**This Week**
**Counties talk welfare reform with Administration, see page 2.**

# County News

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

national association of counties

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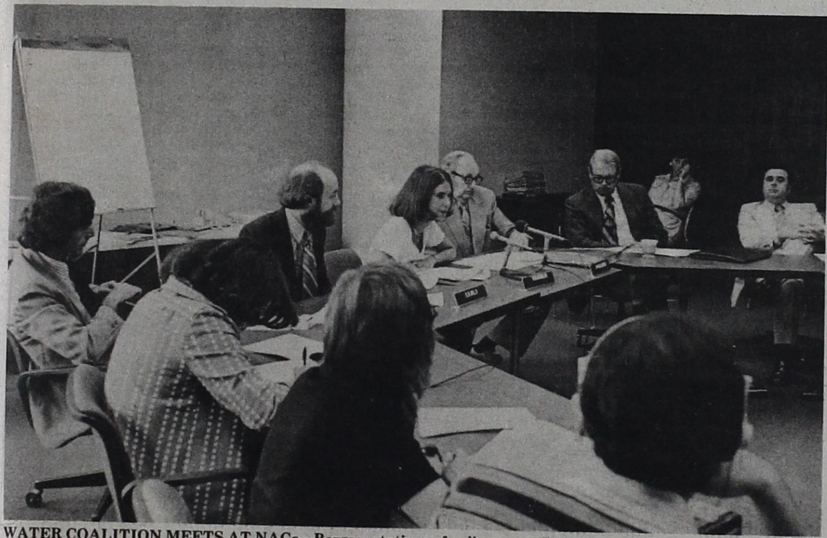
# Water Coalition Asks Action



WATER COALITION MEETS AT NACo—Representatives of a diverse coalition of public works officials, environmental groups, state and local governments, industry, engineers and scientists are seen at a press conference where they urged Congress to enact emergency amendments to save the 1972 Water Act. From left are David Johnson, National Governors' Conference; A. Blakeman Early, Environmental Action; Carol Shaskan, NACo; Ralph Pickard and Bill Henson, American Public Works Association; and Ron Linton; Association of Metropolitan Sewerage Agencies.

## Public Works Panels Sent 4 Major Issues

WASHINGTON, D.C.—If we can get together on what is needed to clean up the nation's water, so can Congress.

This is the thrust of a letter written by a diverse coalition of interests representing public works officials, environmental groups, state and local government, industry, engineers and scientists which met recently at NACo.

The letter calls on the Senate and House Public Works Committees to concentrate on the following four issues as "quickly as possible":

- Short-term construction grant funding;
- Extension of allocation deadlines;
- Extension of municipal compliance deadlines on a case-by-case basis;
- User charge financing of waste treatment plant operation and maintenance costs.

Ralph C. Pickard, coalition chairman and president for water resources, American Public Works Association, said the group shares a common fear that unless interim water pollution control legislation is adopted, the construction grants program of the 1972 Water Pollution Control Act (to make the nation's waters fishable and swimmable by 1983) is threatened.

**SPOKESMEN** for the coalition said they came together after the March Senate/House Conference on Public Works failed to resolve differences. At that time, Congress passed a small stop-gap supplemental appropriation, they explained. In the waning days of the 94th Congress a similar House/Senate Conference failed to resolve differences.

The letter reads: "For two years now Congress has failed to act because it has attempted with the best motives to do too much too soon."

The coalition believes limiting the congressional considerations to the four issues will expedite action. Signatories of the letter, who explain that they do not agree on any "best way" to resolve the issues, but rather "which four need to be resolved now" are:

David W. Johnson,
National Governors' Conference

Carol Shaskan,
National Association of Counties

Ralph C. Pickard, president,
Water Resources,
American Public Works Association

Ron Linton, executive director,
Association of Metropolitan
Sewerage Agencies

Horace L. Smith, president,
Water Pollution Control Federation

Michael P. Mauzy, president,
Association of State and Interstate
Water Pollution Control
Administrators

Edward E. Slowter, president,
National Society of Professional
Engineers

Burt L. Talcott, executive vice
president,
American Consulting Engineers
Council

Earl Mackey, executive director,
National Conference of State
Legislatures

Carl Sullivan,
American Fisheries Society

Dave Puddington,
American League of Anglers

John Burdick,
Citizens' Committee on Natural
Resources

Larry Silverman,
Clean Water Action Project

Howard Brown,
American Rivers Conservation
Council

Tom Kimball,
National Wildlife Federation

Toby Cooper,
Defenders of Wildlife

Edward Thompson,
Environmental Defense Fund

Rafe Pomerance,
Friends of the Earth

Brent Blackwelder,
Environmental Policy Center

John S. Gottschalk,
International Association of Fish
and Wildlife Agencies

Gus Fritchie,
National Fisheries Institute

Rita Molyneaux,
National Parks and Conservation
Association

Rhea Cohen,
Sierra Club

Gil Radonski,
Sport Fishing Institute

J. Taylor Banks,
Natural Resources Defense Council

Bob Barker,
Bass Anglers Sportsman Society of
America

Celia Hunter,
Wilderness Society

Charles Fleishman,
American Fishing Tackle
Manufacturers Association

A. Blakeman Early,
Environmental Action Inc.

# LEAA Funding Cut

WASHINGTON, D.C.—House/Senate conference committee has approved fiscal '78 appropriations for Law Enforcement Administration (LEAA) of $647 million, down $107 million from fiscal '77. The bill, H.R. 7556 now goes back to both Houses for consideration. Final approval is expected.

The conference committee earmarked $100 million for juvenile justice programs (an increase of $25 million over fiscal '77); $15 million for community anti-crime efforts; $30 million for the Law Enforcement Education Program (LEEP); and $15 million for the Public Safety Officers Benefit Act.

Funds for these four programs were especially earmarked to insulate them from sharing in the distribution of the $107 million in cuts legislated by Congress. Consequently, actual LEAA cuts will be made by the Office of Management and Budget (OMB) and chairman of the respective House and Senate appropriations committees and subcommittees.

LEAA has indicated where the cuts should be made and, unless contradicted by Congress or OMB, its recommendations will go into effect. LEAA recommends that $10 million be cut from Part B planning grants; $60 million be cut from Part C block grants to state and local governments; $5.6 million be cut from Part E correctional programs; and $5 million be cut from data systems and statistical assistance.

The action by the conference committee culminates what has been LEAA's yearly struggle for survival since its peak funding year of 1975.

Since then, the federal law enforcement agency has come under increasing Congressional criticism and has had its funding levels cut three consecutive times. This year's cut came despite LEAA's having been reauthorized for an additional three years in 1976.

LEAA's troubles with Congress were heightened this year with the appointment of Judge Griffin Bell as Attorney General. The Carter appointee has been openly critical of LEAA and has commissioned a justice department study which will probably precipitate a reorganization of the agency. Additionally, the justice department recently eliminated LEAA's 10 regional offices without either public hearings or consultation with Congress.

Indications are that the Attorney General favors a special revenue sharing approach to dispensing LEAA funds and will probably support introduction of such a proposal later this year. Although there is some Congressional support for this approach, little chance is given to a serious effort for enactment this year.

# Antirecession

## Checks Mailed; Regs Changed

WASHINGTON, D.C.—Antirecession (countercyclical) checks totaling over $117 million were mailed to 2,203 county governments on July 8 as part of the first payment under the Intergovernmental Antirecession Assistance Act of 1977. The Antirecession Fiscal Assistance (ARFA) Program was authorized originally by Title II of the Public Works Act of 1976.

NACo has actively supported the program which provides payments to counties, cities and states on a formula based on unemployment and revenue sharing. Governments must have unemployment over 4.5 per cent to be eligible for payments which may be used to maintain basic services normally provided by the federal government.

The program provides $125 million per quarter, plus $30 million for each tenth of a per cent of unemployment over 6 per cent nationally. July payment is based on unemployment rate data from the previous quarter (that is, January, February, March 1977).

Although the Bureau of Labor Statistics had established a rate of 7.4 per cent for the quarter, the specific figure was 7.37 per cent. Because the law says whole tenths of one per cent, efforts were made by congressional opponents of the program to use 7.3 per cent. By using 7.3 per cent, states, counties and cities were deprived of $30 million, and $515 million was distributed

See ANTIRECESSION, page 8

# Refugee Aid Plan Backed

WASHINGTON, D.C.—Sen. Hubert Humphrey (D-Minn.) committed himself to supporting an Administration proposal to assist Indo-Chinese refugees in a June 29 speech before a coalition of lay and government groups.

The Indo-Chinese Refugee Assistance Program established in April 1975 provides 100 per cent federal funding for cash assistance, medical aid and social services to refugees. It is due to expire Sept. 30 and without extension the burden of assimilating costs would be placed on local governments.

The coalition has called for the "continuation of existing federal funding for cash assistance, medical assistance, social services, and employment and training programs over the next three years. Funding for these services would be phased out so that, by the end of the three years, Indo-Chinese refugees would be eligible for services on the same basis as other U.S. residents."

In defense of the coalition position, Humphrey pointed out that the U.S. government has funded $90 million annually for 16 years to aid Cuban refugees.

Potential for full assimilation of the Indo-Chinese refugees by the end of the proposed three year program extension seems feasible, given the refugees' record of 87 per cent employment in 18 months of the program, and 41 per cent household income in excess of $9,500, he said.

NACo supports full funding for the three year period followed by a continuing funding mechanism to cover the refugee population, which continues to flow into the country.

## AFDC Hearings Are Scheduled

WASHINGTON, D.C.—In view of the current interest in welfare reform, AFDC hearings are scheduled for July and September in Washington, D.C. by the House Government Operations Oversight subcommittee. Field hearings will follow in October and November.

July 19,20 and 21 witnesses will address the following areas:

- Simplicity of administration vs. responsiveness to individual needs;
- Program integrity and individual rights and responsibilities;
- The federal/state relationship;
- Administrative costs and personnel;
- Program fraud and abuse; and
- Impact of the child support program.

Full hearings are scheduled for Sept. 27, 28 and 29 at which time NACo will testify.

For further information, contact Paula McMartin, legislative representative at NACo.

COUNTY NEWS

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## NACo, ADMINISTRATION

# Welfare Reform Talks Held

WASHINGTON, D.C.—County officials told top Labor Department and White House officials July 8 that fiscal relief for hard-pressed counties is the key to NACo support for the Administration's welfare reform proposals.

NACo Third Vice President Charlotte Williams, Genesee County, Mich., led the delegation. From the Employment Steering Committee came Suffolk County (N.Y.) Executive John V.N. Klein, Charleston County (S.C.) Councilman Lonnie Hamilton and Walworth County (Wis.) Supervisor Gerald Weston. Welfare and Social Services Steering Committee members included Somerset County (N.J.) Freeholder Doris Dealaman and Black Hawk County (Iowa) Supervisor Lynn Cutler. NACo Executive Director Bernard F. Hillenbrand and staff working on welfare reform issues accompanied the group.

**MEETING** for two hours with Labor Secretary Ray Marshall, the group emphasized counties' need for fiscal relief. Marshall, Assistant Secretaries Arnold Packer and Ernest Green, and Deputy Under Secretary Nick Eddes took notes as the facts were recited: counties in 18 states administer 50 per cent of the Aid to Families with Dependent Children (AFDC). Annual county expenditures for welfare including general assistance, exceed $7.2 billion.

Packer, who heads Labor's office for policy, evaluation and research asked whether "states and local governments could create 1.1 million public jobs and 300,000 training slots for low income individuals as the Administration proposal requires?"

"Yes!" Klein replied for the group. But the delegation conditioned that local government response depends on fiscal relief, administrative flexibility and the Administration's negotiations with public sector unions.

Marshall outlined the Administration's proposal for a two-tiered system of income support with special emphasis on the jobs aspects of the effort. Marshall hopes to be able to guarantee a job or training to every two-parent family with children. Support payments would continue for the working poor until family income passes a designated level, so that it will be more profitable to work than to live on welfare benefits.

Labor officials were uncertain about the role of existing Comprehensive Employment Training Act (CETA) prime sponsors, state employment security agencies and the unemployment insurance service in the delivery system for the jobs aspects of welfare reform.

**ALTHOUGH** Marshall expressed a hope that the program would be largely directed at the local level through elected officials, Packer suggested that the employment service might have the primary role in intake, assessment and placing participants in jobs. CETA prime sponsors would create public service jobs and run employability development programs.

Klein objected to the role envisaged for the employment service and suggested that that role be transferred to CETA.

Of particular interest to the Labor Department group was the kinds of jobs that could be created.

"The potential in the field of human services is limited only by our ingenuity—and your conflicting regulations," said Cutler, calling for a real effort to develop compatible guidelines for the use of various federal social program funds.

NACo officials were also invited to the White House for lunch to discuss welfare reform.

At the White House meeting a dialogue followed with the deputy director of the Domestic Council, Bert Carp, Bruce Kirchenbaum of Jack Watson's intergovernmental relations staff, and Bernie Aronson,

See WELFARE, page 8

# Proposals for Child Welfare Services

WASHINGTON, D.C.—The Administration's proposal for child welfare services, introduced July 12 by HEW Secretary Joseph Califano, in hearings before the Senate Finance public assistance subcommittee, will significantly affect the House passed bill, H.R. 7200, on which hearings will be held by the same committee July 18 and 19.

NACo testimony by Black Hawk County (Iowa) Supervisor Lynn Cutler, will address the strengths of the Administration's proposal and H.R. 7200 relative to adoption subsidy, restrictions of federal funding for foster care maintenance and the need for Title XX funding increases.

Adoption bill S.691, introduced by Sen. Alan Cranston (D-Calif.) and passed out of Senate Human Resources Committee May 16, is folded into the Administration proposal. (This bill has NACo's support.)

Crucial to the outcome of the legislation is the inclusion in the hearings of S.1782, introduced by Sen. Daniel Patrick Moynihan, calling for a $1 billion funding increment for AFDC in fiscal '78. What remains to be determined is the source of funding to implement such a program.

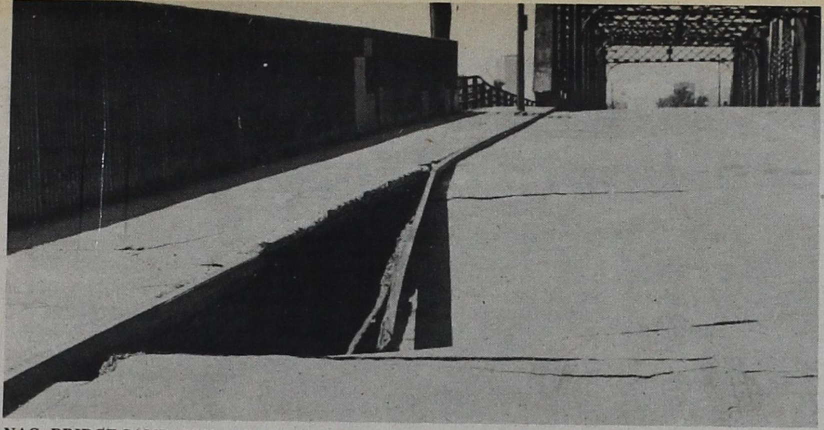
A comparison of major features of H.R. 7200 and the Administration's proposal is found below.

## Aid to Families with Dependent Children (Title IV-A)

| Present Law | H.R. 7200 | Administration |
|---|---|---|
| Open-ended federal matching (50 per cent to per cent) for foster care payments under AFDC if children meet state AFDC eligibility requirements and are removed from their homes as a result of judicial determination. (AFDC foster care payments totaled $326 million in fiscal '76, with a federal share of $171 million (52 per cent). New York and California accounted for 57 per cent of the federal funds. | Open-ended federal matching for foster care under AFDC to continue, broadened to include cases where children are removed from the home at the request of the parent (even without judicial determination). | Open-ended matching continued in fiscal '78 and '79; ceiling in fiscal '80 would be 10 per cent above fiscal '79 level, with 10 per cent annual increase allowed through fiscal '84. Unused portion of allotment could be used for child welfare services under Title IV-B program. Federal matching broadened to include cases where children are removed from the home at the request of the parent, but there must be a court or quasi-judicial review within three months. |
| Federal matching for foster care in an institution only when it is a **nonprofit private** institution. | Federal matching also allowed for foster care in public institution or group home caring for 25 or fewer children. | Same as H.R. 7200, except federal matching would be reduced for foster care in large institutions. |
| No federal matching for adoption subsidies. | States required to include adoption subsidies as part of AFDC foster care program; federal matching for hard to place children if (1) the child has been in foster care at least six months; and (2) the amount of the subsidy does not exceed the amount paid for foster care. Federal matching continues one year or the length of time the child was in foster care, whichever is longer. | Federal matching available for adoption subsidies where children are hard to place and where adopting family meets an income test. Subsidies continue until child reaches majority or family no longer meets income test. For handicapped children, Medicaid eligibility continues for medical care related to handicap. |

## Child Welfare Services (Title IV-B)

| Present Law | H.R. 7200 | Administration |
|---|---|---|
| $266 million authorized; $56.5 million appropriated for fiscal '78 allocated among states on the basis of child population. Matching requirements not meaningful since states spend about $750 million, mostly (72 per cent) for foster care for children not eligible for federal matching under AFDC foster care. | Converts child welfare services to an entitlement program at a level of $266 million annually beginning in fiscal '78. No state matching funds required, but state maintenance of effort required; additional funds cannot be used for foster care; child welfare services funds cannot be used for employment-related day care, purchase of land or equipment, construction, or generally available education services. | Converts child welfare services to an entitlement program at a level of about $120 million in fiscal '78 ($63 million more than what has already been appropriated), rising within a few years to $266 million. State maintenance of effort required. (25 per cent state matching also required, but this is not meaningful since states already spend far more.) The additional $63 million in fiscal '78 would be earmarked for state tracking and information systems, individual case review systems, services to promote adoptions, and procedures to protect the rights of natural parents, children, and foster parents. The remaining $147 million would be available only after these requirements are met; 40 per cent of the new money under the bill would be earmarked for certain defined services designed to prevent family breakup or reunify families. |
| (State must develop a plan for each child in AFDC foster care and periodically review the necessity for foster care.) | As a condition for receiving child welfare services funds, bill provides detailed list of required specific procedures and systems changes designated to (1) protect parents and children and (2) emphasize the desirability of family reunification or adoption as alternatives to continued placement in foster care. | Similar requirements stated in terms of general objectives rather than detailed procedures. |



NACo BRIDGE CAMPAIGN—A bridge failure occurred recently in the city of Buffalo, N.Y., at the South Park Viaduct at Lee Street seen in both photos. The estimated cost of replacement is approximately $9 million. The bridge is off the federal-aid system, and the city is investigating the possibility of federal and/or state aid for the reconstruction project. According to James J. McDonald, commissioner of public works, off-system bridges are a major concern to the city of Buffalo.

# Matter and Measure

Dear NACErs:

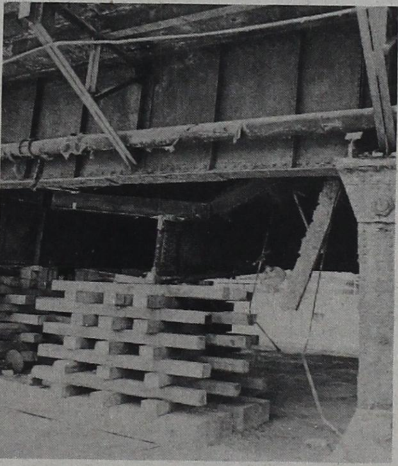
Last week's issue of *County News* (July 11, page 32) contained two bridge questionnaires: a policy questionnaire for your county governing board and a bridge questionnaire on county structures off the federal-aid highway system. Many of you helped develop the bridge questionnaire, and I thank you for your invaluable assistance.

These two questionnaires have also been sent to each county along with a copy of FHWA's publication, *Recording and Coding Guide for the Structure Inventory and Appraisal of the Nation's Bridges,* for use in completing the bridge questionnaire. We hope that you will again lend your assistance to help complete the bridge questionnaire. It asks for information on structurally deficient and functionally obsolete bridges under your jurisdiction and not on the federal-aid highway system. Your help is very important so that we can gather factual data on the extent of the bridge crisis for use with Congress and the Department of Transportation. We hope to receive both completed questionnaires at NACo by Aug. 15. We will keep you appraised of results when they become available.

This survey effort is an important part of NACo's bridge campaign. We have been working with AASHTO, FHWA and the Academy for Contemporary Problems in developing questionnaires. In addition to the policy and county bridge questionnaires, we developed a questionnaire that was sent to each state DOT/highway agency from AASHTO and NACo. The questionnaire asks for information, based on codes in FHWA's Recording and Coding Guide, on structurally deficient and functionally obsolete off-system structures: rural state highways; urban state highways; local rural roads; and local city streets. The returns are now being analyzed by AASHTO. We will keep you informed of results.

As part of our bridge campaign we have been publishing photographs of your bridges in *County News.* I thank you for mailing these pictures to us and hope you will continue to do so. *County News* is read by many congressional offices and officials in the Department of Transportation. I think these pictures are a very effective way to highlight a crisis of mounting proportions.

Also as part of our campaign, we have met and will continue to meet with interested groups here in Washington to share information on the bridge crisis. These groups include our sister public interest groups and other organizations such as AASHTO, ARTBA, the Highway Users Federation, TRIP, Citizens for Highway Safety, just to mention a few.



I'm proud of the role NACo is playing to bring national attention to the bridge crisis and proud of the important part county engineers are playing. Again, I thank you for your continuing help.

—Bernard F. Hillenbrand
Executive Director of NACo

Dear NACErs:

I look forward to seeing you in Wayne County (Detroit) next week. As you know by now, we have quite a program planned for you including sessions on metric conversion; aircraft noise abatement; certification acceptance/secondary road plan; county organization for transportation and public works; rural public transportation.

Please be sure to look for the NACE sign-up desk in the conference registration area of Cobo Hall to sign up for:

• Monday's (July 25) members and spouse breakfast; 7:30-8:45 a.m., Room 3040, Cobo Hall; there is no host function for this breakfast.

NOTE to presidents, state associations: I hope you and your spouse will attend this breakfast. It is a good opportunity for you to introduce yourselves and for us to become further acquainted.

• Monday's reception, dinner and installation of officers; 6:30 p.m., Cartier Room of the Detroit Plaza Hotel. The reception is being sponsored by the 3M Corporation; there is no host function for the dinner.

—Gordon Hays Jr.
NACE President

## FOR CRIMINALS

# Drug Treatment Dollars Available

WASHINGTON, D.C.—More federal dollars will be available to local governments for initiating treatment programs for drug-addicted criminals.

The Treatment Alternatives to Street Crime (TASC) program provides grants to eligible local governments with significant drug-related crime problems. Funded by the Law Enforcement Assistance Administration (LEAA), the program is slated to receive $4.7 million for fiscal '78, and may award up to 13 new project grants.

"More money is available in fiscal '78 for new TASC projects than in the past and, I speculate, for the future too," said Peter Regnor, drug and alcohol abuse coordinator at LEAA.

Eligibility is limited to jurisdictions with 200,000 residents or more, but counties and cities may combine their applications to meet the population requirement. The area also must operate an adequate drug-abuse treatment program.

"Although the emphasis is on drug addicts, TASC applications and projects can include a component for treating criminals with lengthy histories of alcohol abuse," added Regnor.

**BEGUN IN** 1971, TASC seeks to reduce drug-related crime by linking the criminal-justice and health-care delivery systems. The basic objective is to reduce the recidivism rate of drug offenders through three program components:

• Screening all drug abusers who come in contact with the criminal justice system to diagnose the person's drug or alcohol problem;

• Referral to treatment;

• Monitoring of TASC clients to insure that locally determined success criteria are being met.

Applicants must document the availability of adequate community-based treatment resources to qualify for a grant. The grants, which require a 10 per cent cash match, are made for 15-month periods and can be renewed for a second year. First-year grants average $175,000 to $225,000, and have a maximum of $450,000 for large jurisdictions. (Although the LEAA appropriation for fiscal '78 has not been finalized by Congress, the Office of Management and Budget has given the agency approval of its budget request.)

No deadlines have been set yet but communities are urged to begin the lengthy application process, which could take up to six months. The first step is to determine if there is sufficient interest among local criminal-justice officials. If so, the county's chief executive should write to LEAA requesting a team visit. The team would meet with a planning group, which should include key members of the criminal justice system, to explain the TASC concept and help draft an application.

The concept and program also will be explained in detail at the Fifth Annual National TASC Conference in Orlando, Fla. from Oct. 17-19. It is hosted by the Orlando TASC Project.

For more information, contact Peter Regnor, drug and alcohol abuse coordinator, Law Enforcement Assistance Administration, 633 Indiana Ave., N.W., Washington, D.C. 20531; 202-376-3946. For conference details, contact Regnor by Aug. 1.

# NACo Against Delay of Noise Deadlines

WASHINGTON, D.C.—Rep. Glenn Anderson (D-Calif.), chairman of the House aviation subcommittee, has introduced H.R. 8124, an amended version of the aircraft noise bill he introduced earlier this year.

This new proposal incorporates recommendations, offered by NACo in testimony before the Aviation subcommittee, to make the local aircraft noise abatement program voluntary and to provide a substantial grant program for its implementation.

However, NACo strongly opposes a provision which would extend the deadline from 1985 to 1990 for two and three engine aircraft to meet federal noise standards. (These aircraft are responsible for most of the noise at U.S. airports.) Under this provision, as many as 75 per cent of U.S. airports might receive no noticeable relief until 1990.

In a letter to Anderson, NACo Executive Director Bernard F. Hillenbrand termed this aspect of the bill "unacceptable." The federal government alone has the authority to mandate controls on noise at its source, the aircraft engine. "Short of such controls," said Hillenbrand, "local action can, at best, be only partially effective. Our citizens should not be required to wait until 1990 or later for relief."

Furthermore, NACo has reservations about provisions of the bill which would enable the section 134 Metropolitan Planning Organizations (MPOs) to petition the Secretary of Transportation to make the voluntary local noise abatement program mandatory.

On this issue Hillenbrand stated that "many MPO's, as established under highway law and regulations, are not representative of many local units, and federal law and regulations are extending the powers of these planning agencies into areas which are the traditional and legal domain of general purpose state and local governments.

"We believe a triggering mechanism to force the local abatement program should be available only to state and local governments which share implementing powers and which are directly accountable to the electorate," he said.

County officials are urged to write to members of the House aviation subcommittee expressing opposition to the five year extension of the compliance deadline for two and three engine aircraft, and to the provision giving MPO's inappropriate new powers. Please send copies of your letters to Dan Murphy, chairman of the Transportation Policy Steering Committee, NACo.

# EDA Issues Public Works Amendments

WASHINGTON, D.C.—The Economic Development Administration (EDA) has issued amendments to the regulations governing the local public works programs. The changes, which appear in the July 11 *Federal Register,* address two areas of concern to county officials. They set up conditions under which schools serving unincorporated areas may share in county planning targets, and establish policies under which counties in 40 states may receive increased grant awards.

Over $200 million in grants were unallocated under the recent round of public works funding. Under the regulations as originally issued, counties could not have received any of these funds. The amendments add a new section, 317.54 "Reallocation of Funds" to the regulations. The section has the effect of establishing county governments as prime recipients for the unallocated funds.

**COUNTIES** will receive a minimum of 60 per cent of these funds nationwide, though the actual amount available varies among the states and within each state. EDA will release a revised list of allocations this week indicating those counties to receive increased funding. The unallocated funds primarily resulted from a lack of applications from the balance of county communities. The grants will remain within the same area to which they were earmarked.

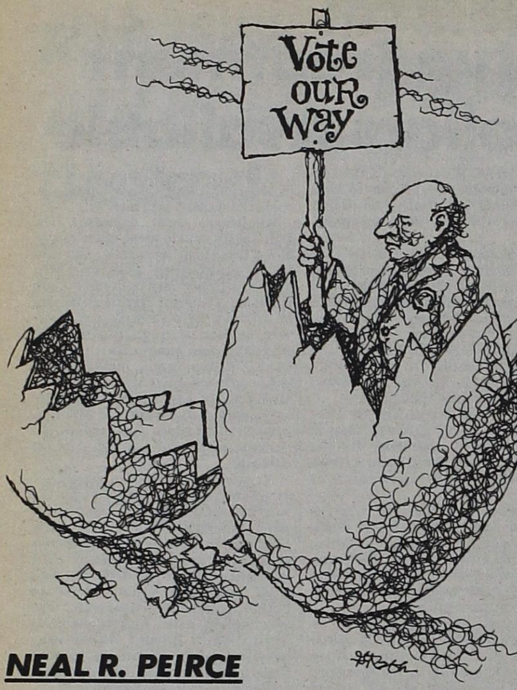
In the 15 states with unincorporated area and school districts serving less than the entire county, the changes now allow a school district to "negotiate" to share the county planning target if all of the following criteria are met:

• The majority (51 per cent) of the land area of the county is unincorporated;

• The school district serves 40 per cent of the population of the unincorporated area; and

• Fifty-one per cent of the enrollment of the school is from that unincorporated area.

The 15 states in which counties may be affected are Arizona, Arkansas, California, Colorado, Delaware, Idaho, Montana, New Mexico, North Dakota, Oklahoma, Oregon, South Carolina, Texas, Washington, and Wyoming. In the event the county and school district cannot agree on the use of the public works funds, EDA will determine, as a last resort, those projects to be funded.




## NEAL R. PEIRCE

# Hatch Act a Thorny Issue

WASHINGTON, D.C.—Organized labor didn't win quite the clear-cut victory advertised in the media last month when the House voted 244-164 to remove most of the restrictions on political activity by federal government workers, virtually repealing the Hatch Act of 1939.

Before sending the Hatch Act repealer to the Senate—where it faces a real dog-fight, including a possible filibuster—House members displayed genuine nervousness about the abuses that could result from total political "liberation" of the 2.8-million-member federal work force.

**OVER LABOR'S** protests, they watered down the bill by approving an amendment by Rep. Leo Ryan (D-Calif.) that would keep as many as 280,000 federal workers "hatched." And it's in that group that some of the worst abuses might occur—law enforcement personnel, as well as federal employes who award contracts or conduct audits, investigations and inspections.

"It makes it easier to sell the bill to the American people," a White House aide told me. "You won't, for instance, have the spectre of IRS agents actively managing campaigns on weekends and at night, and then during the day going out and auditing their opponents' returns."

Other kinds of federal workers who would probably be kept out of politics by the Ryan amendment, under a case-by-case review by the Civil Service Commission, would be FBI agents, safety, health, poultry and meat inspectors.

**EVEN WITH** the Ryan amendment, though, Hatch Act repeal has dangerous implications for federal workers and the average citizen alike. Subtle pressures could be exerted on government workers to campaign for or contribute to the campaigns of their bosses or co-workers, with little chance of proving the type of coercion prohibited in the law.

Critics say Hatch Act repeal is a pure power move by government employe unions and their AFL-CIO allies, anxious to recruit new political foottroops. Many House Democrats saw the bill as a way to throw a bone to the unions, previously rebuffed on common situs picketing. Except for the American Civil Liberties Union, it's hard to find a single non-labor organization in favor of repeal.

Republicans are overwhelmingly opposed, fearing their political ox could be gored by a hostile federal work force. But respected nonpartisan organizations, including Common Cause, the National Civil Service League and International Personnel Management Association (IPMA) are also opposed, despite the Ryan amendment.

"Once you say some positions should be excepted," says Enid Beaumont of IPMA, "you're accepting the argument that Hatch Act repeal will interfere with the neutrality of the federal civil service."

Common Cause President David Cohen calls the bill "a politically arrogant move on the part of the Carter administration and Congress," taken without consultation with the federal civil servants who would lose their Hatch Act protections. "The central challenge of the Carter administration is to build respect for government," Cohen says. "So their first act is to politicize all aspects of the civil service."

**THE ARGUMENT** for Hatch Act repeal is that the present law is harsh and overly restrictive, allegedly making second-class citizens of government workers. "It is nothing less than scandalous and self-defeating to exclude 2.8 million of our brightest, most talented citizens from the political process," says Rep. William L. Clay (D-Mo.), the chief House sponsor.

But the Hatch Act, opponents of repeal say, already permits broad political activity by federal workers. They can vote, express their political opinions as private citizens, wear political buttons and display bumper stickers, participate in nonpartisan elections, and even belong to political organizations and attend political conventions as long as they aren't of-

See AMENDED, page 6

## BOOK REVIEW

# Tracing Development of N.J. Board of Freeholders

***County Governing Bodies in New Jersey: Reorganization and Reform of Boards of Chosen Freeholders, 1798-1974. By Harris I. Effross (New Brunswick, N.J.: Rutgers University Press, 1975).***

Histories of county government are rare, and this well documented account of the origin and development of the New Jersey Boards of Chosen Freeholders is to be prized for the insight it gives into the politics of county reform. In 1798, each of New Jersey's townships was incorporated by state law and elected two freeholders (property owners) to a county governing board. New Jersey township governments at the time were examples of a pure (rather than representational) type of democracy in which freeholders at town meetings were able to discuss their common problems and pass ordinances. The two chosen freeholders served as a link between township and county government.

Effross has skillfully shown the impact of increasing urbanization on the New Jersey county and township. The increasing population made town meetings impractical, and by 1880 they had disappeared. Urbanization thrust new responsibilities on county governments which they were ill equipped to effectively provide. For example, the use of the spoils system reduced the effectiveness of county asylums for the insane in the mid-1800s, and needed county roads were not being built, in some cases because of popular concern about entrusting this function to county officials.

Public criticism of the New Jersey Boards of Chosen Freeholders mounted during the late 1880s as Effross has shown. The freeholders were attacked for padding expense accounts. Until 1867, the freeholders were paid only one dollar a day and, as one writer observed:

> **". . . The time is gone by when men will work or pay for office just for the sake of the honor it confers. And if we would have better men, we must pay better prices in the future. No man takes office in these times unless he has an axe to grind—he can't afford it. He can't live on his pay, and he must live somehow, and therefore bribery and corruption are rampant from our legislative halls down to our Township Committees. . . ." (pp. 30-31).**

Effross concludes: "More than any other official, the freeholder earned a bad reputation in the 19th century; but it was the existing legislation that tolerated and even promoted dishonesty and inefficiency" (p. 39).

Modernization of New Jersey county government was related to reforms and changes which took place in the New Jersey Boards of Chosen Freeholders. Effross skillfully traces the changes that occurred in the composition and representation of these boards since the early 1800s when each township had two representatives on the county governing board. Increased urbanization led, in the 1850s, to cities as well as townships having representation on some county boards, and by 1875 the system of electing two freeholders from each township had been abandoned in most New Jersey counties.

As cities attained representation on the county boards, a number of bills were introduced in the New Jersey legislature to reduce the size of the Boards of Chosen Freeholders. According to Effross, a milestone in the development of New Jersey county government was the Strong Act of 1902. This established a classification of counties by population group with the number of freeholders ranging from three in counties with fewer than 50,000 people to nine in counties of more than 200,000 inhabitants. To reduce the number of representatives in accordance with the act, a referendum was required, and the case studies provided by Effross on the referenda campaigns make fascinating reading. The final result has been smaller, more workable boards, and *The County Year Book, 1976* (p. 196) shows that New Jersey county boards vary in size from three to nine members.

Changes in the executive branch of New Jersey county government first came in the 1870s when Hudson County appointed a director with the power to veto resolutions of the board. The directors faced much controversy, and in 1885 the position was abolished. In the early 1900s, Essex and Hudson Counties elected county supervisors with the power to appoint officials such as the county engineer, physician, and hospital superintendent. H.S. Gilbertson (nationally known for his 1917 book on county government) urged New Jersey counties to adopt the county manager plan, but movement for an appointed executive was at first unsuccessful. As Effross describes, the struggle for an appointed executive did result in a 1967 Legislative Act which allowed a Board of Chosen Freeholders to establish the office of county administrator to act as executive officer for the board. The success of this movement can be judged by the fact that 10 of New Jersey's 21 counties had a council-administrator form of government in 1976, according to *The County Year Book, 1976* (p. 196).

The third reform movement in New Jersey, described by Effross, was the struggle for county home rule. This movement culminated in 1972 in the adoption of the Optional County Charter Law which gave counties the power to change the structure of their government. Although only half of the eight optional charters on the 1974 ballot were approved by the voters, New Jersey counties had gained a needed measure of flexibility and home rule.

*County Governing Bodies in New Jersey* is noteworthy, not only for its thorough research on New Jersey county history, but for its description of the politics of county reform. It deserves to be read by county officials and scholars in New Jersey and throughout the nation.

**—Herbert S. Duncombe**
**University of Idaho**

## LETTERS

# Underscoring the County Role in Substance Abuse Programs

**Editor's Note: The following letter appeared in *The U.S. Journal of Drug and Alcohol Dependence,* May 1977, and is reprinted here with permission.**

Dear Sir:

As a former county substance abuse program coordinator who recently worked for the National Association of State Drug Abuse Program Coordinators, I have been increasingly concerned with the somewhat biased manner in which you have been promoting the role of cities in delivering drug abuse services. I suggest to you that in most states and locales, the county is the vehicle for delivery of a wide variety of health services at the community level.

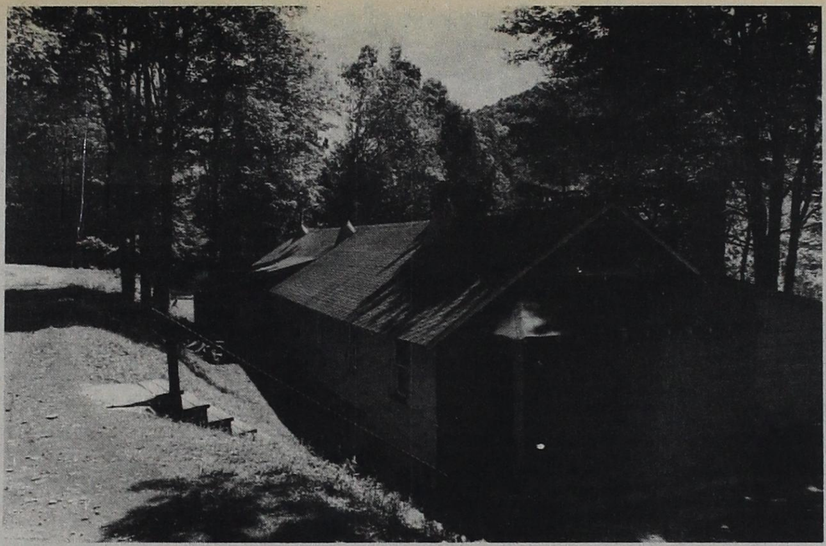
I don't want to beat the recent survey by the National League of Cities (NLC) to death. It has been given much more visibility and credibility than it deserves already. Rather, I would like to refer you to a soon to be released study undertaken by the National Association of Counties (NACo)—recently previewed approvingly by the International City Managers Association—which surveyed all counties with populations in excess of 10,000 and obtained a response rate of almost 51 per cent. This study, while focused primarily on alcohol programs, collected some very pertinent information on drug abuse and the relationships between public agencies delivering substance abuse services. Massive amounts of information effectively document reported findings of the NLC survey.

...The NACo study found that municipal governments had responsibility for alcoholism prevention and treatment programs in fewer than 4 per cent of the reporting counties while county governments had responsibilities in these areas in over 70 per cent of responding counties. The 4 per cent figure did escalate to almost 22 per cent in counties over 500,000 in population, but over 93 per cent of the counties in this population range operate such programs.

Similarly, the lack of state openness attributed to the states in the NLC report was thrown into question by the NACo study. NACo found that 72 per cent of reporting counties indicated that they were heavily dependent on state financial aid, 10.5 per cent indicated some state support, yet 44.6 per cent of the total of 82 per cent receiving state funds reported that the state allowed them to operate their alcoholism programs autononomously.

As most cities lie within counties which have the responsbility for providing drug and alcohol abuse services, a more realistic picture needs to be drawn of how these services are provided. The NACo survey would indicate that communities do indeed have a large role in determining the type and quality of services provided but that in most places that community role is exercised through the county. Cities do indeed have an important role to play in coming to grips with the drug abuse problem, but it has been suggested by some savants that the NLC report is basically a power play by some cities to wrench power and funds from the counties. I would hope that *The U.S. Journal* will not allow itself to be used as a pawn in this type of struggle in the future but will concentrate on methods for insuring that the highest quality and quantity of services are made available to substance abuse client, no matter which political jurisdiction provides these services.

**—Richard A. Eckert**
**Washington, D.C.**



# Community Action Group Keeps 'Country' in Teens

**An old conservation camp has been converted into a group home for rural teens in trouble.**

EMPORIUM, Pa.—An old folk wisdom that "You can take the boy out of the country but you can't take the country out of the boy," is at the heart of an effort in four rural counties in north, central Pennsylvania to keep country boys the courts have labeled "delinquent" away from adjudicated big city kids.

Previously, teenagers from the forested, mountain counties of Potter, Cameron, Elk and McKean who wound up in the courts were sent to state correctional institutions. These facilities, located far from this slow-paced, rural setting, mixed the country youth with the city youth during the process of "rehabilitation." The end result, according to Tony Grimone, executive director of the Northern Tier Community Action Corporation, was that the country kids "learned the ropes from the city kids in jail."

To thwart this process, Northern Tier took over an old Civil Conservation Corps (CCC) camp situated a few miles out of the small town of Emporium and turned it into a group home for adjudicated kids from the four-county area. While it is still too early to judge whether the effort is a success, the home has gained strong support from county probation officers, court officials and county commissioners.

**THE BASIC** idea behind the group home concept is to create a structured environment where teenagers with special problems can find help in resolving family, school and community-oriented troubles. Elk County Probation Officer James E. Anderson calls it a "middle of the road approach" to help kids who have committed non-violent crimes.

The group home employs a full staff, including teachers, house parents, and counselors trained to work with troubled youth. The teenagers, who range from 14 to 18 years of age, attend the Cameron County schools when possible. Individualized instruction is provided at the home in those special cases where the youth can't adapt to the school environment.

And in all efforts that require intergovernmental cooperation, the bureaucratic layers that must fit together are often joined by compromise. Northern Tier's group home is no exception.

In 1972 Grimone first conceived of the idea to help delinquent youth from this rural area. At that time he, along with Potter County Commissioner Eugene Erway, sat on the Governor's Justice Commission, and it was to that body that Grimone first turned for help.

Between 1972 and 1976, efforts to create a group home were redirected toward the creation of a conservation camp for adjudicated delinquents. Using old CCC camp grounds, which Northern Tier obtained through cooperation with the Pennsylvania Department of Environmental Resources, Grimone hoped to provide a facility where delinquent kids could get emotional help and at the same time work through some of their problems in a rigorous outdoor program.

After receiving $175,000 in 1976 from the Community Services Administration (formerly the Office of Economic Opportunity) for a two-year conservation camp operation, matching that with $20,000 from the state, and receiving technical assistance from the Governor's Justice Commission, Northern Tier ran into a road block put up by the state public welfare department.

**IN ORDER** to run the camp, Northern Tier needed to obtain an operating license from the public welfare department. Public welfare would not grant a license for a conservation camp, but would permit a group home. The significant differences between the two appear to be the number of youth that could live at the facility at a given time (the group home would house a smaller number of teenagers) and the lessened focus on outdoor activity in the group home setting.

With some squabbling between Northern Tier and the state welfare office, it was decided to call the facility a group home.

The four counties now served by the group home could gain additional benefits if a bill changing reimbursement rates for adjudicated youth passed the state legislature. This measure would allow counties to be reimbursed up to 90 per cent of their costs for sending one of their delinquent teenagers to a group home within their region, as opposed to the present 50 per cent reimbursement rate for a youth placed in a correctional institution.

**WHILE THE** financial benefits tied to the passage of this measure certainly are attractive to the four counties, the ability to keep their adjudicated youth in the area while they are rehabilitated is equally as important.

To this end, Northern Tier in cooperation with a local YMCA is also sponsoring an Outward Bound-type program. Outward Bound is a series of physical and social problem-solving tasks conducted in a challenging environment, such as the inner city or wilderness.

Northern Tier's program, to begin this summer, will combine paying participants with adjudicated delinquents who were placed in the program by the court as an alternative to institutionalization. The board overseeing the Outward Bound program, made up of local county commissioners, probation officers and businessmen, provides strong support and encouragement for the physical stress program.

A recognition of the difference between rural and urban delinquent teenagers provides the key to the entire effort. As one group home specialist put it, "The country kids don't even know how to fight like the big city kids—they still think there are rules when they fight."

—Carol J. Ott
NACoRF

# State Subsidies Are Partial Answer to Corrections Burden

**EDITOR'S NOTE: This is the third 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.**

WASHINGTON, D.C.—A local government can expect to spend $10,000 per cell and as much as $30,000 per inmate when planning a modern jail. "Add thousands for operating costs and you have a very expensive facility," said Daniel DeVos, assistant administrator of the National Clearinghouse for Criminal Justice Planning and Architecture, during a panel discussion on state subsidies held at the National Assembly on the Jail Crisis, Kansas City, Mo.

Given these economic considerations, a county may have no choice but to examine community-based correctional programs as one alternative to incarceration. DeVos suggested that the only way to make this alternative work, and to make it politically acceptable on the local level, is to insure that state subsidies provide incentives for community-based correctional programs, and to impose financial penalties for incarcerating those who do not warrant it.

Daniel Skoler, program development counsel for the Fund for Public Education, American Bar Association, noted that between 1965 and 1975, county correctional expenditures comprised the fastest growing item in criminal justice budgets.

**WHILE THIS** trend may not continue over the long run, Skoler noted, local jurisdictions will still pay more of the short-term costs as decentralization of state service delivery efforts continue, and community-based corrections remain an attractive alternative to state incarceration.

One reason for increasing expenditures by local governments beyond rising costs, Skoler said, is the increase in state subsidies. He noted that in 1975 almost $120 million, or 3.1 per cent of the total U.S. correctional funding, was paid by states to counties and municipalities for a variety of correctional services.

Jack Foster, projects director, Law and Justice Section of the Council of State Governments, stated, however, that few subsidy programs are directed specifically at the jail problem. They are used for residential placement of juveniles, and their main objective is to reduce commitments to the state by subsidizing local alternatives, he said.

Secondly, state dollars for local correctional services are not mere replacements for local dollars. Most subsidies are intended to promote additional services which are made possible with state financial assistance.

Foster concluded that state subsidies cannot be viewed as an answer to county budgetary restraints, adding, however, that they do enable local governments to provide a level or type of service which may be impossible without state assistance.

**REP. DONALD** Doyle of the Iowa General Assembly ended the panel by presenting an overview of the Iowa approach to community corrections and how state subsidies are used to encourage local programs.

After the panel on state subsidies, participants attended workshops to develop policy recommendations. The following were presented to the full assembly on its final day. In some cases, brief summaries of pertinent comments about the recommendations were made on the floor. Discussions that followed are not included in this article, but will be in the completed proceedings. It should be noted that these are the recommendations of the assembly and are not necessarily endorsed by any of the sponsoring organizations or by NACo:

- State subsidies should be paid to county and/or local units of government;
- Subsidies should be made available by the state, and should be accepted voluntarily by the local unit of government;
- There should be local input to state standards for use in subsidy programs;
- Subsidies should provide for an equalized level of appropriate services, based on some type of formula for need;
- Priorities should be set in local planning to insure the wise use of subsidies;
- Diversion from jail at some level should be provided for in the planning of subsidy use to help alleviate overcrowding and unnecessary jailing; other alternatives to incarceration should be developed.

—Criminal Justice Program
NACoRF

**SOLID WASTE SEMINAR**

# Hillenbrand on Energy Savings

CHICAGO, Ill.—"The concept of resource recovery represents a positive dimension to the traditional process for managing our nation's solid waste, and could solve a portion of our nation's energy, and raw material requirements" was the message NACo Executive Director Bernard F. Hillenbrand brought to a resource recovery seminar, sponsored by the Environmental Protection Agency (EPA).

Hillenbrand called for a partnership among all levels of government in order to successfully implement local resource recovery programs. In this partnership, he said, "the federal government is in a unique situation to make things happen."

For example, it was pointed out that the President's energy program does not consider the energy potential of resource recovery systems and energy savings from recycling programs.

"We cannot undertake new energy initiatives without examining the potential energy savings of resource recovery practices," he said.

At the same time, he pointed out that the federal government has recently mandated increased use of coal, as an energy source. "Why then, can't solid waste also be mandated as a form of energy and why can't obstacles to recycling be eliminated?"

Turning to the partnership role of local government, Hillenbrand asked local governments to solicit the support and cooperation of neighboring jurisdictions. "To be successful, resource recovery programs require volume and commitment," Hillenbrand said. "In addition, solid waste management programs must be operated on a "business-like basis" and should normally include a well operated and environmentally sound sanitary landfill."

Regarding sanitary landfills, Hillenbrand pointed out that the Resource Conservation and Recovery Act of 1976 will mandate the closure of all open dumps within the next five years.

"We are concerned that the new solid waste law is terribly underfunded," he said, adding that because of inadequate funding the law represents a "do-it-yourself kit" for local governments."

"This situation is upsetting because NACo worked two years to get the law passed," he told the group. "The law represents another example of how Congress believes that words alone will remedy local problems."

Hillenbrand warned that implementation of the Resource Conservation and Recovery Act will be difficult, if not impossible, in light of the "ridiculously low federal appropriation." Because of this, he said NACo will continue to work to insure adequate funding.

RESTORE STAINED GLASS—Freeholder Morris T. Longo inspects stained glass restoration project underway at Old Hudson County (N.J.) Courthouse. Engaged in the craft in a studio set up in the building are, from left: Angela Sinisi and Richard Capelli, both of North Bergen; Charles Barone, supervisor, of Hoboken; Longo, and Louis Guzman of Union City. The stained glass artisans all are employed under the county's Comprehensive Employment and Training Act (CETA) program, and went to school at night to learn the craft.

# Courthouse Project Pays Off

NEW JERSEY—A labor of love is underway at the Old Hudson County Courthouse.

It involves the restoration of approximately 400 stained glass panels, and will bear its first fruit in September when work on the huge stained glass dome is expected to be done.

The labor and the love are being provided by five Hudson County Comprehensive Employment and Training Act (CETA) employes who, a short while ago, had no idea they would be working as stained glass craftsmen.

Originally hired under the CETA program for various jobs, all five went to night classes for a year at Durhan Studios in Manhattan, where they studied under European masters to learn the art of making and restoring stained glass.

Each has become so proficient in the art that they have been offered substantially higher paying jobs elsewhere, but all refuse to consider a change until the work at the courthouse is complete. Some work is even done on their own time.

**THE COST** to restore all of the stained glass in the building is estimated at $180,000, utilizing the CETA workers. It would be several times that amount if the work were done by an outside firm. The funds have been provided by the state Department of Environmental Protection, Office of Historic Sites, and by the county's Community Development Program in concert with the federal government.

Freeholder Morris T. Longo, chairman of the Committee to Save the Old Courthouse, noted that in addition to the economic benefits gained by doing the work in-house, "the program also has provided these people with skills they can use for the rest of their lives."

Restoring the glass is a time consuming job that will take up to two years to complete. Each piece must be cleaned and damaged glass removed, and the larger panels in the dome have as many as 500 pieces, some as small as one by three inches.

The job entails removing the panels; soaking them in a lye solution for 72 hours to soften hardened putty; cleaning and brushing of the panels, and picking out the old putty.

**PATTERNS** are then made of the areas where glass is broken or missing, new glass is cut and inserted and soldering and puttying is done. Broken lead is repaired or replaced and is then wire brushed to restore its sheen.

It's a long, hard job but, as Barone put it, "I'm proud to be a part of it. It's a tremendous feeling of accomplishment to know that when you are finished you are going to leave behind something very worthwhile for the community."

# Amended Hatch Act Doesn't Still Critics

Continued from page 4.

ficers or organizers. They may run for office, manage campaigns or handle political funds.

Rep. Joseph L. Fisher (D-Va.) recalls that when the Hatch Act was passed in response to political coercion of WPA employes in the late 1930s, civil servants in Washington viewed it as "a truly landmark piece of legislation for their protection and betterment." Today, there's no evidence federal workers are clamoring for political "freedom." Indeed, when asked to perform a political act they can easily employ the shield of the 1939 law, saying, "Sorry, I'm hatched."

The result has been a federal work force that the public may perceive as unresponsive or inefficient—but not politically motivated.

A strong civil libertarian defense of the Hatch Act has been made by Washington attorney John Bolton for the American Enterprise Institute. "Non-governmental employes," he wrote, should "have the right not to have their freedom to engage in political activity 'chilled' by political activists who administer government programs. A politically active bureaucracy raises grave dangers that, at least in part, government by the people risks being replaced by government for the government."

"The potential for mischief in a politicized bureaucracy" is far greater now than in 1939, Rep. James Cleveland (R-N.H.) suggests. He notes a three-fold increase in the number of federal workers and the intrusion of government into vast new areas of American life through grants, contracting, regulatory activity and the power to bestow or withhold benefits or penalities.

**GOVERNMENT** employe unions, practically nonexistent in 1939, have also become a powerful force. "It may be that unions are far more capable of engaging in the systematic solicitation and intimidation of federal employes than a network of supervisors," Bolton contends.

Even while "hatched," federal workers and their unions have been spectacularly successful in getting Congress to raise salaries and award inflation-proof pensions that would be the envy of most private citizens. Without Hatch Act protections, the political machine organized for ever-increasing salaries and benefits might be well-nigh invincible.

The unions defeated a compromise proposal by Rep. Fisher, whose district has the most federal workers outside of Washington, D.C. Fisher would have let federal employes engage freely in politics at the state and local level, while continuing the Hatch Act bars to participation in presidential or congressional campaigns.

Friends of the Hatch Act fear that if it falls, the stage could be set for repeal of the "little Hatch acts" against political activity by state government workers, now enforced in a number of states. In both state and local elections, the problems of government workers mobilizing politically to "elect their own bosses" has become increasingly severe.

**ANOTHER** concern is that the Civil Service Commission, which caved in to political pressures during the Nixon administration, would have to decide which federal employes were in sensitive positions that should remain "hatched."

As passed by the House, Common Cause's Cohen says, the Hatch Act repealer "doesn't come close to drawing a reasonable balance between the values of political participation and a non-politicized civil service." One can only hope the Senate will have serious second thoughts about the matter.



# EPA's Solid Waste Office Reorganized

WASHINGTON, D.C.—The Environmental Protection (EPA) Office of Solid Waste Management has been shifted from the Office of Air and Waste Management to the Office of Water and Hazardous Materials.

The reorganization, approved by Douglas Costle, EPA administrator, comes at a time when the new solid waste law (Resource Conservation and Recovery Act of 1976) will soon be implemented.

Thomas C. Jorling, the assistant administrator for Water and Hazardous Materials, will now be responsible for the federal solid waste management program.

The reorganization is expected to be limited to transferring all solid waste personnel, positions and resources, without any internal reorganization within the Office of Solid Waste. No change is also expected in the 10 EPA regional offices.

*County News* will report the impact of this reorganization on counties as further developments unfold.

# Jerry FROCKT

EXECUTIVE DIRECTOR KENTUCKY ASSOCIATION of COUNTIES

RECEIVED HIS BA., IN POLITICAL SCIENCE AND HISTORY, FROM WESTERN KENTUCKY UNIVERSITY, AND HIS MASTERS FROM THE UNIVERSITY OF CINCINNATI IN PUBLIC ADMINISTRATION.

IN 1974 HE BECAME THE FIRST EXECUTIVE DIRECTOR OF THE KENTUCKY ASSOCIATION OF COUNTIES.

HIS PREVIOUS EMPLOYMENT RECORD INCLUDED WORKING AS AN AIDE TO A CITY COUNCILMAN WHILE HE WAS WITH THE INSTITUTE OF GOVERNMENT RESEARCH AT THE UNIVERSITY OF CINCINNATI, ADMINISTRATIVE ASSISTANT TO THE CITY MANAGER OF YONKERS, N.Y., CHAIRMAN OF THE CITY-COUNTY MERGER COMMITTEE IN LEXINGTON, KENTUCKY---


DIRECTOR OF PLANNING SERVICES FOR THE CITY-COUNTY PLANNING COMMISSION IN LEXINGTON AND FAYETTE COUNTY, KENTUCKY FINANCE DIRECTOR.

JERRY IS A MEMBER OF INTERNATIONAL CITY MANAGEMENT ASSOCIATION MUNICIPAL FINANCE OFFICERS ASSOCIATION NATIONAL COUNCIL OF COUNTY ASSOCIATION EXECUTIVES KENTUCKY AD HOC COMMITTEE FOR JUDICIAL AMENDMENTS KENTUCKY GOVERNOR'S TASK FORCE ON MODEL PROCUREMENTS KENTUCKY GOVERNOR'S TASK FORCE ON JUVENILE DELINQUENCY.

BOATING AND TENNIS ARE HIS FAVORITE OFF-DUTY HOBBIES.

# Frockt Resigns Kentucky Post

KENTUCKY—Jerry Frockt, first executive director of the Kentucky Association of Counties (KACo), has resigned to lead charter commission efforts in Palm Beach County, Fla. He will assume his new duties in mid-August.

The KACo board is forming a search committee to find a new executive director. The position requires a bachelors degree, preferably in public administration or political science; extensive experience in association management including lobbying and convention management; and familiarity and/or experience with county government.

Send resumes by Aug. 15 to Frockt at P.O. Box 345, Frankfort, Ky. 40401.

# County Bulletin Board

## Coming Events

### Please Clip and Save for Easy Reference to NACo Happenings

**July 23-27**—NACo Annual Conference, Detroit, Mich. Rod Kendig, (202) 785-9577.

**July 28-30**—Mississippi Chancery Clerks' Association, annual meeting, Ramada Inn, Tupelo. Jerry Lee Clayton, president, Box 1785, Tupelo 38801.

**August 3-5**—South Carolina Association of Counties, annual meeting, Landmark Inn, Myrtle Beach. Russell B. Shetterly, executive director, 803-252-7255.

**August 4-6**—Michigan Association of Counties, summer conference, Boyne Mountain, Boyne Falls. A. Barry McGuire, 517-372-5374.

**August 7-10**—County Commissioners' Association of Ohio, annual summer convention, Canton. A.R. Maslar, executive director, 614-221-5627.

**August 11-13**—Mississippi Assessors' and Collectors Association, annual meeting, Sheraton, Biloxi. Sue Husband, president, Raleigh, Miss. 39153.

**August 14-17**—West Virginia Association of County Officials, annual meeting of county commissioners, Lakeview Country Club, Morgantown. Gene Elkins, 304-346-0592.

**August 18-20**—Maryland Association of Counties, summer meeting, Convention Center, Ocean City. Joseph J. Murnane, executive director, 301-268-5884.

**August 18-20**—Mississippi Circuit Clerks' Association, annual meeting, GTL Motel, Sardis. William E. McKinley, 601-355-0653.

**August 18-21**—North Carolina Association of County Commissioners, annual meeting, Radisson Hotel, Charlotte. C. Ronald Aycock, 919-832-2893.

**August 21-23**—Virginia Association of Counties, Local Government Officials Conference, Ramada Inn, Charlottesville. George Long, 804-973-7557.

**September 9-11**—Maine County Commissioners Association, annual meeting, Downtown Holiday Inn, Bangor. Roland Landry, 207-782-6131.

**September 9-11**—New Hampshire Association of Counties, annual meeting, Brickyard Mountain, Laconia. Peter Spaulding, 603-228-0331.

**September 12-16**—Washington State County Assessors Association, annual meeting, Rosario, Orcas Island. Lyle T. Watson, executive director, Washington State Association of Counties, 206-943-1812.

**September 13-16**—South Dakota Association of County Commissioners, 63rd Annual Conference, New Convention Center, Rapid City. Neal Strand, executive director, 605-224-8654.

**September 14-16**—Federal Aid Briefing, Hyatt Regency, Washington, D.C. Linda Church, 202-785-9577.

**September 18-21**—New York State Association of Counties, fall seminar, Hotel Concord, Kiamesha Lake. Edwin Crawford, executive director, 518-465-1473.

**September 21-22**—Association of Arkansas Counties, annual meeting, Arlington Hotel, Hot Springs. Courtney Langston, 501-372-7550.

**September 22-24**—State Association of County Commissioners of Florida, annual conference, Carlton House Resort Hotel, Orlando. E.R. "Eddie" Hafner, executive director, 904-224-3148.

**September 25-28**—Wisconsin County Boards Association, annual convention, Holiday Inn, Stevens Point. Robert Mortensen, executive director, 608-256-2324.

**September 27-29**—Wyoming Association of County Officers and Wyoming County Commissioners Association, annual meeting, Ramada Inn, Casper. Vincent V. Picard, 307-766-5166.

**September 29-30**—Tennessee County Services Association, fall meeting, Read House and Motor Inn, Chattanooga. Ralph J. Harris, 615-242-5591.

**October 5-7**—Iowa State Association of Counties, annual school of instruction, Hilton, Des Moines. Donald Cleveland, 515-244-7181.

**October 11-13**—Washington Association of County Officials, annual conference, SeaTac Motor Inn, Seattle, King County. Lyle T. Watson, 206-943-1812.

**October 16-19**—Association of Counties and Regions of Ontario, annual meeting, Sheraton-Brock Hotel, Niagara Falls, Canada. Sheila Richardson, 705-325-5064.

**October 18-20**—County Judges and Commissioners Association of Texas, 55th annual conference, Gunter Hotel, San Antonio. Derwood Wimpee, president, 214-722-5152.

**October 19-20**—Association County Commissioners of Georgia, Better Informed Public Officials Conference, Marriott Motor Hotel, Atlanta. Hill Healan, 404-522-5022.

**October 25-26**—Idaho Association of Commissioners and Clerks, annual meeting, Holiday Inn, Pocatello. Dean Huntsman, 208-345-9126.

**October 26-28**—County Supervisors Association of California, annual meeting, Sacramento. Richard Watson, 916-441-4011.

**October 27-28**—Idaho Association of Counties, annual meeting, Holiday Inn, Pocatello. Dean G. Huntsman, 208-345-9126.

**November 2-4**—Arizona Association of Counties, 11th annual winter meeting, Safari Hotel, Scotsdale. Richard W. Casey, 602-252-6563.

**November 8-10**—Association of Minnesota Counties, annual meeting, Arrow Wood Lodge, Alexandria. James Shipman, 612-222-5821.

**November 10-12**—Nevada Association of County Commissioners, annual meeting, Cal-Neva Lodge, Crystal Bay, Lake Tahoe. Harold P. Dayton Jr., 702-588-2463.

**November 13-15**—Virginia Association of Counties, annual meeting, Ft. Magruder Quality Inn, Williamsburg. George Long, 804-973-7557.

**November 13-15**—Kansas Association of Counties, annual meeting with the Kansas Officials Council, Broadview Hotel, Wichita. Fred Allen, executive secretary, 913-233-2271.

**November 15-18**—Colorado Counties Inc., annual meeting, Four Seasons, Colorado Springs. Clark Buckler, executive director, 303-534-6326.

**November 16-18**—Association of Oregon Counties, annual meeting, Valley River, Eugene. P. Jerry Orrick, executive director, 503-585-8351.

**November 16-18**—Kentucky Association of Counties, annual meeting, Galt House, Louisville. Jerry Frockt, 502-223-7668.

**November 29-30 and December 1**—Nebraska Association of County Officials, annual meeting, Holiday Inn, Omaha. Gerald Stromer, executive director, 402-477-8291.

**November 30-December 1-2**—Missouri Association of Counties, annual meeting, Lodge of the Four Seasons, Lake of the Ozarks. Tony Hiesberger, 314-634-2120.

**December 5-7**—County Commissioners' Association of Ohio and County Engineers' Association of Ohio, annual joint winter convention, Neil House, Columbus. A.R. Maslar, executive director, 614-221-5627.

**December 7-9**—Maryland Association of Counties, winter meeting, Hunt Valley Inn, Baltimore County. Joseph J. Murnane, 301-268-5884.

**December 7-9**—Hawaii State Association of Counties, annual Kona. Burt Tsuchiya, president, 808-245-4771.

**December 11-14**—Manpower Conference, Fairmont Hotel, San Francisco, Calif. Nancy ReMine, staff contact, 202-785-9577.

**December 15-16**—Association of County Commissions of Alabama, mid-winter conference, Grand Hotel, Point Clear. O.H. "Buddy" Sharpless, executive director, 205-263-7594.

## Job Opportunities

**Assistant County Engineer.** Lake County, Fla. Salary commensurate with qualifications and experience. Requires civil engineer degree; experience in paving and drainage design and construction; knowledge of traffic control devices and survey work. Managerial and supervisory experience necessary. Resume to Personnel Director, Lake County, P.O. Box 781, Tavares, Fla. 32778.

**Director of Arrowhead Regional Corrections Board,** Duluth, Minn. Salary, $25,000 negotiable; liberal fringe benefits. Administrative head of six county system responsible for long range planning and administration of programs, budget, and personnel. Requires advanced degree in criminal justice or related field and at least three years of progressively responsible work experience; five years administrative experience in corrections or related field and a bachelors degree may be substituted for the advanced degree. Resume with references by Aug. 1 to Arrowhead Regional Corrections Board, 211, West 2nd St., Duluth, Minn. 55802.

**Director of Employe Relations,** Dade County, Fla. Salary negotiable. Experienced professional needed to direct a unified employe relations department, including labor negotiations, grievance resolution, personnel administration, affirmative action, safety, and salary administration. Requires career history of high level contribution to policy development in a multi-dimensional public or private organization. Extensive experience and educational attainment will weigh heavily. Resume with salary requirements by Aug. 31 to M.R. Steirheim, Metropolitan Dade County, Fla., Office of the County Manager, 911 Courthouse, Miami, Fla. 33130.

**Director of Mental Health,** Sacramento County, Calif. Salary negotiable. Responsible for extensive comprehensive community mental health services and substance abuse program with an $18 million budget and 110 full-time employes. For more details contact N.W. Patton, Personnel Officer, Sacramento County Health Agency, Suite 412, 717 K St., Sacramento, Calif. 95814, (916) 446-6533 or Frank Mesich, Supervisor Employment Office, 801 G St., Room 131, Sacramento, Calif. 95814, (916) 440-5593, by Aug. 15.

**Executive Director,** Kentucky Association of Counties, Frankfort, Ky. Salary $20,000 to $25,000 plus fringe benefits. Requires bachelors degree, preferably in public administration or political science; extensive experience in association management including lobbying and convention management; and familiarity and/or experience with county government. Deadline Aug. 15. Send resume to Jerry Frock, Executive Director, Kentucky Association of Counties, P.O. Box 345, Frankfort, Ky. 40401.

**Manager of Compensation,** Allegheny County, Pa. Salary negotiable. Manages section of a completely reorganized employe-relations department. Broad responsibilities for instituting and monitoring a comprehensive wage and salary program for the county. Requires 3 to 5 years of wage/salary compensation experience including preparation and evaluation of hourly and salary position descriptions and active participation in area wage surveys. Also requires managerial competence to guide a staff in implementing and maintaining sound compensation policies within both a union and non-union environment. Resume including recent salary history and present salary requirements to: Director of Employe Relations, 224 Court House, Pittsburgh, Pa. 15219.

**Zoning/Subdivision Administrator,** St. Mary's County. Salary $14,741 (plus). County government division head to administer zoning ordinance and subdivision regulations in a progressive rural county. Requires BS/BA in engineering, urban planning, landscape architecture, public administration or allied field and five years experience in planning or zoning. Resumes to Personnel Officer, Courthouse, Post Office Box 351, Leonardtown, Md., not later than July 22.

**Personnel Officer,** Missoula County, Mont. $15,000, plus excellent fringe benefits. Control of personnel function including Equal Employment Opportunity Program for county of 65,000. Approximately 350 employes, plus 250 as program agent for CETA. Requires reasonable experience in personnel administration with a bachelor's degree in same or a closely related field; working knowledge of EEO regulations required. Send resume by Aug. 19 to Missoula County Personnel Office, County Courthouse Annex, Room 210, Missoula, Mont. 59801, (406) 543-7130.

**Solid Waste Program Manager,** Rock County, Wis. $12,532-$16,932. Initiates, develops, modifies, and improves solid waste management facilities and systems; establishes, maintains liaison with local utilities, industries, government agencies; manages county's solid waste program. Requires masters degree or bachelors degree in environmental engineering or public administration and/or equivalent related experience, including considerable knowledge of solid waste management systems and administrative and inter-personnel skills. Resume to Personnel Office, Rock County Courthouse, 51 South Main St., Janesville, Wis. 53545.

**Treatment Plant Superintendent.** Amherst, N.Y. Salary commensurate with experience. Responsible for the administration, operation and maintenance of a new 24MGD Waste Water Treatment Plant for a town of 110,000. Position requires a degree in civil or sanitary engineering supplemented by courses in chemistry and biology, or in chemical engineering; five years of progressively responsible experience in the operation and maintenance of a large municipal waste water treatment facility utilizing activated-sludge process, two years of which must have been in a responsible supervisory capacity; possession of or ability to obtain a New York State 1A Grade certification. Resume and salary requirements to: Patrick R. Pujolas, Personnel Director, Town of Amherst, 5583 Mean St., Williamsville, N.Y. 14221.

**Personnel Director,** Portland Metropolitan Area County with 800 employes and a $37 million budget. Salary $22,848 to $29,148. Responsible for all aspects of personnel system. Serves as chief civil service examiner. Requires extensive knowledge of public personnel administration. Requires bachelors degree and four years of progressively responsible experience. Resume by July 29 to Clachanus County Civil Service Commission, 168 Warner-Milne Road, Oregon City, Ore. 97045, (503) 655-8459.

**Internal Auditor II,** San Bernardino County, Calif. Salary to $1,445 per month depending on experience and administrative approval. Responsible for performing financial and operational audits of county departments, courts, and special districts and to coordinate with top-level management in maintaining effective managerial control. Requires 24 semester units of college course work in accounting and two years of internal auditing experience one year of which was involved in operational auditing. Resume to San Bernadino County, Personnel Office, 157 West Fifth Street, San Bernadino, Calif., 92415. 714-383-2061.

**Economic Development/Grants Specialist.** Sullivan County, N.Y. Salary $12,000-$15,000. Involves full range of professional activities including preparation of overall economic development plan and program of implementation based on long-range, comprehensive countywide goals and objectives which stress protecting and enhancing county's unique environmental resources; conduct of economic analyses, commercial and industrial feasibility studies, social and environmental impact evaluations; provision of advice and assistance to potential business and industrial prospects; and initiation and administration of private/state/federal grant programs. Requires bachelors degree in business administration, economics, planning, or related field plus substantial full-time professional exprience. Masters degree may substitute for some experience. Minority candidates and women are encouraged to apply. Resume and salary requirements to David Seibert, Commissioner of Planning, Sullivan County Government Center, Monticello, N.Y. 12701.

**Employment and Training Program Director,** Orange County, N.Y. Salary: $14,770-$18,770. Responsible for planning, organizing, and directing an effective, comprehensive county employment and training program in a prime sponsor agency. Bachlors degree in public or business administration, social science, human services or related field and five years full time paid experience in job or manpower development and analysis, personnel counseling or placement, public administration, economics, labor or industrial relations, or related field, two years of which were in a responsible supervisory capacity. Resume to Commissioner of Personnel, Department of Personnel, County of Orange, Government Center, Goshen, N.Y. 10924. Deadline July 29.

**Planning Community Development Director,** Sacramento County, Calif. Salary $28,900 to $31,900 per year. Liberal executive fringe benefit program. Supervises a department of 41 employes with an annual operating budget of $900,000. Responsible for functions associated with adminstration of zoning, long range planning and special projects, and community development planning in unincorporated area. Requires five years of responsible administrative experience, three of which must have been in a related field, and a four year college degree in a related field. Related experience may be substituted on a year-for-year basis for education. Postition description, application and supplemental questionnaire may be obtained by writing Gerald Pauley, Director of Personnel Management, 901 G Street, Sacramento, Calif. 95814. 916-440-5593 or 5876. Deadline Aug. 15.

# Washington Briefs

• **Public Works.** Economic Development Administration (EDA) has amended Public Works Regulations (1) to enable counties to share in unallocated public works grants and (2) establish criteria by which schools in unincorporated areas may share in county planning targets. Over $200 million in grants have not been allocated, with counties now expected to receive a minimum of 60 per cent of this total. Revised allocations to be released by EDA shortly. See page 3.

• **Community Development.** A House-Senate Conference Committee meeting to resolve the differences between each body's version of H.R. 6655, the Community Development Amendments of 1977, remains deadlocked over the issue of a formula system to distribute block grant funds. House bill provides a dual formula system while Senate bill provides a three formula system for funding metropolitan cities and urban counties. The Senate three formula system requires additional funding which would be taken from the $400 million Urban Development Action Grant program and is opposed by the Administration and the organizations representing cities and counties. Efforts to strike a compromise so far have failed. In a related action a conference committee on the fiscal '78 HUD Appropriations bill, H.R. 7554, has approved $4 billion for Community Development and $5 million for Section 701 Comprehensive Planning and Management Program. It also disapproved a provision in the House version of the bill prohibiting HUD from funding metropolitan cities and urban counties for planning activities.

• **Clean Water.** Senate Public Works Committee marking up amendments to the 1972 Federal Water Pollution Control Act. Committee considering extensive areas including: types of projects eligible for funding; user fee requirements; state certification; municipal extensions; incentives for conservation; industrial cost recovery; state permit program; 208 program. Roll-call votes on issues at press time. House committee has not held hearings on many of the controversial issues.

• **Clean Air.** Conferees will begin meeting today. Relaxation of auto emission standards major controversy. NACo position is to prevent delays.

• **Universal Voter Registration.** House to consider H.R. 5400, same-day registration proposal this week. Outcome uncertain though observers believe it will pass by small margin. No Senate action scheduled.

**HEW/DOL Appropriation.** Senate/House conferees will meet this week to iron out differences between their versions. By a vote of 71-18, the Senate approved $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. The House version provides for no exceptions. 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. Senate version provides $56.1 billion for HEW, some $1.1 billion less than the House version. Health programs amount to $6.4 billion in the Senate bill, $414.3 million less than House version. Bill should be passed by both chambers before the August recess.

• **LEAA Appropriations.** Conference committee recommends LEAA funding for fiscal '78 of $647 million. See page 1.

• **Food Stamps.** House floor action July 18, 19, and 20.

• **Welfare Reform.** County officials met with Labor Secretary Ray Marshall and White House staff to discuss the jobs aspects of welfare reform. New Coalition of county, city and state officials meeting July 20 with HEW, DOL and Administration principals. See page 2.

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

• **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 this week.

• **Child Welfare Services Proposal.** Health, Education and Welfare Secretary Joseph Califano introduced Administration proposal to Senate Finance Committee. See page 2.

• **Countercyclical.** Checks for the first quarterly payment under the new law mailed July 8. Quarterly allocation of $515 million was provided instead of the expected $545 million. See page 1.

• **Social Security Financing Proposals.** Supervisor Mike Mett, Milwaukee County, Wis., testified before the Senate subcommittee on Social Security on July 15. Mett discussed the implications of the proposed funding changes on state and local governments' frequency to withdraw from the system.

• **Lobby Registration.** House Judiciary subcommittee on administrative law 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 supports equal treatment for all government officials and employes—federal, state and county. Full Judiciary Committee action likely after August recess.

• **Payments-in-Lieu.** Payments-in-lieu appropriation for fiscal '78 goes to the President for signature. Both Houses last week approved the Interior Appropriations Bill, H.R. 7636, that includes $100 million for the payments-in-lieu program. This will provide for the second year payments to counties. Carter previously signed the supplemental appropriation for first year payments. His signature is anticipated for this bill also.

• **Intergovernmental Personnel Act (IPA) Appropriations.** House tentatively scheduled to vote on Conference Report No. 95-378, Treasury, Postal Service and General Government Appropriations bill July 14. House/Senate conferees approved NACo supported level of $20 million for IPA before the July 4 recess, an increase of $5 million over the fiscal '78 budget request. Passage expected. State allocations may be obtained from Ann Simpson at NACo.

• **Minimum Wage.** The Administration, organized labor and congressional leaders have reached agreement on the minimum wage level. Effective next year, if the bill passes, minimum wage will be raised from $2.30 to $2.65 an hour with automatic annual increases in the future. Compromise was reached after long controversy over the formula for indexing in the future. Subcommittee on labor standards (House Education) chaired by Rep. John Dent (D-Pa.) is scheduled to act on the bill this week and next week. Senate action not expected to occur until after House completes markup.

• **Hospital Cost Containment.** Markup on several versions of a hospital cost containment bill in House and Senate this weekend. Rep. Dan Rostenkowski, chairman, House Ways and Means health subcommittee, will hold a markup session on July 19 to 22. Sen. Ted Kennedy, chairman, Senate Human Resources health subcommittee, will mark up a bill on July 21. Rep. Paul Rogers, chairman, House Commerce health subcommittee, will hold hearings on H.R. 8121 at the end of the month.

• **Surface Transportation.** Surface transportation subcommittee chairman Rep. Jim Howard (D-N.J.) plans to introduce a comprehensive highway safety-transit bill before the August recess. Thorough hearings in the fall will lead to early action next year, he hopes. Bill is expected to provide for a $10 billion annual highway program, including $2 billion for bridges, plus $4 billion annually for transit. No action on either highways or transit is expected this year in the House.

• **Hatch Act.** Senate Governmental Affairs Committee will begin hearings on S. 80, S. 980 and H.R. 10 to reform the Hatch Act. Chairman Abraham Ribicoff (D-Conn.) has scheduled congressional witness to testify on July 18 to 19. Rep. Clay (D-Mo.) will testify as key sponsors of H.R. 10 which passed the House several weeks ago. Bill is expected to face controversy in the Senate. See Peirce column, page 4.

• **Asphalt.** NACo is looking at the potential impact of the proposed wellhead tax on crude oil on the price of asphalt. Some counties have reported an expected doubling in the cost of hot mix asphalt if proposed tax is enacted. The provision, which is included in a Ways and Means Committee bill, H.R. 6831, now being considered by the Ad Hoc Committee on Energy, would force the price of domestic crude oil to the world price. About 57 per cent of domestic oil would increase from $5.50 to $14 a barrel as a result.

• **Medicaid Fraud and Abuse.** House Commerce Committee approved the Medicare and Medicaid Anti-fraud and Abuse Amendments, H.R. 3, last week. Bill now goes to House floor. Senate will act on its version, S. 14, before August recess. NACo supports these amendments.

• **Medicaid Penalties.** House approved an amendment to H.R. 1404 that postpones the HEW deadline for compliance with Medicaid utilization review requirements. Counties now have three months to comply with the regulations before Medicaid funds are reduced. Senate Finance Committee will propose a permanent solution by amending H.R. 3. Senate will take up the bill later this month.

• **Rural Development.** House-Senate Conference Committee on Agriculture Appropriations to convene shortly on rural development funding for fiscal '78. All programs to be funded equal to or above current funding levels, including Water and Waste Disposal Grants and Loans recommended at $250 million and $750 million respectively; Community Facility Loans at $250 million; Business and Industrial Development Loans at $1 billion. Senate recommended $10 million for Comprehensive Rural Development Planning Grants, heretofore unfunded. Agreement by Conference Committee and final action on bill expected before end of July.

• **Refugees.** Indo-Chinese Refuge Assistance Program, H.R. 6574 and H.R. 7946, awaits administrative action. See page 2.

• **EEOC Guidelines.** Controversy over one set of uniform testing guidelines is still unresolved as the new chairperson of EEOC and Civil Service Committees chairman attempt to develop a more workable draft. A third set of guidelines scheduled for release by July 15. NACo will continue to advance support for the Uniform Selection Guidelines released on Nov. 23, 1976.

• **Labor Law Reform.** Labor leaders have been working with Administration officials on a labor reform package. Tentative agreements were reached on the contents of a national labor law. The package will not include repeal of state right to work laws (Section 14b) of the Taft-Hartley Act, nor will it provide for mandatory coverage of state and local employes. Agreements reached deal primarily with concentrating on reforms that will facilitate union organization, especially in the South and West. Labor is expected to push for repeal of Section 14b in a separate bill without President Carter's endorsement.

• **Aircraft Noise.** Rep. Glenn M. Anderson (D-Calif.), chairman of the aviation subcommittee of the House Committee on Public Works, has introduced an amended bill, H.R. 8124. NACo has opposed a provision extending until 1990 deadlines for reductions in noise by the airlines. See page 3.

• **Aviation Regulatory Reform.** Senate aviation subcommittee marking up its bill.

## 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** | Checks out in July. |
| **Health Insurance** | NACo supporting hospital cost cap. |
| **Payments-in-Lieu** | Appropriation to President. |
| **Community Development** | House and Senate conference. |
| **Rural Development** | House-Senate conference pending. |
| **Transportation** | Comprehensive bill to be introduced. |
| **Water Pollution** | Senate committee hearings continue. |
| **Air Pollution** | Conferees appointed. |
| **LEAA** | House Conference Committee recommends fiscal '78 funding. |
| **Land and Water Conservation Fund** | Senate approves full fiscal '78 funding. |

# Antirecession Regs Changed

**Continued from page 1**

rather than $545 million.

Revised draft regulations based on the 1977 amendments will probably be issued within two weeks. In the June 24 *Federal Register*, the Office of Revenue Sharing (ORS) published an administrative ruling clarifying the changes made in the program by the amendments. All funds (whether received under the original law or the amendments) not appropriated prior to July 1, must comply with the new regulations.

The major changes in the program and regulations are:

• Funds may not be used for "purchase of capital assets such as equipment and motor vehicles" (NACo is seeking further clarification of this since such purchases were permitted under the old law and regulations).

• Civil rights and audit provisions are the same as those under general revenue sharing.

• All local governments will compete for a share of available funds, based on local unemployment rates. There will be no "balance of state" allocations.

Recipient governments were notified that a special report mailed on May 6 was due May 30. This deadline has been extended to Aug. 30. Failure to return a completed report by then can jeopardize receipt of future payments.

Governments with questions regarding the program should write Dr. Kent Peterson, Assistant Director for Antirecession Fiscal Assistance, Office of Revenue Sharing, Department of the Treasury, Washington, D.C. 20226, or call (202) 634-5597.

# Food Stamp Action Set

WASHINGTON, D.C.–The food stamp legislation, H.R. 7940, is scheduled for floor action July 18-20. The bill incorporates most of NACo's positions, including elimination of the purchase requirement and targeted deductions for shelter and child care.

The final version of the bill includes a pilot project in each state under which stamp recipients will be required to work. The cost effectiveness of this program will be analyzed by the Departments of Agriculture and Labor and will be the basis for regulations to be reported to Congress 18 months after enactment of the legislation.

Several admendments are expected to be offered on the floor which NACo will oppose:

• **Recoupment** would require food stamp recipients, whose adjusted gross income (for tax purposes) exceeds twice the applicable poverty line in any given calendar year, to pay back the food stamp benefits that they received during the year. While the concept of recoupment may appear attractive, it would: (1) be administratively infeasible for both local and federal administrators; (2) cause untold hardships on recipients; (3) discriminate against working people; and (4) probably cost more to implement than would be recovered from "higher income households."

• **Ceiling** would set a spending ceiling of $5.6 billion for the program annually.

The primary basis for rejection centers on the unpredictability of inflation and unemployment. The food stamp program is an entitlement program. Expenditure ceilings are not placed on any other entitlement program or farm support programs.

Amendments which would deny food stamps to strikers and their families, and which would increase the number of "food for work" pilot projects are also expected to be offered on the floor.

# Welfare Reform Meeting Held

**Continued from page 2**

of Vice President Mondale's staff.

Dealaman restated the counties expectation for a comprehensive and timely Administration proposal as distinguished from fragmented selection of issues.

Williams cautioned against the value of regarding recipients of maintenance and services as socially separate from the population mainstreams, pointing out that many potential recipients in urban areas will have a history of self support.

Other efforts by the Administration to reach agreement on unresolved welfare reform issues include a July 20 briefing of the New Coalition by HEW Secretary Joseph Califano, Marshall, and Stuart Eisenstadt, White House Domestic Policy head. NACo's New Coalition members President Dan Lynch, Douglas County (Neb.) commissioner; Cutler; Terrance Pitts, Milwaukee County (Wis.) supervisor; and Frank Jungas, Cottonwood County (Minn.) commissioner, will attend.