

## This Week

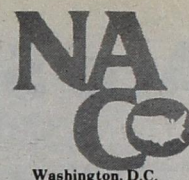
- IRS extends date for pension plan reporting, page 3.
- Special report on worldwide exchange of urban ideas, pp. 4 and 5.

Vol. 9, No. 34

# COUNTY NEWS

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

Aug. 29, 1977



## Send in Bridge Surveys

WASHINGTON, D.C.—NACo Executive Director Bernard F. Hillenbrand has urged county boards to return a NACo survey of bridge needs quickly. "With defeat in the House of the proposed amendment to a gasoline tax provision in the National Energy bill, our confidence that a major bridge program will be enacted next year is considerably dimmed," Hillenbrand stated.

During debate over the energy bill in the House, Rep. James Howard (D-N.J.) offered an amendment to a proposed energy gas tax to channel all revenues into bridge, highway and transit programs. He warned that defeat of his amendment would mean "the Committee on Public Works and Transportation will have to come out next year with a totally inadequate transportation program."

Howard, chairman of the surface transportation subcommittee of Public Works, has introduced an omnibus highway, highway safety, transit bill (H.R. 8648). It would increase the existing special bridge replacement program from \$180 million annually to \$2 billion annually.

Hillenbrand applauded Howard's support for the major expansion of this important program. But he pointed out weaknesses in the bill which simply add funds to the existing program, and said that NACo will work for amendments during subcommittee consideration this fall.

Two major problems with the bridge program have been addressed in NACo testimony. First, the program is inflexible in not permitting use of funds for anything but replacement. Rehabilitation of existing structures or correction of safety hazards on approaches are ineligible under the bridge program.

Second, the program is limited to bridges on the federal-aid highway system. "Local jurisdictions which rely almost exclusively on the property tax are most in need of funds to repair their critically deficient bridges," Hillenbrand said.

The NACo survey has been sent to the chairman of the county board in every county in the nation. It was also reprinted on the back page of the July 11 issue of *County News*. Some 200 counties have already responded to the survey, almost all verifying the critical needs involved.

"To assure continued congressional attention and final action to meet our needs, the data from the survey will be essential," Hillenbrand said.



UPI Photo

Trucker Melvin Greer, 23, of Findlay, Ohio told sheriff's deputies he was only looking for a shortcut when he drove his semi-tractor trailer rig onto this 76-foot Wyandot County bridge. The bridge had been posted for a reduced load limit 24 hours earlier. Greer escaped injury.

## Food Stamps Settled

### NACo Wins on Purchase Rule

WASHINGTON, D.C.—Differences in the food stamps portion of the Senate and House farm bills have been resolved in conference with elimination of the purchase price requirement, a NACo priority, retained in the Conference report.

Elimination of the requirement allows food stamp recipients to receive the bonus part of their food stamps without having to pay large sums of cash for the difference. For example, a household of four currently paying \$100 to get \$166 in food stamps would be able to get the \$66 in free food stamps without paying the cash outlay.

An estimated 40 per cent more families who could not afford the purchase requirement will now be able to obtain food stamps.

ANOTHER NACo-supported food stamp reform, deductions for child care so that employed parents are not penalized for working, is part of the compromise bill. The child care deduction has been combined with a deduction for excessive shelter costs. NACo sought the shelter deduction also.

The Conference report calls for a combined shelter and/or child care deduction of \$75 per month applied to both eligibility levels and benefit levels. The shelter deductions would be indexed to the July 1978 Consumer Price Index (CPI) for food and fuel. The standard deduction is expected to reduce errors in the food stamp system.

The net income eligibility level was not contested in the House and Senate versions and remains based on the poverty level of \$5,850 for a family of four.

The Conference report includes a NACo-supported action to simplify the application process. A person in need will be able to apply for Aid to Families with Dependent Children (AFDC) and food stamps at the same time. And the Social Security office that processes Supplemental Security Income (SSI) applications will take food stamp applications.

The amount of financial resources allowed in households receiving food stamps is \$1,750 with \$3,000 allowed in households which have a member 60 years old and older.

(Regulations in the past have exempted full value of homes, cars, household goods, life insurance policies and tools and machinery needed for work, and trust funds not accessible. The Conference report continues Agriculture regulatory authority.)

Fourteen "work fare" pilot projects requiring work in exchange for stamps are to be tested in the seven federal regions with one urban and one rural project in each region.

A funding cap for the four-year extension calls for \$5.8 billion in fiscal '78, \$6.16 billion in fiscal '79; \$6.19 billion in fiscal '80 and \$6.24 billion in fiscal '81. The 1978 figure is approximately \$8.5 million over the Administration's bill.

## Welfare Concerns Surfacing

WASHINGTON, D.C.—County reactions to President Carter's welfare reform proposal indicate support. But questions are being raised about potential fiscal burdens that could be placed on local governments.

Areas which could mean higher costs to counties include:

- **Emergency needs.** A ceiling on the emergency needs portion of the program coupled with an unlimited number of recipients could mean higher costs to counties depending on how the federal government intends to reimburse states.

- **Social services.** The need for a variety of increased services is likely

under Carter's plan. The plan appears to have no federal funds allocated for such services. Currently local programs are cutting back their funding.

- **Job Security.** County employees may not be protected in the Administration's plan. Presently 143,000 persons staff the welfare system. The proposal reduces staff to 120,000. Counties may be forced to lay off some welfare employees creating unemployment related difficulties.

Congressional hearings after Labor Day may clarify these concerns.

NACo is sponsoring a rally Sept. 21 in Washington for welfare reform

action. County officials are urged to attend and seek quick action by Congress. (See ad on page 8.) Also order your postcards to bring to the rally so that every name will be counted. (See page 3.)

The emergency needs part of the Administration's proposal has earmarked \$600 million for emergency payments to be allocated by block grants to the states. Each state's share is determined by its current share of total state and local spending.

County welfare spokesmen anticipate that much of the \$600 million will be used for low income families who will be ineligible for federal maintenance for up to three months under the six month retrospective accountable period proposed for

determining applicant eligibility.

For example, a person with no income when applying, but with previous earnings of \$12,000, will have to wait two months to receive funds. Under the current Aid to Families with Dependent Children (AFDC) accountable period, the family is immediately eligible for funds.

County officials point out that the current emergency needs program in 28 states costs \$780 million and the new \$600 million program extends to 50 states.

Questions concerning the cost of necessary social services to support parts of the plan are still emerging, as is the issue of job security. Both may require additional local expense to support the federal program.



# Are Slums Advancing to Suburbs?

by Neal R. Peirce

WASHINGTON, D.C.—“The slums of the future are in the suburbs.”

“City housing values will soar as the affluent middle-class returns. It will be a disaster for the displaced poor.”

“Power and prestige in the future will be determined by access to energy. The cities are energy-conserving, the suburbs energy-wasteful. The smart money, the smart homeowner will gravitate to the center city.”

“The poor always end up in the most undesirable areas; many will be forced into the cheaply built subdivisions thrown up after World War II—the matchbox-like, poorly insulated housing the middle class will desert.”

“You’ll see suburbs trying to annex their center cities.”

**AS FAR-FETCHED** as such statements may seem, I have heard them seriously advanced by responsible city officials and urban experts in the past several weeks.

Despite continuing suburban business and home expansion, there’s a sense of near jubilation among city spokesmen who believe the modest flow of young professional people into the cities—mostly singles and childless couples—will soon turn into a tidal wave because of the energy crisis and changing lifestyles.

But “gentrification”—a term the English use to denote the return of the “gentry” to inner-city neighborhoods—is not a problem-free process. In such neighborhoods as Philadelphia’s Queen Village, Boston’s South End, Washington’s Capitol Hill and Adams Morgan and Columbus, Ohio’s German Village, the restoration process has been bad news for many blue-collar ethnic and minority residents.

Though some cities are so “hopeless” they may never revive, a National Urban Coalition survey of 43 cities, large and small, shows that displacement—the recycling of poor people at the convenience of rich people—is a widespread phenomenon across the country.

“It would be an ironic turn if the



rich rediscovered the old city neighborhoods and pushed out the poor into suburban slums,” says Sen. William Proxmire (D-Wis.).

**NO ONE BELIEVES** gentrification should—or could—be stopped in its tracks. In its first stages, it’s all to the good: abandoned, “bombed out” buildings are restored by “urban pioneers”; the newcomers give life to old businesses and stimulate creation of new ones, stage city festivals and help their less affluent neighbors by fighting demolition-style urban renewal, redlining, and super-highways that rip neighborhoods apart.

But before long, property values begin to soar. Houses that sold before for \$10,000 or \$20,000 suddenly cost \$50,000 to \$70,000 or more. Landlords begin to evict poor tenants, either selling out at substantial profit or renovating properties for the affluent returnees. Assess-

ments rise rapidly, so that many poor or elderly residents can no longer afford the property taxes on homes they may have occupied for many years.

Gentrification begins to smell like block-busting in reverse: street by street, neighborhood by neighborhood, one kind of homogeneous, single-income and single culture community is totally replaced by another.

**A COMPELLING** case for diversity is made by Conrad Weiler, chairman of the Alliance for Neighborhood Government and president of Queen Village Neighbors in Philadelphia. Neighborhood diversity, he says, includes but goes beyond racial integration. It means mixing people of different incomes, educations, occupations and ethnic and religious backgrounds. It means ending the isolation of the old from the rest of society.

Diversity, Weiler continues, puts people closer to where they need to be for jobs, shopping or relatives. It emphasizes accessibility over mobility, less energy use and auto dependency. It reduces panic selling and real estate speculation. It means mixing single family homes with apartments, light industry with commercial, the corner store with residences, “the artisan living upstairs and his workshop and store downstairs.”

Diversity can also reduce or eliminate the need for school busing. The schools, imperiled by the policy of attracting only affluent young singles and childless married couples now advocated in such cities as Seattle, would more easily be “saved.” Unless a city can attract families with children, says Portland’s Mayor Neil Goldschmidt, “you’ll end up with a school system that’s still basically black and poor.”

## Commentary

No one’s yet thought through a coherent strategy to disperse middle-class reinvestment across center cities, to protect the poor and promote diversity—indeed few people have considered the problem at all.

**HARTFORD**, however, is starting to mull that—rather than demolish abandoned buildings, with the expectation of selling some off to affluent returnees and using the profits to rehabilitate others for the poor.

Washington, D.C. requires absentee landlords to offer tenants of rent-controlled units rights of first refusal to match the purchase offer of a third party. The missing element is financing; federal housing subsidy laws may have to be adapted to make it easier for tenants—not just developers—to finance rehabilitations.

A city can postpone increases in assessments until a property’s sold, or permit only gradual assessment increases; it can also place a high tax on profits of speculators who don’t actually live in buildings they buy and quickly sell.

Buyers can be required to file relocation plans for existing tenants. And a city can target scattered-site public housing and rent subsidies for the poor to neighborhoods in a particularly “hot” real estate market, thus making it clear they won’t be 100 per cent upper-class areas and dampening the speculative fires.

Finally, broadly participative neighborhood organizations can be given major power—under city-set guidelines—to monitor new development coming into their communities, controlling its pace and nature to protect existing residents and enhance diversity.

Intense conflict is likely at every step. After years of fiscal stringency and reduced services, for instance, many mayors may care little if the poor are pushed out—all the way to the suburbs.

If that happens, it will be the shoddily-built, energy-inefficient suburban housing tracts of the past 30 years—many now aging—that will prime candidates for blockbusting and slumhood in the ‘80s and ‘90s. In reaction, Hartford Councilman Nicholas Carbone suggests, financially exhausted suburbs may try a “reverse-annexation” policy toward the newly affluent cities.

The irony is that the suburbs, bastions of exclusion until now, may develop radically new attitudes. They’ll favor diversified city neighborhoods, lest the poor move outward in intolerably massive numbers. Even more importantly, many will feel compelled to seek diversity for themselves as energy shortages become acute and the amenity-rich cities pose ever stiffer competition.

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## Letters to NACo

To Bernard F. Hillenbrand:

Through the mediation of your Jean Packard I have been receiving weekly issues of *County News*. I want to compliment your organization on the quality of this useful publication and its timely contents.

It came to my attention during the year of sabbatical leave I just completed as a staff member of EPA’s Water Planning Division. We in the land grant University’s Cooperative Extension Services have a great deal to offer the local government in terms of technical and educational expertise. Your publication convinces me more than ever that counties can utilize these services, especially in socio-economic and physical community development. After all, counties pay 40 per cent of the budget of the extension service, on a national average.

Your publication for the first time makes me aware of the excellent work of NACo and by passing it on, I am informing my university colleagues.

—Willem A. van Eck  
Extension Specialist and  
Professor of Soil Science

To Dan C. Lynch:

Thank you for sending me a copy of “The Annual Report of the Eastern Nebraska Community Office of Retardation” and for your letter of May 11. I plan to share the report with the Assistant Secretary of Human Development, Ms. Arabella Martinez.

As you know, we are working closely with the New Coalition in developing our welfare reform proposal and have recently completed meetings with representatives of the governors, state legislators, county officials and mayors in the 50 states.

Your comments about the role of counties in welfare are well taken. I am aware of the involvement of county government and county officials in our welfare programs, and my omission in recognizing their important role was unintentional, I assure you.

I look forward to working closely with the National Association of Counties and the New Coalition as we develop welfare reform legislation.

—Joseph A. Califano Jr.  
Secretary of the Department  
of Health, Education and Welfare

To the Elected Woman in NACo and NACo Membership:

Congratulations to Lynn Cutler on her election as chairwoman of the Elected Woman in NACo.

I would like to express a special note of thanks to all the elected women and men who have worked to improve the opportunities for effective participation for women in NACo.

Serving as chairwoman of the Elected Woman for two years has been gratifying. The rewards have been immediate and very visible.

Passage of the amendments to NACo’s bylaws, the participation of elected women on panels, steering committees and the board of directors can be measured and, in every case, demonstrate marked improvement. This progress represents the work and talent of an active membership. To each one of you—thank you.

A special note of thanks to County Legislator Kay Waldo, Jackson County, Mo., who presented at the annual conference a workshop, “Personal Power in Politics: How Effective Are You?” The workshop drew over 200 elected officials. The immediate response from the participants were highly favorable. From all indications, the elected officials would like more opportunities to improve leadership skills and techniques.

—Rosemary Ahmann  
Past Chairwoman of  
the Elected Woman in NACo

To Bruce Talley, NACo Interlocal Service Delivery Project:

You will find enclosed a copy of the proposed 1977 Report of the American Bar Association Local Government Law Section Committee on Local and Metropolitan Government Organization. Your material on the Inter-Local Service Delivery Manual is included. . . . If you find additional materials which you believe might be of interest to the membership of either the ABA Local Government Law Section Committee on Local and Metropolitan Government Organization or NIMLO’s Committee on Inter-Municipal Cooperation, I would appreciate hearing from you.

—Frank Miles  
Chairman  
ABA Local Government Law Committee

## COUNTY NEWS

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## Crime Program for Seniors

WASHINGTON, D.C.—If a thief is after your purse or wallet, drop it, if you can, into the nearest mailbox. The thief won't get your money and the Post Office will gladly return your purse or wallet to you.

This is a crime prevention tip from the Senior Safety and Security Program in Cuyahoga County, Ohio. Begun in 1974 with a grant from the Law Enforcement Assistance Agency (LEAA), the program is featured in a recent report by the Aging Program of the National Association of Counties Research Foundation (NACoRF).

The report is the fifth in a series on successful efforts by counties throughout the nation to meet the needs of elderly citizens.

INCLUDED IN this report is an outline of the issue of crime and the elderly, a history of Cuyahoga's program, and an inventory of crime-fighting tips.

Among Cuyahoga County's suggestions to senior citizens:

- Avoid carrying cash by opening and using checking accounts;
  - Install "dead-bolt locks" on doors and key locks on ground-level windows;
  - Remove titles such as "Miss" or "Dr." from your mailbox;
  - Have keys in hand as you approach your car to avoid fumbling through purse or pockets in the middle of a street;
  - Mark all valuables with your name or other identification.
- Cuyahoga's staff also has a

general piece of advice: "always think prevention." By taking preventive measures, the staff believes, senior citizens can avoid becoming victims of crime.

Susan Lennox, director of Cuyahoga's Office on Aging, says the county will continue the safety and security program after LEAA funds are exhausted in 1978.

County Commissioner Seth Taft said recently, "We have increased the security of our seniors with this program. We know they now feel safer—and probably they are."

For copies of the report, write to Aging Program, NACoRF, 1735 New York Avenue, N.W., Washington, D.C. 20006.

## EASES REPORTING REQUIREMENTS

## IRS Extends Pension Filing

WASHINGTON, D.C.—In an Aug. 18 press release, the Internal Revenue Service (IRS) extended the due date and reduced reporting requirements for returns filed by local governments and churches which maintain employee pension plans.

This action is intended to clarify an April 21 statement which, for the first time, required state and local governments to meet certain IRS reporting requirements for pension plans (by filing forms 5500 and 5500-C) whether or not the plans qualified for tax purposes.

NACo, ALONG with other public interest groups, protested the IRS requirements along the following lines:

- The Employee Retirement Income Security Act (ERISA) excluded coverage of public employee plans and authorized the formation of a pension task force to examine the characteristics of state and local pension plans and the necessity for federal legislation, Title I and IV of the act specifically exempt state and local pension funds; and Title II relates to regulations by the Department of Treasury.

- Section 6058(a) of ERISA requires that information to be reported in annual returns be prescribed by regulations. So far, IRS has never acted by regulation, but only through a press release (IRS Release No. IR-1798) issued April 21.

- IRS has failed to follow Office of Management and Budget (OMB) Circular No. A-85, which requires governmental departments to provide proposed regulations to the Advisory Council on Intergovernmental Relations (ACIR) so that proposals may be furnished before they are published to various organizations representing state and local governments. This has never been done.

- Lack of congressional regulatory intent.

EFFORTS TO clearly exempt state and local government pension plans from federal tax liabilities and reporting requirements are being made by Sen. Richard Stone (D-Fla.).

Stone has introduced S. 1587, which would correct a possible, unintended result following enactment of the Pension Reform Act of 1974, upon which the IRS is basing its actions. The bill would exempt certain state and local government retirement systems from federal income tax liability and the burden of unnecessary reporting requirements. S. 1587 has been referred to the Senate Finance Committee and Stone is seeking congressional support.

NACo members at the annual conference in Detroit in July passed a resolution supporting Stone's legislation.

Under the latest IRS statement, state and local governments and churches have until Dec. 31 to file 1975 returns and any 1976 returns due before that date. Form 5558, Application for Extension of Time, must be used to obtain additional time after Dec. 31.

THE FORM'S instructions for local and state governments have also been amended for 1975 and 1976 to simplify the filing requirement. Those governmental units required to file form 5500 need complete only lines 1 through 11 [excluding lines 8 and 10(e)] and line 19.

Those governmental units and churches filing form 5500-C need only complete items 1 through 10, as indicated in the form's instructions.

Schedules A, B and SSA do not have to be filed with forms 5500 or 5500-C.

To insure that the plans are properly identified, Code 9004 for a government unit should be entered

in item 1(e) of both forms 5500 and 5500-C.

This extension gives NACo additional time to convince IRS to drop actions regarding public pension plans and to press for support of S. 1587. County officials should urge their congressmen to support Stone's bill. Any questions should be directed to Ann Simpson of the NACo staff.

## Chance to Affect Water Policy

WASHINGTON, D.C.—Should the federal government require those who benefit from federal water projects to pay all the costs? Should states have full control over planning projects?

County officials still have the chance to respond to those questions and others, during the current review of the national water resources policy. Deadline for submitting comments has been extended to Sept. 15.

Counties will be affected by the decisions made by the federal government after the study of present policy and alternatives is completed. Some of the questions being considered by the Water Resources Council in its review include:

- Should the objectives for water resource programs be revised, perhaps to include social goals or conservation?

- Direct federal water projects are guided by objectives of economic development and environmental protection, but related grant and loan programs may not be. This may lead to inconsistent federal and local planning efforts. How can these inconsistencies best be resolved?

- Federal planning has been geared to construction projects

rather than the use of non-structural measures such as flood plain management or pricing policies. Should this emphasis be changed? Who should then be involved in this kind of water resource management?

- How should water quality and water supply planning efforts be coordinated?

- Cost-sharing policies for water resources activities are now inconsistent among programs and agencies. The situation causes confusion and inequity. Should cost-sharing arrangements be standardized? Who should bear the major financial burden and for what kind of projects?

- How should water be priced? Can the nation continue to subsidize large users of water? Do present water policies sufficiently protect environmental values?

- Should the federal government become involved in state water rights systems through such mechanisms as the withholding of some financial assistance until the state has complied with a federal standard?

- How should the federal government encourage water conservation? By providing penalties for "wasteful" practices? Through incentives

for wastewater reuse or requirements for recycling techniques to be used?

The Water Resources Policy study committee has prepared material which includes a statement of each problem and a range of potential solutions. This material is available from NACo for use in preparing comments. Comments should be submitted to Carol Shaskan at NACo, or to the Water Resources Council, 2120 L St., N.W., Washington, D.C. 20036.

## Rural Planning Grant Funds Available Oct. 1

WASHINGTON, D.C.—The Rural Development Planning Grant program, which will be funded for the first time in fiscal '78, will be administered by the Rural Development Service (RDS) of the Department of Agriculture. Congress appropriated \$5 million for this program, which is part of the Rural Development Act of 1972.

The program provides for the preparation of comprehensive plans for rural development or such aspects of rural development as the Secretary of Agriculture may specify. RDS is currently preparing regulations to establish uses for the grants and is anticipating early implementation of the program. The funds will be available to the agency on Oct. 1.

County officials are requested to send their comments on this program to Paul Kugler, Department of Agriculture, Rural Development Service, Room 4128, South Building, Washington, D.C. 20250, with a copy to Elliott Alman of the NACo staff.

The Rural Development Service is particularly interested in potential users of the program such as counties, small cities, regional agencies, or states. NACo has recommended that RDS give priority consideration to funding local government applicants, since they have the ability to implement the plans and proposals developed under the program.

## 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 many people concerned about welfare reform who cannot make it to NACo's Welfare Reform Rally Sept. 21 in Washington, D.C.

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.

If you have any questions about the "postcard" effort or about the Rally, call Carol Cox on the NACo staff. (See ad on page 8 for more details.)



## Canadian Building Cuts Energy Use

Energy consumption has been cut less than half by an unconventional heat recycling system and interior design in a building owned by the most populous province in Canada.

The 20-story curvilinear Ontario Hydro structure, covered by two thicknesses of double-glazed reflective glass, will require less than 54,000 BTUs in heat energy per square foot per year, compared with 120,000 BTUs in an average well-designed building of similar size.

The most radical feature of the design is that heat given off by 6,000 employees who work in the building, light fixtures and office machines is recirculated through two giant water reservoirs in the basement. They cumulatively hold 1.6 million gallons of hot and chilled water.

The estimated 23 million kilowatt hours of electricity saved each year on the operation of Hydro Ontario are equivalent to the average annual requirements of approximately 2,500 Canadian households.

Unusual low partition floor arrangements throughout help the air circulation and heat capture besides providing flexibility in siting work groups to meet changing needs.

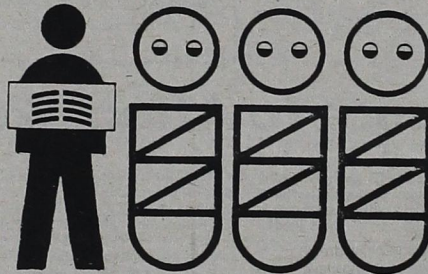
Construction cost for the building was in the neighborhood of \$45 million. The

annual rental charge runs to \$7.84 including taxes, utilities, and maintenance per square foot in the 1.3 million square foot building. The rate is competitive with commercial properties in the downtown Toronto area.

An internal heat pump system captures all heat in the core area for perimeter heating in winter. A central computer monitors, controls and optimizes operation of all mechanical and electrical equipment. Association executives visiting or meeting in Toronto are urged to inspect the Ontario Hydro Building at 700 University Avenue.

## Locating Buses in Japan

A novel bus location system that will inform passengers waiting at main bus stations just how soon they may expect to board their vehicle, is scheduled to go into operations in Tokyo and Osaka later this year. The system seeks to eliminate irritation and uncertainty among waiting passengers as to how long they will be required to wait at the bus stop. Radio receivers installed along main bus routes about one kilometer away from the principal stops will catch coded signals from transmitters aboard each vehicle. Relayed to central light messages at the bus stops, these signals automatically trigger flashing light messages at the bus stops, advising those waiting that a specific busline is now taking on passengers two or one stop away and can be expected momentarily.



## Australia Considers New Hospital Markings

A draft national standard now being considered in Australia uses 42 visual symbols—two of which are shown at right—to help patients and visitors in hospitals that serve large non-English speaking populations. Health authorities and hospitals are currently reviewing the recommendations.

## Local Product Standards Save Time, Expense

Local government departments can save untold time, trouble and expense by making sure that products ordered by them conform to national standards. This point is made by news items received from the International Standardization Organization (ISO) in Geneva.

In New Zealand, manufacturers adhering to the local standard turn out incandescent lamps for the country's 15,000 traffic lights at a cost of about 20 cents each. The New Zealand standards bulletin notes that without a New Zealand national standard for traffic light brightness "it is almost certain that local authorities would have to follow the British standard which requires much greater brightness." U.K. traffic lights have to cope with fog, smog and industrial haze conditions that are unknown in Christ Church and Wellington. Imported tungsten halogen lamps that would conform to the British standard cost over \$3 each.

ISO makes the point that municipal planners would do well to keep their own county's national standards catalog handy when ordering products. And they could be a force in pushing for new standards in public sector products, an effort that also holds back inflation.

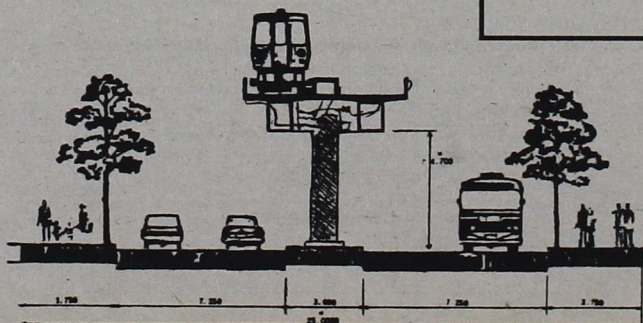
What can happen if standards are not observed was illustrated dramatically recently by a fire engine that cost one Swiss local authority the equivalent of \$200,000 and was subsequently banned from the nation's roads by federal authorities. The engine was too long and too heavy to comply with Swiss road regulations, though within the law in its country of manufacture.

## Buy Half a House in UK

A pioneering effort by local government in the United Kingdom to make home ownership accessible to lower income groups has paid off over the past 18 months. The city of Birmingham spearheaded the scheme of "Buying Half a House" under which some 200 homes have already been sold, another 200 are on offer and requests for information are coming in from local authorities throughout the United Kingdom. The revolutionary half rent, half buy concept stretches the money available to local authorities for home owner loans and makes available houses bought or built by the city to applicants who do not qualify for a conventional mortgage.

All the privileges and obligations of home ownership are exercised under the half and half concept. The property is made available under a 99 year lease but the purchaser can exercise the right to buy the freehold at any time. In effect this means that the purchaser would buy the other half of the house that he was previously renting. The cost would be half the assessed value of the property at the time the option is exercised.

The city has an option to buy the house back during the first five years after the option to buy has been exercised in case the owner decides to put the house on the market. If the city makes use of the pre-emption clause the purchaser receives his purchase price back plus the value of improvements made to the property, minus depreciation. After five years he is free to sell the house on the open market.



Serving the urban objectives of public interest organizations in the United States and Canada by the encouragement of international exchanges of practical experiences

# Marketplace

On a late summer evening some years ago in Katowice, Poland a group of American architects and planners who had just toured the town's historic district had an animated mix of vodka and conversation with their Polish colleagues who had shown them around. Comparing jobs, one of the Polish "town conservators" surmised up his functions for the curious American who had never heard of such a job as "keeping the architects and planners from messing up our city." Out of the conversation three years later grew the first office of the City Conservator in the U.S. Seattle architect Art Sholnik persuaded Mayor Wes Uhlman to create a department that seeks new uses for old buildings, vetoes unnecessary new public construction and promotes conservation over development. The idea is well established in Europe where cities have always celebrated their links with the past.

The city conservator concept, now under study by other U.S. jurisdictions, is not the only urban revival idea picked up from Europe. The pedestrian malls introduced by more than a dozen American cities to give their downtowns back to the people is another. There is also the income mix in public housing, and the conversion of old apartment buildings to new uses, for instance, the recycling of unused schools into apartment buildings that has taken much of its impetus from European examples. The individual traveler whose imagination was touched by something seen abroad occasionally translates a vision into reality. He does not have to be a town planner. It happened for example in the case of Dr. William Creason, a dentist, who revived the declining downtown of Grand Haven, Mich. (pop. 12,000) with the world's largest musical foundation, modeled after one he had seen in Berlin years ago.

There is really nothing new in Americans picking up ideas from abroad. Many of the nation's early movers and shakers—Franklin, Jefferson, Adams—traveled extensively in Europe, less comfortably than their descendants but notebook always at hand on the lookout for practical improvements that would work in the New World. With increasing wealth and success the roles were gradually reversed and the world looked to American assembly lines for the products that brought better living. In the urban sector despite far greater travel and communication among cities there was until recently far less inclination to get beyond form and goodwill to the substance of common problems. True, there are sister city programs but these focus mainly on personal contacts, favors and friendship between pairs of linked cities.

A 1974 Stanford University study on International Links Between Urban Administrators by Edward K. Hamilton, former deputy mayor of New York, concluded that "the amount of substantive contact between elected, appointed and career administrators in American and foreign cities appears to be pathetically small, intermittent and unevenly distributed." Hamilton assessed the international impact of 368 publications that dealt with one or several aspects of urban administration. He found that "the present flow of generalized and specialized journals and other periodicals, while impressive in physical volume does not seem to improve communication on urban matters to any discernible degree." The Hamilton study was financed by the German Marshall Fund, a U.S. foundation set up five years ago with West German government funds totaling \$60 million to commemorate the role of the Marshall Plan in Germany's postwar recovery. The fund is heavily committed to helping academics and practitioners take a new look at the common problems of industrialized societies. The exchange of practical experience in urban problem solving among the developed nations on both sides of the Atlantic and Pacific ranks high on the list of priorities and fund president, Ben Read, took the lead in doing something about the findings of the Hamilton report.

First, a North American Urban Liaison Office was put into the Hague with the International Union of Local Authorities (IULA) to keep an eye on European urban developments for the U.S. and Canadian associations of

## Electric People Mover to Connect

Noiseless two-car electric trains running on rubber tires along a special 7.2 km track will begin service between the subway terminal and the new Japanese port city of Osaka in the spring of 1980.

It is estimated that 72,000 passengers will use the service daily along the eight-station line that is to connect a port development now being built to house some 57,000 people on reclaimed land in the southwest suburbs of Osaka.



# ce of Urban Ideas

city officials. The one-man office is now run by Jim Caplinger, the former city manager of Kalamazoo, Mich., first U.S. city to have a pedestrian shopping mall. Then, less than a year ago, the key local government associations at the national level joined together to launch the Council for International Urban Liaison (CIUL) to systematize the search for relevant ideas and innovations abroad that might work in North America to help improve the quality of urban life. The venture is financed jointly by the Ford Foundation, once again the German Marshall Fund, and the State Department in the expectation that the national associations of urban professionals served by the council will share in the future funding. The Hague operation acts as the council's field office in Europe and ideas are exchanged through meetings and correspondence with national leagues of cities and local government around the world.

The council's policy direction and search priorities are provided by a board comprising the executive directors of the key local government associations of the United States and Canada—the mayors, city managers, county executives, public works, housing directors, etc. Chairman of the board is John Gunther, executive director, U.S. Conference of Mayors. The membership of the national associations of local government practitioners for whom the new organization seeks to keep open international windows number many tens of thousands.

The three professionals at the council are involved in a permanent juggling act to serve these varied interests and watch for trends and innovations in urban conservation, mass transit, municipal management, resource recovery and metropolitan area arrangements for the delivery of public services. They are a prototype foreign service of subnational government. John Garvey Jr., who presides over this compact innovation transfer group, has both city, intergovernmental and association management experience.

He has served as executive director of the American Society for Public Administration, assistant city manager of the State, County, City Service Center, and deputy director of the National League of Cities. George G. Wynne provides the international dimension as communications director having worked as a Foreign Service officer on four continents. He turned in his diplomatic passport last year. Jean Mestres, an urban planner, is a triple minority and wears two hats. Oriental background, female, Spanish surname, the council's program and administrative officer. Between them the three can handle six languages and with the help of a few cooperative retired foreign service types they cover five or six more.

Since last July when the council became operational it has been spotting innovations and reporting on urban developments in a dozen countries of the industrialized world. The word gets out through its Urban News Service that goes to the constituent associations in the United States and Canada and through their journals and direct press mailings reaches out to a wider public. The first book-length study, an intensive look at a narrow subject: "Rent Control in North America and Four European Countries," appeared this April. The product of a study trip by Washington attorneys Joel Brenner and Herbert Franklin, the rent control volume applies the experience and conclusions of housing officials in Britain, France, the Netherlands and West Germany to North American cities that face the problem of providing decent housing for low income groups and have been experimenting with local rent control programs.

In the wider area of practical and possibly transferable urban experience, some 200 news items and features mainly from OECD countries that make up the developed world have been published to date. Impressed by this

urban information exchange mechanism among city officials in the industrialized nations, the World Bank has asked the council to explore its application to the urbanization concerns of developing countries. Projected is an information sharing system on basic technologies in upgrading squatter sites and improving service and the building of structures responsive to human needs.

The council sees as the next step—the one that is rarely taken by information processors—getting urbanized areas to actually try out some of the useful techniques and processes identified abroad. An annotated listing of 33 ideas, introduced in May at the hearings of the House subcommittee on the city, covers innovations spotted by the council from Australia to West Germany. In bringing them to the attention of Rep. Henry S. Reuss (D-Wis.), subcommittee chairman, John Gunther made the point that innovation is in the eyes of the beholder. "A lot of excellent European ideas have been around a long time and are innovative only as far as we are concerned. There is the social mix in housing, the rich and the poor, the young and the old who live on the same street, and mix in residential and commercial uses where neighborhood vitality is retained by having stores, homes and sometimes offices in the same buildings instead of dividing the city into neat and sterile compartments."

Furthest along the idea transfer path are the Japanese audio signals for the visually handicapped. A recorded bird call actuated by the green "go" signal is geared to ambient traffic noise. Two pedestrian crossings along Washington, D.C.'s Connecticut Avenue are equipped with the device this summer as a demonstration project. A dozen U.S. cities are already interested.

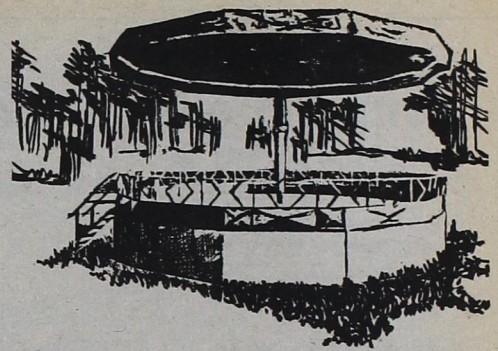
Other projects now being worked on by the council among "the list of 33" include:

- The Australian "granny flats" pioneered by the Victoria Planning Commission which enables aged parents to live adjacent to their adult children in specially designed mobile homes rented from the commission.
- Allotment plots that handicapped Ottawa residents can cultivate from their wheelchairs.
- Port-a-Parks, also from Canada which dress up unsightly vacant lots with modular park and playground components that can be moved to a new site when construction begins.
- Jumbo taxi systems used in both developed countries like Japan and Germany, and developing nations like the Philippines, Turkey, Korea. They supplement public mass transit. Demand-responsive, the cabs circulate along the main thoroughfares picking up and discharging passengers on request.

There are also techniques new to North America under review for possible adaptation—Vienna initiatives to keep the corner drugstore alive; housing renovation loans to tenants, recoverable on moving; aggregation of small town bond issues in Switzerland by the Federation of Swiss Communities for infrastructure improvements, and even such nasty little devices as the Dutch automatic camera that takes photos of red light violators at intersections all day and all night unbeknownst to the offender.

Council staffers hope for cooperation from traveling professionals who come across an idea they'd like to try out back home. The linked hemispheres in the organization's logo symbolize interchange—the best of both worlds.

**George G. Wynne**  
Director of Communication  
Council for International Urban Liaison



## New Belgian Bandstand: Portable Entertainment

A Belgian manufacturer demonstrated a new line of mobile bandstands for municipal recreation departments at an urban equipment fair in Brussels during June. The bandstand, carried on a specially designed truck chassis can be readied for a performance in three minutes by one driver-operator, permitting the organization of several concerts in different parts of the city during the same day. Both the festive, lighted umbrella and the base of the stand, is raised by a stationary hydraulic motor. A retractable, seven-step stairway leads up to the band platform which stands about four feet off the ground and provides space for about 20 musicians. Specifications, cost data, details and photos have been requested, and will be available through the council.

## Council Seeks to Implement Ideas

The Council for International Urban Liaison, which emphasizes the encouragement of international exchanges of practical experiences, has put together a list of 41 ideas and projects currently in operation abroad which could be transferred to the United States and Canada. Using public interest organizations and local governments, the council seeks to adapt these projects and disseminate information on implementation as widely as possible. The following is a partial list of projects under consideration, including the source country or city and a brief description of the project:

**Red Light Camera—The Hague.** A device located at intersections to document red light violations. Pictures taken provide conclusive evidence of the violation.

**Clean Air Program—Stuttgart.** A very sophisticated approach to air quality planning. All actions which can potentially affect air quality are to be reviewed by a Chemical Investigation Office, within the city's environmental health agency. The office is staffed by climatologists who understand the principles and concepts of urban planning and are sensitive to economic and social concerns.

**Environmental Planning Techniques for Urban Areas—Rotterdam.** An environmental sensing and measurement system, balances the environmental standards against human tolerance levels and health standards.

**Municipal Garden Plots—Canada.** Handicapped Ottawa residents can cultivate special, raised garden plots on federally owned land for this purpose in capital region.

**Centralized Local Government Information Storage and Retrieval System—Austria, Germany, and France.** Integrated, centralized, or regional information storage and retrieval systems improve experience exchange among local government jurisdictions and national associations.

**Ozone Use for Water Purification—Dusseldorf.** The use of ozone for water purification to be investigated.

**Playground for the Blind—Hamburg.** Blind children are taught tactile skills in specially designed safe playground equipment marketed by a German firm.

**Solid Waste Conversion to Energy—Dusseldorf.** The Dusseldorf roller grate system is reducing solid waste refuse to a minimum volume coupled with the utilization of the waste heat and the applicability of relevant experience to the United States.

**Centralized Pay Processing System—Austria.** The German State of Hessen has a computer-integrated payroll process for all state and local employees. This state-operated system handles tax and subsidy computations and statistical storage and retrieval, as well as payroll services.

**Sports Program for Aged—France.** Residents between the ages of 65 and 80 participate in municipal training program in cross-country skiing, tennis, cycling, and gymnastics.

## Connect Osaka Districts by 1980

The novel trains that can carry up to 75 passengers in each of its two cars were first demonstrated at the Okinawa International Oceans Exposition of 1975. The system will be run by computers and will cost an estimated \$78 million to install, according to press dispatches from Tokyo.

The Osaka city government will make the final selection of the manufacturer

later this year based on the performance and cost characteristic of pilot models built by the Kawasaki, Kobe and Niigata iron and steel works. (The council has asked its Japanese transportation correspondent for more specifics in connection with a planned overview of Japanese mass transit research and development initiatives that will be produced later this year).

For more information, or to get on CIUL's mailing list, contact:

**Council for International Urban Liaison**  
818 18th Street, N.W.  
Suite 820  
Washington, D.C. 20006



National Association of Counties

# Annual Federal Aid Briefing

sponsored by  
COUNCIL OF INTERGOVERNMENTAL COORDINATORS

September 11-13, 1977

Hyatt Regency Hotel  
Washington, D.C.

Sunday, September 11

Registration 7:45 a.m. all day  
2 p.m. General Session  
Opening Remarks and Welcome  
Commission on Federal  
Paperwork Presentation  
NACo Legislative Representative  
Overview and Legislative  
Update

4:15 p.m. Recess for the day  
4:30-6:30 p.m. CIC Board Meeting

Panel sessions will be conducted on:

LEAA  
CETA  
YOUTH  
FEDERAL AID REFORM AND OMB CIRCULARS  
ARTS AND HUMANITIES  
SOLID WASTE  
WATER QUALITY  
GRS  
PUBLIC WORKS  
COMMUNITY DEVELOPMENT

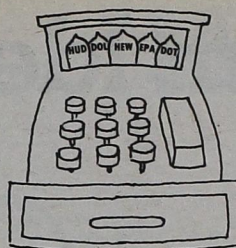
Monday, September 12

Registration 7:45 a.m. all day  
8:45-11:45 a.m. Panel Session  
Luncheon—NACo/CIC  
Business Meeting  
2:45-3:30 p.m. Panel Session  
6:30-8 p.m. Reception

TITLE XX  
COMMUNITY ACTION AGENCIES  
IPA  
PAPERWORK/RED TAPE  
EDA  
BUREAU OF OUTDOOR RECREATION  
AFFIRMATIVE ACTION  
INDIRECT COSTS  
ALCOHOLISM AND MENTAL HEALTH  
AGING

Tuesday, September 13

Registration 7:45 a.m. all day  
8:45 a.m.-12:30 p.m. Panel Sessions  
12:45-2:15 p.m. Luncheon  
Luncheon Speaker  
2:15 p.m. Adjourn



## Keeping Up with Counties

**BURKE COUNTY, Ga.**—Burke County has started construction of an office park consisting of facilities for all the agricultural units, the Veterans Administration and a 500-seat auditorium. The whole project will cost nearly \$1 million.

**CASS COUNTY, Mich.**—Construction has started on 18,000-square-foot library. The library is being financed by a \$872,000 federal EDA grant from the Public Works Act of 1976.

**CABARRUS COUNTY, N.C.**—Cabarrus County has dedicated its new Public Health Center in honor of J. Royd Hege, M.D., M.P.H. Dr. Hege was county health officer from 1947 until his retirement in 1961. He died in 1974. The 15,000-square-foot building cost \$600,364. Of this amount, \$285,364 was given by the county; \$105,000 was received from the Cannon Foundation; and \$200,000 came from the Hill-Burton Fund.

**FLOYD COUNTY, Ga.**—The county has received a federal grant for \$2.2 million to renovate the old federal building in downtown Rome for use as county offices. The building cost the county \$180,000. Construction is expected to start around the beginning of 1978.

**GWINNETT COUNTY, Ga.**—Construction has begun on Gwinnett County's new police headquarters building located near the county correctional institution and jail just north of the county seat. Gwinnett qualified for a \$1.5 million public works grants. Approximately \$1.2 million will go directly into construction of the 30,000-square-foot building.

## Job Opportunities

**County Planner/Grantsperson**, Marion County, W. Va. \$10,000-\$18,000. Responsible for developing comprehensive plans in areas such as zoning, urban development, transportation, housing, and recreation. Soliciting and analyzing information on, writing applications for, and administering federal and state grants. Bachelors degree in planning, political science, or public administration, and three to five years experience. Masters degree in the above may be substituted for two years of experience. Resumes to Marion County, Commission, Second Floor Courthouse, Fairmont, W. Va. 26554.

**Executive Director**, Fond du Lac County Mental Health Center, Wis. \$19,704-\$23,160. Responsible for directing overall operation of five year old comprehensive mental health center serving 88,000 county residents with a full inpatient and outpatient service. Qualifications include: Wisconsin State license as a nursing home administrator or necessary qualifications to readily obtain such license; bachelors degree in business administration, special education, psychology, social work or nursing; masters degree in hospital administration preferred; minimum of three years experience in a managerial capacity in a hospital or other health care facility. Resume to personnel Office Fond du Lac County Courthouse, Fond du Lac, Wis. 54935, no later than Sept. 30.

**Parish Manager**, Lafayette Parish, La. Salary commensurate with qualifications and experience. Responsible for overall administration of parish operations; such as road construction and maintenance, drainage, planning and general parish coordination. Requires degree in civil engineering, experience in paving and drainage design and construction, managerial and supervisory experience necessary. Five years of responsible administrative and supervisory experience; three of which must have been in a related field, and a college degree in related field. Extensive experience in management and familiarity and/or experience with parish government laws and procedures. Related experience may be substituted on a year for year basis for education. Resumes to Personnel Director, Fifth Floor, Courthouse Building, Lafayette, La. 70501.

**Internal Audit Supervisor**, Office of City Controller, Indianapolis, Ind. \$14,218-\$18,729 with benefits. Responsible for one to six nonsupervisory auditors, depending on the audit project involves planning, supervising and reviewing the work of the audit staff, examining and analyzing the accounting records of City Departments and preparing audit reports. Duties include compilation and assemblage of reports concerning financial records examined by subordinate auditors which include recommendations on the financial operations and accounting procedures being audited. Requires BS degree or equivalent in accounting, and/or minimum of two years experience in public accounting or internal auditing, including some supervisory experience. Resume with letter summarizing experience and professional preparation to: Mary Lou Baumbach, Manager, Personnel Division, 107 City-County Building, Indianapolis, Ind. 46204.

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d \$47, 51, 54, 57

## Matter and Measure

### IMPLEMENTATION CATALOG AVAILABLE

FHWA has revised its "Research and Development Implementation Catalog." The March 1977 catalog lists selected publications, visual aids, computer programs and training materials that are part of FHWA's implementation program. Items are available directly from the sources indicated in the catalog (e.g., FHWA's implementation division, FHWA regional offices, National Technical Information Service) and ordering information is provided.

The implementation catalog lists information available on the following topics:

bridge and culvert design  
delineation  
environmental considerations  
highway design  
hydraulics and hydrology  
maintenance  
pavements  
pedestrian and bicycle safety

polymers  
rapid tests  
roadway safety  
skid resistance  
soils and foundations  
structures  
traffic engineering  
waste and substitute materials

Free copies of the catalog are available from: Chief, Implementation Division (HDV-20), Federal Highway Administration, Washington, D.C. 20590.

### DEALING WITH HIGHWAY NOISE

FHWA's *Noise Barrier Design Handbook* is available from the National Technical Information Service. The handbook is for highway designers to aid in noise abatement barrier design. The publication provides a means of defining the geometric configuration of a barrier to produce desired noise reduction. It also provides a design evaluation and selection procedure in which specific barriers are detailed and then evaluated in terms of costs, acoustical characteristics and non-acoustical characteristics (such as durability, ease of maintenance, safety, aesthetics and community acceptance).

*Noise Barrier Design Handbook* costs \$9. To order a copy (order No. PB 266378) write to: National Technical Information Service, 5285 Port Royal Road, Springfield, Va. 22161.

### COMMENTS SOUGHT ON FHWA REGULATIONS REDUCTION REPORT

Many of you know about FHWA's Regulations Reduction Task Force, established in October 1976. The task force has been reviewing FHWA

regulations, directives and program management to improve federal-aid highway program procedures. The task force study is completed; it was presented to Federal Highway Administrator Cox and FHWA's executive staff on June 29. Now, FHWA (in a supplemental advance notice of proposed rulemaking published in the *Federal Register*, Aug. 18) is seeking comments on the study. The deadline for comments is Sept. 20. Comments should be addressed to FHWA Docket No. 76-21, Notice 3, FHWA, 400 Seventh St., S.W., Room 4230, Washington, D.C. 20590.

The study report has been made available for review at each of FHWA's offices. You can make arrangements to review the report by contacting the nearest FHWA office in each state (as well as the D.C. headquarters office). "Where inspection is not convenient," a limited number of copies are available for distribution on a first come, first serve basis; contact FHWA, HMS-10, Room 4428, 400 Seventh St., S.W., Washington, D.C. 20590; telephone: 202-426-0840.

Many of you participated in the FHWA study. NACo and counties in Alabama, California, Hawaii, Illinois, Kansas, Minnesota, New Jersey, Oklahoma, and South Dakota, as well as state associations of county engineers in Arizona, California, Iowa, Minnesota, New York, New Jersey, Ohio, and Wisconsin, all provided input.

The deputy FHWA administrator will chair an implementation group that will review the study report and determine appropriate implementation for the report's recommendations. Some of the recommendations may sound familiar. We were pleased to see our NACoRF-NACE "Communications with County Governments," referred to in FHWA's report. Again, your comments are sought before Cox acts on the study. For further information contact (between 7:45 a.m. and 4:15 p.m. ET) Dennis Judycki, Office of the Federal Highway Administrator, 202-426-0848 or Hugh T. O'Reilly, Office of the Chief Counsel, Federal Highway Administration, 202-426-0761.

### CORRECTION

Correction to the FHWA fellowship and scholarship grants opportunity article which appeared in the Aug. 22 *Matter and Measure* column.

The availability date for application forms was incorrectly stated in the last paragraph and should read: FHWA notice with application form announcing the 1978-79 programs is now available. To obtain your free copy of the notice, write the National Highway Institute (NHI-3), Federal Highway Administration, 400 Seventh St., S.W., Washington, D.C. 20590.





# Jails Viewed as a 'System'

**EDITOR'S NOTE:** This is the sixth 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.—Bernard Vogelgesang, director, department of court services, Fifth Judicial District, Des Moines, Iowa, called for a new definition of the jail as a system during the second day of the National Assembly on the Jail Crisis. Vogelgesang noted that such a definition would mean that community resources could be used in new ways to change the traditional approach to corrections. He cited the Des Moines Project, an LEAA exemplary program, where the jail is viewed as a system in which community treatment facilities play an important role.

He also noted that Iowa has enacted legislation allowing county governments to use or designate public and private facilities as jails, and has made funds available for other Iowa jurisdictions to duplicate the community-based corrections model developed in Des Moines.

A KEY element of community corrections and the use of community resources is screening individuals according to risk and services needed. A facility which undertakes this goal is the intake service center, which determines, through diagnostic techniques, the kinds of services required by a person entering the

criminal-justice system. The key capability is assessment and determination of service needs, Beck noted.

Leo Plante, superintendent, adult corrections, St. Louis County, Mo., and president of the National Jail Managers Association, discussed the planning design of an intake service center.

"Efforts and priorities were geared to process, identify, and classify prisoners within a specific time period, diverting them when applicable to other agencies as an alternative to incarceration, and assigning others to one of the county's correctional institutions," Plante stated. Thus, the center is a short-term intake screening process which exercises a diagnostic and coordinating function.

**BECAUSE** A large number of criminal justice and community elements are involved in the intake service center process, all of these elements—from judges and police officers to community groups—were involved in planning the St. Louis County Center, and were made a part of the system.

Sister Elizabeth Becker, volunteer coordinator, Kane County Diagnostic Center, Geneva, Ill., expanded on the relationship of volunteers and the community by noting that "it is imperative that the staff maintain a close working relationship with the courts and the community, because the courts provide the center with its 'intake' while the community provides many of the center's outreach services."

After the panel on intake service

centers, 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 on Intake Service Centers recommended the development of two service packages: one for pretrial detainees, and one for post-conviction detainees. Intake centers providing services to pretrial detainees should address the following functions:

- Selecting offenders for available alternatives to incarceration; and
- Properly classifying inmates who are to be housed in correctional facilities.

The workshop encouraged the development of intake service centers in all local jurisdictions and stressed that "a great deal can be done on shoestring budgets to provide a minimum level of services."

—Criminal Justice Program  
NACoRF

## Local Gov'ts Outspend Feds for Corrections

WASHINGTON, D.C.—While the federal government and states increased spending for criminal justice activities, local governments continued to outspend the federal government by nearly five to one and state governments by two to one.

During fiscal '75, local governments accounted for nearly 61 per cent of all criminal justice expenditures, states spent nearly 27 per cent, and federal expenditures were nearly 13 per cent of the total.

These figures are contained in a report, "Trends in Expenditure and Employment Data for the Criminal Justice System, 1971-75," that was prepared by the Bureau of the Census and the Law Enforcement Assistance Agency (LEAA).

**THE REPORT** notes that expenditures for criminal justice activities increased from \$11 billion in fiscal '71 to \$17 billion in fiscal '75.

This is an increase of from about \$45 to approximately \$71 for every man, woman and child in the United States to pay for law enforcement operations.

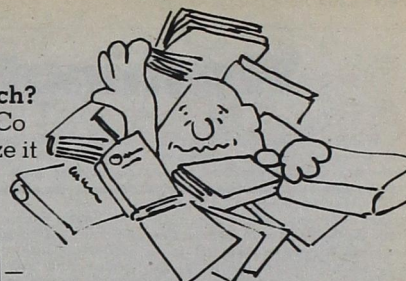
Local governments accounted for the lowest rate of increase, however—58 per cent, compared with an 82 per cent increase by states and a 108 per cent increase by the federal government.

The annual survey covers the federal and state governments, all counties, all municipalities with a 1970 population of 10,000 or more, and a representative sample of the remaining cities and townships. Included in the survey were law enforcement agencies, courts, legal services and prosecution, public defense, corrections and other criminal justice activities.

Police protection accounted for more than half of all direct criminal justice expenditures over the five-year period, varying from 59 to 57 per cent. More than 80 per cent of all municipal criminal justice spending in all five years was for police.

Single copies of the report may be obtained from the National Criminal Justice Reference Service, P.O. Box 24036, Washington, D.C. 20004 (free) or from the U.S. Government Printing Office, Washington, D.C. 20402 (\$2.75 prepaid, stock number 027-000-00527-6).

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## MINI-MANAGEMENT PACKETS

Sponsored by the National Association of County Administrators

Mini-Management Packets are designed to help county officials keep up-to-date on the issues and actions that affect the administration and management of the county. The packets are a collection of studies, reports, newspaper and magazine articles, directories, surveys and bibliographies on a wide range of subjects. The information is current. The contents of the packets and the subject matter will vary from month to month. Cost covers reproduction, mailing and handling.

### ☐ AIRCRAFT NOISE REDUCTION (8.77.1)

The purpose of this report is to acquaint county officials and staff with the many alternatives for reducing aircraft noise annoyance. It gives an overview of the numerous ways that counties can use existing authority to achieve quieter airport environs. The report includes eight publications with information on federal laws, rules, regulations, technical and financial assistance and addresses of other information contacts. Also included are examples of noise control strategies already undertaken by counties and states. (172 pps.)

Price \$4.25      Quantity \_\_\_\_\_      Total Cost \_\_\_\_\_

### ☐ HOME RULE AND STRUCTURAL REFORM (8.77.3)

Thinking of a change in the structure of your county government? What have others done? What works for them? What are the options? A collection of articles and publications from throughout the United States on this subject is gathered in this packet. The collection includes six publications, four newspaper articles and a directory of elected county executives. (251 pps.)

Price \$2.30      Quantity \_\_\_\_\_      Total Cost \_\_\_\_\_

### ☐ COUNTY WELFARE BURDEN (8.77.4)

The heavy county responsibility for welfare has long been misunderstood. There are 18 states (including the major urban areas of the United States) in which counties administer welfare. Of these, a NACo survey shows that 14 are directly involved in the cost of the program and or administration. President Carter has presented his welfare reform plan to Congress. NACo's plan was approved at the 1976 annual meeting after a year-long task force study. A copy of the NACo plan, the survey and news accounts of the President's plan will increase understanding of what congressional action is needed to alleviate the welfare burden at the county level. (25 pps.)

Price 90 cents      Quantity \_\_\_\_\_      Total Cost \_\_\_\_\_

### ☐ EMPLOYE SELECTION GUIDELINES (8.77.5)

Currently there are two sets of federal employee selection guidelines, the "Federal Executive Agency Selection Procedures" and the "Equal Employment Opportunity Commission's Guidelines." Copies of these along with the rationale for both as steps for achieving uniform employee selection are included. (16 pps.)

Price 85 cents      Quantity \_\_\_\_\_      Total Cost \_\_\_\_\_

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## Clerks Corner

### REPORT FROM DETROIT

Approximately 100 members of the National Association of County Records and Clerks (NACRC) attended the association's 29th Annual Conference in Detroit, July 23-27. Workshops were held on topics such as fraudulent identification, records management, and working with the public. Guest speakers were heard on professional ethics and CETA, and a joint workshop was held with the National Association of County Engineers (NACE) on the effects of converting to the metric system.

The NACRC officers for 1977-78 are:

President	Loretta Bowman, Clark County, Nev.
First Vice President	Irene Pruitt, Rockingham County, N.C.
Second Vice President	Marcus Gray, Calhoun County, Mich.
Third Vice President	H. Joseph Breidenbach, Walworth County, Wis.
Secretary-Treasurer	Oscar Soliz, Nueces County, Tex.
Parliamentarian	Elizabeth Stokes, Roanoke County, Va.
Historian	Irma Shaffner, Jackson County, Ark.

The 1977-78 Board of Directors will be listed in the next edition of "Clerk's Corner."

### REGISTRATION BILL STALLED

As was reported in *County News* (Aug. 8), the House Democratic leadership has pulled the Universal Voter Registration Act (H.R. 5400) off the calendar for the second time, making passage by Congress highly unlikely this year.

### MOBILE REGISTRATION OFFICE

Each election year, Pettis County Clerk Mary Jane Wilson can be seen driving to shopping centers and outlying areas in her voter registration van. The van, on loan from a recreational vehicle dealer, is used to make voter registration as easy as possible for Pettis citizens.

### HISTORICAL RECORDS GRANT COMPLETED

The first program which received a grant from the National Historical Publications and Records Commission (NHPRC) has been completed. The grant of \$7,300 funded a project to microfilm the original documents from the 1925 Iowa State Census. The recipient of the grant was the Iowa State Historical Department, Division of Historical Museum and Archives. The Iowa State Historical Society has recently received a grant of \$36,650 for the purpose of inventorying county records. For further information on this project, contact Dr. Peter Harstad of the Society at 402 Iowa Ave., Iowa City, Iowa 52240.

### REPORT AVAILABLE

Local elections officials may obtain free copies of a report entitled "Reducing Voter Waiting Time: How to Allocate Voting Machines to the Polls" from the Federal Elections Commission. The report outlines a procedure for allocating voting machines to polling places in light of needs. Write to the Clearinghouse on Election Administration, F.E.C., 1325 K St., N.W., Washington, D.C. 20463.

—Robert A. Platky  
New County, USA Center  
NACoRF



# Washington Briefs

• **Welfare Reform.** Administration presented Aug. 6 a welfare reform plan that incorporates many county reform measures. Counties to rally in Washington Sept. 21 to urge speedy action on welfare reform in Congress for fiscal relief and continued local decision-making on jobs and training programs in plan.

• **Clean Air.** President has signed into law new air pollution legislation.

• **Water.** Senate has completed action on water bill. When Congress reconvenes NACO will push for House and Senate to get together as soon as possible to work out final version of water amendments. County officials should continue to press House and Senate members for quick action on passage of a water bill.

• **Food Stamps.** Conference report food stamps portions of the Farm Bill includes NACO-sought elimination of purchase requirement and provides a combined \$75 deduction for excessive shelter costs and child care. Bill would extend program four years.

• **Public Assistance.** H.R. 7200 in Senate Finance Committee markup. Substantial changes from House version on Aid to Families with Dependent Children (AFDC) and Work Incentive (WIN) programs.

• **Payments-in-Lieu.** Proposed regulations to implement the payments-in-lieu program published in the Aug. 8 *Federal Register*. The

Department of Interior has indicated that \$10 million payments to counties will be made in September for the first year of the program.

• **Public Works.** EDA has issued amended regulations that provide 100 new counties with public works grants and increases the grant awards to another 361 counties.

• **Social Security.** Senate Finance Committee voted 11 to 3 against the use of general revenues to help pay for Social Security. A joint task force, composed of Labor-Management Relations, Taxation and Finance, Welfare and Social Services, Health and Education, and Employment Policy Steering Committees, was formed at NACO's annual meeting to review the impact of funding changes on the frequency of county withdrawal from the system for the Senate committee.

• **Labor Relations.** House subcommittee on labor-management relations, chaired by Rep. Frank Thompson (D-N.J.), cancelled hearings on H.R. 8410, a bill to amend the National Labor Relations Act by concentrating on reforms that will facilitate union organizations, especially in the South and West. Senate Human Resources Committee, chaired by Sen. Harrison Williams (D-N.J.), will hold 10 days of hearings on S. 1883 beginning Sept. 20. Reform package does not include repeal of state right to work laws [Section 14(b)] of the Taft-Hartley Act, nor will it provide for manda-

tory coverage of state and local employees.

• **Public Employee Pension Systems.** After several attempts with Treasury officials to get the Internal Revenue Service (IRS) to reverse actions regarding an April 21, press release which required that governmental units with employee pension plans to file annual returns (form 5500 and 5500c), the IRS extended the due date and approved reduced reporting requirements.

• **Intergovernmental Personnel Act (IPA).** Fiscal '78 appropriations bill for the U.S. Treasury, Postal Service and General Government was signed by President Carter July 21. It provides \$20 million for IPA, an increase over previous years of \$5 million. Final allocations may be obtained from Ann Simpson of NACO staff.

• **Rural Development.** President signed H.R. 7558 Aug. 12, the Rural Development Appropriations for fiscal '78. Bill provides increased funding. Appropriations will take effect Oct. 1. See page 3.

• **Cost Containment.** Senate Human Resources Committee reported out S. 1391 Aug. 2. Contains an approximate 9 per cent cap on hospital revenues with provisions made for changes in patient load and necessary services. Amendments exempt hospitals with fewer than 4,000 admissions that are the sole provider in a non-metropolitan area, and make it easier to enforce the

## NACO Box Score...Priority Issues

Welfare Reform..... NACO rally Sept. 21; Carter plan released  
Employment..... President signed youth bill  
Public Works..... Amended regs provide more county funds  
Antirecession..... House, Senate approve \$1.4 billion for fiscal '78  
Health..... Senate committee reports bill for 9 per cent hospital cap  
Payments-in-Lieu..... President signs fiscal '78 appropriations  
Community Development..... House-Senate conference deadlocked  
Rural Development..... President signs fiscal '78 appropriation  
Transportation..... House defeats gas tax  
Water Pollution..... Conference expected in September  
Air Pollution..... Clean air amendments passed  
LEAA..... Funding for fiscal '78 cut to \$647 million  
Land and Water Conservation Fund..... President signed '78 appropriations

prohibition against private hospitals dumping "bad debt" patients onto public hospitals. Bill goes to Senate Finance Committee where it will be considered in September. House Ways and Means subcommittee on health to continue markup of House version of the same bill, H.R. 6575 after August recess.

• **Aircraft Noise.** Rep. Glenn M. Anderson (D-Calif.), chairman of the aviation subcommittee, and 25 members of the Public Works Committee have introduced a revised aircraft noise bill, H.R. 8729. The newest version eliminates provisions objectionable to NACO and would provide \$400 million in fiscal '79 and '80 for off-airport noise abatement projects, plus \$15 million for noise planning.

• **Highways and Transit.** Senate Public Works Committee will begin in-depth hearings on extension of the federal-aid highway act and trust fund early in fall, continuing into 1978. The House surface transportation subcommittee will continue its hearings in September. Rep. Jim

Howard (D-N.J.) has introduced his comprehensive surface transportation proposal, H.R. 8648. It includes a \$2 billion bridge program, increases for interstate, primary and secondary roads, and for all sections of the urban transit program. It adds a new transit program for rural areas at \$150 million annually. NACO has completed a section-by-section analysis of the bill. Contact Susan Thorpe at NACO for a copy.

• **Uniform Selection Guidelines.** Office of Revenue Sharing to publish regulations Oct. 1 on employee selection guidelines for state and local units of government receiving revenue sharing grants. NACO and other public interest groups continue to meet with Equal Employment Opportunity Commission (EEOC) about content and support for the Federal Agency Executive Guidelines adopted by three of five agencies on the Equal Employment Opportunity Council. A new set of guidelines are currently being developed by EEOC in anticipation of an expected meeting of the agencies in early September.

# Welfare Action Rally

Mayflower Hotel Grand Ballroom  
1127 Connecticut Ave., N.W.

Washington D.C.

September 21, 1977 • 10 a.m.

Join county officials from across the country as NACO rallies for PROMPT congressional action on welfare reform.

An overhaul of the old welfare system is needed to:

- Achieve fiscal relief for county government beginning Oct. 1, 1978 (fiscal year 1979)
- Ensure that county decisions on jobs and training programs remain exclusively in the control of chief elected local officials.

Congress is considering the welfare reform plan of the Carter Administration. Prompt congressional action to reform a system full of inequities and inconsistencies is long over-due. There is no excuse for delay.

Rally for action in Congress on welfare reform. Be a voice in a nationwide chorus of county officials seeking a welfare plan that gives a fair share for fair care.

Call Carol Cox, NACO, (202) 785-9577 for Rally Information.

All requests for information on hotel reservations should be directed to the Mayflower Hotel (202) 347-3000, attn: NACO Welfare Reform Rally.