

This Week

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Vol. 11, No. 25

COUNTY NEWS

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

June 25, 1979

NACo
Washington, D.C.

White House Plan

Effort to Spur Rural Access

After almost a year in the making, an expansive rural transportation effort was announced last week by the White House. Its aim is to minimize rural isolation, especially among the rural poor, the elderly, handicapped and the young.

Presidential aide Jack Watson announced the White House program along with Transportation Secretary Brock Adams, Labor Secretary Ray Marshall, Agriculture Secretary Bob Bergland and other top Administration officials.

This is the sixth in a series of announcements that deal with ways to overcome rural isolation. The White House program is partially based on the fact that approximately 34 percent of the U.S. population and 52 percent of the nation's poor live outside metropolitan areas.

Many of these rural residents are isolated and immobile, and have little transportation access to jobs, health care, social services, shopping, recreation and friends. The problem is compounded because most rural residents travel long distances and, consequently, are experiencing high transportation costs.

NACo's Executive Director, Bernard Hillenbrand, hailed the transportation announcement as a "gigantic step forward in meeting the oftentimes overlooked problems of rural county transportation."

"This program will succeed because the White House worked long and hard with groups like NACo to produce a product that we all can support," he said.

PROGRAM SPECIFICS

The program involves the new rural public transportation program and its relationship to social service programs, commuter air service, railroad branchline rehabilitation, and ride-sharing programs in response to the energy crisis.

As a result of a new agreement between DOL and DOT over labor protective agreements, local funding for the new rural public transportation program, known as the Section 18 program, will now be released by the states. The new program, which NACo worked hard to secure in the last Congress, has been stalled because of lengthy negotiations over how DOL will apply the Section 13(c) labor protective requirements of the Urban Mass Transportation Act.

NACo, along with other Washington-based public interest groups and the White House, DOT and DOL, have negotiated a new 13(c) arrangement for the program, including "waivers" which Secretary Marshall said would be expeditiously processed and a special "warranty"

See RURAL, page 13

Solar Given Boost

Standing on the West Wing of the White House before a crowd of sun-drenched onlookers, President Carter last Wednesday urged the creation of a \$100 million solar energy bank to aid efforts at getting 20 percent of the country's energy from the sun and other renewable forms of energy.

Carter's rooftop appearance was part of a ceremony to dedicate a new White House solar hot water heating system installed in April.

There is no longer any question that solar energy is feasible and cost effective," said Carter. Carter's remarks were in contrast to an earlier address he made to the Iowa State Association of Counties where he said that the practical use of solar energy was a long way from reality.

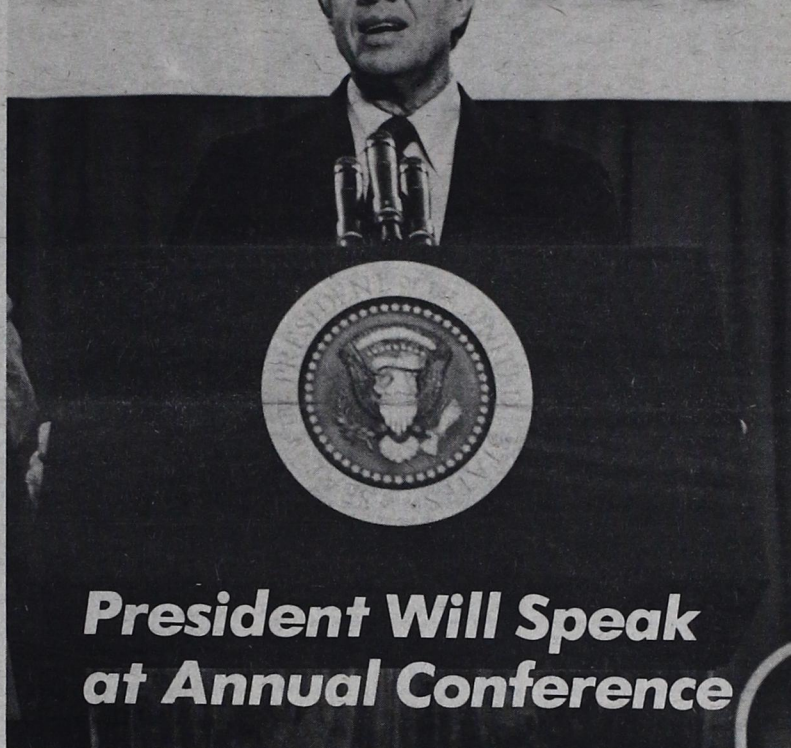
Those attending the White House ceremony included Martha Pennino, vice chairman, Fairfax County Board of Supervisors, Va., and Harvey Ruvin, commissioner, Dade County, Fla., both members of NACo's Environment and Energy Steering Committee. NACo Executive Director Bernard F. Hillenbrand was also present during the President's address.

Carter urged the tax incentives for those using solar power and said that funding of the solar energy bank might be contingent on the Administration's proposed "windfall profits" tax and the creation of an energy security fund.

Some members of Congress expressed fear that measures such as the energy security fund might not pass in either House, thereby sending the Administration's initiative back to the drawing board.

Carter's proposal includes a 15 percent investment tax credit for industrial uses of solar energy, a 20 percent tax credit (up to \$2,000) for new homes using solar equipment, and a 15 percent tax credit for the purchase of wood-burning stoves in homes.

COUNTIES



President Will Speak at Annual Conference

Presidential aide Jack Watson announced June 22 that President Carter has accepted NACo's invitation to speak July 16 at the 44th Annual Conference in Jackson County, Kansas City, Mo. More than 4,000 county officials are expected. See back page for conference and hotel registration.

LABOR-HEW FUNDING

CETA Survives Senate Unit Vote

The Comprehensive Employment and Training Act (CETA) survived another test when a Senate subcommittee sustained Chairman Warren Magnuson's (D-Wash.) level of \$1.627 billion for Title VI (public service jobs), \$188 million below the House.

Sens. Richard Schweiker and Lawton Chiles' attempt to cut the House mark by \$931 million failed by a vote of 3 to 6. The Schweiker-Chiles effort would have left Title VI at 100,000 jobs by the end of fiscal '80. The chairman's mark presumes 270,000 Title VI jobs at the beginning of fiscal '80, going down to 200,000 jobs by the end of the fiscal year.

Sen. Magnuson recommended a \$200 million cut from the House level

of \$325 million for the private sector initiative program, Title VII of CETA, but agreed to language in the subcommittee report which would support a supplemental if funds were needed. That language was suggested by Sen. Charles McC. Mathias (R-Md.) who agreed to the cut, saying the money is not likely to be spent during fiscal '80.

In the area of youth programs, Sen. Magnuson presented increased funding over the levels recommended by the House. The House Appropriations Committee approved \$608 million for the summer youth employment program (SYEP), \$533 million for the youth employment and training program (YETP) and \$234 million for the Young Adult

Conservation Corps (YACC).

Chairman Magnuson came in with \$608 million for summer youth, \$798 million for YETP and \$167 million for YACC.

Sen. Chiles' amendment to cut the summer youth program by \$100 million lost by a vote of 1 to 4.

House and Senate amounts for public service employment and summer youth programs are compared in charts on page 10.

Magnuson also agreed with the House in providing \$257 million for Title VII of the Older Americans Act, formerly Title IX. This represents a 10 percent increase over the \$234 million requested by the President.

In the health area, NACo won a

See LABOR, page 12



Ruvin

Pennino



BEFORE HOUSE AG PANEL—Forrest Campbell suggests food stamp improvements.

TAXPAYER SAVINGS SEEN

Federal Pay Plan Outlined

President Carter last week proposed comprehensive reforms of the major systems used to determine compensation for federal civilian workers. In sending his plan to Congress, the President characterized it as a way to compensate federal government employees fairly, improve the management of the federal work force, and save the taxpayers money.

James T. McIntyre, director of the Office of Management and Budget (OMB), and Alan K. Campbell, director of the Office of Personnel Management, outlined details of the proposals. In a joint statement, they said:

"Better management of the federal compensation system is an integral part of the Administration's efforts, begun last year with the passage of the Civil Service Reform Act, to improve government efficiency and effectiveness. Imbalances in the present system contribute to public concern and inequities among federal employees."

THE PROPOSALS would affect approximately 1.4 million white-collar and 500,000 blue-collar civilian employees. It is estimated that these reforms will yield annual savings to the taxpayers of at least \$3 billion in future payroll costs upon full implementation.

No current federal employee would suffer a reduction in pay as a result of the legislation.

The President described the need for compensation reform in his message to Congress when he said: "We owe it to federal workers to provide a fair day's pay for a day's work. At the same time, we have a responsibility to American taxpayers to be sure that their tax dollars are spent as effectively as possible."

Since the 1960s, pay rates for most federal employees have been based on rates paid by private sector employers to their employees. Comparability has proven to be a sound principle but there have been problems in this implementation, according to Campbell.

The President's compensation reform program reaffirms the com-

parability principle but broadens the concept to include benefits as well as pay. Total compensation comparability eliminates a major flaw in the current pay-setting process. Although more than 30 percent of the present cost of compensation for federal workers is for benefits, these have not been considered in past comparability determinations. They would be if the legislation is enacted.

In addition, pay and benefits of the 12 million state and local government workers would be considered along with those of private industry workers in the data on which federal compensation scales will be based.

Other provisions would bring federal compensation rates and practices more closely in line with those of the non-federal sector. One proposal would establish most white-collar salaries on a locality basis rather than the current national scale. Another would change certain

features of the blue-collar pay system to permit closer alignment with local prevailing rates.

Several business and civic groups have announced general support for the President's proposals. Among them are the Council of State Governments, the National Conference of State Legislatures, Common Cause, the National Civil Service League, the National Federation of Independent Businesses, and the U.S. Chamber of Commerce. John Franke, chairman of NACo's Labor Management Steering Committee, indicated that the committee will consider taking a policy position on the pay reform legislation at its meeting July 14 during the annual conference in Kansas City.

Further information on the pay reform legislation can be obtained by contacting Chuck Loveless of the NACo staff, 202/785-9577.

New Ocean Discharge Regs

The Environmental Protection Agency (EPA) has issued long-awaited regulations modifying sewage treatment rules for ocean discharges. Local governments in coastal areas now may save money in construction costs needed to meet the secondary treatment requirements established by Federal Water Pollution Control Act of 1972.

Communities that now discharge their treated wastewater into marine water have the opportunity to apply for a "modification" of the existing requirements that "secondary treatment" be provided to their wastewater. Under Section 301(h) of the Clean Water Act of 1977, EPA is allowing a less stringent degree of treatment involving chemical or biological processes to remove organic matter and suspended solids.

However, the new regulations place a heavy responsibility on local governments to show that its discharges will not impair the physical, chemical or biological integrity of the receiving waters. In addition, rigorous con-

trols have been imposed on the discharge of toxic pollutants. Applicants are required to know the composition of their waste, what industrial and nonindustrial sources are contributing to their wastes and the impacts of their discharges upon the water quality and aquatic life in coastal areas.

The new rules will not increase the number of communities that now discharge treated sewage in ocean waters. Approximately 200 municipalities filed preliminary applications before the Sept. 25, 1978 deadline in anticipation of the "modified" rules.

The cost of preparing a 301(h) application is expected to generally range from \$25,000 to \$300,000, depending upon the extent to which previous studies have been made, the scope of improvements proposed, character of the discharge and sensitivity of the receiving waters.

The potential capital cost reductions resulting from modification depend on the estimated costs of

complying with the initial standard minus the costs of complying with the requirements of the modified National Pollutant Discharge Elimination System (NPDES) permit, with its increased testing, monitoring and application costs.

To better assist the over 104 Native Alaskan village applicants, the small coastal communities in Puerto Rico, and the U.S. Territories in the Caribbean and Pacific, a special policy allowing agency discretion in scheduling secondary treatment was announced.

Applicants are given 90 days from date of publication of final 301(h) regulations in early June to submit complete applications. EPA estimates the applications review process will require one year from submission to permit issuance. For information on the 301(h) regulations, contact your State Water Pollution Control Agency, EPA regional office, or NACo's Water Quality Team.

—Ronnie McGhee, NACoR

Higher Deduction for Food Stamps Asked

Any attempt to allow itemized or medical and shelter deductions for food stamp recipients who are at least 60 years old or disabled should be combined with a higher standard deduction, Forrest Campbell, commissioner, Guilford County, N.C., told the House Agriculture subcommittee on domestic marketing last week.

Campbell, NACo chairman for income maintenance, also urged that H.R. 4303, a bill to allow unrestricted medical, dental and shelter deductions for the elderly and disabled be expanded to cover all food stamp households.

"Standard deductions," Campbell noted, "are easier to administer than itemized deductions. Itemized deductions would complicate agencies' administrative tasks at a time when the Department of Agriculture plans to impose fiscal sanctions for unimproved error rates."

"While we recognize that some itemization may be necessary to achieve equity for all persons, NACo

supports increasing the standard deduction first and then allowing recipients to itemize medical bills over the standard deduction."

Campbell went on to explain that NACo also supports a separate utility allowance or an increase in the shelter deduction—whichever method is the least expensive and most fair to recipients.

URGING THAT coverage under H.R. 4303 be expanded, Campbell pointed out that today one half of all food stamp recipients have gross incomes of \$3,600 or less, and three-quarters of them have gross incomes which do not exceed \$4,800. Persons receiving Social Security and Supplemental Security Income money have the highest incomes among persons receiving food stamps, he noted. The recipients in the lower income ranges are the "poorest of the poor."

To limit medical, dental, and shelter deductions only to the elderly would be administratively complex, said Campbell. One hundred percent case reviews would be required to identify elderly households. Such information is not readily available and would, in many counties, require additional staff.

In many instances, hiring such staff would require county legislature approval, and the time required to accomplish this would be prohibitive unless counties were given adequate lead time, he concluded.

In addition, restricting coverage only to the elderly would be unfair to other low-income recipients with high medical and shelter expenses, and even inequitable among the elderly themselves. Since H.R. 4303 would apply only to households composed entirely of persons aged 60 and over, two elderly persons living together could itemize all deductions, while an elderly person living with her children would be denied the chance.

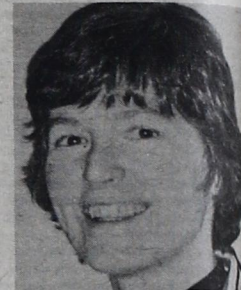
H.R. 4303 was introduced in response to great concern that the elderly were being forced to choose between paying their medical bills and eating, since the new food stamp regulations, effective March 1, substitute a standard deduction for

itemized deductions. Due to high levels of inflation, especially of food prices, and unemployment, these deductions are inadequate and have imposed severe hardships on persons whose medical and fuel bills are higher than the standard deduction.

AS A RESULT, many recipients, especially those in the high cost of living areas, have had their benefits reduced. Counties, in some cases, are providing extra support for these recipients who are unable to exist on their food stamp benefits.

General assistance and expenditures have increased as much as 10 percent in one month in some counties. General assistance receives no federal support and is funded by local taxes. Emergency assistance expenditures, which in many states are entirely county-funded, have also increased to compensate those recipients in need.

H.R. 4303 was being marked last week by the subcommittee. The other food stamp action, S. 1309, bill lifting the fiscal '79 food stamp cap by \$620 million was being marked up by the Senate Agriculture Committee. This bill is identical to H.R. 4057, which was reported out of the House Agriculture Committee and is now waiting floor action.



Chitwood

Alaska Exec Named

Virginia "Ginny" Chitwood, former mayor of the City and Borough of Juneau, Alaska, has been appointed executive director of the Alaska Municipal League by an 11-member board of elected officials. Chitwood, a graduate of Bucknell University, Lewisburg, Pa., is chairman of the Juneau Centennial Committee, and a pilot and active member of the Civil Air Patrol.

She brings an insider's experience to her new position, having served as a board member of the league from 1972 to 1976 and as president during 1974-75.

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Mediation Said Relief to Overburdened Courts

Saying that "indiscriminate processing of minor cases through the courts is not only costly, but grossly ineffective in resolving individual conflict," Pinellas County (Fla.) Commissioner Jeanne Malchon urged Congress to expand the use of mediation, mediation and arbitration in resolving minor disputes.

NACo's chairperson for law enforcement on the Criminal Justice and Public Safety Steering Committee testified last week before joint subcommittees of the House Judiciary and Interstate and Foreign Commerce Committees on several bills to fund alternatives to traditional court procedures.

The legislation would create a dispute resolution program in the Department of Justice to assist state and local governments in establishing dispute resolution programs or neighborhood justice centers to resolve minor disputes. Examples of such cases include domestic disputes, landlord-tenant disputes, consumer cases, etc.

MALCHON ASKED the subcommittee members for legislation to establish mediation and arbitration programs that would cover both minor civil and criminal cases, and stressed the importance of including juvenile cases in the legislation, noting that all the bills being considered implicitly excluded them.

Arguing for federal funding for community dispute resolution programs, Malchon reminded the committees that county governments currently spend over \$1 billion to maintain the existing court system.

The hard reality is that counties who are willing to experiment with dispute resolution mechanisms at the community level will, in the short run, be asked to assume the

costs of a brand new system, on top of existing judicial expenditures," she said.

"The growth of mediation and arbitration programs at the local level may not result in any immediate reduction in the backlog of court dockets, number of judges or in our yearly expenditures for the maintenance and operation of court facilities. In the foreseeable future, our best

hope is that we can cut into the rate of increase for such expenditures by making the courts more effective.

"In the long run, we anticipate that the expansion and use of mediation and arbitration in settling minor disputes at the county level has the potential for substantial cost savings," she said.

Malchon gave the example of Suffolk County, N.Y. where the annual

operating budget of \$120,000 for the Community Mediation Center is estimated to be approximately half the cost of one judge and his staff at a total of \$250,000.

IF THE PROGRAM can be designed to divert cases from the formal adversary process in a court setting to the informal process of a mediation center, a settlement that is more satisfactory to the disputants, at a lower cost, is possible, she noted. The savings result from the use of community volunteers trained as mediators, coupled with the reduction in processing cost through referrals from the police and district attorney's office.

Malchon asked the committee to include a requirement for review of

local grant applications by elected county officials. The bills propose only state level review for all projects. She reminded the committee it is local officials who are expected to fund programs after federal funds expire.

Calling the focus of the legislation one to prevent crime and violence, Malchon concluded, "We need to get at the underlying factors which precipitate violence long before it occurs."

At NACo's annual conference last year, the delegates approved new language to the policy document, the *American County Platform*, encouraging the creation of mediation and arbitration programs to resolve minor disputes for both civil and criminal cases.



RESOLVING MINOR DISPUTES—Pending legislation would help state and local government set up programs to resolve minor disputes. Pinellas County Commissioner Jeanne Malchon asked that juveniles be included.

Bill Would Establish Fund for Deadly Waste Cleanup

Last week President Carter sent to Capitol Hill a "superfund" proposal that would give the federal government the means to clean up hazardous waste dumps and spilled oil and chemicals.

Along with cleanup authority, the legislation would empower the federal government to collect fees from oil refiners and chemical companies on those raw products that go into hazardous material. These fees would make up the major portion of a fund that would total \$1.6 billion over four years. The balance of the fund would be supplemented from yearly appropriations.

Sen. John Culver (D-Iowa) is sponsor of the legislation, S. 1341, known as the Oil, Hazardous Substances and Hazardous Waste Response,

Liability and Compensation Act of 1979.

The legislation would allow the federal government to take immediate steps to clean up spills and hazardous waste sites in cases where the responsible parties don't respond adequately or can't be quickly determined. (Currently it can take over a year of litigation to prove that an abandoned site is an imminent and substantial threat.)

For emergency cleanup of inactive or abandoned hazardous waste dumps, the bill authorizes \$300,000. Another \$200,000 would be available to help contain the problem for one year, with states sharing the costs for expenses over that amount. Where sites are owned by a state, county or city, the federal government would play for 50 percent of the first-year containment costs.

To try and recover some of the expenses, the federal government will attempt to sue those responsible parties at a later date.

Because the estimated scope of the problem is so high and the fund would be limited, the bill requires the Environmental Protection Agency, assisted by state and local governments, to rank sites based on specified criteria.

The fund would pay for cleanup and restoration as well as limited third-party property damages in hazardous waste spills. No personal injury damages, however, are allowable under this proposal, nor will the fund pay third-party damages in the case of abandoned or inactive waste sites.

Bridges Falling Apart? Here's Help

A new transportation project to help officials understand and get the most from the expanded federal bridge program has been launched by NACo's research arm, NACoR.

A series of regional meetings will be conducted on the Highway Bridge Replacement and Rehabilitation program which provides funds for bridges under county jurisdiction—those bridges off a federal highway system.

At these workshops county officials will be told the federal requirements that must be followed

in order to apply for funds and will, in turn, be able to give their suggestions for improving program administration.

Another important aspect of the NACoR project is helping to ensure that the county point of view is reflected in federal rules and regulations. Based on recommendations of county officials, NACo has already submitted extensive comments about the bridge program to the Federal Highway Administration.

While NACo's comments covered a

wide range of issues, two major points were emphasized: counties should get their fair share of funds and counties should be given a voice in selecting projects to be funded in their state.

The Surface Transportation Act of 1978 specifies that at least 15 percent but not more than 35 percent of the apportioned funds are to be used for bridge repair and replacement projects on public roads, other than those on a federal-aid highway system.

NACo and its affiliate, the National Association of County Engineers (NACE), recommended that the following language be included in the regulations governing the expanded bridge program:

"States, in cooperation with responsible local officials, shall establish a fair and equitable distribution system of both on- and off-system bridge funds because local governments as well as states may have jurisdiction over both on- and off-system bridges. The fair and equitable distribution system shall dedicate to local governments a portion of the 15 to 35 percentage authorized for off-system projects."

"Responsible local officials" are defined as those local officials who are elected and directly accountable to the public whom they serve and who have jurisdiction over matters relating to highways, transit, and airports. Such officials have the capability to raise the required matching money for federal funds. These officials can elect to delegate their authority to act.

Concerning project selection,

NACo and NACE urged that the following language, be included in the regulations:

"After evaluation of applications and the assignment of sufficiency ratings, FHWA should provide the states with a list of bridges within the state that are eligible for funding. From the list or previously furnished selection lists, the state, in cooperation with responsible local officials shall select bridge projects."

The precedent for this procedure is found in administration of the federal-aid secondary program.

Nursing Home Precedent

A recent New Jersey appellate court ruling requires all nursing homes in that state to accept poor patients or face possible denial of their operating license by the state's department of health.

The precedent-setting decision makes New Jersey the first state with such a requirement, but health departments in other states may soon develop regulations similar to those that have been upheld in *New Jersey Association of Health Care Facilities vs. Finley*.

In upholding the legality of the health department's regulations, the court maintained that:

- The health department is not exceeding power granted to it by the state legislature;
- The regulations do not deny nursing homes just compensation for property;
- The regulations provide definite and unambiguous standards despite

the lack of stipulated "reasonable number" of beds that must be provided to Medicaid patients.

In rejecting the claim that the regulations involve confiscation of property, the court observed that Medicaid guarantees a reasonable reimbursement rate and also provides nursing homes several means to press their economic claims.

"The challenged regulations are at pains," the decision said, "to provide adequate assurance against unfair or confiscatory treatment of homes."

In finding the state's health department had not exceeded its powers, the court based its decision on the declaration of policy that begins the department's licensing regulations. This statement assigns the department the responsibility for comprehensive health planning.

The decision may be appealed to the state supreme court.



Commentary

Rethinking the American Dream

by Neal Peirce

A grim scenario for the Detroit area in the year 2000 emerging from computer studies by the Southeast Michigan Council of Governments, illustrates how rapidly and totally local patterns of sprawl developments are turning the United States into an automobile-dependent, oil-dependent, OPEC-dependent nation.

Unless the last several years' patterns of rapid development at the suburban fringe are curbed, SEMCOG's computer projects that the city of Detroit and its older, more established suburbs could lose more than a third of their population by

the end of the century. All growth would shift to outlying suburbs.

As a result, there would be an additional million cars on the roads of southeastern Michigan, driving 40 million miles more a day than now, wiping out every gallon of the gasoline savings that are projected to come with lighter, more energy-efficient autos.

Such sprawl and oil glut, once questionable for aesthetic or environmental reasons alone, can now be held responsible for directly undermining the national security of the United States. Our highly energy-dependent economy is held hostage

by foreign powers; even when we can buy the oil, the prices demanded feed inflation. That means, notes Detroit city official James Bush, continued devaluation of the dollar, contraction of credit, and the real danger of national or worldwide recession.

THE DETROIT PATTERN is part of a national phenomenon of autos increasing two to three times as rapidly as population. No other nation on earth—not even far-flung Canada and Australia—uses gasoline, in relation to overall economic output, as profligately as we do.

The inordinately high costs associated with high auto dependency and sprawl growth don't, however, stop with energy. As many as 466 square miles of southeastern Michigan farmland could be lost to highways, subdivisions, shopping centers and industries by 2000. Almost 2 million acres of U.S. producing cropland is lost annually to development. Sadly, the best and most endangered farmland tends to be near urban centers. As it's devoured for development, more marginal lands, requiring expensive irrigation systems and heavy applications of energy-consuming fertilizer, are required. Again, the national interest suffers.

Sprawl also devours thousands of acres of wetlands and floodplains and involves massive new public costs in sewer lines, drains, treatment plants and additional roads, highway interchanges, schools, police and fire stations—all expenditures that could be saved by more dense, "infill" development in existing cities and suburbs. The Detroit area is now debating a mammoth interceptor and treatment plant—known locally as "supersewer"—to parallel a new interstate road 20 miles west of central Detroit. Its cost: some \$200 million.

If southeast Michigan's present path of sprawl continues, at least \$2.4 billion worth of existing school space will be abandoned in the city and older suburbs—even while \$1.3 billion or more is spent on new schools on the urban fringe.

KING COUNTY (Seattle) recently analyzed the difference in projected costs of capital services, such as sewers and roads, under a "managed" versus a more sprawl-like "unmanaged" growth pattern in the county, to the year 2000. The difference: more than \$500 million, or an extra \$6,374 per dwelling unit, with unmanaged growth. That calculation didn't even include schools.

Yet somehow, Proposition 13s notwithstanding, one suspects metropolitan areas would find some way to pay the immense extra cost for sprawl development if it were not for the intractable energy problem. Even before the Iranian oil crisis, the Congressional Office of Technology Assessment was warning that the nation's continued heavy use of the automobile would necessarily cause a severe petroleum shortage and cripple the country's economy within the next 20 years.

Little is done, either locally or by the federal government, to boost mass transit capacity, even though the nation's "straphangers" save the nation a billion gallons of gasoline a year. By their more parsimonious approach to commuting, says Detroit's Bush, bus and subway riders save the energy that other Americans "need for continuing their suburban, automobile-oriented way of life."

Across the nation, a few progressive urban counties—Suffolk on Long Island, Howard in Maryland, King in Washington—are making efforts to buy farm development rights and thus slow sprawl. Effective metropolitan land use plans have emerged in a handful of areas, such as Honolulu, Minnesota's Twin Cities and Portland, Ore. But the vast majority of areas are fearful of imposing strict controls.

If sprawl is to be contained, is there available land to house the

millions of Americans in the postwar baby-boom generation, as they reach maturity and look for permanent housing? The answer is yes; but in garden apartments, condominiums, town houses and other forms of more dense, transit-accessible housing, and not in the "American Dream" of a free-standing house on its own lot in a low-density, totally auto-dependent suburb.

Can developers and builders sell more densely built housing, especially as "infill" in existing cities and suburbs? Again, the answer is yes: so huge is the demand now for housing, and so formidable will it remain through the 1980s and probably beyond, that developers will be able to sell any reasonable amount of housing of whatever description they produce, whether in town or country. If they choose close-in locations and dense development, they can be true patriots by saving immense energy for the country, plus billions for the taxpayers in inflation-ridden times.

AN EXAMPLE: all 700,000 anticipated new households up to 2000 in the Detroit area could be accommodated within the network of already sewered city and suburban areas, making the exorbitantly expensive and land consumptive development on the suburban fringe quite unnecessary.

In the years after World War II, Americans legitimately yearned to escape cities that were truly overcrowded, to get their FHA or VA-financed house on a suburban lot. But now the true-blue American way may be quite different. It may be to save land and facilities, to conserve existing towns and cities and suburbs, and above all to conserve energy, that increasingly expensive coin of the realm at home and internationally.

If suddenly the condominium or town house and the bus at the corner take precedence over the free-standing house and commuting gas-guzzler, there should be no grounds for despair. First, the national interest should take precedence over personal convenience or preference. Second, sometime the American dream had to grow up.

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Opinion

Preserving Our Farmlands

The Carter administration, especially Agriculture Secretary Bob S. Bergland and members of the Council on Environmental Quality, are to be commended for activating an administration-wide study of agricultural land conversion in the United States.

Every year, America suffers the loss of 3 million acres of its agricultural land, the most valuable in the world. County officials are strongly concerned with the rate at which farmland is converted to other uses or lost to soil erosion. The loss endangers both local and national economies.

The Carter Administration's study deserves the strong support and participation of all those concerned with agricultural land conversion. It is the next logical step to Secretary Bergland's important policy initiative on agricultural land issued last year, the earlier studies of the Council on Environmental Quality, and hearings held by the House Agriculture Committee.

But a federal study alone will not save farmland. Agricultural land will be saved through the actions of landowners, and county, state and local government officials.

NACo again calls for the enactment this year of the proposed Agricultural Land Protection Act, H.R. 2551, and a companion Senate bill, S. 795, which encourage and support local and state government efforts to carry out their own programs to protect farmland.

These bills support both the Administration's urban policy for conserving and revitalizing existing urban areas, and its rural policy. Preserving farmland encourages conservation of urban America.



AGLAND STUDY LAUNCHED—Agriculture Secretary Bob Bergland, right, announces a coordinated federal approach to study the extent of disappearing agricultural lands. The head of the Council on Environmental Quality Charles Warren and study director Robert Grey, center, also attended.

NACo has long urged the Administration to study agricultural land loss. This new federal study should quickly assess the precise amount and type of farmland already lost. It should focus on the actions of the federal government which contribute to that loss, the impact on the nation's economy, and ways in which federal agency actions can be made consistent with county, city and state programs to preserve farmland. And it should result in administrative procedures to implement Title I of the bills now pending in Congress.



EXCHANGE OF VIEWS—Ruth Keeton, councilwoman, Howard County, Md., discusses the new agricultural study with Rep. Jim Jeffords (R-Vt.) who proposed the Agricultural Land Protection Act.

CETA: County Success Story for Employment & Training

While county officials have never been strangers to the employment scene, the birth of CETA in 1973 marked a radical change from past employment and training efforts. For the first time, Congress and the Administration realized that for an employment program to really work, local governments had to solve local problems with funds allocated on a formula based on needs.

The process of implementing this federal law at the local level was no easy job. But despite the formidable barriers, county officials responded with hard work and perseverance—often with little recognition—and provided jobs and training for those who needed them most.

In four short years county officials implemented a massive system and made it work. The names, places and success stories are documented in NACo's book called *CETA Works*. But continuing to make CETA work is becoming more and more difficult for counties.

Last year Congress rewrote the law and changed the rules of the game. New obstacles and restrictions have diminished a local official's capacity to respond to local demands and has made management of the programs increasingly hard.

New wage levels have knocked out a lot of useful jobs and promotional opportunities for

people. Ever-changing signals and mountains of paperwork from Washington threaten to erode the program.

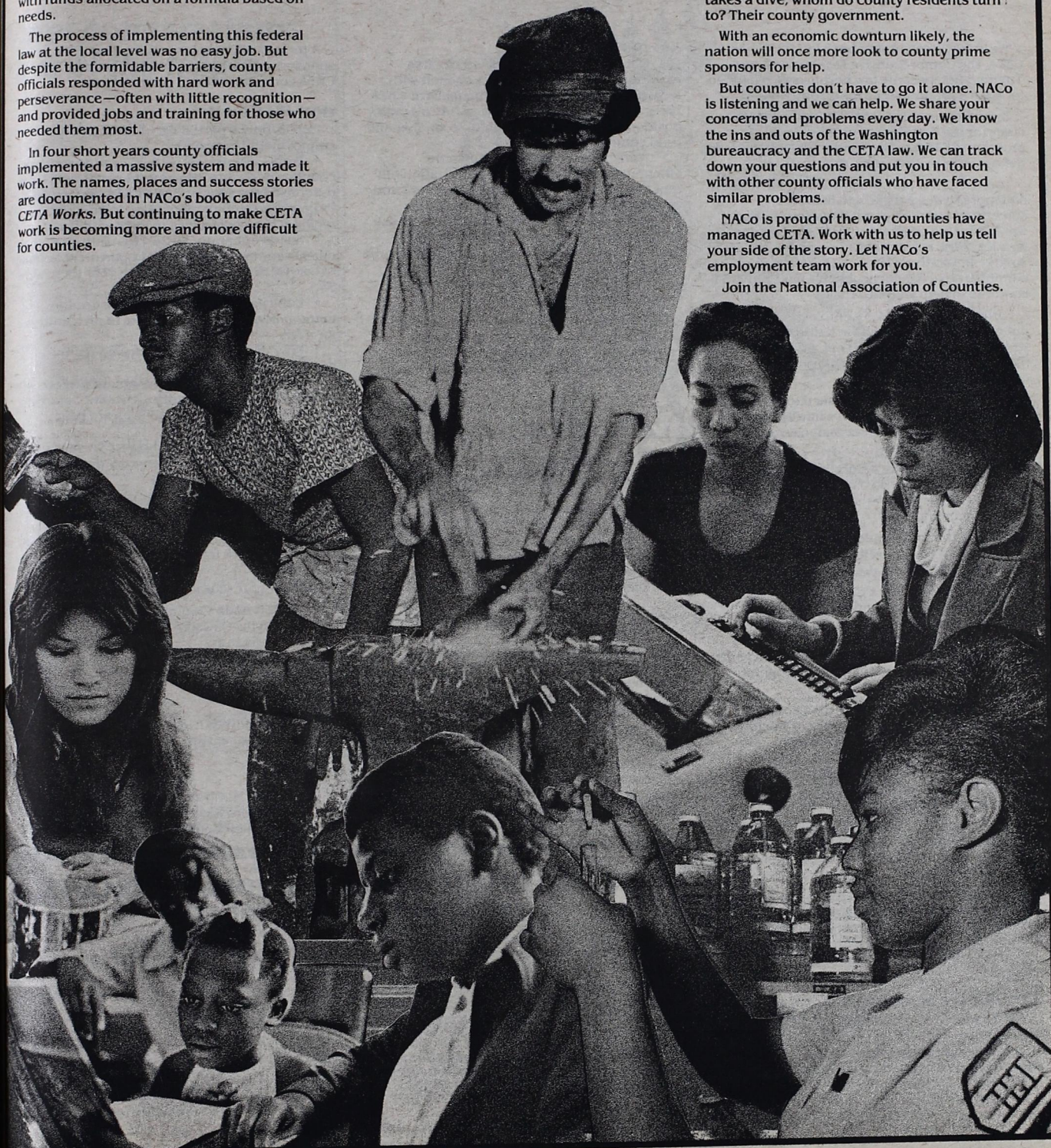
Still and all, the responsibility for the multibillion dollar CETA program rests on you—the elected county official. When scores of individuals are thrown out of work from a plant shutdown or the national economy takes a dive, whom do county residents turn to? Their county government.

With an economic downturn likely, the nation will once more look to county prime sponsors for help.

But counties don't have to go it alone. NACo is listening and we can help. We share your concerns and problems every day. We know the ins and outs of the Washington bureaucracy and the CETA law. We can track down your questions and put you in touch with other county officials who have faced similar problems.

NACo is proud of the way counties have managed CETA. Work with us to help us tell your side of the story. Let NACo's employment team work for you.

Join the National Association of Counties.



Special Report 6 NACo EMPLOYMENT TEAM

We at NACo celebrated back in 1973 when CETA, the Comprehensive Employment and Training Act, became law because we'd lobbied for such a program for a long, long time.

By giving counties equal recognition with cities for the first time in a major domestic program, CETA became landmark legislation for the counties in more ways than one.

Today CETA is part of the nation's vocabulary and more than we'd like a to hear. It's sometimes banded about like a four-letter word. It's a big program and it's expected to do a lot. Sure, regulations fleshing out the 1978 four-year reauthorization of CETA are an administrative headache, but we have and we'll continue to help you with that.

Earlier this year, NACo's employment team put out a 152-page paperback titled *CETA Works*. We at NACo believe that. *CETA Works* is filled with the kind of success stories that counties like to tell.

Moreover, CETA has been asked to accomplish multiple miracles. The ink was hardly dry on the bill when the 1974-1975 recession struck.

In early 1977, President Carter asked CETA to handle a massive jobs program to help people until the economy perked up. This was in addition to its original mission of serving the long-term unemployed.

We know that our employment team understands CETA as well as a lot of folks at the U.S. Labor Department do.

Our team knows that CETA has brought federal money to the county level where the complex people problems are. By allowing counties to offer jobs and training, CETA has taken people off unemployment, assisted youth, and given others the chances at job training they never had before.

We want to introduce today the people who have helped you make CETA work. Ironically, many of their biggest success stories you've never heard about. That's because they have been able to knock out needless rules and regulations formulated at the Labor Department before they could gum up the works.

Jon Weintraub, a NACo associate director, heads the 17-member employment team, NACo's largest. Nancy ReMine is the deputy associate director.

Guiding them are Herman Ivory, Muskegon County (Mich.) commissioner, chairman of the 58-member NACo Employment Steering Committee, and Jack Moss, Broward County, (Fla.) commissioner, the committee vice chairman.

Legislative Successes

Here's what NACo's employment lobbyists have done in legislation:

- Pushed insistently for passage of CETA, the largest employment and training bill since the 1930s depression.
- Vigorously supported funding for the huge antirecession jobs program to soften effects of the 1974-1975 economic decline and to help

counties provide services.

- Got a requirement in the 1978 CETA reauthorization bill that states consult with local jurisdictions in developing parts of CETA programs. This provision, one of NACo's policy positions, is particularly helpful to smaller and rural communities.

- Worked successfully to put some amendments in the 1978 reauthorization bill that helped cut down on some paperwork and eased some administrative complexities.

- Succeeded with the 1977 CETA youth bill amendments in keeping most of the newly available youth employment funding under the control of CETA prime sponsors so that the youth employment program wasn't further fragmented.

CETA, through the states, serves smaller counties, too. This is a national program ensuring that every county may get a share of the money for public service jobs and training programs.

12 Ways NACo Helps You

NACo's Employment Team takes its lead from the Employment Steering Committee, chaired by Herman Ivory, commissioner, Muskegon County, Mich. The steering committee, made up of county officials from all parts of the country, determines legislative policy which is then reviewed by the NACo Board of Directors and voted on by our members at the annual conference.

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

A total of 180 single counties are CETA prime sponsors and many more participate in 144 CETA consortia of local governments.

How We Can Help

Here is only a partial list of what else our employment team does:

- Works intensively with 257 prime sponsor counties and consortia plus 24 states who have purchased the special NACo CETA Service Fee Project. The employment team includes six regional representatives to work with them.
- Sends out annually 26 CETA Informational digests summarizing Labor Department actions to Service Fee subscribers. (Last year there were 54.)
- Publishes six times a year the *County Employment Reporter* available to all counties for a fee.
- Provides CETA youth program technical assistance and information.
- Operates a policy development project designed to get the county viewpoint before the Labor Department when policies are being shaped.
- Started research into how CETA can be tied in with economic and community development projects.

This is only part of the employment team story. Call us and we'll gladly tell you more.

Here is the rest of the employment team that helps CETA work for you:

Regional Representatives:

Servando Cuellar
Phyllis Dawson
Chris Duba
Pat Elston
Michael Erickson
Geoff Trego

Policy Development:

Megan Murphy

Youth Project:

Ellen McGiver, Director
Barbara Rice
Stephen Boochever

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

Name _____ Title _____

Address _____

Zip _____

Telephone _____

Your Employment Problem _____

Water, water everywhere?

Water conservation: wave of the future

Water—in abundance and in scarcity—defines the lifestyle of humanity. While modern technologies have reduced the need for us to live in close proximity to water supplies, access to water still determines the shape of communities, use of the land, and opportunities for economic advancement.

The U.S. Water Resources Council finds that the country as a whole has available about 1,300 billion gallons per day (bgd) of fresh surface water, plus a large potential groundwater supply. In 1977, of the available 1,300 bgd we withdrew about 355 bgd, and of that, consumed only about 111 bgd.

In the United States, water has traditionally been viewed as an unlimited resource, the use of which was restricted only by severe legal or engineering constraints. A seemingly endless array of dams, canals, aqueducts and pipes stands testimony to the conviction that the delivery of water, not supply, is the only obstacle to unlimited water usage.

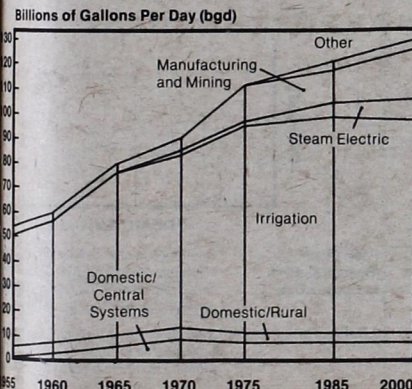
So what's the problem? A major problem is that water is not located where people need it and it is costing more and more to close the gap between demand and supply. A number of events in recent years have begun to challenge the long-held attitudes about water supplies in the United States. The growing environmental consciousness, first generated by specific air and water pollution crises, has developed into an appreciation for the finite nature of most natural resources, including water.

More directly a series of droughts has demonstrated that there are limits to the quantities of safe, clean water available to most communities. The recent droughts in the West and Mid-Atlantic states produced significant changes in water use patterns in those areas. Many of the changes were voluntary as residential and industrial customers alike found ways to save water. New pricing policies encourage conservation, rather than use, for the first time in the history of many water utilities. And some areas were forced into rationing water, a situation inconceivable a short time ago.

What forces have caused these shortages which now appear to be predictable problems for many communities? Rising per capita usage of water is perhaps the single largest factor that has eroded the excess capacity of so many water supply systems. Since 1960 per capita usage has risen an average of 1 percent per year, spurred on by wider use of water-consuming appliances like washing machines, dishwashers, garbage disposals and some air conditioners. The suburbanization of America in the 1950s and '60s has also meant more swimming pools and greater expanses of landscaping to be watered.

Finally, U.S. farmers have come to rely more and more heavily on irrigation to improve crop yields and to make marginal land more productive. This increased demand for water has strained the existing capacity of public water systems, making them more vulnerable to drought, treatment and delivery problems.

Historic and projected water consumption for major functional uses, 1955-2000



Source: Water Resources Council 1975 Assessment



STORY & LESSONS BY BOB JOHNSON
ILLUSTRATIONS BY BEN AKUTAGAWA

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What and Where Are the Nation's Water Resources Problems?

The nation's water problems differ with the climate, geography and population dispersion of the area.

In the East, most of the water demand is for urban areas and power plants which serve those areas. The eastern cities are often located far from freshwater sources, so it is costing them more to expand their supplies. Excessive removal of groundwater is causing salt water to contaminate fresh in some coastal areas.

In the heartland, agriculture is the major water user. The vast supply of groundwater under the Great Plains is being "mined" or used faster than it can be replenished, sometimes causing land over aquifers to collapse.

In the arid West, both energy development and population growth are increasing in an area where natural water resources are uncertain. Water must be piped from elsewhere to support the burgeoning western cities, sometimes from hundreds of miles away. Surface waters may be overallocated, and groundwater tables are dropping.

With per capita usage rising steadily, local water systems that have already fully exploited the most accessible supplies must look to the development of more distant or difficult sources. Also, with the decrease in the use of general tax revenues to subsidize water operations, the costs of water and sewer services have increasingly been passed on to consumers. All of this has meant rapid escalation of water prices in some areas with a greater consumer interest in reducing water usage and in making water rates more equitable.

Water Conservation: What is it?

Water conservation is defined as "the wise and efficient use of water." Current policy discussion at the federal level

concentrates on conservation techniques that are applied "at the tap," as individual consumers, business and industry draw water from supply areas. In particularly arid areas, however, conservation can also mean the preservation of water in reservoirs, canals and lakes so that it will not be lost or transported from the area by rivers and streams.

Water conservation can clearly have a direct impact on the volume of wastewater produced in a community. If each consumer uses less water, proportionately less wastewater will require treatment, and treatment plants can then serve more consumers with no increase in total capacity. Communities can benefit from water conservation by avoiding the costs of building new supply facilities, since water systems are often built to handle peak demands. One of the benefits of water conservation at the tap has recently been recognized by the Clean Water Act Amendments of 1977. Regulations now require the implementation of water conservation measures by all recipients of grants for construction of wastewater facilities. Exceptions to this are those water uses which do not enter the treatment plant, such as water used to irrigate lawns.

This single issue of the relationship between water usage and wastewater treatment indicates that benefits of conservation can extend beyond the question of water supply to issues of growth, development and local public investment.

The following articles address municipal water conservation. Although municipal or metropolitan community water systems are not the greatest drain on the nation's total water resources, the monetary savings in facility construction can be great. These articles are based on materials from *Readings in Water Conservation*, a NACoR publication prepared for an EPA conference on the subject in response to Section 214 of the Clean Water Act.

Continued on next page

Water Conservation— What Local Governments Can Do

The Great Lakes Basin Commission is presently discussing a regional municipal water conservation strategy and has identified many ways conservation can benefit the area.

The commission characterizes the situation of the area in this way: "Although water quantity is not a common or widespread problem in the basin, the supply is limited by competing uses, poor water quality, increasing demands and the rising costs of distribution and treatment."

There are both economic and environmental benefits to conservation which can exceed the cost of the programs, the commission's newsletter notes. Among these benefits are, addressing inadequate capacity for water supply and wastewater facilities ... delayed investment programs ... deferred systems expansion for peak demands ... and, the reduction of conflict among competing users. The environmental benefits of reduced wastewater flows can help preserve fish and wildlife. "Despite effluent concentration limits, the overall pollutant inputs to lakes can increase since input is the result of the volume of flow multiplied by the pollutant concentration ... both flow and concentration need to be considered in future planning," stated the commission. In addition, reducing demand makes existing supplies go farther in times of drought.

(The 1975 National Water Assessment identified areas in five Great Lake states experiencing severe water shortages.)

Many local officials do see problems with present water conservation concepts. Some fear that the use of a comprehensive water conservation program may be urged without regard to economic considerations, and feel that the application of uniform conservation practices cannot be justified.

Private and public water industry experts warn that since many water utility costs are fixed, if the amount of water sold decreases, the rates must be increased to recoup lost revenue. Therefore, water bill payers may not see their water bills go down as a result of using less water. This situation has been documented during the recent severe drought, particularly in California where demand dropped by as much as 60 percent and rates were raised to make up the loss in revenue.

Finally, some argue that deferring expansion is not economical in the long run, since inflation can eat up those savings when larger facilities are ultimately needed.

It may be difficult for any local government to judge the ultimate costs and benefits of water conservation programs. The Department of Agriculture, now in the process of examining its policies to conform to the new federal emphasis on water conservation, makes this observation. "It is important to recognize that water supply and use relationships are influenced by the ... characteristics of an area ... What are we conserving water for in a particular basin—larger instream flows, more urban growth, improved forests and range? It is necessary to know what the real objects are before a sound water conservation plan can be developed."

With their objectives formulated, counties and other local governments can take steps toward efficient use of water in their communities.

Public Involvement

Attempts to modify water demand by definition rely on the public's understanding of water conservation.

A public education program can be the most economical and easiest way to work toward conservation. The objectives of such a program would be to make all water users aware of where their water comes from and where it goes, why conserving water cuts their own costs and the costs to their community, and precisely what water conservation measures they can take. Public education programs have been shown to pave the way for more politically difficult water conservation choices.

An education program might include flyers mailed in water bills, other pamphlets, speakers at civic group meetings and schools or an education unit for school children. In fact, the Association of Bay Area Governments has stated that "the greatest long-term results in eliminating wasteful habits can be achieved by educating the young." Information materials are already available at reasonable costs from various sources, and often have a place

for the name of the local water agency to be printed. Use of film, press, and television has also been successfully used at low cost.

Other community outreach measures taken by water districts or local governments have included providing some water conservation devices free or at low cost and assisting homeowners with repair of leaks or installation of water conservation-oriented pricing, as well as a number of public local retailers to display prominently the water-use characteristics of appliances.

Many businesses and factories have saved substantial amounts of water and money on their water and sewer bills through conservation and in-plant water reuse. Public agencies can contact businesses in their area to help them formulate their own water reduction plan.

Public participation in developing water agency policies can be an essential measure to ensure support. For the Washington Suburban Sanitary District in Maryland, this included both a citizens advisory committee to help select alternatives for conservation-oriented pricing, as well as a number of public workshops to refine the policy once developed.

Information on ideas for water conservation flyers, where to obtain existing materials, and the description of a comprehensive public education plan is available in NACoR's *Readings In Water Conservation*.

Pricing

Writing in the *Journal of American Water Works Association*, Harrison Call Jr. sets down four basic principles of rate making:

- Rates should promote efficient allocation of resources, discouraging wasteful use (consumers should be able to relate use with cost and adjust consumption accordingly).
- Rates should not be discriminatory (that is, not applied with arbitrary distinctions between users).
- Rates should lead to stable revenues.
- Rates should reflect a sense of historical continuity.

He notes, "The basic tenet of cost of service is that each customer or class should provide revenues sufficient to cover the cost of service."

Pricing schemes which encourage conservation of water should meet those criteria.

There is disagreement among experts as to what extent the price of water actually affects water use. Attempts to attach a reduction in water use solely to pricing changes have been stymied because price changes are usually not implemented alone; promotional conservation or conservation ordinances usually are instituted simultaneously. Also in many areas, water bills are an extremely small part of household expenses. Water conservation pricing alone will not necessarily cut the water bills for any specific family, and should not be promoted on this basis. However, these techniques do make sure that those customers who use more water pay for the demands they place on the water and sewer systems.

The most popular pricing system in the United States has been the declining rate system, wherein the price per unit of water decreases as more water is used. In *Water Resources Research*, S. H. Hanke and R. K. Davis explain that these rates are "the result of an era when water utilities were making large lumpy investments in capacity and thus add excess water to sell. Today, ... the argument that costs decline when use increases may no longer be true, and the justification for 'promotional' pricing weak."

The following table explains the more common water pricing systems in use today, and their potentials for relating water use to water price (equity) and for discouraging water waste.

Technologies

Much of the public information distributed by a water agency must include immediate steps households can take to reduce their own water use. A typical pattern of daily water usage for a family of four in a single family home is shown in the drawing on page 10.

In addition to changes in the water use habits of families (such as turning the water off while brushing one's teeth, not using the toilet to dispose of non-sanitary wastes), there are many devices on the market which once installed can lead to "automatic" water conservation, that is, without the need for changing household habits. Local governments can take steps to encourage or require their use.

System

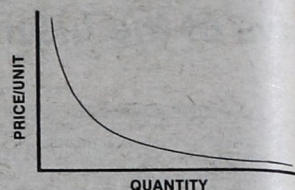
Metering

Definition and Comments

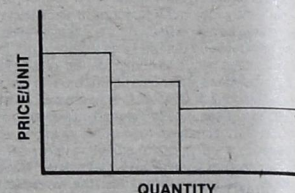
Installed so that utilities can charge for water used. Not generally thought of as a pricing system, but installation of metered areas has resulted in decreases in water use of as much as 30 percent. However, initial cost is expensive.

Flat Rate (Set Price)

Usually used in unmetered areas, the same regardless of how much water is used. It is often associated with residential users, and is not equitable when charges are based on consumption (commercial, residential).

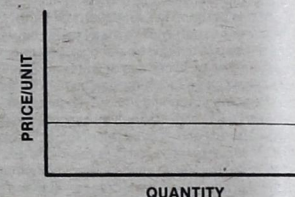


Declining Block Rate Customer is charged a certain amount for successive blocks of water. The price per unit declines as the quantity of water used increases (the premise that costs decline as quantity increases), but may penalize small users.



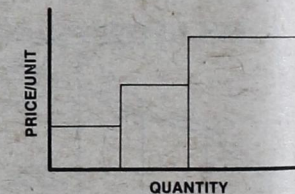
Uniform (Constant) Block Rate

Minimum charge plus a constant rate for successive blocks of water. This system unfairly penalizes either small or large users.



Increasing Block Rate

Customer is charged a certain amount for successive blocks of water. The price per unit increases as the quantity of water used increases. This system is equitably based on ability to pay.



Peak Load (Seasonal) Rate or Excess Use

Customer is charged a uniform rate for successive blocks of water. The price per unit is based on average demands. Quantities above this use are charged at a higher rate.

Lifeline Rates

Discounts for certain classes of customers. A given minimum quantity of water is available for a given minimum charge, and utilities' ability to base charges on consumption is limited.

Graphs are excerpted from *Residential Water Conservation Report No. 35*. Reprinted with permission.

Discouragement of Waste?

Equity

Required

yes

No, but a reduction in water bills for installation of major water saving devices could be given.

QUANTITY

no no

QUANTITY

yes minor

QUANTITY

yes yes

QUANTITY

yes yes

A summary of some of the more common devices is presented at right. It should be noted while the water-saving effects of these devices has been extensively investigated, there is still disagreement on the percentages of water use reduction that can be achieved. The figures used here are from a publication by the state of Oregon.

Regulation and Planning

Counties, other local governments and/or water districts can use their regulatory powers to decrease water demand. General purpose local governments need not be purveyors of water in order to do so.

A number of jurisdictions all over the country have revised plumbing ordinances to require the use of low water-using toilets, showers and faucet fixtures in new construction. For example DuPage County, Ill., has amended its plumbing code to require water closets that use a maximum of 3.5 gallons to flush, showerheads and sink faucets with a maximum flow of 3 gallons per minute and water softeners using no more than 75 gallons per cycle.

Fixtures meeting these criteria are generally available and cost no more than conventional appliances. However, due to costs of replacing old fixtures with new, these ordinances have generally applied only to new construction.

In water-short Westminster, Colo., a growth management strategy is based on water supply consideration. Under its Water Conservation Incentive Allocation system, a developer can increase the number of dwelling units to be built by following the city's water conservation guidelines. Allocation credits can be earned by installing the water conserving devices discussed above. More importantly in this arid area, outside use control is emphasized; credit toward additional development can be earned if automatic sprinklers and plants needing little water are used outside the houses. The ordinance also makes some conservation practices mandatory for new individual housing, and requires a review of conservation plans for non-residential development. The Westminster ordinance is based on a clear understanding of how much water will be available to the community, and development credits are computed with this in mind.

Many jurisdictions have revised local law to prohibit water wastage. Washoe County, Nev., adopted an ordinance which describes detailed criteria for "excessive use" and "water running to waste" as well as providing prohibitions and penalties. The ordinance also gives the county authority to prohibit or regulate certain outside uses in times of water emergency.

Samples of these and other local ordinances are available in NACo's *Readings in Water Conservation*.

Public Facilities

Finally, a local government can examine its own facilities for water conservation opportunities. As owners of parks, public building yards and transportation rights-of-way, counties can consider the water use effects of landscaping and irrigation in these areas, as well as using water-saving devices inside public facilities. Counties operating water and wastewater treatment facilities can use and reuse subpotable water (called plant water) to wash down the parts of the facility not involved in potable water production.

Control of leaks in collection and distribution lines can make a significant difference in treatment costs for water supply and wastewater. Water in a distribution line leaks out under pressure, and therefore water is being treated that never reaches the consumer. In a sewage collection line, water in the ground leaks in and means that the plant is treating unnecessarily large quantities of water. Of course, the costs for line repair must be closely examined to see if repair is economical.

Federal Water Policy: Conservation Efforts

President Carter called for a review of national water policy in his 1977 Environmental Message. In an often-quoted phrase, he established water conservation as the "cornerstone" of the new federal strategy. The Administration's proposed water policy was

Water Saving Technologies

Home Device/Technology	Estimated Savings as % of Inside Water Use	Energy Savings?
Repairing water leaks in faucets, toilets	N/A	yes
Low-flow dish and clothes washers	5	yes
Toilet dams and displacement devices (existing homes)	18	no
Low-flow toilets 3.5 gallons/flush	18	no
Low-flow showerheads and kitchen/lavatory faucets	14	yes
Aerators and flow restrictors for showers and faucets	14	yes
Pressure reducing valves at water intakes	5	yes
Insulated hot water lines	1	yes
Recycling grey water to outside uses or toilet flushing	N/A	

announced by the President in June 1978, formulated through extensive federal agency review and some participation by state, local and environmental interests.

Legislation: Legislation introduced this spring would provide \$25 million to states in matching grants to develop water conservation technical assistance programs. These funds could be passed through to local governments to provide their own programs. This would be in addition to the \$25 million requested by the President for state water management grants. However the House and Senate have approved different funding levels, necessitating a third version in the final conference report.

A more controversial legislative proposal regarding rates for water from federal projects has yet to be introduced. This proposal would permit the federal government with state approval to charge more for water than necessary to recover costs, in order to modify demand. The "profits" would then be passed back to the affected communities to develop water conservation programs.

Administrative Actions: Federal agencies have been directed to look at their own programs for water conservation "opportunities." A number of federal interagency task forces have been working since last summer to identify disincentives to water conservation and develop ways to change federal requirements and priorities to encourage more efficient water use. Programs affected range from agriculture to housing, from federal facilities to loans to homeowners.

Although final decisions have not yet been made on federal funding program changes, highlights of the myriad options being examined for grant programs, funding water and sewer grant loans, are discussed below. It is anticipated that at least some changes in federal programs will be made effective by Sept. 30, the start of federal fiscal year 1980.

Continued on next page

How Much Water in a 12-Oz. Can

The U.S. Geological Survey says that it takes 66 quarts of water to get a 12-ounce can of root beer to market. The beverage container example reminds us that the act of drinking a can of soda pop is the culmination of a long chain of events. It takes water to mine the coal that converts iron ore to iron to make the steel for the can. It takes water to cool the electric plants that supply these industries with water. Water is used to clean the can before filling, to make the paper and the ink for the labels, to grow ingredients for the root beer. And finally, it takes 12 ounces of water to fill the can.

Water conservation: wave of future

Grants and Loans for Water Supply and Wastewater Treatment Facilities

Environmental Protection Agency: EPA's massive wastewater construction grants program and the Section 208 areawide water quality planning program already incorporate many requirements for water conservation. EPA is, however, concerned that grantees receiving wastewater construction funds may not have the authority to put the required local water conservation programs into effect. Therefore, the agency is considering placing an increased emphasis through both the 208 areawide management and the construction grants programs on making sure that the agency selected as grantee can indeed implement these measures. In addition, water conservation planning could be made eligible for funding under Section 208.

Through a study on wastewater/water supply relationships now being conducted, EPA hopes to be able to encourage better integration of water quantity/quality considerations in local plans and actions.

Another proposal would revise the National Pollutant Elimination Discharge System permits. Presently, permits identify the amounts of pollutant allowed to be discharged in terms of concentration. Expressing amounts in pollutant mass instead of concentration would discourage using more water for dilution.

In addition to regulation changes, EPA may increase its research efforts, emphasizing studies of benefits and effects of water conservation and water rate structures.

Farmers Home Administration: FmHA provides grants and loans for both water and sewer facilities in rural areas. The agency is considering requiring individual meters in funded communities; requiring and funding leak repair water conservation education programs and the use of "equitable" water rates.

Economic Development Administration: EDA's various programs fund designated economically distressed areas. The agency may begin to specify design criteria in funded facilities that would govern sizing of plants. Also, water conservation plans could be required to receive facility funding. EDA is also

considering making water conservation devices for installation in homes eligible for funding, an action not identified by other agencies.

National Oceanic and Atmospheric Administration: **Coastal Zone Management:** NOAA administers both the Coastal Zone Management grant program to states and the coastal energy impact program (CEIP) which funds localities experiencing growth due to energy development. NOAA is considering requiring water conservation plans of CEIP grantees, and may encourage states to consider water quantity impacts when issuing development permits in water-short coastal areas.

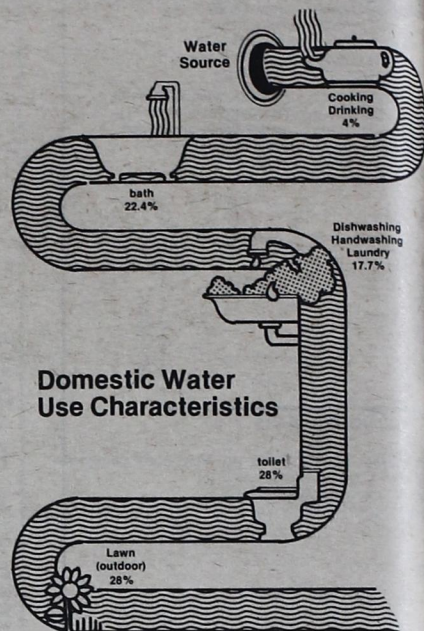
Housing and Urban Development: Community development block grants, urban development action grants and the small cities grants can be used for construction of wastewater and water facilities. HUD may specify local water conservation programs as a grant-eligible activity. The agency could also ask for assurance that conservation plans be adopted in instances where funding is provided for water or wastewater facilities.

Other Programs: Similar kinds of changes are also being considered in federal housing assistance programs and in agricultural programs. The federal government is also making changes in its own facilities operated by the Government Services Administration (GSA). Technical assistance alternatives in water-short areas are being studied by the Departments of Agriculture and Interior.

For more information on water conservation activities on the federal level, contact John Cunningham, Department of Interior, Land and Water Resources, 18th and C Streets N.W., Washington, D.C. 20240, 202/343-8059. Cunningham is coordinating activities of the federal task forces and will be able to either answer your questions or direct you to the appropriate agency.

Do you want a copy of NACoR's "Readings in Water Conservation"? Contact NACoR's Water Quality Project, 1735 New York Avenue N.W., Washington, D.C. 20006.

This article was prepared by Arleen Shulman assisted by Ronnie McGhee, NACoR Water Projects, in cooperation with the U.S. Environmental Protection Agency.



Environmentally Speaking

The county link

By Bernard F. Hillenbrand
Executive Director,
National Association of Counties

King County, the largest local government in the State of Washington, is one of many county governments managing growth and providing a variety of services all aimed at protecting public health and making their surroundings more livable.

In 1977 King County launched an ambitious campaign to fight water pollution from rural and urban runoff, and to better manage the surface and groundwater resources within the county. In 1978 the county government developed a program for purchasing development rights to valuable farmland such as the one first used in Suffolk County, N.Y. Voter approval for the King County program will be sought during 1979.

Studies are now under way by the King County council and administration to develop a strategy for creating new economic opportunities in urban areas, to complement agricultural land protection.

America's counties offer a unique and real opportunity in many parts of the country to manage growth or decline, to encourage energy conservation and alternative sources of energy, and to provide a healthier, more fulfilling environment.

Once thought of as administrative subdivisions of state governments, counties in most states have adopted or have been legislated the powers of general purpose local government. They have three important attributes which equip them to meet environmental problems. First, they are areawide in character, serving rural, urban, and suburban citizens. Though watersheds and airsheds respect county boundaries no more than state boundaries, there is at least a greater opportunity to meet these challenges because of the wide expanses of land and water governed by many county governments.

Second, counties throughout the nation have been traditionally responsible for

guarding public health. County health departments have not only provided human health services but have mandated responsibility for environmental health protection.

Third, in many areas, governmental services are being elevated from smaller municipalities and service districts to counties.

In 1976 for instance, 75 percent of the change in the solid waste function in the United States resulted in a shift of that responsibility from cities to county governments.

A survey of county government responsibilities published by the National Association of Counties in 1977 showed that county governments provide the full range of environmental services. Growth management and land use control authorities exercised by a range of county governments provide a strong context for protecting important natural resources and abating air and water pollution.

Collection and disposal of solid waste is the most significant environmental service of county governments. Seventy percent of the reporting counties indicated that they were responsible for disposal, 60 percent on a countywide basis.

The 1977 survey also reported that over half of all counties conducted programs for controlling drainage, soil erosion, and related non-point source water pollution. Fifty-four percent of all counties with populations over 250,000 had responsibility for sewage treatment and 30 percent of all counties conducted activities aimed at controlling water pollution of all kinds. Fifty-seven percent of counties over 250,000 population conducted air pollution control efforts.

Regulating land use and development is a major function clearly supported by survey results. Two-thirds of all counties surveyed said that they conducted comprehensive planning programs. An identical number administered zoning and subdivision regulations. More than 800 counties in the

United States employ or retain the services of professional planners. In coastal areas where natural resources and development come most vividly into conflict, over 90 percent of all reporting counties are participating in some form of coastal zone management.

The economics of solid waste management, resource recovery and recycling, water supplies, and sewage treatment is likely to result in increasing transfer of these functions.

Environmental Protection in Palm Beach County

In 1970, the County Commissioners of Palm Beach County, Fla., enacted the Environmental Control Act for management of the county's environmental protection efforts. The act establishes a comprehensive program for enforcement of air and water pollution control standards, sewage treatment, drinking water quality, and solid waste disposal. Action by the commissioners was based on the belief that state and federal environmental agencies lacked the time and resources to apply environmental protection laws effectively within the county. The county is now considering the approval of safe drinking water regulations more strict than state or federal standards.

Pioneering environmental management efforts by four counties have begun to solve major water pollution problems for wide areas of New York, Wisconsin, and Delaware.

The San Diego County (Calif.) Air Pollution Control District is leading efforts to complete revision in clean air implementation plans for transportation-related pollutants. It is already enforcing a countywide hydrocarbon vapor recovery program at gasoline stations and other sources. It has identified existing polluters for cleaning up and offsetting pollution from new development and it serves as the principal monitoring and stationary control agency for the area.

Counties and the National Environmental Partnership

National air and water quality and solid waste management programs rest on federal enforcement, technical criteria, and financial resources to meet major environmental public health threats. State governments administer these programs, assist with enforcement, and sometimes contribute to meeting the financial burden. Counties, cities, and other local agencies ultimately build sewage treatment plants, implement best management practices, institute control measures, and assure consistency with land use and growth policies. To do this they make financial investments and political commitments often beyond the knowledge of federal agencies.

The Federal Clean Water Act's Section 208 water quality management program is moving from a long period of planning to implementation, though best management practices and other implementation actions are already under way in many county and local jurisdictions. The history of 208 planning illustrates the need for relying on local political leadership and going beyond planning to adoption of management actions at the earliest possible stage. County and other local government actions to close open dumps and meet hazardous waste disposal problems would profit from the 208 experience by cutting whatever planning is necessary to the minimum and proceeding to close or upgrade landfills and hazardous dumps to meet public health requirements.

National environmental programs and the partnership envisioned by the Congress will be successful only if the federal government and the states understand that, as in Palm Beach County, they neither have the resources nor the understanding to make these programs work in every community throughout the nation. The next decade must witness a commitment to placing financial resources and responsibility at the county and city level in order to build on successes already under way.



Siting Called Most Critical Problem Facing Counties

County officials joined city and state officials in Denver earlier this month for a workshop to identify critical issues facing their governments in managing hazardous waste disposal.

NACo representatives were Bob Horton, assistant to the mayor, Nashville-Davidson County Tenn.; Jack Lambie, general manager of the Ventura County Regional Sanitation District, Calif.; Chuck McMullin, director of solid waste programs, Middlesex County, N.J.; and Alan Magan, NACo staff.

The Denver meeting was part of a NACo effort to identify the county role in managing hazardous

wastes. Prior to the meeting NACo surveyed counties across the country to determine the critical management issues. This fall a group of county officials will expand on the recommendations made in Denver to produce a handbook outlining the county role. In addition, NACo will hold a workshop session on hazardous waste management July 16 at the annual conference and the Environment and Energy Steering Committee will recommend a change in the section on solid and hazardous waste in NACo's policy document the *American County Platform*.

Sponsored by the Intergovernmental Science, Engineering and Technology Advisory Panel (SETAP), the Denver workshop was designed as a task force meeting to review the county, city and state surveys, and develop recommendations on the science and technology problems which face state and local governments and the institutional issues which may impede a hazardous waste management program. The recommendations will be used by the President's science policy office, the Congress, the Environmental Protection Agency (EPA) and the American Academy for the Advancement of Science.

Survey Results

Siting new hazardous waste facilities was a top priority among those counties answering NACo's survey, conducted by the Solid Waste Project of NACo's research arm. The importance of public acceptance, public participation, and criteria for site selection were given as critical issues. Also, the questions of design criteria, performance standards and safety and assessment for new sites were noted. Another high priority issue listed was the need to identify where the wastes are being generated, how they are being transported and current disposal practices.

Surprisingly, the responding county officials did not give the abandoned site problem high priority. This could mean that most counties have not yet discovered such sites. However, the problem of "midnight dumping," and related issues of ground and surface water contamination ranked very high.

Growing out of the concern for siting new disposal facilities, counties recommended research and development of methods for reducing the amount of wastes generated and improved waste recycling as an alternative to disposal.

The survey, used by NACo, the National League of Cities and the National Governors' Association, drew remarkably similar results from the different levels of government. This established a common starting point for the participants. The agenda followed the priority issues: general management issues; siting new facilities; and remedying abandoned hazardous waste sites.

General Issues

Although a few states have hazardous waste regulations, most do not. All states are required by the federal Resource Conservation and Recovery Act to implement the federal regulations, which are expected to be promulgated this year, through a state-run

program. Otherwise, the federal government will enforce the regulations.

As published in proposed form, the federal regulations would establish a "cradle-to-grave" permit system whereby the generator of hazardous wastes would be required to certify disposal in a permitted facility.

Several workshop participants criticized the proposed classification of chemicals as too broad and extensive and contended "even oak and maple leaves are hazardous" by the EPA definition. They suggested EPA classify chemicals by degree of hazard, thus ensuring that limited enforcement resources and land disposal capacity are used effectively. Health officials from the state of California urged the use of human health effects as a major criterion to determine if a chemical is hazardous. EPA proposed a system based on test criteria to determine if a waste is ignitable, corrosive, reactive or toxic. In addition EPA listed particular chemicals for regulation. Several persons criticized the test procedures, particularly for organic chemicals, as being inconclusive and subject to legal challenge.

One California official described a manual his department has developed which lists wastes generated by different industrial processes. The manual could be used by county officials along with the standard industrial classification code and industrial census to identify and calculate wastes generated in the area. The results could then be used in preparing or amending the county solid waste management plan.

Siting New Facilities

Once the EPA regulations go into effect, the need for permitted disposal sites will become acute. EPA estimates that only 10 percent of wastes would be acceptable under the new standards.

Having adequate, permitted disposal capacity is also linked with economic development. Chuck McMullin of Middlesex County, N.Y., explained: "Our big problem is keeping our industry. We are sending wastes hundreds of miles for disposal and this is a real hardship. These people are getting desperate and the county has few ways to help. We know the cost of a new facility is high, but we don't know what is the cost of not having one."

Bob Horton of Nashville-Davidson County, Tenn., described the following types of facilities an urban county needs, which he calls "safe harbors," each with its own surrounding safety zone:

- A temporary roadside stop for trucks carrying hazardous wastes in case of ice or fog;
- Reprocessing facilities that will become

feasible once federal regulations are enforced and the cheap, midnight dumping alternative is eliminated;

- Reprocessing facilities that are currently feasible;
- Storage facilities to hold wastes as "resources of the 21st century;"
- Perpetual care sites holding wastes which have been reduced to lowest volume.

"Planning for safe harbors must be done with the chemical industry, insurance companies and banks," Horton said. "They all have a stake in risk management and planning for waste recovery."

Siting a hazardous waste facility, particularly a land disposal facility, has become difficult since the national publicity about abandoned sites. Dr. Ben Walters of Vanderbilt University explained the reasoning of citizens who oppose a new facility: "They see the local costs as far outweighing the local benefits. We need to offer incentives to locate on these facilities."

A bill now under consideration by the Michigan Legislature (H.B. 4380), sponsored by workshop chairman, Rep. Tom Anderson, would regulate disposal of hazardous wastes, including allowing new disposal facilities. The siting procedure requires an environmental and safety assessment. Although two county and two municipal representatives from the area of the proposed site would sit on the approval board, in addition to the five permanent members appointed by the governor, the board's power to approve a site is not subject to local ordinances. The bill has the support of the Michigan Association of Counties.

Other states are trying somewhat different approaches. In New Jersey, the state now has the power to override local ordinances in locating a solid or hazardous waste facility. In Louisiana the state's siting decision must be consistent with local zoning, but most rural Louisiana counties do not have a zoning ordinance.

Ventura County, Calif. currently operates a hazardous waste disposal facility, but it is rapidly filling up and locating a new site may be difficult, if not impossible. Jack Lambie explained: "Proposition 13 has taken away our power to have a sinking fund for a new site from current tipping fees, so if we can all agree on a new site it will be costly, especially if the county is stuck with perpetual care."

Because of the huge expense of a new facility and the large amounts of waste needed to make it economical, only a few urban counties will own or operate facilities in the future. Even some states may not be able to fund or even find a site. A workshop participant from the New England Regional Commission described the multi-state effort to find a site in New England.

Abandoned Sites

Although the frightening revelations in the media about the toxic chemicals leaking from the Love Canal dump site in Niagara Falls, N.Y., grabbed the attention of the public, the workshop participants expressed deeper concern over the unidentified sites they know are out there, with unknown quantities of hazardous wastes and an undetermined danger to the public health. Then too, there is the question of cost for containment and cleanup of the abandoned sites.

The director of the Love Canal remedial action (actually a type of treatment-in-place), Norman Nosenchuck, estimated the cost for that one site alone at over \$30 million. Because of the enormous sums required, there was a consensus that the states and federal government should rank the sites according to present danger to human health. Several members pointed out the danger of identifying abandoned sites without having the funds to remedy the problems; neighboring residents will become alarmed and demand immediate cleanup.

As a rule of thumb, EPA figures \$4 million for waste containment and \$25 million for cleanup per site. If the wastes are only contained, monitoring is necessary, also an expensive undertaking.

Containment and cleanup costs need not always be borne by the public. Where liability can be established, EPA and several states are seeking to have the responsible party pay for cleanup monitoring.

Joining Pat Roach, city commissioner from Dayton, Ohio, in suggesting preparation of a handbook for local elected officials on how to handle a polluting site, Jack Lambie also recommended the California arrangement of trained health, police and fire personnel, a state "800" number for emergencies and an available "strike force" for immediate action.

Howard Tanner, director of Michigan's Department of Natural Resources, expressed doubts about whether the proposed regulatory programs will prevent future Love Canals.

"We need to look at the whole industrial system and its processes and make industry internalize the problem, limit these noxious wastes. We need incentives to push industry to solve the problem inside the plant," he said.

No one suggested that total recycling is possible in the near future; some residues will always remain for disposal. But as the cost of products includes the cost of safe waste disposal, product demand may fall off. Also, implementation of the federal Toxic Substances Control Act will eventually keep harmful chemicals off the market.

—Alan Magan, NACoR



PLANNING MEETING—Members of NACRC's 1979 annual conference program committee are seen discussing hotel accommodations for Crown Center Hotel, the NACRC headquarters, with John Marker, the convention coordinator for the Crown Center. Seen from left are: Marker; Bernice Conley, Jackson County (Mo.) clerk; Marcus Gray, Calhoun County (Mich.) clerk-register and chairman of the NACRC program committee; and Helen Hudgens, Cocino County (Ariz.) recorder.

Clerks and Recorders Corner

Members of the NACRC annual conference program committee, chaired by Marcus Gray, met recently to make final plans for the 31st annual meeting of the association to be held in Kansas City, Mo. July 14-18, in conjunction with NACo's Annual Conference.

The Crown Center Hotel will be NACRC headquarters. Gray, clerk-register, Calhoun County, Mich., noted that an ambitious program has been planned and expects a large attendance of the county clerks, recorders, and election officials from around the country.

Beginning on Saturday morning, July 14, NACRC committees will meet at the Crown Center to discuss the agenda for the Board of Directors meeting which will follow in the afternoon.

On Sunday the opening general session and business meeting will be held. The keynote address will be given by the Missouri secretary of state, James C. Kirkpatrick. His address will be followed by guest speaker Robert E. Lamb, deputy assistant secretary of state for passport services. Lamb will discuss county involvement in State Department absentee voter registration efforts.

On Monday, Tuesday, and Wednesday, workshops are scheduled to provide training in the following areas: modernizing land records systems, improving office management skills, administering elections, managing juries, and automating county offices. In addition, a series of concurrent roundtable discussions are planned on such topics as public relations, retirement benefits, voter registration and new record-indexing techniques.

Professor Allison Dunham of the University of Chicago Law School will be the featured speaker of the land records portion of the program which was put together by Eunice Ayers, register of deeds, Forsyth County, N.C. and chairman of the NACRC land records committee. He will discuss the implications of the Uniform Simplification of Land Transactions Act. This will be followed by reports from committee members on innovative land recording activities in their states.

Another topic of concern to county clerks and recorders is the management of their office personnel. Randy Warner, the director of the Communication and Office

Skills Institute of the U.S. Office of Personnel Management, St. Louis region, will conduct a training workshop on methods to effectively supervise staff with an emphasis on increasing office productivity.

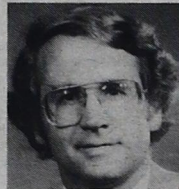
The elections committee, chaired by William Huish, Utah County, Utah clerk, will sponsor a breakfast meeting on Wednesday morning followed by a presentation by guest speaker Dr. Gary Greenhalgh, director of the National Clearinghouse on Elections Administration of the Federal Election Commission (FEC).

Dr. Greenhalgh will discuss the purpose of a series of regional election workshops sponsored by the FEC. These workshops will concentrate exclusively on the administration of elections and will deal with the everyday problems faced by election officials. Greenhalgh will also describe services provided by his clearinghouse and how county clerks and election officials can use them.

Also on Wednesday, E.D. "Bud" Dixon, circuit court clerk of Polk County, Fla. and chairman of the NACRC court clerk study committee, will head up a panel discussion on innovations in jury management. Joining Dixon on the panel will be Michael Peters from the Florida State Court Administrator's Office and G. Thomas Musterman, vice president of the Center for Jury Studies in McLean, Va.

Gray noted that the highlight of the annual conference will be on Monday evening, the time for NACRC president's reception and banquet. This will be the farewell event for president Irene Pruitt, register of deeds, Rockingham County, N.C.

Pruitt has invited county clerks, recorders and election officials to come to the annual conference and participate in the many varied activities planned. For those clerks and recorders who are not presently NACRC members, Pruitt noted that membership information and applications will be available at the conference.



Greenhalgh

12 HEARINGS

Rural Transportation Views Are Sought

Public hearings have been scheduled by the Rural Transportation Advisory Task Force this summer to give the public an opportunity to make statements on major transportation issues.

The task force, headed by the secretaries of agriculture and transportation, has 14 appointed members who are studying methods to improve transportation for people and agricultural commodities in rural areas. They will report their findings and recommendations to Congress by Jan. 1, 1980.

Among the topics under discussion at the hearings will be agriculture's transportation needs, rail car shortages, branch line abandonment, condition of rural roads and bridges and rail and truck deregulation.

The 12 hearings, all beginning at 8 a.m., are as follows:

- July 12 - Des Moines, Iowa, Sheraton Inn, 11040 Hickman Road; and Raleigh, N.D., Hilton Inn, 1708 Hillsborough Street.
- July 16 - Fresno, Calif., Piccadilly Inn, 2305 W. Shaw Avenue.
- July 17 - Albany, N.Y., Howard Johnson's Motor Lodge, Southern Boulevard.
- July 19 - Orlando, Fla., Hilton Inn-West, 3200 W. Colonial Drive.
- July 24 - Fargo, N.D., Fargo Biltmore Motor Hotel, 3700 Main

Avenue; and San Antonio, Texas, Sheraton-San Antonio Motor Inn, 1400 Austin Highway.

• July 26 - Wichita, Kan., Holiday Inn-East, 7335 Kellogg; and Indianapolis, Ind., Stouffer's Indianapolis Inn, 2820 N. Meridian Street.

• July 30 - Spokane, Wash., Edinboro Hotel and Motor Inn, Sprague and First Avenues.

• July 31 - Portland, Maine, Holiday Inn-Downtown, 88 Sprague Street.

• Aug. 8 - Mitchell, S.D., Holiday Inn, 1525 W. Havens Street.

Persons interested in commenting at the hearings should call the following toll-free number: 1-800-431-9107.

Written comments will be accepted until Aug. 15. These comments should be sent to: Ron Schneider, Executive Director Rural Transportation Advisory Task Force, Room 1405-Auditors Bldg. Washington, D.C. 20250.

A preliminary report by the task force will be available by the end of June, from Information Division-OTAMS, Room 3620-S, U.S. Department of Agriculture, Washington, D.C. 20250.

For more information concerning the upcoming rural transportation hearings, contact Tom Bulger at NACo.

Youth Programs: Fiscal '80 Request vs. House and Senate Levels (Dollars in millions)

	President's Request	House Appropriations Committee Mark	Senate Subcommittee Mark
Job Corps	415.7	415.7	415.7
Summer Youth Employment	411.1	608.5	608.5
YCCIP	134.0	134.0	134.0
YETP	798.0	533.3	798.0
YACC	166.5	233.7	267.0
Total	\$1,925.2	\$1,925.2	\$2,223.2

Labor-HEW Marks Set

Continued from page 1

victory with the subcommittee adopting \$80 million for fiscal '80 for comprehensive health services (Section 314d). Sens. Quentin Burdick (D-N.D.) and Mathias were influential in persuading the chairman to accept the \$80 million, which represents a significant increase over the House level of \$52 million.

The subcommittee also approved \$357 million for maternal and child health, a \$12 million increase over

the House and equal to the President's request. The subcommittee agreed with the House in providing \$265 million for family planning, but was \$2 million below the House when it provided \$4 million for home health services.

The full Senate Appropriations Committee is not likely to mark up the Labor HEW bill until after the July 4 recess.

—Jon Weintraub

Comparison of Public Service Employment Slots and Funding Levels: Fiscal '80 request vs. House Appropriations Committee Mark and Senate Chairman's Mark (\$ in millions, slots in thousands)

	President's Request ¹					House Mark					Senate-Chairman's Recommendation				
	Enrollments					Enrollments					Enrollments				
	Begin Year	End Year	Ave.	*BA	Outlays	Begin Year	End Year	Ave.	*BA	Outlays	Begin Year	End Year	Ave.	*BA	Outlays
Title II-D	267	267	267	\$2,167	2,359	250 ²	250	250	\$1,485 ²	2,209	250 ²	250	250	\$1,485 ²	\$2,209
Title VI	373	200	279	\$2,190	2,571	300	200	250	\$1,815	2,304	270	200	235	\$1,627	\$2,186
Total	625	467	546	\$4,357	4,930	550	450	500	\$3,300	4,513	520	450	485	\$3,112	\$4,375

¹ Includes adjustments to budget made for PSIP and Title III amendments

² Assumes transfer of 17,000 slots for welfare demonstration projects to Title III (\$175 million)

*BA = Budget Authority

Rural Areas Get Transportation Aid

Continued from page 1

process. An understanding of both the waiver and the warranty procedures will be necessary before counties can accept the new rural transportation funding.

Since most federal, state and local expenditures for rural transportation address social service programs, the new Section 18 program requires coordination with these other funding sources to reduce duplication and make the most of combined resources.

In dealing with commuter air services, the White House recognizes the problems caused when large air carriers leave smaller communities. Airline abandonments have generally hurt small communities the most because these same places are heavily dependent on air service for growth and industrial relocations.

To address this problem, the legislative calls for legislation which would make many small airports eligible for airport development grant assistance. Additionally, \$200 million fiscal '79-'81 funds will be targeted to commuter airlines interested in extending service to small communities that seek to upgrade their airport facilities.

RAIL LINE REHABILITATION

The railroad rehabilitation area, Congress provided a new program for year which shifts the focus from temporary continuation of rail service on abandoned branchlines to capital rehabilitation of potentially viable lines that have not been abandoned.

A number of other federal agencies have now agreed to coordinate and target financial and technical assistance to qualified applicants for railroad and rail shipper facility improvement projects.

Working with the Federal Railroad Administration (FRA) in this effort will be the Farmers Home Administration (FmHA) and the Economic Development Administration (EDA).

Sixty-seven million dollars was appropriated for this program for fiscal '78 and fiscal '79 and the



New transportation initiatives seek to minimize rural isolation.

Administration has requested an additional \$67 million appropriation for fiscal '80. Of the \$67 million appropriated for fiscal '79, \$20 million is expected to be spent for operating subsidies, \$38 million for acquisition and rehabilitation, and \$9 million for planning and state program administration.

For fiscal '80, it is anticipated that the \$67 million will be used for the same purposes but with increased emphasis on rehabilitation of non-abandoned lines. While the costs of rehabilitating individual railroad branchlines vary widely, FRA estimates that the average cost per rehabilitated mile is about \$30,000.

Under the agreement, assistance through FmHA's rural development loan programs will be available to states for railroad-related projects to

supplement FRA resources. FmHA will emphasize transportation projects in its rural development loan programs and accord high priority to loan applications for transportation projects. FmHA may, through authorities contained in the Consolidated Farm and Rural Development Act of 1972, provide loan and/or grant assistance to eligible applicants to assist in construction of viable transportation facilities, including railroad branchlines and rail shipper facilities.

Finally, the EDA is able to make grants, loans and guarantees for projects that would result in jobs for economically depressed areas. Under the memorandum of cooperation, EDA has agreed to make public works grants and loans for capital improvements in cases where such railroad and rail shipper facilities:

- Will support or complement vital industrial or commercial facilities in areas defined by EDA to be economically distressed;
- Will retain or create a significant number of jobs and raise income levels; and
- Are specifically identified by the area as a high priority within its overall economic development

program or comprehensive economic development strategies.

VANPOOL PROGRAM

In response to the current gas shortage and the fact that many rural workers travel long distances, a new expanded rural vanpool program has been unveiled. The following actions are designed to facilitate increased vanpooling in rural (as well as urban) areas:

- The Community Services Administration, EDA, the Department of Commerce, and the Science and Education Administration-Extension of the Department of Agriculture will encourage their local agencies to organize or to assist in the support of ridesharing programs in the areas they serve and in programs they sponsor or administer. The CSA will help meet the priority needs of its Community Action Agencies, many of which operate vanpools in conjunction with social services outreach and delivery, by identifying grant funds in fiscal '80 and fiscal '81 for that purpose.
- The Departments of Transportation and Energy agree to support the ridesharing efforts of CSA, EDA, and USDA by providing technical

assistance and marketing materials to local agencies.

- DOE's Economic Regulatory Administration will initiate a program allowing vanpools registered with the state energy office or its designee to receive 100 percent of required gasoline from designated service stations during periods of gasoline shortage.

• The Department of Transportation is strengthening its ridesharing program in cooperation with employers, state and local governments, and metropolitan planning organizations. The program will include demonstration grants, training and technical assistance, promotional materials and evaluation.

• As part of the initiative being undertaken by the insurance industry, DOT and HEW to solve insurance problems related to social service and rural public transportation, DOT is attempting to increase the availability of reasonably priced vanpool insurance.

• The Energy Tax Act of 1978 allows employers to take a full 10 percent tax credit provided that 80 percent of the actual use of a van purchased for vanpooling was for "vanpooling purposes."

Matter and Measure



ANNUAL CONFERENCE NEARS

A number of timely transportation programs are planned for NACO's annual conference July 15-18, in Jackson County (Kansas City), Mo. The following is a brief rundown:

MONDAY, JULY 16.

• **Energy Conservation in Highway Programs** will spotlight federal and county officials in a discussion of new, as well as existing highway programs that conserve our nation's energy resources.

• **Railroad and Trucking Deregulation** will examine legislative and regulatory issues surrounding this hotly debated topic.

• **Options in Urban Transportation Planning** will highlight the new legislative option of Metropolitan Planning Organization (MPO) redesignation and transportation planning.

WEDNESDAY, JULY 18.

• **Highway Safety and Tort Liability Revisited.** Although last year's annual conference featured a similar session, the tort liability problem persists, prompting a re-examination of how counties can minimize these liability claims.

• **Airport Legislation** will feature an in-depth discussion surrounding the county's involvement with these important 1980 legislative efforts.

• **Engineer-Elected Official Press Relations** will examine how county engineers and their governing board members can work together to provide transportation service and will highlight the issue of press relations.

—Blake Livingston, President
Engineer, St. Clair County, Ala.

LOW-VOLUME ROADS CONFERENCE

The Second International Conference on Low-Volume Roads will be held Aug. 20-23, at Iowa State University, Ames, Iowa. The conference will be conducted by the Transportation Research Board and sponsored by the Agency for International Development and the Federal Highway Administration in cooperation with various professional organizations, including NACE.

The purpose of this conference is to facilitate the exchange of information on the practical aspects of design, construction, and operation of low-volume roads. Current practices and problems will be discussed and needed research identified. The conference should be of interest to researchers and practitioners alike. The primary focus will be on practical aspects, particularly the aspect of cost.

The problem of how to design and operate these low-volume roads will be examined under the constraints of:

- Limited funding;
- Labor-intensive construction and maintenance;
- Inflation;
- Design criteria that may not be appropriate for low-volume roads;

- Having to do partial reconstruction or staged construction;
- Complex intragovernmental requirements;
- Safety criteria that may not be appropriate for low-volume roads;

- Providing appropriate geometric and structural design for anticipated traffic loads ranging from single-person to 90-Mg vehicles and traffic volumes ranging from 400 to 3,000 or more vehicles per day;
- Environmental considerations such as air quality, water quality, erosion, and landslides;
- Providing maximum socioeconomic service in route selection.

NACE members participating in the conference include: Milton L. Johnson, Herbert O. Klossner and Virgil A. Holdrege who will preside over various programs, and Howard E. Schwark and Carl F. Schnoor who will participate as panelists.

For further information and reservations contact: Carol Amundson, Engineering Extension, 110 Marston Hall, Iowa State University, Ames, Iowa, 50011, 515/294-8815.

BICYCLE TRANSPORTATION STUDY COMMENTS

The U.S. Department of Transportation (DOT) has issued a notice in the June 12 *Federal Register* requesting comment on a study of bicycle transportation for energy conservation. Contact Chuck Reidbord at NACO for copies.

Under the National Energy Conservation Policy Act of 1978, DOT is to conduct such a study and report the results to the President and the Congress. The study is designed to determine the steps necessary to implement a comprehensive and effective program which would increase the use of bicycles as an integral mode of transportation.

Comment is to focus on:

- Data or studies related to current bicycle use;
- Problems with, or limitations of current public bicycle programs;
- Obstacles to increased bicycle use;
- Strategies and ideas for increasing bicycle use;
- Innovative or exemplary programs to enhance or encourage bicycle use;
- Research, development, and demonstration needs related to bicycle use;
- Technical assistance needs.

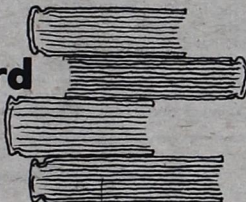
Comments should be sent by Aug. 1 to: Bicycle Transportation for Energy Conservation Study, Director, Office of Environment and Safety, P-20, U.S. Department of Transportation, Washington, D.C. 20590.

If you submit comments, please send a copy of them to Chuck Reidbord at NACO.

For further information contact: William C. Wilkinson, III, Office of Environment and Safety, P-20, Room 9422, U.S. Department of Transportation, 400 Seventh Street, S.W., Washington, D.C. 20590, 202/426-4414.

The Latest Word

A Look at
NACO/NACoR Publications



Quiet Communities: Minimizing the Effects of Noise through Land Use Controls. 41 pp. Free.

Dealing with noise from sources that are not going to be silenced in the near future, what can counties do to achieve quiet? Tackling the problem through land use controls has been the answer for some communities. In this publication, the National Association of Counties Research, Inc. summarizes the steps counties must take if this approach is to work: getting a firm handle on the extent of the noise; developing a land use plan which separates airways, highways and industry from residential areas; and putting the plan to work through zoning and soundproofing.

Appendices explain how noise is measured and noise levels predicted, provide sample noise ordinances and recommended standards and discuss issues in compensable zoning. A bibliography is included.

Children and the Law: What County Officials Should Know. 24 pp. Free. County government is involved with young people in many different areas: schools, police, courts, detention and diversion programs. County officials need to be sensitive to the constitutional rights which courts have accorded juveniles. This publication from NACO's Juvenile Justice Project summarizes these decisions. It deals with taking juveniles into custody, post-custody care, lineups and diversion programs. School officials will be especially interested in the sections on search and seizure, press and speech rights of juveniles and discipline within the school environment. Also included is a summary of each of the cases on which the decisions were based.

Quiet Communities and Juveniles and the Law are both available from the Publications Desk, National Association of Counties Research, Inc., 1735 New York Avenue N.W., Washington, D.C. 20006.

Affiliates Will Meet at Conference

This year's annual conference in Kansas City, Jackson County, will feature a stimulating agenda for many of NACo's affiliate organizations. These officials will find their schedules filled with various business sessions, legislative meetings, side trips, and other conference events.

TREASURERS AND FINANCE OFFICERS

The National Association of County Treasurers and Finance Officers (NACTFO) has scheduled workshops that will center on the pressing concerns of county finance officers and citizen demand for improved services.

Recent technological developments in property tax assessment will be the subject of a session on property mapping through aerial photography. Another NACTFO session, "Cash Management and Pooled Fund Investments," will highlight ways in which county dollars can be used most effectively.

HEALTH OFFICIALS AND ADMINISTRATORS

County health officials will be attending meetings of two affiliate organizations. The National Association of County Health Officials (NACHO) and the National Association of County Health Facility Administrators (NACHFA) will meet with NACo staff and discuss major legislative and regulatory issues of concern during the coming year.

In addition to the election of officers, both affiliates are sponsoring nine program sessions on a broad range of health issues, including national health insurance, hospital cost containment, public health and deinstitutionalization. Jacqueline B. Hanson, president of the American Health Planning Association, and Dr. James Mongan, assistant under secretary for health, in HEW, are just a few of the featured speakers participating on the panels.

INTERGOVERNMENTAL COORDINATORS

The Council of Intergovernmental Coordinators (CIC), composed of county grant coordinators and managers, will be on hand to consider the election process for new board members in addition to cosponsoring several sessions on the grants system and federal and state government assistance programs.

The council will also discuss ways of gaining support for grant reform legislation, including case studies on the impact of recently proposed legislative reforms.

PARK AND RECREATION OFFICIALS

The National Association of County Park and Recreation Officials (NACPRO) will discuss federal, state and local issues in parks and recreation. As part of the International Year of the Child, a program session on children and recreation is planned.

On Tuesday, July 17, NACPRO will be touring the major features of the Jackson County park system, including a visit to Missouri Town 1855. A Buffalo Chip Throwing Contest is scheduled.

WELFARE DIRECTORS

Welfare reform, child welfare services and evaluation of county welfare departments are just some of the controversial issues to be discussed in sessions sponsored by the National Association of County Welfare Directors (NACWD). Each session will provide the latest information on current welfare legislation.



TOUR PLANNED—The National Association of County Aging Programs (NACAP), a proposed affiliate, will participate in this year's conference and a tour of two senior centers in the Jackson County (Mo.) area.

AGING PROGRAMS

An exciting part of this year's conference will be a NACo membership vote on the acceptance of a new affiliate, the National Association of County Aging Programs (NACAP). The proposed affiliate, which received unanimous endorsement by the NACo Board of Directors, has scheduled several business meetings before and after the vote.

NACAP members will be interested in sessions on the Older Americans Act, avoiding "future shock," by planning ahead for the elderly, developing a continuum of care, property tax relief and reform, and affordable housing.

A tour of two outstanding senior centers, sponsored by the Mid-America Regional Council, the local area agency on aging, is also planned.

PLANNING DIRECTORS

Members of the National Association of County Planning Directors (NACPD) should anticipate a busy conference schedule. Their agenda includes a two-hour tour of the Kansas City area with a trip to limestone caves outside the city that are being developed for commercial and light industrial uses.

Panel sessions sponsored by NACPD will include rural development, transportation planning, growth management, and clean air and growth. Following the NACPD membership meeting, there will be an informal reception and picnic supper at Loose Park.

COUNTY ADMINISTRATORS

The National Association of County Administrators (NACA) will hold various sessions on administrative methods and problems focusing on improving public management. Sessions include: using outside technical help to improve county operations, public sector productivity improvement, and responding to tax and expenditure limitations.

CIVIL ATTORNEYS

The National Association of County Civil Attorneys (NACCA) will conduct sessions on facing the liability crisis with civil counsel and highway safety and tort liability.

COMMUNITY DEVELOPMENT DIRECTORS

The National Association of County

Community Development Directors (NACDD) will hold various committee meetings throughout the conference along with special work-

shops on aspects of community development and housing programs and problems.

EMPLOYMENT AND TRAINING ADMINISTRATORS

The National Association of County Employment and Training Administrators (NACETA) has scheduled sessions on promoting CETA in the community, coordinated services for special needs youth, CETA funding forecast, CETA youth program re-enactment and others.

INFORMATION OFFICERS

The National Association of County Information Officers (NACIO) will hold a session on "Print Matters to Your County: Make Publications Count." This session will tell you how to effectively use print publications in describing county services. Other sessions and an awards breakfast are scheduled.

ELECTED COUNTY EXECUTIVES

The National Council of Elected County Executives (NCECE) and the Urban Affairs Committee will review

and develop a strategy for implementing the Urban County Action Agenda for the 1980s developed at NACo's Urban County Congress in May.

ASSOCIATION EXECUTIVES

The National Council of County Association Executives (NCCAE) has scheduled a business meeting reception and dinner during the conference.

WESTERN INTERSTATE REGION

The Western Interstate Region will hold two meetings and discuss policies on issues affecting western counties.

OTHERS

For further information on the National Association of County Engineers, see page 13 and for the National Association of Records and Clerks, see page 12.

Check the affiliate section of the Annual Conference Program, which you will receive in your delegate packet, for exact times and locations of the specified events.

Democratic/GOP Officials Plot Strategies for Future

Although members of NACo work together on a nonpartisan basis for the betterment of county government, at the same time they are increasingly making use of political ties to get the common message heard in Washington.

For this reason, the National Conference of Democratic County Officials and the National Conference of Republican County Officials will be getting together at NACo's Annual Conference in Jackson County (Kansas City), Mo. County officials of both parties will hold business meetings and receptions on Monday, July 16.

These organizations were formed two years ago and have since become active within their respective political parties at the national level.

"While we both have the same goals, we cannot ignore the political realities of making sure that our voice is heard within the party structure, which is the basis for our federal government," said Doris Dealaman, freeholder, Somerset County, N.J., who chairs the Republican organization.

County leaders in both the Democratic and GOP organizations have as one of their major goals the inclusion of county views in the party platforms adopted at next year's national political conventions.

"If we are to get recognition of the role counties play as the basic provider of services to a majority of Americans and to integrate that role into the federal legislative and regulatory system, we must be involved in the political process," said Joe Toner, councilman, New Castle County, Del., chairman of the Democratic county officials. "While our goals may be nonpartisan, the process of achieving those goals is by nature political."

Both Toner and Dealaman said their groups will seek to communicate regularly with all candidates for their parties' presidential nomination next year. They also want assurance of county representation on the national committees of both parties and recognition of county views in the party platforms.

Dealaman and Toner are seeking to

build their organizations through up-to-date lists of county officials who wish to participate in activities of their respective parties. They have asked that all county officials interested in receiving information and taking part in their organizational activities fill out the brief form below and return it to NACo.

The following county officials play a key role in their respective organizations.

GOP OFFICERS

Regional representatives within the Republican conference are: Region 1: William J. Murphy, county executive, Rensselaer County, N.Y.; Region 2: Doris Dealaman, freeholder, Somerset County, N.J.; Region 3: Eugene F. Erway, commissioner, Potter County, Pa.; Region 4: George Lankford, commissioner, Cobb County, Ga.; Region 5: R. Michael Mett, supervisor, Milwaukee County, Wis.; Region 6:

Bob Eckels, commissioner, Harris County, Texas; Region 7: Sonia A. Johannsen, supervisor, Black Hawk County, Iowa; Region 8: Maxine Albers, commissioner, Mesa County, Colo.; Region 9: vacant; Region 10: Don Smith, assemblyman, Municipality of Anchorage, Alaska.

DEMOCRATIC OFFICERS

Officers of the Democratic County Officials Conference are: Chairman: Joseph F. Toner, councilman, New Castle County, Del.; Vice Chairman: Terrance Pitts, supervisor, Milwaukee County, Wis.; Treasurer: Michael Hayes, freeholder, Camden County, N.J.; Secretary: Lynn Cutler, supervisor, Black Hawk County, Iowa; Executive Director: Francis P. McQuade, Essex County, N.J.; Parliamentarian: J. O. Wyatt, commissioner, Fulton County, Ga.; Sergeant-at-Arms: Raymond Prizzillo, commissioner, Marion County, W. Va.

Republican/Democratic Conferences

I am interested in more information on ☐ becoming a part of ☐

The National Conference of Democratic County Officials ☐

The National Conference of Republican County Officials ☐

Name _____

Title _____ County _____

Address _____

Zip _____

Telephone _____ / _____

Return to: **Jon Weintraub** (for Democrats)

Jim Evans (for Republicans)

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

Washington Briefs

Community Development

Community Development—HUD Appropriations. The House Appropriations Committee has approved the HUD Appropriations bill for fiscal '80. The committee left intact the amounts recommended by the HUD Appropriations subcommittee including \$27.6 billion in contract authority for Section 8 conventional public housing and setting a mix of 60 percent new construction and 40 percent existing housing, down from the 50 percent/50 percent requested by the Administration. Estimates of the number of housing units to be assisted by the Administration to a low of 168,000 projected by the Congressional Budget Office. The bill also contains \$3.9 billion for the community development block grant program, \$675 million for the urban development action grant program (UDAG), a \$275 million increase over this year and \$130 million for the Section 312 housing rehabilitation loan programs. The Senate HUD Appropriations subcommittee will consider the HUD appropriations this month.

Economic Development. The Senate subcommittee on community and regional development has approved legislation extending the economic development grant programs of the Department of Commerce for four years. The bill adopts revised eligibility criteria for the program recommended by the Administration which would reduce the number of counties eligible for the program, but would phase them out over a three-year period. The full Environment and Public Works Committee will consider the legislation this week. The House Public Works Committee approved a two-year bill in May which broadens county eligibility for EDA programs. That bill is awaiting House action.

Housing and Community Development Amendments of 1979. The House has approved H.R. 3875, the Housing and Community Development Amendments of 1979. The Senate version of this legislation is expected to go to the Senate floor this month.

Employment

Welfare Jobs. The Administration's part welfare reform proposal has been introduced in both Houses. The assistance component, Social Welfare Reform Amendments of 1979, has been introduced as H.R. 4021 by Reps. Al Ullman (D-Ore.) and James Corman (D-Calif.) and as S. 1290 by Sens. Moynihan, Ribicoff, Williams, Kennedy, Bradley, Baker, Simon and Danforth. The Administration's job component, Work and Training Opportunities Act of 1979,

has been introduced as H.R. 4425 by Reps. Carl Perkins (D-Ky.) and Augustus Hawkins (D-Calif.) and as S. 1312 by Sen. Gaylord Nelson (D-Wis.). Reps. Perkins and Hawkins also introduced their own welfare jobs bill, H.R. 4426, Work and Training Entitlement Act of 1979, which extends the jobs concept to an entitlement and includes singles and childless couples.

Grant Reform

Regulatory Reform. Hearings on three bills, S. 262, S. 755, H.R. 3263 to conclude in Senate Governmental Affairs soon. House Judiciary subcommittee on administrative practices began hearings to continue into July. Passage of bill likely.

Federal Assistance Reform Act. Anticipate the Senate to hold hearings on S. 878 the first week of August for general oversight. Major hearings to begin in early September. No House action expected until Senate action is nearly completed. Passage is unlikely unless congressional representatives receive detailed feedback from counties regarding problems with grant programs.

Sunset Law. Senate hearings began in Governmental Affairs Committee.

Health

Hospital Cost Containment. Sen. Herman Talmadge's (D-Ga.) Medicare/Medicare Reimbursement Reform Act, S. 505, and an amended version of the Senate bill (S. 570) is scheduled to go to markup in the Senate Finance Committee June 28.

Catastrophic Health Insurance. Markup in Senate Finance Committee of Sen. Russell Long's proposals for catastrophic health insurance, S. 350, S. 760, has been postponed. Markup on bills in the House Commerce and Ways and Means subcommittees have not yet been set.

National Health Insurance. Hearings on national health insurance proposals were held last week by the Senate Finance Committee in preparation for markup of catastrophic health insurance measures and hospital cost containment.

Medicare Amendments. House Ways and Means Committee will continue hearings on June 27 to improve H.R. 3990 and H.R. 4000, equivalent to the proposed amendments for improving Medicare coverage from the 95th Congress.

314(d) Health Incentive Grants Program Appropriations. Continued markup in Senate Appropriations Committee has not been scheduled.

The health subcommittee appropriation contains an amendment for funding at \$80 million.

Child Health Assurance Programs (CHAPs). H.R. 4053 et al. are awaiting markup in the House Commerce health subcommittee. Hearings on the Senate side are scheduled for June 25 on the Administration's bill, S. 1204.

Health Planning. H.R. 3917 has been voted out of House Commerce and is tentatively scheduled for floor action June 29. The Senate passed May 1 a three-year \$997 million reauthorization of S. 544, the Health Planning and Resource Development Act.

Labor Management

Mine Safety and Health Act Regulations. H.R. 1603 and S. 625 would amend the Federal Mine Safety and Health Amendments Act of 1977 to remove from MSHA jurisdiction the sand, gravel and stone industries including counties which are involved in such operations for purposes of road maintenance and construction. The House legislation has been referred to Education and Labor Committee's health and safety subcommittee which is holding hearings this summer. NACo plans to testify in support of legislation exempting state and local governments.

Frequency of Social Security Deposit Payments by State and Local Governments. Regulations go into effect July 1 requiring state and local governments to deposit their Social Security payment 12 times a year rather than quarterly. Rep. Robert A. Roe (D-N.J.) has introduced H.R. 1115 which would retain the current quarterly deposit schedule. The Senate Finance subcommittee on Social Security held hearings Jan. 29 on the HEW regulations. Sen. Gaylord Nelson (D-Wis.), chairman of the subcommittee, is expected to introduce legislation later this month modifying the HEW regulations.

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

Repeal/Reform of the Davis-Bacon Act. Legislation, H.R. 49, H.R. 53, S. 29, would repeal the Davis-Bacon Act, which requires federal and federally assisted contractors to pay employees the wages prevailing in the local area. Prospects for outright

repeal are extremely slim. Opponents of the act have instead been attempting to waive the Davis-Bacon requirements for selected programs. Supporters of the act have introduced H.R. 3670 which would clarify the responsibilities of the Secretary of Labor and the Comptroller General and specify that prevailing collective bargaining agreements in local communities would be the prevailing wage rates under the act. Hearings were held recently.

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

Public Lands

Payments-in-Lieu of Taxes. Counties are advised to budget only 70 percent of their previous PILT receipts for this fall, as the Comptroller General has reaffirmed his ruling which states that timber leasing funds received by counties, but passed through to school districts, have been erroneously deducted by BLM when computing PILT payments. This ruling will generate \$20 to \$25 million in protest payments. Unfortunately, these funds will come from the fiscal '79 appropriation, which will cause a prorata reduction of the regular payments.

Rural Affairs

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

Rural Programs Appropriations. House appropriated \$5 million for Section 111 planning grants; \$300 million for water/sewer; and \$1.1 billion for business and industrial loans. Senate expected to meet last week in June.

Rural Development Policy and Coordination Act of 1979. Senate passed S. 670 which increased authority for Section 111 rural planning grants from \$10 to \$15 million. Counties will be eligible.

Bulletin

As *County News* went to press, the following actions occurred in the House.

General Revenue Sharing. Rep. Bill Nelson's amendment to cut general revenue sharing lost by a division vote on the House floor. His amendment would have eliminated the state share for general revenue in the fiscal '80 HUD—Independent Agencies Appropriations bill.

Urban Development Action Grants (UDAG). By a point of order, Rep. Robert Bauman (R-Md.) eliminated \$675 million for UDAG. The House then voted to restore \$400 million for UDAG in an amendment offered by Rep. Edward Boland (D-Mass.). Thus, \$275 million was cut from UDAG by the point of order technically.

Transportation

Trucking Deregulation. The President and Sen. Edward Kennedy (D-Mass.) have joined together to offer the long-awaited trucking deregulation legislation.

Transportation Appropriation for fiscal '80. Rep. James Howard (D-N.J.) will offer a \$152 million amendment to the 1980 transportation appropriations bill (H.R. 4440) this week. The amendment, divided equally between highways and public transportation, attempts to add additional funds to the safer off-system roads program and for bus and commuter rail services. County officials are asked to contact their representatives immediately in support of the Howard amendment.

Rural Transportation. The White House unveiled a rural transportation initiative last week including public transportation programs, commuter air service, railroads and vanpooling. (See story page 1.)

Welfare

Food Stamps. NACo testified last week on H.R. 4303, a bill allowing the elderly and disabled to itemize their medical, dental and shelter bills over the standard deduction. (See story page 2.) S. 1309, which increases the fiscal '79 cap by \$620 million, was being marked up as *County News* went to press. H.R. 4057, the identical House bill, is pending floor action. The Administration introduced its fiscal '80 legislation, H.R. 4318 and S. 1310, last week. NACo is expected to testify, but no hearings have been scheduled in either House.

Job Opportunities

Planner/Analyst for CETA Administrative Services. Lee County, Fla. Salary negotiable. College graduate, course work in planning, or experience in manpower or social planning or similar field. Resume to: Ed Henke, Box 398, Ft. Pierce, Fla. 33902. Closing date: July 16.

Assistant County Administrator, Pasco County, Fla. Salary \$23,100-\$30,450. Highly responsible administrative work assisting the county administrator. Degree in public or business administration and four years of progressively responsible administrative experience. Resume to: Personnel Manager, Drawer 609, Port Richey, Fla. 33668. Closing date: July 15.

Industrial Retardation Director, Valley Community Health and Mental Retardation Services, Inc. Salary \$15,000-\$19,600. Administrative, program and staff development skills required. M.A. plus three years experience. Resume to: Valley Services Board, Rt. 1, Box 363A, Greenville, Va. 22939.

Development and Code Enforcement Director, Pasco County, Fla. Salary \$21,000-\$27,300. Responsible administrative work directing a major department concerned with all phases of county development and code enforcement. Degree in planning, public or business administration, civil engineering or architecture and responsible supervisory or administrative experience in public administration. Resume to: Personnel Manager, Drawer 609, Port Richey, Fla. 33668. Closing date: July 15.

Industrial Development Manager, Pasco County, Fla. Salary \$15,750-\$21,000. Graduation from an accredited college or university with a degree in business administration, economics, industrial or community development, or related fields. Four years progressively responsible experience in management and industrial development or an equivalent combination of training and experience. Resume to: Personnel Manager, Drawer 609, Port Richey, Fla. 33668.

County Manager, New Hanover County, N.C. Salary \$31,736. Applicants should have demonstrated management expertise, a degree in public administration, business administration, or a related field and at least five years of progressive management experience, preferably in local government. Appointed by board of five commissioners. Resume to: New Hanover County Personnel Office, 320 Chestnut Street, Wilmington, N.C. 28401.

Civil Engineer I, New Hanover County, N.C. Salary \$14,554. Responsible for engineering work related to the design, construction, and maintenance of county projects. Degree in engineering and knowledge of municipal engineering or the equivalent is required. Apply to: New Hanover County Personnel Office, 320 Chestnut Street, Wilmington, N.C. 28401. Closing date: July 6.

Highway Director, Manatee County, Fla. Salary \$24,150-\$30,000. Will direct department

and act as county engineer. Ten years experience in highway construction/administration desired. Must have or be able to obtain Florida professional engineer's license. Resume to: County Administrator, Box 1000, Bradenton, Fla. 33506. Closing date: July 10.

Court Administrator, Circuit Court of Peoria County, Ill. Salary negotiable. Assists the chief judge of trial court in supervising non-judicial functions and managing various court services. Management experience and knowledge of court operations required. Submit resume to: Hon. Richard E. Eagleton, Chief Judge, Court House, Peoria, Ill. 61602. Closing date: July 10.

Director of Social Services, Guilford County, N.C. Salary \$26,712-\$34,020. Direct a complex social services program and department. Thorough knowledge of office management, budgeting and personnel administration. Master's degree in social work and three years' experience. Experi-

ence may be substituted for education above the degree level on a year-for-year basis. Resume to: Personnel Director, Guilford County Personnel Department, Box 3427, Greensboro, N.C. 27402. Closing date: July 13.

Transportation Senior Planner, Central Iowa. Salary \$17,826-\$21,664. Responsible for transportation program development and administration in cooperation with local units of government and state. Knowledge of UMTA, FHWA and EPA regulations, operations and funding process. Bachelor's degree in civil engineering, urban planning or related field, and four years of increasingly responsible supervisory and metropolitan transportation planning experience or any equivalent combination of education and experience are interchangeable at the rate of one year of education for one year of experience. Resume to: Personnel Office, Central Iowa Regional Association of Local Governments, 104 E. Locust, Des Moines, Iowa 50309.

National Association of Counties

NTIES



44th Annual Conference and Educational Exhibit

DON'T MISS THE CHANCE TO HEAR

President Jimmy Carter

ADDRESS THE CONFERENCE ON

MONDAY, JULY 16

Fill in the Coupon Below and Send It in Immediately.

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

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

—Your conference registration fee must accompany this registration form by check, voucher, or equivalent and be made payable to National Association of Counties. **Postmark date for returning completed form with payment has been extended to June 29, 1979. Send to the following address:**

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

Attn: Annual Conference Coordinator

—Refund of conference registration fee will be made if cancellation is necessary provided written notice is postmarked no later than July 1, 1979.
—Delegates must register for the conference in order to receive hotel accommodations in NACo's block of rooms and receive the conference rate. **Special conference room rates will be available to all delegates whose registration was postmarked no later than June 15, 1979.** In order to ensure receipt of confirmation from the hotel, send your registration early.

List preferred accommodations:

1st Selection: _____

2nd Selection: _____

3rd Selection: _____

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

Suite information available from NACo Conference Registration Center.

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

For Office Use Only

Check #: _____

Check Amount: _____

Voucher #: _____

Date Received: _____

Date Postmarked: _____

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

County/Representing: _____

Address: _____

City: _____ State: _____ Zip Code: _____

Delegate's Name: _____ (Last) (First) (Initial)

Title: _____

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

Spouse's Name: _____

Youth's Name: _____ Sex: ☐ M ☐ F Age: _____

Youth's Name: _____ Sex: ☐ M ☐ F Age: _____

Check appropriate box below and fill in the applicable amount:

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

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

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

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

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

Total Amount \$ _____

HOTEL ROOM RESERVATION

Arrival Time/Day: _____ Departure Time/Day: _____

Room Occupant: _____

Sharing With: _____

Special Housing Request: _____

Housing Disability Needs: _____

Credit Card Name: _____ Number: _____ Expiration Date: _____

Authorized User's Signature: _____