

# COUNTY NEWS

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Washington, D.C. 20006

Our Prayer...

The Wisdom to Know

and the Courage to Defend  
the Public Interest

## Don't Cut Spending, NACo Urges



At President Ford's pre-summit Conference on Inflation were: (left to right) John Spellman, King County executive of Washington; Jack Walsh, San Diego County supervisor; James T. Lynn, Secretary of HUD and chairman for the conference; Stan Smoot, NACo president; and Louis V. Mills, NACo fourth vice president.

### County Officials Stress Problems At Pre-Summit

Anti-inflation tactics must not aggravate the nation's recession, NACo maintained during a pre-summit anti-inflation conference Sept. 22-23 in Washington, D.C.

"Recession is just as serious — if not a more crucial problem — than inflation," NACo testified in a statement to the conference chaired by HUD Secretary James T. Lynn.

NACo stated that the Federal government should not curtail spending in the fight against inflation; that Congress should enact a national health insurance program and an emergency public service jobs program; that it should put top priority on extension of general revenue sharing, and that the Administration and Congress should again focus on welfare reform.

The conference was one of a dozen leading to President Ford's Sept. 27-28 summit conference on inflation at the Washington Hilton Hotel.

County officials, governors, mayors, state legislators, city managers, labor representatives and various independent groups met in the pre-summit at the Sheraton Park.

Representatives from all 12 of the pre-summit meetings participated in the full conference. Representing county officials were NACo President Stanley M. Smoot, commissioner of Davis County in Utah; NACo's Second Vice President Dan Lynch, chairman of the board of commissioners of Douglas County in Nebraska; NACo Fourth Vice President Louis V. Mills, county executive of Orange County, New York; NACo Director John Spellman, county executive of King County, in Washington; and Jack Walsh, supervisor of San Diego County in California.

County officials, governors and mayors agreed that the inflation problem would not be solved by making cuts in the domestic budget. This would merely pass the buck to state and local governments.

See page 13 for a condensation of NACo's formal statement at the pre-summit conference.

### Revenue Sharing Is Key

## Power Shift Seen by Richardson

by Pam Gaynor  
NACo Staff

Elliot Richardson, former U.S. attorney general, told a revenue sharing conference that the nation is "gathering momentum toward reversing the accretion of power in Washington."

Richardson keynoted the conference on the "Future of Revenue Sharing," sponsored by the National Civil Service League (NCSL) and NACo, at the Statler Hilton in Washington, D.C., Sept. 23-24.

Speaking on "the Changing Federalism," Richardson told the audience of 325 government leaders that the bulk of power is being distributed among state and local governments, thanks to distribution of money made possible by revenue sharing.

He said that money raised to create a federal tax base must always be viewed as "money of the people of the United States, generated by the economy of the United

States." The Federal government, Richardson said, cannot be seen as solely responsible for the money's allocation just because it has been delegated tax collector.

Richardson argued that allocations for specialized programs as education, health care and library services should be made at "the state and local level, preferably the latter." General revenue sharing allows for that, according to Richardson.

In contrast, Richardson mentioned categorical grants as a means of dealing with problems requiring a national response. To ensure the most effective use of both programs, he suggested that the Federal government "ought to establish as a periodic, routine practice the review of existing programs" to determine which maintain the nature of categorical grants and which might better be absorbed into general revenue sharing.

NCSL President Mortimer Caplin opened the conference by saying that this is a "strategic time" to think about the future of revenue sharing. Caplin noted that the Federal government is now raising \$52 billion for state and local governments — \$50 billion more than in 1950. That sum accounts for one-fifth of all state and local expenditures.

Richard Nathan, director of the Brookings Institute, began a panel discussion by saying that allocation policies must be made more equitable if revenue sharing is continued. Preliminary research indicates that central city jurisdictions such as Baltimore and St. Louis must use their allotments just to make ends meet. Other jurisdictions such as some townships in the Midwest find that funds far exceed actual needs.

Kenneth Gibson, Mayor of Newark, N.J., and John Klein, county executive of Suffolk County, N.Y., amplified Nathan's conclusions about urban needs.



## Washington Briefs

**Ford Proposes Budget Cuts.** In a move to set an example of spending restraint in the battle against inflation, President Ford has told Congress he intends to defer approximately \$20 billion in long-range federal spending. Included in the President's list were \$9 billion for sewage treatment plant construction grants administered by the Environmental Protection Agency, \$4.4 billion in federal aid highway funds for Fiscal 75 and \$6.4 billion for Fiscal 76, and \$39.6 million for various programs administered by the Department of Health, Education and Welfare. The President also asked for rescissions of \$456 million for Rural Electrification and Telephone loans and \$40 million for Appalachian Regional Development Airport construction. The President said the proposed deferrals and rescissions were taken as an essential step in achieving the goal of a balanced budget for Fiscal 76.

**Senate Subcommittee Approves OEO Bill.** The Senate Subcommittee on Employment and Poverty has approved S. 3870 extending the Community Action program now administered by the Office of Economic Opportunity for three years. The bill provides that upon enactment the President be given 60 days to determine where organizationally within the federal government the Community Action Program should be placed. If the President does not request a reorganization, such as placing it in HEW as proposed in a House passed bill, the bill would establish an independent Community Services Agency. The bill includes an open-ended appropriation and provides an 80 per cent federal — 20 per cent local match for three years.

The full Senate Labor and Public Welfare Committee is expected to mark up the subcommittee bill the week of Sept. 30. It is unlikely, however, that a final OEO bill will be enacted by the time Congress goes home for the November election. Final action, rather, is anticipated during the "lame duck" session following the election.

**Congress Again Considering Temporary Transit Operating Bill.** Joint hearings were held Sept. 25 by the House-Senate Conference Committee on the Urban Mass Transportation Act (S. 386) in an effort to reach a compromise on temporary transit operating subsidies. The House has twice rejected previous compromises reached by the House-Senate Conference Committee. The bill authorizes \$800 million in Fiscal 1975 for operating and capital construction costs of mass transit systems. The staff of the conference committee, chaired by Sen. Williams (N.J.), is presently preparing amendments which may include an increased state role; funding of \$200 million for fiscal year 1975 and \$400 million for Fiscal 1976; change in the matching formula for operational assistance (to 50 per cent federal and 50 per cent local); and a change in criteria for allocation of funds. Transportation Secretary Brinegar and other administration officials remain opposed to this short-term operational assistance bill.

The Senate has not scheduled hearings on any of the more comprehensive, long-term mass transportation bills such as the \$11 billion Federal Mass Transportation Act (HR 12989) approved by the House Aug. 21. In testimony, NACo stressed the need for long term financing and only could support S. 386 with the understanding that Congress take up a comprehensive bill early next year.

**Supplemental Appropriations.** The House Appropriations Committee has reported a supplemental appropriations bill including funds for the new community development block grant program authorized by the Housing and Community Development Act of 1974. The bill appropriates \$2.19 billion for the program, which combined with transitional amounts for urban renewal and model cities already included in the regular Fiscal 1975 HUD Appropriations Act, totals \$2.5 billion, the total amount authorized. Also included in the supplemental appropriations bill is a total of \$51.1 million for funding the Economic Development Program. House action on the supplemental bill is expected on September 30.

**Senate Votes Health Manpower Bill.** The Senate has overwhelmingly approved legislation requiring medical and dental schools to designate 25 per cent of their classroom spaces for students volunteering to serve in inner-city areas or rural areas short of medical care workers. The House has yet to act on health manpower legislation.

**Campaign Reform.** A House-Senate Conference Committee continues to deliberate over different versions of campaign reform legislation, HR 16090 and S. 3044. Major differences remaining to be resolved include the organization and responsibilities of a federal commission to administer the Act and federal financing of congressional election campaigns. In addition, the Senate version provides for simultaneous poll closings so that East Coast returns do not affect elections on the West Coast. The bill also changes election day for federal elections from Tuesday to Wednesday. NACo is urging the Conferees to eliminate both of these provisions.

## 9 Briefings Set Around Nation

NACo is lending its support to nine technical briefings to be conducted by the Department of Housing and Urban Development and the National Association of Housing and Redevelopment Officials (NAHRO); on the implementation of the Community Development Program.

NACo conducted a one-day briefing on the new legislation and regulations for the 85 entitlement counties in Washington, D.C. However, by supporting the HUD-NAHRO briefing sessions, NACo hopes that a wider audience of both county officials and their technical staff can be reached, as all county governments are eligible to seek and receive funding under the act.

These briefing sessions are designed to aid local government and agency officials in preparing a community development application as well as how to plan for and implement the program under the new law. The sessions are scheduled during the review and comment period on the regulations and HUD has indicated that information from the sessions will be used in preparing the final regulations.

HUD Secretary James T. Lynn and various assistant secretaries will present an overview briefing the first half day of each two-day session. The remaining day and a half will consist of technical briefings on: 1) the regulations and application process (including an analysis of the housing assistance plan); 2) the community development planning process; and 3) certification and program execution.

### Dates and Places

Oct. 3-4	Sheraton-Boston	Boston
Oct. 4-5	Sheraton Hotel	Philadelphia
Oct. 8-9	Palmer House	Chicago
Oct. 9-10	Muehleback Hotel	Kansas City, MO
Oct. 10-11	Inn of the Six Flags	Arlington, TX
Oct. 11-12	HUD Briefing:	
	Civic Center	Atlanta, GA
	NACRO Sessions:	
	White House	
	Motor Inn	Atlanta, GA
Oct. 22-23	Seattle Civic Center	Seattle, WA
	Hotel rooms: University Tower Hotel	
Oct. 23-24	Holiday Inn Golden Gateway	San Francisco, CA
Oct. 24-25	Regency Inn	Denver, CO

### Format

**First Day**  
1:30 — 5:30 p.m. Overview Briefing Conducted by HUD  
7:30 — 9:30 p.m. NAHRO Technical Briefing Session — Part I

**Second Day**  
9:00 — 11:30 a.m. NAHRO Technical Briefing Session — Part II  
1:00 — 3:00 p.m. NAHRO Technical Briefing Session — Part III

Registration will be accepted on-site. Attendees must bring registration checks, cash or vouchers made out to NAHRO. Fees for NACo, NAHRO and American Society of Planning Officials (ASPO) members are \$25, \$35 for non-members. Registration includes attendance at the HUD overview briefings.

For further information contact Bruce B. Talley, Connie Whitaker or Jayne Seeley at (202) 785-9577.

### Correction

The Office of Revenue Sharing set Sept. 19 as the deadline for submission of fifth entitlement planned use and/or actual use reports covering July 73-July 74.

Last week's edition County News incorrectly reported the deadline to be Oct. 19. The News regrets the error.

Local government units should file as soon as possible.

## NACo To Work For Independence For Aged Persons

Encouraged by the tremendous level of activity in developing services to the aging among all our member counties, NACo has just joined the National Voluntary Organizations for Independent Living for the Aging.

Along with 150 other groups, we will launch Operation Independence, a three-year, nationwide program aimed at linking the personal independence of older persons to the 1976 Bicentennial.

Operation Independence seeks to stimulate programming for the aging within national voluntary organizations and through their constituent groups. It also seeks development of community in-home services by coalitions of local voluntary and public agencies to facilitate independent living by older people.

Operation Independence will promote community-service alternatives to institutionalization.

This will be done in partnership with the planning and service functions now being carried out under Titles III and VII of the 1973 Older Americans Act Comprehensive Service Amendments.

The effort dates back to the 1971 White House Conference on Aging, when the original members of NVOILA formed the Steering Committee of National Voluntary Organizations for Services to Older Persons in Their Own Homes or Other Places of Residence.

Operation Independence plans to offer guidance, consultation and training to community and national participants, enabling them to create new services for the aging or to expand those that already exist. Program guides and technical assistance materials on community services to the aging will be available. Assistance is also expected for planning and conducting special training sessions and workshops.

As a member of NVOILA, NACo will be expected to undertake a new national program and expand current efforts in an effort to contribute to independence for older people. The programs can be either service or education-oriented, but must be operational by July 4, 1976.

All county representatives with an interest in formulating NACo's plan are encouraged to contact the staff liaison, Mary Brugger, at (202) 785-9577.



## New Directions

by Scott Franklin  
New County, U.S.A. Center

### Computerized System to be Instituted

Commissioners in *Randall County, Texas*, have approved plans for a computerized bookkeeping system which would indicate monthly cost indexes and balances for each of the county offices.

Primary reason behind the adoption of the system was a lack of communications between departments and the budget office due to a non-standardized procedure of making certain entries.

### Joint Venture Receives Federal Bonus Money

The benefits of city-county cooperation were illustrated recently in *Dane County* and the *City of Madison, Wisc.*, when they received a \$1.1 million federal grant to help ease economic problems.

The grant will be used to fund nine jointly-selected programs aimed at improving job skills and employment opportunities for economically disadvantaged persons.

This joint manpower planning effort resulting in an extra 10 per cent funding from the Department of Labor, gives such bonuses to encourage nationwide cooperation. The city and county also combine efforts in installing and maintaining police radio equipment, providing housing for governmental offices, purchasing supplies, and providing library service.

### Life Support Vehicle Purchased With Revenue Sharing Funds

Through the use of revenue sharing money the *County of St. Louis, Missouri*, will purchase a specially equipped life support vehicle to provide high-quality specialized emergency medical care for citizens.

The vehicle will be a fully equipped hospital emergency room on wheels with a portable electrocardiograph and defibrillator, two-way radio communication and telemetric equipment to relay vital patient data directly to physicians at *St. Louis County Hospital*.

Two-member paramedic crews will be on duty continuously with their activities guided by direct hospital communication. This emergency room on wheels should be particularly effective in saving heart-attack victims.

### Unique Building Opened in Fulton County

A Medical Examiners' Board, one of five in the nation, was recently opened in *Fulton County, Georgia*.

In addition to enlarged autopsy and morgue facilities, the new building also has a combined library auditorium included for use by medical students and other groups. This unique facility should speed up the process of establishing cause of death of persons who die violently or of undetermined causes.

Space is also available now for a toxicology laboratory which officials hope will begin operation next year.

### Citizen Interview to Aid Police

In order to evaluate accurately its performance throughout the year, the *Anne Arundel Police Department, Maryland*, is interviewing citizens who had dealings with the police to find out if officers were efficient and helpful. The purpose of the program is to establish better community relations.

Each week a police sergeant will be required to complete a "quality of service report form" for every person under his command. The form will be based on questions posed to citizens.

### Cleaner Air Result of Cooperation

The *Montgomery County Commissioners, Pennsylvania*, have initiated a cooperative effort with two local governmental units, resulting in an agreement on a cleaner and better environment.

Both townships will quit using an incinerator causing a great deal of pollution. Instead they will use the county's sanitary landfill, paying \$6 per ton of refuse deposited.

### Facilities Expanded at County Home

Construction has begun on a \$1.3 million addition to the county home in *Westchester County, New York*. The new wing will provide a new clinic for home residents requiring medical care and a complete rehabilitation facility for all residents.

### Program Aimed at Saving Energy

Flexible work hours and financial incentives for car pooling are two components of a program that *Lane County, Oregon*, plans to test.

The purpose of the program is to reduce energy consumption and help alleviate present and future congestion in downtown Eugene by allowing as many employees as possible to avoid rush hour.

Hillenbrand's

Washington Report

(202) 785-9591

A two-minute, 50-second capsule



John Klein, chairman of NACO's manpower steering committee, discusses the basic issues in the public service employment amendments to the Comprehensive Employment and Training Act with members of the NACO manpower steering committee and a DOL official. Seated left to right are Hal Anderson, commissioner of Boulder County in Colorado, Lois Parke, councilwoman of New Castle County in Delaware; Roland Landry, NACO director and commissioner of Androscoggin County in Maine; and Don Balcer, director of Office of Community Manpower Programs, USDOL.

## GRANT FUND ALLOCATION

### Listed by Civil Service

The U.S. Civil Service Commission has announced its allocation of Federal grant funds available to state and local governments under the Intergovernmental Personnel Act (IPA) in Fiscal Year 1975.

The allocations are planning figures for state and local governments to use in developing grant applications to submit to regional commission offices.

State and local governments can use these funds to strengthen their management capacities through programs designed to improve personnel management practices and to train their professional, administrative, and technical officials and employees.

Under the IPA, the commission may provide grant support for up to 75 per cent of the cost of approved projects. At least 50 per cent of each state's allocation must be used to meet the needs of local governments.

In addition to the \$12,410,000 that Congress has appropriated for grants under the standard formula, the commission also has \$2,590,000 in discretionary grant money available in FY 1975. These funds will be used for special high-priority projects, grants to the Commonwealth of Puerto Rico and to territorial governments, and grants to certain non-profit organizations to support training of state and local government employees.

In announcing the allocations, CSC Chairman Robert E. Hampton praised the initiative and interest of governors and local government chief executives in the use of IPA grant funds they have made to date to meet their management improvement and training needs.

"Our three years of experience with this program demonstrates real progress by state and local governments toward improving government effectiveness and inter-governmental cooperation with the help of IPA resources," he said.

Hampton noted that there still exists a critical need for adequate

IPA resources to help state and local governments strengthen their management capacity.

STATE	TOTAL STATE ALLOCATION	MINIMUM SHARE FOR LOCAL GOV'T NEEDS*
Alabama	\$ 194,000	\$ 97,000
Alaska	70,000	35,000
Arizona	123,000	61,500
Arkansas	109,000	54,500
California	1,187,000	727,300
Colorado	147,000	73,500
Connecticut	169,000	104,600
Delaware	70,000	35,000
D.C.	70,000	-
Florida	441,000	220,500
Georgia	268,000	134,000
Hawaii	70,000	35,000
Idaho	70,000	35,000
Illinois	599,000	299,500
Indiana	290,000	145,000
Iowa	164,000	82,000
Kansas	135,000	67,500
Kentucky	180,000	90,000
Louisiana	221,000	110,500
Maine	70,000	35,000
Maryland	238,000	157,000
Massachusetts	332,000	157,000
Michigan	504,000	252,000
Minnesota	227,000	119,800
Mississippi	136,000	68,000
Missouri	262,000	131,000
Montana	70,000	35,000
Nebraska	100,000	50,000
Nevada	70,000	37,900
New Hampshire	70,000	35,000
New Jersey	412,000	262,000
New Mexico	70,000	35,000
New York	1,154,000	853,000
North Carolina	291,000	180,900
North Dakota	70,000	35,000
Ohio	588,000	318,700
Oklahoma	154,000	77,000
Oregon	132,000	66,000
Pennsylvania	625,000	312,500
Rhode Island	70,000	36,400
South Carolina	155,000	77,500
South Dakota	70,000	35,000
Tennessee	240,000	152,800
Texas	665,000	332,500
Utah	70,000	35,000
Vermont	70,000	35,000
Virginia	280,000	174,000
Washington	202,000	101,000
West Virginia	104,000	52,000
Wisconsin	262,000	159,700
Wyoming	70,000	35,000
	\$12,410,000	\$6,902,500

\*Must be at least 50 percent of the State's total allocation



## County Opinion

This week's issue of **Outlook** spotlights some of the comments presented last May by county government participants at the NACo/ICMA Growth Management Conference.

The articles address a number of problem areas relating to growth management, the current state of affairs, and a number of tools presently being used to meet the ever-present question: How do we meet society's requirements of housing, education and adequate public facilities while maintaining a reasonable tax base and limited congestion and density?

The term "growth management" has replaced the term "land use" to better describe those interdependent areas of social, economic, physical and environmental character relative to policy decisions. The word "socio-environmentics" has been coined by one group to best describe this interdependence. By whatever term the fact remains that local governments are compelled by the forces of legal decisions, demand and the market to control growth so that it does not have a negative impact on local government.

Douglas Harman, in his lead **Outlook** article, says the basic thrust of growth management is to "redirect and phase (growth) into rational patterns," not to stop growth. This attitude and interpretation is an acceptable response to those who have accused local decision-makers of abusing

police powers (zoning, subdivision regulations, etc.) and distorting their original intent.

The following citation sums up the feeling of many writers on the subject and boxes the whole problem on local governments system of taxation:

...many local communities kick the poor around, by refusing to do anything in the way of promoting housing for the lower and middle income groups, and by promoting new factories. . .while not permitting new housing to serve the employees. . .Under this system, such communities are rewarded with a financial bonus. If on the other hand a community. . .provide(s) much needed. . .housing. . .such a community is heavily penalized financially. To put it bluntly, the system provides a subsidy for anti-social conduct. As a result of this financial pressure upon all, the major land-use controls are distorted from their legitimate purpose.

This citation is not so much a condemnation of local governing bodies as it is a statement of reality. Numerous court decisions have readily struck down policies, effectively bypassing local home rule.

The courts, unlike legislatures, are neither bound nor hesitant to erase traditional systems with decisions which amount to pleas for social reconstruction. The judicial system, however, is limited to knocking down local policies. It cannot — and rightfully so — replace or substitute new policies. The importance of the singular legislative role in land-use planning cannot be minimized for it is the local governing body which has the authority to provide for the general welfare based on the benefit of specific guidelines and standards provided by its staff.

Growth management, properly viewed as a process, can be a legislative response to the social requirement of establishing a framework of cooperative planning and coordination of activity in order to provide a balance between the forces of man and the limitations of nature.

## ENERGY UPDATE

# Several Counties Plan for Fuel Shortage

In a pioneering effort on the local level, Prince George's County, Maryland, has adopted a "Power Emergency Operations Plan" to deal with electrical power deficiencies.

The types of deficiencies dealt with are 1) fuel supply deficiency for a utility (such as natural gas, coal or petroleum), 2) capacity deficiency such as too much daytime demand, and 3) power outage emergencies when an equipment failure or other major occurrence is present.

The County plan complements and integrates with Metropolitan Washington (D.C.) Power Emergency Alert Plan adopted June 26, 1974. The county plan describes the responsibilities of various departments during each type of power deficiency.

In a fuel supply deficiency situation where the utilities are forced to reduce output, an eight-stage system of county responses and duties is detailed in the plan. For example, in a stage-two situation wherein the utility company would reduce voltage 3 to 5 per cent the following actions would be taken: 1) the County Department of Emergency Preparedness would inform the chief administrative officer; 2) notification of others; 3) maintain government operations at normal levels, and 4) those components of government which operate voltage-sensitive equipment would take measures to protect that equipment.

For each of the remaining stages of emergency more serious county governmental responses are described. (Copies of the Power Emergency Operation Plan are available from the Energy Project. If your county has a similar plan to deal with fuel shortages or if you have questions please contact Chris Oynes or Kay Stouffer, NACo Energy Project, 1735 New York Avenue, N.W., Washington, D.C. 20006, (202) 785-9577).

Other counties have taken some action regarding potential fuel shortages (of natural gas and coal). Los Angeles County, California, has adopted a plan whereby stages of an

emergency in electrical energy availability would trigger an appropriate curtailment in county activities. Thus, a list ranging from those cut off first to those uses which are absolutely non-interruptible is established.

Fairfax County, Virginia, has done some investigation of possible fuel supply problems this winter. A review of the types and nature of natural gas contracts for supplying county facilities such as public schools and sewage treatment plants is underway. All counties should be taking similar inventories to what county operation or girdling would be affected by a natural gas supply shortage (curtailment). A June 1974 report by the Federal Power Commission indicated that in the heating season of November 1974 through March 1975 there would be a natural gas shortage to the extent that nationwide there would be a 59 per cent shortage of gas supplied for "interruptible" customers and almost 8 per cent shortage for customers with "firm" contracts.

Supervisor Jim Hayes of Los Angeles County recently hosted a tour by Federal Energy Administrator John Sawhill of energy projects in Los Angeles and San Diego Counties.

Hayes arranged for the visit while in Washington for a meeting with Sawhill and the Project Independence national commission charged with the development of reliable sources of energy for the United States by the 1980's. Supervisor Hayes is one of 24 members of the National Advisory Committee on the project.

The tour on August 29 began with a helicopter flight to the nuclear power generating plant at San Onofre in Northern San Diego County. Later Sawhill inspected the Los Angeles County solar energy test laboratory. Several energy conferences and meetings followed.

Supervisor Hayes has been very active on energy matters and was instrumental in the formation of a comprehensive county energy program.

## County News

EDITOR: Bernard Hillenbrand; EXECUTIVE EDITOR: Dorothy Sortor Stimpson; MANAGING EDITOR: John Phillips; COMPOSITION: Patricia Anderson, Deborah Striner.

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## Energy Information

NACo is establishing a list of those county officials who have been designated as the principal person dealing with energy matters for the county.

Please fill out and return to NACo.

Name \_\_\_\_\_  
Title \_\_\_\_\_  
Dept. \_\_\_\_\_  
Address \_\_\_\_\_

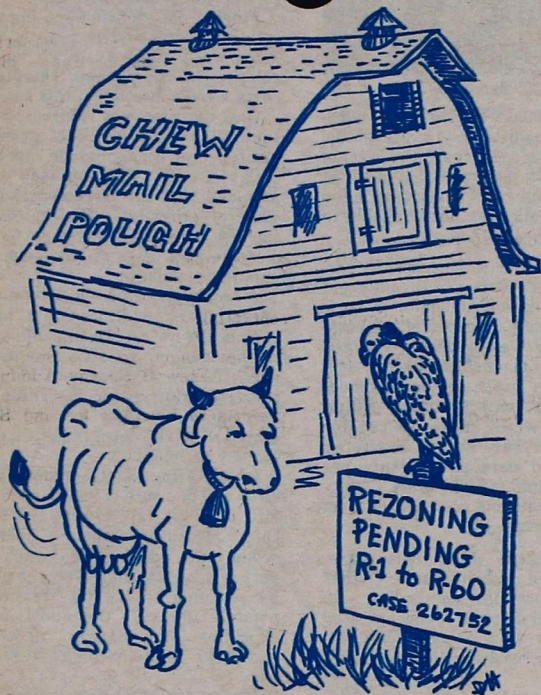


# OUTLOOK

On Issues Affecting Counties

## Strategies for growth control

by Douglas Harman  
Deputy County Executive  
Fairfax County



Cartoon by Douglas Harman

## Land-banking: basis for Suffolk's future

by John V. N. Klein  
County Executive  
Suffolk County, N.Y.

Local governments have adopted all sorts of weapons for dealing with growth, ranging from massive up-zoning of entire communities, to declaring moratoria (both legal and illegal) upon growth itself.

The answer to the problems posed by the cost of growth is not sterilization of the potential growth altogether. Rather it is in striking a balance between so-called progress and sterilization.

In our county we believe we have achieved that balance. Within the framework of the constitution and the principles of fairness there

is only one sure, sound way of total control of the growth of a community: control of real property through public ownership.

The exercise of land-use control for privately owned land must have some basic and constitutionally essential limitations if exercised under the police powers of government. Legislation and regulations cannot be confiscatory and must stand-up to the test of due process.

Limited public ownership, through either purchase or condemnation of real property for a legitimate public purpose with due compensation to the private owner

(Continued on page 6)

Growth management is a controversial issue confronting county governments in every section of the country. A few years ago, most county officials were enthusiastic about growth because it meant progress and an expanding tax base.

Today, growth can be seen as contributing to air pollution, overburdened public facilities, leapfrog development patterns, loss of open space, poorly planned vacation home subdivisions and drainage problems.

The change in sentiment has long been building up. The post-war housing boom created many suburban subdivisions with serious problems now haunting county decision-makers. Sprawl has left visual blight on a once-beautiful countryside, and polluted air and water are problems now familiar even to schoolchildren.

All of these factors, plus an increased concern that growth can have an undesirable economic impact on local governments, have coalesced into the complex growth issue of today.

**The growth ethic** — Local governments have played a part in the growth-oriented national economy. Early cities subdivided rapidly and offered special inducements for people to settle. Today, support for growth is found in favorable tax rates, zoning oriented to development, the provision of public facilities whenever growth occurs, and municipally-backed industrial bonds. Many past and present practices have encouraged growth with little consideration for the impact of the new development.

Recent events serve notice that growth is no longer the unassailable ethic. County officials now devote considerable measures to evaluating the impact of development proposals at the same time they seek improved legal mechanisms to strengthen their authority over growth.

A study by the Council on Environmental Quality's Task Force on Land Use and Urban Growth identified the new mood in the nation.

It reported that: increasingly, citizens are asking what urban growth will add to the quality of their lives . . . They are measuring new development proposals by the extent to which environmental criteria are satisfied — by what new housing or business will generate in terms of additional traffic, pollution of air and water, erosion, and scenic disturbance. (William K. Reilly (ed.): "The Use of Land"; New York: Thomas Y. Crowell Company, 1973, p. 33).

The public sentiments have found it difficult for local services and facilities to keep pace with growth. Studies of the fiscal impact of certain types of development have shown growth not to be the financial benefit often assumed.

In particular, studies have shown that low-density residential areas do not necessarily pay for the costs of providing public services, and thus create pressure to increase tax rates for local services. A study of one new subdivision in Albemarle County, Virginia, concluded that "... total county expenditures associated with proposed development will exceed county revenues from the development by an annual amount of \$101,745 . . ." (Thomas Muller and Grace Dawson "The Fiscal Impact of Residential and Commercial Development: A Case Study"; The Urban Institute, December, 1972)

Growth can be costly, as this shows.

**Key issues about growth management** — The extent of local  
(Continued on page 11)

This month's Outlook offers a diversity of expert opinion — and advice — on one of America's thorniest problems: growth management. The accompanying articles, written by elected officials, management experts and lawyers, are an outgrowth of the ICMA/NACo Conference on the Techniques of Growth Management May 22-24 in Reston, Va. The Harman and Francois articles will appear in Urban Land Institute publications.



# How do you measure fiscal impact?

by T. M. Batchelor Jr.  
County Executive  
Albemarle County, Virginia

While several communities around the country are attempting to develop sophisticated techniques for measuring the fiscal impact of new development, the Urban Institute in Washington, D.C., has suggested a simpler methodology which may be more useful to smaller communities.

The study results are less exact and comprehensive, but valuable information is provided to governments who can't supply the systems analysts, the computer capability, or the extensive data base required by more sophisticated techniques.

The institute's general methods have been applied to a development (Hollymead Phase I) of approximately 800 residential units and 30 acres of commercial use proposed for Albemarle County, Virginia, population 40,000.

The study began with an examination of background data on the county — its demographic and socioeconomic characteristics and its pattern of revenues and operating and capital expenditures. Trends of changes in these statistics during 1964-72, a time of rapid county growth, were used to predict characteristics of residents in the proposed development and to determine for costs allocation purposes the per-unit costs of certain expenditures.

The analysis of the fiscal effect of Hollymead Phase I involved a determination of the development's direct revenue contribution to the county and of the operating and capital expenditures incurred because of the development. Figures for existing land use were subtracted from those for the development

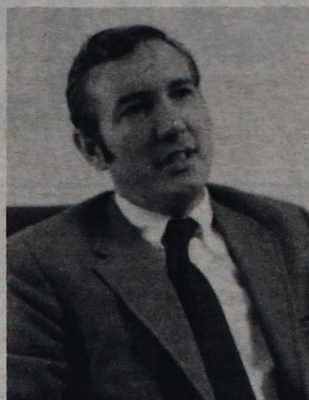
in determining the net fiscal effect.

The objective of the study was to determine the fiscal impact of not only the total Hollymead Phase I development but of its residential vs. commercial components and of the different types of residential units. Thus revenue and costs estimates were made for each component separately.

In determining direct revenue contributions, the developer's estimate of market value was used as a basis for estimating real property taxes. Estimates for personal property, sales, utility, and other taxes involved a calculation of expected household income, determined by relating household income to value of dwelling unit. Some revenues, such as certain state aid transfers, were estimated on a per capita basis. Expected revenue sources from commercial uses were real and personal property and utility taxes. All business revenue estimates were based on per acre contributions from other commercial developments in the county similar to the proposed development.

In expenditure analysis, education, recreation, libraries, health and welfare were assumed to be public services utilized primarily by households. Services for which costs were allocated to both households and businesses were general government, utilities, law enforcement, fire prevention, landfills, airport and prison care.

It was assumed that real property values offered an approximation of the extent of use of these public services by businesses. Thus the share which Hollymead business property represented of the total real property base in the County was first figured. This percentage was then applied to the total county costs of each of the expenditures to



T. M. Batchelor Jr.

estimate business-connected operating expenditures. An alternative technique is to compare the level of employment in commercial facilities to the number of household units but this data was not available in the Hollymead study.

Allocation of the household portion of expenditures to the different types of dwelling units was a complete task. Because of the large proportion of expenditures devoted to education, the number of students in a proposed development and the cost per student are critical variables which must be reliably estimated. The Urban Institute's study used data on students per dwelling unit type in other county developments and cost figures from previous years.

The institute categorizes household-related expenditures, other than education, according to whether (1) demand is concentrated among low-income households, (2) demand increases with income, (3)

demand increases with size of property or structure or (4) demand is generally invariable.

Two bases were used in the Hollymead study to allocate non-school expenditures among dwelling unit types: per capita and household income. General government, fire protection, law enforcement, and prison care were allocated on a per capita basis. Health and welfare costs also were allocated on a per capita basis, but only after the per capita charge was adjusted to account for the fact that Hollymead Phase I residents were not likely to include low-income persons.

Finally, the demand for library, utility, landfill and recreation services were assumed to be elastic relative to income and, therefore, costs were allocated on this basis.

One question not addressed by the Hollymead study is the possible existence of economies or diseconomies of scale. The approach used assumed that the incremental unit costs of providing the services to the new population was equal to the average unit costs of servicing the existing population.

A second question which occurs in operating expenditures and more specifically in capital expenditures is the idea of threshold points in need. A new development may be the triggering event for adding a new service level or facility but it may not be the total cause or only service recipient.

In allocating capital expenditure costs the institute categorized them into facilities linked directly with the proposed development, such as sewer lines, and facilities which are part of a capital improvement plan, for example new water treatment plants. However, the question of allocating expenditures made at threshold points remains a major one.

Finally, in allocating capital expenditures one variable is the method of financing to be used by the locality. In the Hollymead study separate calculations were made for 20 and 30 year bond repayment periods.

When capital expenditures were figured on a 30-year bond retirement period, the net annual cost of Hollymead Phase I to Albemarle County was determined to be approximately eight per cent. This deficit could be attributed to the impact of single family dwellings (net annual cost of \$145 per dwelling unit) and townhouses (\$175 per dwelling unit), since apartments essentially broke even and businesses showed a surplus of revenues. The study did not attempt an analysis of secondary effects from the commercial development.

A full explanation of the Urban Institute's methodology and its application in the Hollymead study are contained in an Urban Institute paper *The Fiscal Impact of Residential and Commercial Development: A Case Study* by Thomas Muller and Grace Dawson.

## Suffolk counters staggering growth. . .

(Continued from page 5)

for transfer of title or other interests from him to government, can provide the broad platform for the total control of at least significant portions of as yet undeveloped open land in developing and growing communities.

Using our own underlying data, we hypothetically subdivided a 100-acre tract of land into subdivision building plots, using first a one-acre zoning pattern, next a one-half-acre zoning pattern and finally, a one-quarter-acre zoning pattern.

Using contemporary accepted planning criteria, the 100-acre tract, when divided under one-acre zoning, yielded 70 lots; under half-acre zoning, 150 lots; and under quarter-acre zoning, 270 lots. As to each category of zoning, we then constructed a hypothetical \$28,000 house on each of those hypothetical subdivision lots and installed 1.5 children of school age (our local statistic) into each of those houses.

When fully occupied, the clear annual deficit between total real property tax contribution and the cost of the education of the children alone was \$38,000 in the one-acre subdivision, \$81,000 in the half-acre subdivision, and \$145,000 in the quarter-acre subdivision. Those taxes, in each case, constitute 50 — 60 per cent of the total tax burden so they must be extended to show the true deficit generated by permitting that open space to be developed for single-family dwelling purposes in traditional suburban custom.

We have reached a middle ground between total sterilization of all open space and uncontrolled growth. The government of Suffolk has appropriated \$45 million for the acquisition of the development rights for as many of those 45,000 acres of farmland as that amount of money, plus annual supplemental appropriations, will produce. What we propose to do, and are about to

implement, is "an investment in futures."

Before the year ends, Suffolk will say to the agricultural industry that we are ready, willing and able, under existing authorization from the state legislature, to buy from the farmer the development potential at current market value of his property, while permitting him to retain raw ownership, the right of possession and the perpetual right to use the property for agriculture.

We will solicit his bid to sell to us the development rights (the full market value of the property as determined by its highest and best use, less the value of the property solely and exclusively for agricultural purposes).

If, in reviewing that bid, our appraisal agrees with his estimate of the relationship between agricultural value and full market value, we will pay him that difference,



# Federal dollars help up-front strategy

by Francis B. Francois  
Chairman,  
Prince George's County Council  
Upper Marlboro, Maryland  
and NACo Board Member

There was a time when county officials bought the developer philosophy: "any growth is good growth".

They believed that more housing meant more taxpayers, hence a lower tax rate. But we found, after building the houses and adding the taxpayers, the tax rate continued to climb.

Local governments asked why, and found many causes.

Sometimes the development practices of builders caused physical problems that government had to correct.

For example, the practice of stripping ground bare months, or years, before starting construction can cause enough siltation to fill in a stream. That could lead to flooding and dredging. Dikes and other runoff control structures even might have to be built.

In some cases flood control work would have been unnecessary had there been no development, or if that development had occurred properly. The cost of the corrections could therefore be directly attributed to the builder, but nevertheless the taxpayers had to pay the bill.

In many jurisdictions years ago, the developer built the houses, but not the roads, water lines and storm and sanitary sewers. That was up to the county, again at public cost. The same has been true of schools; taxpayers generally have had to pay to educate the children generated from new housing construction.

Over the years, the cost for furnishing park and recreation

facilities has been charged against the taxpayers generally, and not just the new development that created the need.

Once these economic facts were understood, many local governments sought to put the cost of development more on the specific new development rather than on the taxpayers generally. Grading and other development controls were created to require builders to operate in an ecologically sound manner, thereby avoiding the past rapes of the land that ultimately cost public money to correct. Builders were required to pay for their own roads, sewers and water lines, and in some jurisdictions contributions are now exacted to buy parkland and build schools. The whole effort is to have development pay its way.

There is an old cigarette commercial that goes, "it's what's up front that counts." Today, many county governments are applying that slogan to growth and development, by insisting that the old hidden costs of development be put "up front" for all to view. The result, of course, is that the sales price of housing has been driven sharply upward, much to the unhappiness of many builders and prospective home buyers.

The builders pass on the increased costs to the buyer in nearly every case. The buyer has no choice but to pay the bill, or go without housing. In a sense, this is more fair to the buyer than past approaches. In the old days he paid the bill later on, in the form of the higher real estate taxes. Then he complained no one had warned him. On the other hand, the initial higher costs for housing now limit the ability of many to acquire it.

In our efforts to control growth we have used many tools, including large-lot zoning, water and sewer moratoriums or stretch-out programming, planned urban development techniques, adequate public facility laws, and the sophisticated point-system building permits of the Ramapo type.

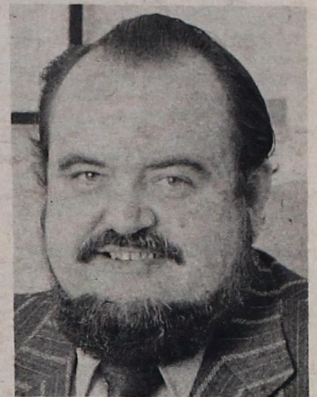
These generally have been successful in slowing and controlling growth, thereby solving what has been a prime concern for many county governments: controlling rising tax rates.

But growth management techniques can create new problems. Skilled personnel is needed to operate a sophisticated growth management system. Well-trained people are hard to find, especially as the demand for them increase as more and more governments enter the growth management field.

Within the development staff a like demand for new talent is created, and must be satisfied. Further, lending institutions must understand the new requirements for development, and in particular the greater planning expenses and longer lead time before building can commence.

The issues of fairness to those who want to develop become more complex, too. In the old days anyone could build anywhere. Today, priorities must be set by the county government, in a way that will meet constitutional tests of fairness. Lawsuits must be expected, and local government will need the legal talent in this complex area.

Beyond these more or less technical problems lie some philosophical challenges. If we are going



Francis B. Francois

to put the cost of development "up front" and thereby increase the sales price of ownership and rental housing, then what are we going to do to meet the housing needs of middle and lower-income residents?

If we do nothing, these people will be forced to go somewhere else, if there is a somewhere else. This can mean that our senior citizens, our children getting married and about to start a new household, and minorities on low incomes will no longer be able to live in the county. A policy decision will need to be made as to whether this is what is wanted, or if it is acceptable.

The effects of high-cost housing on efforts to attract industry also must be analyzed. If a new industry cannot find housing for its workers, then it will go somewhere else.

What all this means is that with the "up-front" cost approach to development in general and housing in particular, it may also be necessary to devise a strategy for meeting community needs for moderate and low-income housing. This makes the whole picture more complex, and calls for still more effective county planning and action programming.

Fortunately for the 80-some large urban counties, the ones faced most directly with both the need for growth management and the need for moderate and low-income housing, the new Community Development Revenue Sharing Bill has become law. It allows urban counties to create their own community development plan for growth management and housing needs. The new Federal monies made available under the law come just in time to help us meet the twin goals of stabilizing tax rates, while at the same time ensuring an adequate supply of housing.

County officials must look ten or twenty years into the future at the goals and objectives of the community. Only then can we hope to produce a comprehensive program giving the kind of governmental services we want at a cost we can afford, and at the same time satisfy the legitimate housing aspirations of the whole community.

## TWO COUNTIES GET TOGETHER

# Unique regional unit wields leverage

by Robert H. Levan and D. S. Sastri

The pace of urban development, fed by land-use decisions, threatens the very concept of comprehensive community planning.

It causes leap-frog development, soaring costs of municipal facilities and services, destruction of open spaces, over-crowded schools and recreational facilities, and a host of other problems.

The futility of achieving orderly community development by the traditional application of planning and zoning principles has become apparent. Government must effectively guide development by controlling the timing and sequence of growth, as well as the location and densities. This must be done through a comprehensive general plan and other functional plans.

Land-use specialists have devised various devices for management of urban growth. Very few have met

with judicial approval. These procedures are too often confused with so-called "no-growth laws" or with legally discredited exclusionary zoning devices.

Until a representative sample of these development-guidance systems is tested on through judicial challenge, and their legal boundaries declared by the raps of the judicial gavel, confusion will continue. Lawyers and planners will be required to meet the crisis of modern urban development by speculating on what the courts will sustain as reasonable.

The purpose of this article is to describe how one region, with its own peculiar growth pains and perils, adopted a relatively new tool for growth management and guidance. It prescribed standards and criteria related to the availability of public facilities for land subdivision. These criteria, when satisfied, would promote orderly growth and

Robert Levan is general counsel for the Maryland-National Capital Park and Planning Committee. D.S. Sastri is a member of the commission's legal staff.

bring about a "coordinated, comprehensive, adjusted and systematic development" of the region.

### Unique Region

Montgomery and Prince George's counties flank the northern boundaries of Washington, D.C. The Capital region's growth pace the last two decades has far exceeded the national growth indices.

These two counties (except for certain geographical areas) form, under Maryland law, a regional district for the purpose of promoting orderly development. The Maryland-National Capital Park and

(Continued on page 8)



# Dual-county unit wields unique leverage

(Continued from page 7)

Planning Commission, with its constituent County Planning Boards, participates, with the elected District Councils for each county, in the exercise of regional planning and zoning authority.

The commission, through its respective County Planning Boards, is empowered to administer the land Subdivision Regulations enacted by the District Councils for each county. The boards of Montgomery and Prince George's counties were recently empowered to regulate and manage the land subdivision process in order to harmonize it with the availability of "adequate public facilities" — existing or programed for future availability. This regulatory process is being used to eliminate some of the problems of rapid growth.

## Enabling Authority

The Regional District Act, establishing the Commission by Section 71, authorizes formulation of Subdivision Regulations which, among other things, may provide for:

"(1) The harmonious development of the district. . . (8) The avoidance of such scattered or premature subdivision of land as would involve danger or injury to health, safety or welfare by reason of lack of water supply, drainage, transportation or other public services or necessitate an excessive expenditure of public funds for the supply of such services. . . and (13) Other benefits to the health, comfort, safety and welfare of the present and future population of the Regional District." (Emphasis supplied).

This enabling authority is broad enough to regulate the staging of development by management of the timing, location and sequence of subdivision of land to make it coincide with the availability of public services and promote harmonious development for the benefit of the present and future residents. Some of the well-known unfortunate side effects of urban sprawl and leapfrog development such as, a) imbalance of growth between types of uses, b) inability to provide public services to match with private development, c) soaring tax rate on property due to inefficient provision of public services, d) poor quality of services due to rapid growth, e) land speculation and destruction of natural landscape in search of cheaper land in the fringe areas for development, f) inability to implement the planning processes, lack of time to develop solutions, g) development of irrational tax policies, can be avoided by management and guidance of land subdivision to occur where public facilities are available or can be made more readily available.

## Adequate Public Facilities Ordinance in Montgomery County

Pursuant to this enabling law, the Montgomery County District Council

adopted an Adequate Public Facilities Ordinance. The Ordinance states its object is to prevent haphazard and uncoordinated development and points out the existence of the Six Year Capital Improvement Program, the Ten Year Water and Sewerage Plan and the Five Year State Highway Administration Construction Program. Then it sets guidelines and criteria for assessing "adequacy" by the Planning Board in reviewing subdivision proposals and plans submitted.

Applicants proposing subdivisions are required to submit sufficient data demonstrating the expected impact on the use of public facilities by the residents or occupants of the sub-division. Specifically of concern are: a) public road and public transportation facilities, b) sewage and water service, c) police stations, firehouses, health clinics and schools, together with public utility services, and d) adequacy of street access.

The Montgomery County Planning Board determines "adequacy" through comments and information submitted by agencies providing the public services in question. For example, in determining the availability of adequate access by means of roads and public transport facilities, the board considers:

(a) If existing roads can accommodate traffic that would be generated by the subject subdivision, in addition to existing traffic, and are publicly maintained all-weather roads; or

(b) If such additional roads already in combination with existing roads to accommodate the additional traffic that would be generated by the subject subdivision, are proposed on the adopted master plan and are programmed in the current adopted Capital Improvement Program or the State Highway Administration's five-year program for construction with public or private financing; or

(c) Public bus, rail or other form of mass transportation sufficient to serve the proposed subdivision, in combination with (a) or (b), or both of the above, is available or programmed within the area affected or within one-third mile of the subdivision under consideration.

In determining the adequacy of a road to accommodate traffic, the Planning Board is required to consider the recommendation of the State Highway Administration or County Department of Transportation, the applicable levels of traffic service, peak-hour use and average use, and any other information presented.

To avoid any misconstruction of the purpose of the ordinance and scope of review and assessment of adequacy, the resolution of the County Council adopting the ordinance states that it is not intended to "preclude indefinitely development which cannot immediately

occur due to lack of available or planned adequate public facilities."

## Adequate Public Facilities Ordinance in Prince George's County

The Prince George's County District Council amended the Subdivision Regulations in 1971 and included that consideration and determination of availability of adequate public facilities as a precondition for approval of proposed subdivisions.

This ordinance, while having the distinction of being the "first" in Maryland, might not be quite as precise as some later versions. But in essence, it requires consideration of availability of adequate existing or programed public facilities.

Instead of setting out its detailed provisions, we will look at questions that arose in its application. These might be germane to drafting ordinances of this nature and potential problems in sustaining them.

In the *Rosenberg Case*, the Planning Board denied the subdivision application because of inadequate school capacity in the neighborhood, on the basis of the recommendation by the Board of Education. The Circuit Court, in a mandamus proceeding, admitted new evidence, not already on record before the Planning Board. The case raised considerable doubts about the propriety of limiting consideration to the capacity of just one school in the vicinity, particularly where evidence indicates that the School Board changes the boundaries of the service areas frequently.

Moreover, what is "reasonable distance" in the context of availability of public schools within a "reasonable distance?" And are "public schools" "public services" within the meaning of the enabling statute? The Court of Appeals did not pass upon the constitutionality of the statute, but sustained the Circuit Court's decision on the facts of the case.

Yet another perspective was provided by a lower court decision in the *Savage-Fogarty Case*. This involved the irksome possibility of land warehousing by one developer — who obtains subdivision on the basis of availability of adequate facilities — precluding another developer from obtaining his subdivision though he is willing and able to construct immediately, whereas the former may not.

In such a case, a developer may effectively "reserve" the capacity of public services to serve his subdivision by merely applying first and then not constructing until there is an acute demand for housing; hence windfall profits.

In both of these two cases, the Maryland Court of Appeals did not *per se* pronounce on the constitu-

tionality of the Adequate Public Facilities Ordinance, and in the *Rosenberg Case* made a cryptic observation that the Prince George's County Ordinance "may have an inherent deficiency which the New York Court would have frowned upon" though that court gave a guarded approval of the sequential development ordinance in *Golden v. Planning Board of the Town of Ramapo*. The "inherent deficiency" may be that in the *Ramapo Case*, the town guaranteed to provide the public facilities necessary to serve the developments for 18 years. There, every developer knew in advance when his turn to develop would come and there was not an unlimited constraint on the exercise of the right.

Ramapo is a small area of about 18 square miles. The very nature of the town permits a promise and a commitment to provide total public services in 18 years which would be impossible for a county of 550 square miles. Moreover, over a longer period of time, the plans for development can be expected to change, thereby making the "Ramapo" commitments considerably less significant within a jurisdiction or a number of jurisdictions of more significant size.

It is significant to note that the Maryland Court of Appeals, as early as 1969, sustained growth control as a part of a legitimate legislative determination based on the capacity of existing facilities. In *Norbeck Village Joint Venture v. Montgomery County Council*, the developer contended that the reclassification of the appellant's land under a sectional map amendment which envisioned a 50-square-mile area as a low-density community "to shield the area" from ever-lengthening overcrowding suburban sprawl coming out of Washington, D.C. was an impermissible substitute for *eminent domain*. The court, after setting out the purpose of the plan as "to accomplish a staged development using the tools of zoning and sewer access" and "to encourage earlier growth along the 70-S corridor rather than on the Patuxent River Watershed, thereby protecting the river from pollution" upheld the plan as a valid legislative action.

The constitutional status of the Adequate Public Facilities Ordinances is not yet finally settled. In fact, the Montgomery County Ordinance is presently under attack before the Circuit Court for Montgomery County in a case where a subdivision application was denied, based upon a lack of available or programed sewer capacity.

The Adequate Public Facilities Ordinance is, nevertheless, a useful tool for management and timing of growth. Properly drawn and applied, it can withstand legal challenges.



# Overly attractive Marin didn't give up on zoning

by Gary Giacomini  
Member, Board of Supervisors  
Marin County, California

Marin County is one of nine counties in the San Francisco "Bay Area."

Marin County is bounded on the south by San Francisco and the Golden Gate Bridge, on the west by the Pacific Ocean, on the east by San Francisco Bay, and on the north by Sonoma County. (The closest Sonoma County city to our border is Petaluma of recent growth control fame in the federal courts.)

Marin County contains 521 square miles or 333,380 acres. Its population is 220,000.

Like so many of our sister counties, Marin has experienced dramatic growth and has tripled in its population in 20 years.

The outstanding feature of Marin County is its strikingly beautiful natural environment, within view of and only minutes away from one of the West's most highly urbanized centers.

But the pleasing prospect of Marin could attract so many newcomers that the natural beauty that brought them could be destroyed. Some of the developed eastern portions of Marin are already badly marred by indiscriminate cuts and fills, ridge tops disfigured by development; often little of the natural landscape is left to be enjoyed visually or to be utilized for recreational pursuits.

Communities and cities, once distinguishable, now merge. If the developed portions are to contain the thousands of new residents expected in the coming decades, a careful fit of development to natural resources is necessary; open spaces must be established to strengthen the community forms and patterns.

## Zoning

Zoning is the most common type of regulation affecting land use. It is frequently cited as the least effective tool for regulating growth.

However, it is our belief and experience in Marin County that zoning — if employed properly — and used in conjunction with other tools — can be very effective for controlling growth.

It must be emphasized that traditional zoning, by itself, is ineffective. The conventional zoning approach with numerous land-use districts allowing separate and discrete uses based upon a density formula does not relate to timing, total build-out impact or to available public services.

This historical or Euclidean zoning system is insensitive to a community's rate of growth and has little to say about how much development can be absorbed incrementally. The merit of specific actions on each parcel is considered

independent of cumulative impacts of transportation, social equity, environmental implications and fiscal effects over time and over a wide geographic base.

Much of the failure of past zoning has been due to imposing legal limitations on flexibility by using court case precedent. Zoning applications mirror past actions allowed. It doesn't reach out for new ways to apply old tools.

## Zoning as it Relates to the Marin Countywide Plan

For the last four years in Marin County, the 11 cities and the County Board of Supervisors have been engaged in shaping a new Countywide General Plan.

For purposes of analysis, the Marin Countywide Plan divided the county into three distinct environmental corridors where open space and development issues are different and where zoning must be different as well.

1. The City-Centered Corridor, where all 11 cities now are, where over 90 per cent of Marin's present and future population will be, where there are opportunities for urban transit, work and residential settings, where carefully executed urban scale development can fit in with an ambitious open space program to secure over 30,000 acres out of 79,000 acres in the corridor by 1990.

2. and 3. The Inland Rural Corridor and Coastal Recreation Corridor which are to remain as open as possible. The inland corridor contains a series of enclosed valleys where air pollution, due to inversion, would be critical if development were to engulf them. This is where agriculture should continue to function as an important part of Marin's economy.

Much of the Coastal Recreation Corridor has been or will be acquired by public agencies for recreational purposes.

The plan was adopted by the City-County Planning Council of Marin in April 1973 and by the County Board of Supervisors in October 1973 after extensive public hearings.

In California, the State Planning Act requires that zoning be consistent with the adopted general plan.

The major uses of zoning in carrying out the plan include:

1. Agricultural zoning for lands within the inland rural corridor.

2. Open space zoning for lands within the city centered corridor.

3. Hazard and amenity zoning by creating special resource and conservation zones in the coastal corridor.

4. Clustering requirements and planned development districts in all corridors.

These strategies cannot work alone and are also being supple-

mented with continuing evolution of new and improved strategies including:

A. Growth control ordinance and staging of urban limit lines.

B. Transfer of development rights and open space acquisition.

C. Fiscal and administrative support to agriculture and coordinated capital improvement program.

D. Density bonus and other incentives for achieving housing goals.

E. Environmental impact analysis and reports on proposed public and private projects.

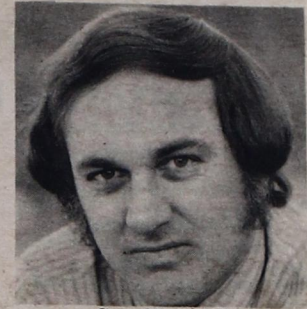
F. Replacing existing piecemeal subdivision ordinances and development regulations with a model land development code.

## Agricultural Zoning

Marin was the first California county to establish an agricultural preserve in accordance with the California Land Conservation Act of 1965 (The Williamson Act). Under this Act, landowners execute a contract agreeing that they will not develop their land for 10 years. These contracts are automatically extended each year unless a landowner gives notice of non-renewal. During the term of the contract, land must be used for agricultural purposes. In return the landowner receives a reduction of property tax of about 70 per cent.

From 1938 to 1972 the minimum parcel size for agricultural zoning was 7,500 square feet. Our agricultural areas contains approximately 200,000 acres; therefore, the prior zoning would have allowed some 950,000 net single-family units. As development pressures grew we realized that drastic down-zoning would be necessary to protect the ranchers who had entered into Williamson Act Contracts. After hearings lasting 18 months, we adopted a controversial zoning known as A-60: 1 unit per 60 acres. This zoning is intended to protect ranchers and dairy farmers from the harmful effects of adjacent development and to keep urbanization pressures away, reduce speculative holdings, retain our rural tax base, channel growth into more appropriate areas of the county, and to recognize the enforceable restrictions of the Williamson Act Contracts by discouraging their use by speculators in land as a commodity for future development. We imposed the A-60 zoning on 154,000 acres, thereby reducing the net allowable single family units from 950,000 to 2,566.

In addition, should a development or land division be proposed in this area, the county planning director can require clustering the units within the agricultural district to negate the potentially harmful effects of such large-lot divisions.



Gary Giacomini

As might be expected, affected landowners prepared for litigation. Many landowners contended that their property values had dropped 90 per cent.

However, the suits were not prosecuted. In my opinion the principal reason that the zoning has not been subjected to litigation is the phenomena that, to everyone's surprise, the down-zoning did not diminish the value of property; since A-60 was adopted, seven ranches with A-60 designation have been sold at higher than fair market value.

Agricultural zoning by itself or with agricultural contracts will not solve all problems of the ranchers, but they do prevent harmful effects. Coupled with low-interest loans for dairywaste pollution abatement, assistance in management, studies for use of reclaimed waste water for agricultural purposes, the county is doing more than merely relying on zoning to save agriculture. But, all these efforts would be unproductive and inconsistent if incompatible zoning were permitted for intensive development and use which could harm continued agriculture.

The greatest problem to large acreage zoning arises when the urban fringe reaches areas zoned agricultural; either the local government or the rancher wants to capitalize on potentially elevated land values. Agricultural zoning in this instance may appear to be confiscatory, and courts may view such zoning as a taking.

This is why it is imperative in Marin that encroachment of urban development be kept well back from the agricultural district. The plan recognizes a broad open-space buffer of 30,000 acres for which a Countywide Open Space District has been formed to publicly secure those lands which separate the urban development of Marin from the rural corridor. These areas must be zoned consistent with the adopted plan and secured either by acquisition, regulation, dedication or contract.

## Open Space Zoning

(Approximately 30,000 acres in the City-Centered Corridor identified as open space to be secured by a Countywide Open Space District.)

Here the zoning technique used is to prohibit or discourage development in areas where it has been decided to preserve open space and yet allow private property owners a "reasonable" use of their lands. At the same time that active negotia-

(Continued on page 10)



## SAN DIEGO COUNTY'S EXPERIENCE

# How to cope with all those EIRs

by Dr. Allan H. Colman  
Administrator  
Environmental Development  
Agency  
San Diego County, Calif.

The California Environmental Quality Act became law late in 1970. At that time, most local decision-makers assumed that the "project" covered referred only to activities directly undertaken by government, such as the construction of a freeway or an aqueduct.

Not so, the California Supreme Court ruled in September 1972.

In its decision in the "Friends of Mammoth" case, the court ruled that an environmental impact report must also be prepared prior to the issuance of any permit, public or private, which could have a significant impact upon the environment. In other words, the environmental consequences of most governmental decisions must now be subjected to analysis and public scrutiny prior to approval.

(San Diego County had anticipated the ruling and had established its own review process for private development. The applicant submits an environmental impact report to our Planning Department. Then the statement is reviewed by our environmental review board.)

Responses by the public and local decision-makers to the Environmental Quality Act and the Friends of Mammoth decision have been intense and varied. To some, the new requirements began an era of more environmentally sensitive decisions by local officials as a method to help manage growth. To others, it was deemed to be the beginning of the end of economic progress in California.

For already overburdened bureaucracies, it continues to re-

present a real test of organizational and management skills in a climate of frequent conflict.

This article will provide one participant's evaluation of the various elements of the process. Real advantages of the EIR process are:

1. The Board of Supervisors and Planning Commission are getting better information on projects.

2. The public, due to mandatory review requirements, has better access to decision-makers.

3. Doing EIRs has helped us improve our data base. This data base, along with the experience gained by county staff, should be of great assistance in developing countywide environmental and growth management policies.

General disadvantages are:

1. Failure to develop a basis for "significant" determinations has resulted in the writing of many unnecessary reports. This has been expensive for developers and has been a drain on staff resources.

2. The scope of reports (project-by-project) all too often is narrow. Few if any environmental problems are confined within the boundaries of a particular project. Some approach involving subregional analysis is needed, but the legislation (California Environmental Quality Act) requires reports on projects. This is, hopefully, only a stop-gap measure to offset the weakness of current planning practices and legislation. In the long run, better, more comprehensive General Plan elements should make the EIR requirement unnecessary.

It is important to note that our requirements for EIRs are almost identical for private and public projects. If a jurisdiction is not to have a double standard, I think an independent, well insulated staff is important. Pressures from within

government can be considerable.

Have EIRs contributed to better development? Yes, and here are some ways:

1. Individual project design has probably been improved.

2. Mitigating measures for factors such as noise and erosion control are routinely applied.

3. Developers have begun to anticipate environmental concerns in their plans.

4. The ultimate effect on the planning and growth management processes remains to be seen, but the potential is, in my opinion, beyond estimate. The EIRs on community plans and the participation of EIR staff in plan element preparation will be of major benefit, as well as requiring engineering, health, sanitation, etc. participation.

With reference to staffing:

1. We have a good, strong staff, but it has been expensive due primarily to the need for individuals qualified in many disciplines — biology, archaeology, zoology, marine biology, geology, fiscal analysis, etc.

2. Where we've lacked expertise, we've used university people and are investigating the expansion of this system.

3. However, the review process as it now stands is probably wasteful. The consultant prepares a report for the developer. This document is seldom totally objective. Our staff then writes a second report for which the developer must pay a fee. These two steps should be incorporated into one. This could be accomplished by the county's contracting with consultants directly. The county staff could then manage the contract, review the work and make final presentations. The staff would be smaller, and time and

money would be saved for the developer since final documentation would be reduced.

Administration and lead time are also of critical importance:

1. Time has been added at the very beginning stages of project processing.

2. Once a draft has been accepted or a negative declaration filed, processing time is the same as before. Delays occur at the Planning Commission/Board of Supervisors level of the process when hearings are delayed or rescheduled.

3. As for costs, our fees range from \$25 to \$900. Draft reports can cost a developer as much as \$5,000 or \$10,000.

Some valuable lessons have been learned and can apply to other jurisdictions:

1. Developer-initiated drafts are probably not worth the costs to them.

2. Approaches to subregional analysis are sorely needed.

3. EIR staff resources should be saved for the really big ones. The net effect of any one report is diminished by writing too many of them.

4. Work hard on developing criteria for significant determinations is needed initially.

The elements of a countywide urbanization strategy or growth management program appear to be emerging from various points in the governmental structure in a fragmented fashion.

The concern of the regulatory system is not to define and outline the substantive elements of such a strategy, nor to achieve coordination among the various elements of the work now being done; rather regulations should provide implementation tools for a more rapid achievement of the desired result.

## Overly attractive Marin didn't give up on zoning

(Continued from page 9)

tion for acquisition of same lands is taking place, the rezoning of all lands shown on the open space plan is being undertaken because rezoning of lands and acquisition of parcels are going on simultaneously.

The Board of Supervisors suspends rezoning on specific parcels undergoing negotiation for purchase, rezoning all remaining lands to large lots (residential, multiple, planned district zoning at 1 unit/10 acres) as an interim holding zone pending refined land capability and resource analysis.

The Board of Supervisors believes a property owner should be able to propose imaginative development proposals consistent with the open-space objectives. Some additional development would be permitted if substantial permanent open-space dedication were offered or if there were redeeming public benefits such as low to moderate-

cost housing, even if the open space boundaries would be slightly modified as a result.

The great danger with large-lot zoning is it is exclusionary. Lowered density raises the price per lot, and the development and service costs are expensive, the market demand for large lot "estates" clearly puts such units out of reach for the poor or minority groups. Large-lot zoning by itself is wrong; coupled with clustering opportunities and alternate opportunity sites for increased density and for activity centers calling for a mix of uses, it is potentially very useful.

### Conservation Zones

Where large-lot zoning would seem to be on firmest ground legally is perhaps where the ground is least firm physically. "Hazard zoning" is in seismic risk areas (landslide, geologic instability, and earthquake

faults), and areas involving floodplain zoning, fire hazards, airport and freeway noise zones, and potential air basin inversion zones. These environmentally sensitive zones are grouped in Marin into two series of "conservation" zones together with stream buffer and water edge lowland zones for ecologically sensitive areas.

The major difficulties in any hazardous or conservation zone is not that of justifying the objectives but of defining the boundaries of the hazard or amenity area with precision. We believe that flexibility is needed boundaries must be adjusted as more relevant information is forthcoming.

Also in conservation zones, the property owners or developers are required to demonstrate that the proposed development could be accommodated safely by supporting or submitting detailed environmental impact information prepared

by experts. Thus the burden of proof for permitting any development in a conservation zone is with the property owner.

As with agricultural zoning and open space zoning, conservation zones by themselves are not adequate to translate plans into reality. They do prevent the worst from happening now and in the immediate future, while we continue to perfect new and more novel strategies such as growth control ordinances, phased urban service limit lines, development rights transfers, and other less established tools which take time, experience, and careful evaluation and adjustment before they can substitute for or augment zoning.

Zoning might not be the ideal long-range tool to carry out a comprehensive plan, but among the many tools available, we have found it is one that should not be discarded or casually dismissed.



# County strategies for growth management

(Continued from page 5)

authority. Under the Dillon's Rule system of government, what is the extent of local government's capacity to influence growth? Local governments long have exercised basic powers which facilitate growth, but they seldom have acted to constrain or redirect development.

When growth was encouraged by local actions, few questioned this function of local governments. When powers are used to restrict or channel new development, a strong challenge is raised about the legal authority of local government. Each state necessarily must be a separate arena for this question with the local officials, legislators, judges, interest groups and citizens seeking agreement or resolution on the extent of local powers.

**Approaches to growth management** — Can local governments effectively influence growth and development? It is not yet resolved whether local governments can meaningfully influence growth through positive planning mechanisms. The challenge before local governments is whether they can mount systematic programs to link development levels with coherent plans and programs.

**Exclusionary effect** — Is growth control a fancy term for exclusionary policies? The purpose of the controls is to exclude additional housing and businesses until they fit into rational development patterns. The important question is whether this exclusion impacts unfairly on people as a result of race, religion or national origin. Key court cases have found certain local planning measures to be unconstitutional because of their exclusionary nature. This is not the likely result where the local program includes special provisions for low- and moderate-income housing. Local officials must evaluate their desired plans carefully in light of possible exclusionary effects.

**Economic impact** — Will attempts to manage growth have a negative impact on the local economy? This is a great concern strongly expressed by the many interests involved in the construction industry. Undoubtedly the impact would be great if a local government sought to stop all development.

However, the basic thrust of the growth management trend is not to halt all growth, but rather to redirect and phase it into rational patterns. It must be recognized that many other factors influence the local level of development, including the money market, availability of labor, and supply and demand. The danger is that any local attempt to manage growth rationally may take full blame for any setbacks in the complex development economy.

The resolution of these and related questions represents a



Cartoon by Douglas Harman

## The secret of growth management

significant challenge to county officials.

### Implementation Strategies

**1. Political commitment.** An essential ingredient for growth management is political commitment. Without it, a program has no chance of success. Political commitment must emerge from the locality's experiences with urban development and an understanding of the complex issues associated with it.

**2. The program design.** No county should attempt to initiate a growth management program without a overall program design which has been subjected to thorough debate. It is at this point that the community dialogue must be translated into specific objectives, management approaches, legal strategies and manpower allocations.

**3. The revitalization of planning.** The planning function long has suffered from many problems brought on by its own practices and procedures as well as management's misuse of its potentials. Planning has been too concerned with both idealized 20-year future plans and day-to-day zoning decisions. The often-heard jokes about plans gathering dust in municipal closets are painfully true. Yet, managers seldom have taken the initiative to revitalize planning.

**4. Legal approaches.** In this field, it is imperative to have creative legal talent available to the government. In too many communities, the local government's legal staff is almost exclusively reactive, assigned a role of defending the govern-

ment in court. In growth management, the lawyers must be part of the management team making the important decisions.

The precise legal approach taken must reflect the needs of the community and the opportunities allowed under state law and local charter. There are many approaches which draw upon different legal strategies. These include: (1) innovative zoning controls; (2) special development permits; (3) adequate public facilities ordinances; (4) population limits; (5) urban service boundaries; (6) environmental impact assessment; (7) land banking, and (8) large lot and agricultural zoning and other legal tools.

**5. Team management.** Growth management exemplifies the necessity for team approaches in local government. Growth cannot be affected without the coordinated involvement of many key departments. The discussion about legal strategy indicated that lawyers, planners and top management must work closely together. The participation cannot stop there, particularly in large governments with numerous relevant programs.

**6. Analytical tools.** Growth management requires the use of the most advanced analytical tools available. The seat-of-the-pants methodologies of traditional planning will not suffice today in an age which requires advanced mathematics and computers to analyze complex environmental issues, such as air quality and drainage.

**7. Community participation.** The tendency is for complex efforts to

pay lip service to community participation. There is serious danger in a rationalization for minimal public involvement. The extent of community feelings on the growth issues will be reflected in the political support for government action. Administrative officials need a sensitive ear to learn those feelings because programs cannot extend too far beyond the general community consensus without running the risk of rejection.

Fairfax County, through its Planning Land Use System (PLUS) is deeply involved in each of these areas. Since February 1973, the county has devoted great energies to the complex issues of growth management. Each county government must fashion its own programs and strategies to achieve successful growth management systems.

Is "growth management" here to stay as a major concern of local governments? Other terms may be used in future years, but there can be little doubt that the nation has reached a critical point in its attention to the quality of new urbanization. This new point in the evolution of land use controls and the "new mood" on the part of citizens will remain an important part of the country in coming years.

There are specific key issues which will influence growth management trends. The legal battles over phased growth methods will be extremely important. Because of the complexities of state legal systems, there will be 50 legal arenas in which these cases will be argued. However, the trend seems certain — local governments will gain increasing powers to plan sequential growth in accord with environmental constraints. New land-use control approaches will be formulated which will make future development a positive planning system rather than a game for land speculators.

The greatest responsibilities will rest on the thousands of county officials with growth problems. They must fashion their own approaches and implement growth management programs. Great political judgment and planning perspective will be required.

Local officials must be willing to "bite the bullet" on development decisions, even when contrary to vocal groups. They must address emotional issues about life style changes in suburbia where the single family detached home is becoming too expensive for middle-income America. The tasks before these local officials is enormous.

The national scene is important as well. The Federal government has enormous resources which could be brought to bear on growth management issues. The National Association of Counties and the other public and professional interest groups have vital roles to play in helping to maximize national resources on the local level. State governments must also assume positive roles on growth problems in the coming years.



# Get legal advice before, not after

by Chris C. Oynes  
NACo Staff

The county official, having wrestled with the complex and delicate task of marshaling local public support, community understanding, and a rational basis for a county growth management plan must not — indeed cannot — ignore the legal questions attached.

This area of the law is fraught with great uncertainty, as well as with state-to-state variation.

The adoption of an approach of developing a management plan and then "letting the lawyers look at it" or an attitude of enacting the plan and when it is later challenged in court simply "dropping in his lap" will not be successful.

Muddling through simply will not suffice.

Rather, the county officials need to develop an almost uniquely close relationship of consultation, questioning and suggesting with their county attorney. The county attorney should be deeply involved in all aspects of the formulization, design, weighing, and implementation of any detailed growth management plan. Careful and thoughtful advice on his part can avoid needless or undue waste of public funds, time and effort.

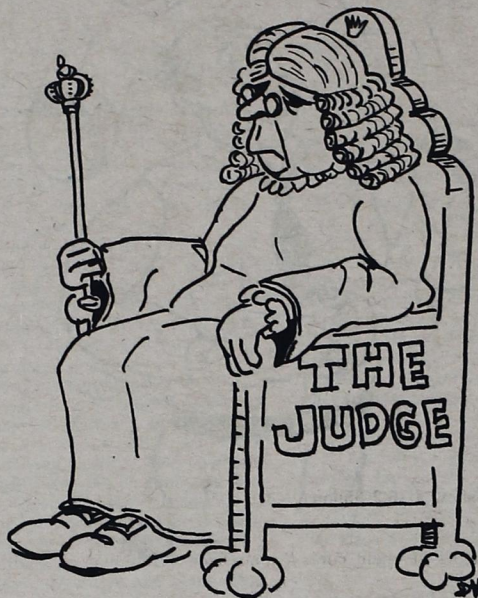
The professional involvement of the county legal staff on a wide scale, while not guaranteeing the success of a growth plan, will minimize the number, timing, and costliness of setbacks. In the long run this involvement will also aid the promotion of broad public support for the growth plan adopted.

It is important to note that the exact legal issues involved in any growth management plan can vary. Several recurring elements appear however. The "taking" of land without compensation, and the restriction on the movement (travel) of people are two of these.

The "taking" concept has been recently explored at length. (Bosselman, et al. *The Taking Issue*, for the President's Council on Environmental Quality, 1973.) A taking occurs in violation of the Fifth Amendment to the Constitution when private property is taken for public use without just compensation. The basic thought behind this legal issue arose in a court case of the 1920s. At issue was the validity of Pennsylvania legislation forbidding coal mining that would cause the surface of the land to subside under homes, streets, or public buildings. In *Pennsylvania Coal Company v. Mahon*, the Supreme Court decided that, despite the social desirability of the legislation, the only constitutional way to accomplish its purpose was for the state to buy the coal company's interest. The court struck down the legislation.

The general rule at least, is that while property may be regulated to a certain extent, if regulation goes too

## THE REAL GROWTH PLANNER?



Cartoon by Douglas Harman

far it will be recognized as a taking. We are in danger of forgetting that a strong public desire to improve the public condition is not enough to warrant achieving the desire by a shorter cut than the constitutional way of paying for the change.

The years following this decision have, however, not settled definitively what action specifically amounts to a taking. The Citizens' Task Force on Land Use and Urban Growth issued a report in 1973 which found that: "In thousands of cases, courts have had to determine whether a particular restriction went too far to be sustainable without compensation. Decisions and rationales have been widely divergent. The result is uncertainty about how far restrictive powers can go before expensive compensation must be paid."

A second legal issue is the restriction on the travel of people. While the "right to travel" is not guaranteed explicitly in the Constitution, several decisions of the Supreme Court have held that such a right does exist.

A county growth control plan could involve or restrict this right in several ways. For example, the city of Petaluma, California, attempted to enforce a law which would allow the population growth in the city to be limited to 500 residential units a year. In *Construction Industry Association v. Petaluma*, a federal court held on April 26, 1974 that the plan unlawfully restricted the local population's constitutional right to travel. The court determined that no compelling governmental interest had been shown that would justify inference with such a fundamental constitutional right.

Such legal issues as taking and right to travel should not emasculate the county official into inaction. They provide only encouragements to thoughtful reflection and wise as well as through fact finding. These legal issues should give rise to pause but not obstacles to action. The county attorney can assist in finding that murky and seemingly elusive position.

Reviewing the legal articles on growth management techniques can easily leave a person with a sense of uneasiness. The area of law is just too unsettled. A few useful guideposts can be offered, however, as enunciated by the Citizens' Task Force:

- Extensive case preparation is necessary to demonstrate the constitutional validity and public benefit of land-use regulations.

- It is important that state and local legislative bodies adopt stringent planning and regulatory legislation whenever they believe it fair and necessary to achieve land-use objectives. This legislation can help create a consensus that tight protective restrictions are valid and appropriate ways to achieve more orderly development.

- Ignorance of what higher courts have actually been willing to sustain has created an exaggerated fear that restrictive actions will be declared unconstitutional. Such uncertainty has forestalled countless regulatory actions and induced bad compromises.

- By providing procedures to adjust regulations for land-use controls on a case-by-case basis and by carefully tailoring restrictions to keep them as closely commensurate as possible to the problem that justifies the restriction in the first place, lawmakers can reduce the burden on property owners and avoid potential constitutional problems.

- The county legal staff must not be solely reactive. In growth management, the lawyers must be a part of the basic management team making the decisions.

Elsewhere in *Outlook*, John V. N. Klein of Suffolk County, New York, argues very persuasively and cogently the virtues of public land banking (acquisition, management and disposition of land) as a technique of growth management.

Such an approach should seriously be considered by county officials as part of an overall growth control strategy.

Yet no less important is a detailed consideration of the legal issues involved in land banking. The dean of land-use law, Charles Haar, has noted that legal questions in such an approach involve many intangibles: the specific grant of power to a county, interpretation of a law and constitutional problems. That's the more reason to consult the county attorney. Haar concluded that special enabling legislation (or model legislation) might be necessary.

Another article, by Gary Giacomini, stresses zoning as a viable growth-control technique. This is undeniably true. More importantly, for the counties in many states it may constitute virtually the only legally approved way.

Yet many communities have found that zoning alone is not the answer. And even zoning procedures are subject to legal attack. While there are a number of recent noteworthy situations where courts have upheld downzoning, a county attorney would argue justifiably that superficial public awareness of such court decisions cannot substitute for detailed and objective inquiry and testing.

# OUTLOOK

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## INFLATION AND RECESSION

## NACo Policy Lays It on the Line

County officials are acutely aware of human needs and the levels of basic local governments services. It is estimated that 93 per cent of the United States population lives in counties. Elected county officials representing these 188 million people are held responsible for the health and welfare of citizens in urban areas as well as rural areas.

Counties provide human services — health care, welfare, social services, manpower training — to all residents both inside and outside of incorporated areas. In many states, county governments spend more in central cities for human services than cities themselves spend.

The phenomenal growth of county government during the last decade is a reflection of the need for financing services on an areawide tax base and the granting of additional local authority. During the last five years (1967 through 1972), county expenditures almost doubled. During the same period, health expenditures increased 150 per cent, public welfare and social services increased 121 per cent and police protection increased 98 per cent. Counties increasingly are assuming responsibility for services previously provided by municipalities resulting not only in more tax equity but also improved efficiency and hopefully lower costs.

While county government's responsibilities are growing, it unfortunately is a fact that all local governments are limited in their tax resources. The property tax still accounts for 40 per cent of local revenues. With the exception of the fast-growing suburban counties with frequent reassessments, the property tax lags considerably behind recent inflationary increase. We do not have the benefit of a highly elastic tax source such as the Federal graduated income tax.

It also should be noted that many counties and municipalities have state legal limitations on their property tax levies and sales tax rates. In the same of property tax reform there is an increasing tendency for states to impose new limitations. Other state restrictions on local fiscal control include prohibitions on deficit financing, forbidding us from seeking other more progressive sources of revenues, outstanding bonded indebtedness ceilings and interest rate ceilings on local bonds.

It should be obvious why states, counties and municipalities place an increasing reliance on federal assistance. In fiscal year 1975, it is estimated that state and local expenditures will reach approximately \$238 billion of which \$51 billion or 23 per cent will come from federal contributions. While the increase in dollar amounts of federal aid are often cited as examples of largess, it has stayed at the same

**To focus attention on how counties are improving productivity and coping with inflation, the National Association of Counties is creating a Special Task Force on Inflation. We can learn from each other by sharing our ideas, research, and experience. We urge all levels of government to undertake a similar effort.**

percentage (23 per cent) during the last several years. This is despite large new programs such as general revenue sharing.

There is considerable current discussion about state and local surpluses. This is a myth. It has been reported that states and local governments had large surpluses in 1972 and 1973. These so-called surpluses include retirement and pension funds which are held in trust and are in no way part of governmental revenues or assets. In actual fact, state and local accounts, excluding retirement funds, almost broke even in 1973. We were in deficit during two quarters of 1973. The first quarter figures for 1974 show a \$6.2 billion deficit.

Over the last year, our costs of maintaining services at their current levels have been jumping 10 per cent or higher. These increases, coupled with our inability to generate greater revenues will leave us no choice but to cut back our expenditures and our levels of service. This funding problem also will dampen the enthusiasm for consolidating county-cities services and restructuring and streamlining programs.

A look at some of the spiraling costs in the areas of highway construction and materials, water pollution construction and materials, health services and Medicaid can perhaps better tell the story of how inflation is encroaching on the budgets of counties.

Counties have been struggling to maintain and upgrade their roads while construction costs have increased 82.6 per cent in the last seven years. More recent figures show an 8.2 per cent increase the last quarter of 1973, and 11.7 per cent beyond that the first quarter of 1974. Bituminous concrete which is used on 93 per cent of highways in the United States increased 22.6 per cent in piece during the last year.

Under requirements from the federal government, counties are required to perform a number of pollution abatement activities in the areas of air, water and solid waste. In the area of water pollution, much of our activity entails construction of waste water treatment plants. Due to federal impoundments of funds and complicated over-demanding federal requirements, construction has been held up. In the two years since the original federal mandate for construction was passed, cost escalation for the waste treatment plants has been of a frightening nature. Over the last year, prices for materials alone have

increased at least 18 1/2 per cent. Of this labor costs have only contributed to this increase by 6 1/2 per cent.

With construction and material costs rising at such alarming rates, county governments cannot afford to consider deferring capital expenditure projects.

Deferral of these projects are especially impossible for counties who finance these projects through a bond issue which is always for a fixed amount. Deferring destruction force counties to refinance the project which in itself is an inexpedient and costly administrative process. The horror story of San Diego County, California, which delayed construction of its solid waste resource recycling plant for 12 months and witnessed its cost jump from \$4.5 million to \$9 million can not be taken lightly.

This jump would have had devastating implications for a project financed solely through a local bond issue.

Deferring capital projects not only increase the costs of construction, but additionally, aggravates unemployment in many area. In our efforts to curb inflation, we can not lose sight of the hard fact that we are also bordering another domestic crisis — recession. Unemployment reports are growing daily. In Suffolk County, New York, for example, the unemployment rate has been over 6 per cent for 21 of the past 31 months. They now face a 6.4 per cent unemployment rate which means that 28,000 county residents are unemployed. Many counties have unemployment rates of 10 per cent or higher. San Diego County now has 62,863 unemployed at an unemployment rate of 10.2 per cent.

The inflationary trends in our health care programs is also following this alarming trend. Looked at from the total picture, it is estimated the national health expenditures will increase by 14 per cent from \$105 billion in FY 1974 to over \$120 billion in FY 1975. Medicare expenditures will increase by over 25 per cent from \$11.3 billion in FY 1974 to an estimated \$14.3 billion in FY 1975. Total Medicaid expenditures will rise from \$10 billion in FY 1974 to over \$12 billion in FY 1975. States and counties pay almost half of this Medicaid cost.

These inflationary trends are magnified by the fact that counties' budgets already do not have much leeway. Much of counties' budgets go into programs which are mandated by states and the federal

government. These mandated responsibilities, plus the basic costs of running a county government, do not leave room for a county to deal with emergency situations such as inflation and recession.

A typical FY 74 budget for a county in California shows that 70.1 per cent of outlays are for mandated responsibilities. Forty-seven point five per cent of the total outlays is for mandated public welfare programs. Courts and other public protection — including the district attorney, public defender, jail and other corrections, juvenile probation (required by state law and funded by counties) — claims another 17.6 per cent, and health and sanitation accounts for another 5 per cent. This county is even more burdened now that California has passed the new SB-90 legislation placing a tax-ceiling on their expenditures.

This then is the story of how inflation, "public enemy number one", impacts upon our nation's counties. We in county government realize that there is no one overall panacea in our battle against inflation. However, there are a number of measures that can and must be taken to begin both successfully mitigating its harsh consequences on people and tackling inflation itself.

## Measures

1. At the very least, we must hold the line on our domestic spending programs. Cutting back on these people programs, would only pass the buck on to county governments which are required and obligated to provide these services to those in need. As you have seen, our budgets are already overtaxed and there is no where we can turn to find the additional revenue to sustain the ongoing programs at even their current operating levels. Therefore, it is imperative that we do not fight inflation by cutting back on the \$52 billion of funds to state and local governments this fiscal year. Furthermore, to keep these human programs going at the same level in fiscal 1976, the full 10 per cent increase that the Administration is suggesting for the fiscal year 1976 Federal budget must be applied to domestic programs. This would merely hold the line on our domestic programs.

2. In addition we urge the Administration to reexamine the goal of reducing government spending to achieve a balanced budget. In the face of the conflicting trends of our economy we are not certain that tackling inflation alone is sufficient. Instead, we must be devising anti-inflationary measures that will not aggravate our other serious economic condition — the current recession. We cannot afford to

(Continued on page 14)



## NACE "Matter and Measure"

National Association of County Engineers

Dear Fellow County Engineers:

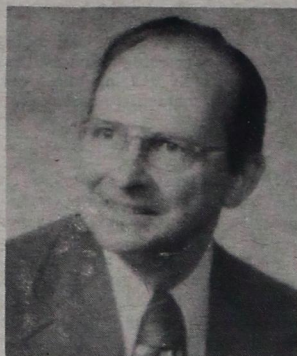
Some staff members of the House Public Works Committee, their legal counsel, Federal Highway Administration personnel, AASHTO, Gordon Fay (Minnesota State-Aid Engineer), and I, representing NACE, met Sept. 19, in Washington in an attempt to resolve some problems created by the 1973 Highway Act.

Our major concern in that session was the proposed reduction of the Federal-Aid Secondary (FAS) system mileage. It will be reduced to approximately one-third of the present system because of the terminology in the Act which provides that only "major" collectors will be retained on the new FAS system, effective June 30, 1976. This step would cause a drastic mileage reduction.

The problem could be resolved by eliminating the word "major," thereby leaving "collector" as encompassing most of the needs which have been expressed by county highway officials.

However, FHWA expressed an opinion that a continuing large FAS system mileage may not be in the national interest. The staff of the House Public Works Committee also states that they were not aware of any deep concern about the system size outside the State of Minnesota. They, therefore, feel that the concern relates only to the one state.

However, this was not the opinion expressed at the recent NACE meeting in Miami Beach. Also, in the American County Platform (NACo), we use the word "collector," with no designation of "major" routes. It would appear that the general consensus of the



Bernard Lieder

counties indicates dissatisfaction with this particular provision of the '73 Highway Act.

The House Public Works Committee is considering a highway bill which would provide some changes in the '73 Act; however, they have not had an acceptable alternate, nor have they seen any great groundswell of opinion from the local level for change of the FAS definition. (There may or may not be another bill mark-up this session.)

We were embarrassed when told that the committee had not heard from other county engineers. The Public Works Committee does solicit your comments. If the opinions expressed by NACE are real, please make it known immediately. Send your comments to the House Public Works Committee, Washington, D.C., 20510, and your congressman. Please send a copy of your reply to me.

Bernie Lieder  
President, NACE

## NACo Statement

(Continued from page 13)

ignore the growing unemployment reports that are sweeping the country. Recession is as serious, if not a more crucial problem, than inflation. Thus, we urge that the Administration carefully reexamine the concept of a balanced budget; the estimate of tax revenues during the coming year; and the level of Federal taxation to ensure that this is the proper course of action to follow for our economy today.

3. We do not mean to imply that no where in the domestic programs can cuts be made. On the contrary, there are many areas of wasted expenditure on domestic programs caused by improper planning, poor evaluation and inefficient operation that can be reduced. It is here that all levels of government must work together and through long-range planning develop well-coordinated programs which will reduce program duplication and administrative costs, especially through wasteful and time consuming regulations.

It is in this vein that counties urge the Administration and Congress to put a greater emphasis on those programs which enable states and local governments to take advantage of Federal funds without the additional costly bureaucratic red-tape requirements. When certain specified amounts of money for an extended time period are authorized, we can better plan for the use of our funds.

4. General revenue sharing offers one such type of program to states and localities. Therefore, one of the first priorities of the 94th Congress should be the extension of general revenue sharing legislation. General revenue sharing offers local governments the flexibility to direct resources into programs they believe best meet the needs of their people and allow for more long range and efficient planning. State

and local officials are unanimous in their desire to see a five-year extension of the program.

5. Before Congress adjourns this year, it should enact the emergency public service jobs legislation to cope with the rising unemployment in our country. Public service employment is the best economic weapon we have to defeat the two-edge problem of rising unemployment and "double-digit" inflation. The proposed \$4 billion program would provide 570,000 jobs and generate \$2.1 billion in savings, for an actual cost of only \$1.9 billion. Every effort must be made to avoid increasing unemployment in order to curb inflation.

6. Our nation needs a national health insurance program which will stem the rising cost of health care for all Americans. It is clear that our country is facing a crisis in health care and counties have a major stake in the delivery of health services. A national health insurance system must have controls to prevent new funding from merely adding to the factors influencing the upward spiral of health costs.

7. Congress and the Administration should again turn their attention to welfare reform. The welfare legislation enacted in 1972 reformed only one-third of the welfare system. While the Supplementary Security Income program covers more than 3.3 million people, there are nearly 11 million still under the widely disparate and inefficient AFDC program and almost a million receiving benefits under state and county general assistance programs. Public assistance is a national problem requiring a national solution. Only under a national program can the inequities of the current system be eliminated, efficiencies be realized, and an adequate level of subsistence be maintained for all.

## Conference On Arrestees And Victims

October 8 — 11, 1974

Congress and Hilton Hotels, Portland, Ore.

Crime rates have increased again in 1973 — over 10 per cent in the suburbs. At the same time, inflation is eating away at county budgets, leaving less local revenue to apprehend, prosecute, adjudicate and incarcerate more offenders. The conference will include workshops on cost-saving methods for dealing more effectively with accused offenders and more sympathetically with victims of violent crime. The conference will also offer a workshop on juvenile delinquency. The general theme is the integration and coordination of public and private services existing within a county.

### Registration Form

Name \_\_\_\_\_ Organization \_\_\_\_\_  
(Please print)

Address \_\_\_\_\_ City/State/Zip \_\_\_\_\_

Registration fee — \$30.00 Wednesday dinner — \$6.50  
Tuesday luncheon — 4.50 Thursday luncheon — 4.50

TOTAL ENCLOSED: \$ \_\_\_\_\_

Make check payable to: DIVISION OF CONTINUING EDUCATION

Mail to: CONFERENCE ON ARRESTEES AND VICTIMS,  
Division of Continuing Education, 565 Capitol Street, NE,  
Salem, Oregon 97310

For further information, please contact: Conference/Institute Management, (503) 378-4858  
Make Hotel Reservations at the Congress Hotel, 1024 S.W. 6th Ave., Portland, Ore.

### October 8

- 9:00 Registration
- 10:00 — 11:30 Welcoming remarks  
General Session  
Pre-trial release and diversion
- 11:30 — 12:00 Reactor: What About Services to the Victim?
- 12:00 — 12:30 A proposal for integration of services
- 12:30 — 2:00 Lunch
- 2:00 — 3:00 Address by Donald Santarelli, former administrator of LEAA  
Concurrent Panels:  
Legal issues and constitutional  
Right of the offender  
Authority to divert — Court rule or statute  
Who should operate the program?  
How good is current evaluation?
- 3:15 — 5:00 Diversion and Treatment programs for Alcoholics

### October 9

- 9:00 — 10:15 General Session  
Relationship of Local Government to Local Criminal Justice Agencies
- 10:30 — 12:00 Concurrent Panels  
Centralized Police Services  
Developing a County Department of Corrections  
Public Defender vs. Appointed Counsel  
Separation of civil from criminal functions in the prosecutor's office
- 1:30 — 3:15 Services integration techniques
- 3:30 — 5:00 Funding alternatives for local Corrections programs
- 6:30 — 7:30 Social hour
- 7:30 — 9:00 Dinner
- Address by James A. Hayes, Member Los-Angeles County Board of Supervisors

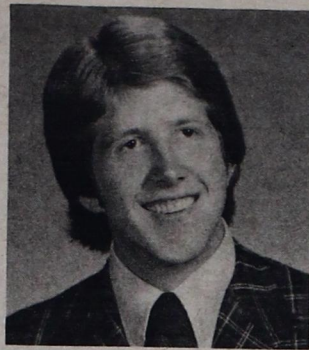
### October 10

- 9:00 — 10:15 Services for victims of crime
- 10:30 — 12:00 Organizing volunteer programs
- 1:30 — 3:00 Integrating services for juvenile delinquents





Hugh Lasseter



Michael Bateson

## Human Resources Adds 2 Rural Coordinators

### Editor's note:

A series of seven articles appeared in County News May 13 — June 24. They introduced NACO's most recent efforts in the planned delivery of human services. The articles included an introduction of the Rural Human Resources Project, its national staff, the staff and operational plans in eight state associations of counties, and a look at the first gathering of the full staff. This article begins a second series on the project. Today we are introducing two Human Resource Coordinators (HRCs) who began working after the last series was complete. In the next few weeks we will have articles written by the field staff reporting on current activities of the state associations.

The human resource coordinator added to the staff of the Alabama Association brings a tremendously valuable level of expertise to the entire project.

He is Hugh Lasseter, a native of Forest Park, Georgia, and a graduate of Oglethorpe University in the area of Human Understanding. He has also done graduate work in the social sciences.

Lasseter was a member of the board of directors of Southern Appalachian Studies, and served as executive director of three Community Action Agencies.

Lasseter was the district supervisor with the Regional Office of Economic Opportunity in Atlanta and assistant regional administrator for Program Management and Review. He served as acting regional administrator of the Community Action Division of South Eastern Regional O.E.O. Finally, he evaluated programs and rendered technical assistance throughout the Southeast for OEO as a consultant.

"I have spent much of my time developing relations with state agencies and our county membership by meeting with people and explaining the project," Lasseter says.

"We have had enthusiastic response from the seven state agencies contacted so far and in every case the agency has pledged cooperation and has agreed to furnish membership on an advisory committee to the project.

"With this kind of support at the state level and with the broad interest that is already being shown on the local level, we feel assured of a really successful project.

"The ACCA is completing a preliminary work plan, which will be shared with the advisory committee. Our intent is to select, by early September, a local target area for concentration and to initiate a study of human service delivery by identifying problems, strengths and weaknesses.

"Based on lessons learned from the target area and on requests from counties we will disseminate information regarding human services planning throughout the state."

\* \* \*

Michael Bateson has been added to the staff of the Association of Oregon Counties as its HRC. Bateson has a B.S. in Public Administration from the University of Oregon's School of Community Services and Public Affairs. He has been a student coordinator, with responsibility for coordinating student projects and involvement within the CSPA school, chief page for the Oregon State Senate and employment specialist for the state manpower agency.

Bateson says of the Rural Human Resources Project in Oregon: "In my short tenure with the Association of Oregon Counties, it has become evident that human services in Oregon are provided by a multiplicity of different private and governmental agencies. The resulting maze often lacks both direction and purpose. With few exceptions, services are not coordinated among agencies and different units of government. This project presents the exciting opportunity to assist counties in the integration of human services."



## the Ballot Box by Richard G. Smolka

National Association of County Recorders and Clerks  
American University Institute of Election Administration

Illinois county clerks meeting for their annual fall seminar in Springfield were told that the meaning of the new Illinois election laws is likely to remain uncertain for some time.

Delmar Ward, director of elections for the State Board of Elections told the clerks, "We have been sued many times and will be sued many more times until there are clear decisions on the law."

The newly created State Board of Elections earlier this year ruled more than 1,000 local and state candidates off the ballot for failure to file ethics statements as required by law. Ultimately, all candidates were restored to the ballot, either by court decisions, legislative action or a later decision by the board.

This month, the governor signed the campaign disclosure legislation which goes into effect Oct. 1. Illinois had been one of only three states without any such statute on the books and the rigid implementation of the law this year is likely to present new headaches to the State Board of Elections and county officials.

Illinois clerks also commented on proposed legislation to consolidate election dates. There are more jurisdictions empowered to conduct elections in Illinois than in any other state. Voters in some areas have been asked to come to the polls seven or more times each year. Other complications also arise. This year, for example, school bond referendum will be conducted in Springfield Nov. 5. The polling places and the hours for voting, however, will be different than those used for the general election. General elections are conducted 6

a.m. — 6 p.m. but the school election will be held noon — 7:00 p.m. The consolidation of elections legislation would establish the dates on which certain types of elections could be held. Some versions of the proposal vest greater power in the county clerk to define precincts and to appoint polling place officials for municipal, school and special purpose district elections.

County officials have a mixed reaction to the proposed legislation. Some favor it as a tax saving measure and voter convenience. Others call it an infringement on local home rule.

For many years, the League of Women voters has advocated the clear designation of polling place locations. Its recent studies have noted that in some jurisdictions polling places are not well marked and voters have difficulty finding them. Cardboard or paper signs are often ruined by inclement weather.

A new product designed to remedy this situation was shown at the Illinois Clerks' Seminar. It consists of a portable polling place sign four feet high and weighing ten pounds. The panels are plastic and the framework is zinc-coated steel.

The main panel is printed in red and blue on a white background. It is lettered, "Polling Place," "Vote Here," and also displays two flags. The top panel tells the voter the hours the polls are open.

The sign is constructed so that two United States flags or one U.S. flag and one state flag may be flown from the top.

The sign is available from Fidler and Chambers Company of Davenport, Iowa.

## Food Stamp Violations Are Alleged In 17 States

Legal proceedings charging violations of congressional orders to enroll poor people in Food Stamp Programs have been initiated in 17 states.

The suits were filed in New York, Colorado, Idaho, Indiana, Maryland, Michigan, Minnesota, Nevada, New Hampshire, North Carolina, Ohio, South Carolina, South Dakota, Texas, Virginia, Washington and West Virginia.

The basis of these suits is that out of 37 million persons held eligible for Food Stamps, only 13.5 million take part. Congressional studies indicate eligibility figures may be as high as 43 to 50 million.

A January, 1972 amendment to the Food Stamp Act required states to inform the poor of and "ensure" their participation in the program. The 17 states sued did not spend

any funds in Fiscal 1973 under the congressional mandate.

The Food Stamp program was authorized in 1964, "to alleviate hunger and malnutrition." Eligible households may buy stamps worth more than they pay for them because of a federal bonus. Welfare recipients are automatically eligible.

Congress appropriated \$2.5 billion for the program in Fiscal 1973, nearly \$3 billion in Fiscal 1974 and is seeking \$4 billion for the current fiscal year.

A suit filed in Buffalo alleges that New York State spent \$1,492.70 in federal funds for outreach efforts in the first nine months of Fiscal 1974, ending June 30, which, with state matching funds, indicated a program which spend \$2,239.05.



## AMERICAN COUNTIES TODAY

Dear County Official:

It is our considered opinion that we are in deep trouble on the renewal of general revenue sharing. Here is some of the evidence:

- President Jerry Ford told our county officials of his deep concern about congressional opposition to revenue sharing at our first meeting with him a week after his assuming the presidency.

- Congressman Wilbur Mills, chairman of the House Ways and Means Committee, has introduced legislation to renew revenue sharing for five more years but eliminating state allocations. This would be the kiss of death. A state vs. local battle would be fatal.

- Civil Rights groups, some labor unions (not the American Federation of State, County and Municipal Employees) are organizing in opposition.

- Congressman Joel Broyhill, Conservative from Virginia and a member of the powerful House Ways and Means Committee wants the program eliminated as an economy move.

- Congressional reorganization plans call for sending revenue sharing legislation to new congressional committees where there is every indication of either indifference or out-right opposition.

- There is a mounting chorus of complaints that we have not spent enough revenue sharing on social welfare programs that help the poor.

- Some 6,000 local government units (including 200 counties) did not file the required federal use reports and there has been very bad national anti-revenue sharing publicity.

- Several national groups are studying revenue sharing and previews indicate that portions of their reports can be interpreted as critical of revenue sharing. WE already have a very hostile press and news media who do not understand the operations of state and local government.

### ACTION

It's time to act right now. Praise revenue sharing to your congressmen (and opposition as well). Get county employees talking up the programs. We have "pro revenue sharing" bumper stickers for county cars.

NACo has been mounting a national revenue sharing information program in cooperation with our state associations of counties. Your state association has information and material.

One evaluation is that the battle to save revenue sharing will be more difficult than the battle to enact the program. The original battle took three years. Revenue sharing expires in two more years.

If county officials (and state and city officials) do not effectively speak up to citizens, news media and congressional delegates we cannot win.

### DOL PLEDGES SUPPORT

At the NACo/National Civil Service League Conference on General Revenue Sharing and CETA, Pierce Quinlan, DOL, pledged new capacity building on operational planning grants (OPGs) to those counties which will reach 100,000 population by 1975. These newly eligible prime sponsors would receive grants in early 1975.

### HAWAII

#### ANNUAL CONFERENCE

Watch for next week's County News for a detailed story on the 1975 annual conference which will be held in Honolulu, Hawaii.

- State and local officials do not fully understand the danger. Congressmen often feel like Congressman Broyhill but are in less secure districts and do not speak out on the issue. They will however vote against it unless we can convince them of the merits of the program.

### Mass Transit Symposium

The Oakland County (Michigan) Board of Commissioners has come up with a great idea which we encourage other counties to try.

In last week's County News we reported on their Mass Transit Symposium for county and municipal officials. They brought together federal, state, regional, county and city decision-makers for a one-day, in-depth look at mass transit as it affects Oakland County.

They discussed recent developments in legislation and funding, the responsibilities and authorities of the various levels of government, and Oakland County's mass transit policies and plans. All discussions were conducted within the context of this question: How can local units of government and the county participate in making decisions on mass transportation development to assure equitable distribution of transit funding and transit service?

This is an excellent example of what counties can do to focus attention on mass transit needs and provide leadership in meeting those needs. We strongly recommend that other counties sponsor similar symposiums. More specific information can be obtained from Gordon Hobbs, Oakland County Federal and State Aid Coordinator.

Sincerely yours,

*Bernie Hillenbrand*

Bernard F. Hillenbrand  
Executive Director

## Coming Events

### OCTOBER

- 3 - 4 Solid Waste Conference — Spokane, Washington, Lamplighter Inn — Jean DeSpain 206/344-2517
- 8 - 11 National Conference on the Integration of County Services for the Accused and the Victims of Crimes — Portland, Oregon, Hilton and Congress Hotels — Duane Baltz 202/785-9677
- 9 - 10 Georgia BIPO Conference — Atlanta, Georgia — Atlanta International — Hill Healan 404/522-5022
- 9 - 11 Iowa State Association of Counties Annual Conference — Des Moines, Iowa — Don Cleveland 515/244-7181
- 10 Massachusetts Association of County Officials Quarterly Conference — Framingham, Mass., Framingham Motor Lodge — Heyworth Backus 617/775-4400
- 16 Washington State Association of Elected County Officials — Pasco, Washington — Lyle T. Watson 206/943-1812
- 23 - 26 State Association of County Commissioners of Florida Annual Conference — Hollywood, Florida — E.R. Hafner 904/224-3148
- 30 - 31 National Workshop on Productivity — Hampstead, New York — Alice Amrhein 516/535-2626
- 30 - Nov. 1 Alaska Municipal League Annual Conference — Juneau, Alaska — Don Berry 907/586-6526

### NOVEMBER

- 10 - 12 Kansas Association of Counties Annual Conference — Wichita, Kansas — E.A. Mosher 913/234-3474
- 14 - 16 Nevada Association of Counties Annual Meeting — Tonopah, Nevada — Robert Broadbent, 525 Nevada Highway Boulder City, Nevada 89005.

## Staff Contacts

To help people reach the proper person at NACo, a list of contacts and their general areas of responsibility has been compiled.

Telephone: 202/785 9577

Aging Services	Mary Brugger
Bicentennial (ARBA)	Florence Zeller
Child Welfare Services	Mary Brugger
Community Development	Bruce Talley & John Murphy
County Administration	Rod Kendig
County Finance	Carol Goldfarb
Criminal Justice (LEAA)	Donald Murray
Economic Development (EDA)	Jim Evans
Education	Valerie Pinson
Emergency Preparedness	Charles Wall
Energy (NACo)	Chris Oynes
Environmental Quality (EPA)	Carol Shaskan
Federal Regulations	Carol Shaskan
Grantsmanship	Alicann Fritschler
Health (HEW)	Mike Gemmell
Human Services Integration (Allied Services, OEO)	Al Templeton
Labor-Management	Barbara Hunting
Mailing List	Greenda Wiggins
Management Improvement (IPA)	Gary Mann
Management Information Systems	Tom Bruderle
Manpower (DOL)	Jon Weintraub
Membership	Meg Stephens
New County	John Thomas
OEO Legislation	John Murphy
Parks and Recreation (HUD and Interior)	Jayne Seely
Planning and Land Use (HUD and Interior)	Jim Evans
Public Information	Dorothy Stimpson
Public Works	Bill Maslin
Record Keeping	Florence Zeller
Regionalism	Terry Schutten
Revenue Sharing	Carol Goldfarb
Rural Affairs (USDA)	Jim Evans
Solid Waste (EPA)	Roger Bason
State Issues	Bruce Talley
Transportation	Marian Hankerd

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