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County News

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

NACo

Vol. 9, No. 37 Sept. 19, 1977 Washington, D.C.

Counties Rally for Welfare Reform

WASHINGTON, D.C.—Hundreds of county officials will gather in Washington, D.C. on Wednesday, Sept. 21 to urge Congress to enact welfare reform legislation.

Rally participants will hear Administration spokemen and congressional leaders of both parties discuss President Carter's welfare reform plan at a rally in the Mayflower Hotel. (Program details on back page.)

NACo supports the outline of the President's proposals, but county leaders are expressing three major concerns:

- Congress must move ahead quickly with overall reform;
- County taxpayers must have immediate fiscal relief;
- Control of the jobs portion of the program must remain in the hands of local elected officials. (See pages 4A-D for NACo position and complete analysis of the proposal.)

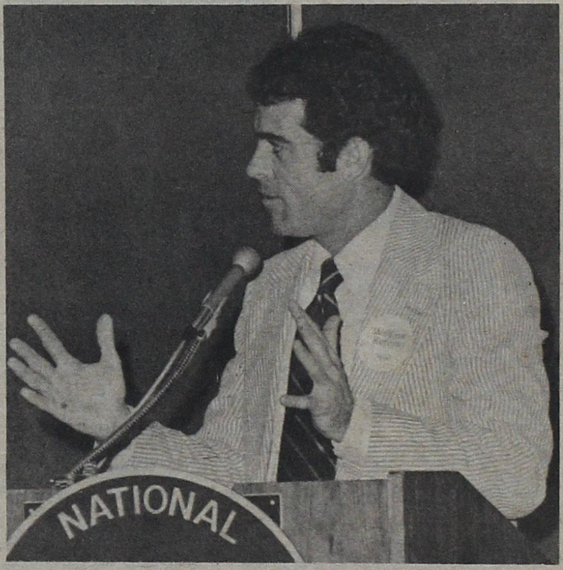
Following the rally, officials will be bused to Capitol Hill where all members of the House and Senate will be asked their position on the proposal. County officials will complete report forms on each visit and return them to NACo's Capitol Hill headquarters.

More than 100,000 postcards signed by county taxpayers and petitions with thousands of signatures urging prompt action on welfare reform will be collected at the rally for presentation to President Carter.

On the day before the rally, NACo's Welfare and Social Services Steering Committee and technical advisers will analyze the income maintenance (decent living) portion of the President's plan. Following the NACo committee meeting, county leaders in welfare reform are scheduled to meet with Sen. Russell B. Long (D-La.), chairman of the Finance Committee, at his request. Sen. Long expressed serious misgivings about the overall plan to NACo Executive Director Bernard F. Hillenbrand in a private meeting Sept. 13. In the meeting, Long indicated that some fiscal relief for states, counties, and cities might be possible in this session of Congress, but that overall reform should wait for more state and local testing of the proposed changes on a pilot basis. County leaders will discuss NACo's welfare reform position with the senator.

The President's legislation was sent to Congress on Sept. 12. A special House subcommittee on welfare reform is composed of members of the Agriculture, Education and Labor, and Ways and Means Committees and will begin hearings this week. In the Senate, the Committees on Finance, Human Resources, and Agriculture, Nutrition and Forestry will debate the issue but no hearings have been scheduled.

• Special Welfare Reform Supplement, pages 4A-D.
• Welfare Action Rally Program, page 8.



Presidential Assistant Jack Watson speaks to federal aid briefing.

President's Aid Reform Detailed

WASHINGTON, D.C.—On Sept. 9, President Carter announced a comprehensive plan to reform the federal grants-in-aid system. That plan was described by Jack Watson, special assistant to the President, to more than 200 county officials here at NACo's federal aid briefing last week.

Watson said the "short-range objective" of the plan is to save "7 million man-hours per year." He claimed that federal aid annually pumps $72 billion into state and local governments but the lengthy paperwork required to get that aid has become "more and more burdensome and less and less rational."

The plan is the result of pressure by NACo and other public interest groups who have urged reform for many years. For example, NACo conducted a six-month study for the Administration this year on the burden federal paperwork creates for nine sample counties around the country.

WATSON TOLD officials, "We've watched the federal aid system stumble very carelessly over local problems the system was originally designed to accomodate."

According to Watson, President Carter has told federal agencies not to ask state and local officials to repeat information for a grant

See WATSON, page 5.

Social Security

Panel Votes Coverage Mandate

WASHINGTON, D.C.—The House Ways and Means Social Security subcommittee, chaired by Rep. James A. Burke (D-Mass.), voted Sept. 13 to mandate Social Security coverage of state and local government employes and to prohibit the option of withdrawing from the system.

As originally enacted, the Social Security Act does not require coverage because of a constitutional limitation on the ability of the federal government to levy any general levy of an employe's tax on state or local governments.

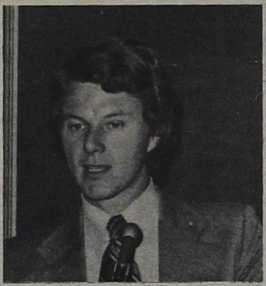
A number of local governments have withdrawn from the Social Security system and have established retirement plans which in some instances are cheaper and provide better benefits.

IN TESTIMONY before the Senate Finance subcommittee on Social Security in July, NACo stressed support for the optional inclusion of the public sector work force in the system and opposed legislative efforts to mandate coverage to the public sector.

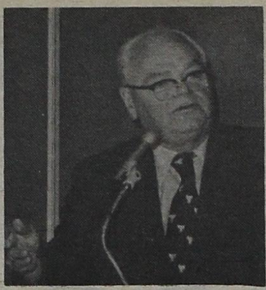
NACo also opposes any effort to bar, limit or inhibit the voluntary withdrawal of local and state governments from the system when that withdrawal is deemed by local elected officials to be in the best interests of their respective county, municipal or state governments.

As the bill continues to be marked up, opposition to the subcommittee decision is certain to mount. It will be subject to later review by the full committee.

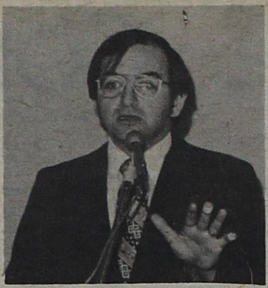
NACo will protest the decision and urge the subcommittee to reconsider. Counties should contact their congressional representative and make their views known on the decision to force local and state governments to be in the Social Security system.



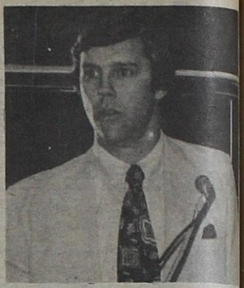
Buhler



Gary

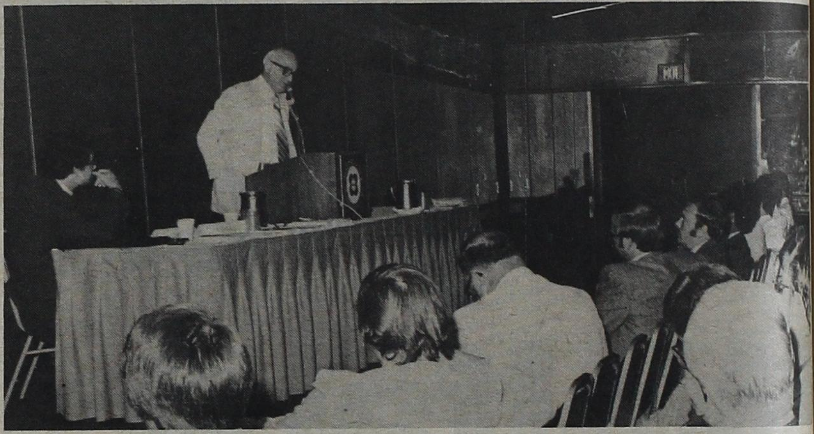


Howard



Benton

Counties Briefed on Federal Aid Programs



GEORGE KARRAS, deputy Assistant Secretary for Operations, speaks to delegates about Economic Development Administration programs that counties can apply for.

WASHINGTON, D.C.—"Federal paperwork requirements cost the public and private sector $100 billion per year," Warren Buhler, director of the Commission on Federal Paperwork, told more than 200 county officials here at a national federal aid briefing last week.

The three-day conference was sponsored by NACo and its affiliate, the Council of Intergovernmental Coordinators.

"State and local governments alone spend $9 billion on federal paperwork," said Buhler, whose commission has been studying ways to reduce red tape for the past two years.

Buhler stressed that it is "not only a question of changing the way people now feel about government—that everything is a form, everything's a statistic."

OVERALL, Buhler said, the government must install "some sense of proportion" in its paperwork requirements. He pointed out, for example, that in education programs the federal government supplies only 11 per cent of the funds but requires 50 to 60 per cent of the paperwork.

Buhler said that reforming the system will depend upon better communication between the federal government and outsiders. He told county officials, "In the end, it all falls back on you. If you can't see the problems and identify solutions, the federal government certainly won't be able to."

Buhler pointed out that his commission has made over 700 recommendations to the President, of which 40 per cent have been accepted. (For information on the President's plan to reform the federal aid system, see page 1.)

County officials at the conference were also told that rural America, for the first time, would have expanded grant and loan programs available for housing repair and construction, rental, housing community services, and business and industrial growth.

"We have more complete services now," John A. Swinnea, Jr. of the Farmers Home Administration (FmHA) said. Swinnea was joined by Dwight Calhoun and L.D. Elwell of FmHA. Each spoke of funding increases available in the next fiscal year.

ELWELL TOLD officials that housing programs include correction of health and safety hazards, rental housing, 100 per cent loans for low income families, rental supplements and weatherization.

Calhoun said increased funding in water and sewer grants and loans is bolstered by other community services that will complement business loan programs.

At another workshop, Jack Gary of the Office of Revenue Sharing discussed new auditing requirements under the 1977 amendments to the revenue sharing law.

Gary explained that revenue sharing recipients receiving over $25,000 will have to have an independent audit of their finances every three years. An independent auditor, Gary said, referred to certified public accountants licensed before Dec. 1, 1970. He added, however, that state or local accountants could perform the audit if they were elected or if they reported to the legislative branch of government—not the executive branch.

Gary also stressed that the audit must cover all of a county's finances. "There are too many people today who think that only revenue sharing funds have to be audited," he said.

Judith Turner of the National Institute of Mental Health told conference participants in another session that "there is a changing focus in mental health programs based on the new trend to deinstitutionalize patients."

According to Turner, more than half of the patients in state institutions in the last 10 years have been returned to the community. One of the problems in developing local services to help these individuals, Turner said, is a lack of designated leadership in government.

"Once the patient leaves the hospital, it's not clear who should be responsible to put together a package of care," she explained.

IN A PANEL session on the public works program, Tony DeAngelo of the Economic Development Administration (EDA) stressed the importance of fulfilling the grant requirement that 10 per cent of public works projects must go to minority-owned businesses.

In response to a question from the floor, he said this requirement applied to all projects, large or small.

DeAngelo said the public works program will have pumped $3.6 billion into the nation's economy by "this time next year."

The EDA director pointed to "side benefits" of the public works grants operating under "assurances" instead of "detailed examinations of projects ad nauseam."

Because of this, about half the projects accepted (8,444) are for an average cost of $450,000, he explained. DeAngelo urged counties to "go ahead like gangbusters" on the construction of the projects that had to, by law, be under construction 90 days after approval.

IF CAREFULLY planned, Title XX of the Social Security Act provides funds that can be very "fungible," according to experts from the Urban Institute and the Hecht Institute of the Child Welfare League of America.

William Benton of the Urban Institute told county officials in a panel session that substate planning for the use of funds is now permitted. That offers "leeway to provide services needed in one area and not another or even different levels of services," Benton explained.

He said social services are a "nebulous" area and often counties can free money from one program that will transfer help to another.

Candace Mueller of the Child Welfare League further pointed out, if counties know where to get aid for specific child welfare programs, they can free Title XX money for the elderly or other social services.

In another workshop, Ed Howard, general counsel to the House Select Committee on Aging, urged participants to identify problems in administering programs for the elderly.

In response, one county official complained that too few CETA dollars were used for jobs for the aging. Howard agreed, saying his committee conducted a study last year showing that only 2 and one half per cent of the Comprehensive Employment Training Act (CETA) funds were directed at people over age 55.

However, Howard claimed that Title IX dollars for community service jobs under the Older Americans Act were "increasing as fast or faster than other funds." He pointed out that $190 million is currently available which will create 47,000 jobs for the elderly by next July.

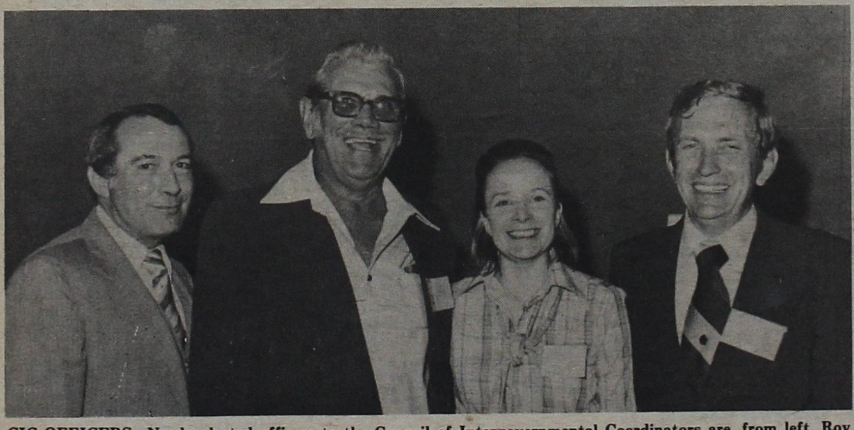
Another participant questioned why there were not more funds available for conventional public housing for aging citizens which required the "least paperwork." Howard agreed but warned "there are some people in the Administration who, if they had their way, would only have transfer payments for housing."

THE COUNTY official countered that transfer payments were useless in areas with housing shortages.

George Karras, assistant secretary of the Economic Development Administration, told another group he wanted to explore county leadership in economic development programs as a way to prevent "fragmenting" of services. "Some 95 per cent of the EDA applications are from communities within counties... I want to suggest that it doesn't have to be at that level," he said.

Karras told the group that local public works programs respond to cyclical unemployment and are "here today, then gone." He said these projects call for many applications which result in many turn-downs. "Under the regular program, EDA gets to know you in a series of meetings prior to application... Hard judgments are made ahead of time," he said.

He added that applications for public works projects that were turned down could be resubmitted for other EDA programs if they have "economic effect... what is eligible is the idea, not the application," he said.



CIC OFFICERS—Newly elected officers to the Council of Intergovernmental Coordinators are, from left, Roy Wilty, Jefferson Parish, La., vice president for training; Jack Burke, Monroe County, Fla. vice president for conferences; Suzanne Muncy, Montgomery County, Md., President and Ed Grobe, Ingham County, Mich., vice president for membership. Not seen is Gwen Baskett of Cuyahoga County, Ohio vice president.

COUNTY NEWS

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Maine Allows Charter Law for Counties

MAINE—Maine counties may now adopt charters providing for any structure of government they desire in an important step towards gaining home rule authority.

Public Law 486, which went into effect without the signature of Maine's Gov. James B. Longley, allows counties to reorganize (within constitutional limits) under whatever structure they wish. The Maine Constitution requires only that county commissioners and the county sheriff be elected officials.

NACo and the Maine County Commissioners Association (MCCA) sponsored a Northeast Town Meeting on County Modernization April 27-28 in Bangor. The meeting explored the possibilities of county home rule for Northeastern states, with emphasis on Maine. Speakers stressed the idea that county government should be flexible enough to determine the form, function and financial structure that would best serve their citizens.

MAINE SEN. Thomas Mangan sponsored the bill and was able to obtain passage by arguing that when Maine was still part of Massachusetts, the individual Maine counties were "chartered." Mangan argued that these original Massachusetts-Maine counties are constitutionally charter counties today.

Act 486 would void these charters and give counties the choice of creating a charter commisssion through an act of the Board of County Commissioners or through voter petitions. Creation of the charter commissions is optional.

A charter commission has one year to determine the structure for the county; the charter produced would be voted upon by county citizens.

Maine counties currently have little home rule authority. Sen. Mangan calls Public Law 486 "a compromise, but a good first step towards home rule." Mangan hopes next to free counties from the state run county budget process; Maine counties' budgets are approved by the state legislative delegation and then the entire state legislature. Frequently this process has not been completed until half way through the budget's fiscal year.

MCCA Executive Secretary Roland D. Landry believes many counties will be taking advantage of the new law to look at the possibility of changing their structures.

Reduced Funding Proposed for Refugee Aid Extension

WASHINGTON, D.C.—The Administration has proposed to extend the Indochinese Migration and Refugee Assistance Act of 1975 (IRAP) for an extra three years, but at reduced funding levels each year.

Under the provisions of the current IRAP program, federal funds have been made available to states for cash assistance, medical aid and social services. The program, established in April 1975, expires at the end of this month. Without extension, the burden of assimilating costs would be placed on local governments.

The Administration bill, which is awaiting a Congressional sponsor, would offer 75 per cent federal funding for fiscal '78, 50 per cent for fiscal '79 and 25 per cent for fiscal '80.

NACo has supported full funding of the program for at least the next three years with a phase down of federal support to coincide only in proportion to stabilization of the refugee population and reduced immigration flow.

The Administration proposal does, however, takes into consideration the estimated 15,000 Indochinese refugees who are in the process of being admitted into the country. One hundred per cent funding will be authorized for this group through March 31.

3 Offshore Energy Systems Studied

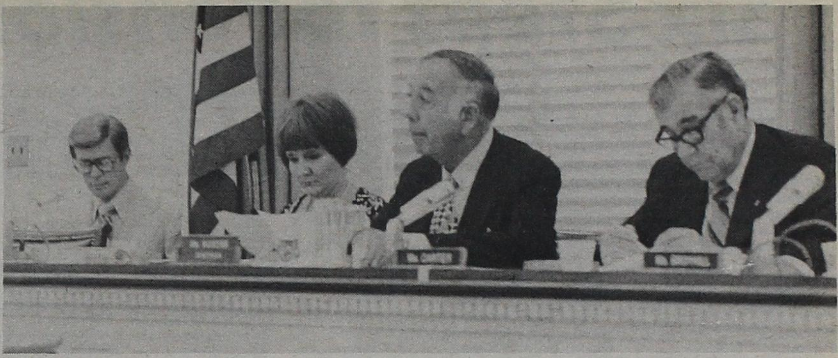
WASHINGTON, D.C.—The Congressional Office of Technology (OTA) has issued a report on three energy systems proposed off the coast of New Jersey and Delaware: floating nuclear power plants, deepwater ports and offshore oil and gas reserves.

The study found that none of the three technologies is likely to impose unbearable burdens on the ocean or coastal regions. Although the future use of ocean energy systems on a larger scale could create serious problems, at present there is no formal policy establishing priorities, settling conflicts and directing the use of the oceans.

The primary result of the OTA assessment of the offshore energy system is a list of issues and options for congressional consideration. Seventeen problem areas have been analyzed, focusing on those areas where Congress has the power to take action. The report then offers a list of possible actions which may help in dealing with the problem areas.

OTA findings conclude that new technology will be developed only to the point of providing a small percentage of the total energy required in New Jersey and Delaware before the year 2000. However, a combination of national leadership and alternatives such as solar systems, increased insulation, more efficient use of waste heat, could contain the increase in energy demand.

The assessment report, *Coastal Effects of Offshore Energy Systems*, can be obtained through the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The assessment volume is 4.45 and the GPO stock number is 052-003-00245-1. For the volume of supporting technical papers, the price is $11.75 and the stock number is 052-003-00246-9.



In photo above, Chairman Paul Rogers (D-Fla.) holds hearings on child health programs. The House Commerce subcommittee considered the need to improve services to children. At his right is Rep. Tim Lee Carter, M.D., (R-Ken.) and from left are Karen Nelson and George Hardy of the subcommittee staff. In right photo, Dr. J. Brett Lazar, right, Montgomery County, (Md.) health director testifies on behalf of NACo. Next to him is Mike Gemmell, NACo legislative representative.

Child Health Bill Endorsed, But Some Concerns Raised

WASHINGTON, D.C.—NACo Director J. Brett Lazar, M.D., who represents the National Association of County Health Officials (NACHO), testified Sept. 9 before the House Commerce subcommittee on child health programs. Chaired by Rep. Paul Rogers (D-Fla.), the subcommittee scheduled one day hearings on the Administration's proposal (H.R. 6706) to strengthen Medicaid's early and periodic screening, diagnostic and treatment (EPSDT) program.

The bill requires states and counties to provide EPSDT to those children not currently being reached; provides incentives to states and counties by increasing the federal Medicaid matching rate; and requires that all children under the program be immunized against childhood diseases.

LAZAR ENDORSED the bill's stress on prevention, saying "prevention has long been the neglected part of federal health care policy." He said NACo and NACHo support the following provisions of the Child Health Assessment Act:

• Increased technical assistance to states and their political subdivisions to assist in carrying out the child assessment program (CHAPS);
• Increases in Department of Health, Education, and Welfare staff assigned to the program;
• Promulgation of unified standards;
• The immunization requirement;
• Expansion of services covered;
• Inclusion of counseling, health education and advocacy; and
• Increased financial assistance to states and counties to improve program performance and administration, especially the financial bonus provision for outstanding performance.

THE BILL would extend Medicaid eligibility to children under 6 of families whose incomes meets state financial requirements for Medicaid but whose family structure makes them ineligible for Medicaid.

"H.R. 6706 will help counties meet their medical care obligations to children who cannot, for financial reasons, obtain their health care elsewhere," Lazar said.

Then he added, "we will continue to seek Medicaid coverage for other groups presently financed by county governments—disabled but working persons, the working poor, nonresident aliens, alcoholics and drug abusers, among others.

Lazar said that both NACo and NACHO have gone on record concerning the need to improve health services to all children. However, he cautioned that H.R. 6706, by requiring that all federally aided child health screening and immunization be done through comprehensive health care centers, will "force many county health agencies currently providing screening and then referring children to qualified providers to either expand their public health and disease prevention services to include medical care or be disqualified..."

He pointed out that counties presently finance over 10 per cent of the annual $17 billion dollar Medicaid bill and the requirement, "coupled with inflation of health care," would further drive up county medical costs.

THE COUNTY spokesman stressed that the requirement "does not lend itself to the vast majority of county health departments in rural and suburban areas where screening and immunization functions have been carried out by the health department and medical care and consultation have been provided privately.

"Such a shift" would be a "serious mistake," Lazar said. He explained that health departments went into immunization, baby clinics and screening because private practitioners were either "not capable or willing" to undertake this kind of health care.

Lazar predicted that if "all screening and immunizations are left up to primary (private) care providers, who are in most rural areas overburdened, that immunization rates will drop, screening will be cut back and the cost of care will be increased.

"Furthermore," Lazar stated, "if all local health departments are expected to gear up to provide primary medical care, the $25 million dollars that are proposed for bringing present EPSDT clinics up to primary care standards is grossly inadequate." He added that there are not enough doctors being trained in primary care pediatrics to staff all of the assessment clinics proposed under the act.

The doctor concluded by saying that amendments to the Child Health Assessment Act are necessary to prevent duplication of responsibilities and to maximize the use of existing community resources.

Send Us Your Noise Problems

The Noise Control Project of NACo's Research Foundation (NACoRF) wants to help counties control noise pollution. We would like to hear about noise problems in your county, and what steps you are taking to remedy them. We can provide you with helpful information from the Environmental Protection Agency (EPA), as well as details of how other counties are combating excessive noise.

In order to assist EPA in an assessment of its national programs and strategy, the Noise Control Project is identifying elected county officials who administer noise programs, or who are interested and knowledgeable in the area of noise abatement and control. Please contact us if an elected official of your county is involved in or informed about noise control.

Call or write Don Spangler, Noise Control Project, NACoRF, (202) 785-9577.

Six Steps to Pension Soundness

by Neal R. Peirce

DETROIT—By the time he'd finished his first term in the Tennessee legislature, says State Rep. John Bragg, he'd learned two things: (1) where the men's room was and (2) that there was something wrong with Tennessee's state and local pension systems.

So, he proposed a study of Tennessee's government pensions, he related at the recent Detroit meeting of the National Conference of State Legislatures. "When the results came out, I wished I hadn't learned what I learned."

Like almost every other state, Tennessee had built up huge unfunded pension liabilities. Politicians were receiving the accolades and votes for approving generous special-interest benefit packages. Fund investment practices were sloppy and "the hired help"—pension plan trustees and administrators—"were employes who benefitted from the higher benefits and abuse of the systems. They weren't about to tell what was wrong because of their own vested interest."

TENNESSEE BEGAN broadscale reform under Bragg's leadership. Now, as chairman of the NCSL's public pension task force, Bragg offers a checklist of six basic steps any state legislature can undertake to pull its state and local pension plans out of the trough of poor management, poor funding and political expediency:

• **Appoint a committee or council on pensions**, made up of "hard-headed, thick-skinned legislators—preferably from safe districts, so they don't have to play to special interests—who are willing to work and learn about pensions and get some control of these programs." Without that first step, says Bragg, "you're dead—because nobody else cares."

Every proposed pension change must then be forced to run the gauntlet of that committee, Bragg says, so that it can be exposed to full actuarial analysis and the true costs revealed.

Tennessee has had such a committee for three years, and not a single pension bill has been passed without its approval.

• **Eliminate pension hopping.** Under this popular loophole, an employe may work years as a ditch digger, then get appointed to a higher-paying job just before he retires and get all his years at ditch digging credited at high salary to give him an inflated pension benefit. The most notorious example is New York's practice of using only an employe's last year of work—including overtime—to determine his pension base.

Now in Tennessee (and in a few other states) a worker gets a pension based exclusively on the money he paid into the fund, plus the state or local government's matching contribution to the pension fund.

• **Eliminate double dipping.** The most notorious examples are federal laws which permit a person receiving a full military pension to go back to work for Uncle Sam drawing a full civilian salary at the same time. There are currently 150,000 double-dippers on federal payrolls, drawing $1 billion annually in pensions plus their current salaries.

It's even possible to "triple-dip"—work for the military, retire and draw your pension; work for the federal government at a full salary; moonlight to build enough credits to qualify for Social Security—and upon retirement draw a military pension, a civil service pension and Social Security.

Double-dipping is also a chronic problem in the states—highway patrolmen, for instance, who retire with pensions at 55 and then get elected local judges.

"You couldn't work today for General Motors, retire, draw your pension and then go back to work for them tomorrow at the same job," Bragg notes. "But the taxpayers are financing that every day and it's got to stop."

• **Examine disability procedures and rolls.** It's generally much easier to qualify for a disability pension in government than private business, and the area is rife with abuses.

"Most public plans say that if you're the guy who paints the top of the flagpole and something happens that means you no longer can do that, you'll draw a public pension as long as you live. Private plans say you're not disabled as long as you can be gainfully employed," Bragg comments.

A favorite gambit of government administrators who want to reduce work forces or get rid of an employe they don't like is to discover he or she has some kind of disability and must be pensioned immediately. While drawing government pensions, "disabled" workers often go off and get other jobs, so that society pays for them twice.

Tennessee tackled the problem with a bill requiring examination of disabled government workers every five years by two physicians—one of whom is designated by the pension system. "If it's found they're really able to work, or if they have a job, we'll cut them off," Bragg says.

• **Insist on front-end funding.** That means that when any new benefit is added, it's funded immediately on an actuarial basis. When Tennessee was asked to institute a three per cent annual cost-of-living allowance on its pensions, advocates said it would cost less than $500,000. But Bragg's committee found the cost would escalate to $100 million annually by the year 2000, and insisted it be funded immediately at an actuarily computed level of $20 million annually.

• **Integrate all public pension funds with Social Security** and place a cap on a pensioner's total benefits— Social Security plus his government pension—of about 70 per cent of preretirement income. A cap of 70 or at the most 80 per cent lets the average pensioner maintain his standard of living, analysts say, because of sharply reduced costs and taxes in retirement.

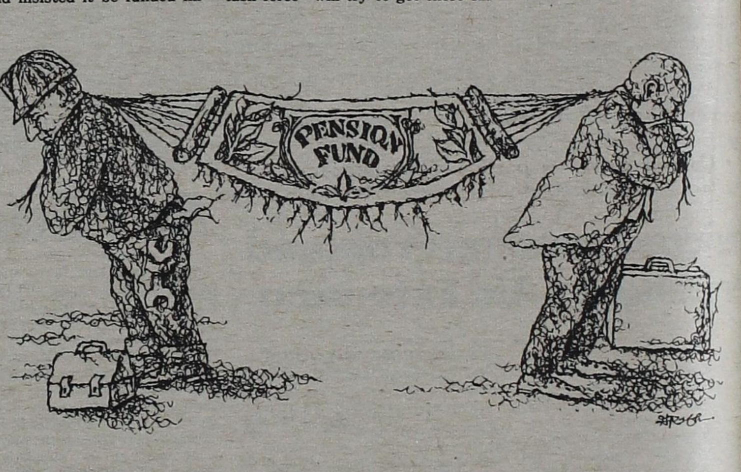
Only 30 per cent of state and local workers are now covered by Social Security, but most pension experts agree with Bragg that coverage should be universal and mandatory. It's short-sighted, Bragg says, for any state or local government to withdraw from Social Security— and several have in recent years. There may be short-term savings, but it's well-nigh impossible— barring immensely increased liabilities— for state and local governments to grant the full cost-of-living increases Congress constantly grants Social Security recipients. Moreover, employes lose the portability of benefits which Social Security gives them.

Bragg says his NCSL pensions task force "will try to get these six reform points instituted in every state."

Other reforms, however, are likely to join the list. Minnesota State Rep. Donald Moe would prohibit collective bargaining on public pensions—a source of some of the worst abuses of recent years. Many legislators are interested in reversing the trend toward early retirements, which balloon pension costs at alarming rates.

Others are pushing for consolidation of myriad local pension plans into consolidated state plans where the legislature and taxpayer groups can monitor them more easily and better management can increase investment yields. Interest is growing in the computerized data bank on all of a state's pension systems, pioneered by Massachusetts.

Bragg reserves, however, the most revolutionary idea of all for himself. "Eventually," he says, "all federal, state and local plans will have to be combined in a single national system, on one master computer. You work for the taxpayer, and he's the ultimate employer."



THE HEALTH PLANNING PROCESS

Direct HSA Selection Fosters Accountability

WASHINGTON, D.C.—County involvement in health planning and with health systems agencies (HSAs) has been on the rise, but many counties across the nation still lack adequate access into the health planning process. In the case of HSAs—agencies created by the National Health Planning and Development Act of 1974 to make quality health care less costly and more accessible—the degree of public accountability can be measured by the appointment process used to select members of HSA governing bodies.

One way, and perhaps the surest method, to attain public accountability, is to have all members of HSA governing bodies directly appointed by local and county elected officials.

IN THE Southwestern Washington HSA, for example, county commissioners directly appoint all the consumer representatives on both the main governing board and the sub-area councils (SACs—smaller, local branch units of an HSA), while the providers are selected by the provider groups of that health service area. County commissioners in southwestern Washington also appoint a third required category to the SACs and board of the HSA—local elected officials.

(Under the health planning law, all HSA governing bodies must include consumers and providers, of which a majority must be consumers, and must also include local elected officials.)

In the HSA of Alabama, District IV, all the consumer members of the board are appointed directly by the county and local elected officials. There are 28 consumers on the 50-member board and the 22 providers are selected by the area's provider groups. There are no sub-area councils (SACs) in this district. Alabama HSA Executive Director Andrew Chaffin boasts a very good relationship with county and local elected officials. Chaffin's only criticism of the process is that elected officials cannot be at more meetings because of their full and unpredictable schedules.

New York Experience

The Nassau-Suffolk HSA in New York State has a direct appointment process that reveals a high degree of local elected official involvement and public accountability. Its charter allows for the direct appointment of one-third of all HSA board members to be selected by the county executives. According to Hugh Mahoney, special assistant to Nassau County Executive Ralph Caso and vice chairman of the Administrative Committee of the HSA, of the 30-member board 10 are directly appointed by the county executives: five by Nassau County and five by Suffolk. The five selected by each county must be made up of three consumers and two providers.

"This system," Mahoney explains, "was established in the early task force negotiations on the original HSA structure. The task force, fortunately, was made up not only of the old health planning association members but of myself and many other local and county elected officials, so the local government input was strong from the beginning."

In Nassau County, all five of the county appointees to the HSA board are government employes, including one mental health and one public health commissioner. Suffolk County Executive John V.N. Klein appointed three members of the government, a health commissioner and two city legislators (one of whom, a dentist, also fills the "provider" category) as well as two members of the "community-at-large."

ONE OF these members "at-large" is also president of the HSA board, Joyce Turner. Nassau-Suffolk HSA Executive Director Tom Cranshaw says Turner is "an excellent president who continually tries to create partnerships and not emphasize public/private sector or consumer/provider clashes."

Both Mahoney and Cranshaw agree that Turner's election—a result of the general respect held for her regardless of sex, race or the fact that she is a county appointee—is indicative of how well the HSA is coordinating its activities with the community and staying accountable to the public.

"There's no question," Mahoney declares, "this is one of the best HSAs in the country as far as local government input, cooperation and accountability. Both county executives have written strong statements of support to the Department of Health, Education, and Welfare about the HSA at the time of original designation and again during the redesignation application process."

"Some people," Cranshaw adds, "even think the county executives have too much influence, and that, for example, county-appointed consumer board members cannot be truly objective."

In the two sub-area councils (SACs) of the Nassau-Suffolk area, the appointment process is more flexible than the board's one-third requirement. The SAC's nominating committee invites nominations from interested groups, including county government. Cranshaw explains that the degree of involvement by local elected officials ends up roughly the same proportion as in the board.

The authority to terminate board membership, however, does main with the board itself, just the retention of authority for SAC membership rests with the SACs themselves. Although rarely utilized, the termination authority for most HSAs rests within the particular unit (board or SAC) and is not subject to outside approval.

The Nassau-Suffolk executive director adds that "hopefully, SAC members do not come in strictly as delegates of one group or another but as responsible board members aware of and concerned with the whole planning process."

Direct SAC Appointments

Where direct county appointments to HSA governing boards do not exist, the emphasis of direct appointments and local elected influence often shifts to the SACs, which in turn select the board. The Western Oregon HSA requires all consumer members of the subarea councils to be directly appointed by the county commissioners of the health service area. Those SAC consumers, then, elect the consumer representatives on the board. In some cases,

See DIRECT, page

Special Report

Welfare Reform

An Open Letter to President Jimmy Carter

Dear President Carter:

The nation's county officials congratulate you for having the courage to tackle the problem of welfare reform at the beginning of your Administration. You have given us a plan which parallels the proposals advanced for the past two years by the National Association of Counties. We salute you for the speed with which the plan was assembled and the amount of consultation your staff has had with county officials who deliver welfare services. We hope this approach will set a precedent that will be followed in the many other programs that the Carter Administration and counties will have to develop.

While NACo supports the broad outlines of your welfare reform package, our concerns are threefold:

- Congress must act quickly. It is essential that both Houses move ahead with overall reform.
- County taxpayers must have immediate fiscal relief. The property tax can no longer bear the burden of skyrocketing welfare costs.
- Control of the jobs portion of the program must remain in the hands of local elected officials. We are proud of the way counties have conducted their jobs programs. Local responsiveness will be the key to continued success of these efforts.

The time for welfare reform is now. County officials pledge their support.

Sincerely yours,

William O. Beach
President

Bernard F. Hillenbrand
Executive Director

Cost to Counties

WASHINGTON, D.C.—The federal welfare system cost county budgets an estimated 6 billion dollars last year. From all indications, this cost will continue to skyrocket. The two major federal welfare programs which have the greatest fiscal impact upon counties are Aid to Families with Dependent Children (AFDC) and Medicaid.

NACo has conducted studies in both of these areas to determine the county's financial and administrative responsibilities. The following are some of their findings.

Existing Welfare Programs

- 18 states have county administered welfare programs.
- 1259 counties in those 18 states, representing 40 per cent of all counties in the United States are responsible for determining eligibility for all individuals who apply for welfare.
- In 13 out of 18 states counties pay a percentage of the program costs for AFDC. In fiscal '75-76 counties spent $870 million on AFDC or 9 per cent of the total federal state and local expenditures.
- In 13 out of 18 states the administrative cost of AFDC borne by counties ranges from .5 per cent to 50 per cent.
- In the AFDCU (unemployed fathers) program in 7 out of 9 states offering this program, counties pay up to 25 per cent of the program costs amounting to about $42 million.

Medicaid

Although Medicaid is generally considered to be a federal-state partnership, local governments are required to provide substantial financial and administrative support. In five of 15 states surveyed, county governments paid over 20 per cent of the total Medicaid program or administrative costs for the fiscal year July 1, 1975 to June 30, 1976.

Medicaid is designed to offer health care to certain low-income persons who are blind, disabled, aged, or members of families with dependent children. The Medicaid program was established in 1965 under Title XIX of the Social Security Amendments.

The legislative intent required that participating states cover all persons receiving cash assistance under AFDC as well as aged, blind, and disabled persons who are receiving Supplemental Security Income (SSI) cash benefits, or can meet state Medicaid eligibility conditions more restrictive than those required under the SSI program.

Each participating state determines benefits and eligibility and receives federal matching (50 per cent to 83 per cent depending on the state per capita income. States also have the option of including medically needy persons in the program. Medically needy are persons whose income and resources are too high to qualify as categorically needy, but can't afford their medical expenses.

See WHAT, page 4D

NACo Comments on the Administration's Welfare Reform Plan

The following analysis has been prepared to express some concerns which NACo has with the Administration's welfare proposal. While NACo supports the overall thrust of the proposal, we feel there are several problem areas which must be addressed.

Jobs Program

Local Decision Making

The issue of local control of the jobs program is of critical concern to county government. Of the 445 prime sponsors under the Comprehensive Employment and Training Act (CETA), 180 are counties, 71 are cities, 140 are consortia, 50 Balance of States and four Concentrated Employment Program. Locally controlled programs, where chief elected local officials are responsible for the design and implementation of employment and training programs, represent 88 per cent of the CETA program.

The Administrations' proposal talks about the local administration of the jobs and training component, but does not give any indication as to whether local administration includes sole decision-making authority for local officials or merely the management of day-to-day operations. The role of chief elected local officials is further obscured by the following points:

- The Administration proposals gives the governor in conjunction with CETA prime sponsors responsibility for developing a statewide plan setting numerical goals for private sector job placement and for subsidized jobs and training. Presumably the governor in developing numerical statewide goals could change prime sponsor plans to conform to statewide priorities.
- An ETA preliminary staff draft of a CETA reenactment bill required concurrence with local plans by the governor which could seriously undercut the decision making authority of local officials. Although the ETA staff draft has no official policy status, it was presented as the current Labor Department (DOL) position on the structure of the welfare reform jobs component.

The question remains as to whether sole decision making authority over the jobs component will remain at the local level. NACo believes that local accountability is the bottom line in any jobs program and that the local elected official as the individual most accessible to the participant should be responsible for making program decisions.

Unemployment Insurance Program Issues

There are several areas of concern regarding the relationship of the Unemployment Insurance (UI) program to the proposed welfare program:

- Funding for the proposal includes $1.1 billion in UI funds ($700 million from extended UI program and $400 million due to decreases in regular UI outlays.). Because of the nature of these funds, deriving from employer taxes in UI trust fund, they cannot be used to offset the cost of the welfare program. Under current unemployment insurance laws, employer Federal Unemployment Tax Act (FUTA) funds are earmarked, among other things, to pay unemployment benefits and are not available to finance general revenue programs.
- The Department of Health, Education, and Welfare press release indicates that the triggers for the regular extended benefits program are to be raised—which would presumably save funds for welfare reform. If this should occur, it would indicate that as a matter of national policy our tolerance level for unemployment had once again become greater. Are we willing to tolerate a higher level of unemployment before the only permanent countercyclical program now on the books "triggers on"?
- Currently 85 per cent of the administrative cost of the employment service is financed from FUTA tax revenues. This is justified on the presumption that 85 per cent of Employment Service (ES) services are to UI recipients and employers have a vested interest in returning these people to work as soon as possible.

Under the welfare reform proposal there would be a significant increase in the demand for labor exchange services for welfare recipients. Given the shift in client focus, should FUTA tax revenues continue to support such a high per cent of the administrative cost of the ES.?

- The proposed reduction of welfare benefits at the rate of 80 cents for every dollar of unemployment insurance could have two implications:

1) This proposal would seem consistent with support for a uniform national minimum benefit standard in UI (meshing welfare and UI programs could be awkward if one had a federally supported minimum welfare benefit level and the other a state determined minimum.).

2) If there were no federally mandated minimum benefit level in UI, then the HEW proposal would seem to provide a significant inducement to states to keep UI benefits low, since the welfare benefit would be federally supported and the UI benefit is paid from state generated revenues.

Interrelation of Welfare and Jobs System

The proposal emphasizes developing a coordinated jobs delivery system to assure an "unbroken sequence of services to participants." The proposal does not, however, address the problem of how the welfare system and the jobs program will coordinate service delivery. Discussions on this subject have alluded to the fact that the local welfare office would make referrals to the jobs program and that the jobs office would make referrals to the welfare program. This would imply that two separate systems would be maintained—one for the welfare program and one for the jobs program with staff able to screen and make cross referrals.

This type of arrangement could potentially create several problems:

- Even assuming that one office would do the intake (the one office being the first one to which a participant reports) and would refer to the other office i.e., welfare to jobs or jobs to welfare), this would require staff in each office to be knowledgeable about the procedures and requirements of the other program in order to make proper referrals through adequate screening.

See NACo, page 4D

The Administration's welfare reform proposal would make changes in the cash assistance, food stamp and employment programs under the jurisdiction of three committees each in the House and in the Senate. The responsible committees in the House of Representatives are Ways and Means, Education and Labor, and Agriculture. In the Senate, the Finance Committee, Human Resources, and Agriculture, Nutrition and Forestry have jurisdiction.

On the House side, the welfare reform bill will be referred first to a subcommittee of all three of the major committees, specially constituted for this purpose. The welfare reform subcommittee of Ways and Means, Education and Labor, and Agriculture will be chaired by Rep. James Corman (D-Cal.), who chairs the regular Ways and Means subcommittee of public assistance and unemployment compensation. Listed below is the membership of each of the committees which will have to approve any welfare reform legislation.

County officials are urged to contact these Congressmen and give their input into the Administration's welfare reform plans.

Senate Committees

Finance

Russell B. Long, La., Chairman
Herman E. Talmadge, Ga.
Abraham A. Ribicoff, Conn.
Harry F. Byrd, Jr. Va.
Gaylord Nelson, Wis.
Mike Gravel, Alaska
Lloyd Bentsen, Tex.
William D. Hathaway, Maine
Floyd K. Haskell, Colo.
Spark Matsunaga, Hawaii
Daniel P. Moynihan, N.Y.

Carl T. Curtis, Nebr.
Clifford P. Hansen, Wyo.
Robert Dole, Kans.
Bob Packwood, Ore.
William V. Roth, Jr., Del.
Paul Laxalt, Nev.
John C. Danforth, Mo.

Human Resources

Harrison A. Williams, Jr., N.J. Chairman
Jennings Randolph, W. Va.
Claiborne Pell, R.I.
Edward M. Kennedy, Mass.
Gaylord Nelson, Wis.
Thomas F. Eagleton, Mo.
Alan Cranston, Calif.
William D. Hathaway, Maine
Don Riegle, Mich.

Jacob K. Javits, N.Y.
Richard S. Schweiker, Pa.
Robert T. Stafford, Vt.
Orrin Hatch, Utah
John Chafee, R.I.
S. I. Hayakawa, Calif.

Agriculture, Nutrition, And Forestry

Herman E. Talmadge, Ga., Chairman
James O. Eastland, Miss.
George McGovern, S.D.
James B. Allen, Ala.
Hubert H. Humphrey, Minn.
Walter D. Huddleston, Ky.
Dick Clark, Iowa
Richard (Dick) Stone, Fla.
Patrick J. Leahy, Vt.
John Melcher, Mont.
Edward Zorinsky, Neb.

Robert Dole, Kan.
Milton R. Young, N.D.
Carl T. Curtis, Neb.
Henry Bellmon, Okla.
Jesse Helms, N.C.
S.I. Hayakawa, Calif.
Richard Lugar, Ind.

House Committees

Agriculture

Thomas S. Foley, Wash., Chairman
W.R. Poage, Tex.
E de la Garza, Tex.
Walter B. Jones, N.C.
Ed Jones, Tenn.
Dawson Mathis, Ga.
George E. Brown, Jr., Calif.
David R. Bowen, Miss.
Charles Rose, N.C.
John Breckinridge, Ky.
Frederick W. Richmond, N.Y.
Richard Nolan, Minn.
James Weaver, Ore.
Alvin Baldus, Wis.
John Krebs, Calif.
Tom Harkin, Iowa
Jack Hightower, Tex.
Berkley Bedell, Iowa
Matthew F. McHugh, N.Y.
Glenn English, Okla.
Floyd J. Fithian, Ind.
John W. Jenrette, Jr., S.C.
Ray Thornton, Ark.
Leon E. Panetta, Calif.
Ike Skelton, Mo.
Joseph S. Ammerman, Pa.
Jerry Huckaby, La.
Dan Glickman, Kan.
Daniel K. Akaka, Hawaii
Harold L. Volkmer, Mo.
Charles Whitley, N.C.

William C. Wampler, Va.
Keith G. Sebelius, Kan.
Paul Findley, Ill.
Charles Thone. Neb.
Steven D. Symms, Idaho
James P. (Jim) Johnson, Colo.
Edward R. Madigan, Ill.
Margaret M. Heckler, Mass.
James M. Jeffords, Vt.
Richard Kelly, Fla.
Charles E. Grassley, Iowa
Tom Hagedorn, Minn.
W. Henson Moore, La.
E. Thomas Coleman, Mo.
Ron Marlenee, Mont.

Education and Labor

Carl D. Perkins, Ky., Chairman
Frank Thompson, Jr., N.J.
John H. Dent, Pa.
John Brademas, Ind.
Augustus F. Hawkins, Calif.
William D. Ford, Mich.
Phillip Burton, Calif.
Joseph M. Gaydos, Pa.
William (Bill) Clay, Mo.
Mario Biaggi, N.Y.
Ike F. Andrews, N.C.
Michael T. Blouin, Iowa
Robert J. Cornell, Wis.
Paul Simon, Ill.
Edward P. Beard, R.I.
Leo C. Zeferetti, N.Y.
George Miller, Calif.
Ronald M. Mottl, Ohio
Michael O. Myers, Pa.
Austin J. Murphy, Pa.
Joseph A. Le Fante, N.J.
Theodore S. Weiss, N.Y.
Cecil (Cec) Heftel, Hawaii
Baltasar Corrada, P.R.
Dale E. Kildee, Mich.

Albert H. Quie, Minn.
John M. Ashbrook, Ohio
John N. Erlenborn, Ill.
Ronald A. Sarasin, Conn.
John Buchanan, Ala.
James M. Jeffords, Vt.
Larry Pressler, S. D.
William F. Goodling, Pa.
Bud Shuster, Pa.
Shirley N. Pettis, Calif.
Carl D. Pursell, Mich.
Michey Edwards, Okla.

Ways and Means

Al Ullman, Ore., Chairman
James A. Burke, Mass.
Dan Rostenkowski, Ill.
Charles A. Vanik, Ohio
Omar Burleson, Tex.
James C. Corman, Calif.
Sam M. Gibbons, Fla.
Joe D. Waggoner, Jr., La.
Otis G. Pike, N.Y.
J.J. Pickle, Tex.
Charles B. Rangel, N.Y.
William R. Cotter, Conn.
Fortney H. (Pete) Stark, Calif.
James R. Jones, Okla.
Andrew Jacobs, Jr., Ind.
Abner J. Mikva, Ill.
Martha Keys, Kans.
Joseph L. Fisher, Va.
Harold E. Ford, Tenn.
Ken Holland, S.C.
William M. Brodhead, Mich.
Ed Jenkins, Ga.
Richard A. Gephardt, Mo.
Jim Guy Tucker, Ark.
Raymond F. Lederer, Pa.

Barber B. Conable, Jr., N.Y.
John J. Duncan, Tenn.
Bill Archer, Tex.
Guy Vander Jagt, Mich.
William A. Steiger, Wis.
Philip M. Crane, Ill.
Bill Frenzel, Minn.
James G. Martin, N.C.
L.A. (Skip) Bafalis, Fla.
William M. Ketchum, Calif.
Richard T. Schulze, Pa.
Willis D. Gradison, Jr., Ohio

Correspondence to members of the U.S. House of Representatives or the Senate should be addressed as follows:

The Honorable __________ (name)
U.S. House of Representatives/or U.S. Senate
The Capitol
Washington, D.C. 20515 (House); 20510 (Senate)

Welfare Reform Subcommittee

Agriculture

Thomas S. Foley, Wash.
Frederick W. Richmond, N.Y.
Matthew F. McHugh, N.Y.
Daniel K. Akaka, Hawaii
Richard Nolan, Minn.

William C. Wampler, Va.
Steven D. Symms, Idaho

Education and Labor

Carl D. Perkins, Ky.
Augustus F. Hawkins, Calif.
Joseph A. LeFante, N.J.
William Clay, Mo.
Theodore S. Weiss, N.Y.

William F. Goodling, Pa.
Ronald A. Sarasin, Conn.

Ways and Means

James C. Corman, Calif., Chairman
Al Ullman, Ore.
Charles B. Rangel, N.Y.
Fortney H. Stark, Calif.
Andrew J. Jacobs, Jr., Ind.
Martha Keyes, Kan.
Joseph. L. Fisher, Va.
James A. Burke, Mass.
William M. Brodhead, Mich.
Jim Guy Tucker, Ark.

Barber Conable, N.Y.
Guy Vander Jagt, Mich.
L.A. Bafalis, Fla.
William M. Ketchum, Calif.
Bill Gradison, Ohio

Note: Democratic Congressman are listed first while Republican members follow in Italics. Chairman are designated and ranking minority members are set in bold type.

Comparison of

NACo Position Work Security Program	Administration Proposal Welfare Reform/Jobs Component
• The program should be built around a decentralized, decategorized, comprehensive employment and training delivery system with exclusive decision making authority in hands of chief elected local official.	• The local employment and training agency (LETA) will be responsible for providing subsidized jobs and training through a locally coordinated employment and training delivery system. (Note: the local employment and training agency is the CETA system revised to place more decision making authority in the hands of the governor).
• Federal rule making and administration of the program should be lodged in the same agency.	• Federal rule making and administration is placed under Department of Labor (DOL).
• The work program should be carefully coordinated with income security, social services and unemployment insurance programs.	• The jobs portion calls for a locally coordinated employment and training delivery system. It does not specifically address coordination of income security or social services. The implication, however, is that because of the way benefits are structured, jobs and cash assistance components will have to be coordinated.
• Transitional funding mechanisms are needed to allow for phasing out state and local costs.	• Transitional funding is not addressed as part of jobs program. Three year transition is planned for cash assistance program.
• The program should be coordinated with federal economic policies designed to encourage full employment.	• Not addressed.
• Uniform standards of eligiblility and benefit is received, an individual's welfare benefits lished to account for regional differences in the cost of living.	• Regarding eligibility, jobs will go to principle wage earner in families with children. Applicant must have been unemployed and actively seeking work for previous five weeks. With few exceptions, jobs will be at minimum wage with wage supplementation of up to 10 per cent in states which supplement cash assistance benefit.
• Costs of program should be wholly met by the federal government, except for the basic 26 weeks of unemployment insurance (UI). Federal government should not extend the UI periods of eligibility at state and local expense as a means of avoiding full federal financing of work security program.	• Cost of jobs program with the exception of any required wage supplements will be borne by federal government. The issue of UI is not addressed, however, the proposal would revise the extended benefit (26-39 weeks) program by raising the insured unemployment rate required to trigger program on and off.
• Basic 26-week UI benefits should be the primary source of income during periods of temporary unemployment.	• Basic UI benefits are not addressed, however, proposal would not prohibit UI recipients from applying for jobs or cash assistance. Individuals would forego UI benefits, if they accept a job. If cash assistance is received, an individual's welfare benefits would be reduced 80 cents for every dollar of UI benefits.
• Responsibility for job development should rest primarily with local governments. Federal and state resources for job development should also be available.	• Employment and training activities will be operated through local employment and training agency (LETA). Presumably, subsidized jobs would be developed by LETA program whereas those in private sector would be channeled through Employment Service (ES). The issue of resource availability is not sufficiently detailed.
• Benefit level for unemployed persons should provide an adequate standard of maintenance while retaining a concept of work incentives.	• For family of four with one member working, basic benefit would be $2.300. First $3.800 of earnings would be disregarded after which reductions of 50 cents on the dollar will occur to the phase out level of $8.400. If job is not federally supported, family can also apply for Earned Income Tax Credit. (Note: benefits and effect of earnings vary with family type).
• The level of wages and payments to the working poor should not create disincentives to work.	• Same as above.
• Employable persons receiving UI or work security benefits must accept work or training as a condition of continuing eligibility.	• Persons expected to work will either loose or receive reduced cash assistance benefits if they do not accept work. The proposal does not mention change in benefits for UI recipients who refuse work. Presumably, UI laws concerning work requirements would prevail.

Welfare Reform

NACo Position	Administration Proposal
Income Security	**Cash Assistance Component**
• The program should provide uniform standards of eligibility and income maintenance throughout the nation for those in need, with variations to account for regional differences in the cost of living.	• Eligibility is consolidated by standardizing definition of income, redefining of filing unit and setting up a retrospective accountable period. A basic federal minimum benefit standard is established for all areas. No regional variations to allow for differences in cost of living are included. States and local governments may supplement to take care of cost of living differences.
• Costs of program should be entirely met by the federal government.	• Federal government will pay majority of costs of benefits. States will be required to pay 10 per cent of the cost of the basic federal benefit except to the extent that this requires a state to spend more than 90 per cent of its current expenditures on AFDC, SSI, General Assistance and Emergency Assistance. In states which supplement benefits, the federal government will subsidize the supplemental benefits as long as programs meet federal requirements. Federal subsidy will be 75 per cent of first $500 and 25 per cent of additional supplementation up to the poverty level.
• Where aid to non-citizens is required, costs should be met by the federal government.	• Not addressed.
• Income Security program for persons unable to work should be administered separately from the Work Security program for those employed.	• Jobs component is to be run through local employment and training agency. Cash assistance benefit computation and payment will be a federal responsibility. States can administer intake function, but can opt to give this function to the federal government.
• Rule making and administration should be lodged in the same agency.	• Federal rule making and administration is to be under the Department of Health, Education and Welfare (HEW).
Social Services Program	**Social Services**
• The program should be administered at the local level and adequately funded at the federal level.	• Issues concerning social services are not specifically addressed in the Administration proposal. Proposal deals primarily with jobs and cash assistance component reforms.
• Planning and program design must be a local responsibility.	
• The closed-end appropriation for social services should be increased to parallel the increase in costs of living and inflation.	
• Human services should be voluntary except for those services necessary to protect children and adults unable to protect themselves.	
• Adequate methods of measuring the results of social service programs should be assured.	
Fiscal Relief	**Fiscal Relief**
• Immediate (fiscal '79) and significant fiscal relief to state and local governments must be provided.	• An estimated $2.1 billion in fiscal relief to state and local governments is provided. States are required to pass fiscal relief to local governments in proportion to the share of welfare costs currently borne by local governments. Anticipated fiscal relief will not be provided until fiscal '81—the first year of welfare program.

This special supplement was prepared by Tom Cagle and Carol Cox of the Manpower project staff and Jim Koppel of the Title XX project of NACo's Research Foundation.

WELFARE REFORM PROPOSAL

Questions and Answers

How will the proposed new program be administered?

On the cash assistance side the federal government (HEW) will be responsible for benefit computation and payment. The intake function will be a state responsibility. However, the state can opt to turn the intake function over to the federal government.

On the jobs component side, the local employment and training agency (LETA) will be responsible for administration. LETA will probably be a combined CETA, Employment Service, community based organization, etc. service delivery system.

How will the new program affect the decision making authority of chief elected local officials in the jobs program?

The Administration's proposal states that CETA prime sponsors will be responsible for providing the subsidized jobs and training. Although this seems to indicate that CETA will remain the lead agency, the proposal also mentions the governor will be responsible for setting state goals and could presumably turn down a prime sponsor plan for not complying with statewide goals.

How much fiscal relief can local governments expect?

The proposal estimates that $2.1 billion in fiscal relief will be provided to state and local government. The proposal requires states to pass on fiscal relief to localities in proportion to the share of state welfare costs currently borne by local governments.

There was some talk about public housing programs being affected by welfare reform. Are housing programs included in the proposal?

The office of Management and Budget (OMB) did make a suggestion that housing programs be cashed out and that housing assistance be provided in the cash benefit to low income individuals. This suggestion is not included in the current proposal but may be discussed again during the fiscal '79 budget process. Hearings are currently being conducted on this subject by the Senate Banking Committee.

How will the emergency needs program be handled?

The federal government will make annual block grants of $600 million to the state for cases of emergency need. It is not known whether or not this estimate is sufficient to meet the need.

What affect will the new program have on Medicaid?

The Medicaid program will not be affected by the welfare proposal. The Adminisration feels that Medicaid reform can most effectively be addressed as part of a National Health Insurance proposal.

Will jobs be provided only to welfare recipients?

To be eligible for one of the 1.4 million minimum wage jobs an individual need only be unemployed for five weeks and actively searching for work. Although anyone meeting these criteria is eligible, priority for jobs will be given to the primary wage earner in low income families with children.

How will the welfare reform jobs component affect the regular CETA program (i.e. Title I, II, VI etc.)?

Although this question is not specifically addressed in the proposal, the Department of Labor's preliminary draft of the legislation relating to the jobs component proposes the addition of a new Title IX of CETA.

The proposal indicates that the Title VI economic stimulus funds will be used in the welfare program. What will happen to the people currently in Title VI jobs?

The Administration anticipates phasing out the approximately 700,000 Title VI jobs. The administration is assuming that during the first year of the program (fiscal '81) the unemployment rate will be 5.6 per cent and that sufficient private sector jobs will be available to accomodate these individuals. Whether to phase out the program, transfer people to another program or continue the Title VI program is one of the many issues Congress will consider.

What if the unemployment rate remains above 5.6 per cent.

This issue is not considered in the proposal.

What will be the total cost of the program?

Administration estimates place the cost of the program at $30.7 billion during the first year (fiscal '81). This will represent an additional $2.8 billion over current program costs.

What are the changes in the Earned Income Tax Credit (EITC)?

The proposed EITC will provide a 10 per cent credit on earnings up to $4,000, a 5 per cent credit on earnings between $4,000 and the point at which a family will become liable for federal income tax and a phase out of the credit above the tax-entry point by $1 for every $10 of earnings

Summary of NACo's Welfare Reform Position

The NACo membership adopted a major welfare proposal in June of 1976. In that proposal, NACo expressed its belief that major overhaul of the current welfare system is needed which will:

- Simplify and consolidate existing programs;
- Establish universal eligibility standards and benefit levels;
- Fill welfare "gaps" and eliminate abuse, and
- Take into consideration employment programs which overlap welfare programs.

In order to accomplish these objectives, NACo's long-range reform proposals call for the establishment of three separate and distinct programs:

- An employment security program for persons available to work, for persons potentially able to work, and for the working poor whose earings fall below a federally established minimum level.
- An income security program to provide a decent life for those who are clearly unemployable.
- A social services program to aid people to achieve the full objectives of encouraging self-support, self-reliance, strengthening of family life, and the protection of children and adults.

NACo has also adopted the position that any welfare reform package must include:

- Significant and immediate fiscal relief to hard pressed county budgets and
- Assurances that decisions on jobs and training programs remain exclusively in the control of chief elected local officials.

NACo Comments on Welfare Reform Proposal

Continued from 4A

• Another potential problem is that neither system will be able to control its own intake and workload. Two areas of difficulty stem from this problem.

1) If one agency is overworked, what is to prevent it from making more referrals to the other agency (i.e.: if the welfare system becomes overburdened it would be easy to refuse new cases by referring them to the jobs system).

2) Participants could easily become lost in a system, especially if it is overburdened by one agency which claims never **having received the referral.**

A potential solution to this problem may be in establishing a central intake unit for both systems which would screen applicants and refer them to either the jobs component or the welfare component as appropriate. **This central intake unit could regulate the workloads of each system as well as coordinate and track the referrals of the client from one system to another.** (i.e. a participant who has completed the 12 months of work and the first two weeks of job search must be referred to the welfare system for payments during the final 3 to 5 weeks of job search. Coordination of services could be accomplished through the intake unit).

Additionally individuals could apply at only one location thereby minimizing both confusion on the part of the participant and more importantly the possibility of applications being taken by both systems.

Skills Training vs. Jobs

The proposal calls for the creation of 1.4 million public service jobs for those eligible persons unable to find employment in the private sector. Although training is discussed, the primary emphasis is on jobs. The proposal should provide incentives for eligible persons to seek training over jobs. The program could possibly offer a higher wage to those persons who undertake training/further education as opposed to taking a public sector job. Incentives to reward successful completion could also be provided.

Basic education and skills training are necessary to assist the welfare recipient who traditionally lacks the skills required to successfully compete for private sector jobs. Combined with the fact that it is often difficult for an individual to return to school after having been out for several years, it is essential that incentives to seek training/education, as opposed to straight work, be developed.

Minimum Wage

Limiting jobs to minimum wage will create a variety of problems for local government, **unions and the program as a whole:**

• Many local governments are bound by both union agreements and civil service requirements which specify wage rates for various categories of jobs. The creation of 1.4 million minimum wage jobs could create problems for local government in meeting their union and/or civil service requirements.

• In certain areas of the country minimum **wage, public service employment (PSE) jobs** will be more attractive than existing unsubsidized/subminimum wage jobs. PSE jobs at minimum wage could potentially attract individuals currently on unsubsidized jobs that pay less than the minimum wage.

Eligibility for Jobs

The proposal will provide jobs for principal wage earners in families with the sole criterion for eligibility being five weeks of unemployment and active job search. Furthermore, no income or assets tests for determining eligibility are stated. The proposal does state, however, that all low income families with children will be eligible for these jobs. The fact that low income is mentioned seems to imply that an income test would be necessary.

If eligibility for jobs is solely unemployed and searching for work for five weeks, a potentially large number of nonwelfare participants would be eligible for these jobs. For example, in Texas where the maximum UI benefit is $63 a week, a job paying $2.50 an hour would provide an increased income of approximately $37 a week. (This could encourage UI recipients to take a PSE job and forego UI benefits.) The same situation could occur in 18 other states where the weekly UI benefit is less than the minimum wage. (This example assumes the maximum benefit level is payable. On the average, however, the benefit is two-thirds of the maximum.)

Eligibility for welfare jobs must also be designed to be consistent with eligibility for other titles of CETA to make transfer within the training system, for purposes of upgrading, easier.

Private Sector Jobs

The proposal encourages individuals to seek private sector jobs over federally supported employment. Although this is a laudable goal, the question remains: how will the private sector jobs be created? Unless the proposal includes inducements for employers to create sufficient employment opportunities, the goal of private sector employment cannot be attained.

Cash Assistance

Fiscal Relief

NACo applauds the Administration's desire to provide much needed fiscal relief to local governments. However, the issue of fiscal relief raises two primary areas of concern.

• Hard pressed county budgets and the citizens who finance those budgets through property taxes cannot wait until 1981 for fiscal relief. NACo sees no reason that fiscal relief cannot be phased in beginning in fiscal '79.

• County officials are not yet convinced that the Administrations' proposal will provide significant fiscal relief to local governments. In order to analyze the situation fully, officials must know the assumptions made by the Administration in figuring program costs. Specifically, county officials should know:

1) Anticipated number of individuals, families, etc. receiving job services only, welfare only, and combined jobs and welfare benefits during the projected year.

2) Anticipated number of families individual, couples, etc. who are expected to work; not expected to work: and of those not expected to work the assumed number that will choose to work.

3) Benefits that will be paid out by category based upon assumptions made in one and two above.

4) Assumptions by state and local government (where applicable) on the level of supplemental benefits.

5) Based upon the levels of supplemental benefits, the projected cost to states of the wage supplementation and its impact on fiscal relief.

6) The total number of private sector jobs which the economy will create during the projected year and the number of those jobs that will go to welfare program participants.

7) Assumptions concerning the impact on the program of an unemployment rate in excess of 5.6 per cent. Are there assumptions concerning changes in the program based upon incremental changes in unemployment?

8) Assumptions concerning benefit reductions based upon levels of earning, including the range of reductions based upon differing rates in states which supplement.

Retrospective Accountable Period Emergency Needs Fund Relationship

The Administrations' proposal for providi $600 million in emergency funds is not s ficient to meet current let alone future need Among the areas of concern are:

• Currently 28 states have a cost of $7 million dollars for emergency one-time pa ments. Cost projections based on curre categories of recipients alone when extende to 50 states will increase the funding needed

• The retrospective accountable period w add more "working poor" to the current cas load as eligible for benefits, thereby increasin the emergency needs caseload even more.

• The SSI/SSP conversion resulted in cas flow problems to states caused by admi strative delays in the initial 18 months of th program. Currently delays of 120 days to seve months is a reality. This cash flow cost mu be taken into account as local governmen cannot borrow money against anticipated re enues to cover current costs.

Federal Funds for Administrative Conversion

In the $2.3 billion how much money is se aside to cover administrative conversion costs Such costs include local government contrac for long-term physical plant, computer co tracts, equalizing varying benefit structure for staff who are being federalized.

Jobs Protection

The anticipated reduction of 23,000-43,00 jobs nationally threatens not only line workers but administrative staff such as auditors **treasurers and other management personnel What provisions will be made to protect these individuals?**

Estimated Impact of Welfare Reform on the States for First Year (in millions of dollars)

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

What Welfare Costs Counties

Continued from 4A

The following is a breakdown of the amount of selected counties paid to states for Medicaid from July 1, 1975 to June 30, 1976:

Aggregated County Costs (State)	Program (dollars) in millions	Administrative (dollars) in millions
California	313.57 (covers both P&A)	
Colorado		.151
Florida	12.95	
Indiana		10
Maryland	4.45	
Minnesota	13.40	1.39
Nebraska	13.22	
N. Hampshire	3.91	
New York	754	18.69
North Carolina	19.03 (covers both P&A)	
North Dakota	1.49	*
Ohio		1.1
Pennsylvania	40	

***Counties pay 50 per cent of administrative cost for eligibility determination, personnel and overhead but no breakdown of this cost was available.**

Other Programs

Two federal programs which are partially financed by counties are food stamps (administrative costs only) and Title XX (Social Services).

In the 18 states where counties administer welfare programs, there is also an administrative cost for the food stamp program. NACo's estimate of these costs would be close to that of AFDC administrative costs ($180 million).

Social services costs for counties are tied into the Title XX program. Title XX of the Social Securtiy Act replaced services previously provided under Title IV-a (AFDC) and Title VI (Aid to Aged, Blind, and Disabled) as the federal source for the social service payments. Under Title XX, the federal government now provides states with grants to cover 75 per cent (90 per cent for family planning) of the cost of the services that benefit children, the elderly, the blind, the handicapped, alcoholics, drug addicts and others with low incomes.

The county share in the 25 per cent match required in each state varies from zero to the full 25 per cent. The total amount would approximately be $500,000.

The federal funding level is a $2.5 billion ceiling which was set in 1972 and was not raised until the Long-Mondale amendment (P.L. 94-401) in September 1976. The $2.5 **billion ceiling meant that those states spending at their appropriated funding ceiling had no money for new or expanded programs. Even** existing programs were affected by increasing program costs each year which were not incorporated in the Title XX funding. Therefore, programs were either under-funded or cut out of the state plan entirely due to the un**changing funding ceiling.**

Therefore, many counties have had to pick up the rising costs in order to maintain their services. Orange County, Calif. spends over $1 million of its revenue sharing allocation on social services. These costs across the nation are not reflected in Title XX but amount to millions of dollars.

Also some states provide supplements (SSP) to recipients of federal Supplemental Security Income (SSI), the aged, blind, disabled. There is no breakdown of costs between states and counties but overall SSP expenditures in fiscal '77 are reported to be nearly $1.6 billion.

In North Carolina, for example, the county share is 50 per cent of costs or about $8.6 million. And this is just for SSI recipients in nursing homes.

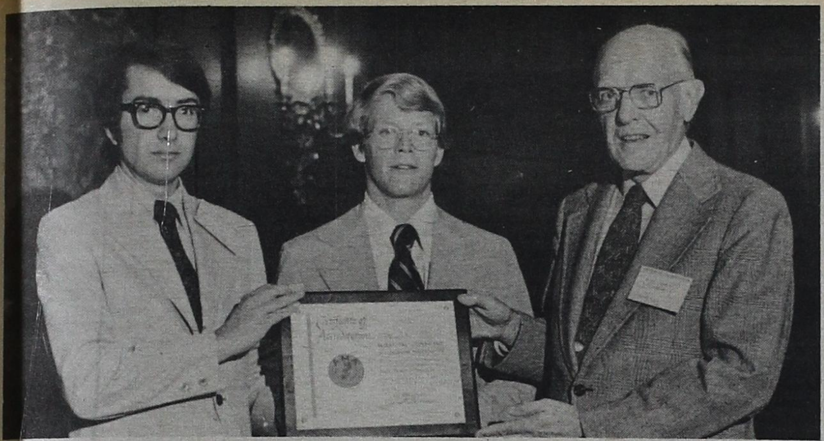
The last but most expensive welfare program for counties is general assistance. General assistance is the largest nonfederal welfare program in the county. The general assistance program is supervised and funded by state government, county government or both.

General assistance is a tremendous burden to many states and counties. It is at this level that programs must be implemented to address the "gap" population—those individuals or families who are poor but don't fit into a federal program. It is also at the local level that emergency aid must be addressed to those in immediate need who can't await 60 or 90 or 180 days for their applications to be approved for federal relief. It is estimated that general assistance served over 1 million persons in 1975 and cost over $2 billion.

One of the most expensive elements of general assistance is the emergency medical assistance and medical progrms which are offered on an ongoing basis to general assistance recipients.

With the recent changes in the Medicaid program, abortions previously for Medicaid recipients will no longer be matched with federal dollars. Many states have dropped the abortion services entirely and the counties are beginning to pick up these costs.

The combination of federal welfare programs and the counties own supplemental welfare programs has put many counties in a budget crunch. Perhaps the most alarming detail is the that the future will be worse in terms of increased costs to counties in all of the welfare programs.



WHATCOM COUNTY ACCEPTS AWARD—Robert Beaty, left, staff counsel to the Washington Association of Counties, accepts on behalf of Whatcom County Jail, an AMA medical care and health services award. The award, which was presented to 16 county jails, is being given jointly by Herbert C. Modlin, M.D., chairman of the AMA Advisory Committee, right, and Gregory Miller, pilot project director from the Washington State Medical Society.

AMA Accredits First Jails

MILWAUKEE, Wis.—The first jails in the United States ever to be accredited as providing adequate medical care and health services for their inmates have received recognition from the American Medical Association (AMA). The 16 county jails are in Georgia, Indiana, Maryland, Michigan, Washington State and Wisconsin.

They are: DeKalb County Jail, Decatur, Ga.; Greene County Jail, Bloomfield, Ind.; Marion County Jail, Indianapolis, Ind.; Baltimore County Jail, Towson, Md.; Prince George's County Jail, Upper Marlboro, Md.; Lake County Jail, Baldwin, Mich.; Anne Arundel County Detention Center, Annapolis, Md.; Montgomery County Detention Center, Rockville, Md; Oakland County Jail, Pontiac, Mich.; Shiawassee County Jail, Corunna, Mich.; Washtenaw County Jail, Ann Arbor, Mich.; Whatcom County Jail, Bellingham, Wash.; Whitman County Jail, Colfax, Wash.; Eau Claire County Jail, Eau Claire, Wis.; Okanogan County Jail, Omak, Wash.; and Milwaukee County Jail, Milwaukee, Wis.

The accreditation procedure is an integral part of an AMA pilot program to improve medical care and health services in jails across the country. The program has been financed by the Law Enforcement Assistance Administration (LEAA) of the Justice Department and has had the cooperation of the National Sheriffs' Association and the American Correctional Association.

THE PILOT project has produced the first set of national, operational medical standards for jails in the history of the American correctional system.

In presenting the certificates at the National Jail Conference at the Marc Plaza Hotel, Herbert C. Modlin, M.D., chairman of the AMA Jail Project Committee said: "This represents an important milestone in the American correctional system. The lack of adequate medical care in the nation's jails has been a disgrace. Medical societies have played an important role in helping to develop model health care systems. For the first time our jails have been meticulously examined against recognized standards. A number of them have met the test."

The standards, consisting of 83 separate criteria for medical care and health services in jails, represent the consensus of the AMA and state advisory committees of physicians, nurses, sociologists, criminologists and ex-offenders.

The award ceremony occurred during the first National Jail Conference, Aug. 21-22, sponsored by the AMA, the National Jail Association and the American Correctional Association. The conference drew 300 jail health care providers, medical society executives, sheriffs and jailers from throughout the country.

Direct HSA Appointments

Continued from page 4.

SAC consumers may defer selection of the board "reps" back again to the county commissioner. The 30-member Western Oregon HSA board has 16 consumers and 14 providers. The providers are selected by an "organized constituency," where provider groups in the health service area nominate their representatives and the board members select from those nominations.

This process of direct county appointments of all SAC consumers, who in turn elect HSA board consumers, also operates in the Central Maryland Health Systems Agency. Here, however, county commissioners are even more influential since they directly appoint both the consumers and providers in the SACs, although nominations from provider groups are also encouraged. In addition, of the 55 consumers (of the 101 board members in the Central Maryland HSA) 20 must be local elected officials or other public representatives, as must eight of the 45 providers. This HSA quota requirement for local elected officials, in addition to the direct county appointments of all SAC members, creates a powerful degree of influence by local elected officials in both the SACs and HSA boards. HSA board providers, once again, are selected from area provider group nominations.

THIS DIRECT appointment process of SAC members by local elected officials, in both the Western Oregon Health Systems Agency and the Central Maryland HSA, reflects evidence of significant success in achieving public accountability.

In commenting on the Central Maryland HSA appointment process, Larry Walsh, intergovernmental coordinator for Baltimore County and assistant to the County Executive, Theodore G. Venetoulis, says, "The current system produces excellent local government input and is much more community-involved than the old health planning system, before HSAs were created. The old organization had minimal county involvement and a bad structure. The only criticism I would add about the present system is that some county executive appointees are not able to attend enough SAC and board meetings because they wear too many hats. Considerable care should be taken by the county 'execs' when appointing SAC members, to ensure that their responsibilities can be fulfilled."

Cooperation in Oregon

The president of the Western Oregon HSA board is a county commissioner, Ian Timm, of Linn County, another indicator of public participation and accountability.

"The opportunity is there," Timm says, "for any county commissioner to become as involved as he wants to be. We have a county commissioner as board president, two others on the board, and we are working very smoothly with the SACs and the community. If things weren't working so well between the community and the HSA, more county commissioners would become involved."

The Oregon HSA executive director, Spencer Ralston, confirms this and adds another example of cooperation: "Every county in the health service area is contributing towards the $70,000 local-match money for development funds—to increase the SAC staff—that's available under the health planning act. In the past, Ralston says, prior to HSAs, a great many problems were distributed among different groups; the centralization and guidelines of the HSAs get public and private sections to confront each other and work together.

The policy of NACo on the appointment process of local elected officials and other local government representatives on HSA governing bodies is clearly outlined in a new document, *Health Planning Under P.L. 93-641: Making It Work*. NACo's recommendations to HEW covering numerous structural and procedural changes aims toward making HSAs more accountable to the public through local elected official involvement.

For free copies of NACo's recommendations and for further information, contact Tony McCann, program director of NACo's Research Foundation's health project.

—Gilbert M. Kline
NACoRF Health Project

Watson Details Plan

Continued from page 1.

renewal that was included in the original application for funds.

NACo analysts predict that reform will affect programs such as community development block grants where counties must submit comprehensive three-year plans every year.

Carter has also said that local officials need only submit one original and two copies of any document. Watson said the President was dismayed that many applications for grants came to Washington "in crates rather than envelopes."

Watson said the President was dismayed that many applications for grants came to Washington "in crates rather than envelopes."

"I myself was just incredulous when I learned that some departments of the federal government require 60 or 70 or 80 copies," Watson added.

The President has also directed that agency heads cut down the number and size of reports required. Watson said federal agencies should "share information rather than ask local officials to supply it again and again and again."

ANOTHER underlying premise of the reform plan, Watson explained, is to make federal regulations "comprehensible to anyone who can read the English language." Watson faulted current regulation for being "written in language that a Philadelphia lawyer couldn't understand."

The President also said grantees who begin a program under certain regulation will not have to change operations in mid-stream to comply with new regulations. Instead, Watson told officials, grantees will be able to wait until the end of the year. He pointed out that federal air pollution regulations, for example, "change on an average of more than once every working day."

The federal government also hopes to consolidate federal audits and rely more on state and local audits so that, according to Watson, "the same local books need not be examined by wave after wave of federal auditors."

Watson said that local officials had identified the "uncertainty of federal funding levels" as their number one problem. Therefore, President Carter is studying the feasibility of converting several federal aid programs to "advance appropriation" status.

In addition, Watson said the Treasury Department will expand its use of letters of credit and experiment with electronic fund transfers to "reduce the number of times grantees must spend their own money waiting for federal money to come around."

Finally, the federal aid reform plan would compile in one document the most important regulations affecting civil rights enforcement, environmental protection and citizen participation. These regulations, Watson Explained, cross agency lines and have proliferated to the point where "no one knows what all the regulations are."

Watson summed up the President's plan as "trying to make the government work better."

"AT THE heart of every government program," he said, "are the mechanics of making it work, tinkering with the mechanics, adjusting them, fine tuning them to run more efficiently."

He said that he was "very excited" about an intergovernmental network now being established in the executive branch.

"There has been a long tradition of having a Congressional liaison office in the White House... but there has never been an intergovernmental network," he pointed out.

That network, which Watson said he would chair, will include high level officials from various federal departments who will be associated with the White House.

He also called on county officials to support and help the President streamline the current system. "It's a tough, unglamorous process and you and I know that it is not something you can package and present as a final product," he concluded.

Federal Aid Reform

In his federal aid reform package, announced Sept. 9, President Carter directed that:

- No local government need provide information in grant renewals supplied in the original application.
- All agencies use standard application and reporting forms now available in the Office of Management and Budget (OMB).
- Reporting forms be available to aid recipients two months before they are required to use them.
- State and local governments need submit only one original and two copies of all application and reporting forms.
- Agency heads eliminate unnecessary reports, require less frequent reporting, and share information.
- The Department of the Treasury expand its use of letters of credit instead of checks.
- Programs be identified that can benefit from electronic fund transfers.
- Federal agencies designate on the face of checks to grantees what specific programs the checks fund.
- Federal agencies make their audit schedules available to grant recipients and state and local auditors so they can conduct single audits whenever possible.
- Regulations governing civil rights enforcement, environmental protection and citizen participation be compiled in one document, so redundancy and gaps can be identified.
- Regulations be written so they are easily understandable.
- Grantees need not change operations to comply with new regulations until the end of the year.
- Federal agencies conduct "sunset review" of regulations to eliminate outdated ones.

Matter and Measure

The Federal Highway Administration recently published two proposed regulations which are of interest to counties. One concerns proposed rules for traffic safety in highway and street work zones. Under the proposed rule, the state would be required to provide "process management plans" which would assure safety in construction zones.

The second, an advance notice of proposed rule making, asks for suggestions on establishing geometric design standards for resurfacing, restoration and rehabilitation (RRR) projects. One of the alternatives suggested is adoption of the so-called "purple book" published by the American Association of State Highway and Transportation Officials. This book was distributed to all NACE members by Gordon Hays last spring.

These two proposed regulations have been sent to appropriate NACE committees for review and comments. If you would like to review either of the proposals, you can find the regulations in the *Federal Register* of Aug. 25, pages 42,876-42,878, or contract Marian Hankerd at NACoRF for a copy.

Comments on the regulations should be sent to Marian Hankerd at NACoRF by Oct. 17 for transmittal to FHWA.

RTOR PROVISIONS

The Federal Highway Administration has cancelled interim regulations for Right-Turn-on-Red (RTOR) at signal intersections, since similar provisions have been added to the Manual on Uniform Traffic Control Devices (MUTCD) (Section 2B-35 and 4B-5). The RTOR provisions of the MUTCD are more general than those originally cited in the FHWA regulations. This will allow states to develop criteria to fit their particular need.

This rule permits RTOR except where prohibited by a NO TURN ON RED sign. Since March 1, 45 states have adopted this policy. Five other states currently allow drivers to turn on red when a sign permits the turn. At present, the District of Columbia does not provide any form of RTOR. New York City is excluded from the state law which permits RTOR except where prohibited by sign.

Connecticut, Maine, Vermont and the District of Columbia are considering revised legislation to conform with the generally permissive policy adopted by the 45 other states. In Maryland, RTOR legislation, effective Jan. 1, passed the Senate and the House and is awaiting the governor's signature.

RTOR comments received by FHWA showed the majority responding favored the generally permissive rule. Massachusetts and several of its cities opposed the regulations, based on their interpretation that signs prohibiting RTOR would be required at most of their signal intersections where pedestrian signals are used.

INDIAN SAFETY NEEDS

The fatality rate among Indians living on reservations is now twice the national average and a pedestrian death rate three times the national average, according to a Department of Transportation (DOT) study recently submitted to Congress.

The report, Indian Highway Safety Needs, cites a high incidence of driving while intoxicated and inadequate traffic law enforcement as contributing factors.

Other deficiencies that continue to trouble the traffic safety effort include: Inadequate funds for safety work; unclear lines of authority; severely inadequate or nonexistent traffic and accident data systems; virtually no traffic engineering expertise; severely inadequate police traffic services and traffic law enforcement expertise; language barrier (many Indians are unable to read driver manuals and driver education tests, which are written in English); lack of coordination; and budget constraints.

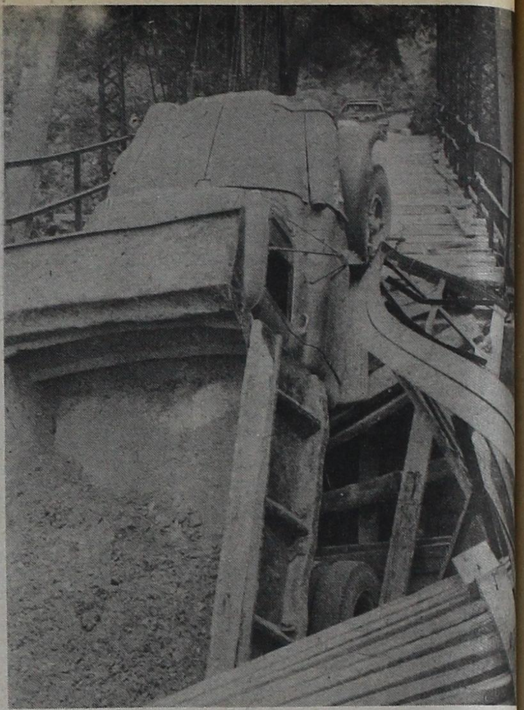
Copies of the report may be obtained by writing Eleanor Kitts, General Services Division, NDA-42, NHTSA, 400 Seventh St., S.W., Washington, D.C. 20590.

COUNTY YEAR BOOK

Have you obtained a copy of our 1977 County Year Book? They are now available with up-to-date information on county government. A chapter on County Transportation Services is a new feature.

The cost is $22.50 each postpaid and $21 per copy if payment accompanies the order.

Send your request to: Order Department, National Association of Counties, 1735 New York Ave., N.W., Washington, D.C. 20006.



NACo BRIDGE CAMPAIGN—This Callaway County, Mo., bridge, built in 1901, was the type made only for the horse and buggy— as the driver of the gravel truck discovered on June 14. NACo is surveying every county in the nation to identify and document the needs of off-system bridges to justify adoption and speedy implementation of a major federal program for off-system bridges. County officials are urged to return their bridge surveys. (Photo by Bruce Hackman.)

Local Governments Working on Bridge Programs

WASHINGTON, D.C.—The Center for Local Government Technology at Oklahoma State University has been working with industry, county commissioners, the Oklahoma Department of Transportation (ODOT), and the Federal Highway Administration (FHWA) to develop a bridge program for rural Oklahoma.

The center is investigating methods to obtain higher quality, maintenance free materials and structures at no increase in cost. To this end, the center has worked with representatives of the pre-stressed concrete, steel, and wood industries in order to obtain advice on fabricating lower-cost bridges.

FUNDS FOR a demonstration program for rural bridges have been recently appropriated to the ODOT. Upon approval by the highway commission, county commissioners will be receiving information from ODOT explaining how they might request that a local site be considered as a demonstration project. Approximately 15 to 25 sites will be selected for this year's program.

ALSO RELATED to bridge is the training program to help cities and counties meet state and federal bridge inspection standards begun in July by the Florida Department of Transportation (FDOT).

A series of four week courses, held each month and running through October, is designed to train city and county engineering personnel in required procedures for performing safety inspections of bridges and other highway structures and in proper documentation for engineering evaluations and structure analyses.

The training program, made possible through a $95,000 grant to FDOT from the Governor's Highway Safety Commission, will aid city and county engineering departments in complying with state law requiring periodic inspection and reporting to the FDOT on the status of bridges and structures upon their respective jurisdictions.

Florida's bridge inspection law passed by the 1975 legislature, also requires cities and counties to submit to FDOT by Oct. 1 a complete inventory of all bridges and structures on their systems, an estimated 14,000 bridges statewide.

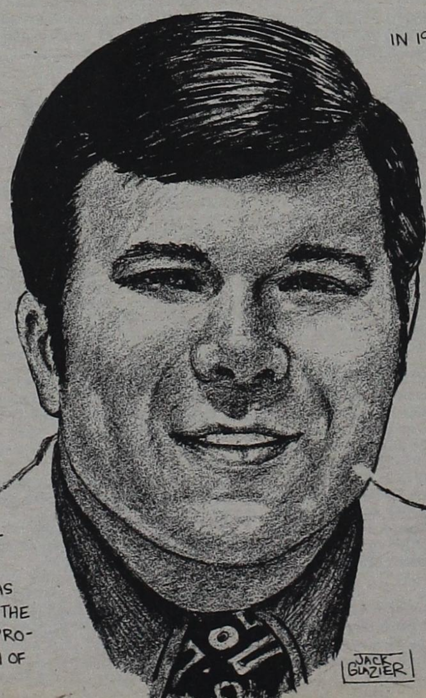
Newsmakers

ANTHONY
Tony
HIESBERGER
EXECUTIVE DIRECTOR
MISSOURI
ASSOCIATION of COUNTIES

A GRADUATE OF HELIAS HIGH SCHOOL IN JEFFERSON CITY, HE ATTENDED LINCOLN UNIVERSITY AND THE UNIVERSITY OF MISSOURI, WHERE HE MAJORED IN JOURNALISM AND BUSINESS.

HE SERVED IN THE U.S. AIRFORCE WHERE HE WAS NOMINATED BY THE COMMANDING OFFICERS OF THE 442ND TROOP CARRIER WING AS ONE OF THE NATION'S TEN OUTSTANDING YOUNG MEN.

IN 1966 HE WAS ELECTED TO HIS FIRST TWO-YEAR TERM ON THE JEFFERSON CITY COUNCIL. DURING HIS SECOND TERM HE WAS ELECTED BY HIS FELLOW COUNCILMEN AS THE CAPITAL CITY'S YOUNGEST PRESIDENT PRO-TEM OF THE COUNCIL AND MAYOR PRO-TEM OF JEFFERSON CITY.



IN 1967 HE WAS SELECTED JEFFERSON CITY'S "OUTSTANDING YOUNG MAN OF THE YEAR", AS A RESULT OF HIS SUCCESSFUL EFFORTS TO REMOVE THE POLICE DEPARTMENT FROM POLITICS, PLACE IT UNDER A MERIT SYSTEM AND PROFESSIONALIZE ITS STAFF.

IN 1970 HE BECAME THE YOUNGEST COUNTY CHIEF EXECUTIVE IN THE UNITED STATES, AFTER BEING ELECTED COLE COUNTY PRESIDING JUDGE.

LONG AN ADVOCATE OF STRENGTHENING LOCAL UNITS OF GOVERNMENT, TONY SERVED ON THE RESOLUTIONS COMMITTEE OF THE MISSOURI MUNICIPAL LEAGUE PRIOR TO BEING NAMED EXECUTIVE DIRECTOR OF THE MISSOURI ASSOCIATION OF COUNTIES ON JAN. 1, 1975.

TONY AND HIS WIFE, JUDY, HAVE TWO CHILDREN, MELANIE AND MARK.

FOR RELAXATION TONY WORKS ON HIS VACATION HOME AT THE LAKE OF THE OZARKS.

S.D. County Commissioners Meet in Pierre

HUGHES COUNTY, S.D.—More than 300 members of the South Dakota Association of County Commissioners attended its second annual Legislative Seminar held in Pierre.

The annual event is held to inform South Dakota county officials of new laws passed by the last session of the state legislature and the Congress.

After an opening address on legislative issues by Rep. Carl H[illegible] of Pennington County, officials attended group sessions. NACo staff members, Don Murray of the criminal justice project and Tony McCann of the health project, were luncheon speakers.

County commissioners heard a presentation by South Dakota Attorney General William Janklow plus a panel discussion on county fiscal affairs. Speakers also supplied information on energy audits and the Federal Highway Administration.

County auditors heard presentation on assessments and levies management, the human rights division and unemployment compensation.

Vehicle and fish and game licenses were topics for the county treasurers. The group also heard presentation on investment of county funds and the 3 per cent registration fee.

Neal Strand is executive director of the association.

Pennino Proposes Job Reentry Help

FAIRFAX COUNTY, Va.—During her 10 years as county supervisor, Martha Pennino has advanced jobs programs for senior citizens and students. This year, Pennino has proposed a county program aimed at a new target group—women who want to reenter the job market as their children grow older.

"There are literally thousands of women in Fairfax County who want to reenter the labor force after an absence of 10, 15 or even 20 years and who are having a difficult time doing so," Pennino claims.

"In some instances a job has suddenly become a matter of economic necessity because of widowhood, divorce, separation or even a need for extra income to finance a college education for a child.

"For other women, reentry is a matter of choice fueled by a desire for intellectual fulfillment or a need for meaningful activity after the children have left the nest," she says.

WHATEVER THE motivation, Pennino believes that mature women in their 40's and 50's, whether educated or not, "often lack confidence and are afraid of failing—simply because they have been absent from the labor force for an extended period of time."

To ease the job-seeking efforts of such women, Pennino has proposed a three-pronged county program called "Operation Reentry."

The first phase would be a counseling service to help women evaluate skills and establish goals, to provide information on continuing education programs, and to offer guidance in techniques such as resume preparation and interviews.

The second phase, according to Pennino, urges Fairfax County to take the lead in hiring mature women to "demonstrate the benefits of such hiring practices" to private employers.

PENNINO WANTS to create more part-time, temporary and seasonal slots in the county to offer more opportunities for women with families. "In some instances, reentry can be accomplished with more success when the process is gradual," she claims.

The third phase of the program calls for "redesigning jobs and re-

Pennino

thinking established employment practices to accomodate a population and labor force which is aging."

"A GROWING proportion of our population is made up of middle-aged people and this trend promises to continue," Pennino explains. "Furthermore, the economy has changed. Citizens also have heightened expectations for personal achievement and fulfillment."

Saying that "we must be creative to meet this challenge," Pennino suggests, for example, that many full-time jobs could be shared by two or more people—even at the professional level.

Pennino notes that when her own children were younger, she successfully split a full-time teaching job with another woman so that neither would be away from home all day.

Pennino has won initial endorsement for her program from the county board of supervisors. The county Civil Service Commission, Commission on Women, and personnel department are currently studying ways "Operation Reentry" could be established.

CORRECTION

Last week a typographical error greatly shrunk Fairfax County's population. In reporting on the county's new bottle and can ordinance, we gave the population as 53,000 rather than 530,000.

Job Opportunities

County Planner, Rockingham County, Va. $14,000 starting salary. Permanent position in a progressive rural county (population 53,500) located in the heart of the Shenandoah Valley. Requires at least two years practical comprehensive planning experience coupled with effective written and oral communication skills. Degree in planning or related field required; masters degree desired. Resume to William G. O'Brien, County Administrator, Court House, Harrisonburg, Va. 22801.

County Administrator, Clark County, Va. (pop. 8700). Salary negotiable, but commensurate with qualification and experience. Newly created position to be appointed by five-member board of supervisors. Degree in public administration and experience as a county administrator or an assistant county administrator desirable. Resume to: Chairman, Clark County Board of Supervisors, P.O. Box 189, Berryville, Va. 22611.

Senior Planner, Camden County, N.J. $13,628. Urban county within the Philadelphia Metropolitan Area seeks qualified and responsible individual to work in all phases of solid waste planning. Duties include preparation of a countywide solid waste management plan and resource recovery system and coordinating countywide solid waste management activities with constituent municipalities. Qualifications include degree plus two years experience in solid waste management planning. Masters degree in planning may be substituted for part of experience. Applicant should possess effective writing and public speaking skills. Resume to: Camden County Planning Department, 2276 43rd Street, Court House Annex, Pennsauken, N.J. 08110. Attention: Joseph E. Gilson, Chairman, Solid Waste Advisory Council.

Clinical Psychiatrist, Community Mental Health Center, Chautaugua County, N.Y. Salary negotiable based on qualification. Work in team setting with 14 professional staff. Affiliated with a non-profit, in-patient unit. Requires M.D. degree, New York State license, board eligibility. Resume to Chautauqua County Department of Personnel, County Office Building, Mayville, N.Y. 14757.

Grantsman, Winnebago County, Wis. Salary commensurate with experience. Secures revenues and grants offered by federal or state agencies for various county programs. Also responsible for providing analysis, research and assistance on special projects as assigned by the county executive. Requires a bachelors degree in public administration, business administration or political science and one to three years experience. Resume, including salary history, to: Director of Personnel, Winnebago County Courthouse, Oshkosh, Wis. 54901, by Sept. 30.

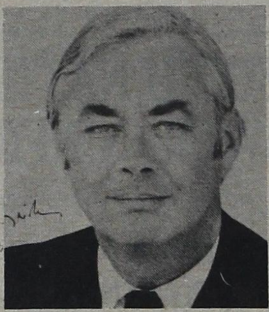
Director of Health and Welfare, San Mateo County, Calif. $40,152-$50,196. Responsible for the administration of all activities of San Mateo County Health and Welfare Department, including mental health, public health, social services, Chope Community Hospital and Crystal Springs Rehabilitation Center. The department has an operating budget of approximately $98 million for fiscal year 1977/78 and has over 1800 budgeted positions. Requires possession of or eligibility to obtain California license to practice medicine, and progressively responsible high level administrative experience in a public health, welfare, or human services department, or as a chief administrative officer of a large accredited hospital. Resume by Nov. 7 to: Personnel Department, San Mateo County, 590 Hamilton, Redwood City, Calif. 94063. (415) 364-5600 ext. 2355.

Assistant Public Health Director for Clinical Services (Communicable Disease Director) Pima County, Ariz. $2,706-$3,456 per month. Position requires physician with clinical and administrative abilities. Dynamic county health department in a major metropolitan area. Position calls for day to day administration of a Communicable Disease Program, and overall supervisory responsibility for all clinical services. Clinical duties (TB/UD/Family Planning/Child Health Clinics) 30 to 50 per cent of the time. Preferably, board certified or board eligible in preventive medicine, internal medicine or pediatrics. Apply in person or send resume by Sept. 30, to: Pima County Personnel Department, 151 West Congress Street, Health and Welfare Building, 4th Floor, Tucson, Ariz. 85701.

Welfare Action Rally

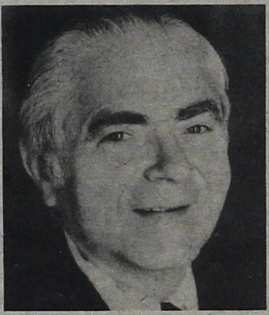
Featured Rally Speakers


NACo President William O. Beach
Presiding


Sen. Daniel Patrick Moynihan
Introduced by Charlotte Williams,
NACo 2nd Vice President


Labor Secretary Ray Marshall
Introduced by John V.N. Klein,
County Executive


Sen. Howard Baker
Introduced by William O. Beach,
NACo President


Mayor Abraham D. Beame
Introduced by James Hayes,
County Supervisor


Lt. Governor Mary Anne Krupsak
Introduced by Alfred B. Del Bello,
County Executive

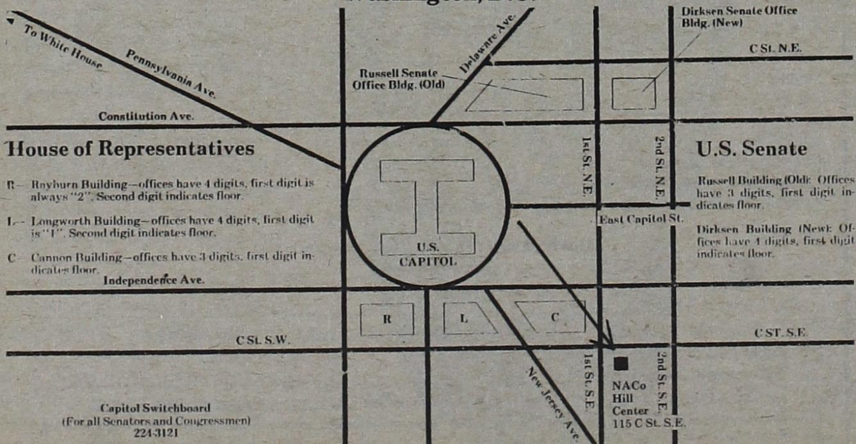

Rep. Fortney H. (Pete) Stark, Jr.


County Executive John V.N. Klein


Commissioner Frank Jungas

Capitol Hill

Washington, D.C.



Welfare Reform Now.
National Association of Counties

Mayflower Hotel
Grand Ballroom
September 21

Program

10 a.m.

Welcome

William O. Beach, NACo president, Montgomery County, Tenn.

Speakers

Sen. Daniel Patrick Moynihan (D-N.Y.)

Secretary of Labor Ray Marshall

Sen. Howard H. Baker (R-Tenn.)

Mayor Abraham D. Beame, New York City

Rep. Ronald A. Sarasin (R-Conn.)

Lt. Gov. Mary Anne Krupsak, State of New York

Rep. Fortney H. (Pete) Stark, Jr. (D-Calif.)

Closing

Bernard F. Hillenbrand, NACo Executive Direc

12 noon

Buses to Capitol Hill

Buses to Capitol Hill: From the Mayflower Hotel De S Street entrance.

Rally Packets: A table is set up outside the ballroom doors pick up a packet of welfare reform information that incl materials to deliver to Congress, a report back form Congressional information, a map of Capitol Hill Congressional directory, and this special issue of County N featuring welfare reform.

Report Back: The report back form on Congressional in mation should be brought to the NACo Capitol Hill Center, C St. S.E. (On the House of Representatives side of the Cap four houses from the corner of 1st and C streets S.E. See Map

Rally Information: All day, NACo Hill Center, phone 547-75