

## This Week

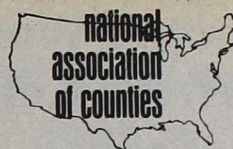
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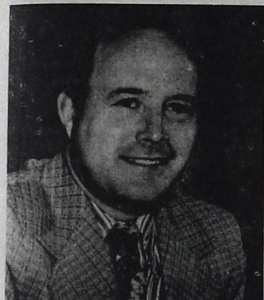
# County News

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

July 4, 1977



Washington, D.C.



Orr



Spellman

## Fourth VP Office Has 2 Candidates

The two men who have announced their candidacy for the office of NACo fourth vice president have backgrounds rich in government and community service.

Dallas County (Tex.) Commissioner Roy Orr and King County (Wash.) Executive John Spellman are the two officials who have placed their names in nomination. They are both members of NACo's Board of Directors.

Election of NACo officers and directors will take place at the 42nd Annual Conference in Detroit, Mich. July 24-27.

Spellman, elected as the first King County executive in 1969 under a new home rule charter, served two years as a county commissioner. A native of Seattle, he was re-elected county executive in 1973.

Orr served as mayor of DeSoto, his hometown, until he was appointed in 1972 to the Dallas County Commission, a position which he has since been elected to twice.

Both men have been active in NACo and have held a variety of national, state and local positions.

Spellman has chaired NACo's Committee on Crime and Public Safety and has represented NACo at the White House Conference on Inflation and the Conference on Youth. He served as chairman of the Washington Committee for Revenue Sharing and as a member of the state's Committee on Law and Justice.

Prior to serving on NACo's board, Orr was chairman of NACo's Taxation and Finance Committee. He has served as second vice president of the Texas Association of Regional Councils and as a member of the North Central Texas Council of Governments' Executive Board. He also was elected chairman of the State Democratic Executive Committee.

Orr has been president of the DeSoto School Board, the DeSoto Chamber of Commerce and the Lions Club.

Spellman has served as president of NACo's Council of Elected County Executives, chairman of the Seattle Civil Service Commission and director of the Boys Clubs of Seattle and King County Inc.

Other county officials wishing to place their names in nomination for the fourth vice president post should contact Gil Barrett, Chairman, c/o Nominating Committee, National Association of Counties, 1735 New York Ave., N.W., Washington, D.C. 20006.

Names can be submitted to the committee up until noon on Monday, July 25. The membership will vote on officers and directors on Tuesday, July 26 at the Annual Business Meeting.

WASHINGTON, D.C.—Congress recessed without acting on the Youth Employment and Demonstration Projects Act of 1977 conference report. One billion dollars was appropriated for youth employment programs in the President's Economic Stimulus Package, but these funds have been withheld, pending a vote on the conference bill.

Title I of the bill creates a new Title VIII of CETA, the Young Adult Conservation Corps (YACC). YACC has a three year authorization (fiscal '78-'80) and is open to unemployed youth ages 16-23 without an income criterion. Thirty per cent of the funds will be available for state and local programs.

The second title of the youth bill is structured as a new Part C of CETA's Title III, Youth Employment and Demonstration Programs. Divided into three sub-parts, Part C includes: Youth Incentive Entitlement Pilot Projects; Youth Community Conservation and Improvement Projects; and Youth Employment and Training Programs.

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

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

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

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

Eligibility for participation in the employment and training programs is restricted to youth between the ages of 16 and 21. However, the Secretary of Labor may prescribe regulations allowing participation of 14 and 15 year old youth. All participants must be unemployed, underemployed or in-school. Ninety per cent of all youth served must be members of families whose family income is 85 per cent of the Bureau of

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## The Bird Pitches Annual Conference Invitation



Celebrity pitcher Mark "the Bird" Fidrych of the Detroit Tigers "pitched" a personal invitation to John Barr, chairman of the Wayne County Board of Commissioners, inviting all NACo delegates and families to come out to see the Tigers play. For early-bird delegates, the Tigers will play Kansas City on Saturday afternoon, July 23, and Toronto on Monday night, July 25.

Pictured at Tiger Stadium are, from left: Fidrych, Samuel Turner, Edgar Harris, Rose Mary E. Robinson, Royce Smith, Richard Manning, all Wayne County commissioners; and Barr, who is also general conference chairman. Barr did catch the pitch, we understand.

**Food stamp bill goes to House floor July 15, see page 3.**



## Elected Women Set Detroit Activities

How can county officials increase their influence at all levels of government? How can they improve personal relationships with their colleagues to become more effective and dynamic leaders?

Answers to these questions will be examined at a special workshop titled "Personal Power in Politics: How Effective Are You?" at the annual conference in Detroit, Mich. July 24-27.

The workshop is sponsored by the Elected Women in NACo and has been designed by Kay Waldo, legislator of Jackson County, Mo.

WALDO is president of a consulting firm dealing in human relations and training. As a specialist in transactional analysis and assertiveness training, she has provided individual and group counseling to men and women in both the public and private sector.

In addition, Waldo has done extensive research on problems women, in particular, face when elected and has conducted seminars on women's changing roles, women in politics, and women and voluntarism.

Currently she is designing a graduate course on women in politics.

All conference delegates are invited to attend this workshop to be held July 25.

**THE ELECTED Women in NACo** will also hold a business meeting from 3-6 p.m. on Saturday, July 23 in Room 3124, Cobo Hall. Discussions will focus on NACo's bylaw amendments and a proposed coalition with other NACo minority caucuses.

In addition, the elected women will gather for a breakfast meeting July 25 at 7:45 a.m. in Room 3035, Cobo Hall and a breakfast meeting July 27 at the same time and place.



Waldo

All elected or appointed county women are encouraged to attend these business and breakfast meetings. The July 27 meeting will feature election of a new caucus chairwoman.

Lynn Cutler, chairperson of the Black Hawk County (Iowa) Board of Commission, has announced her candidacy for this office. Other women interested in running should contact Rosemary Ahmann, commissioner, Olmstead County Courthouse, Rochester, Minn. 55901.

## Nursing Home Administrators to Form Affiliate

WASHINGTON, D.C.—County nursing home and other long-term care administrators will organize a NACo affiliate at the annual conference in Detroit.

Although administrators from Illinois, Wisconsin, Michigan, Indiana and Ohio counties have met on previous occasions, this will be the first time the group has drawn national participation. The meeting is scheduled for Tuesday, July 26 from 4-5 p.m. at Cobo Hall, Room 3176.

The proposed affiliate will provide the long-term care facility administrator with a vehicle for input into the formation of national health policies. Some specific problems to be addressed are:

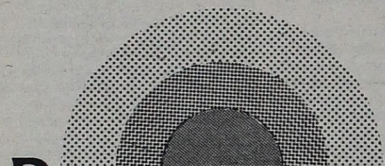
- **Difficulty with Financing Mechanisms.** The Medicaid regulations, as the Department of Health, Education and Welfare has chosen to interpret them, preclude counties from supplementing deficits which occur because of reimbursement at an unreasonable cost basis. This squeeze on county homes may force some to shutdown, leaving no place for their residents to go.

County home administrators from several states, particularly Illinois, have expressed their difficulty with shortage of funds.

- **Many Deinstitutionalized Mentally Ill Patients End Up in County Homes.** Recent court cases have emphasized deinstitutionalization, though the effects on other institutions have not been examined. The county home continues to be the catch-all for society's problems. It becomes difficult to render the proper services for such diverse cases.

- **Excessive "Dumping" of Indigents by Proprietary Home Operators.** Although the function of county-owned nursing homes is to serve the poorest county residents, the unwillingness of private nursing home operators to accept their share of Medicaid patients puts a strain on the county facility.

NACo is encouraging all county nursing home administrators to attend this organization meeting. For further inquiries please contact Linda Swanson at NACo.



## Renaissance

NACo 42nd Annual Conference

July 24-27, 1977

Detroit, Michigan, Wayne County

- Delegates to NACo's 42nd Annual Conference both pre-register for the conference and reserve hotel space by filling out this form.
- **Please use one form for each delegate who registers.**
- Conference registration fees must accompany this form and may be personal check, county voucher or equivalent.
- Housing in conference hotels will be available only to those delegates who pre-register.
- **Return to:** NACo Conference Registration Center  
P.O. Box 17413, Dulles International Airport  
Washington, D.C. 20041 **703-471-6180**
- **Deadline for reservations is July 8, 1977.**
- **Refunds** of the registration fee will be made if cancellation is necessary, **provided that written notice is postmarked no later than July 14, 1977.**

### Registration Fees

NACo CMS Member	\$ 95	Spouse	\$50
Non-member	125	Youth	30

Name \_\_\_\_\_ County \_\_\_\_\_  
 Title \_\_\_\_\_ Telephone(\_\_\_\_\_) \_\_\_\_\_  
 Address \_\_\_\_\_  
 City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_  
 Spouse Name, if attending \_\_\_\_\_ Ages of Youth Attending \_\_\_\_\_, \_\_\_\_\_, \_\_\_\_\_  
 Total Registration Fees Enclosed \$ \_\_\_\_\_

**Make payable to NACo.**

**Enclose check, county voucher or equivalent.**

**No requests for registration or housing will be accepted by telephone.**

### Housing Reservations

Reservations for conference hotels will be made only after conference registration has been received. Individual hotels will not accept any reservations. Conference will be held in Cobo Hall.

Hotel	Single	Double/ Twin	Double/ Double	Hotel Preference (Please fill in name)	Type of Room
1. Detroit Plaza	\$28-40	\$38-50		1st Choice _____	Single _____
2. Pontchartrain	30-47	38-57			
3. Hyatt Regency, Dearborn	26-38	36-48		2nd Choice _____	Double _____
4. Detroit Cadillac	24-34	24-40	\$48		
5. Howard Johnson's	28-29	36-39	42-44	3rd Choice _____	Twin _____

Names \_\_\_\_\_  
 Arrival Date \_\_\_\_\_ Time \_\_\_\_\_ Departure Date \_\_\_\_\_ Time \_\_\_\_\_

**No room deposit required.** Rooms may be guaranteed using credit card if necessary.

Credit card company and number \_\_\_\_\_



## Newsman Open NACIO Program

The adage that "no news is good news" doesn't apply to county information officers.

Rediscovery of the county as a vehicle for efficient delivery of area-wide services has made effective communications with the citizenry more important than ever. And the most effective and least costly way to reach the growing numbers of Americans whose daily lives are touched by county programs is through the news media.

**FROM THIS** perspective, the National Association of County Information Officers (NACIO) will be sponsoring a comprehensive "how-to" program at NACo's Annual Conference in Detroit. The program will be especially valuable to counties which do not have information officers.

The two-part program will run from 9 a.m. to noon, Monday, July 25 at Cobo Hall.

"Working through the news media is the key element in a governmental communications program. So NACIO has assembled a top-flight group of news executives and county information officers to tell how to do it successfully," explained Lawrence Gareau, public information coordinator for Wayne County, Mich. and president of NACIO.

**LEADING OFF** the NACIO program at 9:30 a.m. Monday will be a panel of news executives from daily and weekly newspapers and radio and television.

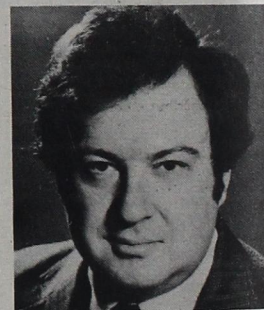
They will discuss their needs, goals, gripes and policies in reporting on the activities of county government, with a question-and-answer period following.

Participants will then have the opportunity to attend three simultaneous workshops on the basic techniques of effective communications.

These "how-to" sessions will concentrate on preparing news releases and holding news conferences, producing radio and television programs, and publications programs.

Gareau urged that every county attending the annual conference have at least one delegate at the NACIO program.

He added: "In the last decade, the federal and state governments have



Stroud

looked increasingly to counties to deliver a wide variety of metropolitan services. But in spite of this renaissance, too many counties are still in the dark ages when it comes to effective communication with the citizenry."

New executives invited as panelists include the editors of two of the nation's leading dailies—William E. Giles of the Detroit News, and Joe H. Stroud of The Detroit Free Press.

Television and radio will be represented by Phil Nye, news director at WXYZ-TV, Detroit.

The increasingly influential suburban press will have as its spokesman, Philip H. Power, chairman of the board of Suburban Communications Corp., one of the fastest-growing community newspaper publishers.

### COUNTY NEWS

**EDITOR:** Bernard Hillenbrand  
**MANAGING EDITOR:** Beth Dennison  
**NEWS MGR.:** Christine Gresock  
**PRODUCTION MGR.:** Michael Breeding  
**GRAPHICS:** Robert Curry, Omar PC Dasset, Mary Duncan, Karen Eldridge, Barry Leviten & Robert Redding

**PHOTOGRAPHER:** Lee LaPrell  
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**WATER RESOURCES COUNCIL****Water Issues under Review**

WASHINGTON, D.C.—The Water Resources Council, the Office of Management and Budget (OMB), and the Council on Environmental Quality (CEQ) has announced a major review of existing water resource policy for recommendation of major reform.

The announcement followed a Presidential directive contained in his recent environmental message that a study be undertaken leading to a "comprehensive reform of water resources policy, with water conservation as its cornerstone."

The directive requires the study to be completed within six months and to be conducted in consultation with the public.

A policy committee will conduct the study and will be chaired by the Secretary of the Interior, the director of OMB and the chairman of CEQ.

There will be nine major points considered in the study:

- Revision of Water Resource Council principles and standards;

- Deauthorization of old water projects;

- Increased cost sharing by non-federal entities;

- Reforms of laws, resolutions, and practices governing water allocation;

- Wise use of water;
- Quantification of Indian and federal reserved water rights;
- Evaluation of water quality with conventional water resources allocation and development;
- Improved dam safety; and
- Increased water conservation.

THE POLICY committee has released a plan for the study which proposes to examine these points under five key issue areas:

- Revision of water resources planning and evaluation criteria and procedures;
- Cost sharing for federal projects;
- Institutions and institutional arrangements;
- Indian water rights and federal reserved water rights; and
- Water conservation.

On July 15, option papers will be published in the *Federal Register* which will discuss alternative policies in each of these areas.

A series of regional hearings will be held in Minneapolis, Denver, Boston, Atlanta and Los Angeles on July 28 and 29 and in Seattle, Dallas and Cincinnati on Aug. 1 and 2 to give interested parties an opportunity to comment on the various options.

Since many of the option papers will specifically review water issues which have daily impact on county governments, the policy committee is particularly interested in soliciting the view of county officials.

If any official wishes to testify or find out more information about the water resource study, please contact Carol Shaskan, at NACo. If there is enough interest, NACo will try to hold a special session at the Annual Convention in Detroit.

**House to Act on Food Stamp Bill**

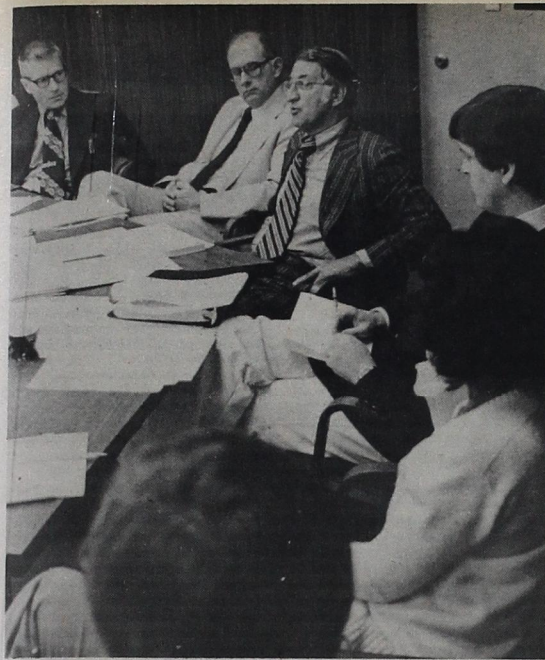
WASHINGTON, D.C.—The House Agriculture Committee has completed markup of the food stamp bill, including new work requirement provisions for stamp recipients not in June 22 markup. The bill is expected to reach the House floor on July 15. NACo members are urged to contact their congressmen at home over the July 4 recess to support the bill.

The House bill is \$200 million over current services (\$5.4 billion) and \$100 million over the Administration bill.

One major addition is a provision which would require food stamp recipients to "work off" their food stamps (without additional compensation) at a local government supplied job, should a local unit of government decide to participate in a pilot program.

The amendment, as passed, calls for the establishment of one pilot program in each state to run for 18 months. The amount of hours a recipient would work would be determined by dividing the food stamp allotment by the hourly minimum wage. It is estimated that a recipient would work approximately eight hours a week.

Other major provisions supported by NACo are: elimination of the purchase requirement and child care and shelter care deductions.



CD STEERING COMMITTEE—Hal Williams, assistant secretary for Economic Development, discussed the \$4 billion local public works act with NACo's Community Development Steering Committee. From left are Bill Cooke, supervisor, New Castle County, Del.; Jim Scott, supervisor, Fairfax County, Va., steering committee chairman; Williams; and Robert Meehan, Economic Development Administration.

**Two Public Works Issues Unresolved**

WASHINGTON, D.C.—Two major issues remain to be settled in the administration of the \$4 billion local public works program. These involve the distribution of \$213 million nationwide that remains unallocated, and the role of school districts serving unincorporated areas.

The Economic Development Administration (EDA) has notified eligible communities of the amount of public works grant they will receive. Applicants have 28 days from receipt of official notification to send new or resubmitted applications to the appropriate EDA regional office.

Of the \$213 million that remains unallocated, at least \$18 million will go to county governments. The regulations provide that any allocation below \$75,000 for a community will be reapportioned to the county government. This factor accounts for the \$18 million, which will be added to the appropriate county totals within two weeks.

COUNTIES will be given the opportunity, at that time, to adjust their projects accordingly. This will still leave \$195 million unallocated because of insufficient applications for eligible areas. EDA will determine the distribution of this portion of the grants also within the next two weeks.

**Giving Credit Where Due**

We want to pay tribute where it's due and in last week's issue we slipped up.

In a special supplement on Interlocal Cooperation, an article appeared without the name of Allen E. Pritchard.

Pritchard, former executive vice president of the National League of Cities, authored the article, "Private Delivery of Public Services," portions of which were reprinted from Urban Options I, a National Urban Policy Roundtable report, published by the Academy for Contemporary Problems, Columbus, Ohio.

Still unresolved is the treatment of schools serving unincorporated areas. The regulations state that school districts serving incorporated communities (cities, towns, and villages) will share in the planning target of those communities.

Where countywide school districts share in the planning targets of the counties, the county government and the school board must negotiate over the grant award. If no agreement can be reached between the county and the schools, EDA will make the final decision.

School districts serving unincorporated areas presently do not share in any planning target. EDA is attempting to resolve this problem and permit these districts to participate in the program.

NACo strongly opposes any solution that would decrease the county share of funds by permitting schools to share in the county target, unless this is accompanied by a significant compensating factor, i.e. increasing the county share.

**Social Welfare Leader Dies After Illness**

WASHINGTON, D.C.—Loula F. Dunn, 81, a national leader in the social welfare field for more than four decades, died June 28 following an illness of several months.

Miss Dunn, who began her social work career in rural Alabama in 1923, later became a nationally and internationally recognized authority on public welfare administration and a social policy advisor to Presidents, Congress, Cabinet officials, and governors.

During her 16-year tenure as director of the American Public Welfare Association (APWA), Miss Dunn brought together social welfare leaders from all

WAYNE COUNTY, Mich.—County planning directors are urged to attend the annual membership meeting of the National Association of County Planning Directors here on Monday, July 25 at 5:30 p.m. Business will be conducted after an informal cash-bar reception. The meeting is being held in conjunction with NACo's 42nd Annual Conference.

Election of 1977-78 officers and discussion of goals and activities for the coming year will be the major items on the agenda. Members are encouraged to contribute ideas on how NACPD can more effectively influence federal programs and provide services to its members.

As a county planner, you will be receiving more information on the annual conference, the NACPD meeting and a short planning survey. The survey will be an important way for NACPD to assess the role of counties in planning, and issues facing county government today. Please take the time to complete it, return it to NACo, or bring it with you to the membership meeting.

NACPD will be co-sponsoring two conference programs on the morning of Wednesday, July 27. "Does Planning Make a Difference?" will

examine the role of the county planner in relation to policy-makers and to the implementation of programs. "Land Use and Development Control Law" will provide an update on recent court decisions that may affect county decision making everywhere.

Other sessions that will be special interest to county planners include "Does Farmland Need Preserving?" on Wednesday afternoon, and "Environmental Decision-Making" on Monday afternoon.

The NACPD Board of Directors meeting will be held on Monday, July 25 at 7:30 a.m.

**Clerks Corner****ANNUAL CONFERENCE PLANS**

Plans are busily being made for the 29th Annual Conference of the National Association of County Records and Clerks, to be held in Wayne County (Detroit), Mich. July 24-27. A full two-and-a-half days of programs have been planned, beginning with the annual business meeting and two general workshops (management skills and false identification) on Sunday, July 24.

Highlights of Monday's events include a metric conversion workshop, shop talk and exchange-of-ideas sessions, and the NACRC Annual Banquet. Tuesday has been left free for those wishing to attend the NACo Annual Business Meeting; there will be optional morning and afternoon tours of the host Wayne County offices, however, for those interested in getting a firsthand look at the operations of a county government serving close to 3 million people.

Wednesday's programs will include three general workshops in the morning and shop talk and exchange-of-ideas sessions in the afternoon. All NACRC members registering for the conference will be invited to attend luncheons on Monday and Wednesday, as well as the NACo conference-wide serial event on Tuesday. The NACRC Program Committee, chaired by first vice president, Loretta Bowman, has worked hard to make this year's conference one of the best ever, and hopes to see you all there! Registration coupon is located on page 2.

**UNIVERSAL VOTER REGISTRATION ACT**

As was reported in *County News* (6/20/77), several amendments have been endorsed by the White House and the House of Representatives' Democratic leadership in an effort to gain support for H.R. 5400, which has been stalled since May. The three key amendments are: making the program optional for 1978, and mandatory for 1980; the requirement of positive identification (to cut down on fraudulent voting); and the establishment of satellite registration centers (to avoid congestion at polling places). The House should take action on the bill within the next few weeks.

**BALLOT NUMBERS ELIMINATED**

The Missouri State legislature has passed a law eliminating the voter identification numbers on paper ballots in that state. The numbers, used to check on voting frauds, were covered by small black stickers; the numbers were visible, however, when the ballots were held up to a light. This threat to voters' secrecy was eliminated when the governor signed the bill which eliminated both the numbers and the black stickers.



Loula F. Dunn

parts of the country to aid in the study and drafting of legislation establishing most of the current federally aided social programs.



# Let's Be Fair in New Lobby Bill

The House Judiciary subcommittee on administrative law and government relations has voted to require associations of state and local elected officials to register under the Public Disclosure of Lobbying Act, H.R. 1180. Excluded from registration and disclosure under the bill are associations of members of Congress and congressional employees and federal agency employees.

The goal of this legislation is exactly as stated in its title, i.e. public disclosure of lobbying. This is a laudable public purpose, with which few would disagree. If disclosure is needed for associations of county, city and state officials, why is it not needed for federal officials? As a matter of fact, there is already complete disclosure of the membership, policies and funding of the National Association of Counties. Under the present law, the Federal Regulation of Lobbying Act, associations of state and local officials are exempted from registration so long as such employees engage in lobbying solely on the authorization of a public official acting in his official capacity and the employees receive compensation from public funds. In 1974 NACO, the National League of Cities (NLC) and U.S. Conference of Mayors (USCM) went to court for a ruling on registration under the present law. U.S. District Judge Jerhard Gesell made a clear distinction between special interest groups and groups of public officials:

"Here there can be no doubt that officers and employees of the

plaintiff organizations (NACO, NLC, USCM) are engaged in lobbying solely for what may properly be stated to be the "public well" as conceived by those in government they represent who are themselves officials responsible solely to the public and acting in their official capacities. The narrow interpretation of the act should be maintained to assure its constitutionality. Significantly, the legislative history reveals the definition of "organization" was intended to apply to "business, professional and philanthropic organizations," not to organizations of public officials and their agents."

In his decision, Judge Gesell described the situation faced by local governments today:

"The involvement of cities, counties and municipalities in the day-to-day work of the Congress is of increasing and continuing importance. The Court must recognize that the voice of the cities, counties and municipalities in federal legislation will not adequately be heard unless through cooperative mechanisms such as plaintiff organizations they pool their limited finances for the purpose of bringing to the attention of Congress their proper official concerns on matters of public policy."

The impact of federal actions on counties cannot be underestimated.

Approximately 25 per cent of state and local budgets come from federal aid. The federal impact on counties is so great that some counties have full time employees in Washington to keep county officials informed about federal actions. Those individuals employed by a single county would not be required to register under H.R. 1180, but employees hired by counties joining together in a national association would be subject to the provisions of the act.

Since all of these employees are paid for by publicly appropriated funds under the direction of public officials, we cannot see any difference between employees of a group of counties and employees of a single county who represent county interests before Congress and administrative agencies. This seems to discriminate against small and less affluent counties who must look to a NACO employee for assistance and representation.

County officials believe there is a need for more intergovernmental contact by public officials and their staffs at the federal, state and local levels. A great deal of time is spent by NACO employees answering inquiries from congressmen and federal agencies concerning county problems in administering and implementing federal laws.

NACO's Home Rule and Regional Affairs Steering Committee has adopted a resolution which urges Congress to recognize the partnership role of counties, cities and states in our federal system and grant to their employees the same status as that

## County Opinion

extended to employees of federal officials and departments.

If disclosure is needed for county officials and employees, then it is equally valid for all federal officials who lobby. How many employees are there and what is spent by the federal agencies—e.g. the Department of Defense, the White House, associations of members of Congress, the Rural Caucus, the Black Caucus; and other federal employees who lobby?

We think there needs to be disclosure for private interest groups who lobby. It may better serve all citizens to know whose money is supporting which lobbying for which policies. There is no secret about who belongs to the National Association of Counties, who decides our policies, how much members pay, who NACO employees are and how much is spent. But are citizens equally well informed about federal policies, employees and tax dollars spent on passage of legislation?

County officials, their associations and their employees are simply asking for equal treatment. There is still time to influence this legislation.

Contact the members of the House Judiciary Committee and ask for equal treatment for federal, state and local governments and their associations and employees under the new lobby law.

Members of the Judiciary Committee

Pete W. Rodino, Jr., (N.J.), Chairman  
Jack Brooks, (Tex.)  
Robert W. Kastenmeier, (Wis.)  
Don Edwards (Calif.)  
John Conyers Jr., (Mich.)  
Joshua Eilber, (Pa.)  
Walter Flowers, (Alaska)  
James R. Mann, (S.C.)  
John F. Seiberling, (Ohio)  
George E. Danielson, (Calif.)  
Robert F. Drinan, (Mass.)  
Barbara Jordan, (Tex.)  
Elizabeth Holtzman, (N.Y.)  
Romano L. Mazzoli, (Ky.)  
William J. Hughes, (N.J.)  
Sam B. Hall, (Tex.)  
Lamar Gudgeon, (N.C.)  
Harold L. Volkmer, (Mo.)  
Herbert E. Harris, (Va.)  
Jim Santini (Nev.)  
Allen E. Ertel, (Pa.)  
Bill Lee Evans, (Ga.)  
Anthony C. Beilenson (Calif.)  
Robert McClory, (Ill.)  
Tom Railsback, (Ill.)  
Charles E. Wiggins, (Calif.)  
Hamilton Fish Jr., (N.Y.)  
M. Caldwell Butler, (Va.)  
William S. Cohen, (Maine)  
Carlos J. Moorhead (Calif.)  
John M. Ashbrook, (Ohio)  
Henry J. Hyde, (Ill.)  
Thomas N. Kindness, (Ohio)  
Harold S. Sawyer, (Mich.)

## FOR REAL ECONOMY

# Hire the Best Possible

*Editor's note: Billy Fallin, immediate past president of the Association County Commissioners of Georgia (ACCG), feels the most significant, progressive change in county government is the increase in professionalism. This article is reprinted from the April 1977 edition of the "Georgia County Government Magazine," published by the ACCG.*

by Billy Fallin

Of all the progressive changes I've observed taking place in county government, I have to say that the most significant one in recent years is the increasing professionalism of people involved in government service. I'm talking now about the internal organization of the county and not about its elected officials who are appropriately non-professionals.

We can look around the Georgia counties and see every few months where a board of commissioners decided to put the daily management of the county service programs under an administrator or county manager. They are going out into the business and professional community to draw on expertise in management, in finance, engineering and a multitude of disciplines.

Ten years ago there were just a handful of county administrators on the job, and they were all in the wealthiest urban counties. Now we find counties of all sizes and economic resources employing managers or administrators because they find that this is an efficient way to operate. Routine county business and management of the county departments generally falls to the administrator. He will usually be the one to develop a tentative budget which the elected officials will then adjust to suit their view of priorities.

When elections replace county commissioners, the administrator is there to bridge the difficult transitional period. He at least has experience and an overview of all the county's obligations, so he can give the new commissioners valuable recovery time and avoid any disruption

of service while the new policymakers assume their proper leadership.

No less important are the county clerks who have themselves urged us to work with the Institute of Government in developing a certification program which enhances their professionalism. I've noticed that there are a lot of county clerks that are administrators in every way but title. They have mostly done their own on-the-job training, but they were professional enough in their approach to county service to demand some specialized instruction in local government finance, personnel management and budget practices. Those that have completed the certification course have given up a lot of what should have been their own free time to make themselves more efficient county employees. Since they serve "at the pleasure of the board of commissioners," they have little more promise of longevity in office than those of us who run for office, but dozens of them have invested their time and interest in making themselves better qualified for the job.

It isn't difficult to foresee the time when counties without administrators and certified clerks will be the exception across the state.

It is certainly true that many of our Georgia counties on a scale too small to warrant their hiring specialists for purchasing or personnel management or traffic engineering, but some of them have found ways to hire expertise in these fields anyway. I know one county where the engineer who approves drainage and subdivision plats can also design and supervise construction for the county. Some others don't have enough development at this time to support a full-time building inspector. Nevertheless they have found people who can do double duty and still provide the skill needed by that particular office. Some of them have people in the tax

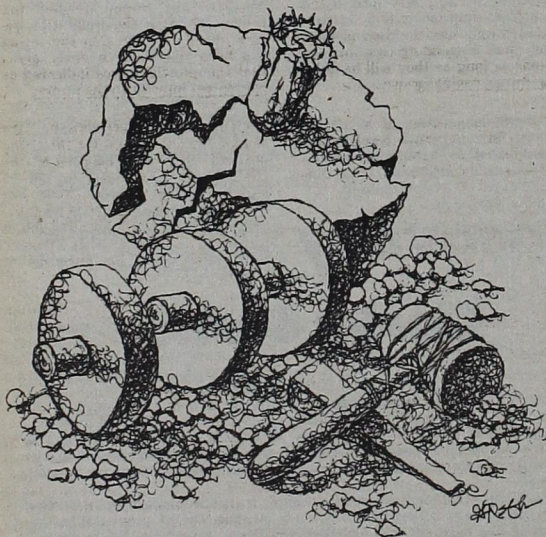
or licensing office who double as building inspectors because they have experience in construction and are qualified to cover these duties as well.

Another county—at least one—has a highly qualified purchasing director who is able to lend his services to the school board and the municipalities within the county as well.

Still another county board of commissioners went looking for an administrator and decided that the one who worked for the county seat was the best in sight. They were unable to hire him away, but they found they could work with that city to share his talents. In return for his help in developing budgets and managing finances for maximum investment credit, the county pays part of the man's salary. They boast that cooperation between the two local governments has never been better since they started sharing this administrator.

Surely there is no reason why two or more counties could not get together to hire top notch traffic engineers, people to enforce building codes, direct purchasing, recreation programs or a multitude of other tasks that would benefit from professional management.

You see, the county deserves the best people available on its service teams because they are not working just for the board of commissioners any more than ACCG is interested in the elected officials to the exclusion of everything else. The county is that first level of public service. It is the keystone in the political system, which is, after all, simply the orderly management of human affairs. When someone works for the county, he is working for all the people who make up the community. They demand good products and valid service from the private sector; how much more they should expect quality from their local government.



## 'PT' Glides in

by Neal R. Peirce

ST. PAUL—Activated by fear of the astronomical subsidies now required for mass transit systems, a "small is beautiful" philosophy is beginning to invade the transportation field in America's cities and rural areas.

The new philosophy goes under the name "para-transit," meaning shared riding, vanpools, carpools and taxis—as distinct from such mass transit vehicles as subway cars, trains and big buses.

Para-transit lacks the flashy appeal of dramatic new fixed rail systems. There's no powerful lobby pushing its expansion. Public transit companies and unions often fight it. Antiquated regulatory policies pose additional obstacles. Moreover, "PT" is still largely unproven—a few experiments have turned out to be

failures—and there's no proof how many riders it may eventually attract.

But if properly implemented, PT is economical, energy-saving and sensible. No sophisticated new technology is needed. Instead of demanding vast subsidies, PT links up the profit-making thrust of small transit entrepreneurs with the public need.

IN MINNESOTA, where the PT doctrine has revolutionized transportation planning, there's been a sobering recognition that rapid rail or more standard bus lines would cost immense sums and still not provide for most people's transportation planning, there's been a sobering recognition that rapid rail

See RIDESHARING, page 6



# Assembly Warned Funds Alone Won't Solve Jail Problems

Editor's note: This is the second in a series of weekly articles describing the National Assembly on the Jail Crisis, sponsored by the National Association of Counties Research Foundation and Jackson County, Mo. Recommendations developed by the Assembly will be included in the reports.

During the opening session of the National Assembly on the Jail Crisis in Kansas City, Mo., several speakers outlined key problems that have led to the jail crisis.

"There are large numbers of people in jail who do not belong there," said Bernard F. Hillenbrand, NACo executive director. "Juveniles, alcoholics, the mentally retarded, and runaways all end up in jail because there are no other programs for them."

Corrections resources are not allocated properly among levels of government, he added. Too few resources are allocated directly to local governments where the greatest need exists. This results in a severe shortage of social reform programs which could limit the numbers of persons going to jail.

IN HIS keynote address, Milton G. Rector, president of the National Council on Crime and Delinquency, emphasized that problems facing the nation's jails involve those who enter the system, the development of alternatives to incarceration, and the need for changes in attitudes about who should be jailed and what purpose our correctional system should serve.

He warned that the commonly proposed solution of increased funding won't end the jail crisis, "unless we properly address this multi-faceted problem."

Rector said the solution must come from strong leadership, and through new partnerships among correctional agencies, between the correctional system and other criminal-justice components, and most importantly, between the correctional system and the community.

Kenneth Schoen, director of the Minnesota Department of Corrections, went further. Citing the high cost of incarceration, Schoen called for the creation of new linkages between the offender and community resources. This would mean developing alternatives to incarceration and diverting large numbers of offenders from the corrections system to community-based treatment programs. (Minnesota has a state subsidy program that funds county community-based corrections.)

Schoen said that four factors crucial to the success of community-based corrections are:

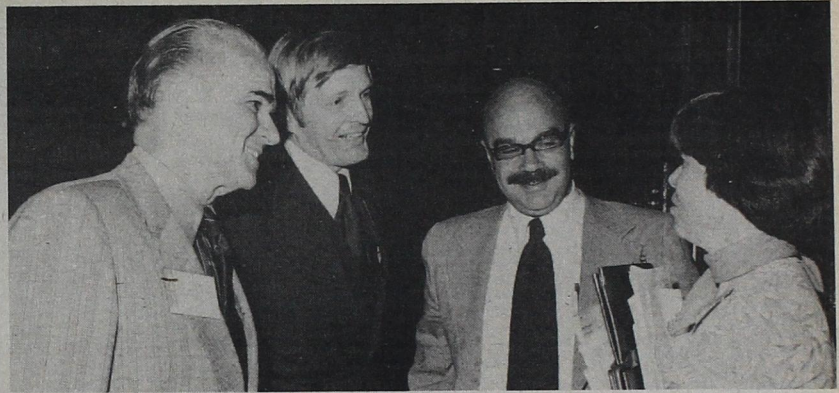
- Persons in need of rehabilitation should be placed in programs run by and for their own community;
- The community must accept and support these programs;
- Coordination and planning are necessary;
- The motivation to establish such programs usually involves money.

The funding factor must be recognized and accepted as a legitimate element fully incorporated into the planning process, Schoen added.

He concluded that the success of community correctional programs will depend upon whether they are real alternatives or just modifications of traditional approaches without corresponding changes in attitudes.

—NACoRF

Criminal Justice Program



**JAIL ASSEMBLY SPEAKERS**—From left are two conference speakers, Milton Rector, president of the National Council on Crime and Delinquency, and Kenneth Schoen, director of the Minnesota Department of Corrections. Also seen are Philip Elfstrom, Kane County (Ill.) supervisor, and Rosemary Ahmann, Olmstead County (Minn.) commissioner.

## DALLAS COUNTY EFFORT

# Jury Management Streamlined

DALLAS COUNTY, Tex.—Each week the courts of Dallas County summon more than 4,500 county residents to serve as jurors. The weekly payroll for jurors often is more than \$7,500. As case volume has increased and the number of courts has grown, it has become apparent that jury system management was having difficulty keeping pace with these demanding conditions.

Now, with the assistance of a Department of Justice-LEAA grant, Dallas County is undertaking a major reorganization of its jury system. A private consulting firm has been retained to evaluate the cost efficiency of the current system and to aid in the development of innovative procedures that serve the needs of both courts and jurors.

Among the areas under study and being revamped are:

- **Efficient utilization of persons serving jury duty.** Too often persons who respond in good faith to their summons spend the entire period of service sitting and waiting in the Central Jury Room. Through statistical analysis of the actual use of jurors, persons summoned have been trimmed to the number necessary to insure that almost everyone will actually serve on a jury panel. Not only does this eliminate a waste of money (in fees paid to "non-working jurors"), but also it does much to improve public attitudes toward jury service. Most people do not mind responding to a jury summons as long as they will be able to perform a useful service.

- **Implementation of a "one-day, one-trial" system.** Each person summoned serves only for one day, or, if a trial continues, only until the

termination of that trial. This minimizes disruption of the juror's regular employment. Jury service is every citizen's obligation, but there is no need to make that service unduly inconvenient or costly.

- **Analysis of juror attitudes.** Selected jurors are asked to complete questionnaires related to their service. From their responses, judges and other court personnel determined that certain conditions in the central jury room needed improvement. Also, the orientation lecture given by judges to the jurors has been reworked to cover areas that the questionnaires indicated as of greatest interest to the jurors.

- **Courtroom efficiency.** By studying the amounts of time devoted to various aspects of the trial process and by designing aids to streamline that process, time has been saved in matters such as delivery of juries to waiting courts and in providing attorneys with advance juror information for purposes of voir dire.

- **More comprehensive utilization of existing computer capabilities.** Much excess paperwork and work-hours have been eliminated by letting the county's computer system absorb more of the responsibility for jury system record-keeping.

EACH OF these steps has been undertaken as a joint enterprise between judges, other county personnel, and the consultants. Dallas County Commissioner Roy Orr, a member of the jury project supervisory committee, has praised the project as "an effort that is making the jury system both far more cost efficient and more responsive to the needs of the public and the courts."

James Cooksey, director of the county's Planning, Research and Grants Division, has noted that "the consultants on this project have been indispensable. They have not directed a merely academic venture, but rather have fully integrated their efforts within the county's complex governmental framework."

The lessons of the Dallas County project are applicable not only in counties with a similarly large number of courts, but virtually anywhere a court system might benefit from streamlined procedures and more efficient use of its budget.

As the coordinating officer for the Dallas County project, Cooksey is eager to share information developed in the project and welcomes queries from interested counties. These should be directed to: James Cooksey, Director of Planning, Research and Grants, Dallas County Records Building, Dallas, Tex. 75202.

# Guides for Planning Paper Recovery

A guaranteed minimum price for at least one year should be contracted for by any county government embarking on a program to collect newspaper or other grades of paper, as well as other recyclables.

A contract should also specify that all collected paper of the listed grades will be purchased, and delivered to a specified point. Agreement on a minimum price should not preclude payment of more money per ton if market prices reach higher levels.

The Garden State Paper Company, Inc., for example, has entered into such contracts with 39 municipalities through local paper stock dealers since popularizing the practice in 1973.

Contracts give local governments foundations upon which to base source separation programs, while they also help stabilize material procurement for the recycling industries.

Traditionally volatile, the paper stock industry pricing structure reacts strongly to supply and demand. This situation has sometimes dismayed volunteer recyclers who began paper collections during times of high market prices, only to be confronted later with a shrinking market.

**QUESTIONS** about planning newspaper recovery programs are answered in a booklet published by the Garden State Paper Company. A free copy may be obtained by writing to the company at Park 80 Plaza East, Saddle Brook, N.J. 07662.

Another booklet is "Residential

During the past year, county officials across the country have shown increasing interest in implementing or expanding soil waste recycling programs. This is the third of a series of articles explaining the benefits of municipal recycling programs. The bulk of the material was prepared by James M. Staples of Garden State Paper Company Inc., Saddle Brook, N.J.

Dissemination of this information comes at a critical time as municipalities over the next 11 months must identify solid waste regions and agencies as a result of the new

Paper Recovery—A Municipal Implementation Guide," published by the Environmental Protection Agency (EPA). It offers many useful points, including explanations of various newspaper collection methods. These include using separate trucks, or fitting refuse trucks with special racks to accommodate newspapers.

The booklet also contains a sample refuse disposal and collection ordinance, a separate collection ordinance (including an anti-scavenging provision), a sample contract for sale of used newspapers, a letter of intent to bid for purchase of recovered waste paper, and sample bid specifications.

To obtain a free copy, request booklet SW-155, Shelf Number 486, from Solid Waste Information, U.S. Environmental Protection Agency, Cincinnati, Ohio 45268.

Also useful is the weekly Official Board Markets which lists market

Resource Conservation and Recovery Act. As this process unfolds, municipalities should strongly consider implementing or expanding solid waste recycling programs in their community.

In conjunction with NACo's 42nd Annual Conference in Detroit, Mich., a two and one-half hour resource recovery implementation seminar will be conducted. The seminar will begin at 9:30 a.m. on Monday, July 25, and will feature John Lynch, vice president of Garden State Paper Company Inc., along with Penny Hansen and Robert Lowe of the Environmental Protection Agency.

prices for newspapers and other grades of paper stock in and near key cities throughout the United States. Its listing are generally accepted for pricing purposes throughout the paper stock industry. Local officials planning to oversee contracts for sale of newspapers or other grades of reclaimable paper should become familiar with the publication. Mailed every Saturday, it is published by Magazines for Industry, Inc., 20 N. Wacker Drive, Chicago, Ill. 60606.

**SOME NEWSPAPER** source separation programs are voluntary, while others are reinforced by laws making it illegal to put newspapers in garbage. The latter usually diverts greater quantities of newspaper from disposal, provided that adequate publicity is given to the program.

Whether voluntary or mandated by law, a newspaper recovery program needs legal support of another

kind. Useful is law declaring it illegal for unauthorized persons to remove newspapers from curbside on dates designated for official collections.

Pilfering of newspapers increases during periods when paper prices are high. Appropriate laws can declare newspapers to be municipal or county property once they are put at curbside. Therefore, anybody taking them can be charged with theft.

Such laws need not interfere with newspaper drives that are often run by Boy Scouts, churches or other local groups. Organizations can still collect on days not designated for municipal collections.

In a few cases, planning for municipal newspaper collection programs has been opposed by local groups running independent drives out of fear their own collections would suffer.

But experience has shown that because of the intensive public education efforts which must support a county or municipal program, the volunteer group can still obtain as many or even more newspapers.

Conversely, because volunteer collections seldom do more than scratch the surface of the potentially available supply of newspapers, they do not threaten the success of an official program.

Information on potential markets for recyclables of all kinds can be obtained by writing to the National Association of Recycling Industries, 330 Madison Ave., New York, N.Y. 10017.





## Matter and Measure

Dear NACERs:

I am happy to report a most successful workshop on right-of-way acquisition during the mid-year meeting of the Nebraska Association of County Engineers, County Highway Superintendents and County Surveyors, June 24. It was a pleasure for me to moderate our first workshop in our project to improve communications among levels of government, and I thank the Nebraska association for getting us off to a good start.

The workshop began with a panel discussion of right-of-way acquisition requirements from federal, state and county perspectives.

Gerald Saunders, chief, real property acquisition division, FHWA in Washington, pointed out that the Uniform Act (Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970) applies to all projects where federal funds are included in any phase of project costs.

FHWA has put into effect a simplified appraisal procedure with different requirements for different appraisal problems. These include value finding appraisals and short form appraisals. For example, the value finding can be used in any situation where the value of the part taken and cost-to-cure items, such as fencing replacement, do not exceed \$2,500. FHWA has developed a one-page sample form which includes all of the required items. You may want to check with your state for information on this FHWA sample form.

Saunders explained that FHWA's present intention concerning qualifications of appraisers, relative to implementation of Department of Transportation regulations on the Uniform Act, is to treat small counties and cities on a more or less special exception basis, subject to state approval in actual implementation. FHWA intends to state that a person who, by reason of experience, training, or occupation, can adequately estimate the value of real property in the area of the project, will be qualified to prepare value finding appraisals. Concerning the review appraiser function, FHWA's present thinking is to provide that a knowledgeable elected public official, such as a county commissioner, or perhaps the county superintendent, can serve in this capacity and establish the amount of the offer for negotiating purposes.

Saunders urged county officials to comment on draft regulations published in the *Federal Register* saying, "I want to emphasize the point that what you people have to say does have an effect."

Two officials represented the state. M.W. McBride, right-of-way division, fills a unique position. At the request of FHWA, the Nebraska Department of Roads created a position in the right-of-way division to assist political subdivisions in the acquisition of rights-of-way. McBride has distributed to Nebraska counties three



very informative booklets on right-of-way acquisition: "Right of Way Acquisition Guidelines," "Right of Way Acquisition and Your Property," and "Instructions for Acquiring Right of Way on Federal Aid Projects." You might want to check with your state to see if similar publications are available and, perhaps, to see if a position similar to McBride's can be created in your state highway agency.

Delmar Motyka, secondary roads engineer, Nebraska Department of Roads, pointed out that there has been an increase in the number of federal-aid projects initiated by counties. At present, there are 400 active county programmed federal-aid projects. The amount of time counties spend on right-of-way acquisition now averages about three months.

Fred Dickson, Dawson County engineer-surveyor, and Lou Lamberty, Douglas County engineer-surveyor, represented the county point of view. Fred Dickson is a strong advocate in the Nebraska association for simplifying right-of-way acquisition procedures, believing that regulations should vary between low and densely populated counties. Lou Lamberty, who represents a large urban county, believes that federal procedures for right-of-way acquisition are working well in his county, which has staff to carry them out.

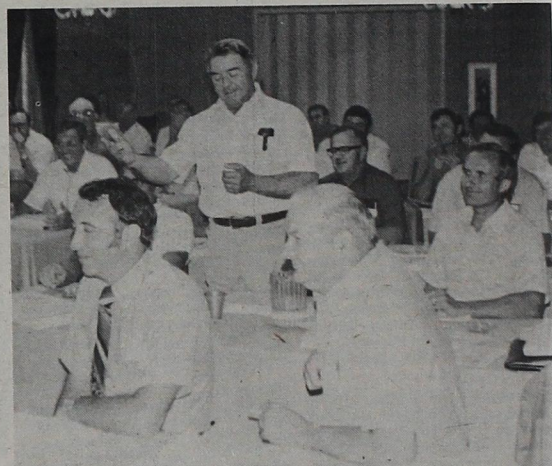
After the panel presentations and discussions, we divided into mini-workshop groups to discuss the appraisal process and the detail of right-of-way plans in more depth.

All Nebraskans agree that communications among county, state and federal people are vital to solve problems. This workshop undoubtedly provided an opportunity for communications and open discussion which will be continued by the association's FAS Standing Committee. I know I thoroughly enjoyed the session and the festivities the Nebraskans offered, including a fine "Buffalo Bill Rodeo."

On behalf of NACE, I thank the Nebraska association, whose president is Jerry Steinke, for allowing us to work with them and for sponsoring such an effective program.

—Virgil Holdrege  
Johnson County, Kan. Engineer  
NACE Regional Vice President  
South Central Region

Right-of-way acquisition regulations was the lively discussion topic at left for county, state, and federal highway personnel during the June 24 NACoRF-NACE workshop in Lincoln County (North Platte), Neb. Standing is Gerry Kavanaugh of Cedar County, Neb. The workshop was sponsored by the Nebraska Association of County Engineers, County Highway Superintendents, and County Surveyors to improve communications among levels of government. Workshop participants seen below discuss particular problems and solutions in right-of-way acquisition during mini-workshop sessions.



## Inflation Pushes Up Cost of Completing Highways

WASHINGTON, D.C.—It will cost an estimated \$40.6 billion to complete construction of the 42,500-mile Interstate System, Transportation Secretary Brock Adams disclosed recently.

This will bring the total cost of the system to an estimated \$104.3 billion.

This information is contained in a new Department of Transportation report, "A Revised Estimate of the Cost of Completing the National System of Interstate and Defense Highways," which Adams has submitted to the Congress.

The report was prepared by the Department's Federal Highway Administration (FHWA), based on reports from the states, for the purpose of distributing interstate system funds according to relative needs among states for fiscal years '79 and '80.

The new cost estimate reflects an increase in total cost of \$15.1 billion since the previous estimate prepared two years ago. Adams said inflation is the principal cause of the increase, but cited major system adjustments, emphasis on social considerations, upgrading of roadway and bridge design, and improved safety features as other contributing factors.

Congressional funding authorizations in existing legislation are adequate to cover needs anticipated in the current estimate. However, since the Highway Trust Fund is presently scheduled to expire on Sept. 30, 1979, consideration is now being given to how future year authorizations are to be funded.

## Drug Abuse Project

The National Institute on Drug Abuse has funded a project to determine how citizens view the particular needs of women who are vulnerable to or dependent on drugs or alcohol, and to solicit their recommendations with respect to program activities.

Five regional coalitions have been instituted to establish an organization and national communication network. For further information, contact Ms. Muriel Nellis, National Research and Communications Associates Inc., 4201 Connecticut Ave., N.W., Washington, D.C. 20008; (202) 362-6700.

## Ridesharing Invades Transit Planning

Continued from page 4

or more standard bus lines would cost immense sums and still not provide for most people's transportation needs. It was discovered that only 17 per cent of Twin Cities region jobs were located in downtown Minneapolis and St. Paul, so that radial rail or increased bus corridor service to the downtowns—pushed by the regional transit authority—made little sense.

Subsidies for public transit throughout the country have skyrocketed in recent years, causing the first upturn in ridership in decades. Still, only 9 per cent of Americans commute to work by public transit. Auto usage is so dominant that even a 50 per cent increase in national transit ridership would reduce auto travel by a mere 1 per cent.

When transit agencies increase service for rush-hour demand by more than 1.6 times their off-hour demand, costs start to run wild. The added drivers generally can't make more than two productive rush-hour trips a day and are idle the rest of the time since unions insist on full eight-hour employment, often with overtime. The additional buses deadhead half their mileage and sit idle most of the day. In 1975 the nation's transit systems added 15 million riders but required an operating subsidy increase of \$404 million—an astonishing \$26.93 per rider.

How then can the number of private auto trips, with their attend-

ant traffic congestion, air pollution and energy cost be reduced? The Minnesotans decided transportation planning had to be turned on its head—away from emphasis on new mass transit hardware to shared riding.

UNDER THE new approach, all vehicles are seen as potential transit vehicles.

"We need to be liberated from the idea that unless it runs on steel, or has a guy in uniform driving it, it really isn't transit," says Ted Kolderie, director of the Twin Cities Citizens League.

Led by 3M, Minnesota corporations have pioneered in extensive employee vanpooling programs. This summer an ambitious shared-ride carpool and vanpool program for multi-employer centers will be launched by Public Service Options, an offshoot of the Citizens League and Upper Midwest Council.

Just last month the Minnesota legislature moved ahead of other states by appropriating \$5.5 million to help launch PT experiments in urban and rural areas. PT boosters around the nation are lauding Minnesota's program because, unlike projects funded by the federal Urban Mass Transit Administration, grants will be free of labor restrictions and available to private transit entrepreneurs as well as local government agencies.

LABOR IS hostile because PT experiments are designed to be low

cost, involving part-time drivers (fellow employees, housewives, etc.) or, in many cases, non-union employees of private transit companies. Twin Cities transit unions, whose drivers earn up to \$15,000 a year plus overtime, fought the Minnesota PT demonstration bill but lost.

The way to increase transit options for the public, to make PT work, backers say, is to be very kind to entrepreneurs—to lift restrictions and let them come up with any ingenious plan they can to provide service with their own cabs, vans and minibuses, employing their own labor.

Government-run transit, says Frank Davis, a Knoxville transit board member and University of Tennessee transportation specialist, is too costly because agencies use full-time civil service drivers and lack the discipline of private business.

Davis has pioneered the idea of the transit agency as a broker, contracting with private providers. "We found more potential providers than you can shake a stick at," he says—private bus companies, limousine and taxicab operators, all competing, holding down costs through generous use of housewives, moonlighters, retirees and other part-time workers.

By encouraging private express buses and vanpools, plus its own ridesharing express buses, Knoxville has already added 4,000 riders daily—enough to eliminate each morning a stream of traffic 19 miles long, and

at costs as much as 50 per cent below regular city transit service.

BUT PT advances will be stymied, Davis says, until a way is found to beat down regulatory obstacles—the open-ended liability features of common carrier laws, for instance, which force insurance costs to absurd levels, and transit franchises that distort the free market for both bus and taxi services.

Taken together, Davis charges, regulatory obstacles prevent 99.7 per cent of drivers and 99.8 per cent of the vehicles on the road from providing transit service for fee to others. Operating subsidies for mass transit have topped \$2 billion yearly and are rising rapidly. UMTA's share of those deficits, now \$775 million a year, may rise to \$4 billion by 1981.

A possible answer is the voucher system that shifts the subsidy from the transit operator to the passenger. So far limited to the elderly and handicapped in a few localities, vouchers could be expanded to broad classes of riders. The government simply sells or gives riders cut-rate vouchers.

The time is clearly at hand to cut away the underbrush of over-regulation and open-ended subsidies, returning to free market competition in public transportation. And as that day dawns, an armada of paratransit vehicles and their entrepreneur owners stand ready to snap up patronage.



# Looking at Mobility Assignments

Irv Shapiro is grants manager for the Bureau of Intergovernmental Personnel Programs within the U.S. Civil Service Commission. Since NACo initiated management assistance efforts to county governments under the Intergovernmental Personnel Act (IPA), Shapiro has worked closely with the association. For the past two and one-half months, he has been on a "mobility assignment" with NACo, working specifically in the New County Center in the area of labor management/personnel relations. Mel Harris, of NACo's labor management team, likewise has been "on mobility" with the commission during this time *County News* sat down with Irv for an informal discussion as his assignment came to a close.

**What was the purpose of your mobility assignment?**

There were two or three. The first, obviously, was the accomplishment of a mutual objective. The commission has been pressed for several years by the Office of Management and Budget (OMB) and Congress to gather what they call base-line data in personnel management, which is basically some statistical information on what the perimeters are of state and local government personnel systems. In talking with John Thomas (New County director) over a number of months, he indicated that NACo was interested in going more deeply into personnel management and labor relations, and equal employment opportunity in next year's IPA grant. Thus, we hit upon the idea of having this mobility assignment in which the commission would collect personnel data on state and local government and I would do it at the county level, with the data being used both by the commission and by NACo. The second objective was to give me an opportunity to learn, first hand, how public interest groups service their constituency and operate in the political environment; and, it was to give Mel Harris (NACo Labor-Management Team) an opportunity to see how the federal agency works vis-a-vis public interest groups from the grantor point of view.

**In line with the second objective, then, what differences did you find in working with a "quasi-governmental" public interest group as compared to the federal bureaucracy; speaking here in terms of the organization itself, not about counties and the audiences whom NACo serves.**

The prime difference is that NACo, as a good example of a public interest group, has a very clear cut idea of its constituency, county officials and, more specifically, the members who pay their dues. This is a great advantage because it enables the staff to structure the organization and its services to provide maximum assistance to that particular constituency. On the federal side, there is a problem of multi-constituency.

**What is your general impression of local, specifically county, government management capabilities and administration?**

In general, except for the really sophisticated urban counties, there is a big job to be done in terms of management assistance for county governments. But one thing that has impressed me is that county governments, as a whole, are beginning to realize the important concept of capacity building and management assistance, and not just the narrower topic of personnel.

Recently, we sent out surveys on designating county personnel officials. I was surprised that even in the most rural counties, there were often notes on the returned form saying, "you know, we don't have a personnel official, but we know we have to start doing something in personnel."



**SAYING GOODBYE**—Irv Shapiro, right, bids farewell to his NACo assignment which included writing articles for *County News*. Seen also is Bernard F. Hillenbrand, NACo executive director.

**Have you learned anything with NACo that will help you in your job as grants manager?**

Very much. When I was at the commission, my specific focus was on the IPA grant and the activities outlined in the original grant proposal. Most of those dealt specifically with aspects of personnel, labor relations, and equal employment opportunity. If I have learned anything in the past two and one-half months, it's that the people involved in the grant cannot divorce themselves from the entire management process. You really can't service counties adequately by restricting yourself to the letter of what's in the grant application. The kinds of questions and problems that come to the attention of NACo really encompass management as a broad activity, not just the narrower aspect of personnel management with which the IPA grant was originally concerned.

**Do you think this kind of program will foster a closer liaison between NACo and the Civil Service Commission, in particular, and between private and public sector bureaucracies, in general?**

It can't help but do that. I know I've gained a great appreciation of the expertise that NACo has and probably what other public interest groups have in general. I know top level management of the commission feels it cannot do the job of serving state and local governments without the cooperation and involvement of the public interest groups.

I also think that the commission (and the Bureau of Intergovernmental Personnel Programs specifically) has already moved to strengthen its capacity to both work with the national public interest groups and to help them service their clients. The next round of IPA grants, especially to NACo, will include a more diversified kind of activity in helping NACo to help counties, with counties serving as model programs for state and local governments. NACo will serve as a clearinghouse to increase the mobility aspects of IPA. We will also be working, through NACo, with universities dealing with public management education.

**Since you mentioned the academic side of things, let's go to a related question. How do we bridge the gap, using mobility assignments, between local governments and academicians?**

That's a good question, and it comes at a very appropriate time. Demographic projections are such that colleges can expect a decline in enrollment, along with a drying up of funding sources. Thus, many colleges are turning to public service and helping cities and counties in their management responsibilities. There are a number of things that can be done and are being done. One is simply to have more and more faculty members serve in state and local governments, getting the practical types of experience that help them in their teaching and vice versa. Another way is to have expanded intern programs in which MPAs and other types of public management students serve as a member of a state and local government team or work with public interest groups. A third way is to have doctoral candidates become more interested in public problems.

**Let's get a little more specific on mobility assignments themselves. Why do you think that the federal government has tended to use them more than the local government officials? Is it just that they have the resources to do so?**

There are a couple of basic reasons. First, I think the staffing patterns in most federal agencies permit people to leave for longer periods of time and have an adequate backup. In most state and local governments, especially at the local level, to send someone away for a lengthy mobility assignment tends to create a hardship. Secondly, I feel that because IPA is a federal program, federal agencies have probably been more keyed into it than state and local governments. Finally (I hope I'm not sounding paternalistic here), I think that at least at the outset, federal agencies probably felt that they had more to offer in terms of technical assistance to state and local governments than vice versa.

**I want to add a final point. The latest statistics I've seen from the Office of Mobility at**

the commission indicate that, in fiscal year '76, the flow of people from state and local governments to the federal government just about equaled or slightly surpassed the number of feds going to state or local governments. This is the first time this has happened. So, I think that as the program matures, you're more likely to see just as many people going to the federal government as vice versa.

**In general, do you feel that the mobility assignment objectives have been realized at the federal level?**

I'd say, overall, that the commission, as the administrator of the program, is rather displeased with the numbers. We thought that after five or six years of operation, more people would be taking advantage of the mobility concept. As far as individuals go, most evaluations have found that the majority of the assignments have accomplished their purpose. There are a few problems with the program, but, in general, I think it has been a very successful one. As far as particular mobility assignment is concerned, I don't think I could be happier with it and I know the commission has been pleased with the results.

**Then, you do feel that the future of mobility will be one where it is broadened and will continue to play a role with programs such as IPA?**

Oh, definitely. I think as we get more public interest groups involved, you're going to see a vast expansion of the mobility concept.

**Is there anything you want to add in regard to your impressions or reactions, after having operated from a local government perspective here at NACo, as opposed to the federal level?**

When the IPA program first started, there was a great feeling that in order to properly run the program, to have the necessary sensitivity and identification, we really needed people who had served at the state or local level. That was the prime way of guaranteeing that the IPA program would be responsive to state and local needs. Initially, the program was staffed mainly with federal people; so I think one vital way to gain this sensitivity to state and local problems is to serve on a mobility assignment. Earlier in my career, I spent a couple of months with the St. Louis County Personnel Department. I thought my time there, in terms of gaining a sensitivity to how county governments operate, was worth much more than reading books on the subject or dealing in a grantor-grantee relationship at the federal level.

**Once you get back into your position with the commission, what do you feel you could transfer to local government officials in terms of being sensitive to their needs and understanding their problems?**

Just from seeing the kinds of letters and technical assistance requests that come in to NACo, including those which I've handled, gives me a better idea of the problems counties are facing and what kinds of assistance they can get from their public interest representatives.

I haven't seen the concept of the "Living Library" so well developed. The idea of publicizing projects that have worked in actual settings and doing the job of trying to transfer that knowledge to other jurisdictions seems to be functioning within NACo on a more systematic level than any other public interest group.

So, I think the greatest insight I've gained is how NACo can help other counties, and I know I can certainly pass that onto county governments when I get back to the commission.

## Agencies to Join Efforts on Local Mapping

WASHINGTON, D.C.—The Department of Housing and Urban Development and the U.S. Geological Survey have signed an interagency agreement aimed at improving coordination and avoiding duplication in the use of maps and other cartographic data by participants in HUD's community development, flood insurance and comprehensive planning assistance programs.

The USGS, through its National Cartographic Information Center, presently acts as a clearinghouse for cartographic information. Established in 1974, the center is responsible for making cartographic data of the United States easily accessible to the public and to various federal, state and local agencies.

Cartographic data include maps and charts, aerial photography, geodetic control data and map data in digital form. These data have particular application to counties in the construction of highways and public works and land use planning and environmental protection.

Under the agreement, a coordinated system has been established to assure HUD grant recipients access to the best available cartographic data and technical advice.

Specifically:

- Grant recipients who propose to use HUD funds to produce base mapping and/or aerial photography must submit a description of their needs to the information center

to determine whether they can be met from available material. The center has 30 days to respond.

- Grant recipients must then, in addition to making use of data supplied by the center, conduct a local search to determine whether other cartographic data are available locally.

- USGS will also provide technical assistance in the production of new cartographical data.

**HUD WILL** require that use of its funds for base mapping and aerial photography must be coordinated with the USGS so that duplication of existing mapping does not occur. A description of maps or other cartographical data produced under HUD

funding must be filed with the USGS.

The National Cartographic Information Center is presently compiling an index of basic maps and aerial photography. All counties were recently mailed a questionnaire form the American Congress of Surveying and Mapping to determine extent of local mapping programs in the United States. Counties which have not done so are urged to return the questionnaire immediately.

Further information on mapping may be obtained from the National Cartographic Information Center, U.S. Department of the Interior, 507 National Center, Reston, Va. 22092.



# Washington Briefs

• **Public Works.** Economic Development Administration has notified local government of allocations for public works grants. A total of \$213 million remains to be distributed, \$18 million of which will definitely go to county governments. EDA attempting to solve problem of schools serving unincorporated areas. Applicant must send new or resubmitted applications to appropriate EDA regional office within 28 days of official notification. See page 3.

• **Community Development.** House-Senate Conference on H.R. 6655, the Community Development Amendments, got off to a slow start last week with all controversial provisions passed over until after the July 4 recess. Heading the list of controversial provisions is the distribution of entitlement block grant funds either by a dual formula system (House version) or a three formula system (Senate version). The effect of the three formula system is to tilt a greater amount of funding to communities in the Northeast and Midwest and is opposed by the Administration, NACo and various city organizations. The House dual formula system attempts to strike a balance in the funding needs of the Northeast and Midwest versus the South and West. A prolonged conference is expected.

• **Comprehensive Employment and Training Act (CETA) Extension.** President Carter signed the one-year CETA extension into law on June 15 as P.L. 95-44.

• **Youth Legislation.** House and Senate conferees completed action on youth employment legislation. Floor action on the conference report after recess.

• **Air Pollution.** Conferees expected to meet on the Clean Air Act Amendments after July 4 recess. County officials should contact congressmen to urge support for the

Senate version on automobile emissions. Senate bill provides less delay and relaxation of automobile standards than House bill. EPA officials emphatically state that if the auto standards are significantly delayed as in H.R. 6161, local governments will be forced to turn away other industries. Conferees include: Harley Staggers (D-W.Va.), John Moss (D-Calif.), Andrew Maguire (D-N.J.), John Breaux (D-La.), Samuel Devine (R-Ohio), James Brothill (R-N.C.), and Tim Carter (R-Ky.). Senate conferees include Jennings Randolph (D-W.Va.), Edmund Muskie (D-Maine), John Culver (D-Iowa), Gary Hart (D-Colo.), Wendell Anderson (D-Minn.), Robert Stafford (R-Vt.), Howard Baker (R-Tenn.), James McClure (R-Idaho), and Pete Domenici (R-N.M.).

• **Water Pollution.** Hearings continue in Senate on amendments to Water Pollution Control Act. Administration still to testify with major proposals for mid-course correction. Senate subcommittee hoping to convene week of July 11 to mark up a staff draft. Committee would like to bring a bill to the floor before Aug. 6 recess.

• **Law Enforcement Assistance Administration (LEAA) Appropriations.** House has approved \$600 million for LEAA for fiscal '78; Senate Appropriations committee recommended \$694 million. Conference Committee to meet July 11.

• **HEW/DOL Appropriation.** Senate approved last week 71 to 18 a \$60.7 billion fiscal '78 appropriation bill to fund health, education, welfare and manpower programs. Bill blocks HEW from forcing local school systems to bus students for desegregation purposes. It also forbids use of federal funds to pay for abortions, except where pregnancy would endanger the life of the mother, in case of rape and incest, and when deemed "medically necessary" by the

woman's doctor. Bill cuts \$25 million of the CETA Title III, DOL Secretary's national program account. House passed its version, H.R. 7555 for \$61.3 billion. House/Senate conferees to meet after the July 4 recess to iron out differences.

• **Welfare Reform.** Administration to brief New Coalition principals before annual conference. Drafting of HEW/DOL bill continues.

• **Social Services.** H.R. 7200, Public Assistance Amendments of 1977, will be heard in Senate Finance Committee, July 12, 18, and 19. NACo to testify in support and seek cost of living amendment for Title XX increase.

• **Food Stamps.** Reform Bill H.R. 7940 goes to House floor July 15. See page 3.

• **Lobby Registration.** House Judiciary subcommittee on administrative law and government relations voted to require associations of state and local elected and appointed officials to register under new lobby disclosure bill, H.R. 1180, but exempts federal officials. NACo urges county officials to contact full Judiciary Committee to seek equal treatment for federal, state and county officials, their employees and their associations. See editorial, page 4.

• **Payments-in-Lieu.** Conference report on H.R. 7636, the fiscal '78 Interior Appropriation bill, will be considered by the House after recess. Report includes \$100 million for payments-in-lieu program. Approval expected.

• **Transit Legislation.** Senate passed by voice vote June 23 a two-year extension of the urban transit program, S. 208 had been repeatedly postponed but was taken to the floor on short notice. It adds \$50 million

based on the availability of \$1 billion, \$350 million of which will be allotted to the Young Adult Conservation Corps. For a detailed break-out of the funding for Title III's Part C, please refer to the accompanying chart.

based on the availability of \$1 billion, \$350 million of which will be allotted to the Young Adult Conservation Corps. For a detailed break-out of the funding for Title III's Part C, please refer to the accompanying chart.

## Congress Fails to Act on Youth Jobs Bill

Continued from page 1  
Labor standard budget. The remaining 10 per cent may be from all economic backgrounds.  
Special Governors grants (5 per cent of Part C) is included in this sub-

### Funding Distribution Under Conference Version of H.R. 6138— Youth Employment and Demonstration Projects Act of 1977— Based on Availability of \$1 Billion

	(millions of dollars)	
CETA Title VIII—Young Adult Conservation Corps.....	350 (assumed funding level)	
State programs—30 per cent allocated on basis of youth population .....	105	
National programs—no allocation among states .....	245	
CETA Title III, Part C—Youth Employment Demonstration Projects.....	650	
• Subpart 1—Youth Incentive Entitlement Pilot Projects (15 per cent) .....	97.5	
(No formula—Secretary's discretion on prime sponsor areas to be selected for pilot projects.)		
• Subpart 2—Youth Community Conservation and Improvement Projects (15 per cent) .....	97.5	
To states by formula (total unemployment)—75 per cent .....	73.125	
(Minimum of 0.5 per cent to any one state; not less than 0.5 per cent for Guam, Virgin Islands, etc.)		
For native American's projects—2 per cent .....	1.95	
For migrant and seasonal farmworker (MSFW) Projects—2 per cent .....	1.95	
Secretary's discretionary funds—21 per cent .....	20.475	
• Subpart 3—Youth Employment and Training Programs (70 per cent) .....	455	
To states by formula for statewide programs—5 per cent of total Part C funds .....	32.5	
(Formula: 37 1/2 per cent on total unemployment; 37 1/2 per cent on total unemployment in Title II areas of substantial unemployment; 25 per cent on number of individuals in low income families)		
For native American projects—2 per cent of total Part C funds deducting amount available for NAP projects under Subpart 2 (\$13 minus \$1.95) .....	11.05*	
For migrant and seasonal farmworker projects—2 per cent of total Part C funds deducting amount available for MSFW projects under Subpart 2 (\$13 minus \$1.95) .....	11.05*	
To prime sponsors by formula—75 per cent (Same formula as for distribution of funds to states above) .....	341.25	
(22 per cent must go for in-school projects) .....	(75.075)	
Secretary's discretionary funds—remainder of funds available for Subpart 3 .....	59.15	

\*Language of the bill for the Native American and MSFW cut of Subpart 3 is "not less than 2 per cent": for purposes of this table, a flat 2 per cent has been used.

## NACo Box Score ... Priority Issues

**Welfare Reform.** President's goals outlined; August legislation target.  
**Employment.** Carter signs one-year CETA extension.  
**Public Works.** Regs out, dollars allocated.  
**Antirecession.** Carter signs; checks out in July.  
**Health Insurance.** NACo supporting hospital cost cap.  
**Payments-in-Lieu.** House action pending on conference report.  
**Community Development.** House and Senate conference.  
**Rural Development.** House-Senate conference early July.  
**Transportation.** Appropriation passed Senate.  
**Water Pollution.** Senate committee hearings continue.  
**Air Pollution.** Conferees appointed.  
**LEAA.** House Conference Committee July 11.  
**Land and Water Conservation Fund.** Senate approves full fiscal '78 funding.

annually for fiscal '78 through '80 for a new discretionary grant program for operating purposes, permits return of unobligated funds (expected to total \$145 million in '78) to the same new operating fund, adds \$5.3 billion in capital grant authority through 1982, requires at least \$400 million annually to be set aside for bus purchases (not rail), and permits non-urbanized funds totalling \$500 million to be used for operating purposes as well as capital. Bill is not expected to move in the House where plans are underway for a highway safety-transit bill ready for passage next spring.

• **Transportation Appropriations.** H.R. 7557 passed Senate June 23. The conference bill was ready for final action late last week. Conference report included the \$90 million for safer off-system roads and bridges contained in both House and Senate bills, full funding at \$540 million for airport grants and \$15 million for airport planning grants.

• **Minimum Wage.** House subcommittee on labor standards will mark up H.R. 3744 providing for automatic increases in minimum wage by tying it to price index sometime in July. Senate action not expected until after House completes markup.

• **Universal Voter Registration.** Administration and House leadership have endorsed a number of compromising amendments to gain support for H.R. 5400, the same day voter registration measure. Action expected in late July. Senate consideration will not occur until after Aug. 6 recess.

• **Intergovernmental Personnel Act (IPA) Appropriations.** Congress will not vote on Conference Report No. 95-378, Treasury, Postal Service and General Government Appropriation bill for fiscal '78, until after the recess. House/Senate conferees approved \$20 million for IPA last week, an increase of \$5 million over the fiscal '78 budget request. Passage expected.

## Job Opportunities

**Administrative Assistant to Board of County Commissioners.** Boone County, Ill. \$12,000-\$16,000. Assists in administration of ordinances and resolutions, prepares budget, performs research for county programs, develops and administers personnel policies. Requires degree in public administration with graduate credit hours or experience in area of local government administration. Resume by July 20 to County Clerk, 521 North Main St., Belvidere, Ill. 61008.

**Assistant Planner.** St. Mary's County, Md. Salary negotiable. Responsible for conducting research and preparing reports on a broad range of subjects pertinent to community development with a goal of establishing a policy planning process, including a development information data system. Requires degree in planning, political science, public administration, or related field, with two year's experience in planning (one of which was at a level permitting semi-independent work with minimum supervision) or acceptable combination of education experience. Resume by July 8 to Personnel Officer, Courthouse, P.O. Box 35, Leonardtown, Md. 20650.

**Director, budget and accounting.** York County, Va. \$17,607-\$23,032. Responsible for budget preparation (\$25 million), financial record-keeping, financial control (pre-auditing and financial reporting), debt administration, risk management, purchasing personal property con-

• **Medicaid Outbacks.** Senate Finance Committee approved last week a bill to halt the loss of \$142 million in July Medicaid payments to 20 states failing to meet federal utilization review standards for nursing homes. The House Commerce Committee passed similar legislation to postpone any action for six months. Passage likely.

• **Illegal Aliens.** Interagency Task Force position paper on President's desk. Administration announcement expected prior to summer recess Aug. 6.

• **Rural Development.** Senate Appropriations subcommittee on agriculture has recommended increased funding levels for rural development grant and loan programs. Funding levels equaled or exceeded those recommended by House, thereby assuring rural counties of the availability of highest funding level to date for fiscal '78. House measure passed on floor June 22. Senate to act on appropriations bill before end of June. House/Senate Conference Committee expected in early July to resolve differences in bills.

• **Drought.** Economic Development Administration (EDA) and Farmers Home Administration (FmHA) are administering companion drought assistance programs to aid communities above 10,000 and below 10,000 respectively. EDA is providing \$60 million in grants, and \$115 million in loans, and FmHA is administering \$75 million in grants, and \$150 million in loans.

• **Refugees.** NACo seeking extension of federal funding for Indo-Chinese Refugee Assistance Program, scheduled to expire Sept. 30. Administration proposal expected prior to July 4 recess.

• **Urban Transit Administrator.** Senate Banking and Urban Affairs Committee held hearings on the nomination of Richard Page to be Urban Mass Transportation administrator June 30. Page, head of the Seattle transit system, expected to be confirmed with no controversy.

**Director of Planning.** Charlevoix County, Mich. \$12,000-\$14,000, plus benefits. Works with a county planning commission and an elected board of county commissioners. Area of responsibility will cover 19 local political units while working on a variety of topics. Applicant should exhibit ability to communicate as well as possess administrative competence. Resume by July 15 to Ed Rehman, Secretary, Charlevoix County Planning Commission, Federal Building, Boyne City, Mich. 49712.

**Executive Director for regional rural transportation authority in North Central.** Includes counties of Cameron, Clearfield, Elk, Jefferson, McKean and Potter. Salary negotiable. Requires a minimum of two years experience in management of rural transportation programs, five years overall experience in mass transit, and preferably college level educational background in transportation. Resume to P.O. Box A, Ridgway, Pa. 15853, or call (814) 776-2165 for further application information.