and other environmental problems; effects of these impacts on people living near the system; reasons for the presence of some impacts and the lack of other anticipated impacts; and local national benefits to be derived from an understanding of BART's impacts.

The evaluation will continue over the next three years. Findings will be compared with environmental and other data gathered before BART began operating. Results will be published so the knowledge may be applied to environmental planning processes associated with public transportation and other community systems.



## Rural Water Grant Rules Out

Regulations governing grant applications for rural water and waste disposal systems have been published and are available from local Farmers' Home Administration (FHA) offices.

These regulations were developed to allow new applications for \$120 million in grants under provisions of the Rural Development Act of 1972. These funds had been impounded but were released by the Office of Management and Budget on May 7. For copies of the regulations and assistance in preparing applications, counties should contact their local Farmers' Home agent or supervisor.

### NACo Rural Coalition Efforts

NACo's Rural Development Coalition has been urging the release of these funds and the appropriation of more funds in FY 1975 to allow rural communities to improve water and waste disposal systems. Although release of these funds will help many rural counties, the Nixon Administration is now indicating it plans to request no funding in FY 1975 for more water and waste disposal grants.

Don Cleveland, Rural Development Coalition leader, is urging all counties both rural and urban, to continue efforts to get Congress to appropriate the full \$300 million for water and waste disposal grants authorized by the Rural Development Act.

Counties are urged to write Senator John L. McClellan, Chairman, Senate Appropriations Committee; Congressman George H. Mahon, Chairman, House Appropriations Committee, and Earl L. Butz, Secretary of Agriculture, urging them to support full funding of the act.

### Regulations are Improved

The new regulations are improved over the previous ones. Grants will be authorized for up to 50 percent of an eligible project, rather than only 25

percent, and other federal grants or loans can be used as matching funds where possible.

Population eligibility limit for a county or community within a county is 10,000. However, countywide systems are encouraged and several communities can jointly apply for grants and loans.

A community must demonstrate that they already have a debt service charge of at least 1 percent of median family income based on Census data.

Priority will be given to projects which will remove serious health hazards. Priority will also be given to water system projects, but both sewer and solid waste disposal systems are eligible.

A county must also demonstrate that user charges equal the prevailing rates in other communities.

The approval or sign-off for grants rests with the state Farmers' Home Administrator.

### Manpower

(Continued from page 1) events, offer youth self-defense courses and buy lodging and meals on field trips, he said.

Many cities also used the funds to supplement existing recreation projects, Yaffa noted.

The transportation resources were usually for bus fares for disadvantaged youth who needed to get to summer jobs, according to Yaffa. Buses and other vehicles were rented to assist in a recreation activity or an educational program. No vehicles can be purchased with the funds, he said.

Administrative regulations for the money permit prime sponsors to spend whatever amount of their allocation they choose on recreation or transportation. Administrative costs (salaries, consumable office supplies, etc.) must not exceed 20 percent of this special grant.



## the Ballot Box by Richard G. Smolka

National Association of County Recorders and Clerks  
American University Institute of Election Administration

The Election Administration Bulletin of the Office of Federal Elections reveals that 34 percent of local election boards provide copies of voter lists to commercial firms and 71 percent of the jurisdictions provide these lists to other government agencies. In addition 11 percent reported that they required social security numbers as a means of voter identification.

These figures were based on responses from 4,567 of the 6,279 election boards and have caused some members of Congress concerned with privacy and use of public records to become alarmed.

Political parties are able to buy or receive voter registration lists in 95 percent of the jurisdictions surveyed and private citizens, candidates, or potential candidates may buy the lists in 67 percent of the jurisdictions. There have been no objections to this use.

Vote fraud was charged in three percent and registration fraud was charged in one percent of the localities responding to the survey. The Office of Federal Elections is now looking into the possibility of fraud with computer vote counts and has entered into a contract with the National Bureau of Standards to study the subject. The National Bureau of Standards is expected to develop guidelines for computerized vote-tallying systems.

### Election Reform Bill Heads For House Floor

The House Administration Committee

which has been marking-up an election reform bill for the past several weeks is nearing the completion of its task. A bill may be reported out of committee about the end of June. It now appears that the House version of election reform will differ considerably from the Senate version passed last year, and the differences will be resolved by a conference committee of both houses.

The current House version makes no provisions for public financing of elections. There may be attempts made on the floor of the House to amend any election bill to include such matters as public financing of elections or post card voter registration.

### Election Experts Move On

L. Fred Thompson, Director of the Office of Federal Elections has decided to retire after almost thirty years in the federal service. Thompson was named director of the federal office when Phillip Hughes was promoted within the General Accounting Office in 1973. Thompson had been deputy director of the office since its inception in 1972.

Richard J. Carlson, Election Systems Project Director for the National Municipal League, has completed his work for that organization and has accepted an important research post with the Council of State Governments in Lexington, Kentucky. Although his research responsibilities will be broad, Carlson intends to maintain his lively interest in elections.

## New Directions

Karen Frey  
Human Resources Center

### Medicaid

The Arizona Legislature approved a medical assistance bill that will bring the state into the federal Medicaid program starting in October 1975. The bill instructs the state Department of Health Services to set up a medical assistance program that would meet federal requirements for matching funds.

Arizona has been the only state without a Medicaid program. An estimated maximum of 260,000 persons will qualify for the medical assistance benefits.

Under the new program, counties will pay the money previously spent on medical assistance into a state fund and then will be reimbursed by the state. Counties will not have to pay into the fund more than they spent for medical assistance in their own programs in fiscal 1974-75.

### Behind the Times

At a Pennsylvania Governor's Justice Commission hearing on prison reform and program development, a *Lehigh County* commissioner called the county's prison system "100 years behind the times" and recommended a regional approach with diagnostic intake of prisoners to determine how they should be handled. Corrections and probation officers for the county also participated, endorsing inter-county transfer of prisoners to begin re-integrating them into their home counties through work-release and training programs. Other officials present advocated expanded training programs for secondary prison supervisors, and orientation in the rights of inmates for all prison officials.

### Economic Development Grants

The Economic Development Administration approved a \$600,000 grant to help create immediate construction jobs for unemployed workers in *Somerset County*, Maryland. The funds will be used to improve and expand the water system to provide additional services to industrial and commercial users.

A similar grant was approved for *Valencia County*, New Mexico. Under the grant \$150,000 will be used to create immediate construction jobs for unemployed workers. The project involves construction of a visitors' center at Sky City.

### Federal Assistance

*Elkhart County*, Indiana, has become eligible for federal financial assistance upon designation as a redevelopment area by the Economic Development Administration. Elkhart County's designation is based on the sudden rise in unemployment caused by production cutbacks at mobile home and recreational vehicle plants. Federal funds will be used to help create jobs and stimulate long-range economic growth within the county.

Supervisor Jim Hayes, *Los Angeles County*, California, has announced that the county is seeking federal aid to finance a national pace-setting emergency medical training program.

The approved proposal would establish an Emergency Care Education and Resource Center for the training of emergency medical personnel from throughout the county. The center would be the first of its kind in the United States.

Along with training, the center would provide such services as development and packaging of curriculum and instructional materials, consultation services in emergency medical training, and also act as a storehouse for emergency medical information.

### Rehabilitation

*Montgomery County*, Maryland, will concentrate increased professional staff in the area of prisoner rehabilitation with a new program funded jointly by county and federal government. The recently hired staff ranges from intake officer to discharge planner, with 12 full and part-time counselors, social workers, group therapists, and community liaison specialists. The project will be operated for a year to lower the prison population, improve adjustment to prison, assist return to the community, and reduce recidivism.

Two minimum security residences for prisoners in the new work-release program have been renovated in *Camden County*, New Jersey. The houses will hold 32 to 35 men and women and the program's administrator expects both municipal and county prisoners to participate. About 60 employers in a 30-mile radius of the new residences have agreed to employ prisoners.

### SSI Alert

Most counties now providing services to the aging through the use of Older American Act funds are active members of the National Council of Senior Citizens. That organization has just acted to head off a plan by the Social Security Administration which could have violated the right to privacy of over five million Social Security recipients.

This plan was the result of mounting criticism in the past few weeks for failure to alert potential recipients of their eligibility for Supplemental Security Income (SSI) payments. The senior citizens group has criticized the Nixon Administration for its "puny efforts to alert the public to the benefits of the new legislation." They have charged that the program has succeeded in getting benefits to no more than 350,000 SSI newly eligible beneficiaries out of a potential estimated at more than three million people.

Such criticism prompted the Social Security Administration to adopt a plan to give the names and addresses of some 5.2 million low income Social Security recipients to the American Red Cross — the SSI Alert program managers — who would then supposedly turn them over to community volunteers so that contact might be made to explain SSI eligibility requirements and benefits.

It was protested that this would be a breach of confidentiality. The association recommended, instead that a letter accompany each Social Security check lower in value than the SSI qualifying level. The letter would explain that the individual may be eligible for SSI and describe the conditions of eligibility.

Accompanying the letter would be a card addressed to the Social Security local office in the recipient's area which could be used to request further information about SSI. Although the letter would urge potential recipients to go to their local Social Security office for information, there would be a place on the return-card to request a personal visit from an SSI Alert volunteer.

As a result of the protest, the director of the Administration on Aging has announced that a plan such as the one proposed could be supported by the SSI Alert group and it is reported that the Social Security Administration will now drop its original plan.



## County Opinion

### New Hampshire Wins

Led by Commissioners Ed Lobacki and John Driscoll, Hillsborough and Rockingham Counties have won a long battle to establish their counties' eligibility for manpower prime sponsorship and to set up an equal partnership consortium with the Governor.

Faced with a history of town and city domination of local government, the two have worked together since January to successfully challenge a federal ruling that their counties could not be recognized as units of general purpose local government. This meant they could not be prime sponsors under the new manpower legislation. Along with Dick Roulx, Executive Secretary of the New Hampshire Association of Counties, they spent long days negotiating a statewide consortium agreement with the state Office of Manpower Affairs to bring a 10 percent bonus payment into the state.

Their success promises even more than a sound, economical system of administering manpower programs.

First, all of New Hampshire's ten counties have rallied

to the issue. The smaller counties are negotiating now for a strong role in the governor's "balance of state" part of the manpower program.

Secondly, with this new unity, the association easily defeated a recent move in the state legislature to abolish county government. In fact, the commissioners are reasserting long-forgotten powers and responsibilities of county government.

Finally, the precedent set by county prime sponsorship of manpower programs promises to carry over to other issues, and, hopefully, to other states in New England. As we have said so often in the past, our social problems are now so clearly regional in nature that counties are the areawide government for the '70's. The county is the city of tomorrow.

Congratulations to Commissioners Lobacki and Driscoll, Executive Director Roulx and all of New Hampshire's active, concerned Commissioners! They prove the difference active commissioners and an active state association can make.

## Resolutions Committee to Meet Sunday at Annual Conference

A major change in this year's agenda for the annual conference is that the Board of Directors, meeting as the Resolutions Committee, will meet on Sunday instead of Monday.

The committee, in an open meeting, will receive proposed amendments to the *American County Platform* and resolutions suggested by NACo steering committees.

If a resolution from a member-county has been disapproved by a steering committee, the resolution can still be submitted to the Resolutions Committee.

The committee can approve, disapprove or amend any resolution or platform amendment.

It will meet on Sunday, July 14 from 10 a.m. to 4 p.m. in the Voltaire Room of the Fontainebleau Hotel.

The resolutions and platform amendments have been mailed to the chairmen of the board of each member county and to all elected county executives. The National Association of Park and Recreation officials (NACPRO) have completed plans for the annual conference.

On July 15, the NACPRO Board of Directors will meet to discuss policies for the coming year. On July 16, all park and recreation officials are invited to join a tour of parks in northern Dade County. The tour will include a beach, marina, and inland recreational facilities.

The following morning, July 17, NACPRO will be co-sponsoring a workshop on "Comprehensive Recreational Planning" with the National Association of

County Planning Directors. The topic will be approached from both the planning and recreational angles by the experts on the workshop panel.

Further information can be obtained from Jayne Seely, NACPRO Liaison, at NACo.

Prior to the official opening of the conference, a detailed status report on federal legislation, federal agencies and categorical grant programs will be given at the NACo Council of Intergovernmental Coordinators (CIC) mid-year federal aid briefing on Saturday, July 13, 1974, in the Bonaparte-A Room of the Fontainebleau Hotel, Miami Beach, Florida; the brief will run from 9:00 a.m. to 4:30 p.m.

Such areas as health, social services, transportation, environmental protection programs, economic development assistance, community development and rural development will be covered.

In addition, a special one-hour session will be devoted to the impact recent air pollution regulations will have on counties. David Morell, Director of the Office of Transportation and Land Use Policy (Air Program Division) of the Environmental Protection Agency, will discuss the role that county officials can play in these air programs.

The final part of the program will deal with the role of counties and the federal regional council (FRC). Any ideas about ways the FRC's could be more helpful to coordinators should be forwarded to Aliceann Fritschler at NACo.

## New Hampshire Counties Get Prime Sponsorship Rights

by Nancy ReMine  
Manpower Staff

Representatives of Rockingham — Strafford Counties, Hillsborough County and the Governor of New Hampshire initiated an agreement June 7 for the statewide operation of manpower programs under the Comprehensive Employment and Training Act of 1973 (CETA). Their signatures ended a six-month struggle over prime sponsorship in New Hampshire.

Despite a 1970 population of 223,941, and 350 employees working in corrections, health, agriculture, welfare and many other government services, Hillsborough County was told by the Labor Department in January that it could not sponsor manpower programs under CETA because the county was not a "unit of general purpose local government."

More than 200 Rockingham County employees provide a population of 138,951 with a similar array of services. The recently dedicated 106-bed addition to the county's geriatric treatment home boasts the best physical therapy center north of Boston. Yet, Rockingham County was told the same thing about manpower prime sponsorship earlier this year.

There is no county government in New England, the U.S. Department of Labor in effect said.

Through the New Hampshire Association of Counties, Commissioners Ed Lobacki of Hillsborough County and John Driscoll of Rockingham County rallied their colleagues to challenge the ruling. After months of explanations, including a trip to Washington and generous contributions of Driscoll's legal skills, the counties won a reversal of the federal ruling in May.

Armed with their newly won status of prime sponsors, the three county boards (Strafford County joined Rockingham for the prime sponsorship designation) resolved to develop an agreement with the governor for a statewide manpower consortium, in order to bring a promised 10 percent bonus payment into the state.

"We wanted a fair agreement," Rockingham Commissioner Ralph Southwick said. "We certainly don't want to take anything from the governor. On the other hand, we don't want to give up any of our legal responsibility."

The result of this decision was a draft "Principles of Agreement" that the commissioners took with them to a meeting with Governor Meldrim Thomas, Jr. late in May.

"We took a rock-bottom approach to the agreement," Lobacki said. "A lot of provisions we would have liked were purposely left out so that we could avoid all the delays of long negotiations and get on with the job."

Driscoll agreed, "Our proposal was the minimum we could accept — a three-party, equal partnership — where each party retains control of its fair share of the funds."

With the governor's tentative approval of these broad principles, Driscoll, Lobacki, Rockingham Commissioner Vesta Roy and Association Executive Secretary Dick Roulx took a detailed draft based on the broad agreement to a follow-up meeting with the Governor's manpower staff a few days later. Responding to the county initiative, State Manpower Commissioner George McAvoy signed the document, with only slight revisions, on June 7.

New Hampshire will now receive an estimated \$400,000 bonus for manpower training.

In addition, the seven "balance-of-state" counties, who have been kept up to date on each development by Association President Lobacki and Roulx, are now insisting on a strong voice in the use of their share of the funds.

Led by Carroll County Commissioner Bill Payne, they met with McAvoy and his staff on June 6 to define their powers as "mini-prime sponsors."

Dividing the "balance-of-state" into three regional groups, the commissioners in Balknap-Merrimack, Grafton-Coos-Carroll, and Sullivan-Cheshire Counties were asked to appoint citizen advisory boards and to direct manpower programs into their areas.

To make this promise real, however, Payne's caucus resolved that additional action is needed. Because of the late start, the commissioners agreed to ask that ongoing manpower programs be continued until September to allow the citizen boards and counties to develop coherent plans. A key to their success will be a request for regional staff assistance. Moreover, using the active State Association as a vehicle for quick communication, the commissioners will present a united front to the state.

## LEAA Decision

(Continued from page 1)

increased more than 300 percent per year and new programs could be funded from each year's increased appropriation.

In fiscal years 1973, 1974 and 1975, the funds will remain the same. Because of inflation, the available monies will buy less.

In at least eight states, policies have been established to fund programs at less than 90 percent, particularly in the second or third year of funding. This decision was made primarily to free money to fund new programs.

The critical decision, however, relates to "buy-in" — that portion of the non-federal share that must be provided by the state. The act requires that "the state will provide not less than one half the non-federal share."

In effect, the policy means that if a state decides to reduce the match formula from 90-10 percent to 60-40 percent or any other figure, the total burden of making up the deficit falls on the local government, and none of it falls on state government.

As a result, if states adopt this policy, the cash-match requirement for local government could rapidly increase and result in the expenditures of millions of additional local dollars to match the federal share.

## County News

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

National Association of Counties  
1735 New York Avenue, N.W.  
Washington, D.C. 20006  
202/785-9577

Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription is \$15 per year. Send payment with orders to above address.



# OUTLOOK

On Issues Affecting Counties

## Regionalism: the quiet revolution Shaping regionalism

by Terry Schutten

Will counties shape the future of regionalism, or will regionalism shape the future of counties? This is one of the most important challenges facing county government.

It is not a glamorous challenge, but it strikes at the very heart of county government. Will regionalism soon be forgotten, will it continue in the form of voluntary cooperative organizations of government, or will a new powerful system of regional governments be created? The challenge cannot be ignored. The stage is being set! County officials must take an active role in determining the future of regionalism.

The articles in this issue of *Outlook* present positive and negative aspects of regionalism, delve into its impact on county services, and provide basic reference materials on regionalism. Bernie Hillenbrand, NACo executive director, summarizes NACo's historic involvement with regionalism.

Dr. Carl Stenberg of the U.S. Advisory Commission on Intergovernmental Relations (ACIR) says counties are the logical forerunner of regional government, but calls for reforms to meet the challenge of the future.

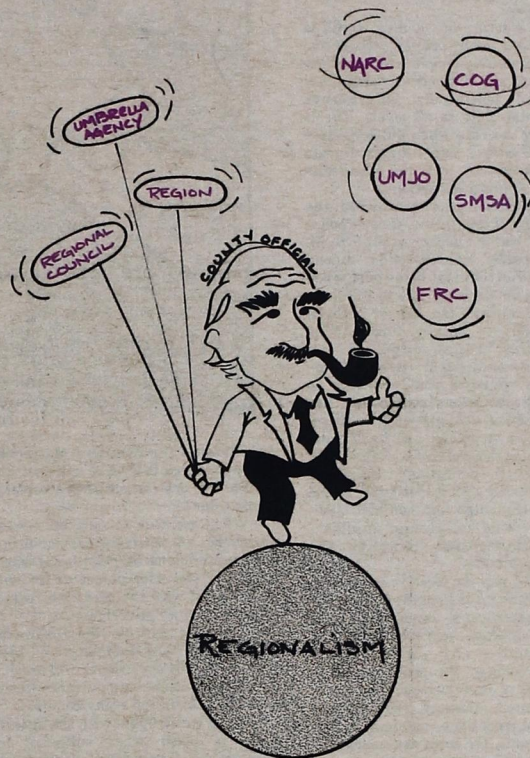
Ron Aycock, Counsel for Intergovernmental Affairs, of the North Carolina

Association of County Commissioners, discusses a practical approach to solving the problems of counties and North Carolina regionalism. His step-by-step method is a valuable example for other state associations.

Pro and con regionalism positions are presented by two state and two county officials. Dr. Robert Hawkins, former chairman of California's Commission on Intergovernmental Relations, outlines substantive criticisms of regional government, and emphasizes the county role as an areawide problem-solver. On the other side, state legislator Jerry Horton, of Georgia, believes regionalism is the only way to track the state bureaucracy. Supervisor Eugene T. Gualco, Sacramento County California, and president of the National Association of Regional Councils (NARC) states the regional challenge to county officials; countered by Arch Lamb, Commissioner, Lubbock County, Texas and member of NARC board of directors who explains why he resigned from his local regional council after seven years of service.

The impact of regionalism on solid waste, transportation, health, manpower and criminal justice is discussed by experts in those fields.

Keep this issue of *Outlook* handy; as it is a valuable reference for ideas and data about regionalism.



## Regionalism in transition

*Outlook* sought Bernard F. Hillenbrand's executive director, National Association of Counties (NACo), views on the history of the regionalism movement and its future.

**How did the regional, or council of governments, move start?**

Regionalism started in 1958 or '59 with the late Judge Edward Connor who was at the time a city councilman of Detroit, and by virtue of that job was a member of the Wayne County Michigan Board of Supervisors. Councilman Connor invited his fellow city and county officials from the Detroit metropolitan region to a dinner to explore mutual problems and get to know each other. He was amazed to discover that very few of the officials were acquainted with each other or had previously had an opportunity to discuss programs of obvious areawide import such as transportation, water supply, and water pollution control.

From this very humble start, a Supervisors Inter-County Committee was created, which to the best of our

knowledge, was the first council of government in the United States. From Detroit and Wayne County, the council of governments idea spread to other parts of the nation.

**How did NACo become involved with the new council of governments (COG) idea?**

Policy makers and staff directors of councils of government met at the annual NACo conference in July, 1960 at Miami, Florida. From this meeting, which had only a dozen or so attendees, evolved the idea that the National Association of Counties jointly with the National League of Cities (then called the American Municipal Association) would jointly serve the fledgling council of government movement. A joint service was designed to help elected city and county officials forming councils of government with organizational questions such as representation, service programs and finance. This council of governments service program was financed in the initial years solely by

NACo and the National League of Cities (NLC), without service fees or dues. The program included publications, model bylaws, organizational information and surveys. Then a grant from the Department of Housing and Urban Development permitted the joint service to hire their first and only staff director, Richard Hartman, and allowed NACo and NLC to significantly step up their service program. Regional policy continued to be made by the two sponsoring organizations. The joint service program was purely an administrative and coordination mechanism to provide information to council of government people.

**What role did the federal government play in regionalism?**

The council of government movement had a very slow and faltering start until the National League of Cities and the National Association of Counties jointly sponsored an amendment to the federal urban planning grant program "701" which made it possible for councils of government

to use federal funds to help create regional mechanism. This was the federal government's first step encouraging regional councils of government.

**Were there other significant developments in the history of the council of government movement?**

In 1967 a national meeting on regionalism and councils of government in Washington, D.C. created new interest in the council of government movement. With a grant from the Ford Foundation, the National Service to Regional Councils was established in 1967 with a three member governing board — the executive director of NLC; the executive director of NACo; and one executive director of a council of governments. A field service program was established and a significant stepup in service level was accomplished.

About this time, NACo and NLC sponsored administrative action which finally resulted in the issuance by the

(Continued on page 7)



# Counties should be the regional answer

by Dr. Carl Stenberg,  
Senior Analyst  
Advisory Commission on  
Intergovernmental Relations

In its *Eleventh Annual Report*, issued in 1970, the U.S. Advisory Commission on Intergovernmental Relations (ACIR) observed that, "Of all forms of local government in the United States, nearly all counties up until a few years ago had persisted the most in changing the least in responding to the needs and wishes of their citizens." Despite some significant breakthroughs, the years since then have not witnessed widespread county modernization efforts that would enable these jurisdictions to serve as an effective intermediary between the state and its municipalities.

Today the future of counties is still in doubt. Recent public opinion polls reveal that the American people are impatient with structurally outmoded, fiscally unsound, and functionally unresponsive governmental units at all levels. The is particularly the case when public service needs and citizen expectations remain unmet because they cross the boundaries of individual local jurisdictions.

Many functions once considered the responsibility of counties or cities — police protection, water supply, sewage facilities, and public transportation, among others — are increasingly being performed on an areawide basis by special districts, public authorities, and other regional agencies and are heavily funded from federal sources. The growing popularity of these multijurisdictional servicing arrangements suggests that solutions to many of the problems confronting our citizens require a geographic base, administrative structure, and fiscal capacity surpassing those of many localities. At the same time, the persisting jurisdictional fragmentation of all but a handful of the nation's metropolitan and non-metropolitan areas reveals the general unwillingness or inability of these units to bite the reorganization bullet.

The inadequacy of local responses to areawide problems is underscored by the federal government's assumption of a major regional leadership role during the 1960's. Congress and various federal agencies pinpointed the problems to be addressed on a multijurisdictional basis; then influenced, through requirements and financial incentives contained in two dozen programs, the form and operations of multijurisdictional organizations.

A diverse assortment of regional bodies has been created as a result of these federal initiatives, including more than 600 councils of governments (COGs) and regional planning commissions; 450 clearinghouses to handle review and comment procedures and Office of Management and Budget (OMB) Circular A-95; more than 500 substate districts for state functions; and approximately 1,800 areawide agencies for law enforcement, health, transportation, and manpower planning, economic development, air and water quality control, and other federally supported undertakings.

## A major challenge

The proliferation of regional organizations for planning, grant administration, and developmental purposes presents a major challenge to county government. Several counties, after all, are themselves areawide governments. Unlike most of the recently established substate districts, they have the funds, personnel, and authority to implement programs. Many observers, then, would agree that the following conclusion by New Jersey's county and municipal government study

commission is especially applicable to meeting areawide needs: "Even if county government had not existed in the Anglo-American structure it would have to be invented now."

What linkages exist between county government and the solution of regional problems? Here are some of the more obvious ones:

- When we talk about the need for areawide government, we too often overlook the facts that in almost 100 places, county boundaries are coterminous

roadblocks impede county efforts to deal with areawide problems through functional transfers or structural reorganizations like federation and consolidation. Coupled with political obstacles such as the absence of home rule authorizations and state-mandating of traditional functions, county performance of urban and regional services has been limited. And not to be overlooked, of course, are fiscal weaknesses, particularly over-reliance on property taxes, which represent another hurdle that counties must surmount.

view counties as mere appendages of the state, fit for mandating but little else;

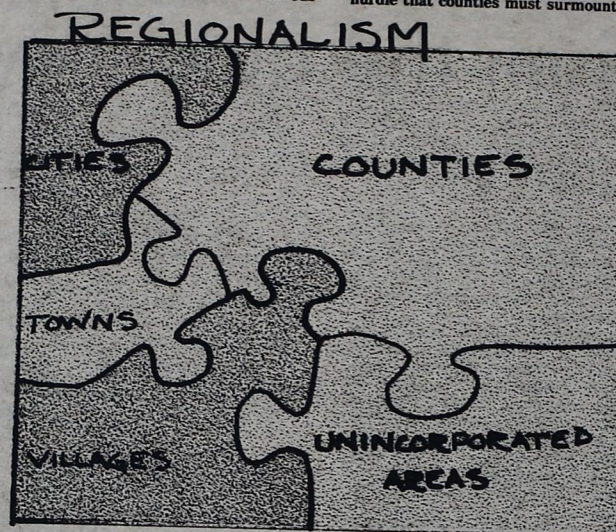
The view of some municipal officials that counties are adversaries, not local government allies;

The desire on the part of federal and state middle management specialists to rely on substate districts to perform regional assignments;

The inclination of officials at all levels to fall back on special districts as an easy, pragmatic solution to diverse servicing problems; and

The attitude of some county officials that substate regionalism is just another headache to be avoided, not a splendid opportunity for putting counties squarely in the middle of today's dynamic state-local relationships.

The outcome of these efforts will largely determine the future role of counties in substate regionalism, as well as in American federalism. The time for action is late.



with those of the Standard Metropolitan Statistical Area (SMSA's) and that about 170 SMSAs are composed predominantly of one county;

- When we seek to develop workable approaches to resolving such multijurisdictional problems as pollution, transportation, and law enforcement we frequently are involved with the servicing responsibilities of county governments;

- When we criticize the mushrooming and lack of accountability of special districts in both urban and rural areas, we actually are condemning a state-imposed restriction on all too many counties;

- When we struggle with the agonizing plight of rural areas suffering from outmigration, economic decline, and mounting service costs, we squarely confront the tough agenda now facing hundreds of rural counties;

- When we witness the gobbling up of valuable land on the urban fringe and in many of the country's scenic and recreation areas, we see the spinelessness of most land-use controls and zoning and, in some instances, a glaring weakness of county governments; and

- When we grapple with the complexities and frustrations of institutional reform, we soon recognize that every successful major metropolitan governmental reorganization, except in the Minnesota Twin Cities area, has involved a single restructured county.

Some counties already possess the geographic scope, regulatory powers, fiscal resources, and administrative capacity to occupy a pivotal position in areawide governance and service delivery. Others, however, must undergo substantial change in order to effectively perform regional responsibilities.

In several states, county modernization has occurred at a snail's pace. In large part, the not too glowing reform record has been due to the restrictiveness of state constitutions and statutes. State legal

## Remove restrictions

In its recently completed report on *Substate Regionalism and the Federal System*, ACIR called for the removal of many of these state-imposed shackles on county governments and for county assumption of more substantial substate servicing roles. County reform was viewed by the Commission as a key component of an intergovernmental strategy to produce more authoritative regional decision making.

The first element of this strategy would be the creation of locally controlled umbrella regional councils within the framework of a uniform statewide substate districting system. These organizations would deal mainly with multicounty problems, and counties would be a major instrument for the implementation of plans, policies and programs developed by the regional bodies. The second component calls for local governmental modernization and reorganization, including certain structural and functional reforms such as city-county consolidation and multi-county merger. Thirdly, the ACIR strategy looks to the states to establish an on-going functional assignment policy and process, which hopefully would help in sorting out and reconciling county and municipal responsibilities.

## County potential untapped

Counties have the potential to handle many regional service needs and to serve as areawide governments. In most cases, however, this potential has been virtually untapped. Unless county governments can remove the structural, functional, and fiscal limitations on their activities, the years ahead will see continuing growth of both substate districts and special districts. To achieve these reform objectives, at least five major challenges will have to be met:

The tendency of some state officials to

The United States Advisory Commission on Intergovernmental Relations (ACIR) has just completed a state legislator's guide to county modernization. The thrust of the material is to establish counties as the logical regional unit within the local government structure. The packet provides county officials and state legislators with model legislation in a number of areas to establish counties as regional coordinators. To obtain a copy of *County Modernization, A Legislator's Guide*, write to Carl Stenberg, Senior Analyst, ACIR, 726 Jackson Place, N.W., Washington, D.C. 20575. Also, this guide will be available at the NACo annual conference of the National Association of Counties in Miami Beach, (Dade County), Florida.

## Selected readings

The following is a selected list of articles, books, pamphlets, etc. which would be of interest for gaining additional insight concerning regionalism.

Advisory Commission on Intergovernmental Relations, *Regional Decision Making: New Strategies for Substate Districts*. Vol. 1, ACIR October 1973.

For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. Price \$3.80

Mogulof, Melvin, *Governing Metropolitan Areas*. Urban Institute, 1971.

Available from: Publications Office, Urban Institute, 2100 M Street, N.W., Washington, D.C. 20037. Price \$2.25.

National Service to Regional Councils, *A New Dimension in Local Government and Intergovernmental Relations*, National Association of Regional Councils, September, 1971.

Write to National Association of Regional Councils, 1700 K Street, N.W., Washington, D.C. 20006.

## Questionnaire

At the annual conference in Miami Beach, (Dade County) Fla., July 14-17, a questionnaire will be distributed geared to evaluating attitudes of locally elected officials toward regionalism. If you are attending the conference we would appreciate it if you would fill out the questionnaire which will be located at the information desk.



# Regionalism in transition NACo policy on regionalism

(Continued from page 5)

Office of Management and Budget, of the A-95 circular which requires that in metropolitan areas all or most grant applications have to go through a regional review process. This action greatly stimulated the council of governments movement.

We also secured a ruling from the Department of Housing and Urban Development that financial participation in the National Service to Regional Councils was an eligible reimbursement item under HUD grants. This opened the door to a dues support for the National Service to Regional Councils.

In 1971 the present structure emerged: a new organization entitled the National Association of Regional Councils. NACo and NLC retain a policy coordinating role.



Bernard F. Hillenbrand

**What do you mean by policy coordinating role?**

The idea was and is that there should be a coordinated voice for cities and counties in Washington on national issues. We didn't want to have NACo saying one thing, NLC another, and the National Association of Regional Councils yet another so five members of the NARC board must be members of the NACo Board of Directors, and five also come from NLC.

This organization ensures coordination between the three organizations, and helps to ensure a coordinated voice on regional issues nationally.

**NACo devoted an entire year's study to the question of regionalism through its Committee on the Future. What were the conclusions of this group?**

After considerable study, hearings, and comments from many NACo members, the committee suggested a national policy on regionalism which was unanimously approved by the membership at the Dallas annual conference in 1973 (see enclosed box).

At that conference NACo adopted additional recommendations from the Committee: The president of the National Association of Regional Councils would be a voting member on NACo's Board of Directors. Also, each of NACo's 12 steering committees would have a subcommittee on regionalism, and the chairman of the subcommittee together with the five NACo Board representatives who serve on the NARC Board would constitute NACo's national committee on regionalism. It is the responsibility of this committee to help coordinate the policies of NACo and the NARC board so that we ensure a sound united policy position with respect to regionalism and its impact on county government.

**What future role do you see for NACo in the regionalism movement?**

NACo will continue to play a key role in the development of regionalism. With the establishment of the NACo Regionalism Steering Committee and the employment of a regionalism specialist Terry Schutten, NACo plans to expend more time and effort in this endeavor. Counties which have questions or problems relation to regionalism should contact Terry.

Support of a Regional Council of Local Governments — Local elected officials of counties and cities should support regional councils as the forum where they can discuss and seek solutions to regional problems. Local elected officials in each area should decide the questions of mandatory or voluntary membership and the basis for voting and funding. The regional council, in this context, is not another layer of government, shall not have taxing authority, nor be an agency having operational or service delivery responsibilities, and thus be advisory only. The regional council is a means for local governments to identify regional issues, to examine possible solutions and to decide what agencies should be responsible for implementation.

**Means to Solve Regional Problems —** Local elected officials have a wide range of structural and functional alternatives to

consider for solving regional problems, such as: governmental reorganization; interlocal agreements and contracts; city-county mergers; strengthened counties; transfer of responsibilities; shared facilities and staffing; elimination or consolidation of special districts. In weighing these alternatives, local elected officials of each area should determine their own policies and procedures for implementing regional decisions.

This Association strongly urges federal and state governments to recognize and follow these principles in determining the organization and authority of regional structures and to support decisions made by local elected officials on regional issues. NACo particularly stresses the need for elected county and city officials to control all regional agencies and to determine regional boundaries.

## State association shapes regionalism

by Ron Aycock,  
Counsel for Intergovernmental Affairs

The North Carolina Association of County Commissioners sees regionalism not as a threat to local governments, but instead an instrumentality to make counties and cities more viable and more able to meet the challenges to be faced by local governments in the 1970's and 80's.

Since local government response to regionalism in a particular state will vary with the experience and background in that state, let me relate the particular North Carolina background and experience thus far. Some 13 years ago the North Carolina Association of County Commissioners and the League of Municipalities joined with the leaders of the then Governor's administration to gain legislative authority to create, on the initiative of counties and cities, several types of regional organizations. They were regional planning commissions, regional economic development commissions and joint planning and economic development commissions. As a result of enactment of this permissive legislation, several multi-county planning and economic development commissions were established.

In 1967 the Association joined with leaders of local government in the Piedmont area to gain legislative authority to authorize cities and counties on their own initiative to create regional councils of governments. The thrust of this authority was that the governing boards of the regional organization would be composed of elected officials. Another premise of this enabling legislation was that councils of governments (COGs) would be federations of their constituent member counties and cities and could not be consolidations of those cities and counties. Under this legislation two councils of governments were created prior to 1970.

A 1970 executive order purposefully left the administrative structure within each of the designated 17 multi-county planning regions to the counties and cities within those regions. In fact, even the decision as to whether or not to establish a regional administrative structure was left to the discretion of the counties and cities. The Association and the League assisted in drawing the boundaries of the 17 multi-county regions and development of the Governor's executive order.

Realizing the importance of regionalism to county and city governments and to the people of North Carolina, the commissioners' Association and the League

stumped the state encouraging local officials to create a regional council of governments within their particular multi-county planning region. Within a relatively short time, there was an organizational mechanism within each of the 17 regions. Presently in the state there are 12 regional councils established as councils of governments (COG's) and five established as planning and economic development commissions. All 17 regional council of governing boards are composed of at least 51 percent elected officials. Nine of the councils have boards which are composed entirely of elected officials. Thus, the power to control the activities of the councils is at least theoretically vested in member governments.

The Association realized very early that merely aiding in securing passage of legislation authorizing the creation of regional councils and encouraging county officials to create those regional councils was not sufficient. Instead the Association as well as the League realized that there was a necessity for both organizations to have a continuing interest in the regional movement and that the activities of their organizations should reflect this interest. To this end, the Association moved to restructure its districts for electing members of the Association's board of directors to conform to the 17 multi-county regions. By so structuring its own electoral districts, the Association acknowledged the fact that county officials within a particular regional area would have interactions concerning activities of their regional council, and that this interaction would tend to draw county officials from that region closer together. Further, the regional staffs would provide a convenient two-way communications mechanism from the Association headquarters to our electoral districts and vice-versa.

Next, both the Association and the League have scheduled regional council issues for discussion at their respective annual conventions. By this method, regional issues are highlighted for all county or city officials assembled at annual conventions. In addition, the Association as well as the League, increased their staffs to deal with regional issues. One person was added to each organization's staff who has a major part of his responsibilities dealing with regional councils and regional issues.

Finally as further attempt to integrate the activities of the Associations and the regions, the Association and the League jointly created a regional forum. The joint

regional forum is intended to be the mechanism within the respective organizations for regional issues to be discussed and recommendations made to the Association and League board of directors for action. Implicit in the creation of the joint regional forum, was the realization that regional councils exist to serve member governments and that there was a need for local governments in North Carolina to speak with one voice on local governmental issues as opposed to a regional council voice and a general purpose local government voice. Excerpts of the resolution creating the joint regional forum are presented below:

**1. Formation.** As extensions of local governments within a region, councils of governments have the same needs as local government. In order to develop a unification of local-regional interests and to serve the particular needs of regional officials, the Association, in cooperation with the North Carolina League of Municipalities, will establish a regional forum.

**2. Structure.** The regional forum will be representative of county, municipal, and regional interests in order to create as extensive an interchange as possible. The forum will be governed by a standing committee consisting of nine members, all of whom are locally elected officials.

**3. Functions.** The regional forum will serve several functions. Among these functions will be: the planning and conducting of statewide meetings or conferences for regional officials; the development of specific statewide policy recommendations which are the consensus of regional officials for presentation to the board of directors of the Association and the League; and the initiation of service programs designed especially for regional officials. These services will be provided under joint agreement between the Association and the League, and will include the publication of a statewide regional newspaper.

One of the first activities of the joint regional forum was to draft a suggested regional policy position paper for approval by both the Association and the League members. This position paper may be obtained by writing the North Carolina Association of County Commissioners, 406 Wachovia Building, P.O. Box 1488, Raleigh, N.C. 27602.



# State, county officials speak out

## Bypasses local control

by Arch Lamb  
Commissioner  
Lubbock, Texas and NACo board member  
and NACo Representative on NARC  
Board of Directors

My first thought when councils of governments (COGs) are mentioned, goes back to a New Orleans meeting in the mid-60's. COGs, we were told, "are just toothless paper tigers". Nothing but good can come from them. Planning and research are the perfect panacea for urban ills. If you're troubled with sprawl, high density population, solid waste, overlapping jurisdictions, pollution or socio-economic imbalance, organize a COG and get a planning and research program going, we were told.

It reminded me of the early days in rural Texas, when a Mr. Tate came riding up behind his beautiful Bay horse, sitting proudly on the seat of a wagon which is filled with eight-ounce bottles of "Tatelix", that wonderful cure-all elixir of herbs. When he got his medicine show in full operation, we were fascinated to hear him proclaim the magical results of just one big tablespoon taken twice a day. It will ease the pains of toil, or restore the vitality of the pale and puny, he said. He sold out at a \$1 a bottle and drove out of town. Months

later nothing had changed; a lot of money had been spent, but the aches and pains were still around.

We've poured millions of dollars into COG's, but the problems of cities and counties and people remain much the same too.

The principle failure of regionalism is centered in the fact that the authority of local elected officials is either by-passed or limited. The federal government still lacks faith in state and local government, so refuses to trust them with their own destiny.

My thoughts about COGs are based on my experience as a representative to the South Plains Association of Governments in Texas. After years of effort and frustration, I resigned from the Association last month.

In my opinion, a locally elected officials has gained his position through one "heck" of a lot of hard work, effort and struggle. In our republican form of government, he represents the people, not only on his county board but to a variety of private and public agencies.

It is difficult to accomplish the objectives of COG's with so many controls and so much authority centered in Washington, D.C. The state capitols, county court-houses and city and townhalls should no

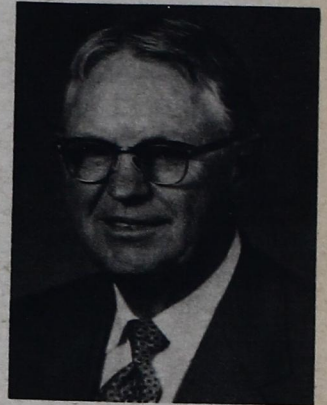
be bypassed for the convenience of the federal government.

Many times the federal bureaucracy forgets to consider the fact that their programs, once enacted, are implemented at the town, city or county level. Regionalism is a prime example. Across the country, regional boundaries were formed in many places without considering the opinions of those locally elected officials who would be most affected by the boundaries.

In addition, the regionalism movement is primarily a result of federal guidelines which have required certain areawide procedures in order to receive federal monetary support. This process removes much of the local autonomy from the cities, towns and counties; and therefore should be closely watched by elected officials.

According to a recent survey by the National Association of Regional Councils (NARC), 32 percent of locally elected officials joined regional councils in order to be eligible for federal funds. The figure represents the largest percentage of responses.

It is unfortunate that many locally elected officials are forced to join councils of government in order to receive their individual shares of federal funds.



Arch Lamb

There are alternative methods of solving areawide problems other than creating a separate regional organization. A few methods are: intergovernmental agreements, contracts, or consolidation of services for more than one county.

The emphasis of solving problems which require a regional approach should be handled by increasing the authority of local government to explore alternatives to regional government.

## Maintains local control

by Eugene T. Gualco  
President  
National Association of Regional  
Councils (NARC) and Supervisor,  
Sacramento County, California

It is not the regional council which is eroding the power of local government; the "enemy" (in the words of Pogo) is "us". Ten years after the regional movement to solve multi-county problems began to take on real momentum, we are still explaining why regional councils are needed and what they are doing for counties and cities. And while those of us who are firm believers in these councils are still explaining why they are a major tool for maintaining local control over regional decisions, power is being passed on to the state and to other types of areawide organizations which are outside local control.

### Keeping decision making local

The American people generally prefer that their local government, the one which is closest to them and which they can most easily control, deal with such basic issues as police protection, transportation, housing, water and sewer, and land use. But the regional nature of so many of these once purely local problems has placed it beyond the power of individual local governments to easily resolve them. And the patience of our constituents is growing thin. The public is simply tired of polluted air and water, tired of sitting in traffic jams everyday. Today they are less interested in who picks up their garbage and builds the roads, as long as someone does it.

Local government now has come to recognize that the problems of autonomy and lack of coordination inherent with special districts can be serious. And as a result, special districts are no longer looked upon as the answer to regional issues.

Alternative solutions to the regional problem are still being sought, one of the

latest proposals being that the county be given regional coordination responsibility. While this may work in some isolated areas, I believe that for the most part it is an unrealistic approach. Of our nation's 268 standard metropolitan statistical areas (SMSA's), only 126 are now comprised of a single county. Many of these 126 SMSA's are growing at such a rapid rate that they will soon be larger than a single county, and will themselves require multi-county solutions.

Moreover, it is politically unrealistic to think that an urbanized county can make decisions for municipalities within its boundaries. With few exceptions, these municipalities are not even represented on the county's governing body.

Finally, this approach does not consider the situation in areas outside of metropolitan regions, where multi-county approaches are the only feasible alternative.

### Advantages

What, then, is the best mechanism for dealing with those once-local problems that have now become regional problems? For most of America's local governments, the answer right now is the regional council, in which local city and county governments come together to attack regional concerns through mutual cooperation. The regional council approach has the advantage of maintaining local control, and is, I believe, the one best hope for the survival of local government in America.

Many regional programs are of a "noncontroversial" nature and have been generally accepted as making just plain good sense. For example, the member governments of the Centralina Council of Governments (COG) Charlotte, decided it was to everyone's advantage to have their COG operate an assessment and reevaluation program for the member counties. By proceeding in this way a permanent staff of professional appraisers was created, the use of outside contractors avoided, local control improved, and tax dollars saved.

Similarly, member governments of the Centre Regional Council of Governments in the State College area of Pennsylvania found it to their mutual advantage to have the COG develop and operate a comprehensive regional code enforcement program.

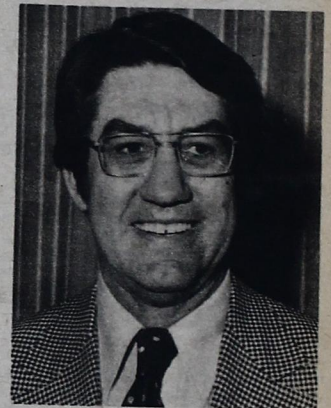
This is not to say that every decision or program of a regional council will benefit every member government. And this is where the controversy centers.

### The stakes

The stakes on the regional table are much higher than the economic value of regional programs . . . the very future of local government is on the line. Local elected officials must come to understand that citizens want solutions to areawide problems like air and water pollution, traffic congestion, urban sprawl, and crime. And in this complex and mobile world of today, areawide problems like these simply cannot be solved within the boundaries of a single county or municipality.

Our constituents are still looking to local governments to do the job. But if local elected officials fight among themselves and fail to produce solutions to recognized multi-jurisdictional problems, then the public will simply turn to the state capital or to Washington for solutions to their problems.

For that reason continual bickering between city and county officials over turf issues, and the all too common complaint that regional councils are usurping local control are most disturbing. A recent survey of municipal officials, taken by the National League of Cities, found that a major problem facing mayors and city councilmen is their relationship with counties. Out of 28 major urban problems listed, this was ranked third by councilmen and fourth by mayors — a greater problem than the energy shortage, zoning, housing, water quality, race relations, to name just a few!



Eugene Gualco

This really cuts through to the heart of the matter. With all the crucial problems facing citizens, local governments can't get themselves together, determine the best resources for doing the job, cut up the turf, and resolve some of these problems. We're too busy fighting among ourselves worrying about whether the city might take away some power from the county, the county might take some power away from the city, or the regional council might take some power away from both of us. If we don't stop worrying about turf, we're soon going to find that no one is doing an effective job, and the real decision making power has been passed on to someone beyond the control of local public officials.

### The test

Right now local governments are being tested as never before. New Federalism is emphasizing local control over local decisions. The question is, are we at the local level up to the job?

Many local officials believe we must strengthen our regional councils in order to meet the challenge of new federalism. On

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# on pro's — con's of regionalism

## Holds state accountable

by Gerald T. Horton  
State Representative  
Georgia House of Representatives

The arguments for active participation of county government in multi-jurisdictional regional organizations usually run along the lines of fostering coordination, the need for cooperative planning, the elimination of duplication and overlap, etc. Though these are sound points, I would suggest that regionalism is necessary for local governments in general and counties in particular as they relate to state government.

Historically, and prior to the landmark "Baker vs Carr" apportionment decision, state legislators were elected on a county-wide basis, and they represented the county in the appropriations and other legislative processes. Legislators and county officials were either partners or respectful political adversaries. At any rate, a legislator had to be concerned about his county and the county official had a person to call on.

As we have seen in the last round of reapportionment in our state capitals, legislative districts now rarely follow county lines. In most states, legislators represent small geographic areas in the cities and large multi-county districts in rural places.

The result of this atomization is that it is difficult for county government to hold individual legislators politically accountable for the actions of state government.

If, on the one hand, county government finds its legislative representation so fragmented that it is difficult to hold its

legislators responsible, on the other hand it faces a monolithic state executive branch running state programs and exercising state authority with little, if any, possibility of local participation in the planning and programming process.

### Accountability

With these facts in mind, regionalism is an approach that offers real promise for holding the state government, executive and legislative branch alike, accountable to county government.

Most states have designated some system of substate boundaries for state program planning. In a number of states, organizations of local elected officials and citizens are either allowed or mandated by state law as regional planning and development agencies. What are the possibilities of the sub-state district movement, both as a state administration and decentralization device and as an instrument of accountability?

The executive branch might be required by the state legislature to present program budgets and expenditures on a substate regional basis. Such a budget presentation would break through the monolithic character of most state departmental budgets and would give some notion of where the money is going and who is spending it.

Assuming the existence of Umbrella Multijurisdictional Organizations (UMJOs) in the districts with boards of locally elected officials would also have available state budget information for their region as compared with other

regions. This information would provide the factual bases for an accounting by both the state executive branch, and the individual legislators from the substate region of county officials.

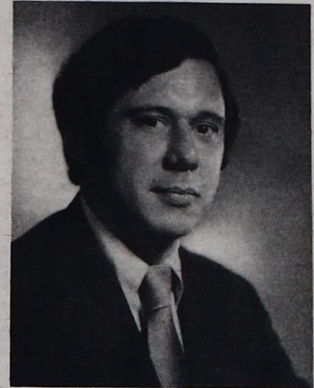
Such decisions of location of facilities within a region are too often made by state government without regard to the planning or desires of the individual units of local government. A regional organization could and should assume the responsibility of location decisions within a multi-county area.

### Regional resources

The regional government body should both present overall regional resource requests to the state and make resource allocations within the region on a program basis.

To achieve this system of accountability would be a restructuring of state government along sub-state district lines, with a strong decentralization of programming and administrative operation is needed. Obviously, state government could undertake this change, or reform, without any action by local government.

Decentralization of state government on a service district basis alone will not assure a more responsive state government. County officials should encourage the decentralization joined with a delegation of responsibility for planning and programming to a regional organization of locally-elected officials. What a region needs in terms of state services and where those services should be made available should be decided by the representatives



Gerald Horton

of the governments within the regions. All indications are that state governments will continue to decentralize. Whether county officials will seize this opportunity to demand a new partnership in the state-local government relationship is not as clear.

Ideally, local government will federate into multi-jurisdictional organizations with geographic boundaries coterminous with the state administrative districts. These local organizations would then press for the delegation to them of specific state planning and program functions rather than having them conducted on a decentralized basis by the state.

The desirability of regionalism described above is not, however, presented

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## Reduces local control

by Robert B. Hawkins  
Former Chairman  
California Commission on  
Intergovernmental Relations

Local government officials are hearing more and more that regional government is necessary. With absolute certainty they are informed that present local government structure represents a covered wagon mentality which fails to take into account the complexity of our modern society.

The argument is that centralized governing structures take modern complexity into account, thus resulting in better decisions. The clear presumption of those who make such recommendations is that while centralization has been a proven failure in the higher reaches of government, it should work quite well at the regional level.

Those who argue for regional governing structures usually make one of three arguments:

- 1) That regional governing structures will produce a government that is efficient, effective and responsive.
- 2) That regional governing structures will produce a decision making system that takes into account the increasing complexity and interrelatedness of regional areas.
- 3) That regional governing structures will produce a unit of government that simplifies and unifies a chaotic and uncoordinated local government system.

### Claims inflated

The claims of the need and benefits to be derived from regional organization are grossly inflated.

The regionalists first line of argument is that our present local government struc-

ture fragments authority and responsibility to the point of being inefficient, ineffective and unresponsive. It is maintained that a regional governing structure will realize economies of scale, be more effective in its decision making and be more responsive to citizens. While these claims are repeated with great regularity, nowhere do the proponents offer more than theory or anecdotes as evidence.

The evidence that does exist tends to support the following conclusions:

- 1) Economies of scale tend to peak out at very low levels of government — because most government services are labor intensive.
- 2) Per capita costs tend to rise as the size of a governmental unit increases.
- 3) As the number of governmental units increase within our counties, we generally find that per capita costs do not rise, but may in fact decrease because of governmental competition.
- 4) It has been our large, rather than small units of government that have been plagued with increasing ineffectiveness. Yet these failures are blamed on smaller units of government.
- 5) Citizens have higher rates of satisfaction in smaller units of government, make more complaints and are happier with the response.

It is true that regional organizations would be more visible to citizens, in the same sense that the Department of Health, Education and Welfare (HEW) is more visible than a county health department. But we can predict that this visibility will not guarantee increased responsiveness but only a proliferation of bureaucratic agencies and increased costs to the citizen in dealing with his government. We can

predict that regional organizations will generally be less efficient, less effective and less responsive than local government.

### Defining Region

A second line of argument starts from the definition of a region as a natural geographic area that encompasses an interrelated socio-economic system. This definition plus the growing complexity of society necessitates, according to the regionalists, that we have some form of encompassing regional governing structure; be it a super Council of Government (COG) or an elected body.

On its face this definition is appealing and true to an extent, but the wrong policy recommendations are drawn from it. Our society has become more complex because increasing knowledge makes more activities possible. Both the private and public sector have utilized specialization as a way of coping with this increased complexity. While it seems natural for professionals to specialize we continue the myth that somehow general purpose organizations can be all knowing and integrate our complex society.

Large general purpose organizations, which regional organizations would surely become, will never be capable of coordinating our complex urban centers. Coordination is only possible through constitutional and legal rules that structure the activities of smaller units of government.

There are several solutions to these problems. First they are political rather than organizational. As our society becomes more complex we will generally want smaller rather than larger general purpose units of government, because



Robert Hawkins

larger organizations become information starved, error prone and sluggish.

Furthermore, no regional organization will ever have adequate authority or boundaries to internalize all of the adverse impacts that originate within. I know of no regional boundaries adequate to handle all of the factors involved in migrant housing for example. Before we consider regionalizing, even at the functional level, we need increased systematic evidence of the degree of harm produced by a fragmented structure.

### Simplify and unify?

Advocates of regionalism argue that regional governing structures will simplify and unify local government. It is hoped that such actions will also meet the demands of federal and state officials thus reducing their intervention in regional affairs; or failing that, to develop an

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# Regionalism, as shaped by federal government in health

Comprehensive health planning (CHP) is the regional approach to health service. It includes planning, development and coordination of both private and public health programs at both the state and local level.

Proponents to CHP say that major health care problems do not respect political/geographical boundaries. Furthermore, it is too expensive for all local governments to provide all the services and purchase all the medical equipment demanded for them by the people in their area. CHP was mandated by Congress to prevent duplication of health services within an area and assist in reducing the costs of those services.

The federal government entered the health care field with the passage of the Social Security Act in 1935.

During the next 30 years many separate, limited purpose or categorical federal grant programs were enacted by Congress. By 1965, 16 different categorical funds were distributed to states and localities on a formula basis and 13 project grant programs were available to state, county and other local and voluntary agencies on a competing basis. The need to coordinate the varied health programs resulted in passage of the Partnership for Health Act in 1966.

This Act and its amendments created the Partnership for Health program, promulgating the concept that planning for health services, health manpower and health facilities requires the involvement and cooperation of diverse community interests. In later amendments this concept was further strengthened by requiring that the interests of local government be represented in health planning if the health planning agency is affiliated with local government.

The Partnership for Health Act designates two kinds of comprehensive health planning agencies: state offices and local areawide agencies. They are often called 314a and 314b agencies, their section numbers in the act. A state health planning office may be an already existing agency, a new agency, or a multi-agency planning organization, but it must do comprehensive health planning. An advisory council of health consumers, providers and local officials directs planning policy. All states have developed acceptable programs for comprehensive health planning, and have received initial funding for their state (314a) health agencies.

A most significant aspect of the legislation is the impetus it gives to organizing comprehensive health planning agencies at the areawide or local levels. The functions of the 314b agencies are to develop sound comprehensive health plans related to the total health needs of the planning area, and to assist in coordinating existing and planned health services, manpower, and facilities.

There is concern, especially among public officials, that these health planning agencies have failed to meet the broad objectives of integrated health planning and service specified by the legislation. In addition, certain authorities have been given the local health planning agencies that seem to control, rather than implement, new programs and services.

Three areas in which these agencies exercise legal authority are outlined below.

A-95 Review. This Office of Management and Budget (OMB) procedure requires state and areawide agencies to review and comment on local applications for: "... federal projects for construction

and/or equipment involving capital expenditures exceeding \$200,000 for modernization, conversion, and expansion of federal inpatient care facilities... as well as plans for provision of major new medical care services..."

Review of Applications to the Department of Health, Education and Welfare (HEW). Applications for HEW funds, while formally subject to only review and comment by areawide planning councils, usually are not approved without the agency endorsement.

Certificate-of-Need Laws. "Certificate-of-need" is defined as the process whereby the state grants permission to health care providers (hospitals, nursing homes, clinics, health departments) to change the scope of their services, or, in the case of prospective providers, permission to introduce new services. Its purpose is to ensure a community of the availability, accessibility, and viability of comprehensive health services.

In October, 1972 the Congress authorized HEW to withhold or reduce certain

funds for projects which are inconsistent with state or local health facility plans. Review power for these funds has been given to all local and areawide health planning agencies.

The future of CHP is being debated in Congress now, since the law authorizing CHP expires June 30, 1974. Health observers expect either a simple extension of the CHP concept or a new more unified planning system with greater regulatory authorities.

## in manpower

In December, 1973, Congress passed a manpower reform act. The Comprehensive Employment and Training Act (CETA) changes the structure and political authority for administering some \$3 billion in federal job training and employment funds.

The law designates counties and cities with more than 100,000 population as prime sponsors (direct grantees) of manpower programs. Smaller jurisdictions may sponsor manpower programs with federal funds obtained from state governments.

Because the manpower effort has been placed inside the local political process, it has met the question of regionalism in a more forceful way than ever before. Local

prime sponsors may join together in consortia under the Act, so they face the question of whether or not to form regional administrations for handling the program.

Many manpower consortia have been formed because of an incentive to regional manpower administration built into CETA. It is a five percent funding bonus for jurisdictions which join together to cover at least 75 percent of a labor market area.

State governors hold responsibility for all areas not covered by local prime sponsors. In order to efficiently administer the funds, state sponsors frequently divide their "balance-of-state" jurisdictions into districts. Their boundaries often conform with previously established state planning and development districts. Many regional groupings have already had some manpower experience because of their involve-

ment in the Cooperative Area Manpower Planning System (CAMPS), which the U.S. Department of Labor (DOL) used to obtain local government input for manpower planning during the past several years.

### Is regionalism compatible?

In Arizona, the city of Phoenix and surrounding Maricopa County have joined together to supply manpower services to Arizona's state Planning Region I. They not only agreed to a single administration for area programs, but also sought to inform elected officials throughout the region about the program. The municipalities within the region have been asked to provide several representatives to the planning council which will oversee the programs. The county already covers the

(Continued on page 12)

## Number of councils

The diffusion of power caused by the proliferation of local governments necessitated the creation of regional councils to coordinate planning and provide for a more efficient utilization of local resources in service delivery. Until the 1950's advisory planning commissions operated under insufficient budgets and their efforts were often carried out by private organizations.

The first piece of federal legislation to financially support regional planning was section 701 of the Housing Act of 1954. Subsequent Acts which encouraged regional planning in the areas

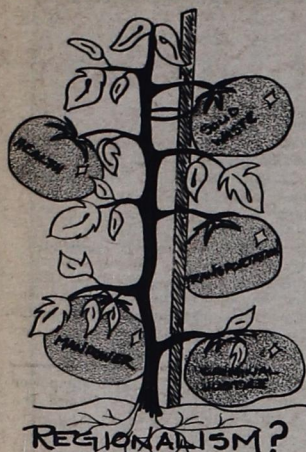
of open space programs and mass transportation included the Housing Acts of 1956, 1957, 1959, the Federal-Aid Highway Act of 1962, the Open Space Act of 1963, section 204 of the Demonstration Cities and Metropolitan Development Act of 1966, and the Intergovernmental Cooperation Act of 1968 requiring A-95 Review.

An official from the National Association of Regional Councils estimated that Federal funds account for 55-60 percent of regional councils budgets, local sources provide 30-35 percent of the funds while states and private aid provide an additional 10 percent.

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Source: ACIR Report — "Regional Decision Making New Strategies for Substate Districts"





## in transportation

Counties generally agree that some form of regional coordination for transportation is needed at the local level. Many areas already have some coordination and cooperation sometimes through regional agencies. However, changes in transportation and outside the transportation field require a fresh look at the kind of coordination needed among state, county, city and other local agencies.

Many metropolitan counties have participated in regional transportation decisions, called "continuing comprehensive cooperative planning" as required by the 1962 Federal Aid Highway Act. They have experienced some problems and some successes.

Some of the following factors currently influence the future of transportation and regionalism.

- The scarcity of energy and the need to protect the environment requires the most effective mix of transportation modes.

- The U.S. Department of Transportation (DOT), in carrying out the provisions of the Federal Aid Highway Act of 1973 and the provisions of urban mass transportation legislation, is developing regulations which will determine the form of the regional transportation agencies:

In draft regulations DOT is calling for regional agencies in metropolitan areas with local governments "acting through" them. This definition is not sufficiently specific to assure that counties "act through" them. The NACo transportation steering committee has suggested to DOT that regional agencies be delegated authority from local jurisdictions, which have responsibility for transportation systems and the power to raise money to meet matching funds.

The Federal Highway Administration (FHWA) and the Urban Mass Transportation Administration (UMTA) are attempting to coordinate their regulations so that the regional agencies will have both modes of transportation under their planning authority, thereby strengthening the agencies.

DOT is giving the governor responsibility for determining what regional transportation agencies will do. This can mean a change from the state highway department (or state DOT) having responsibility for roads. It does mean the local governments should follow these developments with care in order to work with the governors in determining the powers and duties of regional agencies.

DOT is looking for one regional agency that will not only make long range plans, but will also allocate funds and do short range planning.

- Current railroad reorganization plans may leave many rural areas stranded in terms of getting their products to market. They will have to turn to trucking, which will put an unbearable load on rural roads

and bridges. A regional agency should bring jurisdictions together to make plans necessary for coping with this problem.

- Compounding the problem of getting products to market is the recent increase in the amount of farm land being put back into cultivation. Increased amounts of farm products must then be gotten to a market — an elevator or metropolitan market, and market routes will probably cross several jurisdictions.

- The rural poor, handicapped, aged and young need to get to jobs, food stores, and health centers, which may be located in different jurisdictions. There presently is not rural, public transportation to accommodate these people.

- Cities are often so dispersed that there are few ways in most areas for anyone, especially the young, old, handicapped and poor, to get to jobs, food stores, markets, health centers, except by automobile. Therefore, there needs to be coordination among jurisdictions and among modes of transportation on a regional basis.

Each of these problems requires money: for roads to carry heavier trucks, for research and development for more efficient mixes of transportation, for public transportation systems. And all of this comes at a time when less money is available or there is the same amount of money with inflation eating away its real value.

Transportation experts are examining regional approaches not only as a way to coordinate planning and services, but as a means of saving a valuable resource — money.

The kind of regional agencies which will be developed will depend on each area and state, since they must accommodate each community's needs. Each region must choose its own type of agency to fit its own needs, politics, legal requirements and financial arrangements. And county officials must actively participate in the development and continuation of their regional agency in order to ensure responsiveness to local needs.

## in solid waste

Increasing public concern about the hazards of the nation's nearly 15,000 open dumps and the problems of environmental health has forced local government officials to seek ways of disposing solid waste through more efficient and environmentally sound methods.

Because of the nature and complexities of solid waste management, many local officials are finding that a regional approach to planning and managing solid waste systems is the most suitable for their communities.

The term "regionalism" in solid waste management means different things to different people. To an area with open town dumps, a county-wide landfill program is regional in scope. In other areas with higher population densities and greater volumes of waste, statewide districts represent regionalism. An accurate understanding of regionalism in solid waste management depends upon the reference point of the observer, the demographic and geographic milieu of his region and the economy of scale in which an effective program can be implemented.

The advantage of a regional approach is that it provides for a greater concentration of the solid waste as a resource, and a safer means of disposal. It increases ability to cope with associated environmental hazards. Disposal may take the form of a sanitary landfill, incineration, material recovery, energy recovery (burning the garbage as fuel), or a combination of the above techniques.

For many counties, both rural and urban, the countywide solid waste plan is the most efficient region of management. A countywide plan can harness the necessary expertise to effectively replace town dumps with safe sanitary landfills or recover valuable materials and energy from the solid waste.

In North Carolina, for example, an extremely active program of countywide solid waste planning has been implemented through state and county cooperation. Of the 94 counties in North Carolina, 75 presently have solid waste plans specifically suited to the population and geography of the area.

In other sections of the country, with higher population densities, regionalism in solid waste management may mean coordinated statewide disposal plans.

An example is the Connecticut statewide solid waste management plan. It calls for 49 transfer stations which will receive solid waste brought by trucks from most of the state's 169 cities and towns. Ten resource recovery plants located in or near large urban centers will process the wastes and distribute them to almost 50 statewide disposal sites and landfills.

A regional approach, then, often has many advantages over small scale operations in dealing with this mounting problem. It can provide more concentrated financial expertise, managerial talent and facilities to cope with solid wastes. It can provide an optional view of disposal, a view which requires a broader regional perspective since public resistance to landfill siting in residential areas can run high.

Does this regional view require single county or multi-county organization? It will mean both for some years to come. Both approaches are valid for different geographical regions and scales of operation. Though multi-jurisdictional organization may be appropriate for dense urban areas, for much of the county the countywide plan represents an efficient solid waste system.

Solid waste management is as much a question of organization as one of finance and technology. The regional solid waste plan, already implemented in some areas, is a harbinger of future practice. The regional approach, properly handled, can provide a sound program for better conservation of resources, protection of the environment and prudent public health and safety.

## in criminal justice

Regionalism is not a stranger to county criminal justice systems. A 1970 survey of county governments revealed that of the six functions in which counties cooperated the most with their constituent units of government, two were policing and corrections.

But the process of increasing intergovernmental cooperation was stimulated by the Omnibus Crime and Safe Streets Act of 1968, and amendments to the Act in 1973.

The Crime and Safe Streets Act required states to appoint key criminal justice officials and general purpose local government officials to a state planning board, and encourages them to establish regional planning agencies. In 1973, Congress amended the Act to require majority representation of general purpose local government officials to regional planning boards. The local policy makers can commit local government to the regional plan.

The Law Enforcement Assistance Administration (LEAA) states "where possible, preference should be given to executive and legislative officials of general purpose local government," recognizing the intent of Congress, but adds, "however, sheriffs, district attorneys and judges may also be considered local elected officials."

By 1972, 35 states had delineated regions for LEAA planning that exactly matched their sub-state divisions for other planning purposes.

Because the criminal justice system is so diverse, planning requires a regional view. No one governmental unit is responsible for all policing, court, corrections, or probation activity. Typically, cities concentrate on policing; counties on limited and general jurisdiction courts, and short-term corrections; and states on higher-level courts and long-term corrections. Coordinating these activities requires vertical integration between state and local governments and horizontal integration between local governments.

The benefits of regionalism in criminal justice planning, then, are increased vertical and horizontal integration among state and local governments, and development of planning expertise.

"Perhaps the best result of this state and regional effort against crime and delinquency is that competency develops in criminal justice planning and disperses down to the agencies," says Allen Payne, an LEAA coordinator. "There is a high degree of participation from officials involved in criminal justice on all levels."

Yet regionalism has been criticized for making significant government functions remote from the citizenry. Echoing this sentiment, H.G. Weisman, executive secretary of the National Conference of State Criminal Justice Planning Administrators, says regional planning agencies "must get genuine support and involve

ment from their client governments, especially elected officials who are close to the citizenry, or slow down their development. They must strike a balance between their client groups — law enforcement professionals on the one hand, and local elected officials on the other."

NACo has stressed the need for elected officials to control regional agencies, with professionals serving as technical advisors.

When all local governments are operating at regionalism's peak level, what will the next step be? According to W. Eldon Hickey, an officer for the Economic Development Administration who surveyed all substate planning districts receiving federal funds, "we consider the emergency of umbrella multi-jurisdictional organizations (UMJO's) an evolutionary step. An UMJO has planning authority in two or more functional areas."

LEAA neither encourages nor discourages formation of UMJO's. But in 1972, 121 regional criminal justice planning agencies also planned in another functional area, according to Hickey's survey. Of these, 20 planned for criminal justice and one additional area, 45 for two additional areas, 43 for three, nine for four, and four regional planning agencies planned for criminal justice and five other areas.



## Regionalism Glossary

**Region:** A group of neighboring local communities whose residents are joined as a unit economically, socially and geographically but generally lack governmental unity.

**Regional Council:** A public organization encompassing a regional community; founded, sustained and tied directly to local governments through local and/or state government actions. Through communication, planning, policy-making, coordination and technical assistance, the council serves the local and state governments and the citizens in the region by dealing with issues and needs which cross city, county and in some instances state boundaries. May also be used as the synonym for the board of directors for a council of governments.

**Intergovernmental Relations** has become accepted as a term to designate an important body of activities or interactions occurring between governmental units of all types and levels within the federal system. It is essentially a class name that brackets together and embraces in one concept a series of classes of relations or interactions that may be designated by the names of the units concerned, "natural-state," "inter-state," "state-local," "inter-local," "national-local," "city-county," etc., or classified by the nature or content of the functions, interests, and powers involved, such as constitutional, legal, financial, functional, political, legislative, administrative, or judicial relations between all types of governmental units that operate within the American federal system.

**Umbrella Agency:** A regional council that has the responsibility of developing areawide policies and plans and coordinating independent functional planning and operational agencies, for a broad range of areawide functional programs and jurisdictions, in assuring implementation of such policies and plans.

**Federal Regional Council (FRC):** A committee of heads of the regional offices of certain specified federal domestic departments and agencies. One of the regional office heads is appointed by the President as chairman. The purpose of the FRC's is to coordinate the related activities of the various federal members without involving their Washington, D.C. headquarters whenever possible, and to facilitate relationships with state and local governments. They are not independently staffed.

**Special District:** A limited purpose governmental unit which exists as a separate corporate entity and which has considerable fiscal and administrative independence from general purpose governments.

**Standard Metropolitan Statistical Area (SMSA):** An SMSA is designated by the U.S. Office of Management and Budget as an area with a dominant central city or cities having a (combined) population of at least 50,000 with a surrounding urbanized community that is economically and socially integrated to the central city. In all areas of the country except New England, SMSA's must be composed of at least a single county.

**Substate Districts:** Geographic areas

into which a state may be subdivided for such purposes as facilitating state administration and achieving areawide program, planning, and policy development. Such districts are usually multi-county.

**Umbrella Multi-Jurisdictional Organization (UMJO):** A multi-jurisdictional organization which has areawide comprehensive planning responsibility and policy control over one or more functional planning and policy development programs. Ideally, an UMJO would exercise policy control over all, or most of the multi-jurisdictional functional programs operating within its area of jurisdiction.

**Council of Government (COG):** According to the National Association of Regional Councils (NACRC), a regional council with 51 percent or more elected officials on the board of directors of the organization.

**Regional Government:** A hypothetical governmental jurisdiction, whose authorities and powers would transcend county, city and town boundaries.

The following county officials have been instrumental in shaping the policy of NACo towards regionalism.

Eugene T. Gualco, supervisor, Sacramento County, California and president, National Association of Regional Councils (NARC).

Francis B. Francois, chairman, Prince George's County Council, Maryland and immediate past president of NARC.

William W. Frazier, chairman, Scott County Virginia Board of Supervisors.

Thomas A. Cloud, commissioner, Montgomery County, Ohio.

Kenneth M. Davis, county judge, DeKalb County, Missouri.

Barbara G. Culver, county judge, Midland County, Texas.

N. Truett McKenzie, councilman, Hampton County, South Carolina.

Gladys Noon Spellman, councilor, Prince George's County, Maryland.

Arch Lamb, commissioner, Lubbock County, Texas.

Bernard F. Hillenbrand, executive director, National Association of Counties.

Elmer Peters, commissioner, Sedgwick County, Kansas.

Frank R. Pokorny, commissioner, Cuyahoga County, Ohio.

Ernest Barrett, chairman, Cobb County Georgia Board of Supervisors.

Elizabeth Castor, commissioner, Hillsborough County, Florida.

Donald E. Clark, commissioner, Multnomah County, Oregon.

Robert Davis, chairman, Johnson County Kansas Board of Commissioners.

Bill Frazier, chairman, Scott County Virginia Board of Supervisors.

Jerry Grant, commissioner, Adams County, Colorado.

Bill Paine, commissioner, Carroll County New Hampshire.

Ollie Robinson, clerk, Floyd County, Kentucky.

Richard Conder, chairman, Richmond County North Carolina Board of Commissioners, and chairman of the steering committee.

## maintains control

(Continued from page 8)

organization that can generate sufficient political muscle to effectively reduce federal and state intervention.

In a federal system, where authority and responsibility are shared, regional entities will be creatures of higher authority and we can expect the following:

1) Regional organization will simply be another layer of government.

2) Federal and state intervention will continue.

3) Local government with constitutional rights will resist full integration into any regional organization.

In essence what we will create is another layer of government that will increase delay, disunity and governmental rhetoric rather than problem solving. The chances are also high that creating a single unit of government at the regional level we will, on the one hand, create a bureaucratic labyrinth that is responsive to no one —

managers, elected officials and least of all citizens, while on the other hand we will destroy an intergovernmental system that is rich in cooperation and coordination. We will have destroyed a local government system that has responded most successfully to a diversity of preferences and demands from citizens.

### The answer

What is the answer? If we continue to seek the perfect organization to produce a governmental panacea at the regional level, there is no answer. If one is a strong advocate of a diverse and active local government then the following initial steps are relatively better than those proposed by the advocates of regional government. COG's must remain voluntary. Once they become anything more, local control will be diminished. Regional organizations with more authority should receive that authority through the ballot box.

Secondly, we must shed ourselves of organizational rationality — the belief that

for every problem there must be a new organization. Instead, we must use political rationality — utilizing existing decision making structures and working with the rights and prerogatives inherent in such structures.

Thirdly, serious consideration must be given to utilizing counties as areawide problem solving units. Since the notion of a self contained region is a myth, counties afford a nice opportunity to deal with problems on an areawide basis while being still small enough to guarantee responsive government. — both to citizens and elected officials.

Single purpose regional entities, created by the region and determined by the boundaries of the particular problem, should be used to solve technically oriented problems such as sewage treatment and transportation.

Finally answers to so called regional problems must always involve at least three levels of government, at least in a federal political system. And new approaches to solving problems that transcend local government boundaries will not occur until we develop new and realistic ways of understanding local government.

Conventional wisdom, as represented by the advocates of regional governing structures, is archaic and static, and has within it the seeds of destruction for local government.

## Reduces control

(Continued from page 9)

the other hand, there are still those who feel regional councils are a threat to local control.

Regional councils are not a threat, they are our salvation. Most local governments simply do not have the resources to individually solve the complex problems we currently face. Regional councils are our organizations. We control them. We make the decisions. If we use our councils to full advantage as tools of local governments, we may be able to make new federalism work and keep the decision making process where it belongs — close to the people.

## state accountability

(Continued from page 9)

in terms of rationalizing irrational and overlapping service systems, singularizing duplicative planning systems, or economizing through efficiency.

### A political tool

Rather, regionalism is viewed as a political tool. It would give the legislature some means of holding the state executive accountable. It could offer accessibility to the citizen for the information and the mechanism for demanding that the local elected official and state agency perform and be held accountable in the multi-jurisdictional system.

## Manpower

(Continued from page 10)

entire planning district, and the elected officials are cooperating. In this case, a regional approach meshes smoothly with manpower services.

At the same time, Nassau and Suffolk counties on Long Island, N.Y., find it unwise to adopt a regional system. The counties cover a newly created Standard Metropolitan Statistical Area (SMSA) which might seem the basis for a joint program. However, each county is divided into major townships with hundreds of thousands of people in each town. Rather than crossing county lines, each county and their respective townships have formed two consortia to cover the region. This "less than SMSA" arrangement yields a much more manageable and accountable manpower structure.

Manpower involves two major activities: planning and operations. The rela-

tionship between the two elements may critically affect the relationship of manpower to regionalism.

Professional manpower planners have their own approach to the question. In fact, the first commandment of their science could be stated, "thou shalt plan for entire labor market areas." Professional planners know that jobs and workers are scattered throughout economic regions. In order to plan for the job market, it only makes sense to have both employers and employees in the planning area. This is a sensible and correct theory, by any standard. However, it is a theory which does not always correlate to political fact. CETA is a political law. It turns manpower over to political, not technical, jurisdictions. For this reason, planning for labor market areas or economic regions cannot be accomplished without prior political agreements.

This special issue of *Outlook* is funded by the Eli Lilly Endowment, Inc. Graphics by Creative Communication Associates

# OUTLOOK

published monthly by the National Association of Counties, 1735 New York Ave., N.W., Washington, D.C. 20006.



# Voting Procedure and Vote by County

In 1971 the NACo membership voted unanimously to adopt a back-up weighted voting procedure to reflect the "one man-one vote" concept and incorporated it into the Associations' Bylaws. This system will again be used this year at the conference in Miami Beach, (Dade County), Florida. Each member county is entitled to one vote for up to \$499 of dues (based on population) and one additional vote for each additional \$500 or fraction thereof of dues. Weighted voting will apply only if requested by 10 percent of the members present and voting at the business session beginning on Tuesday, July 16, 1974.

The county itself must determine what person or persons from the county will cast the county's vote or votes. Those people must register at the NACo Credentials Desk to obtain the official voting packet for the annual conference.

Any questions about the credentials procedures should be directed to Ralph Tabor at the NACo office in Washington. All unresolved matters pertaining to credentials questions will be referred to the Credentials Committee for resolution prior to the business meeting.

Copies of the NACo Voting and Credentials Handbook for 1974 have been mailed to all member counties. The Handbook contains detailed information about voting and credentials procedures and should be brought to the conference.

The following is a list of active NACo member counties and the number of votes to which each is entitled. It is current as of June 14, 1974. At that time 2264 votes were possible (51 percent = 1156 votes) if all member counties were present and voting. It should be noted that since the NACo family is growing rapidly the NUMBER OF MEMBER COUNTIES CHANGES DAILY AND THE TOTAL NUMBER OF VOTES WILL CHANGE.

ALABAMA	
[84 votes]	
[67 member counties]	
County	No. Votes
Autauga	1
Baldwin	1
Barbour	1
Bibb	1
Blount	1
Bullock	1
Butler	1
Calhoun	2
Chambers	1
Cherokee	1
Chilton	1
Choctaw	1
Clarke	1
Clay	1
Cleburne	1
Coffee	1
Colbert	1
Conecuh	1
Coosa	1
Covington	1
Crenshaw	1
Cullman	1
Dale	1
Dallas	1
De Kalb	1
Elmore	1
Escambia	1
Etowah	2
Fayette	1
Franklin	1
Geneva	1
Greene	1
Hale	1
Henry	1
Houston	1
Jackson	8
Jefferson	1
Lamar	1
Lauderdale	1
Lawrence	1
Lee	1
Limestone	1
Lowndes	1
Macon	1
Madison	3
Marengo	1
Marion	1
Marshall	1
Mobile	4
Monroe	1
Montgomery	3
Morgan	1
Perry	1
Pickens	1
Pike	1
Randolph	1

ALASKA	
[7 votes]	
[6 member counties]	
County	No. Votes
Adams	1
Alaska	1
Barrow	1
Chukotka	1
Nome	1
Wainwright	1

ARIZONA	
[29 votes]	
[14 member counties]	
County	No. Votes
Apache	1
Cochise	1
Cocconino	1
Gila	1
Graham	1
Greenlee	1
Maricopa	12
Mohave	1
Navajo	1
Pima	5
Pinal	1
Santa Cruz	1
Yavapai	1
Yuma	1

ARKANSAS	
[11 votes]	
[10 member counties]	
County	No. Votes
Ashley	1
Chicot	1
Clark	1
Crittenden	1
Independence	1
Jackson	1

CALIFORNIA	
[198 votes]	
[46 member counties]	
County	No. Votes
Alameda	13
Calaveras	1
Colusa	1
Contra Costa	7
Fresno	6
Glenn	2
Humboldt	1
Imperial	1
Inyo	1
Kern	5
Kings	1
Lake	1
Lassen	1
Los Angeles	25
Madera	1
Marin	3
Mariposa	1
Mendocino	1
Merced	2
Monterey	4
Napa	1
Orange	18
Placer	1
Plumas	2
Riverside	6
Sacramento	8
San Bernardino	9
San Diego	17
San Joaquin	4
San Luis Obispo	2
San Mateo	2
Santa Barbara	4
Santa Clara	13
Santa Cruz	2
Shasta	1
Sierra	1
Solano	3
Sonoma	3
Stanislaus	3
Sutter	1
Tulare	3
Tuolumne	1
Ventura	5
Yolo	2
Yuba	1

FLORIDA	
[103 votes]	
[41 member counties]	
County	No. Votes
Alachua	2
Bradford	1
Brevard	3
Broward	8
Charlotte	1
Citrus	1
Collier	1
Columbia	1
Dade	16
Duval	7
Escambia	3
Gulf	1
Hardee	1
Hendry	1
Highlands	5
Hillsborough	6
Indian River	1
Lake	2
Lee	25
Leon	1
Manatee	2
Marion	1
Martin	1
Monroe	2
Monterey	4
Nassau	1
Okaloosa	1
Okeechobee	1
Orange	5
Osceola	1
Palm Beach	5
Pasco	6
Pinellas	8
Polk	9
St. Johns	17
St. Lucie	4
Sarasota	2
Seminole	2
Sumter	4
Suwannee	13
Volusia	2
Walton	1

GEORGIA	
[65 votes]	
[43 member counties]	
County	No. Votes
Appling	1
Berrien	1
Bibb	2
Bryan	1
Chatham	3
Clarke	1
Clayton	2
Cobb	3
Colquitt	1
Coweta	1
De Kalb	6
Dooly	1
Dougherty	2
Elbert	1
Fannin	1
Floyd	1
Fulton	3
Glynn	1
Gwinnett	1
Hall	1
Haralson	1
Hardy	1
Henry	1
Houston	3
Jefferson	1
Kit Carson	1
La Plata	1
Lamar	2
Las Animas	1
Mesa	1
Moffat	1
Montezuma	1
Morgan	1
Otero	1
Park	1
Pikinin	1
Sumter	1
Taliaferro	1
Thomas	1
Upson	1
Walker	1
Ware	1
Wayne	1
Whitfield	1
Worth	2

IDAHO	
[24 votes]	
[24 member counties]	
County	No. Votes
Bear Lake	1
Benewah	1
Bingham	3
Bonner	1
Bonneville	1
Canyon	1
Caribou	1
Clark	1
Franklin	16
Fremont	7
Kootenai	3
Latah	1
Lemhi	1
Lewis	1
Madison	1
Minidoka	6
Nez Perce	1
Owyhee	2
Power	1
Shoshone	2
Teton	1
Twin Falls	1
Valley	1
Washington	1

ILLINOIS	
[54 votes]	
[25 member counties]	
County	No. Votes
Adams	1
Bond	3
Champaign	1
Christian	3
Du Page	2
Hardin	2
Henry	1
Iroquois	1
Jackson	3
Kane	1
Kankakee	2
Lake	5
Lee	1
Macon	2
Madison	4
Mercer	1
Peoria	3
Piatt	1
Rock Island	3
St. Clair	4
Stephenson	1
Warren	1
Washington	2
Williamson	1
Winnebago	4

KANSAS	
[44 votes]	
[35 member counties]	
County	No. Votes
Barber	1
Cherokee	1
Clark	1
Cloud	1
Comanche	1
Crawford	1
Decatur	1
Douglas	1
Ford	1
Greely	1
Harvey	1
Hodgeman	1
Jackson	1
Jefferson	1
Jewell	1
Johnson	3
Kearny	1
Leavenworth	1
McPherson	1
Marshall	1
Mitchell	1
Nemaha	1
Ottawa	1
Pottawatomie	1
Reno	1
Republic	1
Riley	1
Sedgwick	5
Shawnee	2
Sheridan	1
Sherman	1
Stevens	1
Wabunsee	1
Woodson	1
Wyandotte	3

KENTUCKY	
[37 votes]	
[25 member counties]	
County	No. Votes
Ballard	1
Boone	1
Boyle	1
Bullitt	1
Callaway	1
Campbell	2
Carroll	1
Carter	1
Clark	1
Estill	3
Fayette	1
Floyd	1
Garrard	1
Green	1
Hardin	1
Henry	1
Hopkins	1
Jefferson	9
Kenton	2
Laurel	1
McCreary	1
Meade	1
Montgomery	1
Pike	1
Trimble	1

LOUISIANA	
[61 votes]	
[56 member counties]	
County	No. Votes
Allen	1
Ascension	1
Assumption	1
Beauregard	1
Bienville	1
Bossier	1
Caddo	3
Calcasieu	2
Cameron	1
Concordia	2
East Baton Rouge	1
East Carroll	1
Franklin	1
Grant	1
Iberia	1
Iberville	1
Jefferson	1
Jefferson Davis	3
Lafayette	1
Lafourche	1
Lincoln	1
Madison	2
Natchitoches	1

MAINE	
[15 votes]	
[9 member counties]	
County	No. Votes
Androscoggin	2
Aroostook	2
Cumberland	3
Hancock	1
Lincoln	1
Penobscot	2
Piscataquis	1
Waldo	1
York	2

MARYLAND	
[50 votes]	
[23 member counties]	
County	No. Votes
Allegany	2
Ann Arundel	4
Baltimore	8
Calvert	1
Caroline	1
Carroll	1
Cecil	1
Charles	1
Chesapeake	1
Frederick	2
Garrett	1
Harford	2
Howard	1
Kent	1
Montgomery	7
Prince Georges	8
Queen Annes	1
St. Marys	1
Somerset	1
Talbot	1
Washington	2
Wicomico	1
Worcester	1

MICHIGAN	
[115 votes]	
[45 member counties]	
County	No. Votes
Alpena	1
Antrim	1
Bay	2
Berrien	3
Branch	1
Calhoun	2
Cass	1
Charlevoix	1
Clinton	1
Delta	1
Dickinson	1
Eaton	1
Genesee	6
Gladwin	1
Grand Traverse	1
Gratiot	1
Huron	1
Ingham	4
Iosco	1
Isabella	1
Jackson	2
Kalamazoo	8
Kent	3
Lake	1
Lapeer	1
Leelanau	1
Livingston	1
Macomb	1
Manistee	1
Marquette	5
Midland	1
Monroe	2
Montcalm	1
Muskegon	2

MINNESOTA	
[15 votes]	
[10 member counties]	
County	No. Votes
Becker	1
Beltrami	1
Big Lake	1
Carlisle	1
Chippewa	1
Clay	1
Crow Wing	1
Dakota	1
Itasca	1
Le Sueur	1

MISSISSIPPI	
[103 votes]	
[41 member counties]	
County	No. Votes
Alachua	2
Bradford	1
Brevard	3
Broward	8
Charlotte	1
Citrus	1
Collier	1
Columbia	1
Dade	16
Duval	7
Escambia	3
Gulf	1
Hardee	1
Hendry	1
Highlands	5
Hillsborough	6
Indian River	1
Lake	2
Lee	25
Leon	1
Manatee	2
Marion	1
Martin	1
Monroe	2
Monterey	4
Nassau	1
Okaloosa	1
Okeechobee	1
Orange	5
Osceola	1
Palm Beach	5
Pasco	6
Pinellas	8
Polk	9
St. Johns	17
St. Lucie	4
Sarasota	2
Seminole	2
Sumter	4
Suwannee	13
Volusia	2
Walton	1

NEBRASKA	
[15 votes]	
[10 member counties]	
County	No. Votes
Adams	1
Alfalfa	1
Anderson	1
Antelope	1
Arthur	1
Benfolds	1
Blaine	1
Boone	1
Box Butte	1
Boyd	1
Bozeman	1
Butler	1
Chadron	1
Cherokee	1
Chilton	1
Clatsop	1
Clay	1
Clayton	1
Coffey	1
Colfax	1
Conkling	1
Cook	1
Cottonwood	1
Crawford	1
Cummins	1
Dallas	1
Dawson	1
De Kalb	1
De Witt	1
Dodge	1
Dundy	1
Dwight	1
Ellis	1
Franklin	1
Furness	







## Partnership Policy Stressed In Combatting Alcoholism

Secretary of Health, Education and Welfare Caspar W. Weinberger emphasized the Administration's policy of acting in partnership with state and local governments, health professionals, and community groups "to bring help to millions of alcoholic people," in an address to the Fourth Annual Alcoholic Conference, held in Washington June 12-14.

More than 4,000 conferees, including county alcohol-program coordinators, heard remarks by Dr. Morris Chafetz, Director of the National Institute on Alcohol Abuse and Alcoholism. Chafetz set the theme of the conference, "Promoting Human Dignity," and stated "the new national thrust against alcoholism will succeed if a great many small things are done well."

Weinberger said the Second Special Report on Alcohol and Health that he will deliver to Congress later this month "may focus the attention of the American people as never before to the true scope and national implications of the evils generated by alcoholism."

He also underlined the provisions of the new Comprehensive Alcoholism Act Amendments of 1974, signed into law by President Nixon last month, securing "equal treatment rights for the alcoholic people in this country." The act prohibits hospitals receiving federal funds from discriminating against the admission or treatment of patients because of alcoholism and requires the records of alcoholic patients be kept confidential.

It also offers additional federal monies to states who adopt the Uniform Alcoholism and Intoxication Treatment Act—decriminalizing alcoholism, and offering treatment to alcoholics rather than incarceration.

Besides offering concurrent sessions for biomedical researchers and alcohol-program staff, the conference featured Senators Harold Hughes (D-Iowa), and Howard Baker (R-Tennessee), actors Dick Van Dyke and Mercedes McCambridge (Honorary Chairperson of the National Council on Alcoholism), newscaster David Brinkley, former baseball player Don Newcombe, and Melvin R. Laird, former advisor to the President.

County officials now operating alcoholism programs, or considering treatment programs for a special target population, e.g., drunken drivers, or whose state has adopted the Uniform Act may be particularly interested in the following papers presented at the special sessions:

Panel: "Evaluation of Counter-measures for the Drinking Driver," Herbert Muskowitz, Moderator;

Panel: "The Criminal Justice Population: A Discovered People," George Pavloff, Moderator;

"The New Look in Non-Medical Care for the Public Inebriate," Robert O'Brian; "Community-Reinforcement Approach to Alcoholism," George M. Hunt, Jr.;

Panel: "Poverty Alcoholism Programs: Integrated into the Total Health Care Program," John Whitlock, Moderator;

Panel: "The Road Ahead in Community Planning—Some Implications for Alcohol Services," Paul Widem, Moderator.

Copies may be obtained by writing the National Clearinghouse for Alcohol Information, 9119 Gaither Road, Gaithersburg, Maryland 20760, specifying that the paper was presented at the Fourth Annual Alcoholism Conference, June 14-17.

## Rural Human Resources Project Pennsylvania, Alabama

*Editor's note: This is the sixth article in the series introducing the Rural Human Resources Project.*

by Mary Brugger

### Rural Human Resources Project

The last two project state associations to be introduced have a common element: both have 100 percent membership, both representing the same number of counties—67 out of the 67.

They are the Pennsylvania State Association of County Commissioners and

specific issues and problems encountered and can bring together the various factions needed to produce true integrated services on the county, regional and statewide level."

The Association of County Commissions of Alabama was founded in 1929.

The association has had three full-time executive directors. The current executive director is O.H. Sharpless. He became director in January of this year after serving a year and one-half as assistant director.



Bob Budd [l] and Gary Rossman [r]

the Association of County Commissions of Alabama.

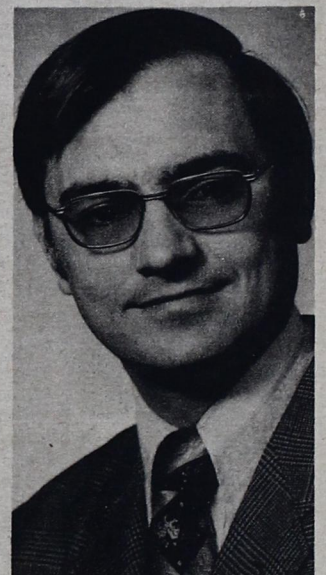
The Pennsylvania State Association of County Commissioners is one of the oldest state associations in the country, having been founded in 1886. The executive director is Bob Budd. Budd served four terms as an elected county official—two as county controller and two as county commissioner. He also was the legislative representative of the state association before becoming its first full-time director on August 1, 1971.

Budd's outlook for the project in Pennsylvania: "Human services delivery in Pennsylvania has been plagued by the creation of new local structures for each new service to be provided at the local level. This not only compounds administrative and programmatic duplication but makes comprehensive planning for these services impossible. Rural counties—through their own and their regional planning agencies need to perfect the planning and coordinating mechanisms to handle integrated services. I look to this grant to assist counties in tackling the problems involved and demonstrating their role in 'services integration' in this state."

The Pennsylvania human resource coordinator is Gary Rossman. Rossman, who has a Master of Governmental Administration degree from the University of Pennsylvania, has come to the association project from the state Bureau of Human Resources' Department of Community Affairs. He has worked there since 1970 as a human resources development specialist, concerned primarily with federal grants management. Prior to that, he was employed there as a community research analyst, conducting research projects in a wide range of local government problems.

Rossman has said, "The timing is right for Pennsylvania's rural counties, as an integral part of human services delivery system, to take the leadership in bringing together a county/regional mechanism for integrated services. Comprehensive planning, including physical and human services, is now taking hold in some of the sub-state regions and counties have been a major influence in that movement. Hopefully this grant will serve to focus on

Sharpless' feeling about the Rural Human Resources Project, "We in Alabama are excited about the Association of County Commissions of Alabama participating in NACo's Rural Human Resources Project. Our feelings can best be described by making reference to a survey recently taken by one of Alabama's governmental agencies. The survey indicated that it is possible for one needy family to be interviewed by twelve different case workers from various agencies and programs. There is very definitely a need for a service integration study in Alabama."



O.H. Sharpless

The Alabama association will be hiring its HRC very shortly, and he or she will then be introduced in *County News*.

NACo is pleased to be working with these two state associations in its undertaking to improve the delivery of human services to those in need.

## Vote by County

(Continued from page 14)

Isle of Wight	1	Lincoln	1	Manitowoc	2
James City	1	Mason	1	Marathon	2
King William	1	Okanogan	1	Marinette	1
Lancaster	1	Pend Oreille	1	Marquette	1
Loudoun	1	Pierce	5	Milwaukee	13
Louisa	1	San Juan	1	Oconto	1
Montgomery	1	Skamania	1	Oneida	1
Nansemond	1	Spokane	4	Outagamie	2
Nelson	1	Stevens	1	Ozaukee	1
New Kent	1	Thurston	1	Pepin	1
Prince Edward	1	Walla Walla	1	Pierce	1
Prince George	1	Whitcom	2	Racine	3
Prince William	2	Whitman	1	Rock	2
Pulaski	1	Yakima	2	Rusk	1
Roanoke	1			St. Croix	1
Rockbridge	1			Sauk	1
Rockingham	1			Shawano	1
Scott	1			Sheboygan	2
Smyth	1			Walworth	1
Spotsylvania	1	Fayette	1	Washington	1
Stafford	1	Hardy	1	Waukesha	3
Surry	1	Jefferson	1	Winnebago	2
Sussex	1	Lewis	1	Wood	1
Warren	1	Marshall	1		
Washington	1	Mason	1		
Westmoreland	1	Monongalia	1		
Sythe	1	Ohio	1		
York	1	Wood	2		
Norfolk	4				

<b>WASHINGTON</b>	<b>WISCONSIN</b>		
[56 votes]	[72 votes]		
[31 member counties]	[41 member counties]		
Adams	1	Bayfield	1
Asotin	1	Brown	2
Chelan	1	Buffalo	1
Clallam	1	Calumet	1
Clark	2	Dane	4
Cowlitz	1	Douglas	1
Douglas	1	Eau Claire	1
Ferry	1	Forest	1
Franklin	1	Grant	1

<b>WYOMING</b>	
[15 votes]	
[15 member counties]	
Big Horn	1
Campbell	1
Fremont	1
Hot Springs	1
Laramie	1
Lincoln	1
Natrona	1
Niobrara	1
Park	1
Platte	1
Sublette	1
Sweetwater	1
Teton	1
Uinta	1
Washakie	1



## AMERICAN COUNTIES TODAY

### Dear County Official:

Our steering committees have been very busy as reported weekly in this newspaper. They have prepared draft policy positions, and these have been sent to the Chairman of the Board of each of our 1208 member-counties. We have also sent a report to the chairman on the number of votes that each county will have (weighted by population from 1 to 25 votes). We are also publishing this list of votes in this issue of County News.

We have also mailed our new voting manual to each chairman and each delegate to the NACo conference will have one for ready reference.

Now it's up to each county to decide who will pick up the voting credentials at the credentials desk in the registration area of the Fontainebleau Hotel in Miami Beach and how the vote or votes are to be cast. It is extremely important that each county official be fully informed on the complex issues before the conference — land use; labor legislation; regional issues, etc.

We have also redesigned our schedule to include two general business sessions (Tuesday afternoon and Wednesday morning). This will provide ample time for all debate on issues and elections.

It is obviously vital that we have informed and spirited debate to insure that our **American County Platform** truly reflects the majority opinion of our members. It's equally obvious that on something as devious as federal labor legislation we are not going to have unanimous votes.

It must be remembered however that the **American County Platform** is the absolute policy bible for the coming year for the board, our committees and the NACo staff.

### Other Conference Considerations

Some 66 county officials have already signed up for our Post Conference Study Tour to Germany. We still have space available so give us a call if you are interested. Also, there are a number of Caribbean cruises out of Miami. If interested contact the Miami Beach Chamber of Commerce for details.

### Lobby Law

The National League of Cities, U.S. Conference of Mayors and NACo have jointly retained counsel to determine if the associations are required to register upon the 1946 Federal Lobby Act. It has been our collective opinion that all public officials, associations of public officials and their agents were specifically exempted from the act.

Consequently in the 28-year history of the law, no public officials' association has ever been requested to register. The National Governors' Conference on June 3 passed a resolution strongly reaffirming this position.

### No Opposition

President Gil Barrett will not have any opposition in his bid for re-election as commissioner of Dougherty County, Georgia. The deadline for filing was June 12.

### A Deserving Award

Los Angeles County Supervisor Ernest E. Debs has been selected to receive the 1974 Earl Warren Award. The award is presented annually to a "civil leader or political officer holder who has contributed outstandingly to good government in the Los Angeles Metropolitan area."

### Shortages

NACo is in close contact with the General Services Administration which has jurisdiction over the allocation of scarce materials. We urge our county officials to advise us of these shortages. We are particularly interested at this moment in chlorine, asphalt, fertilizers, steel and other materials that are needed for vital county services. Please give us a call with as much detail as possible and we'll pass it on to the General Services Administration.

### Summer Funds

Counties must act now to insure that they receive their fair formula share of recreation and transportation money this summer. Assistant Secretary of Labor for Manpower William Kolberg is under strong pressure from the large cities and their representatives in Congress to reverse his decision to allocate the \$17 million appropriated for summer youth recreation and transportation programs to all prime sponsors by formula. Kolberg has been getting pressure to put all of this money in the 100 largest cities, as it was in past years.

In our view, this would set a dangerous precedent and undermine the principles in the Comprehensive Employment and Training Act of 1973 which provides for the distribution of manpower funds according to a formula based on need, not simply on past practice.

Secretary Kolberg needs to hear support for his decision to distribute the summer transportation and recreation money to all prime sponsors. County officials should urge their Congressional Representatives to contact Assistant Secretary Kolberg and let him know that he has Congressional support.

Sincerely yours,

*Bernie Hillenbrand*  
Bernard F. Hillenbrand  
Executive Director

## Coming Events

- JULY  
11-12 NACo/IPMA Conference on Fair Labor Standards Amendments of 1974 — Los Angeles, California — Dana Baggett 202/833-1545
- 13 NACo/CIC Mid-Year Briefing — Miami Beach, Florida — A. Fritschler 202/785-9577
- 14-17 NACo National Convention — Miami Beach, Florida — Rod Kendig 202/785-9577
- 19-20 Mississippi Association of Supervisors Annual Conference — Biloxi, Mississippi — 601/355-2211
- 25-27 Maryland Association of Counties Annual Conference — Ocean City, Maryland — Joseph J. Murnane 301/268-5884
- AUGUST  
1-2 NACo/IPMA Conference on Fair Labor Standards Amendments of 1974 — Chicago, Illinois — Dana Baggett 202/833-1545
- 13-16 Michigan Association of Counties Annual Conference — Mackinac Island, Michigan Grand Hotel — A. Barry McGuire 517/372-5374
- 15-18 North Carolina Association of County Commissioners Annual Conference — Winston-Salem, North Carolina Hyatt House — John Morrissey, Sr. 919/832-2893
- 21-24 South Carolina Association of Counties Annual Conference — Myrtle Beach, South Carolina — Bo Shetterly 803/252-7255
- SEPT.  
8-11 County Commissioners Association of Ohio Annual Conference — Saw Hill Creek, Ohio — A.R. Maslar 614/221-5627
- 11 Wyoming Association of County Officials Annual Conference — Casper, Wyoming — Vincent V. Picard 307/766-5166
- 12-15 New Hampshire Association of Counties Annual Conference — Balsams-Dixville Notch, New Hampshire — Richard W. Roult 603/669-3315
- 18-20 South Dakota Association of County Commissioners Annual Conference — Deadwood, South Dakota — Neal Strand 605/987-5186
- 22-25 Wisconsin County Boards Association Annual Conference — Waukesha, Wisconsin — Robert Mortensen 608/256-2324
- 25-26 Idaho Association of Commissioners and Clerks — Twin Falls, Idaho Holiday Inn — Dean G. Huntsman 208/345-9126
- 29-Oct. 1 County Officers Association of State of New York — Concord, New York — Herbert H. Smith 518/465-1473

## NACo Staff Contacts

To help people reach the proper person at NACo, a list of contacts and their general areas of responsibility has been compiled.  
Telephone: 202/785-9577

Aging Services	Mary Brugger
Bicentennial (ARBA)	Bruce Talley
Child Welfare Services	Mary Brugger
Community Development	John Murphy
County Administration	Rod Kendig
County Finance	John Thomas
Criminal Justice (LEAA)	Donald Murray
Economic Development (EDA)	Jim Evans
Education	Mike Gemmell
Emergency Preparedness	Charles Wall
Energy (FEO) (Tel: 202/254-8550)	Harry Johnson
Environmental Quality (EPA)	Carol Shaskan
Federal Regulations	Alicann Fritschler
Grantsmanship	Mike Gemmell
Health (HEW)	Charles Wall
Human Services Integration (Allied Services, OEO)	Al Templeton
Labor-Management	Barbara Hunting
Mailing List	Grenda Wiggins
Management Improvement (IPA)	Gary Mann
Manpower (DOL)	Jon Weintraub
Membership	Linda Ganschietz
New County	John Thomas
OEO Legislation	John Murphy
Parks and Recreation (HUD and Interior)	Jim Evans
Planning and Land Use (HUD and Interior)	Jim Evans
Public Information	Dorothy Stimpson
Public Works	Bill Maslin
Publications	Linda Ganschietz
Record Keeping	Florence Zeller
Regionalism	Terry Schuttlen
Revenue Sharing	Ralph Tabor
Rural Affairs (USDA)	Jim Evans
Solid Waste (EPA)	Roger Bason
States Issues	Bruce Talley
Transportation	Marian Hankerd

## Don't Miss It

Last week, county officials who dialed 202/785-9591, heard a three-minute report on the latest news about the Housing and Urban Development Act, funding for manpower programs, and payments in lieu of taxes.

Shouldn't you have the latest news on issues which affect counties? Call Hillenbrand's Washington Report—202/785-9591.