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Vol. 10, No. 26

COUNTY NEWS

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

June 26, 1978

NACo

Washington, D.C.

PANEL ON PROPOSITION 13

Conference to 'Think County'

Under the theme of "Think County," an expected record-breaking number of delegates to NACo's 43rd Annual Conference will hear leaders from every level of government. Fulton County will be hosting the conference July 9-12 in Atlanta, Ga.

Jack H. Watson, assistant to President Carter for intergovernmental affairs, will address the opening general session Sunday evening, July 9.

Also on the program, Sacramento County Supervisor Sandra Smoley, president of the California County Supervisors Association, will lead a California delegation in discussing Proposition 13. California county budget actions, emerging trends and the implications of the drastic property tax cut referendum will be reviewed by the Californians.

Monday, July 10, the opening general session will feature addresses by Georgia Gov. George Busbee, Atlanta Mayor Maynard H. Jackson, and U.S. Sen. James R. Sasser (D-Tenn.).

Tuesday NACo members will vote on the 1978-79 officers and members of the board of directors. They will establish the policy of the association through votes on the *American County Platform* amendments and resolutions.

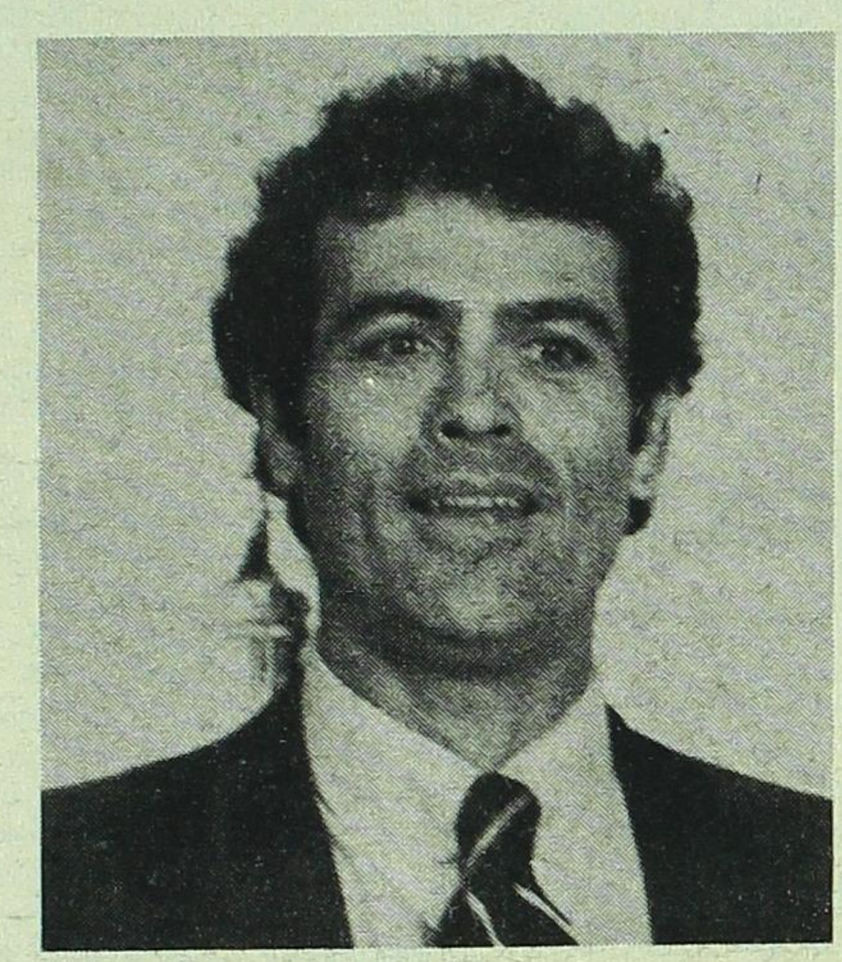
Highlighting Wednesday's activities is Patricia Roberts Harris, Secretary of the Department of Housing and Urban Development. She will address the Wednesday luncheon session.

Workshop and panel sessions will be carried on Monday and Wednesday on such subjects as housing, economic development, victims of crime, youth jobs, sewer and water service costs, noise pollution, sprawl, mental health services, strikes, pensions, municipal bonds, the bridge crisis, welfare reform and domestic violence.

NACo policy steering committees meet Saturday, June 8 and the board of directors meets as a Resolutions Committee Sunday, June 9.

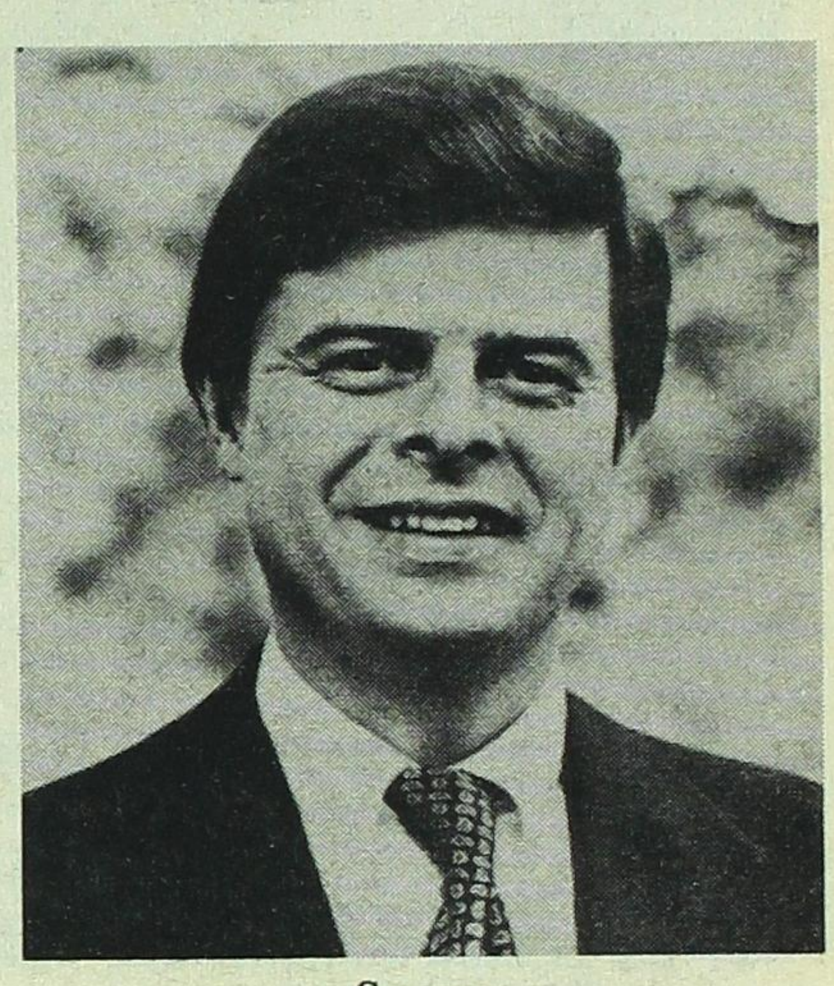
For the first time, a message desk has been established for delegates and guests as a central place for posting and receiving messages.

The Southern Bell Message Center, 404/523-8800, will be located on the third level of the Georgia World Congress Center opposite the main entrance.

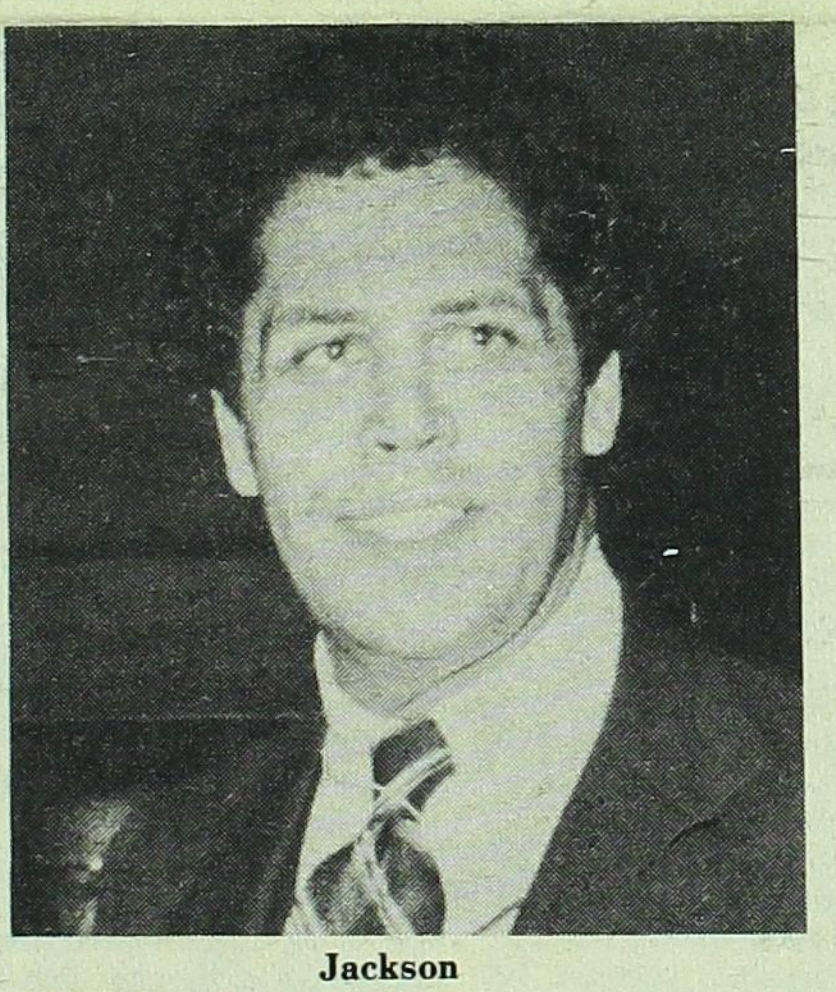


Watson

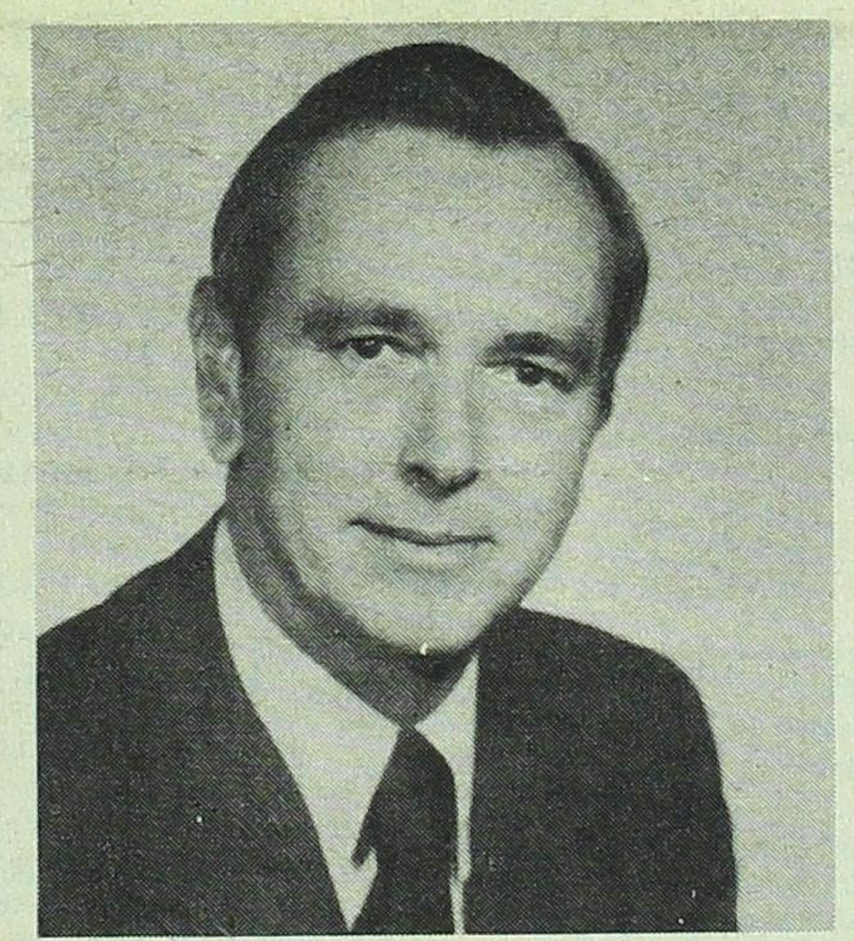
Harris



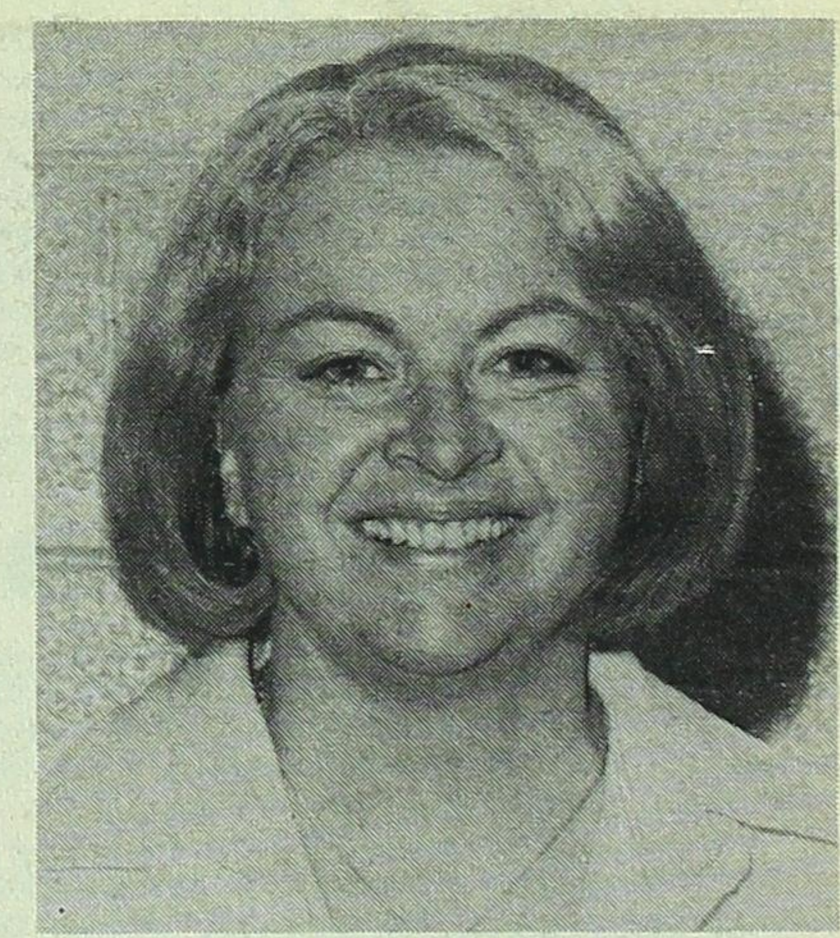
Sasser



Jackson



Busbee



Smoley

Aircraft Noise Hearing at Dulles Involves VIPs

FAIRFAX COUNTY, Va.—A hearing to judge the effectiveness of reducing jet noise by "muffling" aircraft engines drew about 75 people to Dulles International Airport on a recent rainy Saturday. The airport is about 30 miles outside of the nation's capital.

Sen. Howard Cannon (D-Nev.) and his aviation subcommittee asked the Federal Aviation Administration (FAA) to set up a demonstration of two Boeing 727's—one with a muffled engine and one unmuffled. The listeners had to decide which one was muffled. These two old-technology aircraft were then compared to a new-design plane from France called the Airbus A-300.

Sen. Cannon came to prove that muffling (or retrofitting) jet planes as federal regulations require is a waste of money because the noise difference is negligible.

Transportation Secretary Brock Adams and the FAA came to prove retrofitting was effective and the airlines should proceed with installation of sound absorption material which can cost as much as $250,000 per airplane.

And the lobbyists from the airlines, aircraft manufacturers, and public interest groups came to advance their causes.

IT'S HARD to tell if there was a clear winner, but an on-site FAA survey did show that people can tell the difference between a muffled and unmuffled jet.

There seemed to be a lot more talking than listening. At one point Cannon remarked that no one should talk during the flyovers because his hand-held noise meter registered such slight differences among the noise levels of the aircraft that normal conversation made the meter useless.

The three jets made several passes over the group in a takeoff and then a landing pattern. Situated in a forest clearing, some three miles from the airport terminal, the group was asked to decide for themselves how noisy the jets were. Scientific equipment was set up nearby for exact measurements.

After the demonstration FAA computed the answers from a short questionnaire and found that 41 of 56 persons heard a difference between the 727's. Almost all 41 picked the right jet as the retrofitted aircraft. But almost everyone found the A-300 quieter than the retrofitted 727. How much quieter seemed to depend on the preconception of the listener.

Many people were surprised at the high whine of the A-300, but the noise came and went quickly.

A surprising difference was noted between the series of flyovers. On different runs the same plane sounded louder or quieter. An FAA official attributed this to the flight operations of the pilot. The power setting, course or slope

See IS, page 3.

Speaker Dashes Welfare Hopes

WASHINGTON, D.C.—In a meeting with the Democratic House Whips June 22, Speaker Thomas P. "Tip" O'Neill (D-Mass.) said that the House will not consider welfare reform legislation this year. The speaker said he had asked Senate Majority Leader Robert Byrd (D-Va.) if the Senate would consider welfare this year and Byrd's response was negative.

O'Neill attributed the death of the reform bill to a lack of interest by constituents back home.

On June 7, House leaders in welfare reform efforts met with Administration officials and agreed to work for a compromise reform bill, which NACo supports. However, the speaker's statement appears to kill all hopes for comprehensive reform this year.

NACo will continue to press for parts of the reform package which may be possible during the remainder of the 94th Congress.

—Aliceann Fritschler

CETA CHANGES DISCUSSED—The CETA impact and scope subcommittee of NACo's Employment Steering Committee met all-day in NACo headquarters June 13. Pat Moore, director of the Mid-Willamette Valley CETA Consortium, Ore. and president of the National Association of County Manpower Officials, presents NACMO recommendations for changes in the relationship between CETA prime sponsors and state employment security agencies. Seen clockwise from left: Carol King, NACo staff; Commissioner John Driscoll, subcommittee chair from Rockingham County, N.H.; Jon Weintraub, NACo staff; Commissioner Dennis Hron, Scott County, Minn.; Moore; and Councilman Richard C. Cecil, New Castle County, Del. Not pictured were CETA Directors Marion Pines, Baltimore consortium, and Dave Goehring, Montgomery County, Md. Subcommittee recommendations will be debated by the full steering committee July 8 at NACo's Annual Conference in Atlanta.

IMPACT AID NEED CITED

Duplicate Services Opposed

WASHINGTON, D.C.—House and Senate members have been asked to support an amendment which would ensure that public services delivered by and in schools would not conflict with or duplicate services provided by counties or cities.

Congress is now considering a five-year extension of the act that authorizes federal support for most elementary, secondary and other education programs, e.g., Indian education, consumer education, and adult education.

A portion of the House bill, H.R. 15, would allow schools to use federal funds to plan, direct and operate a host of public services, such as health, social services, recreation and youth opportunities.

IN A LETTER to members of Congress, NACo Second Vice President Francis B. Francois, councilman, Prince George's County, Md., said that such a provision would duplicate services already provided by counties.

"In order to maximize use of tax dollars," Francois said, "NACo strongly supports partnerships between county governing boards and school boards to further the delivery of human services in public schools. However, the services delivered by schools should complement local delivery systems; these services should not conflict with or be duplicative of services provided by local general purpose governments."

He urged members of Congress to support an amendment to be offered by Rep. Marjorie Holt (R-Md.) to the "Community Schools" section of H.R. 15, which would ensure that public services delivered by and in schools would not conflict or duplicate existing services provided by counties and cities.

The Senate bill, S. 1753, allows schools to operate public services, but with the consent and cooperation of local governments in the same area served by the school system.

IN A RELATED development, both bills continue, with minor amendments, the education impact aid program which provides federal assistance to local school districts whose enrollments are affected by federal installations and other activities.

NACo has long urged Congress to continue to recognize the additional cost impacts placed on local governments in areas having large numbers of federal employees and facilities. The impact aid program is designed to meet the extra costs involved in educating children of federal employees regardless of where they reside and to provide public services to federal employees who are exempt from paying local property taxes.

—Mike Gemmell

Letters to NACo

Editor's Note: The following letter was addressed to Frank Jungas, chairman of NACo's Welfare and Social Services Steering Committee, and commissioner, Cottonwood County, Minn.

On behalf of the President, I would like to thank you for your letter of May 24 concerning welfare reform. We greatly appreciate the support which NACo has given to the President's welfare reform proposal and look forward to continuing to work with you on this vital piece of legislation.

As you may know, the President has been in close contact with the House leadership and the leadership of the Ways and Means Committee on the progress of the Better Jobs and Income Act. He has reiterated his support for a comprehensive welfare reform bill this year. In addition, I and my staff have been in virtual constant contact with the committees in both Houses and interested groups.

Although time is running short in this session of the Congress, we are making every possible effort to secure passage of a welfare reform bill this year. I hope that your organization will continue to work closely with HEW, the Labor Department and my staff in these next few weeks to help ensure that such a bill is passed.

Please do not hesitate to contact me if I can be of further assistance in this matter.

—Stuart E. Eizenstat
Assistant to the President
for Domestic Affairs and Policy

To the Editor:

I have procrastinated in writing to you concerning your recent jail assembly in Minneapolis, Minn. and regret that I have not written to you sooner. I have attended many conferences over more years than I care to recall and I'd like you to know that this is one of the best conferences that I have ever attended in the corrections field.

I think that the fact that you are able as an association of counties to bring together judges, commissioners, and citizens as well as corrections officials makes for the kind of conference that will eventually move things in the criminal justice field. Our normal corrections conferences sponsored by in-house organizations often end up with people like me talking to the same kind of people and never really attacking the issues of the day.

—John D. Case
Field Director
The Pennsylvania Prison Society

House Approves Payments-in-Lieu

WASHINGTON, D.C.—The House last week approved a full appropriation of $105 million for fiscal '79 funding of the payments-in-lieu of taxes program. The funding was included in the $12 billion Interior Appropriations bill approved by the House on a 356-50 vote.

The payments-in-lieu of taxes program provides for annual payments to approximately 1,600 counties to partially compensate for the tax immunity of federally owned natural resource lands. Lands such as parks, wilderness, forests, grazing lands and water reservoirs qualify for payments under an acreage and population formula that averages approximately 17 cents per acre nationwide.

The fiscal '79 funding would provide for payments in September 1979. Payments to be made in September of this year have already been appropriated by Congress.

The Interior Appropriations bill (H.R. 12932) also includes $645 million for the Land and Water Conservation Fund, an important program for acquisition of outdoor recreation facilities. The state/local share of this program will amount to $369 million of fiscal '79.

ANOTHER PROGRAM included is the Historic Preservation Fund at a level of $60 million, an increase of $15 million from fiscal '78. However, the bill language would eliminate state and local government eligibility to use these funds to preserve and rehabilitate historically significant government facilities. NACo has objected to this provision since one of the purposes of the Historic Preservation program is to restore historic facilities in a manner for continued public use. NACo is urging the Senate Appropriations Committee to delete the bill language that eliminates state and local government eligibility.

The appropriation also inclu[des] approximately $295 million for ma[n]agement of lands administered [by] the Bureau of Land Managem[ent] and $626 million for forest land ma[n]agement by the U.S. Forest Servi[ce]. These are increases of $48 milli[on] and $90 million respectively.

On a key vote of 211 to 198 th[e] House rejected an amendment th[at] would have deleted 2 percent acros[s]-the-board on all programs. Th[e] amendment was similar to cuts ap[proved] in other appropriations bil[ls] since the California Proposition 1[3] vote to cut taxes in that state. How[ever], the Interior Appropriations b[ill] is $175 million less than the Admi[n]istration's fiscal '79 budget amou[nt], so the House rejected the amen[d]ment.

The bill now goes to the Sena[te] Appropriations Committee prior [to] Senate floor consideration.

Welfare Panels at Annual Conference

The National Association of Cou[n]ty Welfare Directors will hold thr[ee] days of panels and workshops durin[g] NACo's annual conference July 9-1[2] in Atlanta. The panels will consist [of] representatives of federal, state an[d] county government and will includ[e] welfare reform; human resource[s]; Title XX (social services); gener[al] assistance; quality control; foo[d] stamps; child support enforcemen[t]; child welfare; domestic violence an[d] child abuse.

There will be a welfare director[s] reception Monday evening and a[n] election of officers and board mem[bers] at the business meeting. Th[e] NACWD meeting will begin Sunday[,] July 9 at 4 p.m. in Room 308 of th[e] World Congress Center.

For more information contact Ji[m] Koppel at NACo.

House Vote Awaited on Title XX Funds

WASHINGTON, D.C.—Increases for social services funding moved one step closer when the House Ways and Means Committee voted H.R. 12973 out of committee June 7. The next action will be a final House vote which may occur this week. The House bill contains the following provisions:

- For fiscal '79, a new, permanent ceiling of $2.9 billion, which contains the $200 million earmarked for day care at a 100 percent match.
- For fiscal '80, a new, permanent ceiling of $3.15 billion with no earmarked funds and with all funds at the 75-25 match.
- For fiscal '81 and thereafter, a new, permanent ceiling of $3.45 billion with the same conditions as for fiscal '80.
- State officials must consult with elected local officials during the development of the state's comprehensive social services plan.
- States can adopt a comprehensive services plan for a two-year period, rather than one year as under current law; in those states that do opt for a two-year plan, there must be a 45-day comment period each year.
- The temporary provision allowing states to use Title XX funds for certain services to alcoholics and drug addicts is made permanent.
- States can use Title XX funds to provide up to 30 days of emergency shelter for adults.
- A separate entitlement authorization of $16.1 million is established with the $2.9 billion federal ceiling, for social services in Puerto Rico, Guam, the Virgin Islands, and the Northern Marianas; providing that the $16.1 million be increased proportionately as the federal Title XX cei[l]ing increases under H.R. 12973.

EFFORTS ARE also underway [in] the Senate to increase the Title X[X] funding ceiling. Sens. Mike Gra[vel] (D-Alaska), Robert Dole (R-Kan.), Don Riegle (D-Mich.), Mur[iel] Humphrey (D-Minn.), and Spa[rk] Matsunaga (D-Hawaii) wrote a lett[er] to their colleagues asking for su[p]port of the three-year increase [in] Title XX funding. So far eight se[n]ators have responded with supp[ort] for the amendment. They are Je[n]nings Randolph (D-W.Va.), Al[an] Cranston (D-Calif.), Paul Sarban[es] (D-Md.), Robert Percy (R-Ill.), Wi[l]liam D. Hathaway (D-Maine), We[n]dell R. Anderson (D-Minn.), J. Be[n]nett Johnston (D-La.), and John [A.] Durken (D-N.H.).

The Administration has int[ro]duced its bill, S. 3148, with lo[wer] funding increases than the Ho[use] counterpart.

COUNTY NEWS

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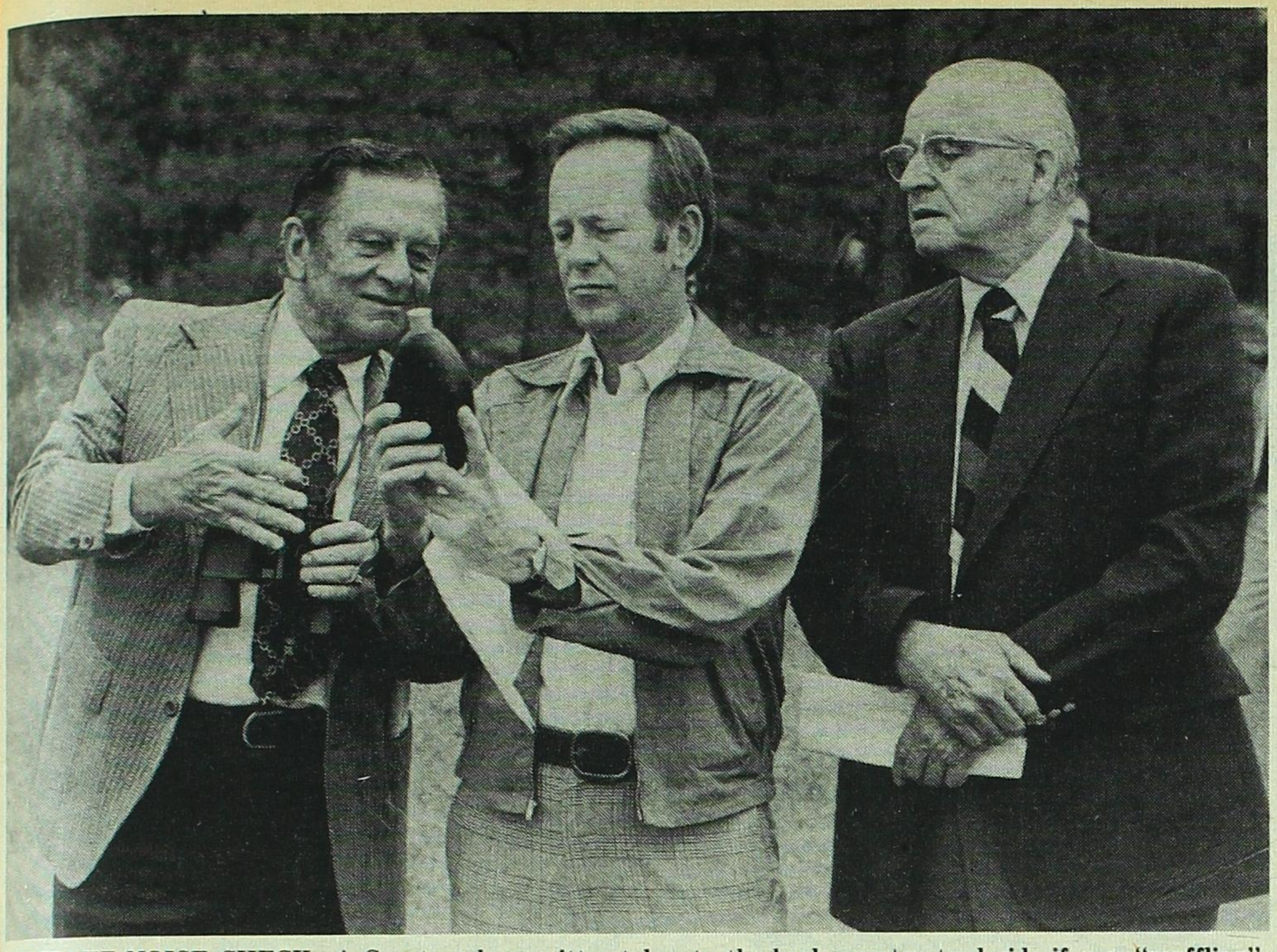


AIRCRAFT NOISE CHECK—A Senate subcommittee takes to the back country to decide if new "muffling" technology works. Seen from left: Sen. Howard Cannon (D-Nev.); Brock Adams, Secretary of Transportation; and Rep. Harold Johnson (D-Calif.) scrutinize a noise meter.

Is Retrofitting Worthwhile?

Continued from page 1
of the airplane may have more effect on reducing noise than retrofitting.

THE ISSUE which brought a busload of people to Dulles involves more than noise pollution, however. At question is whether some land uses, particularly for homes, are compatible with aircraft noise regardless of what type aircraft.

FAA contends retrofitting aircraft will decrease the land area around airports which is affected by noise. Sen. Cannon voiced support for this approach to noise control by saying, "My advice would be not to build or buy near an approach to a runway."

Also at question is whether the federal government will provide a tax subsidy to the nation's airlines to help them meet environmental regulations.

The regulations require that airlines either muffle their noisy jets by 1985 or replace them with newer, quieter models. About three-fourths of the domestic fleet violates the noise levels and the cost of compliance is estimated at between $3 billion and $7.5 billion.

Members of Congress are currently struggling to hammer out some course of action.

In the House, two committees—Ways and Means and Public Works and Transportation—with the support of the Administration have decided that retrofitting regulation are worthwhile and that the airlines need some help.

They have agreed to proposals for a 2 percent excise tax to come out of the revenues from the existing 8 percent tax on air service.

In the Senate, Cannon's proposal would extend the deadline for meeting the regulations from 1985 to 1390 and would provide $20 billion in guaranteed loans to help airlines purchase quieter and fuel-efficient new jets.

TO COMPLICATE matters, noise legislation is now embroiled with the issue of airline deregulation and even the national balance of trade.

The Senate has already passed a bill which would deregulate airlines. Rep. Harold T. Johnson (D-Calif.), chairman of the House Public Works Committee, is sitting on the House deregulations bill. Observers feel that he is holding it hostage for Cannon's agreement on the noise bill.

Balance of trade enters the controversy because everyone wants the airlines to buy American-made jets to replace the 727 generation. The call is for incentives, such as loan guarantees, to stimulate the domestic aircraft industry into successful competition.

NACo, IN testimony before Sen. Cannon's subcommittee, opposed extending the 1985 aircraft noise compliance deadlines.

However, NACo supports providing direct payments to the airlines by using the 2 percent "excise tax" financing method. NACo believes that this arrangement, as contained in the financing portion of the House bill (H.R. 11986), will internalize noise abatement costs through ticket purchases.

The Senate bill (S. 3064) is expected to be marked up by the full Senate Commerce Committee soon. How different it will be from the House companion bill (H.R. 8729) sponsored by Rep. Glenn Anderson (D-Calif.) is yet to be determined.

INCENTIVE PAYMENTS

Fiscal Relief Tied to Error Reduction

WASHINGTON, D.C.—A bill to provide some measure of relief to counties which fund welfare programs has been approved by the House Ways and Means subcommittee on public assistance. Four hundred million dollars would be distributed to states based on the number of Aid to Families with Dependent Children (AFDC) recipients and the general revenue sharing allocations. A 100 percent pass-through to counties which fund AFDC is required.

The bill, H.R. 12838, sponsored by Rep. Charles Rangel (D-N.Y.), had been considered favorably by the subcommittee earlier, but was not reported because members did not agree on the exact wording of an amendment to add sanctions against those states which had error rates over a certain percentage in the AFDC program.

NO DATE has been set for consideration by the full Ways and Means Committee. Similar fiscal relief provisions are contained in H.R. 7200, which was reported out of the Senate Finance Committee, but has not been scheduled for floor action.

The subcommittee agreed to language which provides positive incentive payments to states where error rates are below 4 percent, instead of denying funds to states which surpass a 4 percent error rate. This position was supported by the American Public Welfare Association's National Council of Local Public Welfare Administrators.

States with AFDC error rates below 4 percent will receive their full share of the welfare relief, plus an additional incentive payment. States with error rates between 4 percent and the weighted national average AFDC error rate (currently 8.6 percent) receive their full share. States with error rates over the national average would receive that percent of their share of the $400 million which represents the progress the state has made in bringing its error rate down to the national average error rate. The incentive payments for states would come from the portion not allocated because of the error rate test.

IN DECEMBER 1977, a similar fiscal relief payment of $187 million was approved as an amendment to the Social Security Act. Counties which fund AFDC should have received those payments from the state welfare agency.

NACo will urge the Ways and Means Committee to require that state incentive payments be passed through to counties which administer AFDC. County officials should contact members of the Ways and Means Committee to support prompt and favorable action on this bill.

—Aliceann Fritschler

Senate Banking Panel Approves Aid for N.Y.C.

WASHINGTON, D.C.—The Senate Banking Committee reported authorizing legislation to provide New York City with $1.5 billion in loan guarantees. The committee action, taken by a 12-3 vote, now goes to the full Senate for approval. The legislation is considered essential to enable the city to meet monetary obligations due after July 1 and to achieve a balanced budget by 1982. The current program of federal assistance expires June 30.

The Senate Committee bill provides less assistance, with stricter conditions, than legislation passed by the House recently.

The House bill authorizes $2 billion in long-term (15-year) federal guarantees of city bonds, to be available immediately.

The Senate Committee bill provides $1.5 billion in federal guarantees, over a staggered time period. In fiscal '79, $500 million would be available, to be followed by the availability of $500 million in fiscal '80 and $250 million in 1981. The other $250 million would be provided as an incentive to New York City to balance its budget.

No date has been set as yet for a vote by the full Senate.

—Elliott Alman

Antitrust Suit Loss Cut By House Unit

WASHINGTON, D.C.—The House Judiciary Committee has approved legislation to expand the ability of units of local government to recover damages for injuries suffered as a result of private sector antitrust violations. Rep. Peter Rodino (D-N.J.) sponsored the bill, which was reported out of committee by a 21-12 vote. It is expected to reach the House floor shortly.

A companion bill, S. 1874, was approved by the Senate Judiciary Committee in early June. The measure was sponsored by Sen. Edward Kennedy (D-Mass.).

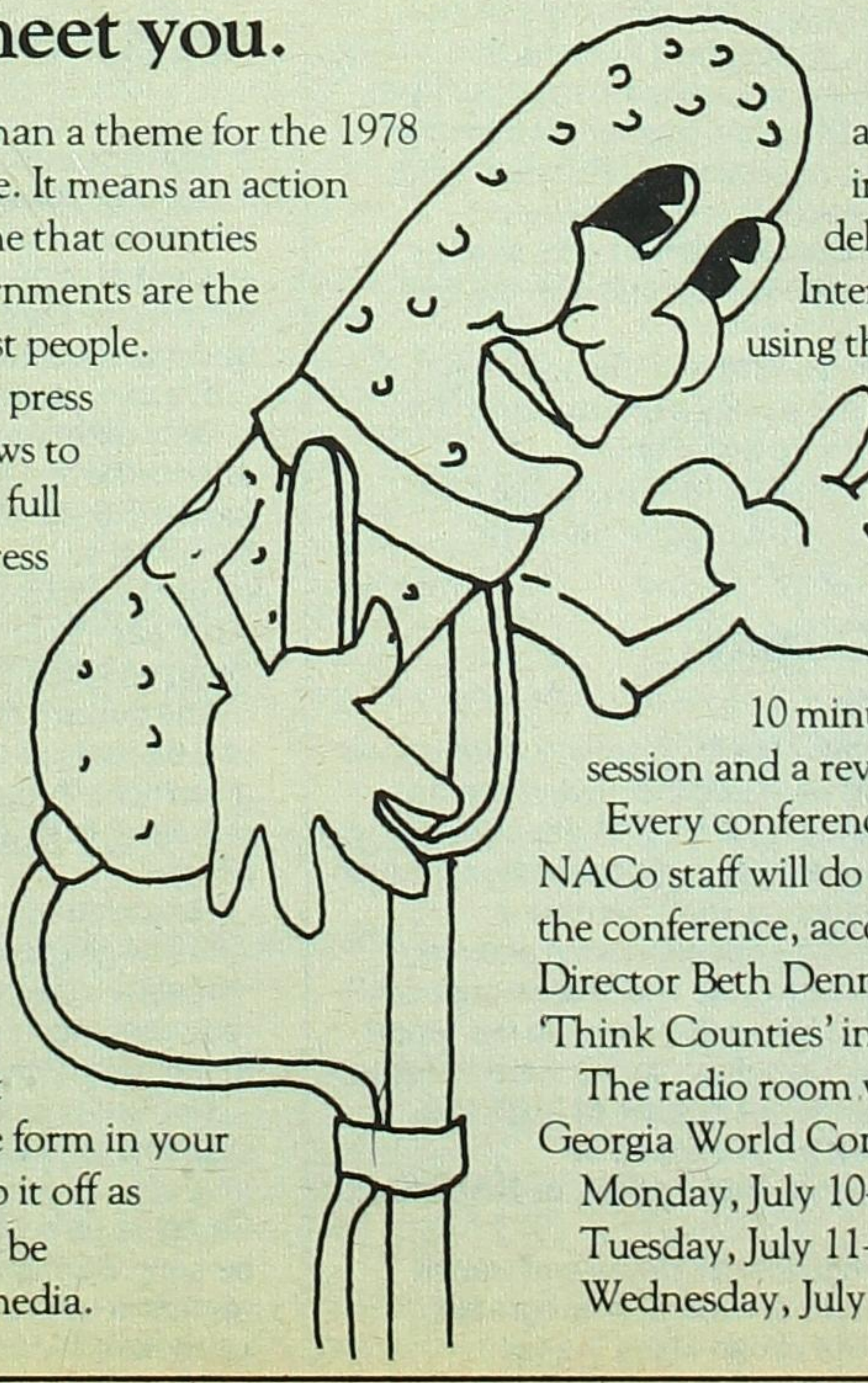
The legislation in both Houses would overturn the *Illinois Brick* case which the Supreme Court decided in June 1977. In that holding the court prohibited the state of Illinois from maintaining an action for damages against a private manufacturer for price fixing on building supplies. The court, in effect, held that only direct purchasers could sue. The state, since it had purchased the supplies from a middleman, was not entitled to bring on action, according to the decision.

Since state and local governments predominantly purchase supplies indirectly, rather than from manufacturers, they would be without any remedy. This is especially significant since the cost of the price fixing is traditionally passed on until the goods reach the last purchaser. Therefore, it is the unit of government or the consumer who bears the cost of the antitrust violations and who, if the decision is allowed to stand, will be denied any remedy at law.

The legislation would amend the Clayton Antitrust Act to specifically permit units of government, consumers and businesses injured by antitrust violations to recover whether or not they have dealt directly with the antitrust violator. Prior to the Supreme Court decision, over 95 percent of pending antitrust damage suits were the result of indirect purchases.

—Elliott Alman

NACo Public Affairs helps the media meet you.



Think County is more than a theme for the 1978 Annual NACo Conference. It means an action plan to tell the folks at home that counties count. ... that county governments are the governments closest to most people.

The action plan includes press releases, telephone interviews to your radio stations and the full facilities of a professional press room.

Other NACo staff will be reporting on conference activities and will prepare a closing day press release you can take home with you to tell your news media about the conference if they could not come. Or, if you fill out the hometown press release form in your conference packet and drop it off as directed, a press release will be mailed to your local news media.

For the second time at an annual conference, radio interviews will be produced. All delegates are invited to participate. Interviews are done by NACo staff using the telephone as a microphone.

Local radio stations record the interview—usually 60 seconds—for the next news broadcast or as a special feature. The whole process takes just 10 minutes including a brief training session and a review of the questions.

Every conference-goer has a great story to tell. NACo staff will do their best to help you tell it from the conference, according to NACo Public Affairs Director Beth Denniston. "We want to translate 'Think Counties' into action," she said.

The radio room will be in Room 202 of the Georgia World Congress Center and will be open:

Monday, July 10—8:30 a.m.-4 p.m.
Tuesday, July 11—2-4 p.m.
Wednesday, July 12—9 a.m.-3 p.m.

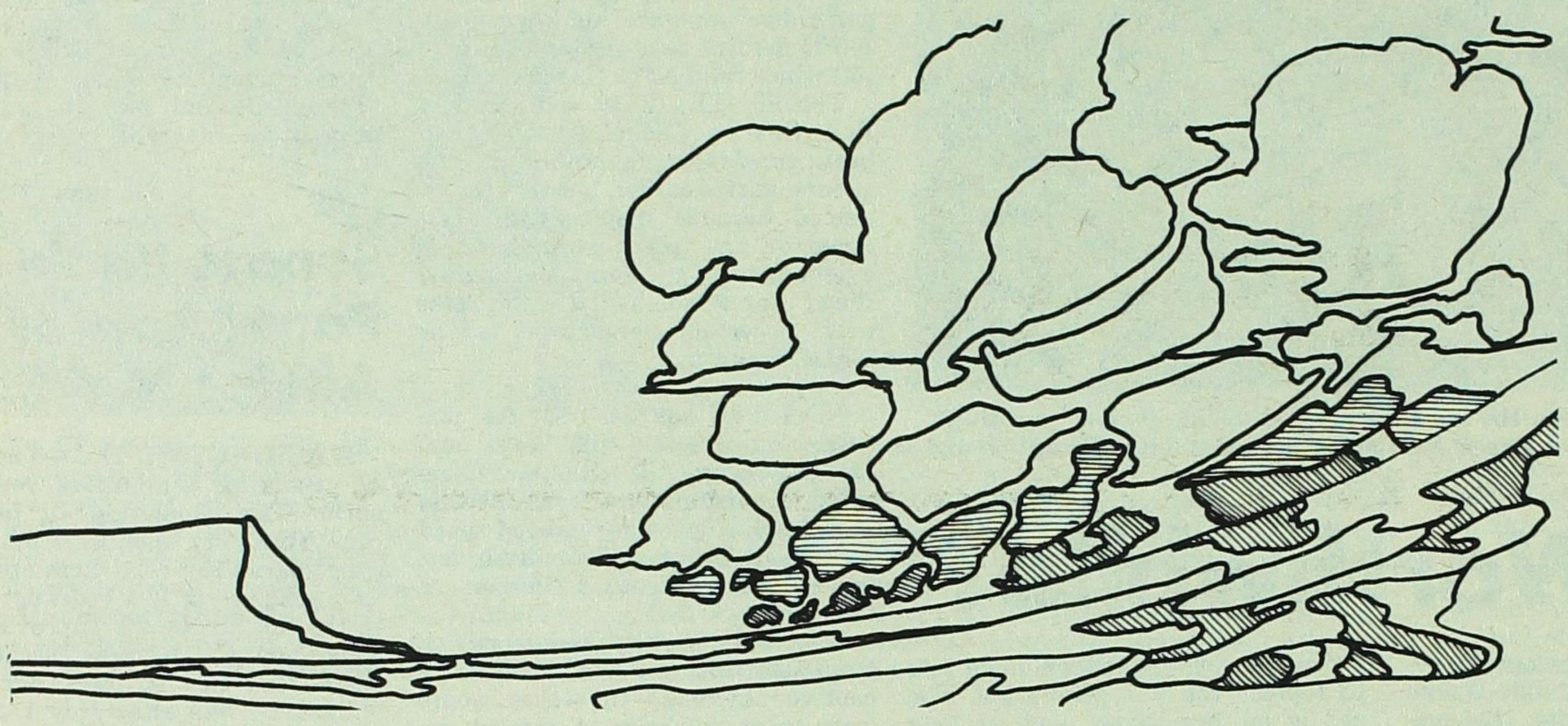
Counties & Clean Air

WASHINGTON, D.C.—In the past two weeks, the Environmental Protection Agency (EPA) and the Department of Transportation (DOT) have issued policies having significance for air quality; transportation; industrial and residential development; and county and other local government involvement in air quality planning.

- *DOT and EPA have agreed on the procedures to be followed for integrating transportation and air quality planning. Under their memorandum of understanding, DOT and EPA will jointly review programs for construction and improvement of transportation systems and plans for improving air quality through transportation controls.*

In addition, EPA Administrator Douglas Costle and Transportation Secretary Brock Adams have signed the transportation/air quality guidelines, which spell out the process for revising transportation and air quality plans for areas which have not attained ozone (smog) or carbon monoxide standards imposed by the Clean Air Amendments of 1977. (Motor vehicles are major emitters of these two pollutants.)

- *EPA has proposed to weaken the smog standard. This means that several areas where pollutant concentrations exceed the old standard will no longer be in violation. Many areas will have a lighter burden of developing strategies, such as transportation controls, to attain air quality standards; some may avoid the transportation control process altogether.*
- *EPA has issued final regulations on protection of air quality in areas with air cleaner than the air quality standards require. These regulations, for "prevention of significant deterioration of air quality" (PSD), have been hotly debated for months. In addition to preserving clean air, they will have a major effect on the siting of new sources of air pollution, such as power plants, and will require many new sources to install expensive control equipment.*



DOT, EPA agree on transportation/ air quality planning; regs issued

In a joint press conference June 16, DOT and EPA announced how they intend to integrate transportation and air quality planning. The negotiations, which took place over eight months, were initiated by the 1977 amendments to the Clean Air Act.

The amendments place renewed emphasis on cleaning up air pollution that results from motor vehicle emissions and on coordinating air quality programs with transportation programs. More than ever before, transportation officials will have to take air quality into account.

The memorandum of understanding is essentially an "agreement to agree." Major issues include:

- The extent to which existing or planned transportation systems (especially streets and highways) will be modified or restricted for air quality purposes.
- The amount of funding distributed by DOT for highway construction or public transit.
- The consideration of air quality issues in various stages of transportation planning and implementation.

DOT and EPA will resolve these and other issues through joint administration of the urban transportation planning process. Specifically, EPA and DOT will coordinate in these ways:

- DOT and EPA regional offices will have the opportunity to jointly review the Unified Work Program, the annual planning certification, the Transportation Improvement Program, and other transportation plans to ensure that each includes adequate air quality planning tasks. Disagreements shall be referred to the DOT Secretary, who will consult with the EPA administrator before a final decision.
- DOT and EPA regional offices will have the opportunity to jointly review the revised SIPs (air quality plans) to see if they meet DOT goals of mobility and safe and efficient transportation. Disagreements shall be referred to the EPA administrator, who will decide the issues after carefully considering the DOT Secretary's views.

Transportation/Air Quality Planning Guidelines

Guidelines for transportation/air quality planning were issued by the Department of Transportation and the Environmental Protection Agency June 16. Barbara Blum, EPA deputy administrator, noted that earlier efforts to combat smog through transportation planning have taught governments one overriding lesson: "truly successful transportation planning must come from the local level with state and federal support."

The guidelines are identical to those discussed in the report, "Transportation and Air Quality Planning," in the June 19 issue of *County News.* **A limited number of copies of both the guidelines and the DOT/EPA memorandum of understanding are available from Ivan Tether, of NACoR's Clean Air Project.**

As many county officials can testify, highway and transit programs under the DOT umbrella are not well integrated, particularly at the local level. The Urban Mass Transit Administration (UMTA) and the Federal Highway Administration (FHWA) have separate planning networks. UMTA coordinates transit planning directly between its federal office and individual urban areas; FHWA has a stronger regional organization, and coordinates highway planning primarily with state governments.

Recent attempts to provide funding for local air quality planning out of existing dollars for transportation planning exemplified this lack of coordination. While federal offices of EPA and DOT agreed to the fund transfer, results at the local level were minimal.

Many questions remain about how the transportation/air quality planning processes will be integrated locally. NACo staff who track clean air and transportation issues are preparing a report targeting those points where air quality planning should be considered in the transportation planning process.

EPA proposes to relax smog standards

EPA has proposed to relax slightly its air quality standard for "photochemical oxidants"—better known as smog. In addition, the amount of smog in the air will be judged according to the amount of ozone in the air. According to studies, the presence of ozone is a better indicator of the hazard of smog pollution than the presence of photochemical oxidants.

Smog is produced when exhaust from motor vehicles, and certain other sources, reacts with sunlight. This pollutant affects the human respiratory system, and is particularly harmful to young people, old people, and people with respiratory ailments, such as asthma. EPA has found that harmful effects do not begin to occur until concentrations of smog reach 0.15 parts per million. Many urban areas will experience harmful smog pollution this summer.

The current smog standard permits an average concentration of 0.08 parts of oxidants for every million parts of air during any given hour throughout the year. The proposed standard would permit up to 0.10 parts of ozone per million parts of air (per hour).

Relaxation of the smog standard would benefit certain areas with marginal pollution problems. Areas that meet the proposed standard would not be required to undertake the complex requirements for "nonattainment areas"—at least not for attainment of the smog standard.

Currently, however, relaxation of the smog standard is only a proposal, and would take months to become effective. The EPA proposal, which appears in the June 22 issue of the *Federal Register,* tells when comments are due and where they should be sent. During the comment period the current standard will remain in effect, and areas that violate the current standard will be required to undertake transportation/air quality planning.

Final regs aim to keep clean air clean

EPA's final regulations for prevention of significant deterioration of air quality (PSD) were published June 19 in the *Federal Register* (Volume 43, pages 26,380-26,410). The PSD regulations aim at preserving air quality in areas that are cleaner than standards require. Without PSD, pollution in "clean" areas would be allowed to increase until air quality just barely met the national ambient standards.

Effect on Counties

PSD requirements have important effects on local air quality and industrial development. EPA's proposed regulations on Intergovernmental Consultation (43 *Federal Register*, pages 21,466-21,470) recognize this by requiring the agency which plans and implements the PSD program to consult with local agencies and elected officials of local governments. Individual areas can usually choose among three types of PSD classifications. Classifications vary according to the amount of new emissions—new industrial growth—permitted. County and other local governments must participate in weighing the importance of clean air and industrial development to their communities.

Basic Structure of PSD

The PSD regulations establish a baseline of existing air pollution for each area which is cleaner than the standards require. Starting from this point, different amounts of increased pollutant concentrations are permitted according to whether an area is designated Class I, II, or III. Designations are generally made by the state in consultation with affected local governments.

At present, only particulate matter and sulfur dioxide are covered by PSD. Classes are defined by the maximum increases in concentrations of these pollutants that will be permitted. Only slight increases are permitted in a Class I area; moderate increases in a Class II area; and fairly substantial increases in a Class III area. In no case are increases permitted that will violate the air quality standards. Areas should seek designation according to their desires for clean air, i.e., to promote tourism; or for major industrial development.

The tools required for PSD are review of new sources and revision of the state air quality implementation plan (SIP). Generally, new sources of pollution over a certain size which locate in a PSD are required to install the best pollution control technology that is available. The "size" of a new source is measured by its potential discharge of emissions. The SIP is the plan that spells out all pollution control requirements for the areas in a particular state. Use of the SIP as a tool for preventing significant air deterioration means that requirements on existing sources can be strengthened in order to keep pollution concentrations within the amount permitted for each area.

Who Installs Best Available Control Technology?

The 1977 Clean Air Amendments required that certain types of new facilities with a potential to emit 100 tons or more of sulfur dioxide (SO_2) or particulate matter (PM) and all other types with a potential to emit 250 tons or more of these pollutants must install best available control technology. Substantial controversy arose over whether "potential" emissions meant emissions *with* or *without* control devices installed. Many more sources would be subject to the stringent "best available" requirement if potential were defined to mean without control devices.

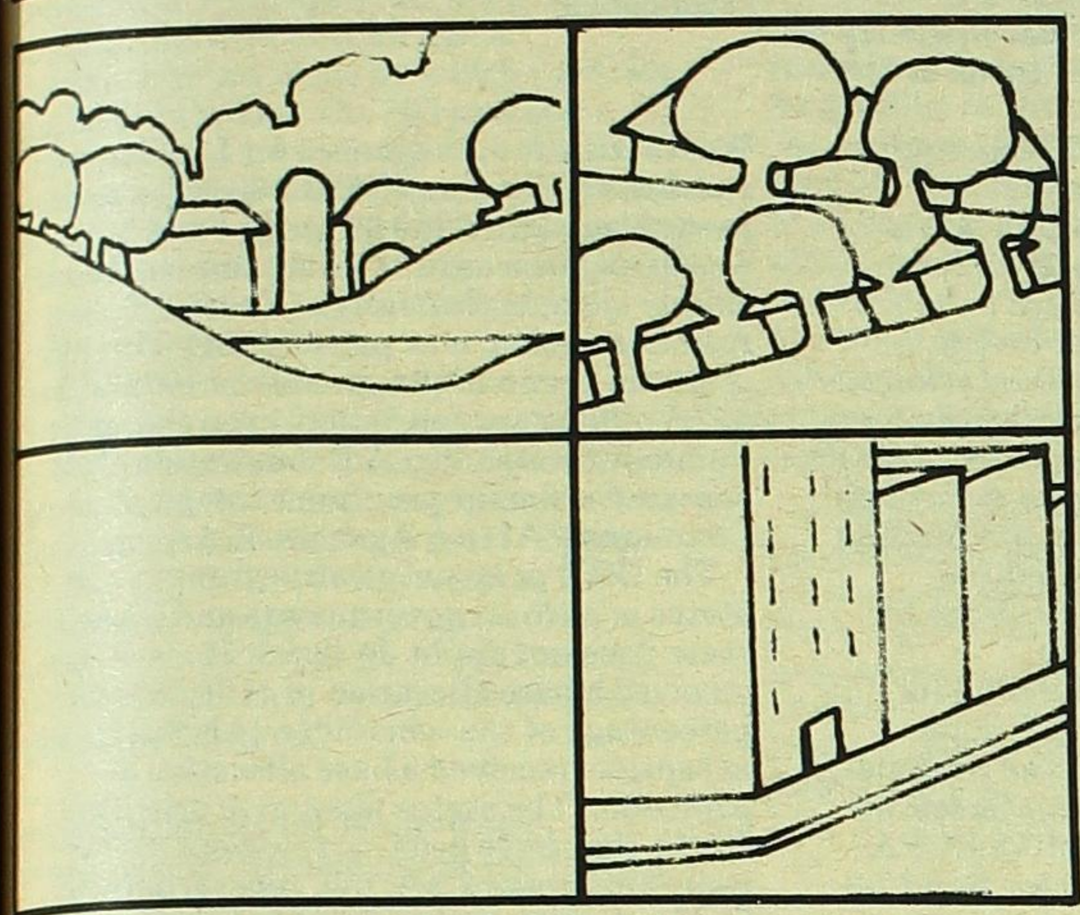
EPA's regulations define "potential" as emissions without controls applied. This would subject about 4,000 new sources per year to best available controls, and an expensive review process, were it not for an important *exemption:* the regulations exempt new sources with *allowable* (with control) emissions of less than 50 tons per year, 1,000 pounds per day, and 100 pounds per hour (whichever is most restrictive) from the best available control requirement. This limits the number of new sources subject to the control requirement to about 1,600 per year.

There are literally dozens of conditions, exceptions, and additional requirements in the regulations. Affected officials are urged to consult the full text in the *Federal Register.* They are also welcome to contact the NACoR Clean Air Project for further details.

—Ivan Tether, NACo

New County Times

On County Modernization



Special Report on Federal Grants

This is a summary status of federal grant programs available to county governments as of June 26, 1978. It updates *County News* (Feb. 6, 1978 Special Report on Federal Grants). The designated OMB number (#) refers to the corresponding program number in the "Catalogue of Federal Domestic Assistance." For further information, refer to the OMB publication and/or contact the appropriate agency or department's regional office.

The Special Report on Federal Grants is cosponsored by the Council of Intergovernmental Coordinators (CIC), an affiliated organization established in 1966. CIC is devoted to the following principles:

- to promote a greater exchange of federal/state assistance program information
- to contribute to the improvement of federal/state assistance programs
- to improve techniques for securing and administering federal/state assistance programs
- to foster better intergovernmental relations

Department of Agriculture

Farmers Home Administration

Rural Development Programs (Rural Development Act of 1972): These programs are administered by the Farmers Home Administration (FmHA) with 1,780 local county offices, each run by a county supervisor. A summary of grant and loan programs follows:

• Rural Water and Waste Disposal Grants and Loans (OMB # 10.418)

The fiscal '78 appropriation for grants is $250 million and $750 million has been appropriated for loans at an interest rate of five percent with terms up to 40 years. Eligible activities include projects to develop, store, treat, purify, or distribute water and projects to collect, treat, or dispose of solid waste. Eligible applicants are defined as areas of population up to 10,000, with units of local government getting preference.

Grants and loans may be combined for project costs, the ratio being determined by the agency rule mandating that the community's debt-repayment level equal one percent of the median income. Grants may not exceed 50 percent of the project cost, the average in fiscal '76 being 30 percent. Legislation pending before Congress would boost the maximum grant to 50 percent of project cost and provide an additional $50 million in grants for the current fiscal year.

• Rural Development Grants (OMB # 10.500, 49.001)

Fiscal '78 appropriation is $10 million for projects to facilitate development of private business enterprises including development, construction, acquisition of land, buildings, plants, equipment, access streets and roads, parking, utility extension, water and waste facilities, refinancing, services, and fees. Communities with a population up to 10,000 are eligible.

• Business and Industry Loans (OMB 10.422)

For fiscal '78, $1 billion will be available for projects to improve, develop, and finance business, industry, and employment and to improve the economic and environmental climate in rural communities. Eligible areas will include those not within a city of 50,000 and not adjacent to an urban area with a population density of 100 persons per square mile. Special consideration is given to government units, other than cities, with a population of over 25,000.

• Rural Housing Programs (OMB # 10.514)

Fiscal '78 appropriations for Section 515 Rental Loans was $690 million. These are direct loans to private, nonprofit corporations and consumer corporations to provide rental housing for elderly low and moderate income families. The loans may be used for construction of new housing, purchase of new or existing housing, or repair of existing rental units.

The Section 514 Farm Labor Loan Program (OMB # 10.405) has $10 million appropriated for fiscal '78 and the 516 Farm Labor Grant Program has a $7.5 million appropriation. This funding is available for construction of rental housing for farmworkers and goes to farm owners, any state or political subdivision, or any public or private nonprofit organization. The loans carry 1 percent interest with terms of 33 years, and grants can cover up to 90 percent of development costs.

The Section 524 Site Loans Program (OMB # 10.411) has a fiscal '78 appropriation of $3 million. These loans are available to public and nonprofit organizations for the purchase and development of sites on which low and moderate income housing will be built. Legislation pending before Congress would create a major new rural housing program. The program which will provide subsidized loans for low income families to purchase homes will become effective Oct. 1, 1979.

• Rural Planning Grants

The Rural Development Service will be providing $5 million in Rural Planning Grants this year, since it has received appropriations. Counties will be able to apply for grants covering up to 75 percent of project cost for rural planning activities. The first grants are expected to be made later this year.

Drought Assistance: FmHA administers the portion of the Drought Relief Program that provides assistance to communities below 10,000. The agency has $75 million in 50 percent grants and $150 million in 5 percent loans for short term water supply assistance. Program funds may be used for improvement, expansion, or construction of water supply systems, and purchase and transportation of water to provide immediate relief of existing drought conditions. Emphasis will be given to projects eliminating threats to public health or safety.

Civil Service Commission

Bureau of Intergovernmental Personnel Programs

Project Grants and Formula Grants (Intergovernmental Personnel Act of 1970, Title II and III) (OMB # 27.012): Congress approved an appropriation of $20 million for the Intergovernmental Personnel Act of 1970 (IPA) in fiscal '78.

The House has recommended $20 million for fiscal '79; The Senate may be persuaded to increase this amount. NACo is working to increase the fiscal '79 appropriation by $10 million. This additional funding will cover costs for program expansion should efforts to amend the legislation prove successful.

This program is administered by the Civil Service Commission, Bureau of Intergovernmental Personnel Programs. Grants are provided to state and local governments to develop and strengthen their personnel administration programs and to train government employees in sound personnel and labor management practices. The act also provides for the interchange of personnel, on a temporary basis, between the federal, state and local governments, as well as institutions of higher learning. Additionally, the act encourages intergovernmental cooperation and authorizes interstate compacts for personnel and training activities. Eighty percent of these funds are distributed to state governments on a weighted formula, taking into account such factors as size of population and the number of state and local employees affected. Of this amount, not less than 50 percent must be allocated to local governments. The remaining 20 percent is to be used by the commission as discretionary funds.

IPA grant assistance may be offered to local governments in a number of ways: local governments serving a population of 50,000 or more may apply for and receive direct grants to improve their personnel systems or train their employees; combinations of local governments (including smaller local governments which collectively serve 50,000 or more persons) may group together to apply for assistance; local governments of any size may participate in statewide or other intergovernmental IPA programs as subgrantees or as participants in service programs offered to local governments.

The administration of the IPA programs is decentralized. With the exception of the most far-reaching policy issues and decisions regarding nationwide grant applications, all decisions are made at the regional office level. Also, in many states, the state office designated by the governor to administer the IPA grant program may also award subgrants to local governments and other organizations.

IPA, as enacted in 1971, provided that the federal match for programs funded by the Civil Service Commission be 75 percent for the first three years. An amendment was offered which would have extended the 75 percent match for an additional year, but it was defeated. NACo strongly endorses the reinstatement of the 75-25 percent matching requirement and will continue to work on obtaining this amendment. With the expansion of the program in fiscal '78, state and local allocations will be slightly increased above the fiscal '77 amounts. NACo is currently attempting to add amendments, to Title VI of the Civil Service Reform Act of 1978, now being marked up, that would expand the act to include grant funding for general management projects for state and local governments, and would change the federal match from 50 percent to 66⅔ percent.

Federal Grants

Department of Commerce

National Oceanic and Atmospheric Administration

Coastal Energy Impact Program (CEIP) (OMB # 11.421): This grant and loan program is for those states and local governments affected by energy development in their coastal areas. The program was established by Section 308 of the Coastal Zone Management Act Amendments of 1976.

Grants are available from state coastal offices for planning, building or improving public facilities, and repairing or preventing environmental damage which results from energy development. Loans and other credit assistance is available when a local government's revenues from the energy activity cannot sufficiently cover the costs.

Grant and loan assistance is allocated based on projected Outer Continental Shelf development, increased population and employment from coastal energy projects, and other impact factors.

Coastal Zone Management (OMB # 11.418-419): Grants and other assistance may be available from state coastal zone management offices for the preparation of coastal zone management programs and the implementation of management or regulation measures. This program is authorized by the Coastal Zone Management Act of 1972, and the amount of assistance available to each coastal county is determined by the state which receives the federal allocation.

Section 305 grants may be available to participate in the development of a state coastal zone management program. Program development must include consultation between the state and local governments in coastal areas. Section 306 grants may be available to implement state coastal zone management programs approved by the National Oceanic and Atmospheric Administration. Funds can be used to conduct planning and research studies, develop ordinances, and implement coastal zone or land use management measures other than land acquisition.

Economic Development Administration

Public Works and Development Facilities Grants (OMB # 11.300): This is a matching grant program administered by the Economic Development Administration. It is an important source of funding for abating substantial long-term unemployment through the construction of public facilities.

To be eligible for assistance, a project must be located within an EDA-designated area or designated Economic Development Center and must be consistent with an Overall Economic Development Program (OEDP). The principal requirements for an area's designation are high unemployment or low family income.

Eligible projects may receive grants of up to 50 percent of project costs. Supplementary grants are also available to severely distressed areas.

For fiscal '78 Congress has appropriated $184 million for public works facilities grants, and has authorized $425 million for fiscal '79. The House Appropriations Committee has approved $219 million for public works facilities grants for fiscal '79.

Business and Industrial Loans (OMB # 10.422): This direct loan guarantee program, administered by EDA, is designed to encourage private industry to locate or expand new facilities in EDA-designated areas with substantial unemployment or low per capita income, thereby creating or retaining permanent jobs.

For fiscal '78 Congress has appropriated $53 million for the business and industrial development loan program. The House Appropriations Committee has approved $58 million for fiscal '79.

The types and limitations on available loans vary depending on the assistance sought.

Technical Assistance (OMB # 303, 11.307): The Economic Development Technical Assistance Program is designed to help solve economic problems by providing information, data, and know-how in evaluating and shaping programs for economic development.

Most often EDA provides technical assistance grants of up to 75 percent to applicants with the nonfederal share made up of cash or in-kind services. In contrast to other EDA programs, the technical assistance program is not limited to EDA-designated areas; it can be used in any area where it can assist in dealing with economic problems.

In fiscal '78 Congress has appropriated $32 million for the program. The House Appropriations Committee has approved $34 million for fiscal '79.

Special Economic Development and Adjustment Assistance (OMB # 11.307): The Economic Adjustment Assistance Program (Title IX) is intended to help states and local governments respond to actual or threatened economic adjustments related to federal or other actions.

Two types of assistance are provided: development grants to help plan a strategy for responding to economic adjustment problems, and implementation grants.

Grants are made for up to 75 percent with a nonfederal share, cash or in-kind services required.

For fiscal '78 Congress has appropriated $72 million for this program. The House Appropriations Committee has approved $100 million for fiscal '79. The Administration, however, has asked for authorization of $80 million. If this is approved, Title IX will operate at a level of $180 million in fiscal '79. It also has requested in the urban policy an additional $275 million for Title IX to be used only in conjunction with the proposed National Development Bank.

Community Services Administration

Community Action (OMB # 49.002): The fiscal '78 budget estimate for this program is $330 million. Project grants are awarded to a designated Community Action Agency (CAA) to mobilize and channel the resources of private and public organizations and institutions into antipoverty actions. Projects may include community organization; job development, placement, and follow-up. Funds may be used for administrative costs of CAAs, nonprogram staff activities, and locally developed programs which further the objectives of community action.

A CAA must be designated by a local government. The applicant initially must have applied for recognition as a CAA under the provisions of Office of Economic Opportunity instruction 6302-2. Submit applications to the CSA.

Community Food and Nutrition (OMB # 49.005): To help communities counteract hunger and malnutrition among the poor, project grants and contracts are awarded to public and private agencies and nonprofit groups. Funds are flexible and may be used in a variety of ways depending on the needs and resources of the communities (i.e., for starting community nutrition programs). Funds are not to be used for continuing or long-range nutrition programs. Any agency which proposes to operate a Community Food and Nutrition project should submit proposed plans to its local CAA for application to CSA headquarters in Washington, D.C. The fiscal '78 estimate is $27.5 million.

Community Economic Development (OMB # 49.011): Project grants are awarded to Community Development Corporations (CDC) to carry out special impact programs in one of three basic categories: business development; community development; and training, public service employment and social services. In conjunction with the first two categories, a CDC may support manpower, health, or social service programs. These activities are secondary and must be supportive of the primary business and community development programs. Contact CSA regional office for an application. The fiscal '78 estimate is $30 million.

Public Assistance Training Grants—Title XX (OMB # 13.772): These grants provide for the training and retraining of personnel as directly related to the provision of public assistance services. States must include the grant application in its state Title XX plan. The state must put up the 25 percent match for the training grant. The fiscal '78 estimate is $50.85 million.

Department of Energy

State Energy Conservation Plans (OMB # 80.001 and 80.003): Under the Energy Policy and Conservaton Act (EPCA) of 1976, states were awarded grants to develop state energy conservation plans, designed to reduce energy use by 5 percent by 1980. To be eligible for funds, states were required to develop programs to reduce energy use in five mandatory areas (including thermal efficiency standards for buildings and right-turns-on-red).

Six months later, in August 1976, Congress passed the Energy Conservation and Production Act (ECPA) which began the supplemental State Energy Conservation Plans. This program requires states to coordinate their statewide conservation programs with other local and federal efforts. The terms of financial and technical assistance for counties will vary on a state-by-state basis. Although there is no mandatory pass-through to local governments, some states are funding local efforts with ECPA funds. Counties should contact their State Energy Office for more information on this program.

Like other energy programs, funding for state conservation efforts is tied up in the congressional deliberations over the National Energy Act. The House-Senate conferees, appropriated $64.1 million for fiscal '78 ECPA-EPCA programs and $51 million for fiscal '79.

Solar Commercial Grants (OMB # 24.024): The Energy Research and Development Administration, now part of the Department of Energy (DOE), has awarded grants to local governments, as well as other public and private organizations, for solar energy demonstrations in commercial (nonresidential) buildings. Grants are awarded on the basis of technological innovation, geographical representation, type of building, etc.

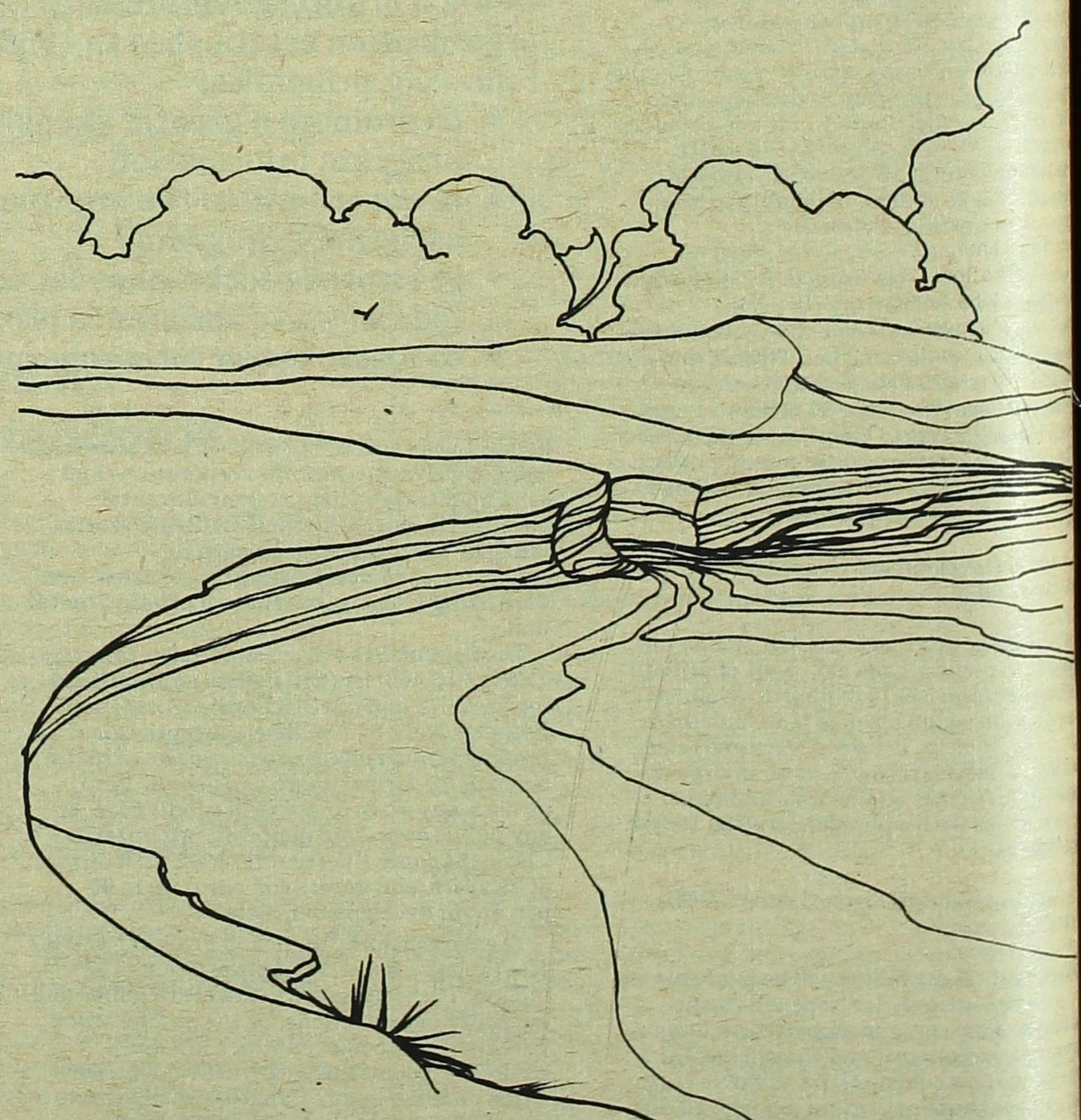
Because the commercial demonstration project is only one part of a large research and demonstration budget, dollar figures are not exact. However, in the third year of the project, DOE expects to award nearly $9 million in grants for the commercial building program; this compares to a total of $2.5 billion for the entire DOE research and demonstration budget.

During fiscal '78, solar commercial grants were awarded on a 50-50 cost-sharing basis. The funds can be used only for the solar system itself; the applicant must cover all other costs.

Weatherization Assistance for Low-Income and Elderly Persons (OMB # 80.002): Congress passed legislation in 1976 to provide weatherization assistance for low-income and elderly citizens through the Federal Energy Administration, now part of DOE. The DOE program began in the summer of 1977, with a $27.5 million appropriation, even though the Community Services Administration (CSA) operated a similar program through Community Action Agencies (CAAs).

The DOE program awards grants to the states or to local governments and CAAs if the state does not apply. In fiscal '77, each state received a base allocation of $100,000 plus a percentage of the remainder. (Alaska, the sole exception, received a base allocation of $200,000.) The states must give priority to CAAs that have been carrying out similar programs under CSA, but general purpose local governments are eligible subgrantees. Ninety percent of the funds must be used for weatherization materials, such as insulation and weatherstripping, in homes owned or rented by elderly and low-income citizens.

Congressional action on the weatherization program is tied up in deliberations on the National Energy Act; however, House-Senate conferees have agreed on an authorization of $130 million for fiscal '78 and $200 million each year for fiscal '79 and '80. Appropriations of $64.1 million in fiscal '78, and $200 million in fiscal '79 have been voted by the House Appropriations Committee.



Federal Grants

nvironmental Protection gency (EPA)

eawide Wastewater Management Planning ction 208 of the Clean Water Act of 1977) MB # 66.426): Section 208 calls for stewater treatment planning for all areas of e country. Each governor must designate eawide and/or state agencies, with the state ving final approval over all plans.

here are three methods by which counties y be funded through the 208 process: signation as an areawide agency; bcontracting a portion of the workplan from esignated areawide agency; subcontracting ortion of the workplan from the designated te agency, if the county is not included thin an areawide agency.

he act authorizes the expenditure of up to 50 million for each of the fiscal years '78, '79, d '80. The President's budget requests $50 llion for fiscal '79; this is in addition to $69 llion appropriated through fiscal '78 supmental budget. The Congressional submmittee considering this program has commended only $25 million for fiscal '79, t indications are that the President's full quest will be honored.

nstruction Grants for Wastewater eatment Works (Section 201 of the Federal ater Pollution Control Act of 1972, as ended by the Clean Water Act of 1977) MB # 66.018): The act authorizes the penditure of $24.5 billion (fiscal '78, $4.5 llion; fiscal '79, $5 billion; fiscal '80, $5 llion; fiscal '81, $5 billion; fiscal '82, $5 billion) r the construction of wastewater treatment ants and some collector systems. Funding vels remain at 75 percent of the total project sts.

The construction grants program is signed to help communities meet the goal of plying the best practicable technology by 77, and ultimately the 1980 goal of minating pollutant discharges into the tion's waters.

Municipalities, counties, intermunicipal encies, states and interstate agencies who ve jurisdiction over disposal of sewage, ustrial wastes or other wastes are eligible to ply for funds. The project must have as its imary purpose the treatment of domestic stes from a community or larger region. igible projects include construction or pansion of sewage treatment plants oviding at least secondary treatment, nstruction or rehabilitation of interceptor wers, construction, expansion, rehabilitation sewage collection systems in most cases, d construction of combined sewer overflow ntrol systems.

Funds are allocated annually among states the basis of a "needs survey." States have sembled their own priority lists under EPA gulations to ensure that the most needed cilities will be constructed with the funds ailable. To be considered for federal sistance, a project must appear on the state iority list. EPA and the states rank nstruction of treatment facilities and needed erceptor sewers above other types of ojects.

The grants process provides funds for ojects in three steps: preliminary planning, tailed design, and construction.

In December, the Clean Water Act was ssed by Congress and signed by the esident after considerable debate. Significant ovisions of the bill include:

- Greater emphasis on the use of innovative atment techniques, including a revision of e cost-effectiveness guidelines granting a 15 cent advantage to such techniques, federal ding levels of 85 percent as compared with percent funding for conventional projects, d the requirement that all conventional ns demonstrate that innovative techniques not be applied.

- Funding for small privately-owned atment systems, provided that a public ity applies for the funding and is ponsible for operation and maintenance.

- Continued authorization for the Clean kes Program at a level of $60 million for cal '78.

- Authorization for delegation of the struction grants program administration state agencies, under regulations to be eloped by EPA.

- Delegation of greater responsibility for formulation of the state priority lists to the state agencies, with limits on EPA involvement in this process.

- Greater clarification of requirements for treating industrial sewage, including a listing of toxic pollutants, and amendments affecting user charges and industrial cost recovery.

- Setting aside funding for rural communities and for the rehabilitation and reconstruction of existing systems. The full $4.5 billion authorized by Congress for fiscal '79 has been requested in the Administration budget. Recent House subcommittee activity has sought to reduce that amount to $4.2 billion specifically because of concerns about the expense and efficacy of funding advanced wastewater treatment (AWT) facilities. The Administration has opposed this possible reduction in funds, and compromise or full restoration to the original request seems likely.

For more information on wastewater treatment construction grants, contact the local state water pollution control board, the EPA regional administrator or Harold P. Cahill, director, Municipal Construction Division, U.S. Environmental Protection Agency, 401 M Street, S.W., Washington, D.C. 20460; (202) 426-8986.

Air Quality Implementation Plan Revision: The Clean Air Act Amendments of 1977 require states and local governments in nonattainment areas to revise State Implementation Plans (SIPs) by Jan. 1, 1979. Section 175 authorizes EPA to make grants to any organization of local elected officials with transportation or air quality maintenance planning responsibilities recognized by the state.

The grant recipient is determined by agreement between state and local governments or by designation by the governor. Grants shall be 100 percent of the additional cost of developing revisions to SIPs in nonattainment areas. Funds are available for the first two fiscal years following receipt of an initial grant.

County officials should contact their regional EPA office for information or their state air quality central office. County officials should seek designation as a local agency to cooperate with the state in developing SIP revisions.

The 1977 amendments authorize the appropriation of $75 million to be available until expended. At present, however, this funding has not been appropriated. President Carter requested $25 million in his March urban policy statement. It is expected that this amount and some additional appropriation will be available in October for fiscal '79.

County officials should keep tabs on this appropriation via their regional EPA office. Meanwhile, letters to the Administration expressing concern over delay of this vital funing are in order.

Solid and Hazardous Waste Management Program Support Grants (OMB # 66.451): A number of provisions in the Resource Conservation and Recovery Act are designed specifically for meeting county planning and implementation needs in solid waste management. These include (with fiscal '79 authorizations—not appropriations): planning grants including passthrough of state grants ($40 million); implementation grants ($15 million); and Special Communities Assistance ($2.5 million) in Section 4008 of the act, plus Rural Communities Assistance ($25 million) in Section 4009.

Of the funds authorized for fiscal '79, the House Appropriations subcommittee has recommended $11.2 million for state planning assistance, little of which is likely to be passed through to counties and cities. However, the subcommitee did provide $15 million for resource recovery facility planning by counties and cities as part of the Administration's urban policy. In addition, $25 million was proposed for funding of program development in solid waste and air quality, with the division of funds between those programs to be decided by EPA. Although these funding levels are still low compared to need, they are a great improvement over fiscal '78 in which no funds were available to counties.

Another element in the fiscal '79 funding package in the House is $15 million for state hazardous waste planning. If a county is interested in developing a hazardous waste management program or carrying out an inventory of facilities within the county or conducting any other planning functions in that area, it should contact the state about the possibility of pass-through funding.

Resource Conservation and Recovery Panels (OMB # 66.450): Technical Assistance Panels comprise the only source of assistance for counties in fiscal '78. Any county seeking technical assistance in collection, disposal, material or energy recovery, or other solid waste management functions should write to the panels coordinator, Office of Solid Waste in the appropriate regional EPA office or to NACo. A request for assistance should be as specific as possible, and it must be signed by an elected or appointed county official.

Other Sources of Solid Waste Assistance:

- Community Development Block Grants: Solid waste disposal facilities are eligible under the Community Development Block Grant program of the Department of Housing and Urban Development, particularly if the facilities will principally benefit low and moderate income people. *(See Community Development.)*

- Economic Development Administration/Public Works: Solid waste activities are eligible for funds under the Department of Commerce through the Local Public Works Act of 1976. *(See Public Works and Development Facilities Grants under Department of Commerce.)*

- Construction Grants for Wastewater Treatment Works: A county may apply for funding under the Construction Grants Program for planning, design, and construction of facilities to treat and dispose of sewage sludge. If a county wishes to dispose of sludge in conjunction with municipal solid waste by means of incineration or landfill, it is possible that a grant may be available under this program for the percentage of the cost required for sludge disposal. Land costs will be eligible only if sludge is applied to the land as a form of treatment. *(See Construction Grants under Environmental Protection Agency.)*

- Areawide Wastewater Management Planning (Section 208 of the Federal Water Pollution Control Act): Analysis of alternative methods of treatment and disposal of sewage sludge may be funded under some circumstances through the 208 process. *(See Areawide Wastewater Management under EPA.)*

- Farmers Home Administration: The Department of Agriculture provides assistance primarily to rural counties for the installation repair improvement or expansion of solid waste disposal systems. *(See Rural Water and Waste Disposal Grants and Loans.)*

- Regional Commissions: Solid waste management grants are generally available from the eight regional commissions (Appalachian, Coastal Plains, Four Corners, New England, Old West, Ozarks, Pacific Northwest, Upper Great Lakes). Grants are awarded based on applications approved through the appropriate state offices. Generally, grants are available for technical assistance and feasibility studies but not for construction. However, some commissions are able to grant funds for construction through their supplemental program. (Counties should contact their appropriate regional commission.)

Health, Education and Welfare (HEW)

On June 8, the House voted 290 to 87 to cut $1 billion from the fiscal '79 Labor-HEW appropriations bill (H.R. 12929). The reduction would be limited to programs cited by HEW's inspector general as being subject to fraud and abuse (Medicaid, Medicare, student loans, AFDC, compensatory education).

The amendment to cut the money, however, does not specify specific program reductions. The Secretary of HEW is given the responsibility to reduce "waste, fraud and abuse" in those areas cited by the inspector general. The House bill is $643 million over the President's request. It allows federal funds for abortions only if the woman's life would be in danger by carrying fetus to term. This language is much more restrictive than existing law. The differences in language between the House and Senate tied up final passage of the money bill for five months last year. It could happen again this year.

Since many authorization bills for programs of concern to counties are still pending (over 20), supplemental budget will be required to fund such programs as health maintenance organizations, emergency medical services, immunizations, alcoholism, drug abuse, mental health, programs administered by HEW's Center for Disease Control, CETA, aging, youth development, rehabilitation, developmental disabilities, and the omnibus Elementary and Secondary Education Act.

Furthermore, the President has threatened to veto any bill which he believes to be inflationary. On the Senate side, the Labor-HEW appropriations subcommittee has added more dollars to health and education programs than its House counterpart. Therefore, a House-Senate conference committee to resolve the conflicts might not convene until July and, depending on the abortion language, might not report out a bill until late summer.

Given all these uncertainties, abortion language differences, unauthorized bills, veto threats and differing dollar levels, the health and education programs of concern to counties are listed below with last year's dollar figures. All of the programs will be continued in fiscal '79 with minor changes, except for the Elementary and Secondary Education Act. Use last year's figures as a guide until NACo staff has sufficient information to update the health and education section of the federal aid supplement to *County News*, or contact Mike Gemmell or Tony McCann for further information.

The House and Senate ended a five-month deadlock last December over federal funding of abortions for Medicaid-eligible women. It also approved a continuing resolution to fund all programs administered by the Department of Health, Education and Welfare (HEW) through fiscal '78.

Medicaid can now fund abortions in cases where the mother's life would be endangered by a full-term pregnancy, where rape or incest causing the pregnancy is reported promptly to the police or public health agencies, or where two doctors determine that severe and long-lasting physical health damage would result in the mother from a full-term pregnancy.

Education

Most major education programs of interest to counties will expire this year. Congress, however, is expected to reauthorize them. For further information on these programs, contact the HEW regional office or state commission of education.

Education for the Handicapped—Formula Grants (OMB # 13.427, 13.443, 13.444, 13.445 and 13.449): These programs provide funds to extend and improve comprehensive education programs for handicapped children. The money is distributed on a formula basis. Project grants are also available. Congress appropriated $520 million for fiscal '78.

Education for Disadvantaged Children—Formula Grants (OMB # 13.428): This program provides funds to expand and improve educational programs to meet needs of educationally disadvantaged children in low income areas. (This is more commonly known as Title I of the elementary and Secondary Education Act.) Congress appropriated $2.7 billion for fiscal '78.

Higher Education (OMB # 13.453 and 13.463): This program provides several funding sources for higher education programs such as student assistance, work-study, insured loans, facilities, among others. Congress appropriated $3.7 billion for fiscal '78.

Head Start or Child Development—Project Grants (OMB # 13.600): This program provides project grants and contracts to public or nonprofit agencies to provide educational, nutritional, health and social services to preschool children of low income families. Congress appropriated $595 million for fiscal '78.

Federal Grants

Impact Aid—Formula Grants (OMB # 13.478): This program is similar to the payments-in-lieu of taxes program. It reimburses local school districts for costs incurred in educating children whose parents live and/or work on federal installations or live in government-subsidized public housing. Congress appropriated $800 million for the program. The Administration has proposed cutting back impact aid funds by $398 million by eliminating payments for category B children (children of parents who work on federal property but live in the community).

Health

Comprehensive Public Health Services—Formula Grants (OMB # 13.210): This program provides formula grants to state health and mental health authorities, including county public health departments, to assist in establishing and maintaining adequate community mental and environmental public health services. Congress has appropriated $90 million for fiscal '78. Contact HEW regional health administrator or state health officer.

Community Health Centers (OMB # 13.224): This program provides project grants to public (county) and nonprofit private agencies, institutions, and organizations to support a full range of public health services to meet special needs at the community level, especially on health problems of regional or national significance. Congress has appropriated $247 million for fiscal '78. Contact HEW regional health administrator for the Bureau of Community Health Services.

Home Health Services—Project Grants (OMB # 13.888): These grants are available to public and nonprofit private agencies [as defined in section 1861(o) of the Social Security Act] to provide home health services [as defined in section 1861(m) of the Social Security Act] to areas in which such services are not otherwise available. Funds ($6 million for fiscal '78) are to be given, at the discretion of HEW, to meet initial establishment and operational costs of such agencies. They may also be used by existing agencies to expand these services and for training professional and paraprofessional health personnel. Preference is to be given to areas with a large number of elderly, medically indigent, or both.

Health Maintenance Organization Services (HMOs) (OMB # 13.256): This program provides project grants, research grants, direct loans and guaranteed/insured loans to public and private nonprofit organizations that plan this program. Congress appropriated $21 million for fiscal '78. Contact HEW regional health administrator for the Bureau of Community Health Services.

Family Planning Projects (OMB # 13.217): This is a project grant program, which provides support to states, counties and cities, or private nonprofit entities to provide educational, comprehensive medical and social services dealing with contraception and other family planning methods, the health of mothers and children, and the reduction of maternal and infant mortality. Congress has appropriated $132 million for fiscal '78. Contact the HEW regional health administrator for the Bureau of Community Health Services.

Family Planning Services Training Grants (OMB # 13.260): This program provides project grants and research contracts to public or nonprofit private entities for developing inservice training for project staffs to improve the delivery of family planning services. Congress has appropriated $3.6 million for fiscal '78. Contact the HEW regional administrator for the Bureau of Community Health Services.

Maternal and Child Health Services—Formula Grants (OMB # 13.232): This program provides project grants to state health agencies and institutions of higher learning and formula grants to state health agencies for the purpose of funding extension and improvement programs for reducing infant mortality and improving the health of mothers and children, and special projects of regional or national significance. Congress has appropriated $322 million to fund this program in fiscal '78. Contact the state health agencies.

WIC Program—Project Grants (OMB # 10.557): This special supplemental food program for women, infants and children (WIC) provides $20 worth of food monthly to low income pregnant and nursing mothers and their children. Funds are allocated to states and counties for program administration. Approximately $250 million will be available in fiscal '78.

Crippled Children's Services (OMB # 13.211): This program provides formula grants to state and county crippled children's agencies to use in extending and improving medical and related services to crippled children, and project grants to state crippled children's agencies and institutions of higher learning for special projects of regional or national significance, which may contribute to the advancement of services for crippled children. Approximately $90 million will be available in fiscal '78. Contact the HEW regional health administrator for the Bureau of Community Health Services or the state administrator.

Sudden Infant Death Syndrome (SIDS) Information and Counseling Program (OMB # 13.292): This program provides project grants to public or private nonprofit entities to collect, analyze and furnish information relating to the causes of sudden infant death syndrome and provides information and counseling to families affected by the sudden infant death syndrome. Congress has appropriated $3 million for this program in fiscal '78. Contact the HEW regional administrator, Office of Maternal and Child Health.

Migrant Health Grants (OMB # 13.246): This program provides project grants to states, counties or cities, or nonprofit private agencies, institutions or organizations for establishing and operating family health services, clinics, or other projects designed to improve health conditions or provide health services and to raise the health status of migratory seasonal farmworkers and their families. Congress has appropriated $34.5 million in fiscal '78. Contact the HEW regional health administrator for the Bureau of Community Health Services.

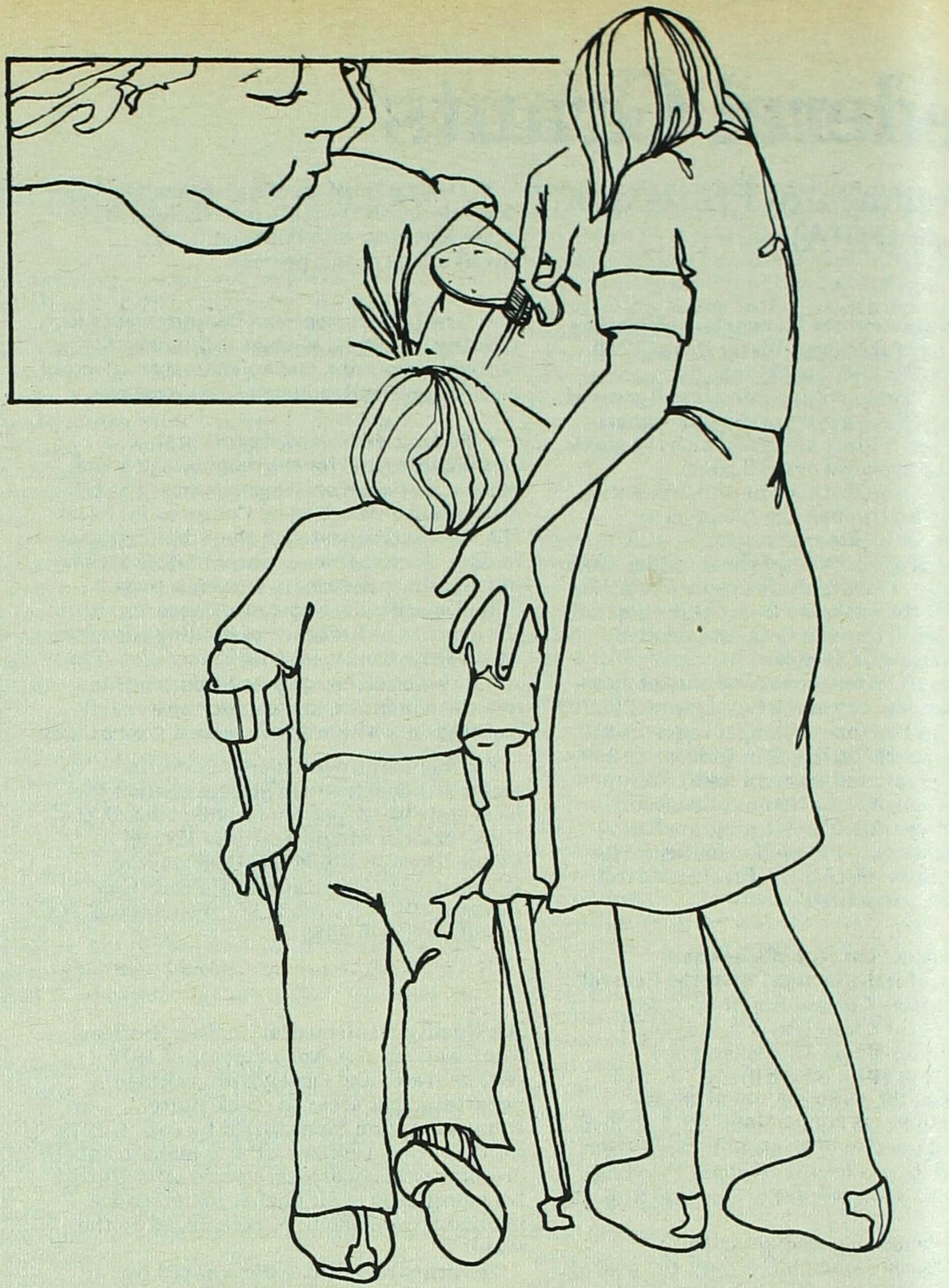
Emergency Medical Services—Project Grants (OMB # 13.284): This program provides project grants to states, units of general purpose local government or other public or private nonprofit agencies to assist and encourage the development of comprehensive emergency medical services systems throughout the country. Congress has appropriated $42.6 million for fiscal '78. Contact HEW regional administrator, Emergency Medical Services.

Hemophilia Diagnostic and Treatment Centers (OMB # 13.296): This program provides project grants in order to expand the nationwide availability of comprehensive outpatient diagnostic and treatment centers for persons with hemophilia, particularly in areas where the greatest number of severe or moderate cases exist. Congress has appropriated $3 million for fiscal '78. For more information, contact the HEW regional administrator for the Bureau of Community Health Services.

Hypertension Program—Formula Grants (OMB # 13.882): This program assists state and local health agencies in meeting and maintaining adequate community services. These services include screening, detection, diagnosis, prevention and referral for treatment of hypertension. Congress has appropriated $11 million for fiscal '78.

Development Disabilities—Project and Formula Grants (OMB # 13.631): This program provides formula grants to help states, public agencies and nonprofit organizations provide services for construction, administration and staffing of projects designed to improve rehabilitation of the developmentally disabled (substantially handicapped). **The priority for funding is placed on establishing community-based programs for the disabled and the** deinstitutionalization of these persons. Congress has appropriated $6.5 million for building facilities, $19 million for service grants, and $33 million for state formula grants for projects in fiscal '78.

Vocational Rehabilitation Services (OMB # 13.630): This program provides grants to states and counties for vocational rehabilitation services, and supports programs of rehabilitation research, training, and special



projects. Congress has appropriated $45 million for fiscal '78 for special projects, and $760 million for state grants.

Health Planning (Health Systems Agencies)—Project Grants (OMB # 13.294): Through project grants, this program provides for effective planning at the area level to meet problems in health care delivery systems, inadequate distribution of health care facilities and manpower, and increasing health care costs. Congress has appropriated $107 million for fiscal '78. No more money has been appropriated for public general hospitals. For more information, contact NACo.

National Health Service Corps (OMB # 13.258, 13.288): This program provides specialized services to areas critically short of health personnel in order to improve the delivery of health care and services to residents. New health manpower legislation has redefined shortage areas to include population groups, medical facilities, and public institutions like prisons and inner-city areas which have trouble recruiting doctors. Applications may be made by state and local health agencies or other appropriate public or nonprofit health or health-related organizations. Congress has appropriated $43 million for fiscal '78. Contact the HEW regional administrator for the National Health Service Corps.

Family Medicine/Primary Care Training Grants (OMB # 13.379): This provides project grants to public and nonprofit private hospitals to cover the cost of developing and operating residency training programs in family medicine and primary care. Congress has appropriated $45 million for family medicine, and $15 million for primary care programs for fiscal '78. Contact the HEW regional administrator for the Division of Medicine, Bureau of Health Manpower.

Allied Health Professions Special Project Grants (OMB # 13.305): This program provides project grants to states, counties and cities, or private nonprofit agencies for use in planning, establishing, developing, demonstrating, or evaluating programs, methods, or techniques for training of allied personnel. Congress has appropriated $16.5 million for fiscal '78. Contact HEW regional administrator for the Division of Associated Health Professions, Bureau of Health Manpower.

Advanced Nurse Training (OMB # 13.299): Through project grants, this program prepares registered nurses to teach in the various fields of nurse training, and to serve in administrative or supervisory capacities in nursing specialties and as nurse clinicians. Congress has appropriated $12 million for fiscal '78. Contact the HEW regional administrator for the Division of Nursing, Bureau of Health Manpower.

Nurse Practitioner Training Program—Project Grants (OMB # 13.298): This program provides funds to educate qualified registered nurses to provide primary health care. Congress has appropriated $13 million for fiscal '78. Contact the HEW regional administrator for the Division of Nursing, Bureau of Health Manpower.

Community Mental Health Centers—Staffing and Construction (OMB # 13.240): This program provides project grants to appropriate states, counties and cities, and private nonprofit agencies for the purpose of building community mental health centers, improving organization and allocation of mental health services, and providing modern treatment and care. Congress has appropriated $26 million for first year operation; $210 million for continuation programs; and $19 million to meet additional costs incurred by centers adding new services (i.e., elderly, alcoholics, children). No money has been appropriated for facilities assistance. Contact state mental health centers construction agencies for further information.

Mental Health Hospital Improvement Grants Deinstitutionalization (OMB # 13.237): This program provides project grants to installations which are a part of a state's formal system for institutional care of the mentally ill for the purpose of improving the quality of care, treatment and rehabilitation of patients. Congress has appropriated $5 million for fiscal '78. Contact the HEW regional office for the Division of Mental Health Service Programs, ASAMHA.

Mental Health Hospital Staff Development Grants (OMB # 13.238): This program provides project grants to installations which are a part of a state's formal system for institutional care of the mentally ill for staff development programs at the subprofessional and professional levels. Congress has appropriated $2.2 million for fiscal '78. Contact the HEW regional office for the Division of Mental Health Service Programs, ADAMHA.

Disease Control Project Grants (OMB # 13.268): This program provides project grants

Federal Grants

...tates, or with its consent, to any political ...ivision of instrumentality of a state, for ...orting a communicable disease control ...ram. Congress has appropriated $23 ...on for fiscal '78. It also appropriated $32 ...on for venereal disease programs.

...er for **Disease Control Investigations, ...eillance and Technical Assistance (OMB # ...5):** This program provides training, ...sory services and counseling, ...emination of technical information, and ...ision of specialized services to states, ...ical subdivisions of states, local health ...orities and individuals or organizations ...h specialized health interests to assist in ...rolling communicable diseases and other ...entable health conditions. Congress has ...opriated $53 million for this program for ...l '78. For further information, contact the ...er for Disease Control.

...dhood **Lead-Based Paint Poisoning ...trol (OMB # 13.266):** This program provides ...ect grants to encourage communities in ...eloping comprehensive lead-based paint ...oning control programs and to assist ...es in establishing appropriate centralized ...ratories. Eligible applicants are state and ...l government agencies and appropriate ...rofit organizations. Congress has ...opriated $10 million for this program for ...l '78. Contact the regional health ...inistrator for the Center for Disease ...trol.

...an **Rodent Control (OMB # 13.267):** This ...ram provides project grants to ...opriate states, counties and cities, or ...rofit entities for supporting ...prehensive community programs to reduce ...nt infestations and conditions conducive ...dent infestations. Congress has ...opriated $13 million for fiscal '78. Contact HEW regional health administrator for the ...ter for Disease Control.

...upational **Health (OMB # 13.262 and ...00):** This program provides funds to ...uct research, develop criteria for ...pational safety and health standards, and ...ide technical services to government, ...r, and industry including training in the ...gnition, avoidance, and prevention of ...fe or unhealthful working conditions and ...proper use of adequate safety and health ...pment. Congress has appropriated $45 ...on for fiscal '78. Contact the HEW ...inistrator for the National Institute of ...pational Safety and Health.

...pational **Safety and Health Research and ...ning Grants (OMB # 13.263):** This program ...ides project grants to states, counties and ...s, or private nonprofit agencies able to ...uct research on occupational health aimed ...minating or controlling factors in the ...k environment which are harmful to the ...h and/or safety of workers. Also, this ...ram provides project grants for training ...chnical, professional or graduate levels. ...ress has appropriated $11 million for this ...ram for fiscal '78. Contact the HEW ...onal administrator for the Office of ...amural Activities, the National Institute Occupational Safety and Health.

...l **Health Clinics:** This program (P.L. 95- ...) authorizes Medicare and Medicaid ...rage of rural health clinic services. ...ices covered include services and supplies ...would be covered in conjunction with ...sician services as well as additional ...ices provided by physician assistants or ...e practitioners. The program specifically ...orizes Medicare and Medicaid to pay for ...ices not rendered directly in the presence ...physician. Many county health ...rtments may qualify for Medicare and ...icaid coverage. For further information, ...act the regional health care financing ...inistrator. Medicare and Medicaid do not ...re annual appropriations.

...abilitation **Services and Facilities (OMB # ...6 and 13.269):** This program provides ...ts to states and counties for vocational ...bilitation services; it supports programs ...habilitation research, training and special ...cts; trains professionals to deal with ...us types of clients; and demonstrates new ...ods of fostering innovative programs in ...bilitation. The program funds ...rehensive services including physical and ...al restoration, vocational training and ...ment and needed social services. ...ress appropriated $870 million for fiscal '78. For further information, contact the HEW regional office or state rehabilitation director.

Drug Abuse Community Service Programs—Project Grants (OMB # 13.235): This program provides project grants and contracts to states, counties and cities and nonprofit mental health facilities to use in reaching, treating, and rehabilitating narcotic addicts, drug abusers and drug dependent persons. Congress has appropriated $160 million for fiscal '78. Contact the HEW administrator for the Alcohol, Drug Abuse, and Mental Health Administration, ADAMHA.

Drug Abuse Demonstration Programs (OMB # 13.254): This program provides project grants to states, counties and cities, or private nonprofit agencies or organizations for the operational cost of programs to evaluate the adequacy of drug and narcotic treatment programs and to treat and rehabilitate narcotic addicts and drug abusers in demonstraton programs. Congress has appropriated $9.4 million for fiscal '78. Contact the HEW administrator for the National Institute on Drug Abuse, ADAMHA.

Drug Abuse Pevention—Formula Grants (OMB # 13.269): This program provides formula grants to state agencies, designated in state plans for alcoholism and drug abuse, to assist in planning, establishing, conducting and coordinating projects for drug abuse prevention. Congress has appropriated $40 million for fiscal '78. Contact HEW regional administrator for the National Institute on Drug Abuse, and state agencies. HEW also awards drug abuse community service project grants (OMB # 13.235). The Congress has appropriated $161.5 million for fiscal '78.

Narcotic Addict Rehabilitation Act—Contracts and Grants (OMB # 13.234): This program provides specialized services to narcotic addicts who request it or who are charged with or convicted of a federal crime. Congress has appropriated $6 million for fiscal '78. Contact the HEW regional administrator for the National Institute on Drug Abuse, ADAMHA.

Alcohol Community Service Programs—Project Grants (OMB # 13.251): This program provides project grants to counties, community mental health centers and associated organizations for prevention and control of alcoholism through a community-based program. Congress has appropriated $78.7 million for fiscal '78. Contact the HEW regional administrator for National Insitute on Alcohol Abuse and Alcoholism (NIAAA).

Alcohol Demonstration Programs (OMB # 13.252): This program provides project grants and contracts to states, counties and cities, or private nonprofit organizations for prevention and control of alcoholism through programs directed toward special population groups and other projects designed to demonstrate new and effective methods of service delivery. Congress has appropriated $9 million for fiscal '78. Contact HEW regional administrator for NIAAA, ADAMHA.

Alcoholism Grants to States (OMB # 13.257): Under the comprehensive Alcohol Act, P.L. 94-371, for fiscal '78, $56.8 million goes to states to assist in planning, establishing, maintaining, coordinating and evaluating projects for the development of more effective prevention, treatment, and rehabilitation programs to deal with alcohol abuse and alcoholism. Contact HEW regional administrator for NIAAA, ADAMHA, or the state alcoholism authority.

Alcohol Research Programs (OMB # 13.272): This program provides project grants and research contracts to investigators affiliated with states, counties and cities or nonprofit private agencies to develop new data and approaches for the causes, diagnosis, treatment, control, and prevention of alcohol abuse and alcoholism. Congress has appropriated $16 million for fiscal '78. For further information, contact the HEW administrator for NIAAA, ADAMHA.

Alcohol Training Program—Project Grants (OMB # 13.272): This program provides project grants to public and private nonprofit institutions for use in providing specialized training of personnel who will staff community projects. Congress has appropriated $7.1 million for fiscal '78. Contact the HEW administrator for NIAAA, ADAMHA.

Special Alcoholism Projects to Implement the Uniform Act (OMB # 13.290): This program provides project grants to eligible states to assist in their implementation of the Uniform Alcoholism and Intoxication Treatment Act, which facilitates their efforts to approach alcohol abuse and alcoholism from a community care standpoint. Congress has appropriated $13 million for fiscal '78. Contact the projects related to the field of aging. Stipends for students and legal and administrative education can also be obtained. There is no local match. The state office on aging should be contacted for training funds.

Administration on Aging

Programs for the Elderly (funding levels in millions)

	1978 Appropriations
The Older Americans Act	
Title III—Community Programs	
Area Agencies	153
State Agencies	17
Model Projects	15
Title IV	
Training	17
Research	8.5
Gerontology Centers	3.8
Title V—Senior Centers	40
Title VII—Nutrition	250
Title IX—Part-time Jobs	190
Other federal programs	
ACTION	
Foster Grandparents	34.9
Senior Companions	7
RSVP	20.1
Community Services Admin.	
Senior Opportunities and Services	10

Note: These figures are subject to change, since the act is up for reauthorization. Authorization levels for fiscal '79 have remained basically the same, except for a 7 percent cost of living increase. The new legislation will substantially revamp the various titles of the act. Specifically, Titles III (social services), V (senior centers), and VII (nutrition).

Counties may obtain the above funds by applying to:

- Area or state agencies on aging for grants under Titles III, IV, V, VII of the Older Americans Act;
- State governments or local branches of four national organizations for grants under Title IX of the Older Americans Act;
- ACTION office for the federal region for the volunteer programs;
- Local community action agency for Senior Opportunities and Services.

Title III (OMB # 13.634): Counties may obtain funds for coordinating and planning services for the elderly or for a broad range of community programs. Programs most likely to receive funds are: transportation, legal and financial counseling, in-home services, and residential repair. Counties with a significant number of low-income or minority people 60 years or older will be given priority consideration. The local match is 25 percent for planning, 10 percent for direct services.

Title IV (OMB # 13.637): Counties may obtain funds for short-term training projects related to the field of aging. Stipends for students and legal and administrative education can also be obtained. There is no local match. The state office on aging should be contacted for training funds.

Title V (OMB # 13.639): Counties may obtain funds for altering, renovating and equipping senior centers. No new construction can be funded. The local match is 25 percent.

Title VII (OMB # 13.635): Counties may obtain funds to cover the cost of purchasing, preparing and delivering at least one hot meal five or more days per week to people 60 years or older. The local match is 10 percent.

Title IX: A small number of jobs for the elderly were made available in 1977 to the state for the first time. Four national private contractors also distribute these funds. They are: National Retired Teachers Association/American Association of Retired Persons (NRTA/AARP); Green Thumb Inc.; the U.S. Forestry Service; the National Council of Senior Citizens; and the National Council on Aging. Counties should apply to either their state agency on aging or to one or more of the four national contractors for grants to provide jobs to people 55 or older.

ACTION (OMB # 72.001): Programs provide elderly people with a chance to volunteer for useful and fulfilling activities such as helping children, senior citizens, or other needy citizens in the community.

The Senior Opportunities and Services (OMB # 49.010): This is a small program that funds either employment, volunteer activities, or services for low-income elderly. Most community action agencies operate these programs but some may be willing to subcontract with counties who want to operate the program.

Office of Human Development

Title XX: The funding source to states for social service programs is Title XX of the Social Security Act. Title XX replaced the services previously placed in Titles IV-A and VI of the Social Security Act in 1975. The funding total currently is $2.7 billion and this amount is allocated on the basis of state population. The federal financial participation is 75 percent for service costs and for personnel training and retraining related to the services plan. Ninety percent federal funding is available for family planning services.

Title XX funds such programs as: child care services; protective services for children and adults; services for children and adult foster care; services related to the management and maintenance of the home; day care services for adults; transportation services; training and related services; employment services; information, referral and counseling services; preparation and delivery of meals; health and support services; appropriated combinations of services designed to meet the special needs of children, the aged, the mentally retarded, the blind, the emotionally disturbed, the physically handicapped, alcoholics, and drug addicts.

Each state must develop an annual plan which provides for services to eligible groups of people. Each county must develop material for services in its geographic area and submit this to the state. The state incorporates these services into its final state plan which is submitted to the HEW regional office. Counties interested in these programs should contact their state welfare agency.

The fiscal '78 estimate is $2.7 billion.

Child Welfare Research and Demonstration Grants (OMB # 13.608): This program provides project grants and research contracts to public nonprofit institutions, agencies, and organizations engaged in child welfare activities (i.e., for the demonstration of new methods or facilities which contribute to the advancement of child welfare). Contact the Office of Human Development at HEW. Funds for fiscal '78 are estimated at $15.7 million.

Youth Research and Development (OMB # 13.640): State and local governments, public, private, and nonprofit organizations are eligible for research contracts to research, develop, and evaluate effects related to youth development issues. Contact the Office of Human Development, Services Contracting Office at HEW. The fiscal '78 estimate is $1 million. (This $1 million is included in the $15.7 million of the Child Welfare Research and Demonstration Program.)

Child Abuse and Neglect Prevention and Treatment (OMB # 13.628): Project grants and research contracts are available to state, local and voluntary agencies to develop new programs that will prevent, identify, and treat child abuse and neglect. Contact the Office of Human Development at HEW. The fiscal '78 estimate is $10 million.

Federal Grants

Department of Housing and Urban Development (HUD)

Community Development Block Grant Program (OMB # 14.218, 14.219): This is a 100 percent block grant program administered by the department. This program is the major source of federal funding for comprehensive development and redevelopment activities.

In October 1977 Congress approved the Community Development Act Amendments of 1977, providing for a three-year reauthorization of the program at $3.5 billion for fiscal '78; $3.65 billion for fiscal '79; and $3.8 billion for fiscal '80. For fiscal '78 Congress has appropriated the full $3.5 billion authorized. This is an increase of $300 million over fiscal '77. The House Appropriations Committee has approved $3.65 billion for fiscal '79.

Under provisions of the act, 80 percent of the funds are available to metropolitan areas and 20 percent to nonmetropolitan areas. Within metropolitan areas, entitlement grants are distributed by a needs formula to metropolitan cities (more than 50,000 population) and urban counties (more than 200,000 minus the population for metropolitan cities therein). Smaller counties and cities, both within metropolitan areas and nonmetropolitan areas are eligible for either single purpose or comprehensive discretionary grants. Applicants must develop a comprehensive three-year community development plan as well as a housing assistance plan. Application requirements, however, are streamlined for communities under 25,000 people. Funds must be used for activities which eliminate or prevent slums and blight, benefit low and moderate income persons or meet other urgent community development needs.

Urban Development Action Grant Program: This is a complementary program to the community development block grant program and is also administered by HUD. Grants are made for 100 percent of project cost.

This program has been authorized for three years, through fiscal '80 at $400 million annually, as part of the Community Development Act Amendments of 1977. For fiscal '78, Congress has appropriated the full $400 million authorized, with 25 percent earmarked for cities with less than 50,000 population. The House Appropriations Committee has approved $400 million for fiscal '79. The Administration has requested in the Urban Policy an additional $275 million for UDAG to be used only in conjunction with its proposed National Development Bank.

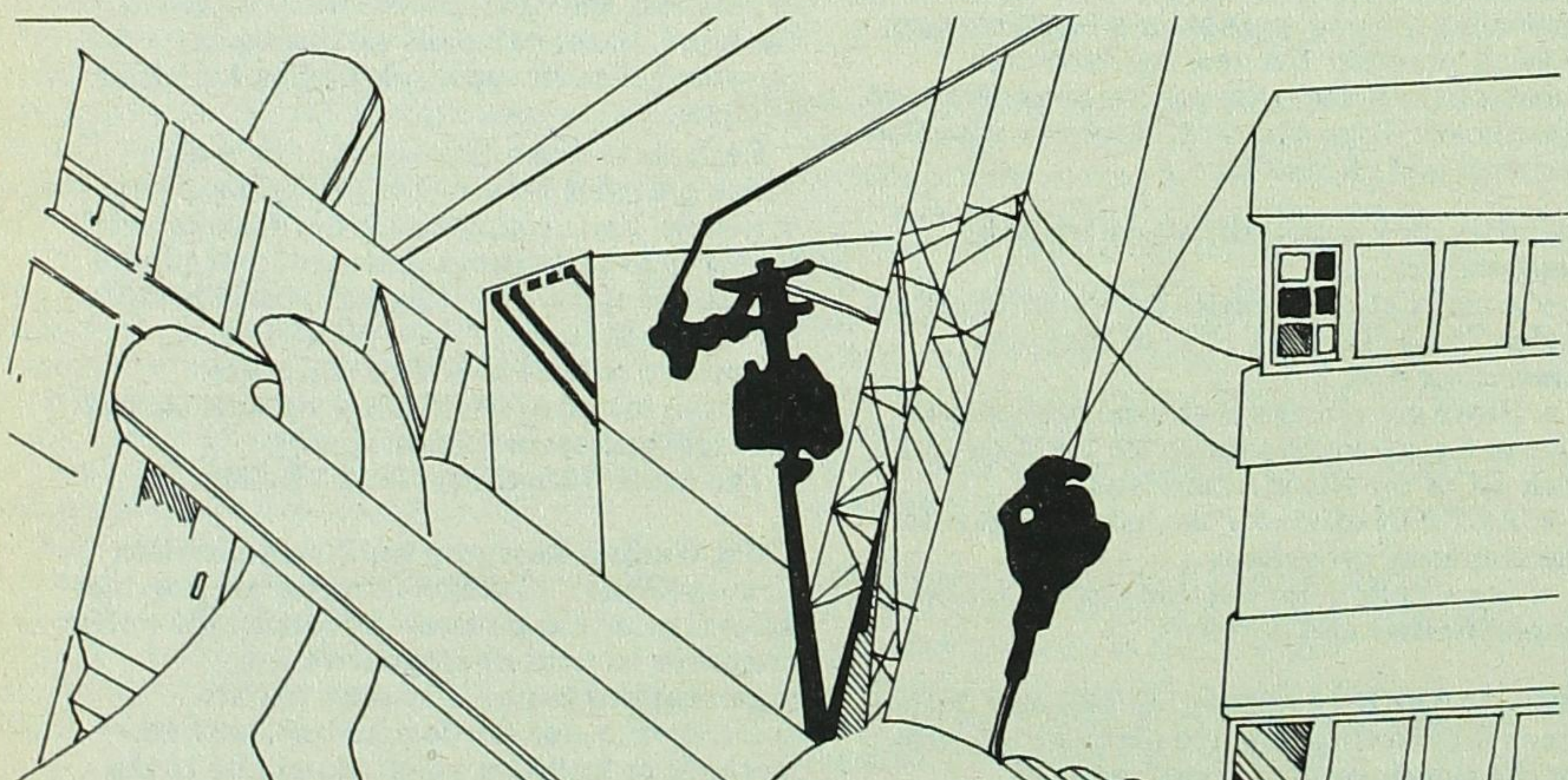
Eligible applicants for the program are "distressed cities" and "distressed urban counties" which meet certain criteria on a jurisdiction-wide basis: aged housing, per capita income, population decline, unemployment, job decline, poverty and other unique distress factors which have demonstrated results in providing equal employment and housing opportunities for low and moderate income persons. Potential applicants must secure a determination from HUD as to their eligibility.

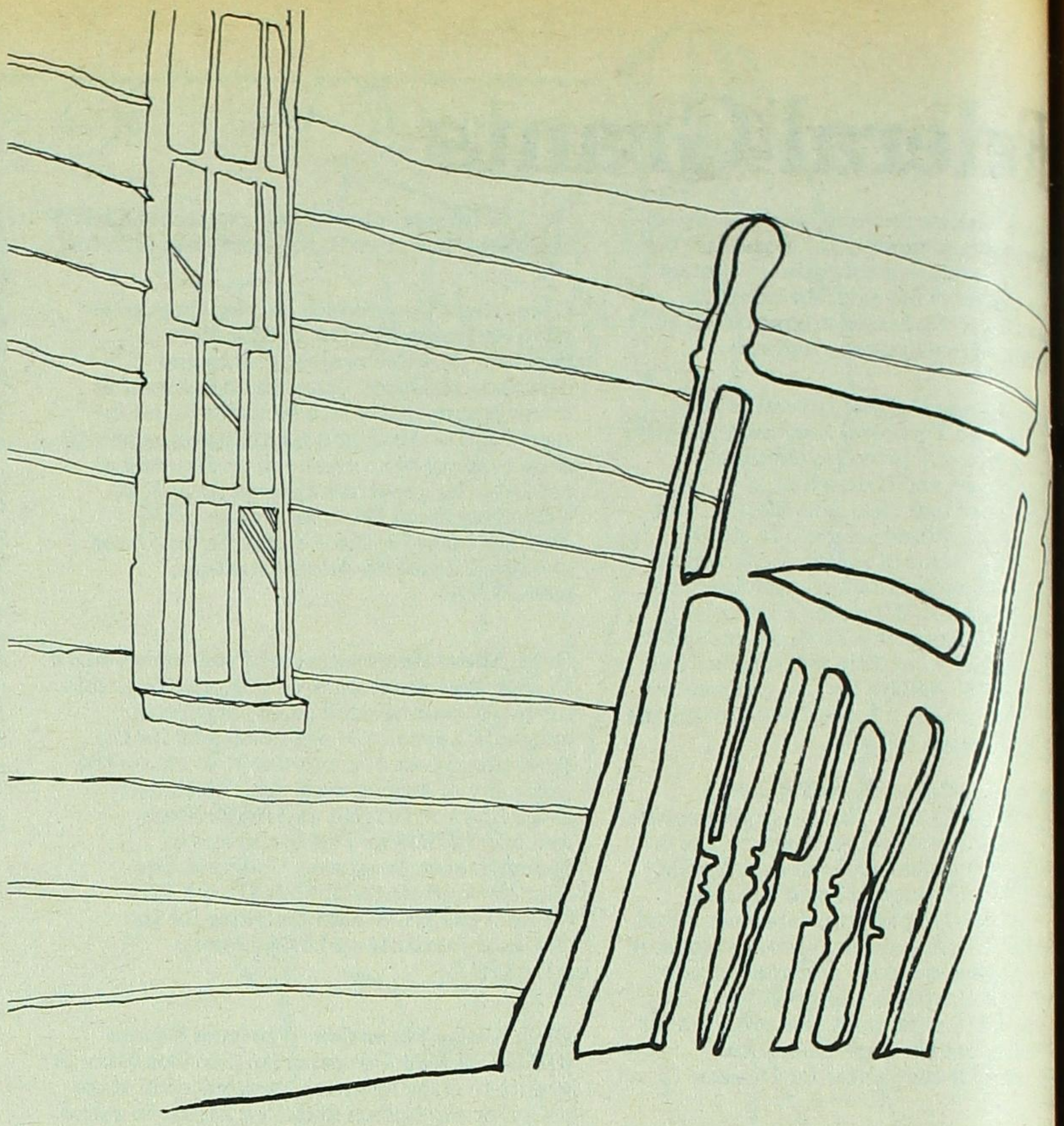
The program is intended to assist applicants in revitalizing their economic bases and reclaiming deteriorated neighborhoods. Applicants must have firm financial commitments from the private sector to qualify. The extent to which employment opportunities for low and moderate income persons would be generated by the project is a prime factor in whether it is approved.

Applications will be received by HUD during the first month of each quarter and approvals made by the end of the quarter.

Comprehensive Planning and Management Program: A matching grant program administered by HUD, this program is a source of assistance to states, regional planning organizations, and cities and counties—other than metropolitan cities and urban counties—and is intended to assist them in conducting comprehensive planning programs.

For fiscal '78 Congress has appropriated $57 million for the program, a decrease of $5.5 million from fiscal '77. In addition, Congress agreed with a HUD recommendation that urban counties and metropolitan cities not receive 701 funding but rather use community development block grant funds, if they desire, for comprehensive planning. Smaller counties and cities may receive assistance from regional organizations or from their respective states. Grants are made for up to two-thirds of project costs. In fiscal '78 HUD will encourage the voluntary development of state and regional strategies which respond to the problems of distressed areas, help manage growth, promote energy conservation and environmental protection actions. The House Appropriations Committee has approved $50 million for fiscal '79.





Department of the Interior

Bureau of Land Management

Payments-in-Lieu of Taxes: The Payments-in-lieu of Taxes Act of 1976 authorizes direct payments to 1600 counties based on the amount of entitlement acres, population, and a deduction for the amount of payments received as a share of federal timber, mineral, and grazing leases.

A supplemental appropriation of $100 million was approved by Congress and signed by the President to fully fund the Payments-in-Lieu of Taxes Act during fiscal '77. A regular appropriation of $100 million was also approved by Congress and signed by the President to provide funding for the second year of the program in fiscal '78; $105 million has been requested for fiscal '79, and is now pending before Congress. Annual appropriations by Congress will be required for future years.

The entitlement lands included are national forests (including grasslands); lands administered by the Bureau of Land Management; national park system lands; wilderness areas; Army Corps of Engineers reservoir and drainage projects; and Bureau of Reclamation lands.

These lands are usually categorized as federal "natural resource" lands that either produce or have the potential of producing timber, grazing, or mineral lease revenues. However, lands held in state or local government ownership at the time of federal acquisition are excluded.

The funds may be used for any general government services, equipment, supplies, capital projects, or tax relief—depending upon the priorities established during the county's regular budget process. The public hearings required by state laws in the county's regular budget process are adequate.

Congress recognized that audits required by state laws are adequate to ensure that funds are spent for government purposes. Maintaining an "audit trail" is definitely recommended for payments-in-lieu funds. There are no federal grant matching prohibitions for payments-in-lieu funds. However, it should be noted that some other federal programs prohibit use of federal funds as the local matching share. Therefore, it is recommended that an audit trail be maintained for use of payments-in-lieu funds.

The bureau computes and mails payments annually (subject to approval of an annual appropriation). Payments are computed upon entitlement acreage provided by federal agencies, the latest population data certified by the U.S. Bureau of the Census, and federal timber, mineral, and grazing receipt data certified by the governor of each state. The total "overhead" cost for the bureau to administer the program is a remarkably low 2 percent. No grant application is necessary.

Final regulations governing payment procedures were published in the *Federal Register*, Vol 42 on Sept. 29, 1977. A county may inquire about or protest the payment computation in writing to the director, Bureau of Land Management, 1800 C Street N.W., Washington, D.C. 20240. Information on calculations can also be obtained from regional bureau offices.

Heritage Conservation and Recreation Service

(National Park Service has been reorganized. The Historic Preservation Fund and the Land and Water Conservation Fund are administered under this new service.)

Historic Preservation Fund (OMB # 15.904): Grants are available through states for acquisition and restoration of historic places. To be eligible for funding, sites must be included on the "National Register of Historic Places." This can be done by application to the Heritage Conservation and Recreation Service by state, local government or private interests. Historic places that are of national, in addition to local, significance can also become National Historic Landmarks and projects to acquire or restore them could be given priority. "Historic" places can be districts, sites or buildings and may include places of architectural, cultural, or ethnic significance. Once a place is listed, counties can then apply to their state Historic Preservation Office for the 50 percent matching federal funds. Some states do make a contribution to the local share.

Also, the National Trust for Historic Preservation, a congressionally-chartered, private nonprofit group, assists public and private agencies in historic preservation, complementing federal and state programs. The House subcommittee for Interior Appropriations has recommended that $60 million be appropriated for fiscal '79. Funding for fiscal '78 is $41 million.

Land and Water Conservation Fund (OMB # 15.400): This matching fund program is the major source of federal money for the acquisition and development of state and local outdoor recreation facilities. Funds must be matched by state or local governments on a 50-50 basis. Federal money is passed through state agencies to local governments.

The House committeee on appropriations is recommending that $369 million be appropriated for the state/local share of the fund. The President had requested that $63 million of that be set aside for the proposed National Heritage Program. This committee is, however, recommending that the full $369 million be available for allocation to the states for recreation and preservation uses for this year. The $68 million represents the increase in state/local share over fiscal '78.

Federal Grants

Department of Justice

Law Enforcement Assistance Administration

Juvenile Justice and Delinquency Prevention (OMB # 16.516): The Juvenile Justice and Delinquency Prevention Act of 1974 was reauthorized in 1977 for an additional three years. The juvenile justice office, a part of the Law Enforcement Assistance Administration (LEAA), administers both formula grants to states and special emphasis grants in categorical areas. Out of an appropriation of $100 million in fiscal '78, the states were allocated $64 million in formula grants. However, several states did not submit plans for spending the money because of difficulties in meeting requirements for removing non-delinquent children from "secure" detention facilities.

The law, as amended last year, relaxes a key provision in the original act requiring the deinstitutionalization of status offenders within two years after a state has accepted funds. States now have three years to comply (compliance is defined as removing 75 percent of the state's status offenders from detention).

Special emphasis grants are awarded at the discretion of LEAA according to program announcements and discretionary grant guidelines developed by the Office of Juvenile Justice and Delinquency Prevention.

The act has a separate authorization from the rest of LEAA and has historically received increased funds each year. The House Appropriations Committee has earmarked $100 million for fiscal '79, the same level as '78, but the Senate is expected to increase this amount. Although the authorization is separate from the LEAA program, appropriations for the Juvenile Justice and Delinquency Prevention Act are earmarked as part of the total LEAA program.

Law Enforcement Assistance Administration (LEAA)(OMB # 16.602, 16,605, 16.500): Funds appropriated to LEAA are used to improve state and local criminal justice systems. Several forms of financial and technical assistance are available from the agency. Planning funds are allocated to each state for preparation of state comprehensive plans. Action funds are available from a state planning agency, once state plans are approved, to implement projects included in the plan. Discretionary grants are awarded for research projects by a National Institute and for other categorical functions such as education and training and community anticrime programs.

LEAA has sustained appropriations cuts of from $895 million in 1975 to $647 million in 1978 due to Congressional skepticism about the effectiveness of LEAA financed programs and disagreement over the objectives of the agency. Appropriations for fiscal '79 appear to be holding at the current level pending reauthorization of the program in fiscal '80. The Carter administration and Sen. Edward Kennedy (D-Mass.) have prepared legislation for a major reorganization of LEAA. Some changes anticipated are a reduction in planning requirements and direct assistance to local governments with a reduced role of the state planning agency in approving projects.

National Institute of Corrections

National Institute of Corrections (NIC)(OMB # 16.602, 16.605): The National Institute of Corrections has a $5 million budget for fiscal '78 to provide assistance in the form of training, evaluation and research, and information to state and local corrections administrators. A National Jail Center has been established in Boulder, Colo. to provide counties with training and information on how to deal with jail problems. Small grants and contracts are available to counties for activities such as staff development, classification and screening of jail programs and operations.

Department of Labor

On Dec. 28, 1973 the President signed into law the Comprehensive Employment and Training Act (CETA), which called for decentralizing and decategorizing manpower funding. Block grants are now being allocated to chief elected officials whose jurisdictions exceed 100,000 population. CETA became effective July 1, 1974, with authority to operate for three years, ending Sept. 30, 1977.

P.L. 95-44 extended CETA for one year through Sept. 30, 1978. Both the House and Senate full committees have reported a four-year extention of CETA, substantially amending the current law (House Report No. 95-1124 accompanies H.R. 12452; and Senate Report No. 95-891 accompanies S. 2570). A conference bill is not likely to be sent to the White House for signature before September.

P.L. 95-205, the Labor-HEW appropriations for fiscal '78 maintains the existing $1.88 billion for Title I, but does not include additional public service employment funding beyond those available in the Economic Stimulus Supplemental Appropriations Act (P.L. 95-29). A supplemental appropriation P.L. 95-284, was passed for summer youth employment programs under Title 304 (a). To meet additional costs created by Jan. 1, 1978, increase in the minimum wage, Congress appropriated $63 million.

For a detailed breakdown of the CETA appropriations by title for fiscal '77 and '78, see chart above.

CETA Appropriations by Title (in millions)

Title	Fiscal 1977	Fiscal 1978
I	$1880	$1880
II	1540	-0-
III	2195.73*	1143.93
IV	274.1	417
VI	6847	-0-
VIII	(233.33*)	-0-
Totals	$12736.83	$3377.93

Note

*233.33 million was appropriated under Title III authority and later assigned to be spent under Title VIII authority leaving $1,962.40 million in Title III. $595 million was appropriated for in fiscal '77 and $693 million was appropriated in fiscal '78 for the summer youth program, which was later increased by $63 million for a total of $756 million.

The distribution of prime sponsors among the various categories for the current and last three fiscal years is indicated below:

	Total	Cities	Counties	Consortia	Rural CEPs	Balance of Sexes	States Consortia
Fiscal '75	403	58	156	134	4	51	....
Fiscal '76	431	62	175	140	4	50	....
Fiscal '77	444	55	179	145	4	51	....
Fiscal '78	447	67	187	138	4	43	....

Comprehensive Manpower Services (Title I) (OMB # 17.232): Local prime sponsors receive 80 percent of the funds appropriated to provide job training and related services to unemployed, underemployed and economically disadvantaged, based upon a three part formula: 50 percent, prime sponsor's previous fiscal year funding; 37.5 percent, relative number of unemployed persons; 12.5 percent, relative number of adults in low-income families.

Public Service Employment (Title II) (OMB # 17.232): Local prime sponsors receive public employment funds to serve those who are most disadvantaged in target areas of greatest need and within labor market areas where unemployment reaches 6.5 percent or more for three consecutive months. Prime sponsors receive 80 percent of the funds appropriated, and the remaining 20 percent is distributed by the Secretary of Labor.

Special Federal Responsibility for National Programs (Title III-A) (OMB # 17.230, 17.232, 17.233): This supports special target group programs (P.L. 95-205) and will fund programs of "demonstrated effectiveness" serving Indians, migrants, youth, ex-offenders, persons of limited English-speaking ability and older workers.

The Economic Stimulus Law (P.L. 95-29) funded two new employment and training programs: Skills Training and Improvement Programs (STIP) and Help Through Industry Training and Employment (HIRE). STIP is available to prime sponsors on a competitive application basis to provide classroom and on-the-job training to unemployed or underemployed low-income individuals. HIRE is a national program in which contracts are let directly to private industry by the Department of Labor for on-the-job training, with primary emphasis in veterans. Both programs have been obligated for fiscal '78. A reoriented HIRE, called HIRE II, is in effect for the remainder of fiscal '78, through fiscal '79. Some significant changes have been made but the program is still not sufficiently adapted to prime sponsor needs.

Summer Programs for Economically Disadvantaged Youth (SPEDY) (OMB # 17.232) is administered by prime sponsors to provide summer employment for low income youth, and is also authorized under Part A, Section 304(A)(3).

Research, Training and Evaluation (Title III-B) (OMB # 17-218): To assist the nation in expanding work opportunities, Part B authorizes the establishment of programs to research the methods and techniques needed to meet the employment needs of the nation.

A new part III-C of CETA has been added via P.L. 95-93, the Youth Employment and Demonstration Projects Act of 1977. One billion dollars has been appropriated for youth in the Economic Stimulus Supplemental Appropriations Act; $766.67 million of the $1 billion will be targeted for Title III-C programs. Part C is divided into three subparts: Youth Incentive Entitlement Pilot Projects; Youth Community Conservation and Improvement Projects; and Youth Employment and Training Programs.

Youth Incentive Entitlement Pilot Projects have been awarded to prime sponsors through competitive application. The projects are designed to demonstrate the effectiveness of guaranteeing employment and/or training for economically disadvantaged youth, ages 16 to 19, who do not have a high school diploma. Fifteen percent of the funds authorized for Part C will be available for projects under the subpart.

Competitive application is also the means for prime sponsors and sponsors of Native American, migrant, and seasonal farmworker programs to obtain Youth Community Conservation and Improvement Projects. Fifteen percent of the funds authorized for Part C will be available under this subpart. Seventy-five percent of the available funds will be allocated to states by the relative number of unemployed in that state to all states, with the remaining 25 percent available as discretionary funds to the secretary. Out of the 25 percent, 2 percent is reserved for Native Americans and 2 percent for migrants. A minimum of 5 percent of the funds for this subpart will be spent in each state.

Community improvement projects will be similar to special projects under Title VI of CETA, serving youth 16 through 19 who are unemployed. Projects approved by the prime sponsors for funding must then be forwarded to the Secretary of Labor for final approval.

Youth Employment and Training Programs in the final subpart are made available to prime sponsors by formula allocation. Prime sponsors must use a minimum of 22 percent of the allocation for in-school programs. The remaining money may be used for a variety of employment and training programs such as counseling, supportive services, work experience, on-the-job training, etc.

Eligibility for participation in the employment and training programs is restricted to youth aged 16 to 21. However, the Secretary of Labor may prescribe regulations allowing participation of 14 and 15-year-old youth. All participants must be unemployed, underemployed or in school. Ninety percent of all youth served must be members of families whose income is 85 percent of the Bureau of Labor Statistics' lower living standard budget. The remaining 10 percent may be from all economic backgrounds.

Job Corps (Title IV) (OMB # 17.211): Funds are provided to Job Corps centers throughout the country which provide residential and nonresidential manpower services to low income disadvantaged young people. The fiscal '78 Labor-HEW appropriations bill increases Job Corps funding to $417 million.

Temporary Employment Assistance (Title VI) (OMB # 17.322): Funds for this title have been provided by P.L. 95-29 (The Economic Stimulus Appropriations Act). Public service employment job levels will increase jobs to 725,00 from the current 310,000 level by the end of fiscal '78. More targeted Title VI client eligibility requirements were added by P.L. 94-444, the Title VI amendments signed into law in October 1976.

Young Adult Conservation Corps (Title VIII): the Young Adult Conservation Corps appears as a new Title VIII of CETA with a three-year authorization (fiscal '78-'80) under P.L. 95-93. It is open to unemployed youth ages 16-23 without an income criterion. Thirty percent of the funds for this title will be available for state and local programs on the basis of total youth population within each state, $233.33 million of the $1 billion previously mentioned (P.L. 95-29) will be available for Title VIII of which $69.99 million will be for state and local programs.

Economic Stimulus Appropriations P.L. 95-29 Employment Programs

Title	Amount (in millions)
I	-0-
II—Public Service Employment (regular)	1,140
III—Youth Programs (assigned to III-C and VIII by P.L. 95-93)	1,000
Skill Training Improvement Programs (STIP)	250
Help Through Industry Training and Employment (HIRE)	120
IV—Job Corps	68
VI—Public Service Employment (countercyclical)	6,847
Older Americans Act (Title IX)	59.4

Federal Grants

Department of Transportation

Federal Highway Administration and National Highway Traffic and Safety Administration

NOTE: Information on Federal Highway Administration (FHWA), National Highway Traffic Safety Administration (NHTSA) and Urban Mass Transportation Association (UMTA) grants is current as of the date of this issue of *County News*. However, Congress is drafting new legislation for highway, highway safety and public transportation programs. The new legislation is expected to be in effect this fall and will change many federal-aid transportation programs in such areas as program intent, funding levels and federal shares. Information on new transportation legislation will be published in *County News*. Contact Tom Bulger, NACo legislative representative for transportation, for additional information.

For information on all FHWA programs, contact your state highway agency or FHWA division offices.

Federal-Aid Highway Act of 1976 (OMB # 20.205): This act provides funding for the three-month transition period (July 1-Sept. 30, 1976—prior to the start of the new fiscal year, Oct. 1, 1976) and for fiscal years '77 and '78.

Table 1, "Authorizations: Federal-Aid Highway Act of 1976, Highway Safety Act of 1976," indicates funds for highway and safety programs. Some additional programs, however, are not included. The table shows those funds which come from the Highway Trust Fund and those from the general funds of the U.S. Treasury.

The 1978 Appropriations Act imposes approximately a $7.45 billion limit in fiscal '78. Some of the provisions of the act are:

- Extends expiration date of the Highway Trust Fund for two years—from Sept. 30, 1977 to Sept. 30, 1979.

- Makes Oct. 1 (starting in fiscal '78) the date for apportioning other than Interstate federal-aid highway and safety funds. Previously, non-Interstate funds were apportioned at least six months before the start of the fiscal year.

- Makes funds for federal-aid highway systems (other than Interstate) available for three years after the fiscal year for which authorized, rather than two years, as previously allowed.

- Consolidates rural primary, priority primary and urban primary extension programs into a single primary system funding category.

- Increases authority of states to transfer funds between programs. Up to 40 percent of the funds for primary and secondary systems can be transferred from one to the other. Funds may be transferred between the primary system and the urban system, within a 20 percent limitation. However, local officials in urban areas of 200,000 population or more must approve transfers of urban system funds.

- Amends the 1973 highway act provision which allowed states and local governments jointly to withdraw nonessential large urban area Interstate segments and their costs and receive an equal amount of federal general funds for mass transit. General fund financing for highway projects now is also permitted. To be approved by the Secretary of Transportation, the highway project must be in the same general area as the withdrawn Interstate segment and must be on the federal-aid primary, secondary or urban system.

- Revises the definition of highway construction to include resurfacing, restoration and rehabilitation (R-R-R) of existing roads. Funds can be used to restore existing roadway pavements to a smooth, safe and usable condition. Rehabilitation projects may include strengthening or reconditioning of deteriorated or weakened sections of existing pavement, replacement of malfunctioning joints and pavement undersealings and similar operations to assure adequate structural support for a new roadway surface. Funding is permitted for projects such as resurfacing or widening rural and urban pavements with or without revision of horizontal or vertical alignment or other geometric features. Congress emphasizes that this definition change shows no intent to fund normal periodic maintenance.

- Amends provisions under which states can certify compliance with federal procedural requirements for non-Interstate federal-aid projects, called "certification acceptance." Rather than requiring that states have procedures "at least equivalent" to those in federal law for certification, the act now allows the Secretary of Transportation to certify a state's procedures if they will "accomplish the policies and objectives" of federal laws and regulations.

- Reinstates an earlier provision of law, the Secondary Road Plan (SRP). Under the provision, the Secretary of Transportation can approve a certified statement from a state highway agency that plans, design and construction of each secondary system project are accomplished according to standards and procedures adopted by the state and approved by the Secretary.

Federal-Aid Highway Programs (OMB # 20.205): The term "system" refers to one of the federal-aid highway systems; "funds" means identifiable sums authorized for specific purposes; and "programs" means groupings of purposes for which funds can be used.

Authorizations
Federal-Aid Highway Act of 1976, Highway Safety Act of 1976
(millions of dollars)

Highway Development	From Highway Trust Fund: Fiscal '76*	3 Months Ending 9-30-76	Fiscal '77	Fiscal '78	Fiscal '79	Total Thru Fiscal '79	From General Funds: Fiscal '76*	3 Months Ending 9-30-76	Fiscal '77	Fiscal '78	Total Thru Fiscal '78	Grand Total
Interstate[1]	3,000	—	3,250	3,250	3,250	9,750	—	—	—	—	—	9,750
Interstate—Min. ½ %	50	—	—	91	125	216	—	—	—	—	—	216
Interstate—Rehabilitation	—	—	—	175	175	350	—	—	—	—	—	350
Primary[2]	1,415	—	1,350	1,350	—	2,700	—	—	—	—	—	2,700
Secondary (Rural)	450	—	400	400	—	800	—	—	—	—	—	800
Urban System	800	—	800	800	—	1,600	—	—	—	—	—	1,600
Non-Interstate Transition Quarter	—	1,637.39	—	—	—	1,637.39	—	—	—	—	—	1,637.39
Economic Growth Center Dev. Highways	100	—	50	50	—	100	—	—	—	—	—	100
Forest Highways	33	8.25	33	33	—	74.25	—	—	—	—	—	74.25
Public Lands Highways	16	4	16	16	—	36	—	—	—	—	—	36
Emergency Relief	60	15	60	60	—	135	40	10	40	40	90	225
Access Roads	—	—	—	—	—	—	25	3.75	15	15	33.75	33.75
Traffic Signal Demo. Projects	—	—	40	40	—	80	—	—	—	—	—	80
Highway Beautification, Landscaping	—	—	—	—	—	—	11.5	0.37	66.5	66.5	133.37	133.37
Off-system Safer Roads[3]	(100)	—	—	—	—	—	200	—	200	200	400	400
Highways Crossing Fed. Projects	—	—	—	—	—	—	—	—	100	—	100	100
Rural Highway Public Trans. Demo.	40	—	—	—	—	—	20	—	—	—	—	—
Bikeway Demo. Projects	—	—	—	—	—	—	10	—	—	—	—	—
Total Fiscal Year Authorizations[1]—Highway Development	6,092.30	1,675.41	6,153.84	6,389.26	3,550	17,768.51	679.2	98.46	781.50	667.64	1,547.60	19,316.17
Highway Safety												
State and Community Grants												
NHTSA	150	—	122	137	—	259	—	—	—	—	—	259
FHWA	35	—	25	25	—	50	—	—	—	—	—	50
Research and Development												
NHTSA	65	10	40	50	—	100	—	—	—	—	—	100
FHWA	10	2.5	10	10	—	22.5	—	—	—	—	—	22.5
Incentive Grants	56.5											
Fatality Rate Reduction	—	1.875	7.5	7.5	—	16.875	—	—	—	—	—	16.875
Fatality Reduction	—	1.875	7.5	7.5	—	16.875	—	—	—	—	—	16.875
Bridge Reconstruction & Replacement	125	—	180	180	—	360	—	—	—	—	—	360
Pavement Marking	75	—	50	50	—	100	—	—	—	—	—	100
High-Hazard Locations & Obstacles	150	—	125	125	—	250	—	—	—	—	—	250
Rail-Highway Grade Crossings												
On-system	75	—	125	125	—	250	—	—	—	—	—	250
Off-system	—	—	—	—	—	—	—	18.75	75	75	168.75	168.75
Federal-aid Safer Roads Demo. Program[3]	100	—	—	—	—	—	—	—	—	—	—	—
Drug Use & Driver Behavior	10	—	—	—	—	—	—	—	—	—	—	—
Total Fiscal Year Authorizations—Safety	851.5	16.25	692.0	717.0	—	1,425.25	—	18.75	75.0	75.0	168.75	1,594.0
Grand Total	**6,943.80**	**1,691.66**	**6,845.84**	**7,106.26**	**3,550**	**19,193.76**	**679.2**	**117.21**	**856.50**	**742.64**	**1,716.35**	**20,910.11**

*Authorized in Federal-Aid Highway Act of 1973 and Federal-Aid Highway Amendments of 1974.
[1]Interstate funds authorized for fiscal '77, '78, and '79 in the Federal-Aid Highway Act of 1973. Fiscal '77 funds apportioned in December 1975.
[2]Primary System—Fiscal '76 authorizations were Rural Primary, $800 million; Priority Primary Routes, $300 million; Urban Primary Extensions, $300 million; and minimum one-half per cent, $15 million.
[3]Fiscal '76 authorizations were Federal-aid Safer Roads Demonstration Program, $100 million; and Off-system Roads, $200 million.

NOTE: Totals include sums for programs not indicated on table.

NOTE: With a few exceptions, the federal government does not pay for the entire cost of federal-aid highway projects. Federal funds are normally matched with state and/or local government funds to account for the necessary dollars to complete projects. The federal share is usually based on a percentage of total project cost. Interstate system projects are normally funded 90 percent federal/10 percent state. Most other projects are funded on a 70 percent federal basis. Rather than using the term "federal match," the term "federal share" will be used. Table 5 shows the federal share of programs applicable to counties.

Interstate System Funds: Amounts of $3.25 billion for each fiscal '78 and '79 are authorized. Annual authorizations of $3.625 billion are set for fiscal '80 through '90 to complete federal financing of the Interstate system; these authorizations must be considered tentative since the 1976 act provides for extension of the Highway Trust Fund only until Sept. 30, 1979.

Primary System Funds: Funds authorized are $1.35 billion for each fiscal '77 and '78 for the consolidated primary program. Rural, urban and priority primary programs received separate authorizations prior to the 1976 act. Consolidated primary system funds will be apportioned to the states under a formula based on area, rural area population, mileage of rural and intercity highway mail routes, and an urban factor based on urban area population.

Urban System Funds: For each fiscal '77 and '78, $800 million is authorized. According to the law as of June 30, 1976, the federal-aid urban system must be located in each urbanized area and other such urban areas as the state highway departments may designate and should consist of arterial routes and collector routes, exclusive of urban extensions of the federal-aid primary system. As of Dec. 31, 1976, the federal-aid urban system consists of 124,003 miles.

Secondary System Funds: For each fiscal '77 and '78, $400 million is appropriated. As of June 30, 1976, the federal-aid secondary system consisted of rural major collector routes. As of Dec. 31, 1976, the federal-aid secondary system consists of 398,330 miles.

Safer Off-System Roads Program (SOS): Amount of authorization is $200 million from general funds for each fiscal '77 and '78; federal share—70 percent. However, the fiscal '77 appropriation is $90 million, and funds have been apportioned among the states. All off-system roads funds for fiscal '76 must be used in each state prior to obligation of safer off-system roads funds. (The off-system roads

Federal Grants

program preceded the safer off-system roads program; see below.) Any fiscal '76 off-system funds which have not been obligated may be used for projects in urban as well as rural areas. All fiscal '77 funds must be used in each state prior to obligation of fiscal '78 funds.

The Senate Appropriations subcommittee on transportation has indicated it will support a future supplemental fiscal '79 appropriation if states and counties are successful in obligating fiscal '77 funds.

Out of the fiscal '78 SOS appropriations, $500,000 is designated for initiation of an inspection program to inventory, inspect, and classify all bridges not on a federal-aid system (off-system bridges). A state-by-state distribution of the $500,000 has been made. Contact Tom Bulger at NACo for more information.

The new safer off-system roads program is established by combining the previously authorized off-system roads and safer roads demonstration programs.

Funds are apportioned two-thirds according to the existing off-system formula (one-third area, one-third population of rural areas, and one-third off-system road mileage) and one-third in the ratio which the population in urban areas in each state bears to the total population of urban areas of all states. According to the 1976 legislation, sums apportioned shall be available for obligation "throughout such state on a fair and equitable basis." Previous language provided for "obligation in the counties of such state on a fair and equitable basis."

SOS funds are for "construction, reconstruction, and improvement of any off-system road (including, but not limited to, the replacement of bridges, the elimination of high hazard locations, and roadside obstacles)." "Off-system" means "any toll-free road (including bridges) which is not on any federal-aid highway system and which is under the jurisdiction of and maintained by a public authority and open to public travel." Previously, the program was limited to rural areas.

The principal objective of the program is to construct, reconstruct, or otherwise improve off-system roads and streets, with special emphasis on low-cost projects which contribute significantly to the safety of the traveling public. Final regulations on the SOS program were published in the *Federal Register*, Vol. 42, No. 107, June 3, 1977.

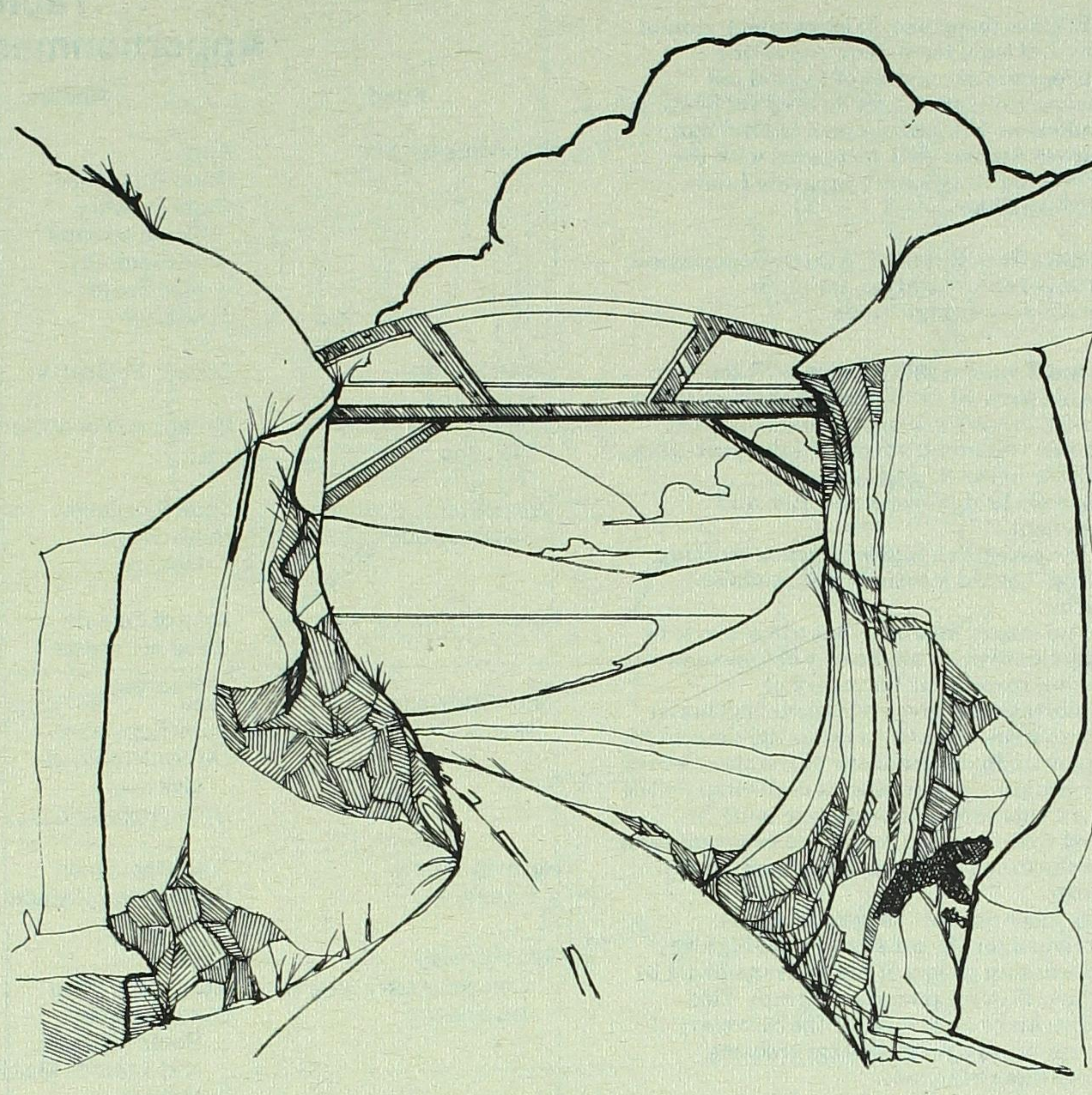
Rural Highway Public Transportation Demonstration Program: Fiscal '75 and '76 appropriations totaling $24.65 million have been obligated for 100 percent funding of 100 demonstration programs. No appropriation was made in fiscal '77, and no appropriation is included in the proposed fiscal '78 budget.

This program was authorized for $75 million by the Federal-Aid Highway Act of 1973 as a two-year program; however, more than $45 million of the authorization has not been appropriated. Although no funds are presently available, the following information is provided in order that counties may participate in the program when funds become available.

The program's objectives are to encourage the development, improvement and use of public mass transportation systems in rural areas by use of demonstration projects. Projects eligible for federal funds include, but are not limited to: highway traffic control devices; construction of passenger loading areas and facilities, including shelters; fringe and transportation corridor parking facilities to serve bus and other public transportation passengers; purchase of passenger equipment other than rolling stock for fixed rail.

Funds may cover both capital and operating expenses for a multiyear period, after which program funds must be used to continue services. Applications are screened by state and federal field staffs before final selection by the Federal Highway Administration and the Urban Mass Transportation Administration (UMTA).

Traffic Control Signalization Demonstration Projects: Authorization is $40 million from the Highway Trust Fund for each fiscal '77 and '78—100 percent funding. The fiscal '78 appropriation is $20 million. This program is to demonstrate, through technology not in general use, the value of traffic control signalization in increasing the capacity of existing highways, conserving fuel, decreasing traffic congestion, improving air and noise quality and furthering safety. Priority is to be given to projects on any public highway coordinating two or more intersections.



Carpool and Vanpool Projects: Funding up to $1 million for each approved project from primary and urban system funds is authorized; federal share—90 percent. The carpooling demonstration program has been made permanent and expanded to include vanpools to permit acquisition of carpool vehicles, and to provide carpooling opportunities for the elderly and handicapped.

Generally, the program funds those activities which encourage carpooling, use of vanpools, and greater use of buses. Eligible activities include:

- Systems designed for locating potential carpool or buspool users and informing them of participation opportunities.
- Necessary plans to grant carpools, or carpools and buses, priority use of existing highway lanes.
- Studies to determine the best carpool criteria for the specific highways and streets involved (including signing, marking, minor physical modifications, and initial enforcement, equipment, and personnel).
- Traffic control devices to advise drivers and control the movement of carpools.
- Signing of, and minor modifications to, publicly owned facilities to provide preferential parking for carpools.

Bicycle Transportation and Pedestrian Walkways: The federal share is 70 percent. The new act raises the annual limitation on total obligation for bicycle and pedestrian walkway projects from $40 million to $45 million and the limitations for any state from $2 million to $2.5 million. Any federal-aid highway apportionment, except the Interstate, can be used for construction of cyclist and pedestrian facilities. Eligible costs may include:

- Grading, drainage, paving, barriers, landscaping, and necessary structures;
- Supplementary facilities such as shelters, parking, bicycle storage, and comfort stations;
- Traffic control devices;
- Fixed source lighting where appropriate;
- Curb-cut ramps on new and existing facilities;
- Right-of-way;
- Walks, barriers, and additional widths and lengths on bridges necessary for route continuity;
- Grade separations under certain conditions.

Access Highways to Public Recreation Areas on Certain Lakes: Federal share—70 percent. The fiscal '76 appropriation was $10 million. The '77 DOT appropriations act provides that this appropriation remain available until Sept. 30, 1979; it also provides an additional $4.8 million for the program. The fiscal '78 appropriation is $8.65 million.

Emergency Relief: Authorization is $25 million for the three-month transition period and not more than $100 million in any one fiscal year, beginning with fiscal '77; federal share is 70 to 100 percent. Funds are authorized for the repair of federal-aid roads, highways, and bridges damaged by natural disasters and other catastrophes. Funding continues at 60 percent from the Highway Trust Fund and 40 percent from general funds.

Eligible activities include permanent repairs to, or reconstruction of, damaged facilities within the highway right-of-way. Before emergency funds can be made available there must be "serious" damage over a wide area, an emergency must be declared by the governor of the affected state, the declaration must have concurrence by the Secretary of Transportation, and an application for emergency assistance must be made by the state highway agency.

Roads and streets not on a federal-aid highway system may be eligible for assistance from the Federal Disaster Assistance Administration which administers a similar program under the Disaster Relief Act of 1974.

Highway Beautification and Landscaping (OMB # 20.214): Funds available from the general fund (federal share—70 percent) include: $25 million for each fiscal year '77 and '78 for landscaping and litter removal (litter removal is a new provision); and $15 million for each fiscal '77 and '78 for junkyard control. The fiscal '78 appropriation is $19.15 million.

Regular federal-aid construction funds, from the Highway Trust Fund, can be used for landscaping and scenic enhancement inside and adjacent to the highway right-of-way on federal-aid projects. Previously, landscaping development outside the right-of-way was financed by general funds.

Highway Safety: Safety programs in the 1976 act are contained in a separate title, the Highway Safety Act of 1976. The act authorizes appropriations of nearly $1.6 billion during the 27 months from July 1, 1976 to Sept. 30, 1978. Some of the safety programs include:

- State and community safety grants (both FHWA and NHTSA);
- Bridge reconstruction and replacement;
- High hazard locations and roadside obstacles;
- Rail-highway crossings; and
- Pavement markings.

State and Community Safety Grants (OMB # 20.600): Money granted to states is used for safety activities under the national highway safety program standards. The program is administered at the national level by the National Highway Traffic Safety Administration (NHTSA) and the Federal Highway Administration (FHWA).

NHTSA has primary responsibility for administering the following highway safety program standards: periodic motor vehicle inspection, motor vehicle registration, motorcycle safety, driver education, driver licensing, codes and laws, traffic courts, alcohol in relation to highway safety, traffic records, emergency medical services, pedestrian safety—education aspects, police traffic services, debris hazard control and cleanup, pupil transportation safety, and accident investigating and reporting.

For NHTSA state and community grants, the 1976 safety act authorizes $122 million for fiscal '77 and $137 for fiscal '78. In each fiscal year, $7 million must be used for school bus driver training programs.

There is a $172 million limit for fiscal '78 for obligations that may be incurred for NHTSA's state and community highway safety programs. According to the Senate Appropriations subcommittee on transportation, "funds are to be used to continue to maximize state investments in such high payoff areas as alcohol countermeasures and selected traffic enforcement, with emphasis on the demonstrated life-saving and fuel-saving elements of the 55 m.p.h. speed limit."

For more information on NHTSA programs, contact either your governor's safety representative through the governor's office; the National Highway Traffic Safety Administration, Washington, D.C. 20590; or the National Highway Traffic Safety Administration regional offices.

The FHWA administers the standards on: identification and surveillance of accident locations; highway design, construction, and maintenance; traffic engineering services; and the engineering and traffic control devices portions of the pedestrian safety standard.

The Highway Safety Act of 1976 authorizes for FHWA state and community grants $25 million for each fiscal '77 and '78. The '77 DOT appropriations act establishes a fiscal '77 funding level of $21 million. The '78 DOT appropriations act establishes a fiscal '78 funding level of $28 million.

High Hazard Locations and Roadside Obstacles: Authorization is $125 million for each fiscal '77 and '78 from the Highway Trust Fund; federal share—90 percent. The 1973 Safety Act established special categories of grants for elimination or reduction of hazards at high hazard locations and for elimination of roadside obstacles on the federal-aid highway system. The 1976 act combines these programs into one funding category.

Rail-Highway Crossings: Authorization is $125 million each for fiscal '77 and '78 from Highway Trust Fund; federal share—90 percent. Funding for elimination of hazards at rail-highway grade crossings on any federal-aid highway system other than the Interstate is continued under the act, with a provision that at least one-half of the money be used for the installation of protective devices at crossings.

The act also creates a new program for the elimination of hazards at rail-highway crossings on roads off the federal-aid system. Funding of $18.75 million from the general fund is authorized for the three-month transition period; $75 million each for fiscal '77 and '78.

Funds for the off-system rail-highway crossing program have been apportioned to the states one-half on the basis of area, rural population and specified rural mail routes, and one-half by urban population. This is the same apportionment formula as the on-system program.

States can now use the authorized amount of transition period funds and fiscal '77 funds for the off-system rail-highway crossing program. State highway agencies will approve county projects on a first come, first served basis.

Pavement Marking: Authorization is $50 million for each fiscal '77 and '78 from Highway Trust Fund; 100 percent funding. The new legislation eliminates the requirement that DOT Secretary give priority under the pavement marking program to federal-aid secondary system and off-system roads.

As previously authorized, funds can be transferred to off-system locations for correction of high hazard locations when all rural pavement markings have been completed.

Federal Grants

Special Bridge Programs

Special Bridge Replacement Program: Authorization is $180 million for each fiscal '77 and '78 from the Highway Trust Fund; federal share—75 percent. Funds may be used for inventory, inspection and classification of bridges as well as replacement of deficient structures. Funds may be used only for bridges on a federal-aid highway system. Eligible activities include:

- Total replacement of deficient bridge at or close to existing location.
- Complete relocation of a deficient bridge with a new structure in the same general corridor.
- Replacement of superstructure when substructure is structurally adequate.

The deficient bridge must be removed or permanently closed following the opening of the replacement bridge. Funds may not be used for costs of right-of-way, utility relocation or adjustments, long approach fills, or similar items (other federal-aid highway funds may share in the cost of these items). The structure to be replaced must be on one of the federal-aid highway systems. It must be inspected, rated, and be determined to be deficient; submitted as a replacement candidate, and must be considered as having a high priority for replacement.

FHWA Highway Safety Program Funds: These funds may be used for inventory, inspection and classification of bridges either on or off a federal-aid highway system, but not on a state highway. Funding is 70 percent federal and may be increased up to 95 percent in states with large areas of public lands. For fiscal '77, $25 million is available nationwide for all of the FHWA 402 safety programs.

FHWA Safer Off-System Roads Funds (see description of SOS program): These funds may be used for inventory, inspection and classification of bridges on roads and streets which are not on a federal-aid highway system. Funding is 70 percent federal and possibly may be increased in states with large areas of public lands. For fiscal '77, $200 million is available nationwide for SOS programs. The fiscal '78 appropriation is $90 million; $500,000 of this is for initiation of an inspection program to inventory, inspect, and classify off-system bridges. A state-by-state distribution of the $500,000 has been made.

The inspection program is to be done according to the Federal Highway Administration's National Bridge Inspection Standards. States that have completed initial inventories of off-system bridges with other funds may use fiscal '78 SOS funds to update their inventories.

FHWA Highway Planning and Research Funds: These funds may be used by states to collect inventory data (as required under the Special Bridge Replacement Program) for bridges either on or off the federal-aid highway systems. These funds may not be used for structural appraisal or posting of bridges.

NOTE: Once inspected, bridges which cannot carry full legal loads require posting. Appropriate categories of federal-aid construction funds may be used for posting. In addition, bridges not on a federal-aid highway system may be posted with the FHWA highway safety program funds mentioned above.

Contact Tom Bulger, NACo transportation legislative representative, for more information on bridge funds.

Program Transferability: The 1976 act increases from 30 to 40 percent the amount of Highway Trust Fund apportionments that states can transfer from one funding category to another in three programs:

- Special bridge reconstruction and replacement.
- On-system rail-highway grade crossing.
- High hazard locations and roadside obstacles.

It is no longer required that the purpose of the individual program be met before transfer can be approved. The Secretary of Transportation is given additional authority to approve the transfer of up to 100 percent of the apportionment from one of the three above safety programs to another if requested by the state. In this case, the Secretary must be assured that the purposes of the program from which the funds are being transferred have been met.

Also, all or part of the general funds apportioned for the off-system rail-highway grade crossing program can be transferred to the safer off-system roads program. This transfer can be approved by the Secretary if the purposes of the off-system crossing program have been met.

How Federal-Aid Highway Programs Are Funded. (Information is updated to include provisions of the Federal-Aid Highway Act of 1976.) The process of funding federal-aid highway projects is extremely complex. It is hoped that the following information will clarify the process. The information, including tables, comes from a portion of a Federal Highway Administration publication, "Financing Federal-Aid Highways—Revisited," by Barry Felrice.

Highway Trust Fund, General Fund Highway Financing: The Federal-Aid Highway Act of 1956 established the Highway Trust Fund as a mechanism for financing the then accelerated highway program. The trust fund is not a physical entity in which revenues are deposited. It is only a bookkeeping entry in the Treasury. User taxes are not deposited in the trust fund but in the general fund of the U.S. Treasury. Amounts equivalent to these taxes are then transferred from the general fund to the trust fund. Transfers are made at least monthly on the basis of estimates by the Secretary of Transportation and later adjusted on the basis of actual tax receipts.

Not all federal-aid highway funds come from the Highway Trust Fund; some programs are financed by the general fund. Table 2 shows the source and percentage of funds for programs involving counties.

Highway Authorizations: The first step in the funding is authorization by Congress. Federal-Aid Highway Acts provide funds, termed "authorizations," for the federal-aid highway program. Over the past 50 years, this program has expanded from two categories (primary and forest highways) to more than 40 categories, each having a separate authorization.

Authorizations are amounts of money the Secretary of Transportation is permitted to obligate on behalf of the federal government. They are the maximum limits on the amount of federal funds which can be spent.

Contract Authority: The federal-aid highway program differs from other federal programs. Most federal programs require a two-step process. The first step is the congressional passage of authorizations (indicated above). The authorizations may be used only after passage of a second piece of legislation, an appropriations act. It is at this point that the program may proceed.

In the highway program, most categories do not require this two-step authorization-appropriaton process to obligate federal funds. Through what is termed "contract authority", sums authorized in federal-aid highway acts are available for obligation prior to their being apportioned. The use of contract authority was first legislated in the Federal-Aid Highway Act of 1922.

Apportionment and Apportionment Formulas: FHWA apportions or divides the sums authorized for the various highway programs among the states. The apportionment is based on several formulas prescribed by law. Table 3, above, shows formulas for apportioning authorized sums for certain highway programs appropriate for counties.

Allocations: Some funds do not contain a legislatively mandated apportionment formula. In these cases, the sums are divided among the states at the discretion of the Secretary of Transportation. These discretionary or administrative divisions are called "allocations," rather than apportionments.

Table 4 below indicates some allocated funds and how funds are distributed.

Table 2
Trust Fund and General Fund Financing

Fund	Percent Financed From: Trust Fund	General Funds
Secondary System	100	
Urban System	100	
Forest Highways	100	
Public Lands Highways	100	
Economic Growth Center Development Highways	100	
Landscaping and Litter Removal		100
Control of Junkyards		100
Safer Off-System Roads		100
Access Highways		100
Traffic Control Signalization Demonstration Projects	100	
Highway Safety Programs	100	
Bridge Reconstruction and Replacement	100	
Pavement Marking	100	
High-Hazard Locations and Roadside Obstacles	100	
Rail-Highway Crossings		
(a) on a Federal-aid system	100	
(b) off Federal-aid Systems		100

Table 3
Apportionment Formulas

Fund	Factors	Weight	Minimum Apportionment
Secondary System	Area	1/3	1/2 percent
	Rural Population	1/3	(except for D.C.)
	Rural Delivery Route Mileage and Intercity Mail Route Mileage	1/3	
Urban System	Urban* Population	1	1/2 percent
Urban Transportation Planning	Urbanized Population	1	1/2 percent
High-Hazard Locations and Roadside Obstacles	Total Population	3/4	1/2 percent
	Public Road Mileage	1/4	
Forest Highways	Area of Forests	1/2	——
	Value of Forests	1/2	
Safer Off-System Roads	Area	2/9	——
	Rural Population	2/9	
	Off-System Road Mileage	2/9	
	Urban Population	1/3	
Highway Safety Programs	Total Population	3/4	1/2 percent**
	Public Road Mileage	1/4	
Rail-Highway Crossings (on a federal-aid system)	Area	1/6	——
	Rural Population	1/6	
	Rural Delivery Route Mileage and Intercity Mail Route Mileage	1/6	
	Urban Population	1/2	
Rail-Highway Crossings (off-system)	Area	1/6	——
	Rural Population	1/6	
	Rural Delivery Route Mileage and Intercity Mail Route Mileage	1/6	
	Urban Population	1/2	

For information on state apportionments, contact your state highway agency.

*Places of 5,000 or more persons.
**Except that the Virgin Islands, Guam and American Samoa each get only one-third percent.

Table 4
Allocated Funds

Fund	Distribution
Emergency Relief	Project by project
Control of Junkyards	As requested by States
Economic Growth Center Development Highways	Administratively derived formula giving equal weight to: area, mileage of rural delivery and intercity routes, and population outside of urbanized areas. One-half percent minimum.
Special Bridge Replacement	Relative needs

Federal Grants

ligations—Availability: At the time of portionment, certificates denoting the sums ducted and the exact amount of each portionment are transmitted to each state hway agency. It is through these tificates that states receive the ability to igate the federal government to repay the bts they incur. Thus each apportionment notes the granting of new "obligational thority." It is not cash that is apportioned; s only authority to incur new obligations.

Federal-aid funds are available for obligation a period of four year. Funds for use on er than the Interstate system are to be portioned on Oct. 1, the first day of the cal year for which they are authorized. ese non-Interstate funds are available "for a riod of three years after the close of the cal year for which such sums are thorized ... ." Thus, they are available for r years. Prior to the Federal-Aid Highway t of 1976, non-Interstate funds were ilable for two years after the fiscal year for ich they were authorized.

Should a state not obligate its entire portionment within this four-year period, authority to obligate the remainder lapses.

deral Share of Project Costs: As mentioned rlier, with a few exceptions, the federal vernment does not pay for the entire cost of eral-aid highway projects. The table below ows the federal share for funds of interest to unties.

able 5
ederal Share of Funds

Fund	Federal Share (percent)
erstate System	90*
mary System	70*
condary System	70*
ban System	70*
ergency Relief	70**
lway-Highway Crossings	70**
tdoor Advertising	75
ntrol of Junkyards	75
onomic Growth-Centers	70***
dge Replacement	75
ement Marking	100
h Hazard Locations d Roadside Obstacles	90
cess Highways to Lakes	70
hways Crossing Federal jects	100
est Highways	100
lic Lands Highways	100
er Off-System Roads	****
hway Safety Programs	70*
al Highway Public Transportation Demonstration gram	100
monstration Projects-road Highway Crossings	70*
ffic Control Signalization monstration Projects	100
Highway Crossings (on/ FA Federal-aid system)	90

* May be increased up to 95 percent for states with large areas of "public lands."
** May be increased to 100 percent.
*** May be increased to 100 percent for neering and economic surveys.
**** Unknown at this date.

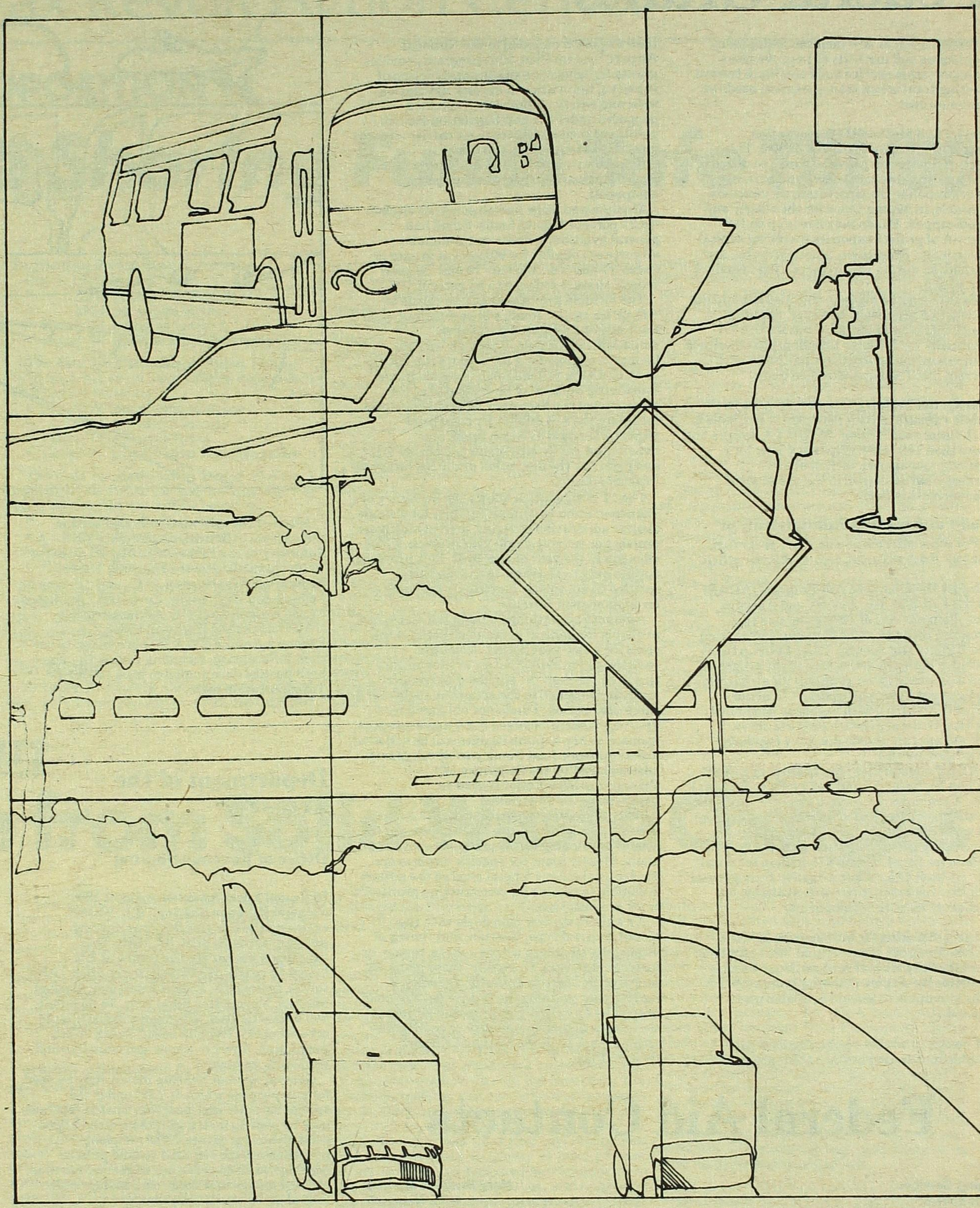
ban Mass Transportation ministration

or information on all UMTA programs, tact the Urban Mass Transportation ministration, Office of Public Affairs, 400 Street S.W., Room 9330, Washington, D.C. 90; (202) 426-4043; and UMTA regional ces in the 10 federal regions.

ital and Operating Assistance: The ional Mass Transportaton Assistance Act 974 (NMTA) amended the Urban Mass nsportation Act of 1964 to establish an .8 billion, six-year mass transportation gram. Up to $500 million of the $11.8 billion be spent in rural areas under Sections 3, 6, 9 of the act. No funds can be spent for rating expenses in rural areas (Section 5).

rating and Capital Funds—Section 5 IB # 20.507): Section 5 provides for the ortionment by formula of $3.975 billion r a six-year period to urban areas signated recipients) for either mass transportation capital projects or operating assistance. Operating expenses include, for example, gasoline, oil, labor, and maintenance costs associated with capital equipment. The distribution formula is based one-half on population and one-half on population density. The federal matching share for funds used for capital purposes is up to 80 percent. The federal share for operating assistance may be up to 50 percent of the project; however, this is limited by the availability of Section 5 funds and local matching funds.

The schedule provided by NMTA calls for distribution of the formula funds through fiscal '80 as follows:



Fiscal Year	Amount (in millions)
1975	$300
1976	500
1977	650
1978	775
1979	850
1980	900

These sums are to remain available for obligation by the governor or designated recipient for two years following the close of the fiscal year of apportionment.

Capital Assistance—Section 3 (OMB # 20.500): The fiscal '78 obligational authority for capital facilities grants is $1.4 billion. In fiscal '77 the amount obligated was $1.25 billion to provide capital assistance to public bodies. UMTA provides up to 80 percent of project costs, such as facilities and equipment which include personal property, buses, and other rolling stock; and real property which includes land, but not public highways, within the area affected by the construction and operation of transit improvements, including station sites.

This is a "discretionary program" with grants made on a case-by-case basis. The most common use of funds by counties is for purchase of buses and related equipment.

There is no specific state role in the application process. UMTA encourages counties to submit a joint application on behalf of several communities. Rural counties may apply for Section 3 funds using the same grant application process as that in urbanized areas.

Ten-year Capital Loans (OMB # 20.501): Under Section 3 these loans are available to finance the acquisition of real property and interests in real property for use as rights-of-way, station sites, and related purposes on urban mass transportation systems. Section 3 also provides funds for preliminary engineering studies.

Planning Assistance and Technical Studies—Section 9 (OMB # 20.505): The fiscal '78 obligation amount is $55 million. Section 9 funds may be used for the planning, engineering, design, and evaluation of urban mass transportation projects and for other technical studies, included or proposed, for an urban transportation program as part of a comprehensive development of an urban area. Counties, in conjunction with councils of governments, have been active in using technical studies funds. Counties in rural areas may use Section 9 funds to prepare local transit development programs required to qualify for UMTA capital assistance to nonurban areas.

Research, Development and Demonstration (R, D and D)-Section 6 (OMB # 20-504): The fiscal '78 appropriation for Section 6 is $70 million. The fiscal '77 appropriation was $61.2 million. R, D and D grants and contracts are awarded for the development, testing and

Federal Grants

demonstration of new facilities, equipment, techniques and methods to improve mass transportation service and contribute toward meeting total urban transportation needs at minimum cost.

Service and Methods Demonstration Program—Section 6 (OMB # 20.506): This Section 6 program provides funds to develop, test and promote innovative and nationally relevant public transportation services and methods, including those for the elderly and handicapped. Funds may cover up to 100 percent of project expenses involving capital investment, operations, administration, and evaluation during the projects's life (usually 1 to 3 years).

Grants may be made to counties submitting unsolicited proposals; however, potential applicants should initially contact UMTA informally (by letter or telephone) to determine demonstration concept compatibility with current UMTA demonstration plans.

Managerial Training Grants—Section 10 (OMB # 20.503): About $500,000 is available in each fiscal year '77 and '78. UMTA awards not more than 100 fellowships each year for training managerial, technical and professional personnel in the urban mass transportation field.

Federal Aviation Administration

For more information on FAA programs, contact FAA regional, area or district office.

Airport Development Aid Program (ADAP) (OMB # 20.102): The Airport and Airways Development Act of 1976 extended this program through 1980. Funding comes from the Airport and Airway Trust Fund. ADAP includes both a construction grant program and a planning grant program for air carrier and general aviation airport. Air carrier airports are those with regularly scheduled service. General aviation airports serve private aircraft and do not have regularly scheduled service.

ADAP construction funds amount to $400 million for fiscal '77 and $465 million for fiscal '78. "Commuter air service airports" are guaranteed at least $15 million annually from air carrier funds. ADAP authorizations for developing general aviation airports are $70 million for fiscal '77 and $75 million for fiscal '78. At least $15 million annually from general aviation funds must be made available for "reliever" airport development.

Airport Planning Grant Program (OMB # 20.103): For both fiscal '77 and '78, $15 million from the Airport and Airway Trust Fund is available for airport planning grants (PGP). This amount is to remain available until expended.

Counties and other public agencies are eligible for funding in the ADAP program if their airport is included in the National Airport System Plan. This program provides grants for land acquisition; construction of runways, taxiways and aprons; navigation aids; and safety equipment. Expanded purposes under the new legislation include public use terminal space in air carrier airports meeting certain safety and other requirements, purchase of land for noise buffer zones, and snow and noise suppression equipment.

Medium and large hub airports are eligible for 75 percent federal funds. Small hub, general aviation, reliever and commuter airports are eligible for 90 percent grants in fiscal '77 and '78. In fiscal '79 and '80 their federal share is reduced to 80 percent.

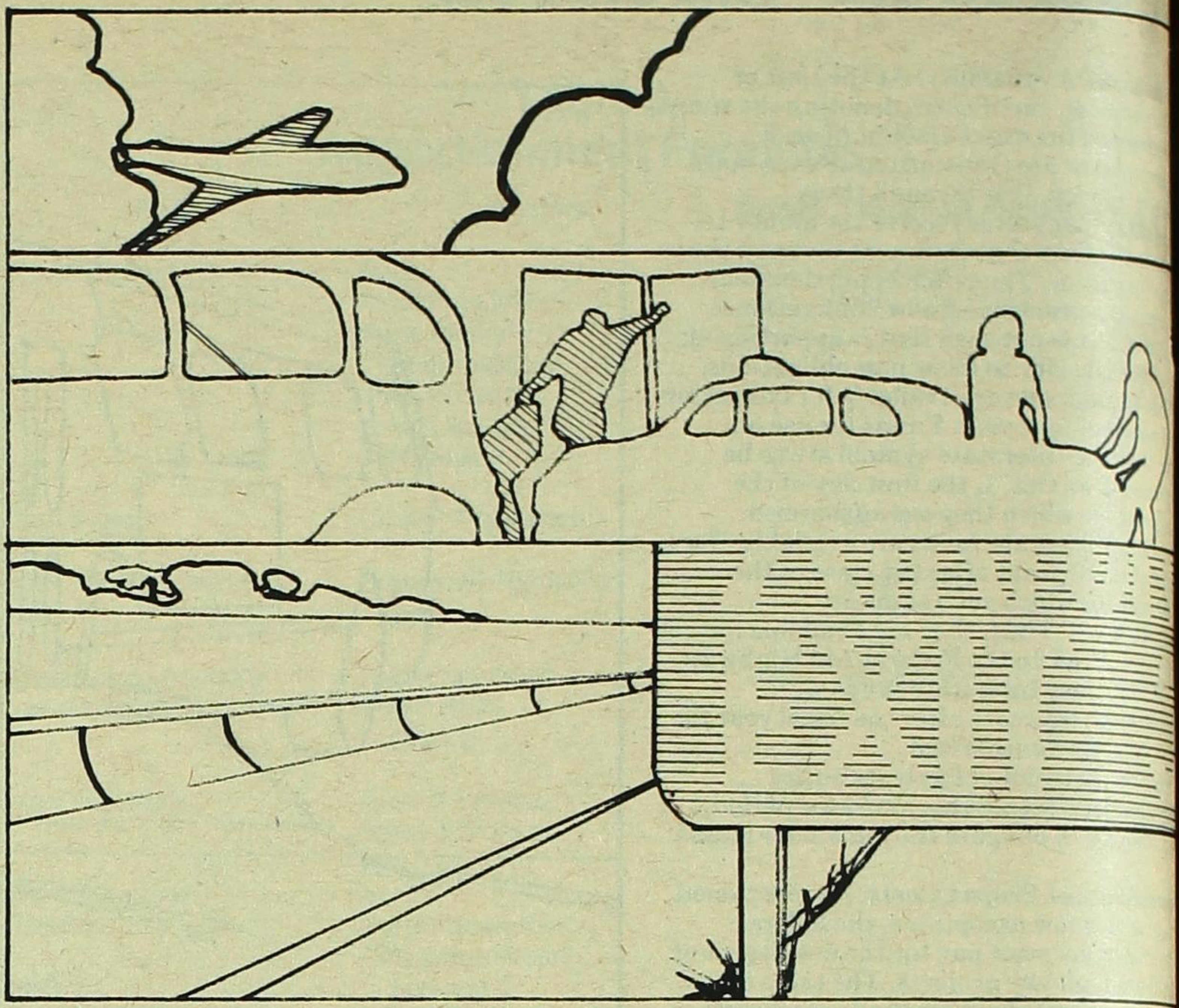
The formula provides that two-thirds of ADAP air carrier funds will be distributed on the basis of a weighted passenger emplacement formula. Every air carrier facility is eligible for a minimum $150,000 up to a maximum $10 million in formula funds. Remaining funds may be expended at the discretion of the Secretary of Transportation, including the $15 million for commuter airports. General aviation funds are distributed partly on a formula basis by state, and partly at the discretion of the Secretary of Transportation.

The 1976 legislation allows the Secretary of Transportation to commit funding for a single project application covering several multiyear projects or several single-year projects which all begin in the year of approval. This provision applies only to those air carrier airports entitled to automatic funding on the basis on an enplanement formula.

Amounts apportioned among the states are available for general aviation airports in the state for a two-year period. Amounts designated for individual air carrier airport sponsors through the enplaned passenger formula contained in the act are available for a three-year period. Funds not obligated by a grant agreement between FAA and an airport sponsor by the expiration date will be added to a discretionary fund for airport development administered by the Secretary of Transportation without regard to geographical boundaries.

The 1976 legislation authorizes FAA to provide public agencies with 75 percent of the cost of developing regional airport system plans. Master plans for specific airports are funded at the same federal level as the airport is eligible to receive for construction grants (75 to 90 percent).

An airport system plan deals with the extent, general type, location, and timing of airport development within a state, region, or metropolitan area. Generally, these plans are prepared by state or areawide agencies. A master plan contains the type of development needed by an existing or proposed airport to serve a particular community or county.The airport must be in the National Airport System Plan.



Much of the information in this section comes from "Highways and Safety 1976—A Summary of the Federal-Aid Highway Act of 1976," published by the Highway Users Federation, Washington, D.C., and "Financing Federal-Aid Highways—Revisited," published by the Federal Highway Administration. NACo thanks the Highway Users Federation and FHWA for permission to use their information, including tables. Copies of both booklets are available from the NACo Transportation team.

Department of the Treasury

Office of Revenue Sharing

State and Local Assistance Act of 1976 (General Revenue Sharing): P.L. 94-488 extended the General Revenue Sharing program through Sept. 30, 1980. This legislation authorizes the return of $25.6 billion to nearly 39,000 states, counties, cities, towns, townships, Indian tribes and Alaskan villages. During this fiscal year, $6.85 billion will be distributed. The money is distributed according to a formula based on tax effort, population, intergovernmental transfers and per capita income.

General revenue sharing money may be used for any purpose which is legal under the applicable state and local law. Shared revenues may be used to match grants received under other federal programs. The recipient governments are required to hold public hearings to discuss the use of general revenue sharing money and their relationship to the unit of government's own budget.

Those governments receiving more than $25,000 annually are required to have an "independent" audit in accordance with generally accepted auditing standards once every three years. Recipient governments are prohibited in the use of revenue sharing funds without regard for race, color, national origin, sex, religion, handicapped status or age.

Antirecession Fiscal Assistance to State and Local Governments: The countercyclical antirecession program, authorized by Title II of the Public Works Employment Act of 1976 and amended by the Intergovernmental Antirecession Assistance Act of 1977, provides emergency budgetary assistance (grants) to state and local governments with high unemployment, The grants are intended to help those governments avoid service cutbacks, employee layoffs or tax increases, and thus avoid actions which hinder economic recovery. The program is activated when the national rate of unemployment exceeds 6 percent and would shut itself off when the national unemployment drops below that level.

The current program expires Sept. 30. Congress is currently considering legislation to extend the program for two-years.

ACTION

Mini-Grant Program (OMB # 72.010): Project grants are awarded to state and local governments to mobilize relatively large numbers of part-time, uncompensated volunteers to work on human, social, and environmental needs. Local governments applying for grants should initially coordinate development of a proposal by contacting the appropriate ACTION regional office. The fiscal '78 estimate is $500,000.

National Student Volunteer Program (OMB # 72.005): Advisory services and counseling, specialized services and technical assistance are supplied to state and local agencies desiring to assist the development of student volunteer programs which provide services to the poverty community. Contact the NSVP program through the ACTION agency. The fiscal '78 estimate is $326,000.

ACTION Program for Elderly *(See Administration on Aging, HEW.)*

National Endowment for the Arts

Arts Program (Challenge Grants) (OMB # 45.013): This is a challenge grant program (matching) administered by the National Endowment for the Arts. The endowment is the principal source of funds and information on both public and private arts and cultural activities.

For fiscal '78, Congress approved the full $123.5 million for the endowment's 12 program areas. Of this amount, $18 million was indicated for the Challenge Grant Program. This is the first year in the history of the endowment that Congress has passed an appropriations bill providing full funding for the Administration's budget request.

The Administration's urban package includes a "Livable Cities" program which, if passed, will authorize $20 million for project grants for art endeavors, including preservation, restoration or adaptive use of existing structures; landscape; architecture; urban design; graphic art; the fine and performing arts. Eligible applicants include nonprofit societies, neighborhood groups, institutions and organizations, and state and local governments. However, governmental units are only eligible in the event their recipient agency is a nonprofit organization which qualifies as a 501 (c) (3) tax exemption under the IRS code.

The program will be administered by the HUD Office of Neighborhood Development. Applications will be reviewed jointly by HUD and the National Endowment for the Art.

The bill has been sent to the appropriate Congressional Committees. No action has been scheduled as of press time.

The *Guide to Programs* put out by the endowment (2401 E Street N.W., Washington, D.C. 20506) explains all endowment programs, application procedures and eligibility requirements.

Federal Aid Contacts

Aging Services	Mary Brugger Murphy
Alcoholism	Mike Gemmell
Arts	Linda Church
Community Action Programs (OEO)	Aliceann Fritschler
Community Development	John Murphy
Criminal Justice (LEAA)	Donald Murray
Criminal Justice (Legislation)	Herb Jones
Drought	Elliott Alman
Economic Development (EDA)	John Murphy
Education	Mike Gemmell
Employment	Jon Weintraub
Energy	Sue Guenther
Environment (EPA)	Bob Weaver
Environment/Energy (Legislation)	Mark Croke
Federal Regulations and Grants	Linda Church
Health (HEW)	Mike Gemmell
HUD Consolidation	Bruce Talley
Intergovernmental Personnel Act	Elizabeth Rott
Labor-Management Relations (Legislation)	Ann Simpson
Parks and Recreation (HUD and Interior)	Arlene Shulman
Public Lands	Jim Evans
Public Works	John Murphy
Rural Affairs (USDA)	Elliott Alman
Social Services	Aliceann Fritschler/Jim Koppel
Social Services, Title XX	Aliceann Fritschler
Solid Waste	Cliff Cobb
Transportation	Marian Hankerd
Transportation (Legislation)	Tom Bulger
Urban Policy	John Murphy

TRAC Tax Revolt Action Center

IMPACTS OF PROPOSITION 13

Revenue Sharing Funds Safe Till '80

The current general revenue sharing program, which expires Sept. 30, 1980, will not be affected by the Proposition 13 tax referendum, NACo analysis and contact with the Office of Revenue Sharing has determined. However, assuming an extension of the present general revenue sharing program, Proposition 13 would cause an 11 percent reduction ($69.1 million) in allocations to all recipient governments in California beginning with the Oct. 1, 1981 entitlement.

Current Law

The State and Local Assistance Act Amendments of 1976 provide guaranteed funding of $25.5 billion from Jan. 1, 1977 through Sept. 30, 1980. The funds are paid quarterly using the same formula s the 1972 law, based on:

- Population
- Per capita income
- Adjusted tax effort
- Intergovernmental transfer

The timeliness of each element depends on the federal agency collecting those data. Consequently, the data collected vary as to how current they are. For example, during the current Entitlement Period Nine, the following data are used to compute the allocations:

Entitlement Period Nine:
Oct. 1, 1977-Sept. 30, 1978
- 1975 population estimate
- 1974 per capita income
- Fiscal '76 adjusted taxes
- Fiscal '76 intergovernmental transfers

The data for **Entitlement Period 10** (Oct. 1, 1978-Sept. 30, 1979) have already been collected. They are based on:
- 1976 population estimate
- 1975 per capita income
- Fiscal '77 adjusted taxes
- Fiscal '77 intergovernmental transfers

The data for **Entitlement Period 11** (Oct. 1, 1979-Sept. 30, 1980), the last Entitlement Period in the current law, will be based on:
- 1977 population estimate
- 1976 per capita income
- Fiscal '78 adjusted taxes
- Fiscal '78 intergovernmental transfers

It is important to note that fiscal '78 in California began July 1, 1977 and ends on June 30, 1978. During this period the adjusted taxes were *not* affected by Proposition 13.

The Future

In order to analyze the effects of Proposition 13 on the general revenue sharing program after Sept. 30, 1980, several assumptions must be made:

- A program of general revenue sharing will continue;
- The present State and Local Fiscal Assistance Act will simply be extended and *no* formula changes will be made;
- The data used will be collected in the same manner and will have the same time constraints as they do now;
- The total amount of money to be allocated each year will be at the same level as the current law requires ($6.85 billion yearly).

Let us also assume that Entitlement Period 12 would be from Oct. 1, 1980-Sept. 30, 1981, and that these would be the data elements:
- 1978 population estimates
- 1977 per capita income
- Fiscal '79 adjusted taxes
- Fiscal '79 intergovernmental transfers

The adjusted tax effort data for local units of government for fiscal '79 would reflect the reduction in adjusted taxes caused by Proposition 13. However, at this point it is necessary to examine the data elements at the state level. Presently, all data used for state governments are one year behind the local level. This would mean, given all our assumptions, that during Entitlement Period 12 the share of revenue sharing going to California would be approximately the same as it is now. Given the effects of Proposition 13 on local governments, the actual distributions would be somewhat altered according to which units of government reduce their adjusted taxes most, but the *total* amount of money going to all of California units of government would be unchanged.

The picture in Entitlement Period 13, and thereafter, is not as bright. Entitlement Period 13 would be from Oct. 1, 1981 to Sept. 30, 1982, and the data elements would be:
- 1979 population estimate
- 1978 per capita income
- Fiscal '80 adjusted taxes
- Fiscal '80 intergovernmental transfers

During Entitlement Period 13 both the state of California's allocation and the local governments' allocation would be affected by any reduction in adjusted taxes caused by Proposition 13.

Using the same assumptions as NACo, the Office of Revenue Sharing has estimated California will lose $69.1 million (11 percent of its current allocation) during Entitlement Period 13. This estimate is based on the additional assumption that Proposition 13 will reduce taxes by $7.61 billion (41 percent); also, *current* data elements (Entitlement Period 9) were used to arrive at the estimate.

***Staff contact:* Carol Berenson**

HOW TO SPEND IT?

Revenue from Solid Waste Charges

If Congress decided that it wanted to spend $2 billion a year on solid waste management, what would be the best use of that money?

- Should it be used to subsidize recycling operations, either by funding neighborhood or communitywide collection centers or by financially assisting those in the salvage business and those who turn waste materials into final products?
- Should it be used to pay part of the cost of building $10 to $100 million energy recovery facilities in the way sewage treatment facilities are eligible for federal grants?
- Should the money go towards litter cleanup programs or to assist counties, cities, or private operators to meet more stringent environmental standards for sanitary landfills?
- Should it be simply given to local governments which have responsibility for disposal of wastes and allow them to use it in the manner they see fit?

To some extent, this is all wishful thinking since Congress has shown no inclination to appropriate such vast sums of money for solid waste for any of these purposes. In fact, the questions only become meaningful in the context of the revenues which could be derived from the proposed "solid waste product charge" on the material content of all nondurable, nonfood, consumer items. This proposal, currently being considered by the interagency Resource Conservation Committee, would place an excise tax on manufacturers of about $30 per ton, an amount equal to the average national cost of collection and disposal of residential and commercial garbage. The revenues from the charge would be about $2 billion, according to estimates by the Environmental Protection Agency (EPA).

Revenues from the product charge would not necessarily have to be used for solid waste programs. They could be simply refunded to all taxpayers on an equal basis or absorbed into the U.S. Treasury's General Fund to be spent on any programs Congress chose. The funds could also be distributed to counties and cities in accordance with the general revenue sharing formula without regard to existing solid waste programs and needs.

There seems, however, to be widespread acceptance of the idea that there should be some link between the purpose of the charge and the uses for which it is spent. Since the charge is based on the cost to cities and counties of solid waste management, most, though not all, proposals encourage that the funds be allocated among them. That still leaves open a number of possible ways to allocate the funds.

Formula Allocations to Counties and Cities

Perhaps the method of allocation most favorable to counties and cities would be a formula allocation by which these governments would receive funds automatically—without any strings attached—to be spent on solid waste management. (If that concern is ignored, then this would be a variation on the general revenue sharing formula.)

The formula could be on a purely population basis but it would have to be based on the degree of solid waste responsibility in each jurisdiction if the link between the charge and the allocation of funds is to be preserved. The allocation could also be based on tons or cubic yards collected or disposed of, but that would create an incentive for exaggeration of weight or volume, and thus would require increased federal oversight to avoid fraud.

In spite of the administrative simplicity of an automatic formula, there are problems. How should the allocation of funds differentiate between jurisdictions with responsibility for collection and those performing disposal functions, considering that the former is generally the more expensive service? How can a formula be devised which requires that all grant funds be spent on solid waste without imposing qualifications and restrictions (such as performance standards on service) on the use of funds? Such restrictions, of course, would considerably complicate administration of the formula grants. Finally, if revenues are allocated to local governments to pay for solid waste management costs, households serviced by private haulers and disposal operators would have to be compensated?

Categorical Grants to Counties and Cities

A more restrictive way to distribute product charge revenues would be to establish a categorical grant program to which counties, cities, and other local authorities could apply for assistance on specific projects or programs. This could be administered by the states or directly by EPA. The problems with this are clear. The paperwork requirements in many cases would outweigh the benefits of the available funding, and the federal government would likely use the grant program as a regulatory tool in requiring conformance with its regulations on landfill siting and operation. The autonomy and flexibility of local governments would be undermined in one more area, particularly if the federal or state government decided to promote some particular technology such as resource recovery.

Perhaps it would be possible to develop some type of hybrid grant program in which most funds would be distributed automatically to eligible jurisdictions with only minimal conditions attached. The remaining funds could be allocated through a state-run categorical program to counties or cities with especially innovative programs or with particular needs.

Rebates to Recycling Industries

Another way of linking the distribution of revenues to the purposes of the product charge would be to use the funds as a rebate to all industries which use reprocessed or secondary materials in their manufacturing processes. If a major function of the product charge is to reduce the consumption of natural resources and encourage re-use of materials, then this use of revenues would probably best achieve it.

One of the elements of the product charge proposals to date has been to provide rebates for recycling only to those industries which are subject to the charge. In other words, if a **paper mill produced a million tons of paper products, but used one hundred thousand tons** of waste paper from residential/commercial sources, it would have to pay the charge on only nine hundred thousand tons of its output. However, if a copper smelting plant bought steel/tin cans from a recycling or resource recovery facility, there would be no similar financial reward, because the copper industry would not be subject to the charge.

Studies prepared for EPA indicate that most of the revenues from the product charge would be used up in rebates to industry if they were extended to those industries not subject to the charge. This means that little would be left over for counties and cities, if the rebate were set at the same level as the charge. A choice would then have to be made between creating financial incentives for resource conservation and assisting local governments in their waste management efforts.

Conclusion

There are presumably a number of other ways to distribute the funds raised by a solid waste product charge or by a "litter tax" such as in California. No method of allocation is unequivocally the best because there are several trade-offs to consider. For those who wish to be sure that all of the funds would be spent on solid waste programs, it may be necessary to sacrifice administrative simplicity to achieve this. For those who want the highest degree of equity, either the connection with solid waste must be severed (by using some form of general revenue sharing), or a very complicated administrative structure would have to be developed. Still others may wish to sacrifice the goal of returning funds to local governments in order to subsidize resource conservation efforts. Based on these differences it appears unlikely that any consensus will be reached quickly on how the revenues should be allocated. Nevertheless, this is an important issue for NACo to consider if it wishes to have a voice in determining how counties might be included in any revenue distribution policy under a solid waste product charge.

—Cliff Cobb
NACoR

Proposed Affiliate, Aging Panels Set for Conference

WASHINGTON, D.C.—Should NACo establish a new aging program affiliate for county officials concerned with serving the elderly?

This and other questions concerning the elderly will be discussed at a special meeting at NACo's upcoming annual conference in Atlanta.

The meeting is scheduled for Sunday, July 9, from 1 to 5 p.m. in Room 306 of the Georgia World Congress Center.

NACo presently has 16 affiliates, among them the National Association of County Engineers, the National Association of County Health Officials, and the National Association of County Welfare Directors.

These affiliates serve two major purposes:

• To help NACo's steering committees and members arrive at positions on national issues, and

• To serve as a forum where affiliate members can discuss the special problems of their offices.

Last year, at the annual conference held in Detroit, several elected county officials joined aging program administrators to discuss whether a new affiliate was needed to respond to the increasing involvement of counties in social services, nutrition services, transportation, health, and other programs for the elderly.

Those in attendance decided to send a letter to county officials across the nation to determine the interest in creating an affiliate.

"The response," according to Nancy van Vuuren, director of aging services in Allegheny County, "was overwhelmingly positive."

Several subsequent meetings [were] held to write and adopt bylaws [and] form a steering committee for [an] association that may, in the fu[ture,] seek to become a NACo affiliate.

Van Vuuren, who has played [a] major role in developing the asso[cia]tion, was elected temporary ch[air]person. Members include both el[ect]ed county officials and aging [pro]gram administrators.

"In Atlanta," she says, "we [will] consider some resolutions, elect [offi]cers and board members, [and] provide an opportunity for offi[cials] from different counties to share th[eir] concerns and problems."

The upcoming meeting, howe[ver,] is only one of several attract[ions] scheduled for the annual confer[ence] for county officials who are inter[est]ed in serving the elderly.

On Monday, a panel of federal [and] local officials will discuss integra[ted] human services.

On Wednesday there will be:

• A panel presentation [on] "Models of Service Delivery for [the] Elderly,"

• A panel discussion of deinst[itu]tionalization of the aged, the m[en]tally ill, and the mentally retarded.

• A meeting to form a NACo t[ask] force on deinstitutionalization.

• A panel presentation on lo[ng-]term care reimbursement.

Those interested in attending [the] conference should use the regis[tra]tion form included in this issue.

Those who are also interested [in] attending the special meeting ab[out] the affiliate should contact eit[her] Nancy van Vuuren, director, Ad[ult] Services, 1706 Allegheny Buil[ding,] 429 Forbes Ave., Pittsburgh, [Pa.] 15219, or Phil Jones, Aging P[ro]gram, NACo.

Colo. Director Buckler to Retire

COLORADO—Clark Buckler, executive director for Colorado Counties, Inc. for the past six years, has announced his resignation which will take effect about Jan. 1.

His resignation is the result of the loss of eyesight during past years. While his condition has stabilized, previous eye damage constitutes legal blindness.

Buckler joined the Colorado State Association of County Commissioners in January 1972. He had previously served as executive director of the Colorado Public Expenditure Council. Before that, he was a management and budget analyst and an accountant for the city and county of Denver.

Under his leadership, the association name and structure was changed to Colorado Counties, Inc., a non-profit corporation. Bylaws and articles of incorporation were rewritten and the voice of county government began to be clearly heard.

Buckler

Buckler is recognized for his activity at both the state and national levels and for his contributions in such legislation as payments-in-lieu of taxes and revenue sharing.

Job Opportunities

Planning Director, Orange County, N.C. Salary $20,364 to $27,060. Requires thorough knowledge of planning principles and considerable work experience in responsible planning positions. Graduate degree in planning highly desirable. Resumes to: Orange County Manager's Office, 106 East Margaret Lane, Hillsborough, N.C. 27278. Applicants attending the NACo Conference July 8-12 may call for an interview, 919/732-8181.

Executive Director, Colorado Counties, Inc. To interpret, plan and administer county association activities under guidance of board; plan, administer and coordinate state and national lobbying; plan, establish and supervise office procedure; administer budget; hire and supervise staff. Position requires working knowledge of Colorado county government, lobbying practices and procedures, and budgeting practices. Requires master's in public/business administration or related field, and five years professional experience, or equivalent combination. Resumes accepted until July 15. Resume to: Lewis H. Entz, President, CCI Board of Directors, 1016 North Eleven Lane, Hooper, Colo. 81136.

Director of Roads and Drainage, Dekalb County, Ga. Salary $2,083 to $2,792 per month. Responsible for directing overall operations of department for large metropolitan county. Requires bachelor of science degree in civil engineering supplemented by master's degree in structural engineering, construction engineering or public administration, and 10 years experience in civil engineering, including five years of managerial and administrative experience; certification as a registered professional engineer in the state of Georgia. Resume to: Gail Benson, DeKalb County Merit System, 556 North McDonough St., Room 103, Decatur, Ga. 30031 by July 14.

Engineer, Sewer District, Johnson County, Kan. Salary $18,996 to $21,996. To administer technical details of sewage system design, construction, maintenance and operation in suburban Kansas City. Requires a professional engineer with educational and work experience in civil, sanitary, or environmental engineering. Resume including salary history to: Michael P. Connors, Personnel Administrator, Johnson County Courthouse, Olathe, Kan. 66061.

Assistant Engineer, Sewer District, Johnson County, Kan. Salary $16,392 to $18,996. Requires a college degree in engineering plus two years responsible work experience. Resume, including salary history, to: Michael P. Connors, Personnel Administrator, Johnson County Courthouse, Olathe, Kan. 66061.

Program Coordinator, Seminole County, Fla. Salary $11,500 to $15,000. To assist the manpower administrator in carrying out the functions of Manpower Division in administering CETA programs. Full responsibility for the program implementation process, monitoring and administration of the operations section. College degree and two years of responsible professional level of experience in manpower programs or an equivalent combination of training and experience. Resume to: Manpower Administrator, Seminole County Manpower Division, 109 North Park Ave., Sanford, Fla. 32771. Closing date July 10.

Executive Director, Commission on Human Rights, Rockland County, N.Y. Requires bachelor's degree and four years experience involving interpersonal/intergroup relationships in the sociology/psychology field. Sufficient sociology/psychology credits may be substituted for up to two years experience. Resumes to: Rosalie Krebs, County Office Building, New City, N.Y. 10956.

Executive Director, Northern Kentucky Emergency Medical Services Incorporated. Salary $14,000 to $17,000. To work with 39 ambulance services and seven hospitals in eight-county region; develop EMS communication and training system and agency funding sources. Degree in administration or related fields required with previous experience desired. Resume to: John Walker, NKADD, 7505 Sussex Dr., Florence, Ky. 41042.

Emergency Services Director, Mecklenburg County, N.C. Salary $22,932 to $33,696. To direct the countywide Emergency Medical Services System and administer EMS policy established by the county board. Master's degree in public health administration or health care administration or a bachelor's degree in health care related field, with a minimum of two years progressively responsible administrative experience. Resume to: Interviewer Supervisor, Mecklenburg County Personnel Department, 720 East Fourth St., Charlotte, N.C. 28202.

Deputy Budget Director, Prince George's County. Salary $25,189 to $33,758. To supervise 45 systems analysts, programmers; develop and implement a centralized systems development and management analysis capability to service departmental data needs. Requires bachelor's degree with five to seven years system design experience, three years significant supervisory responsibility. Graduate degree in systems related field and state and local government experience highly desirable. Resume to: Central Personnel, County Administration Building, Upper Marlboro, Md. 20870.

County Engineer and Director of Public [Serv]ice Authority, Pulaski County, Va. To supe[rvise] and coordinate all county engineering acti[vities] in addition to acting as executive direc[tor of] county Public Service Authority. Supervis[es] water, sewer and solid waste activities. Res[ponsi]ble administrative experience required. Re[sume] to: Robert McNichols, County Administ[rator,] Pulaski County, 143 Third St., N.W., Pulas[ki, Va.] 24301.

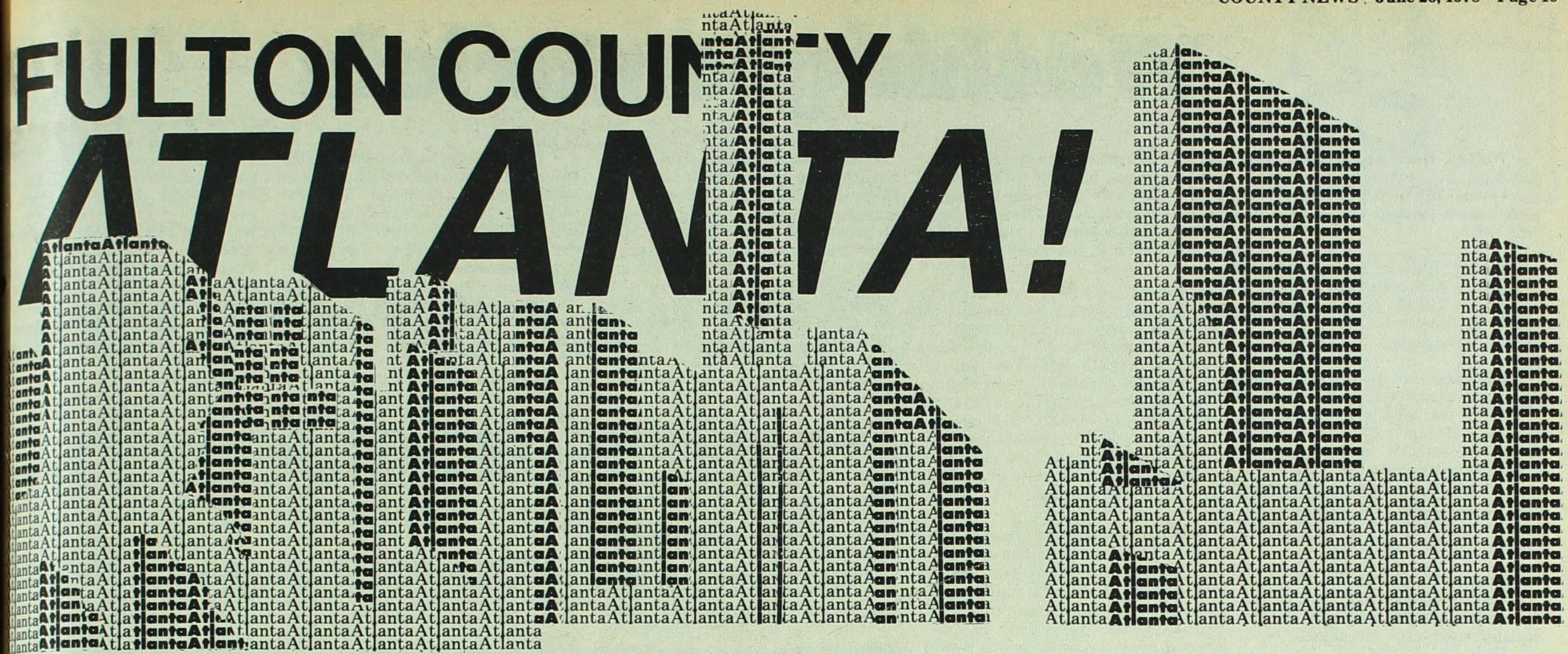
Comprehensive Planning Administrator, [Anne] Arundel County, Md. Salary $20,000 rang[e. To] manage and direct planning staff in en[viron]mental, community services, transportation, land use planning, data base management, analysis and economic research, managing preparation of subcounty master plans, special studies; liaison with governmental [agen]cies and community groups. Master's deg[ree in] planning, or equivalent, and at least five y[ears] responsible experience. Resume to: Planning [and] Zoning Officer, Anne Arundel County, Ar[undel] Center, Annapolis, Md. 21404.

Director, Real Property Tax Services, [Rock]land County, N.Y. Salary $22,000. Must [know] principles and methods of assessment o[f] property for tax purposes. Six years expe[rience] (four with bachelor's degree) in valuation o[f] property including two years full-time pa[id ad]ministrative experience. Appointed by c[ounty] legislature for term ending Sept. 30, Resume to: Rosalie Krebs, County Office [Build]ing, New City, N.Y. 10956.

Budget Officer, Pasco County, Fla. [Salary] $15,000 to $20,000. Coordinates and de[velops] county operating budgets and capital im[prove]ment budget with administrative staff. Pe[rforms] management studies relating to the b[udget,] reviews and analyzes capital requests, pe[rsonnel] requests and funding proposals. Res[ume to:] Pasco County Personnel Division, Post [Office] Drawer 609, Port Richey, Fla. 33568. Clos[ing] July 15.

Personnel Analyst, Berrien County, [Mich.] Salary open. To provide major assistance [in] technical aspects of personnel adminis[tration.] Bachelor's degree with a major (or 30 hours [in in]dustrial engineering, industrial psycholog[y, per]sonnel or a combination of these required [and] years of paid experience in personnel work[;] combinations of work and experience and [educa]tion equalizing six years may be subst[ituted.] Resume and salary requirements to: B[errien] County Courthouse, Personnel Departme[nt,] Port St., St. Joseph, Mich. 49085. Clos[ing] July 28.

FULTON COUNTY ATLANTA!



NACo 43rd Annual Conference
and Educational Exhibits
July 8-12, 1978 at the Georgia World Congress Center

Delegates to NACo's 1978 Annual Conference can preregister for the conference and reserve hotel space by completing this form and **returning it to NACo.** Check if this is your **first NACo Annual Conference.** ☐

CONFERENCE REGISTRATION

Conference registration fees must accompany this form before hotel reservations will be processed. **Enclose check, official county voucher or equivalent. No conference registrations will be made by phone.**

Refunds of the registration fee will be made if cancellation is necessary, provided that **written notice is postmarked no later than June 30, 1978.**

Conference registration fees:

$95 member $125 nonmember $50 spouse $30 youth **(Make check payable to NACo)**

Name ______ County ______

Title ______ Telephone (   ) ______

Address ______

City ______ State ______ Zip ______

Spouse, if registering ______ Age of youths attending ______

For office use only
Check # ______
Check amount: ______
Date received: ______

HOUSING RESERVATION:

Special conference rates were guaranteed to all delegates whose reservations were sent to the NACo office and postmarked by June 24. After that date, available housing will be assigned on a first-come bases.

Hotel	Single	Double/Twin	Suites
1. Atlanta Hilton (NACTFO)	$36-55	$48-67	$120 up
2. Hyatt Regency Atlanta (NACE)	35-49	45-59	110 up
3. Marriott Motor	35-50	45-60	125 up
4. Omni International (SOLD OUT)			
5. Peachtree Center Plaza (NACRC)	36-49	46-59	100 up

Room type

single ______ twin ______
double ______ suite ______

Hotel preference

1st choice ______
2nd choice ______
3rd choice ______

Names ______

Arrival date/time ______ Departure date/time ______

Credit card company and number: ______

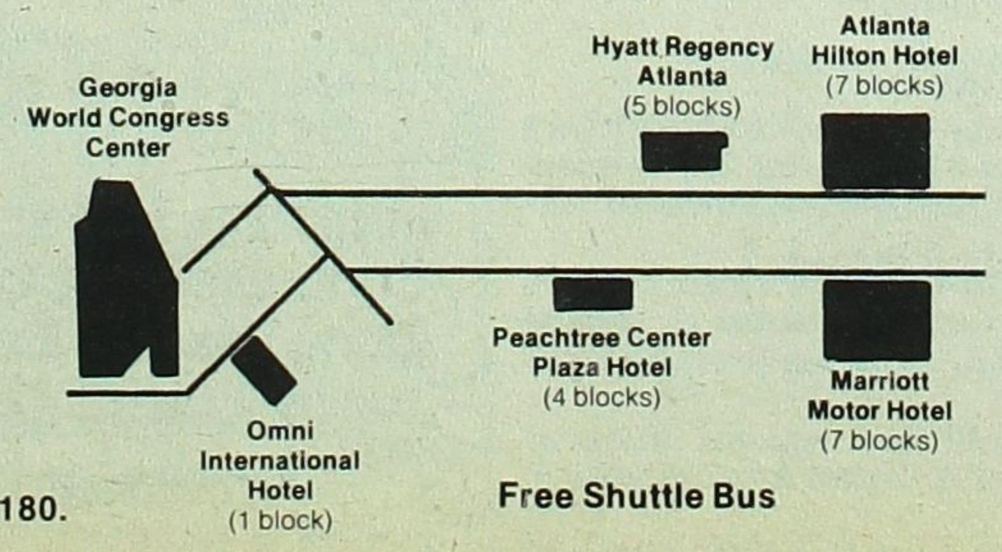
No room deposit required. Rooms may be guaranteed by credit card number.

☐ Check here if you have a housing related disability.

Send preregistration and hotel reservation to:

National Association of Counties
Annual Conference
1735 New York Ave., N.W.
Washington, D.C. 20006

For further housing information, call NACo Conference Registration Center: (703) 471-6180.



Free Shuttle Bus

Tentative Program Schedule

Saturday, July 8
Conference/Credentials Registration
Noon to 4:00 p.m.
Steering Committees
Noon to 3:00 p.m.
Affiliates
Noon to 5:00 p.m.
NACo Board of Directors Meeting
3:00 p.m.

Sunday, July 9
Conference/Credentials Registration
9:00 a.m. to 8:00 p.m.
Exhibits Open
9:00 a.m. to 3:00 p.m.
Affiliates
9:00 a.m. to 5:00 p.m.
Resolutions committee (NACo Board)
10:00 a.m.
Opening General Assembly
6:00 p.m.
Followed by NACo President's Reception

Monday, July 10
Conference/Credentials Registration
8:00 a.m. to 4:30 p.m.
Exhibits Open
9:00 a.m. to 4:30 p.m.
Second General Session
9:00 a.m. to 9:45 a.m.
Workshops
10:00 a.m. to 12:15 p.m.
Exhibit Luncheon
Noon to 1:15 p.m.
Workshops
1:30 p.m. to 4:30 p.m.

Tuesday, July 11
Annual Business Meeting
9 a.m. to Noon
Exhibits Open
10:00 a.m. to 2:00 p.m.
Exhibit Luncheon
Noon to 2:00 p.m.
Annual Business Meeting (reconvened)
2:00 p.m. to 4:00 p.m.
Special All Conference Event

Wednesday, July 12
Workshops
9:00 a.m. to Noon
General Luncheon Session
12:15 to 2:00 p.m.
Workshops
2:15 p.m. to 3:45 p.m.
Closing Banquet
7:00 p.m.

Washington Briefs

• **Welfare Reform.** NACo is continuing its efforts to reach agreement on a compromise bill with House leaders. No results as yet.

• **Fiscal Relief.** House public assistance subcommittee reported out H.R. 12838 providing $400 million in fiscal relief for welfare in fiscal '79. See page 3.

• **Lobbying.** Senate Governmental Affairs Committee markup not scheduled yet. Support gaining for Sen. Jim Sasser's (D-Tenn.) amendment to exclude associations of state and local elected officials such as NACo from registering under the bill. House-passed bill (H.R. 8494) requires elected officials' associations to register.

• **Title XX.** Both House and Senate efforts are underway to increase funding for Title XX of the Social Security Act. See page 2.

• **Older Americans Act.** Senate has not scheduled final action on S. 2850, which would reauthorize the act for two years. The House passed its bill and awaits Senate action so that a conference can be scheduled to work out differences in the two bills.

• **CETA Reenactment.** House and Senate committees reported out bills last month (H.R. 12452; S. 2570). Floor vote in House not expected until late June or July. Final law not likely before late August or September.

• **Hospital Cost Containment.** In the third week of markup, numerous amendments have been added to the substitute version of H.R. 6575, the Voluntary Hospital Cost Control Program of 1978. The House Commerce Committee adopted an amendment which prevents "dumping" of elderly and indigent patients on county hospitals. Rep. Andrew Maguire (D-N.J.) proposed the amendment and Rep. Paul Rogers (D-Fla.) added his support. Another amendment which passed provides exemption for rural hospitals with yearly admissions of less than 4,000.

• **National Energy Act.** The conferees continue to work on a long list of technical amendments to the natural gas compromise. As the staff drafts the report on the gas compromise, the conferees will finalize action on the three sections of the act already agreed to. The tax conferees, who have not met since Thanksgiving, have made no arrangements to resume negotiations. There has been increased concern that the tax portion of the bill is politically dead.

• **Countercyclical Assistance.** House and Senate subcommittee currently considering legislation to extend countercyclical supplementary fiscal assistance for two years at $1.04 billion annually. Administration-supported bill (H.R. 12293, S. 2975) would make significant changes in eligibility and formula for distribution of funds and eliminate national trigger and state eligibility. No date set for markup.

• **Differential Investment Tax Credit.** Administration has sent proposal to House Ways and Means Committee to provide additional 5 percent in investment tax credit for private sector investment in "distressed areas." Credit, which would be in addition to existing 10 percent credit, would be available up to $200 million annually for fiscal '79 and '80. No date set for committee action.

• **Small Issue Industrial Development Bonds.** Program would permit increased size of small issue industrial development bonds in "distressed area" from current $5 million up to $20 million. Only those issues used for acquisition or construction upon land or depreciable property in "distressed areas" would be tax exempt. No date set for hearings in House Ways and Means Committee.

• **Rural Housing.** House and Senate have approved increases in rural housing programs, as well as major new subsidized homeownership program for low-income rural families. Programs are part of broader housing authorization bill which should be voted on by both houses this month.

• **Employment Tax Credit.** Administration proposal would provide tax credits to private sector employers to hire low income young people (ages 18-24) and handicapped individuals. Credit will be one-third of employer's Federal Unemployment Tax Act wages up to $2,000 for initial year of employment and one-fourth of those wages up to $1,500 for second year. No date set for House Ways and Means Committee hearings.

• **Rural Development.** House and Senate have both passed the Agricultural Credit Act of 1978, providing increases in water and waste disposal grants for rural counties. H.R. 11504 increases the authorized grant level from $300 million to $400 million; S. 1246 increases the level to $1 billion. Both bills raise the ceiling on amount of grant from existing 50 percent level to 75 percent of project cost. The bills now go to House-Senate conferees to work out differences.

• **Rural Appropriations.** Senate Appropriations subcommittee on agriculture is scheduled to act this month on FmHA/rural development funding for fiscal '79 and supplementary assistance for current year. House subcommittee recommended highest funding level to date for key rural programs. Agriculture Secretary Bob Bergland appeared before Senate subcommittee and urged funding only up to President's requested level.

• **Rural Development Policy Act.** House Agriculture Committee has referred H.R. 10885, Rural Development Policy Act of 1978, back to subcommittee on family farms, rural development and special studies for a number of changes. Subcommittee is expected to amend the legislation and report it back to full committee this summer.

• **LEAA Appropriations.** The House has approved a $641.5 million appropriation for fiscal '79. The Senate subcommittee on appropriations has reported a bill calling for $661.5 million. The Senate Appropriations Committee is expected to act after the July 4 recess. Sen. Edward Kennedy (D-Mass.) will introduce an LEAA reauthorization bill, for fiscal '80, within a few weeks.

• **Taxable Bond Option.** Administration-proposed taxable bond option (TBO) currently before House Ways and Means Committee with other items in tax reform package. Congressional and administration officials meeting to reach compromise in series of proposals. TBO appears unlikely.

• **Intergovernmental Personnel Act Appropriations.** The House passed H.R. 12930, the Treasury, postal service and government appropriations bill, on June 7 by a vote of 297-98. The bill included $20 million for fiscal '79 IPA programs operated by counties, cities and states. This level represents the amount adopted by the full committee and the President. NACo supported $30 million level. The Senate subcommittee concurred with the House bill. Counties should contact members of the Senate Appropriations Committee.

• **Labor Law Reform.** Se[...] scheduled to continue debate on H[...] 8410, which passed the House [...] year. Five unsuccessful atte[...] were made by proponents to get [...] votes (60) required to invoke clo[...] the opponents of the bill are expe[...] to continue the filibuster by offer[...] amendments during floor c[...]sideration. The bill applies to [...] private sector and is aimed [...] streamlining union certificati[...] hearings before the National La[...] Relations Board and would set [...] penalties for employers who vio[...] the rights of employees.

• **Civil Service Reform** Act [...] **1978.** NACo continues to press [...] amendments to the research a[...] demonstration portions of S. 2[...] and H.R. 11280. NACo is urging su[...]port for expansion of the Interg[...]ernmental Personnel Act (IPA) to [...]clude authorization of general m[...]agement improvements and a chan[...] in the federal match requirement [...] 66 percent of project cost. The Se[...]ate Governmental Affairs Comm[...]tee began markup of a new comm[...]tee print developed by staff. T[...] House Post Office and Civil Serv[...] Committee has a markup this we[...] Additional changes are expected [...] H.R. 11280. The bill is expected [...] pass this year after some controv[...]sial provisions are resolved.

STATUS REPORT:

Administration's Urban Policy Initiatives

Initiatives Sent to Capitol Hill	Implementing Agency	Status
• $1 billion Supplemental Fiscal Assistance Program (2 years); H.R. 12293, S. 2975	Treasury	Hearings in House May 4, 5[...] Senate May 3.
• $200 million Intermodal Transportation Program; H.R. 11733, S. 2441	DOT	Approved by Senate, House committees.
• $150 million increase in Section 312 Rehabilitation Loan Program; H.R. 12433, S. 3084	HUD	Approved by House committee May 4; approved by Senate committee May 5[...]
• $50 million increase for Community Health Center Program; H.R. 12460, S. 2474	HEW	Approved by House committee May 3; approved by Senate committee May 4[...]
• $40 million Urban Volunteer Corps Program; H.R. 11922, S. 2617	ACTION	Approved by House, Senate committees week of May 5[...]
• $150 million Urban Parks and Recreation Program; H.R. 12536, not yet introduced in Senate	Interior	Approved by House committee May 10; Senate hearings June 26, 27
• $150 million increase in Title XX Social Service Program; H.R. 12817, S. 3148	HEW	House subcommittee approves modified version
• $20 million "Livable Cities" Arts Program; H.R. 12859, not yet introduced in Senate	HUD with National Endowment for Arts	
• $15 million Neighborhood Self-Help Program; H.R. 12858, not yet introduced in Senate	HUD	
• $10 million Community Crime Control Program	LEAA/ACTION	Needs appropriation.
• Differential Investment Tax Credit for Business will be considered as part of tax reform	Treasury	
• $1.5 billion Employment Tax Credit for Business will be considered as part of tax reform	Treasury	
• $200 million State Incentive Grant Program (2 years); H.R. 12893, not yet introduced in Senate	HUD	Senate hearings June 27, 2[...]
• $3 billion Labor Intensive Public Works Program (3 years); not yet introduced in House or Senate	Economic Development Administration	Senate hearings June 15, July 12, 13; House hearings June 27, 28, 29.

Initiatives Undergoing OMB Clearance

• National Development Bank (Includes $275 million for Urban Development Action Grants and $275 million for EDA's Title IX)	Interagency (HUD, Commerce, Treasury)	

Initiatives Not Requiring Congressional Action (done through Executive Order)

• Location of Federal Facilities in Central Cities	GSA	Order being drafted.
• Targeting of Federal Procurement in Labor Surplus Areas	GSA	Order being drafted.
• Community Impact Analysis for New Legislation	OMB	Order being drafted.

Matter and Measure

The National Asphalt Pavement Association (NAPA) will hold its 22nd annual mid-year meeting Aug. 11-13 in Seattle, Wash. Federal Highway Administrator Karl S. Bowers is among the scheduled speakers. For more information contact John Gray, President, NAPA, Suite 620, Calvert Building, 6611 Kenilworth Ave., Riverdale, Md. 20840, 303/779-4880.

HIGHWAY COSTS DROP

Highway construction costs during the first quarter of 1978 dropped 5.8 percent below the previous quarter, according to the U.S. Department of Transportation. This represents costs at 219.5 percent of the 1967 average.

The decrease, the first quarterly decrease in a year and a half, follows a 7.9 percent rise for the previous quarter and is the largest quarterly decrease in nine years. The composite price index for the first quarter is 8.6 percent above the composite index of a year ago. During the previous quarter, the annual increase in the composite index has been 16.3 percent.

For more information on the index, contact Dick Reilly, U.S. DOT, Office of Public Affairs, Washington, D.C. 20590, 202 /426-0660.

AIRPORT ALLOCATIONS

The Federal Aviation Administration has approved a recent Airport Development Aid Program (ADAP) allocation of $183,757 for 253 development projects, for the second quarter of fiscal '78, under the amended Airport and Airway Development Act of 1970.

The allocations are for airport improvements in 47 states, Virgin Islands, Guam and the Pacific Trust Territories. There were 97 projects at general aviation airports for approximately $28.5 million, including projects at 15 reliever airports for $6.7 million.

For information on specific airport projects, call FAA regional offices or write: Office of Public Affairs, APA-300, Federal Aviation Administration, Washington, D.C. 20591.

For information on this report contact Gerald Lavey, U.S. DOT, Office of Public Affairs, Washington, D.C. 20590, 202/426-8521.