

This Week

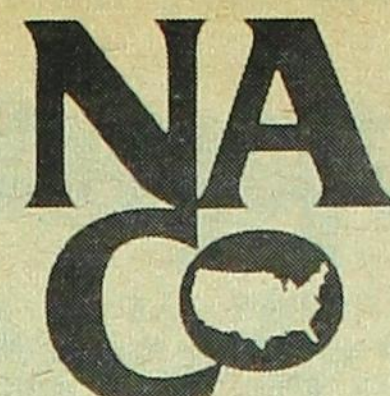
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Vol. 10, No. 29

COUNTY NEWS

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

July 24, 1978



Washington, D.C.

Tax Reform Issues Prevail

Conference Pledges Fiscal Responsibility

ATLANTA, Ga.—Calling for the "rollback of property taxes" if they reach "confiscatory levels" and property taxes which accurately reflect what it costs to provide essential local government services, nearly 4,000 county officials meeting here July 8-12 approved a resolution on tax reform and responsible government.

The resolution was adopted during

NACo's 43rd annual conference where Proposition 13 was on the minds of delegates as well as speakers.

The tax reform resolution calls on federal, state and local officials to renew their efforts to eliminate waste, reduce bureaucracy and cut red tape in government. It also calls on county officials to support the President and Congress in their efforts to balance the federal budget at the earliest possible date and to "assume our share of that responsibility."

The resolution recognizes that property tax levels are often intolerable and that the property tax itself has been asked to carry far too many governmental burdens. The resolution points out that too often the "overloading" of the property tax is not the result of votes by local elected officials but rather the mandates of federal and state governments.

Reacting to the resolution, NACo's Immediate Past President William O. Beach of Montgomery County, Tenn. said that he believes counties are willing to take "their fair share of cuts" when it comes to national tax reform as long as efforts to reduce government spending occur at all levels of government—federal, state and local.

WATSON ADDRESS

Also discussing the tax reform mood of the country was Jack Watson, assistant to the President for intergovernmental affairs, who was the keynote speaker at the opening general session, July 9.

Watson told the delegates that "a democracy needs a concerned and vocal constituency in order to work well."

"We need the pressure provided by the public ... to give us the energy

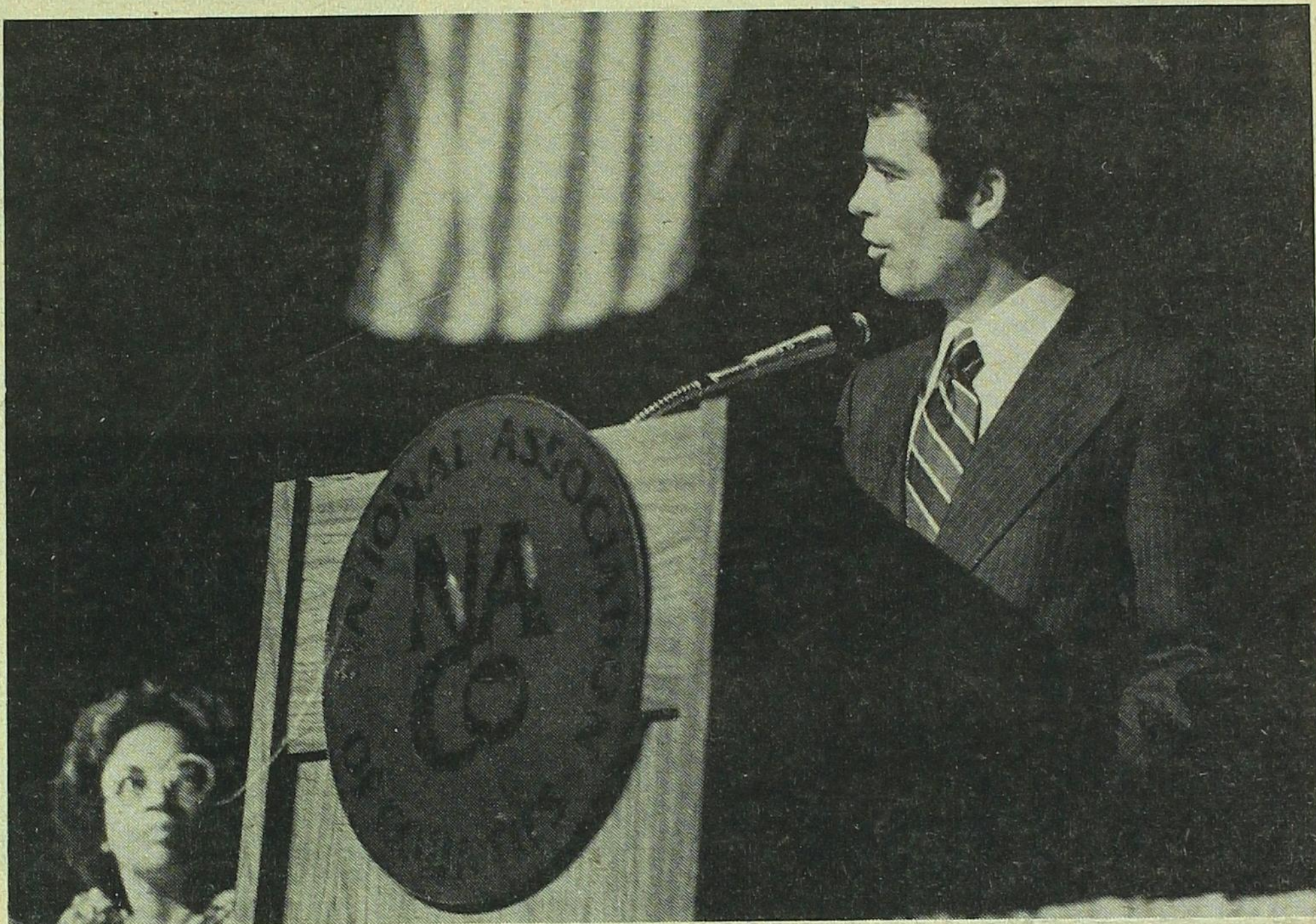
and the will and the leverage to challenge our own government bureaucracies that are frequently so large and so intractable that they try the patience and creativity ... of even the most dedicated public official," Watson said.

However, he added that he feared that "a healthy and appropriate skepticism about what government

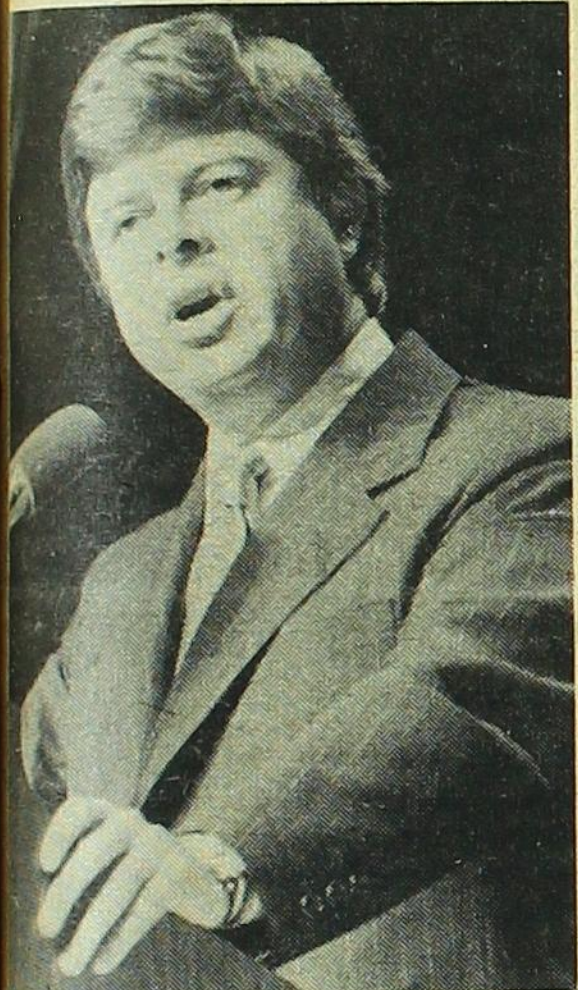
can do is turning sour."

"It seems to me that, as a nation, we have become preoccupied with what we are against and have momentarily lost our vision of what we are for," he said.

As a result, Watson warned county officials, "In responding to the battle cry of California taxpayers ... we must be careful not to destroy the local tax systems that constitute the cornerstone of local control over local services."



NACo President Charlotte Williams listens to Presidential Aide Jack Watson at the opening general session of NACo's 43rd Annual Conference in Fulton County (Atlanta), Ga.



Sen. James Sasser keynotes July 10 general session.

Harris Says Counties Count

ATLANTA, Ga.—Housing and Urban Affairs (HUD) Secretary Patricia Roberts Harris assured county officials at the July 12 delegate luncheon that President Carter did not mean to slight counties in his housing policy.

Speaking on the final day of NACo's annual conference, Harris said: "I want to make it clear to you that this Administration and the HUD Secretary understand the role of counties."

County officials had reacted strongly to the failure of the policy to identify a specific role for counties in solving urban problems. The President delivered his urban message in March and many of his proposals are currently fighting their way through Congress.

Harris said she now realizes that

"even though we assumed your participation, we did not articulate it clearly. We were so intent on defining new roles for the states and new aid for the cities that we did not spell out adequately our intention that your pioneering activity would continue and expand."

She called the county "the fastest changing governmental unit in the United States."

RURAL DEMONSTRATION PROGRAM

The Secretary also revealed details of a two-year demonstration program, costing \$465,000, aimed at rural areas. It is scheduled to begin in October and will be operated in

See URBAN, page 6



HUD Secretary Patricia Harris at delegates' luncheon.

SASSER: 'NO MEAT AXE' CUTS

Sen. James A. Sasser (D-Tenn.) said at the following morning's session that he didn't believe that the American people wanted "meat axe" cuts in vital, basic services.

"I don't think that the American people want us to make wholesale cuts that would further reduce the quality of life for many people who are poor, disabled, elderly or disadvantaged."

However, he added that Proposition 13-type initiatives will be encouraged by indications from the federal Congressional Budget Office that California's Proposition 13 will reduce inflation slightly and by the fact that state governments now have "an aggregate surplus of more than \$18 billion."

He said the obvious answer is to strike a happy medium. "We must in some way strike a compromise between the needs of efficient govern-

See EQUAL, page 5

CETA in Trouble

Attempts to Gut Jobs to Spark Floor Flight

See page 16

Support Voiced for Grant Reform

WASHINGTON, D.C.—A bill designed to streamline and simplify the complex grants-in-aid system could save county governments substantial funds. According to a NACo paperwork report, mandated reporting and planning requirements, paperwork, and duplication of effort cost, on the average, 11 percent of actual program expenditures.

Citing this report in testimony July 13 before the Senate subcommittee on intergovernmental relations, Suzanne Muncy of Montgomery County, Md. added, "When these costs are multiplied by project grants across our nation, the savings involved in better management of limited resources is big money—big money which could be better spent for actual service delivery."

"I wish to emphasize to this committee that these additional dollars cost no extra money to the federal government. It is what common sense tells us, efficient use of limited and existing dollars," she said.

MUNCY, PRESIDENT of NACo's Council of Intergovernmental Coordinators, offered the council's views on S. 3267, the Federal Assistance Paperwork Reduction Act of 1978,

an omnibus grant reform measure sponsored by Sens. Edward Muskie (D-Maine), John C. Danforth (R-Mo.), and William V. Roth Jr. (R-Del.).

The measure would:

- Standardize nine national policies like those requiring citizen participation and environmental studies (according to an Advisory Commission on Intergovernmental Relations study, 30 such policy requirements would fall under the purview of this act);

- Allow local governments to certify annual compliance with national policy requirements;

- Provide advance funding for the succeeding fiscal year and five-year projections of budget outlays to assist local governments in planning their program budgets;

- Amend the Joint Funding Simplification Act to provide incentives to federal agencies to enter joint funding agreements through the establishment of joint funding management, sharing of administrative costs and a joint management fund from which recipients would draw.

The bill would also, two years after enactment, allow counties to obtain information on federal dollars

flowing into their jurisdictions. Present figures are distorted because they include dollars going to nonprofits, consultants, federal governmental agencies, military installations, municipalities and small townships, as well as directly to county governments.

In her testimony, Muncy said that "armed with such information, counties could seek out presently unknown programs which are duplicating county efforts and can make necessary management decisions toward consolidation or elimination."

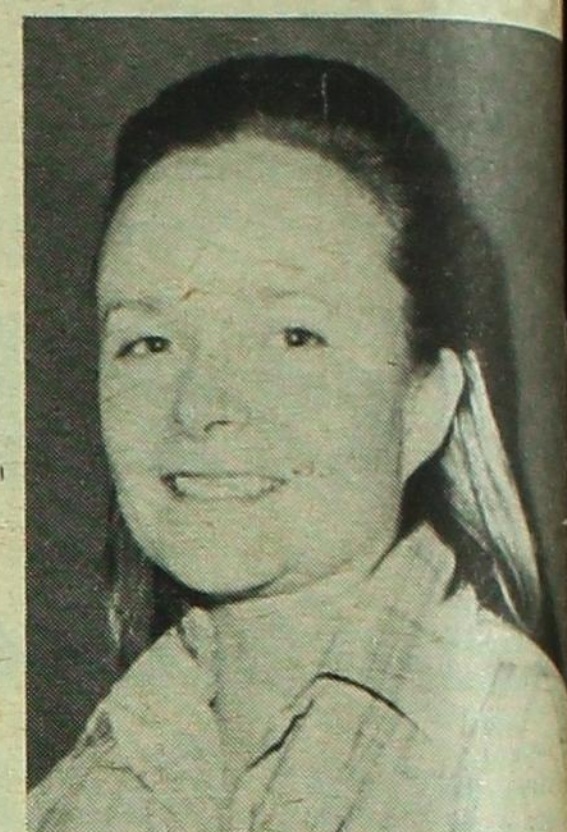
IN ADDITION, the bill would provide a waiver for those federal programs which require a specific local agency as a recipient. A program could, thus, be placed within each county organization as the county itself determines.

It also provides a standard maintenance of effort requirement based on the average expenditures for two preceding years for the same program. However, NACo requested that the subcommittee consider increasing the two-year average since the legislation does not take into account inflated costs associated with

program startup, such as the purchasing of expensive equipment. Such costs do not recur and should not be considered in any determination of a maintenance of effort funding level, said Muncy.

NACo further requested that the subcommittee add a section which would standardize federal financial reporting requirements. There are 20-25 financial reporting forms which a county, at any given time, is mandated to complete. Information required by these forms is almost identical. The waste involved in filing these forms could be eliminated by a simple or unified reporting system, noted Muncy.

S. 3267 HAS strong support on the Senate side and could possibly be passed by the House this year. However, it is speculated that the Senate will not consider further hearings on this measure until some positive House action is taken on similar legislation. The House at present has no companion bill so it is important that members of the House subcommittee on intergovernmental relations and human resources be contacted indicating county support for grant reform



Muncy

legislation. House subcommittee members are: L.H. Fountain, chairman (D-N.C.), Don Fuqua (D-Fla.), Glenn English (D-Okl.), Elliott H. Levitas (D-Ga.), Henry A. Waxman (D-Calif.), John W. Jenrette Jr. (D-S.C.), Michael T. Blouin (D-Iowa), Les Aspin (D-Wis.), John W. Wyder (R-N.Y.), Clarence J. Brown (R-Ohio) and John E. Cunningham (R-Wash.).

HEARING HELD

Prop. 13: Impacts on Aging Services

OAKLAND, Calif.—Services for the elderly in California are being squeezed between Proposition 13 and "the blitz of plans, budgets, reports, summaries, assurances, and evaluations required by state and federal agencies," according to Peter Breen, assistant director for planning and evaluation, Marin County (Calif.) Department of Health and Human Services.

Breen's observation was part of his testimony for the County Supervisors Association of California before a subcommittee of the U.S. House of Representatives' Select Committee on Aging. The subcommittee held two field hearings in California to find out how the elderly are faring under Proposition 13.

"It is too early to tell what the impact will be this year," Breen told the subcommittee which is chaired by Rep. Mario Biaggi (D-N.Y.), "but planning for the future will require a close review of the way we are doing things."

AFTER CRITICIZING current trends "where 'body counts' have almost become more important than the service," Breen gave several suggestions about improving service delivery and reducing costs.

"Federal agencies, such as the Administration on Aging," he noted, "must be willing to consider program waivers in California to allow for innovative activities and program development."

Breen also called for three- to five-year planning cycles, consolidating Titles III, V, and VII of the Older Americans Act with Title XX (social services) of the Social Security Act, and consolidating the planning of "a strong advocacy network to ensure services to older Americans."

Breen's testimony in Oakland followed a hearing in San Diego where county officials and citizens testified on the effect on services to the elderly of Proposition 13, a measure which has reduced the county's revenues by \$58 million by restricting the property tax to 1 percent of the 1975-76 assessed value.

After cataloging San Diego County's many services and considerable financial commitment to the elderly,

Supervisor Jim Bates told the subcommittee members that Proposition 13 "has raised serious questions regarding the county's ability to maintain present services, let alone think in innovative terms of increasing and improving those services as the number of senior citizens continues to increase."

AMONG THE endangered services are 30 nutrition programs, home support services, and dialysis transportation programs sponsored by the city.

The loss of so much revenue, Bates added, will lead to an "agonizing process of distributing funds in the future."

"So that there is no misunderstanding," Bates concluded, "services for seniors aren't doing all that well now. We certainly hope that it will not be necessary to reduce services for seniors or any of the other myriad programs for those in need in this county."

The subcommittee, according to Rep. Biaggi, is conducting hearings on "The Future of Aging" and will issue a report based on its hearings. The California hearings were "to examine the consequences of Proposition 13 as it relates to the future of social and human services for states with large elderly populations."

—Phil Jones, NACo



PLANNING FOR THE ELDERLY—William J. Murphy, center, county executive, Rensselaer County, N.Y., announces to the press a long-term planning project for the elderly which the county is undertaking in cooperation with the Aging Program at the National Association of Counties Research Foundation (NACoRF). On the left is Paul J. Tazbir, Jr., commissioner, Rensselaer County Department for the Aging, and on the right is Phil Jones, research associate, NACoRF Aging Program. Rensselaer is the first of five counties that will participate in the project.

COMMENTS SOLICITED

What to Do with Wilderness?

WASHINGTON, D.C.—The draft environmental impact statement (EIS) for the wilderness study RARE II (roadless area review and evaluation) was released by the U.S. Forest Service last month.

The EIS consists of 21 volumes—a national program document and 20 state and geographic area supplements. It describes 10 alternative approaches for the allocation of the 62 million acres of Forest Service land contained within the 2,686 roadless areas under inventory. Approaches considered in the EIS include:

1. No action is to be taken, with land and resource management planning continuing as if RARE II did not exist.

2. All roadless areas are allocated to nonwilderness uses.

3. Commodity output is emphasized with consideration given to high wilderness attribute ratings.

4. High wilderness attributes are emphasized with further consideration given to high resource outputs.

5. A low-level achievement of landform, ecosystem, associated wildlife, and accessibility characteristics.

6. A moderate-level achievement of the same characteristics as in 5.

7. A high-level achievement of the same characteristics as in 5.

8. Roadless areas are allocated in

response to the Forest Service perception of local and regional issues.

9. Wilderness attributes are emphasized with consideration given to very high resource outputs.

10. All roadless areas are recommended for wilderness.

THE PRIMARY ISSUES discussed in the environmental impact statement are the contributions the Forest System should make to the National Wilderness Preservation System (NWPS), the roadless areas which should be available immediately for nonwilderness use, and the criteria and relative tradeoffs involved for making the decisions.

Out of the 10 alternatives, three—all wilderness, no wilderness, and no action—will not receive serious consideration. Excluding these three extremes, the remaining options in the draft EIS propose between 37 percent and 94 percent of RARE II acreage for nonwilderness. The wilderness acreage in the seven categories ranges from 3 percent to 33 percent, with most in the 11 percent to 12 percent range. The alternatives also include a small amount of acreage which would go into "future planning."

Timber, oil and gas, hard rock mining, and livestock interests have been critical of the RARE II pro-

gram from the start. Environmentalists, who were supportive of RARE II in the beginning, have changed their position, attacking the program because it has become a "release program" rather than one to identify wilderness.

U.S. Forest Service Chief John McGuire conceded that the options "leaned toward production of commodities" on wilderness land. However, he stressed that the options were intended as a starting point for the period of public comment on the use of the inventoried areas.

THE PUBLIC COMMENT period ends Oct. 1. A final EIS and recommended program will be issued in December. Of particular importance to Forest Service decisionmakers will be public response in these areas:

- Recommendations for allocation of specific roadless areas to wilderness or nonwilderness use;

- Suggested approaches for developing alternatives for allocating the total roadless area inventory;

- Comments on the RARE II decision criteria proposed for use in developing the final recommended action.

Copies of the draft environmental impact statement may be obtained from the Forest Service Regional Office.

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DNC Gives Seats to 3 County Reps

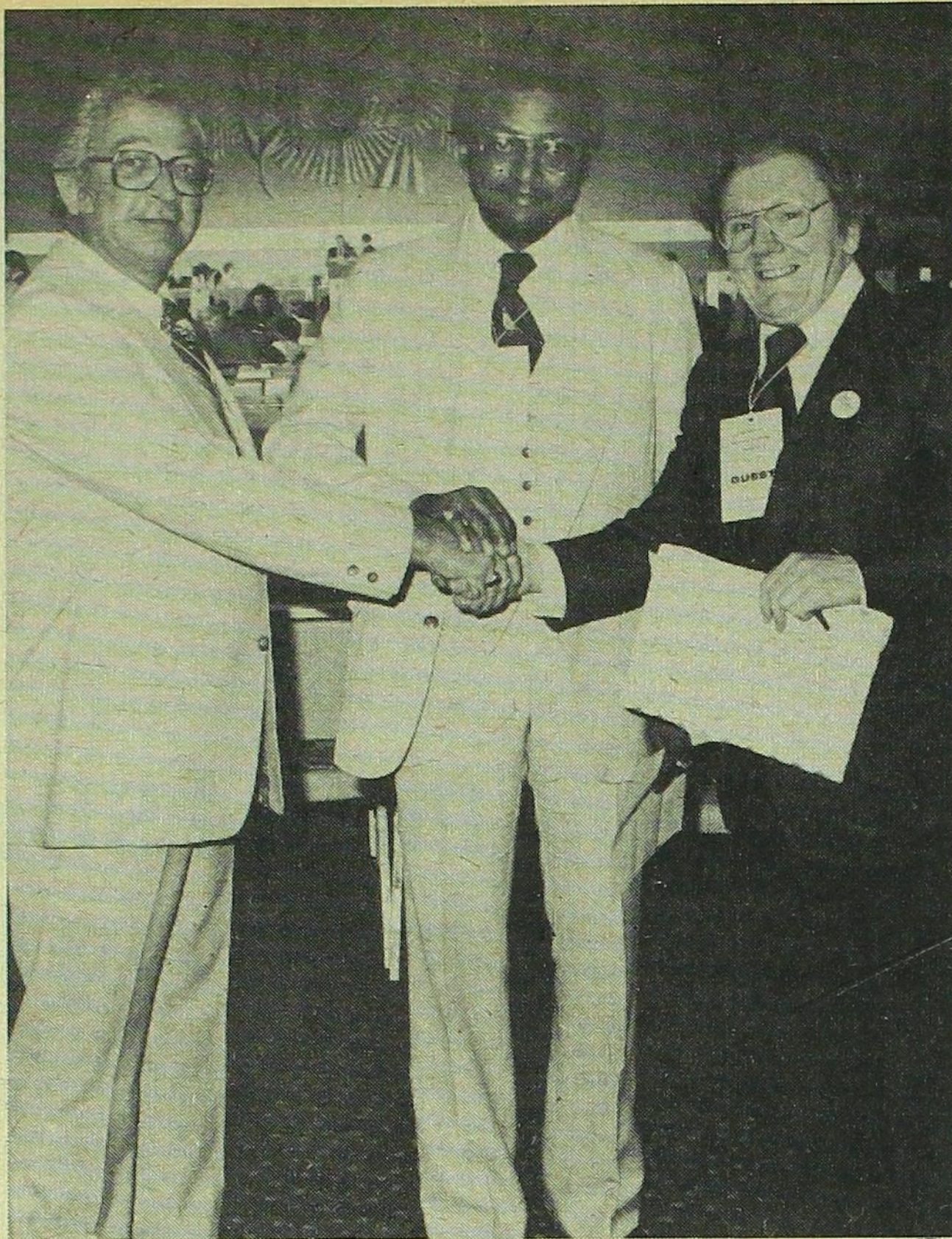
WASHINGTON, D.C.—The charter of the Democratic Party of the United States has been amended to include three county officials on the Democratic National Committee.

The amendment was accepted at a meeting June 9 and calls for representation by the chairperson of the Democratic County Officials Conference and two additional county officials selected by the conference.

The bylaws carry a similar amendment and add that the chairperson of the Democratic County Officials Conference is to certify the eligibility of the two members.

Efforts to increase county officials' input to the national political parties began in 1976 when Daniel Lynch, Douglas County (Neb.) commissioner and then president of NACo, called for the organization of Democratic and Republican County Officials Conferences.

Attending the meeting at DNC headquarters here to introduce the charter amendment were Francis Patrick McQuade, former president of the National Association of County Civil Attorneys and former Essex County (N.J.) counsel; Joe Toner, New Castle County (Del.) councilman and chairman of the Democratic County Officials Conference; and Terrance Pitts, Milwaukee County (Wis.) supervisor, who is currently a member of the DNC.



Seen from left are Joe Toner, Terrance Pitts, and Francis Patrick McQuade at the meeting of the National Democratic Committee.

Labor Dept. Holds Back Youth Funds

WASHINGTON, D.C.—A reversal of policy by the Labor Department's Employment and Training Administration has determined that CETA prime sponsors can spend only 73 percent of their youth grant funds this fiscal year.

County officials question both the wisdom of the policy within its own context since there would be a 27 percent decrease in present year funds when youth unemployment remains high and the principle of a national decision which effectively prescribes service levels beyond congressional intent by withholding funds.

This decision, issued in field memorandum #327-78 dated June 8, contradicts previous policy directions which required prime sponsors to spend all of their Youth Employment and Demonstration Projects Act (YEDPA) funds by Sept. 30, and comes over two-thirds the way into the program year.

Although some flexibility is given to each of the 10 regional offices to vary what it requires of individual prime sponsors, each region must meet the 73 percent goal.

REASONS GIVEN for this policy reversal are: 1) extension of the program from one to two years; 2) the general economic recovery; 3) absence of an expected \$500 million supplemental appropriation; and 4) decrease in the youth unemployment rate.

Prime sponsors had to modify their existing grants by July 15 in order to bring their plans into conformance with this national goal. Rather than informing prime sponsors of changes in national conditions and funding levels and encouraging them to reassess their plans, the Labor Department has chosen to interpret these conditions and translate them into one decision for all prime sponsors regardless of local conditions, commitments, or policy.

BRIDGE PROGRAM TO SUFFER

Highway Funds May Be Cut

WASHINGTON, D.C.—The deadlock in the House Ways and Means Committee over the Surface Transportation Act of 1978 (H.R. 11733) authorizations appears to have been broken last week.

Rep. James Howard (D-N.J.) in testimony before the committee agreed to submit a floor amendment to H.R. 11733 when it reaches the full House to reduce highway authorizations by \$1 billion annually.

The Ways and Means Committee controversy began nearly a month ago when Reps. Sam Gibbons (D-Fla.)

and Barber Conable (R-N.Y.) introduced a joint amendment to tie Highway Trust Fund apportionments to annual trust fund revenues.

In what looks like a compromise, all three representatives have agreed to support the Howard floor amendment to reduce authorizations by \$1 billion.

The accommodation would come from several highway categories: \$700 million from authorizations which are divided among all the states by formula or allocation and \$300 million in Department of Transportation (DOT) discretionary money.

Other programs earmarked for cuts include \$300 million in interstate discretionary funds, \$150 million in federal-aid primary monies and \$50 million in federal-aid secondary.

HARDEST HIT from NACo's standpoint is the bridge program where a \$500 million decrease is anticipated. The House bill earmarks \$2 billion for bridge replacement, \$200 million of which is for large bridge projects to be distributed on a discretionary basis. A cut of \$500 million in this category would lower the bridge authorizations to \$1.3 billion. Included in the House bill is a minimum of 25 percent and a maximum of 35 percent for off-system bridges.

Fiscal Relief Still Possible

WASHINGTON, D.C.—Although comprehensive welfare reform is dead for this session of Congress, it is likely that legislation changing some welfare programs and providing fiscal relief for welfare costs could still be acted upon this year.

H.R. 7200, an omnibus child welfare bill, passed the House in May 1977 and was reported out by the Senate Finance Committee in September 1977. The bill waits to be scheduled for Senate floor action.

In the year that H.R. 7200 has been pending, several of its provisions have been enacted as part of other legislation, and at least one more, permanent federal matching of non-AFDC child support costs, is being moved separately. Slated to expire Sept. 30, the child support match has been attached to a minor tax bill, H.R. 4007, expected to see floor action in two weeks.

LAST DECEMBER \$187 million in fiscal relief for state and local AFDC costs was enacted as part of a Social Security financing bill (P.L. 95-216) with the remainder of the original \$500 million to be resolved when H.R. 7200 comes to conference.

In mid-summer 1978, this provision has to be looked at in context of subsequent welfare reform events.

Rep. Charles Rangel (D-N.Y.) introduced a House bill, H.R. 13335, that would provide up to \$400 million in AFDC fiscal relief for fiscal '79. It recently cleared the Ways and Means Committee by a narrow vote.

IN THE SENATE, a \$5 billion bill was announced June 28 which would provide \$2.56 billion in fiscal relief through a block grant approach, the remainder in tax credits to private businesses who employ welfare recipients and an expanded Earned Income Tax Credit. Sponsors are Sens. Daniel Patrick Moynihan (D-N.Y.), Russell B. Long (D-La.), and Alan Cranston (D-Calif.).

Although the bill is not available at press time, it is expected that efforts will be made to amend it to include at least a federal minimum benefit level and a mandated AFDC-U program. At a press conference July 19, Health, Education and Welfare (HEW) Secretary Joseph Califano indicated that the Administration will oppose the bill and seek reform again next year.

Both the House and Senate measures require 100 percent pass-through of fiscal relief to counties that pay AFDC costs, and the Senate measure would permanently remove counties from welfare funding.

If the Rangel bill passes the House, it is likely to become the vehicle for the Senate fiscal relief measure. The EITC and jobs credit provisions are expected to be added to the tax reform bill. However, with the short time remaining in the 95th Congress, H.R. 7200 could well be needed to carry a major fiscal relief measure and some minimal welfare reform amendments.

—Pat Johnson

DOT to Examine Rural Transit

WASHINGTON, D.C.—The Department of Transportation has embarked on a nationwide fact-finding tour of several communities interested in rural public transportation. The purpose of these trips is to explore ways of providing more effective public transportation in rural areas.

According to Tom Dawson, DOT intergovernmental officer and coordinator of the effort, the department is attempting to get a head start on the program before legislation is approved by Congress.

Legislation pending before the House (H.R. 11733) and Senate (S.

2441) would make operating expenses for rural systems eligible for federal aid and also increase the flexibility of transit programs designed for nonmetropolitan areas.

A NACo-sponsored amendment, introduced by Rep. John Breaux (D-La.), to create a rural public transportation program was approved by the House surface transportation subcommittee in markup of H.R. 11733.

The program is budgeted at \$75 million in the House and \$76.5 million in the Senate appropriation bills for fiscal '79. The program would

Panel Rejects Forced Lid on Hospital Costs

WASHINGTON, D.C.—The Administration suffered a major blow to its anti-inflation program July 18 when the House Commerce Committee voted to reject the President's plan to hold down skyrocketing hospital costs.

By a vote of 15 to 12, the committee endorsed a substitute bill that encourages hospitals to police themselves in the fight to curb costs. The motion, introduced by Rep. James Broyhill (R-N.C.), also establishes a federal commission to recommend action if the voluntary effort fails. Hospitals are supposed to reduce costs by 2 percent this year and another 2 percent in 1979.

President Carter proposed a tough two-year mandatory 9 to 11 percent cap on hospital prices. This approach was supported by "consumer" and public interest groups, including NACo. However, the original bill was vigorously opposed by the hospital industry and the medical profession.

Hospital cost containment opponents proposed a voluntary approach which eventually became the nucleus of the Broyhill bill. Passage of this version means that the Carter plan will not be taken up again in this session of Congress. Some Washington observers said that failure to enact a strong hospital cost containment bill would further delay enactment of national health insurance.

Funds are to be apportioned to the states based on each state's non-urban population. The states would distribute funds to eligible recipients, including counties, to provide local transportation services.

NACo and the DOT Task Force are interested in hearing recommendations from interested counties as soon as possible. Please contact Tom Bulger at NACo, 202/785-9577.

DOT REGS HEADED FOR DEBATE

Making Transit More Accessible

FULTON COUNTY, Ga.—Ira Laster, program coordinator, in the Department of Transportation's Office of Environment and Safety, outlined proposed new regulations designed to ensure that handicapped persons are not discriminated against in public transportation before NACo's Transportation Steering Committee at the annual conference.

Under the proposal, which implements Section 504 of the Rehabilitation Act of 1973, recipients of DOT financial assistance would be required to make existing and new transportation facilities accessible to handicapped persons through such means as ramps, lifts, elevators, and special equipment.

The proposed regulations would require:

- All new fixed transportation

facilities, including airports, railroad terminals, mass transit stations and highway rest areas, be accessible to the handicapped.

- Existing fixed facilities be made accessible within three years, except for a five-year period for intercity rail terminals and three options for mass transit stations of 12, 20 or 30-year changeovers.

- New intercity rail, commuter rail, and light rail passenger cars be accessible within one year of the rule's issuance. Buses, acquired before Oct. 1, 1979, will be required to be accessible to the handicapped if it is determined during the rulemaking that such a requirement is feasible. (A previous decision by DOT Secretary Brock Adams already mandates an accessible bus—Transbus—after Sept. 30, 1979).

- Existing intercity, commuter and rapid rail systems have at least

one passenger car per train accessible within three years for intercity railroads and within five years for commuter and rapid rail.

- Existing light rail and bus systems have a level of accessible regular service to the handicapped generally equal to half of the peak hour service and all of the off-peak service within 10 years for light rail and six years for bus systems.

- Airports, railroad terminals and railroad lines provide limited assistance to handicapped passengers, except for unmanned rail terminals and airports boarding fewer than 10,000 passengers per year.

- Transportation industry employers receiving DOT aid be required to make "reasonable accommodation" to the needs of their handicapped employees.

AS THESE regulations were being prepared DOT released a report entitled "Summary Report of the National Survey of Transportation Handicapped People." This in-depth study documents travel needs and various alternatives for increasing public transit system accessibility for the handicapped. At issue is the number of persons who will benefit from the full implementation of the handicap regulations.

Ideally, the real beneficiaries of full accessibility would be individuals who cannot now use public transportation. The National Survey Report reveals that 19 percent of transportation handicapped persons cannot now use public transportation. However, the study indicates that about 3 percent of those transportation handicapped persons who do not now use fixed-route public transportation would be able to under the full accessibility mandate. This is because factors in the urban environment, apart from physical accessibility of bus and subway vehicles, would continue to act as barriers to mobility.

The American Public Transit Association (APTA), applying the 3 percent figure, found that the number of handicapped in transit areas who cannot use existing systems, but who could and would

use such systems if made fully accessible, is approximately 30,000 nationwide.

Because of these findings, the decision of whether transportation needs of the handicapped warrant the expense of achieving total public transportation accessibility is certain to stir debate. DOT estimates the capital cost of the proposed regulations to be \$1.7 billion, which critics have charged is grossly underestimated.

DOT has decided to change its original schedule and hold public hearings on the proposed regulations

in San Francisco, Denver, Chicago, New York, and Washington, D.C. The Washington, D.C. hearing, previously scheduled for July 26, is being rescheduled to provide more time for preparation and to allow scheduling in the same time period as the new planned hearings. Dates will be announced as they are available.

NACo has requested that DOT attend the regulation comment period originally scheduled to close Sept. 15 by 90 days, and has asked that counties be involved in shaping the final regulations. For more information, contact Tom Bulger at NACo.

Panel Slices Funds from Ag Land Bill

WASHINGTON, D.C.—Agricultural land retention won an ambivalent victory in the House last week as the Agriculture Committee reported out a substantially weakened version of H.R. 11122, the Agricultural Land Retention Act. Stricken from the measure was a five-year, \$250 million demonstration program, considered by most proponents to be the heart of the bill.

Rep. Charles Grassley (R-Iowa) offered an amendment to sever the demonstration grant title from the bill and the committee passed it 21-20. The outcome surprised many supporters who believed they had the votes needed to retain the program.

Rep. James Jeffords (R-Vt.), chief sponsor of H.R. 11122, reluctantly called the bill to a final vote.

SEEN AS PIVOTAL in the debate over the demonstration money was a letter from the Department of Agriculture released during the bill's markup. The letter, signed by

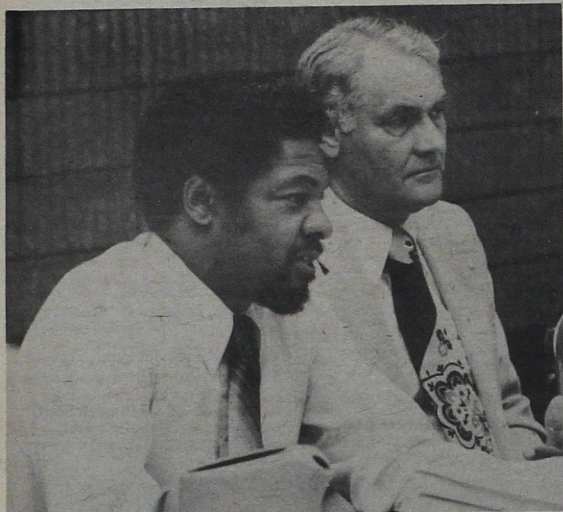
Agriculture Secretary Bob Bergland, strongly opposed the demonstration program, suggesting that it would be inflationary and also lead to federal intervention in local land use planning.

While many saw both assertions as unfounded, the Bergland letter was regarded as a major cause of the demonstration title's defeat at the hands of a coalition of Southern Democrats and Republicans.

In its present form, H.R. 11122 calls for the appointment of a study commission to analyze the extent and cause of conversion of farmland to nonagricultural purposes; and to propose alternative solutions to a total of \$25 million to carry on the four-year study remains authorized by the bill.

It is hoped that authorization by the demonstration grants can be restored on the House floor, or in the Senate, where a similar measure awaits subcommittee action.

—Mark Rorty



Ira Laster, left, program coordinator, Department of Transportation, and Dan Murphy, county executive, Oakland County, Mich., are seen at the Transportation Steering Committee meeting at the annual conference. Laster discussed proposed DOT regulations for the handicapped.

Matter and Measure

Dear NACo's:

I am pleased to let you know the results of our 1978 election of officers, announced at our annual meeting in Atlanta, Ga.: president, Blake Livingston, St. Clair County, Ala.; first vice president, Arthur D. Haddad, Miami County, Ohio; secretary-treasurer, William G. Harrington, Linn County, Iowa; northeast region vice president, Charles (Ed) Wiles, Genesee County, Mich.; south central region vice president, Virgil Holdredge, Johnson County, Kan.; southeast region vice president, Jimmy Kemp, Lauderdale, Noxubee, Kemper and Winston Counties, Miss.; and immediate past president, Milton Johnson, Clayton County, Iowa.

The following individuals were not re-elected but maintain their positions as regional vice presidents: western region vice president, Charles Plummer, Deschutes County, Ore.; and north central region vice president, Herbert Klossner, Hennepin County, Minn.

I urge you to contact your officers for information on NACE meetings, activities, research projects and publications. The vice presidents in your region are available to attend state association meetings and welcome your ideas for NACE activities. We are your officers. Feel free to call upon us.

NACE RESEARCH COMMITTEE MEMBERS

Also, I am pleased to announce the appointment of the following individuals to our Research Committee, chaired by Deane Anklan, Ramsey County, Minn.: Marvin Bell, Quachita Parish, La.; Jack Huffington, Cumberland County, Ill.; and Herbert Klossner, Hennepin County, Minn.

In addition to Anklan, the following continue to serve on the Research Committee: Ernie Geissler, Olympia, Wash.; Bob Esterbrooks, Maricopa County, Ariz.; Allan Holmes, Ontario, Canada; Art Haddad, Miami County, Ohio; Warren Davison, Cerro Gordo County, Iowa; Ed

Wiles, Genesee County, Mich.; and William Harrington (ex officio), Linn County, Iowa.

Bernard Leider, Polk County, Minn., is NACE's representative on the NACo board. I am certain he will serve us well. Bernie replaces Paul Van Roekel, Oakland County, Mich.

COUNTY ENGINEERS OF THE YEAR

During our annual banquet July 10 in Atlanta, Immediate Past-President Milton L. Johnson presented plaques to recipients of NACE's annual engineering management achievement awards.

Jan E. Rosholt, Clark County, Wash., director of public works, received the national urban county engineer award. Herbert D. Floyd, Plymouth County, Iowa engineer, received the national rural county engineer award.

Rosholt developed and implemented a department-wide maintenance management program, including a total program budgeting system. Rosholt is president of the Washington State Chapter of the American Public Works Association, an executive committee member of the Washington State Association of County Engineers, and now serves a three-year term on Washington state's County Road Administration Board.

Floyd has served Plymouth County since 1950, first as assistant county engineer and as county engineer since 1957. Since he became county engineer, the county has paved 250 miles of roadway. Floyd has served as president, vice president, and secretary-treasurer of the Iowa County Engineers Association.

Congratulations to Jan Rosholt and Herbert Floyd, our county engineers of the year!

—Blake Livingston
NACo President
St. Clair County (Ala.) Engineer



Comments Solicited on Nuclear Wastes

WASHINGTON, D.C.—This spring, the President established an Interagency Review Group (IRG) on Nuclear Waste Management, whose task is to develop recommendations for a draft and then final Environmental Impact Statement (EIS).

Two public hearings have been scheduled to solicit input from a broad spectrum of citizens.

AT PUBLIC FORUMS in Denver (July 24-25) and Boston (Aug. 4-5), the IRG will hold hearings on nuclear waste management before formulating its report to the President.

County officials are encouraged to participate in the hearings. If unable to attend, they should let the IRG know their views by submitting written testimony to Allan Smith, Department of Energy, 175 West Jackson Blvd., Room A-333, Chicago, Ill. 60604.

Written testimony must be submitted on or before Aug. 2, and a copy should also be sent to NACo's Energy Project. It is important that any nuclear waste management process include the input of local governments at the earliest possible stage of planning so local concerns can be adequately addressed.

Dr. John M. Deutch, DOE's director of Energy Research, listed the following as some of the most significant recommendations of the IRG:

- Disposal of high-level waste in geological formations, such as salt or granite.

- Disposal of spent fuel, which contains both unused fuel and waste without reprocessing. Reprocessing would recover fuel and separate waste. From the point of view of disposal, there is no significant difference between commercial spent fuel and reprocessed high-level waste.

- The responsibility for the ultimate disposal of all forms of nuclear waste should be with the federal government and long-term waste disposal facilities should be subject to Nuclear Regulatory Commission (NRC) licensing.

- Need for an expanded role in the licensing process that allow broad participation and improved public confidence in long-term disposal.

- There are substantial budgetary impacts of the IRG recommendations and legislation would be required to carry out many of the suggested changes.

The DOE regional offices in cities where the meetings are held may be contacted to obtain further information:

Charles P. Metzger, DOE Regional Office, P.O. Box 26247, Denver, Colo. 80226, 234-2420.

Roberta Walsh, DOE Regional Office, 150 Causeway St., Boston, Mass. 02114.

Materials related to these hearings will be available at the DOE offices in Denver and Boston.

CONFERENCE HIGHLIGHTS

Resolution on Tax Reform and Responsible Government

It resolved, upon the initiative of President William O. Beach, that the National Association of Counties adopt the following statement on tax reform and responsible government, to have the effect of a resolution:

The adoption of Proposition 13 in the state of California constitutes a statement from the voters of that state—which has been a long-standing NACo position—that property taxes at the local level are often inequitable, and that the property tax has been asked to carry far too many governmental burdens. In addition to the traditional property tax services, it now often must support our expensive modern educational systems, health and social services, and many other programs.

Too often this overloading of the property tax is not the result of actions by local elected officials, but stems from mandates of the federal and state governments. NACo has long held that the major burden of property taxes frequently comes from federal and state policies regarding the conduct and financing of federal and state programs from resources principally and, in some cases, exclusively from the property tax.

NACo is acutely aware of the concern and reaction to the mounting burdens of property taxes upon property owners not only in California, but elsewhere in the nation. We support the rollback of property taxes, and the adoption of property tax levels which accurately reflect the costs to local governments to provide essential local governmental services.

While the implementation of such rollbacks may, in many cases, cause severe economic and programmatic dislocations, a direct result of such implementation can be to put in a clear public perspective the impact of federal and state mandated programs and policies upon the local governments' principal source of revenue—the property tax.

NACo calls upon the President, Congress and each state's executive and legislative leaderships to recognize the clear need for an equitable allocation of the cost burden now borne by the property tax, used by many of our nation's counties and local governments.

NACo further calls upon federal and state governmental leadership to review with sensitivity the unacceptable tax burdens placed upon the people of this nation and all aspects of governmental spending to reduce duplication and unnecessary expenses—an objective which NACo and its individual members have

long advocated, and to which we recommit ourselves.

In order to more clearly restate where NACo and its member counties stand, we hereby rededicate ourselves to the following long-held principles and objectives:

- Delivery to the best of our abilities a wide variety of important and essential public services to our citizens, including vital human services to the poor, aged, disabled, mentally and physically ill and those otherwise disadvantaged who are least able to care for themselves;
- Operation of the delivery of those services within the confines of a balanced budget that the taxpayers can afford;
- Maintenance of a vigilant watch in order to maintain only essential positions in county government and otherwise to eliminate all unnecessary expenditures from our public budgets;
- Continuation of efforts to increase efficiency and productivity of both management and the rank and file of county employees; and
- Fair and equitable administration of the property tax, together with all other local taxes.

We also, individually and as a national organization, pledge our best efforts, in cooperation with our state associations of counties and our fellow state, city and federal officials, to encourage and work at all levels of government:

- To resist all state and federal mandates to local government, unless there is a provision for funding by the state or federal government; and
- To control inflation, by vigorously urging the President and Congress to balance the federal budget at the earliest possible date, and we pledge to assume our share of that responsibility.

Finally, we pledge ourselves to the following specific actions and commitments:

Establish Priorities. In the interests of economy, we ask each of our 12 steering committees to establish priorities among their various functional areas. We ask the board of directors to establish priorities among those submitted by the committees. Finally, we as the policy-making membership pledge ourselves to the difficult but necessary task of developing each year an *American County Platform* which combines a balance of necessary programs and fiscal responsibility.

In establishing priorities, we ask each of our steering committees to give full consideration to actions in their respective subject areas which are calculated to increase economy

and efficiency by such devices as caps on medical expenses, removing much of health and welfare costs from the property tax base, and bring federal, state and local regulations to a minimum.

Maintain NACo's Tax Revolt Action Center. Provide factual information to public officials, media and the citizens in general, on the various methods and devices for tax reform and expenditure control. In particular, we will endeavor to better educate voters on the real problems concerning the property tax, the role of mandated programs in driving the property taxes to often near confiscatory levels, and the need for basic tax and spending reforms at the state and federal levels.

Strengthen NACo's New County Center. Top association priority should be given to the New County Center, which provides information to the public officials and citizens in general on ways and means of improving county administration, finance management, planning, organization, staffing, budgeting and public reporting. Special emphasis should be placed upon the following: consolidations or elimination of special authorities and districts; functional consolidations; joint governmental contracting; voluntary regional cooperation; increased management and labor productivity; and improved general public administration.

Provide Federal Budget Input. At the earliest date, the leadership of NACo should meet with the director of the Office of Management and Budget and the Congressional Budget Committees to determine a responsible county role in aiding the President and Congress in determining federal budget priorities and limits.

Improve Financial Management. NACo will continue to help county governments improve their financial management practices. Our Tax and Finance Conference in Los Angeles, Sept. 18-20, 1978 will focus on tax reform activities and fiscal management.

Urge Tax and Welfare Reform. Funding of welfare and certain health costs from the property tax is a major concern to citizens and is strongly opposed by NACo. All efforts should be made to secure federal action to remove these costly items from the property tax.

(Approved by NACo membership July 11 at the 43rd Annual Business Meeting.)



BEACH EXPLAINS TAX RESOLUTION—NACo's Immediate Past President William O. Beach of Montgomery County, Tenn. outlines to the press the principles of the tax reform and responsible government resolution which was later approved at the annual business meeting.

Equal Tax Burden Asked

Continued from page 1

ment and the demands of the people for services at minimal cost."

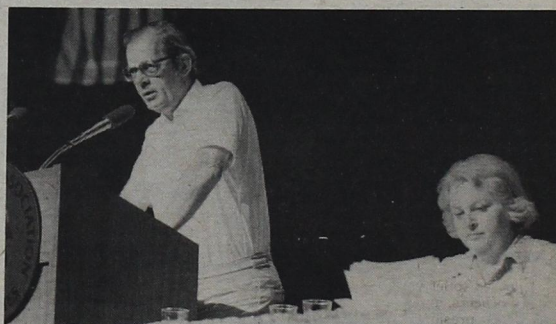
Sasser, in his first year in the Senate, has played a key role in federal civil service reform and governmental reorganization.

He is also sponsor of an amendment to the lobbying registration bill, now pending in Congress, which would exempt state and local government organizations of elected officials from extensive paperwork and reporting requirements.

EFFECTS ON CALIFORNIA
Later, Sandra Smoley, president of the California Association of

County Supervisors, talked about the immediate situation in her state. The Sacramento County supervisor said, "We will use \$4 billion of our state surplus in order to try to maintain California's 8,000 special districts, school districts, counties and cities at a budgetary level that will be approximately 90 percent of what otherwise was expected in 1978-79."

"Our problems, however, are just beginning," she said, "because a year from now we expect to have only \$3 billion in the state surplus available for local government. Schools alone expect to need an additional \$800 million just to maintain their budget and salaries at the level projected for 1978-79."



EFFECTS ON CALIFORNIA—California Supervisors Fred Cooper of Alameda County and Sandra Smoley of Sacramento County talk about Proposition 13 at a July 10 general session.

Moderate Tax Limitations Seen for the Future

WILSON COUNTY, Ga.—Are tax cutbacks similar to Proposition 13 going to sweep the country? According to panelists at a tax reform panel at the annual conference, actions as drastic as Proposition 13 probably will happen elsewhere. The panelists discussed the mood of taxpayers in the country and how events in California led up to Proposition 13. However, the panelists did point out that 14 states in the past two years have imposed various types of tax limitations on local governments.

Wayne Anderson, executive director of the Advisory Commission on Intergovernmental Relations, said Proposition 13 may not necessarily be the wave of the future since Proposition 13 approach may be drastic for most states. Proposition 13 combines both a massive property tax rollback and the

imposition of tight constitutional restrictions on the powers of state and local officials to raise replacement revenue, whereas other types of limitations allow increases based on cost-of-living or other indexes.

He said that other factors that led to Proposition 13 in California do not exist in other states. For example, California had an extremely large state financial surplus; a property tax burden that was about 40 percent above the national average in 1976; a state and local tax burden that was also above the average, an unusually rapid growth in residential property taxes in southern California and a better than average tax assessment system that translates these inflation-driven values into rapidly rising tax assessments.

ANDERSON SAID that policy-

makers who are confronted by inflation-driven tax and expenditure growth on one hand and a rising demand to reduce the spending growth rates on the other hand, have three basic approaches to pursue:

- The tight taxing and spending lid approach to cut back the rate of expenditure growth;
- The strengthened political accountability approach making state and local elected officials more politically accountable for their tax and expenditure decisions; and
- Resolving tax and expenditure questions instead of meeting urgent public needs.

Bob Brown, executive vice president of the Tax Foundation of America, said that among other reasons, the California vote for Proposition 13 was a way of expressing concern over the growth of

government. However, he said that a limitation on spending is better than the drastic approach similar to Proposition 13.

He said that in addition to taxpayers' concern over taxes, they're concerned about the federal deficit and its effect on the economy. Calling a national constitutional convention to discuss ways to decrease the federal deficit is not a good idea, he said, because there are times when we need a federal deficit. He told county officials not to support moves in their states for a convention because other means can be used to deal with the deficit when it is necessary.

DISCUSSING THE present state of affairs in California, Martie Glick, director, Economic Development Department, state of California, said

that 95,000 job losses may be the result of Proposition 13. He said that California will also experience the problem of an increase in cost of services as a result of a decrease in tax revenues.

Clark Buckler, executive director of Colorado Counties Inc., explained a Colorado-proposed constitutional amendment that will limit expenditures. He said the expenditure limit is tied to two factors: population and the cost of living index excluding bonded debt and federal money. It also requires the state to finance any mandated programs that must be carried out by local governments. Panelists referred to this provision as "intergovernmental fair play" and all agreed that this provision should be a component of any state-imposed tax limitation.

CONFERENCE HIGHLIGHTS

Two NACo Caucuses Meet

FULTON COUNTY, Ga.—Two caucuses—the National Association of Black County Officials (NABCO) and the Elected Women in NACo—held their yearly business meetings at NACo's annual conference July 8-12.

Highlighting these meetings was the election of 1978-79 officers. Lynn Cutler, supervisor of Black Hawk County, Iowa, was elected to serve as the chairwoman of the Elected Women in NACo. Cutler will be serving her second term in this position.

Harold Hayden, commissioner of Genesee County, Mich., was elected president of NABCO. Other 1978-79 officers of NABCO are: vice president, J.O. Wyatt, commissioner, Fulton County, Ga.; secretary, Hubert Price, commissioner, Oakland County, Mich.; assistant secretary, Marcus Gray, clerk-

register of deeds, Calhoun County, Mich.; treasurer, Minerva Johnican, Shelby County, Tenn.; and parliamentarian, Terrance Pitts, supervisor, Milwaukee County, Wis.

Regional officers of NABCO are: south, Charles Smith, commissioner, Loundes County, Ala.; north, Floyd Wilson, councilman, Prince George's County, Md.; east, Elizabeth Cofield, commissioner, Wake County, N.C.; and west, Charles Mitchell, affirmative action administrator, King County, Wash.

On July 12, the Elected Women in NACo voted to change their name in order to encourage more participation by women who hold appointed positions within county government. The new name of the caucus is Women Officials in NACo.

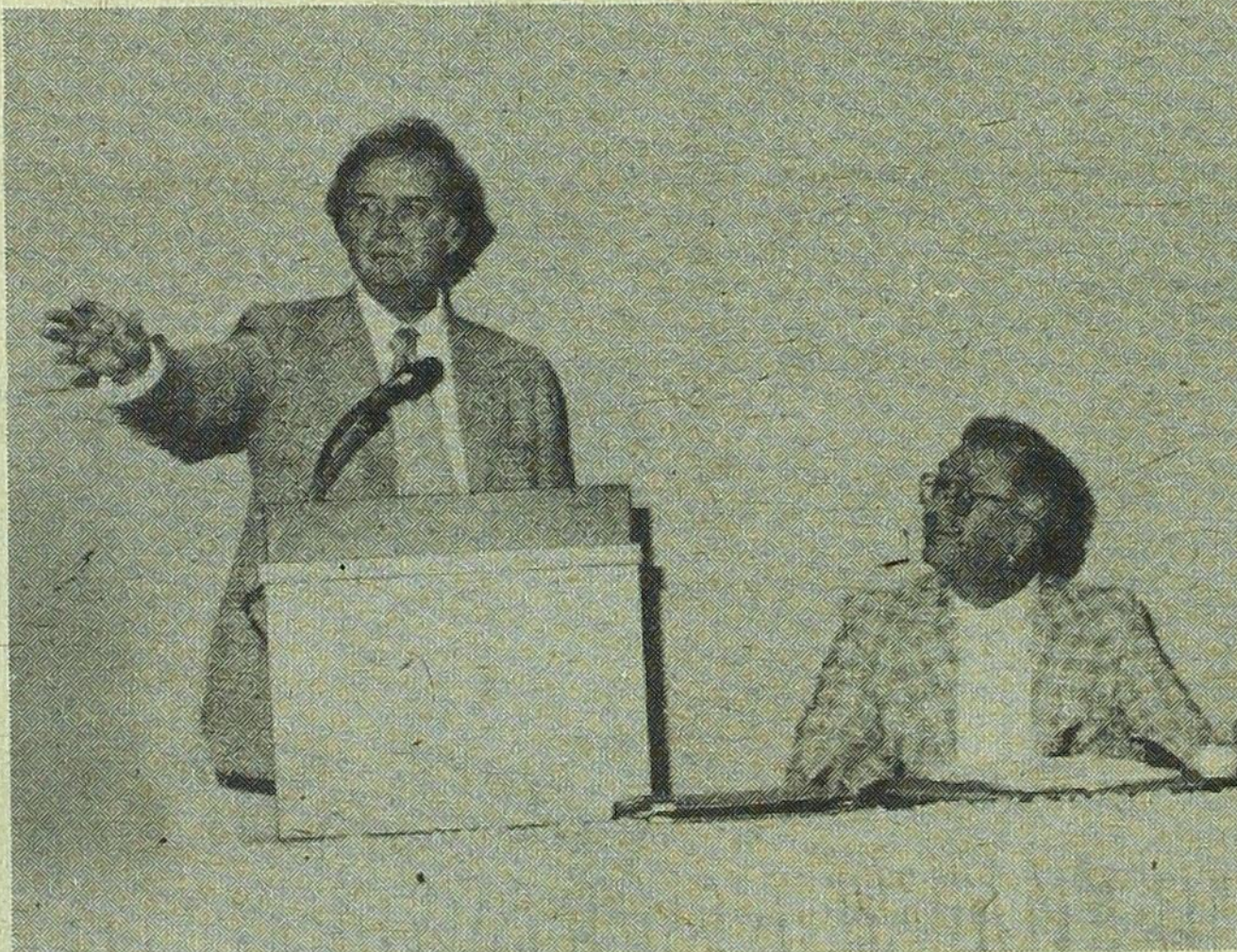
In addition, the women's caucus held a press conference in Atlanta on

the Equal Rights Amendment. Cutler read a resolution adopted earlier by the caucus which reaffirmed NACo's support for ERA, expressed thanks and support to the women in Georgia who have actively sought ratification in that state, and called upon the Georgia Legislature to approve the amendment.

Finally, NABCO and the Women Officials in NACo held a joint meeting to identify mutual goals. A task force is being appointed to explore future ties between the two groups. Officials at the joint meeting also discussed NACo's proposed internship program to assist counties in preparing people, especially women and minorities, for careers in county government. For more information on the internship program, contact Louis Ervin, NACo Personnel Officer, 202/785-9577.



DEMS, REPUBLICANS MEET—Democratic and Republican county officials meet as groups each year at NACo's annual conference. At right, John White, chairman of the National Democratic Committee, addresses officials at their business meeting. Chairman of the county Democrats, Joe Toner, councilman, New Castle, Del., is seated. In top photo, Republicans answer audience questions. From left are: Don Smith, assemblyman, Anchorage, Alaska; David Demarest of the National Republican Committee; Maxine Albers, commissioner, Mesa County, Colo.; Jeb Carney and Linda Schnabl of the Republican National Committee; Doris Dealaman, freeholder, Somerset County, N.J. and county Republicans president; Sonia Johannsen, supervisor, Black Hawk County, Iowa; Bob Eckels, commissioner, Harris County, Tex.; and Jack Martin, commissioner, Orange County, Fla.



Urban and Rural Issues Discussed

Continued from page 1

states which contain large rural population pockets and can show ability to implement the program.

"HUD and the locality will jointly identify necessary program and application modifications—as well as determine how the available technical assistance will be used," Harris explained.

"We will encourage suggestions from local communities on alternative service delivery mechanisms," she said.

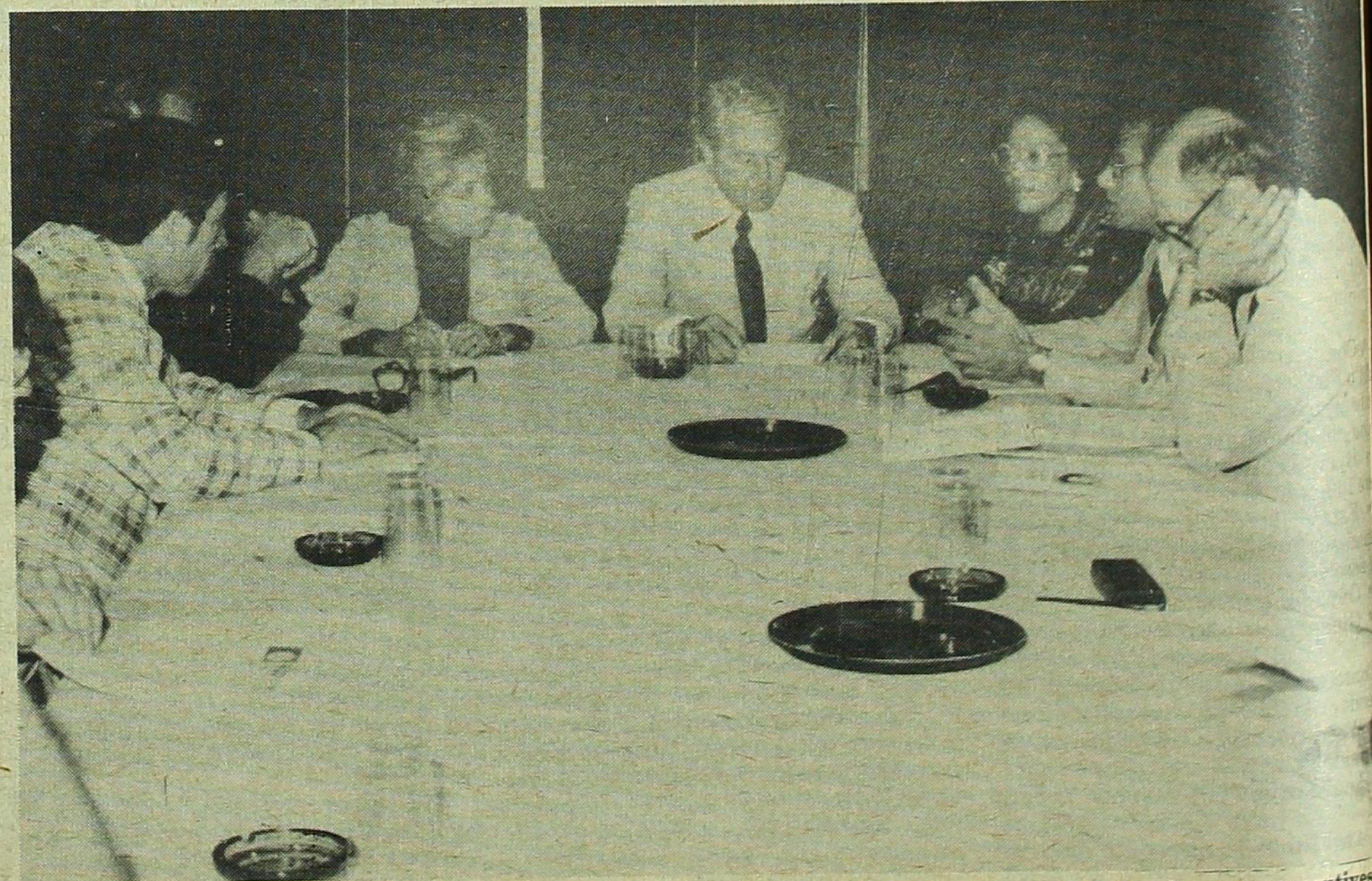
TASK FORCE REPORT

The Secretary also announced that a task force which she had created to investigate the needs of rural America had completed its report. The recommendations of the Task Force on Rural and Nonmetropolitan Areas are designed to complement, not hinder, the national urban policy, Harris said.

To start, she explained, HUD will seek to develop uniform standards and procedures with Farmers Home and the Veterans Administration for use in rural areas. She said HUD is considering special procedures for rural builders in Section 8 new construction and targeting conventional low-rent public housing where the demand for small projects is the greatest.

Finally, she said HUD will encourage increased use of scattered site multifamily housing arrangements and utilize alternative delivery mechanisms where necessary in multifamily housing assistance.

The task force report stressed the importance of providing home ownership opportunity for persons in need of decent homes. It pointed out that about 45 percent of the substandard housing in nonmetropolitan areas is owner occupied—a higher percentage than in the city.



BEFORE ADDRESSING DELEGATES—Hud Secretary Patricia Harris meets with the elected county executives and the NACo Executive Committee.



HOLDING JOINT MEETING—Lynn Cutler of Black Hawk County, Iowa, and Harold Hayden of Genesee County, Mich. chair a meeting of the National Association of Black County Officials (NABCO) and the Elected Women in NACo at the annual conference. In Atlanta, Cutler was elected to serve a second term as head of the women's caucus, and Hayden was elected NABCO president.

Delegates Approve Bylaw Amendments

FULTON COUNTY, Ga.—Delegates to NACo's 43rd Annual Conference approved three changes to the NACo bylaws that will take effect immediately. The changes include:

- Making it possible for the board of directors, rather than the full membership, to confer honorary association membership.
- Further defining the role and establishment of steering and other NACo committees.
- Changing the formula by which seats are allotted on the NACo Board of Directors.

By the terms of this last amendment, any state with at least one NACo member county will be entitled to a seat on the board of directors. An additional seat is provided for each of the 10 states having the most weighted votes in NACo (a sum based on the population of NACo member counties within the state), provided that each such state also has either 50 percent of its counties or 50 percent of its population as NACo members. The amendment also creates a new category of board seats: any state whose counties are all members of NACo (and having a total of at least 45 weighted votes) will be entitled to an additional seat on the NACo board.

There are three other categories of seats on the board which remain as they were prior to the amendments:

two board seats are allotted for each regional district of NACo; one seat is nominated by each affiliated association; and the NACo president can appoint up to 10 at-large directors to balance inequities in representation.

At-Large Board Reps Appointed

FULTON COUNTY, Ga.—On the final day of the annual conference, NACo's new President Charlotte Williams announced the appointment of the 10 at-large members to the NACo Board of Directors. These appointed representatives on the board are selected to balance any racial, sex or urban/rural inequities remaining each year after the election of state representatives to the board.

The following people were appointed by President Williams: Rosemary Ahmann, Olmsted County, Minn.; Nancie Crabb, Duval County, Fla.; Lynn Cutler, Black Hawk County, Iowa; Terrance Pitts, Milwaukee County, Wis.; Pete Mirelez, Adams County, Colo.; Elizabeth Cofield, Wake County, N.C.; Yukus Inouye, Utah County, Utah; Louise Descheeny, Apache County, Ariz.; Sandra Smoley, Sacramento County, Calif.; and Fred Wilson, Lincoln Parish, La.

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CHARLOTTE WILLIAMS

Counties: You're Important!

The following is the acceptance speech of Charlotte Williams, commissioner, Genesee County, Mich., delivered after her installation as NACo president at the closing banquet of the 43rd Annual Conference in Atlanta.

Well. Here we are. Four thousand county officials, representing 3,104 counties in the United States. Representing, in one form or the other, every man, woman and child in the United States of America. The National Association of Counties. What does that mean?

Does it mean a once a year "good time" trip? Does it mean attending a few workshops, hearing some good ideas, and then filing them away until next year? No. No. NO!

My message to you tonight is that is not enough. That is not what we are about. Some of us have spent a large part of our life working with NACo. Others are just starting. I think that all of us at this fine conference have been touched with a new sense of urgency. A new sense that something is missing in America.

I also hope that you have been touched with the thought that it is our job to make things better. To make the system work. Have you ever heard the old saying that the meat that is closest to the bone is the sweetest? Who is closer to the people than we are? Who cleans the ditches? Who kills the mosquitoes? Who sweeps the street? Who feeds the poor and cures the sick?

We do!
We do.

The members of the National Association of Counties. And we do these things and many, many others under very difficult circumstances.



But that is our job. "Think County." That is the theme of this conference. And it could not be more appropriate—for I will tell you here and now that in the years ahead, the burden of administering this nation will fall more and more on our shoulders.

But—before we can "think county," we must think of ourselves. We must finally begin to understand that as county officials, we are the most crucial link in our chain of government.

You are important!

What YOU do is vital. For too long now, the job that we do has been looked upon as the "lowest of the low" in the political spectrum. A stepping stone to higher office. What higher office?

No state legislator in America shoulders the day-to-day responsibility that each and every one of you lives with as a fact of everyday life. You are important. Your job is important. And it is about time that we carry that message to the public.

When Presidential Assistant Jack Watson spoke at the opening general session, the main thrust of his speech was that our country is in trouble. We have lost respect for our institutions and our leaders. I want to tell you that in the entire history of the human race no system of government has survived as a major world power for more than 200 years. Need I remind you that we celebrated our Bicentennial two years ago?

Can we deal with our problems? Can we win this battle? Can we change history? Yes, we can. And we will.

That is my message to you. Get up off of your backside and be proud of what you are as a county official and be proud of what we are together as the National Association of Counties.

Yes, we have problems. Our platform and resolutions outline them very well.

Welfare reform: Somehow we have lost sight of the fact that there are people who need and deserve help. And they can't get it. We have a mishmash of federal programs that waste our tax dollars and don't get the job done. Let's do something about it.

CETA: One of the most effective programs in government. In Genesee County, it has reduced, dramatically, the highest unemployment rates in our history and that record of success is matched across the country. Let's make sure we continue to make CETA work.

Revitalization of our core cities: This, too, is one of our problems. Decay, poverty, unemployment, destitution, hopelessness, do not stop at the city limits. We share those problems and we must fight even harder for an urban policy in this country that is effective and efficient. And we must not think of ourselves as a competitor to our cities. We are a partner and we must work together.

But unlike our friends in city government, we must also deal with ever increasing rural problems. I am very fond of saying "cities may, counties shall." We are mandated, but are not given the resources by our state and federal governments to provide ever increasing services to our less densely populated areas. We can do it, but we must persuade state and federal governments to give us more help.

Fiscal responsibility: I challenge anyone to find any area of government that is, and has been, more efficient with the tax dollar than county government. We are on record and have a past history of getting the most for the dollar. But we must do even better.

The list of problems is almost endless. We have just spent four days working on them and we could easily spend another 104.

We have a lot of help in dealing with these problems. If we will use it. We have each other. We have the finest staff at NACo of any governmental organization in the country. They really move their tails for us.

NACo has affiliate organizations that can and do follow professional development and serve the special interests and needs of county government. They are effective. If you use them.

As I stand before you tonight I cannot help but remember my first speech before this body. It was here in Fulton County in 1970 and the title was: "I Am Black, Why Do I Support New County U.S.A.?"

I am very proud to be the president of the National Association of Counties. To follow in the footsteps of my dear friend Bill Beach. But I am even more proud to be a county commissioner in Genesee County, Mich. I am very proud of the fact that I have the tough, hard job of being close to the people and serving them where the need is the greatest.

I would not be here tonight if I did not have the help, support, and love of many, many people. Genesee County. Thank you for caring. My state, Michigan. Thank you for caring. My dear friends who have traveled here to support me and work with me. Thank you for caring. My husband Charles. My children Charita, Charles Jr. and Cathryn, their husbands and wife, and, I certainly wouldn't forget my grandchildren. God bless you and thank you for being my backbone and salvation.

And to all of you that I will be trying to serve in the coming year, help me—support me—work with me and our staff to fight for the best system of government that the world has ever known.

I deliver this message proudly as a woman. I carry this message proudly as a black woman. And I want you to understand that being a woman and being black is very important to me. But the message I carry is as the president of the National Association of Counties.

We must all understand and feel in our hearts a deeper conviction than our blackness, whiteness, femaleness, maleness—whatever. We must shoulder a burden that is simple and uncomplicated.

Love your country and the people who live in it.

Believe in what we, counties, are doing. And work hard to make our dreams come true.

WILLIAM O. BEACH

1977-78: The State of the Counties

The following is a summary of remarks presented by Immediate Past President William O. Beach of Montgomery County, Tenn., at the closing banquet July 12 of NACo's 43rd Annual Conference in Atlanta. In his address, Beach reviewed the highlights and accomplishments of the organization during his year as president.

A house on Capitol Hill was purchased for use as a communications center to coordinate lobby operations, public affairs efforts and contacts with members of Congress, the administration and other interested groups.

The following special committees and task forces were appointed:

- Rural Affairs Committee;
- NACo Indian Affairs Committee;
- Science and Technology Task Force; and
- NACo Task Force on the Arts.

Two new service fees were instituted to provide individual states and counties with specialized technical assistance not required of all counties: Public Lands Service Fee and Community Development Service Fee.

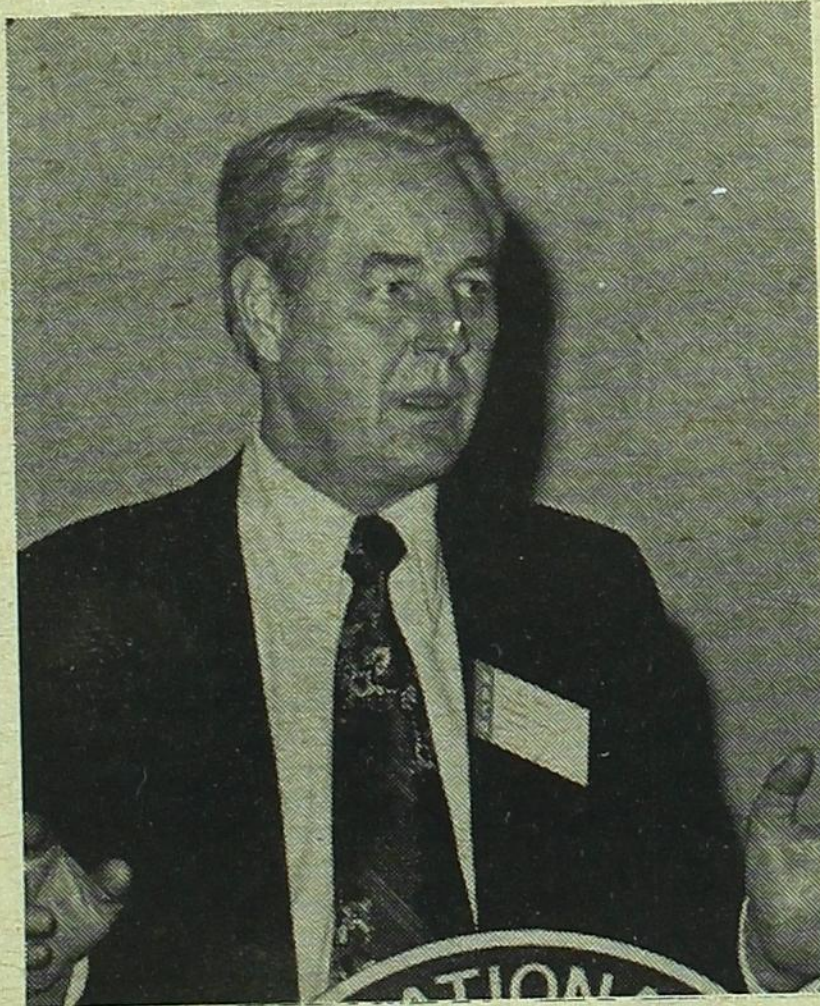
A Committee on the Future, chaired by then NACo First Vice President Charlotte Williams, was appointed. Some accomplishments were:

- Bylaws changed to recognize states that have 100 percent NACo membership;
- Establishment of a method for steering committee appointments and policy process of the association;
- Guidelines for political activity;
- Guidelines for affiliate recognition.

Conferences—a year of record-breaking attendances for NACo meetings:

- Western Interstate Region conference in Riverside County, Calif.
- Legislative Conference in Washington, D.C.

- 43rd Annual Conference in Fulton County, Ga.
- Manpower Conference.
- Jail Crisis Conference.



NACo led a county government study tour to the U.S.S.R.—the largest tour ever sponsored by the association.

The year marked the start of an intern program for minorities and women in county government, and the first 10 voting "at-large" appointments to the NACo board were made to balance unequal representation of minorities, women and urban/rural concerns.

Under procedures proposed by the Committee on the Future, two new affiliates were formed: the National Association of County Community Development Directors and the National Association of County Health Care Facility Administrators.

More than 300 county officials rallied for welfare reform in Washington, D.C. Sept. 21, 1978. In connection with this effort, a postcard campaign collected 400,000 signatures of local officials urging Congress and the White House

to act quickly on welfare reform. The postcards were later presented to President Carter in the White House.

The theme of the 1978 budget and work program: "Design programs based on need not geography."

Membership surpassed 1,700 member counties when Jackson County, Tenn. joined. One hundred percent states increased to 13, five more than the year before.

Counties challenged President Carter's urban policy, calling it a "misnomer" because it appeared to ignore the nearly 60 percent of the nation's urban dwellers who live outside central cities. A day-long caucus on urban policy was called with the stated goal to "put the President's urban policy back on the right track—a track that realistically addressed the role of counties in urban affairs." A national campaign was launched to ask counties to pass resolutions urging the President to issue a clarifying Executive Order to all federal departments, agencies and staff to make clear the vital and essential role of county government in the American federal system. This directly led to the slogan for the annual conference—"Think County!"

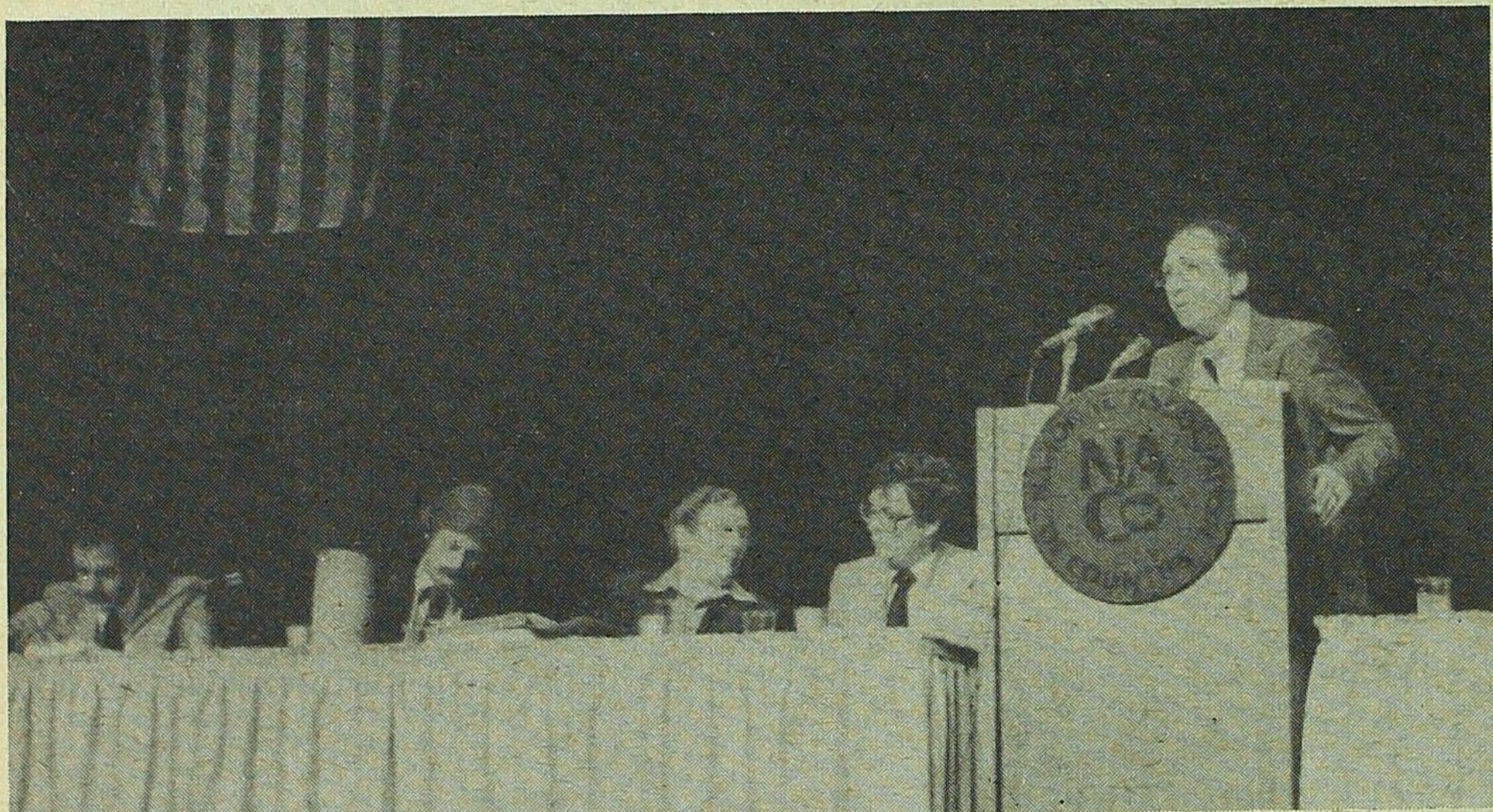
The first nationwide inventory of off-system bridges was completed. The survey identified an estimated 233,800 bridges under county jurisdiction—77,900 of which have a structural deficiency and 88,900 of which are functionally obsolete. One-third of the nation's off-system bridges are in need of repair or replacement.

A Committee on Ways and Means was appointed and accomplished the following:

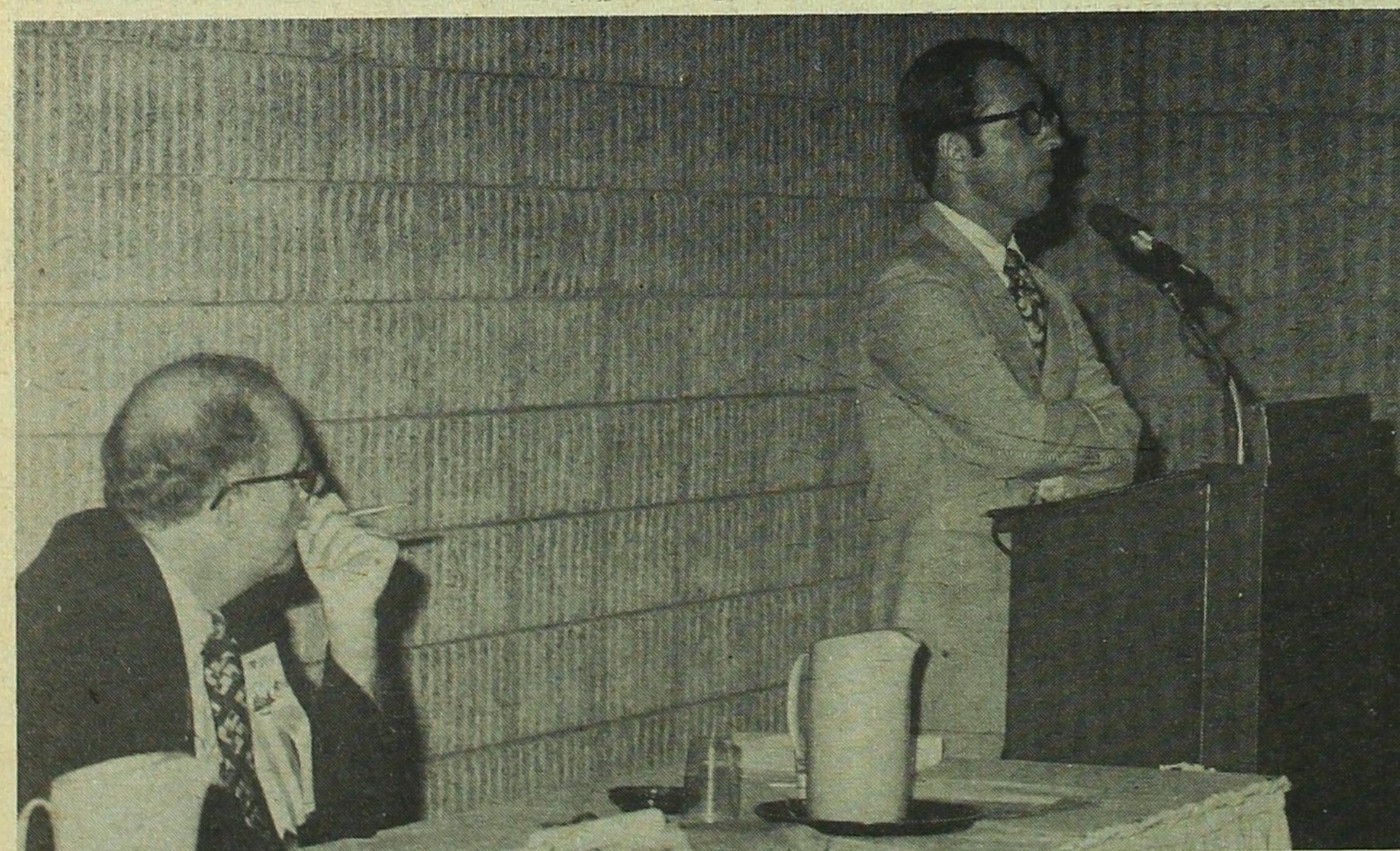
- Established a subcommittee to determine feasibility of permanent home for NACo offices;
- Instituted successful VIP membership program to bring in remaining large counties;
- Prepared a long-range financial plan for the association;
- Recommended alternate revenue sources.



CETA REENACTMENT—The future of CETA (Comprehensive Employment and Training Act) was the subject of a panel including House and Senate spokesmen and chaired by Herman Ivory, vice chairman of NACo's Employment Steering Committee and commissioner, Muskegon County, Mich. Shown from left are: Nat Semple, minority staff, House Committee on Education and Labor; Hugh Duffy, majority staff, House Committee on Education and Labor; Scott Ginsburg, majority staff director, Senate subcommittee on employment, poverty and migratory labor; Susan Grayson, majority staff director, House subcommittee on employment opportunities; Ivory; and Jim O'Connell, minority staff, Senate subcommittee on employment, poverty and migratory labor.



SUPREME COURT AND COUNTIES—Several recent decisions by the Supreme Court and pending civil rights legislation were the subject of a panel chaired by Suffolk County (N.Y.) Attorney Howard Pachman, standing. Panelists from left are: Roger Dennis of the antitrust division of the U.S. Department of Justice; Charles Shanor, professor of constitutional law at Emory University; Francis Patrick McQuade, special counsel to Essex County, N.J.; and Mike Klipper of the staff of Sen. Charles Mathias (R-Md.).



COMMUNITY DEVELOPMENT—Robert Embry Jr., assistant secretary for community planning and development, U.S. Department of Housing and Urban Development, standing, addresses county officials concerning the participation and performance of counties, particularly urban counties in the Community Development Block Grant Program. James Scott, chairman of the Community Development Steering Committee and Fairfax County (Va.) supervisor, was moderator.

CONFERENCE HIGHLIGHTS

Counties Show New in Over 60 Panel Sessions

FULTON COUNTY, Ga.—More than 60 panel sessions on a wide range of issues were held during the course of the annual conference.

Panelists addressed several Supreme Court decisions, including the well-known Bakke case, which have county officials wondering what they can and cannot do to keep from being sued personally or the county from being sued collectively.

Mississippi Attorney William E. Ready of Lauderdale County said, "Of course, dollars don't count as much as folks." But he questioned: "Are we going to put the local tax money to the use of a few (through lawsuits) ... or give those dollars to all of the people through programs and service?"

Charles Shanor, Emory University professor of constitutional law, said there are three basic loopholes in the Bakke decision and there is much to support the viewpoint that the opinion simply said "let Alan Bakke in." The court ruled that Alan Bakke must be admitted to the University of California Davis Campus medical school.

Shanor said that the loopholes that may allow race to be considered as a factor in admissions (and presumably employment practices) are based on the following Supreme Court actions:

The decision indicated race could be used as a basis for remedial actions. The Davis Campus, Shanor explained, is a new school. But an older institution with a bad racial history might be viewed differently.

The decision referred to conditions where findings of other levels of

authority might necessitate the of race and, therefore, it could be acceptable.

The Supreme Court refused to review a suit in private industry where strict quotas and provisions existed.

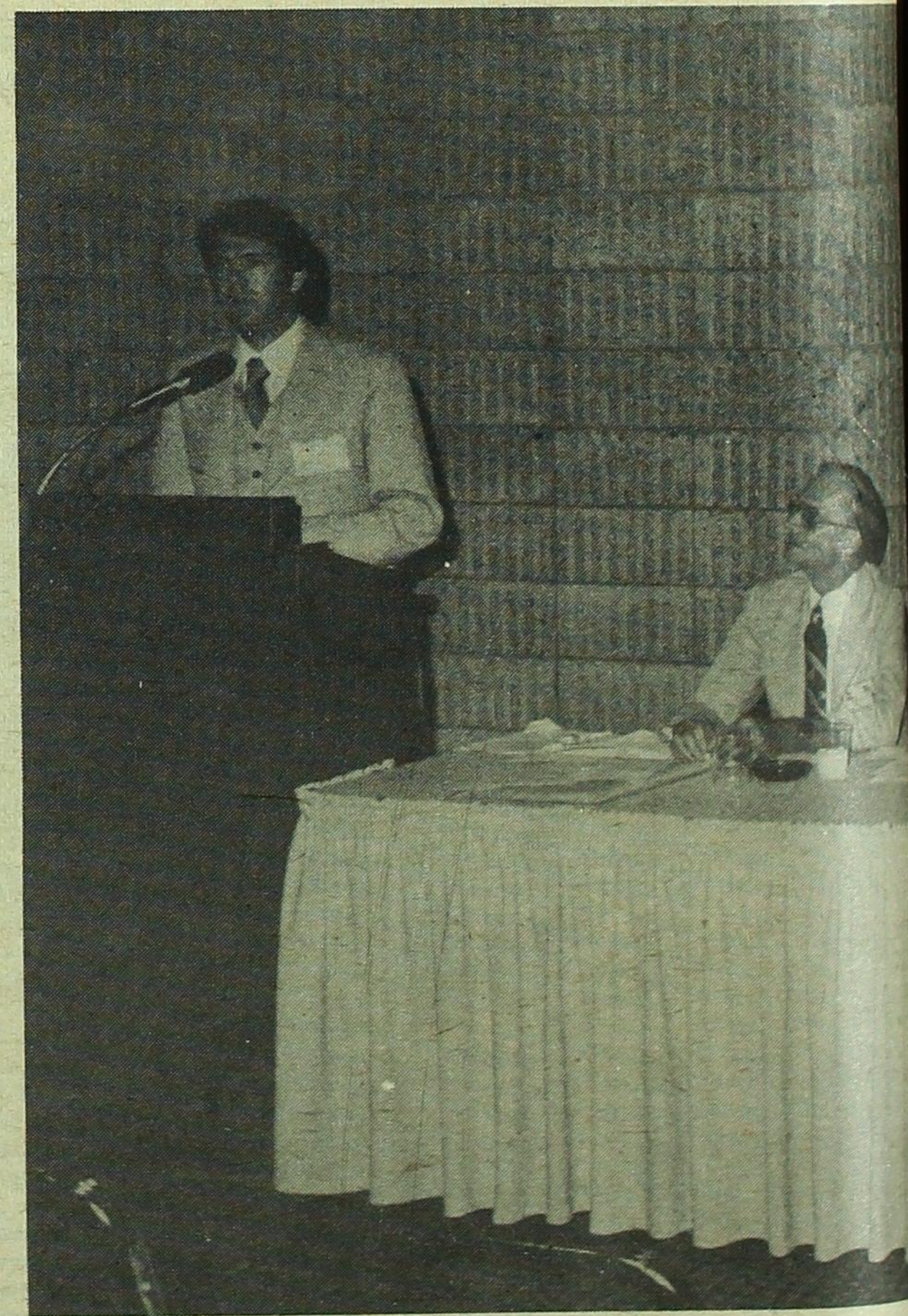
Shanor said the Bakke decision contains a message on admissions that can be applied to employment practices. That message is: "Set up a system that allows only one condition. Rather, have a flexible system."

CETA REENACTMENT

County officials at the conference were also told that they may not see the changes Congress is proposing make in comprehensive employment and training (CETA) programs that these changes may be necessary to keep such programs alive.

At a panel session on CETA reenactment, congressional staff members pointed out that CETA programs have come under public recently. Susan Grayson, majority staff director of the House subcommittee on employment opportunities said that one of the major criticisms of CETA was "a widespread feeling that much of the money is being used for jobs that would have otherwise been funded through local sources."

Whether justified or not, such criticisms—plus the "Proposition 13 fever"—have put Congress in a mood to design a "lean, tight and streamlined CETA reenactment bill to serve people who are the hardest to employ," Grayson said.



BRIDGE CRISIS—"Averting a Local Road and Bridge Crisis" was the title of a panel on funding for repairs, replacements, inventories and appraisals of roads and bridges under county jurisdiction. Jan E. Rosholt, standing, county engineer of Clark County, Wash., describes efforts in his county to keep up with bridge and road needs. John D. Sutton, vice chairman for railroads on NACo's Transportation Steering Committee and president of the Reno County (Kan.) Board of Commissioners, moderated.

The proposed CETA would significantly change standards, put a ceiling on salaries for jobs, and specify where new jobs can be created.

Many county officials said these changes would be rigid and destroy local governments' ability to meet needs of their communities. Grayson warned to amend the legislation to give chances for passage this summer.

DOMESTIC

Esther Gelman, Montgomery County officials in that domestic violence should be aimed at unsafe in their own homes and even physical abuse by their families. Larry Lockhart, Human Resources, N.J., pointed out the "hidden" problem. "I'm afraid to talk about what others are doing," he said that enlisting support and sensitizing the problem were the keys to successful county programs.

CHILDREN

A panel of speakers discussed ways to divert sta-

Sh New Ideas 0 nel Sessions

The proposed CETA legislation would significantly tighten eligibility standards, put a more restrictive ceiling on salaries for public service jobs, and specify what kinds of jobs could be created.

Many county officials believe these changes would make CETA too rigid and destroy the flexibility of local governments to design employment programs to meet the particular needs of their communities. However, Grayson warned that attempts to amend the legislation may jeopardize chances for passage of a reenacted bill this summer.

DOMESTIC VIOLENCE

Esther Gelman, council member of Montgomery County, Md., told county officials in a panel session that domestic violence programs should be aimed at "anyone who is unsafe in their own home." She said that includes child abuse, battered spouses and even grandparents who are physically abused or neglected by their families.

Larry Lockhart, director of Human Resources for Union County, N.J., pointed out that domestic violence, particularly child abuse, is a "hidden" problem. "Most people are afraid to talk about what their neighbors are doing," he said. He emphasized that enlisting community support and sensitizing people to the problem were the key ingredients for successful county programs.

CHILDREN IN JAILS

A panel of specialists explored ways to divert status offenders from

the juvenile justice system. Status offenders are truants, runaways or other young people in trouble who have not committed an actual crime.

John P. Collins, judge of Pima County Juvenile Court in Arizona traced the history of the juvenile justice system and said there needs to be a federal law that says "children are persons ... and should not be locked up if they have committed no crime."

Gwen Ingram, director, Youth Center, National Council on Crime and Delinquency, cited a number of small, local programs that involve volunteers and especially commend programs that try to reunite children with their families. It has been proven, she added, that the more successful programs involve the young people in decision-making.

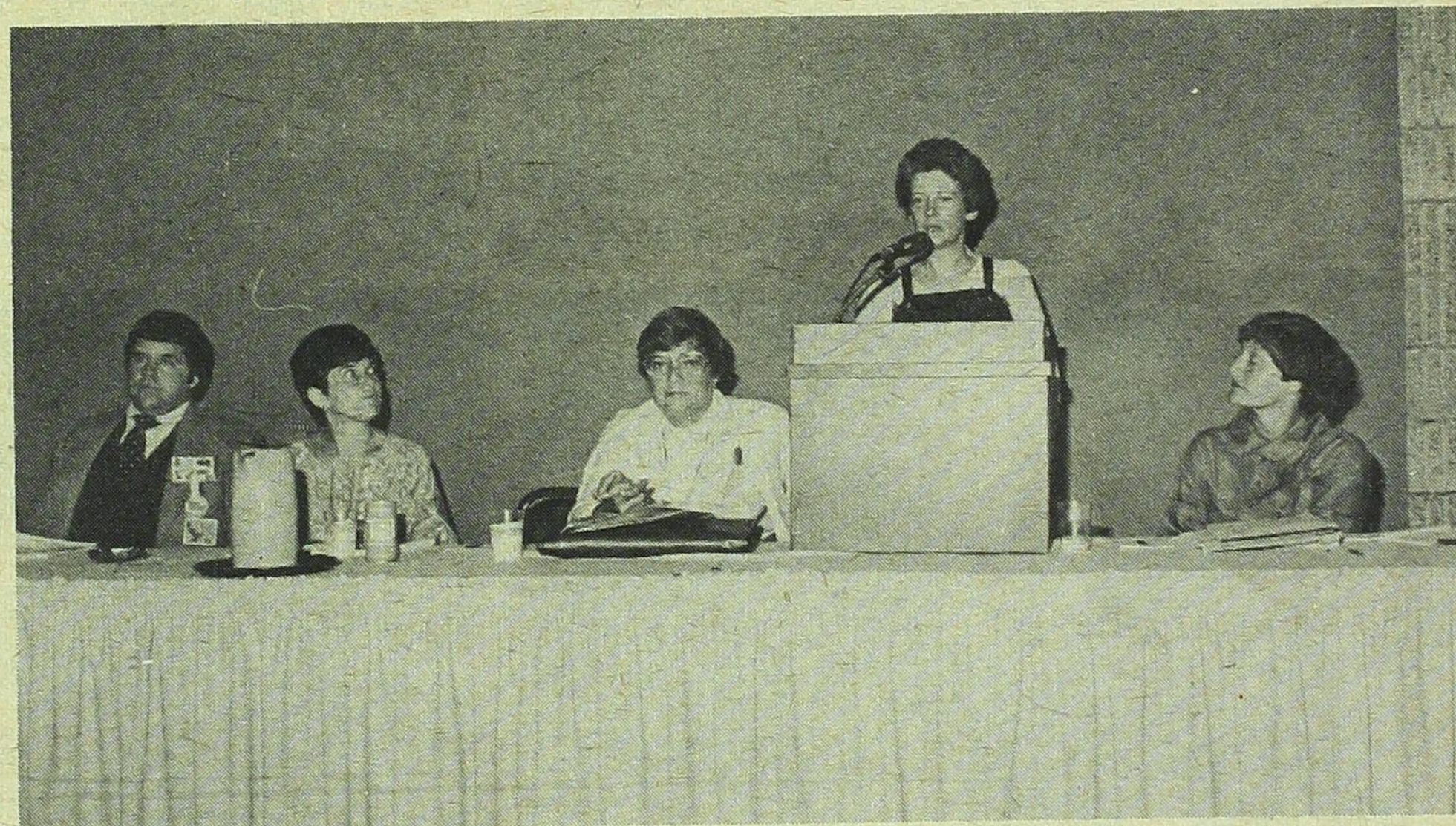
BRIDGE NEEDS

The extent of local bridge needs for repair and replacement was the topic of another workshop. Lester A. Herr, chief, bridge division of the Federal Highway Administration, said: "Not a day passes that some county doesn't write to tell us of the several crises they face with their bridges." (One-third to one-half of the nation's bridges that are not part of the federal highway system need to be repaired or replaced, a NACo survey found.)

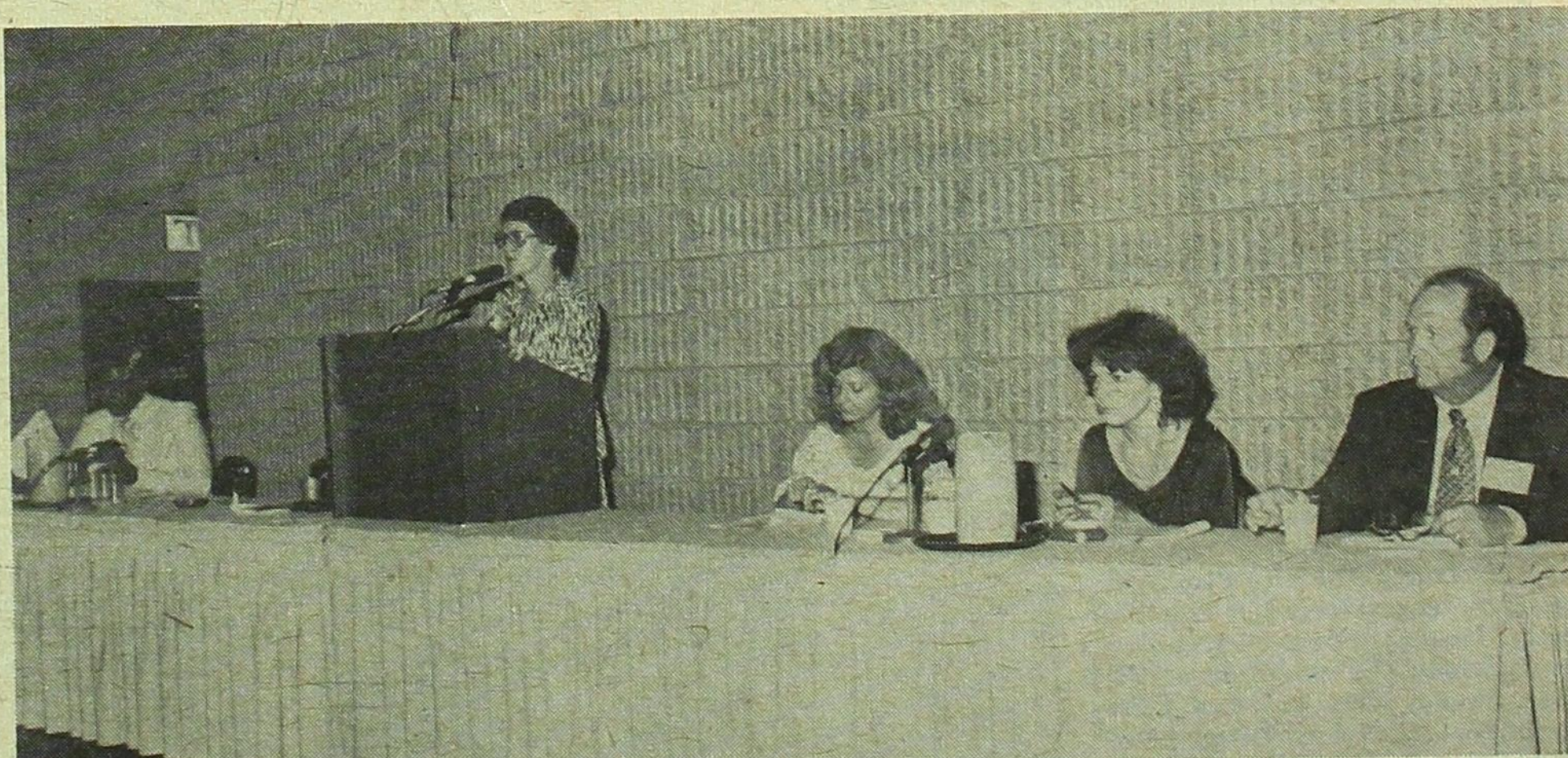
Herr predicted that "some kind of legislation will come of county efforts on the next highway bill." He pointed out that the Senate is considering a bill that calls for \$450 million for bridges and the House is considering \$2 billion for bridges.



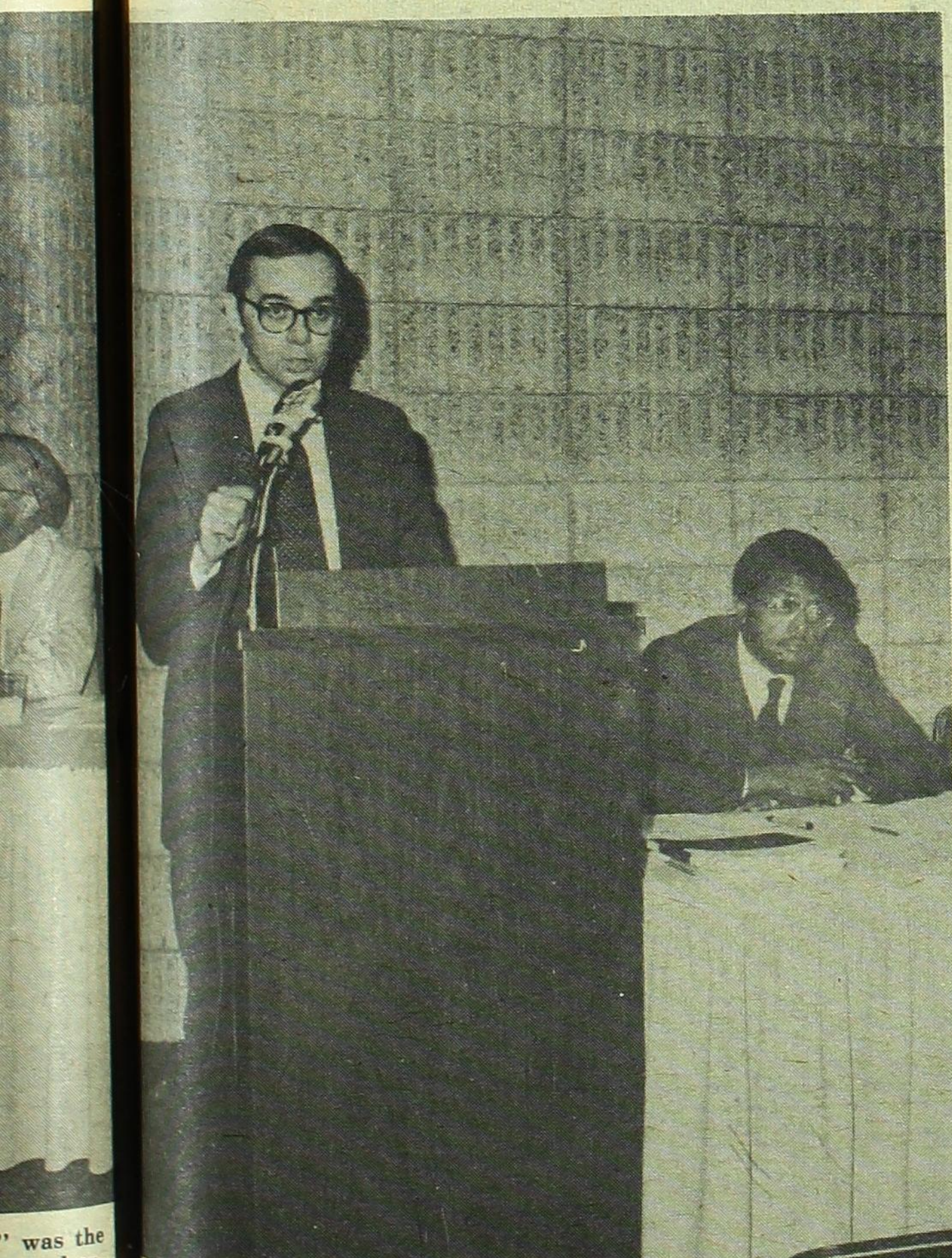
WELFARE REFORM—Counties continue to work for reform of the welfare system. Participating in a panel "Whither Welfare Reform?" are, from left: Frank Jungas, chairman of NACo's Welfare and Social Services Steering Committee and commissioner, Cottonwood County, Minn.; John T. Dempsey, director of the Michigan State Department of Social Services; Michael Barth, deputy assistant secretary for Income Security Policy, U.S. Department of Health, Education and Welfare; Richard Johnson, special assistant to the Secretary of Labor; and William Murphy, Rensselaer County (N.Y.) executive.



DOMESTIC VIOLENCE—One issue discussed during the conference was how counties can help people who are unsafe in their own homes, primarily abused children or battered spouses. Panelists shown, from left, are: Tim Staley, relief director, Black Hawk County, Iowa; Margie Siegel, Office of the Assistant Secretary for Legislation, HEW; Esther Gelman, council member, Montgomery County, Md.; Sharon Vaughan, co-director, Harriet Tubman Women's Shelter, Minneapolis, Minn.; and Sylvia Watson, commissioner, Jefferson County, Ky.



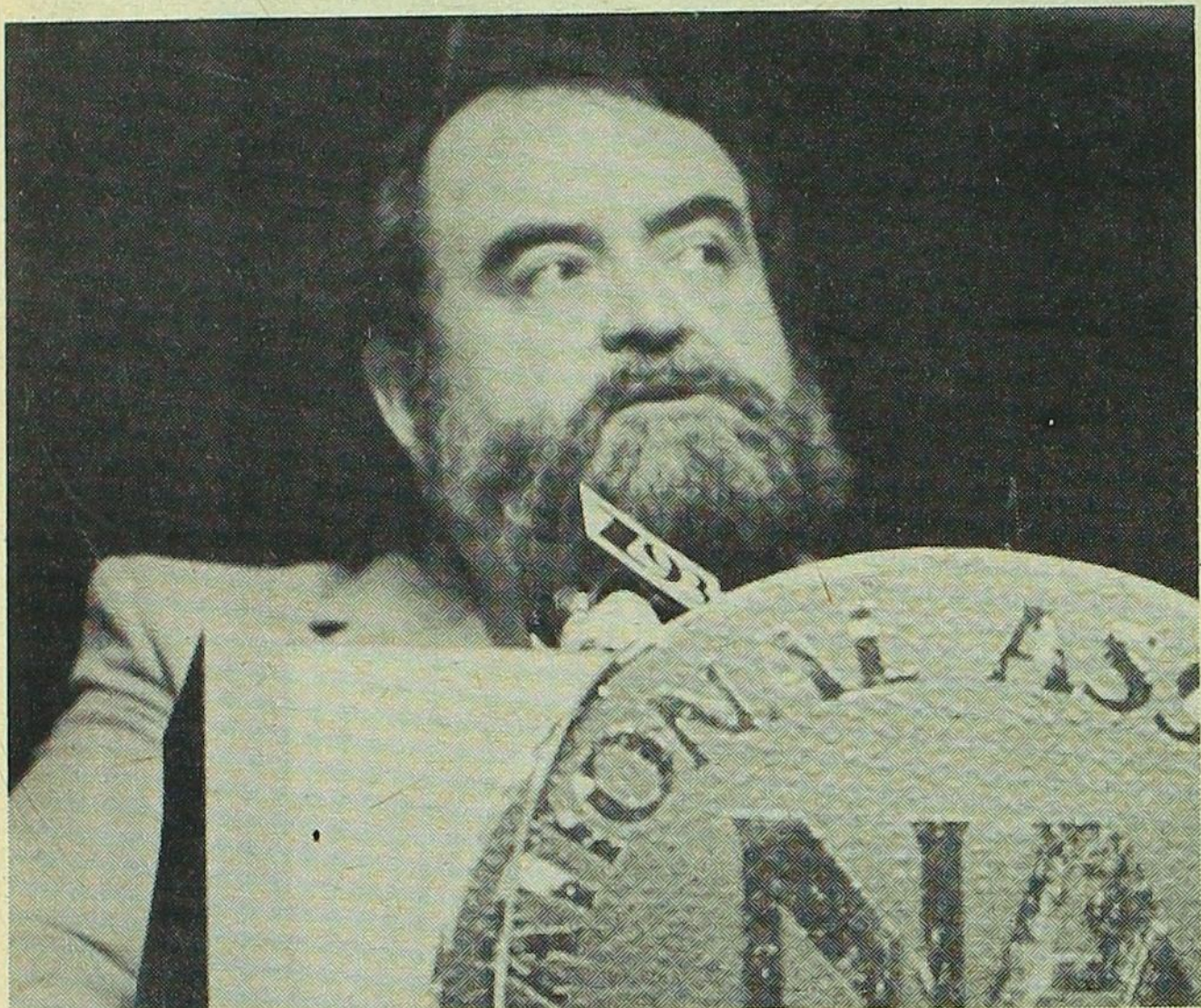
CHILDREN IN JAILS—The need for diverting young people from traditional jails was emphasized by a panel of corrections experts. From left are: Earl C. Brown, regional director, American Arbitration Association, Cleveland, Ohio; Barbara Hill, standing, chairwoman for juvenile justice, NACo Criminal Justice and Public Safety Steering Committee, and commissioner, Grafton County, N.H.; Dr. Roberta Grottesman, director, Children's Legal Rights Information and Training Program, Washington, D.C.; Gwen Ingram, director, Youth Center, National Council on Crime and Delinquency, Hackensack, N.J.; and John P. Collins, presiding judge, Pima County Juvenile Court, Tucson, Ariz.



FUTURE OF PUBLIC HOSPITALS—Paul Earle, executive director of the Voluntary Hospital Cost Containment Effort, standing, discusses the future of public general hospitals along with Terrance Pitts, Milwaukee County (Wis.) supervisor and NACo Health and Education Steering Committee chairman.

CONFERENCE HIGHLIGHTS

New Officers Set Tempo, Take Charge



First Vice President Francis B. Francois presides at the Delegate Luncheon.



Fourth Vice President Richard Conder garners support during the election of NACo officers.

Sasser Greets Tenn. Delegates

Tennesseans were on hand to greet their senator at NACo's annual conference. Sen. James Sasser was the keynote speaker for the July 10 general session. Seen from left are: Immediate Past President William O. Beach of Montgomery County, Tenn.; NACo Second Vice President Roy Orr, commissioner, Dallas County, Tex.; Charlie Brown, conference chairman and chairman of the Fulton County (Ga.) Board of Commissioners; G.G. Norfleet, commissioner of Highways, Montgomery County, Tenn.; Ralph Harris, executive director, Tennessee County Services Association; and Sen. Sasser.

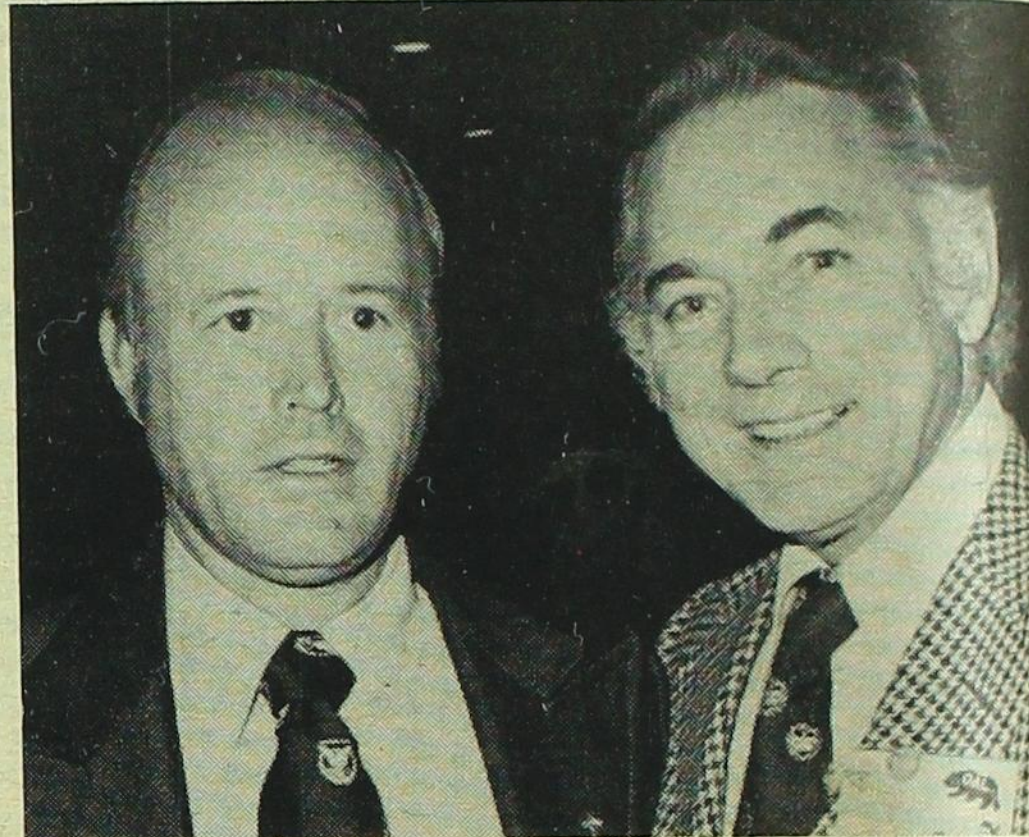


NACo President Charlotte Williams is seen with Carter Aide Jack Watson after he delivered the keynote address at the Opening General Session. At left is Charlie Brown, conference general chairman, and chairman of the Fulton County (Ga.) Board of Commissioners.

FULTON COUNTY, Ga.—Charlotte Williams, commissioner, Genesee County, Mich., will serve as president of the National Association of Counties during the coming year. Elected at the 43rd Annual Conference in Fulton County (Atlanta), Ga., Williams is the first black and the second woman to serve in this position. Williams has served on the board of directors since 1974, has been chairperson of the Welfare and Social Services Steering Committee, and is currently chairperson of the Committee on the Future.

Also elected were First Vice President Francis B. Francois, councilman, Prince George's County, Md.; Second Vice President Roy Orr, commissioner, Dallas County, Tex.; Third Vice President John Spellman, county executive, King County, Wash.; Fourth Vice President, Richard Conder, commissioner, Richmond County, N.C.; and fiscal officer Guy Millard, administrator, Somerset County, N.J.

Jack Simmers, commissioner, Polk County, Fla. and Seth Taft, commissioner, Cuyahoga County, Ohio also ran for the position of fourth vice president.



Second Vice President Roy Orr, left, chats with Los Angeles County Supervisor James A. Hayes, chairman of NACo's Environment and Energy Steering Committee.



Guy Millard, left, is congratulated on being elected NACo's new fiscal officer.



Third Vice President John Spellman was part of a panel which discussed county/city cooperation. Ken Gibson, mayor of Newark, N.J., is on his left.

1978

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County Officials Amend Platform, Adopt Resolutions at Annual Meeting

The policies and programs of the National Association of Counties are constantly being evaluated and brought up to date in the light of changing circumstances. Each year at NACo's annual conference members make necessary changes to the **American County Platform**—NACo's permanent policy document—and adopt resolutions—generally one-purpose documents addressing a specific issue or piece of legislation. Resolutions are used to draw attention to a topic of current concern, to clarify parts of the broadly worded platform, or to set policy in areas covered by the platform.

Most platform amendments and resolutions originate in one of the 12 policy steering committees presented to the NACo Board of Directors as a Resolutions Committee. They, in turn, report proposals to the membership assembled at the annual business meeting which makes the final decision on what will or will not be NACo policy.

Following is a summary of all platform amendments and resolutions adopted by the NACo membership at its annual meeting in Fulton County (Atlanta), Ga. on July 21.

Community Development

Matters pertaining to general community development in urban and rural areas; residential, economic and industrial development; public facilities; financing and development; housing in rural and urban areas; development of new communities; drought and disaster relief.

Chairman: James M. Scott
Supervisor, Fairfax County, Va.

Staff Contact: John Murphy

Resolutions:

Labor Intensive Public Works: supporting a three-year program of grants to state and local governments to rehabilitate existing public facilities through hiring long-term unemployed persons.

Sugar: calls for an international sugar agreement and a national sugar policy assuring adequate supplies at fair and reasonable prices and maintenance of a viable domestic sugar industry.

Criminal Justice and Public Safety

Matters pertaining to the criminal justice system including law enforcement; courts and corrections; disturbances; firearm control; juvenile delinquency; and emergency preparedness.

Chairman: Philip Elfstrom
Supervisor, Kane County, Ill.

Staff Contact: Herb Jones

Platform Changes:

Amendments in the courts section of the platform emphasize the role of the court clerk in improving the efficiency of court administration and call on the states to fully fund unified, unified state court systems. New courts subsections call for prompt intake and assessment, pretrial release, and mediation/ arbitration of minor disputes.

A new section on victim/witness assistance calls for reforms in the criminal justice system to recognize the rights, problems and needs of the victim as well as the offender.

An amendment to the nondiscrimination subsection for corrections recommends that employment opportunities, as well as corrections services, be made available without regard to race, creed, sex or national origin.

Resolutions:

Federal Assistance for Local Jail Construction/Expansion: calls for additional federal aid for jail construction/expansion to make progressive improvements in county and county corrections facilities and services.

Improvements in the Criminal Justice System: urging that all financial assistance to state and local governments be continued and simplified.

Domestic Violence: a joint resolution with the Welfare and Social Services Steering Committee recommends additional financial and technical assistance for the problem of domestic violence.

Employment

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

Chairman: John V.N. Klein
County Executive, Suffolk County, N.Y.

Staff Contact: Jon Weintraub

Platform Changes:

- New policy section relating to amending the Wagner-Peyser Act affects how county CETA prime sponsors relate to state employment security agencies. This policy will also have an effect on how the job search delivery system should be structured in welfare reform and, thus, on the county's role in welfare.

- Endorsement of both regular public service employment (PSE) and project-type PSE, calling on the federal government to allow local officials to decide on the appropriate mix of the two in their areas.

Resolution:

- **County Authority under CETA:** urging counties be allowed to hire any county resident for CETA jobs, regardless of federal subcounty designations like "area of substantial unemployment."

Environment and Energy

All matters pertaining to air, water and noise pollution control; solid waste management and disposal; soil conservation; flood prevention and control; mining and mineral resources; the preservation and proper utilization of land and water resources; and energy.

Chairman: James Hayes
Supervisor, Los Angeles County, Calif.

Staff Contact: Mark Croke, Robert Weaver

Platform Changes:

- **Federal-State Water Resources Policy:**
 - Recognizes water conservation as a critical part of a national water policy.
 - States that quantification and adjudication of federal reserved water rights should be determined in state courts.
 - Encourages Congress to continue federal assistance for coordinated planning.
- **County Energy Management and State Planning:**
 - A coordinated approach for local government energy management and state planning should be adopted.
 - Federal and state energy programs requiring local implementation should include mandatory pass-through of financial assistance.
 - Comprehensive state energy planning programs should include explicit requirements for consultation with and involvement of local governments, direct funding and technical assistance for local capacity building.
- **Energy Impact Assistance:**
 - Local governments should play the principal role in identifying needed mitigation measures.
 - Counties and other local governments should participate directly in all stages of developing strategies for meeting energy impact needs.
 - Assistance should be provided to counties in the form of grants, payments, low interest loans, and loan guarantees.

Resolutions:

- **Safe Drinking Water: Financial Assistance:** urging Congress to adopt legislation which would provide financial and

technical assistance to local governments operating water systems either through a categorical construction grants program or through increased funding or more general grant and loan programs.

- **Noise Control:** urging Congress to expand the Quiet Communities Program and establish as a top priority federal action to require noise reduction at its source and strict limitations on federal power to preempt local noise and nondiscriminatory abatement actions.

- **National Energy Policy:** supporting a national energy policy which exempts local governments from any new energy taxes and provides financial assistance and incentives for conservation and the use of alternative energy sources.

- **National Environmental Policy Act:** endorsing those reforms announced by the Council on Environmental Quality including a time limit for submitting environmental impact statements and a limit to the length of the statements.

- **Nuclear Waste:** urging that increased and more efficient and safe techniques be developed for nuclear waste disposal and management.

- **Nuclear Plant Siting:** urging that any modification of the siting procedures for nuclear power plants include local governments as full participants and provide for their input in the decision-making process.

- **Outer Continental Shelf:** urging that development of the Outer Continental Shelf take into account environmental factors as well as long-term productivity of its resources. In addition, that the oil industry be liable for cleanup and damage from spills.

Health and Education

All matters pertaining to health care and health insurance systems; health planning; health promotion and disease prevention activities; public general hospitals; long-term care; local health services; mental health, drug abuse, alcoholism, Medicare and Medicaid; elementary, secondary and adult education; community colleges and vocational and technical education.

Chairman: Terrance L. Pitts
Supervisor, Milwaukee County, Wis.

Staff Contact: Mike Gemmell, Tony McCann

Platform Changes:

- Substantial amendment of the national health financing section of the health plank endorsing a national health policy that provides "a required minimum level of coverage to all residents of the United States." The words "compulsory," "mandated" and "universal" were struck from the platform.

The main point of the amended policy is that states and counties should be given sufficient financial incentives, through a health revenue sharing system, to initially develop and administer their own programs. These programs should be based on national minimum standards. The national health program must reimburse counties for the costs incurred by providing care to "unsponsored" people, such as nonresident aliens, working poor, disabled but working persons, prisoners, migrants, transients and others.

In addition, the program must include the following provisions:

- Financial aid for communitywide preventive health care, as well as institutionalized treatment of illness;
- Effective cost controls and quality assurance mechanisms—the program must have reasonable ceilings on costs appropriate to local conditions;
- Incentives to improve facilities and health services, including multiple types of care, allowing people free choice of that care, and encouraging expanded roles of nurses and professionals;
- Financial support for health promotion and disease prevention activities;
- An integral role for county officials in program administration and implementation.

Continued on next page



Delegates are seen during NACo's 43rd Annual Business Meeting in Atlanta's World Congress Center.

Platform Changes and Resolutions

Home Rule and Regional Affairs

Overall, the Home Rule and Regional Affairs Committee performs an oversight service on all NACo policy to assure that NACo policy reflects the integrity of local control over county policy. Several basic tasks of the committee are to reiterate NACo policy on home rule and regionalism; to review all current policy for consistency/variance with NACo policy; to surface inconsistencies and work out alternatives with the appropriate steering committee; and to implement a system which discourages inconsistencies from developing.

Chairman: John Mulroy
County Executive, Onondaga County, N.Y.

Staff Contact: Bruce Talley

Platform Change:

- **Regional Cooperation Plan:**—Local governments should incorporate identified regional issues into a comprehensive regional development guide.
- The guide, although advisory only, should be followed by the affected local government. However, in no instance, should the local governments be precluded from applying for federal funds if the planned activities are contrary to the regional guide.
- Federal agencies should require coordination of federal activities and minimize planning and reporting requirements.

Resolutions:

- **Federal Advisory Committee Act:** opposing any interpretation or use of the Federal Advisory Committee Act of 1972 which restricts consultation activities of elected officials or their representative organizations with Congress and/or the executive branch.
- **General Management Amendment to the Intergovernmental Personnel Act (IPA):** supporting expansion of the IPA to include general management assistance.
- **Strengthened A-95 Process:** supporting efforts of the Office of Management and Budget (OMB) to strengthen A-95, and urging OMB to consult with NACo.
- **State Incentive Grant Program:** urging Congress to enact legislation to involve state governments, acting in concert with local elected officials, in the development of state community conservation and development strategies.
- **Liability of Local Officials Under Recent Supreme Court Decisions:** opposing S. 35, as drafted, because it threatens local governments with financial insolvency.
- **Status of County Officials and Their Employees in the Federal "Regulation of Lobbying Act":** urging Congress to grant to employees of counties, cities and states the same status as that extended to employees of federal officials and departments.

Labor-Management Relations

All matters relating to employer-employee relations including: personnel policy and practice, merit systems, equal employment opportunity, collective bargaining, negotiations, arbitration, mediation, retirement systems, occupational health and safety, workers compensation, and Social Security withdrawals.

Chairman: John Franke
Chairman of the Board
Johnson County, Kan.

Staff Contact: Bruce Talley

Resolutions:

- **Civil Rights Reorganization Plan:** urging Congress and the Administration to rectify the overlap and duplication in civil rights enforcement provisions by consolidating and vesting rule-making authority into a single agency.
- **Labor-Related Prerequisites for Federal Grant Programs:** urging Congress to resist any efforts that would force state and local governments to comply with minimum wage or collective bargaining requirements as a condition for the receipt of federal funds, and that state and local legislatures be recognized as the proper arena for settlement of labor-management questions in the public sector.
- **Deferred Compensation Programs:** opposing proposed regulations and supporting legislation or other administrative relief which will allow the continuance of plans approved through Private Letter Rulings.
- **Legislation to Retain Quarterly Deposits and Reporting for Social Security:** supporting such legislation.
- **U.S. Civil Service Reform:** supporting efforts to improve personnel management in the federal government and those changes specifically directed at research and demonstration authority for counties, cities and states.
- **Tax Exemption of State and Local Pension Plans by the Internal Revenue Service:** urging legislation which exempts public employee retirement systems from federal income tax liability and unnecessary reporting requirements, and states that public plan participants are to be afforded tax treatment comparable to that of private sector employee.

Land Use

All matters pertaining to the use of land, including comprehensive planning, coastal zone management, recreation, regional issues, federal role in land use, state enabling legislation, intergovernmental relations, and techniques for managing growth.

Chairman: Gerald Fisher
Supervisor, Albemarle County, Va.

Staff Contact: Robert Weaver, Mark Croke

Resolutions:

- **Agricultural Land Retention:** supporting agricultural land retention legislation. The legislation should establish a study of measures to protect and improve agricultural land, and provide financial and technical assistance for the development of county and other local government programs which would demonstrate the practical methods for protecting and enhancing the future availability of agricultural land.
- **Urban Park and Recreation Recovery:** urging that Congress, in providing for urban park and recreation recovery, should use grant eligibility criteria which provides the maximum opportunity for counties to rehabilitate park and recreation facilities in all distressed urban areas. It should also take a comprehensive approach to park recovery and encourage cooperation among local governments which provide park services.
- **National Heritage Program:** urging that preservation of natural areas at the federal, state and local levels be a national priority, and that the National Heritage Program make available technical and financial assistance for local heritage preservation efforts, but not diminish the level of federal assistance available for traditional recreation facilities unrelated to preservation.
- **Land Acquisition by Foreign Investors:** urging the implementation of a system to monitor foreign investment in United States land, including full disclosure of the beneficial ownership, to be accomplished through cooperation among local, state and the federal government.

Public Lands

All matters relating to federally owned public lands including: tax immunity problems and federal land management programs.

Chairman: George Buzianis
Commissioner, Tooele County, Utah

Staff Contact: Jim Evans

Platform Change:

- An addition to the platform on Indian Affairs policy which calls for more precise definitions of tribal jurisdictions.

Resolutions:

- **Disposition of Federal Lands in Alaska:** supporting legislation on an equitable disposition of federal lands in Alaska.
- **1872 Mining Law:** supporting the 1872 Mining Law without change.
- **1902 Reclamation Law:** supporting legislation removing the acreage limitation and residency requirements of the 1902 Reclamation Law.
- **Indian Affairs:** proposing that before Congress or federal agencies implement the recommendations of the American Indian Policy Review Commission, Congress study the socioeconomic impact on nonmembers of Indian tribes living and owning property on or near Indian reservations; consider development of an intergovernmental model representing federal, state, county, and Indian tribal governments to address the above issues; and adopt a policy on the way Congress perceives the various tribes of American Indians.

Taxation and Finance

All matters pertaining to the financial resources of counties and other local governments, federal and state fiscal assistance, tax reform, alternative revenue sources, federal grant-in-aid programs, and antitrust issues.

Chairman: Elisabeth Hair
Chairman of the Board
Mecklenburg County, N.C.

Staff Contact: Elliott Alman

Platform Changes:

- **Tax Exempt Municipal Bonds:** changed to specifically state the opposition of counties to the proposed federal taxable bond option.
- **Antitrust:** recognizing the importance of the nation's antitrust laws and the unique position of local government as the provider of growing numbers of public services. It supports the immunity of county governments from federal antitrust legislation and endorses the right of counties to recover damages for injuries suffered through private sector antitrust violations.

Resolutions:

- **Underwriting Revenue Bonds:** extending the authority of national banks to deal in revenue bonds.

- **Rational Federal Spending Policy:** supporting a change in the NACo policy process to require appropriate consideration of fiscal note whenever a new or continuing federal program is considered before a steering committee, special committee or Board of Directors. Supports setting of priorities on NACo's requests to Congress.
- **IRS Regulations Relating to Arbitrage:** opposing the proposed regulations relating to arbitrage and asking the IRS to delay implementation of the regulations for one year.

Transportation

All matters pertaining to comprehensive transportation planning, highway improvements, highway safety, public transportation, airport development, railroads, waterways, aircraft noise, and research and development of new modes of transportation including improvements in present transportation systems.

Chairman: Daniel T. Murphy
County Executive, Oakland County, Mich.

Staff Contact: Tom Bulger

Resolutions:

- **Nation's Bridge Crisis:** urging greatly increased federal funding for critically deficient bridges, both on and off the federal aid highway system at a 90 percent federal share and outlining key recommendations for implementing the expanded program.
- **Energy Taxes and Transportation:** urging that a major portion of funds collected from any new energy tax that raises price of transportation be designated to provide energy-efficient transportation services.
- **Priority Amendments to Federal-Aid Highway Act:** highlighting the role of elected local officials in the decision-making process; measures to reduce red tape; and program consolidation, especially in rural areas.
- **Transportation Planning:** urging clarification of the role of responsible elected officials in the decision-making process for transportation planning, operations, and funding by providing the absence of state legislation, the opportunity for elected officials to designate and/or determine the institutional arrangement to act as the designated recipient(s) of planning operations and implementation funds.
- **Airline Regulatory Reform:** urging that airline regulatory reform legislation be enacted and include major changes such as removal of barriers to entry and competition; greater opportunity to fly new routes; and protection of small community service.
- **Aircraft Noise:** urging immediate legislative action to require aircraft noise reduction at its source—the aircraft engine.
- **Asphalt:** urging that any proposals aimed at conserving energy exempt asphalt from any tax or other measure which would increase its cost, or that such tax be rebated to states, counties and cities which use asphalt.

Welfare and Social Services Steering Committee

All matters pertaining to immediate and long range welfare reform, income maintenance, social services, administration of county welfare programs, planning and coordinating and community action agencies.

Chairman: Frank Jungas
Commissioner, Cottonwood County, Minn.

Staff Contact: Aliceann Fritschler

Platform Change:

- An amendment to the platform incorporates all of the resolutions on aging. The section calls for a block grant approach to federal aid for the aging and greater county participation.

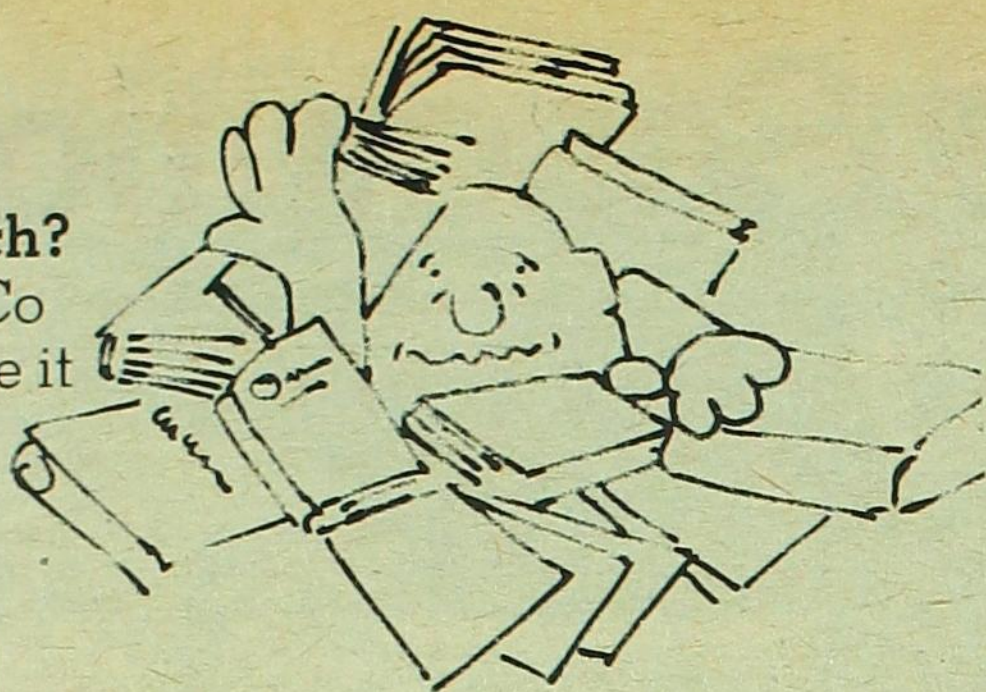
Resolution:

- **Domestic Violence:** supporting programs to deal with domestic violence.

Other Resolutions

- **Tax Reform and Responsible Government:** calling on the President, Congress and state executive and legislative leadership to recognize the need for equitable reallocation of costs now borne by the property tax; calling on federal and state leadership to review all governmental spending to reduce waste; pledging NACo and its member counties to eliminate unnecessary expenditures and work with state and federal levels to control inflation.
- **Quality of Life in Our Counties:** supporting county involvement with the arts.

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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. Each packet covers reproduction, mailing and handling.

THE TAX REFORM PRIMER (#15)

What will be the immediate results of the passage of Proposition 13 in California? What are the legal ramifications? Are other states planning similar action? These and other questions are answered in the primer. Also included are clippings of representative reactions across the country. (32 pp.)
Price \$1.20 Quantity _____ Total Cost _____

HISTORIC PRESERVATION (#14)

Counties attempting to preserve historical and archeological sites encounter problems in the areas of funding and zoning. This packet includes information on funding sources, both public and private, and tax incentives for rehabilitation. Also presented are model ordinances setting up historic preservation districts and designating historic landmarks. (114 pp.)
Price \$3.75 Quantity _____ Total Cost _____

BARRIERS TO SOLAR ENERGY USE (#13)

Increased interest in the use of solar energy has implications for building codes and zoning and land use planning. This packet contains articles, model codes and ordinances, and legal research to help local governments develop codes which provide such assurances as rights to sunlight and thus encourage greater use of solar energy. (95 pp.)
Price \$3.00 Quantity _____ Total Cost _____

PAYMENTS-IN-LIEU OF TAXES (#12)

The 94th Congress approved NACo-supported payments-in-lieu of taxes legislation that recognizes the tax immunity burden of certain federally owned and tax-exempt public lands. Amendments to the act are now pending which would add other categories to the entitlement lands. This packet gives background on the issue and analyzes the proposed amendments, as well as listing the amounts provided to each county under the first payment made in 1977. (13 pp.)
Price \$1.20 Quantity _____ Total Cost _____

NATIONAL FLOOD INSURANCE PROGRAM (#10)

National Flood insurance enables owners of flood-prone property to purchase flood insurance at rates made affordable through a federal subsidy. Report includes information of federal legislation, procedures for qualifying and applying for NFI, and floodplain regulations. (35 pp.)
Price \$1.20 Quantity _____ Total Cost _____

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Conference Candids

NACo Delegates Were Welcomed ...



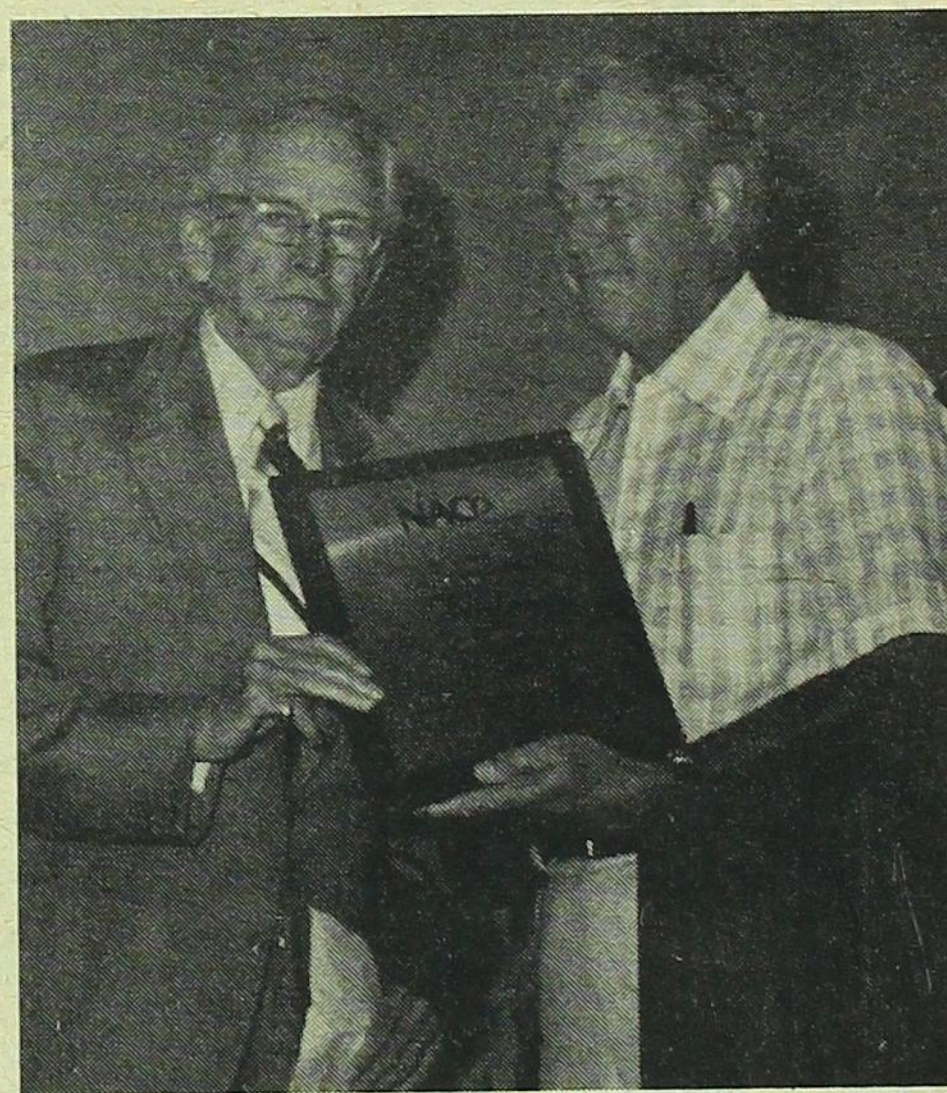
Georgia Gov. George Busbee, left, and Atlanta Mayor Maynard Jackson welcome NACo delegates.

Made Decisions ...



Former NACo President Dan Lynch, Douglas County (Neb.) commissioner, makes a point during the business session where members determined NACo policy for the next year.

Expressed Their Thanks ...



Many thanks go to Fulton County, Ga. for making the conference a success. Immediate Past President William O. Beach of Montgomery County, Tenn. presents Fulton County Chairman Charlie Brown with a plaque commending the county and Brown's long years of dedicated public service.

And Began Thinking About Next Year!



Jackson County, Mo., site of the 1979 annual meeting, sent representatives to promote interest and attendance.

News Analysis

House Floor Action Threat to CETA Jobs

WASHINGTON, D.C.—CETA reenactment (H.R. 12452) is expected on the House floor July 26. H.R. 12452, as reported by the Education and Labor Committee (House Report 95-1124), is a reform bill.

It places tight new restrictions on public service employment, including strict eligibility requirements, limitations on how long an individual can hold a public service job, tight new wage limits, extreme limits on wage supplementation, etc. The House Education and Labor Committee bill directly addresses the charges of fraud and abuse that have been brought against PSE.

The committee has already worked long and hard to develop the necessary technical restrictions to reform and limit abuses in public service employment. A reduction in authorization levels for PSE will result in as much as a 1 percent increase in the unemployment rate.

NACo expects a series of amendments to gut public service employment. Some of these amendments may include proposals to:

- Lower PSE wage ceiling;
- Restrict PSE to minimum wage;
- Eliminate wage indexing by area or by the Consumer Price Index;
- Reduce the number of jobs authorized in Title VI;
- Eliminate PSE in Title II;
- Eliminate Title VI;
- Change the Title II allocation formula.

It is not clear if all of the above amendments will be offered, or who will sponsor them.

NACo supports H.R. 12452 as reported by the full committee and opposes all amendments to further restrict public service employment. Please call your House delegation immediately to support H.R. 12452 as reported and oppose further restrictive amendments.



Rep. Carl Perkins (D-Ky.), left, chairman of the House Committee on Education and Labor, and Rep. Augustus Hawkins (D-Calif.), chairman of the House subcommittee on employment opportunities, will be leading the floor fight in defending the House-reported CETA bill (H.R. 12452) from amendments to severely restrict or eliminate public service employment.

Washington Briefs

• **Title XX (Social Services).** The House will vote July 25 on H.R. 12973 to increase Title XX (social services) funding for the next three years. Because the bill is scheduled under suspension of rules in the House, it will need a two-thirds majority to pass. County officials should contact their representative as soon as possible urging support.

• **Child Support Enforcement.** The Title IV-D provision allowing a 75 percent federal match for non-AFDC cases has been moved from H.R. 7200 to S. 4006, the New York City bill. Senate floor action is tentatively scheduled in two weeks. NACo supports this provision.

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

• **Fiscal Relief.** Long-Moynihan-Cranston bill providing \$2.2 billion of fiscal relief to states with 100 percent pass-through to counties to be introduced this week. See page 3.

• **Lobby Reform.** Senate Governmental Affairs Committee scheduled to mark up bills, S. 1785 and S. 2026, July 25-26. Sen. James Sasser (D-Tenn.) to offer amendment to exempt associations of elected officials such as NACo from registering under the law.

• **Education Department.** The Senate Governmental Affairs Committee voted unanimously last week to create a new Department of Education. The new agency will take over all of HEW's education functions which include elementary and secondary education programs, impact aid, vocational education, libraries, bilingual education. In addition, it will include HEW's vocational rehabilitation programs, the Defense Department's overseas schools for military dependents, Indian schools, USDA's child nutrition programs, among others. The House Committee on Education is holding hearings on the bill. Passage by the end of the session is uncertain.

• **Abortion Regulations.** HEW has amended Jan. 26 regulations on abortion funding. Poor women seeking federal funds to pay for abortions in cases of rape or incest must now provide more proof to substantiate their claims. Reports made to police or health agencies must include the victim's address, name and date of incident. Federal support for abortions can only be provided if a full-term pregnancy would endanger a mother's life; when pregnancy results from rape or incest (but the incident must be reported to the health department or the police); and when two or more doctors determine that pregnancy would cause severe and long-lasting physical health damage to the mother.

• **Transportation.** The highway/transit bill awaits House Ways and Means Committee action. See page 3.

• **Aircraft Noise.** Aircraft noise (H.R. 8729) and airline regulatory reform (H.R. 11145) bills await House Rules Committee approval. Counties affected by aircraft noise should urge their congressmen to support Rep. Glenn Anderson's (D-Calif.) aircraft noise bill (H.R. 8729).

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

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

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

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

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

• **Countercyclical Assistance.** House and Senate subcommittee currently considering legislation to extend countercyclical supplementary fiscal assistance for two years at \$1.04 billion annually. Administration-supported bill (H.R. 12293, S. 2975) would make significant changes in eligibility and formula for distribution of funds and eliminate national trigger and state eligibility. House markup expected late July.

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

• **Energy Impact Assistance.** At the request of Sen. John Glenn (D-Ohio), S. 1493 has been referred to the Senate Governmental Affairs Committee for their consideration prior to the bill being sent to the Senate floor. The committee is not expected to consider the bill extensively and full Senate action is still anticipated this session.

• **State Energy Management and Planning.** The Administration has finally sent its proposed State Energy Management and Planning Act to Congress. The bill has been introduced in the House by Rep. Harley Staggers (D-W.Va.), but has not been assigned to committee. Due to scheduling difficulties, it appears unlikely that the bill will receive serious consideration this session.

• **Coal Conversion.** The first section of the National Energy Act to emerge from the conference committee will be going to the Senate floor this week. The remaining sections have yet to be completed and are not anticipated until sometime in September.

• **Agricultural Land Retention Act, H.R. 11122.** The House Agriculture Committee approved the bill for floor action without the demonstration grant program contained in Title III. See page 4.

• **Appropriations for Clean Water, Clean Air and Solid Waste.** The Senate Appropriations subcommittee on HUD and independent agencies has not scheduled action on EPA's appropriation request for clean air, water and solid waste. Observers indicate that action should be resumed during the last week in July or the first week in August. The House has already acted by appropriating \$4.2 billion for wastewater construction grants, \$25 million for Section 208 water quality management planning, \$25 million for clean air planning, \$15 million for resource recovery studies, and an additional \$25 million to split between solid waste and clean air planning by EPA.

• **Urban Park Recovery.** The House has approved the proposed Urban Park and Recreation Recovery Act as part of its omnibus park bill. The act would authorize appropriation of \$150 million a year for three years to rehabilitate parks serving distressed urban areas. During House floor debate provisions requiring the Secretary of the Interior to use eligibility criteria contained in regulations governing HUD's Urban Development Act Grant program were struck. Hearings have been completed in the Senate subcommittee on parks and recreation.

• **Land and Water Conservation Fund.** Fiscal '79 appropriations for the LWCF will be marked up July by the Senate Appropriations subcommittee. Last month the House approved a funding level of \$645.8 million for LWCF, which contained in Interior's fiscal '79 budget (H.R. 12932).

• **Historic Preservation Fund.** Restrictions on Historic Preservation Fund money forbidding use for restoration of state or local government buildings are expected to come under attack when the Senate Appropriations Committee begins consideration of Interior's fiscal '79 budget July 25. NACo supports deletion of the House-passed restrictions.

• **Coastal Zone Management.** Fiscal '79 appropriations for the program await Senate Appropriations Committee action sometime this month. The House, in passing the Commerce appropriation bill for fiscal '79, approved \$57.2 million for the program. While the House proved no new money for the Coastal Energy Impact Program, \$200 million in unspent budget authority remain available for use next year.

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