

This Week

- Rep. Howard to offer an amendment to boost funds for highways and public transportation, page 3.
- County modernization supplement, page 5-8.

Vol. 11, No. 27

COUNTY NEWS

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

July 9, 1979

NACo
Washington, D.C.



COUNTY OFFICIALS TESTIFY ON HILL—Essex County (N.J.) Executive Peter Shapiro and Lois Parke, councilman, New Castle County, Del., asked Congress to establish a permanent highly targeted countercyclical program to aid hard-pressed communities continue service delivery during economic downturns.

PERMANENT COUNTERCYCLICAL

"Insurance" Measure Urged

Two county officials urged Congress to enact an antirecession funding measure "as an insurance policy against future increases in unemployment."

Lois M. Parke, councilman, New Castle County, Del., told the House subcommittee on intergovernmental relations and human resources that authorization of new countercyclical fiscal assistance was imperative to help hard-pressed communities respond to the effects of an economic recession.

Calling general revenue sharing NACo's "number one priority" and a highly targeted countercyclical antirecession program "a logical

complement," Parke proposed to the subcommittee legislation that would:

- Create a permanent general revenue sharing program as an entitlement at the \$6.85 billion level, with an inflation factor that would automatically increase the entitlement level annually, beginning in fiscal '82.

- Create a permanent countercyclical program with a high local trigger to swiftly bring federal funds to the nation's most distressed communities.

"The Commerce Department's bureau of economic analysis has projected that the deficit for all local

governments will exceed \$6 billion by 1980," Parke, the chairman of NACo's Taxation and Finance Steering Committee, told subcommittee members.

"This debt is increasing, and, I might add, it is frightening," she said.

SHAPIRO, WHO HEADS New Jersey's largest urban county government, said: "For those local governments that fall victim to the downward spiral of recession—a spiral that local government has virtually no power to control or influence—countercyclical funding can mean the uninterrupted delivery of

See IMPACT, page 2

SESSIONS JUGGLED

Carter Firms Speech Time

Highlight of NACo's 44th Annual Conference will be an address by President Jimmy Carter at the second general session on Monday, July 16 at 10:30 a.m. In view of his scheduled appearance, all workshop sessions previously scheduled for 10 a.m. will begin at 8:30 a.m. The Nominating Committee hearings have also been rescheduled for 8 to 10 a.m. and will continue at 1:30 p.m. if necessary.

Other speakers at the gathering in Jackson County, Kansas City, Mo. will include Missouri's Sen. Thomas P. Eagleton, who will address the opening general session on Sunday evening, and Omi Wald, assistant secretary for conservation and solar applications, Department of Energy, who will give a timely address at the Wednesday luncheon.

Delegates will be able to choose from over 100 meetings and workshops where Administration and congressional representatives will offer insights on issues of importance to county government.

Among those expected are Sen. David Durenberger (R-Minn.), Barbara Pomeroy, executive director of the National Commission on the International Year of the Child, and Lynda Johnson Robb, new chair of the President's Advisory Committee on Women.

On Monday evening, Sen. Durenberger will accept a "Friend of Recreation" award from the National Association of County Park and Recreation Officials. These awards

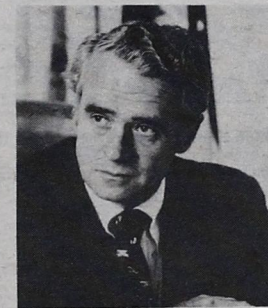
go to lay persons who have been influential at some level of government in promoting recreational opportunities.

One theme running through the conference is the International Year of the Child (IYC). Pomeroy will speak at the Wednesday morning workshop on County Government and the IYC. This session will pull together the issues identified in other sessions on specific county services dealing with children and youth.

Robb will join the Women Officials in NACo at their Monday morning breakfast. She will bring them up to date on the activities of the committee and will be asking for suggestions on its future role.



President Carter



Sen. Eagleton



Wald



Robb



Sen. Durenberger

Child Welfare Bill Threatened

The Social Service and Child Welfare Amendments of 1979, H.R. 3434, was voted out of the full House Appropriations Committee last week with language that indicates the intent of members to seek a floor amendment striking the entitlement provision for Title IV-B child welfare services. Rep. Robert Michel (R-Ill.) sought to block the entitlement as a violation of the congressional intent to withhold future spending commitments.

Title IV-B of the Social Security Act authorizes \$266 million for child welfare and foster care services. Although the authorization has existed at that level for many years, only \$56.5 million has been appropriated. Most of these funds have been used by the states for research and demonstration programs, and for foster care maintenance payments for non-federally eligible children in need of protection.

The bill also would increase the

Title XX social services authorization to \$3.1 billion, authorize federal matching for voluntary foster care and adoption subsidies, and provide \$84 million additional for child welfare services.

H.R. 3434, like its ill-fated 95th Congress counterpart, H.R. 7200, requires a major restructuring of the nation's foster care system—reforms, in NACo's opinion, that are much needed and long overdue.

In order to qualify for the new funding under H.R. 3434, states would have to establish a system of protections aimed at keeping children in their own homes or adoptive homes. Funds would be provided for services, such as family homemakers, impartial third-party review of foster care case plans, adoption subsidies, and others. Inflation has also taken its toll on the child welfare system, as federal funding has not been increased for five years. H.R. 3434 would in-

crease the funds available by \$84 million in fiscal '80, and thereafter increase funds up to \$266 million when the Secretary certifies states are meeting the new federal requirements.

The Appropriations Committee action cleared H.R. 3434 for Rules Committee, where a closed rule is being sought to prevent amendments on the floor which would gut the capacity of the bill to provide foster care reforms. Both the new requirement and the funding levels passed the House last year by a huge margin, although H.R. 7200 never received Senate floor action in the 95th Congress.

NACo opposes imposition of new federal requirements on states and counties without corresponding funding. County officials should contact their congressmen to support retaining the entitlement for Title IV-B child welfare services, and to pass the bill immediately so the Senate can act before Sept. 30 when the Title XX ceiling reverts to \$2.5 billion.

ULLMAN WAS KEY

Timber Payments Can Be Advanced

The U.S. Forest Service has approved a procedure for accelerating payments to states and counties for their share of federal timber revenues for the national forests.

Under the new procedure an interim payment, amounting to 75 percent of the funds, is to be made to states by Oct. 1 of each year, three months early, according to Max Peterson, new Forest Service chief. This payment will be based on estimated receipts published at the beginning of the year as adjusted during June.

Rep. Al Ullman (D-Ore.), chairman of the House Ways and Means Committee, was key to the adoption of this new accelerated payment procedure, a long-time goal of the Oregon Association of Counties. Oregon counties receive approximately 40 percent of the total federal timber payments.

During the past year Ullman chaired a series of meetings among Oregon county officials, NACO, the U.S. Forest Service, and various congressional committee staff to work out the payment procedures within existing laws.

The procedure will apply in all 43

Peterson Heads Forest Service

R. Max Peterson, deputy chief of the Forest Service in the U.S. Department of Agriculture for the last five years, has been designated the eleventh chief in the 74-year history of the agency. The announcement was made by Secretary of Agriculture Bob Bergland.

Peterson will succeed John R. McGuire, who retired June 30 after a 39-year career with the agency. McGuire had been chief since 1972.

The new chief began his career with the department's Forest Service 30 years ago after graduation from the University of Missouri with a degree in civil engineering and a master's degree in public administration from Harvard University.

He had held posts with the Forest Service in Montana, California and Georgia before he was named deputy chief for programs and legislation in 1974 where he was responsible for budget legislation and policy planning, including the 1976 Resources Planning and Development Act.

states and Puerto Rico where an estimated \$253 million will be paid in total (see chart below).

THIS AMOUNT represents 25 percent of the total revenues collected by the Forest Service from timber sales, grazing, recreation, and other charges which must be distributed to the states where the 188 million acres of National Forest system lands are located. The funds must be passed through by the states to be used for local schools or county roads.

Because of fluctuations which usually occur during the last four months of the fiscal year only 75 percent of the amounts estimated to be earned would be paid by Oct. 1. The balance due to the states will be made during the first week in December.

The distribution of receipts is a complicated formula melding accounting data and land statistics. By providing 75 percent of the funds estimated to be due, however, the Forest Service is furnishing the working capital which either can be distributed to the counties based on the estimates or can be held in an interest-bearing account by the state and distributed to counties when the final calculations are completed in early December.

Jerry Orrick, executive director of the Oregon Association of Counties, hailed the announced payment procedure as a "breakthrough in red tape" that will improve the cash flow and budgeting needs of counties affected by national forest activities. "Counties will also receive credit for three months additional interest on these funds," Orrick said, "which will mean an additional \$1.7 million in Oregon."

In Oregon the counties have worked out a system whereby when the state treasurer receives the federal payments, the funds are credited to each appropriate county. Other states may wish to explore this system since the new payment procedure would allow the states to hold on to these funds for up to 90 days before passing them through to schools and counties.

For more information, contact Jerry Orrick, Executive Director, Association of Oregon Counties, P.O. Box 12729, Salem, Ore. or call Linda Bennett, NACO's public lands specialist at 202/785-9577.



A Week in Washington

California officials met last week with congressional and federal agency representatives during their "Week in Washington" public lands training program. In photo above, from left, Rep. Norm Shumway (D-Calif.) talks with Mono County supervisor Joe Green, Linda Bennett, NACO public lands specialist, and Mono County supervisor Bob Stanford. At left, R. Max Peterson, new chief of the Forest Service, is congratulated by Barbara Crowley, supervisor, Tehama County, and NACO's chairman for national park programs. "Max Peterson's appointment is welcomed by counties," she said. "His understanding of local government has helped maintain good relations between counties and the forest service. Participants also discussed wilderness proposals, national park programs and payments-in-lieu of taxes."



ANTIRECESSION CUTOFF

Impact on Essex County Told

Continued from page 1

public services at the time they are needed most, instead of the undoing of basic social services and preservation of order."

Shapiro said that the impact of economic recession on local governments serving poorer constituencies is to erode the local tax base while at the same time increasing the

demand for costly social services.

Shapiro recounted Essex County's own experiences that resulted from the loss of \$6.3 million this year after the end of the federal countercyclical program. He said that approximately 100 employees were immediately laid off, a hiring freeze was imposed reducing the payroll through attrition by another 500 workers, programs and services were curtailed and taxes were increased.

"Instead of fulfilling our citizens' mandate to move swiftly on the issues of vital concern to Essex County's future and urgent national priority—issues such as urban revitalization, economic development, crime prevention, senior citizen services, health care, and more efficient general services—we have been forced to impose harsh stringencies on every level and every unit of the Essex County government," Shapiro said.

Shapiro said that renewal of countercyclical aid would be applied by Essex County to offset many of the reductions that were required this year.

Stating that he had no desire to see Essex County become "a ward of the federal government," Shapiro said that his administration had placed the highest priority on the economic recovery and development of the county, but the impact of the program would be felt only over time.

"While Essex County is trying to increase its tax base, reduce social service demands and expand job opportunities through an aggressive

economic development program, we must be able to continue to provide the basic services, without which the policy or program can hope to succeed," Shapiro said.

PARKE TOLD the subcommittee that NACO has endorsed national spending policies that would achieve a reduced federal deficit.

However, she reminded members that some key federal programs helping local governments have been reduced or ended. The local public works program was not authorized, she said. CETA was cut sharply, welfare reform hasn't yet materialized, and "inflation continues to take its toll on the financial condition of counties."

Urban and rural counties bear the primary responsibility for providing health and welfare services, she pointed out, and it is these very services which are most directly affected by unemployment and inflation.

Parke listed three major reasons why Congress should pass a countercyclical bill.

She said a highly targeted program aiding only the most distressed communities is a necessary approach to addressing need while at the same time limiting federal expenditure.

Through a standby mechanism such a program would also be insurance for local and state governments and their steady budget processes.

And finally, through the use of trigger—such as unemployment—could be provided immediately when the economy needed it.

Estimated 1980 Forest System Payments to States

National Forests		National Grasslands and Land Use Areas	
Alabama	744,400	New Hampshire	251,447
Alaska	3,407,500	New Mexico	2,605,909
Arizona	5,632,591	New York	23,750
Arkansas	3,391,847	North Carolina	3,950
California	51,979,533	North Dakota	326,367
Colorado	1,822,699	Ohio	44,175
Florida	1,167,550	Oklahoma	497,253
Georgia	825,900	Oregon	104,822,684
Idaho	13,237,886	Pennsylvania	474,200
Illinois	31,525	Puerto Rico	5,250
Indiana	55,550	South Carolina	2,400,750
Kansas		South Dakota	746,978
Kentucky	125,374	Tennessee	221,208
Louisiana	2,221,600	Texas	1,835,950
Maine	17,403	Utah	914,051
Maryland		Vermont	55,100
Michigan	600,375	Virginia	175,150
Minnesota	618,988	Washington	33,391,086
Mississippi	5,140,850	West Virginia	128,176
Missouri	1,907,425	Wisconsin	349,450
Montana	8,018,441	Wyoming	1,183,685
Nebraska	51,750		
Nevada	264,329		
		Total	\$251,692,385
			\$1,284,324

Howard to Push DOT Fund Boost

Rep. James Howard (D-N.J.) will offer an amendment in late July to H.R. 4440, the fiscal '80 transportation appropriations bill to increase funds for highways and public transportation programs.

The amendment totals \$152 million for fiscal '80, with \$76 million going for what is known as the safer off-system roads (SOS) program, and \$72 million for public transportation programs, specifically buses and operating assistance.

NACo is urging county officials to actively support the Howard amendment because the SOS program, from which many counties receive funding for road projects, has been cut to zero in the President's budget request.

The majority of the safer off-system roads program funding goes to highway projects in nonurban areas, places with populations under 50,000. As of this time, the demand for these funds has exhausted the amount appropriated in fiscal '79, and many counties have prepared plans for safer off-system road projects in anticipation of adequate '80 appropriations.

The Howard amendment would add \$40 million for the program, thereby raising fiscal '80 safer off-system funding in the House to \$75 million. At a minimum this action will ensure that already planned projects will be completed and this very popular program can be continued.

ON THE PUBLIC transportation side, the Howard amendment would



Howard

increase fiscal '80 funding for the already severely strained public transportation programs. Specifically, \$76 million of the Howard amendment would go to the Urban Mass Transportation Administration. The majority of this amount would be earmarked for the purchase of badly needed buses and for commuter rail service assistance.

County support for this timely amendment is requested in light of the recent energy shortages and the ensuing demand on our nation's transit systems. Equally important, the Howard amendment would provide adequate and continued funding for one of the few federally supported rural highway safety programs.

Welfare Bill Moving Ahead

Reps. Al Ullman, chairman of the House Ways and Means Committee, and James Corman, chairman of the subcommittee on public assistance and unemployment compensation, are following through on a commitment to take up new welfare reform legislation in time to get it to the Senate this year.

Subcommittee hearings were concluded June 27, and the bill is to be marked up July 16-17, sandwiched between the July 4-9 district work

period and the month-long August recess.

Scheduling in full Ways and Means Committee remains uncertain, as does Senate scheduling. If the bill does get to the Senate this year, it faces stiff competition from other issues like the SALT treaties, expected to consume months of debate.

NACo officials interested in the welfare bill will receive a full briefing at the annual conference in Kansas City. See chart, page 12 for comparison of the bills to be marked up.



Subdivision development in Lake County, Ind. is seen overtaking prime farmland.

NACo RESEARCH PROJECT

Sounding an Agland Alert

The National Association of Counties research foundation has begun a major new effort aimed at conserving productive agricultural land in the United States.

Supported by a grant from the Rockefeller Brothers Fund, the NACo Agricultural Lands Project will try to serve a distinctive and useful role in the overall effort to prevent the further disappearance of American farmland.

According to Edward Thompson Jr., project director, who brings to NACo his experience as an attorney specializing in growth management and conservation, the project will focus its attention on three objectives that NACo, through its research foundation, is particularly well-suited to address.

"Our first basic objective is to help educate the public about the problem and implications of farmland conversion, and to build a community of interests around the issue. An awareness of the situation is vital to the growth of broad popular support for agricultural land conservation. The entire effort will stand or fall on whether we can convince people that the problem is serious.

"Second, we will try to promote an exchange of ideas and information among county officials, many of whom have been out front on the aglands issue, and thereby encourage more innovative approaches to farmland conservation at the local level where the primary initiative must come.

"Finally, we will serve as a watchdog of the federal establishment. When federal agency policies or actions are inconsistent with farmland conservation, as they often seem to be, we want to alert NACo members, affiliates and other public interest groups so that an appropriate response will follow. If agricultural land is going to be protected, the federal government must become the partner of the states and counties."

SCOPE OF PROJECT

Each year about 3 million acres of the best American farmland are being permanently converted to nonagricultural uses. Subdivisions, highways, reservoirs, industrial and energy development, and other facilities are all taking their toll on the capacity of American farmers to feed a growing domestic and global population.

Conversion of prime agricultural land intensifies the pressure to cultivate more marginal lands, for example, those which are poorly drained or steeply sloped, at significant risk to environmental quality. Family farms and local agricultural markets, institutions that are more closely woven into the fabric of urban centers than most people appreciate, vanish along with farmland. Ultimately, the diminishing American cropland reserve may have a dramatic effect on the United States' balance of payments, for agricultural exports—20 percent of the nation's total exports—help offset the dollars spent on imported petroleum.

PROJECT SPECIFICS

The Agricultural Lands Project will spread the word about farmland conservation through a monthly newsletter, regular features in *County News*, publication of a citizens' guide, and the sponsorship of several national forums that will bring together public officials, citizens and noted experts on the aglands issue. A reference library and a speakers bureau will be established to assist county officials and others who wish to become more familiar with the subject.

The project will also conduct research into various critical aspects of agricultural lands policy, for example, the impacts of federal programs on farmland conservation. County officials who desire help in developing local farmland conservation programs may call upon the project to lend advice and assistance. In Washington, the project will carefully keep

track of federal programs that work at cross purposes with local initiatives to conserve prime agricultural lands.

"We have tried to put together a well-balanced agenda," said Thompson. "But I want to emphasize that, as the project matures, my mind, mailbox and telephone line will all be open to suggestions from county officials and others who have different perspectives on the aglands issue."

In fact, one measure of the success of the project will be how well I can communicate with county officials and respond to their needs. After all, they are the ones who will take both the responsibility and credit for achieving effective, fair agricultural land conservation."

NACo enthusiastically welcomes the participation of its members and affiliates in the Agricultural Lands Project. For more information, contact Ed Thompson.

REGULATIONS CLARIFIED

Third GRS Payment Received

The Office of Revenue Sharing has made the third of four general revenue sharing payments for Entitlement Period 10 to over 37,000 eligible state and local governments. A letter to the chief executives of these governments from Bernadine Denning, ORS director, clarified several program regulations.

AUDIT REQUIREMENTS

Beginning Jan. 1 1977, every recipient government which receives \$25,000 or more of revenue sharing funds during each of its fiscal years after Jan. 1, 1977 is required to have an independent audit of all of its financial statements made at least once every three years. There should also be a compliance audit of revenue sharing and antirecession fiscal assistance funds. These audit requirements do not apply to governments which received less than \$25,000 for more of its fiscal years after Jan. 1, 1977, although they may still be required by state or local law to have an audit.

Audit reports for fiscal years ending in calendar year 1977, 1978 or 1979 should be submitted to the

Manager of the Audit Division of the ORS as soon as possible and no later than March 1, 1980.

HEARING NOTICE

The final revenue sharing regulations require a 10-day notice of the revenue sharing budget hearing and public availability of the budget. In cases where this minimum notice conflicts with a state or local law permitting a lesser number of days, those governments may organize their notice, availability and hearing dates to conform to the prevailing state or local law without written permission from ORS.

Some recipient governments may not be able to comply with the newspaper publication requirement of four public notices because it is "impractical" (not useful), "infeasible" (not possible), or the cost of doing so exceeds 15 percent of the amount of revenue sharing funds in the government's proposed budget. Governments for which one of these situations applies should write to the Intergovernmental Relations Division of the ORS, describing their problems and the alternative methods of publication.

EEO COUNSELING

Six months ago, ORS began confidential counseling services, using an equal opportunity specialist to assist local governments in voluntarily achieving equal opportunity in employment and services. Governments may learn more about this service by calling 202/634-5337 or 202/634-5200, or by writing to the Intergovernmental Relations Division of the ORS.

The Statement of Assurances for Entitlement Period 11 will be mailed by the ORS to every recipient government in mid-August. In order to receive funds for this entitlement period, the chief executives of eligible government must sign the assurance forms and return them to ORS by Sept. 30. The package also provides each recipient government with a report on the status of its revenue sharing funds, including its entitlement amount for Entitlement Period 11. This report will indicate any adjustments made in a government's revenue sharing funds, as well as the nature of these adjustments.

For more information, call Martharose Laffey at NACo.

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Improving Unemployment Statistics

Should participants in federal employment and training programs be counted as "employed" by labor statisticians? Is it possible to measure economic hardship? How can unemployment statistics accurately reflect the labor market picture if "discouraged workers" are considered not in the labor force?

These questions were debated by experts at the North American

Conference on Labor Statistics, held in Boston, Mass., June 18-21. A panel, composed of two academicians, an economist, a statistician and a manpower administrator evaluated the proposed recommendations soon to be published by the National Commission on Employment and Unemployment Statistics. These recommendations, after review by the U.S. Secretary of Labor,

will then be submitted to Congress and the President.

Established by P.L. 94-444, the national commission was authorized to look at the concepts, methodology and procedures for collecting labor market statistics. Over the past two years, the commission has held public hearing where a variety of interested parties,

including NACo, have presented testimony on ways to achieve more accurate and reliable employment and unemployment statistics.

The importance of labor market information is highlighted by the fact that over \$17 billion in federal aid is allocated annually based on these statistics.

The panel of experts commented on the commission's report in the following areas:

- Development of a hardship index
- Concept of discouraged worker
- Job vacancy information
- State and local data

At this time, the commission does not recommend the development of a specific hardship measurement (designed to assess one's economic well-being even if employed) because there is no moral urgency for such an instrument in comparison to other issues. However, the commission does suggest that an annual report be developed which looks at various associations between hardship versus low wages, employment, and labor market participation.

Harold Watts, a professor at Columbia University, told the panel and audience that, in the development of a hardship index, attention must be given to 1) poverty thresholds gauged to regional variations, 2) the value of in-kind benefits, i.e., food stamps, Medicaid, and 3) family expenditures versus family income.

"Discouraged workers" should continue to be classified as not in the labor force, according to a 5-4 vote by commission members. However, the commission has recommended revising the discouraged worker definition to include the following criteria: 1) recency of prior labor market experience, 2) current availability for work, 3) expressed desire for work, 4) discouragement for reasons related to labor market conditions.

An economist for the AFL-CIO, Mark Roberts, told the participants that the labor union disagrees with

the commission's recommendations and instead has endorsed the inclusion of discouraged workers in the "unemployed" category because this population, consisting of young women, elderly and minorities, represents the "hidden unemployed."

In terms of the demand side of the labor market, the commission has recommended not to reactivate the job vacancy statistics program primarily because of the data's limited value and high costs. Serious opposition to this recommendation was voiced by Charles Holt, director of business research at the University of Texas. He argued that the demand side of the labor market has been neglected for too long and employer behavior information is essential to solving the twin problems of inflation and unemployment.

STATE/LOCAL DATA

State and local data, according to the commission's recommendations, can be improved by performing the following steps:

- Expand the Consumer Price Survey sample to provide annual benchmark estimates for all states, the District of Columbia, metropolitan areas and central cities with a population of 1 million or more.
- Improve the handbook procedures by using more recent and accurate statistics.
- Use the decennial and quinquennial census.

Marion Pines, director of the Mayor's Office of Manpower Resources, Baltimore, Md., disagreed with the commission's piecemeal approach. She notes that since the accuracy of this data is essential to the equitable distribution of billions of dollars, a substantial federal financial investment is imperative.

In his rebuttal, Sar Levitan, commission chairman, reminded the participants that many of the numbers currently being tabulated are not used and that present and future resources are limited.

Matter and Measure

BIKE SAFETY PROGRAM AWARDED

The Baltimore County Department of Traffic Engineering has received NACo's Excellence in Government Award for its Bicycle Safety Program. More than 10,000 Baltimore County students have completed the one-day bicycle safety course.

Real traffic situations, such as stop, yield, and turn signs and debris, storm grates, and pedestrian crossing compose the bike course. The course also covers Maryland bicycle laws, defensive driving, and bicycle maintenance.

The riding part of the course is often set up on a school parking lot or playground. Before the student journeys through the course, a bike maintenance check is performed on his or her bike. A Traffic Engineering Department representative reviews the rider's performance step-by-step to point out any safety violations which occurred. The entire program is considered part of the school's physical education curriculum.

The bike riding course was first offered through Baltimore County's Department of Recreation and Parks and was met with such enthusiastic response that it was introduced into the school system during the spring of 1978.

Some of the Maryland bicycle laws covered by the course and outlined in the handbook may be unknown to even older or seasoned riders. For example, bicycles ridden on Maryland roads (it is illegal to ride on sidewalks) must have brakes capable of making the bike skid, an audible device usually a bell that can be heard for 100 feet, a white light at night (not just a reflector) visible for 500 feet on the front and a red light or reflector on the rear.

NEW ROAD ADVISOR

Richard C. Lanigan, superintendent of highways, Delaware County (N.Y.), Highway Department, has been

appointed Federal Highway Administration (FHWA) county road advisor for Region I. Lanigan is secretary of the New York State County Highway Superintendents Association, and has served in his Delaware County position since 1966. He is a civil engineer graduate of Cornell University, Ithaca, and is a registered professional engineer in the state of New York.

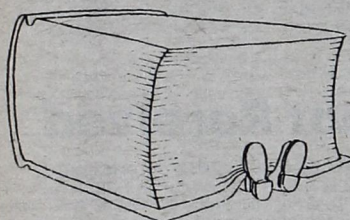
NACE members in FHWA Region I will want to get to know your new road advisor. His address is: Delaware County Highway Department, P.O. Box 311, Delhi, New York, 13753, 607/746-2128.

RIDESHARING WORKSHOP

The Transportation Center of the University of Tennessee, Knoxville, will sponsor four one-day workshops on ridesharing techniques, July 20, Aug. 10, Sept. 14 and 28. These workshops will present the concepts behind the marketing and the steps used to implement the Knoxville Commuter Pool which makes use of carpools, vanpools, subscription buses and fixed route transit systems. Participants will observe the technical operations in small groups, and an information exchange will be encouraged. For additional information contact: Dr. Ray A. Mundy, Project Director, or Winston Redford, Conference Coordinator, 615/974-5255.

ANNUAL REPORTS

The NACoR Transportation Team is attempting to compile county public works department annual reports for the fiscal year ending June 30, 1979. These reports will be analyzed so the functions and activities of the various county public works departments may be compared. Side-by-side comparison of these reports will assist in the timely dissemination of data gained through this comparison. Please send a copy of your annual public works department report to Chuck Reidbord at NACo.



MINI-MANAGEMENT PACKETS

Sponsored by the National Association of County Administrators

Mini-Management Packets are designed to help county officials keep up-to-date on the issues and actions that affect the administration and management of the county. The packets are a collection of studies, reports, newspaper and magazine articles, directories, surveys and bibliographies on a wide range of subjects. The information is current. Cost covers reproduction, mailing and handling.

Is it all too much?

LET NACo MINIMIZE IT FOR YOU

☐ OPTIONAL FORMS OF COUNTY GOVERNMENT (#24)

Many counties are reevaluating the structure of government in relation to its ability to meet the needs of the citizen. This packet offers a look at the advantages and disadvantages to the three basic forms of county organization: Council/Elected Executive, Council/Administrator and Commission (plural executive). 58 pp. Price \$2.75 Quantity _____ Total Cost _____

☐ DRAFTING A HOME RULE CHARTER (#23)

County governments are facing the need for structural reform as they receive more home rule authority through state legislation and constitutional change. The unique nature of each county requires that it be free to devise its own organizational structure. This will probably take one of three basic forms: council/administrator, council/elected executive, or commission (plural executive). This packet highlights considerations that go into drafting a home rule charter and includes a model document. Price \$4.00 Quantity _____ Total Cost _____

☐ DEVELOPING WATER SUPPLIES (#22)

Counties are taking increased responsibility for developing water supplies in their communities. NACo offers three publications concerned with the federal involvement in water supply: 'How to Apply for Federal Assistance for Rural Water/Sewer Development,' 'The Safe Drinking Water Act: Handbook for Public Officials,' published by the American Water Works Association, and EPA's 'Public Notification Handbook' (130 pp.) Price: \$2.25 Quantity _____ Total Cost _____

☐ COPING WITH TAX AND REVENUE LIMITATIONS (#21)

This packet is designed to aid local government officials constrained by recently enacted statutes to limit or cut taxes or those attempting to implement such actions prior to voter or constitutional mandate. Areas covered include revenue sources, financial management, pension costs, and program evaluation. Included is NACo's September 1978 Tax Reform Primer. Price \$3.25 Quantity _____ Total Cost _____

☐ CHILD SUPPORT ENFORCEMENT PROGRAM (#20)

The Child Support Enforcement Program helps find missing parents who fail to contribute to the support of their children. In fiscal '77, states and counties collected almost \$818 million in overdue child support payments and more than 41,000 AFDC cases were closed or reduced in size by 47 states. Included are case studies of successful county programs and materials from the HEW Child Support Conference held in March 1978. (132 pp.) Price \$3.80 Quantity _____ Total Cost _____

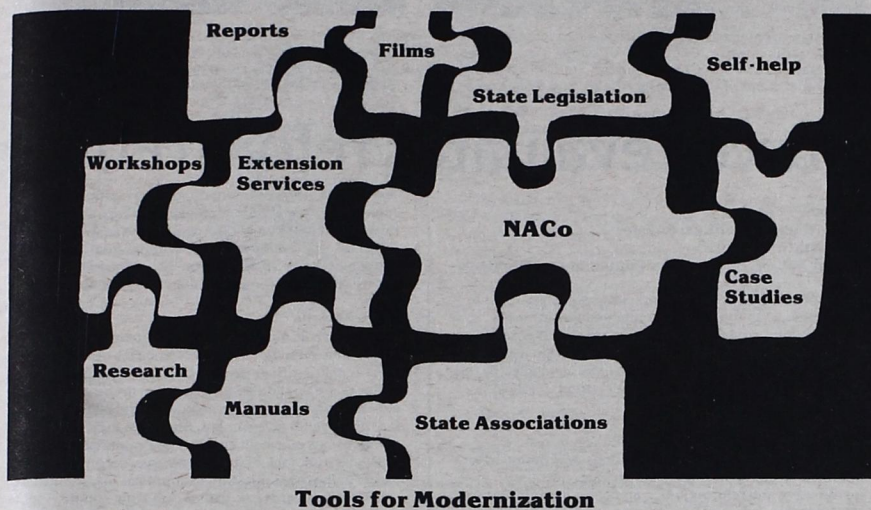
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New County Times

On County Modernization



Tools for Modernization

County modernization

Focus shifts from structure to management

In the past, efforts to modernize county governments have focused on structural reform and writing home rule charters. Although these efforts have translated into increased authority for counties in many states, achieving 94 county-type home rule charters in a total of 3,104 counties nationwide can hardly be considered monumental.

Ohio has provided authority to counties to change their form of government since 1933, but only a handful have pursued this course. Charter adoption campaigns for city/county consolidation have continually failed at a rate of 3 to 1. Is charter government the only modernization avenue open to counties?

Participants in the recent Wingspread County Modernization Symposium, held in Racine, Wis., hosted by the Johnson Foundation, unanimously agreed that much can be done to update county government without turning to activities that are often perceived by the voters as too radical.

As county government moves into the 1980s, it is becoming apparent the county modernization will mean more attention to changes in operating procedures rather than changes in structure or form. Although these changes are not necessarily exclusive, participants felt that improvements in local government will be more responsible and swift if attention is placed on incremental advancements.

Mindful that charter government is still the best way to modernize most counties and should be sought, symposium members concluded their two-day retreat by noting that it was time for counties to recognize public management as a first priority. They agreed that more fruitful and more immediate results could be achieved by directing their energies toward that goal, regardless of the structure or form of government.

More than ever, counties today are in a position to be leaders in solving governmental problems. Elected commissioners and supervisors are eager to take their rightful place as responsible partners in the American federal system. However, counties in many parts of the country are prevented from assuming this position because they lack the tools to be effective decision-makers.

This edition of "New County Times" draws attention to the tools needed by county officials, the issues that affect

county modernization, some resources that are currently available and those that should be developed.

The chart on the following page summarizes a few of the major issues for county modernization that county officials and representatives of academic and other public research institutes attending the symposium felt must be addressed. Once these issues had been discussed in detail, the recommendations summarized here were made. These suggestions will be used as a guide for a county modernization work plan when the NACo Board of Directors meets this fall.

Although there was a sense of "nothing new under the sun," the recommendations all indicate a constant and pressing need to inform county officials, elected and appointed, of innovative techniques and methods which will help them improve their operations and make them more effective as policy makers and public administrators.

If county governments are going to respond to citizen demands for more effective government at the same cost or less, officials need training in setting budget priorities, personnel management and alternative revenue sources. Many suggestions were made that can help counties get and use the tools for modernization.

James Coke, in his article on the NACo survey of reform activities, reviews some of the federal, state and local initiatives that have both helped and hindered local efforts to modernize county government operation.

The article by NACo project director Elizabeth Rott highlights some of the modernization trends that will be affecting urban counties in the 1980s. This article was originally prepared as a background paper for NACo's Third Urban County Congress, May 24-25, 1979. The Congress concluded with the following recommendations:

- Development of a single executive position, either elected or appointed;
- County leadership in metropolitan areas in determining appropriate assignment of service functions among cities and counties;
- County leadership in limiting the proliferation of special districts.

The articles by Bowes and Timmons, present information on resources outside of Washington that are currently available to help counties.

The New Directions in Management column which appeared in past issues of "New County Times" gives examples of county management improvement experiences from around the country. This column will become a regular feature of "County News."

Counties meet challenges of a changing world

By Elizabeth G. Rott
Project Director, The Exchange
National Association of Counties
Research, Inc.

County government is America's most rapidly changing form of government. Shortly after the turn of the century, counties began expanding their role as administrative arms of the state and delivering services previously considered appropriate only for municipalities. No longer were county governments simply assessing and collecting taxes, administering justice, recording legal papers, conducting elections, maintaining county roads, operating public schools, maintaining charitable and correctional institutions and providing police protection through the sheriff's office.

Counties also were operating parks, libraries, airports, hospitals and utility systems and providing health and other types of services. This trend has accelerated in the past several decades; today, there is not a single "municipal-type" service which some county is not providing.

One of the reasons for the increase in the number and type of county services is the growing concentration of people in urban centers, which has overloaded the ability of city governments to finance and deliver services. In addition, the unincorporated urban fringe has been expanded drastically by vast suburban communities where residents now demand more than traditional county services. County officials have responded to these demands by taking over some municipal activities at the request of municipalities and providing a variety of services countywide.

Modernization trends in county government accelerated in the 1950s, continued in the 1960s and are proceeding with vigor in the 1970s. The number of counties with appointed county administrators increased from 203 in 1970 to over 500 today. The number of counties with elected executives has increased from 38 in 1970 to 146 in 1979. This shift from the plural executive (commission) form of government to more centralized administration has been the result of increased pressures on counties to deliver better and more services for citizens. Nowhere is this more true than in metropolitan counties.

The change within traditional forms of county government (commission, administrator and elected executive) has been the most prevalent response of counties to deal with the emerging demands of metropolitan government. But other trends, less numerous but no less significant, should be mentioned if we are to understand the role of urban counties now and in the 1980s.

Consolidations

The consolidation of city and county governments into a single government has been viewed as an ideal way to solve the problem of fragmented government services in metropolitan areas. Today there are 25 consolidated city-county jurisdictions. Seventeen of these metropolitan governments have been approved since 1947, 12 since 1969.

But while this record shows progress, it may be misleading, because for every consolidation approved, there have been three rejected. Since 1970, 38 proposals have been brought before the voters and only nine have been accepted. Of the 17 successful consolidations since 1945, only two have been in major metropolitan areas (over 500,000 population). These were Indianapolis/Marion County and Jacksonville/Duval County.

Continued on page 8

This supplement and "The Exchange" are made possible through a grant from the Office of Intergovernmental Personnel Programs, Office of Personnel Management.

Modernization: Issues and Action

Editor's Note: This chart represents the preliminary report on the key discussions and recommendations of the Wingspread County Modernization Symposium. Contributing reporters for the symposium were Elizabeth G. Rott, Linda Ganschietz, and Martharose Laffey.

Issues

Structure and Administration

1. Counties should be empowered with any authority not specifically prohibited by state law (residual authority).
2. Specific government structures are not necessarily linked to improved management capacity.
3. Federal performance standards are unrealistic and need more input from local government. Implementation should be left to the localities.
4. Intergovernmental problems are tied to expanding and contracting area service needs.
5. Federal and state regulations are cumbersome and tend to restrict local government's ability to concentrate on necessary services.

Issues

Finance

1. New fiscal climate provides an opportunity for counties to increase productivity, provide more effective program planning and evaluation.
2. Counties must control the expansion and fragmentation of autonomous subcounty units such as special districts and taxing authorities.
3. Federal and state mandates on local governments must be costed out.
4. Revenue and resource diversification needed (both in personnel and finance).
5. Service districts and taxing authorities must be created to pay for certain services.
6. Counties need contract authorities for services with both public and private agencies.

Issues

Personnel

1. Public employees, both elected and appointed, are not perceived as working for the public. Looked at disdainfully as "bureaucrats" wasting taxpayer dollars.
2. Relationships between elected officials and appointed staff are often not the best. This lack of communication may affect overall county productivity and responsiveness.
3. Counties lack standardized employment practices. This reduces professionalism and equitable treatment of employees.
4. County officials are not equipped to deal with organized employee unions.

Immediate Strategies

Structure and Administration

1. Develop "networking" strategy to work with state associations and state legislatures for enactment of enabling authority to increase local powers.
2. Develop checklist of characteristics of efficient county management systems.
3. Develop training programs to increase leadership capacity of elected officials, including policy development and implementation.
4. Encourage development of management analysis units within counties.
5. Establish "broker" system for sharing management expertise and technology innovations among counties.

Immediate Strategies

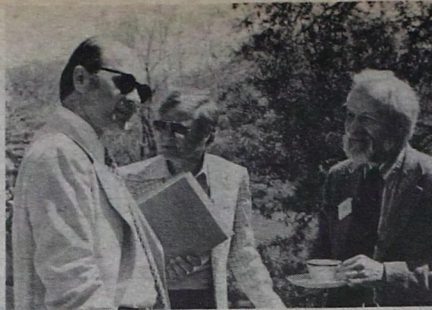
Finance

1. Develop training programs for elected officials on setting budget priorities and program evaluation.
2. Develop model legislation for reimbursement of mandated costs.
3. Provide information through *County News* and other media on alternative revenue sources.
4. Disseminate case studies on contracting for services.
5. Develop model legislation on service districts and taxing authorities.
6. Provide information on improving budgeting processes.

Immediate Strategies

Personnel

1. Provide training for elected officials on employee relations.
2. Disseminate information on improved employee management, e.g., flexitime, employee sensitivity and personnel awareness.
3. Study the impact on local governments of federal or state-imposed merit systems.
4. Provide information on personnel systems.
5. Educate elected officials and managers on equal opportunity and affirmative action requirements.
6. Publish information on employee productivity programs.



Discussion of modernization strategies was intense at the Wingspread Symposium. Seen in photo at left, (l-r) are Nick Meisner, county administrator, Chesterfield County, Va.; Charles Warren, senior research associate, National Academy of Public Administration; and Jim Coke, Academy for Contemporary Problems. In photo at right are Dave Wanzneried, specialist, Montana Department of Community Affairs, and Mary Louise Symon, supervisor, Dane County, Wis. and NACo board member.



Survey evaluates reform efforts

By James Coke
Department of Political Science
Kent State University
Senior Fellow, Academy for Contemporary Problems

Counties are both continuing traditional approaches to reform and adopting a large number of innovations in governmental procedures. Counties are now as strongly affected by federal activities as they are by state legislation.

These are preliminary finds of a survey conducted by the National Association of Counties this spring. A follow-up survey will be conducted in the fall.

The questionnaire, sent to elected and appointed county officials, state associations, other public interest organizations and academic institutions, was designed to obtain information on significant changes in county government and reforms NACo and other organizations should foster. The questions tried to assess the effects of legislation and regulations by federal, state and local governments as either being beneficial or detrimental to a county's ability to improve its management.

Federal Actions

General Revenue Sharing was viewed as the most beneficial federal program for counties. Other federal block grant programs described as beneficial to a county's management, organization and financial management structure include the Comprehensive Employment and Training Act (CETA), the community development block grants (CDBG) program, grants by the Law Enforcement Assistance Administration (LEAA) and the antirecession programs including local public works programs. None of the categorical grant programs received more than one mention.

According to respondents, providing fiscal flexibility and county entitlement to grants (to support urban services) are viewed as especially significant federal actions in improving county organization and management.

Another highly regarded federal contribution to improved county management is the Intergovernmental Personnel Act, administered by the Office of Personnel Management (OPM).

The most universal complaint about the federal government is the administration of the grant-in-aid system, with its diverse planning requirements, varying interpretations and applications of government-wide standards and redundant requirements for data and management information.

Federal activities and policies listed as detrimental

include equal employment opportunity, affirmative action requirements, mandatory unemployment insurance, Environmental Protection Agency (EPA) regulations (especially air quality and the environmental impact statement process) and Section 504 of the Rehabilitation Act (regulations on accessibility for the handicapped).

State Actions

Respondents indicated beneficial state actions in two major areas: traditional reforms in structure and powers and state concern with diversifying county revenue structures.

States are applauded for extending home rule, erasing constitutional restrictions on powers and allowing optional forms of county government. Statewide local government commissions and state advisory commissions on intergovernmental relations are viewed as progressive forces in the modernization of counties.

In the financial arena, the leading issue is state reimbursement for mandated costs. States that fail to reimburse mandated costs were heavily criticized while those providing some reimbursement were applauded. Deinstitutionalization in the mental health area was mentioned as a trend that covertly shifts expenditure burdens from the state to the counties.

Three other state actions drew wide support for being beneficial to counties: state revenue sharing, authorization for counties to levy nonproperty taxes (especially sales taxes) and uniform budgeting and accounting laws.

The state of Maryland was singled out as being in the vanguard of county modernization. This was because counties have been designated the "superior" form of local government and because of the ability of counties to delineate service districts with differential property tax rates.

Local Actions

Structural reform was cited as the most beneficial influence at the local level. In addition, frequent mention was given to home rule charters, elected county executives, appointed county administrators and departmental reorganization and consolidation. The merger of city and county services received strong mention as a means to improve county management, structure and service delivery.

The findings are from a preliminary analysis of the questionnaire returns. The next step is to design a second instrument that summarizes all returns and seeks more specific information about each of the items. County officials should watch "County News" for the final results of the survey early this fall.

Extension services aid counties

by Jack Timmons
Associate Professor
Department of Regional and Community Affairs
University of Missouri

Editor's note: Mr. Timmons is currently on a mobility assignment with the U.S. Department of Agriculture, Washington, D.C. He is a program leader for local government in the community and rural development section of the science and education administration.

Planning, organizational and technical assistance has been provided for hundreds of counties across the nation by county and state cooperative extension personnel.

In St. Francis County, Mo., for example, the local community development extension specialist assisted in organizational development, exploration of alternatives and citizen participation, while engineering and financing advice was being provided by an extension engineer from the University of Missouri at Rolla.

In Pennsylvania, the State University Extension program provided training for local government accountants and auditors. In Idaho, cost-benefit analysis was provided for a variety of public services in 10 counties. In Virginia, budget, taxation and expenditure training was provided for 250 county/city officials in cooperation with the association of counties and the municipal league.

These are but a few examples of the local government programs now being provided to counties and cities through extension programs. The programs and services range from solid waste disposal techniques to improved accounting systems.

The Cooperative Extension Service, (sometimes called the Agricultural Extension Service), is based in the land-grant university and traditionally is the means for extending the resources of the university to the citizens.

Its efforts in agriculture, home economics and 4-H (youth) work are well known. Increasingly, local needs, identified by local people, have emphasized issues which require action

New structure, services

A new look for Colorado association

By Harry P. Bowes
Executive Director
Colorado Counties, Inc.

County government has become more complicated each year in direct proportion to the number of rules, regulations and laws promulgated by both the federal and state government as well as the rapid growth and its attendant problems.

In fact, county government has gone far beyond the time when commissioners concerned themselves primarily with road and bridge maintenance or setting the mill levy. Those services are still important, but today commissioners must deal with a long list of concerns such as complicated land use decisions, social service cost allocations and federal revenue sharing.



Bowes

CCI Structure

Just as county government from time to time needs modernizing, so did the Colorado State Association of County Commissioners. That is perhaps one of our main "structural" changes over the past few years. In 1974 the name of the organization was changed to Colorado Counties, Inc. (CCI) and the organization was incorporated as a nonprofit corporation. The state is divided into five districts with the president of the Board of Directors and four vice-presidents representing those districts.

Over a period of time the staff has changed from a one-man legal and legislative watchdog to the current operation. CCI now has an executive director with strong administrative background, general counsel, public information director and four full-time lobbyists, each with special areas of expertise: land use, transportation, human resources and general government.

In addition, CCI has hired a former legislator on a contractual basis as a special consultant for the legislative session and also a part-time researcher for special projects.

To keep abreast of all the issues, regulations and legislation which deal with counties, the CCI board of directors designates working committees of commissioners from throughout the state to study and communicate with all sectors of government and the general public. CCI has 10 active committees: legislative, resolutions, human resources, land use, public lands, transportation, environmental quality and public health, general government, rural issues, energy, as well as membership on a special highway committee and the criminal justice task force.

CCI Publications

CCI published in 1976 a "County Officials Manual" which deals with applicable provisions of the Colorado State Constitution and Statutes as well as with court decisions governing county government. Each major office in county government is dealt with separately in the manual and citations of every significant duty or obligation are provided.

The original publication was supported in part by federal funds under the provisions of Title I of the Higher Education Act of 1965 in cooperation with the University of Colorado. The manual, which has received widespread acclaim as a useful tool for more efficient county management, is presented in a three-ring binder format to allow for annual changes.

In 1975 CCI published a "Guidebook for Developing Personnel Systems," made possible by a subgrant from the Colorado State Personnel Department under the Intergovernmental Personnel Act. It also is published in a three-ring binder for easy updating. The guidebook met the need of many Colorado counties and has been a valuable instrument in the management of county government throughout the state. It provides information on equal employment opportunity, employment, performance, training, political activity, compensation and affirmative action.

CCI/Media Relations

In an effort to tell the CCI story and help county commissioners and officials publicize their accomplishments, CCI held a successful and well-attended press/media seminar last December. A "Press/Media

Handbook" was developed to help commissioners tell their story.

The seminar panel included members of the working press with special emphasis on the Capitol Press Corps plus a communications consultant who recently had managed a statewide political campaign. Both reporters and commissioners found the face-to-face meeting helpful in building better communications between the two groups. As a follow-up, the handbook was sent to publishers of daily newspapers throughout the state.

Orientation Seminar

One of the CCI's successful programs is an orientation seminar for newly-elected county commissioners with a corresponding "Orientation Handbook." It is designed to give them a "running start" in their terms as county officials.

The orientation is held the week the commissioners take office and this year 31 of the 45 newly elected commissioners attended. County commissioners and state department heads discussed statutory powers and duties, budgeting, revenues and expenditures, property and sales taxes, mandated programs, social services, conflict of interest and the proper way to conduct meetings.

Included in the "Orientation Handbook" is a list of acronyms and terminology, the "new language" commissioners are faced with in dealing with state and federal government. The list was also sent to editors of the state's daily newspapers for the convenience of their "county beat" reporters.

Successful Programs

By documenting county costs in the field of social services, the state association was able to make sure counties received their fair share of matching funds. Until mid-1975, the counties has been receiving only about 60 percent of their reimbursement claims. Continued monitoring will help prevent future indiscretions at the expense of the county. CCI prepared a number of cost allocation plans for small counties which produced approximately \$61,000 in annual federal reimbursement for those counties plus additional information counties needed to produce future cost allocation plans.

While doing research, a staff member "uncovered" \$31 million in Federal Highway Users Trust money that has since been distributed to the counties. A special highway committee of the transportation committee has been formed with representatives of the Colorado Municipal League and authorized by the State Highway Commission to administer the allocation of funds from the Federal Highway Act for a pavement marking program (Section 205), safer roads demonstration program (Section 230), and a safety corrections program to eliminate hazards through project construction (Section 219).

After the reorganization of the association as CCI, the

board of directors retained an insurance consultant who is available to review any individual county's insurance policies upon request. In 1976 a statewide program for county governments was proposed by the Independent Insurers of Colorado for property and casualty insurance programs and subsequently adopted by CCI.

As county government continues to become more sophisticated, the efforts of the state association on behalf of the counties has also increased. One of the many goals for the near future is a broader education and public information program.

State resources back up counties

A sample survey of state associations indicates that many have publications, manuals, workshops and other means for providing technical assistance to their member counties.

The following are some of the services provided by state associations contacted by NACo. If your state association does not appear, please call or write and the information will be published in an update.

State associations having a handbook on state laws affecting counties: California, Colorado, Delaware, Florida, Georgia, Hawaii, Idaho, Iowa, Kansas, Kentucky, Maryland, Mississippi.

State associations publishing a legislative report after each session: Arkansas, Michigan, Missouri, North Dakota.

State associations having a handbook or workshops for newly elected officials: Alabama, Alaska, Arizona, Arkansas (compiling one), California, Colorado, Delaware, Florida (state department of community affairs compiles), Georgia, Hawaii, Idaho, Iowa, Kansas, Kentucky, Maine, Maryland, Michigan (seminars only), Minnesota (seminars), Missouri (workshops), New Mexico (workshops), North Carolina (provided by Institute of Government, U. of N.C.), North Dakota (workshop), Ohio (workshop).

Other types of publications provided by state associations include newsletters, monthly magazines, manuals on personnel systems, press and media relations handbooks.

State associations also provide a link between counties and various state agencies, universities and other sources of information. Research and field assistance is also an integral part of the association's services. Those associations with sufficient staff provide on-site technical assistance while most associations act as a clearinghouse for information and put counties in touch with other counties who have had similar problems.

New Directions In Management

Editor's Note: "New Directions in Management" will appear periodically in "County News." The column will highlight county programs in management techniques, organizational structure, administration and service organization. The Exchange project of the New County Center welcomes suggestions on types of programs officials would like to see highlighted.

An organizational development/team building concept has been instituted in **Henrico County, Va.** by the county administrator. The results of the five-phase process are ability of the county board to focus more on policy issues and improved communication coordination among functional agencies.

A professional's selection board has been established by **Westchester County, N.Y.** The system uses a professional pre-qualification board and a professional selection board for choosing architects, engineers and land surveyors.

Jackson County, Mo. has instituted a cooperative office skills program designed to increase productivity of clerical and other employees. The training program consists of individualized instruction and seminars in cooperation with a local community college.

Tulare County, Calif. has an ongoing program of employment test development, supervisory training on interview techniques and an overall standardized selection process designed to conform to the equal employment opportunity law.

Allegany County, Md. has established a central office of state and federal programs designed to provide a comprehensive approach to assessing needs, coordinating county agencies and seeking federal assistance.

The **New Castle County, Del.** grants offices has proved to be cost-effective in its first year's operation. The office has developed a system of retrieval of indirect cost dollars from state and federal programs.

Orange County, Calif. has developed and implemented a cooperative purchasing agreement program. The program encompasses 25 cities, 31 school districts and 11 special districts within the county.

Rockingham County, Va.'s centralized budget system includes conversion of the accounts payable procedures to automation, providing on-line and up-to-date accounts for improved control and financial management.

San Diego County, Calif. has conducted a sunset review of county legislation and administrative rules. The review resulted in deletion of five county ordinances and the revision of 11 others. Subsequent county legislation is enacted under the new policy of requiring an expiration date.

The small business assistance program of **Shelby County, Tenn.** provides consulting advice to new and existing businesses in marketing, accounting, finance and legal matters.

For further information on the above programs, write to NACo's Exchange, New County Center. Copies of the above programs are available for duplicating and postage costs.

Future holds larger role

Continued from page 1

However, some of the largest cities (Boston, New York and Philadelphia) were created through city-county consolidations mandated by state legislatures in the 19th century. It is possible this approach could be revived in the future since the popular referendum route has been so unsuccessful in recent city-county consolidating attempts. (In 1969 it was the Indiana legislature that created the Indianapolis-Marion County consolidation).

Functional Transfers

Inflation has affected the "industry" of government operation, administration and services in the 1970s as much as any other segment of the economy. In state and local government, the cost of services and labor continues to rise. The recent loss of revenue-producing tax base in central cities has magnified the service delivery problem in urban areas. And a seemingly final straw resting on the metropolitan camel's back is the taxpayer revolt.

With inflation taking a large bite out of their purchasing power, citizens are trying to control their available spending cash by reducing taxes. These factors will undoubtedly prompt cities and counties in the 1980s to work together even more closely to reduce expenditures and improve financial management. Intergovernmental cooperation can produce economies of scale, elimination of duplication and service equity.

One method of cooperation proven to be effective has been the functional transfer of services. A 1975 survey of functional transfers conducted by the Advisory Commission on Intergovernmental Relations (ACIR) showed a marked increase in the number of municipalities shifting service responsibility to counties. The vast majority of all reported transfers were in the areas of elections, garbage collection and disposal, public health and law enforcement.

ACIR concluded that the most feasible approach to the creation of an areawide government is restructuring the existing county governments and endowing them with what additional powers they may need to provide urban-type services. (Urban services have been defined as those furnished to meet the urban needs of densely populated areas rather than the general needs of both urban and rural areas. Urban services include mass transit, parks, land use regulation, cultural programs and specialized human services like mental health programs, alcoholism educational counseling and services to the elderly).

There is little doubt that the squeeze between increased expenditures and reduced revenues is affecting the local decision-making process in urban areas. The shift of functional responsibility from municipalities to urban

counties, called "pragmatic federalism" by ACIR, is becoming more and more appealing.

Utilizing the Private Sector

Shrinking revenues may also encourage local governments to work more closely with the private sector. Some counties are beginning to contract with private firms to deliver new services or services previously delivered by county departments. In some cases, counties find it less expensive to contract out than to hire a permanent civil service staff and fund pension and other benefits. Counties have turned particularly to the private sector for trash collection, fire protection and nutrition services. It is likely this trend will accelerate in the 1980s.

But counties can also utilize the expertise of private industry in other ways. For example, Allegheny County, Pa., which contains the major city of Pittsburgh, has completed a project in which county officials called in business executives from major corporations to study county operation and suggest how they might be streamlined. The program, called CompAC, saved the county over \$3 million annually and a one-time saving of the same amount. The program cost the county nothing.

In the 1980s, other counties may recruit the aid of the private sector to find innovative ways to give taxpayers "more bang for the buck."

Regional Governance

Throughout the 1960s, Congress and federal agencies attempted to pinpoint solutions to metropolitan problems by addressing them on a multijurisdictional basis. An assortment of regional bodies were created, including over 600 councils of government, 470 A-95 clearinghouses, approximately 1,800 areawide agencies for law enforcement, health, transportation, manpower, aging and air and water quality control. However, most of these bodies have limited authority and are run by representatives of often competing jurisdictions. Fundamentally they are voluntary and not often perceived as permanent.

The first legitimate attempt at regional governance took place in 1978 in the Portland, Ore. metropolitan area. The voters in the three-county area approved the nation's first elected regional government in May and in November elected a Metropolitan Service District (MSD) executive director and 12 council members.

The new government, which went into effect this past January, is responsible for solid waste planning, transportation planning, air and water quality control and the operation of the Washington (Portland) Park Zoo. In

addition, the MSD enabling legislation allows the new government to assume the functions of the regional transit authority.

A driving force behind the support for the MSD came from a recognized need to attach political accountability to the existing regional bodies in the metropolitan area. The National Academy of Public Administration, with a grant from the Department of Housing and Urban Development, began studies in 1975 in Portland, Denver, Rochester, and Tampa, to find ways to establish regional government by popular vote. But only in Portland did the proposal reach the ballot.

The Portland experience should be watched closely as an experiment in metropolitan government reorganization never attempted before. But it should be remembered that this is an experiment and not, at this date, a trend. The most critical test of the concept will come when the MSD attempts to establish its own tax base. Currently, Oregon is in the midst of a full-scale tax revolt. Any tax levy imposed by the new government has to be approved by the voters.

The feasibility of multicounty regional government, therefore, is still in the testing phase, and the role of the urban county, Multnomah County in this case, is still unclear.

Conclusion

Recent trends in local government reform point to an increasing role for the urban county in solving metropolitan problems. ACIR, in "The Challenge of Local Government Reorganization," has called on state legislatures to adopt county modernization proposals that will help counties meet new challenges.

As the issue of revenue scarcity continues to preoccupy city halls and county courthouses, and as distinctions between who is providing traditional "municipal" services continues to blur, the urban county may emerge in the 1980s as the most appropriate substate level of government in the American federal system to take the leadership role in urban areas. The position of ACIR on this has already been noted.

In 1966 the Committee for Economic Development, in its report on Modernizing Local Government, stated that counties have high "potential for solving the problems of urban, and most metropolitan communities ... Their present legal powers are less adequate than those of municipalities, however." The report continued: "If the nation is seriously concerned about stronger and better local government, as should be, the weaknesses must be remedied to permit counties to play a major role."

County government in urban areas comes closest to being the government that covers the same territory as such problems as solid waste collection and disposal, mass transit, pollution, public health, zoning and land use, law enforcement and the courts. Urban counties have a broad tax base and the ability to relate a given tax or user charge to a particular service. Counties are qualified to coordinate the efforts of cooperating municipalities in the delivery of local services. Finally many standard metropolitan statistical area (SMSAs) are composed predominantly of one county.

One option for the 1980s, therefore, would be to aggressively urge state legislatures to allow and encourage counties to perform more urban services and to adopt government consolidations where appropriate. If these efforts are not initiated the alternatives may be increased state and federal intervention and control or increased proliferation of special service districts which have the tendency to become autonomous, inflexible and single purpose.

New County Staff

The New County Center staff is composed of the research and technical assistance members of the following teams: Home Rule and Regional Affairs, Taxation and Finance, and Labor-Management Relations.

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Extending a hand

Continued from page 6

in the public arena rather than within the family or farm unit.

It is not the function of an extension service to prescribe the solutions to local problems. Rather, extension provides the process and technical information necessary for local people and officials to make their own choices among a variety of possible solutions.

A National Task Force

Because of the increased demand for programs related to local government, a national extension task force is attempting to formulate a policy and give direction to the development of such programs. The task force is composed of several political scientists and economists who have worked with their own states in local government assistance. The task force is examining:

- Definitions of local government;
- Participants in local government and their responsibilities;
- Current and future needs of local government;
- Current efforts to meet the needs of local government;
- Methods to improve current efforts.

Extension does not want to duplicate the efforts of other organizations and groups providing support to local government, but rather complement those efforts. The task force has been seeking, and will continue to seek, the advice and counsel of NACo and other appropriate public interest groups as well as state and federal agencies.

The task force believes that the presence of extension service field staff in nearly every county is one asset few other agencies can offer. The tradition of building programs based on locally expressed need and experience in developing educational programs in response to those needs is another extension asset. The university campus has a broad variety of disciplines and areas of expertise which can be drawn upon.

Through the task force and the community and rural development staff of the Science and Education Administration-Extension, USDA, state and local

extension staff can trade experiences, publications and programs.

The extension system is financed cooperatively through federal (U.S. Department of Agriculture), state (land-grant university) and local(county) funds. County and local area staff provide the basic underpinning for a system that translates expressed local needs to subject matter specialists on university campuses who, in turn, develop information and educational programs to respond to those needs. Local extension staff check to be sure programs have met the needs expressed and help in the implementation process.

State Programs

Educational programs have been provided by Oregon State University Extension for both county officials and the public on tax reform and home rule charter government in Lincoln County. The University of Missouri's local government specialist in Franklin, St. Charles and Jefferson counties developed an information program on the effects of changing from one county classification to another. The Texas A & M University Extension Service County Officials Program provides an information clearinghouse and individual county consultation.

Nearly all states can provide assistance in developing citizen participation programs, land use information and planning, taxation and financial alternatives, information on public facilities funding (through the computerized Federal Assistance Program Retrieval System, FAPRS), application systems for sludge, solid waste disposal systems and land preservation systems. In addition, some states provide training for law enforcement personnel, assessors, commissioners (judges, supervisors, legislators), road and health personnel.

County officials should get in touch with their local extension service, usually located in the courthouse, post office, or other government building or contact the director of the state extension service at the state land-grant university.

How to Avoid County Employee And Labor Relations Problems!

Managing your work force is no easy matter. Elected officials and administrators in county government today face labor and employee relations problems that were not even dreamed of by their predecessors.

County employers must come to grips with the conflicting forces of inflation, employee demand for higher wages and benefits, taxpayer demand for property tax relief and the need to maintain essential public services.

Correspondingly, they can expect hard positions on the other side of the bargaining table.

Equal employment opportunity ... affirmative action ... pension reform ...

revamping of personnel systems ... job classification and recruitment ... job training ... employee selection ... productivity ... these are just a fraction of the challenges the modern personnel administrator must get a handle on.

Add these responsibilities to a mind-boggling array of laws and regulations coming from Washington, D.C. and you get the picture of what a county employer is up against.

Here's where NACo's labor relations specialists can help. With the interest of county government in mind, we closely watch all proposed federal laws and regulations which would affect employer-employee relations.

We are on Capitol Hill and in federal agency meeting rooms when it matters.

You can count on us to fight legislation which would "federalize" local government labor relations and which would mandate Social Security coverage for all public employees. You can count on us to fight to preserve county prerogatives and local flexibility in all federal labor, Social Security and pension legislation. At every turn we are there to tell the county side of the story.

Make use of our knowledge, influence and expertise. Join the National Association of Counties.



Special Report 8 NACo LABOR MANAGEMENT RELATIONS TEAM

A lot of voters think of county officials as people who work for them, and they're right.

But Chuck Loveless and Barbara Radcliff, NACo's labor management relations team, see those officials as employers and they know that running a county of any size is a vast and complicated business. Mull these statistics over:

- Los Angeles County has 77,000 employees.
- More than 40 counties employ over 5,000 men and women.
- The average county spends over half its budget on personnel costs.

According to the latest available government figures dating to October 1977, counties had 1.6 million employees with a payroll of over \$1.4 billion and 1,750 collective bargaining agreements.

Do you wonder that some of the nation's biggest employers are county governments?

What NACo's labor management relations team does for you cuts two ways. It helps prepare and inform the county official because county employees rightly want what is fairly due to them.

It also helps that official tell the voter what he's getting for his county tax dollar because today the taxpayer isn't just asking. He's demanding to know.

What NACo's labor management relations team can do is as vital to smaller counties as to big ones because with less money there is less likely to be a staff of personnel and management specialists.

You well know the tangle of issues you have to grasp. Collective bargaining and labor negotiations. Pensions and Social Security. Job classification. Equal employment opportunity. Affirmative action.

Occupational health and safety standards. The President's wage and price guidelines. Uniform employee selection guidelines. Merit system requirements. Local fallout from recent court decisions. And on and on.

This list explains why NACo thinks knowing Chuck Loveless, lobbyist, and Barbara Radcliff, research associate, is an investment in good employee relations.

Congressional Watchdogs

Here are some examples of what has been done for you on the Hill:

- Consistently helped defeat attempts to impose national collective bargaining legislation on county employers and employees because NACo believes such regulation belongs on state and local levels.
- Played a major role in influencing development of uniform guidelines on employee selection procedures issued last October to ensure that concerns of local government employers were considered and that the new administrative burden on county governments wasn't too heavy.
- Fought and will continue to battle efforts by Congress and the Department of Health,

Education and Welfare to require universal Social Security coverage.

- Supported measures which would strengthen the Social Security system.
- Vigorously opposed congressional action which would have established comprehensive federal regulation of state and local government pension plans, because NACo is convinced that issue is best dealt with by state and local governments themselves.
- Was heavily involved in helping preserve public employee deferred compensation plans.
- Gave significant support to the Administration's civil service reform package.

Direct Help to Counties

Our labor management relations team doesn't only monitor Washington for you under the

12 Ways NACo Helps You

NACo's Labor-Management Relations Team takes its lead from the Labor-Management Relations Steering Committee, chaired by John Franke, chairman of the Board, Johnson County, Kan. The steering committee, made up of county officials from all parts of the country, determines legislative policy which is then reviewed by the NACo Board of Directors and voted on by our members at the annual conference.

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

guidance of the 35-member NACo Labor Management Relations Steering Committee, chaired by John Franke, chairman of the Johnson County (Kan.) Board; it also reaches out to communicate what it has learned. Here's how:

- Began last October the County Employee Labor Relations Service (CELRS) funded by the federal Office of Personnel Management as part of NACo's never-ending effort to help counties modernize their management practices.

Through CELRS, which is available to every county at no extra fee, the team organizes NACo's annual labor relations conference. It runs an information clearinghouse to tell you about significant legislative and agency action and court and arbitration decisions.

It operates an expanded technical assistance service to respond to the hundreds of telephone calls and letters from you seeking help. It publishes quarterly the *County Labor Reporter*. And it organizes workshops and training seminars throughout the country.

- Sends out *Mini-Management Packets* on request. Topics include: county compliance with wage-price guidelines, uniform guidelines on employee selection procedures, and employee productivity. Due out in a few weeks are two new packets on pension reform and strike contingency planning.
- Commissioned and published a 139-page *Labor Relations Handbook for County Officials*.
- Mailed to counties upon request regulations on pregnancy discrimination.
- Informs you through *County News* about fast-breaking developments in the labor management relations field.
- Organized four workshops for the 44th annual NACo conference July 15-18 in Jackson County, Kansas City, Mo. on pension reform, current developments in equal opportunity law, basic labor relations for the newly elected county official, and the county liability crisis.

Maybe you know now why we think our labor management relations team is worth knowing about.

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

Name _____ Title _____

Address _____

Zip _____

Telephone _____

Your Labor Management Relations Problem _____

OPERATION & MAINTENANCE

Counties Feel Water Plant Pains

wastewater treatment plant is probably the biggest per capita investment you and your community will make. The question is, are you getting your money's worth?

If you are the average county, your chances are about 50-50 that the plant servicing your area, old or new, does not reliably achieve its design performance standards, says John T. Rhett, county assistant administrator for the Environmental Protection Agency's water program.

In order to monitor the \$20 to \$30 billion provided for the construction of wastewater treatment plants, Congress held oversight

1974-75 Survey Percent of Plants Meeting Secondary Treatment Requirements

Treatment Process	Trickling Filter		Activated Sludge	
	1974	1975	1974	1975
Primary	46	25	61	54
Secondary	24	26	14	19
High Secondary	30	49	25	27
Tertiary				

beginning last July, to review the effectiveness of the construction grants (201) program. At these hearings, operation and maintenance (O&M) problems, i.e., inadequate proper plant performance, were identified as a specific obstacle to reducing the nation's pollution.

Many older plants were designed to meet the standards for wastewater treatment. According to the 1974-75 EPA survey, 54 percent of federally constructed wastewater treatment plants consistently achieved secondary level treatment standards for biological oxygen demand (BOD) and total suspended solids (TSS) of less than 30 mg/liter for flows as required by the 1972 Clean Water Act. Another 19 percent were close to the standard but as poor performers. Many smaller plants (57 percent) with flows of up to 5 million gallons per day (mgd) lacked sufficient operational and performance data to be evaluated at

in a more recent survey (1976 to 1978) of plants in compliance with individual effluent

Percent of Plants in Compliance with Individual Effluent Design Standards

Treatment Process	1978		1977		1976		1973-1975	
	BOD	TSS	BOD	TSS	BOD	TSS	BOD	TSS
Primary	63	56	55	45	(All plants surveyed)			
Secondary	39	37	54	30	58	9		
High Secondary	57	59	60	55	52	56	66	52
Tertiary	82	73	74	68	70	65		

standards, the results indicate a better compliance for all processes except lagoons. However, in charts 2 and 3 EPA has compared the totals of satisfactory plants with the "original" performing facilities greater than 40 mg/liter for BOD and TSS, fully accounting for the higher figures.

Percent of Mechanical Plants Surveyed in Compliance with Secondary Treatment Requirements for BOD and TSS*

Treatment Process	1978	1977	1976
	46	44	37
Trickling Filter	72	69	69
Activated Sludge			

(Less than 30mg/liter and 85 percent removal)

Wastewater Treatment Plant Construction and O&M Costs (1972 Prices; Add 5-10/year) Medium Strength Domestic Sewage

Design Flow: Gallons per day	(Chart 4)		
	1 million	10 million	100 million
Treatment	Annual O&M Costs to Local Governments Capital Cost of Construction (in thousands)		
Primary	\$42 \$560	\$230 \$2,900	\$1,300 \$17,000
Secondary	\$84 \$1,200	\$320 \$5,700	\$1,700 \$30,000
High Secondary	\$110 \$1,300	\$400 \$6,300	\$2,100 \$33,000
Tertiary	\$190 \$1,600	\$730 \$8,100	\$3,300 \$46,000

O&M PROBLEMS MEAN EXTRA COSTS What does this mean to you?

While the federal government funds 75 percent of the capital and construction costs, O&M costs cannot be shared after plant is in operation. Costs can exceed \$150 per household depending on the population of the affected community. Furthermore, operations and maintenance problems can affect plant performance by 30 percent or more. Poor O&M can lead to the rapid deterioration of your capital investment in a 30-year plant, increased chemical costs and equipment replacement rates.

PLANT PROBLEMS PINPOINTED

In the past the operation of a wastewater plant was viewed as dirty low-paying physical work with little or no public contact. Today wastewater treatment requires technical know-how, and the ability to understand the complex chemical and physical process involved in producing acceptable effluent standards.

During an EPA study of factors limiting plant performance, the application of general concepts to specific pollution control processes and the understanding of wastewater treatment were ranked first and second respectively. To further complicate matters, the third highest ranking problem was improper technical guidance. The next six limiting factors all concern plant process design.

While no one factor causes plant deficiencies,

local governments must not only consider O&M costs in early planning analysis, but must attempt to create the same awareness and understanding of plant operation processes and requirements among the public.

Plant performance depends upon the local funding commitments for training and retaining qualified plant personnel and maintaining the physical plant. Relegating the treatment plant and its day-to-day operations to low priority in budget considerations will ultimately cost the community more in capital costs (due to earlier plant replacement), lost sewerage capacities (for development), higher equipment and chemical costs and lower water quality with its impact on public health and other indirect costs.

The best and most enlightened local administration of the plant will not overcome other limiting factors such as process design deficiencies. These must be addressed before the plant is on line, and requires interaction between EPA, local officials, plant operators and designers.

Once you push the start button, process design deficiencies become operation deficiencies. Proper or increased maintenance and technical modification may alleviate some operational problems. For others, outside technical assistance from the private sector is required. However, the importance of adequate staff training cannot be overemphasized. As EPA's statistics indicate, when the operator of a municipal wastewater treatment facility is adequately trained, average plant performance increase by 24 percent.

All of these avenues are within the control of local government and by increasing the plant's efficiency one can delay or relieve the necessity for expensive improvements or enlargements in the physical plant of the wastewater facility. Operator's pay scales and training expenditures have been found to favorably correlate directly with treatment plant efficiency in meeting statutory requirements, especially in smaller plants.

THERE GOES TROUBLE DOWN THE DRAIN

Recent history suggests that the average citizen believes clean water is just "a treatment plant away." However with today's soaring O&M and construction costs, local governments are seeking ways to improve effluent quality to meet national pollutant discharge elimination system (NPDES) permit standards without increasing operating costs or making major investments in capital construction. To achieve this, O&M improvement is the first step.

The proper operation and maintenance of the local treatment plant is an important community function. The goal of effective management is to provide an adequate level of wastewater treatment in an economical way. The possibilities of establishing the water pollution control department as a utility operation should be considered. A treatment plant must maintain adequate systems records and provide local officials with information essential to the planning, budgeting and management of the system.

For new plants, a local government owner should require a realistic updated O&M cost

figure from the plant design consultant at the halfway point in plant construction and prior to the last budget cycle before the system is completed. This will allow the government to establish a realistic rate structure to support the O&M of the system. Also, before plant completion, operators, maintenance people, managers and engineers should work with the design consultant to structure an ongoing training program specifically designed for the plant and wastewater treatment processes involved.

Other local government management concerns include operator certification, compensation, continuing training programs (skill improvement) and public relations. At the local level, the operator is the key to a successful wastewater treatment facility and must be treated as such. Increased emphasis must be placed on identifying and satisfying operator needs such as training, salary, and improved operational aids such as O&M manuals. The development of expanded capabilities to provide technical operational assistance for municipal facilities is essential.

Many states have assumed the responsibility for developing such capabilities. But in the absence of a comprehensive state technical assistance program, the private sector must be used to provide the same variety of mechanisms needed to deal with the many types of operational problems that exist. Local officials can help make sure their operators get the training they need to protect the public investment in clean water. Some assistance possibilities include the Water Pollution Control Federation, EPA's National Training and Operational Technology Center and wastewater treatment engineering and process design firms. Don't rule out seeking help from other local governments with successful operations. Your state environmental agency and regional EPA branch should be able to locate plants that have solved problems similar to yours.

Technical assistance is one avenue. Another is more comprehensive operator training.

There are many reasons for increased training of plant personnel. Aside from the complexity of today's wastewater treatment processes, operators may control from \$30,000 to \$200,000 worth of equipment each. By comparison, the small amounts spent on training programs (less than 1 percent of the annual budget) becomes money well spent. Some sources of preparatory training, skill maintenance and skill improvement training are:

• **On-the-job-training:** Can be part of a formal classroom approach or through individual instruction.

• **Short Schools:** Offered by state pollution control agencies or universities. Classroom type, usually held once per year.

• **Correspondence Courses:** Courses completed by mail. Students may test course material at own facilities. Offered by such organizations as Water Pollution Control Federation, California State University of Sacramento and International Correspondence School.

• **College Extension Courses:** Similar to short school. Given by local university and geared to more specialized skills.

• **Department of Labor:** Offers training and some job placement information for rural plant operators under an interagency agreement with EPA.

• **Community Colleges:** Offers two-year associate degrees in wastewater treatment plant operation.

• **Vocational Schools/Seminars:** One or two day schools or seminars put on by state agencies as well as EPA and private consultants. They may sponsor a seminar at your facility.

• **EPA's National Training and Operational Technology Center at Cincinnati, Ohio:** Clearinghouse for efforts in operator training, training course and materials.

Neither water pollution reduction or operations and proper maintenance will be accomplished for free. Local government interest in O&M can make a difference in the cost of clean water. To help in the management and operation of wastewater treatment plants, EPA's Office of Water Program Operations has prepared the *Management of Small and Medium Size Treatment Plants* which will be available in November. Upon publication it can be acquired from: Office of Water Program Operations, U.S. Environmental Protection Agency, 401 M Street, S.W., Washington, D.C. 20460.

Comparison of Welfare Legislation

	Social Welfare Reform Amendments of 1979 (Administration bill) H.R. 4321/S. 1290	Family Security Act of 1979 (Rangel/Javits) H.R. 4122/S. 965	Family Welfare Improvement Act of 1979* (Rousset/Long) H.R. 4460/S. 1382
Minimum National Benefit	65% poverty level (Grant and Food Stamp Bonus).	70% poverty level (Grant and Food Stamp Bonus).	\$400 million provided to 15 lowest benefit states to increase grants.
Federal Matching	55% AFDC 65% AFDC-UP in California Administrative costs not included— remain as in current law.	Minimum 55%, or • Can choose Medicaid formula (federal participation in California would be 55%) or • Tax capacity formula (federal participation in California would be 55%) Administrative cost inclusion unknown.	Matching eliminated, replaced by block grant of 1979 expenditures and \$1 billion allocated to population. Decreases by 2% a year starting in 1986 due to anticipated savings of waste in current programs.
Limitation on State Fiscal Liability	95% of 1979 AFDC expenditures (updated by Consumer Price Index) from 1982 to 1984. From 1984 to 1989, hold harmless declines by 20% per year. By 1990, hold harmless would include Medicaid and AFDC administrative costs.	95% of 1980 AFDC expenditures in 1981. Reduced by 20% each year for next five years. By 1986, would include Medicaid costs (if states already had UP programs) and AFDC administrative costs.	
Interim Fiscal Relief	No provision.	\$500 million one-time only in fiscal '80.	\$1 billion added to 1979 federal AFDC expenditures on permanent basis, reduced 2% per year after 1986.
Pass-through of Fiscal Relief	In proportion to local government's contribution.	Same as H.R. 4321.	No provision.
Earned Income	<ul style="list-style-type: none"> • 20% standard work expense allowance • Child care (maximum to be set by regulation) • \$70, plus 1/3 of remainder • At application, work expense, child care and disregard allowance 	<ul style="list-style-type: none"> • \$30, plus 1/3 of gross • Standard work allowance set by state at 15% to 25% of gross earnings • Child care maximum: \$150 per child or \$300 • At application, \$40 and standard work allowance 	No change from current law.
Resource Limits	<ul style="list-style-type: none"> • Same definitions and exclusions as food stamps • State can set limit within range of \$750 to \$1,750 	\$1,750 per family unit \$3,000 if family unit contains member over 60 States can set lower level for applicants.	No change from current law.
Administrative Procedures	Eligibility determination in 30 days Presumptive eligibility payments if eligibility not established after 30 days Replacement of lost or delayed checks after 10 days Opportunity for fair hearing with representation Adverse action notice no later than effective date of action Recovery of overpayments and payment of underpayments Payment of half grant, at initial determination of eligibility, within seven days	Same Same Same, except after five days Detailed, advocate-written fair hearing procedures with strong constraints on welfare agency 15-day notice before adverse action; recipient has another 15 days to appeal while aid continues Payment of underpayments/recovery of overpayments if caused by action of recipient, but not if it would defeat purpose of welfare or equity. Payment within five days	Provides for five-year, eight-state pilot to test new Family Welfare Program
AFDC-Unemployed Parent	Mandates AFDC-UP Definition of unemployment to be set by regulation (probably 35 or 40 hours a week, minimum wage). Deletes all references to father—parent who is principal wage earner must meet work requirements Medicaid coverage for new UP cases optional with state 20% work expense allowance—no child care, no \$70, plus 1/3 disregard	Mandates AFDC-Unemployed and Low-Income Parent Program No definition of unemployment or underemployment—eligibility based on financial need. Deletes reference to sex of parent Medicaid coverage for new UP cases optional with state At intake, \$40 disregard, plus 15%-25% standardized work expense allowance. For approved cases, \$30, plus 1/3 standardized work allowance and child care (\$30, plus 1/3 comes off gross) Deletes attachment with labor force Requires 30-day work search prior to eligibility except for those employed 35 hours a week.	No change from current law.
Win, Jobs	Integrates WIN with CETA administration at state level 620,000 jobs thru CETA in companion bill	No change from current law	No change from current law.
Federal Funding for Automated Systems	90% for implementation of statewide system 75% for operation detailed requirements	Identical to H.R. 4321	No provision
Incentive Payment for Lower Error Rate	Revises incentive standard to 4% for overpayment, ineligible and UPs. 35% for erroneous denials and terminations	Same except 4% overpayment, ineligible and UPs. 4% erroneous denials and terminations	No provision

*Prepared from summary
Bill not available at preparation