

## This Week

- House subcommittee advances fiscal relief in welfare reform bill, see page 2.
- Francois calls on counties to help fight energy battle, see page 4.

Vol. 11, No. 29

# COUNTY NEWS

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

July 30, 1979

**NACo**  
Co

Washington, D.C.

## An Energy Challenge to Counties

JACKSON COUNTY, Mo.—President Carter's nationally televised address on energy took center stage at NACo's 44th annual conference as more than 4,000 county officials rallied around the President's challenge to help him win the war on energy.

Carter's visit to Kansas City July 16 came one day after he first outlined to the nation his six-point plan to cut oil imports in half by 1990.

At NACo's conference, Carter provided more details of the \$142 billion proposal which would depend upon a combination of oil import quotas, development of alternative sources of fuel, and new incentives and requirements for conservation.

Funds for the plan—which Carter called the "most massive peacetime commitment" of resources to meet our energy needs—would be derived from the windfall profits tax, which already passed the House of Representatives.

In a nationally televised press conference July 25, the President pledged that he would take firm action against attempts in the Senate to gut the windfall profits tax measure and called on the general public to contact their congressmen and voice support for the bill.

Describing the tax as critical to the financing of his energy program, Carter predicted that the oil industry will try in the Senate "to rob \$54 billion through amendments to the proposed windfall profits tax on oil companies." He said, "I will do everything in my power to prevent that."

In Kansas City, the President also had a special message for county officials, urging them to plan their own conservation efforts "that go beyond attempts to convince people the energy crisis is real."

"It is easy to try to leave the job to others—to the federal government, to the oil companies, to OPEC. We must not do that. We will not do that," he said.

### LOCAL ACTIONS SUGGESTED

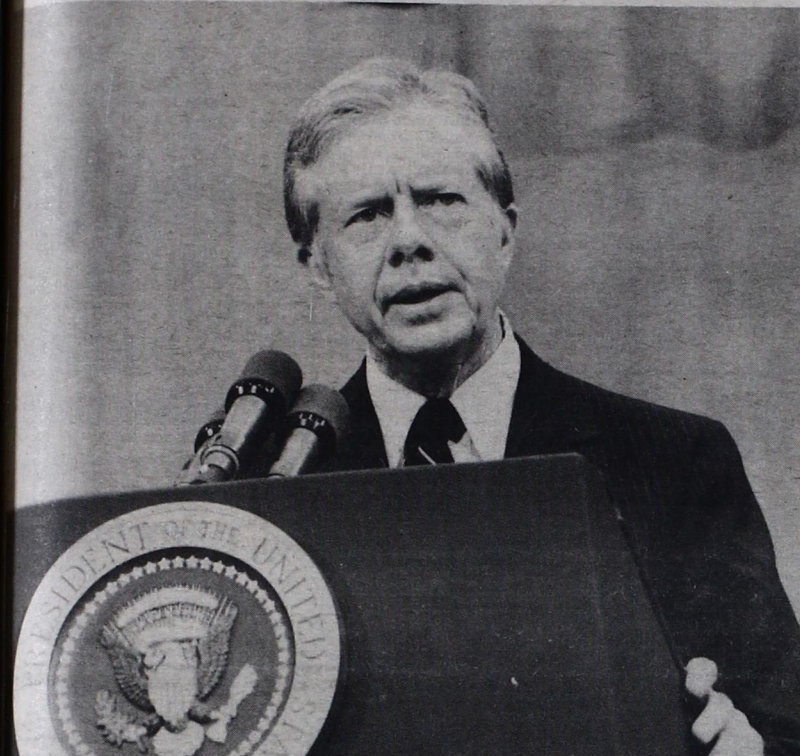
The President suggested that local governments could start immediately to reduce energy consumption by enforcing the speed limit and thermostat-setting laws, by developing land use and zoning policies that discourage urban sprawl, by improving public transportation, and by encouraging staggered work hours and ride-sharing programs.

Carter was rewarded by an enthusiastic response from county officials, who stood up and cheered when he asked, "I want to know, will you help me succeed?"

The following day, county officials voted at their annual business meeting to endorse the President's energy goals and called upon Congress to approve oil decontrol legislation coupled with the windfall profits tax and an energy security trust fund into which the tax would be channeled.

Bipartisan support for the President's energy message also came July 17 when Senate Minority Leader

See ENERGY, page 3



**HISTORY MAKING SPEECH**—President Carter chose NACo's 44th Annual Conference in Kansas City, Mo. to outline the details of his "war on energy." In his nationally televised address July 16, Carter urged officials to "plan conservation efforts that go beyond attempts to convince people that the energy crisis is real."

## On Capitol Hill

### Senate Finance Reports Countercyclical Measure

The Senate Finance Committee last week reported out targeted countercyclical fiscal assistance bill, a compromise of two proposals before the committee.

The legislation, which pared elements from the bill authored by Sen. John Danforth (R-Mo.), S. 200, and the administration's version, S. 566, would give immediate assistance to those local governments with unemployment rates of 6 percent and above. A second "standby" title of the bill would include aid to states as well as local governments and would be triggered when the national unemployment rate reached 6.5 percent or above.

Funds requested under Title I of the bill are \$150 million for the remainder of fiscal '79 and \$340 million for fiscal '80. The committee had to request a budget waiver for the 1979 funds, since the deadline for submitting such request was May 15. Under the standby title, states and counties could receive up to \$1 billion in assistance. To be eligible for the countercyclical assistance, local governments must have averaged at least 6 percent unemployment during 1978; in 1979 the required jobless rate is the same but averaged over six months. See chart on page 2 for more details.

On the House side, the Government Operations subcommittee on intergovernmental relations and human resources has been slow to consider a comparable bill. The committee's majority and minority staff are looking for ways to "trigger on" the program besides unemployment. Should another factor be selected, chances of a House-Senate conference committee resolving the difference would be diminished and funding for fiscal '79 would be doubtful.

The countercyclical assistance program was originally authorized by Title II of the Public Works Employment Act of 1976 to help states and local governments recover

See COUNTERCYCLICAL, page 2

### Senate Passes Labor-HEW Spending, Changes Made

The Labor/HEW appropriations bill, H.R. 4389, for fiscal '80 passed the Senate last week by a vote of 67 to 20. Before final passage a number of amendments were added to the bill which will affect county programs under CETA, Title XX and the Older Americans Act.

The Senate, by a vote of 50 to 43, moved to table yet another attempt by Sen. Lawton Chiles (D-Fla.) to cut Title VI (public service jobs) of the Comprehensive Employment and Training Act. The Senate committee's recommendation of beginning the fiscal year at 270,000 Title VI public service jobs was sustained. Sen. Henry Bellmon (R-Okl.) moved an amendment that passed by voice vote prohibiting CETA Title VI funds from going to local prime sponsors where unemployment is less than 4 percent for the most recent 12 months. This affects 53 prime sponsors across the country, approximately 12 percent of the 460 prime sponsors nationally and 8 percent of the Title VI funds. Local prime sponsors most hurt by the amendment are likely to be found in the states of North Carolina, Texas, Oklahoma, and New Hampshire.

In addition, Sen. Peter Domenici (R-N.M.) offered an amendment, which passed by voice vote, to set aside \$5 million of CETA Title III funds for programs geared to middle-aged and older Americans.

The Senate did not alter the committee position in final passage in approving only \$125 million for CETA Title VII private sector initiative program. This compares with the \$325 million level already passed by the House.

In the health area, Sen. Edward Kennedy's amendment to increase funding for the national health service corps (\$12 million), health planning (\$200 million) and primary care (\$7.5 million) was approved.

See SENATE, page 2



**SUPPORT FOR GENERAL REVENUE SHARING**—Besides expressing bipartisan support for actions to deal with the energy crisis, Senate Minority Leader Howard Baker told delegates to NACo's annual conference July 17 that he will try to "expand the federal revenue sharing program we enacted together in 1972."



## Countercyclical Legislation

As Passed by the Senate Finance Committee

Title I—Targeted		Title II	
Trigger	—No trigger. Two-year phase-down of antirecession fiscal assistance	Trigger	—On: one quarter national unemployment equal to or above 6.5 percent —Off: one quarter of national unemployment below 6.5 percent
Funding	—\$150 million in fiscal '79 —\$340 million in fiscal '80	Funding	—\$125 million/quarter + \$30 million for each .1 percent above 6.5 percent —Maximum annual allocation of \$1 billion
Eligibility	—Local governments only —Unemployment rate equal to or above 6 percent (1 year average for 1978; 6-month average for later periods)	Eligibility	—State and local governments —Unemployment rate equal to or above 6 percent for two quarters
Distribution	—Territories = 1 percent set-aside —Excess unemployment above 4.5 percent X general revenue sharing allocation	Distribution	—States = 1/4 share —Locals = 3/4 share —Territories = 1 percent set-aside —Excess unemployment above 4.5 percent —General revenue sharing allocation
Constraints	—\$10,000 annual or \$2,500 quarterly minimum allocation —Per capita income below 150 percent of national average	Constraints	—\$2,500 minimum quarterly allocation —Per capita income below 150 percent of national average
Schedule	—Annual for fiscal '79 —Quarterly for fiscal '80	Schedule	—Quarterly

## Countercyclical Bill Readied

Continued from page 1  
from the effects of the nationwide recession. Although the Senate last year passed a bill extending countercyclical aid for two years, the program died in the final days of the 95th Congress when the House failed to act.

Earlier this month two county officials urged Congress to enact an

antirecession fiscal assistance program "as an insurance policy against future increases in unemployment."

NACo's Taxation and Finance Steering Committee chairman, Lois Parke of New Castle County, Del. supported "a permanent countercyclical program with a high local trigger to swiftly bring federal funds

to the nation's most distressed communities."

Essex County (N.J.) Executive Peter Shapiro said that the impact of economic recession on local governments serving poorer constituencies is to erode the local tax base while at the same time increasing the demand for costly social services.

—Bruce Talley

## Matter and Measure



## Dear NACo's:

I'm sure the engineers who attended our recent annual conference in Jackson County (Kansas City), Mo. will agree that the conference was most informative and enjoyable. I am pleased to let you know the results of our 1979 election of officers:

President:	Herbert O. Klossner, Director, Department of Transportation Hennepin County, Minn.
First Vice President:	Virgil A. Holdredge Engineer Johnson County, Kan.
North Central Region Vice President:	Howard F. Schwark Superintendent of Highways Kankakee County, Ill.
South Central Region Vice President:	Marvin Bell Engineer Ouachita Parish, La.
Western Region Vice President:	Max Rothschild Director Department of Transportation El Paso County, Colo.
Secretary-Treasurer:	Milton L. Johnson Engineer Clayton County, Iowa

The following individuals maintain their positions as regional vice presidents:

Northeast Region Vice President:	C.E. (Ed) Wiles Engineer Genesee County, Mich.
Southeast Region Vice President:	J.W. (Jimmy) Kemp Engineer Lauderdale, Kemper, Winston & Noxubee Counties, Miss.

Also, I am pleased to announce the appointment of the following individuals to our Research Committee, chaired by Deane Anklan, Ramsey County, Minn.: J.W. Kemp, Lauderdale, Kemper, Winston and Noxubee Counties, Miss.; E.K. Hoffman, Mecklenburg County, N.C.; and Milt Johnson (ex officio), Clayton County, Iowa.

In addition to Anklan, the following continue to serve on the Research Committee: Ernie Geissler, Olympia,

Wash.; Marvin Bell, Ouachita Parish, La.; Warren Davidson, Cerro Gordo County, Iowa; Ed Wiles, Genesee County, Mich.; Jack Huffington, Cumberland County, Ill.; and Allen Holmes, Ontario, Canada. Bob Esterbrooks, Maricopa County, Ariz., was reappointed to the committee. Bernard Leider, Polk County, Minn., was reappointed as the NACE representative to the NACo Board of Directors.

—Herbert O. Klossner, P.E.  
NACE President

## SNOW REMOVAL PACT

Kenneth L. Reitmeier, Erie County (N.Y.) deputy commissioner of public works/county highway superintendent, and president of the New York State Association of County Highway Superintendents, discussed an innovative approach to snow removal recently as a participant in an annual conference workshop session.

According to Reitmeier, townships and villages in Erie County have entered into what is called a "mutual aid" snow removal program. The mutual aid pact is like a "contract," outlining the snow removal responsibilities of each participating municipality and the county.

The goal of the mutual aid program is being able to come up with the proper snow removal equipment where and when it is needed most, said Reitmeier. He explained that one portion of Erie County may get an extremely heavy snowfall during a storm, while the rest of the county may be spared. Idle snow fighting equipment under the mutual aid agreement may be diverted to where it is needed most, thereby benefitting all county residents, he said.

For a copy of the Erie County mutual aid agreement, contact Chuck Reidbord at NACo.

## FHWA REGION 15 DEMONSTRATION PROJECTS

During August the Federal Highway Administration (FHWA) will conduct two Region 15 demonstration projects.

Demonstration Project Number 43 on Water Quality Monitoring will be held Aug. 1 and 2 at the Wisconsin Department of Transportation in Madison. Contact Jim Gruendler, 608/266-0380 for more information.

Demonstration Project Number 38 on Air Quality Model Calibration will be held Aug. 7 and 8 at the Michigan Department of Transportation in Detroit. Contact Wayne Frederick at 517/322-1632 for more information.

## FISCAL RELIEF SOONER

## House Unit Modifies Welfare Reform Bill

The House subcommittee on public assistance and unemployment compensation in markup of the President's welfare reform plan has advanced fiscal relief to states and counties from fiscal '82 to Jan. 1, 1981.

One of only a few substantive amendments approved by the subcommittee, it does not raise the total cost of the President's welfare reform proposal. The amendment, sponsored by Rep. Charles Rangel (D-N.Y.), would institute a national minimum benefit at 60 percent of the poverty line (and attendant hold harmless), effective Jan. 1, 1981. At the same time, the states' contribution to the Aid to Families with Dependent Children (AFDC) program would be reduced by 10 percent.

An estimated \$150 million in fiscal relief would be distributed to the states on the basis of their AFDC caseload. The President's budget targets for fiscal '80 include \$150 million to phase in portions of welfare reform revisions.

A SECOND KEY amendment supported by NACo would permit optional cash-out of food stamps for AFDC recipients. The provision authorizes the secretaries of the Departments of Health, Education and Welfare and Agriculture to approve state plans for cashing out

AFDC, but limits costs of any cash-out to amount equal to the contribution for food stamps.

In a spirit of cooperation to within original cost estimates, the report a viable bill, members drew amendments that would substantially increased the welfare reform program or modified other provisions to create to cover additional costs. For example, the subcommittee would expand the Earned Income Credit from 12 percent in H.R. 4930 to 11 percent, saving \$200 million. Net cost of the subcommittee H.R. 4904, is \$150 million lower than H.R. 4321, a factor sure to acceptance in the full Ways and Means Committee.

The welfare reform "block" approach, H.R. 4460, authored by Rep. John H. Rostenkowski (D-Ill.) was offered as a substitute, but rejected 6-3, with votes divided along party lines. The measure is expected to be offered in full committee. Ways and Means takes up the

Detailed information on subcommittee amendments is available from Ron Gibbs at NACo.

## GRS Sliced by Senate Panel

The Senate Appropriations Committee voted 13-8 to cut \$18 million from the fiscal '80 general revenue sharing program. The cut would be applied entirely to the states' share.

The amendment was offered by Sen. William Proxmire (D-Wis.) the housing appropriation bill. The House has already acted on full funding for the general revenue sharing amount and, the Senate amendment holds the House-Senate conference expected to go to the floor. County News has gone to press. NACo is working to get a sponsor to offer an amendment to the Proxmire cut.

—Bruce Talley

## Senate Passes Labor-HEW

Continued from page 1

Sen. Malcolm Wallop's amendment was also approved, striking the \$75 million ceiling on Title XX social service training funds which was inserted by the House.

Also approved was Sen. Jacob Javits' amendment providing \$10 million to Indo-Chinese, Soviet and other immigrants for adult education.

The Senate-passed bill now goes to conference with the House. The Senate conferees will be: Warren Magnuson (D-Wash.), Robert C. Byrd (D-Va.), William Proxmire (D-Wis.), Ernest Hollings (D-S.C.), Thomas Eagleton (D-Mo.), Birch Bayh (D-Ind.), Lawton Chiles (D-Fla.), Quentin Burdick (D-N.D.), Daniel Inouye (D-Hawaii), Richard Schweiker (R-Pa.), Charles Mathias (R-Md.), Mark Hatfield (R-Ore.), Lowell Weicker (R-Conn.), Harrison Schmitt (R-N.M.), and Milton Young (R-N.D.).

House conferees have not been named as County News goes to press, but are likely to include: Jamie Whitten (D-Mass.), William Natcher (D-Ky.), Daniel Flood (D-Pa.), Neal Smith (D-Iowa), Edward Patten (D-N.J.), David Obey (D-Wis.), Edward

Roybal (D-Calif.), Louis Stokes (Ohio), Joseph Early (D-Md.), Robert Michel (R-Ill.), Sylvio O. (R-Mass.), George O'Brien (R-Mass.) and Carl Pursell (R-Mich.).

—Jon Weinstock

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EDITOR: Bernard Hillebrand  
MANAGING EDITOR: Christine Gress  
PRODUCTION MANAGER: Michael B. GRAPHICS: Karen Eldridge, Robert Robb and Deborah Salzer  
ASSISTANT EDITOR: Joan Amico  
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National Association of Counties  
1735 New York Ave. N.W.  
Washington, D.C. 20006  
202/785-9577

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# Energy Program Highlights

Continued from page 1

Howard Baker (Tenn.) told county officials at the opening general session that "this is not a time to nickel-and-dime these proposals to death."

"It is time to enact a national energy program which the country can support and which will get the job done," Baker told the crowd.

Baker offered the President some advice, however: get out of the fuel allocation business, stop wrapping every oil well in government red tape—and then dismantle the Department of Energy.

## ENERGY PLAN DETAILS

Here are some highlights of President Carter's proposals:

- The President claimed that actions taken by his Administration since 1977 have cut the nation's projected 1990 import needs by 4 million barrels of oil per day. The new proposals would lop off an additional 4.5 million barrels per day, reducing U.S. oil imports by half.

- The President stated that the United States would never again import more oil than in 1977. Carter would impose import quotas each year, which for 1979 and 1980 would be 8.2 million barrels per day.

- The President would create an Energy Security Corporation which would lead an \$88 billion effort over

10 years to replace 2.5 million barrels of oil per day with alternative sources of fuel—coal, shale oil, gasohol, unconventional gas, and solar energy.

The corporation would be an independent, government-sponsored enterprise authorized to invest in development of domestic production of energy. It would issue up to \$5 billion in energy bonds, in small enough denominations that average Americans could invest.

- The President would direct the Department of Energy to decontrol prices on heavy oil, of which the United States has an estimated reserve of over 10 billion barrels. Production of heavy oil, which would be exempt from the windfall profits tax, could save 500,000 barrels of imported oil by 1990.

- The President will ask Congress to mandate that the nation's utilities cut their use of oil by 50 percent by 1990. This would save an estimated 750,000 barrels of oil per day.

- The President said he will submit legislation soon to create the nation's first solar bank to help achieve 20 percent of our energy from the sun by the year 2000. Funds for the bank and solar tax credits would come to \$3.5 billion over 10 years.

- Carter would urge Congress to create a three-member Energy Mobil-

ization Board with the authority to cut through red tape in constructing energy projects. The board would have the authority to waive federal, state, and local procedural requirements to expedite construction of these projects.

- The President said he would commit \$10 billion over the next decade for capital improvements to the nation's public transportation systems, and \$6.5 billion to build more fuel-efficient automobiles. This would save an estimated 250,000 barrels of oil per day by 1990.

- Carter said he would triple aid to needy Americans hurt by rising energy costs, with a total of \$24 billion over the next decade.

- The President announced a major new residential and commercial conservation program to save 500,000 barrels of oil per day by 1990, with the pricetag at \$2 billion over 10 years. That program would encourage retrofit installation of conservation measures in existing buildings and conversion from oil to natural gas where possible.

- The President said he would set mandatory conservation goals in each state, and would impose mandatory conservation plans if a state fails to meet its target. The President would also ask for standby gas rationing authority.

**PLAN INTO ACTION**—Omi Walden, DOE assistant secretary for conservation and solar applications, offers suggestions for county implementation of the President's proposals.

## ANALYSIS

# Success of Program Lies with Congress

President Carter's recent addresses to the nation represent only the first of a series of hurdles he must clear to get his new energy proposals in place.

What Carter has termed the "bat-field of energy" may well be fought in the Capitol Hill.

Although the President already has the authority to impose oil import quotas and decontrol prices on heavy oil, the rest of his proposals must be passed by Congress, either through amendments to current energy laws or enactment of new legislation.

Most importantly, the \$142 billion package hinges on congressional approval of the windfall profits tax and creation of an energy security fund through which the new initiatives would be funded.

For example, increased aid for public transportation and for needy Americans hurt by high energy costs—two proposals county officials particularly favor—do not require new legislation. But they do depend on a windfall profits tax bill that earmarks enough funds to meet Carter's targeted amounts for these programs. The House version, H.R. 3919, has

already been approved, but the Senate Finance Committee has indicated it will not complete consideration of a companion bill until late September, and plans to gut the windfall tax proposal are already surfacing.

In addition, the standby gas rationing plan encountered a roadblock July 25 after it was so severely amended in the House that the Democratic leadership pulled it off the floor. It is expected to be reintroduced soon, however.

What does augur well for the President is that virtually all of his proposals have either been anticipated by Congress or already introduced by the Administration. Hence, legislation is already in the hopper on the solar bank, creation of an energy corporation similar in nature to Carter's proposed Energy Security Corporation, establishment of an energy mobilization board, expansion of conservation incentives, and increased production of synthetic fuels.

What now remains to be seen is how closely congressional action will track with the President's proposals. Watch *County News* in upcoming weeks for more details on this legislation.

## Energy Legislation Update

- **Local Energy Management Act**—Sen. Charles Percy (R-Ill.) has reintroduced the Local Energy Management Act which was referred to the Committee on Governmental Affairs on which he is the ranking minority member. Meanwhile, the Senate subcommittee on energy conservation and supply held recent hearings on a joint Energy Management Partnership/Local Energy Management Act introduced by Sen. Paul Tsongas (D-Mass.). Sen. Percy appeared as a witness and spoke on behalf of the local component. Markup on EM-PA/LEMA is not likely to be completed until early October.

- **Energy Impact Assistance**—Sen. Gary Hart (D-Colo.) has decided not to introduce his own legislative proposal on energy impact assistance. Sen. Hart has begun working with Sen. Wendell Ford (D-Ky.) on a series of amendments to the existing energy impact assistance program being run by the Farmers Home Administration (Section 601 of the Coal Conversion Act). This new proposal is expected to be introduced early this week when it will be referred to the Senate Committee on Energy and Natural Resources. Both sponsors are looking for an appropriate vehicle to which to attach the amendments.

- **Nuclear Waste Management**—Hearings on the Percy-Glenn nuclear waste management bill have been postponed until after the August recess. Last week Sen. Jennings Randolph (D-W.Va.) introduced his proposal for dealing with the nuclear waste problem which differs in a number of respects with the Percy-Glenn proposal. Hearings on Sen. Randolph's bill are also not anticipated until September.



# NATIONAL ASSOCIATION OF COUNTIES





# Roundup of Conference Activities

While President Carter's address July 16 was a highlight of NACo's 44th Annual Conference, the four-day meeting provided delegates an opportunity to carry out the association's business, attend more than 150 educational workshops and meet with fellow county officials in affiliate groups and caucuses.

## Workshops

The issue of energy was threaded throughout as county officials faced the problems of energy conservation in transportation and in county buildings and the challenge of developing special energy offices.

At a special forum July 14, county officials took the first steps toward an understanding of the costs and benefits associated with the use of nuclear power and the problems of nuclear plant siting and waste disposal.

Delegates July 18 heard Omi Walden, DOE assistant secretary for conservation and solar applications, discuss in more detail the actions counties can take over the next 10 to 12 years to conserve present fuel supplies as new sources of energy—especially solar energy—are developed.

The International Year of the Child formed the background for county examination of county services to children and youth.

Sessions on health, education, recreation and juvenile justice were brought into focus as Barbara Pomroy, executive director of the National Commission on the IYC, addressed a workshop.

The overall theme of the conference was "Improving Public Management," and many sessions dealt with new technical processes, especially in the field of tax processing and data collection. There was an emphasis on productivity improvement, managing county government with fewer resources, and dealing with state and federal mandates.

## Business Meeting

On Tuesday, July 17, the delegates elected officers for 1979-80, (see page 8), adopted bylaw changes, voted on changes to the *American County Platform*, and adopted policy resolutions (see pages 9-10).



Incoming president Frank Francois and outgoing president Charlotte Williams

welcome President Carter to NACo's 44th Annual Conference.

## Affiliates

NACo's affiliate organizations were increased to 18 as delegates at the annual conference voted acceptance of the National Association of County Aging Programs. Nancy van Vuuren, director, Adult Services/Area Agency on Aging, Allegheny County, Pa., heads the new organization.

Other newly elected affiliate presidents are:

- National Association of County Administrators (NACA): Nicholas M. Meiszer, administrator, Chesterfield County, Va.
- National Association of County Civil Attorneys (NACCA): E. Alonzo Deckard, county attorney, Hendricks County, Ind.
- National Association of County Engineers (NACE): Herbert O. Klossner, director of transportation, Hennepin County, Minn.

- National Association of County Health Facility Administrators (NACHFA): Robert F. Lethbridge, administrator, Merrimack County (N.H.) Nursing Home.
- National Association of County Health Officials (NACHO): William R. Elsea, M.D., director, Health Department, Fulton County, Ga.

- National Association of County Information Officers (NACIO): Ted Farrington, director, Public Information Department, Hennepin County, Minn.

- National Association of County Park and Recreation Officials (NACPRO): Gary Haller, director, Parks and Recreation, Johnson County, Kan.

- National Association of County Planning Directors (NACPD): Hugh N. Ford, planning director, Jefferson Parish, La.

- National Association of County Recorders and Clerks (NACRC): Marcus Gray, clerk-register, Calhoun County, Mich.

- National Association of County Treasurers and Finance Officers (NACTFO): Rudy J. Ulrich, treasurer, Hancock County, Iowa.

- National Association of County Welfare Directors (NACWD): Marvin Brice, director, Division of Welfare and Rehabilitation, Polk County, Fla.

- National Council of County Association Executives (NCCAE): Russell B. "Bo" Shetterly, executive director, South Carolina Association of Counties.

- Western Interstate Region (WIR): Calvin Black, commissioner, San Juan County, Utah.

Other affiliates will be holding elections later in the year. Ongoing presidents are:

- National Association of County Community Development Directors (NACCDD): Roy D. Hoover, manager, Resource Development, Department of Community Development, Los Angeles County, Calif.
- National Association of County Employment and Training Administrators (NACETA): Patricia Bamberg, CETA director, Washtenaw County, Mich.

- NACo Council of Intergovernmental Coordinators (NACo/CIC):

Gwen Baskett, federal aid coordinator, Cuyahoga County, Ohio.

- National Council of Election County Executives (NCECE): John V.N. Klein, county executive, Suffolk County, N.Y.

## Special Meetings

Both Democratic and Republican county officials met during the conference in their respective caucuses. On July 16, the Republican Conference of County Officials heard remarks by several Republican presidential contenders: former Texas governor John Connolly, Rep. James B. Anderson of Illinois and Sen. John Danforth of Missouri, who was representing Sen. Howard Baker of Tennessee. The Republican group elected officers for the coming year. Bob Eckels, commissioner, Harris County, Texas serves as president.

The Conference of Democratic County Officials heard from presidential aide Tim Kraft and James Watson, special assistant to the President for intergovernmental affairs. Continuing as president of the organization is Joseph Toner, councilman, New Castle County, Del.

Lynda Johnson Robb, chair of the President's Committee on Women, told the Women Officials in NACo during a business meeting July 17 that her committee has urged the President to hold a Camp David summit on the Equal Rights Amendment.

"If it is to pass," she said, "it must subject our ERA strategy to the same kind of scrutiny and brainstorming that has been given to our economic crisis."

Elected to chair the Women Officials in NACo this year was Karen Gottovi, commissioner, New Hampshire County, N.C.

Also, during the conference, Black County Officials in NACo held a business meeting and reception. The NABCO president for 1979-80 will be Harold R. Hayden, commissioner, Genesee County, Mich. At the first time, NACo's newly formed Hispanic Caucus met. Ramon Mirelez, commissioner, Adams County, Colo. will head this group.

## MESSAGE FROM NACo PRESIDENT

### County Action Can Help Win Energy War

To all NACo members:

In his address to us in Kansas City, President Carter called for our help to implement the energy program he had set forth to the country on national television. We responded to that call the next day, and adopted a resolution supporting the President's energy goals. We thus have placed ourselves firmly behind the President in his war on the energy crisis.

The President's program is in effect a declaration of American energy independence. It calls for a flat limit on our import of foreign oil, the orderly development of alternative energy sources, greater energy conservation, expanded mass transit, and help for the poor and elderly to pay their skyrocketing energy bills. The program is bold, comprehensive and can succeed. But first, Congress must act.

The keystone of the program is the windfall profits tax on oil. This must be passed by the Congress in substantially the form offered by

President Carter, or the money for the other vital elements of the program will simply not exist. The House of Representatives has acted favorably, but the President's bill is now under attack in the Senate.

Our NACo lobbyists will of course make the Senate aware of our Kansas City resolution. But more direct action is needed, by you. I am asking that county officials everywhere across this nation immediately contact their U.S. Senators, and express their support for the windfall profits tax as proposed by the President.

The energy crisis is real, and it constitutes as great a threat to our national well being and economic health as war. County officials serve 98 percent of Americans, and in this time of crisis it is vital that we support our President and give leadership to our people. I hope you will each respond to this call for action, and that you will do it within the next few days.

*Francis B. Francois*



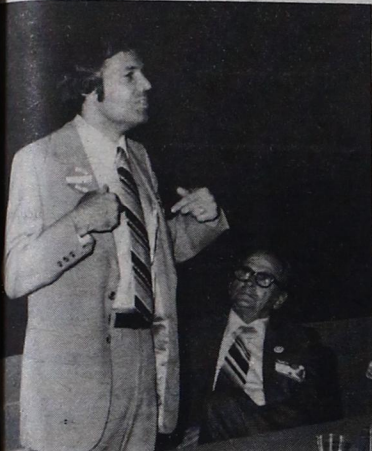


Parke, chairman of NACo's Taxation and Finance Steering Committee and councilman, New Castle County, Del., testifies before the Resolutions Committee on mortgage revenue bonds. At left is NACo staff member Bruce Talley. At right is James Scott, chairman of NACo's Community Development Steering Committee and supervisor, Fairfax County, Va.

## Conference Highlights



Sen. Thomas P. Eagleton (D-Mo.) welcomes county officials at the opening general session July 15.

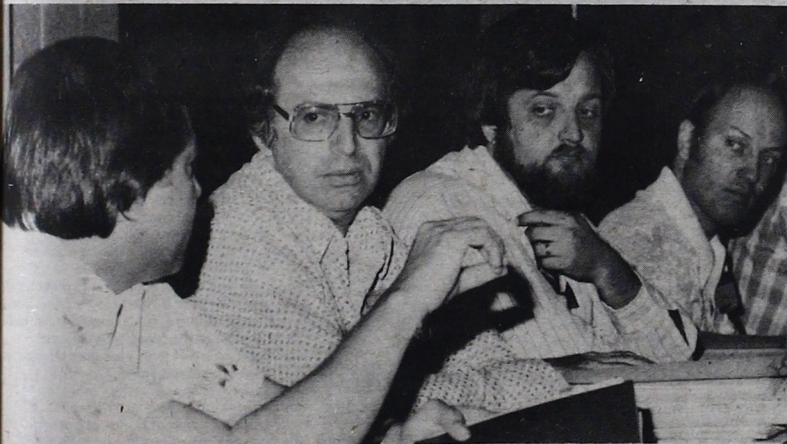


In top photo, John Driscoll, commissioner, Rockingham County, N.H., moderates a panel on youth with special needs; below, DOL's Darla White discusses possible CETA cuts.

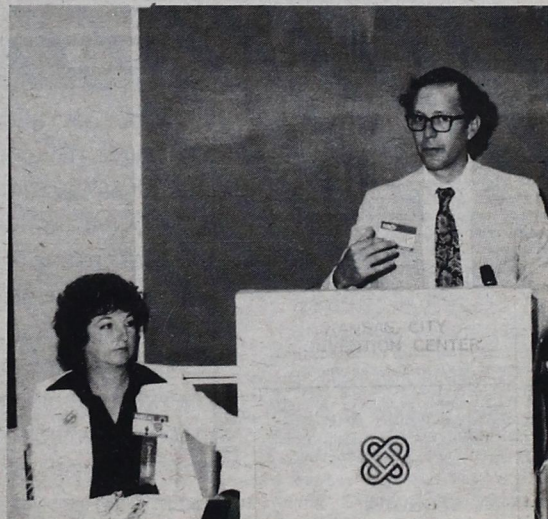


NACo's Environment and Energy Steering Committee debates the future of nuclear energy. From left are Bob Defayette, Nuclear Regulatory Commission; Paul Johnson, Kansas Legal Services; and Harvey Ruvin, NACo's chairman for energy policy and commissioner, Dade County, Fla.

Tazbir Jr., deputy county executive, Rensselaer County, N.Y., describes how counties can avoid "future shock" by planning ahead for the needs of the growing elderly population. Listening is C.H. Cain, supervisor, Lee County, Miss.



National Association of County Employment and Training Administrators (NACETA) held frequent committee board meetings in Kansas City. NACETA members, from left, are: Suren Dutia, Alameda County, Calif.; Alan [unclear], Akron Tri-County Consortium, Ohio; Steve Zimmer, Louisville/Jefferson County Consortium, Ky.; Len Cors, [unclear] Consortium, Wis.



Richard Almy of the International Association of Assessing Officers talks about property tax reform as Lucille V. Moore, supervisor of San Diego County, Calif., listens.



## FRANCIS B. FRANCOIS

# A Challenge for the Year Ahead

**EDITOR'S NOTE:** Address by NACo's new president at the closing banquet, July 18.

This evening marks the end of the 1979 NACo conference, and the beginning of my term as your president.

NACo has had many presidents over the years. In their ranks have been leaders of outstanding ability and wisdom, men and women who helped make NACo and county government more useful to the millions of Americans we serve. It is my privilege to follow in office a calm woman of great personal strength, integrity, dignity and ability, one who belongs in the ranks of our great NACo presidents. As my first act as your new president and on behalf of the entire American county family, I want to extend a formal, very large "thank-you" to Charlotte Williams, of Genesee County, Mich., for a job that was more than "well done."

We in the counties of this nation and in NACo have completed another year in our history, a history which for American county government extends back to 1634 when our first county was founded in the Commonwealth of Virginia. It was another year filled with achievements by NACo and county government, following upon several years of great progress in making our counties more effective and meaningful to our citizens.

### Counties Come of Age

We now stand at the beginning of a new NACo year. To begin that year, let us issue a declaration to the world at large. Let us recognize and declare on this 18th day of July 1979, that American county government has reached maturity and come of age. From this day forward, let us never speak of county government as being anything less than the most meaningful and effective form of local government in America, for that is precisely what we are.

We have not come of age overnight. Rather, we have worked hard for many years to modernize the basic structure of county governments, to bring to them large numbers of well-trained professionals for delivering services more efficiently and effectively, and to equip them to deal with the rapidly changing issues facing Americans in the late years of the 20th century. The National Association of Counties and its executive director, Bernie Hillenbrand, have led the way to improved and mature county government, with the help of so many of you. The American people are the heirs to our labors, and their lives will be better and more meaningful for what we have accomplished.

Looking across the United States, there is no one mold for county government. Counties come in all sizes, from just a few square miles in area, to counties that are larger than some of our states. They range in population from a few hundred, to over 7 million. There are 3,104 of us in all, and 98 percent of the American people receive services from a county government. For 35 percent of Americans, their county government meets all of their local governmental needs. The legal powers and responsibilities of county governments vary from state to state, and even within states, and are often tailored to the political customs and specific needs of their own citizens.

In this great diversity lies one of the tremendous strengths of American county government. We are almost all unique, designed to meet the needs of the people we serve. We are not the product of a gigantic governmental cookie cutter, designed to produce assembly line governments which may or may not meet the needs of their citizens.

### Our Common Strengths

Given the obvious variety found in county governments, what then are our common characteristics? In particular, what are the

common characteristics of the mature county governments which must face the challenges of the 1980s? I believe there are at least four, these being that our counties today are capable, democratically controllable, caring and critical.

Today's county governments are more capable than ever before in our history to meet the needs of our people. We have worked hard to make this happen, and the results show in counties all across America. Large counties like Los Angeles have led the way in reducing the usage of energy, scores of urban counties are successfully attacking complex problems in housing and neighborhood renewal, and countless rural counties are devising new techniques for meeting the unique needs of their citizens.

Today's county governments are clearly democratically controllable by the people they serve. In this time of alienation from government by so many citizens, the people's ability to control the government closest to them is of great importance. You can fight the county courthouse and win, and you can change the policy direction of your elected county government.

Today's county governments are caring. To us, all across America, falls the need to meet the human needs of the aged, the young, the handicapped, the sick, the unfortunate. It is our urban counties which are beginning to successfully address the needs of decaying neighborhoods, and our rural counties which are leading the way to the revival of rural America. Former NACo president, and now congresswoman, Gladys Noon Spellman, described it best a few years ago, when she said that "County governments are large enough to cope, and small enough to care."

But above all, today's county governments are critical to meeting the needs now being faced by our people. The President and Congress can create new programs to meet needs in health care, energy, community renewal, public safety and so many other areas. But it is we in county government who must take the legislation, the regulations and the guidelines, and make the programs work. Without the implementation ability found in our American counties, most domestic federal programs would be meaningless.

### Many "Promises" to Keep

In county government, then, the American people have a tremendous instrument for good. And in the past few years we have improved immensely upon that instrument. But let us recognize that there is more for us to do, and that the job is not done.

There are some lines in Robert Frost's poem, "Standing By Woods On A Snowy Evening," which well describe where we stand in American county government, as we pause here this evening. President John F. Kennedy liked to quote these lines, and they go:

*"The woods are lovely, dark and deep.  
But I have promises to keep,  
And miles to go before I sleep,  
And miles to go before I sleep."*

We have done much to make American county government better, and we are entitled to pause and reflect on our achievements. But let us not forget that we still have many "promises" to keep, and many more miles to go before we sleep.

There is still much to be done. There are still some states where archaic laws exist which hamstring effective county government. We must continue to work to change those laws. There is still more which can be done to make our counties more efficient, and our citizens are demanding that we act and move toward this goal. And there are still needs of our people which are not being satisfactorily met, and service delivery systems which need to be improved, or created.

The National Association of Counties has helped lead improvements in county government. I pledge to you that during the coming year we will continue to lead, and that indeed we shall increase our efforts to help individual counties do a better job for their people. Through the publication of case studies about new approaches which have worked in our counties, the use of consultative teams available to our members on call, and well conducted workshops on specific issues, NACo has directly helped many of you. We shall keep on doing this, and will continue to render direct service where we can.

Another important role of NACo is to serve as the strong, united voice of American county government before the White House and the agencies of the Executive Branch, and before the Congress of the United States. I pledge to you that I will do all in my power to ensure that the voice of county government is heard in Washington during the coming year, and to carry out our American County Platform.

In the past few days we have debated many resolutions and changes to the American County Platform, and a year of work by our steering committees came to an end. The result is a long agenda of important issues of concern to our counties, and thus to 98 percent of the American people. That agenda is now my agenda, and I shall devote all of my strength and abilities to carrying it into action.

That great American president from Missouri, Harry S. Truman, once set forth his philosophy for success in government. He said, "To achieve success will require both boldness in setting our sights, and caution in steering our way on an uncharted course." I believe we in NACo have shown both boldness and caution in our American County Platform, and that as a result we will succeed in reaching our goals.

### Our Action Agenda

In first place on our action agenda for the coming year is the renewal of general revenue sharing. It must remain our top priority. We have won some preliminary skirmishes, but the great battle still lies ahead. Let no one doubt, we shall fight to the end with all our strength to assure these general purpose funds continue to reach the citizens of our counties.

We must also continue our fight for welfare reform, obtain legislation which will help to reduce the cost of medical care, and which will help assure adequate health care for all Americans. These, with the renewal of general revenue sharing, have been on our agenda for several years. They must remain a prime concern of NACo, until the job is done.

We must also continue our fight against red tape and unnecessary regulation, at all levels of government, including our own. We have heard at this conference a call for a greater effort by NACo to reduce red tape, and especially to attack the problem of conflicting regulations between county governments on the one hand, and the federal and state governments on the other.

In this time of "cut-back" management and increasing demands by our citizens for more efficient government, unnecessary guidelines and conflicting regulations simply must be carved away, and discarded. NACo has worked on this problem before. But the time has come for a greater effort, and it is my intention to create a permanent committee within our NACo structure to deal with this problem.

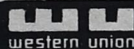
### Meeting the Energy Challenge

Let me turn now to energy. At this conference we heard President Jimmy Carter declare all-out war on the energy crisis. We heard him issue a challenge to our county governments to join with him in a comprehensive energy program aimed at ending our dependence on foreign oil, and once more making America self-sufficient in energy. We heard Sen. Howard Baker promise his support for formulating an energy program, one firmly rooting in bi-partisanship as so important an effort ought to be.

Yesterday, in a resolution passed during our general meeting, you responded by pledging the full support of NACo toward meeting the goals set forth by President Carter. We have, in short, mobilized our 3,104 counties, and placed them in the front line of the energy war.

I pledge to you that NACo will bring its resources to bear on meeting the energy challenge. There is much we can do at the national level, especially by lobbying with the Congress, and by helping county governments exchange ideas and develop energy management plans. We will do those things.

But as President Carter noted, there is much that our individual county governments can do directly back home, to help the situation. Where do you start, and when? I hope you will begin as soon as you return home. And I would urge upon you that a good first project would be to create in your own county a Local Energy Conservation Board, of the kind described by the President in his speech. By bringing together a group of your citizens and involving them in the development of an energy management plan tailored to your own county, you can highlight the energy problem, gain local understanding of how it affects you and what can be done about it, and take a giant stride toward getting the personal commitment needed from every American if we are to meet the challenge. If you want help in creating such a board, NACo will provide it.



093 DLY GOVT WHITE HOUSE DC JUL 18

PMS FRANK FRANCOIS, PRESIDENT

NATIONAL ASSOCIATION OF COUNTIES

BARTLE HALL CONVENTION CENTER, (DLR BY 7:30 PM, 7-18-79)

KANSAS CITY, MO 64105

TO FRANK FRANCOIS

ON THIS MEMORABLE DAY, I JOIN WITH YOUR FRIENDS AND

COLLEAGUES IN CONGRATULATING YOU AS YOU ASSUME THE OFFICE

OF PRESIDENT OF THE NATIONAL ASSOCIATION OF COUNTIES.

I LOOK FORWARD TO WORKING WITH YOU IN THE COMING YEAR AND

TO CONTINUING OUR PARTNERSHIP IN SERVING THE NEEDS AND

MEETING THE CHALLENGES OF THE NATION'S COUNTIES.

JIMMY CARTER

Telegram



## CHARLOTTE WILLIAMS

# A Banner Year

EDITOR'S NOTE: Address by NACo's outgoing president at the closing banquet, July 18.

Thank you very much.

It's been a heck of a year, hasn't it?

But it has certainly been fun, and I think it has also been a very successful year. In fact, and I give the credit to you, I think that this conference has culminated the greatest year in the history of the National Association of Counties.

Many times over the past year I have had people ask me how I keep going. Well, I want to tell you that it has been easy to keep going. It has been easy because in every part of this great country I have found people who received me with warmth and affection and love and it is easy to "keep on keeping on" when the people you work with have that kind of spirit.

think it is because he knows that without our understanding and assistance he doesn't have a chance at solving the terrible problems at face this country.

The theme of the 1979 conference has been "Improving Public Management." I hope that you have taken a moment or two to think about what that means. It is not just simply doing more with less. It is new ideas, new approaches to old problems, a new, a deeper effort to understand and respond to the American public. I hope that each and every one of you will spend some time when you get home examining yourself as a public manager and asking yourself candidly whether or not you can do a better job.

As my term as your president comes to a close I want you to know that the successes of



Williams bids delegates farewell.

this year belong to you. No matter what was asked, help was forthcoming. It came from thousands of you. It came in the form of love and support from my husband Charles. It came from the love of my children, Charlita, Charles Jr., Cathryn, their spouses and my grandchildren. And especially from my home county, Genesee County, Mich.

I am also deeply indebted to my dear friend Bernie Hillenbrand and the NACo staff. I can't mention them all, but I am particularly grateful to Lou Irvin and Dottie Byers for putting up with me through some difficult times. I would like to ask all of the staff members that are present tonight to stand up so that we can show them our heartfelt thanks.

Bernie, all I have to say to you is that you are number one in my book. Thank you so very much.

Well, you are about to get a new president. Now, he's just a little bitty fellow but if you give him the same support you have given me, then I am sure that Frank Francois can stand before you one year from today in Clark County, Nev. and say that his year as president was the greatest in the history of the National Association of Counties. I know you can, Frank, and I am looking forward to hearing those words from you.

### The Need to Communicate

You will remember that last year in my acceptance speech I stressed over and over the absolute need for each of us to believe in ourselves and in the importance of the job that we do. I sense a new spirit of confidence among all of you at this conference but it is still not strong enough.

I will tell you again that what you do is the most important public job in this country. What you do determines whether America succeeds or fails. We must believe in ourselves and we must communicate the outstanding job we are doing to the public. It is part of our job to let the American people know what the government that is closest to them, county government, is doing.

If we don't believe in ourselves, who will?

Thank you and God bless each and every one of you.



Francois greets delegates and predicts an eventful year for NACo.

Looking now at NACo itself, our organization is of course no stronger, no better, than the efforts each of us put into it. I know that your newly elected officers and the members of the Board of Directors will give everything we have to the job. But it will take more than that, if we are to succeed in accomplishing our agenda. Therefore, on behalf of all of your elected leadership, I ask that you give to us your help, and your prayers.

It is my intention to have our NACo steering committees appointed and in operation by the end of September. Please let me know what you would be involved with, if you haven't already done so, and I will try to put you to work.

### Major Emphasis on Education

Within NACo this year, I want to place a major emphasis on education, of ourselves, of the American public. This will be a primary effort of my presidency. I believe we must continually educate the American people, leaders of other levels of government, and the media, about county government and how it functions. There is still a lack of understanding found in many places of what county government is all about. This must change and I intend to take actions toward that end.

Among the NACo family, we must also rely on a continuing effort to educate ourselves on new techniques in government. New approaches to solving problems. Our county governments have shown a great ability to adapt to new conditions, and to solve problems. We have again and again been cutting edge in American local government, and we must work to keep that edge sharp. NACo must become a more effective clearinghouse for information among our member counties, and we must.

The need for a strong education program at county government is great. A phrase in the Texas Declaration of Independence, signed in 1836 by 59 English and Spanish-speaking men who were forging a new government intended to be free of the elitism of the past, sums up the importance of education, for a free government. It reads:

*"It is an axiom in political science that unless a people are educated and enlightened it is idle to expect the continuance of civil liberty, or the capacity for self-government."*

Look forward to the coming years. I believe with your help and cooperation, we can accomplish much.

Counties are everyone's government—in rural areas, and in urban areas, all across this country. If we can continue to improve it, we can continue to improve America.

We have had a great convention, one filled with meaningful events. In the past few days, we have received many challenges. We have seen our President speak of the crisis which faces our nation. With our deep knowledge

drawn from our personal contact with the people of America, we know the truth of his concerns about the need for a renewed commitment to the principles which built this great nation.

### Working Together, Moving Forward

I believe that if all of us work together, as Americans, we can meet the challenge before us. Let our motto be "Americans working together, moving forward." It will take dedication, and hard work, but the job can be done. And it must be done, for ourselves, and for our children.

President Theodore Roosevelt gave some advice many years ago to another generation of Americans. I believe Teddy Roosevelt's advice is especially valuable today, as we face the demands of the energy crisis, inflation, and the other problems troubling Americans. His words express a philosophy which I follow, and which I hope you will adopt in the days ahead. Teddy Roosevelt said:

*"It is not the critic who counts; not the man who points out how the strong man stumbled, or where the doer of deeds could have done them better. The credit belongs to the man who is actually in the arena, whose face is marred by dust and sweat and blood; who strives valiantly; who errs and comes up short again; who knows the great enthusiasms, the great devotions; who spends himself in a worthy cause; who, at best, knows in the end the triumph of high achievement, and who, at the worst, if he fails, at least fails while daring greatly, so that his place shall never be with those timid souls who know neither victory nor defeat."*

These are times when those of us in positions of leadership in our nation must "dare greatly." I ask you to join with me in the year ahead, to work for better county government, and a better America. Working together, we cannot fail.

The time has come for us to close both my comments, and this conference. On behalf of all of us, I want to extend congratulations to the entire NACo staff, and our Jackson County hosts, for helping us conduct an outstanding conference. The events of the past few days will be long talked about, and remembered.

To all of you, may you have a safe trip home. And may your efforts during the coming year bear fruit for your county, for your citizens, and for America.

Turning now the Irish half of my ancestry, let me close with an old Irish blessing, addressed to all the members of the NACo family.

*"May the road rise to meet you,  
May the wind be always at your back,  
May the sunshine warm upon your face, and  
May the rain fall soft upon your field.  
And until we meet again,  
May God hold you in the palm of his hand."*

Thank you, and let us now close this, the business portion of the 1979 NACo conference.

### White House to Main Street

I'm not going to detain you tonight with a long list of the accomplishments we have achieved during this past year. All of you were a part of them and much of your time over the past four days has been spent examining what we have done and what we have yet to do.

We have made substantial progress on welfare reform, on countercyclical, on payments-in-lieu of taxes, public lands, transportation, jails, bridges, help for our urban counties, and on and on. And we will be successful in renewing federal revenue sharing. You can count on it!

At the same time we have continued to feed and house the poor, to heal the sick, to protect the life and property of the public, to build roads, to pick up garbage and provide environmentally safe sewer systems. We spent more than \$64 billion of the public's money last year on their behalf and I, for one, think we did a pretty good job.

And we made tremendous progress in bringing the National Association of Counties to the forefront of public attention and public activity in this country. We are finally being recognized from the White House to Main Street as a force to be reckoned with in determining the future of this country.

During the four years that I have served as an officer of this organization I have visited just about every state. I have spoken before your state associations and I have never failed to be impressed by the concern that our county officials have for their responsibilities. I have had the honor of meeting many of the governors of our states, with the leading citizens of this country, and with the wonderful average men and women of America.

I have been to the White House many times to meet with the President and his top advisors and the experience of getting in that helicopter at the White House and flying to Camp David to consult with President Carter is something I will never forget.

But let me tell you, the most important thing that has happened to me in this past year, the activity that has meant the most to me, has been being a county commissioner in Genesee County, Mich., representing and working for the people who elected me.

That's the way I feel about being a county official. That's how important I think our jobs are. I hope you feel the same way I do.

### How Powerful We Are

We had a chance to visit with Sen. Howard Baker before his speech to the conference on Tuesday and he remarked that he thought the National Association of Counties was one of the most influential organizations in this country. In fact, he questioned whether we knew how powerful we really are. Well, in some ways he is right. But I think we are a lot more aware of ourselves and what we can do today than we were a year ago. My fellow county officials—you are to be commended for that.

Why did the President pick us to make one of the most important speeches of his career? I

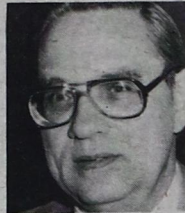


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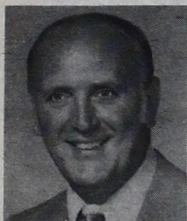
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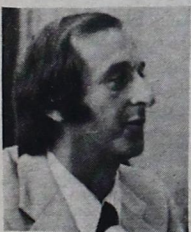
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# Members Revise Bylaws, Platform; Pass Resolutions

At NACo's Annual Business Meeting July 17, delegates voted on changes to the American County Platform and adopted more than 50 policy resolutions, a summary of which appears on these two pages. Two changes were made to Article V of the NACo bylaws dealing with the Board of Directors:

**Section 1. Membership.** New language was added to indicate that a state's weighted votes (and thus its claim on additional board seats) will be determined

at the time of the annual business meeting rather than on the preceding April 1, effective with the 1980 Annual Conference.

**Section 2. Responsibility.** The new section now reads: "Power to establish Association policy shall remain in the hands of the voting membership of the Association, provided that interim policy decisions arising between annual conferences shall be made by the Board of Directors in the name of the association until the next annual conference of the Association."

"The Board of Directors shall have general supervision, management and control of the business and property of the Association, subject to the Articles of Incorporation, to these bylaws and to the policies established by a majority vote of the voting members of the association at the annual conference."

**Section 3. Executive Committee.** "The Board of Directors may grant such of its powers and duties to the Executive Committee as it may desire."

## Community Development

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

Staff Contact: John Murphy

The membership acted to add a new section to the Platform urging Congress and the President immediately to consider and pass legislation which would:

- Ratify an international sugar agreement; Establish a national sugar policy to assure adequate sugar supplies for consumers—at reasonable prices for both consumers and domestic producers—and to maintain a stable domestic sugar cane and sugar beet industry.

The membership also approved these resolutions:

- Displacement of low- and moderate-income persons as a result of private or publicly funded housing rehabilitation and revitalization activities. NACo will be adopting a position on ways displacement can be minimized and how the federal government and local governments can respond to it.

- Opposition to the use of Section 111 rural housing grant funds for the operation of rural recreation centers which exceeds \$1 million. The membership tabled a resolution supporting legislation prohibiting the use of exempt municipal revenue bonds for housing.

## Criminal Justice

### Public Safety

Chairman: Richard Hammel  
Commissioner,  
Genesee County, Mich.

Staff Contact: Herb Jones

The membership voted to approve the following additions and changes to the Platform:

#### Enforcement and Crime Prevention:

This section was rewritten to emphasize training and integrated service delivery, specifically calling for the development of a law enforcement planning capability, teaming, improved recruitment and personnel policies, and coordination among law enforcement agencies, as well as between law enforcement and other criminal justice agencies.

**Community Crime Prevention:** A new section was added that recognizes the role of citizen groups in the prevention of crime, calling for the participation by local law enforcement officials in the development of criteria for selecting community groups and in the development and implementation of community anti-crime programs.

**Victim Witness Assistance:** This section reflects the needs of victims of domestic violence along with victims of crime. New language calls for a comprehensive community approach involving criminal justice and other community agencies in the search for solutions.

**Secure Juvenile Detention Facilities:** A new section in this section urges counties to

remove juveniles from correctional facilities which detain accused or adjudicated adults.

**Comprehensive Emergency Management/ Emergency Management Coordination:** This expanded section recognizes five types of emergencies: technological and man-made, natural disasters, internal disturbances, energy and materials shortages and attacks. Recognizing the social and economic consequences of these emergencies, the Platform calls for an emergency management coordinating function at the county level to facilitate private and public cooperation in dealing with all phases of any foreseeable emergency.

**Fire Prevention and Control/Arson:** This new section calls for a county emphasis on fire prevention, fire protection planning, and public education. County governments are urged, in cooperation with municipalities, which traditionally have responsibility for fire suppression, to develop these fire prevention activities. The creation of interlocal agreements to carry out an effective fire prevention/suppression program, combined with a federal effort of research into new approaches and dissemination of research results is supported.

Another new section recognizes the tremendous growth of arson. It supports the creation of a comprehensive strategy at both the federal and local level to combat this crime.

The membership also approved the following resolutions which support:

- **Improvements in the Criminal Justice System:** A simplified form of financial assistance to eliminate red tape and duplicative review to replace the current LEAA program; entitlements to counties and cities or combinations of them over 100,000 in population; a discretionary grant program to improve state and local criminal justice systems; a National Institute to perform research activities; a criminal justice statistical agency; and incentives for city and county coordination highlight this resolution. In addition, the resolution supports not less than \$546 million LEAA appropriation for fiscal '80, with at least \$310 million to be made available for formula grant programs.

- **Reauthorization of Juvenile Justice and Delinquency Prevention Act:** A three-year reauthorization of the act; a definition of detention and correctional facility; the creation of programs for serious and violent juvenile offenders; a new title to encourage states to develop subsidy programs; and the participation of elected officials on all advisory committees created by the act.

- **Confinement of the Mentally Ill and Retarded/Developmentally Disabled in Local Jails:** The creation of community-based residential facilities as alternatives to jail for the mentally ill and retarded and the developmentally disabled. In addition, the federal government is urged to change its reimbursement for care emphasis from institutional to community-based care.

- **Jail Reform Legislation:** The creation of a comprehensive community plan for corrections for counties and other local governments to be eligible for funds to renovate or rebuild local detention and correctional facilities. Emphasis would be

placed on intake and screening programs, community-based corrections and other alternatives to incarceration.

**Federal Jail Standards:** Federal financial assistance for counties to meet new jail construction standards. A differentiation between correctional and detention facility standards and local government input into any proposed standards are the key elements.

## Employment

Chairman: Herman Ivory

Chairman, Muskegon County, Mich.

Staff Contact: Jon Weistraub

The membership approved the following changes to the Platform:

#### CETA general:

- Exclude Davis-Bacon wages as they apply to federal employment and training programs.
- Increase local flexibility in establishing wage guidelines for public service job holders in order to maximize their access to jobs which promote useful public services in state and local government.
- Support full funding of programs to serve both adults and youth under CETA.
- Allow counties to provide PSE jobs to all residents without regard to program agent residency requirements.

#### CETA youth:

- Establish a separate title of CETA for youth programs to ensure both funding and services to youth.
- Retain 14-year-olds in the summer youth program.
- Support a standard income eligibility of 100 percent of the Bureau of Labor Statistics lower living standard income level or economically disadvantaged for all youth programs.
- Eliminate the youth maintenance of effort provision for Title II-B.
- Support a level of not less than 70 percent of the minimum wage up to age 18 for youth participating in federal employment and training programs.
- Coordinate any national youth service program with current youth programs under CETA.

#### Unemployment Insurance:

- Support state trust fund financing of the unemployment insurance program during the first 26 weeks of unemployment.
- Support federal funding for extended benefits (EB) program payment when the national insured unemployment rate triggers the extended benefit program into effect on a national level.
- Support full federal general revenue funding for emergency unemployment compensation programs such as the federal supplemental benefits (FSB) program.
- Oppose structuring the unemployment insurance system to provide for benefit level determination and eligibility determination by the federal government. Benefit levels and eligibility criteria should be established through state law.

The membership also approved these resolutions:

- Either eliminate the average wage requirements under CETA, or raise the national average wage or allow local supplementation above the average wage.
- Exclude Davis-Bacon wages as they apply to federal employment and training programs.

## Environment and Energy

Chairman: Bay Haas (Acting)

Commissioner, Mobile County, Ala.

Staff Contact: Mark Croke

The membership approved the following changes to the Platform:

- Update of the introduction to the environment and energy section to more accurately reflect the changing roles of energy and environment in county government.
- Modification in the water resources policy section to reflect state and local priority setting for water project funding, urging Congress not to make a water project decision until the views of the affected counties have been sought.

- Addition of a new section on nuclear waste management which urges close cooperation among all levels of government, assistance for training emergency personnel, financial assistance for those affected areas, and county involvement in national planning and siting of nuclear waste repositories.

- A change to the solid and hazardous wastes section, adding detail on hazardous waste management with particular emphasis on reprocessing.

- Addition of a new subsection to safe drinking water which urges the federal government to provide financial assistance to local governments when federally imposed standards raise the costs of providing drinking water.

- Total revision of the noise pollution control section, including detailed positions on aircraft noise reduction, product standards, federal assistance and federal preemption of local enforcement programs.

- A new statement on development of the Outer Continental Shelf which urges careful management to ensure long-term productivity, oil company liability for clean-up and damage and direct funding to counties to offset economic impacts.

- A statement on national environmental policy which calls for a time limit for submitting Environmental Impact Statements, closer interagency cooperation and the use of concise language.

In addition, the following resolutions were adopted:

- Support for the decontrol of oil prices and the imposition of a windfall profits tax with the proceeds going for low-income assistance, public transportation and energy research and development.
- Support for the concept of using fees and annual appropriations to finance the costs of cleaning up hazardous waste sites and spills.
- Urging adequate petroleum allocations for public transportation system, emergency vehicles, and for the planting and harvesting of food.
- Support the energy "goals" as outlined by the President in his July 16 energy address.

## Health and Education

Chairman: Terrance L. Pitts

Supervisor,  
Milwaukee County, Wis.

Staff Contact: Janet Smith

The following additions have been made by the membership to the Platform in the areas of long-term care and mental health/mental retardation/developmental disabilities.

In the area of long-term care, the Platform urges greater recognition of counties' major role as health care providers with the following:

- Recognition of the value of health services that are accountable to elected officials, and therefore to the electorate.

- Support for public health services that serve those who are most ill and most in need.

- The need for more adequate Medicaid and Medicare reimbursement for county long-term care facilities because of the greater needs of those they serve.

- Incentives for development of less costly alternatives to institutionalization.

An expanded plank on mental health/mental retardation/developmental disabilities was also adopted, focusing on deinstitutionalization and alternatives to institutionalization in these areas:

Continued on next page



## Health and Education

Continued from page 9

- Adequate support for community-based services.
- Reduction of "categorical restrictions" that act as barriers to service coordination.
- Monitoring of deinstitutionalization program effectiveness.

The education plank to the Platform has been revised to reflect current issues of accountability, cost effectiveness, and efficiency:

- Cooperative efforts between county government and local school districts for greater coordination and efficiency.
- Federal programs that help rather than complicate the problem of coordinating federal, state and local resources.
- State school aid that provides "more adequate and equitable distribution of resources."
- State financial support for state mandated educational programs.

The Platform also contains new statements supporting free public education for all handicapped children, provided "the federal government ensure adequate funding to supplement state and local effort for timely compliance," and encouraging public schools to offer curricula which include studies on the structure and functions of county and local governments.

The membership also endorsed the following resolutions:

- Urging Congress to restore Section 314(d) funding in fiscal '80 to at least \$90 million for basic community health services.
- Urging Congress to enact legislation for reimbursement of emergency health care rendered to nonresident aliens.
- Supporting voluntary efforts at containing hospital costs and endorsing hospital cost containment legislation which includes exemptions for public hospitals and states with successful cost containment programs, protection for public hospitals against private hospital "dumping" of uninsured patients, and payment to public hospitals for unsponsored patients.

## Home Rule and Regional Affairs

Chairman: **Fran Davin**  
Commissioner, Hillsborough County, Fla.

Staff Contact: **Linda Church**

No Platform changes were considered.

The membership added the issue of productivity to the resolution on the Intergovernmental Personnel Act and reaffirmed resolutions dealing with: the Lobby Registration Act, A-95 review process, the Federal Advisory Committee Act and liability of local officials. In addition, the membership reaffirmed a modified resolution on the "quality of life."

- Two new resolutions were approved:
- Requesting counties to review the American Bar Association (ABA) Model Procurement Code for State and Local Governments, asking that the ABA provide assistance in that review.
- Supporting the State and Local Government Cost Estimate Act of 1979 which requires Congress to review cost impacts of programs on state and local governments as well as the federal government prior to enactment.

## Labor Management Relations

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

Staff Contact: **Chuck Loveless**

No changes were adopted in the labor management relations section of the Platform.

Resolutions were adopted supporting congressional reform of the Social Security Disability Insurance program and reform of the pay comparability system used to determine compensation for federal employees. In addition, resolutions were adopted urging Congress to enact legislation substantially revising HEW's Social Security deposit payment regulations and clearly

providing that states, counties and other local government units are not subject to the Federal Mine Safety and Health Act and the training regulations promulgated thereunder.

- The following resolutions were reaffirmed:
- Labor-related prerequisites for federal grant programs;
  - Tax exemption of state and local pension plans by the Internal Revenue Service.

## Land Use

Chairman: **Gerald Fisher**  
Commissioner,  
Albemarle County, Va.

Staff Contact: **Robert C. Weaver**

The membership approved changes in the Platform which made permanent resolutions adopted last year.

**Agricultural Land Protection:** County agricultural land protection programs are supported and Congress is urged to establish a study of the factors contributing to the loss of American agricultural land, a program of demonstration grants to develop innovative approaches at the county, state and local level to protect such land and acceleration of the Agricultural Department's soil survey program.

**Urban Park and Recreation Recovery:** The Urban Park and Recreation Recovery program, administered by the Interior Department's Heritage Conservation and Recreation Service, is supported. Equal treatment of counties in determining eligibility and awarding project grants under that program is called for.

• **National Heritage Program:** The establishment of a National Heritage Program under the Heritage Conservation and Recreation Service which would combine natural, historic and cultural programs is supported as long as funding under the Land and Water Conservation Fund is not diminished.

• **Foreign Land Purchases:** A federal monitoring system of foreign land purchases in the United States which would cooperate with related state and local efforts is supported.

## Public Lands

Chairman: **George Buzianis**  
Chairman, Board of County Commissioners,  
Tooele County, Utah

Staff Contact: **Jim Evans**

The membership approved the following Platform changes:

- A requirement that federal agency land use plans be consistent with local land use plans.
- Support for the sale, transfer or exchange of federally owned lands when endorsed by the affected counties.
- Support for the acquisition or exchange of additional federal recreation lands when endorsed by the affected counties.
- Support for the transfer of a portion of the federally owned public lands to the states.
- Support for legislation that would discourage acquisition of additional federal land without the agreement of the affected counties.

New sections were added to the Platform that provide:

- Support for proposed wilderness areas when endorsed by the affected counties, and opposition to such areas when they are in conflict with officially adopted county land use plans.
- Opposition to modification of the self-initiation principles of the 1872 Mining Law.
- Support for legislation to update the 1902 Reclamation Law.
- Encouragement for the National Park Service to work with county governments for land use alternatives other than outright acquisition of private inholdings in national parks.
- Support for legislation on the disposition of federal lands in Alaska that includes a guarantee of the conveyance of state entitlement lands and provisions for multiple use of federal lands.

Resolutions were approved that provide for:

- Clarification of the intergovernmental role of counties and Indian tribes in counties where Indian reservations exist.
- Support for legislation to prohibit conversion of Indian trust land to tax-exempt

status without federal compensation in-lieu-of taxes.

- Support for Alaska lands legislation based on the concept reported by the House Interior and Merchant Marine Committees to ensure that Alaskan resources will continue to be studied, evaluated, developed, and conserved.

## Taxation and Finance

Chairman: **Lois Parke**  
Councilwoman  
New Castle County, Del.

Staff Contact: **Bruce Talley**

The membership approved the following Platform change:

- The disclosure of information by municipal bond issues section was amended to voice NACo's opposition to federally imposed standards for county financial accounting and reporting.

The following resolutions were affirmed:

- Support for legislation which would allow commercial underwriting of revenue bonds.
- Requiring fiscal notes for programs brought before policy bodies of NACo.
- Support for sunset, grant and regulatory reform legislation.

In addition, a new resolution was passed regarding the removal of military exemptions from state and local taxation, and a resolution prohibiting the use of mortgage revenue bonds for single family housing was tabled and referred back to committee.

## Transportation

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

Staff Contact: **Tom Bulger**

The membership approved Platform changes in the following areas:

• **Comprehensive Transportation Planning:** Current policy has been expanded to reflect the requirement that Metropolitan Planning Organizations be made up of a majority of responsible elected local officials who should be able to redesignate their MPO if such an organization is not comprised of a majority of elected local officials.

**National Highway Program:**

- Current policy has been expanded to include:
- Funding for the safer off-system roads program (SOS) from the Highway Trust Fund.
- Reaffirmation of the states' responsibilities in cooperation with local officials to select critically deficient off- and on-system bridges for funding.
- Increased funding from the Highway Trust Fund for highway resurfacing, restoration and rehabilitation.
- Full appropriations for interstate or other highway transfer projects.

**Public Transportation:**

- Support the use of a substantial portion of the revenue raised by the proposed windfall profits tax for: public transportation, including ride sharing, vanpooling and other energy efficient rural and urban transportation programs.
- Stabilize federal operating assistance support at one-third of total local operating costs.
- Strengthen the small urban and rural public transportation programs through increased financial commitments.

The membership also approved these resolutions:

- Support for the Department of Transportation's proposal to merge the Federal Highway Department and the Urban Mass Transportation Administration, while retaining final endorsement prerogative after consultation with DOT and Congress regarding the final version.
- Reiteration of the need for urban counties to incorporate the reality of the current and future energy crisis in their transportation decisions so that they can strengthen public transportation systems and continue to maintain highway investments.
- Encouragement for states in cooperation with local governments to use a substantial amount of available federal-aid highway funds for short-term, energy-related transportation strategies, such as carpooling, vanpooling or public transportation programs.
- Reaffirmation of the requirement that the states in cooperation with elected local officials establish a fair and equitable

distribution system for both on- and off-system bridge funding.

- Urging Congress to substantially increase safer off-system roads (SOS) program and to allow this highway program to be funded out of the Highway Trust Fund in future years.
- Adoption of a position regarding the implementation of the Section 504 full accessibility handicapped regulations which will give NACo the option of entering into proceedings in opposition to the regulations.
- Reapproval of a resolution urging Congress to exempt asphalt from the present energy conservation taxes.

## Welfare and Social Services

Chairman: **Frank Jungas**  
Commissioner,  
Cottonwood County, Minn.

Staff Contact: **Ron Gibbs**

The membership approved the addition of one new section to the Platform concerning services to the disabled. It focused on the for NACo to support federal action that:

- Promote removal of categorical restrictions that inhibit comprehensive planning and delivery of services to the disabled.
- Expand community-based services to reduce disincentives for deinstitutionalization.
- Improve mechanisms for funding to the person from the institution into the community.

The membership also approved these resolutions:

• **Indochinese Refugee Assistance Program (IRAP):**

- Urges extension of 100 percent federal funding for income and medical assistance social services for Indochinese refugees as the flow of these refugees into the United States has ended and the dependency rate have dropped to that similar for citizens.

• **Social Services and Child Welfare, Title I:**

- Urges passage of H.R. 3434, Social Services and Child Welfare Amendments, 1979.
- Opposes the capping of foster care fees.
- Urges conversion of Title IV-B to an entitlement.

• **Child Support, Title IV-D:**

- Urges Congress to authorize retroactive reimbursement to Oct. 1, 1978 for services non-welfare families.
- Urges Congress to enact permanent federal matching for child support services non-welfare families.

• **Title XX:**

- Urges Congress to enact H.R. 3434 to Sept. 30, 1979, when certain provisions Title XX expire.
- Opposes the capping of Title XX transfers.

• **Aliens legally admitted to the U.S.:**

- Costs for the care and integration of aliens should be borne by the federal government.

• **Illegal aliens:**

- Costs of necessary basic services to illegal aliens should be borne by the federal government.

• **Food Stamps:**

- Opposes recoupment of benefits through the Internal Revenue Service; recommends that counties should be allowed to withhold portion of new benefits to repay earlier allotments obtained improperly; and recommends that counties be allowed to use some part of the funds recouped.
- Opposes quality control fiscal sanctions based upon error rates at this time, due to problems in implementing the new law; urge the Congress and Administration to study problem of unduly high error rates and work with localities before imposing fiscal sanctions.
- Supports removing the authorization ceilings or "caps" placed upon the food stamp program.
- Provides that adequate lead time should be given to implement legislative and regulatory changes to prevent disruption of program delivery.
- Supports the transfer of the administration of the food stamp program from the Department of Agriculture to the Department of Health, Education and Welfare.
- Opposes ratable reductions of benefits of the food stamp program in order to stay within the authorization ceiling.



# Special Report 10 NACo HEALTH AND EDUCATION TEAM

The debate over national health insurance is heating up in Washington now, fueled by presidential politics, inflation and feverishly rising health care costs.

America's counties have billions of dollars riding on the decisions because, as every county official knows, counties provide a staggering array of health care services.

That's why we think knowing NACo's health and education team is an investment in your county's fiscal health. They can hammer home the NACo health position to the Congress where even now national health insurance hearings could shape the health delivery system for decades to come.

Ron Gibbs, NACo associate director, heads the team. Janet Smith is the legislative representative and Tecla Bacon is acting Mental Health and Mental Retardation Project director. They are supported by a knowledgeable 55-member steering committee chaired by Terrance Pitts, supervisor from Milwaukee County, Wis., as well as two important affiliate organizations representing county health officers and administrators.

The NACo team knows your health care credentials as well as you do:

In 1976-1977, the last year for which totals are available, counties spent \$4.3 billion on hospitals (compared to \$3.9 billion on highways) and \$1.9 billion on health. Those figures have continued to skyrocket.

- The services county health departments offer are as basic to community health as food on the table. Immunization programs.

- Environmental surveillance. TB control. Free blood pressure readings at places like shopping centers and county fairs. Mobile vans, staffed by health professionals, roving rural regions. Maternal and child health. Family planning. School health programs. Venereal disease control. Institutional care for chronic and acute illness. And a lot more.

- Counties operate 800 nursing homes caring for the poorest and the sickest. They operate and fund many of the 90 public general hospitals in the nation's largest cities, institutions of last resort. (Hospital costs are now soaring at about 13 percent a year.)

- Counties in some 14 states must contribute the local tax dollars to support Medicaid. In 1976, counties in New York State spent up three-quarters of a billion dollars in property tax money toward Medicaid costs.

- Counties also provide health care coverage for their 2 million employees, plus families.

The five are:

- The impact on the county match under Medicaid;
- The degree of coverage for the medically indigent—one estimate puts their number at 18 million—who are currently served by county government;
- The adequacy of reimbursement for services provided by county health care facilities;
- The kind of incentives included for disease prevention and public health services;
- The role of state and local governments in establishing reimbursement rates and benefit policies.

We at NACo view this as a time when Congress can be compelled to reevaluate the enormous role counties play in America's health delivery system. Through our health and education

team, we pledge that your views will influence that debate.

There are a lot of other bills on the Hill that this team is watching. We'll cite only three. The hospital cost containment bill includes a NACo provision prohibiting private hospitals from "dumping" uninsured or unsponsored patients into county hospitals. There are 247 public general hospitals in the country, many county-run.

A Medicare/Medicaid reform measure would reimburse county nursing homes for actual patient costs and provide full benefits for home health services. A third bill on the priority list would extend screening and treatment services for children under Medicaid.

## Other Services

We serve you in many other ways, too. This NACo team becomes involved in the development of regulations, continuing to watch out for county interests once the laws are written. It responds to all requests for technical assistance.

For instance, results of rural and urban health projects to assist communities develop and expand health care services were highlighted with displays and presentations at 12 state association meetings. Four regional conferences brought together county health officers, elected county officials and HEW community health staff.

Publications prepared as a result of an intensive three-year alcoholism project still are available. Let the team know your needs.

A new federal grant will enable the health and education team to continue for another year the vital NACo deinstitutionalization project involving county care for the mentally ill and retarded.

You know the cost of providing for these persons who have been accustomed to a more structured environment and now NACo soon will be ready with in-depth technical assistance.

Your county's investment in health is one of its most costly and important. We're convinced that our health and education team can help you protect that investment because that's what we at NACo are all about.

## 12 Ways NACo Helps You

NACo's Health and Education Team takes its lead from the Health and Education Steering Committee, chaired by Terrance Pitts, supervisor, Milwaukee County, Wis. The steering committee, made up of county officials from all parts of the country, determines legislative policy which is then reviewed by the NACo Board of Directors and voted on by our members at the annual conference.

NACo's 12 Steering Committees are:

- Community Development
- Criminal Justice and Public Safety
- Employment
- Environment and Energy
- Health and Education
- Home Rule and Regional Affairs
- Labor Management Relations
- Land Use
- Public Lands
- Taxation and Finance
- Transportation
- Welfare and Social Services

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Your Health or Education Problem \_\_\_\_\_

## A Partial Checklist

That's only a partial checklist but it proves that when America's counties, through NACo, say that any national health care system has to reflect the county role in health, they know whereof they speak.

The health and education team is already monitoring congressional hearings on national health insurance proposals with an eye on five major areas of county concern plus others spelled out in the *American County Platform*.



# America's Counties: Closing the Gap on Health Care Costs!

**C**ounties touch the lives of their citizens even before birth, through prenatal screening programs, and continue to care for them throughout their senior years in nursing homes.

For this continuum of care, counties are the logical providers. They are close to the people and understand their needs; they have the resources to deliver services both effectively and efficiently.

But the business of providing health care to the masses is big business and it's expensive. Think of it: health care costs now make up 9 percent of our gross national product!

Truly the "havens of last resort," counties pick up the tab for those 18 million Americans who don't have health insurance, and in 14 states counties pay a portion of the Medicaid bill. County-run emergency rooms are overwhelmed by nonemergency patients who simply have nowhere else to go. County hospitals and nursing homes care for the poorest and the sickest. And there's the new problem of finding homes for the thousands of mentally ill and retarded being released into the community by state institutions.

County budgets are strained in other ways, too. The inadequate reimbursement rates under Medicaid, for example. Not to mention how rising hospital costs are squeezing out an increasingly large portion of the local health dollar, leaving less money for programs like disease prevention and child health.

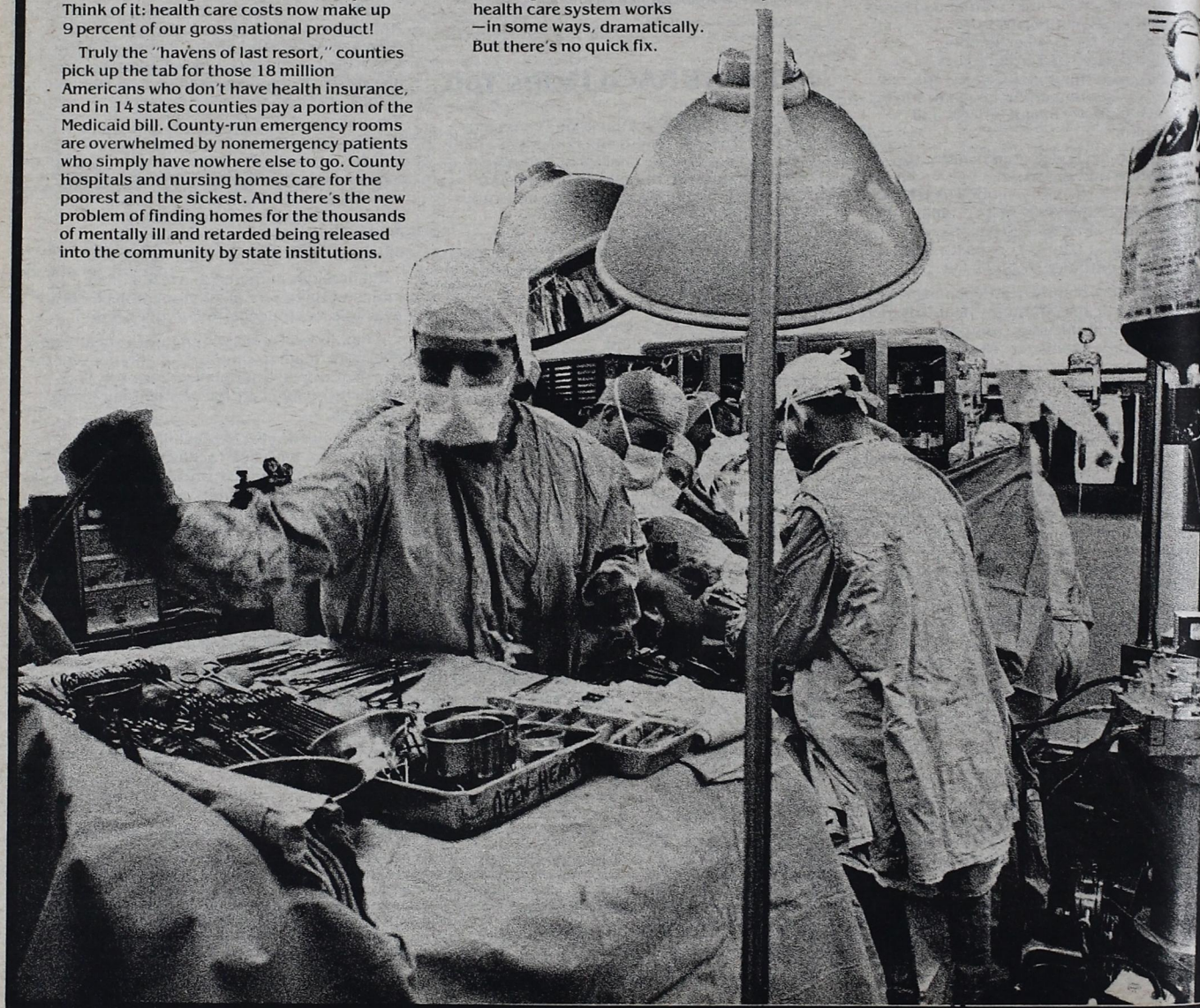
We understand these problems, and that's where NACo fits in.

There are several plans being circulated in Washington which would alter the way our health care system works—in some ways, dramatically. But there's no quick fix.

NACo will be on the scene working with Administration and congressional leaders to hammer out a national health insurance plan which speaks to the concerns of counties.

We will help you tell your health story and make sure your best interests are always up front. Counties—the bottom line in providing health care—must have a big voice in any national health insurance system.

Let us be your voice. Join the National Association of Counties.



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