

This Week

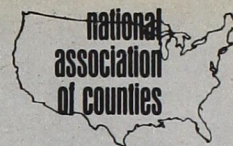
- Special Report on Grants, page 5.
- Legislative Update, page 14.

Vol. 9, No. 30

County News

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

July 25, 1977



Washington, D.C.

Breakthrough in Same-day Registration

WASHINGTON, D.C.—The White House has agreed to amend its Universal Registration proposal, H.R. 5400, making passage almost certain. Decision on the controversial same-day registration measure came last week when the Democratic leadership discovered that H.R. 5400 did not have enough votes to assure victory. The measure will come before the House this week.

Breakthrough came when the Administration agreed to support an amendment originally proposed by Rep. Bill Frenzel (R-Minn.) that would make the same-day registration legislation optional for individual states. H.R. 5400 calls for mandatory implementation. Earlier, supporters of the bill indicated they were willing to accept an amendment that would make the measure optional in 1978 and mandatory thereafter, but even that was not enough to draw needed support.

H.R. 5400, in its present form, mandates that states make it possible for potential voters to register and vote at the polls on election day for federal elections. The measure provides fiscal assistance to help defray the costs of implementation and provides incentives for state and local governments to allow same-day registration for state and local elections as well. The Administration feels that the proposal would help to eliminate institutional barriers which many believe inhibit voter turnout.

LA to Sue for Medical Costs of Illegal Aliens

LOS ANGELES, Calif.—The County of Los Angeles will soon file suit against the Immigration and Naturalization Service (INS) to recover \$50.7 million in medical cost for a one year period for undocumented (illegal) aliens in the county. Los Angeles computed these costs by the same methods used to compute reimbursement for Medicaid.

The suit will be filed as a result of a 4 to 1 board motion on July 19, with Supervisor Ed Edeleman voting against the action.

Basis for the suit will be "dereliction of duty and authority on the part of INS in the control of the illegal alien population; and failure to take action to reimburse the county for the emergency and other health costs for illegal aliens."

Earlier this year most Washington observers predicted the measure would sail easily through Congress. But a growing concern over the potential for fraud—many claimed was inherent in the same-day process—caused the bill to be removed from the House floor two months ago. It appeared then the measure was in danger of failing altogether. Both President Carter and Vice President Mondale have actively worked to garner support for H.R. 5400, but congressional mail from state and local election officials was running heavily against the proposal. Pressure to drop or defeat the bill also came from big city political organizations of both parties, and House Republicans. Support was also weak among Democratic congressmen from the South and Southwest.

The proposed amendment, if adopted this week, will water down H.R. 5400 considerably because states already have the ability to implement same-day registration systems. The bill would merely provide financial incentives for states to adopt a same-day registration system. Five states presently use some form of same-day registration.

SEVERAL OTHER amendments will be considered when the bill comes before the House this week. Among them will be efforts to strengthen identification requirements for potential registrants and voters; to establish a provision for satellite polls for same-day registrants so that they would not be processed at the same places as preregistered voters; and to add additional fiscal incentives for participation of the states.

Both NACo and the National Association of County Recorders and Clerks (NACRC) have advocated making same-day registration optional for some months and have testified before both House and Senate committees supporting a number of amendments, most of which have been adopted.

Action on the Senate counterpart, S. 1072, is uncertain at this point. Until the optional amendment was agreed to last week, it seemed unlikely the proposal would come before the Senate this year. Opposition seemed stronger in the Senate than in the House and a filibuster was expected. It is not yet clear whether the pending House action has changed the climate in the Senate.

Detroit Welcomes NACo



More than 3,000 county officials and their families are attending NACo's 42nd Annual Conference in Detroit (Wayne County), Mich. this week. Just minutes away from their hotels is Washington Boulevard where Detroit police officers have donned uniforms of bygone eras. Wayne County Commissioners Ervin A. Steiner Jr. (center) and Richard E. Manning (right) watch police officer Gerald Kish help a youngster onto the city's new antique trolley.

FOR AGING PROGRAMS

Cash Confusion Cleared

WASHINGTON, D.C.—Contrary to what some federal officials may believe, counties are not required to supply cash as the local match for programs supported by the Older Americans Act.

According to M. Gene Handelsman, director of the Office of State and Community Programs at the Department of Health, Education, and Welfare (HEW), counties may provide "in-kind resources" such as office space, equipment, and supplies to obtain grants to fund services for the elderly.

Some county officials, however, have been told otherwise by misinformed federal and state officials.

For example, a participant at an April conference on counties and the elderly in Kansas City, Mo., mentioned the need to change the supposed cash-only requirement because his county was having difficulty finding the necessary money, and services for the elderly were being threatened.

STAFF OF the Aging Program at NACo's Research Foundation had, just prior to the conference, requested a clarification from HEW about this "mysterious" cash-only requirement which could not be traced to any legislation or regulation.

Confusion about the existence of such a requirement extended up to the Office of the Secretary at HEW.

On June 3 Handelsman wrote the Aging Program staff that no such cash-only requirement existed for programs funded under the Older Americans Act.

"Consistent with the general policies regarding the allowability of costs used for matching," his letter continued, "this requirement may be met through the use of cash or in-kind resources."

A non-existent cash requirement is not the only "myth" which may unnecessarily restrict the delivery of services to elderly citizens.

AT THE THREE conferences on counties and the elderly sponsored by the Aging Program this year, several county officials complained about a supposed federal restriction on the amount of funds available under the Title VII nutrition program that could be used to support meals-on-wheels for the elderly.

These county officials had been told that only 10 per cent of the Title

VII funds could be used for meals on wheels.

Donald Watkins, of the Office of State and Community Programs at HEW, explains that the 10 per cent figure was a suggested maximum—not a limit—that was dropped in 1975.

Today, Watkins says, the federal government only requires the state agency on aging to investigate a local agency that is using more than 15 per cent of its funds for meals on wheels. The investigation must verify that the meals are actually reaching elderly people and that those elderly people are actually incapable of traveling to a congregate meal site.

If the meals are being delivered to meet the needs of the household—and not just to suit the convenience of people who don't want to go to visit the community's hot-meal center—there is no restriction on the number of meals on wheels that can be funded with Title VII.

"Some state officials don't read (federal) regulations very carefully," Watkins comments.

ANOTHER misunderstanding that may affect the elderly is the belief that services for the elderly are among the priority uses of general revenue sharing funds.

See CASH, page 2

Youth Jobs Bill Conference Report Passes Both Houses,

See page 20



PUBLIC ASSISTANCE HEARINGS—Supervisor Lynn Cutler, Black Hawk County, Iowa and Rep. George Miller (D-Calif.) confer on child services needs. Miller is a strong proponent of adoption subsidy provisions and foster care restrictions. Cutler testified before the Senate Finance public assistance subcommittee July 18.

NACo Outlines Position on Hospital Cost Cap

WASHINGTON, D.C.—In testimony July 18 before the House Commerce health subcommittee, NACo Legislative Representative Mike Gemmell explained the county position on hospital cost containment.

Counties currently subsidize a substantial proportion of this nation's health care, he said. In addition to paying 10 per cent of the national Medicaid bill, counties pay the entire cost of hospital care for uninsured patients (those who have no private insurance and who are ineligible for Medicaid; those who seek services that are not covered).

Gemmell told Chairman Paul G. Rogers (D-Fla.) that NACo supports a short-term (12 to 18 months) program of hospital cost containment which would include a 9 to 10 per cent cap on hospital revenues. Included within any hospital cost containment program should also be some form of limitation on hospital capital expenditures and the review

of proposed expenditures of major medical equipment for certificates-of-need.

NACo also supports the use of positive incentives that encourage hospitals to:

- Operate below the revenue limit imposed by the cap;
- Discontinue unneeded beds and services; and
- Offer appropriate services on an outpatient basis, at reasonable reimbursement.

Finally, NACo urges the inclusion of strong language to insure that one result of the revenue cap will not be the "dumping" by private hospitals.

To this end, Gemmell told the subcommittee that NACo supports language to require hospitals to maintain their present mix in terms of insured and non-insured patients, their present bad debt ratio, and their present revenue (gross to net) ratio.

Paperwork Panel Asked to Put More Trust in Counties

WASHINGTON, D.C.—Speaking before the Commission on Federal Paperwork, NACo Executive Director Bernard F. Hillenbrand called for more trust of local government as the key element in reducing the paperwork burdens on states, counties and cities.

Recognizing that some paperwork is necessary to insure accountability of the federal dollar flow to states and local government, he said, however, some paperwork induced by federal requirements is wasteful of county resources and man hours.

He called for a certification process whereby counties can "sign off" as a testimony of their competence and assurance that all requirements for program implementation are met.

The paperwork commission adopted two major reports that dealt with state and local government involvement in federal programs: "The Impact of Federal Paperwork on State and Local Government, An Assessment," prepared by the Academy for Contemporary Problems on behalf of NACo and other major public interest groups, and the "Federal-State and Local Cooperation Study" conducted by the commission staff.

Gil Barrett, Dougherty County (Ga.) commissioner and a member of the commission, acted as advisor for these two reports and worked closely with the commission staff and NACo.

Rep. Frank Horton (R-N.Y.) commission chairman, added that no realistic approach to paperwork reduction can be made without a cooperative effort, which includes a built-in trust of all levels of government as a basis. Horton commended NACo for its active role in spearheading local government support

and involvement with the commission.

The reports include a number of recommendations to reduce unnecessary and wasteful paperwork requirements. The studies recognize that the problems contributing to red tape have developed over a period of years and total change to reduce red tape cannot take place over night. Therefore, the reports include both long-term and immediate changes.

Recommendations include:

- Congress and the President should accept state statutes, regulations and procedures, in lieu of similar federal procedures, where state action will accomplish the policies and objectives of applicable federal law.

- The federal government should establish a procedure for satisfying both federal and state information requirements through contracts or cooperative agreements.

- An office of regulatory review at the agency head level should be established to provide management planning and review of regulations, including its assessment for readability, consistency and ease of implementation. A procedure should be established to assure involvement of state and local government representatives in regulation development. In addition, the President should assign to a central management policy office responsibility for guidelines for developing regulations, including requirements for adequate prior notice and prohibition on issuing retroactive regulations.

- The commission supports the principle of an intergovernmental information system which will make federal assistance and program infor-

mation readily available to states and local governments.

- The President should establish a central management policy unit, with sufficient resources, to provide guidance and cross program standardization for management of federal assistance programs.

- OMB should classify federal assistance programs into categories of federal involvement and interest and reduce the federal information reporting requirements for those programs where the federal involvement and interest are not paramount.

Although the commission will wind up business in October, NACo is working with representatives from Congress and the White House to initiate reform.

If you would like to obtain copies of these reports, contact Linda Church of the NACo staff.

Cash Match

Continued from page 1

Although social services, which would include many services for the elderly, were among the priorities mentioned in the original act, all priorities were eliminated when the law was renewed in 1976.

However, the new law does require counties to "provide senior citizens and organizations representing the interests of senior citizens with an opportunity to be heard and present their views regarding the allocation of entitlement funds prior to final allocation of such funds."

Furthermore, in 1976 changes in the law removed restrictions from the use of revenue sharing funds. These funds can now be used to provide the local match for other federal programs such as services for the elderly.

Another point of confusion among some county officials concerns eligibility for services funded by the Older Americans Act.

Because funds will be given to areas with larger numbers of poor or minority elderly before other areas, some officials have assumed that these funds are only for low-income elderly.

This is not true. Services funded by the Older Americans Act are available to any elderly person. No "means test" is required.

—Phil Jones
Aging Program
NACoRF

Title V Regs

Final regulations for Title V of the Older Americans Act were issued July 5 by the Administration on Aging. The regulations concern acquisition, alteration, and renovation of multipurpose senior centers. For more information or copies of the regulations, contact the Aging Program at NACo.

COUNTY NEWS

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Published weekly except during Christmas week and the last week of July by:
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006
(202) 785-9577

Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription is \$15 per year for non-members, \$7.50 per year for county personnel in member counties. Send payment with orders to above address. While most care is used, County News cannot be responsible for unsolicited manuscripts.



Solar Energy Information Available

The NACoRF Energy Project has a limited number of information packets on solar energy and its implications for building codes, zoning and land use planning.

The packet contains articles, model codes and ordinances, and legal research. Although experience with these possible barriers to the use of solar energy in buildings is small, it may discourage potential users from investing in solar energy. Local governments can develop codes and ordinances to provide assurances, such as guaranteed rights to sunlight, to encourage greater use of solar energy.

If you would like this information packet, please clip and mail the following form to the NACoRF Energy Project; 1735 New York Ave., N.W., Washington, D.C. 20006.

Please send the NACoRF Energy Project information packet on solar energy to:

Name _____
Title _____
County _____
Address _____

(zip code)

Date Announced for Rural Health Grants

WASHINGTON, D.C.—Department of Health, Education and Welfare's Bureau of Community Health Services has announced Sept. 9 as the next award date for Rural Health Initiative (RHI) and Health Underserved Rural Area (HURA) grant funds. Grants are available to any public or private non-profit organization able to meet program requirements and to provide and arrange for the provision of primary care services in medically underserved areas.

Projects that apply for RHI assistance must be located in a county that is or can be designated as one of the following: Critical Health Manpower Shortage Area; High Migrant Impact Area or High Migrant and Seasonal Agricultural Worker Impact Area; or High Infant Mortality Area.

INFORMATION on the criteria used to arrive at these designations and a county-by-county list of qualifying areas are available from NACoRF's rural health staff. Priority for RHI funds will be given to projects in areas with the greatest number of these designations.

RHI operational grants for each year of a proposed three-year support

Antirecession Date Corrected

In our story last week on changes in the antirecession (countercyclical) program we reported that the deadline for a special report mailed May 6 and due May 30 had been extended to Aug. 30.

The correct deadline date is Aug. 1. Failure to return a completed report can jeopardize receipt of future payments.

port period generally range from \$25,000 to \$200,000. The funds are to cover the project's operational costs which include salaries, administration, supplies, equipment, and, in some cases, renovation of facilities and transportation. Funds cannot be used for construction of new facilities.

After completing the first stage and following HEW approval of the initial plan, funds up to \$175,000 are available for a 12-month period. In this second phase, the plan is further refined and steps necessary to reach operational stage are carried out. Counties that have successfully fulfilled the planning and development stages will be eligible for operational support for a maximum of two years.

HEW EXPECTS that all projects will move towards independence of grant funds within three years. It is recognized, however, that there will be situations where even efficient and well-organized projects may require continued federal support because of local economic circumstances. Continued federal support is, therefore, possible in these limited cases, contingent on the recommendation of the HEW regional office.

Counties in need of primary care services and manpower, and interested in applying for RHI funds should contact the HEW regional office in their area for an application packet entitled "Program Guidance Materials for RHI/HURA Grants." Names and addresses of regional office personnel, information on opportunities for funding rural health programs, and pre-application technical assistance are available through NACoRF's Rural Health Project. For additional information, contact Joan Jacobs-Prosten, rural health specialist.



BEFORE SENATE PANEL—Giving Social Security testimony are Supervisor R. Michael Mett, Milwaukee County, Wis. and Ann Simpson, NACo legislative representative.

NACo Testifies on Impacts of Administration's Plans for SS

WASHINGTON, D.C.—Supervisor R. Michael Mett, Milwaukee County, Wis., and chairperson of NACo's Interim Pension Task Force, discussed the impact the Administration's funding proposals for Social Security would have on state and local governments.

In testimony before a Senate subcommittee on Social Security, Mett conceded that new financial resources for payment of Social Security benefits are needed and must be assured, but that the Administration's funding proposals will mean increased property taxes for local units of government.

The Administration's proposal would use federal general revenue payments to finance the system and also increase the taxable wage base

on employers.

Mett pointed out that while the prospect for withdrawal from the system by public employees is a constant possibility, any change in the funding for Social Security can be expected to affect local units of government.

He used Milwaukee County as an example of what the Administration's proposals would mean:

- County property taxes would have to be increased \$2 million or 3 per cent just to pay for the one-time increase of 15 per cent in the county employers' share of payroll taxes.

- County officials would become apprehensive that the new demands placed upon federal revenues by the Social Security trust funds would decrease the amounts of federal aid available for the other programs in the future.

- Large urban counties, like Milwaukee, with stable if not shrinking tax bases would have to lay off employees or reduce services to meet this new "mandated" federal expense within their already limited resources.

NACo opposes efforts to bar, limit or inhibit the voluntary withdrawal of local and state governments from the Social Security system when local elected officials decide withdrawal to be in the best interest of their respective county, municipal, or state governments.

NACo supports efforts by Congress to improve the Social Security system so that withdrawal will be less necessary or attractive but the option for withdrawal should remain as it is under current law.

Mett indicated that NACo's Taxation and Finance; Welfare and Social Services; and Labor-Management Relations Policy Steering Committees will be asked to form a task force and report a detailed response of impact on counties should the Administration's proposal be adopted.

More Funds, New Awards

WASHINGTON, D.C.—A significant number of counties are receiving increased public works grants and entirely new awards are being given to many more counties under revised allocations for the local public works program. The Economic Development Administration (EDA) published the revised figures in mid-July in order to distribute all remaining public works money in the current building season.

The agency is distributing over \$200 million that was unallocated after the initial release of Round 11 funds on June 9. Amendments to the public works regulations (*Federal Register*, July 11) resulted in much of these funds going to county government.

These revisions enabled EDA to distribute existing "balance of county" funding to communities with unfunded applications and then to the county governments. The funding will remain within the same county area. The actual availability of the increased grant levels varies from state to state and within each state.

EDA is notifying all applicants who either have a funding change or will be receiving a grant for the first time. Each applicant will have another 28 days from date of notification to submit projects to EDA.

In all, 461 counties are experiencing increased public works allocation. Of these, 100 are new counties who were not initially funded under Round 11.

EDA will forward applications to those counties that have not previously applied for funding. Information on grant amounts may be attained from the regional EDA office.

Welfare Meeting Set

The National Association of County Welfare Directors and the National Council of Local Public Welfare Administrators will be meeting Aug. 10 and 11 in Washington, D.C. at the Burlington Hotel.

The program will include: a report from Congress, a welfare reform update from the Department of Health, Education and Welfare and a federal overview of developments in welfare legislation and regulations.

All county welfare directors who are interested in attending should contact James Koppel of the NACo staff, (202) 785-9577.

office or the agency's public works number in Washington, (202) 377-5800.

Those counties who will be receiving adjusted or new planning targets are listed on page 19. All other applicant counties will be receiving the amounts released initially by EDA on June 9 and printed in the June 20 issue of *County News*.

Hill Conference Ready to Settle Rural Funding

WASHINGTON, D.C.—The House/Senate Conference Committee on Agriculture Appropriations is expected to act shortly to resolve differences in rural development funding for fiscal '78. The funding levels recommended by both Houses will result in the highest level to date for Rural Development Act grant and loan programs.

The Water and Waste Disposal Program, the key component of the Rural Development Act of 1972, contains the same appropriation level in both bills; \$250 million for grants and \$750 for loans. This represents an increase over the current level of \$200 million in grants and \$600 million for loans.

Other major programs are also assured increases. Business and Industrial Loans will be funded at a \$1 billion level, a significant increase over the present \$350 million. The Community Facility Loan programs will also be expanded from \$200 to \$250 million. Grants for business and industrial development and rural fire protection will remain at the current levels of \$10 million and \$3.5 million respectively.

The Senate version contains a \$10 million appropriation for rural development planning grants. This program has never been funded before, and no money is provided in the House version.

NACo has supported the funding of this program and is urging the House conferees to accept the Senate recommendation.

The Appropriations measures, both numbered H.R. 7558, were passed by the House in May and by the Senate in early July.

FAA Selects Sites to Test Noise Control Program

WASHINGTON, D.C.—Airports in California, Utah, New York and Oklahoma have been selected by the Department of Transportation's Federal Aviation Administration (FAA) to participate in a demonstration program designed to help airport operators develop noise control and compatible land use plans.

The four participants are San Francisco International Airport, Salt Lake City International Airport, Rochester-Monroe County (N.Y.) Airport and Oklahoma City's Wiley Post Airport.

Under the prototype program, FAA will provide funds to each airport operator to examine the noise impact of aircraft operations at the facility and to determine the costs and benefits of various noise reduction techniques. Airport operators will be encouraged to involve airport users and community residents in all phases of the studies.

Funds for the projects will be made available under FAA's Planning Grant Program for fiscal '77. Applications for funds from the airport operators are expected in the near future. Additional airport locations are being considered for inclusion in the program in fiscal '78.

Establishment of a demonstration program to encourage airport operators to prepare comprehensive noise control plans was a major

provision in the DOT/FAA Aviation Noise Abatement Policy of November 1976. The policy statement said the objective of the program should be to eliminate or reduce significant noise exposure to the extent possible in communities surrounding airports.

FAA is considering a proposal submitted by the Environmental Protection Agency, to require all air carrier airports to implement comprehensive noise abatement plans. FAA published the EPA document as a notice of proposed rulemaking in November 1976 and a public hearing was held in January 1977.

The NACo Mini-Management Report on Aircraft Noise is an excellent source of information for county officials and staff concerned with the problem. The report gives an overview of techniques and alternatives that can be used by counties to lessen the impact of noise on communities near airports. Also included in the report is a bibliography of information sources on federal laws, rules, regulations, technical and financial assistance, as well as examples of noise control strategies undertaken by counties and states. Copies of the Mini-Management Report on Aircraft Noise are available from the NACo Publications Desk.



JUSTICE PANEL MEETS—Members of NACo's Criminal Justice and Public Safety Steering Committee met recently in New Orleans with representatives of the National Council of Juvenile Court Judges (NCJJ) to explore areas for collaborative effort, including NACo's proposal encouraging state subsidies to county government for juvenile justice and delinquency prevention. Pictured from left are Judge James W. Byers, NCJJ president, Brown County, Wis.; Judge Margaret C. Driscoll, NCJJ's immediate past president, Bridgeport, Conn.; Judge Andy Devine, Lucas County, Ohio; Kerry Williamson, police juror, Rapides Parish, La.; Louis W. McHardy, NCJJ executive director and dean of the National College of Juvenile Justice; James Girzone, commissioner, Rensselaer County (N.Y.) Department of Youth; and Barbara Hill, county commissioner, Grafton County, N.H., and chairman of NACo's subcommittee on courts and corrections.

Sites Wanted to Test Handbooks

WASHINGTON, D.C.—NACO, the International City Management Association, and the National League of Cities are looking for communities to participate in a program to test handbooks for local elected officials.

The test program is part of the second phase of the Local Elected Officials Information Assistance Project, funded by the Department of Housing and Urban Development's Office of Policy Development and Research. Ten handbooks on issues such as goal setting and streamlining governing board business were tested earlier this year and will be published this fall. Staff has just completed nine more handbooks. They are now ready for testing. Topics in this series include:

- Local Government Financial Management;
- Coping with Stress;
- Living in the Sunshine;
- Labor-Management Relations;
- Local Government Structure and Organization;
- Public Officials' Liability;
- Managing Growth and Decline;
- Local Housing Policy;
- Team Building in Local Government.

Thirty sites will be selected to help test these handbooks for content, format, and potential usefulness. The test program will be conducted between Aug. 15 and Sept. 15. Governing board members at each location will be asked to review three handbooks and complete feedback forms on each and to participate as a group in a discussion on at least one of the three handbook topics.

If your community would like to participate in the test program, please send a letter to Rob Platky at NACO by Aug. 5. A primary concern in selecting test sites will be to insure that each handbook is tested by a variety of sizes and forms of governments in as many different parts of the country as possible. Beyond that letters received earliest will be given first consideration. Letters should include the following information:

- Titles of three handbooks your community wants to test (see list above), plus title of one alternate you would also be willing to test;
- Name of your city, county, town, etc.;
- Population;
- Form of government;
- Number of members on your governing body;
- Description of any training sessions, workshops, or retreats organized by or for your governing body in the last two years;
- Name, title, address, and telephone number of person who will coordinate the test program.

Victim Services Conference Set

AKRON, Ohio—Restitution, advocacy, and practical service delivery for victims of crime will be addressed by federal, state, and local representatives from law enforcement and social service agencies at a conference here.

The Third National Victim Services Conference will be held Aug. 21-24 at the University of Akron.

Among the speakers are Sally Bowen, Women Organized Against Rape, who will discuss the future of rape crisis centers, and John Stein, Blackstone Institute, who will give a closing address entitled, "Victim Services This Year and Next."

Conference registration fee is \$20. For further information, contact Carol Jatich, Victim Assistance Program, P.O. Box 444, Akron, Ohio 44309; (216) 923-0174. Room reservations and requests for college credits should be made no later than Aug. 10.



REPORTS ON JAIL STANDARDS—Floyd Powell, director of jail services for the state of Washington's Department of Social and Health Services, delivers a workshop report on jail standards at the final session of the National Assembly on the Jail Crisis.

Jail Standards Reviewed

EDITOR'S NOTE: This is the fourth in a series of 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 proceedings.

KANSAS CITY, Mo.—"Virtually every aspect of correctional facility administration, construction, and operation that affects the inmate has been authoritatively dealt with by the courts," said Melvin Axilbund, director of the American Bar Association's Commission on Correctional Facilities and Services during a

panel discussion on jail standards.

When taken as a whole, court decisions constitute a general set of jail standards, according to Axilbund. He added, however, that these decisions could form the basis for developing a comprehensive set of jail standards, but ideal or uniform jurisdictions for their implementation do not exist. Situations vary from state to state because the law in each state has developed independently. Therefore, the central problem is that each state requires a different set of standards.

AXILBUND noted that in many instances state legislatures have failed to enact jail standards. Because of this, the courts are writing standards which are imposing unreasonable burdens on the individual sheriffs.

To alleviate this problem, Axilbund called for state legislatures to create commissions for developing state jail standards.

Thomas Morrissey, Buncombe County (N.C.) sheriff, observed that because jail standards are typically developed without input from jail administrators, the standards tend to be broad and idealistic, and difficult to implement on a jail-by-jail basis. But where jail standards are developed through a cooperative effort—with input from jail administrators, county and municipal officials, bar associations, legislators, interested citizens, and others—the resulting legislation tends to be workable and effective.

Billy Wayson, director of the Correctional Economics Center, addressed the issue of how the costs of implementing standards could be determined. Wayson noted that to determine these costs several questions must be addressed: what is the function of the jail; who in the community is responsible for the jail; who will pay for the jail; and to what extent can the state impose standards? "Finally, we must determine if standards and dollars really result in improved conditions," he said.

AFTER the panel on jail standards, 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:

The recommendations of the workshop are:

- Jail standards should be established in every state; these standards should be drafted by the individual states and not at the national level. Standards should be developed under a state task force system, formed with equal representation by sheriffs, jail administrators, and other state officials and resources.

- Community-based corrections should be established and operated by local governments and not by state governments. A Department of Corrections to insure equalized programs and services throughout the state is acceptable, but the system itself must be managed at the local level.

- Contracts should be established with state and federal units of government when sheriffs or jail managers accept responsibility for housing their inmates.

- State and local governments should enter into contractual arrangements to establish financial systems for reimbursing local governments for handling state prisoners.

- Equal federal prisoner contracts should be established with a common base for all states but with an escalating factor based upon the level of services provided.

- Financial incentives should be attached to legislation to help state and local governments implement the legislation when those units of government are unable to comply.

- There should be legislation, either at the state or federal level, with provisions for health care services under which training programs would be established through the use of paraprofessionals to provide a full range of physical and mental health services to the correctional system. This must be accompanied by adequate legal protection for the paraprofessionals.

- Funds from state and federal sources should be used to provide not only jail construction but medical treatment, the development and implementation of standards, and other service delivery programs. Money from the Department of Health, Education and Welfare—previously an untapped resource—should be freed, and HEW itself should take an active part in developing health care delivery systems for the correctional field.

—Criminal Justice Program
NACORF

CETA staff and elected officials should plan on attending:

THE SIXTH NATIONAL MANPOWER CONFERENCE

Sponsored by the
National Association of
County Manpower Officials (NACMO)
at the

FAIRMONT HOTEL

in

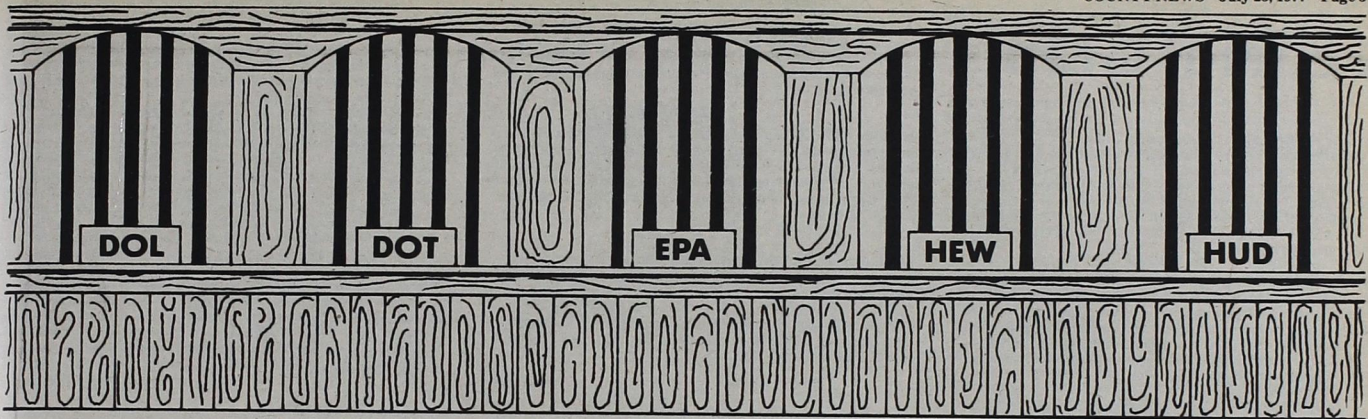
SAN FRANCISCO

December 11-14, 1977

Workshops will be held for elected officials, program directors, and staff.

Business Session, to elect officers of the National Association of County Manpower Officials.

General Sessions with key congressional representatives and staff and Administration officials.



Department of Health, Education and Welfare

The Administration's fiscal '78 budget for health programs proposed two new federal initiatives: one to place a 9 per cent cost ceiling on hospitals and the other to create incentives for local health agencies to screen and treat all children from low income families. Both proposals stand a good chance of passage by the 95th Congress.

As of this writing, the Senate and House have passed their versions of H.R. 7555, the fiscal '78 Labor-HEW appropriations bill. Found below is a list of over 30 categorical health programs of concern to counties. In many instances, the amount shown for fiscal '78 is an approximation of the final amount for that program which will be determined by a House-Senate Conference Committee.

Comprehensive Public Health Services—Formula Grants: This program provides formula grants to state health and mental health authorities, including county public health departments, to assist in establishing and maintaining adequate community mental and environmental public health services. Congress has appropriated \$90 million for fiscal '78. Contact HEW Regional Health Administrator.

Community Health Centers: This program provides project grants to public (county) and nonprofit private agencies, institutions, and organizations to support a full range of public health services to meet special needs at the community level, especially on health problems of regional or national significance. Congress has appropriated \$247 million for fiscal '78. Contact HEW Regional Health Administrator for the Bureau of Community Health Services.

Home Health Services—Project Grants: These grants are available to public and nonprofit private agencies (as defined in section 1861(o) of the Social Security Act) to provide home health services (as defined in section 1861(m) of the Social Security Act) to areas in which such services are not otherwise available. Funds (\$6.5 million for fiscal '78) are to be given, at the discretion of HEW, to meet initial establishment and operational costs of such agencies. They may also be used by existing agencies to expand these services and for training professional and paraprofessional health personnel. Preference is to be given to areas with a high number of elderly, medically indigent, or both.

Health Maintenance Organization Services (HMOs): This program provides project grants, research grants, direct loans and guaranteed/insured loans to public and private nonprofit organizations that plan this program. Contact HEW Regional Administrator for the Bureau of Community Health Services.

Family Planning Projects: This is a project grant program, which provides support to states, counties and cities or private nonprofit entities to provide educational, comprehensive medical and social services dealing with contraception and other family planning methods, the health of mothers and children, and the reduction of maternal and infant mortality. Congress has appropriated \$132 million for fiscal '78. Contact the HEW Regional Health Administrator for the Bureau of Community Health Services.

Family Planning Services Training Grants: This program provides project grants and research contracts to public or nonprofit private entities for developing inservice training for project staffs to improve the delivery of family planning services. Congress has appropriated \$3.6 million to fund this program for fiscal '78. Contact the HEW Regional Administrator for the Bureau of Community Health Services.

Maternal and Child Health Services—Formula Grants: This program provides project grants to state health agencies and institutions of higher learning and formula grants to state health agencies for the purpose of funding (1) extension and improvement for reducing infant mortality and improvement of the health of mothers and children, and (2) special projects of regional or national significance. Congress has appropriated \$322 million to fund this program in fiscal '78. Contact the state health agencies.

WIC Program—Project Grants: This special supplemental food program for women, infants and children (WIC) provides \$20 worth of food monthly to low income pregnant and nursing mothers and their children. Funds are allocated to states and counties for program administration. Approximately \$250 million will be available in fiscal '78.

Special Report on Federal Grants

This special report summarizes the July 25 status of a number of federal grant programs used by counties. It updates *County News'* Sept. 1, 1976 "Special Report on Federal Grants." For further information, contact the appropriate regional administration office.

Crippled Children's Services: This program provides formula grants to state and county crippled children's agencies to use in extending and improving medical and related services to crippled children, and project grants to state crippled children's agencies and institutions of higher learning for special projects of regional or national significance, which may contribute to the advancement of services for crippled children. Approximately \$90 million will be available for this program in fiscal '78. Contact the HEW Regional Health Administrator for the Bureau of Community Health Services or the state administrator.

Sudden Infant Death Syndrome (SIDS) Information and Counseling Program: This program provides project grants to public or private nonprofit entities to collect, analyze and furnish information relating to the causes of sudden infant death syndrome and provides information and counseling to families affected by the sudden infant death syndrome. Congress has appropriated \$2.7 million for this program for fiscal '78. Contact the HEW Regional Administrator, Office of Maternal and Child Health.

Migrant Health Grants: This program provides project grants to states, counties, or cities or nonprofit private agencies, institutions or organizations for establishing and operating family health services, clinics, or other projects designed to improve health conditions or provide health services and to raise the health status of migratory seasonal farmworkers and their families. Congress has appropriated \$34 million for this program in fiscal '78. Contact the HEW Regional Health Administrator for the Bureau of Community Health Services.

Emergency Medical Services—Project Grants: This program provides project grants to states, units of general local government or other public or private nonprofit agencies to assist and encourage the development of comprehensive emergency medical services systems throughout the country. Congress has appropriated \$40 million for fiscal '78. Contact HEW Regional Administrator, Emergency Medical Services.

Hemophilia Diagnostic and Treatment Centers: This program provides project grants in order to expand the nationwide availability of comprehensive outpatient diagnostic and treatment centers for persons with hemophilia, particularly in areas where the greatest number of severe or moderate cases exist. Congress has appropriated \$3 million for fiscal '78. For more information, contact the HEW Regional Administrator for the Bureau of Community Health Services.

Development Disabilities—Project and Formula Grants: This program provides formula and project grants to help states, public agencies and non-profit organizations provide services for construction, administration and staffing of projects designed to improve rehabilitation of the developmentally disabled (substantially handicapped). The priority for funding is placed on establishing community-based programs for the disabled and the deinstitutionalization of these persons. Congress has appropriated \$7 million for building facilities, \$19 million for service grants, and \$33 million for state formula grants for projects in fiscal '78.

Vocational Rehabilitation Services: This program provides grants to states and counties for vocational rehabilitation services, and supports programs of rehabilitation research, training, and special projects. Congress has appropriated \$45 million for fiscal '78 for special projects, and \$760 million for state grants.

Health Planning (Health Systems Agencies)—Project Grants: Through project grants, this program provides for effective planning at the area level to meet problems in health care delivery systems, inadequate distribution of health care facilities and manpower, and increasing health care costs. Congress has appropriated \$107 million for fiscal year '78. No money has been appropriated for public general hospitals. For more information, contact NACO.

National Health Service Corps: This program provides specialized services to areas critically short of health personnel in order to improve the delivery of health care and services to residents. New health manpower legislation has redefined shortage areas to include population groups, medical facilities, and public institutions like prisons and inner-city areas which have trouble recruiting doctors. Applications may be made by state or local health agencies or other appropriate public or non-profit health or health-related organizations. Congress has appropriated \$43 million for fiscal '78. Contact the HEW Regional Administrator for the National Health Service Corps.

Family Medicine/Primary Care Training Grants: This provides project grants to public and non profit private hospitals to cover the cost of developing and operating residency training programs in family medicine and primary care. Congress has appropriated \$45 million for family medicine, and \$15 million for primary care programs for fiscal '78. Contact the HEW Regional Administrator for the Division of Medicine, Bureau of Health Manpower.

Allied Health Professions Special Project Grants: This program provides project grants to states, counties and cities or private nonprofit agencies for use in planning, establishing, developing, demonstrating, or evaluating programs, methods, or techniques for training of allied personnel. Congress has appropriated \$16.5 million for fiscal '78 for this program. Contact HEW Regional Administrator for the Division of Associated Health Professions, Bureau of Health Manpower.

Advanced Nurse Training Programs: Through project grants, this program prepares registered nurses to teach in the various fields of nurse training, and to serve in administrative or supervisory capacities in nursing specialties and as nurse clinicians. Congress has appropriated \$11 million for fiscal '78. Contact the HEW Regional Administrator for the Division of Nursing, Bureau of Health Manpower.

Nurse Practitioner Training Program—Project Grants: This program provides funds to educate qualified registered nurses to provide primary health care. Congress has appropriated \$13 million for fiscal '78. Contact the HEW Regional Administrator for the Division of Nursing, Bureau of Health Manpower.

Community Mental Health Centers—Staffing and Construction: This program provides project grants to appropriate states, counties and cities and private non profit agencies for the purpose of building community mental health centers, improving organization and allocation of mental health services, and providing modern treatment and care. Congress has appropriated: \$26 million for first year operation; \$210 million for continuation programs and \$19 million to meet additional costs incurred by centers adding new services (i.e., elderly, alcoholics, children). No money has been appropriated for facilities assistance. Contact state mental health centers construction agencies for further information.

Federal Grants

Mental Health Hospital Improvement Grants

(Deinstitutionalization): This program provides project grants to installations which are a part of a state's formal system for institutional care of the mentally ill for the purpose of improving the quality of care, treatment and rehabilitation of patients. Congress has appropriated \$5 million for fiscal '78. Contact the HEW Regional Office for the Division of Mental Health Service Programs, ADAMHA.

Mental Health Hospital Staff Development Grants: This program provides project grants to installations which are a part of a state's formal system for institutional care of the mentally ill for staff development programs at the sub professional and professional levels. Congress has appropriated \$2.2 million for fiscal '78. Contact the HEW Regional Office for the Division of Mental Health Service Programs, ADAMHA.

Disease Control Project Grants (Immunization): This program provides project grants to states, or with its consent, to any political subdivision or instrumentalities of a state for supporting a communicable disease control program. Congress has appropriated \$22 million for fiscal '78. Contact the HEW Regional Health Administrator for the Center for Disease Control.

Center for Disease Control Investigations, Surveillance and Technical Assistance: This program provides training, advisory services and counseling, dissemination of technical information, and provision of specialized services to states, political subdivisions of states, local health authorities and individuals or organizations with specialized health interests to assist in controlling communicable diseases and other preventable health conditions. Congress has appropriated \$50 million for this program for fiscal '78. For further information, contact the Center for Disease Control (CDC) in Atlanta.

Childhood Lead Based Point Poisoning Control: This program provides project grants to encourage communities in developing comprehensive lead-based poisoning control programs and to assist states in establishing appropriate centralized laboratories. Eligible applicants are state and local government agencies and appropriate non profit organizations. Congress has appropriated \$10 million for this program for fiscal '78. Contact the Regional Health Administrator for the Center for Disease Control.

Urban Rodent Control: This program provides project grants to appropriate states, counties and cities or non profit entities for supporting comprehensive community programs to reduce rodent infestations and conditions conducive to rodent infestations. Congress has appropriated \$13 million for this program for fiscal '78. Contact the HEW Regional Health Administrator for the Center for Disease Control.

Rape Prevention and Control—Project Grants: These project grants provide funds to community mental health centers and other qualified public and non profit private entities, including counties, for research and demonstration projects. They also provide assistance to the centers for consultation and educational services relating to rape. Congress has appropriated \$5 million for fiscal '78.

Occupational Health: This program provides funds to conduct research, develop criteria for occupational safety and health standards, and provide technical services to government, labor, and industry including training in the recognition, avoidance, and prevention of unsafe or unhealthful working conditions and the proper use of adequate safety and health equipment. Congress has appropriated \$45 million for fiscal '78. Contact the HEW Administrator for the National Institute of Occupational Safety and Health.

Occupational Safety and Health Research and Training Grants: This program provides project grants to states, counties and cities or private non profit agencies able to conduct research on occupational health aimed at eliminating or controlling factors in the work environment which are harmful to the health and/or safety of workers. Also, this program provides project grants for training at technical, professional or graduate levels. Congress has appropriated \$11 million for this program for fiscal '78. Contact the HEW Regional Administrator for the Office of Extramural Activities, the National Institute for Occupational Safety and Health.

Drug Abuse Community Service Programs—Project Grants: This program provides project grants and contracts to states, counties and cities and nonprofit mental health facilities to use in reaching, treating, and rehabilitating narcotic addicts, drug abusers and drug dependent persons. Congress has appropriated \$160 million for fiscal '78. Contact the HEW Administrator for the Alcohol, Drug Abuse, and Mental Health Administration, ADAMHA.

Drug Abuse Demonstration Programs: This program provides project grants to states, counties and cities or private nonprofit agencies or organizations for the operational costs of programs to evaluate the adequacy of drug and narcotic treatment programs and to treat and rehabilitate narcotic addicts and drug abusers in demonstration programs. Congress has appropriated \$9.4 million for fiscal year '78. Contact the HEW Administrator for the National Institute on Drug Abuse, ADAMHA.

Drug Abuse Prevention—Formula Grants: This program provides formula grants to state agencies, designated in state plans for alcoholism and drug abuse, to assist in planning, establishing, conducting and coordinating projects for drug abuse prevention. Congress has appropriated \$40 million for fiscal '78. Contact HEW Regional Administrator for the National Institute on Drug Abuse, and state agencies.

Narcotic Addict Rehabilitation Act—Contracts and Grants: This program provides specialized services to narcotic addicts, who request it or who are charged with or convicted of a federal crime. Congress has appropriated \$6 million for fiscal year '78. Contact the HEW Regional Administrator for the National Institute on Drug Abuse, ADAMHA.

Alcohol Community Service Programs—Project Grants: This program provides project grants to counties, community mental health centers and associated organizations for prevention and control of alcoholism through a community based program. Congress has appropriated \$78 million for fiscal '78. Contact the HEW Regional Administrator for National Institute on Alcohol Abuse and Alcoholism (NIAAA).

Alcohol Demonstration Programs: This program provides project grants and contracts to state, counties and cities or private nonprofit organizations for prevention and control of alcoholism through programs directed toward special population groups and other projects designed to demonstrate new and effective methods of service delivery. Congress has appropriated \$9 million for fiscal '78. Contact HEW Regional Administrator for NIAAA, ADAMHA.

Alcoholism Grants to States: Under the comprehensive Alcohol Act, P.L. 94-371, for fiscal '78, \$56.8 million goes to states to assist in planning, establishing, maintaining, coordinating, and evaluating projects for the development of more effective prevention, treatment, and rehabilitation programs to deal with alcohol abuse and alcoholism. Contact HEW Regional Administrator for NIAAA, ADAMHA, or the state alcoholism authority.

Alcohol Research Programs: This program provides project grants and research contracts to investigators affiliated with states, counties and cities or nonprofit private agencies to develop new data and approaches for the causes, diagnosis, treatment, control, and prevention of alcohol abuse and alcoholism. Congress has appropriated \$16 million for fiscal '78. For further information, contact the HEW Administrator for NIAAA, ADAMHA.

Alcohol Training Programs—Project Grants: This program provides project grants to public and private nonprofit institutions for use in providing specialized training of personnel who will staff community projects. Congress has appropriated \$7.2 million for fiscal '78. Contact the HEW Administrator for NIAAA, ADAMHA.

Special Alcoholism Projects to Implement the Uniform Act: This program provides project grants to eligible states to assist in their implementation of the Uniform Alcoholism and Intoxication Treatment Act, which facilitates their efforts to approach alcohol abuse and alcoholism from a community care standpoint. Congress has appropriated \$13 million for fiscal '78. Contact the projects related to the field of aging. Stipends for students and legal and administrative education can also be obtained. There is no local match. The state office on aging should be contacted for training funds.

Federal Aid Contacts

Aging Services.....	Mary Brugger Murphy
Alcoholism.....	Michael Benjamin
Community Action Programs (OEO).....	Scott Forsyth
Community Development.....	John Murphy
Criminal Justice (LEAA).....	Donald Murray
Criminal Justice (Legislation).....	Bill Bertera
Drought.....	Elliott Alman
Economic Development (EDA).....	Elliott Alman
Education.....	Mike Gemmell
Employment.....	Jon Weintraub
Energy.....	Sue Guenther
Environment (EPA).....	Bob Weaver
Environment (Legislation).....	Carol Shaskan
Federal Regulations and Grants.....	Linda Church
Health (HEW).....	Mike Gemmell
HUD Consolidation.....	Bruce Talley
Labor-Management Relations (Legislation).....	Ann Simpson
Intergovernmental Personnel Act.....	Ann Simpson
Parks and Recreation (HUD and Interior).....	Tom Bruderle
Public Works.....	Elliott Alman
Rural Affairs (USDA).....	Elliott Alman
State Services.....	Paula McMartin
Social Services, Title XX.....	Jim Koppel
Solid Waste.....	Tom Bulger
Transportation.....	Marian Harker
Transportation (Legislation).....	Sandy Spence

This report is sponsored by the Council of Intergovernmental Coordinators, an affiliate established in 1966.

Programs for the Elderly (funding levels in millions of dollars)

	Proposed '78			
	Admin.	Senate	House	
The Older Americans Act				
Title III—Community Programs				
Area Agencies	122	122	153	153
State Agencies	117	17	20	18
Model Projects	14.7	12	15	15
Title IV				
Training	14.2	14.2	18	16
Research	8.5	7	8.5	8.5
Gerontology Centers	3.8	3.8	3.8	3.8
Title V—Senior Centers	20	20	30	40
Title VII—Nutrition	225	225	250	250
Title IX—Part-time Jobs	150	200	200	180.4
Other Federal programs				
ACTION				
Foster Grandparents	34	34.9	34.9	34.9
Senior Companions	3.8	6.6	7	7
RSVP	19	20.1	20.1	20.1
Community Services Admin.				
Senior Opportunities and Services	10	10	10	10

Counties may obtain the above funds by applying to:

- Area or state agencies on aging for grants under Titles III, IV, V, VII of the Older Americans Act.
- State governments or local branches of four national organizations for grants under Title IX of the Older Americans Act.
- ACTION office for the federal region for the volunteer programs.
- Local community action agency for Senior Opportunities and Services.

Title III: Counties may obtain funds for coordinating and planning services for the elderly or for a broad range of community programs. Programs most likely to receive funds are: transportation, legal and financial counseling, in-home services, and residential repair. Counties with a significant number of low-income or minority people 60 years old or older will be given priority consideration. The local match is 25 per cent for planning, 10 per cent for direct services.

Title IV: Counties may obtain funds for short-term training projects related to the field of aging. Stipends for students and legal and administrative education can also be obtained. There is no local match. The state office on aging should be contacted for training funds.

Title V: Counties may obtain funds for altering, renovating and equipping senior centers. No new construction can be funded. The local match is 25 per cent.

Title VII: Counties may obtain funds to cover the cost of purchasing, preparing and delivering at least one hot meal five or more days per week to people 60 or older. The local match is 10 per cent.

Title IX: A small number of jobs for the elderly were made available in '77 to the states for the first time. Four national private contractors also distribute these funds. They are: National Retired Teachers Association/American Association of Retired Persons (NRTA/AARP), Green Thumb Inc., the U.S. Forestry Service, the National Council of Senior Citizens, and the National Council on Aging. Counties should apply to either their state agency on aging or to one or more of the four national contractors for grants to provide jobs to people 55 or older.

Action programs provide elderly people with a chance to volunteer for useful and fulfilling activities such as helping children, senior citizens, or other needy citizens in the community.

The Senior Opportunities and Services program is a small program that funds either employment, volunteer activities, or services for low-income elderly. Most community action agencies operate these programs but some may be willing to sub-contract with counties who want to operate the program.

Human Services Integration Demonstrations: Little money is available from HEW to test new proposals for improving the delivery of human services. The budget of HEW's Office of Planning and Evaluation, which funds income maintenance, services integration and every other type of research, has shrunk from \$33 to \$20 million in four fiscal years. The fraction for services integration is largely reserved for continuation of the 55 grantees (including 10 counties) participating in the Partnership Grant Program, which is designed to assist chief elected officials in establishing and managing comprehensive human services delivery programs. Also marked for refunding is Project SHARE, the national information clearinghouse on human services reform activities. However, counties with modest proposals for federal support of new ideas for better management of human services are encouraged by HEW's Division of Intergovernmental Systems to contact their regional HEW offices.

Social Services: Title XX of the Social Security Act is the funding source to states for social service programs. Title XX replaced the services previously provided in Titles IV-A and VI of the Social Security Act in 1975. The funding ceiling currently is \$2.7 billion, and this amount is allocated on the basis of state population. The federal financial participation is 75 per cent for service costs and for personnel training and retraining related to the services plan. Ninety per cent federal funding is available for family planning services.

The Title XX grant provides funds for programs such as child care services; protective services for children and adults; services for children and adults in foster care; services related to the management and maintenance of the home; day care services for adults; transportation services; training and related services; employment services; information, referral and counseling services; preparation and delivery of meals; health and support services; appropriate combinations of services designed to meet the special needs of children, the aged, the mentally retarded, the blind, the emotionally disturbed, the physically handicapped, alcoholics and drug addicts.

Each state must develop an annual plan displaying the provision of services to eligible groups of people. Each county shall develop material for services in its geographic area and submit this to the state. The state incorporates these services into its final state plan which is submitted to the HEW Regional Office.

Counties interested in these programs should contact their state welfare agency.

Department of Housing and Urban Development

Comprehensive Planning Assistance—701 Grants—Housing Act of 1954, as amended: The appropriation for fiscal '78 is \$57 million, a reduction of \$5.5 million from fiscal '77.

The funds are normally allocated to these categories of recipients: states for statewide planning; states for local assistance to non-metropolitan cities and non-urban counties; cities over 50,000 in population; urban counties over 200,000; metropolitan area regional organizations and non-metropolitan area regional organizations. The funds are distributed according to these categories, directly to the federal regions. The formula by which the amounts are determined includes population, poverty, housing deficiencies and overcrowding.

It should be pointed out that the Conference Report on the HUD appropriation bill for fiscal '78 directs that HUD require metropolitan cities and urban counties to use their community development block grant funds for activities normally funded by the 701 program. Urban counties, therefore, will not be eligible for 701 funding. Non-metropolitan cities and non-urban counties may apply for 701 funding through the state.

Grants are made up to two-thirds of the estimated total cost of the project. State departments of planning should be contacted regarding the deadline for applying and for appropriate application forms.

Community Development Program—Title I Housing and Community Development Act of 1974, As Amended:

A House-Senate Conference Committee is deadlocked over provisions in H.R. 6655. The Community Development Amendments of 1977. It has, however, agreed to reauthorize the Community Development Block Grant program for three years at \$4 billion for fiscal '78, \$4.15 for fiscal '79 and \$4.3 billion for fiscal '80.

The issue which has the conference deadlocked is whether to adopt a dual formula system (House bill) for the distribution of entitlement grants to metropolitan cities and urban counties or a three formula system (Senate bill). The dual formula would give communities the higher of an amount determined under the existing formula (population, poverty, overcrowded housing) or a new formula (aged housing, poverty, population growth lag). The Senate bill adds to this dual formula, a third which measures aged housing in percentages. The extra funding for this would be taken from the \$400 million proposed for the Urban Development Action Grant Program. Resolution of this issue is expected before the program is set to expire October 1.

The conferees have agreed on a provision which would distribute discretionary funds (both metropolitan and non-metropolitan) by a dual formula system. Once allocated, discretionary funds would be aggregated on a statewide basis rather than to each SMSA as they are now. This would make a larger pool of funds available to discretionary applicants. In addition, HUD would be authorized to make multi-year grant commitments of up to three years.

Of the amounts authorized under the regular community development program, 3 per cent is taken off the top for a special secretarial discretionary fund and the balance is divided among metropolitan areas (80 per cent) and non-metropolitan areas (20 per cent).

The metropolitan area funds are distributed to entitlement jurisdictions which are divided into two categories: (1) metropolitan cities (all center cities and all cities of 50,000) and (2) urban counties (counties of 200,000 minus any metropolitan city). Any balance remaining in the metropolitan pot (estimated at \$175 million in fiscal '77) is made available to non-entitlement cities and counties on a competitive application basis.

Non-metropolitan area funds are distributed first to rural cities and counties which have had an urban renewal, neighborhood development or model cities program in the past. The balance of rural funds (estimated at over \$300 million in fiscal '77) is then made available to cities and counties in non-metropolitan areas.

Title I of the Housing and Community Development Act of 1974 (P.L. 93-383) consolidated and replaced seven categorical programs administered by HUD—urban renewal and the neighborhood development program; model cities; open space; water and sewer; neighborhood facilities; rehabilitation grants and loans; and public facility loans—into a single, flexible block grant program with funds distributed through a formula based on population, poverty (counted twice) and overcrowded housing.

The primary purpose of the act is to assist in creating viable

urban communities by eliminating slums, blight and detrimental conditions; conserving and expanding the housing stock; and utilizing more rationally land and natural resources. Another key objective of the act is the special deconcentration of the poor by providing expanded housing opportunities for low and moderate income families. In order to achieve this goal, all community development recipients are required to submit a housing assistance plan along with their application. The applicant must assess housing needs, establish local housing goals and indicate the general location for assisted housing.

Disaster Relief Act of 1974—Federal Disaster Assistance Administration: The fiscal '78 appropriation of \$150 million is \$50 million above what is currently available for disaster relief. The Federal Disaster Assistance Administration (FDAA) provides 100 per cent grants to individual victims, as well as block grants to local governments to alleviate the effects of natural disasters.

The Small Business Administration (SBA) and Department of Agriculture (USDA) also administer loans for disaster relief, with combined fiscal '78 funding expected to be \$96 million.

To be eligible for grant and loan assistance, the governor of the state must request the President to issue a declaration of an emergency or major disaster. After such declaration, assistance is provided through the governor's authorized representative or the FDAA regional director.

Grant assistance may be used for repair, restoration, or replacement of public and selected private nonprofit facilities; removal of wreckage and debris; performance of essential protective work on public and private lands; emergency shelter and temporary housing for displaced individuals and families; assistance to unemployed individuals; loans to local governments suffering substantial loss of tax and other revenues; emergency transportation services; emergency communications; food coupons; crisis counseling, survey and allocation of construction materials; individual and family grants to meet disaster related expenses or serious needs of persons adversely affected by a major disaster; and suppression of forest or grassland fires.

Department of Agriculture

Farmers Home Administration—Rural Development

Programs—(Rural Development Act of 1972): These programs are administered by the Farmers Home Administration (FmHA) with 1,780 local county offices, each run by a county supervisor. A summary of grant and loan programs follows:

- **Rural Water and Waste Disposal Grants and Loans.** The fiscal '77 appropriation for grants is \$200 million, and \$600 million has been appropriated for loans at an interest rate of five per cent with terms up to 40 years. Eligible activities include projects to develop, store, treat, purify, or distribute water and projects to collect, treat, or dispose of solid waste. Eligible applicants are defined as areas of population up to 10,000, with units of local government getting preference.

Grants and loans may be combined for project costs, the ratio being determined by the agency rule mandating that the community's debt-repayment level equal one per cent of the median income. Grants may not exceed 50 per cent of the project cost, the average in fiscal '76 being 30 per cent.

For fiscal '78, the grant level will be \$250 million and the loan level will be \$750 million, the highest level to date.

- **Rural Development Grants.**

The fiscal '77 and fiscal '78 appropriation is \$10 million for projects to facilitate development of private business enterprises

Federal Grants

including development, construction, acquisition of land, buildings, plants, equipment, access streets and roads, parking, utility extension, water and waste facilities, refinancing, services, and fees. Communities with a population up to 10,000 are eligible.

• Business and Industry Loans.

For fiscal '78, \$1 billion will be available for projects to improve, develop, and finance business, industry, and employment and to improve the economic and environmental climate in rural communities. Eligible areas include those not within a city of 50,000 and not adjacent to an urban area with a population density of 100 persons per square mile. Special consideration is given to government units, other than cities, with a population of over 25,000.

• Rural Housing Programs—Summary:

Section 515 rental loans have a fiscal '77 appropriation of \$545 million. These are direct loans to private nonprofit corporations and consumer corporations to provide rental housing for elderly low and moderate income families. The loans may be used for construction of new housing, purchase of new or existing housing, or repair of existing rental units.

The Section 514 Farm Labor Loan Program has \$10 million appropriated for fiscal '77 and the 516 Farm Labor Grant Program has a \$7.5 million appropriation. This funding is available for construction of rental housing for farmworkers and goes to farm owners, any state or political subdivision, or any public or private nonprofit organization. The loans carry 1 per cent interest with terms of 33 years, and grants can cover up to 90 per cent of development costs.

The Section 524 Site Loans Program has a fiscal '77 appropriation of \$3 million. These loans are available to public or nonprofit organizations for the purchase and development of sites on which low and moderate income housing will be built.

Drought: FmHA is currently the portion of the Drought Relief Program that provides assistance to communities below 10,000. The agency has \$75 million in 50 per cent grants and \$150 million in 5 per cent loans for short term water supply assistance. Program funds may be used for improvement, expansion, or construction of water supply systems, and purchase and transportation of water to provide immediate relief of existing drought conditions. Emphasis will be given to projects eliminating threats to public or health or safety.

Funds must be obligated by Sept. 30 and projects completed by Nov. 30, unless a special waiver is granted by the Secretary. See Economic Development Administration (Department of Commerce) for companion drought relief program for communities over 10,000.

Department of Commerce

Economic Development Administration (EDA): The Economic Development Administration (EDA) is currently administering a \$4 billion Local Public Works program, the second round of a \$6 billion program. The act provides 100 per cent public works construction grants to units of local government. Eligible activities include construction, reconstruction, renovation, or repair of public facilities.

To participate in the program, counties must have an unemployment rate of at least 6.5 per cent and be able to commence project construction within 90 days of notice of grant award.

EDA has notified eligible local governments of the amount of grant they will receive as determined by their unemployment rate, numbers of unemployed, and the amount of funding they received in the first round of the public works program. Local governments must reach their own priorities on projects to be funded. By early fall, construction on all projects should be underway.

The Economic Development Administration also provides a number of other programs, including:

- **Title I Public Works and Development Facilities.** Grants and loans for public works public services, or development facilities to improve or attract new employment opportunities.
- **Title II Business Loans and Guarantees.** Loans to private and public groups to establish new business or expand existing firms.
- **Title III Technical Assistance.** Direct assistance or grants to provide information, data, and know-how in evaluating and/or shaping specific projects and programs in economic development.
- **Title IV Redevelopment Areas and Development Districts.** Up to 75 per cent of administrative expenses of economic development districts.
- **Title V Regional Action Planning Commissions.** Seven multi-state regional commissions.
- **Title IX Special Economic Adjustment Program.** Would provide assistance for unemployment resulting from actions by the federal government or severe changes in economic conditions.
- **Title X Job Opportunities Program.** Funds for hiring unemployed in public works projects in areas of high unemployment.

Drought: EDA administers the Community Emergency Drought Relief Act providing drought assistance to communities of over 10,000 population. The agency has \$60 million in 50 per cent grants and \$115 million in 5 per cent loans for short term water supply assistance. Program funds may be used for improvement, expansion, or construction of water supply systems; and purchase and transportation of water to provide immediate relief of existing drought condition. Emphasis will be given to projects eliminating threats to public health or safety.

Funds must be obligated by Sept. 30 and projects must be completed by April 30, 1978. See Farmers Home Administration (Department of Agriculture) for companion program serving communities below 10,000.

Federal Grants

Environmental Protection Agency

Areawide Wastewater Management Planning (Section 208 of the Federal Water Pollution Control Act of 1972): Section 208 calls for nationwide wastewater treatment planning; each governor must designate areawide and/or state agencies, with the state having final approval over all plans.

NACo staff has determined three routes by which counties may be funded through the 208 process: (1) designation as an areawide agency; (2) subcontracting a portion of the work-plan from a designated areawide agency; or (3) subcontracting a portion of the plan from the state designated agency, if the county is in a nondesignated portion of the state.

The continued funding picture for 208 is uncertain at this time, although President Carter has publicly stated that he is committed to additional 208 funding.

Under court order, EPA is preparing to distribute an additional \$137 million between now and Sept. 20 to unfunded or underfunded areawide and state planning agencies. The allocation formula designates 8 per cent for net population and 15 per cent for net land area. However, the federal government has appealed the court order. After nearly a year, judicial decision on the appeal has not been made.

Construction Grants for Wastewater Treatment Works (Federal Water Pollution Control Act, P.L. 92-500 as amended in 1972 Title II): The Federal Water Pollution Control Act of 1972 authorized \$18 billion for construction of wastewater treatment plants, at a federal funding level of 75 per cent. Funds must be obligated by Sept. 30 under current law.

The construction grants program is designed to help communities meet the goal of applying best practicable technology by 1977, and ultimately, the 1985 goal of eliminating discharge into the nation's (navigable) waters.

Municipalities, counties, intermunicipal agencies, states and interstate agencies who have jurisdiction over disposal of sewage, industrial wastes or other wastes are eligible to apply for funds. The project must have as its primary purpose the treatment of domestic wastes from a community or larger region. Eligible projects include construction or expansion of sewage treatment plants providing at least secondary treatment; construction or rehabilitation of interceptor sewers; construction, expansion, rehabilitation of sewage collection systems in most cases; and construction of combined sewer overflow control systems.

Funds are allocated annually among states on the basis of a "needs survey." States have assembled their own priority lists to insure that the most needed facilities will be constructed with the funds available. To be considered for federal assistance, a project must appear on the state priority list. EPA and the states rank construction of treatment facilities and needed interceptor sewers above other types of projects.

The grants process provides funds for projects in three steps: preliminary planning, detailed design, and construction.

This March, the House passed H.R. 3199 to amend P.L. 92-500 which provides for:

- Multi-year funding for construction grants program at \$17 billion ('77: \$5 billion; '78: \$6 billion; '79: \$6 billion).
- Measures to streamline the grants process: (1) combination of step one and step two grant applications by communities for projects under \$1 million; (2) certification by EPA of states qualified to oversee the grants program.
- Change of the state allocation formula to consider both needs and population.
- Use of ad valorem taxes in conjunction with industrial surcharges to be used in place of user charges to finance operation and maintenance.
- An 18-month moratorium on the provision which requires industrial users of municipal treatment facilities to repay their share of federal construction costs.

The Senate passed an amendment to the public works bill in February to authorize \$4.5 billion for fiscal '77. The Senate Public Works Committee has been reluctant to deal with any of the issues addressed in the House bill until it has completed hearings this summer on the entire water act. Because of the deadlock between the House and Senate, only a \$1 billion supplemental appropriation has been approved for fiscal '77. The Senate Committee has expressed a willingness to authorize additional funds at any time if the House will delay consideration of substantive changes in the law.

For more information on wastewater treatment construction grants, contact your state water pollution control board, your EPA regional administrator or Harold P. Cahill, Director, Municipal Construction Division, U.S. Environmental Protection Agency, 401 M St., S.W., Washington, D.C. 20460, (202) 426-8986.



New Federal Solid Waste Legislation, Resource Conservation and Recovery Act, was passed Oct. 21, 1976 and is now being implemented by EPA. Grant regulations for the act are expected to be finalized by Oct. 1.

The following grant categories are applicable to counties under the new law. It should be noted that funding for fiscal '78 is minimal. For example, in fiscal '78, the new law authorizes \$180 million; Congress has appropriated only \$30 million. However, in the new law there are a number of grant categories that affect local governments. It is recommended that counties take advantage of these grant categories and work with their respective states and EPA regional offices to secure funding. If a large percentage of counties request funding in these specific grant categories, congressional action might be induced and additional funds can be appropriated. It is strongly recommended that a copy of the Resource Conservation and Recovery Act (P.L. 95-580) be utilized to interpret the following grant categories.

Pass Through in Lieu of Approved State Plan: States are required to submit a final solid waste plan to EPA BY Aug. 1, 1978 in order to receive state grants. However, for fiscal '78, in cases where state plans are not completed, funds can be allocated directly to counties if agreed upon by the state and the EPA regional administrator.

Rural Communities Assistance: Certain rural communities will be identified under Section 4009 of the law making them eligible for grants for solid waste management facilities, i.e. to upgrade open dumps. Federal funds will be based on a formula as explained in Section 4009 (b) of the law.

Tire Disposal Grants: Grants are available to private, public, or joint ventures for 5 per cent of the cost of tire shredders. Section 2004 of the law provides details on criteria for receiving tire disposal grants.

Technical Assistance Panels (Resource and Recovery Panels): EPA will provide panels to give technical assistance, upon request, to state and local governments. Technical assistance will be available at no charge for solid waste management, resource recovery, and resource conservation activities.

Special Communities: Communities having less than 25,000 population in which 75 per cent of solid waste disposal is from out of the jurisdiction are eligible for grants under Section 4008 of the law.

Implementation Grants: The law authorizes EPA to provide financial assistance to counties, municipalities, and intermunicipal agencies and state and local public solid waste management authorities for implementation of programs to provide solid waste management, resource recovery, and resource conservation services and hazardous waste management. Such assistance shall include assistance for facility planning and feasibility studies; expert consultation; surveys and analyses of market needs; marketing of recovered resources; technology assessment; legal expenses; construction feasibility studies; source separation projects; and fiscal or economic investigations or studies, but such assistance shall not include any element of construction or any acquisition of land or interest in land, or any subsidy for the price of recovered resources.

Other Federal Funding Sources

Community Development Block Grants: Solid waste disposal facilities are eligible under the Community Development Block Grant program of the Department of Housing and Urban Development.

Economic Development Administration/Public Works: Solid Waste activities are eligible for funds under the Department of Commerce through the Local Public Works Act of 1976 (See EDA/Public Works under Department of Commerce.)

Areawide Wastewater Management Planning (Section 208 of the Federal Water Pollution Control Act): Residual management planning funds (solid wastes) may be under some circumstances funded through the 208 process during fiscal '77. (See Areawide Wastewater Management under EPA.)

Farmers Home Administration: Department of Agriculture provides assistance primarily to rural counties for the installation, repair, improvement or expansion of solid waste disposal systems. (See Disposal Grants and Loans.)

Regional Commissions: Solid waste management grants are generally available from the eight regional commissions (Appalachian, Coastal Plains, Four Corners, New England, Old West, Ozarks, Pacific N.W., Upper Great Lakes). Grants are awarded based on applications approved through the appropriate state offices. Generally, grants are available for technical assistance and feasibility studies but not for construction. However, some commissions are able to grant funds for construction through their supplemental program. Counties should contact their appropriate regional commission.

The Coastal Energy Impact Program (CEIP): Provides financial assistance to states and local governments affected by coastal energy activity. The program was mandated by the Coastal Zone Management Act Amendments of 1976 and is administered by the National Oceanic and Atmospheric Administration (Department of Commerce).

Grants will be available to states and local governments for planning purposes, for building new or improved public facilities, and to help repair or prevent environmental damage. Credit assistance is available when a government's revenues from energy activity insufficiently covers costs incurred.

Within the CEIP, a fund has been set aside to meet needs arising specifically from Outer Continental Shelf (OCS) energy development, while the greater amount of money will be available to meet impacts of all energy activity in the coastal zone.

The funds will be available to local governments through the states. Allocations to states were made in May and states are now in the process of applying for the funds. Assistance to local governments should be available as soon as states have developed their own intrastate allocation process.

The total amount available for fiscal '77 is \$125 million, including \$110 million for credit assistance, \$3.5 million for planning grants, \$1.5 million for environmental grants and \$10 million in formula grants to meet OCS impact needs.

Bureau of Outdoor Recreation

The Land and Water Conservation Fund: This is a matching fund program administered at the federal level by the Bureau of Outdoor Recreation, Department of the Interior.

The fund is the major source of federal money for the acquisition and development of outdoor recreation facilities by cities, counties and states.

In June, Congress approved the full \$600 million requested by Interior for fiscal '78. This doubles the amount of money available in previous fiscal years.

Under provisions of the act, 60 per cent of the funds are available to states and local governments which must match the federal share on a 50-50 basis for individual projects. Remaining funds are used by federal agencies to acquire federal park lands.

Last year Congress approved a progressively increasing authorization for the act with \$750 million authorized in fiscal '79, and \$900 million in fiscal '80.

Further information may be obtained by calling Bob Ritsch in the Division of State Programs, BOR, at 202-343-7801.



Department of Transportation

For information on all FHWA programs, contact your state highway agency or FHWA division offices, usually located in your state capital.

This section on federal-aid highway funds includes information on both Federal Highway Administration (FHWA) and National Highway Traffic Safety Administration (NHTSA) safety programs.

Much information in this section comes from "Highways and Safety 1976—A Summary of the Federal-Aid Highway Act of 1976," published by the Highway Users Federation, Washington, D.C., and "Financing Federal-Aid Highways—Revisited," published by the Highway Users Federation. FHWA thanks the Highway Users Federation and FHWA for permission to use information, including tables, from their publications. Copies of both booklets are available from NACo.

Federal-Aid Highway Act of 1976: The most significant development in highway funding is the Federal-Aid Highway Act of 1976, signed into law May 5, 1976. The law provides funding for fiscal '77 and '78.

Table 1, "Authorizations: Federal-Aid Highway Act of 1976, Highway Safety Act of 1976," provides funds for highway and safety programs of interest to counties. Some additional programs are not included. The table shows which funds come from the Highway Trust Fund and which come from General Funds of the U.S. Treasury.

The 1977 Appropriations Act imposes approximately a \$7.7 billion limit on federal-aid highway and safety construction programs in fiscal '77. The 1978 Appropriations Act imposes approximately a \$7.45 billion limit in fiscal '78. The following are some features of the act which:

- Extends expiration date of the Highway Trust Fund for two years—from Sept. 30, 1977 to Sept. 30, 1979.
- Makes Oct. 1 (starting in fiscal '78) the date for apportioning other than Interstate federal-aid highway and safety funds. Previously, non-Interstate funds were apportioned at least six months before the start of the fiscal year.
- Makes funds for federal-aid highway systems (other than interstate) available for three years after the fiscal year for which authorized, rather than two years, as previously allowed.

- Consolidates rural primary, priority primary and urban primary extension programs into a single primary system funding category.
- Increases authority of states to transfer funds between programs. Up to 40 per cent of the funds for primary and secondary systems can be transferred from one to the other. Funds may be transferred between the primary system and the urban system, within a 20 per cent limitation. However, local officials in urbanized areas of 200,000 population or more must approve transfers of urban system funds.
- Amends 1973 highway act provision which allowed states and local governments jointly to withdraw nonessential large urban area Interstate segments and their costs and receive an equal amount of federal general funds for mass transit. General fund financing for highway projects is now also permitted. To be approved by the Secretary of Transportation, the highway project must be in the same general area as the withdrawn Interstate segment and must be on the federal-aid primary, secondary or urban system.
- Revises definition of highway construction to include "resurfacing, restoration and rehabilitation" of existing roads. Funds can be used to restore existing roadway pavements to a smooth, safe and usable condition. Rehabilitation projects may include strengthening or reconditioning of deteriorated or weakened sections of existing pavement, replacement of malfunctioning joints and pavement undersealings and similar operations to assure adequate structural support for a new roadway surface. Funding is permitted for projects such as resurfacing or widening rural and urban pavements with or without revision of horizontal or vertical alignment or other geometric features. Congress emphasizes that this definition change shows no intent to fund normal periodic maintenance.
- Amends provisions under which states can certify compliance with federal procedural requirements for non-Interstate federal-aid projects, called "certification acceptance." Rather than requiring that states have procedures "at least equivalent" to those in federal law for certification, the act now allows the Secretary of Transportation to certify a state's procedures if they will "accomplish the policies and objectives" of federal laws and regulations.

Federal Grants

- Reinstates an earlier provision of law, the Secondary Road Plan. Under this provision, the Secretary can approve a certified statement from a state highway agency that plans, design and construction of each secondary system project are accomplished according to standards and procedures adopted by the state and approved by the Secretary.

Funding by Highway Systems: What follows is a detailed report on federal highway and safety funds of interest to counties. As used in this report, "system" refers to one of the federal-aid highway systems; "funds" to identifiable sums authorized for specific purposes; "programs" to groupings of purposes for which funds can be used.

NOTE: With a few exceptions, the federal government does not pay for the entire cost of federal-aid highway projects. Federal funds are normally matched with state and/or local government funds to account for the necessary dollars to complete projects. The federal share is usually based on a percentage of total project cost. Interstate System projects are normally funded 90 per cent federal/10 per cent state. Most other projects are funded on a 70 per cent federal basis. Rather than using the term "federal match," the term "federal share" is used in this report. See Table 5 for the federal share of programs applicable to counties.

Interstate System Funds: \$3.25 billion for each fiscal year, '78 and '79. Annual authorizations of \$3.625 billion are set for fiscal years 1980 through 1990 to complete federal financing of the Interstate System. These authorizations must be considered tentative since the 1976 act provides for extension of the Highway Trust Fund only until Sept. 30, 1979.

Authorizations (Table 1)
Federal-Aid Highway Act of 1976, Highway Safety Act of 1976
(millions of dollars)

	From Highway Trust Fund					From General Funds						
Highway Development	Fiscal '76*	3 Months Ending 9-30-76	Fiscal '77	Fiscal '78	Fiscal '79	Total Thru Fiscal '79	Fiscal '76*	3 Months Ending 9-30-76	Fiscal '77	Fiscal '78	Total Thru Fiscal '78	Grand Total
Interstate ¹	3,000	—	3,250	3,250	3,250	9,750	—	—	—	—	—	9,750
Interstate—Min. ½ %	50	—	—	91	125	216	—	—	—	—	—	216
Interstate—Rehabilitation	—	—	—	175	175	350	—	—	—	—	—	350
Primary ²	1,415	—	1,350	1,350	—	2,700	—	—	—	—	—	2,700
Secondary (Rural)	450	—	400	400	—	800	—	—	—	—	—	800
Urban System	800	—	800	800	—	1,600	—	—	—	—	—	1,600
Non-Interstate	—	—	—	—	—	—	—	—	—	—	—	—
Transition Quarter	—	1,637.39	—	—	—	1,637.39	—	—	—	—	—	1,637.39
Economic Growth Center	—	—	—	—	—	—	—	—	—	—	—	—
Dev. Highways	100	—	50	50	—	100	—	—	—	—	—	100
Forest Highways	33	8.25	33	33	—	74.25	—	—	—	—	—	74.25
Public Lands Highways	16	4	16	16	—	36	—	—	—	—	—	36
Emergency Relief	60	15	60	60	—	135	40	10	40	40	90	225
Access Roads	—	—	—	—	—	—	25	3.75	15	15	33.75	33.75
Traffic Signal Demo. Projects	—	—	40	40	—	80	—	—	—	—	—	80
Highway Beautification, Landscaping	—	—	—	—	—	—	11.5	0.37	66.5	66.5	133.37	133.37
Off-system Safer Roads ³	(100)	—	—	—	—	—	200	—	200	200	400	400
Highways Crossing Fed. Projects	—	—	—	—	—	—	—	—	100	—	100	100
Rural Highway Public Trans. Demo.	40	—	—	—	—	—	20	—	—	—	—	—
Bikeway Demo. Projects	—	—	—	—	—	—	10	—	—	—	—	—
Total Fiscal Year Authorizations ¹ —	6,092.30	1,675.41	6,153.84	6,389.26	3,550	17,768.51	679.2	98.46	781.50	667.64	1,547.60	19,316.17
Highway Development	6,092.30	1,675.41	6,153.84	6,389.26	3,550	17,768.51	679.2	98.46	781.50	667.64	1,547.60	19,316.17
Highway Safety												
State and Community Grants	—	—	—	—	—	—	—	—	—	—	—	—
NHTSA	150	—	122	137	—	259	—	—	—	—	—	259
FHWA	35	—	25	25	—	50	—	—	—	—	—	50
Research and Development	—	—	—	—	—	—	—	—	—	—	—	—
NHTSA	65	10	40	50	—	100	—	—	—	—	—	100
FHWA	10	2.5	10	10	—	22.5	—	—	—	—	—	22.5
Incentive Grants	56.5	—	—	—	—	—	—	—	—	—	—	—
Fatality Rate Reduction	—	1.875	7.5	7.5	—	16.875	—	—	—	—	—	16.875
Fatality Reduction	—	1.875	7.5	7.5	—	16.875	—	—	—	—	—	16.875
Bridge Reconstruction & Replacement	125	—	180	180	—	360	—	—	—	—	—	360
Pavement Marking	75	—	50	50	—	100	—	—	—	—	—	100
High-Hazard Locations & Obstacles	150	—	125	125	—	250	—	—	—	—	—	250
Rail-Highway Grade Crossings	—	—	—	—	—	—	—	—	—	—	—	—
On-system	75	—	125	125	—	250	—	—	—	—	—	250
Off-system	—	—	—	—	—	—	—	18.75	75	75	168.75	168.75
Federal-aid Safer Roads Demo. Program ¹	100	—	—	—	—	—	—	—	—	—	—	—
Drug Use & Driver Behavior	10	—	—	—	—	—	—	—	—	—	—	—
Total Fiscal Year Authorizations—Safety	851.5	16.25	692.0	717.0	—	1,425.25	—	18.75	75.0	75.0	168.75	1,594.0
Highway Safety	851.5	16.25	692.0	717.0	—	1,425.25	—	18.75	75.0	75.0	168.75	1,594.0
Grand Total	6,943.80	1,691.66	6,845.84	7,106.26	3,550	19,193.76	679.2	117.21	856.50	742.64	1,716.35	20,910.11

*Authorized in Federal-Aid Highway Act of 1973 and Federal-Aid Highway Amendments of 1974.

¹Interstate funds authorized for fiscal '77, '78, and '79 in the Federal-Aid Highway Act of 1973. Fiscal '77 funds apportioned in December 1975.

²Primary System—Fiscal '76 authorizations were Rural Primary, \$800 million; Priority Primary Routes, \$300 million; Urban Primary Extensions, \$300 million; and minimum one-half per cent, \$15 million.

³Fiscal '76 authorizations were Federal-aid Safer Roads Demonstration Program, \$100 million; and Off-system Roads, \$200 million.

NOTE: Totals include sums for programs not indicated on table.

Federal Grants

Primary System Funds: \$1.35 billion for fiscal year '77 and '78 for the consolidated primary program. Rural, urban and priority primary programs received separate authorizations prior to the 1976 act. Consolidated primary system funds will be apportioned to the states under a formula based on area, rural area population, mileage of rural and intercity highway mail routes and an urban factor based on urban area population.

Urban System Funds: \$800 million for each fiscal year, '77 and '78. According to law, as of June 30, 1976, the federal-aid urban system is to be located in each urbanized area and such other urban areas as the state highway departments may designate and is to consist of arterial routes and collector routes, exclusive of urban extensions of the federal-aid primary system. As of December 31, 1976, the federal-aid urban system consists of 124,003 miles.

Secondary System Funds: \$400 million for each fiscal year, '77 and '78. As of June 30, 1976, the federal-aid secondary system is to consist of rural major collector routes. As of December 31, 1976, the federal-aid secondary system consists of 398,330 miles.

Safer Off-System Roads Program: \$200 million from general funds for each fiscal year, '77 and '78; federal share—70 per cent. Fiscal '77 funds have been apportioned among the states. The fiscal '78 appropriation is \$90 million. The Senate appropriations subcommittee on transportation has said that it will support a future supplemental appropriation if states and counties are successful in obligating the fiscal '77 funds. The committee also said that of the \$90 million fiscal '78 appropriation, \$500,000 "is for initiation of an inventory of structurally deficient and functionally obsolete bridges not on a federal-aid system. The Sixth Annual Report to Congress on the Special Bridge Replacement Program estimates there are 65,000 off-system bridges which need repair or replacement, based on limited information. The report notes the public interest, concern over bridge safety and economic hardship posed by deficient bridges on local road systems. The report suggests, however, that "at this date, it would be virtually impossible to administer successfully an off-system bridge replacement program due to the lack of available inventory and inspection data."

The new safer off-system roads program (SOS) is established by combining the previously authorized off-system roads and safer roads demonstration programs.

Funds are apportioned two-thirds according to the existing off-system formula (one-third area, one-third population of rural areas, one-third off-system road mileage) and one-third in the ratio which the population in urban areas in each state bears to the total population of urban areas of all states. According to the 1976 legislation, sums apportioned shall be available for obligation "throughout such state on a fair and equitable basis." Previous language provided for "obligation in the counties of such state on a fair and equitable basis."

SOS funds are for "construction, reconstruction, and improvement of any off-system road (including but not limited to, the replacement of bridges, the elimination of high hazard locations, and roadside obstacles)." "Off-system" means "any toll-free road (including bridges) which is not on any federal-aid highway system and which is under the jurisdiction of and maintained by a public authority and open to public travel." Previously, the program was limited to rural areas.

The principal objective of the program is to construct, reconstruct, or otherwise improve off-system roads and streets, with special emphasis on low-cost projects which contribute significantly to the safety of the traveling public. Final regulations on the SOS program were published in the *Federal Register*, Vol. 42, No. 107, June 3.

Rural Highway Public Transportation Demonstration Program: Fiscal '75 and '76 appropriations totaling \$24.65 million have been obligated for 100 per cent funding of 100 demonstration programs. No appropriation was made in fiscal '77 and no appropriation is included in the proposed fiscal '78 budget.

This program was authorized for \$75 million by the Federal-Aid Highway Act of 1973 as a two-year program. Over \$45 million of the authorization has not been appropriated.

Although funds are not now available, the following information is provided so counties may participate in the program if funds become available.

The program's objectives are to encourage the development, improvement and use of public mass transportation systems in rural areas by use of demonstration projects. Projects eligible for federal funds include, but are not limited to: (1) highway traffic control devices; (2) construction of passenger loading areas and facilities, including shelters; (3) fringe and transportation corridor parking facilities to serve bus and other public transportation passengers; (4) purchase of passenger equipment other than rolling stock for fixed rail. Funds may cover both capital and operating expenses for a multi-year period, after which non-program funds must be used to continue services. Applications are screened by state and federal field staffs before final selection by the Federal Highway Administration and the Urban Mass Transportation Administration.

Traffic Control Signalization Demonstration Projects: \$40 million from the Highway Trust Fund for each fiscal year, '77 and '78 (100 per cent funding). The fiscal '78 appropriation is \$20 million. This program is to demonstrate, through technology not in general use, the value of traffic control signalization in increasing the capacity of existing highways, conserving fuel, decreasing traffic congestion, improving air and noise quality and furthering safety. Priority is to be given to projects on any public highway coordinating two or more intersections.

Carpool and Vanpool Projects: Funding up to \$1 million for each approved project from primary and urban system funds; federal share—90 per cent. The carpooling demonstration program is made permanent and expanded to include vanpools, to permit acquisition of carpool vehicles and to provide carpooling opportunities for the elderly and handicapped.

Generally, the program funds those activities which encourage carpooling, use of vanpools, and greater use of buses. Eligible activities include:

- Development of systems for locating potential users of carpools or buspools and informing them of opportunities for participation.
- Work necessary to grant carpools, or carpools and buses, priority use of existing highway lanes.
- Studies necessary to determine the best carpool criteria for the specific highways and streets involved (may include signing, marking, minor physical modifications, and initial enforcement, equipment and personnel).
- Traffic control devices to advise drivers and control the movement of carpools.
- Signing of, and minor modifications to, publicly owned facilities to provide preferential parking for carpools.

Bicycle Transportation and Pedestrian Walkways: \$45 million annual limitation, \$2.5 million limitation per state; federal share—70 per cent. The new act raises the annual limitation on total obligation for bicycle and pedestrian walkway projects from \$40 million to \$45 million and the limitations for any state from \$2 million to \$2.5 million. Any federal-aid highway apportionment, except the Interstate, can be used for construction of cyclist and pedestrian facilities. Eligible costs may include:

- Grading, drainage, paving, barriers, landscaping, and necessary structures;
- Supplementary facilities such as shelters, parking, bicycle storage, and comfort stations;
- Traffic control devices;
- Fixed source lighting where appropriate;
- Curb-cut ramps on new and existing facilities;
- Right-of-way;
- Walks, barriers, and additional widths and lengths on bridges necessary for route continuity;
- Grade separations under certain conditions.

Access Highways to Public Recreation Areas on Certain Lakes:

Federal share—70 per cent. The fiscal '76 appropriation for this program was \$10 million. The 1977 DOT appropriations act provides that this appropriation remain available until Sept. 30, 1979; it also provides an additional \$4.8 million for the program. The fiscal '78 appropriation is \$8.65 million.

Emergency Relief: \$25 million for the three-month transition period and not more than \$100 million in any one fiscal year, beginning with fiscal '77; federal share—70 to 100 per cent. Funds are authorized for the repair of federal-aid roads, highways, and bridges damaged by natural disasters and other catastrophes. Funding continues at 60 per cent from the Highway Trust Fund and 40 per cent from general funds.

Eligible activities include permanent repairs to, or reconstruction of, damaged facilities within the highway right-of-way.

Before emergency funds can be made available there must be "serious" damage over a wide area; an emergency must be declared by the governor of the affected state; the declaration must be concurred in by the Secretary of Transportation; and an application for emergency assistance must be made by the state highway agency.

Roads and streets not on a federal-aid highway system may be eligible for assistance from the Federal Disaster Assistance Administration which administers a similar program under the Disaster Relief Act of 1974.

Highway Beautification and Landscaping: All funds from general funds, federal share—70 per cent; \$25 million for each fiscal year, '77 and '78 for landscaping and litter removal (litter removal is a new provision); \$15 million for each fiscal '77 and '78 for junkyard control. The fiscal '78 appropriation is \$19.15 million.

Regular federal-aid construction funds, from the Highway Trust Fund, can be used for landscaping and scenic enhancement inside and adjacent to the highway right-of-way on federal-aid projects. Previously, landscaping development outside the right-of-way was financed by general funds.

Highway Safety: Safety programs in the 1976 act are contained in a separate title, the Highway Safety Act of 1976. The act authorized appropriations of nearly \$1.6 billion during the 27 months from July 1, 1976 to Sept. 30, 1978.

State and Community Safety Grants: Money granted to states is used for safety activities under national highway safety program standards. The program is administered at the national level by the

National Highway Traffic Safety Administration (NHTSA) and the Federal Highway Administration (FHWA).

NHTSA has primary responsibility for administering the following highway safety program standards:

Periodic motor vehicle inspection

Motor vehicle registration
Motorcycle safety
Driver education
Driver licensing
Codes and laws
Traffic courts
Alcohol in relation to highway safety

Traffic records
Emergency medical services
Pedestrian safety—educational aspects

Police traffic services
Debris hazard control and cleanup

Pupil transportation safety
Accident investigating and reporting

For NHTSA state and community grants, the 1976 safety act authorizes \$122 million for fiscal '77 and \$137 for fiscal '78. In each fiscal year, \$7 million must be used for school bus driver training programs.

There is a \$172 million limit for fiscal '78 for obligations that may be incurred for NHTSA's state and community highway safety programs. According to the Senate appropriations subcommittee on transportation, "funds are to be used to continue to maximize state investments in such high payoff areas as alcohol countermeasures and selected traffic enforcement, with emphasis on the demonstrated life-saving and fuel-saving elements of the 55 m.p.h. speed limit."

For more information on NHTSA programs, contact your governor's safety representative through your governor's office; the National Highway Traffic Safety Administration, Washington, D.C. 20590; National Highway Traffic Safety Administration regional offices.

FHWA administers the standards on: Identification and surveillance of accident locations; highway design, construction, and maintenance; traffic engineering services; and the engineering and traffic control devices portions of the pedestrian safety standard.

The Highway Safety Act of 1976 authorizes for FHWA state and community grants \$25 million for each fiscal year, '77 and '78. The 1977 DOT appropriations act establishes a fiscal '77 funding level of \$21 million. The 1978 DOT appropriations act establishes a fiscal '78 funding level of \$28 million.

High Hazard Locations and Roadside Obstacles: \$125 million for each fiscal year, '77 and '78 from the Highway Trust Fund; federal share—90 per cent. The 1973 Safety Act established special categories of grants for elimination or reduction of hazards at high hazard locations and for elimination of roadside obstacles on the federal-aid highway system. The 1976 Act combines these programs into one funding category.

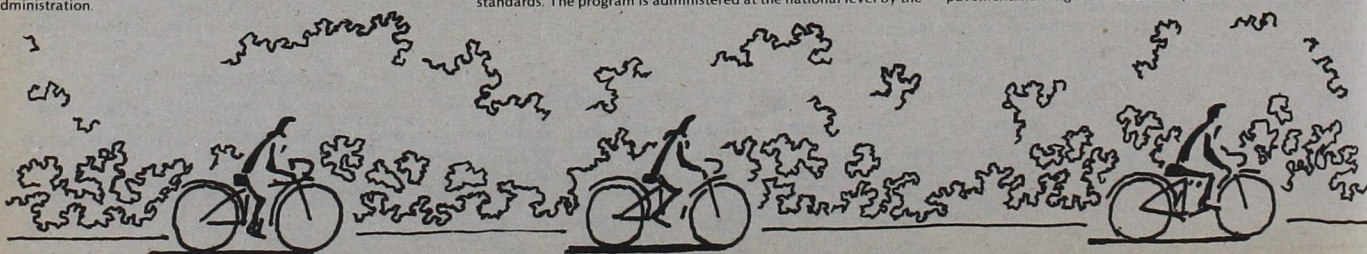
Rail-Highway Crossings: \$125 million each for each fiscal year, '77 and '78 from Highway Trust Fund; federal share—90 per cent. Funding for elimination of hazards at rail-highway grade crossings on any federal-aid highway system other than the Interstate is continued under the act, with a provision that at least one-half of the money be used for the installation of protective devices at crossings.

The act also creates a new program for the elimination of hazards at rail-highway crossings on roads off the federal-aid system. Funding of \$18.75 million from the general fund is authorized for the three-month transition period; \$75 million each for fiscal years, '77 and '78.

Funds for the off-system rail-highway crossing program have been apportioned to the states one-half on the basis of area, rural population and specified rural mail routes; one-half by urban population. This is the same apportionment formula as the on-system program.

States can now use the authorized amount of transition period funds and fiscal 1977 funds for the off-system rail-highway crossing program. State highway agencies will approve county projects on a first come, first served basis.

Pavement Marking: \$50 million for each fiscal year, '77 and '78 from Highway Trust Fund; 100 per cent funding. The new legislation eliminates the requirement that the Secretary of Transportation give priority under the pavement marking program to federal-aid secondary system and off-system roads. As previously authorized, funds can be transferred to off-system locations for correction of high hazard locations when all rural pavement markings have been completed.



Apportionment and Apportionment Formulas: FHWA apportions or divides the sums authorized for the various highway programs among the states. The apportionment is based on several formulas prescribed by law. The following table shows formulas for apportioning authorized sums for certain highway programs appropriate for counties.

**Apportionment Formulas
(Table 3)**

Fund	Factors	Weight	Minimum Apportionment
Secondary System	Area	1/3	1/2 per cent
	Rural Population	1/3	(except for D.C.)
	Rural Delivery	1/3	
	Route Mileage and Intercity Mail Route Mileage		
Urban System	Urban* Population	1	1/2 per cent
Urban Transportation Planning	Urbanized Population	1	1/2 per cent
High-Hazard Locations & Roadside Obstacles	Total Population	3/4	1/2 per cent**
	Public Road Mileage	1/4	
Forest Highways	Area of Forests	1/2	—
	Value of Forests	1/2	
Safer Off-System Roads	Area	2/9	—
	Rural Population	2/9	
	Off-System Road Mileage	2/9	
	Urban Population	1/3	
Highway Safety Programs	Total Population	3/4	1/2 per cent**
	Public Road Mileage	1/4	
Rail-Highway Crossings (on a Federal-aid System)	Area	1/6	—
	Rural Population	1/6	
	Rural Delivery	1/6	
	Route Mileage and Intercity Mail Route Mileage		
Rail-Highway Crossings (off-system)	Area	1/6	—
	Rural Population	1/6	
	Rural Delivery	1/6	
	Route Mileage and Intercity Mail Route Mileage		
	Urban Population	1/2	

For information on state apportionments, contact your state highway agency.

*Places of 5,000 or more persons

**Except that the Virgin Islands, Guam and American Samoa each get only one-third per cent

Allocations: Some funds do not contain a legislatively mandated apportionment formula. In these cases, the sums are divided among the states at the discretion of the Secretary of Transportation. These discretionary or administrative divisions are called "allocations," rather than apportionments. The following table indicates some allocated funds and how funds are distributed.

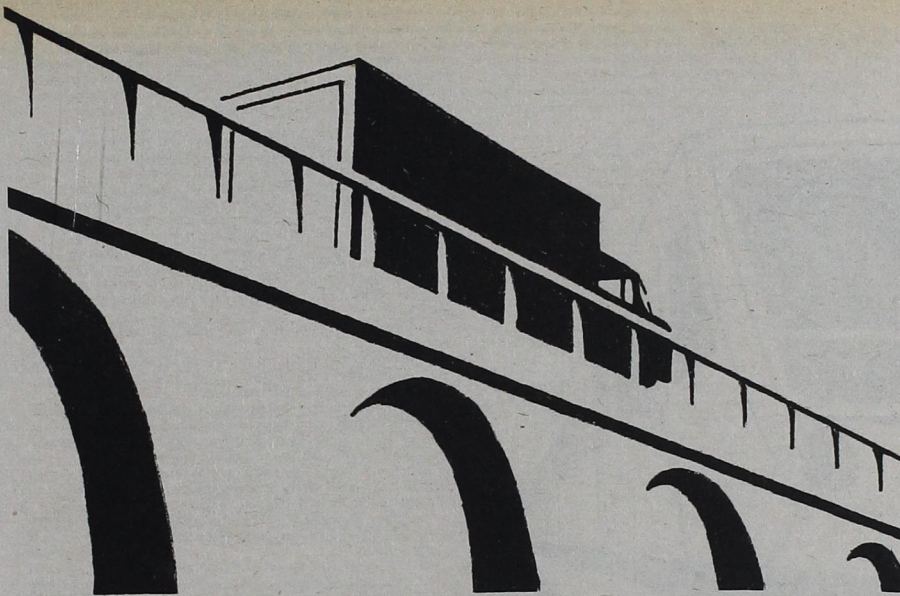
**Allocated Funds
(Table 4)**

Fund	Distribution
Emergency Relief	Project by project
Control of Junkyards	As requested by states
Economic Growth Center Development Highways	Administratively derived formula giving equal weight to: area, mileage of rural delivery and intercity routes, and population outside of urbanized areas. One-half per cent minimum.
Special Bridge Replacement	Relative needs

Obligations-Availability: At the time of apportionment, certificates denoting the sums deducted and the exact amount of each apportionment are transmitted to each state highway agency. It is through these certificates that states receive the ability to obligate the federal government to repay the debts they incur. Thus, each apportionment connotes the granting of new "obligational authority." It is not cash that is apportioned; it is only authority to incur new obligations.

Federal-aid funds are available for obligation for a period of four years. Funds for use on other than the Interstate System are to be apportioned on Oct 1. These non-Interstate funds are available "for a period of three years after the close of the fiscal year for which such sums are authorized." Thus, they are available for four years. Prior to the Federal-Aid Highway Act of 1976, non-Interstate funds were available for two years after the fiscal year for which they were authorized.

Should a state not obligate its entire apportionment within this four-year period, the authority to obligate the remainder lapses.



Special Bridge Replacement Program: \$180 million for each fiscal year, '77 and '78 authorized from the Highway Trust Fund; federal share—75 per cent.

Funds may be used for inventory, inspection and classification of bridges as well as replacement of deficient structures. Funds may be used only for bridges on a federal-aid highway system. Eligible activities include:

- Total replacement of deficient bridge at or close to existing location;
- Complete relocation of a deficient bridge with a new structure in the same general corridor; and
- when substructure is structurally adequate, superstructure is eligible.

The deficient bridge must be removed or permanently closed following the opening of the replacement bridge. Funds may not be used for costs of right-of-way, utility relocation or adjustments, long approach fills, or similar items (other federal-aid highway funds may share in the cost of these items). The structure to be replaced must be on one of the federal-aid highway systems. It must be inspected, rated, and be determined to be deficient, submitted as a replacement candidate, and must be considered as having a high priority for replacement.

FHWA Highway Safety program funds: These funds may be used for inventory, inspection and classification of bridges either on or off a federal-aid highway system, but not on a state highway. Funding is 70 per cent federal and may be increased up to 95 per cent in states with large areas of public lands. For fiscal '77, \$25 million is available nationwide for all FHWA 402 safety programs.

FHWA Safer Off-System Road funds (see description of SOS program, page 10): These funds may be used for inventory, inspection and classification of bridges on roads and streets which are not on a federal-aid highway system. Funding is 70 per cent federal and may possibly be increased in states with large areas of public lands. For fiscal '77, \$200 million is available nationwide for SOS programs. The fiscal '78 appropriation is \$90 million.

FHWA Highway Planning and Research Funds: These funds may be used by states to collect inventory data (as required under the Special Bridge Replacement Program) for bridges either on or off the federal-aid highway systems. These funds may not be used for structural appraisal or posting of bridges.

NOTE: Once inspected, bridges which cannot carry full legal loads require posting. Appropriate categories of federal-aid construction funds may be used for posting. In addition, bridges not on a federal-aid highway system may be posted with the FHWA highway safety program funds mentioned above.

Program Transferability: The Federal Aid Highway Act of 1976 increases from 30 to 40 per cent the amount of Highway Trust Fund apportionments that states can transfer from one funding category to another in three programs:

- Special bridge reconstruction and replacement
- On-system rail-highway grade crossing
- High hazard locations and roadside obstacles

It is no longer required that the purposes of the individual program be met before transfer can be approved.

The Secretary of Transportation is given additional authority to approve the transfer of up to 100 per cent of the apportionment from one of the three above safety programs to another if requested by the state. In this case, the Secretary must be assured that the purposes of the program from which the funds are being transferred have been met.

Also, all or part of the general funds apportioned for the off-system rail-highway grade crossing program can be transferred to the safer off-system roads program. This transfer can be approved by the Secretary if the purposes of the off-system crossing program have been met.

How Federal-Aid Highway Programs are Funded (Information is updated to include provisions of the Federal-Aid Highway Act of 1976): The process of funding federal-aid highway projects is extremely complex. It is hoped that the following information will help to clarify that process. The information, including tables, comes from parts of the Federal Highway Administration publication, "Financing Federal-Aid Highway—Revisited," by Barry Felrice.

Highway Trust Fund, General Fund Highway Financing: The Federal-Aid Highway Act of 1956 established the Highway Trust Fund as a mechanism for financing the then accelerated highway program. The Trust Fund is not a physical entity in which revenues are deposited. It is only a bookkeeping entry in the U.S. Treasury. User taxes are not deposited in the Highway Trust Fund but in the general fund of the Treasury. Amounts equivalent to these taxes are then transferred from the general fund to the trust fund. Transfers are made at least monthly on the basis of estimates by the Secretary of Transportation and later adjusted on the basis of actual tax receipts.

Not all federal-aid highway funds come from the Highway Trust Fund, some programs are financed by the general fund. The following table shows the source and percentage of funds for programs in which counties participate.

**Trust Fund and General Fund Financing
(Table 2)**

Fund	Per Cent Financed From Trust Fund	General Funds
Secondary System	100	
Urban System	100	
Forest Highways	100	
Public Lands Highways	100	
Economic Growth Center Development Highways	100	
Landscaping and Litter Removal		100
Control of Junkyards		100
Safer Off-System Roads		100
Access Highways		100
Traffic Control Signalization Demonstration Projects	100	
Highway Safety Programs	100	
Bridge Reconstruction and Replacement	100	
Pavement Marking	100	
High-Hazard Locations and Roadside Obstacles	100	
Rail-Highway Crossings		
(a) on a Federal-aid System	100	
(b) off Federal-aid Systems		100

Highway Authorizations: The first step in the funding is authorization by Congress. Federal-Aid Highway Acts provide funds, termed "authorizations," for the federal-aid highway program. Over the past 50 years, this program has expanded from two categories (primary and forest highways) to over 40 categories, each having a separate authorization. Authorizations are amounts of money the Secretary of Transportation is permitted to obligate on behalf of the federal government. They are the upper limits on the amount of federal funds which can be spent.

Contract Authority: The federal-aid highway program differs from other federal programs. Most federal programs require a two-step process. The first step is the congressional passage of authorizations (indicated above). The authorizations may be used only after passage of a second piece of legislation, an appropriations act. It is at this point that the program may proceed.

In the highway program, most categories don't require this two-step authorization-appropriation process to obligate federal funds. Through what is termed "contract authority," sums authorized in federal-aid highway acts are available for obligation prior to their being apportioned. The use of contract authority was first legislated in the Federal-Aid Highway Act of 1922.

Federal Grants

Federal Share of Project Costs: As mentioned earlier, with a few exceptions, the federal government does not pay for the entire cost of federal-aid highway projects.

The table below shows the federal share for funds of interest to counties.

Federal Share of Funds (Table 5)

Fund	Federal Share (per cent)
Interstate System	90*
Primary System	70*
Secondary System	70*
Urban System	70*
Emergency Relief	70**
Railway-Highway Crossings	70**
Outdoor Advertising	75
Control of Junkyards	75
Economic Growth Centers	70***
Bridge Replacement	75
Pavement Marking	100
High Hazard Locations and Roadside Obstacles	90
Access Highways to Lakes	70
Highways Crossing Federal Projects	100
Forest Highways	100
Public Lands Highways	100
Safer Off-System Roads	****
Highway Safety Programs	70*
Rural Highway Public Transportation Demonstration Program	100
Demonstration Projects—Railroad Highway Crossings	70*
Traffic Control Signalization Demonstration Projects	100
Rail-Highway Crossings (on/off a Federal-aid System)	90

* May be increased up to 95 per cent for states with large areas of "public lands."

** May be increased to 100 per cent.

*** May be increased to 100 per cent for engineering and economic surveys.

**** Unknown at this date.

Urban Mass Transportation Administration (UMTA) Funds: For information on all UMTA programs, contact the Urban Mass Transportation Administration, Office of Public Affairs, 400 7th St., S.W., Room 9330, Washington, D.C. 20590; 202-426-4043; and UMTA regional offices in the 10 federal regions.

Capital and Operating Assistance: The National Mass Transportation Assistance Act of 1974 (NMTA) amended the Urban Mass Transportation Act of 1964 to establish an \$11.8 billion, six-year mass transportation program. Up to \$500 million of the \$11.8 billion may be expended in non-urbanized areas under Sections 3, 6, and 9 of the act. No funds can be spent for operating expenses in non-urbanized areas (Section 5).

Operating and Capital Funds—Section 5: Section 5 provides for the apportionment by formula of \$3.97 billion over a six-year period to urbanized areas (designated recipients) for either mass transportation capital projects or operating assistance. Operating expenses include, for example, gasoline, oil, labor and maintenance costs associated with capital equipment. The distribution formula is based one-half on population and one-half on population density. The federal matching share for funds used for capital purposes is up to 80 per cent. The federal share for operating assistance may be up to 50 per cent of the project; however, this is limited by the availability of Section 5 funds and local matching funds.

The schedule provided by NMTA calls for distribution of the formula funds through fiscal '80 as follows:

Fiscal Year	Amount (in millions)
1975	\$300
1976	500
1977	650
1978	775
1979	850
1980	900

These sums are to remain available for obligation by the governor or designated recipient for two years following the close of the fiscal year of apportionment.

Capital Assistance—Section 3: The fiscal '78 obligational authority for capital facilities grants is \$1.4 billion. The fiscal '77 obligational authority was \$1.25 billion. These funds provide capital assistance to public bodies. UMTA provides up to 80 per cent of project costs. Eligible facilities and equipment may include personal property, including buses, and other rolling stock and real property including land (but not public highways), within the entire zone affected by the construction and operation of transit improvements, including station sites.

This is a discretionary program with grants made on a case-by-case basis. The most common use of funds by counties is for purchase of buses and related equipment.

There is no specific state role in the application process. UMTA encourages counties to submit a joint application on behalf of several communities. Non-urbanized area counties may apply for Section 3 funds using the same grant application process as those in urbanized areas.



Ten-year capital loans are also available under Section 3 to finance the acquisition of real property and interests in real property for use as rights-of-way, station sites, and related purposes on urban mass transportation systems. Section 3 also provides funds for preliminary engineering studies.

Planning Assistance and Technical Studies—Section 9: The fiscal '78 obligational authority is \$55 million. Section 9 funds may be used for the planning, engineering, designing and evaluation of urban mass transportation projects and for other technical studies, included or proposed, for an urban transportation program as part of a comprehensive development of an urban area. Counties, in conjunction with councils of governments, have been fairly active in using technical studies funds. Counties in non-urbanized areas may use Section 9 funds to prepare local Transit Development Programs required to qualify for UMTA capital assistance to non-urbanized areas.

Research, Development and Demonstration (R, D and D)—Section 6: The fiscal '78 appropriation for Section 6 is \$70 million. The fiscal '77 appropriation was \$61.2 million. R, D and D grants and contracts are awarded for the development, testing and demonstration of new facilities, equipment, techniques and methods to improve mass transportation service and contribute toward meeting total urban transportation needs at minimum cost.

Service and Methods Demonstration Program—Section 6: Section 6 program provides funds to develop, test and promote innovative and nationally relevant public transportation services and methods, including those for the elderly and handicapped. Funds may cover up to 100 per cent of project expenses involving capital investment, operations, administration and evaluation during the project's life (usually 1-3 years).

Grants may be made to counties submitting unsolicited proposals; however, potential applicants should initially contact UMTA informally (by letter or telephone) to determine demonstration concept compatibility with current UMTA demonstration plans.

Managerial Training Grants—Section 10: About \$500,000 is available in each fiscal year, '77 and '78. UMTA awards non-more than 100 fellowships each year for training managerial, technical and professional personnel in the urban mass transportation field.

Federal Aviation Administration (FAA): For more information on FAA programs, contact the FAA regional, area or district office. The Airport and Airways Development Act of 1976 extended the Airport Development Aid Program (ADAP) through 1980. Funding comes from the Airport and Airway Trust Fund.

ADAP includes both a construction grant program and a planning grant program for air carrier and general aviation airports. Air carrier airports are those with regularly scheduled

service. General aviation airports serve private aircraft and do not have regularly scheduled service. ADAP construction funds amount to \$440 million for fiscal '77 and \$465 million for fiscal '78. "Commuter air service airports" are guaranteed at least \$15 million annually from air carrier funds. ADAP authorizations for developing general aviation airports are \$70 million for fiscal '77 and \$75 million for fiscal '78. At least \$15 million annually from general aviation funds must be made available for "reliever" airport development.

For both fiscal '77 and '78, \$15 million from the Airport and Airway Trust Fund is available for airport planning grants (PGP). This amount is to remain available until expended.

Counties and other public agencies are eligible for funding in the ADAP program if their airport is included in the National Airport System Plan. This program provides grants for land acquisition; construction of runways, taxiways and aprons; navigation aids; and safety equipment. Expanded purposes under the new legislation include: public use terminal space in air carrier airports meeting certain safety and other requirements; purchase of land for noise buffer zones and snow and noise suppression equipment.

Medium and large hub airports are eligible for 75 per cent federal funds.

Small hub, general aviation, reliever and commuter airports are eligible for 90 per cent grants in '77 and '78. In '79 and '80 their federal share is reduced to 80 per cent.

The formula provides that two-thirds of ADAP air carrier funds will be distributed on the basis of a weighted passenger enplanement formula. Every air carrier facility is eligible for a minimum \$150 thousand up to a maximum \$10 million in formula funds. Remaining funds may be expended at the discretion of the Secretary of Transportation, including the minimum \$15 million for commuter airports. General aviation funds are distributed partly on a formula basis by state, and partly at the discretion of the Secretary of Transportation.

The 1976 legislation allows the Secretary of Transportation to commit funding for a single project application covering several multi-year projects or several single year projects which all begin in the year of approval. This provision applied only to those air carrier airports entitled to automatic funding on the basis of an enplanement formula.

Amounts apportioned among the states are available for general aviation airports in the state for a two-year period. Amounts designated for individual air carrier airport sponsors through the enplanement passenger formula contained in the act are available for a three-year period. Funds not obligated by a grant agreement between FAA and an airport sponsor by the expiration date will be added to a discretionary fund for airport development administered by the Secretary of Transportation without regard to geographical boundaries.

The 1976 legislation authorizes FAA to provide public agencies with 75 per cent of the cost of developing regional airport system plans. Master plans for specific airports are funded at the same federal level as the airport is eligible to receive for construction grants (75 to 90 per cent).

An airport system plan deals with the extent, general type, location and timing of the airport development within a state, region or metropolitan area. Generally, these plans are prepared by state or areawide agencies. A master plan contains the type of development needed by an existing or proposed airport to serve a particular community or county. The airport must be in the National Airport System Plan.

Community Services Administration (formerly OEO)

Action by the House and Senate holds promise of increased "local initiative" funds for the country's 865 community action agencies (CAAs) for the first time since 1971. The House passed appropriations bill for fiscal '78 increases local initiative funds by \$33 million, from \$330 to \$363 million, while the Senate-passed bill includes a \$45 million increase.

CAAs use local initiative money to provide outreach, planning, needs assessment, resource mobilization and as flexible funds for locally-designed projects.

The House and Senate agreed to fund several categorical programs administered by the Community Services Administration at current levels—namely senior opportunities and services (SOS), national youth sports, and the state economic opportunity grants. However, the Senate provided more money than the House for emergency energy and nutrition programs. Differences will be reconciled in conference committee.

Earlier this year, Congress provided a supplemental appropriation of \$200 million to CSA to fund the energy crisis intervention program. Elderly and low-income persons who had unusually high energy bills during the winter of 1976-1977 can obtain relief from outstanding fuel and utility bills. To participate, governors need to pay administrative costs of the program and designate local agencies, presumably CAAs, to certify recipients. The supplemental program ends Aug. 31, with the unused funds recycled into CSA's "winterization" program for insulating substandard dwellings.

One short-term CSA project is the study of the effectiveness of rural CAAs. An organization under contract with the national office of CSA is working with regional CSA offices to formulate management and policy recommendations on the role and support of rural CAAs.

The national CSA grant to the National Association of Counties Research Foundation to assist state associations of counties (SACs) with Rural Human Resources projects ends this year. However, five of the seven participating SACs expect to be continued with regional office funds.

The Community Services Administration is the successor to the Office of Economic Opportunity, established in 1967 to wage the "war on poverty." Congressional authorization for CSA expires in June 1977.

The 865 CAAs serve 2,000 counties and 88 per cent of the nation's poor. CAAs divide equally between those in urban areas and those in rural areas. Of the 434 rural CAAs, nearly three-fourths serve single rural counties. The rest are located in multicounty rural areas. One hundred CAAs are public agencies of state, county or city governments; the others are private, nonprofit, state-chartered corporations.

Intergovernmental Personnel Grants

Project Grants and Formula Grants (Intergovernmental Personnel Act of 1970, Title II and III): Congress has approved an appropriation of \$20 million for the Intergovernmental Personnel Act of 1970 (IPA) in fiscal '78. This represents a \$5 million increase over the President's budget request. IPA appropriations have stayed relatively constant since fiscal '72. This program is administered by the Civil Service Commission, Bureau of Intergovernmental Personnel Programs. Grants are provided to state and local governments to develop and strengthen their personnel administration programs and to train government employees in sound personnel and labor management practices. The act also provides for the interchange of personnel, on a temporary basis, between the federal, state and local governments, as well as institutions of higher learning. Additionally, the act encourages intergovernmental cooperation and authorizes interstate compacts for personnel and training activities. Eighty per cent of these funds are distributed to state governments on a weighted formula, taking into account such factors as size of population and the number of state and local employees affected. Of this amount, not less than 50 per cent must be allocated to local governments. The remaining 20 per cent is to be used by the commission as discretionary funds.

IPA grant assistance may be offered to local governments in a number of ways: local governments serving a population of 50,000 or more may apply for and receive direct grants to improve their personnel systems or train their employees; combinations of local governments (including smaller local governments which collectively serve 50,000 or more persons) may group together to apply for assistance; local governments of any size may participate in statewide or other intergovernmental IPA programs as subgrantees or as participants in service programs offered to local governments.

Additionally, over 1500 federal employees have been assigned to state and local governments for periods of up to two years since the act was passed in 1971.

The administration of the IPA programs is decentralized. With the exception of the most far-reaching policy issues and decisions regarding nationwide grant applications, all decisions are made at the regional office level. Also, in many states, the state office designated by the governor to administer the IPA grant program may also award subgrants to local governments and other organizations. For more information about grant awards, timing and procedures, contact the appropriate commission regional office.

IPA, as enacted in 1971, provided that the federal match for programs funded by the Civil Service Commission be 75 per cent thereafter. An amendment was offered last year which would extend the 75 per cent match for an additional year, but it was defeated. NACO strongly endorses the 75-25 matching requirement and will continue to work on obtaining this amendment.

With an expansion of the program in fiscal '78, state and local allocations will be slightly increased above the fiscal '77 amounts.

Department of Labor

On Dec. 28, 1973, the President signed into law the Comprehensive Employment and Training Act (CETA), which called for decentralizing and decategorizing manpower funding. Block grants are now being allocated to chief elected officials whose jurisdictions exceed 100,000 in population. CETA became effective July 1, 1974, to operate for three years ending Sept. 30, 1976. P.L. 95-44 extended CETA for one year through Sept. 30, 1976. In fiscal '77, 41 per cent (181) of the 446 prime sponsors are single counties, while only 15 per cent (66) are single cities and 31 per cent (140) are local consortia, almost all of which include one or more counties.

Awaiting conference and Presidential action is the Labor-HEW appropriations bill, H.R. 7555. This bill maintains existing \$1.88 billion for Title I but does not include additional public service employment funds beyond those available in the Economic Stimulus Supplemental Appropriations Act, P.L. 95-29.

Comprehensive Manpower Services (Title I): Local prime sponsors receive 80 per cent of the funds appropriated to provide job training and related services to unemployed, underemployed and economically disadvantaged, based upon a three part formula: (a) 50 per cent prime sponsors' previous year funding; (b) 37.5 per cent total number of unemployed persons; (c) 12.5 per cent total number of adults in low-income families.

Public Service Employment (Title II): Local prime sponsors receive public employment funds to serve those who are most disadvantaged in target areas of greatest need within labor market areas where unemployment reaches 6.5 per cent or more for three consecutive months. Prime sponsors receive 80 per cent of the funds appropriated, and the remaining 20 per cent is distributed by the Secretary of Labor.

Special Federal Responsibility for National Programs (Title III): In support of special target group programs, H.R. 7555 will fund programs of "demonstrated effectiveness" serving Indians, migrants, youth, ex-offenders, persons of limited English speaking ability and older workers. A new Part III-C of CETA is being added via H.R. 6138, the Youth Employment and Demonstration Projects Act of 1977. One billion dollars is already appropriated for youth in the Economic Stimulus Supplemental Appropriations Act; \$766.67 million of the \$1 billion will be targeted for Title III-C programs. Part C is divided into three subparts: Youth Incentive Entitlement Pilot Projects; Youth Community Conservation and Improvement Projects; and Youth Employment and Training Programs.

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

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

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

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

Eligibility for participation in the employment and training programs is restricted to youth between the ages of 16 and 21. However, the Secretary of Labor may prescribe regulations allowing participation of 14 and 15 year old youth. All participants must be unemployed, underemployed or in-school. Ninety per cent of all youth served must be members of families whose family income is 85 per cent of the Bureau of Labor standard budget. The remaining 10 per cent may be from all economic backgrounds.

Special governors grants (5 per cent of Part C) are included in this subpart. This money may be used by a state for youth under its supervision, along with other activities such as occupational information and career guidance.

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

	(millions of dollars)
CETA Title VIII—Young Adult Conservation Corps	233.33 (assumed funding level)
State programs—30% allocated on basis of youth population	69.99
National programs—no allocation among states	163.34
CETA Title III, Part C—Youth Employment Demonstration Projects	766.67
Subpart 1—Youth Incentive Entitlement Pilot Projects (15%) (No formula—Secretary's discretion on Prime Sponsor areas to be selected for pilot projects.)	115.0
Subpart 2—Youth Community Conservation and Improvement Projects (15%) To states by formula (total unemployment)—75% (Minimum of 0.5% to any one state; not less than 0.5% for Guam, Virgin Islands, etc.)	115.0
For Native American Projects—2%	2.3
For Migrant and Seasonal Farmworker Projects—2%	2.3
Secretary's Discretionary Funds—21%	24.15
Subpart 3—Youth Employment and Training Programs (70%) To states by formula for statewide programs—5% of total Part C funds (Formula: 37 1/4% on total unemployment; 37 1/4% on total unemployment in Title II Areas of Substantial Unemployment; 25% on number of individuals in low income families)	536.67
For Native American Projects—2% of total Part C funds deducting amount available for NAP projects under Subpart 2 (\$15.3 minus \$2.3)	13.0*
For Migrant and Seasonal Farmworker Projects—2% of total Part C funds deducting amount available for MSFW projects under Subpart 2 (\$15.3 minus \$2.3)	13.0*
To Prime Sponsors by Formula—75%—(Same formula as for distribution of funds to states above)	402.5
(22% must go for in-school projects)	88.5
Secretary's Discretionary Funds—remainder of funds available for Subpart 3	69.83

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

Department of Justice

Law Enforcement Assistance Administration (LEAA): Fiscal '78 looks like a transition year for the LEAA program. A study group commissioned by Attorney General Griffin Bell has recommended radical changes that would eliminate a hybrid collection of categorical and block grants and replace them with a simplified program of "direct assistance." Congressional action is required to convert from block allocations to the states to direct entitlements to individual state and local governments. Sen. Edward M. Kennedy (D-Mass.) will offer a bill in a few months, but enactment is not expected until next year at the earliest. The LEAA program was reauthorized in 1976 for an additional three years.

Of interest is a new Community Anti-Crime provision added to the LEAA bundle of programs in 1976. State and local governments are not eligible. Only local community organizations may apply. State and local planning agencies will be bypassed and funds will be funneled through umbrella, incorporated community organizations to help neighborhood groups prevent and control crime. Deadlines for this \$15 million program are Aug. 31, Oct. 31, and Dec. 31.

Appropriations for LEAA have steadily decreased after reaching a peak of \$895 million in fiscal '75. Recently, a Senate-House Conference Committee voted \$647.25 million for fiscal '78. The largest cuts will come out of block grants to state and local governments. As a result, the states will fund continuation grants but few new projects. Under the block grant program, funds are allocated to states based on population and distributed to subgrantees (local governments) according to proposals included in a statewide comprehensive plan. A 10 per cent nonfederal cash match is required, one half of which is appropriated by state legislatures. Counties in most states can apply for funds through local or regional planning units. Discretionary funds, approved by LEAA, are also available in categorical areas, but state endorsement is usually required.

Federal Grants

Funding distribution is currently based on the availability of \$1 billion, \$233 million of which will be allotted to the Young Adult Conservation Corps. For a detailed break-out of the funding for Title III's Part C, please refer to the accompanying chart.

Job Corps (Title IV): Funds are provided to Job Corps centers throughout the country which provide residential and nonresidential manpower services to low income disadvantaged young people. The fiscal '78, Labor-HEW appropriations bill increases Job Corps funding to \$417 million.

Temporary Employment Assistance (Title V): Funds for this title have been provided by P.L. 95-29, the Economic Stimulus Appropriations Act. Public service employment job levels will increase to 725,000 jobs from the current 310,000 level by the end of fiscal '78. More targeted Title VI client eligibility requirements were added by P.L. 94-444, the Title VI amendments which were signed into law in October 1976.

Young Adult Conservation Corps (Title VIII): The Young Adult Conservation Corps appears as a new Title VIII of CETA with a three year authorization (fiscal '78-'80) under the Youth Bill, H.R. 6138. It is open to unemployed youth ages 16-23, without an income criterion. Thirty per cent of the funds for this title will be available for state and local programs on the basis of total youth population within each state. \$233.33 million of the \$1 billion dollars previously mentioned will be available for Title VIII of which \$69.99 million will be for state and local programs.

Juvenile Justice and Delinquency Prevention: The Juvenile Justice and Delinquency Prevention Act of 1974 gave LEAA a 3-year authorization to allocate formula grants to states and approve special emphasis grants in categorical areas. A Senate/House Conference Committee has approved the reauthorization of the act for an additional three years. The Runaway Youth Act (Title III), administered by HEW, is also reauthorized for three years.

The new law relaxes a key provision in the original act requiring the deinstitutionalization of status offenders within two years after a state accepted formula funds. States now have three years to comply (compliance is defined as removing 75 per cent of the status offenders from detention). A dozen states had declined formula funds because of the difficulty in meeting this provision. Descriptions of special emphasis grants are available from the Office of Juvenile Justice and Delinquency Prevention, LEAA, 633 Indiana Ave., N.W., Washington, D.C. 20531.

The Senate/House Conference Committee on appropriations has earmarked \$100 million for juvenile justice programs. This is a \$25 million increase over fiscal '77.

National Institute of Corrections: The National Institute of Corrections has a \$5 million budget in fiscal '77 to provide assistance in the form of training, evaluation and research, and information to state and local corrections administrators. A National Jail Center has been established in Boulder, Colo. to provide counties with training and information on how to deal with jail problems.

In fiscal '78 the budget will increase to \$9.9 million. Small grants and contracts are available to counties for activities such as staff development, classification and screening of jail programs and operations. Inquiries can be sent to: National Institute of Corrections, 320 First St., N.W., Washington, D.C. 20534.

Status of Legislation

on Eve of Annual Conference

Bill	Issues	NACo	Status	Outlook
Community Development				
Reauthorization of Community Development Block Grant Program (H.R. 6655). <i>NACo Contact: John Murphy</i>	Authorizes \$4 billion for '78, \$4.15 billion for '79 and \$4.3 billion for '80. Expands eligible community development activities to include economic development. Creates a new Urban Development action Grant Program for distressed cities and urban counties. Provides alternative formulas for determining entitlement grants for urban and metropolitan cities.	Supports authorization levels. Supports expansion, so long as Economic Development Administration programs not jeopardized. Supports program.	Bill is before House-Senate Conference Committee.	Congress expected to approve legislation before August recess.
HUD Appropriations for fiscal '78 (H.R. 7554). <i>John Murphy</i>	Authorizes \$4 billion for Community Development Block Grant and Urban Development Action Grant Program. Authorizes \$57 million for the Section 701 Comprehensive Planning and Management Program.	Supports \$4 billion appropriation. Supports higher funding level.	Conference completed July 12.	Congress expected to approve legislation before August recess.
Public Works—Public Works Capital Development and Investment Act Amendments (H.R. 11; S. 427). <i>Elliott Alman</i>	Provides additional \$4 billion in 100 per cent public works grants to local governments. Bill would help revitalize financially pressed communities by enabling needed public works construction projects and alleviating unemployment. An estimated 300,000 jobs would be directly created, while another 300,000 jobs would be stimulated in support industry. Original \$2 billion appropriation received overwhelming demand of 25,000 applications requesting over \$4 billion.	Testified before House Feb. 1 and Senate Feb. 3 in support of \$4 billion program. Urged change in EDA regulations permitting counties to use county-wide unemployment data and basing county funding on level of county responsibility, services, and capital outlays.	H.R. 11 passed by House Feb. 24. S. 427 passed by Senate March 10. Conference Committee Report passed by Senate April 29 by 71-14 and by House May 3 by 335-77. Signed by President May 13 (P.L. 95-28).	Allocations have been made and eligible counties have been notified of grant awards. Work on all projects should commence by fall.
Rural Development Act Appropriations—Water and Waste Disposal Grants and Loans. <i>Elliott Alman</i>	Ford administration proposed 75 per cent cut in program for fiscal '78, from \$200 million to \$50 million. Carter budget proposed reinstatement of cut for \$200 million funding level. Congressional rural caucus recommends full funding for grant programs.	Supports full funding of Rural Development Act grant programs as part of Fair Share program.	House and Senate Appropriation Committees recommended highest funding level to date providing \$250 million in grants and \$750 million for loans. Conference Committee currently working out differences.	Conference Committee Report expected before August recess.
Emergency Drought Relief Act of 1977. <i>Elliott Alman</i>	Provides short-term immediate grant and loan assistance to local governments to relieve existing or imminent drought conditions. Farmers Home Administration will administer program to communities below 10,000, and the Economic Development Administration will assist those communities over 10,000.	Supports immediate enactment of program and appropriation of funding level.	President signed bill into law on May 16. FmHA is providing \$75 million in grants and \$150 million in loans; EDA will allocate \$65 million in grants and \$115 million in loans.	Program currently underway with all project funds expected to be allocated by Sept. 30. FmHA-sponsored projects must be complete by Nov. 1, while EDA-sponsored projects must be complete by April 30, 1978. Proposals for a long term effort are expected later this year.
Criminal Justice				
Juvenile Justice and Delinquency Prevention Act Reauthorization (H.R. 611; S. 1021). <i>Bill Bertera</i>	Reauthorizes present act without major changes, although a number of perfecting and technical amendments are included.	Supported reauthorization. Testified before both House and Senate.	Awaiting Conference Committee meeting to resolve differences between House and Senate versions.	Enactment certain.
Law Enforcement Assistance Administration (LEAA) Appropriations. <i>Bill Bertera</i>	Both Administration and Congress wanted to decrease appropriations from fiscal '77 of \$754 million. Amount recommended by Conference Committee is \$647 million.	Supported fiscal '78 funding of \$754 million. Testified before both House and Senate.	Conference Committee recommendation now goes back to both Houses for ratification.	Passage likely.
Employment				
Third Budget Resolution for fiscal '77 (H. Con. Res. 110; S. Con. Res. 10). <i>Jon Weintraub</i>	Provides increases necessary in budget authority and outlays over the levels in the Second Budget Resolution for Carter's Economic Stimulus Package.	Supported increases in budget authority and outlays necessary for forward funding.	Passed House and Senate.	Conference report levels are binding on Congress for fiscal '77.
Economic Stimulus Supplemental (H.R. 4876). <i>Jon Weintraub</i>	Provides forward funding of \$4 billion for public works; \$6.85 billion for CETA Title VI; \$1.14 billion for CETA Title II; \$1.55 billion for CETA Titles III and IV; \$632.5 million for countercyclical assistance; \$59.4 million for Older Americans Title IX; and \$10.5 million for EDA Title X as reported in House bill.	Supported forward funding concept in statement to Appropriations Committees.	Passed House and Senate.	Signed May 13 (P.L. 95-29).

Status of Legislation

Bill	Issues	NACo	Status	Outlook
Emergency Unemployment Compensation Extension Act (H.R. 4800). <i>NACo Contact: Jon Weintraub</i>	Extends federal supplemental benefits through Oct. 31, with a phase-out through Jan. 31, 1978, using general funds for the extension.	Supported use of general funds for extension.	Passed House and Senate.	Signed April 12 (P.L. 95-19).
CETA Extension (H.R. 2992). <i>Jon Weintraub</i>	Extends CETA and Title VI maintenance levels for fiscal '78.	Supported a three-year extension with minimum amendments.	Passed House and Senate.	Signed June 15 (P.L. 95-44).
First Budget Resolution for fiscal '78 (H. Con. Res. 195; S. Con. Res. 19). <i>Jon Weintraub</i>	Insures continuation of sufficient budget authority and outlays for CETA public service employment, youth programs, and Title I.	Supported maintenance of budget authority and outlay levels necessary for CETA.	Passed House and Senate.	Conference report levels are targets for Congress for fiscal '78.
Further Continuing Appropriations for fiscal '77 (H.J. Res. 351). <i>Jon Weintraub</i>	Insures continuation of programs in H.R. 4876 and H.R. 4877, as well as extending P.L. 94-473 from March 31 to April 30, 1977.	Supported necessity of continuing resolution to insure funding for general revenue sharing and continuation of CETA Title VI.	Passed House and Senate.	Signed into law as P.L. 95-16 March 31.
Labor-HEW Appropriations Act for fiscal '78 (H.R. 7555). <i>Jon Weintraub</i>	Provides \$1.88 billion for CETA Title I and \$417 million for the Job Corps (Title IV). House and Senate levels differ for summer youth and national programs.	Supported increased funding for Title I, as well as future increases keyed to minimum wage increases.	Passed House and Senate.	Conference to occur before August recess.
Youth Employment and Demonstration Projects (H.R. 6138; S. 1242). <i>Jon Weintraub</i>	Includes new Title VIII of CETA, the Young Adult Conservation Corps. Creates a new three-part Part C of Title III which includes youth incentive entitlement pilot projects; youth community conservation and improvements projects; and youth employment and training programs. Includes a waiver of section 4(e) of CETA for fiscal '78 and veterans' preference language for public service employment.	Supported a new CETA title, while maintaining decision making role of chief elected official. Supported allocation formulas based on need in all parts of the bill. Against waiver of section 4(e) and veterans' preference, both of which were supported by the Administration.	Passed House and Senate.	Vote on Conference Report to occur before August recess.
Environment and Energy				
Clean Air Act Amendments (H.R. 6161; S. 252). <i>Carol Shaskan</i>	House bill provides substantial delay and relaxation of automobile emission standards. Senate bill more stringent. Both bills provide some flexibility for growth in areas which have not attained Clean Air Standards. Both bills provide some protection of deterioration of air quality in clean air areas of the country.	NACo opposes unnecessary relaxation and delay of auto standards in House bill. Supports new growth in non-attainment areas. Supports strong role for local governments working with states.	House and Senate conferees expected to meet before Aug. 6 recess.	Uncertain.
Water Pollution Control (S. 57; H.R. 3199). <i>Carol Shaskan</i>	House and Senate conferees were unable to resolve difficulties in water legislation last March. For most part, Senate wanted only to deal with funding; House had larger bill that included vital amendments to increase flexibility of program. Senate has completed hearings and is now ready to review total act. As of July 1, 70 per cent of municipal treatment plants are not in compliance with secondary treatment standards; many local governments not in compliance with user fee requirements; and there is not enough money to keep program moving.	NACo supports immediate enactment of water amendments providing: <ul style="list-style-type: none"> • Additional construction grant funding; • Extension of allocation deadlines; • Extension of deadline for municipalities to comply with secondary treatment standards; • Flexibility in ways local governments finance operation and maintenance of treatment plants. 	Senate marking up new bill; House waiting for Senate action.	Uncertain.
Department of Energy Reorganization Act (H.R. 4263; S. 826). <i>Bill Bertera</i>	Provides for consolidation of energy functions now under eight cabinet departments into a single department of energy.	NACo supported consolidation of energy functions at federal level as well as efforts to increase inter-governmental participation in energy policy.	Awaiting conference committee meeting to resolve differences between House and Senate versions.	Enactment likely.
National Energy Act. <i>Bill Bertera</i>	Administration proposal provides for variety of energy conservation measures and increased energy production.	Number of resolutions to be considered at annual meeting on specific energy issues. Have supported amendments representing interests of local governments.	Measure currently before several congressional committees.	Congress is attempting passage by mid-September.
Resource Conservation and Recovery Act (P.L. 94-580). <i>Carol Shaskan</i>	Resource Conservation and Recovery Act enacted in October 1976, provides assistance to states and local governments to develop and implement solid waste management plans containing provisions on hazardous wastes, resource conservation, etc. Budget message by Carter administration contained little funding for this new act.	NACo supports full funding for solid waste program.	Appropriations bill in conference. \$6 million for open dump inventory by states; \$3.6 million for hazardous waste program; \$2.4 million for state planning assured. \$5 million for regional planning in doubt. Local funding limited; counties must work through state solid waste agency.	Limited funds available fiscal '78.
Health and Education				
HEW/DOL Appropriations for fiscal '78. <i>Mike Gemmell</i>	Provides basic funds for basic health and education programs that are of concern to counties.	Seeks full funding for all programs, including education.	Passed House and Senate. In conference.	Passage certain.
Medicaid Cutbacks (H.R. 1404). <i>Mike Gemmell</i>	Delays until Oct. 1 cut off of Medicaid funds to states and counties.	Supports.	Passed both Houses.	President signed in July.

Status of Legislation

Bill	Issues	NACo	Status	Outlook
HEW Supplemental Appropriations (P.L. 95-26). <i>NACo Contact: Mike Gemmell</i>	Fiscal '77 appropriations for health services and health planning.	Supports.	Passed both Houses.	President signed in May.
Education Bills (S. 1753; H.R. 15). <i>Mike Gemmell</i>	Five-year extension of Elementary and Secondary Education Act. Bill encompasses various education programs, including impact aid, elementary and secondary education, handicapped education, etc.	Supports.	Oversight hearings this summer by House education subcommittee and Senate handicapped subcommittee.	Passage likely in 1978.
Child Nutrition (H.R. 1139). <i>Mike Gemmell</i>	Bill extends school lunch program, summer feeding, and child nutrition.	Supports.	House passed in May. Senate passed in July. Going to conference.	passage certain.
Health Services (H.R. 4975). <i>Mike Gemmell</i>	One-year extension of basic public health programs of concern to counties: health revenue sharing, community mental health, family planning, maternal and child health, etc.	Supports one-year extension.	Passed by House and Senate.	Presidential signature certain.
Health Planning (H.R. 4975). <i>Mike Gemmell</i>	One-year extension of P.L. 93-641, health planning and resources programs. Bill recommends no changes.	Supports one-year extension, but asked for delay of final HSA designation.	Passed by House and Senate.	Presidential signature certain.
National Health Insurance <i>Mike Gemmell</i>	Over a dozen bills introduced. Range from "cradle-to-grave" coverage to status quo.	Supports comprehensive bill; incremental approach by first federalizing Medicaid.	Bills referred to appropriate congressional committees.	No action until next year.
Medicaid Reform (H.R. 3; S. 143). <i>Mike Gemmell</i>	Strengthens capability of federal government to control fraud and abuse in Medicaid/Medicare.	Supports bill.	House Commerce reported out bill. Senate to act in July.	Passage certain.
Rural Health (S. 708; H.R. 2504). <i>Mike Gemmell</i>	Provides Medicare reimbursement to rural and inner city health clinics.	Supports bill.	House Ways and Means health subcommittee markup this month. Senate hearings scheduled for July.	Passage uncertain.
Hospital Cost Control (H.R. 6575; H.R. 8121; S. 1470). <i>Mike Gemmell</i>	One proposal to put 9 per cent cap on hospital rates. Others seek cost control through incentives, through Medicare/Medicaid reform.	Supports bills.	House and Senate markup in July.	Passage uncertain.
Child Health Care (S. 1392). <i>Mike Gemmell</i>	Expands EPSDT (Early and Periodic Screening, Diagnosis and Testing program).	Supports bill with amendments.	Referred to House Commerce and Senate Finance health subcommittees.	No hearings scheduled.
Illegal Aliens Health Care (H.R. 2400). <i>Mike Gemmell</i>	Reimburses counties for health care to illegal aliens.	Supports bill.	Hearings held in House Commerce health subcommittee. No hearings in Senate.	Passage unlikely.
Home Rule and Regional Affairs				
Lobbying Disclosure (H.R. 1180). <i>Aliceann Fritschler</i>	Associations and employees of state and local elected and appointed officials would be required to register as lobbyists. Elected and appointed federal officials and employees are exempt from registration and disclosure.	NACo urges that county, city, state officials, their associations and employees be granted same status as elected federal officials.	House Judiciary subcommittee on administrative law and government relations voted to include state and local associations in markup. Subcommittee bill likely before August recess. Full House Judiciary Committee action not scheduled. No Senate action scheduled.	Some kind of new lobbying disclosure bill likely but will not go into effect until fiscal '79. Many issues unresolved.
Universal Voter Registration (H.R. 5400; S. 1072). <i>Bill Bertera</i>	Administration bill mandates potential voters be allowed to register at the polls on election day for federal elections. Offers financial subsidies and incentive for compliance.	No position on concept but supports a number of amendments improving measure. Testified in both Houses.	House action pending. No Senate action scheduled.	Passage uncertain.
Intergovernmental Coordination Act (S.B. 892; H.R. 4406). <i>John Murphy</i>	Seeks a consistent federal policy on regional councils, making them the preferred areawide planning and coordination agency. Requires adoption of areawide development plan.	Bill as introduced not consistent with NACo policy.	Introduced in March.	No hearings or other action scheduled.
Labor Management				
Public Employee Collective Bargaining (H.R. 777). <i>Ann Simpson</i>	Provides for extension of National Labor Relations Act to public employees and employers; right to collectively bargain and strike.	NACo opposes any federal law mandating collective bargaining for public employees. The issue is one which should be decided solely by each state based upon local conditions and circumstances.	No definite hearing date scheduled.	Congress will probably delay legislation this year. NACo will testify in opposition.
Public Employ Collective Bargaining (H.R. 1987). <i>Ann Simpson</i>	Establishes a National Public Employees Relations Commission to regulate state and local government labor relations. Provides for mediation and fact finding in impasses.	NACo opposes.	No hearings scheduled.	Passage unlikely.
Public Pension Legislation. <i>Ann Simpson</i>	Provides for reporting, disclosure and fiduciary standards with respect to state and local public pension plans.	NACo supports goals of proposed federal reg but raises question about appropriateness of federal involvement. NACo pension task force will recommend any policy changes after completion of deliberations on county pension systems.	No legislation to be introduced until fall, pending completion of studies on public pension by House task force.	Passage uncertain; NACo to testify.
Public Pension Legislation (S. 1587). <i>Ann Simpson</i>	Amends the Internal Revenue Code of 1954 to exempt certain state and local government retirement systems from taxation.	NACo will support.	Meeting scheduled with Sen. Richard Stone (D-Fla.) prior to scheduling of hearings to discuss the provisions.	Passage uncertain.

Status of Legislation

Bill	Issues	NACo	Status	Outlook
Intergovernmental Personnel Act (IPA) Appropriation for fiscal '78. <i>NACo Contact: Ann Simpson</i>	House-Senate conferees approved \$20 million for IPA, an increase of \$5 million over fiscal '78 budget request. Provides for grants to state and local governments to strengthen personnel management systems and technical assistance.	NACo testified in both Houses in support of \$20 million appropriation.	Passed House and Senate.	Awaits Presidential signature.
Equal Employment Opportunity Reorganization Act (H.R. 3504). <i>Ann Simpson</i>	Provides for consolidation of EEOC's compliance activities into a single unit under a newly created chief executive.	NACo has no position, but some provisions are supported in the NACo platform. NACo to closely examine.	No hearings scheduled. NACo will likely testify.	Passage uncertain; the Administration has not endorsed the bill, but has released the draft proposal on "Civil Rights Reorganization."
Land Use				
Land and Water Conservation Fund Appropriation (H.R. 7636). <i>Jim Evans</i>	Appropriates funds for grants to counties, other local governments and states to acquire and develop park and recreation land consistent with approved state Comprehensive Outdoor Recreation Plans. Fiscal '78 funding of \$600 million doubles previous authorization.	Supports the full appropriation of \$600 million.	Full \$600 million approved by both House and Senate. Included a one-time transfer of \$56 million from state share to federal share.	Presidential signature expected.
National Agricultural Land Policy Act (H.R. 5882). <i>Jim Evans</i>	Would create a National Agricultural Land Commission, a three-year study to analyze the nationwide extent of farmland loss. The act would authorize \$150 million for demonstration projects to assist state and local governments preserve prime farmland.	NACo position now under review by Land Use Steering Committee.	Hearings have been held by the House Agriculture subcommittee on family farms and rural development.	Passage uncertain. Administration opposes funding.
Public Lands				
Payments-in-Lieu Fiscal '77 Supplemental Appropriation (H.R. 4877). <i>Jim Evans</i>	The First Fiscal '77 Supplemental Appropriation Act included \$100 million to implement P.L. 94-565, the Payments-in-Lieu of Taxes Act (first year funding).	NACo urged Appropriation Committee members to approve full \$100 million requested by Interior Department. NACo rally held March 23 for Senate support.	House and Senate approved full \$100 million (subcommittee had earlier cut \$25 million from the Department of Interior request).	President signed bill (P.L. 95-26).
Payments-in-Lieu Fiscal '78 Appropriation (H.R. 7636). <i>Jim Evans</i>	Department of Interior has requested \$100 million to provide for fiscal '78 payments for P.L. 94-565, the Payments-in-Lieu of Taxes Act (second year funding).	NACo urged House and Senate Appropriations Committee members to approve full \$100 million requested.	House and Senate approved full \$100 million despite threatened cut of \$25 million by House subcommittee.	Presidential signature expected.
Federal Land Resource Management Assistance Legislation (no bill introduced). <i>Jim Evans</i>	Past proposals would have provided grants to states and through states to county and local government to develop and implement land resource management programs. Federal actions would be required to be consistent with such programs.	Opposed additional federal land use control. Favored provisions requiring a strong county involvement in all stages of state program development and implementation.	No bill introduced. No hearings scheduled.	Action in the first session of Congress uncertain.
Taxation and Finance				
Countercyclical (Antirecession) Fiscal Assistance (P.L. 95-30). <i>Aliceann Fritschler</i>	Authorizes fiscal aid of \$2.5 billion through fiscal '78 with formula based on unemployment and revenue sharing. Quarterly payments are made to counties with unemployment over 4.5 per cent.	NACo supported long-term extension and increased funding.	Passed House and Senate.	President signed May 23.
Federal Grant and Cooperative Agreement Act (S. 431; H.R. 1503). <i>Aliceann Fritschler</i>	Distinguishes federal grant and cooperative agreements from federal procurement relationships.	NACo testified in support.	Reported out of House and Senate committees.	Enactment likely this year.
Federal Program Information Act (S. 904; H.R. 6257). <i>Aliceann Fritschler</i>	Requires the computerization and improvement of data in the federal aid catalogue by Office of Management and Budget.	NACo testified in support in House and Senate.	Administration supports. Senate passed. House floor action expected soon.	Prospects good for passage.
Municipal Bond Option Capital Market Improvement Act (S. 261). <i>Aliceann Fritschler</i>	Provides federal interest subsidy of 40 per cent for jurisdictions that issue taxable bonds. Known as TBO, taxable bond option.	NACo opposes any action that would tax interest on bonds or impair access to market. Taxation and Finance Steering Committee to review NACo position in fall.	Nothing scheduled at present. City organizations have supported TBO; governors' response is mixed.	Administration position unknown. If President supports TBO, congressional passage may occur.
Municipal Securities Full Disclosure Act (H.R. 2724). <i>Aliceann Fritschler</i>	Would require annual financial reports to Securities and Exchange Commission for municipal issuers with bonds over \$50 million. Exempts those localities which receive their approval from the governing states.	NACo supports full disclosure through voluntary guidelines. Opposes federal legislation.	Nothing scheduled in either House. Hearings possible in House in the fall.	Too early to tell.
Transportation				
Aircraft Noise (H.R. 8124). <i>Sandy Spence</i>	Extends until 1990 deadline for aircraft to meet federal noise standards. Makes local abatement programs voluntary with \$400 million for '79 and '80 for implementation of local programs. Gives Metropolitan Planning Organizations (MPOs) a role in imposing mandatory local action.	NACo testified in April. Finds extension of deadline for quieter aircraft unacceptable; supports voluntary grant program. Opposes role of MPO in triggering mandatory local noise abatement program.	Revised bill introduced June 30. Markup expected soon. Subcommittee chairman Rep. Glenn Anderson (D-Calif.) hopes for passage this year. Senate committee has given this low priority.	Possible compromise between House and Senate could lead to passage of this bill in order to secure House action on aviation regulatory reform. Land use implications make this a volatile issue.
Transit (S. 208). <i>Sandy Spence</i>	Would extend transit program through 1982; increase funds \$5.3 billion; permit use of rural funds for operating or capital.	NACo supported in February testimony. Opposes any change in formula.	Passed Senate June 23. House surface transportation subcommittee chairman Jim Howard is proposing \$4 billion annually.	No action likely in House until the Public Works Committee acts next year on a combined highway-highway safety-transit bill.

Status of Legislation

Bill

Issues

NACo

Status

Outlook

Highways and Bridges.
NACo Contact: Sandy Spence

The current authorization for the federal-aid highway program expires Sept. 30, 1978. The Federal Highway Administration reports 105,000 deficient bridges whose repair or replacement would cost \$23 billion.

NACo Transportation Steering Committee is urging extension to include a major bridge program; clarification of role of local elected officials; apportionment of urban funds direct to urban counties. NACo has already testified on bridges and has initiated a major campaign to highlight the bridge crisis.

Bill being drafted now for introduction by surface transportation subcommittee chairman Jim Howard (D-N.J.). It would extend the program up to four years at \$10 billion annually with \$2 billion for bridges, including off-system bridges.

Some bill is expected out of House and Senate Public Works Committees by May 15, 1978. Expected to include significantly increased funds for bridges.

Asphalt (H.R. 6831).
Sandy Spence

Energy bill would tax the wellhead price of domestic crude oil to force it to the world price. Some counties report a possible doubling in the cost of asphalt.

NACo is investigating the possible impact of the proposed tax on the cost of asphalt.

Bill has been accepted by House Ways and Means Committee. It will be considered by the House Ad Hoc Committee on Energy. Senate Finance Committee has not yet acted.

Uncertain.

Welfare

Food Stamps (H.R. 7940).
Paula McMartin

Eliminates the purchase requirement; replaces itemized deductions with standard deduction, plus shelter and child care deductions. Increases administrative cost sharing; lowers eligibility to poverty level; and extends program for five years.

Supports bill. Will oppose anticipated amendments on recoupment and appropriation ceiling.

House floor action scheduled July 19 and 20. Omnibus Farm Bill (S. 275) including food stamps passed Senate May 24.

Expected to pass, with challenges posed on recoupment, appropriation ceiling, striker inclusion and work for stamps amendments.

Public Assistance Amendments to Social Security Act (H.R. 7200).
Paula McMartin

Covers minor SSI amendments; Title XX Social Services Funding; Title IV-A AFDC foster care and adoption changes; Title IV-B child welfare changes. Title XX permanent ceiling upped to \$2.7 billion, with \$200 million increase earmarked for day care. Title IV-A foster care federal funding broadened to include voluntary as well as court placement. Title IV-B establishes entitlement program with funding ceiling of \$266 million upped from \$56.5 million prior appropriations. Also mandates federal adoption subsidy payments; sets six and 18 month judicial or administrative placement review standards.

Testified in July in support of expanded adoption subsidy provisions; added Title XX cost of living increases and eliminated day care earmarking.

Senate Finance public assistance subcommittee held hearings July 19 and 20. Markup in Senate Committee on Finance, July 27 and 28.

Adoption subsidy and Title XX permanent ceiling expected to pass.

Adoption (S. 961).
Paula McMartin

Adds \$20 million above current costs for adoption subsidy, with federal funding from prior program continued for adopted children.

Supports bill.

Passed out of Senate Committee on Human Resources May 16.

Expected to be folded into H.R. 7200.

AFDC Fiscal Relief (S. 1782).
Paula McMartin

Adds \$1 billion to AFDC appropriations for fiscal '78 with pass-through mandated from state allotment to counties.

Testified July 19 in support of fiscal relief.

Will be discussed in H.R. 7200 hearings.

Opposed by Administration and past budget resolution deadline. Possible amendment to H.R. 7200 expected.

Administration Child Services Proposal.
Paula McMartin

Allocates \$63.5 million above current services earmarked for prevention of family breakup and reunification, and adoption services. Funds at 10 per cent above prior year to reach ceiling by 1984. Simplifies child welfare services requirements, and establishes 90-day review of voluntary placement in foster care.

Supports proposal relative to adoption emphasis and foster care federal funding restrictions.

Introduced to Senate Finance public assistance subcommittee hearings July 12.

Will affect H.R. 7200 appropriations and strengthening of adoption provisions.

Welfare Reform
Paula McMartin

Administration selected a jobs/cash assistance strategy approach. AFDC, SSI, and food stamps would be combined into a simplified federal minimum benefit cash assistance program for persons not expected to work, including single persons and childless couples. For persons expected to work, a jobs and training program with cash supplementation would be provided. Jointly developed by the Departments of Health, Education and Welfare and Labor, many administrative details are unresolved. Fiscal relief to counties and states is not included.

Full representation on Health, Education and Welfare, and Department of Labor advisory groups. Fifty county welfare and CETA officials consulted with HEW and DOL in a series of working sessions to draft Administration proposal. Joint resolutions on jobs and welfare adopted by Employment and Welfare and Social Services Steering Committees.

The President's announcement of welfare reform principles May 2 was followed by May 25 statement that jobs and cash assistance strategy were selected for reform legislation to be completed in August. Detailed proposal expected by early August; legislation to be presented to House Ways and Means Committee early September.

Fall debate on basic legislation to highlight unresolved issues.

Indo-Chinese Refugee Assistance Program (H.R. 7946; H.R. 6574).
Paula McMartin

Congressional authority for federal responsibility and funding (now 100 per cent) of assistance and services to Indo-Chinese Refugees expires Sept. 30. Counties and states will be responsible for local share of assistance to refugees eligible for federally assisted programs (AFDC, SSI) and full cost for those needing general assistance. H.R. 7946 would extend full federal funding for one year and phase out the federal contribution by fiscal '80-'81. H.R. 6574 would extend federal funding two years, but limit subsequent refugee support to minors.

Supports three-year extension of program at full federal funding, and phase down only after refugee influx stops and population stabilizes.

Administration expected to propose reauthorization with emphasis on phasing refugees into existing assistance programs and termination of special refugee assistance by 1981.

Some form of authorization and federal funding is expected in fiscal '78, but likely to be short of the 100 per cent needed.

Matter and Measure

Dear NACERs:

Would you please send me information to answer the following questions:

- How much is your fiscal '77 road department budget (maintenance) for asphalt cement?
- How much have you budgeted for asphalt cement through 1980?
- How much asphalt cement do you plan to use for maintenance through 1980?
- How much do you expect the increase in the price of crude oil to increase your total expenditures for asphalt cement (approximate percentage)?

—Sandy Spence

This issue of *County News* contains a special report on federal grants—federal funds available to counties in various functional areas. The transportation section starts on page 9 and gives information on funds available from the Federal Highway Administration, Urban Mass Transportation Administration and Federal Aviation Administration. You may also want to review other sections of the grants report for information on public works funding, such as funds available from the Environmental Protection Agency and the Department of Commerce's Economic Development Administration.

We welcome Susan Thornhill to the transportation project as research secretary. We hope you'll have a chance to meet Susan when you're in Washington, and undoubtedly you'll be talking with her over the phone.

—Marian Hankerd
—Marlene Glassman

Planning Director, Kern County, Calif. \$28,728 to \$35,076 depending on qualifications. Requires bachelors degree in related field and seven years increasingly responsible experience or masters degree in planning and five years responsible experience. Resume to Kern County Personnel Department, 1120 Golden State Avenue, Bakersfield, Calif. 93301.

County Administrator, Lyon County, Nev. Salary negotiable, depending on qualifications and experience. Appointed by elected three-member board: 100 employees, \$3 million budget. Experience in personnel management, budget preparation and county government desired. Educational background in public administration also desired. Resumes to Lyon County Board of Commissioners, Box G, Yerington, Nev. 89447, by Aug. 19.

Emergency Services Director, Chester County, Pa. Salary negotiable. Responsible for police and fire communications, emergency medical services, fire marshal and civil defense. Requires experience in emergency services and administration of complex office procedures. Supervises staff of 41. Requires bachelors degree or near graduation, plus minimum of six years experience in related programs. Resume to Personnel Assistant of Chester, Courthouse, Room 501, High and Market Sts., West Chester, Pa. 19380.

Economic Development Director, Atlantic County, N.J. Salary commensurate with background. Expertise in land use, financing, environmental planning and development is essential. A college degree and minimum of three years experience in this field is preferred. Resume, including salary history, to: Personnel Director, County of Atlantic, 700 Guarantee Trust Building, Atlantic City, N.J. 08401.

Executive Director. Central Washington Health Systems Agency, Public Regional HSA in Rural Washington State. Salary \$19,000 to \$21,000. Supervises staff of eight and budget of \$200,000. Resume to Central Washington HSA, P.O. Box 1131, Moses Lake, Wash.

Director of Human Services (Departmental Assistant to County Administrator), Hillsborough County, Fla. Salary \$27,643. Responsible for directing overall program implementation, administration and project development for human services activities. Requires masters degree in public administration, business administration or related field supplemented by a minimum of five years progressively responsible administrative experience or an equivalent combination of training and experience. Resume to Hillsborough County Personnel Department, Attention: Patricia T. Gray, P.O. Box 1110, Tampa, Fla. 33601, by Aug. 15.

Director of Water Resources (Departmental Assistant to County Administrator), Hillsborough County, Fla. Salary \$26,908. Responsible for directing overall program development, implementation, and administration of water resources activities. Requires a masters degree in public administration, business administration, engineering or a related field supplemented by five years of progressively responsible administrative experience or an equivalent combination of training and experience. Resume to Hillsborough County Personnel Department, Attention: Patricia T. Gray, P.O. Box 1110, Tampa, Fla. 33601, by Aug. 15.

Manager of Employment, Allegheny County, Pa. Salary negotiable. Immediate opportunity for

an employment professional to manage this new section of a completely reorganized Employee Relations Department. Responsibilities include planning and coordination of employment for a wide range of hourly, clerical and staff positions; development of professional and technical recruiting efforts; administration of employee selection; monitoring; hiring and placement through federally funded programs, and development of procedures for internal promotion and transfer. Requires three to five years in an employment section with extensive experience in recruiting and hiring process; managerial competence to guide a staff in establishing and implementing sound testing and employment procedures in both a union and non-union environment. Resume and salary history to be submitted to: Director of Employee Relations, 224 Court House, Pittsburgh, Pa. 15219.

Administrator of Parks, Recreation and Cultural Services, City of Tampa, Fla. \$23,000 to \$28,000. Responsible directly to the mayor for administration and coordination of the departments of parks, recreation, libraries, convention center and for other cultural and leisure services. Prefer masters degree in public administration, management or related field. Must possess proven planning and management experience appropriate to this level of responsibility. Resume to W.F. Poe, Mayor, City Hall, Tampa, Fla. 33602. Attention: Dennis Ross

Municipal Controller, Anchorage, Alaska. Salary up to \$39,000 depending on experience. Responsible for administering large division including all accounting and disbursement controls. Manages large staff of approximately 100 persons totalling \$250 million. Requires extensive background in municipal finance, including knowledge of utility and grant accounting and national and international financial markets and management activities. Resume to Chief Fiscal Officer, Pouch 6-650, Anchorage, Alaska 99502.

Executive Director, Michiana Area Council of Governments, South Bend, Indiana. Salary \$21,672. Responsible for supervision of staff of professional planners and engineers, and work with the community on a variety of projects. Program includes transportation, water quality management, comprehensive planning and related activities. Requires a bachelors degree in planning or related field and 5 years of experience in the area of city or regional planning and public administration. Resume to William Fischbacher, Chairman, Michiana Area Council of Governments, 1120 County-City Building, South Bend, Ind. 46601.

Senior Transportation Planner for urban planning agency, Chatham County-Savannah Metropolitan Planning Commission. Salary \$19,000 to \$20,000. Responsibilities include: planning and implementation of the Chatham Urban Transportation Study Fiscal Unified Work Program, annual report, recertification, update, transit planning, and coordination of Policy Citizens Advisory Technical Council. Requires a minimum of 5 years experience in transportation planning. Requires ability to work with other planners in related fields. Requires working knowledge of the 3-D process and capability of performing the technical processes related to transportation planning; bachelor's degree in civil engineering, transportation planning, or related field, with a minimum of three years experience in transportation planning. Resumes and questions to Howard Bellingier, AIP, Executive Director, Chatham County-Savannah Metropolitan Planning Commission, Post Office Box 1027, Savannah, GA 31402.

ALABAMA

* Dale 141
Greene 152

ARIZONA

Cocconino 839
Maricopa 4,705
* Mohave 224

ARKANSAS

Calhoun 355
* Carroll 237
* Chicot 318
Clark 465
* Conway 325
Craighead 998
Crawford 246
Faulkner 1,052
Greene 711
Independence 442
Jackson 492
Jefferson 322
Johnson 381
Lincoln 231
Logan 438
* Madison 196
Mississippi 1,428
* Montgomery 242
* Perry 182
Pope 505
Sebastian 168
* Sevier 336

CALIFORNIA

Frisno 2,886
Marin 1,244
San Joaquin 2,522

COLORADO

E Paso 1,679
* Lake 217
* Pitkin 406
Pueblo 708

DELAWARE

New Castle 8,031
Sussex 2,300

FLORIDA

Gadsden 207
Highlands 251
Hillsborough 6,449
Homes 110
Marin 348
Palm Beach 2,953

GEORGIA

* Appling 177
* Atkinson 79
* Banks 112
Barrow 442
Bibb 1,664
* Brantley 117
* Calhoun 88
* Camden 168
Chatooga 628
Cobb 1,335
* Dodge 239
* Dooley 162
Fulton 5,437
Habersham 366
Haralson 328
* Heard 125
* Jackson 336
Jones 341
* Johnson 95
* Lamar 165
* Lee 126
Long 86
Lowndes 753
* Lumpkin 156
* Madison 213
Meriwether 513
* Monroe 210
* Morgan 230
* Oglethorpe 125
* Pierce 203
* Pulaski 180
Richmond 1,782
* Schley 77
* Screven 167
* Seminole 139
Stephens 167
* Telfair 182
* Terrell 194
Toombs 323
* Towns 89
* Twiggs 113
Walker 784
Ware 955
* Wilkinson 112

IDAHO

* Bear Lake 429
Boundary 340
Gem 1,105
Idaho 257
Madison 1,637

ILLINOIS

Adams 216
Cook 5,902
* Dewitt 250
Franklin 102
Jackson 166
Kankakee 236
Knox 84
Macon 199
Madison 437
* Montgomery 118
St. Clair 541
Saline 90
Vermilion 308
Will 125
Williamson 102
Winnebago 440

INDIANA

Clark 164
* Clay 130
Dearborn 248
Morgan 587
Putnam 140

IOWA

Cerro Gordo 1,461
* Clayton 245
Clinton 975
Floyd 113
* Harrison 112
Jasper 769
* Shelby 292
Winneshek 452

KANSAS

* Allen 342
* Coffey 147
Crawford 205
* Ek 139
* Franklin 401
* Jackson 211
Johnson 544
* Montgomery 564
* Osage 399
* Wabunsee 132
* Woodson 178

KENTUCKY

Bel 253
Boone 143
Breathitt 124
Caldwell 434
Campbell 875
Carter 207
Darden 413
Edmondson 130
Floyd 297
Hardin 270
Jefferson 2,362
Johnson 400
Kenton 1,267
Knott 361
Knox 141
* Leslie 94
Leitcher 200
Lincoln 180
McCrory 355
Magoffin 136
Marion 146
Marshall 256
Morgan 395
Nelson 238
Perry 186
Pie 266
Powell 127
Russell 429
Wayne 155
* Washington 99
Whitley 99

MARYLAND

Calvert 751
Cecil 410
* Kent 283
Washington 906

MICHIGAN

Allegan 325
Bay 649
Berrien 1,166
Calhoun 802
Chippewa 485
Genesee 1,246
Ingham 1,392
Ionia 307
Jackson 957
Lenawee 538
Macomb 1,329
Manistee 228
Mason 378
Monroe 389
Muskegon 919
Oakland 3,700
St. Clair 985
St. Joseph 287
Van Buren 277
* Washenau 1,005
Wayne 10,092

MINNESOTA

Anoka 456
Becker 75
* Carlton 100
* Chicago 350
* Clearwater 123
* Crow Wing 175
Hennepin 1,258
Itasca 117
* Morrison 150
Ramsey 871
* St. Louis 334
Stearns 200
Washington 163
Wright 20

MISSISSIPPI

Adams 611
Altam 1,216
Altata 636
Coahoma 868
Grenada 479
Harrison 1,058
Jefferson 1,765
* Neshoba 303
Panoia 731
Pie 951
Sutlow 333
Tallahatchie 524
Tate 696
Tishomingo 515
Warren 1,114
Washington 1,405
Winston 858

MISSOURI

Buchanan 133
Butler 102
Franklin 107
* Hartsell 368
* Iron 131
* Laclede 427
* Lincoln 239
* McDonald 145
* Miller 239
* Mississippi 161
* Montauk 258
* Morgan 193
* Polk 201
St. Charles 165
St. Francis 79
* Scott 429
* Texas 219

MONTANA

Big Horn 139
* Broadwater 124
Cascade 887
Granite 339
Jefferson 142
Mineral 450
Missoula 1,108
Sanders 552

NEVADA

Mineral 241
Washoe 1,416

NEW JERSEY

Atlantic 826
Bergen 2,669
Burlington 918
Camden 1,494
Cape May 510
Cumberland 625
Essex 446
Gloucester 649
Hudson 3,018
Huntendon 281
Mercer 421
Monmouth 1,468
Morris 642
Ocean 338
Passaic 2,070
Salem 206
Sussex 437
Warren 57

NEW HAMPSHIRE

Belknap 214
Carroll 228
Coe 227
Hillsborough 688
Stratford 460

NEW MEXICO

Bernalillo 4,143
Chaves 892
* Coffay 310
* Hidalgo 146
McKinley 130
* Mora 84
Otero 108
Quay 196
San Miguel 160
Sandoval 148
Sierra 113

NEW YORK

Albany 294
Callaqua 415
Cayuga 432
Chautauqua 593
Clinton 440
Columbia 275
Cortland 171
Culm 217
Erie 2,893
Franklin 376
Fulton 365
Livingston 233
Madison 429
Monroe 1,088
Montgomery 399
Ondeca 1,276
Ontario 443
Orange 1,114
Oswego 825
Steuben 403
Sullivan 307
Utter 809
Westchester 2,439

NORTH CAROLINA

Alamance 941
Buncombe 301
Burke 427
Catawba 528
Cleveland 419
Columbus 359
Cumberland 252
Duplin 347
Edgecombe 307
Forsyth 192
Franklin 261
Halifax 467
Johnston 755
Lenoir 292
Lincoln 242
New Hanover 436
Onslow 733
Pender 195
Person 194
Richmond 318
Rockingham 519
Sumner 727
Surry 635
Wayne 287

NORTH DAKOTA

Benson 270
Bike 200
Cavalier 350
Edley 250
* Foster 250
* Goggs 124
Logan 200
McIntosh 200
Pembina 750
Sheridan 175

OHIO

Ashland 169
Brown 138
Butler 1,082
Champaign 113
Columbiana 439
Darke 191
Fairfield 289
Fulton 198
Huron 205
Licking 604
Lorain 714
Lucas 1,800
Medina 188
Pickaway 147
Richland 576
Ross 212
Sandusky 268
Trumbull 1,126
Tuscarawas 347
Van Wert 143
Wood 319

OKLAHOMA

Cook 164
Haskell 79
McIntosh 140

OREGON

Glackamas 971
Hood River 210
Lincoln 186

PENNSYLVANIA

Adams 192
Armstrong 280
Beaver 539
Bedford 289
Butler 576
Carbon 245
Clarifield 171
Clinton 226
Crawford 327
Fayette 495
Lawrence 418
Lebanon 290
Luzerne 346
McKean 280
McQuay 931
Somerset 263
Washington 631

SOUTH CAROLINA

* Abbeville 75
Berkeley 863
Kershaw 504
Marion 740
Marlboro 469
Orangeburg 1,449

SOUTH DAKOTA

Beadle 980
Brookings 1,073
Brown 1,839
Buffalo 440
Campbell 278
Clark 192
Day 394
Grant 511
Lake 844
Marshall 123
Meade 566
Pennington 4,556
Sanborn 529
Shannon 3,222
Todd 1,020
Washabaw 289

TENNESSEE

Greene 558
Maury 257
Sevier 866
Smith 97
Union 430

TEXAS

Bowie 300
* Harrison 174
Jefferson 568

UTAH

Iron 641
Weber 1,006

VIRGINIA

Frederick 491
Henry 798
Northumberland 22
Rockfledge 756
Skyline 1,539

WASHINGTON

* Stevens 118
Whitcomb 462

WEST VIRGINIA

Barbour 153
Cabell 918
Greenbrier 514
* Jefferson 132
Logan 404
McDowell 699
Marion 1,177
Mingo 660
Monroe 735
Roane 164

WISCONSIN

* Ashland 76
Brown 113
Columbia 671
Kenosha 875
Milwaukee 2,663
* Oconto 211
Racine 252
Rock 266
Sauk 118
* Trempealeau 315
Winnebago 155
Wood 105

WYOMING

Youth Employment and Demonstration Projects Act of 1977

NACo Summary—July 12, 1977

Legislative History H.R. 6138 passed the House 334-61 on May 17. S. 1242 passed the Senate 80-3 on May 26. The President is tentatively scheduled to sign the bill on July 26.

Congressional Reports House Report 95-314; Senate Report 95-173; Conference (House) Report 95-456

Title I: Young Adult Conservation Corps

- Authorization Fiscal years '78, '79, '80
- Appropriation authorized Such sums as necessary
- Eligible youth Ages 16-23 (inclusive); no income criterion; must be unemployed
- Administrative agency Department of Labor through inter-agency agreements with Departments of Interior and Agriculture, which are responsible for the management of centers on federal lands
- Federal, state and local park lands Thirty per cent of the funds shall be used to meet the resource management needs of state, county and city public lands.
- Allocation procedure Thirty per cent funds divided among the states based on relative numbers of youth.
- Purpose Provide employment for youth in resource management and conservation on federal and non-federal public lands and waters
- Wage rate Federal minimum wage
- Length of enrollment Not more than 12 months

Title II: Youth Employment Demonstration Programs

- Purpose To set up a variety of jobs, training and demonstration programs to attack structural unemployment problems of youth; to test relative efficacy of various efforts; to create opportunities to learn and earn, rather than make-work

Youth Incentive Entitlement Pilot Projects

- Authorization Fiscal '78
- Appropriation authorized Fifteen per cent of funds provided for Part C of Title III of CETA
- Eligible youth Economically disadvantaged; ages 16-19 (inclusive); in-school or willing to return to school to seek a high school diploma or a high school equivalency certificate

Application procedures

Purpose

Other program possibilities

Competitive application to the Secretary, who takes into consideration the extent to which prime sponsors devote Title I and Section 304(a) (1-3) funds to economically disadvantaged youth and selects a mix of economic/geographic areas

Guarantee part-time (not more than 20 hours) work or training during the school year and full-time summer jobs or training for every eligible youth in project area to test the entitlement concept

Variety of subsidies to private-for-profit employers; apprenticeship; different administrative arrangements; enrollment of 19-25 year olds without a high school diploma, broad counseling and training activities; inclusion of juvenile offenders

Support 2 of new CETA Title III-C

Youth Community Conservation and Improvement Projects

- Authorization Fiscal '78
- Appropriation authorized Fifteen per cent of funds for Part C of Title III of CETA
- Eligible youth Ages 16-19 (inclusive) and unemployed; no income criterion
- Allocation/application procedure
 - Seventy-five per cent to states based on relative number of unemployed, but no less than 0.5 per cent to any state
 - Twenty-five per cent for Secretary of Labor discretionary account
 - CETA prime sponsors follow Title VI project application process, but must approve projects submitted by program agents; Secretary of Labor has project by project approval
- Purpose Provide youth with short-term employment in community improvement projects
- Length of enrollment Not more than 12 months

Youth Employment and Training Programs

- Authorization Fiscal '78
- Appropriation authorized Seventy per cent of such sums provided for Part C of Title III of CETA
- Allocation/application procedure
 - Seventy-five per cent of subpart 3 funds to prime sponsors by formula allocation (52.5 per cent of Title III-C funds). Of this amount, 22 per cent for in-school programs by agreement with local education agencies.
 - Five per cent of Title III-C funds to governors for statewide programs by formula
 - Two per cent of Title III-C funds for native American programs
 - Two per cent of Title III-C funds for migrant programs
 - The remainder of subpart 3 funds for the Secretary's discretion

- Allocation formula for prime sponsors and statewide programs
 - Thirty seven and one-half per cent on relative numbers of unemployed
 - Thirty-seven and one-half per cent based on relative numbers of unemployed in excess of 6.5 per cent
 - Twenty-five per cent based on relative numbers of persons in low income families
- Eligible youth Unemployed, underemployed or in-school; ages 16-21 (inclusive), with Secretary of Labor flexibility to include 14 and 15 year olds. Must be from families with incomes below 85 per cent of lower living standard level. Not more than 10 per cent of the funds may be used for youth of all economic backgrounds
- Purpose Test programs designed to impact the structural unemployment problems of youth and to enhance job prospects and career opportunities for youth

General Provisions

- Subpart 4 of new CETA Title III-C applies to all III-C programs (Title II of the act), but not Young Adult Conservation Corps, Title VIII (Title I of the act)
- Wages Higher of federal, state or local minimum wage or prevailing wage for same occupation, except that
 - 14-15 year olds are covered by special provisions
 - Prime sponsors may pay less than prevailing wages (1) if employer and union agree, (2) for reclassified or new jobs if employer and union agree (after 30 days' negotiation, any party may ask Secretary for wage determination)
 - Secretary prescribes youth wages for Davis-Bacon projects under \$5,000
- Special provisions
 - Prohibits substitution of federal for local funds
 - Encourages granting educational credit for program participation
 - Youth earnings should be disregarded in determining family benefits in other federal programs based on need

Title III: Miscellaneous Provisions

- Transition \$1 billion appropriated by the fiscal '77 Economic Stimulus Act (P.L. 95-29) to be spent in accord with this act
- Veterans Prime sponsors to give preference in all CETA programs to disabled veterans and Vietnam-era veterans under 35 years old and to add veterans representatives to advisory councils
- PSE teaching jobs To be filled by unemployed teachers
- Title VI eligibility Section 608(a)(1)(A) amended to read, "...eligible for unemployment insurance benefits for fifteen or more weeks"

Vets Given CETA Jobs by St. Clair

PORT HURON, Mich.—St. Clair County has received a pat on the back for being the first Michigan prime sponsor to hire its full share of veterans for CETA public service jobs.

Marion C. Smith, associate regional administrator for employment and training, met with Robert Docherty and Alexander Wnuk, chairman and vice-chairman of the county board of commissioners, to offer the Department of Labor's congratulations.

Labor Secretary Ray Marshall has said he hopes that 35 per cent of the new CETA public service jobs, funded by the May 1977 Economic Stimulus Appropriations, will be filled by low income, unemployed veterans. St. Clair County has already topped that goal and intends to do even better.

SINCE THE economic stimulus funds became available, 244 public jobs have been filled—105 of them with veterans. CETA Director Dick Bingham and Larry Shamaly, coordinator, have worked closely with Veterans' Administration represent-

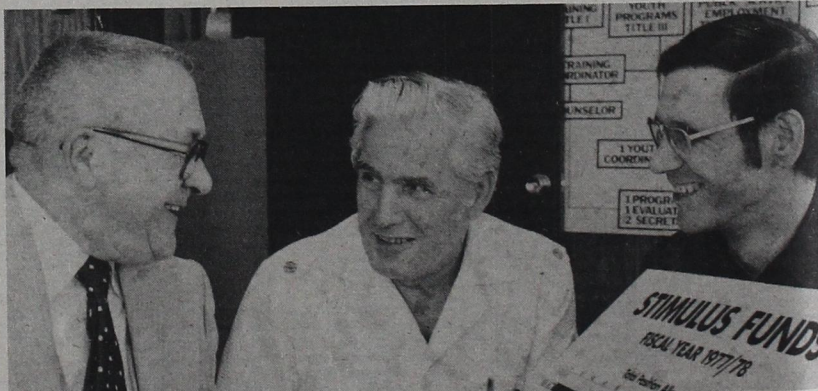
ative Dick Jones and Lyle Lee, manager of the employment service local office, to find and recruit eligible veterans. Many jobless vets could not meet the CETA Title VI income requirements.

"A big part of the problem for recently discharged veterans is that they come back home and a lot are married. Their wives' income pushes their annual income over the level," Smith said during a June 23 visit.

"Marshall may ask Congress to amend the legislation so veterans won't have to meet such stringent income requirements," he said, adding:

"We're currently preparing state-by-state reports on the veteran's problem."

Seventy-two of the eligible vets in St. Clair County will work in eight special projects created by the road commission, which has a normal work force of 180. The eight work areas range from tree and brush removal and litter pick-up to making and posting signs. Crews also will paint bridges, improve guardrails and repair buildings.



JOBS FOR VETERANS—Meeting to discuss CETA jobs are, from left: Marion C. Smith, associate regional administrator, DOL Region V; Alexander Wnuk and Robert Docherty, St. Clair County (Mich.) Board of Commissioners.

Another project will include landscaping work at the commission's Belle River roadside park which will more than double its size.

"THE NICE thing about a project of this nature is that we can utilize equipment we have on hand," said James Little, road commission director.

"We could work two or three years on tree and brush removal. Street

sign replacement, there's at least a year's work; bridge painting could go on for a number of years with crews working eight or nine months each year depending on the weather."

St. Clair County has applied for \$9.7 million more for job funding from the Secretary of Labor's discretionary fund. Economic Stimulus funds available to the county by formula were only enough to bring

the public service jobs up to last year's total of 929.

But St. Clair County, which has a population of 120,000, has done so well that the ETA regional office has joined their push for additional jobs money.

"We're very pleased with what St. Clair County has done," Smith said. "All I have to worry about is getting the extra money they need."