

## This Week

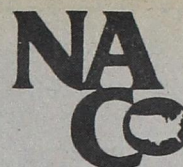
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Vol. 9, No. 32

# COUNTY NEWS

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

Aug. 15, 1977



Washington, D.C.

## Welfare Reform

Now.

National Association of Counties

**NACo Welfare Reform Rally, See Page 2**

## Welfare Program Praised But Will Jobs Portion Fly?

WASHINGTON, D.C.—President Carter's welfare reform proposal drew immediate and generally favorable response from counties which have long urged a fairer and more streamlined welfare system.

NACo Executive Director Bernard F. Hillenbrand called the President's plan a "balance between compassion and common sense."

"President Carter has shown compassion by extending aid to all citizens who truly need it," he said. "At the same time, he has taken a common sense approach by reaffirming the work ethic."

NACo President William O. Beach, Montgomery County, Tenn., also praised the plan. "The President has responded to the cries for fiscal relief from county governments whose limited funds have been overextended by the burgeoning welfare load," he said.

However, Beach called upon the President to provide immediate

fiscal relief by beginning the proposed welfare program in fiscal '79 rather than fiscal '80.

Welfare Director Keith Comrie of Los Angeles County—which spends \$1 billion each year on welfare—called the President's plan "the most significant piece of social legislation since the passage of the Social Security Act in 1935."

NACo manpower specialists, however, say the proposal raises serious questions about the role of elected county officials in the jobs and training portion of the plan.

As designed by the Department of Labor (DOL), the jobs package calls for a locally-coordinated delivery system which will assure an "unbroken sequence" of employment and training services to eligible people.

However, DOL has said that local service systems should be designed in conjunction with state agencies to minimize duplication of effort. Local

prime sponsors must develop their plans under requirements established by the governor of the state.

NACo's manpower specialists say that, should local elected officials decide that services could be performed more effectively by non-state agencies, the question remains whether the governor could reject the local plan for services.

This is a dramatic departure from the current system under the Comprehensive Employment and Training Act (CETA) in which local elected officials have exclusive control over local programs. NACo's Employment Steering Committee will be working with the White House and Labor Department officials to clear up these questions. (See editorial, page 4.)

County News will highlight the welfare plan in a series of articles in the following weeks.

# Welfare Reform Plan

## Administration Projects Fiscal Relief for Counties

WASHINGTON, D.C.—In an Aug. 6 message to Congress, President Carter unveiled his comprehensive plan to overhaul the nation's welfare system.

The proposal would scrap current welfare programs—Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI), and food stamps—and replace them with a nationally-uniform program stressing income supports, work incentives and public service jobs.

The Administration estimates the program would cost \$30.7 billion per year. Their estimates project fiscal relief to states and counties because of automatic pass-through of savings would begin in fiscal '80 and increase until the program is fully implemented in 1985. (The President has targeted fiscal '80 as the initial year of the program.)

The President's program would extend coverage to all needy individuals—many of whom are currently ineligible for federal aid and must depend solely on county general assistance programs for support.

**THE HEART** of the plan closely parallels NACo's welfare reform proposal because it calls for an income support payment for those who cannot work and work benefits tied to work requirements and incentives for those who can work.

Although the President has proposed to improve employment and training services to place individuals in the private job market, he would also create up to 1.4 million public service jobs, paying minimum wage, for individuals who cannot find outside employment.



**MAKING THE ANNOUNCEMENT**—HEW Secretary Joseph Califano (left) and Labor Secretary Ray Marshall join President Carter at the Aug. 6 news conference in Plains, Ga., where Carter described his new welfare reform program to the nation.

The President has said his plan is designed to "ensure that work will always be more profitable than welfare, and that a private or non-subsidized public job will always be more profitable than a special federally-funded public service job."

In addition, Carter asked Congress to expand the earned income tax credit to provide tax relief for the working poor.

Here is an outline of the basic components of the program.

### Income Support

Under the proposal, a single cash payment would be made to needy people who are not required to work. These individuals include the aged, blind, disabled, and single parents of children under age 14. Single parents with children ages 7 to 14, however,

would be required to accept part-time work.

The basic benefit for a family of four with no other income would be \$4,200 in 1978 dollars.

An aged, blind or disabled person would receive \$2,500 and a couple would receive \$3,750—approximately \$100 more than they now receive under SSI. If these individuals accept employment, bene-

fits would cease when earnings reached \$7,500 per couple and \$5,000 per single individual.

### Work Benefit

Two-parent families, single people, childless couples and single parents with no child under 14 would be expected to work full-time and required to accept available work.

In this case, the basic benefit for a family of four with no other income would be \$2,300. To encourage continued work, benefits would not be reduced at all for the first \$3,800 of earnings and would thereafter be reduced by 50 cents for each dollar earned up to \$8,400.

If no job is available, the family would be eligible for the higher level of income supports.

Single persons and childless couples unable to find work would receive \$1,100 and \$2,200 respectively.

### Jobs and Employment Services

President Carter has proposed a national effort to find jobs for the principal wage earners in low income families with children. The President has called for improved employment and training services to match people with available work in the private or public sector.

When such employment cannot be found, Carter has proposed providing up to 1.4 million public service jobs paying at or slightly above the minimum wage. Applicants would be required to conduct an intensive five-week search for regular employment before becoming eligible for a public service job.

See WELFARE, page 3







# Welfare Plan Streamlines System

Continued from page 1

## Administration

The federal government would administer all income support and work benefit payments and determine eligibility. The public service jobs program and employment and training programs would be state and locally-administered.

## Filing Unit

In households where more than one nuclear family dwells, each family would be allowed to file separately for benefits but only one family would be eligible for an additional benefit of \$800 for a household head.

Aged, blind or disabled persons can apply separately for benefits whether living alone or in someone else's home.

## Accountable Period

Total family income during the six months before a family applies for welfare would determine eligibility for aid. This "retrospective" accountable period differs from the current

"prospective" accountable period where previous income is not considered and individuals are automatically determined eligible if they have no income and no projected income at the time they apply.

## Earned Income Tax Credit

The President has asked Congress to expand the current earned income tax credit to provide benefits to more families. The expanded EITC, which would not apply to public service jobs, would include:

- The current 10 per cent credit on earnings up to \$4,000 per year;
- A 5 per cent credit on earnings between \$4,000 and \$9,000 for a family of four; and
- A phase-out of the credit beyond \$9,000 of earnings at 10 per cent up to an earning level of \$15,600.

## Fiscal Relief

When the program is fully implemented, every state would be required to pay 10 per cent of the

basic federal income benefits provided to its residents.

There will be a three-year period, however, during which states would be required to maintain a share of their current effort to ease the transition. These resources would be directed to paying the state's 10 per cent share of the basic federal benefit and to state supplements which complement the basic program.

In the first year, the federal government would guarantee a state that its total cost for these expenditures would not exceed 90 per cent of its current welfare costs. Therefore, the Administration estimates states would save at least 10 per cent in the initial year of the program.

In the second year, states would be required to maintain only 60 per cent of current expenditures and in the third year only 30 per cent. In the fourth year, states only would be required to spend enough to meet their 10 per cent share of the basic federal benefit.

President Carter has estimated that fiscal relief in the first year will save state and local governments

\$2.1 billion nationally or an average of 18 per cent per state. The key point for counties is that state savings will be automatically passed down to counties on a percentage basis depending on the county's current contributions to welfare costs.

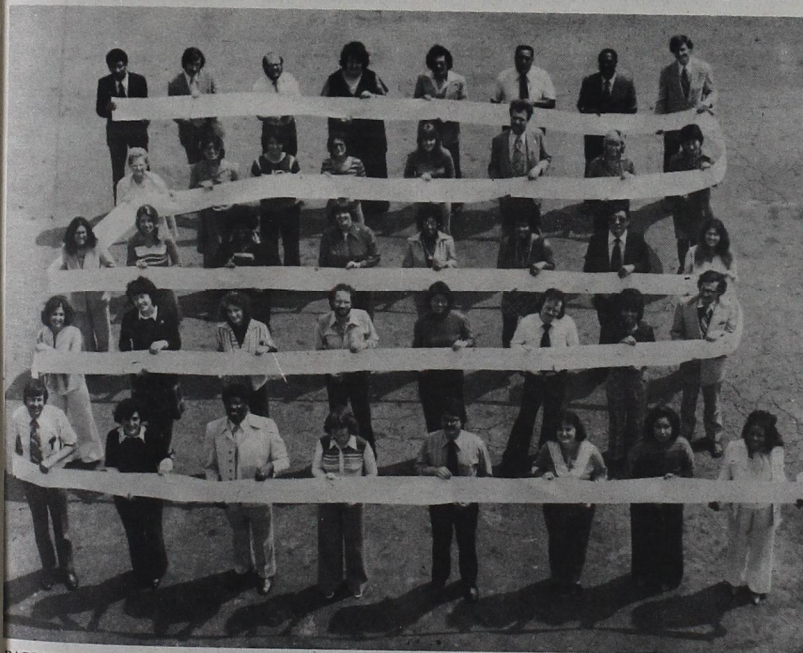
Therefore, a county which now pays 5 per cent of the state share of welfare costs would receive 5 per

cent of the total state savings.

Every state is free to supplement the basic benefits and is eligible for federal matching payments. The federal government will pay 75 per cent of the first \$500 supplement and 25 per cent of any additional supplement up to the poverty line. These state supplements would be required to follow federal eligibility criteria to help achieve nationwide conformity.

## ESTIMATED IMPACT OF WELFARE REFORM ON THE STATES FOR FIRST YEAR (in millions of dollars)

State	Current Effort	Fiscal Relief	Fiscal Relief as a Per Cent of Current Effort
Alabama	\$31	\$5	17
Alaska	12	1	10
Arizona	22	3	12
Arkansas	17	2	11
California	1640	501	31
Colorado	58	8	14
Connecticut	96	10	10
Delaware	15	4	26
District of Columbia	65	36	56
Florida	44	10	22
Georgia	50	9	18
Hawaii	49	8	16
Idaho	10	1	14
Illinois	556	207	37
Indiana	52	5	10
Iowa	50	5	10
Kansas	38	4	10
Kentucky	48	5	10
Louisiana	45	8	19
Maine	25	3	10
Maryland	99	37	37
Massachusetts	457	162	35
Michigan	485	127	26
Minnesota	97	10	10
Mississippi	9	2	19
Missouri	95	22	23
Montana	6	1	13
Nebraska	16	2	10
Nevada	10	2	18
New Hampshire	15	1	10
New Jersey	289	77	27
New Mexico	13	3	20
New York	1472	527	36
North Carolina	57	6	10
North Dakota	5	1	10
Ohio	253	72	28
Oklahoma	51	8	15
Oregon	60	6	10
Pennsylvania	538	138	26
Rhode Island	39	8	20
South Carolina	17	4	22
South Dakota	8	1	18
Tennessee	33	5	15
Texas	52	12	23
Utah	14	1	10
Vermont	16	2	11
Virginia	76	8	10
Washington	116	22	19
West Virginia	19	2	10
Wisconsin	144	14	10
Wyoming	3	0	10
TOTAL	\$7,487	\$2,115	AVG. 18



**PAPERWORK FOR AVERAGE WELFARE CLIENT**—Los Angeles County (Calif.) Department of Public Social Services employees are shown with one continuous piece of paper equal in length to the amount of paper which must be completed by the average applicant for welfare. One of the major objectives of NACO's welfare reform position is simplification of the system and elimination of much of the paperwork. In weeks to come, *County News* will focus on specific issues involved in welfare reform. NACO's Welfare Action Rally is scheduled for Sept. 21, at the Mayflower Hotel, in Washington, D.C.

## SUMMARY OF ELIGIBILITY AND ADMINISTRATIVE CHANGES

	AFDC	SSI	Food Stamps	General Assistance	Welfare Reform Proposal
Form of Benefit	Cash	Cash	Coupons	Varies by location (cash and in-kind)	Cash Wages
Benefit Reduction Rate	67 per cent earned 100 per cent unearned	50 per cent earned 100 per cent unearned	30 per cent	Varies by location (usually very high)	50-70 per cent earned 80 per cent unearned 100 per cent means-tested transfers
Eligible Unit	Family	Individual	Household	Varies by location	Family plus related individuals
Income Definition	All programs use a net income definition, but all use a different set of exemptions and deductions				
Accountable Period	One month prospective	Three months prospective	One month prospective	Varies by location (generally monthly)	Six months retrospective
Assets Test	Varies by state	\$1500 market value	\$1500 equity value	Varies by location	15 per cent imputation (with various exclusions) up to \$5,000, treated as unearned income
Policy Control	HEW-state	HEW-state	USDA	State-local	HEW-DOL-state
Financing	HEW-state-local	HEW-state	USDA	State-local	HEW-DOL-state
Administration	State-local	HEW-state	State	State-local	HEW-DOL-state



## County Opinion

# Fiscal Relief Needed Now

Just eight months into office, President Carter has offered to Congress the complete outline of his welfare reform plan.

During those months, the Carter administration has conducted hearings and sought the advice of representative government leaders, welfare experts and special interest groups.

The cries of county government for fiscal relief from burgeoning welfare costs have been heard. If federal projections prove accurate, the plan calls for at least 10 per cent relief and in areas of heaviest welfare burdens, the savings would amount to 25 per cent or more.

Also heard have been the calls for a humanitarian and dignified program that reaffirms the work ethic through jobs and training for those who can work; supports the American family; and helps those in need regardless of age, marital status or circumstance.

Streamlining the fragmented services of Aid to Families with Dependent Children; Supplemental Security Income to the aged, the blind and the disabled; and the food stamp program into a single cash assistance program will relieve county governments of the mountain of paperwork, plus increase the responsiveness of aid programs.

Likewise, the inclusion of single and childless couples and the working poor corrects a long-time inequity.

If these aspects of the plan sound familiar, it is because they envelop the recommendations of the NACo Welfare Reform program. Their very familiarity, however, hides the fact that they are historic actions. Los Angeles County has pointed out that for the first time since passage of the Social Security Act in 1935, "through jobs, every family with an employable person has the potential to raise its income standard significantly above the poverty index."

The next moves must come from Congress. NACo is calling on both Houses to act quickly.

Counties need fiscal relief as soon as possible. Fiscal '79 (beginning Oct. 1, 1978) is a workable and urgently needed target date. Many county budgets may slip into the red and many needy people will be denied aid if reform is delayed until fiscal '80.

Congressional action must also reaffirm the exclusive decision making role of the local elected official in the jobs and training programs that are a key to the work incentive parts of the program.

To speed congressional action on the long-awaited welfare reform plan, NACo will be holding a Welfare Action Rally Sept. 21 in Washington, D.C. at the Mayflower Hotel Grand ballroom (see coupon below). Let's have your support.

# Saving Farmlands

NACo commends Sen. Dick Clark (D-Iowa) and Rep. James Jeffords (R-Vt.) for taking the lead on sponsorship of legislation to save prime agricultural lands. This legislation, S. 1616 in the Senate and H.R. 4569 in the House, would establish a National Agricultural Land Policy Act—setting forth for the first time congressional policy to protect prime agricultural lands.

The bills would provide for both research and actual implementation of demonstration projects whereby states and counties can develop land use and assessment tools to protect farmlands from conversion to non-agricultural uses. The legislation would not infringe upon private property rights nor establish any federal land use controls. It would create a commission to advise the President and Congress on agricultural land policy.

In congressional testimony it was pointed out that more than 2 million acres of valuable farmland is lost nationally to non-agricultural developments. Councilperson Ruth Keeton of Howard County, Md. pointed out that more than half the farmland in her county has been lost since 1950. County Executive John Klein of Suffolk County, N.Y. indicated his county faces the same development pressures.

More than two-thirds of the counties in the United States have the local government unit responsibility for the land use and zoning decisions affecting agricultural lands. Individual counties throughout the country are experimenting with zoning ordinances, differ-

ential assessments, and/or purchase of development rights to deal with this problem, while still protecting property rights. NACo member counties voted to support this legislation last month at the annual NACo conference. This legislation would help prove the effectiveness of demonstration programs so that individual counties won't have to "reinvent the wheel" on their own.

Where do the Administration and the U.S. Department of Agriculture stand on this legislation? Is protection of agricultural lands high on the priority list for the Department of Agriculture? Apparently not. The Administration opposes this legislation because—now hear this—because the Department of Agriculture is planning to start a study to see if loss of agricultural land is a national problem.

NACo believes this is a cop-out—the federal government cannot say this is just a state and local problem. The federal government owns more than one-third of the nation's land, and it has the greater financial resources to help states and local governments.

It is inaction like this that requires Congress to come up with new programs and new advisory commissions.

Congress should establish a National Agricultural Land Policy Act despite Administration opposition. NACo urges senators and representatives to join with their colleagues as co-sponsors of this important legislation.

# How to Allocate Jail Funds

**EDITOR'S NOTE:** This is the fifth 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.**—Federal assistance and interagency cooperation in planning were the topics for discussion for the last two panels on the first day of the National Assembly on the Jail Crisis.

The federal assistance panel considered how the federal government could help ease resource shortages facing local governments. Much of this money involves funds for constructing or upgrading facilities. Thus, the main issue discussed was how federal funds should be allocated.

James Bergfalk, deputy director of the Missouri Department of Social Services, talked about federal grants, regulations pertaining to these

grants, and practical issues involved in seeking federal grants.

**HE NOTED** that some basic questions involve: where funds are most available; if local agency interest in the program would be sustained should federal funds be discontinued; if the program will result in change; if there would be an effect on the target group; and whether the agency can afford the cost associated with federal funds, because these funds will place the agency under additional regulations.

Mayor Richard King of Independence acknowledged that despite federal regulations, and often because of them, vast resources which exist in the local community can be called upon to solve correction problems. He stressed that local agencies should remember that what appear to be "stumbling blocks" to federal funding actually may present opportunities to enlist the support of other local agencies and volunteer groups.

Jeanne Malchon, chairperson,

Pinellas County (Fla.) Board of Commissioners, contended that federal agencies fail to recognize that disparities exist between federal and local needs and conditions. She said that recognition of these disparities, and flexibility on the part of federal agencies, could help remove some barriers which hinder local-federal cooperation.

**THE PANEL ON** interagency cooperation in planning addressed three principal questions.

Gary Pence, executive director of the Toledo-Lucas County (Ohio) Regional Planning Unit, described how joint planning efforts were achieved through open proceedings, clearly delineated roles, and involvement of the federal court.

James Coughlin, director of the King County (Wash.) Department of Rehabilitation Services, addressed the question of how an agency can institutionalize necessary innovations. He noted that interagency planning means that the resources of all components of the corrections

See JAIL, page 7

## LET EVERY NAME BE COUNTED

Dear President Carter:

Welfare reform can't wait. We urge you and your Administration to work toward prompt congressional action:

- To insure significant and immediate fiscal relief for county governments; and
- To insure that decisions on jobs and training programs remain exclusively in the control of chief elected local officials.

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

COUNTY \_\_\_\_\_

STATE \_\_\_\_\_

Let's all be counted. Postcards like this one will be used to impress the President and Congress with the fact that there are a lot of folks concerned about welfare reform who cannot make it back here to the Rally.

Copies of this card will appear in every issue of "County News" between now and the Rally. You can reproduce them; or we will provide you with as many copies as you can use. Please get these signed by your employees, members of taxpayers' associations, local unions and other interested groups in your community. Bring them to the Rally with you. We hope to have thousands to deliver to the President.

If you have any questions about the "postcard" effort or about the Rally, call Carol Cox on the NACo staff.



## Hospital Cost Cap Bills Under Review

WASHINGTON, D.C.—Four major proposals relating to the rising cost of hospital services are currently under consideration by Congress.

The proposals are: S. 1391, the Administration's bill with amendments by Sen. Ted Kennedy (D-Mass.); S. 1470, introduced by Sen. Herman Talmage (D-Ga.); H.R. 6575, the Administration's bill with amendments being proposed by Rep. Rostenkowski (D-Ill.) and H.R. 8121, introduced by Rep. Paul Rogers (D-Fla.).

Varying in approaches to cost containment, the bills include: placing a cap on annual increases in Medicaid and Medicare revenues that can be paid to a hospital (Talmage); placing a cap on revenues received by a hospital from all payers (Kennedy, Rostenkowski and Rogers); and providing incentive payments for hospitals whose revenue increases are lower than permitted by the bills or which close down unneeded beds and/or services (Rogers and Talmage). Small hospitals are generally treated specially or exempted from the proposed revenue limitations.

**THE BILLS ALSO** contain (except Talmage) some kind of limitation on capital expenditures that can be made by hospitals. This is accomplished by beefing up enforcement provisions for state and local planning agencies, placing a nationwide ceiling (\$2.5 billion) on capital expenditures over a specified amount (\$100,000—\$150,000), or instituting a moratorium on capital expenditures greater than \$100,000 by hospitals unless, among other things, the expenditure is required in order to comply with life and safety regula-

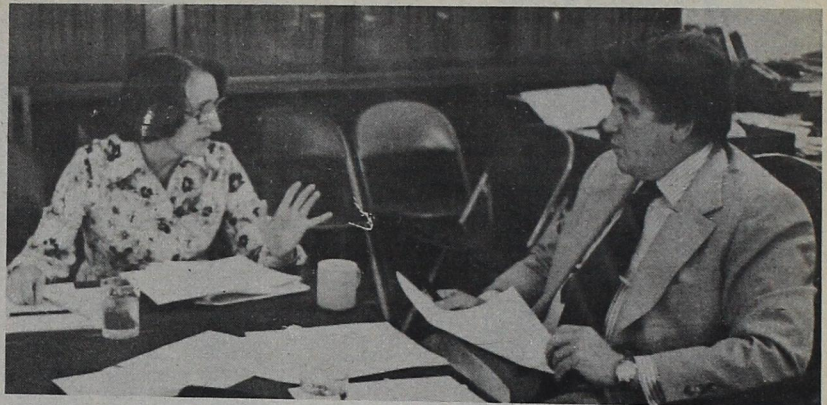
tions, license or accreditation standards.

At this point each of the bills contains provisions that penalize the "dumping" of "bad debt" patients by private hospitals onto the public facilities. NACo's support for any hospital cost containment proposal has been predicated upon, among other things, strong anti-dumping language.

Other provisions that NACo endorses include positive incentives that encourage hospitals to operate below the revenue limit, discontinue unneeded beds and services, and offer appropriate services on an outpatient basis.

**THE ONLY** bill that was acted upon prior to the August recess is S. 1391 (the Kennedy version of the Administration's bill). S. 1391 was reported out of the Senate Human Resources Committee Aug. 2, and will be taken up by the Senate Finance Committee in the fall. Hearings have been conducted on S. 1470 and H.R. 8121 by the Senate Finance Committee and the health and environment subcommittee of the Interstate and Foreign Commerce Committee respectively. However, there has been no markup on either bill. Markup on H.R. 6575 began in July in the Ways and Means subcommittee, but will not be completed until after the Congress returns in September.

NACo members have testified before these committees to support the idea of controlling skyrocketing health care expenditures, while stressing the importance of including strong anti-dumping language and the other issues pertinent to local governments.



**DISCUSSING FARMLAND PRESERVATION PROGRAM**—NACo witness Ruth Keeton, councilmember, Howard County, Md., discusses proposed farmland preservation program with Sen. Dick Clark (D-Iowa), chairman, Senate Agricultural subcommittee on rural development.

## COUNTY OFFICIALS TESTIFY

# Need to Protect Croplands

WASHINGTON, D.C.—County officials testified last week on behalf of NACo supported-legislation that would help states and counties develop tools to protect prime agricultural lands from conversion to non-agricultural uses.

Appearing before the Senate Agriculture subcommittee on rural development were Ruth Keeton, councilmember, Howard County, Md. and John Klein, county executive, Suffolk County, N.Y. Both indicated their support for S. 1616, sponsored by Sen. Dick Clark (D-Iowa), which would establish congressional policy on prime agricultural lands in the United States.

The legislation would establish a commission to advise the President and Congress on agricultural land preservation policy. The bill also includes provisions to fund a research program and to finance development of model programs to protect prime agricultural lands. These programs would be administered by state and local governments.

**KEETON TOLD** the subcommittee that "there is an intense interest on the part of county officials throughout the country to protect prime agricultural lands for agricultural use." She described efforts of Howard County to protect its remaining farmland and explained how Howard County has lost more than 50 per cent of its farms since 1950.

Keeton also countered testimony submitted on behalf of the U.S. Department of Agriculture which opposes the legislation and, instead, proposes a study to determine if loss of agricultural lands is a national problem. "We don't need studies, we need to develop methods to deal with the problem" she said.

Klein suggested several improvements. He pointed out that it is "important that counties with ongoing preservation programs be eligible to participate in the program to take advantage of experience already

gained." For example, Suffolk County has established a program for purchase of development rights on prime farmland.

"In the past 10 years Suffolk County has lost more than 60 per cent of its farmland," he said. "The people voted for a farm preservation program to keep the economic and environmental amenities farmland provides."

**KLEIN ALSO** indicated that it is important that county governments have direct representation on the proposed commission, since counties are the unit of government responsible for land use and zoning decisions affecting farmland.

Both witnesses pointed out that the NACo membership last month adopted a resolution calling for federal legislation that would provide financial and technical assistance to demonstrate practical methods for protecting and enhancing the future availability of agricultural land.

## Noise Control Project Begins

WASHINGTON, D.C.—Half of the households in the United States consider their neighborhoods to be too noisy according to a 1974 annual housing survey by the Census Bureau. And while the Environmental Protection Agency (EPA) has developed a national strategy to confront this problem, effective control of noise and enforcement of regulations rests primarily at the local level.

NACo's Research Foundation (NACoRF) recognizes noise pollution as a major problem in many counties and with the assistance of EPA, has recently begun a project to provide technical assistance to counties on noise programs, and to participate in a review of national noise control strategies. The project is being conducted in cooperation with the National League of Cities.

**OVERALL** objectives are: to identify the noise issues of most concern to local officials; to react to regulations currently being developed by EPA; to report to EPA on the local perspective of noise control strategy and effective ways to implement it; to identify the roles of local and state officials in strategy implementation; and to provide information to city and county officials on pertinent noise control issues.

The Noise Control Project will center on two specific areas of noise pollution: community noise and aircraft/airport noise.

While each community's noise problems must be dealt with individually, county officials share

interest in issues such as: noise from transportation, industry, and construction; source control and other control and abatement techniques; and the extent of local concern and the role of local enforcement.

Counties own or operate one third of the nation's air carrier airports, and hundreds of general aviation facilities. They are also responsible for protecting the health, safety, and general welfare of citizens. These dual roles create problems as well as opportunities in dealing with aircraft and airport noise issues. The problems include: source control and other abatement procedures; interjurisdictional land use management; problems specific to general aviation, air carrier, and military airports; fiscal impacts and health consequences of noise pollution and measures of control and abatement.

**UNDER THE** Noise Pollution Control Project, NACoRF will undertake three specific tasks: (1) serve as liaison between EPA and local officials, (2) advise EPA on the implementation of noise control programs, and (3) facilitate information exchange between EPA and county governments.

NACoRF will advise EPA on noise control in order to insure that the local perspective is included in national programs. Advice to EPA will include technical and information needs of county governments; identification of successful local noise pollution control programs; community noise awareness programs; city and county government

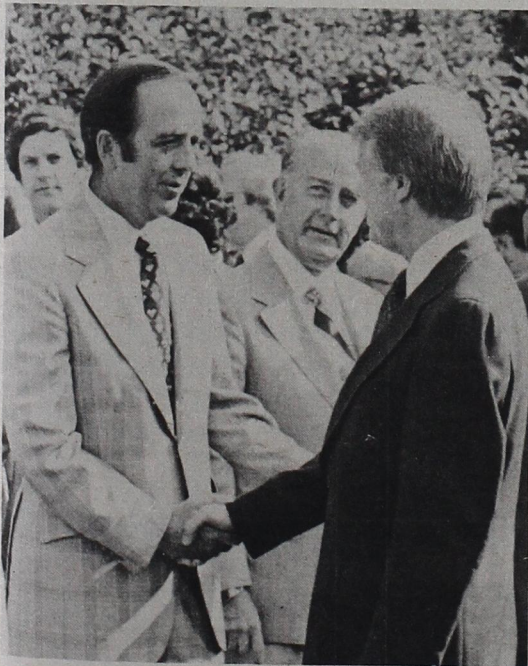
noise strategies and noise abatement planning processes; national noise policies and strategies, and federal rule-making for implementation of federal noise abatement legislation.

This will be accomplished, in part, through the participation of 24 city and county officials with either major policy responsibilities or technical and administrative expertise, and will be representative of a wide range of geographic locations and local government sizes.

**THIS ADVISORY** task force will meet three times a year to consider issues related to noise control and abatement, to review national strategies and policies to determine their impacts on local governments, to determine technical assistance needs at the local level, and to plan workshops in several communities throughout the nation next year.

These workshops, which will deal with community noise and aircraft/airport noise, will attempt to facilitate the exchange of information between EPA and local governments, and to improve local understanding of noise abatement methods.

As a part of the Noise Project, NACoRF is compiling information on noise pollution at the local level—including articles or descriptions of any programs for noise control and/or abatement, as well as all problems associated with noise pollution at the local level. Please send any information that your county may have in these areas to Don Spangler, Noise Pollution Control Project, NACoRF.



**YOUTH JOBS BILL SIGNING**—John V.N. Klein, Suffolk County, N.Y. executive, shakes hands during the Aug. 5 signing ceremony for the youth employment bill.

## Unscrambling Affiliates

In our board of directors list last week, we managed to scramble the letters in identifying two of the director's affiliate organizations. Here they are correctly: Aloysius Suchy (NACCA), National Association of County Civil Attorneys and William Thomas (NACPD) National Association of County Planning Directors.

Also Loretta Bowman of the National Association of County Recorders and Clerks moved faster than our records. She is county clerk, Clark County Courthouse, Las Vegas, Nev. 89101, 702/385-3156.





**DEMOCRATS**—Shown at the organizational meeting of the National Democratic County Officials' Conference are (from left): Francis P. McQuade, newly elected executive director; Detroit Mayor Coleman Young; and Joe Toner, commissioner, New Castle County, Del., conference chairman.

While attending NACo's Annual Conference last month in Detroit, elected county officials affiliated with the National Democratic Party formed the National Democratic County Officials' Conference (NDCOC). Chairman Joe Toner, New Castle County (Del.) commissioner, said the purpose of the conference is to provide Democratic county officials with an opportunity to participate in formulation of the Democratic Party platform.

"In addition," he said, "we will act as a liaison group with local, state and national elected officials who are members of the Democratic Party."

Toner pointed out that in no way was the NDCOC connected with or a part of NACo.

"NACo and the NDCOC are separate institutions. To keep our separateness, we have elected our own executive director to staff our conference," said Toner.

The 300 members present at the organizational meeting elected Francis P. McQuade, former county attorney from Essex County, N.J., as the executive director.

Don Payne, freeholder, Essex County, N.J., was elected conference vice-chairman.

For more information on the NDCOC contact Francis P. McQuade, 2 Burnet St., Maplewood, N.J.

## County Republicans, Dems Form National Conference

The National Conference of Republican County Officials was officially launched at NACo's 42nd Annual Conference in Detroit July 25. Lou Mills, Orange County (N.Y.) executive, named Doris Dealaman acting chair of the conference. Twenty-five attendees volunteered to serve on a steering committee to chart the fledgling group's course through adoption of bylaws, election of officers and efforts to secure a seat on the Executive Committee of the Republican National Committee at its 1980 convention.

Dealaman, a freeholder from Somerset County, N.J., has long been active in representing county of-

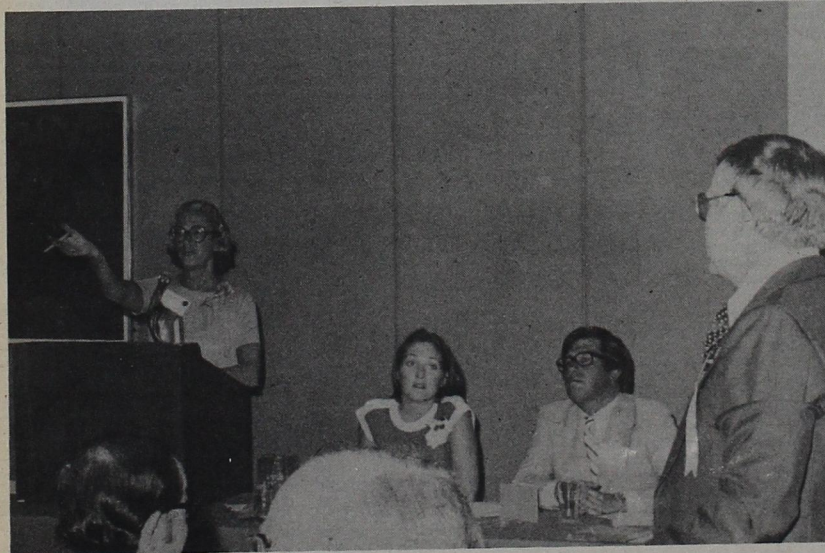
ficials nationally through NACo. She served as alternate to Mills on the President Ford Committee during the 1976 campaign and testified on county views before the Platform Committee at the 1976 Republican convention in Kansas City.

While made up of county officials, the conference is a separate group and not affiliated with NACo.

Joe Gaylord, director of Local Elections for the Republican National Committee, urged the conference to work closely with the national party to rebuild strength at the grass roots. He said party Chairman Bill Brock has initiated a major drive at

the local level. "If we are going to be successful, it will be at that point and time when we start talking about issues which affect human life at home where people live, at the grassroots level," he said.

Dealaman pledged to work with the steering committee of the conference and all interested Republican county officials, to share elected county officials' views on issues and strategies with the party leadership at the state and national level. For more information contact her at Somerset County Admin. Bldg., Bridge and High Streets, Somerville, New Jersey 08876.



**REPUBLICANS**—Doris Dealaman, freeholder, Somerset County, N.J., presides over the first meeting of the National Conference of Republican County Officials. Representing the Republican National Committee are Jane Grigor and Joe Gaylord. Shown at right making a point is John Franke, commissioner, Johnson County, Kan.



## Matter and Measure

The Federal Highway Administration (FHWA) will hold a public meeting on Control of Wetland Drainage into Federal-Aid Highway Rights-of-Way Aug. 31 at 9:30 a.m. in Room 3200, Department of Transportation, 400 Seventh Street SW., Washington, D.C.

The session will explore possible actions FHWA may take to control the artificial drainage of wetlands into federal-aid highway rights-of-way. All interested parties are invited to present a brief statement of their views and are urged to participate in subsequent discussions on the subject.

Comment is specifically invited on the following issues:

- How serious is the threat to the nation's wetlands posed by the natural and artificial drainage of wetlands into federal-aid highway rights-of-way?
- What problems are posed by federal or state laws and policies regarding the development of an FHWA policy relative to this problem?
- Under what criteria and to what degree should artificial drainage of wetlands into federal-aid highway rights-of-way be authorized? Consider factors such as increased demand for agricultural products, maintenance of farm incomes, and government policies that stress the development and preservation of tillable acreage.

Written comments should be mailed no later than Sept. 31, to the Department of Transportation, 400 Seventh Street, SW., Washington, D.C. 20590. For further information contact: Fred Banks, Office of Environmental Policy, (202) 426-9173; or Gary Daves, Office of the Chief Counsel, (202) 426-0800, between 7:45 a.m. and 4:15 p.m., Monday through Friday.

### RAILROAD CROSSING SEMINAR

The U.S. Department of Transportation's Federal Railroad Administration is sponsoring a National Conference on Railroad-Highway Crossing Safety, Aug. 23-25, on the campus of the University of Utah, Salt Lake City.

The purpose of the conference is to promote implementation of grade crossing safety improvement projects authorized by federal, state and railroad industry programs.

Registration fee is \$45. Checks should be made payable to the University of Utah.

The number of participants may be limited; to ensure your participation, please be sure to contact Conferences and Institutes, 1120 Annex, University of Utah, Salt Lake City, Utah 84112, telephone (801) 581-5609.

### LIGHT RAIL TRANSIT

A national conference on light rail transit, now experiencing a rebirth in many U.S. cities, will take place in Boston, Aug. 28-31. The meeting is sponsored by the U.S. Department of Transportation, Urban Mass Transportation Administration and the Transportation Research Board in cooperation with the American Public Transit Association.

Sessions will concentrate on the socioeconomic and technological aspects of the design and operation of light rail transit. Presentations relating to socioeconomic aspects will focus on planning, mode characteristics, economic analysis, demand considerations, evaluation and institutional aspects. Technological sessions will focus on specific design issues in the development process, such as operational characteristics, control measures, rights-of-way and vehicle hardware.

Topics are intended to provide useful information to representatives of all levels of government and other organizations concerned with urban public transit issues.

Registration fee is \$60. For registration information and assistance, contact Marilou Damon, Transportation Research Board, 2101 Constitution Avenue, N.W., Washington, D.C. 20418, telephone (202) 389-6335.

### WASHINGTON OFFICERS

The Washington State Association of County Engineers is pleased to announce its new officers for 1977-78:

- President, Allen McCann, P.E., Franklin County engineer, Courthouse, Pasco, Wash. 99301;
  - Vice President, Vern Wagner, P.E., Lewis County engineer, Courthouse, Chehalis, Wash. 98532;
  - Secretary-Treasurer, W. Eugene Sampley, P.E., Whitman County engineer, Courthouse, Colfax, Wash. 99111
- Vern Wagar, Lewis County engineer, will continue to serve as the association's NACE representative.

## Job Opportunities

**County Administrator/Planner**, Powhatan County, Va. Chief administrative officer and Planner for a rapidly growing rural county of 11,000 population located near Richmond. \$13,860-20,843. Undergraduate degree and five years of related experience or master's degree and three years experience desired. Training and/or experience in planning preferred with emphasis on comprehensive plan development. Resume by Aug. 31 to William C. Hall, Jr., Chairman, Route 5, Box 214, Powhatan, Va. 23139.

**Nursing Home Administrator**, McLean County, Ill. \$20,223, plus fringe benefits. Responsible for 150 resident patient facility in the intermediate and skilled area. Knowledge of the health care industry and/or experience in local government as manager or related public administration desirable. Resume to Chairman, Health Services Committee, McLean County Board of Directors, 205 Courthouse, Bloomington, Ill. 61701, by Aug. 31.

**Director of Regulatory Services** (Department Assistant to County Administrator), Hillsborough County, Fla. \$27,643. Responsible for directing overall program development, implementation, and administration for regulatory services activities

including departments of building and zoning, motor vehicle inspection, fire control, mosquito and aquatic weed control, animal control, solid waste control, and emergency preparedness. Requires master's 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 Sept. 1.

**Deputy Commissioner**, Lexington-Fayette County, Ken. \$33,375-\$40,559 based on experience. Directs comprehensive health programs and acts as chief of the medical staff. Provides some direct services. Minimum requirements: M.D., plus board eligibility in a relevant medical field such as public, preventive medicine or one of the primary care areas and three years of experience in an appropriate medical capacity. An MPH may substitute for one year of the required experience. Must be licensed or eligible for licensure in Kentucky. Resume to the Lexington-Fayette County Health Department, Personnel Office, 330 Waller Ave., Lexington, Ken. 40504, by Sept. 15.



## Jails: Cooperation in Planning

Continued from page 4

delivery system must be called into play. Coughlin stressed that every sector, regardless of size or influence, must be able to provide equal input, must be asked for opinions and recommendations, and must share in each and every decision.

John O'Sullivan, criminal justice planning director for Hennepin County, Minn., discussed the local planning capability and how it can be integrated into the county decision-making and budgeting process. He stated that planning's most important contribution should be the establishment of long-range policy and budget perspectives. It also should provide a feedback mechanism which can be used to adjust policy and budgeting targets as conditions change.

O'Sullivan concluded that county governments can no longer afford to make decisions in the absence of source planning information and policy alternatives.

**AFTER THE** panels on federal assistance and interagency cooperation in planning, 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 workshop recommendations:

### FEDERAL ASSISTANCE

- Call for new federal funding for local jail construction separate from public works funding, and where construction is necessary to update facilities and improve conditions, and where both diversionary and alternative programs have been and are being implemented.

- Urge cities and counties to explore additional local funding sources for jail funding.

- Support Senate bill 1245, which provides funds for jail construction.

- Advise counties to establish a capacity for coordinated criminal justice planning on a continuous basis.

- Urge that funding be expanded at all levels for juvenile justice programs and facilities.

- Emphasize that special attention be paid to criminal justice needs of rural communities so that they will not be forced to compete with urban areas for funding; federal agencies should use flexible standards that recognize the unique needs and problems of rural areas.

- Urge that a regional approach to criminal justice planning, programs and facilities construction be adopted in rural areas.

- Call for local, state, and federal funds to be used on a partnership basis to:

- a) Provide alternatives to incarceration at the local level;

- b) Assist victims of crime, especially of rape and spouse abuse;

- c) Provide adequate facilities in jail for handicapped individuals, both inmates and staff.

### COOPERATION IN PLANNING

- Call for national legislation to provide funds for jail construction. This should be a form of special revenue sharing with awards directly to the local jurisdiction with no comprehensive state planning requirement. The preference of the workshop would be to take the administration of this legislation out of LEAA.

- Urge that state, rather than federal, standards be used as a criterion for the allocation of federal funds.

- Endorse the concept of local cooperation and advise cities and counties to work together in developing correctional facilities.

- Encourage multi-county arrangements for jail consolidation.

- Encourage the development of a master planning process at the local

level, because community-based corrections must fit the needs and considerations of the local community.

- Suggest that existing criminal justice coordinating councils for regional units be used in master planning.

- Encourage further efforts to define the jail, and the development of "how to" manuals for selling community corrections to the community.

- Urge that all alternatives to incarceration be exhausted before building new jails.

## Jail Managers Set Conference

The National Jail Managers Association will have its Fifth Annual Training Conference in St. Louis, Mo., from Sept. 25-29. The program includes such topics as legal issues for jail managers, managing jail manpower, managing role as jail manager, and other programs emphasizing jail training for correctional personnel.

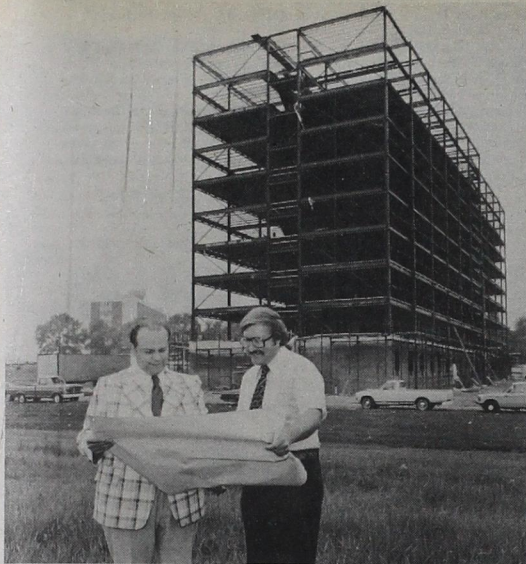
For more information contact Jean Hollander, St. Louis County Jail, 7900 Forsyth, Clayton, Mo. 63105.

### COUNTY NEWS

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**ON ITS WAY UP**—David K. Bausch, chairman of the Lehigh County (Pa.) commissioners, and William A. Scharf (on right), president of Progress Associates Inc., inspect plans for the county's new 200-unit apartment building for the elderly.

## EDA Grant Builds Housing for Elderly

**LEHIGH COUNTY, Pa.**—This eastern Pennsylvania county has discovered that the federal Economic Development Administration (EDA), which distributes grants authorized by the Public Works Employment Act of 1976, has special regard for elderly.

One of the county's seven applications for a public works grant included a proposal to build a 200-unit high-rise apartment building for the elderly near the county's existing nursing home.

Other county proposals included bridge repairs, alterations of existing public buildings, and other labor-intensive projects that the county hoped the EDA would approve, according to David K. Bausch, chairman of the county commissions.

**IN THE FIRST** round of grant awards, EDA chose to fund the housing for the elderly project. The \$4.67 million grant was the 23rd largest grant made in the first round.

"There are a number of interesting features about this project," says William A. Scharf, president of Progress Associates, Inc., the consulting firm that prepared the county's applications and is managing the project.

"Since there will be no principal nor interest carrying costs to the development," he says, "there will be no need for an additional subsidy on rents to bring rent levels down to affordable figures."

Consequently, in Scharf's opinion, a revolving development fund can be created to provide the county with seed money to develop more housing projects.

**SECOND,** by locating the building close to the county's nursing home, the county meets a high priority of elderly citizens: medical facilities easily accessible from living quarters.

Third, the apartment building and the nursing home form the basis of a campus development that, Scharf says, could promote "family units, commercial retail development, and other cultural and recreational features" in the vicinity.

Fourth, the county project "takes some of the pressure off the city of Allentown, which traditionally has served the low-and moderate-income family and the elderly." Bausch reports that contractors "underbid the project." The building will not use up the full \$4.67 million grant.

## Annual Federal Aid Briefing

National Association of Counties Annual Federal Aid Briefing, sponsored by the COUNCIL OF INTERGOVERNMENTAL COORDINATORS,

will be held on **September 11-13, 1977**  
**Hyatt Regency Hotel**  
**Washington, D.C.**

Panel sessions will be conducted on:

LEAA  
CETA  
YOUTH  
FEDERAL AID REFORM AND OMB CIRCULARS  
ARTS AND HUMANITIES  
SOLID WASTE  
WATER QUALITY  
GRS  
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PROGRAM OVERVIEW to appear in next week's COUNTY NEWS



## Changes to Municipal Construction Grant Program in House, Senate Water Bills

Item	Senate (H.R. 3199)	House (H.R. 3199)
<b>Municipal Treatment Funds</b>	\$3.5 billion for fiscal '77; \$4.5 billion for each fiscal '78, '79, '80, '81.	\$5 billion for fiscal '77; \$6 billion for each fiscal '78 and '79.
<b>Distribution to States Formula</b>	For fiscal '78-'82, states to receive higher percentage of 100 per cent 1975 population or 100 per cent 1976 needs survey; plus additional money is available for select states so that no state would get less than lowest of two formulas, plus no state would incur a loss greater than 25 per cent of previous year funds.	One half based on partial needs (secondary treatment and interceptors); One quarter based on population; one quarter based on total needs (partial plus collector, combined and infiltration inflow).
<b>Reallotment Deadline</b>	Extends deadline for reallotment of fiscal '76 funds until Sept. 30, 1978.	Same
<b>Local Financing of Plants Operation (O&amp;M)</b> (current law prohibits use of ad valorem tax to finance O&M of treatment plants)	Amends current provision to permit use of something other than metering, including ad valorem for residential users only—provided there are sufficient funds for treatment plant operation and maintenance and that residents be notified of the sewage fee amount.	Amends current provision to permit use of ad valorem taxes as long as system results in proportional distribution of costs between user classes and surcharges for industrial users.
<b>Industrial Cost Recovery (ICR)</b> (current law requires industrial users of municipal plants to pay back their costs of construction of the system)	Allows proportional reduction of industrial cost recovery payments as industrial users reduce flow to the municipal system; permits exemption of small discharges (less than 2,500 gallons a day); and permits local governments to compute tax on system-wide basis rather than on each individual treatment plant.	Requires EPA administrator to study need for industrial cost recovery requirement within 12 months; defers local government implementation of ICR for 18 months.
<b>Municipal Deadline Extension</b>	Permits case-by-case extensions of July 1, 1977 secondary treatment deadline for municipal treatment plants and in cases where there have not been federal funds or where municipalities acted in good faith, until July 1, 1983.	Permits case-by-case extensions until July 1, 1982 and where innovative technology is used, until July 1, 1983.
<b>Combined Grants</b>	Permits combination of step 2 and 3 portion of construction grant application for treatment plants under \$2 million and in areas with population of 25,000 or less.	Permits combination of step 2 and 3 grants where total cost of step 2 and 3 of grant do not exceed \$1 million.
<b>Areawide Planning (208)</b>	<ul style="list-style-type: none"> <li>States given three full years from time of initial receipt of first planning grant to prepare full plan;</li> <li>For first two years, all agencies to be 100 per cent federally funded;</li> <li>All remaining grants at 75 per cent federal level;</li> <li>Provides \$150 million for fiscal '75 and fiscal '78-'80;</li> <li>Authorizes Secretary of Agriculture to provide technical and 50 per cent financial assistance to landowners and operator in rural areas for implementing best management practices approved under 208 to reduce soil erosion—provides \$200 million for fiscal '79 and \$400 million for fiscal '80.</li> </ul>	<ul style="list-style-type: none"> <li>No provision</li> <li>Provides 100 per cent federal grants for first two years of designated agencies if grant approved by EPA before Oct. 1, 1977.</li> <li>Same</li> <li>Same</li> <li>No provision</li> </ul>
<b>Reserve Capacity</b>	Limits federal funding for future capacity of treatment plants to 10 years for treatment plants and 20 years for interceptors.	No provision
<b>State Certification</b>	States to receive 2 per cent of construction grant allotment for assuming administration of construction grant program.	Similar

WASHINGTON, D.C.—On Aug. 4, the Senate overwhelmingly adopted major changes to the 1972 Federal Water Pollution Control Act. Passage of this bill enables House and Senate conferees to resume discussion on the water act which broke up last March.

At that time, the Senate had not held hearings on the water law and was reluctant to enact major changes without a careful evaluation of the present law. The Senate bill covers a number of areas not covered in the House counterpart.

Below is a comparison of Senate and House bills with respect to the municipal construction grant program. The Senate bill contains several provisions concerning the industrial sewage clean-up program, the clean lakes sewage clean-up program, oil spill liability, toxic pollutants and other miscellaneous items pertaining to the 1972 law.

Item	Senate (H.R. 3199)	House (H.R. 3199)
<b>Alternative Systems Set-Aside for Small Communities</b>	Requires set-aside of between 5 and 10 per cent of construction grant funds allotted to a rural state (population of 25 per cent or more rural) for communities of 3,500 or less to implement unconventional or alternative treatment systems. Non-rural states may request set-aside.	No provision
<b>Grant Eligible Categories</b>	Eliminates federal funding for storm sewers, rehabilitation, unless excessive infiltration/inflow, and collectors, unless: grant limited to serve the community's population as of 1977; there is or will be a treatment plant to treat the collected sewage; system is necessary to correct ground or surface water supplies; or alternative treatment will be less cost effective.	No provision but ensures that states through state priority lists can fund secondary treatment, advanced waste treatment, correction of infiltration/inflow, major sewer system rehabilitation, new collector sewers, new interceptors, and correction of sewer overflow.
<b>State Priority Lists</b> (determines which projects to be funded)	Administrator to issue further guidance to states to ensure priority for secondary treatment, reclamation, recycling of waste water and for beneficial use of disposal.	States to have total control over priority list.
<b>Funding for Individual Systems</b>	Allows grants to small privately-owned treatment works where public body applies for the grant.	No provision
<b>Modification of Secondary Treatment for Discharge into Deep Ocean Waters</b>	Allows for modification of secondary treatment requirement for municipal treatment works discharging into deep ocean water on a pollutant-by-pollutant basis if: <ul style="list-style-type: none"> <li>Applicable water quality standard must be set for specific pollutant;</li> <li>Modification will not interfere with protection of public water supply;</li> <li>No other treatment will be added to other point or nonpoint sources; and,</li> <li>All pretreatment requirements are in effect.</li> </ul>	No provision
<b>Grants for Innovative Technology</b>	Allows 100 per cent federal research and development funding for projects using innovative technology.	No provision
<b>Pretreatment Enforcement</b>	Requires EPA enforcement of pretreatment standards for pollutants which contaminate sewage sludge.	No provision
<b>EPA Issuance and Enforcement of Municipal Permits</b>	Gives EPA authority to issue and enforce public treatment permits where states fail to do so.	No provision
<b>Sludge and Combined Sewer Overflows Study</b>	Requires EPA to report on combined sewer overflows and utilization of treated sludge.	No provision
<b>404 Army Corps of Engineers Dredge and Fill Permit Program</b>	Establishes permit program for states to control all phase II and III portions of navigable waters outside the so-called phase I waters now controlled by Army Corps of Engineers. Exempts normal farming activities (i.e. construction or maintenance of farm or stock ponds), mining activities, forestry activities; Allows exemption of placement of fill materials which states regulate in 208 program through best management practices. Provides use of general permits to simplify program. Exempts federally assisted project where Environmental Impact Statement has been prepared. Requires national wetland inventory by Dec. 31, 1978.	Limits program to require permits only for navigable waters presently used in interstate commerce; program may then be delegated to state. Exempts normal farming, ranching, and forestry. Army Corps authorized to issue general permits. Exempts federally assisted project where Environmental Impact Statement has been prepared.