This Week

- Special report on NACo's Tax and Finance Conference, pages 6-7.
- State execs hold annual workshop, page 11.

COUNTY NEWS

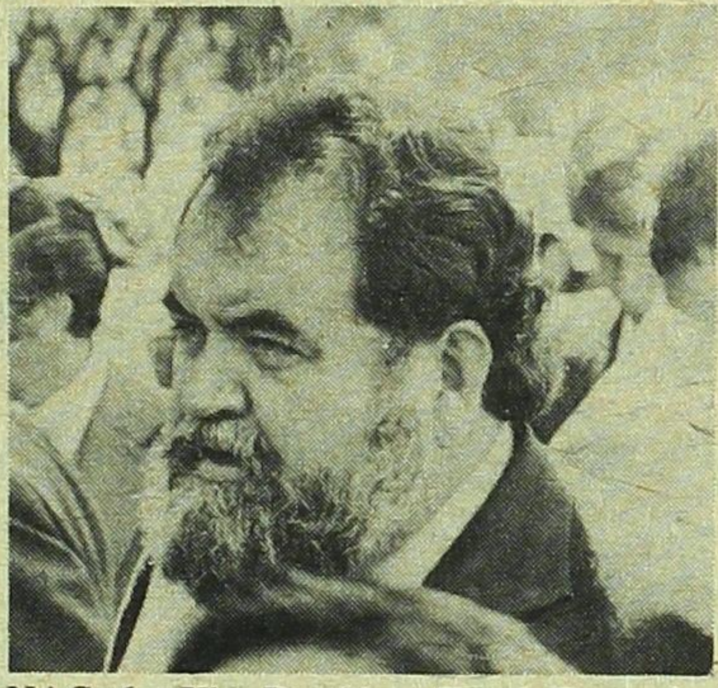
"The Wisdom to Know and the Courage to Defend the Public Interest"

NACo

Vol. 10, No. 39 | Oct. 2, 1978 | Washington, D.C.

Headway Made in Bills

County officials gather for White House briefing on hospital cost containment.



NACo 1st Vice President Frank Francois

President Carter Briefs Counties on Hospital Cost Lid

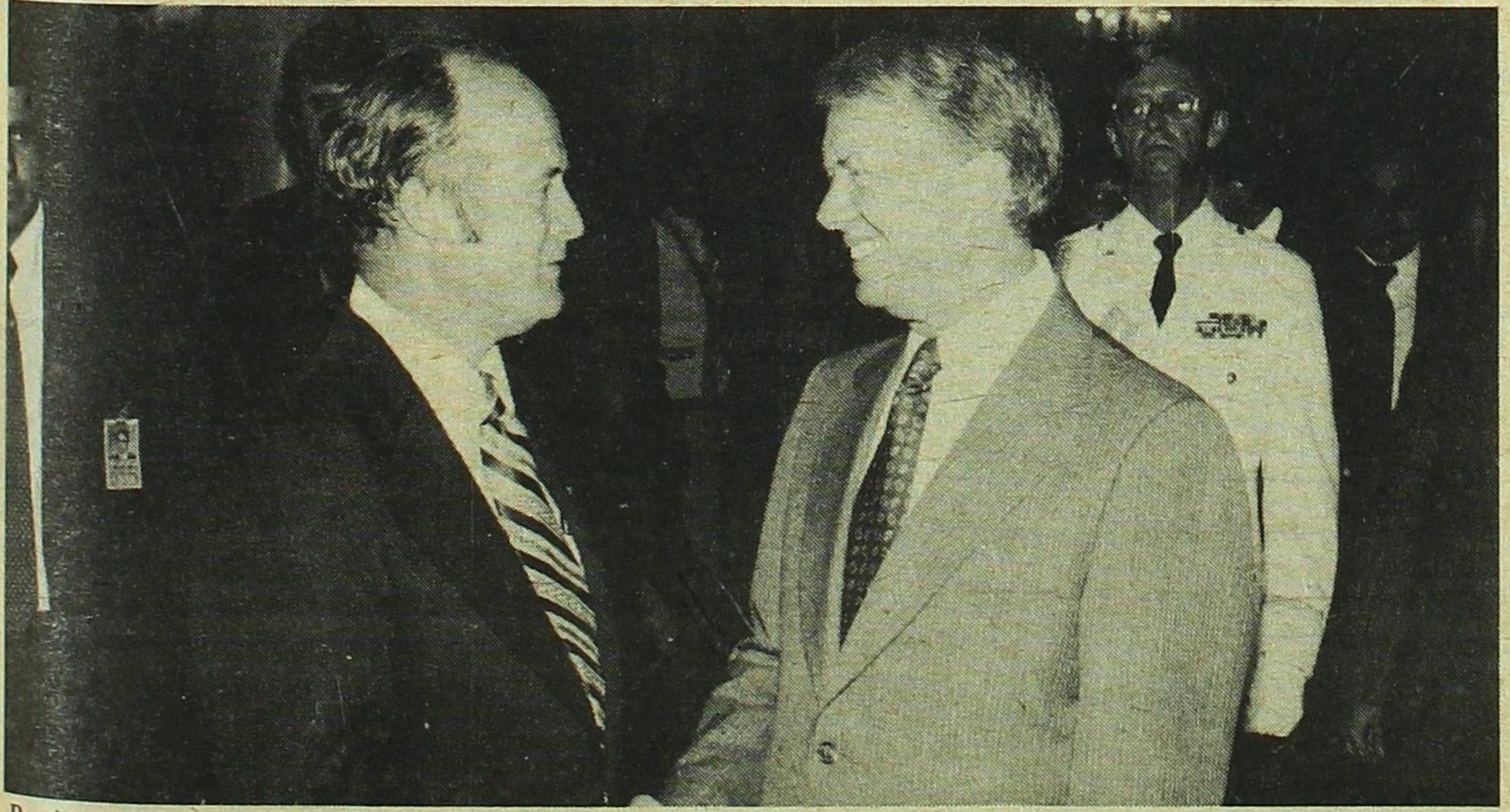
WASHINGTON, D.C.—The single most important move Congress could make this year to control inflation is to pass hospital cost containment, President Carter told 55 county officials attending a White House briefing Sept. 26.

The briefing was conducted by the President, Vice President Mondale, Council of Economics Chairman Charles Schultze, and Health, Education and Welfare (HEW) Undersecretary Hale Champion.

The President said increases have been "extraordinary in hospital care costs" and called on county officials to help in efforts to pass a "reasonable, modest control."

See CARTER, page 3

NACo President Charlotte Williams (right) talks with Ruth R. Gedwardt, supervisor, Racine County, Wis.



President Carter greets NACo 2nd Vice President Roy Orr.

CETA

After two months of suspense, a compromise finally allowed CETA reauthorizing legislation to pass the House without further attempts to gut the program. A House-Senate conference committee will now have to iron out differences between the two versions of the bill. The House authorized lower funding levels than the Senate. See page 2.

Countercyclical

On Sept. 23, the Senate gave its nod to a bill extending countercyclical aid to local governments suffering from high unemployment. The measure would provide from $500 million to $600 million annually for the next two years. However, a crucial change was made on the floor. To be eligible for funds, a county's unemployment rate would have to exceed 6 percent, rather than 4.5 percent. Action now moves to the House. See page 5.

Fiscal Aid/Title XX

Efforts to salvage welfare fiscal relief were successful in the closing hours of the Senate Finance Committee debate on the massive tax cut bill last week. The committee reversed an earlier vote and agreed to provide $400 million to states and counties to help reduce their welfare cost burden. Members also approved a one-year increase in funding for social services under Title XX of the Social Security Act which would provide $2.9 billion in fiscal '79. The tax bill is expected on the Senate floor this week. See page 3.

Highways/Transit

By the end of the day Sept. 29, both the House and Senate had taken swift action on major transportation legislation. The House passed a comprehensive bill covering highway, highway safety and public transit. The House boosted current bridge dollars to $1.5 billion per year while at the same time trimming overall funding for the legislation by nearly 9 percent. The reduction, however, still leaves the measure above what President Carter wants.

At press time, the Senate had nearly completed debate on its public transportation bill. The Senate adopted an amendment slashing construction and operating funds for local transit programs by $1 billion over four years but added a fifth year of funding for capital construction. Both the House and Senate approved funding for a new rural public transportation program. See page 4.

CONFERENCE TO BEGIN

Jeffords Compromise Springs CETA

WASHINGTON, D.C.—As a result of the compromise drafted by Rep. James Jeffords (R-Vt.), the four-year CETA reauthorization bill passed the House Sept. 22 by a vote of 284 to 50.

The House bill contains significantly lower authorization levels than the Senate-passed version and the final dollar amount will have to be worked out in conference. CETA conferees are expected to begin meeting this week to iron out differences in the bills. (See accompanying list.)

The House began debate on the Comprehensive Employment and Training Act in early August, but after a series of cutting amendments were approved, the bill was pulled from the floor.

While the House-passed bill retains these cuts, with some modifications, the Jeffords compromise allowed members to decide favorably on the CETA legislation without further attempts to gut the program.

The Jeffords compromise included all of the technical amendments which the House passed Aug. 9 and:

- Places a two-year cap on public service employment (PSE) projects.
- Indexes wages on average area industrial wage levels rather than the consumer price index.
- Reduces gradually the percentage of funds, allowable for PSE activities in Title II from 50 percent for wages in fiscal '79 to 40 percent for wages and benefits in fiscal '82; allows for a waiver on the use of up to 50 percent of the funds in any fiscal year for wages for people residing in high unemployment areas.
- Retains the reduction of about 100,000 PSE jobs in Title VI and the shift in emphasis to youth and private sector initiatives; removes the $3.2 billion authorization cap on Title VI when the unemployment rate is below 6.5 percent and provides Title VI PSE jobs for 20 percent—rather than the committee bill's 25 percent—of the number of unemployed in excess of a 4 percent unemployment rate.

The compromise led Reps. Jeffords, David Obey (D-Wis.), Paul Simon (D-Ill.), and Ronald Sarasin (R-Conn.) to join forces with the floor manager of the bill, Rep. Augustus Hawkins (D-Calif.), in fighting off all other cutting amendments. Instrumental in drafting the compromise was Ken Young of the AFL-CIO.

The House by voice vote defeated an amendment by Rep. John Ashbrook (R-Ohio) to cut overall CETA funding by an additional 20 percent and by a vote of 252 to 81 defeated another Ashbrook amendment to recommit the bill with instructions to report it back with an amendment to limit use of funds for PSE to 30 percent of appropriated funds.

The House also approved an amendment by Rep. Robert Duncan (D-Ore.) to increase authorizations by $83 million in fiscal '79 and $110 million in fiscal '80 for the Young Adult Conservation Corps.

—Jon Weintraub

CETA Conferees

House		Senate
Carl Perkins (D-Ky.)	Bill Clay (D-Mo.)	Harrison Williams (D-N.J.)
Augustus Hawkins (D-Calif.)	Baltasar Corrada (D-P.R.)	Gaylord Nelson (D-Wis.)
John Dent (D-Pa.)	Albert Quie (R-Minn.)	William Hathaway (D-Maine)
Edward Beard (D-R.I.)	Ronald Sarasin (R-Conn.)	Alan Cranston (D-Calif.)
Michael Myers (D-Pa.)	James Jeffords (R-Vt.)	Donald Riegle (D-Mich.)
Joseph Le Fante (D-N.J.)	Carl Purcell (R-Mich.)	Jacob Javits (R-N.Y.)
Ted Weiss (D-N.Y.)		Orrin Hatch (R-Utah)
		John Chafee (R-R.I.)

House Passes 'Continuing Res.'

WASHINGTON, D.C.—On Sept. 26 the House voted 349 to 30 to continue funding for the Departments of Labor, Defense, and Health, Education and Welfare. The Senate is expected to vote on the resolution at the end of this week.

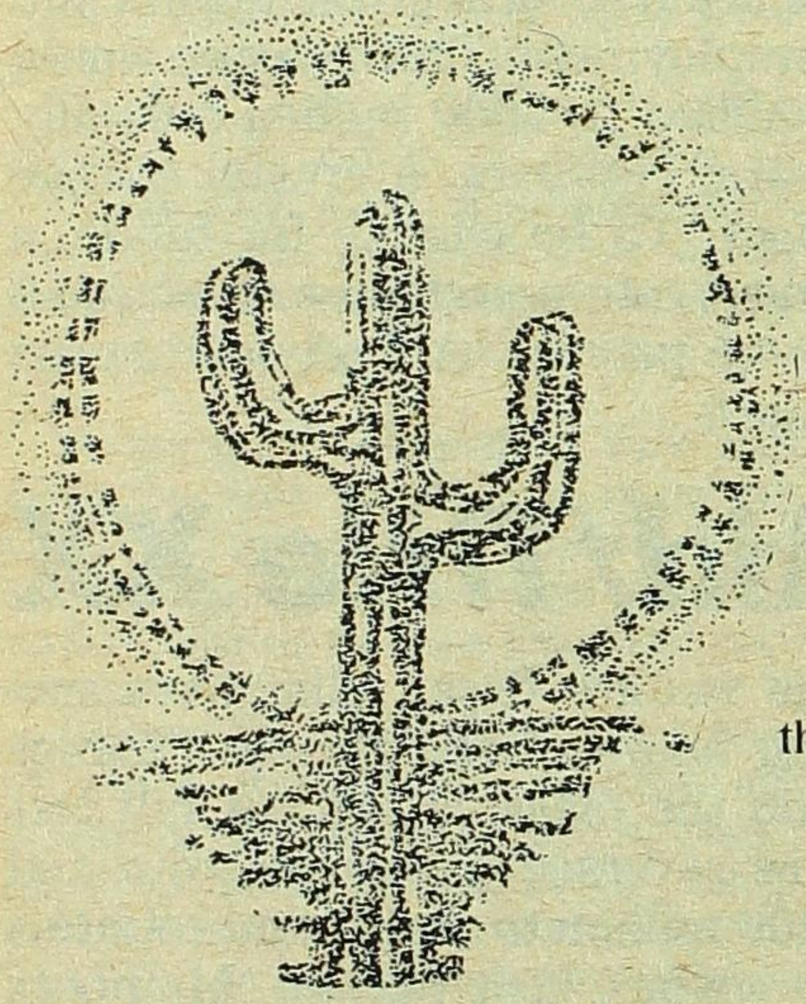
In addition to providing funds at current levels for laws which are currently authorized, the continuing resolution, H.J. Res. 1139, will act as both the authorization and appropriation vehicle for a number of programs important to counties.

Activities under the following laws will be funded on Oct. 1 at fiscal '78 levels, with the exception of CETA. CETA will be funded at the lower level, contained in the House-passed four-year extension of CETA, H.R. 12452. This means that approximately 100,000 public service jobs would be phased out nationally with each prime sponsor taking a share of the cuts.

Funds are provided for the following:

- Comprehensive Employment and Training Act;
- Community Services Act;
- Environmental Education Act;
- Social Security Act;
- Older Americans Act including provision of cash or commodities;
- Rehabilitation Act;
- International Health Research Act;
- Developmental Disabilities Services and Facilities Construction Act;
- Public Health Service Act;
- Lead-based Paint Poisoning Prevention Act;
- Community Mental Health Center Act;
- Alcohol and Drug Abuse Education Act;
- Child Abuse Prevention and Treatment Act;
- Domestic Volunteer Services Act;
- Public Law 94-63 for Home Health Services;
- Drug Abuse Office and Treatment Act.

—Jon Weintraub



Conference Registration/Official Housing Form

1978 NACo Manpower Conference

Oct. 29-Nov. 1, 1978

Maricopa County (Phoenix), Ariz.

sponsored by the National Association of County Manpower Officials (NACMO)

How to Save Money:

- Delegates who preregister can save $10 on the conference registration fee and be eligible for special conference room rates.
- Be sure advance registration forms and payment are postmarked no later than Oct. 13, 1978 and sent to: NACMO Conference Registration Center, 1735 New York Ave., N.W., Washington, D.C. 20006.
- All advance registrations must include payment of the conference registration fee by check, voucher or equivalent, made payable to National Association of Counties/Manpower.

What Happens If You Miss the Oct. 13 Deadline?

- Delegates who miss the Oct. 13 deadline can register on-site and will have to make their own hotel reservations. The NACMO Registration Center (703-471-6180) will provide information on hotel room availability.
- Telephone requests for conference registration or housing reservations cannot be accepted at any time by the Conference Registration Center.

What About Cancellations?

- Refunds of the conference registration fee will be made if cancellation is necessary, provided written notice is postmarked no later than Oct. 20, 1978.

Advance Conference Registration:

Delegates to NACo's 7th Annual Manpower Conference can both preregister for the conference and reserve hotel accomodations by completing this form. Please use **one** form for **each** delegate registering. Deadline: Oct. 13

Check appropriate box(es): ☐ $80 advance delegate ☐ $55 advance spouse
☐ $90 on-site delegate ☐ $65 on-site spouse

(Spouses must register to attend social events. No separate tickets will be sold.)

Name ______________________________
Last First Middle Initial

Title ______________________________

County ______________ Prime Sponsor (If Appropriate) ______________

Address ______________________________

City __________ State __________ Zip __________ Telephone (______) __________

Name of *Registered* Spouse ______________________________
Last First

Housing Reservation:

Indicate hotel preference by circling rate under type of room:

HOTEL	SINGLE 1 person/1 bed	DOUBLE 2 persons/1 bed	TWIN 2 persons/2 beds
Adams (Headquarters)	$30	$36	$36
Hyatt (across street)	$30	$36	$36

Note: Suite information from Conference Registration Center (703/471-6180).

Name of Individual ______________________________

Co-occupant If Double or Twin ______________________________

Arrival Date/Time ______________ Departure Date/Time ______________

Special Hotel Requests ______________________________

Credit Card Name ______________ Number ______________

( ) Check here if you have a housing related disability.

No room deposit required. Rooms may be guaranteed for after 6 p.m. arrival in writing by your county or by sending one night's deposit to the NACMO Conference Registration Center, 1735 New York Ave., N.W., Washington, D.C. 20006. For further information call 703/471-6180.

For Office Use Only

Check # ______________

Check Amount ______________

Date Received ______________

Date Postmarked ______________

Y OFFICIALS CAUCUS OUTSIDE WHITE HOUSE—Seen prior to the White House briefing on hospital cost ntainment are, from left: William Murphy, Rensselaer County executive; Donald McManus, Broome County ecutive; Louis Heimbach, Orange County executive; James D. Benson, Dutchess County executive; and James G. owes, Dutchess County commissioner of aviation.

Fiscal Relief, Title XX Clear Finance Unit

WASHINGTON, D.C.—In the closing hours of debate on the $23 billion tax cut bill, the Senate Finance Committee approved an amendment to provide $400 million of fiscal relief to counties and states for welfare costs. Earlier the committee had approved a one-year increase in funding for social services under Title XX of the Social Security Act.

On Sept. 26 the committee voted 8-4 not to provide any fiscal relief for costs of Aid to Families with Dependent Children. But late on the evening of the 27th, Sen. Daniel Patrick Moynihan (D-N.Y.) led efforts to provide $400 million of fiscal relief in the same manner that the committee approved in H.R. 7200 earlier this year. (This is the same formula used to provide $187 million of fiscal relief under the Social Security law last December.)

THE FIVE-YEAR block grant approach to fiscal relief, which provided $1.5 billion for welfare costs that had been proposed in S. 3505 by Sens. Moynihan, Russell B. Long (D-La.), and Alan Cranston (D-Calif.), was not formally voted on by the committee.

Approximately $400 million in fiscal relief will be allocated to states under a formula based on each state's share of total expenditure for AFDC and the general revenue sharing allocation. The amendment requires that 100 percent of the funds be passed through to counties which fund AFDC costs. In addition, the allocation will be based on the degree of improvement in reducing AFDC payment errors over a period from 1974-75 to October 1978-March 1979.

Besides Moynihan, Sens. Long and Gaylord Nelson (D-Wis.) led efforts to salvage fiscal relief. Those senators also voting for the amendment were: Herman Talmadge (D-Ga.); Abraham Ribicoff (D-Conn.); Mike Gravel (D-Alaska); William Hathaway (D-Maine); Spark Matsunaga (D-Hawaii); Carl Curtis (D-Neb.); and Clifford Hansen (R-Wyo.).

Those voting against the amendment were Harry F. Byrd (I-Va.); Lloyd Bentsen (D-Tex.); Robert Dole (R-Kan.); Bob Packwood (R-Ore.); William Roth (R-Del.); Paul Laxalt (R-Nev.); and John Danforth (R-Mo.). Sen. Floyd Haskell (D-Colo.) did not vote.

On Sept. 26 the committee by voice voted to provide a one-year, $200 million increase in funding for social services under Title XX of the Social Security Act. This would provide $2.9 billion in fiscal '79. However, after that, the funding ceiling would revert to $2.5 billion.

The House has already passed a three-year increase in Title XX to raise the ceiling to $3.45 billion in 1981. Sen Gravel had earlier offered a three-year amendment in the committee but it was dropped in favor of the one-year increase.

Both Title XX and fiscal relief are amendment to the tax bill which should go to the Senate floor this week.

A similar $400 million welfare fiscal relief bill, H.R. 13335 proposed by Reps. Charles Rangel (D-N.Y.) and James Corman (D-Calif.), has been cleared by the House Rules Committee, but as of this writing no firm date has been scheduled for House floor action. Since members of the House Ways and Means Committee who support H.R. 13335 will be conferees on the tax bill, the House sponsors may decide not to take the bill to the floor, but wait for the tax bill conference. NACo will actively

NACo will actively support H.R. 13335 if it comes to the House floor.

—Aliceann Fritschler

Carter: Cut Health Costs

ontinued from page 1

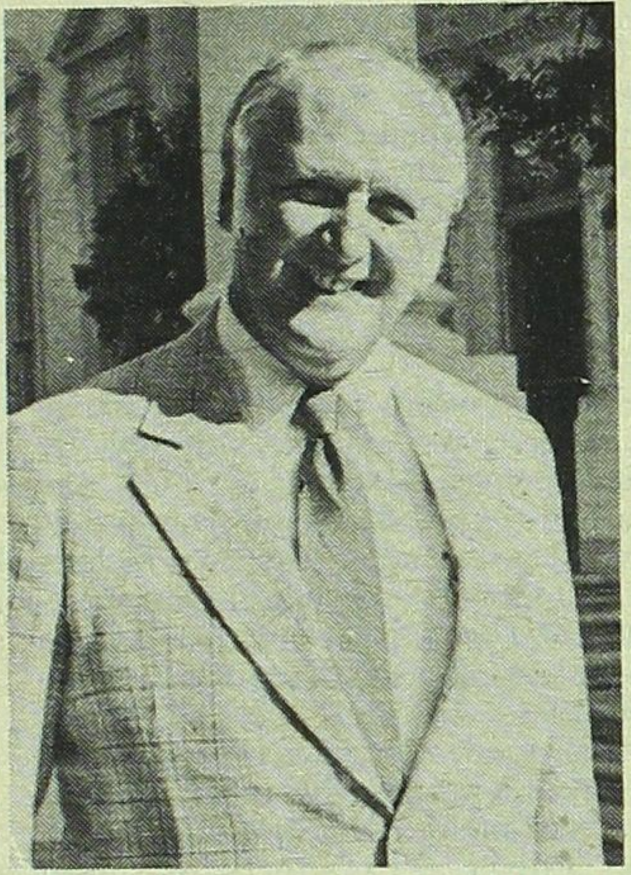
Citing the effectiveness of several ate hospital cost control approach- Carter said it is time to "correct e defect that exists in our onomic structure." He said cutting e inflationary spiral in hospital sts would "open up new vistas in ss expensive health care" such as eventive medicine.

The President assured the county ficials along with about 50 other presentatives at the briefing that e effort to curb hospital costs was ot a condemnation" of the health dustry.

THE **HOSPITAL COST** containent effort will be made as an amendent to the Medicare/Medicaid eform Bill, S. 1470. Two amendents will be offered, according to e President. One, by Sen. Ted Kendy (D-Mass.), would be similar to e Administration's first legislan which called for a mandatory p. The Administration's approach as not acceptable to one committee d was stalled in another.

The other amendment, by Sen. aylord Nelson (D-Wis.), which the dministration also supports, is a mpromise between mandatory deral controls and voluntary efforts decrease costs. It calls for spitals to lower their rate of inease for patient fees by 2 percent xt year and another 2 percent the llowing year. Otherwise mandatory ntrols would be imposed.

Judy Robinson of Sen. Nelson's aff gave county officials a complete planation of the compromise endment at NACo headquarters ior to the White House briefing.



NACo 4th Vice President Richard Conder is seen after cost containment briefing.

VICE PRESIDENT Mondale said e Administration is "profoundly mmitted to the issue" and "if we e going to control inflation, we ust take steps to control hospital sts." He told county officials that ey have the influence and the abily to move congressional passage of spital cost containment.

Charles L. Schultze, chairman of e Council of Economic Advisors, id, "What's involved in hospital st containment is a three for one— lowers inflation, it lowers governent spending, and it will lower ture taxes."

Schultze gave the example that if tal hospital care rises 15 percent r year, that means it will double in e years and be a 32-fold increase in generation. The Administration's oposal, he said, could mean savings $60 billion over five years.

HEW Undersecretary Hale ampion explained with charts and atistics that rising costs of hospitl care outstrip other price increases. Health care," he said, "now accounts for nearly 9 percent of the Gross National Product compared to only 5.5 percent just a decade ago."

Champion repeatedly referred to the hospital industry as different from private industries in a free market. He maintained that price cost containment is not like a price control since the health care industry is "unique."

He said without hospital cost containment, federal expenditure for hospital services will nearly double by 1983 as will state and local expenditures for hospital services.

During a question and answer period, Champion told county officials that the costs could be contained through such things as shorter hospital stays, less "excessively" expensive technology, less surgery, and efficient energy use. He said the containment legislation is "neutral in respect to wages."

CHAMPION SAID veterans' hospitals are a separate legislative category, but indicated his personal belief that they, too, have a responsibility to try to cut costs.

He gave no direct answer to questions about ensuring that private hospitals do not "dump" uninsured or charity patients on public hospitals, thus placing an unequal load on public facilities. He questioned the existing $2 billion profit surplus that exists in the hospital industry.

County officials attending the White House briefing included the NACo officers, the Ad Hoc Urban County Action Coalition composed of the Urban Affairs Committee and the Elected County Executives and the Health and Education Steering Committee.

NACo supports containment efforts because counties pay 10 percent of the $17 billion Medicaid bill, pick up the health costs of unsponsored (those inadequately covered by insurance or not covered) patients and run 45 percent o the public general hospitals in the United States, according to NACo Health and Education Steering committee Chairman Terrance Pitts, Milwaukee County Supervisor.

Counties need hopsital cost containment for two reasons," Pitts explained: "One is relief from the strain on the overall budgets of counties for hospital costs, and the other is to free an increasing portion of the local health dollar to communitywide health efforts such as disease prevention and child health programs."

NELSON AMENDMENT—Judy Robinson of Sen. Gaylord Nelson's staff explained the senator's proposed hospital cost containment amendment to county officials at NACo headquarters prior to the White House meeting. Seen with her is NACo President Charlotte Williams.

House Passes Highway/Transit Bill

WASHINGTON, D.C.—Last week the House overwhelmingly approved, 367-28, a bill to reauthorize current highway, highway safety and public transportation programs for four years. At the same time, the Senate was completing debate on its public transportation bill, S. 2441.

HOUSE ACTION

The House failed to heed President Carter's warning that a veto lay in store for the highway and public transportation bill. Members by nearly 2½ to 1 rejected an amendment by Rep. Robert Giaimo (D-Conn.) which would have reduced the bill, H.R. 11733, by nearly $3 billion annually over the four-year life of the bill.

The House did agree to cut Rep. James Howard's highway/transit bill by almost 9 percent. The $5.6 billion reduction in the $66 billion bill, however, still leaves the measure above what Carter wants.

In urging the approved cuts, Rep. James Howard (D-N.J.), chairman of the House surface transportation subcommittee, said, "the lower amount still would allow planned programs without requiring an increase in gasoline taxes."

He said he expects the final bill will be a little less than Congress wanted and a little more than Carter wants but predicted the President will sign it.

Of importance to counties, the $11.3 billion originally proposed for highway and safety programs was cut to $10.3 billion. However, the House approved $1.5 billion for bridge repair, an amount less than the House originally proposed but well above current funding levels ($180 million per year) and funding levels approved by the Senate ($525 million per year).

In addition, the House would allow a maximum of 35 percent and a minimum of 25 percent of the money to be used for off-system bridges. The Senate had agreed to a range of only 15 to 25 percent.

SENATE ACTION

Meanwhile, the Senate was expected to approve its public transportation bill when *County News* went to press. The bill, S. 2441, authorizes funding for the Urban Mass Transportation Administration.

(The Senate passed highway and highway safety legislation in late August.)

By approving an Administration-sponsored amendment offered by Sen. Robert Morgan (D-N.C.), the Senate slashed $1 billion from public transit programs. The cuts include $730 million in the capital construction (Section 3) program; $230 million in operating assistance (Section 5); and $40 million out of other miscellaneous program categories.

NACo had strongly lobbied against the cutbacks. NACo's Chairman for Public Transportation Rod Diridon, chairman of the Santa Clara County (Calif.) Board of Supervisors met with White House staff Sept. 18 to discuss the effects of the Morgan amendment.

Diridon pointed out that the cuts would be devastating to many local governments dedicated to maintaining—more importantly, expanding—public transportation programs.

Diridon pressed the White House and the Office of Management and Budget to add an additional fifth year to the bill for the capital acquisition construction program at $1.58 billion.

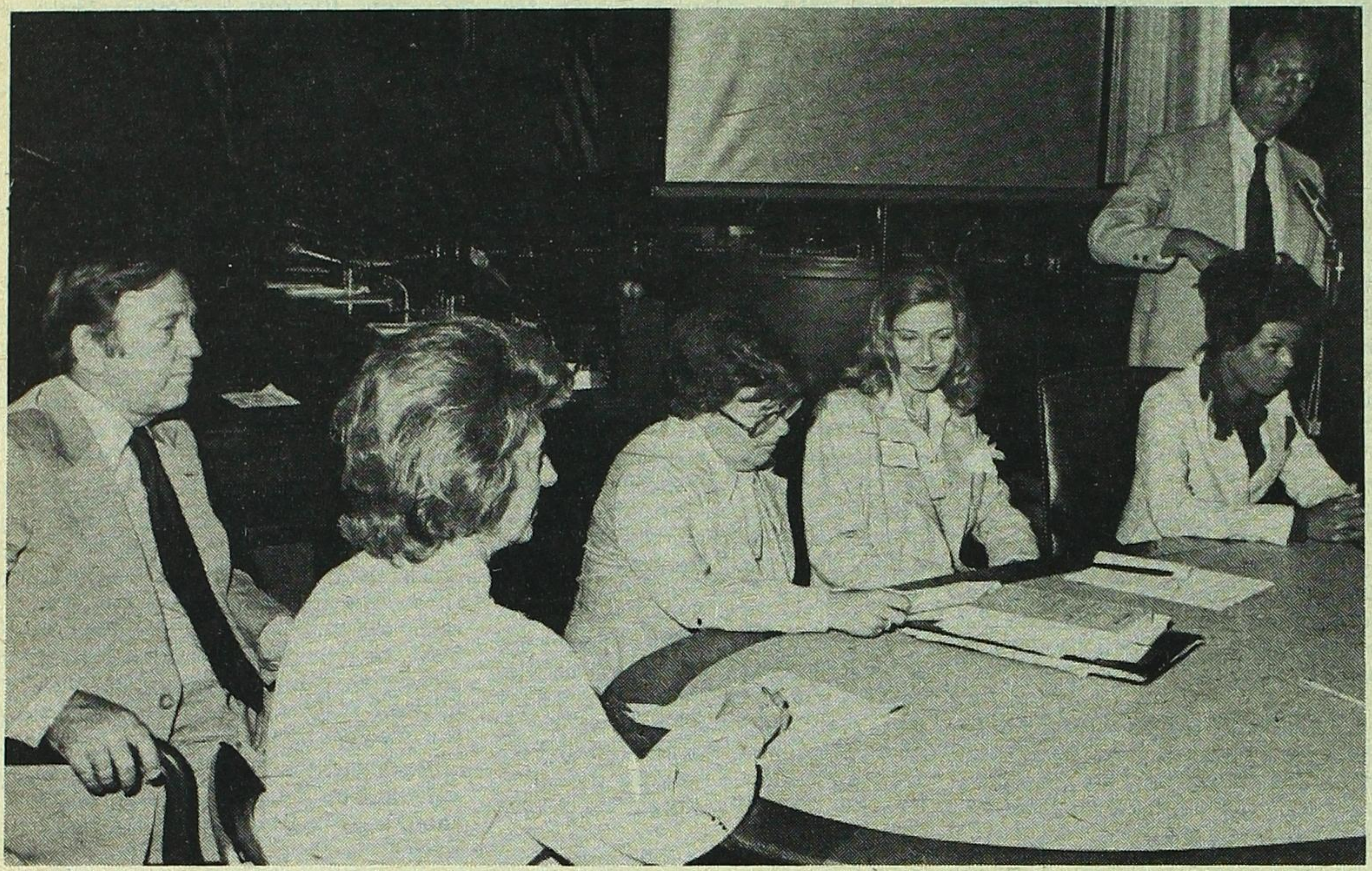
In its action last week, the Senate did add a fifth year to capital construction funding.

RURAL TRANSIT

Both the House and Senate approved the NACo-sponsored rural public transportation program which will, for the first time, provide not only capital acquisition funding but also operating assistance.

The House also passed an amendment, sponsored by Rep. Frank Thompson, Jr. (D-N.J.), requiring that the Department of Labor (DOL) quickly waive 13 (c) labor protective requirements if no labor unions exist in a rural area contemplating participation in the new program.

Rep. John Breaux (D-La.), chief sponsor of the rural transportation proposal, indicated he would press DOL for the 13 (c) waiver in rural areas interested in the new program.



PRESS CONFERENCE ON DOMESTIC VIOLENCE LEGISLATION—Rep. Newton I. Steers Jr. (R-Md.), standing, one of the sponsors of the legislation, held a press conference last week to encourage support for the Domestic Violence Assistance Act of 1978 and to publicize the airing of a special program called "Battered" on NBC. At left is Rep. John Brademas (D-Ind.) and around the table clockwise are Reps. Lindy Boggs (D-La.) and Barbara Mikulski (D-Md.), also sponsors of the bill, and actresses Karen Grassle and Chip Fields who starred in the NBC special.

House Given Second Chance to Aid Domestic Violence Victims

WASHINGTON, D.C.—A decision by the House Rules Committee makes it possible for the Domestic Violence Assistance Act of 1978 to be brought again before the full House for a vote.

The bill, sponsored by Rep. George Miller (D-Calif.) was rejected by members in May when the bill came before the full House under a suspension-of rules.

The bill, H.R. 12299, would establish an Office on Domestic Violence in the Department of Health, Education and Welfare (HEW) and would create a Council on Domestic Violence to award grants directly to local programs. Appropriations for the bill are $15 million in fiscal '79, $20 million in fiscal '80, and $30 million for each fiscal year '81-'83.

In August a similar bill, S. 2759 sponsored by Sen. Alan Cranston, was passed by the Senate. This bill would provide $30 million for each year of fiscal '79-'83 to state and local governments to set up or continue services in domestic violence.

NACo supports the Senate bill over the House bill but is pushing for House action in order to work out the differences between the two bills in conference. To ensure passage of H.R. 12299, county officials are requested to call their congressional delegation and urge them to support this bill.

While more and more women are reporting incidences of physical abuse, very little is known about the true proportions of family violence in the United States. Law enforcement officials and other interested groups have begun to address the problem. Programs are being started that provide shelter care, counseling, referral for medical, legal and mental health services, transportation, housing relocation and foster care, day care, and protective services for women and their children. However, funds to help start such programs have been very limited.

New Number

NACo's Capitol Hill facility has new numbers:
202/547-8330
8331
8332
8333

Help Asked to Get More Data from Census

COOK COUNTY, Ill.—Cook County would like the help of other urban counties across the country in persuading Bureau of Census to publish data on unincorporated areas within large urban counties, beginning with the 1980 Census.

In an appeal to the Census Bureau, Daniel J. Ferrone, county planning director, pointed out that if unincorporated Cook County, with its 166,000 persons were classified as a city under the 1970 Census, it would have been the second largest city in the state.

The fact that statistics for the total unincorporated area of the county are not published by the Census Bureau could have the effect of denying federal, state and local assistance to those people living in unincorporated areas.

For example, Ferrone noted that a Department of Labor program for cities with high unemployment rates would not apply to persons living outside the city. "Other programs, such as the federal community development block grant, are not as effective as they should be because conditions in the unincorporated areas of urban counties cannot be adequately documented," he said.

Cook County suggests that other urban counties experiencing the same difficulty contact the Census Bureau.

REAUTHORIZATION STILL PENDING

Labor Dept. Acts to Keep CETA Afloat

WASHINGTON, D.C.—As both the four-year CETA reauthorization and a continuing resolution moved slowly through Congress last week, the Labor Department took action to keep CETA programs operating in the interim.

A Sept. 26 telegram to regional administrators outlined what to do to ensure the continuation of CETA operations. It read: "Current grants for CETA Titles I, II, III (youth) and VI will expire at midnight, Saturday, Sept. 30, without action on the part of ETA (Employment and Training Administration) to extend existing agreements or provisionally approve new annual plans."

Basically, the Labor Department told its regions to ensure the availability of carryover funds in grants or annual plans for immediate use.

"Since we have no obligational authority until passage, signature, and processing of the continuing resolution, prime sponsors will have to operate for at least several weeks on available carryover funds, plus borrowing among CETA titles and from other sources as necessary," according to DOL's wire.

DOL regions were instructed to sign new grants or extend old ones through Sept. 30, 1979, to continue operations under the regulations already in place. Prime sponsors would be authorized to borrow funds remaining in their letters of credit for any title to keep programs going. The letter of credit would be repaid when annual allocations are made available late in October.

Borrowing against the letter of credit or even from local funds is called "a prudent risk." A prime sponsor's ability to repay its loan depends on congressional passage of the continuing resolution and the subsequent allocation of funds to the prime sponsor. Since the continuing resolution, which includes funding for national defense as well as CETA and other domestic programs, is virtually certain to pass and CETA allocations are by formula, the risk of borrowing for a short period of operation does seem to be "prudent."

In general, the Labor Department thinks prime sponsors have enough money on hand to make it through this difficult period.

Some counties, especially those in "balance of state" areas, face special obstacles, however. Counties that operate only public service jobs programs, for example, cannot readily borrow from Title I training or youth efforts (which generally have the most carryover money) run by other organizations. Thus, those counties are dependent on the state's ability to transfer funds and operating authority quickly.

Other counties simply do not have the funds to continue operations. Their only option, short of closing down the program, is to document the shortfall, convince the Labor Department's regional office and hope for the department to "find" discretionary or other funds for the purpose. Once the continuing resolution is signed, DOL can almost certainly provide advance funds to cover such shortfalls.

DOL expects to provide allocations for the full year in each program area by the end of October. New program regulations can be expected to be implemented April 1, 1979.

COUNTY NEWS

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Senate Vote Ties Aid to 6 Percent

WASHINGTON, D.C.—The Senate was able to muster enough members for an unusual Saturday morning session Sept. 23 to handily pass a two-year extension of the current countercyclical aid program, which expires Sept. 30.

The vote was 44-8 to provide between $500 million and $600 million annually to states and local governments with local unemployment rates above 6 percent.

The House is expected to take up the legislation this week and intense efforts have been mounted to have counties contact their representatives for support.

Following House action, Congress must appropriate the funds before it recesses in mid-October. Payments ultimately made under this program will be retroactive to Oct. 1.

THE SENATE-PASSED bill, known as the Antirecession and Supplementary Fiscal Assistance Amendments of 1978, was cosponsored by Sens. William Hathaway (D-Maine), Edmund Muskie (D-Maine), and Daniei Patrick Moynihan (D-N.Y.). The bill was reported out of the Senate Finance Committee, chaired by Sen. Russell B. Long (D-La.), after a House subcommittee voted to table all consideration of the current program.

The Senate-passed bill retains the basic two-title nature of the measure as reported out of the Senate Finance Committee, as well as the national unemployment triggers of 6 percent for Title 1 and 5 percent for Title 2.

However, the Senate adopted an amendment by Sen. John Danforth (R-Mo.) which does make a number of alterations in the bill.

The amendment requires local eligibility to be determined by a local unemployment rate of 6 percent for Titles 1 and 2. The current program, which has only one title, and the original bill both established local eligibility on a 4.5 percent unemployment rate. According to Treasury Department estimates, this change will only affect 7 percent of the total funds distributed.

THE DANFORTH Amendment also restricted eligibility for Title 2 only to local governments. States still receive one-third of the funds under Title 1, but are ineligible under Title 2.

Title 1 of the program will distribute $125 million quarterly when national unemployment is 6 percent or greater. For each one-tenth of a percent of unemployment above 6 percent, an additional $30 million would be allocated. When the national rate of unemployment falls below 6 percent for two consecutive calendar quarters, Title 1 cuts off.

Unlike the present program, the new bill then provides for "triggering" in a second title. This title is designed to provide for a gradual phaseout to minimize the adverse impact that immediate termination of aid would have on local governments with high unemployment. Under Title 2, $85 million would be distributed quarterly to local units of government with local unemployment rates above 6 percent.

Title 2, as reported out of the Senate Finance Committee, provided for an alternative revenue sharing formula to be used in distributing aid. This option is no longer in the bill.

THE DUAL NATIONAL triggers of 6 percent for Title 1 and 5 percent for Title 2 provide the mechanism for this gradual phaseout of assistance. As the national economy improves, unemployment will be reduced and less funds would be distributed. Once unemployment fell below 5 percent, the program would assume a "standby" status. It would, in effect, function as insurance for local governments to counter the effects of any future recession and rise in unemployment.

The legislation also contains a "hold harmless" mechanism to aid those jurisdictions affected by recent changes in the method of computing unemployment data. The Bureau of Labor Statistics (BLS) changed its method of calculating unemployment for some Standard Metropolitan Statistical Areas (SMSAs) as of Jan. 1. Many units of government suffered a significant drop in unemployment rate solely due to this change and not to changes in economic conditions.

This bill also requires that countercyclical allocations for affected jurisdictions be calculated to provide recipients with the greater amount under the former or current methodology. This will be done automatically.

—Elliott Alman

Comparison of Countercyclical (Antirecession) Program

	Current Program P.L. 94-369	Senate Bill H.R. 2852	
		Title 1	Title 2*
Authorized Funding	$2.5 billion	$2 billion (Titles 1 and 2)	
Time Span	1¼ years (5 quarters)	2 years (8 quarters) Titles 1 and 2	
National Trigger	6 percent unemployment most recent calendar quarter	6 percent unemployment rate over most recent 2 calendar quarters	5 percent to 6 percent national unemployment rate over most recent 2 calendar quarters
Local Minimum Unemployment Rate	4.5 percent	6 percent	6 percent
Other Criteria for Determining Eligibility	None	None	None
Computation of Allocations	Quarterly	Computed quarterly—$125 million at 6 percent unemployment, an additional $30 million for every one-tenth of 1 percent over 6 percent	Computed quarterly—$85 million when unemployment is between 5 percent and 6 percent
Distribution	Quarterly	Quarterly	Quarterly
Uses and Restrictions	Funds are to maintain basic services and levels of employment, *not* including initiation of basic service or capital improvement or new construction. Funds must be spent, obligated, or appropriated within six months.	Same as current program	
Formula for Distribution	• Local Revenue Sharing amount. • Multiplied by excess unemployment rate (over 4.5 percent). • Divided by sum of such products for all eligible local governments.	Same as current program	Same as current program
Number of Potential Eligible Local Governments	17,000	17,000	17,000
State Governments	Eligible, receive one-third of the funds	Eligible for one-third of funds	Not eligible
Minimum Yearly Allocation	$400	$400	$400
Maximum Allocation	None	None	None

***This title will become operative when the national level of unemployment, over 2 calendar quarters, is below 6 percent and above 5 percent.**

TAX CONFERENCE

Counties Examine Financial Options in Prop 13 Wake

Charlotte Williams, NACo president and commissioner, Genesee County, Mich., talks wi Graves, county administrative officer, San Diego County, Calif. Graves participated in gency planning panel.

LOS ANGELES COUNTY—The repeated message to county officials attending NACo's National Conference on Tax and Finance Issues of Local Government Sept. 17-19 was that counties must initiate efforts to control costs and limit spending or else the public will do it for them.

The conference, which attracted officials from 28 states, drew on the Proposition 13 experience, but also focused on a range of issues affecting local government financial management.

Using the recent activities in their state as the jumping off point, California officials opened the conference by discussing the meaning and impact of Proposition 13 for local officials.

PROPOSITION 13 EXPERIENCE

"Proposition 13 was a massive outpouring against unlimited government growth and spending," said Howard Allen, executive vice president of Southern California Edison Company. He added, "It gave the voters an opportunity to talk back to big government—to show in a meaningful way, their contempt for what they viewed as waste, inefficiency, and spiraling taxes."

Allen urged county officials the first day to recognize and respond to this opportunity for local government reform. "We have learned that each of us is going to have to do our job better, more efficiently, more productively."

As Allen noted in concluding his luncheon address, "Proposition 13 was a major social revolution. And it has provided you in government, and us in business, with a rare opportunity to learn from this experience, and to work together in a common endeavor to better meet the needs of the people we serve.

John Knox, California assemblyman and a legislative expert in local government affairs, also pointed to the positive side of Proposition 13, saying it will now force reform in local government not politically possible before. He told county officials not to panic over the tax revolt. "I think the voters want such services as libraries, mosquito abatement, flood control, and will eventually be willing to pay for them."

James Corman (D-Calif.) warned the county officials that Washington does not plan to treat California differently than other states. "It disturbs me that state governments are sovereign," he said, adding that it is "not okay for states to bankrupt their counties and cities and expect the federal government to bail them out."

Corman said there are certain responsibilities the federal government should assume and cited health care and welfare as two primary responsibilities that are federal in nature. He said local governments should have taxing authorities necessary to fulfill their service responsibilities.

County Supervisors Association of California Executive Director Richard Watson projected the impacts of Proposition 13 on county government, which included: increased reliance on the state along with increased state interference; new and increased user fees; major movement to functional consolidation and minor movement to government consolidation; restrictions on total government revenues; cutbacks in law enforcement; trial courts moved to state responsibility; and caps on liability insurance.

Watson said California counties are now dependent on the state for 40 percent of funding and warned, "He who pays the fiddler controls the tune." Watson urged county officials to "plan ahead, even if you have no real fear of a Proposition 13. You must educate your citizens and state legislators."

CALIFORNIA OFFICIALS COMMENT

Los Angeles County Supervisor Kenneth Hahn advised conference-goers not to support Proposition 13-type legislation "unless you have a huge state surplus." Citing the numbers of layoffs and closures it could have meant in Los Angeles County without the state funds, he declared: "I urge you to go back to your counties and reevaluate your programs in a calm atmosphere. Every budget has some fat in it. Streamline those budgets now so you won't get a Proposition 13."

Edmund E. Edelman, another Los Angeles County supervisor, viewed passage of the Jarvis-Gann initiative (Proposition 13) as the beginning of the erosion of home rule. Although the state surplus saved local governments from devastating cutbacks in services and jobs, it also shifted decision-making to Sacramento.

Edelman noted, "The interest groups that used to come to local government are now going to Sacramento because that's where the decisions are being made." He advised county officials to seek ways to replace lost revenues in order to maintain some discretion over local priorities.

California Attorney General Evelle Younger, who is a candidate for governor, expressed the belief that Proposition 13 was constitutional (the California Supreme Court has since ruled that it is constitutional) and spoke of the need for welfare reform and "streamlining state and regional agencies" to cut costs.

CBO SPOKESMAN

Congressional Budget Office Deputy Director Dr. Robert Levine at a second-day luncheon address told county officials that "neither economics nor politics provide 'correct' answers" to the serious problems of inflation and unemployment. He suggested that there are n swers," but that combinations to edg down by more restrictive fiscal and policy, "tax incentives to induce sm increase bargains," and "probably wage guidelines are likely to be the b do, and they will work slowly at best."

During the two-day conference national experts in the financial ma area provided participants with infor budgeting within limited resource mance measurement techniques revenue sources, recent progress in c federal and state mandates, and sugg ways to enhance decision-making c The panel sessions presented both rec tions and techniques to help county spond to citizens' demands for mor and effective government.

EXPENDITURE FORECAST

In a workshop on revenue and e forecasting, Brian Rapp, assistant co utive, Santa Clara County, Calif., cit ber of problems elected and appointe encounter when they attempt to pr county expenditures: absence of constituency; crisis management on a basis; absence of technical tools (comp to do the forecasting; lack of analytic use data needed; and uncertainty of and tax revenues.

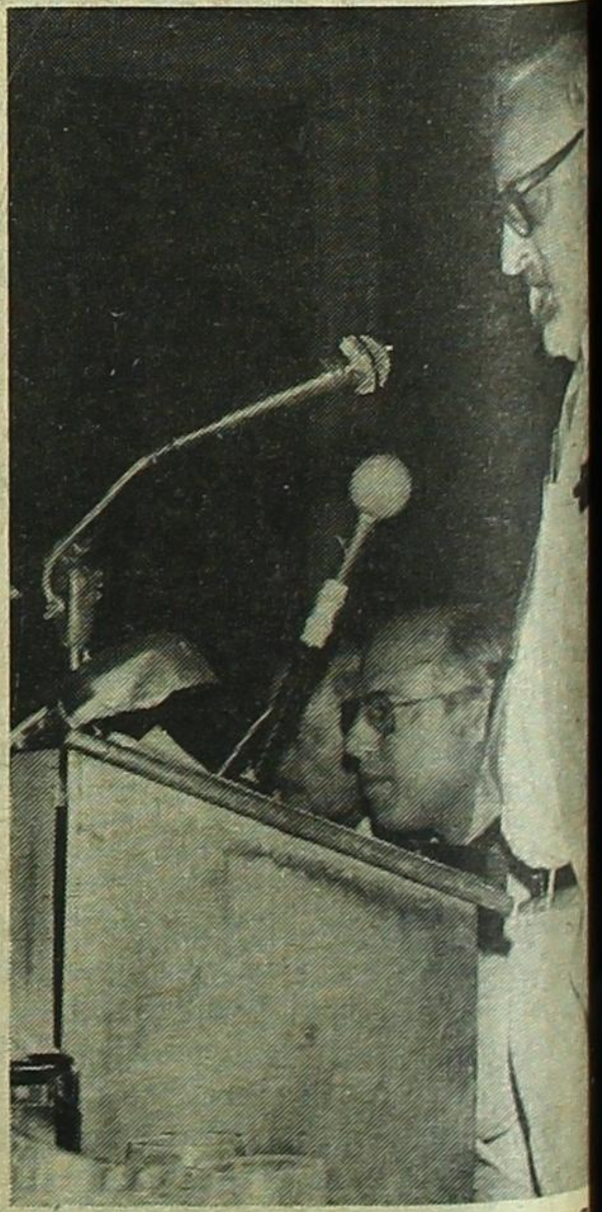
Rapp suggested that counties oug toward increasing their capacity to and master expenditure forecasting te

BUDGETING PROBLEMS

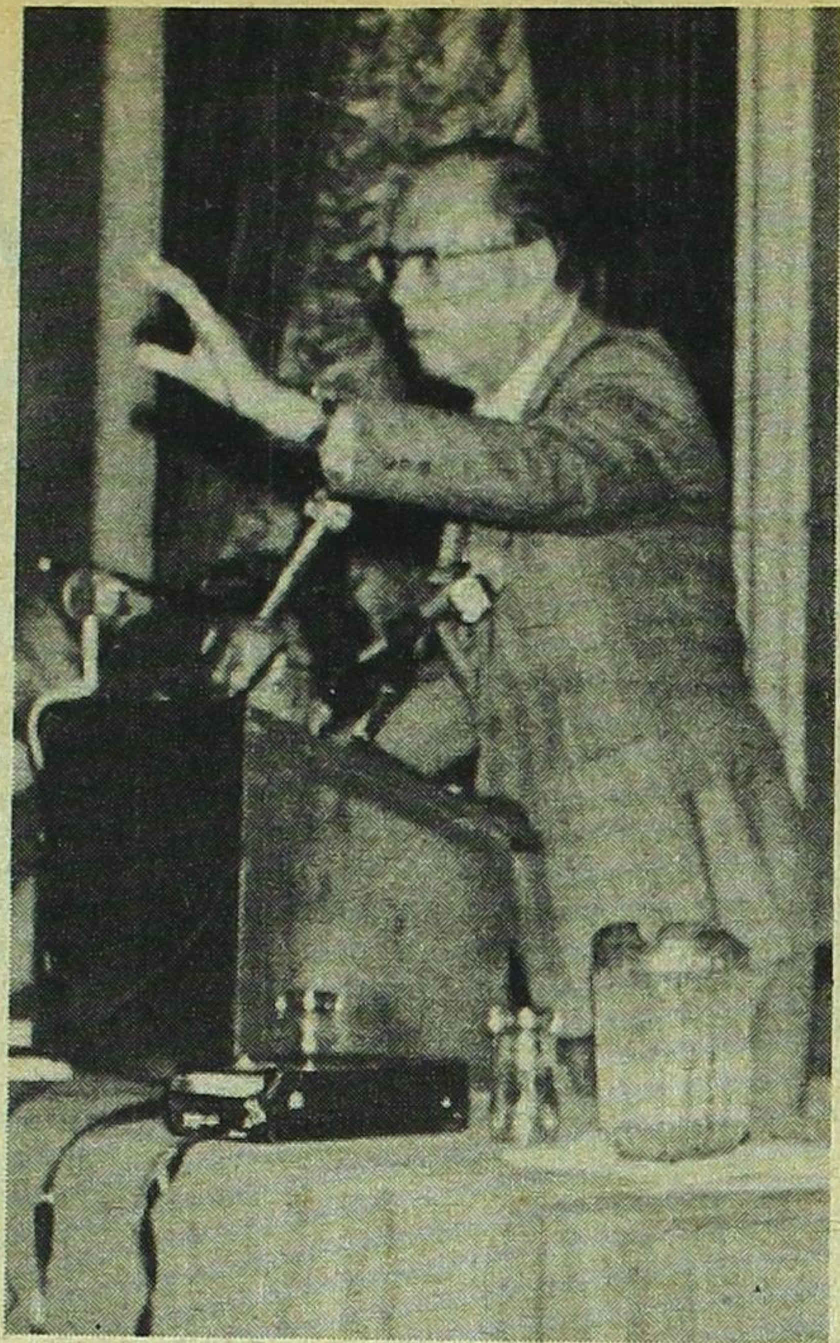
Problems of budgeting have ma California counties since the passage Gann. Many other states will face si

Howard P. Allen, executive vice president, Southern California Edison Company and president, Los Angeles Area Chamber of Commerce, discussing Proposition 13, urges county officials to meet the challenge of governmental reform.

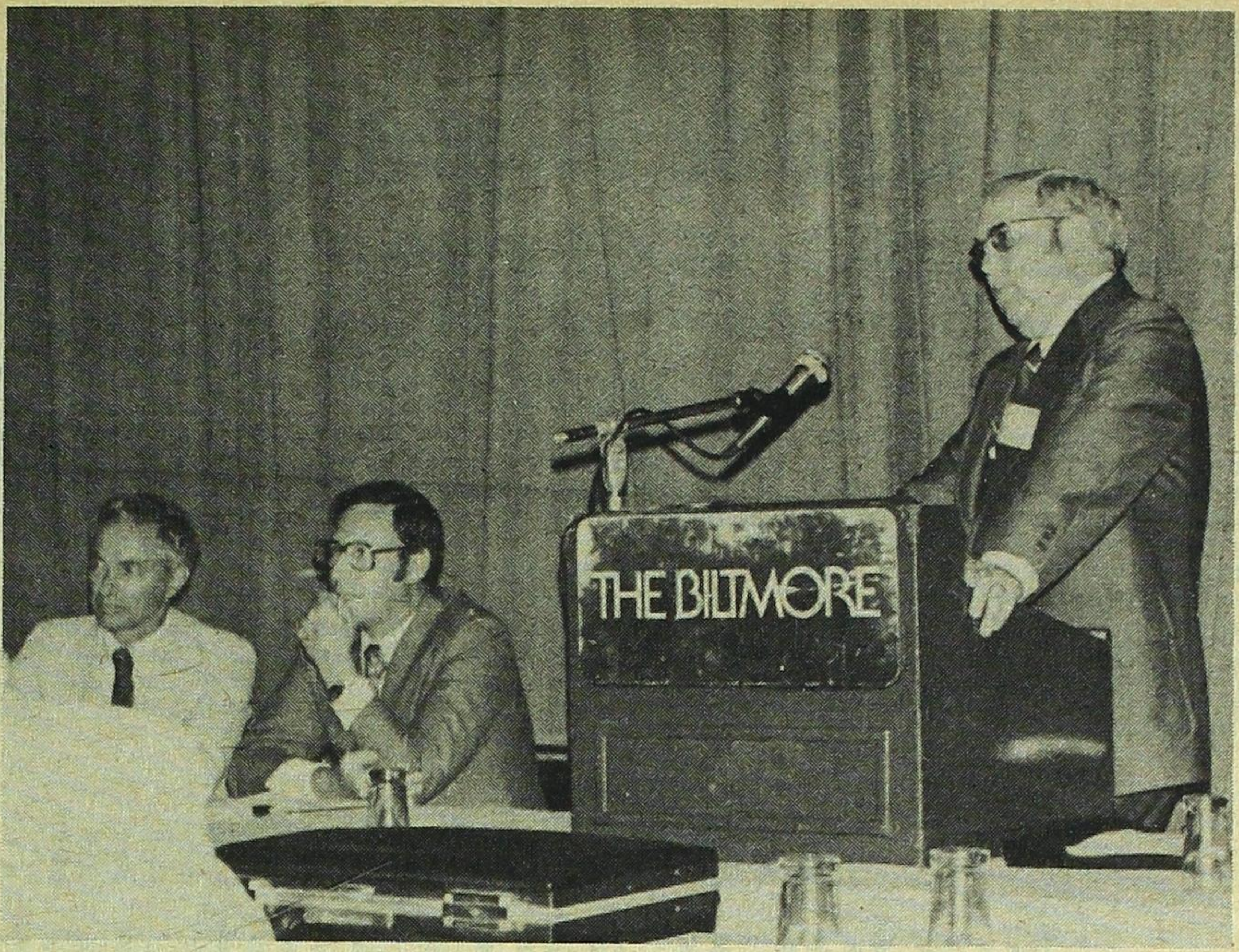
Michael Mett, supervisor, Milwaukee County, Wis., leads a discussion on "Is there a fail-safe for public pensions?"



Dr. Robert Levine, deputy director, the prospects for the national econ President Charlotte Williams presid



...Angeles County supervisors presented the California point of view. Edmund Edelman, left, ...sage of Proposition 13 the beginning of the erosion of home rule. Kenneth Hahn reminded ...nce, "So often the taxpayer overlooks the county. We need to renew our spirit."



Alternative revenue sources are addressed by, from left: Seth Taft, president, Board of Commissioners, Cuyahoga County, Ohio; Ray Olsen, principal, Peat, Marwick, Mitchell and Co., Inc., Washington, D.C.; and Kent Lundquist, accounting and budget coordinator, Salt Lake County, Utah.

...nding limitations and tax cuts are ap... voters. Panelists from Michigan, ...d California discussed how they have ...r in California's case, implemented ...light of government cutbacks.

...an has two proposed amendments to ...s," explained Jeffrey Albaugh, con... ...alhoun County, Mich., "the Tisch ...t and the Headlee amendment. The ...ndment is being promoted as a tax ...ver, a closer analysis shows this tax ...will be more than offset by the 2 per... ...se in income taxes," he noted. As con... ...has prepared several contingency bud... ...t in motion if one of the proposed ...nts passes.

...Administrative Officer Clifford ...an Diego County, Calif., related his ...ifficulties in preparing a contingency ...n Diego had been in the process of ...own before Proposition 13, and con... ...had very little "fat" to cut out of the ...said.

...ed over additional reductions, the ...as made to take some of the state ...for this year and reserve it for future ...We run the risk of losing sight of what ...usiness for," stated Graves, "cutting ...s not the reason; rather, it is linking ...ounty priorities."

...ROGRAM EVALUATION

...ng the importance of program eval... ...decision-making tool for establishing ...nd allocating resources, Lloyd Hara, ...and former auditor of King County, ...lained that program evaluation was a ...ailable to county officials to help ...h an objective value to their services. Program evaluation signals poor or competent program performance and allows decision makers to change program priorities which can more effectively utilize scarce resources, said Hara.

In response, Monty Lish, county executive, Ventura County, Calif., warned the audience not to think that program evaluation would solve all their problems, or to view it as the only management tool. County officials should be aware of the costs of evaluations, the risks of implementing results of evaluations, and the pitfalls of evaluating programs over which they have no control, he said.

PENSIONS

Michael Mett, supervisor, Milwaukee County, Wis., explained the pressures facing pension fund administrators in the near future to stay within the bounds of permissible current funding of pension obligations.

He referred to a House Ways and Means subcommittee study which found that one-fourth of all state and local plans have never had an actuarial evaluation and one-third have not had one in the last five years.

After reviewing some traditional steps to ensure quality pension fund administration, he advised participants to seek legislation to prohibit compulsory arbitration on public pension issues; enlist a second opinion in dealing with actuarial firms; establish performance incentives for investment managers of public pensions; and study the integration of public pension plans with Social Security.

QUESTION OF MANDATES

State and federal actions to mandate programs irrespective of the local government's ability to finance them has created problems for various localities.

Richard Gabler, who had major staff responsibility for a recent Advisory Commission on Intergovernmental Relations (ACIR) brief entitled "State Mandating of Local Expenditures," discussed his research and furnished some positive news concerning state reimbursements. He regarded recent pressures, such as state tax and expenditure limitations, fiscal austerity plans for local government, and increased demand for services, as forces which have prompted local officials to press for relief.

Several of the commission's recommendations in the state mandate study were:

- Partial state assistance when a statewide policy mandates a new program or enhanced service level;
- Full state funding for mandates that increase retirement benefit levels and costs beyond widely accepted tests of reasonableness;
- A statewide policy objective clearly specified at an early stage prior to adoption of a state mandate.

The Florida Legislature recently passed legislation to require an economic impact statement and financing for state-imposed programs or services to local government, reported Mike Morell, field services administrator, Florida State Association of Counties. He emphasized the coordinated efforts of Florida counties as a vital ingredient to achieving such legislation.

Gerald Lonergan, auditor-controller, San Diego County, explained the administrative as well as fiscal burdens the spectrum of mandated programs place on his county. Of the 250 mandated programs in 1977, only 23 were reimbursed by the state, he noted.

FEDERAL ASSISTANCE

Irving Shapiro, grants specialist, U.S. Civil Service Commission, elaborated on the commission's role in funding the conference at a panel session on Federal Grants and Technical Assistance for Financial Management Improvement. The commission provides financial management training to local governments through contracts with public interest groups, states, and local governments under the Intergovernmental Personnel Act (IPA). The act is designed to improve the overall management of government.

Alan Siegel, director, Government Capacity Building Division, Department of Housing and Urban Development (HUD), elaborated on HUD's new efforts in the area of financial management capacity sharing.

Siegel noted that HUD was not trying to "reinvent the wheel," but rather to provide an opportunity for sharing information among local governments on improving financial management.

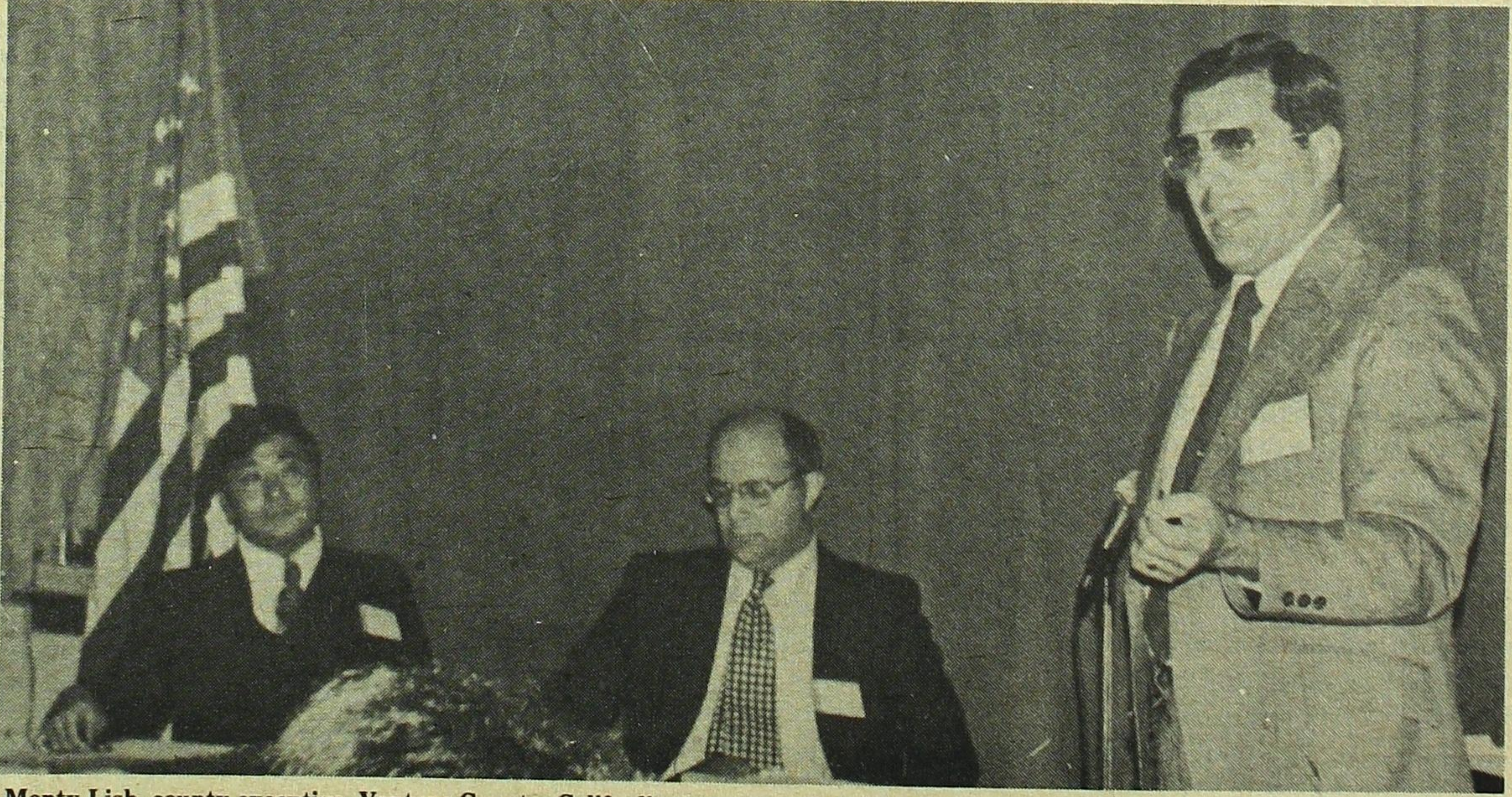
Phil Rosenberg, assistant director, Municipal Finance Officers Associations, said that his organization is working closely with HUD in developing a research clearinghouse to assist local finance officers.

As final note, Abram Goldman, special assistant, California State Board of Equalization, echoed Howard Allen's conference remarks concerning the long-term positive impact of Proposition 13.

In a workshop on the property reassessment, Goldman suggested Proposition 13 will cause a shift to alternative forms of taxing, targeting tax benefits to certain groups, such as elderly, homeowners, businesses, and increased professionalization of tax assessment practices.

For more information, contact Elizabeth Rott, NACO, 1735 New York Ave., N.W., Washington, D.C., 202/785-9577.

Rep. James Corman (D-Calif.) suggested federal assumption of health and welfare services.



Monty Lish, county executive, Ventura County, Calif., discusses some of the drawbacks of performance evaluation. Also shown are Lloyd Hara, left, consultant, Lloyd Hara Associates, King County, Wash., and Irving Shapiro, grants specialist, Bureau of Intergovernmental Personnel Programs, U.S. Civil Service Commission.

EPA/COUNTY COOPERATION

Coal Use Is Highlight of Air Quality Meeting

COLUMBUS, Ohio—Federal regulation of air quality is by no means Draconian when viewed from a historical perspective. Air pollution in London in 1306 was so severe that Londoners caught burning coal were beheaded.

This sobering historical note was shared with county officials by Stephen Rothblatt of the Environmental Protection Agency (EPA) as part of a much more encouraging overview of the Clean Air Act Amendments of 1977. Rothblatt, chief of EPA's Region V Air Policy Branch, emphasized the important opportunities for county participation in planning for clean air under the 1977 amendments at a Sept. 20 meeting.

The full-day meeting was jointly sponsored by the County Commissioners Association of Ohio and NACoR's Clean Air Project. Major issues discussed were: burning of Ohio coal; preparation of transportation/air quality plans to reduce automobile pollution; and regulation of pesticides.

BURNING OHIO COAL

The use of coal is viewed much more favorably today than in 14th Century London, noted Rothblatt, but complications remain.

Ohio coal, while abundant, is high in sulfur, one of the pollutants federal law attempts to regulate. To burn it commercially, installation of costly pollution equipment (known as scrubbers) is often required.

This has prompted virtually all Ohio utilities to import low-sulfur coal from Western states, causing a devastating effect on Ohio's economy. Thousands of miners face unemployment; the total economic loss is estimated at $1 billion.

To combat this problem, Ohio coal companies and government officials are seeking an order, under Section 125 of the Clean Air Act, to require certain Ohio utilities and industrial facilities to burn local coal. This order could be issued by the President or by the governor with the President's written consent. Hearings have been held under Section 125, and action is pending.

PANEL DISCUSSION

A panel composed of Thom Hall, legislative aide to Sen. Howard Metzenbaum (D-Ohio), Rothblatt, and Chuck Taylor of Ohio's EPA Office addressed the Ohio coal issue. Questions from county commissioners brought out that some Ohio utilities found additional incentive to importing western coal because they owned western mines.

Furthermore, the high costs of importing coal can be passed directly to consumers as a fuel adjustment charge, whereas recovery of the cost of pollution control equipment must be approved by the Public Utilities Commission of Ohio.

Commissioner Mel Sargus of Belmont County, who presided over the meeting, indicated he would rather have increased electric costs subject to the control of the Public Utilities Commission and, thus, preferred scrubbers as the means of controlling pollution.

TRANSPORTATION/ AIR QUALITY

Jeff Hunter of Ohio's EPA Office discussed transportation/air quality planning and detailed Ohio's plans for a program to inspect emissions control devices on private motor vehicles. With this program, Ohio expects to achieve a 25 percent reduction in tailpipe emissions by 1987.

The meeting wound up with a discussion by John Ward of EPA and Harold Porter of the Ohio Department of Agriculture on pesticides regulations. Speakers focused on laws applicable to roadside spraying—frequently done by county departments which may be liable for damage to adjacent crops and livestock. Porter emphasized that careful compliance with regulations provides a good defense to suits for unforeseen damages.

—Ivan Tethe

ADVICE AVAILABLE

Courts Pushing for Pretrial Alternatives

WASHINGTON, D.C.—If the current trend continues, within a year 50 local officials are likely to face legal challenges and court orders to decrease the population of their jails. Some of those cases will specifically identify county commissioners and other county officials as defendants.

How can county officials respond? Judging from past judicial orders and the experience of a number of different jurisdictions, one of the best ways is to expand the number of pretrial alternatives available. Local officials interested in exploring alternatives for their community can receive assistance from the Pretrial Services Resource Center in Washington, D.C.

Established by an LEAA grant in 1976, the center is charged with "developing and coordinating the dissemination of information, training, and technical assistance in the pretrial field." To fulfill this mandate, the center has developed an extensive library on pretrial issues, including research, legislation, case law, program descriptions, and relevant studies and articles.

The center also offers technical assistance to prosecutors, judges, public defenders, and any other officials interested in learning more about pretrial alternatives or in implementing changes in the present system.

The Resource Center can provide information and technical assistance on alternatives that are legally sound, less costly than pretrial detention and that have already been tested and found successful in real situations.

For more information, contact: D. Alan Henry, Pretrial Services Resource Center, 1010 Vermont Ave., N.W., Suite 200, Washington, D.C. 20005, 202/638-3080.

Job Opportunities

Planner, Northern Kentucky Area Development District. Salary $12,646 to $15,787. Eight county regional agency has an opening for a generalist physical planner with "701," land use, A-95, environmental quality and economic development planning skills. Minimum qualifications: bachelor's degree in urban or regional planning or related field. Resume to: Mary Jo Ruccio, Manager, Division for Regional and Local Planning, Northern Kentucky Area Development District, 7505 Sussex Drive, Florence, Ky. 41042. Closing date Oct. 23.

Director of Personnel, San Diego County, Calif. Salary $34,465 to $38,022. Responsible for recruitment, examining, labor relations, wage and salary administration. For application forms, contact: Personnel Department, San Diego County, 1375 Pacific Highway, San Diego, Calif. 92101, 714/236-2191. Closing date Nov. 10.

Manager for Modernization Program, Anne Arundel County, Md. Must have knowledge of bidding procedures, letting of contracts, experience reading and working with blue prints, drawings and specifications and general accounting knowledge. Experience with HUD regulations for low rent housing desirable. Resume to: Anne Arundel County Housing Authority, 7885 Gordon Court, Glen Burnie, Md. 21061 or call for an appointment.

Program Director (employment and training), Orange County, N.Y. Position requires abilities in the areas of personnel management, public administration, financial management, public relations, and ETA administration. Qualifications: bachelor's degree in public or business administration, social science, or related fields and five years full-time paid experience, including two years as supervisor. Resume to: Commissioner of Personnel, Orange County Government Center, Goshen, N.Y. 10924. Closing date Nov. 7.

Accountant, Waukesha County, Wis. Salary $13,200 to $16,400. Provide on-site technical financial assistance to community agencies and governmental units receiving federal funds; performs pre-audit reviews; oversees day-to-day accounting functions, and designs or modifies existing systems. Requires bachelor's degree in business administration with a major in accounting and two years experience or a bachelor's degree in business administration and 20 credits in accounting with three years experience. Send resume and complete listing of accounting courses to the Department of Personnel, Waukesha County Courthouse, 515 West Moreland Blvd., Waukesha, Wis. 53186.

County Administrator, Sonoma, Calif. Salary $34,752 to $42,228. Prefer degree in public administration or related field. Requires five years responsible executive experience in local government. Candidates should be experienced in implementing modern budgeting techniques and should be supportive of citizen participation in the decision-making processes. Position reports to five-member board of supervisors. Resume to: Korn/Ferry International, Attention: Norm Roberts, 1900 Avenue of the Stars, Suite 2100, Los Angeles, Calif. 90067. Closing date Oct. 20.

County Administrator, Contra Costa, Calif. Current salary $54,888. Top candidates must have proven analytical abilities in budgeting and organization planning. Prefer degree in public administration or related field. Requires five years responsible executive experience in local government. Position reports to five-member board of supervisors. Resume to: Korn/Ferry International, Attention: Norm Roberts, 1900 Avenue of the Stars, Suite 2100, Los Angeles, Calif. 90067. Closing date Oct. 15.

Va. Counties Stretch Aging Funds

PULASKI COUNTY, Va.—Local elected official representation on Area Agencies on Aging advisory boards received a boost from Congress recently, with approval of the 1978 Amendments to the Older Americans Act by the House-Senate conference.

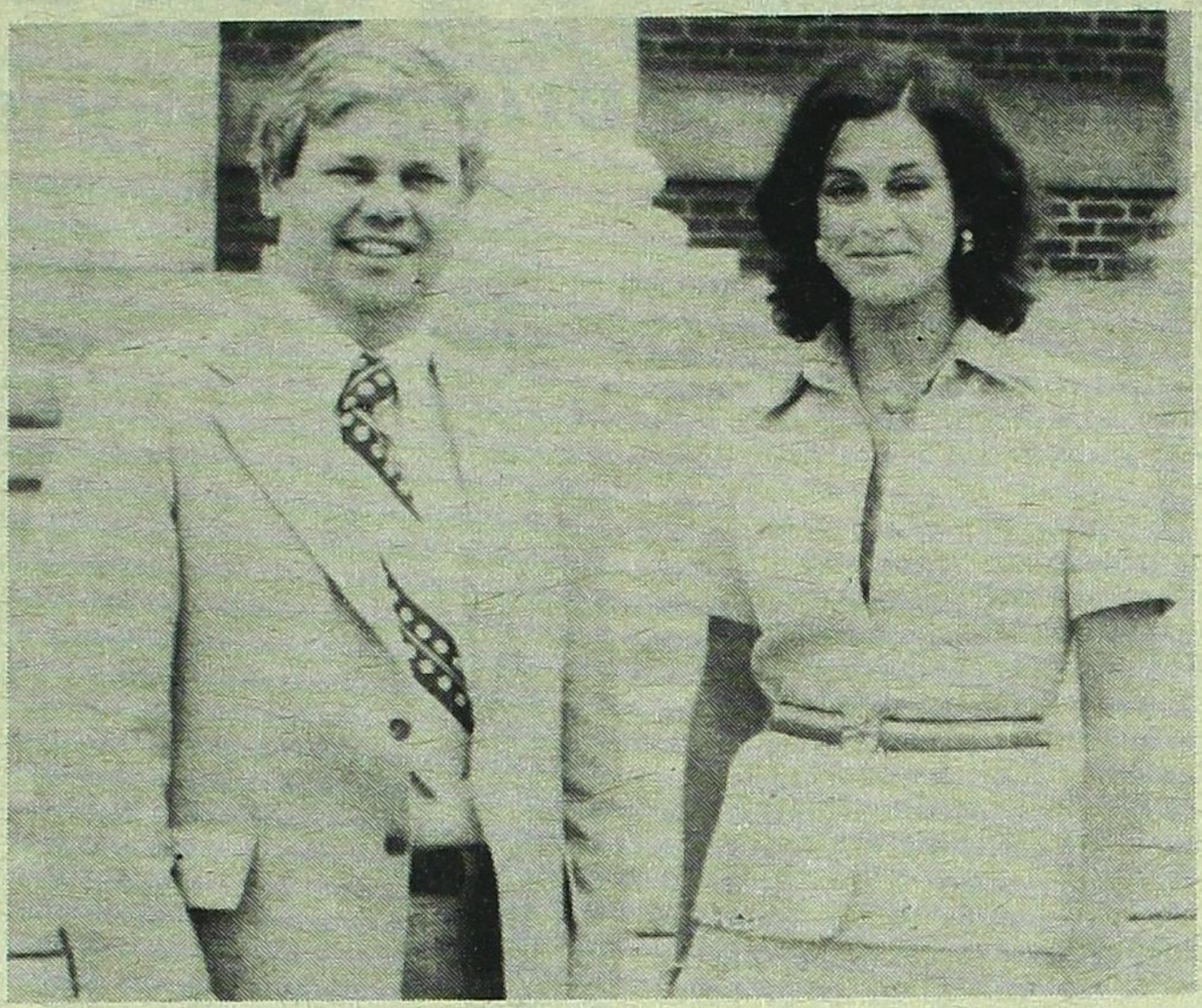
But in rural Virginia, the New River Valley Agency on Aging charter has provided for such representation since 1975, when agency operations first began in Pulaski, Giles, Floyd, and Montgomery counties, and the city of Radford.

Located in the heart of Appalachia, where approximately one-third of the elderly population (aged 65 and over) lives below the poverty level (as compared to one-fifth of the elderly nationwide), and where hundreds of elderly live in tiny, rundown shacks that cling precariously to the sides of the Blue Ridge Mountains, the needs for service in the four-county region are seemingly endless.

BY WORKING CLOSELY with the area agency, local officials have helped to stretch agency dollars. Their participation on the board has brought fiscal realities to the forefront," notes Robert McNichols, Pulaski County administrator. "The process helps us develop services in a more realistic way."

In fact, an impressive list of new programs has been developed over the last three years, supported by a wide variety of resources. Some of those programs are:

• A **senior homemaker program** which provides homemaking and personal care services to some 40 elderly persons in the New River Valley each month. It is staffed by women age 55 and over who work under allocations of Title IX (Older Americans Act) funds to the state office on aging and to the Farmers' Union.



VISITING PULASKI COUNTY—Janet Smith of NACoR's Aging Project staff met recently with Robert McNichols, county administrator, to learn more about the New River Valley Agency on Aging.

• **A training program** for new staff which is supported by a $1,000 Title IV allocation (also under the Older Americans Act), and with assistance from the local chapter of the Red Cross, county employees, and the local community college. Title XX (Social Security Act) funds also support the provision of service to those financially eligible under Title XX guidelines.

• **A new central kitchen,** which will be used for the daily preparation of some 350 congregate and home-delivered meals in the valley. The kitchen will be located in a once-abandoned Pulaski County school, donated by the county, and partially renovated by Title IX "Green Thumb" (Farmers' Union) and county workers with county-donated materials. Meals are delivered in vans purchased with Title VII (Older Americans Act) funds, driven by employees funded through Title IX and Title VII, and maintained and fueled in county garages. Additional funds are now being sought through the state to renovate the remainder of the building for use as a nutrition site, an adult day-care center for the mentally disabled, and for the provision of other county services.

• **An emergency fuel program,** which uses old wooden packing cases for firewood. Until recently, the cases were discarded by a local manufacturing company and used as landfill. Now, the cases are converted into firewood by workers on release from the local prison and by local Jaycees and delivered in U.S. Army Reserve trucks by Army Reservists. This year, the county department of welfare is adding coal to the program, which has been bagged for distribution by local Boy Scouts. Last winter, some 75 elderly families received wood under the program.

"Local participation on the board has brought fiscal realities to the forefront."

ALL TOLD, the New River Valley Area Agency has initiated 18 new services in the last three years, three of which are run directly by the agency (homemaking, outreach, and a combined quarterly newsletter/senior I.D./discount program). Another two, transportation and nutrition, are run by a new organization which got its start through area agency efforts.

Agency Director Mary Elyn Lauth estimates that 70 percent of the region's elderly poor are receiving assistance as a result of their efforts. Before this, there was almost nothing.

But county officials' awareness of the fiscal realities, although useful for planning, also means a keen awareness of the limitations. The advisory board has set priorities on services for the poor. As a result, very little is available for those who are "even $10 above the poverty level," Lauth explains.

Says McNichols: "We're grateful for what's been done under the Older Americans Act, but the needs are very serious, and we're just barely scratching the surface. People need services just to survive, here. We have to travel long distances to deliver services, in many cases, over dirt roads. In the winter, people could be stranded for two weeks without food and fuel because of lack of accessibility. All rural counties across the country have the same problems."

—**Janet Smith**
NACoR

OLDER AMERICANS ACT

A Closer Look at Title III

WASHINGTON, D.C.—County officials and agency heads who use federal dollars to augment local programs for the elderly will need to look closely at a new Title III in the three-year reauthorization of the Older Americans Act.

House and Senate conferees completed work this month on the measure which provides a number of programs and services to the nation's estimated 22 million elderly. The compromise version of House and Senate bills will be voted on in both Chambers before Congress adjourns in mid-October.

Incorporated into the new Title III are the following existing programs: community services (Title III), senior centers (Title V), and nutrition (Title VII).

Area agencies on aging will have the authority for administering these programs. This should afford local officials better opportunities for local accountability, effective planning and coordination and reduced red tape.

IN THE NEW title, there is a single authorization for social services and senior centers; designated "priority services" of the 1975 amendments have been eliminated. Instead, 50 percent of Title III funds must be used in each planning and service area to provide access (transportation, outreach, and information and referral), in-home (homemaker and home health aide, visiting, telephone reassurance and chore-maintenance), and legal services. The state is allowed to waive aspects of the formula if the area agency can demonstrate that it is already meeting the required service needs.

Funding Chart—Title III
(in millions of dollars)

Year	Social Services and Senior Centers	Congregate Nutrition	Home-Delivered Meals
Fiscal '79	$300	$350	$ 80
Fiscal '80	360	375	100
Fiscal '81	480	400	120

There are also separate authorizations for nutrition services, divided into congregate and home-delivered meals. There will be some flexibility even here, however, since funds can be transferred between the two types of meal services—according to needs.

See accompanying chart for funding information.

Other provisions in Title III which directly affect counties:

• The state plan must be based upon area plans developed by area agencies on aging within the state; no longer can local plans be ignored in the state plan.

• Plans will be developed for three years, as opposed to annually, with yearly adjustments, if needed.

• In describing the advisory council for the area agency, local elected officials are specifically mentioned as recommended members. This will correct the problem, in some areas, of planning and operating these services without the direct involvement of county officials.

Area agencies, in developing local plans, are also responsible for: designating, where feasible, a "focal point for comprehensive service delivery in each community," giving special consideration to designating multipurpose senior centers as focal points; providing sufficient information and referral services; giving preference to serving the elderly with the greatest economic or social needs, and emphasizing the rural elderly in outreach efforts.

Also in Title III, there are discretionary projects and programs, which counties can look to for funding demonstration projects, i.e., those which demonstrate methods of improving or expanding services. Included among the projects are those with national impact. Examples would be legal services or those aimed at utility and home heating costs.

In addition, there are special projects to support the development of comprehensive, coordinated systems of community long-term care for the elderly with emphasis on services that support alternatives to institutional living as well as direct case management services for individuals.

These grants may pay for a program for up to three years and are to be used to develop a full continuum of services, such as day health, supported living, in-home and preventive services.

10 PROBLEM AREAS

Experts Address Local R&D Needs

WASHINGTON, D.C.—A White House Advisory Panel has identified 10 areas in local governments that could benefit from research and development (R&D) programs or by the transfer of existing technologies from federal agencies to local levels.

The Intergovernmental Science, Engineering and Technology Advisory Panel (ISETAP), composed of state and local government officials, was created to increase state and local government's involvement in the establishment of federal science and technology policies. The panel has undertaken a multiphased process for identifying state and local problems and needs. The initial phase of this process was ISETAP's identification of the following areas:

- Community and economic development
- Energy
- Environment
- Fire safety and disaster preparedness
- Health
- Human resources
- Management, finance and personnel
- Police and criminal justice
- Public works and public utilities
- Transportation

THE SECOND PHASE of the process includes workshops to be held in the next several months so the problems can be analyzed by scientists, engineers, and experts in the field. Subsequently, their recommendations could be incorporated in the 1981 federal budget.

Up to 20 specific problems have been identified by ISETAP within each of the 10 areas and have been ranked according to their importance to local government. For instance, in "management, finance and personnel," the top priority problem is fiscal forecasting and policy analysis. This is followed by information processing.

In the area of "community and economic development," the top priority problem is neighborhood preservation and the role of local business in neighborhood stability.

Sewer system rehabilitation is the primary problem in "public works and utilities." In the area of "health," the main problem is finding alternatives to institutionalization for the aged (and other chronically disabled persons).

The American Association for the Advancement of Science (AAAS), an umbrella organization for 300 affiliated science organizations and state science academies, has been requested by ISETAP to conduct the workshops in the second phase of the process, examine current mechanisms for transferring solutions, and recommend policies for new federal R&D.

The result of this phase of the process will be a report submitted to the National Science Foundation. For further information on the local government problem statements or the assessment process, contact Sally Rood at NACo.

Info Needed

Help Get the Bridge Program Underway

WASHINGTON, D.C.—County help is being sought by NACoR's Transportation Project in supplying information to the Federal Highway Administration (FHWA) to implement an expanded federal bridge program.

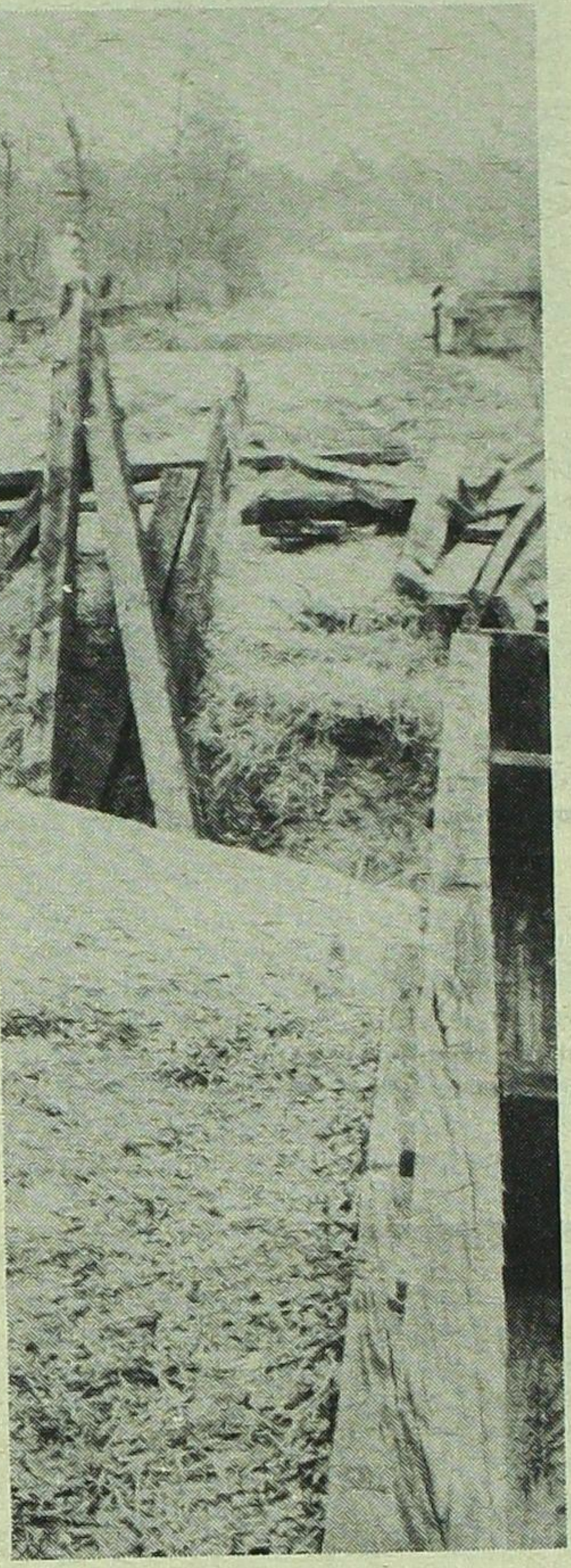
The program, which still needs congressional approval, would authorize a portion of the funds for the repair and replacement of bridges off the federal-aid highway system.

FHWA will be responsible for drafting rules and regulations to implement the legislation, and NACoR's transportation staff is anxious to work with FHWA to provide early county input.

Your responses to the following questions are essential in shaping the county position on the proposed off-system bridge program. Please send responses to Marlene Glassman at NACo by Oct. 16.

IMPLEMENTING THE BRIDGE PROGRAM

- What role should state highway agencies (departments of transportation) have in administering the expanded bridge program, considering such topics as state role in determining local government readiness to implement the off-system bridge program; state role concerning priority and bridge sufficiency ratings?
- What consideration should be given to states if they are unable to match the federal government share?
- How should regulations be worded to provide fair and equitable distribution of funds to counties for off-system bridge repair, replacement, rehabilitation? What funding distribution mechanisms should be explored, including precedents in other federal-aid highway programs, such as the safer off-system program?
- What role should bridge inventory, inspection, appraisal, sufficiency and priority ratings play regarding distribution of funds? How should priority ratings be determined and administered? Are there existing appraisal and inventory forms that could be used to expedite the program? What suggestions do you have for simplifying these forms or otherwise speeding the appraisal process?
- What suggestions do you have for simplifying the following regulations affecting FHWA programs: environmental assessments; right-of-way acquisition; historic preservation; Corps of Engineers Section 404 permits? What other suggestions do you have for simplifying other related regulations?
- How should rehabilitation be defined? How should rehabilitation be distinguished from maintenance? What are examples of eligible activities considered rehabilitation?
- What design standards are appropriate for repair, replacement and rehabilitation of off-system and low-volume bridges?
- In what ways should certification acceptance be considered a mechanism for expediting county use of off-system bridge funds?
- What consideration should be given to coordinating various programs that authorize funding for bridge work, such as highway safety and highway planning and research programs that authorize funds for bridge inventories?



Federal Labs Serve As County Resource

WASHINGTON, D.C.—County officials around the country are awakening to the fact that technologies developed by federal laboratories can be applied by local governments.

Sussex County, Del., for example, has entered into a cooperative venture with a federal laboratory in its jurisdiction to help in developing the county's industrial park area. The county is utilizing quartz manipulation and polishing techniques from the lab and teaching the new trade to craftsmen in the industrial park.

Robert Bernard, director of industrial development for the county, says, "Sussex County is very excited with this concept (of linking with a federal laboratory), especially how it translates into job skills which can develop into earning power for our residents."

THIS IS just one example of a wide variety of technologies developed by federal laboratories which can be applied by local governments. More than 500 such laboratories across the country are available to provide assistance with: public occupational safety; forest resources and pollution controls; energy—current and future forms; public works; transportation; computers and computer programming; and personnel systems.

Prince George's County, Md. and Douglas County, Ore., for instance, were recently assisted by federal laboratories in procuring new types of body armor for policemen.

Similarly, the sheriff's office in San Diego County, Calif. has been assisted in its work by a laboratory center in the area. The Naval Ocean Systems Center's library has acquired numerous, hard-to-find articles for the county's use.

THE FEDERAL laboratories employ about 500,000 professionals and have a combined research and development (R&D) budget of $15 billion. Since these labs are accountable to federal government agencies and are not integrated through any formal management program, a Federal Laboratory Consortium informally coordinates more than 180 of the largest labs and centers. The consortium seeks to transfer existing technology from the laboratories to the public and private sectors for use in solving problems, whether local or national in scope.

Each member laboratory has a technology transfer coordinator who answers requests for information, services and equipment, and links individuals having problems with those who have already solved a similar problem.

According to George Linsteadt, chairman of the Federal Laboratory Consortium, one significant way the federal laboratories can be useful to local government is by supplying scientists from the labs to act as science advisors to counties. "All counties should have science advisors to work with cities in the counties, especially small cities that cannot afford a science advisor," he added.

To date, several counties have obtained such advisors through the Intergovernmental Personnel Act. These science advisors then act as "circuit riders" in the cities and towns.

If your county would like more information on a laboratory in your area, contact Sally Rood of the County Research and Innovation Sharing Project at NACo.

—Sally Rood

Matter and Measure

NATIONAL ASSOCIATION COUNTY ENGINEERS

Dear NACErs:

This note is to remind you that the deadline is quickly approaching to submit your comments on the Federal Highway Administration's (FHWA) draft regulations on design standards for resurfacing, restoration and rehabilitation (RRR) projects. Send your comments to Marlene Glassman at NACo by Oct. 16.

FHWA published its proposed standards in the Aug. 23 *Federal Register*. Contact Marlene if you need a copy. FHWA asks for specific comments on its draft, "Geometric Design Standards for Resurfacing, Restoration, and Rehabilitation of Streets and Highways Other Than Freeways," as the standard for federal-aid nonfreeway RRR projects. FHWA wants specific comments on the criteria and their effect on federal-aid highway programs. We want a large number of detailed county comments to submit to FHWA. Please take the time to study FHWA's draft and send your comments to Marlene by Oct. 16. Thank you for your help.

—**Blake Livingston**
President
St. Clair County, Alabama Engineer

DEFICIENT BRIDGES ON RURAL ROADS

The National Cooperative Highway Research Program has contracted with the University of Virginia to develop information that local highway agencies can immediately apply to repair, improvement or replacement of deficient bridges.

The project will:

- Identify and categorize common types of structural and functional deficiencies.
- Investigate current practices and methods for rehabilitation.
- Develop concepts for standard economical replacement structures and components.
- Develop procedures for cost-effective selection among alternative strategies.

NACoR's Transportation Project will attempt to follow progress and report significant developments. As part of our technology sharing program, we would like to collect information on procedures you have developed, e.g., new methods, shortcuts or techniques—other than time-tested ways—of refurbishing or replacing your rural deficient bridges.

Let's see if we can develop a bank of transferable information on bridge projects you have tried. Send a description of the problem, techniques used, decisions you had to make and amount of cost saving, if known. Please send this needed information to Bill Maslin at NACo.

FIGHTING BRIDGE DECK SALT CORROSION

The Federal Highway Administration's (FHWA) Region 15 Demonstration Projects Division has developed a technique to fight adverse effects of salt use on concrete bridge decks. The technique internally seals pores of concrete to prevent penetration of water-borne salts. Wax beads are mixed into the bridge deck concrete. After the concrete sets, applications of heat melt the beads and force the wax into the porous areas. Upon cooling, the wax hardens and seals the concrete against chloride intrusion.

FHWA's Region 15 has one set of heat-treating equipment available to treat six to eight bridge decks each year. States must request participation in the demonstration program through their FHWA division offices. If counties wish to participate, they must first contact their state highway agencies.

For additional information on this program, contact Darrell E. Maret, FHWA Region 15 Project Manager, 703/557-0522.

FREE ENVIRONMENTAL ASSESSMENT INFORMATION

The Federal Highway Administration (FHWA) has published a handy brochure on the Environmental Assessment Process for Federal-Aid Highway Projects. The brochure outlines the National Environmental Policy Act of 1969; major versus nonmajor actions; "significantly affect" determinations; environmental impact statements; and negative declarations. In addition, the brochure contains a flow chart on steps for major and nonmajor actions for a proposed federal-aid highway project.

Free copies of the brochure are available from Marlene Glassman at NACo.

OUR NEXT CONFERENCE SITE

State Execs Exchange News, Views

ODBYE—Clark Buckler, right, attended his last workshop as executive ector of Colorado Counties, Inc. (CCI). Buckler, who became CCI's first cutive director in 1972, is shown here visiting with NACo Deputy Execu- e Director Rodney L. Kendig. Buckler, who retired from the association, been replaced by Harry P. Bowes. Kendig also serves as staff to the tional Council of County Association Executives.

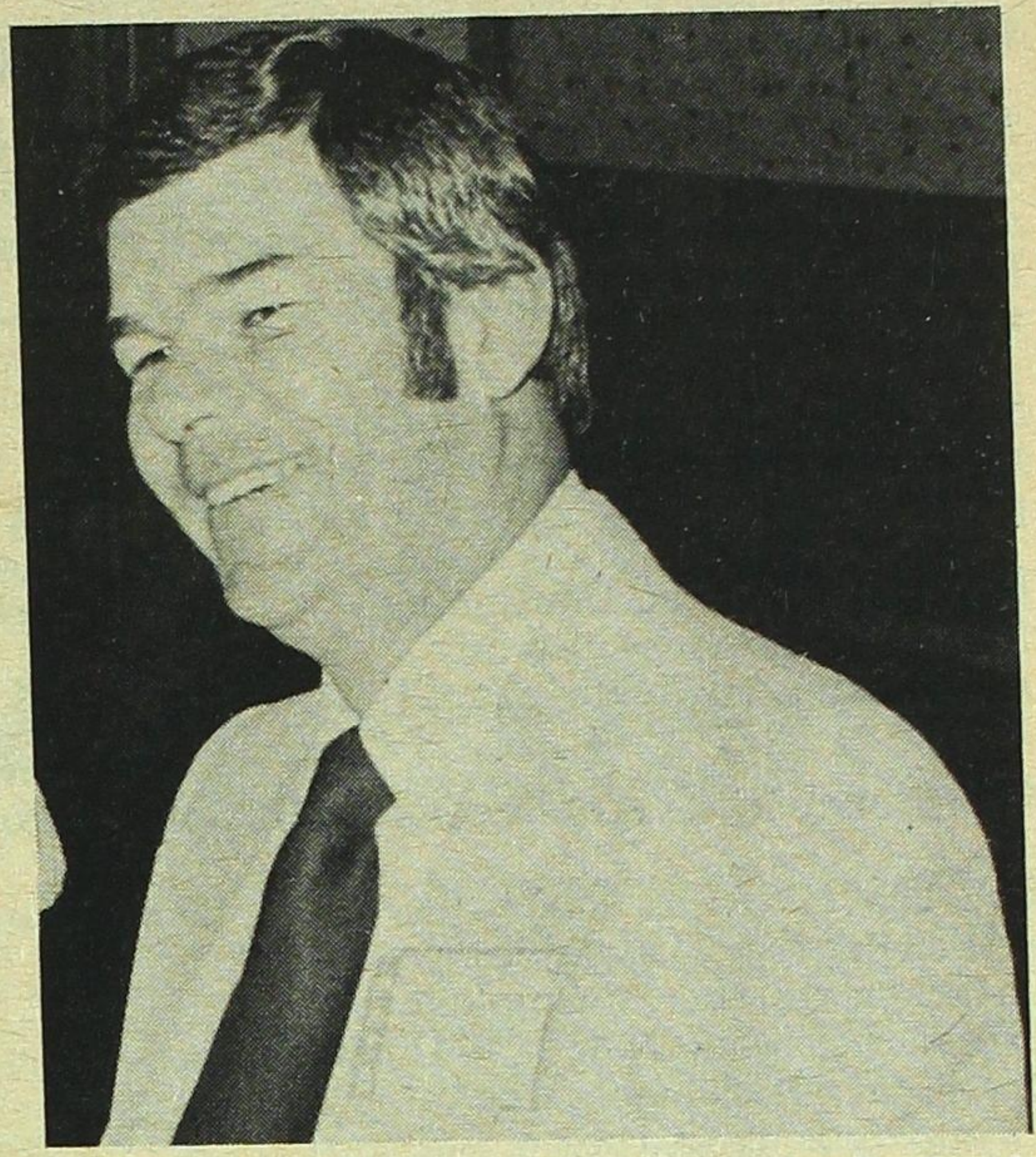
JACKSON COUNTY, Mo.—Members of the National Council of County Association Executives (NCCAE) completed their eighth consecutive annual workshop Sept. 10-12 at the Crown Center Hotel in Jackson County (Kansas City), Mo.

The workshop included two days of roundtable discussions designed to allow executives to share ideas and gain information to improve their associations. This was the second year that the workshop was held in conjunction with a preview of a future NACo annual meeting. The executives were given the opportunity to inspect H. Roe Bartle Hall, headquarters for NACo's 1979 Annual Conference. Executives also toured various hotel properties and met with officials of Jackson County and the Convention and Tourist Council of Greater Kansas City, Inc.

Executives attending the meeting, which drew 24 state associations, were: Richard W. Casey of Arizona; Clark Buckler and Harry P. Bowes of Colorado; John P. Thomas of Florida; Shirl K. Evans Jr. of Indiana; Don Cleveland of Iowa; Fred Allen of Kansas; Fred Creasey of Kentucky; Jimmy Hays of Louisiana; A. Barry McGuire of Michigan; Tony Hiesberger of Missouri; Dean Zinnecker of Montana;

Philip Larragoite of New Mexico; Ed Crawford of New York; C. Ronald Aycock of North Carolina; A.R. "Dolph" Maslar of Ohio; P. Jerry Orrick of Oregon; Jim Allen of Pennsylvania; Russell B. "Bo" Shetterly of South Carolina; Ralph Harris of Tennessee; Jack Tanner of Utah; Jack Rogers of Washington; Gene Elkins of West Virginia; and Norm Cable of Wyoming.

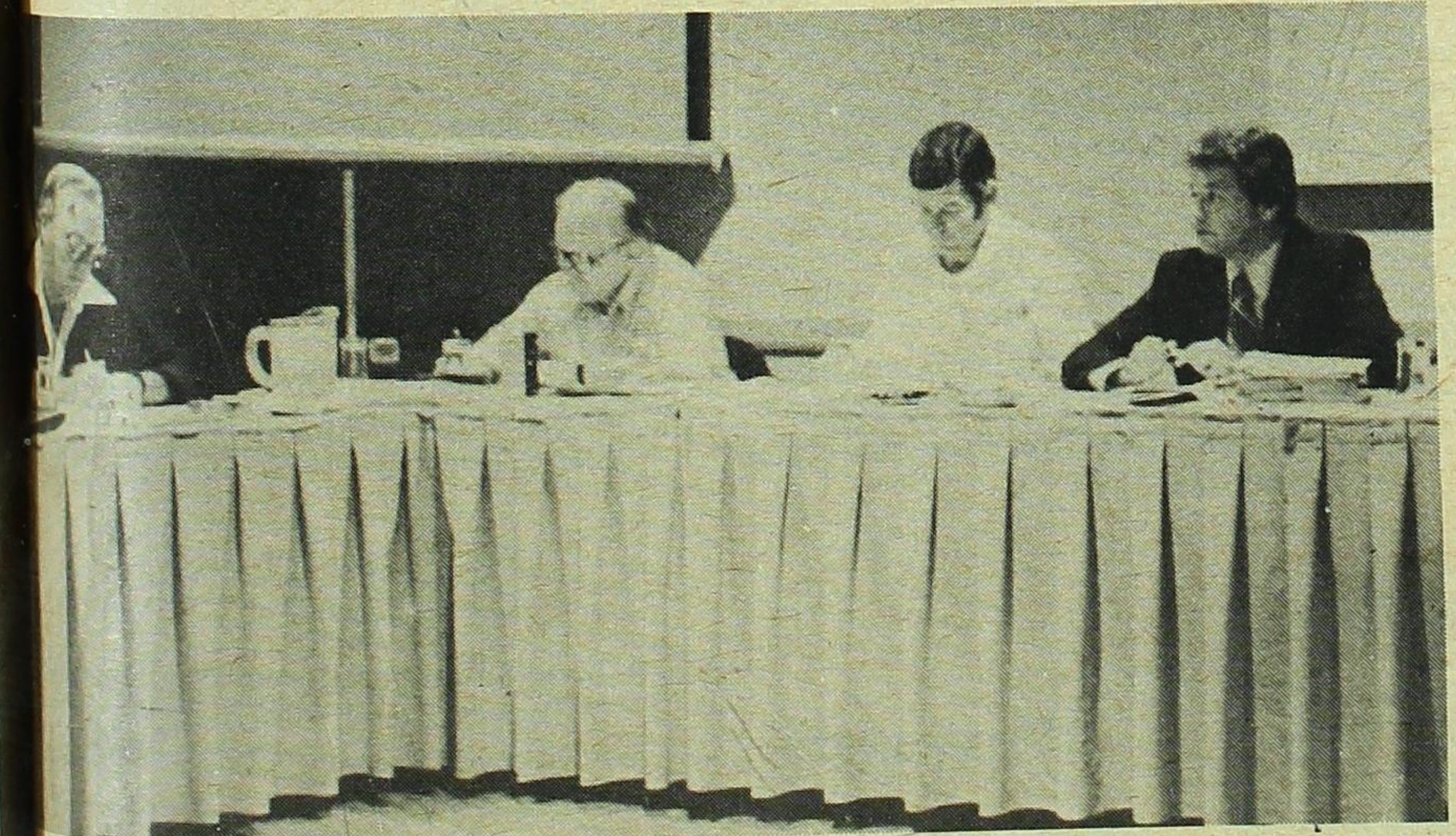
Also attending were Lynn Zeno, administrative assistant in Arkansas, and Rosemary O'Neill, administrative assistant in Kansas.



MR. PRESIDENT—Richard Casey, executive director of the Arizona Association, in his capacity as president of the National Association of County Association Executives (NCCAE), presided over the workshop. Casey and other NCCAE officers were elected during NACo's 43rd Annual Conference held this summer in Fulton County (Atlanta), Ga.

OW-ME DELEGATION—State association executives were greeted in ssouri by, from the left, Dale Baumgardner, mayor of Blue Springs and mocratic nominee for Jackson County executive; A.R. "Archie" McGee, irman of the Jackson County Legislature and NACo board member from ssouri; and Tony Hiesberger, executive director of the Missouri Associa- n of Counties.

1978-79 OFFICERS—Current officers of the National Council of County Association Executives (NCCAE) are, from the left, Secretary-Treasurer Don Cleveland, executive director of the Iowa State Association of Counties; President Richard W. Casey, executive director of the Arizona Association of Counties; Second Vice President Jack Rogers, executive secretary of the Washington State Association of Counties; and First Vice President Russell B. "Bo" Shetterly, executive director of the South Carolina Association of Counties. Shown in the center is Margaret I. Taylor, NACo state association liaison and staff to the NCCAE.



ARING INFORMATION—State association executives spent two days in roundtable meetings during r annual workshop discussing association management and improvement. John Thomas, right, execu- director of the State Association of County Commissioners of Florida, spoke on field programs. Listen- are, from the left, Fred Allen, executive director of the Kansas Association of Counties; Shirl K. Evans executive director of the Association of Indiana Counties, Inc.; and Richard W. Casey, executive direc- of the Arizona Association of Counties.

INSPECTION—State association executives toured H. Roe Bartle Hall in Jackson County (Kansas City), Mo. during their annual workshop. Shown here inspecting the facilities are A.R. "Dolph" Maslar, left, executive director of the County Commissioners' Association of Ohio, and Shirl K. Evans Jr., executive director of the Association of Indiana Counties, Inc. Bartle Hall will be the headquarters for NACo's 44th Annual Conference to be held July 14-18, 1979. *(Photos by Margaret I. Taylor)*

Legislative Countdown

Progress Chart on Several Crucial Issues

Issue	House	Senate	Action Needed
Comprehensive Employment and Training Act (CETA) Reauthorization			
H.R. 12452 (Extends program four years and cuts funding for public service jobs, imposes tight wage limits, and places controls on fraud and abuse.)	Passed by vote of 284-50 Sept. 22.		Urge House/Senate conference scheduled Oct. 5 to agree to Senate wage and job levels.
S. 2570 (Extends program for four years with acceptable wage limits and public service job authorization levels.)		Passed by vote of 66-10 Aug. 25.	
H.J. Res. 1139 (This Continuing Resolution provides interim authorization and funding for CETA.)	Passed by vote of 349-30 Sept. 26.	Will vote this week.	Call your senators to press for an early vote as the current CETA program expires Sept. 30.
Countercyclical/Antirecession Supplementary Fiscal Assistance Amendments for 1978			
H.R. 2852 (Provides $500 to $600 million per year to states and local governments where unemployment exceeds 6 percent. New Title II helps only local governments when unemployment dips below national trigger of 6 percent.)	House floor vote expected this week.	Senate passed by a vote of 48-8 on Sept. 23.	Current program expires Sept. 30. Urge members of House to vote for H.R. 2852.
Fiscal Relief for Welfare (AFDC) Costs			
H.R. 13335 (Provides $400 million of fiscal relief in 1979 with 100 percent pass-through to counties for Aid to Families with Dependent Children [AFDC] costs.)	Pending before House; not yet scheduled for floor action.		Urge members of the House to support passage on floor.
Senate Tax Bill (Includes an amendment providing $400 million of fiscal relief and 100 percent pass-through to counties for AFDC.)		Finance Committee approved.	Urge senators to pass fiscal relief tax bill amendment on floor.
Highways, Transit and Safety			
H.R. 11733 (Reauthorizes all three of these Department of Transportation programs for four years.)	Passed by vote of 367-28 Sept. 29.		Since the House passed one bill for all three areas—highways, transit, and safety—and the Senate passed two bills covering the three areas, all three bills must go to a conference committee where action is scheduled this week. Counties should press their representatives for the bridge authorizations contained in the House bill and the public transit authorizations in the House bill.
S. 3073 (Reauthorizes highway and safety programs in Department of Transportation for two years.)		A procedural approval passed Aug. 21.	
S. 2441 (Approves a five-year public transportation program.)		A procedural approval passed Sept. 29.	
Title XX of Social Security Act (Social Services)			
H.R. 12973 (Provides three-year increase in the ceiling from present $2.5 billion to $3.45 billion in 1981.)	Passed by a vote of 346-54.		
Senate Tax Bill Amendment (Provides only one-year increase to $2.9 billion in 1979.)		Approved by Finance Committee; not yet scheduled for floor action.	Urge senators to pass Title XX increase amendment to the tax bill on floor.
Energy Impact			
S. 1493 (Assistance to hard-pressed communities facing energy boom totaling $750 million over five-year period.)	No action to date.	Reported from Environment and Public Works Committee. Also, reported from Governmental Affairs Committee.	Contact all senators and urge passage of S. 1493, energy impact bill. Floor vote is possible late this week.
Public Works			
H.R. 11610 (Provides for a Round III public works grant program at $2 billion and Labor Intensive Public Works at $1 billion for each of next two years.)	Subcommittee on Economic Development has approved H.R. 11610. Bill is pending in full House Public Works Committee. No action is expected.		House-Senate conferees on the fiscal '79 Budget Resolution disagree on whether the budget contains funding for public works.
S. 3186 (Provides $1 billion for each of next three years for labor intensive public works projects only.)		No markup scheduled.	No action on public works legislation is expected during the remaining days of this Congress.