This Week
• Water policy sinking fast, page 2.
• Provisions of Senate highway bill, page 3.
• Study shows CETA helps, page 5.

COUNTY NEWS

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

NACo
Washington, D.C.

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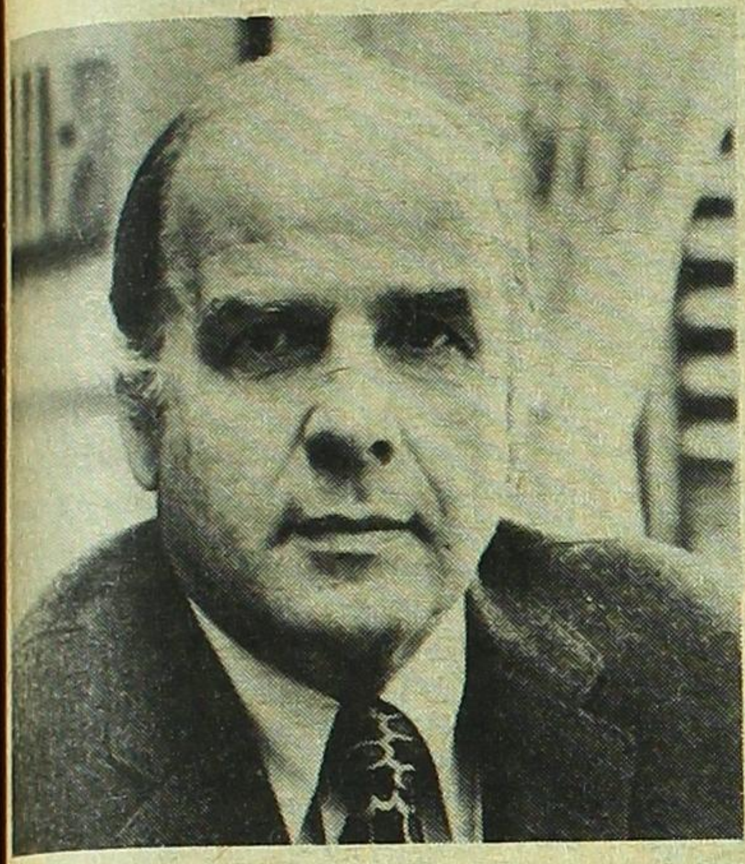
CETA Survives Senate



Nelson

WASHINGTON, D.C.—Legislation to extend CETA for four years passed the Senate Aug. 25 without any of the crippling public service wage and job amendments approved earlier by the House.

The Senate voted 66-10 to reauthorize the massive federal jobs and training program at about $11.5 billion each year.

Credit was given to Sens. Jacob Javits (R-N.Y.) and Gaylord Nelson (D-Wis.) for skillfully managing the bill on the Senate floor. It was through the efforts of these senators and their staff that compromises were carefully drafted prior to floor action. This willingness to compromise worked to dissuade members from considering those restrictive amendments passed by the House.

By large margins, the House approved Aug. 9 measures that would eliminate $1 billion for antirecession public service jobs, reduce the maximum and average salaries for CETA workers, prohibit CETA funds from being used to make retirement contributions for CETA workers, and take away CETA money from local governments found guilty of misusing the funds.

CETA action shifts back to the House after Labor Day where efforts to turn around some votes will be made, especially those members who voted for the Obey and Jeffords amendments which put severe limits on public service wages and cut the number of public service jobs nationally.

DURING THE SENATE debate, 31 amendments were passed by voice vote. Sen. John Heinz (R-Pa.) offered the only amendment that required a recorded vote. His amendment, which was tabled 47-32, would have authorized wage subsidies in the private sector on an experimental basis under Title III, which authorizes national programs.

The NACo-supported retirement amendment, sponsored by Sens. Howard Metzenbaum (D-Ohio) and co-sponsored by Sens. Russell B.

See SENATE, page 2

Javits

Senate Cuts Rural Funds

WASHINGTON, D.C.—The Senate has reduced funding levels for four key rural development programs authorized in the Rural Development Act of 1972. The cuts from the Agricultural Appropriations Act of 1978 will reduce the rural water and waste disposal grants, rural housing programs, and staffing and administrative costs for Farmers Home Administration (FmHA). In addition, it would terminate the successful rural planning grant program as it was beginning to be implemented.

The Senate Appropriations Committee previously had recommended record funding levels for the grant and loan programs in the Rural Development Act of 1978. The House has already recommended and approved these levels.

The reductions in funding were proposed by Sens. Thomas Eagleton (D-Mo.) and Henry Bellmon (R-Okla.), both strong supporters of rural development, in an attempt to avert a possible presidential veto. The total appropriation exceeded the Administration budget request by $400 million. The reduction in funding, to the amounts requested by the President, still represents modest increases over current levels (with the

See SENATE, page 3

NACo TAX CONFERENCE

Experts to Tackle Methods of Living with Limitations

WASHINGTON, D.C.—The question of placing spending limits on counties and cities will face voters in Oregon, Michigan, Nevada and Idaho this fall. Thirty other states are toying with the idea of some form of tax cutback. Yet local officials will still be responsible for the continued flow of vital services to their citizens. They are now grappling with the implications of cutback measures for the financial management of local government.

Participants at NACo's National Conference on Tax and Finance Issues of Local Government will be asking:

- What can a county do to replace lost revenues due to property tax cuts?
- Can services be cut back and still be effective?
- How will a cap on county revenue affect existing county contract obligations, such as pension funds?
- Is there any relief in sight from the constraints placed on local budgets by state and federal mandates?
- Is the county's financial management system ensuring the most effective use of local tax dollars?

THE CONFERENCE, to be held Sept. 17-19, at the Biltmore Hotel, Los Angeles, will bring together leading national experts in the financial management area, as well as county officials from California and other states that are experiencing the pressures of spending and tax limitation initiatives and are responding in responsible and successful ways.

The national point of view will be offered by Rep. James C. Corman (D-Calif.); Dr. Robert Levin, Congressional Budget Office; John Shannon, Advisory Commission on Intergovernmental Relations; Philip Rosenberg, Municipal Finance Officers Association; Allen Siegal, Department of Housing and Urban Development; Ray Olson, Peat, Marwick, Mitchell and Co., Inc.; Irv Shapiro, Civil Service Commission, Bureau of Intergovernmental Personnel Programs.

Reports on California's experience will come from Evelle Younger, state attorney gerneral; John Knox, state assemblyman; Abram Goldman, special assistant for property taxation; George Barbour, PMC Associates, Palo Alto, Calif.; Clifford Graves, chief administrative officer, San Diego County; Monty Lish, Ventura County executive; Brian Rapp, assistant county executive, Santa Clara County; Frank Seeley, Riverside County assessor; Marilyn James, San Diego County, Office of Program Evaluation; Gerald Lonergan, auditor controller, San Diego County.

Other speakers with expertise in tax and finance management will be Richard Munn, legislative revenue officer, Salem, Ore.; Seth Taft, president, Cuyahoga County (Ohio) Board of Commissioners; Lloyd Hara, consultant, Seattle, Wash.; Mike Morrell, field service administrator, Florida Association of Counties; Michael Mett, supervisor, Milwaukee County, Wis.; Dick McGraw, Genesee County (Mich.) controller; Jeff Albaugh, Calhoun County (Mich.) controller.

Pre-conference registration rates of $55 can still be obtained by calling Elizabeth Rott at NACo. On site registration will be $65. For information on the availability of housing at the Biltmore Hotel contact the NACo housing registration center at 703-471-6180.

Last Hope for Fiscal Relief

WASHINGTON, D.C.—County expectations have been raised once more that Congress will come through this year with some measure of fiscal relief for state and local welfare costs.

On Aug. 25, Sens. Daniel Patrick Moynihan (D-N.Y.), Alan Cranston (D-Calif.) and Russell Long (D-La.) introduced S. 3470, a bill to amend the Social Security Act to improve the operation of the Aid to Families with Dependent Children (AFDC) program and, thus, provide fiscal relief for state and local welfare costs. The bill was referred to the Senate Finance Committee which has scheduled a hearing for Sept. 12. S. 3470 is expected to receive congressional action during this session primarily because of Sen. Long's strong support.

This latest fiscal relief bill is a modified version of the senators' earlier proposal which called for fiscal relief as well as increased employer tax credits and greater tax benefits to low income workers. Due to the legislative constraints this year, however, a more limited bill was considered to have a greater chance of enactment.

ALTHOUGH THE bill's sponsors support comprehensive reform of the current welfare system, they oppose holding fiscal relief hostage in anticipation of more comprehensive reforms. They warn that continuation of the existing financial pressures upon states and localities to pay the cost of welfare programs may well result in a fiscal backlash to the ultimate detriment of welfare recipients.

S. 3470 authorizes $1.5 billion to be distributed annually among the states through a three-part formula. This formula is based upon a state's current AFDC costs and a revenue sharing formula. It is expected initially that by increasing the current federal share of AFDC costs, local expenditures in most jurisdictions will be eliminated.

Over time further increases sufficient to make the federal share equivalent to at least 75 percent of each state's AFDC outlays in the base period (adjusted for cost of living increases), would entirely eliminate the "local share" in *every* jurisdiction.

Sen. Moynihan emphasized that the eventual federal assumption of all county AFDC costs will have a significant effect on the fiscal stability of local governments and on their ability to reduce taxes, particularly the onerous property tax.

IN ADDITION, S. 3470 changes the nature of the federal commitment to AFDC financing from an open-ended matching grant to a block grant, initially set at a significantly increased amount and thereafter fixed, save for annual "cost of living" increases and legislated additions aimed at achieving the 75 percent floor and eliminating the local share.

As a result of these changes, the level of government subject to the main variation in welfare costs will be the states. If expenditures rise faster than the federal block grant, states must absorb the costs. Similarly, if expenditures are reduced as the result of better management as an effective plan for dealing with dependency, states will realize the savings.

Crucial Issues Face CIC Conference

WASHINGTON, D.C.—The 95th Congress is scheduled to adjourn Oct. 7. But before it comes to a close, a crucial agenda awaits final action.

The Comprehensive Employment and Training Act (CETA), amended by the House to severely restrict the public service jobs program, awaits final passage by the House before it goes to conference committee. In addition to CETA, Congress must complete action on a number of programs of primary concern to county governments, including the major highway legislation which includes funding for off-system bridges and rural transportation, and a bill which would end a five-year ceiling on social service Title XX funding.

The agenda also includes final consideration of the antirecession/countercyclical program which expires this September, and final determination of a public works round three program versus an Administration-supported labor intensive public works program.

AS CONGRESS pushes to an end, the Administration is busy responding to earlier passed legislation, developing regulations and revising federal management circulars. In the past two years, it has developed a policy on urban America, proposed grant reform policies for the federal agencies, developed a new process for regulations development calling for greater involvement of local governments, and has had the awesome task of responding to over 700 recommendations of the now defunct Commission on Federal Paperwork.

The Office of Management and Budget (OMB) will soon conclude its study on federal agency information systems and local government information needs to implement the Federal Program Information Act. This act requires the publication of a computerized, much improved, federal domestic assistance catalogue to which county governments will have easy access. It has developed guidelines to implement the Cooperative Grant Agreement Act which distinguishes between procurement and assistance activities and requires federal agencies to use contracts for procurement transactions and grants or cooperative agreements for assistance transactions. The procedure, which should be in place by February, will have an immense impact not only on the relationship between agency and recipient, but also on the time schedules of granting awards.

OMB has also completed its study of federally mandated planning requirements which was requested by the President last fall. Several months ago, OMB announced that it will forge ahead in implementing the recommendations of this study which calls for consolidation and/or elimination of many agency planning requirements.

TO ASSESS the impact of all this congressional action and agency activity, the NACo Council of Intergovernmental Coordinators (CIC) has scheduled its Fourth Annual National Federal Aid Conference for Oct. 22-25 at the Hyatt Regency Hotel here.

An opening general session will kick off the conference on Monday, Oct. 23 with a legislative overview of the 95th Congress conducted by NACo legislative representatives. Panel sessions will provide the most up-to-date information on CETA; community development; Economic Development Administration (EDA) programs; federal employee selection guidelines; airports, bridges and highways; countercyclical antirecession program; aging and Title XX (social services).

In addition, the conference will provide a two-hour seminar on ways in which county governments have coordinated their grants-in-aid process and comply with federal requirements of the Equal Employment Opportunity Commission, citizen participation and affirmative action.

A two-hour session will be conducted on understanding and developing an indirect cost allocation plan, and two panel sessions are scheduled to review recent actions by the Office of Management and Budget, and federal management circulars applicable to grants-in-aid.

A WHITE HOUSE representative has been invited to speak on the impact of the President's federal grant reform policies, and staff from the Advisory Commission on Intergovernmental Relations has been invited to evaluate the success of the policies. A question and answer period will follow all sessions to allow for an informative dialogue for conference participants.

The Council of Intergovernmental Coordinators will convene its annual business meeting on Tuesday, Oct. 24 to elect the 1978-79 officers and approve proposed bylaw changes. It also has scheduled an awards ceremony on Oct. 23 to recognize CIC officers and board members for outstanding service to the organization.

The CIC conference provides an excellent forum for county officials and grant coordinators to learn the most up-to-date information on the programs they administer, as well as to discover other ways in which county governments have developed programs and implement federal requirements. NACo/CIC's recently revised "A Guide to Grantsmanship for the County Official," a self-help manual on building county grant coordination, will be available for sale at the conference. For more information, contact Linda Church at 202/785-9577. Details on conference preregistration will be in next week's *County News.*

Senate Approves 31 CETA Amendments

Continued from page 1

Long (D-La.), Howard Cannon (D-Nev.), Lawton Chiles (D-Fla.), and Donald Riegle (D-Mich.), was one of the 31 amendments approved by voice vote.

NACo's amendment:

- Puts some restrictions on the use of federal funds to pay retirement benefits for participants in short-term public service jobs;
- Ensures that no state or local tax revenues will be used to pay retirement benefits; and
- Ensures that federal funds will be used to create the maximum number of public service jobs instead of increasing the coffers of retirement systems from which few public service job holders will ever benefit.

This amendment was also supported, as a result of NACo's efforts, by the U.S. Conference of Mayors, the National League of Cities, the National Governors' Association, AFL-CIO, the American Federation of State, County and Municipal Employees, the American Federation of Teachers, and the Services Employees International Union.

Other significant amendments along with their sponsors included:

Nelson (D-Wis.) amendment to provide that "hold-harmless" provisions for standard metropolitan statistical areas be effective through fiscal '79.

Nelson (D-Wis.) amendment to require publication in the *Federal Register* of any substantive changes in the method of calculating unemployment.

Dole (R-Kan.) amendment to prohibit persons who voluntarily terminate full-time employment, without good cause, from being employed in public service jobs.

Dole (R-Kan.) amendment to provide for membership of handicapped individuals on the prime sponsors' planning council.

Bellmon (D-Tex.) amendment to tighten eligibility requirements for public service employment programs and to improve the opportunities for public assistance recipients to receive employment and training services.

Bentsen (D-Tex.) amendment to reduce the paperwork burden and costs of administering CETA.

Chafee (R-R.I.) amendment authorizing the Secretary of Labor to conduct an experimental program of issuing vouchers for subsidized private sector employment to offset the barriers to employment faced by disadvantaged persons.

Hatch (R-Utah) amendment to give preference in CETA to the unskilled over college graduates and holders of higher education degrees.

Schweiker (R-Pa.) amendment to provide stronger protection against abuses of the public service employment program.

Hatfield (R-Ore.) amendment to reduce the reporting requirements for prime sponsors.

Williams (D-N.J.) amendment establishing Sept. 30, 1981 as the date after which previously used methodology for establishing unemployment rates can no longer be used as a basis for distributing any CETA funds.

Nelson (D-Wis.) amendment restoring nonfinancial agreements between the governor and prime sponsors previously eliminated in Domenici's (R-N.M.) amendment.

Dole (R-Kan.) amendment to include the membership of community-based organizations in the private industry councils.

Helms (R-N.C.) amendment to bar use of CETA funds to promote unionization of persons as a condition of receiving training under CETA programs.

Heinz (R-Pa.) amendment to assure that at least 90 percent of funds used by private sector opportunities for economically disadvantaged are expended for wages, employment benefits, training, and supportive services.

—Jon Weintraub

Rural Areas Get Priority Water Grants

WASHINGTON, D.C.—A new agreement signed by the Farmers Home Administration (FmHA) and the Environmental Protection Agency's Office of Water and Waste Management, gives small rural communities priority consideration in applying for financial assistance to improve drinking water systems.

The FmHA program will be available this year to help rural communities serving less than 10,000 persons build or improve drinking water and waste management treatment facilities. In addition to the $1 billion dollars that was available for grants and loans during fiscal '78, the Administration has requested funding totaling $1.065 billion for fiscal '79.

THE GRANTS and long-term, low-interest loans are available now on a priority basis for small, rural communities to meet EPA's National Interim Primary Drinking Water Regulations that went into effect in June 1977. The FmHA-EPA agreement can provide assistance to a wide range of nonprofit community-based groups (such as local government districts, authorities, associations, private corporations, and Indian tribes) that are unable to obtain credit elsewhere to construct, enlarge, extend, or otherwise improve community water facilities. This may include the extension of existing facilities to provide additional customers with an adequate supply of drinking water.

Grants under the program are made for up to 50 percent of the cost of construction of any necessary drinking water facilities, or the acquisition of land and water rights associated with the operation of system. However, the 40-year, 5 percent loans have no restrictions on the percentage of funding available for each project.

For further information, contact the state office of the Farmers Home Administration.

—Ronnie McGhee

Water Policy Sinks on Hill

WASHINGTON, D.C.—President Carter has taken a beating on various legislative programs. None, however, has been as severe as the punishment currently being dealt to the Water Resources Policy.

Traditionally an item of congressional "pork barrel," it was understood from the start that the President's proposals would meet with considerable opposition. But, no one anticipated the extent to which Congress would dismantle the proposals and substitute measures which are exactly opposite to the President's.

SPECIFICALLY, Congress has invited a presidential veto by:

- Including in a public works appropriations bill a number of dam projects on the original "hit list" from a year ago, which the President thought were killed.
- Introducing bills which would increase, rather than decrease, the federal share of dredging projects, waive negative cost-benefit ratios in some cases, and authorize projects not yet studied by the Army Corps of Engineers.
- Challenging the President's efforts to have state and local governments pay a portion of the costs of water projects, by introducing authorization bills which do the opposite.
- Loosening the rules for cost-benefit studies rather than tightening them as proposed by the President.

In short, little remains of the much publicized Water Resources Policy and a showdown appears inevitable. The President is faced with loosening of policies he wanted tightened, greater federal cost sharing rather than less, and 120 new water projects, 36 of which have not received the customary review.

In an election year, with projects which affect every state and many congressional districts, a veto is likely to touch off a battle which will make last year's "hit list" fight seem like a minor skirmish.

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EDITOR: Bernard Hillenbrand
MANAGING EDITOR: Beth Denniston
NEWS MANAGER: Christine Gresock
PRODUCTION MANAGER: Michael Breeding
GRAPHICS: Robert Curry, Robert Redding, and Deborah Salzer
EDITORIAL ASSISTANT: Joan Amico
PHOTOGRAPHER: Lee LaPrell
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Senate Cuts Rural Funds

Continued from page 1

exception of the planning funds), although it is now far below House-passed levels.

The legislation now goes to a House-Senate Conference Committee to resolve the differences in the bills.

The Senate has named its conferees, and the House is expected to choose its this week. The following is a list of appointed and anticipated conferees. County officials should contact them to urge the restoration of funds cut from the rural development programs. The cuts in these important programs come at a time when programs for rural communities appeared to be attaining more recognition and funding.

SENATE CONFEREES

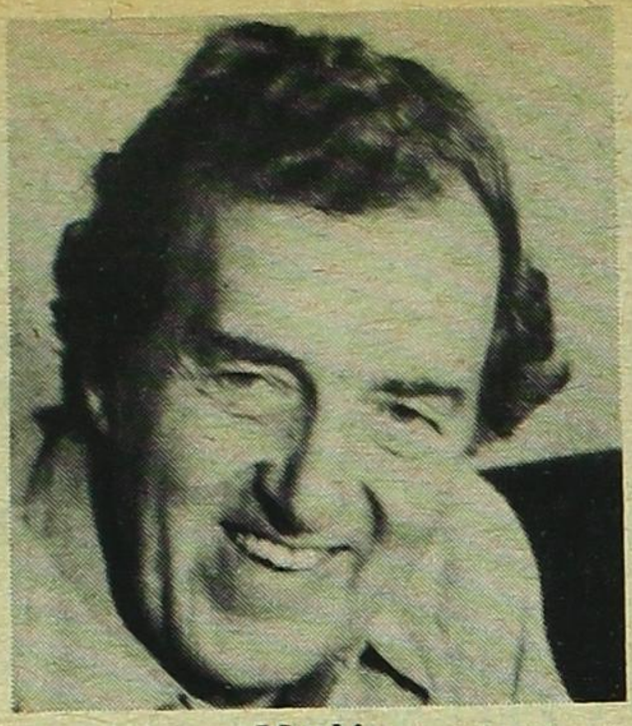
Warren Magnuson (D-Wash.), chairman, Senate Appropriations Committee; Thomas Eagleton (D-Mo.), chairman, agriculture appropriation subcommittee; John Stennis (D-Miss.); William Proxmire (D-Wis.); Robert Byrd (D-W.Va.); Daniel Inouye (D-Hawaii); Birch Bayh (D-Ind.); Lawton Chiles (D-Fla.); Quentin Burdick (D-N.D.); Milton Young (R-N.D.); Mark Hatfield (R-Ore.); and Ted Stevens (R-Alaska).

HOUSE CONFEREES (ANTICIPATED)

George Mahon (D-Tex.), chairman, House Appropriations Committee; Jamie Whitten (D-Miss.), chairman, House agriculture appropriations subcommittee; Frank Evans (D-Colo.); Bill Burlison (D-Mo.); Max Baucus (D-Mont.); Bob Traxler (D-Mich.); Bill Alexander (D-Ark.); Matthew McHugh (D-N.Y.); Robert Sikes (D-Fla.); William Natcher (D-Ky.); Elford Cederberg (R-Mich.); Mark Andrews (R-N.D.); J. Kenneth Robinson (R-Va.); and John Myers (R-Ind.).

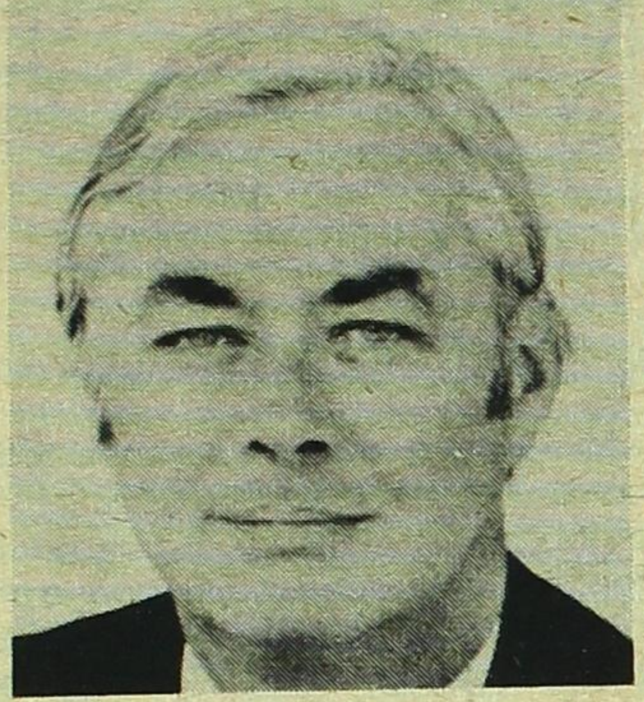
The following are the amounts cut in programs of interest to county officials: rural water and sewer grants, $35 million; rural development planning grants, $5 million; rural rent supplements, $5 million; rural housing repair grants, $5 million; domestic farm labor grants, $5 million; housing supervisory grants, $5 million; mutual and self-help housing, $3 million; and FmHA salaries, $13 million.

—Elliott Alman



Muskie

Hathaway



Moynihan

Long

$600 MILLION IN AID

Senate Vote Near on Countercyclical

WASHINGTON, D.C.—Legislation to extend the countercyclical supplementary fiscal assistance program for two years is scheduled to reach the Senate floor early this month. Extension of the program, contained in the Antirecession and Fiscal Assistance Amendments of 1978, was orchestrated primarily by Sens. William Hathaway (D-Maine), Edmund Muskie (D-Maine), Russell Long (D-La.), chairman of the Senate Finance Committee, and Daniel Patrick Moynihan (D-N.Y.).

The program is expected to distribute up to $600 million to local and state governments in fiscal '79. The measure has a trigger of 6 percent national unemployment for Title 1. When unemployment is between 5 and 6 percent, Title 2 of the bill takes effect. To be eligible, a unit of state or local government must have a local unemployment rate of 4.5 percent or over.

BOTH TITLES preserve the high degree of targeting experienced under the current program. According to Treasury Department projections, over 93 percent of the funds will be distributed to units of government with unemployment more than 6 percent; over 65 percent of the funds will go to communities where unemployment levels exceed 8 percent.

The Senate bill also contains a provision to assist local governments where unemployment rates have been lowered as a result of changes in the methods of calculating those rates. This January, the Bureau of Labor Statistics altered its statistical methodology, which resulted in reduced unemployment rates for almost 2,000 local governments. While most of these changes were small, a number of counties and cities experienced significant reductions in rates, solely attributable to BLS changes, and consequently received cuts in countercyclical assistance.

The bill will provide for retroactive payments as well as a directive to BLS to continue to calculate unemployment under the former method in some circumstances.

WHEN THE SENATE reconvenes this week, the Finance Committee will request a budget waiver to boost the amount in the concurrent budget resolution to $700 million. This would equal the budget target in the House version and accommodate the projected amount of assistance.

The two-year countercyclical extension was attached to H.R. 2852, an agricultural tariff bill already adopted by the House and sent to the Senate. When it reaches the Senate floor, this measure will be attached to still another tariff bill and submitted to a House-Senate Conference Committee. Although the House has not acted on a countercyclical bill, the measure procedurally can be considered in conference committee and then come up for a vote on the House floor.

—Elliott Alman

County Eligibility for New Growth Grants Uncertain

WASHINGTON, D.C.—Four federal agencies have combined their efforts to provide assistance to "general purpose local governments" to reconcile attainment of clean air standards with economic, industrial and urban growth.

In announcing the grant program, however, invitations to make application were sent only to big city mayors. No direct mailings were made to county government. No explanation has been made available to NACo as to why counties were excluded, and there still appears some confusion as to whether the term "general purpose local government" excludes counties in this case.

NACo has protested the omission of counties in a letter to Environmental Protection Agency Administrator Douglas M. Costle. Interested counties should write directly to Costle to protest this exclusion which some EPA personnel have described as "unintentional."

EPA AND the Departments of Housing and Urban Development, Commerce and Transportation have established a $4 million fund to provide technical and financial assistance to local governments. Inquiries must be made to Jerry Kurtzweg, Chief, Land Use Branch, Office of Land Use and Transportation Policy, at EPA, 202/755-0570 for information.

The clean air/economic development grant program is a lesser known part of the Administration's urban policy proposals. Guidelines drafted by EPA provide that general purpose local governments in areas which have not attained federal clean air standards, totaling over 200,000 persons, are eligible for assistance. This money need not be matched by local funds. NACo has been informed by one EPA official that "general purpose local governments" has been interpreted to mean cities over 100,000 and that counties would be eligible only if designated by one or more cities to receive assistance.

Grants under this program would go to four to eight recipients to:

- Set up emission offset clearinghouses;
- Develop a ranking order of industries and other job producing enterprises which would contribute to attaining clean air and economic development;
- Establish a local government mechanism for financing air pollution equipment (but not for purchasing such equipment); and
- Establish institutional capacity to set up offset, emission banking, and growth increment determination procedures.

Provisions of Highway Bill

WASHINGTON, D.C.—Changes made to the Federal Highway Act of 1978 by the Senate before it recessed for Labor Day reflect overriding concern for a more flexible, easier to administer federal highway system. Also new emphasis was placed on the rehabilitation and preservation of the nation's highway network.

On Aug. 21, the Senate completed action on amendments to S. 3073, the two-year bill priced at $16 billion. Title I is the highway construction portion of the bill. Title II, highway safety, contains the language of S. 2541 as reported out of the Senate Commerce Committee.

The concept of fiscal responsibility was a key factor in determining the level of funding in the legislation. It was necessary to weigh highway needs against available trust fund revenues. The authors of the bill took a close look at the trust fund, determined the size of the program it could be expected to support, and used that figure as a basis for the legislation.

Key provisions of the Senate highway bill include:

Federal-Aid Secondary System: Authorizes $675 million for each fiscal year through 1980. Expands the secondary system to incorporate rural routes in areas with a population up to 50,000 from the current 5,000 population limit.

Federal-Aid Urban System: Establishes a 50,000 population cutoff for communities. Provides $700 million for fiscal '79 and '80.

Federal-Aid Primary System: Authorizes $1.475 billion for each fiscal year through 1980.

Interstate System: Establishes Environmental Impact Statement date of 1982. Establishes 1986 as the date when all routes on the Interstate System must be under construction. Reduces the federal share of Interstate 3R (resurfacing, rehabilitation, and restoration) program to 70 percent from the current 90 percent share.

Safety: Establishes a highway safety improvement program to consolidate three existing categories—those for high-hazard locations, removal of roadside obstacles, and pavement markings. This program is intended to address hazards on existing roads both on and off the federal-aid system. The safety provisions direct that at least 30 percent of authorizations be used on projects off the federal-aid system.

MORE THAN 20 amendments were proposed to the legislation on the Senate floor. Some of the actions of national significance:

Interstate 3R Program: The Senate accepted an amendment by Sen. Pete Domenici (R-N.M.) to permit states with deteriorating Interstate highways to transfer a limited amount of money from the basic Interstate construction program to the Interstate 3R program. No state could transfer more than one-half of 1 percent of the total national Interstate apportionment. Furthermore, no state could transfer funds earmarked for the completion of essential gaps.

Trust Fund Policy: The Senate adopted an amendment by Sen. Robert Morgan (D-N.C.), declaring it to be national policy that Highway Trust Fund authorizations be closely related to the anticipated annual receipts accruing to the fund.

Unused Urban System Funds: The Senate accepted an amendment by Sen. Thomas Eagleton (D-Mo.) to authorize the Secretary of Transportation to distribute lapsed urban system funds to the states with ready-to-go projects. It is estimated that $27 million will lapse this year.

Energy Impacted Roads: The Senate adopted an amendment sponsored by Sen. Walter Huddleston (D-Ky.) to authorize $100 million annually for the repair of coal-haul roads and other roads impacted by the energy program.

Bridges: The Senate adopted an amendment by Sen. John Culver (D-Iowa) to raise the bridge replacement and rehabilitation program from $450 million to $525 million. Of this amount not more than 25 percent or less than 15 percent of each state's bridge funds will be expended on bridges off the federal-aid system.

The highway bill is now pending, awaiting action on S. 2441, the public transit bill, which will become Title III.

—Gary Raush

Senate Unit Extends Refugee Aid 1 Year

WASHINGTON, D.C.—On Aug. 25, the Senate Human Resources Committee unanimously passed an amendment (known as the Committee Substitute) offered by Sen. Alan Cranston (D-Calif.) to the Administration's bill to extend the Indochina Refugee Assistance Program (IRAP) at full federal funding for the next 12 months.

The program was established in 1975 as a temporary measure to resettle victims of the Vietnamese war into all areas of the nation, and was scheduled to expire Sept. 30. IRAP provides 100 percent federal funding for all social services and cash assistance. Since Congress has continued to authorize refugee admissions, a one-year extension of 100 percent federal funding was approved last year, along with a phase-down plan to absorb refugees in existing welfare programs.

Essentially, the Cranston amendment continues 100 percent federal funding for another 12 months, due to the large number of refugee admissions authorized this year. Over the following three years, 100 percent federal funding will be continued, but only for new refugees. The current population will not be covered.

A panel of county representatives testified before the Senate Human Resources Committee on Aug. 9 to urge that the federal government continue to provide funding for Indo-Chinese refugees. It is expected that refugees will continue to be admitted over the next four years, and between 50,000 to 60,000 additional refugees will enter in the next two years. Costs to counties and states where refugees settle could be significant.

S. 3309 must still go to the Senate floor. Earlier this summer Rep. Pete Stark (D-Calif.) introduced a comparable bill in the House. No action has been taken on the bill.

—Diane Shust

County Opinion

Good Vibrations

Bergland

It is always good to encounter responsiveness on the part of a federal agency. Agriculture Secretary Bob Bergland's reaction to a visit by NACo President Charlotte Williams is one of the best recent examples of both understanding and responsiveness to the needs of counties.

Williams, along with NACo staff, met with the Secretary to discuss agricultural land retention and rural development priorities of counties. Williams firmly articulated the need for elevating these concerns among other USDA priorities, and discussed the need to conduct a government-wide study of the impact that federal programs have on county efforts to retain prime agricultural land.

During the meeting and in a recent letter to NACo, Bergland recognized the importance of an aggressive approach to rural development. Unfortunately, no commitment was made to fully fund these important programs. USDA is currently evaluating its rural development programs to determine the most effective way of coordinating their delivery.

Current budget deliberations at Agriculture include the consideration of options for increasing the department's soil survey and inventory program. This program leads to the preparation of state and county maps which can be used to identify prime farmland and support county retention efforts. We hope the decision is affirmative.

Finally, Secretary Bergland has endorsed NACo's recommendation to establish a government-wide group to study the impact of federal agency action on prime farmland and county efforts to preserve such land for future production. Agricultural land retention is of concern to other agencies such as the Department of Housing and Urban Development, the President's Council on Environmental Quality and the Environmental Protection Agency.

The group should include county, state and agricultural interests. Its objectives would be to identify ways in which the federal government can conduct its activities more consistent with county land resource policies and agricultural retention programs.

The next step is to get this study underway. NACo has contacted the White House emphasizing the involvement of other interests and the support of Secretary Bob Bergland.

LETTER TO COUNTIES

DOT Programs Promoted As Way to Control Inflation

Dear County Official:

Adams

President Carter has directed all executive departments and agencies to take firm and effective steps to help achieve the Administration's number one objective: control of inflation. The Department of Transportation annually makes $13 billion in grants for transportation projects. These funds are matched by some $4 billion from state and local agencies. Clearly, the careful and efficient expenditure of these funds will help dampen inflation. Decision makers must be constantly mindful of their responsibility to combat inflation in making prudent judgments on projects and in the management of transportation programs.

Briefly, I would like to review some major DOT programs and ideas which I believe can help to control cost increases and to reduce unnecessary expenditures. I ask your support for these efforts.

To foster more efficient use of motor vehicles and reduce fuel consumption, the department has encouraged and promoted:

- The construction and use of preferential lanes for buses and other high occupancy vehicles;
- Traffic operations programs (TOPICS) to increase both the capacity and safety of highways and streets;
- Construction of fringe and corridor parking facilities;
- Strict enforcement of the 55 mph speed limit which has increased fuel economy and safety;
- Carpooling and vanpooling;
- The restoration, rehabilitation, and resurfacing of existing highways, particularly where it will eliminate or postpone the need for major new construction while reducing congestion on existing facilities;
- Continued service or improvement on rail branchlines, in cooperation with shippers, to assure rail movement of commodities where that is an efficient mode.

Research results and new technology derived from DOT and other research and development programs have been applied, and can be applied more broadly, in ways that will reduce the construction and operating costs of transportation systems. Some of these include:

- Improved, more efficient tunneling technology for mass transit construction; and
- Use of substitute materials for standard items in construction, such as asphalt emulsions, recycled materials, reinforced earth and so forth.

If you have not done so, you may want to consider establishing a technology transfer program as part of your operation to facilitate the early introduction of cost-beneficial new technologies to reduce both construction and operating costs.

Careful alternative analyses, particularly on major highway, transit and airport projects, are of vital importance to ensuring that the most cost-effective and least inflationary approach to meeting transportation requirements is chosen. The department intends to place even greater emphasis on this aspect of the planning and project review process. We should look increasingly to low capital cost alternatives to improve the efficiency of our transportation system and to meet the need for more capacity as transportation volumes grow.

When capital projects are being planned, formal value engineering reviews of designs during the early development stages have proved to be helpful in keeping costs down. Value engineering clauses in contracts can provide effective incentives to contractors to suggest cost-saving ideas.

Finally, I would urge that you review your internal operations for opportunities to increase productivity and reduce costs. This is difficult, I know, but a necessary element in obtaining public support for a wide range of anti-inflationary measures.

These are only some of the ideas I would like to have you consider to help in combating inflation. Regional and national officials of each of the department's operating administrations stand ready to aid you and provide further information and suggestions.

I invite your comments and suggestions on ways to reduce inflationary impacts of my department's programs and regulations.

—Brock Adams
Secretary of Transportation

DOL Study Shows That CETA Works

WASHINGTON, D.C.—While Congress debates CETA's future, the Labor Department has just released the first results of a long-term study that shows participants in CETA had better jobs and earnings after the program than before.

Assistant Secretary of Labor Ernest G. Green announced that initial findings of a continuing study which tracks how CETA participants fare after leaving the program, provide "compelling evidence that CETA helps its participants improve their employability and economic status."

The study followed a national sample of those who entered CETA adult-oriented programs in January to June 1975.

THE CENSUS BUREAU, which collected the data for the study, found 18 months after the participants entered that about 320,000 of them had been out of the program for at least three months, and 193,000 of the 320,000 were out at least a year.

The participants included early dropouts as well as "completers" in such programs as classroom and on-the-job training, adult work experience, and public service employment under Titles I, II, and VI of the Comprehensive Employment and Training Act.

These participants' experiences after getting out of the program were compared with their employment and earnings in two periods before they entered the program: the period just before entry (when their employment was generally limited) and a "more normal" period 12 months before entry.

The census interviewers found that 58 percent of the participants were employed three months after leaving the program. In contrast, only 26 percent had a job a month before they entered CETA.

"Compelling evidence that CETA helps..."

Looking back to the earlier preprogram period, 12 months before entry in CETA, 51 percent had been employed, so the improvement from that point was modest.

"What is particularly noteworthy about the improvement," Green said, "is that it was realized despite more difficult economic conditions in the postprogram period which restrained the extent of gain.

"Twelve months before these participants entered CETA, the national unemployment rate averaged slightly over 5 percent. By the time they got out of the program, the economy had worsened, and unemployment averaged around 8 percent, but more of them got jobs."

THE DATA ON those out of the program at least a year show a continuing improvement over time. More were employed a year after termination than in the first months after leaving.

Of this group out of CETA at least a year, 57 percent had jobs three months after CETA. Twelve months after, the proportion employed had increased to 62 percent.

About 22 percent were unemployed 12 months after. The remaining 17 percent were not in the labor force; they were primarily in school, in another training program, ill, or not seeking work.

The findings on earnings basically paralleled those on employment status. Again, the degree of improvement over preprogram earnings depends in part on which pre-entry period is used to represent the preprogram level.

Compared to the three months before entry to the program, the average annual rate of earnings in the first three months after termination was up $2,310 or 130 percent.

Compared to the fourth quarter (months 10-12) before entry, the annual earnings rate in the first quarter after termination was up by $740 or 22 percent.

The overall gain for the total participant group masks major differences between those who had stable employment backgrounds and those with histories of limited employment and earnings.

Those with "good" earnings before CETA had a good average after the program also, but it was not better than their pre-entry record, so they depressed the overall gain for all participants.

THOSE WITH LITTLE employment and earnings before enrolling in CETA had a modest average level after the program, but that modest level was a considerable gain over their low preprogram level. Their gain was very much greater than the average for all participants.

Specifically, the average earnings gain for all participants was 130 percent from the first quarter before entering the program to the first quarter after leaving it.

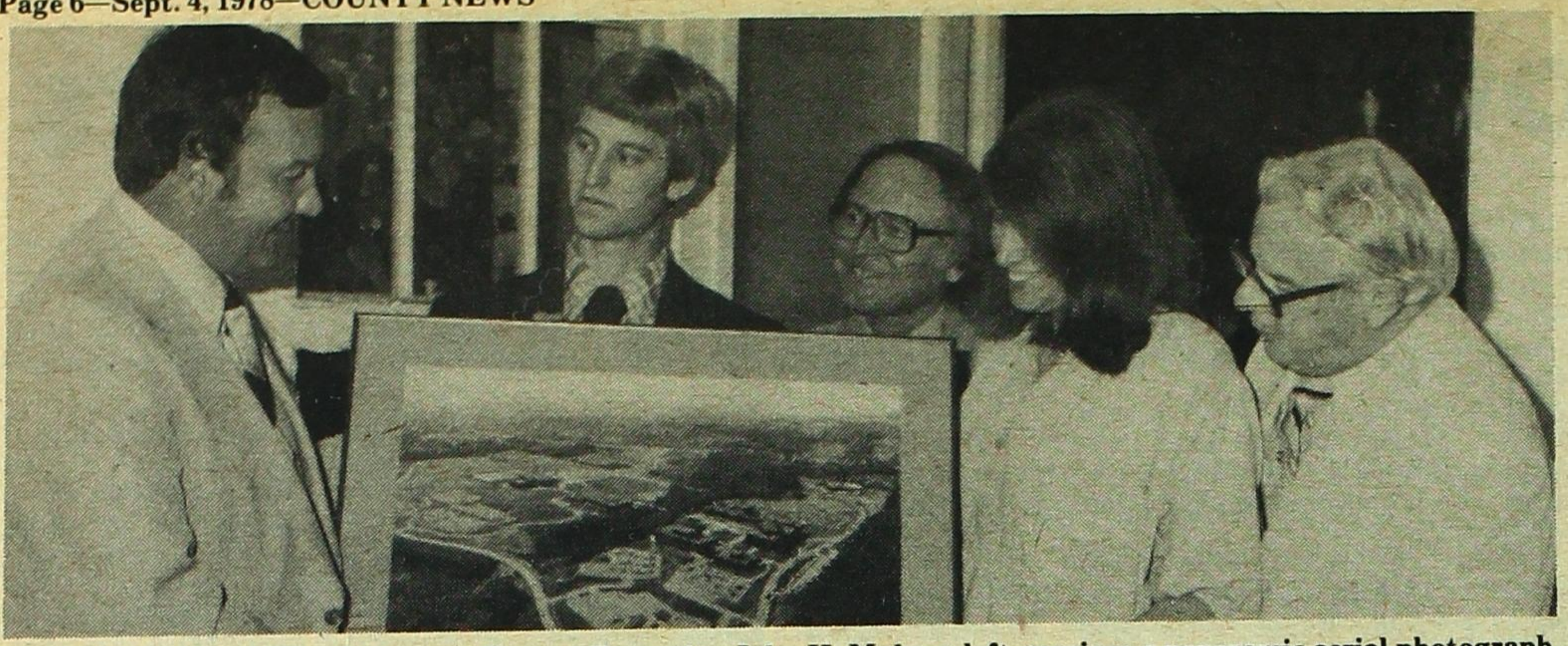
More than 80% surveyed rated CETA favorably

That was a product of three quite separate patterns: one subgroup roughly got back to its earlier level, another improved by 125 percent, and two others improved over 500 percent. The report states:

- "Those predominantly employed the year before entry had the highest postprogram earnings, but did not recover to their high pre-entry earnings level. Their average earnings the first quarter after termination was 8 percent less than their average the quarter before program entry.
- "Those predominantly unemployed and those principally not in the labor force the year before entry had lower postprogram earnings than the subgroup who were predominantly employed the year before, but their lower level still was a huge improvement over their low pre-entry earnings. They earned roughly 500 percent more in the first quarter after termination than in the quarter before program entry.
- "An 'other' subgroup, those with a mixed employment record the year before entry, gained about as much in dollar terms as the predominantly unemployed and not-in-the-labor-force subgroups, but because their pre-entry earnings had been higher than these other subgroups, their percentage increase was of course smaller, about 125 percent."

THE SURVEY ASKED the participants about their reaction to the program. More than four-fifths gave CETA a favorable rating: 59 percent said they were "satisfied" with it and 22 percent more said they were "very satisfied."

Negative responses came from 13 percent saying they were "dissatisfied" and 6 percent answering "very dissatisfied."



MULROY HONORED—Onondaga County Executive John H. Mulroy, left, receives a panoramic aerial photograph of Onondaga Community College from the school's board of trustees in recognition of his leadership and support in its founding and development. Also shown are, from left, Leon Zera, student representative to the board; Donald M. Mawhinney, immediate past board chairman; Dr. Barbara Davis, chairman of the college faculty; and Rev. Alexander C. Carmichel, past board chairman.

SUPPORT SOLICITED

Rural Effort Under Review

WASHINGTON, D.C.—The Department of Agriculture is reviewing a program which affects almost 1,200 counties nationwide. Future funding for USDA's Resource Conservation and Development Program (RC&D) was left in serious doubt earlier this year when the Office of Management and Budget (OMB), questioning the program's efficacy, recommended that RC&D be phased out.

RC&D is a natural resources management program which makes financial and technical assistance available for locally designed and implemented projects. Agriculture Department officials cite accelerated resource conservation efforts and economic development as RC&D's primary goals. Past RC&D projects have covered a broad sweep of resource management activities including water quality management, flood control, recreational facility development, and irrigation system development. Potential projects include rural runoff pollution control and agricultural land retention.

THE 16-YEAR-OLD program fell under OMB fire when a recent government study turned up no significant difference in conservation or development progress between participants and nonparticipants in RC&D programs. In response to OMB pressures, USDA has mobilized a task force to evaluate the program and find a more successful approach for its administration.

The RC&D task force is conducting a six-city tour where a series of roundtable discussions are being held with local RC&D participants, local government officials, and any other interested persons. Following these field hearings, the task force will submit its recommendations sometime in October.

A preliminary meeting held last week in Washington turned up considerable support from RC&D participants from West Virginia, North Carolina, and Kansas, as well as national groups with rural constituencies. All agreed that RC&D's broad, community-based approach made the program unique, affording project opportunities unavailable elsewhere in USDA. Each cited specific accomplishments made in their communities through RC&D and assured department officials that the program had been indispensable.

Apparently, Congress does not share OMB's doubts about RC&D. Now awaiting conference, the fiscal '79 USDA appropriations bill contains $32 million for RC&D in the House version and $16 million in the Senate measure. The Administration had requested only $6.7 million for the program, a budget designed to phase it out.

The House RC&D budget would sustain the program at its present level, while the Senate's recommendation would cause severe cutbacks in RC&D assistance. Presently, RC&D grants average $50,000 per project for the 168 projects now underway. These projects cover almost 1,200 counties nationwide.

Interested county officials should plan to attend the two remaining meetings: Sept. 12 in St. Paul, Minn. and Sept. 14 in Syracuse, N.Y.

The task force is also soliciting written comments, which should be sent by mid-September to: John Miner, USDA RC&D Task Force, Box 2890, Washington, D.C. 20013.

LOCAL ROLE AT ISSUE

State Solid Waste Guides Set

WASHINGTON, D.C.—The Environmental Protection Agency (EPA) recently published proposed state planning guidelines for solid waste. The most important element for counties is the remaining uncertainty of their role in the planning process with the states.

According to Section 4002 of the Resource Conservation and Recovery Act of 1976, the planning guidelines were to be completed by May 1978, but they are unlikely to be promulgated in final form until at least December, due to the scheduled hearings and the 90-day public comment period.

The state plans developed under RCRA are supposed to establish both regulatory procedures and provisions for assisting with improved land disposal and resource recovery. Specifically, the plans are to include: identification of planning and implementation agencies at the local or regional level; prohibition of open dumps (including the closing of those in existence); establishment of state regulatory powers; elimination of restrictions on long-term contracts which would interfere with resource recovery; and provision of sound waste management practices.

ANOTHER important aspect of the draft guidelines, from the county point of view, is the recommendation that states use their authority to intervene in local decisions regarding siting and acquisition of land disposal facilities. That suggestion is made on the assumption that states are better able to exercise political leadership on controversial siting issues.

However, that view has been shattered most recently by Minnesota's failure to gain public acceptance for siting of a model hazardous waste treatment facility under the auspices of an EPA grant. The state finally returned a large portion of the grant in frustration over local citizen opposition.

A third provision of the guidelines of significance to counties in some states is the requirement that states are to develop a strategy for encouraging resource recovery and conservation. To the extent that this will involve only the removal of any state-level obstacles to county authority, this poses no problems. However, if states interpret that provision as a means to force counties to adopt ill-conceived resource recovery plans or as a basis for denying permits for proper land disposal facilities, it could have detrimental consequences.

The proposed regulations are published in the Aug. 28 edition of the *Federal Register*. You may write to the Solid Waste Project, NACoR, 1735 New York Ave., N.W., Washington, D.C. 20006 for a copy.

A SERIES of public meetings will be held around the country to allow comments on the guidelines. They will be held in the following cities: Kansas City (Sept. 13), Seattle (Sept. 18), San Francisco (Sept. 19), Denver (Sept. 21), Atlanta (Sept. 26), Chicago (Oct. 4), New York City (Oct. 5), Boston (Oct. 11), Annapolis (Oct. 13), and Dallas (Oct. 24).

Further information on the meetings is available from Susan Absher, EPA WH-64, 401 M St., S.W., Washington, D.C. 20460, 202/755-9125.

—Cliff Cobb
NACoR

Solid Waste Dates

The date for Environmental Protection Agency's (EPA) resource recovery conference in Camden, N.J. has been changed from Nov. 8-9 to Dec. 12-13.

The National Solid Waste Management Association's Annual Congress will be held in San Francisco on Sept. 19-22. For more information, write to Fall Conference, NSWMA, Suite 930, 1120 Connecticut Ave., N.W., Washington, D.C. 20036, or call 202/659-4613.

Matter and Measure

RRR Regulations Out

Dear NACERs:

The Federal Highway Administration (FHWA) has finally published its draft regulations on design standards for resurfacing, restoration and rehabilitation (RRR) projects. This is a topic of great importance to all of us because of the vital need to preserve our existing highways. The proposed standards were published in the Aug. 23 *Federal Register*. If you need a copy, contact Marlene Glassman at NACo (202/785-9577).

I urge you to carefully review the proposal and send specific comments to Marlene by Oct. 16, so she can coordinate and forward them to FHWA. I must emphasize the need for specific comments on the standards FHWA has proposed. Please do not say that you agree or disagree with the proposal; rather, state in particular terms where you agree or disagree and include reasons for your position.

BACKGROUND

FHWA published an advance notice of proposed rulemaking on geometric design standards for RRR projects in the Aug. 25, 1977 *Federal Register*. The notice offered three alternatives for consideration. Two of the alternatives involved the American Association of State Highway and Transportation Officials (AASHTO) "Geometric Design Guide for Resurfacing, Restoration and Rehabilitation (RRR) of Highways and Streets 1977," known as the Purple Book. Because of "severe comments" received on criteria in AASHTO's Purple Book, FHWA rejected the Purple Book in its present form and decided to develop its own criteria.

A basic concern about the Purple Book was that all highway construction standards would be reduced. FHWA notes that its current proposal "makes it clear that the proposed standards are intended only for nonfreeway RRR projects, and existing standards will continue to apply to all new construction, reconstruction, and all freeway work."

In response to criticisms concerning the Purple Book's alleged lack of emphasis on safety, FHWA states, "The current proposal provides for safety throughout by encouraging the use of the highest practical design criteria, by requiring certain safety improvements such as on bridge approaches, and by requiring an analysis of the project's accident history to determine hazardous locations to be improved."

SUMMARY OF PROPOSAL

FHWA is asking for specific comments on its draft, "Geometric Design Standards for Resurfacing, Restoration, and Rehabilitation of Streets and Highways Other Than Freeways," as the standard for federal-aid nonfreeway RRR projects. FHWA wants comments on the criteria and their effect on federal-aid highway programs.

FHWA's proposed standards will not be applicable to freeway projects or construction of a new highway or reconstruction of an existing highway on any system. FHWA notes that its proposal "is not for standards in the strictest sense of the word, but are guides for making realistic decisions as to what criteria should be used. They are intended to provide the lower limit for applying engineering judgment in designing RRR projects and should not be used automatically, but only when higher values are not possible or practical."

FHWA defines RRR work as "work undertaken primarily to preserve an existing facility. Restoration and rehabilitation is considered to be work required to return the existing pavement or bridge deck (including shoulders) to a condition of adequate structural support or to a condition adequate for placement of an additional stage of construction (bridge deck protective system or resurfacing). Resurfacing consists of the placement of additional surface material over the existing, restored, or rehabilitated roadway or bridge deck to improve serviceability or to provide additional strength. RRR work may or may not include changes to geometric features, such as minor widening, flattening curves, or improving distances."

FHWA will impose no new reporting requirements, other than identifying by code RRR projects on existing programming documents. According to the proposal, RRR activities will be monitored through FHWA's existing project and program review procedures.

After reviewing comments received on its proposed rule, FHWA will request adoption of the design standards by states as an AASHTO standard.

For further information on the notice of proposed rulemaking contact: Seppo I. Sillan, Highway Design Division, Office of Engineering, Federal Highway Administration, 400 Seventh St., S.W., Washington, D.C. 20590, 202/426-0321.

—Blake Livingston
President
St. Clair County (Ala.) Engineer

TRB Sponsors Bridge Engineering Meeting

WASHINGTON, D.C.—The Transportation Research Board (TRB), along with the Federal Highway Administration and Federal Railroad Administration are sponsoring a bridge engineering conference Sept. 25-27 at the Chase-Park Plaza Hotel in St. Louis, Mo. The National Association of County Engineers is one of the conference's participating agencies. The conference will cover design, construction, rehabilitation and maintenance of vehicular bridges. Emphasis will be placed on problems and solutions of interest to highway, railroad and transit bridge engineers as well as administrators and managers.

Sessions cover such topics as: long-span bridges; inventories, inspection and evaluation; research and design; construction; testing; low-volume bridges; foundations; deck problems and solutions; fatigue and fracture; repairs and rehabilitation; loads and overloads; and safety and architecture.

Howard Schwark, Kankakee County (Ill.) superintendent of highways and FHWA county road adviser, will present a paper on county bridge problems and needs.

Registration fee is $60 for those who preregister and $70 for registration at the conference. Preregistration must be made with Marilo Damon by Sept. 11, in care of: Transportation Research Board, 2101 Constitution Ave., N.W., Washington, D.C. 20418, 202/389-6335.

To make hotel reservations, contact the Chase-Park Plaza Hotel (314/361-2500) and indicate that you will attend the TRB bridge meeting.

Maine Counties Play Central Role

ANDROSCOGGIN COUNTY, Maine—The preliminary report of the Maine Task Force on Regional and District Organizations offers a positive declaration of the value and necessity of county government in Maine.

The options of the report are exciting, states Roland D. Landry, executive secretary of the Maine County Commissioners Association (MCCA). Landry and MCCA are urging county officials and citizens to comment on the preliminary report in a series of public hearings being held in each of Maine's 16 counties.

The task force has stated its major single goal is "to seek a more responsive government." "Americans typically act only in a crisis situation. To the task force, the unchecked growth in governmental agencies and the loss of direct accountability constitutes a crisis situation," states the report's summary.

In its recommendations to improve the delivery of state services, the task force proposes options for improving substate districts. The task force did not aim at a "new" regional government. Instead, it proposes to examine options rationalizing the multitude of regional agencies which already exist.

THE TASK FORCE determined that the real need was to develop an official set of overall districts that meet the social, economic, physical and political needs of Maine. County and multicounty boundaries appear most appropriate because they are traditionally recognized and familiar to Maine residents; current regional planning commission boundaries closely approximate counties or multiples of counties; a number of major state agencies currently use aggregates of counties in their administrative districts; social and economic data is consistently collected for counties by state and federal agencies; and a number of services are currently delivered on a county basis.

One of the task force's options is a "home rule" type of plan for counties, entitled "Modernizing County Government." It includes recommendations designed to increase county government's role, enhance its effectiveness, and bring coordination and accountability to all levels of government operating at the substate level.

Specific functions performed by each county would vary by major geographic areas of the state. For example, the more urban counties would perform more functions than rural ones.

In order to be responsive, it was felt that county governments should be granted final budgetary authority. Financing mechanisms might include county property, income and/or sales taxes; state/federal county revenue sharing; the ability to seek and accept public and private funds; and contractual funds.

DETAILS OF the new county structure would include a county council to be the governing and policymaking body. The council would consist of five to seven elected members from single-member districts on the basis of one person, one vote. Council members would be elected on staggered four-year terms. The chair could rotate every two years between the districts, be elected at large, or be elected by the council.

Council powers would include policymaking, approval of the budget, appointment of a county administrator, final approval of department heads, ability to seek and accept public and private funds subject to public accountability.

The county administrator as the chief administrative officer would prepare and submit the budget, select major county department heads, be responsible for day-to-day operations, and be responsible for doing other studies as determined by the county council.

—Margaret I. Taylor
State Association Liaison

Miss. Convention Eyes Tax Reform

HINDS COUNTY, Miss.—The dilemma of a taxpayers' revolt was a recurring theme during the 49th Annual Convention of the Mississippi Association of Supervisors (MAS).

An estimated 550 persons attended the convention in Jackson.

The three keynote speakers for the meeting were Mississippi Gov. Cliff Finch; Jim Buck Ross, commissioner of Agriculture and Commerce; and Bernard F. Hillenbrand, NACo executive director.

Discussing one chief concern of the supervisors, Gov. Finch promised the state would continue its efforts to alleviate overcrowding at the state penitentiary so that some 700 state inmates could be transferred from county jails.

He also assured the officials that the state will provide funds to help counties conduct property reappraisal, which he said must be done to comply with the state constitution.

Ross addressed the problems of the "taxpayers' revolt," comparing the taxpayers' position with what government can demand and expect in the future unless effective solutions are put into practice.

ALSO SPEAKING on the problems of tax reform, Hillenbrand commented that "the public feels that government, from federal to county government, is too large. Our central theme is to respond responsively to this." He called for "home rule," saying that the individual needs to know where to go to be heard and to know that he is talking to the proper person in order to get a response.

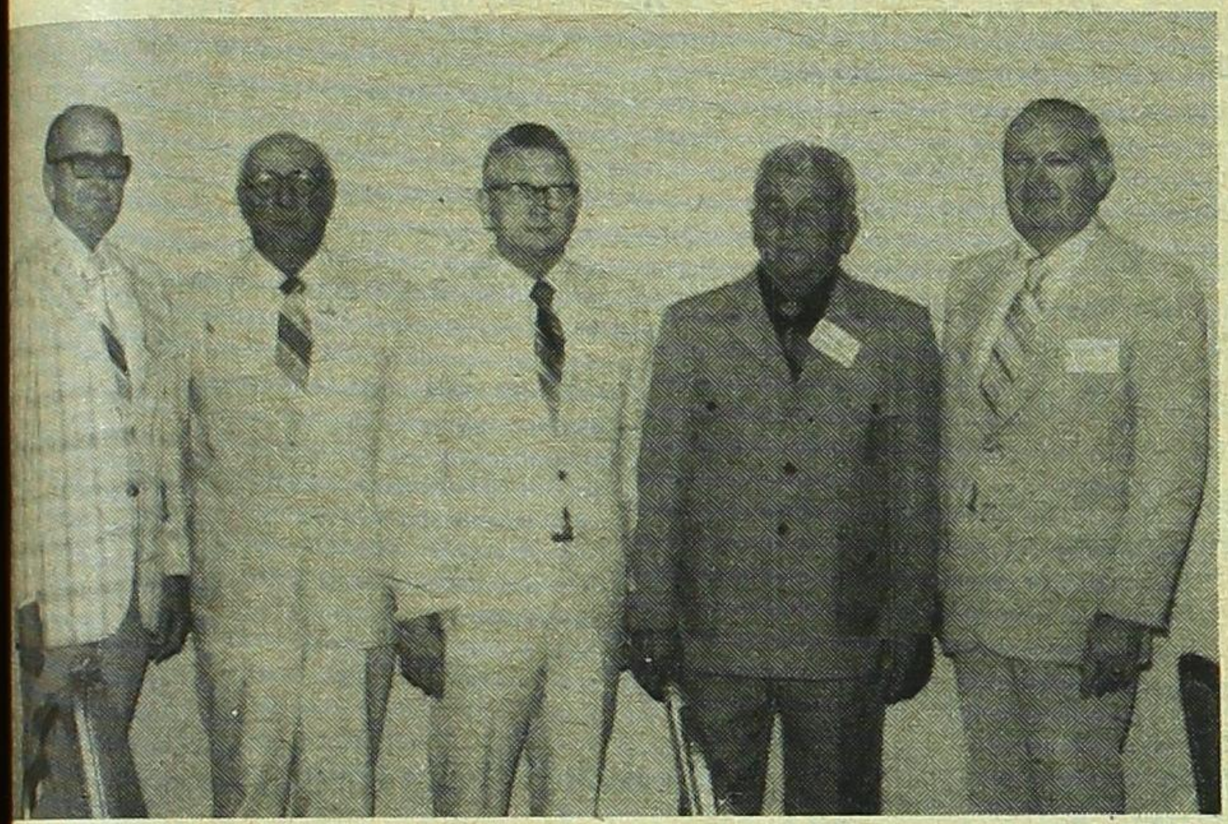
Other speakers included Dr. W.M. Bost, director of the Cooperative Extension Service, Mississippi State University; State Treasurer Edwin Pittman; State Auditor Hamp King; State Attorney General A.F. Summer; State Sen. John William Powell, chairman of the Senate County Affairs Committee; State Sen. Joe M. Mulholland, proponent of the "Feeder Road Program"; and Marcus Dean Williams, state aid engineer.

The general concern of these speakers was that county officials should operate with caution and careful spending and use of funds.

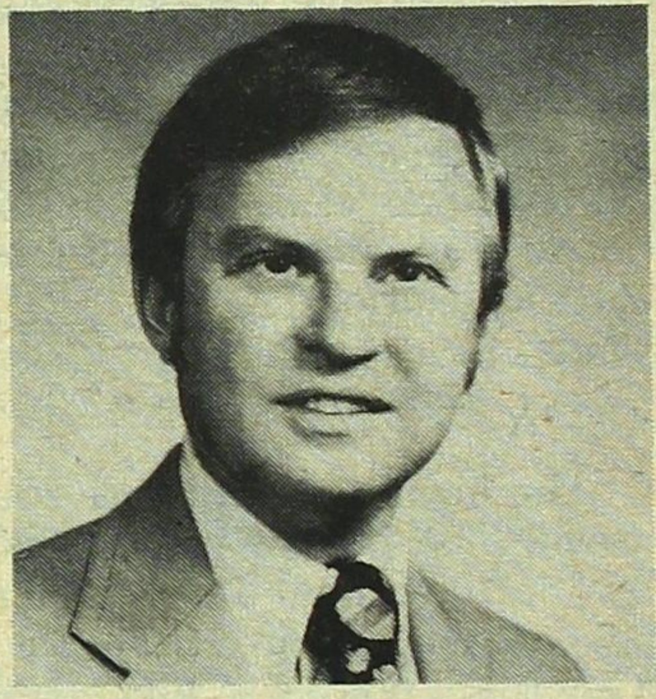
DELEGATES TO the convention elected the following officers by acclamation:

President Clyde R. Donnell of Warren County, First Vice President Randall Spradling of Itawamba County, Second Vice President Lum R. Cumbest of Jackson County, Third Vice President Joe B. Baird of Sunflower County, Secretary-Treasurer C.H. Cain of Lee County, and Sergeant-at-Arms Johnny L. McGraw of Neshoba County. A.J. Foster serves as assistant to the president.

The Mississippi Association of County Engineers met for a business session during the MAS convention. The following officers were elected: Joe E. Lauderdale of DeSoto and Tunica Counties, President-Elect Charles B. Holder of Jasper and Smith Counties; and Secretary-Treasurer Richard Simmons of Forrest County.



NEW OFFICERS of the Mississippi Association of Supervisors for 1977-78 are, from left, Secretary-Treasurer C.H. Cain of Lee County; Third Vice President Joe B. Baird of Sunflower County; Second Vice President Lum R. Cumbest of Jackson County; First Vice President Randall Spradling of Itawamba County and President Clyde R. Donnell of Warren County.



Bowes

Bowes Named Colorado Exec

COLORADO—Former Southern Colorado University (USC) President Harry P. Bowes has been appointed executive director of Colorado Counties, Inc.

He replaces Clark A. Buckler who is scheduled to retire in September. Buckler became the association's first executive director in 1972.

Bowes, 42, was selected for the position from 103 applicants from throughout the nation.

As president of USC from 1971 until 1977 he assisted in a successful campaign to achieve university status for the institution. Six major facilities were planned, completed and occupied during Bowes' tenure. Extensive administrative reorganization was also accomplished.

He received his doctorate in personnel administration from the University of Colorado, his master's degree in economics and sociology from the University of Missouri, and his bachelor's degree in business administration from Northwest Missouri State University.

Prior to his appointment as USC president, Bowes served four years as president of Dakota State College in Madison, S.D.

Bowes is a former member of the boards of directors of the United Bank of Pueblo and the Greater Chamber of Commerce of Pueblo. He is currently a board member of the International Council on Education for Teaching and the national board of the Commission on Multi-Cultural Education.

State Executive Closeup

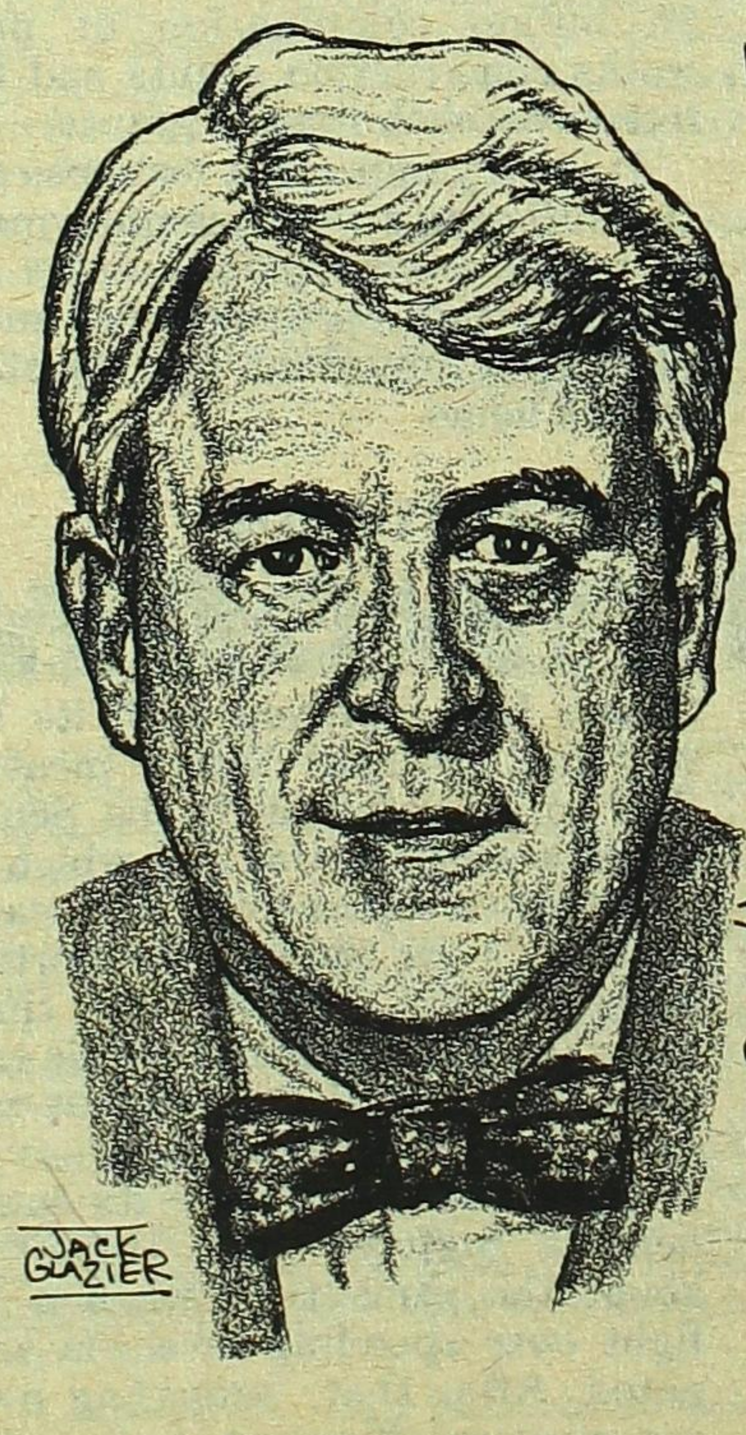
Jack ROGERS

EXECUTIVE SECRETARY
of the
WASHINGTON STATE
ASSOCIATION of COUNTIES

EDUCATED IN THE SCHOOLS OF BREMERTON, WASHINGTON, AND TWO YEARS AT THE UNIVERSITY OF WASHINGTON.

ELECTED TO THE WASHINGTON STATE SENATE IN 1944 WHERE HE SERVED 2 YEARS. HE WAS ON THE SENATE RULES COMMITTEE AND SERVED AS CHAIRMAN OF THE CITIES, TOWNS AND COUNTIES COMMITTEE.

IN 1962 HE WAS ELECTED TO THE WASHINGTON STATE HOUSE OF REPRESENTATIVES, WHERE HE SERVED AS CHAIRMAN OF LOCAL GOVERNMENT COMMITTEE. HE SERVED FOUR YEARS AS A MEMBER OF THE HOUSE.



ROGERS WAS ELECTED AS A KITSAP COUNTY COMMISSIONER IN 1966. HE RESIGNED AS COMMISSIONER MAY 1, 1969 TO ACCEPT POSITION AS EXECUTIVE SECRETARY OF WASHINGTON STATE ASSOCIATION OF COUNTIES.

HE WAS THE OWNER AND PUBLISHER OF THE PORT ORCHARD INDEPENDENT FROM 1947 THROUGH 1966 AND FORMER OWNER OF THE BREMERTON PRINTING CO.

HE WAS A MEMBER OF WASHINGTON STATE URBAN ARTERIAL BOARD 1967-69 AND A MEMBER OF THE WASHINGTON STATE RETIREMENT BOARD, REPRESENTING COUNTY EMPLOYEES.

JACK AND HIS WIFE DOROTHY HAVE TWO DAUGHTERS

CURRENTLY JACK ROGERS IS SERVING AS SECRETARY OF THE NATIONAL COUNCIL OF COUNTY ASSOCIATION EXECUTIVES.

A Weekly Report

Legislative Countdown

by Bernard F. Hillenbrand, NACo Executive Director

As Congress gets back to work this week, we will be better able to gauge the fate of nearly a dozen measures which have significant effects on the budgets of counties across the country.

We hope that county officials did a lot of serious talking to their congressmen over the Labor Day recess.

Five weeks are left in this 95th Congress and the amount left to do is staggering. Right away Congress must pass the Second Budget Resolution and finish up pending appropriation bills seven days after that. Add to that, energy, civil service reform, a whole series of health bills, not to mention the tax bill. And this legislative marathon will be conducted under the clouds of threatened presidential vetoes and threatened filibusters.

Hill watchers aren't even giving odds on the way the legislative logjam will break.

In the past several weeks we have tried to chart the progress of selected bills important to counties. Good news is that CETA passed the Senate unscarred; that a new fiscal relief bill for welfare has been introduced in the Senate; and that progress has been made in public works and energy impact legislation.

Here's a closer look:

CETA

The headline on page 1 speaks for itself. The Senate passed its CETA bill 66-10 without any of the crippling amendments approved by the House. Our thanks goes to all those county officials who raised their concerns to members of their congressional delegation.

Action now shifts back to the House. Fifty percent or more of the House delegation in 36 states voted for the Obey and Jeffords amendments which put severe limits on public service wages and cut the number of public service jobs nationally. Unless some of these votes are turned around, we are in for even more serious cuts when the House brings CETA back to the floor.

CETA works. A just-released study by the Labor Department shows CETA participants had better jobs and earnings after the program than before. Let's continue to show the sucessful participation of counties in the CETA program.

WELFARE FISCAL RELIEF

As a last ditch effort to enact some sort of welfare reform this session, Sens. Moynihan, Cranston and Long introduced a new bill Aug. 25 to help states and counties offset part of their mounting welfare costs (see story, page 1). This bill, which authorized $1.5 billion annually, is a scaled down version of an earlier proposal.

The prospects appear bright because of the strong backing of Finance Committee Chairman Long. But the Administration has said that it will try to block any fiscal relief effort that is not tied to comprehensive welfare reform.

We recognize, as do the senators, the great need for comprehensive reform. But overall reform is dead for this year, and counties should not have to suffer while waiting for the overhaul some time in the future.

More than 60 percent of the nation's welfare caseload is in states where counties pay huge chunks of welfare aid from the property tax. More than half of the county's property tax revenue in some of these states goes directly for welfare and Medicaid costs.

Far from taking the steam out of comprehensive reform, a lifting of the welfare burden on counties can be a first step. It should be easier next year and the year after to secure other important pieces of what the President has proposed as a complete welfare reform package.

PUBLIC WORKS

It now looks as if a Senate subcommittee has enough votes to report out a new two-year, $2 billion public works bill. Last week we reported that chances for a round three of the current public works program looked dim because the subcommittee on community and regional development was split 4 to 3 against it. It seems now that Sen. Lloyd Bentsen (D-Tex.) is ready to support the bill. This should pave the way for quick action by the subcommittee and the full Committee on Environmental and Public Works.

The bill, sponsored by Sen. Daniel Patrick Moynihan (D-N.Y.), is a modification of the NACo-endorsed Labor Intensive Public Works proposal. It is less labor intensive than originally proposed (with labor costs averaging 40 percent of total project costs) and targets fewer jobs to the long-term unemployed (25 percent as opposed to 50 percent).

Action is also expected any time on a considerably larger public works bill in the House Public Works Committee. Earlier its economic development subcommittee approved a two-year, $6 billion combination of public works construction grants and labor intensive rehabilitation grants.

It is very important for those counties suffering severe unemployment—and there are many—to contact their senators and representatives and explain how important this legislation is back home.

TRANSPORTATION

With an eye toward patching up our present highway network, the Senate has approved both its highway and highway safety measures. Still to be voted on is the Senate's public transportation bill which contains both operating and capital assistance for public transportation programs. For the first time, the bill includes funds for rural public transportation. It will probably be voted on by the middle of the month.

The House will tackle its comprehensive highway and transit bill about the same time when a floor fight over spending levels is anticipated. After that, wrangling over a compromise will eat up precious time.

Waiting in the wings are anxiou[s] state and county transportation off[i]cials who want to see compromis[e] reached before Oct. 1 when highwa[y] funding authority runs out. Count[y] officials should contact their repr[e]senatives to press for immediate ac[-]tion on this vital legislation.

ENERGY IMPACT AID

Chances of getting some kind o[f] energy impact aid bill passed this se[s]sion appear good. The last hurdl[e] before full Senate action is considera[-]tion by the Governmental Affair[s] Committee which could come thi[s] week. Meanwhile, because there ar[e] two versions (Hart and Glenn), staff are looking at possible compromises. The issue in the two bills is wheth[er] communities hurt by skyrocketin[g] energy development should be assis[t]ed through grants or loans.

The House has been waiting for th[e] Senate to act and has, consequently not moved along its impact aid bil[l]. There is some support among Hous[e] members for attaching the bill t[o] another piece of legislation, possibly public works bill. Time is running ou[t]. It is important for counties buildin[g] facilities for energy boomtowns t[o] keep close touch with their congres[-]sional delegation.

COUNTERCYCLICAL AID

Sen. Long's Finance Committe[e] will be busy on the Senate floor thi[s] month advancing the case for conti[n]ued countercyclical fiscal assistanc[e] to communities with high rates of u[n]employment. Senate action on the tw[o-]year bill, which provides states an[d] communities with an estimated $60[0] million annually, comes as time i[s] running out both on the legislati[ve] clock and for the current progra[m] which NACo calls "unemployme[nt] insurance" for counties.

Keep in mind that not all countie[s] and cities have shared in the econom[ic] upturn. The Treasury Departme[nt] estimates that over 93 percent of t[he] funds will be distributed to units [of] government with unemployment ov[er] 6 percent and over 65 percent of t[he] funds will be paid out to communiti[es] where the jobless rate exceeds 8 pe[r]cent.

Counties must do their part to co[n]vince their senators of the merits [of] the supplementary fiscal assistan[ce] program. A motion to eliminate [the] countercyclical funds from the Hou[se] budget resolution failed by only [...] votes last month. Much work st[ill] needs to be done.

There is no countercyclical bill [in] the House. The only way for the pr[o]gram to be continued is passage [by] the Senate and some arrangeme[nts] made for the bill to go to confere[nce] and then be voted on by the House.

Bernie Hillenbran[d]