

## This Week

- Sugar Stabilization Act defeated in the House, see page 3.
- Innovation groups bring new ideas to counties, see page 7.

Vol. 11, No. 42

# COUNTY NEWS

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

October 29, 1979

**NACo**  
Washington, D.C.

## Bradley Looks at General Revenue Sharing Renewal

emphasizing that there is a "real and purpose for flexible money goes back to localities," Sen. William Bradley (D-N.J.) announced for hearings early next year on which would include renewal of general revenue sharing, a targeted assistance program and a county cyclical plan.

For those communities who need sooner as the national recession deepens, the senator urged local officials to prod the House to move targeted fiscal assistance bill. Senate passed such a bill in 1978 which combines both targeted fiscal assistance and counter-cyclical provisions.

Bradley, chairman of the Senate subcommittee on revenue sharing, intergovernmental fiscal relations and other economic problems, spoke to more than 200 elected officials and grant coordinators at the 15th Annual National Aid Conference meeting in Washington, D.C. Oct. 23-24. The conference is sponsored by NACo, the Council of Intergovernmental Relations.

Bradley refused to speculate on the total amount which will be included in any renewal of revenue sharing, he predicted that there will be "little tinkering" with the general revenue sharing program to end on Sept. 30, 1980. States get one-third of the total of \$1.2 billion and the rest is allocated to counties and municipal governments on a formula that increases population, per capita income, local taxing effort and intergovernmental transfers.

THE RENEWAL OF revenue sharing and the precise form it will have been the subject of speculation. The Administration has delayed to time its decision on renewal with the January budget message. This uncertainty may be reflected in the fact that hearings will begin until February or March

and that no firm estimate of total funds involved is available.

Bradley said his committee will also be developing measures of "distress" by which localities suffering special hardships may be identified. "We have to admit," he said, "that some areas suffer more than others and need concentrated attention."

The targeted program of fiscal assistance would then go to areas so identified. Measures of distress might include unemployment, poverty population, aging housing stock, tax effort and tax structure, and general economic conditions.

The third component of Bradley's proposal would be a standby plan for federal aid to counteract unemployment and economic recession. It would go into effect as unemployment reached a prescribed level and end as employment increased.

Bradley warned that, while revenue sharing programs may be the most popular out in the country, they are the least popular in Washington.



**SUPPORTING THE COUNTIES FAIR SHARE**—Sen. Bill Bradley (D-N.J.) told county officials attending NACo's Federal Aid Briefing his subcommittee will be working on a bill encompassing general revenue sharing, targeted fiscal assistance and countercyclical aid.

## Grant Reform Linked to Aid Slowdown

The Senate subcommittee on intergovernmental affairs hopes to report its grant reform measure, to the full Governmental Affairs Committee within the next few weeks, and a Senate vote is expected before the end of this session. John Callahan, subcommittee staff director, told a luncheon meeting at NACo's 15th Annual National Federal Aid Conference Oct. 23.

Speaking on behalf of Sen. James Sasser (D-Tenn.), subcommittee chairman, Callahan cited the complexity of the federal aid system and the new trend toward fiscal austerity and a balanced federal budget which have led to a "Catch-22" situation. "Now that you need federal aid more than ever," he said, "you don't receive it."

At the national level, in particular, he emphasized, there is a growing mood in Congress that the money

in the federal tax system be spent first and foremost on national needs such as defense and energy development.

This pressure has already been felt in this fiscal year's budget, he said. From 1974 to 1976 the federal aid system grew at 8, 10 and 12 percent. This past year, the \$80 billion federal aid system, which channels nearly half of that amount to state and local government, was increased by only \$800 million. Callahan added, "The growth of the federal aid system is a thing of the past; the future is less bucks, less growth."

Callahan suggested that the cutback in funding, however, has made those involved with federal aid realize there must be more flexibility on the local level to spend what money remains in the most appropriate and efficient manner.

"You should be given the flexibility

you need to get the job done," he told the audience of grant coordinators. "There is a growing recognition that there are too many programs, duplication, complication, centralization and rigidity in the assistance system," he said.

However, Callahan cautioned, "to push grant reform through the congressional process one needs the precision of an accountant, the theoretical grasp of a mathematician and the pragmatism of a lawyer," and the fact that the Administration is not pushing a strong grant measure has not helped the process. In addition, no grant reform bill is expected in the House until the Senate acts, he added.

The subcommittee bill is aimed at creating such flexibility, he said. Its provisions are:

- A consolidation provision that See REFORM, page 4

## Action Picks Up on Fuel Aid to Poor

Congress pushed forward on a number of fronts last week to help poor people who will be hit with high home heating bills this winter.

As *County News* went to press, the House by a vote of 290 to 105 passed an emergency fuel assistance appropriation, H.J. Res. 430, of \$1.35 billion to help low-income persons with their fuel bills this winter.

Since the Senate has already voted to include \$1.2 billion for low-income energy assistance programs in the fiscal '80 Department of Interior appropriations bill, a conference committee will be formed within a week to decide eligibility and program administration.

The money in the Senate Interior appropriations bill will provide additional grants to states through the Community Services Administration's Crisis Intervention Program.

In other Senate action, three different committees reported out low-income energy assistance plans in an attempt to get legislation to the floor before the onset of cold weather.

The Senate Finance Committee, in approving a "windfall profits" bill, followed the Administration's original plan to aid the needy through revenues generated from a tax on oil companies.

The Senate bill would provide \$20 billion over 10 years to recipients of welfare, food stamps and Supplemental Security Income (SSI), beginning with \$1.2 billion this winter. Also the plan calls for \$10 billion over 10 years in tax credits to households with an income of up to \$20,000 per year. (See related story, page 2.)

The Senate Labor and Human Resources Committee, as well as the energy subcommittee of Interstate and Foreign Commerce, reported out a bill authored by Sen. Harrison Williams (D-N.J.).

Proponents of the bill see the windfall profits tax, as well as the general fund, as sources for funding the bill's price tag of \$1.6 billion.

For more information, contact Ron Gibbs at NACo.

—Gary D. R.

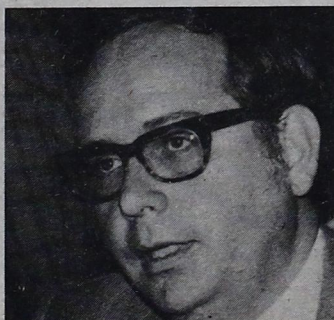
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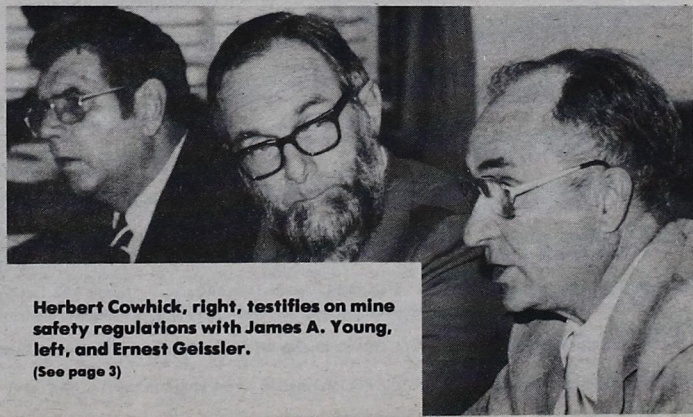
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**Gerald Fisher, below, testifies on nuclear waste management.**  
(See page 2)



**Smith testifies on the effects of rapid energy development.**  
(See page 4)



**Herbert Cowhick, right, testifies on mine safety regulations with James A. Young, left, and Ernest Geissler.**  
(See page 3)



**TRANSIT, AID FOR POOR PUT BACK****Senate Finance Clears "Windfall Profits" Bill**

Following considerable delay and a number of false starts, the Senate Finance Committee last week reported its version of the President's proposed "windfall profits" tax on oil. Presidential spokesman Jody Powell characterized the committee's action as "better than expected," but noted that too many classes of oil had been excluded from the tax.

National attention was drawn to the committee's deliberations as they moved to slash the types of oil that would be subject to the tax, thereby greatly reducing the revenue that would be raised. In addition, by initially approving every member's request for tax breaks for certain conservation activities, the committee managed to spend \$20 billion more than would be raised by the tax.

Later, the committee revamped its proposal in reaction to the considerable opposition, even ridicule, that

was generated. The first step was to revise upwards its estimate of the future world oil price, thus raising the estimate of the revenue to be generated by the tax. The committee then voted to fund the approximately \$25 billion in energy tax credits it had approved out of the general fund rather than the energy trust fund established by the tax.

The committee also returned to look at two major pieces of the President's proposal that had been left out, public transportation and low-income assistance. The committee voted to earmark 25 percent of the windfall profits tax revenues, up to a ceiling of \$15 billion over 10 years, for mass transportation. In addition, the committee earmarked 50 percent of the revenues, up to \$30 billion over 10 years, for low-income energy assistance. Members also approved tax credits for families earning under

\$20,000 a year who heat their homes with oil, propane or Canadian natural gas.

In other action, the committee also approved a 10 percent per gallon refundable income tax credit for producers of gasoline and increased the solar tax credit for residents from the maximum of \$2,200 to \$5,000. The committee did not earmark any of the funds for the development of synthetic fuels, one of the centerpieces of the President's proposal. However, Chairman Russell B. Long noted that with the ceilings on the other programs, the authorizing committee could find funds in the energy trust fund for synthetic fuels development.

The proposal now moves to the Senate floor where a number of amendments are expected to be offered. When adopted, the proposal will then go to a conference committee

with members of the House Ways and Means Committee. Ways and Means, while approving the tax, has not addressed how the revenues should be spent.

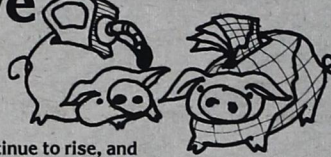
It is known that many members of that committee are not happy with the tax credit elements of the Senate Finance Committee bill. There is

some speculation that Ways and Means will not address the spending side but rather will go into conference with the idea of reducing the tax credit numbers. A Ways and Means decision on how to proceed will probably await final action in the Senate floor. Action could conceivably come as early as this week.



**TESTIFIES IN SENATE**—NACo's Chairman for Land Use and Growth Management, Gerald Fisher, noted that the proposed nuclear waste management act, S. 742, has incorporated many of NACo's earlier concerns with the bill.

## Energy Conservation... It pays to save



Two things are certain this winter: fuel costs will continue to rise, and fuel and gasoline availability will remain in flux. It is imperative, therefore, that counties take steps now to conserve energy both in their internal operations and in the community at large.

To help counties meet the challenge of energy conservation, the National Association of Counties, Inc. is sponsoring three workshops geared toward energy coordinators, county administrators and elected officials.

County energy experts will lead workshops on: Organizing your Energy Office; Organizing your Community to Conserve Energy; Energy Management in County Buildings and Facilities; Energy Programs for the Community and Contingency Planning for Fuel Emergencies.

### Workshops will be held:

November 13-15  
Atlanta, Georgia

December 10-12  
Columbus, Ohio  
(Note date change)

December 17-19  
Denver, Colorado

Special conference room rates will be available to all workshop attendees whose reservations are postmarked to the NACo Energy Workshop Registration Center no later than three weeks before the workshop you wish to attend. Thereafter, rooms will be available on a first come, first served basis.

No housing reservations will be accepted over the telephone at any time by the Conference Registration Center. You must register for the meeting through the Conference Registration Center in order to receive housing at the special rate.

#### REGISTRATION FORM

REGISTRATION FEE PER SESSION \$45

Name \_\_\_\_\_

Title \_\_\_\_\_

County \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_  
(Area Code) \_\_\_\_\_

#### HOUSING FORM

Name \_\_\_\_\_

Co-occupant \_\_\_\_\_

Special Hotel Requests \_\_\_\_\_

Credit Card Name \_\_\_\_\_

Credit Card No. \_\_\_\_\_ Expiration Date \_\_\_\_\_

Authorized user's signature \_\_\_\_\_  
Arrival Date/Time \_\_\_\_\_ Departure Date/Time \_\_\_\_\_

☐ Check here if you have a housing-related disability

☐ Atlanta, Georgia  
November 13-15  
Ladha Continental  
Single \$34, Double/Twin \$41

☐ Columbus, Ohio  
December 10-12  
Hilton East  
Single \$34, Double/Twin \$40

☐ Denver, Colorado  
December 17-19  
Sheraton Denver Tech Center  
Single \$42, Double/Twin \$48

Rooms must be guaranteed for arrival by county voucher, credit card, or by sending one night's deposit to the address below.

Return housing and registration forms to: NACo Energy Workshop Registration Center, 1735 New York Avenue, Washington, D.C. 20006.

For housing information call 703/471-6180. For information on the program call NACo County Energy Management Project, 202/785-9577.

## County Role in Managing Nuclear Waste Underlined

The recognized role of local governments in a bill to develop policies on managing nuclear waste was applauded by NACo's Land Use and Growth Management Steering Committee Chairman Gerald Fisher in recent Senate testimony.

The hearing, conducted by the Senate subcommittee on energy, nuclear proliferation and federal affairs, was a followup to hearings held last year when the subcommittee began drafting the Nuclear Waste Management Reorganization Act of 1979, S. 742.

Fisher, chairman of the Albemarle County (Va.) Board of Supervisors, commended Sen. John Glenn (D-Ohio) and Sen. Charles Percy (R-Ill.), the bill's cosponsors, for their efforts in providing an extensive and significant role for local governments in the policy setting process.

Fisher noted that many of the problems of nuclear waste management that NACo had identified in the initial rounds of hearings had been effectively dealt with in the proposal. He noted that the remaining problems with the bill were minor, and "it appeared that they could be easily taken care of."

The Percy-Glenn proposal would create a Federal Interagency Nuclear Waste Coordinating Committee to provide for the cooperation of federal agencies involved in waste management. The proposal would also create a national Nuclear Waste Management Planning Council, composed of 11 state and locally elected officials and four public representatives, whose members would help develop a federal nuclear waste management policy.

In addition, the bill would create nuclear waste repository review panels in states with potential repository sites. The panels would have a role in all decisions regarding the siting of an individual repository and, based on a negative report, could ban further work until both Houses of Congress passed a resolution

overruling the state's objection. In his suggested changes for the bill, Fisher pointed to the requirement that the governor be immediately notified of proposed siting, saying this was "inadequate since it did not require the simultaneous notification of the affected local governments."

Fisher also requested that in order to balance state and local government concerns, membership on both the Nuclear Waste Planning Council and the nuclear waste repository review panels be drawn so that local governments enjoyed equal representation with the states.

Finally, Fisher asked that an assessment of the fiscal impact of nuclear waste site on the host community be included in the repository development report. In addition, he suggested that some provision be made for training local personnel to respond to a radiological emergency.

It is expected that the subcommittee will begin marking up the proposal before the first of the year.

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## SENATE TESTIMONY

## Rural Transit, Air Needs Described

Ways and means... the need for improved transportation programs in rural America was discussed in testimony last week before the Senate Agriculture Committee's rural development subcommittee by Tom Bulger, NACo's legislative representative for transportation.

particular concern to NACo was programs with the potential for realizing "greater choices and flexibility in transportation services" recently set forth by Secretary of Transportation Neil Goldwater. These are the new small and urban transportation programs and the establishment by the Aeronautics Board (CAB) of "essential air service" for small communities.

## RURAL TRANSPORTATION

pointing out that rural residents are much more dependent on the automobile and spend more of their disposable income on gasoline than do urban residents, Bulger emphasized the importance of the funds available for small urban and rural transportation programs to develop alternatives to the automobile in rural areas.

though this is only one of a number of federal transportation programs that have minimal funding available to rural areas, compared to the abundance of expensive urban transportation programs," Bulger has not been working out the details.

is partly, he added, because of "urban baggage" attached to transportation programs, like the requirement to comply with 13(c) labor provisions, agreements and regulations relating accessibility for the handicapped.

Department of Labor, he said, has been reluctant to grant waivers of 13(c) provisions and, therefore, local recipients have applied, handicapped regulations, said Bulger, are confusing to local officials because they do not differentiate between the fixed route urban systems and the typically paratransit operations of rural areas.

also pointed out that the impact of any mention of rural transportation in the Administration's windfall profits tax bill can only be viewed as a negative. He said the Administration's transportation priorities.

## RURAL AIR SERVICE

Bulger reminded the subcommittee that the airline deregulation legislation passed in the last Congress provided a mechanism for small communities to receive "essential air service." However, he said, the CAB, in setting forth guidelines to provide this service, has "sent a message to small communities ... that future essential air service will be at the bare minimum."

He urged that Congress make sure that CAB policies are changed to include the following basic principles:

- There should be no national "essential air service" standards. The CAB should be more concerned about each small community's air service needs and appropriate economic links to other communities.

- The CAB should not rely on a community's past air service in determining "essential air service." Using a community's former air service ridership to determine "essential air service" will mean bare minimum levels of service. The fact is that carriers which served small communities in the past generally gave the communities poor service with inferior equipment.

- "Essential air service" determinations have to be made on a case-by-case basis. Congress intended that case-by-case decisions would consider unique economic and geographic considerations. Otherwise, there is a good chance that poor levels of service will continue in many communities.

- Subsidies should be paid when necessary for adequate service. It has been shown that, if the government assists a small community airline at first, enabling it to provide frequent service with efficient equipment, community patronage will increase rapidly. The airline then realizes a profit and government assistance can cease.

- Fit and able replacement carriers must be available before incumbent carriers are allowed to abandon a community. Over the past year, the CAB has allowed many incumbent carriers to leave or curtail service in many communities, at the same time allowing unfit and unreliable carriers to take over. The CAB should not allow existing carriers to leave until reliable replacements can be located.



PROTESTING MINE REGULATIONS—Herbert Cowhick, right, commissioner, Faulk County, S.D., tells members of Congress the impact MSHA rules would have on county road maintenance operations. Also seen testifying are James A. Young, Allegany County, N.Y., left, and Ernest Geissler, director, Washington State County Road Administration.

## COUNTY OPERATIONS AFFECTED

## Mine Rule Exemptions Asked

Calling it a case of "bureaucratic overkill," Herbert Cowhick, commissioner, Faulk County, S.D., called on Congress to support legislation that would exempt state and local governments from the federal Mine Safety and Health Act (MSHA) of 1977.

Currently the only legislation in Congress exempting state and local governments from MSHA is the Melcher-Muskie bill, S. 1692, which NACo strongly supports. The bill awaits action in the Labor and Human Resources Committee.

Cowhick's remarks, before the House subcommittee on compensation, health and safety, came in response to financial and regulatory burdens, increased taxes, loss of jobs and constitutional questions he and other county officials foresee as a result of a ruling by the solicitor of the Labor Department. Under the ruling, county, state and municipally owned or operated sand, gravel, or crushed stone operations would fall under the guidelines of MSHA.

Ernest Geissler, director, Washington State County Road Administration, and James A. Young, highway superintendent, Allegany County, N.Y., gave the House panel examples of the negative impact MSHA would have on their county sand, gravel and stone operations.

CURRENTLY THESE sites are located in counties nationwide and are primarily used in the repair and construction of county roads. Under MSHA, these operations would follow the same rules as the more traditional forms of mining associated with coal and other minerals.

Specifically, counties following the MSHA regulations would have to:

- Undergo rigorous MSHA inspections with mandatory monetary penalties for any violation despite the mine's previous safety and health record;

- Notify the Mine Safety and Health Administration each time the county changes the location of any sand, gravel or stone sites;

- Follow numerous MSHA training regulations, including a written training plan for each mine plus a training program for new miners, newly employed experienced miners, task training, annual refresher training and hazard training. In addition, each operation would be required to keep extensive records on training and certification, training plans, and instructor qualifications.

Cowhick cited a study by St. Louis County, Minn. which estimated that the training program, taking into account the need to hire more clerical personnel to handle the extensive training records, would cost the county \$100,000 the first year.

"These regulations violate common sense ... and place an undue financial

burden on county governments," said Cowhick.

He pointed out that the increased costs were only partially recoverable due to state limits on tax hikes. "Our road maintenance services would surely suffer and seasonal employment for teenagers and college students would be phased out due to the lengthy training program," he noted.

According to Cowhick, MSHA's enforcement at the local level runs contrary to the precedent set by the Supreme Court in *The National League of Cities vs. Usery*. In that case the court ruled that the application of a mandatory minimum wage and maximum hour provision to state and local governments would "interfere with integral governmental functions" and impair the local government's ability to work effectively in a federal system. County sand, gravel and stone sites are integral parts of all county road maintenance programs. Cowhick said MSHA regulations would interfere with this "integral governmental function" as found in *Usery*.

"These regulations represent an ill-advised, high-handed and nitpicking approach to mine safety," said Geissler. He told subcommittee members that his county's safety record was excellent and questioned the need for the new regulations. "Where there is no problem, there is no need for a solution," he said.



HOUSE FIGHT—House Majority Leader Jim Wright (D-Texas), left, with Toshio Ansa, councilman, County of Hawaii, center, and Rep. Akaka (D-Hawaii), right, to discuss the floor scheduling for the proposed Sugar Stabilization Act of 1979.

## House Defeats Sugar Measure

The House last week voted to kill legislation that would have established a U.S. sugar production policy and given approval to U.S. participation in an 80-nation international sugar agreement.

The House vote of 249-158 to defeat H.R. 2172, the proposed Sugar Stabilization Act of 1979, has apparently ended all chances of enacting sugar legislation this year. The Senate has taken no action this year on sugar legislation, waiting instead to see what the outcome was in the House.

NACo was disappointed in the House action, since many counties are dependent on a viable domestic sugar industry, especially those in Hawaii. Without the price subsidies or an international sugar agreement,

proponents of the legislation fear that some countries may "dump" sugar reserves on the market to drive the world market price below U.S. production costs.

Rep. Daniel Akaka (D-Hawaii) has indicated he will ask President Carter to take administrative actions to protect the U.S. sugar industry. The United States currently produces about 60 percent of the 10.9 million tons of sugar consumed by Americans.

A key amendment, offered by Rep. Bill Frenzel (R-Minn.), that would have eliminated all subsidies and price guarantees, but allowed U.S. participation in the international sugar agreement, failed by a slim 10-vote margin. Had the amendment passed, the legislation may have had

a chance for passage.

Another NACo-supported amendment was also defeated that would have substituted the House Ways and Means Committee bill to enable the United States to participate in the international sugar agreement without price subsidies. This amendment was offered by Rep. Charles Vanik (D-Ohio).

In 1974, the last time the U.S. sugar act expired, raw sugar prices increased from 12 cents to 65 cents per pound and then dropped to about 20 cents per pound. This time, it appears the price may drop with uncertainty for the future. The legislation would have established a 15.8 cents per pound price compared with the prevailing world market price of 15 cents.



## Drinking Water Act Extended Two Years

The federal Safe Drinking Water Act has been extended by the Congress for another two years, continuing the momentum toward delegating implementation to the states.

The measure authorizes \$59.2 million in fiscal '80, \$69.1 million in fiscal '81, and \$81.6 million for fiscal '82. Most funds go to states which have agreed to assume primacy or

enforcement responsibility for the national safe drinking water program.

Next year, hearings and major reexamination of the entire program is expected in the House Commerce subcommittee on health and the environment and the Senate Environment and Public Works subcommittee on environmental pollution.

Among the issues to be examined will be the Environmental Protection Agency's proposed regulations which would force some local governments operating drinking water systems to install equipment to remove cancer causing contaminants. Critics of such regulations have charged that this technology would be extremely costly.

NACo's Environment and Energy Steering Committee at its Nov. 2 meeting is expected to consider issues related to the cost and benefits of organic contaminant control, the burden of proof necessary to sustain federal regulations and other issues surrounding the federal drinking water law.

Current NACo policy supports minimum drinking water standards and calls on the federal government to provide construction assistance to counties and small communities to help pay for the cost of upgrading drinking water systems.

## Reform Bill on Grants Readied

Continued from page 1

will require the President to submit an annual consolidation plan to Congress, and will require an expedited decision on that plan;

- A provision to promote, strengthen and improve the joint funding program;

- A provision to streamline and simplify 10 major crosscutting requirements such as those dealing with discrimination, citizen participation and environmental impact;

- A provision which will require a general audit of a recipient of federal aid rather than an individual audit of each program.

—Linda Church Ciocci

## NACoR Agricultural Lands Project

## Meeting Nears on Agland Loss

A major conference on "Farmlands Preservation: The State of the Art" will be held Nov. 12-14, at the Washington State University campus in Pullman, Whitman County, Wash. The conference is sponsored by the WSU Cooperative Extension and the WSU Department of Horticulture and Landscape Architecture, in cooperation with the Whitman County Regional Planning Council, the Partnership for Rural Improvement and the U.S. Department of Health, Education and Welfare.

The conference will bring together some of the most knowledgeable and respected experts in the farmland preservation field and will feature panel presentations, special workshops and films. County officials on the program include: William Conn, senior planner, York County, Pa.; Patrick Dunn, Office of the County Executive, King County, Wash.; Mark Hinthorne, principal planner, Yakima County, Wash.; Sonia Johannsen, chairman, Board of Supervisors, Black Hawk County, Iowa; Jack Kartz, planning director, Latah County, Idaho; John Spellman, county executive, King County, Wash.; NACo Second Vice President; and Bill Wagner, executive director, Whitman County Regional Planning Council.

The conference registration fee, which includes the cost of a copy of the proceedings, is \$25. To register or for more information, contact: Frederick Steiner, conference chairman, WSU Department of Horticulture and Landscape Architecture, Johnson Hall, WSU, Pullman, Wash. 99164, 509/335-2192.

## Study Seeks Local Ideas

Is your county or municipality trying to save agricultural land? If so, researchers for the National Agricultural Lands Study would like to hear about the techniques you are using or planning to use.

The National Agricultural Lands Study has been organized by the Council on Environmental Quality and the U.S. Department of Agriculture to study the extent of losses in agricultural land, evaluate their economic, environmental and social consequences, and recommend administrative and legislative actions to reduce future losses. One of the major aspects of the 15-month effort is the identification of state and local government programs to protect farmland from development. NACo supports this effort of the National Agricultural Lands Study.

You can be of great assistance to this study by informing the research team of programs under way or in advanced stages of planning in your

jurisdictions. Exclusive agricultural zoning, purchase of development rights, purchase and resale or lease with development restrictions, transfer of development rights, and agricultural districting are among the most common techniques employed at the local level.

Please send information about your program to: Dr. Robert E. Coughlin, Regional Science Research Institute, P.O. Box 8776, Philadelphia, Pa. 19101. Mention that you read about the study in *County News*, and include the following information:

- Name of municipality, county;
- Type of program (with brief description);
- Year instituted;
- Address and telephone number of person who can provide more information;
- Copies of ordinances or other readily available documentation, if possible.

## GAO Supports Land Preservation

A major new study by the General Accounting Office (GAO) concludes that the federal government should support counties in their efforts to preserve agricultural lands. Entitled "Preserving America's Farmland: A Goal the Federal Government Should Support," (Report No. #CED-79-109, Sept. 20, 1979), the study found evidence that agricultural technology and resources—such as new crop varieties, irrigation, fertilizer and energy—have limitations and cannot indefinitely compensate for farmland

losses, now occurring at the rate of 3 to 5 million acres per year.

The GAO concluded that: "Governmental control of our nation's land use traditionally rests at the state and local levels, but the federal government can be more supportive of efforts to preserve farmland, especially prime farmland, through its own programs, by formulating a national policy and goals for preserving farmland, and by delineating what the federal role should be in guiding and assisting state and local efforts to retain farmland."



CUSHIONING THE ENERGY IMPACT—Cleve Smith, left, Tennessee County Services Association, testifies before the Senate Committee on Energy and Natural Resources, legislation offering federal assistance to communities affected by energy development activities. With him is Sen. Wendell Ford (D-Ky.), NACo legislative representative.

## Need for Impact Help Told

The intent of two bills to aid communities suffering the effects of rapid energy development received the endorsement of NACo in testimony before the Senate Committee on Energy and Natural Resources.

One bill sponsored by Sen. Gary Hart (D-Colo.) and cosponsored by Sen. Wendell Ford (D-Ky.) was introduced as an amendment to the exist-

ing energy impact assistance program administered by the Farmers Home Administration (FmHA). The second measure, introduced by Ford and cosponsored by Hart, follows the general outlines of the first bill, but does not seek to amend the existing FmHA program.

Appearing on behalf of NACo was Cleve Smith from the Tennessee County Services Association, who is a member of NACo's Environment and Energy Steering Committee. Smith also works with the Hartsville Project Coordination Committee which is a multicounty body established to identify and manage the impacts associated with the Tennessee Valley Authority's nuclear project at Hartsville.

While Smith commended FmHA for the "excellent job" of putting the energy impact aid program to work and told the committee of his favorable experiences with it, he pointed out several ways the original legislation could be improved.

First, Smith suggested that the program needs to be expanded beyond the impacts associated with coal and uranium mining and milling to include other energy-related activities.

Second, he suggested broadening

the eligibility requirements, the requirement that a community demonstrate energy-related population growth of 8 percent in each of the successive years discriminating against communities which have experienced rapid, although steady, growth," he noted.

"For example, if a community has a growth rate of 20 percent in one year and 2 percent in the other years, it would not be eligible," Smith suggested changing the requirement to allow eligibility to a community with a growth rate of 10 percent over three years.

Finally, Smith pointed to the lack of funds to finance public facilities construction. Saying this is one of the major needs of so-called "boomtown" communities, Smith said that the program be amended to allow grant funds to be used for this purpose.

In answer to a question by Sen. Ford, Smith stated that the program currently provided under the FmHA program were clearly insufficient to meet anticipated needs. He went on to state that the proposed bill of \$400 million a year would provide a minimum base of local services.

Full committee action on the bill is hoped for this session.

## Action Postponed on Farmland Loss Issue

The House Agriculture Committee has postponed its markup of the proposed Agricultural Land Protection Act, H.R. 2551 until Oct. 31. Action is still pending in Senate Agriculture subcommittee No. 1.

The agricultural land protection bill aims at establishing a policy for assuring greater cooperation between federal agencies and state and local governments with agricultural land protection programs. To this end, the House subcommittee bill requires federal actions to be consistent with state and local agricultural programs.

Agriculture Committee chairman Rep. Thomas Foley (D-Wash.) is concerned that such a requirement could result in judicial action and delays in the decision-making process.

Author of the original bill, Reps. James Jeffords (R-Vt.) and Richard Nolan (D-Minn.), had intended to establish an orderly process for assuring that federal agency actions followed the lead of local agricultural land protection programs in order to speed up the decision-making process.

Chairman Foley's staff is working with NACo, the National Conference of State Legislatures, the American Farm Bureau Federation and other interested groups to develop a proposal which would emphasize lead responsibility of state and local governments, while avoiding delay in decision-making for any one action significantly affecting farmland.

H.R. 2551 would also establish a program of demonstration grants available to state and county governments to develop and carry out agricultural land protection programs. These programs and grants established at the local and state level would be the basis for just consistency and, therefore, gain measure of control over federal actions.

The bill would also establish a national study to collect and disseminate information on the demonstration projects and to study the impact of agricultural land loss on the nation's economy and international food needs.

NACo policy supports legislation like H.R. 2551 and S. 795 pending in the Senate.



# The Graying of Suburbia

## New Report Predicts Steady Rise of Elderly Living in Suburbs

May 1979 report by the Urban Institute challenges federal, state and local agencies to plan more effectively to meet the future needs of the growing number of older suburbanites. *The Graying of Suburbia*, by Michael Gutowski and Tracey J. Field, predicts that the number of elderly persons living in the suburbs will increase substantially in the next 10 to 20 years. This prediction is based on the authors' analysis of growth trends and current population distribution across the country. The U.S. Department of Commerce *Annual House Survey* serves as their major source of data.

Based on that information, they predict that "between 1970 and 1976, the number of elderly households in the suburbs rose by 31 percent, compared with 10 percent in the central cities." (Suburban areas are defined as all areas within a Standard Metropolitan Statistical Area—MSA—that are outside a central city or central cities.)

Gutowski and Field expect the size of the older suburban population to continue to grow for two reasons. First, they believe that the elderly population (now age 55-64) is aging in place in the suburbs where 60 percent of them now live. Second, although elderly households traditionally have had relatively low migration rates, the authors believe that the rate of suburbanization of the elderly is accelerating. They note that in the period between 1965 and 1970, 6 percent of elderly persons within SMSAs were from the suburbs to central cities, while 14 percent were in the opposite direction—from central cities to the suburbs.

**IMPLICATIONS FOR COUNTIES**  
The predicted "graying of suburbia" has been borne out by a long-range planning study in several

counties being conducted by researchers in NACo's Research Foundation. In Rennselaer County,

**"... demand for services to meet the needs of the elderly will increase substantially ..."**

N.Y., the elderly population of the central city area is expected to decrease by 20 percent by the year 2000 as the number of elderly persons in the county's suburban areas increases. In Summit County, Ohio, 78 percent of the growth in the county's elderly population over the next 10 years will take place outside the major city of Akron, where most services for the elderly are currently located. Population projections for suburban Contra Costa County, Calif., reveal similar trends. Within the next 20 years, it is anticipated that its elderly population will double.

What are the implications of the "graying of suburbia" for counties as they work to meet the needs of their elderly population? Clearly, if the predictions are true, and counties will need to verify the validity of projections for themselves, the level of the demand for services to meet the needs of the elderly will increase substantially in many suburban areas over the next 10 to 20 years. Simultaneously, if the predictions are true, new and innovative program strategies may be needed to meet the needs of the elderly in the suburban setting.

In developing these programs, the Urban Institute report suggests that policy development and resources might focus first on meeting the needs of the most vulnerable elderly—the renters, the older or frail elderly, minority elderly and single person households. Attention

should then be given to developing services for the large number of elderly persons who are not immediately vulnerable but need some supportive services.

To meet the needs of all groups in the suburban setting, the report states that "specific services and service delivery strategies need to be tailored to meet the needs of the elderly suburban population." For example, the design of transportation services, in-home services, and senior centers may need to be adapted to meet the needs of the elderly population which is more dispersed throughout the suburban areas.

Finally, the Urban Institute report

details two housing programs which would offer benefits to the older homeowner and the community: housing maintenance and housing annuity programs. Both of these programs would help elderly suburban homeowners remain in their own homes.

### FOLLOW-UP STUDY

In order to further investigate the impact which the "graying of suburbia" will have at the local level, the Urban Institute is beginning a follow-up study. Headed by Gutowski, the study will consist of detailed assessment of the population trends of five areas: Boston, Mass.; Detroit,

Mich.; Atlanta, Ga.; Portland, Ore.; and a southwestern city yet to be selected. The study is tentatively scheduled for completion in August 1980.

Copies of *The Graying of Suburbia* (URI 26400) are available from the Urban Institute Publications Office, 2100 M Street N.W., Washington, D.C. 20037 (\$5.50 plus \$1.78 for shipping. Payment must accompany order.)

For more information on the long-range planning programs for the elderly, contact the Aging Program at NACo.

—Carol J. Fraser, NACoR

## ATTENTION Community Development Directors ... Elected Officials

Mark your calendars and plan to attend the National Association of County Community Development Directors' Fourth Annual Conference  
Nov. 13-16, at the Olympic Hotel,  
King County (Seattle), Wash.

The conference will take place at the stately Olympic Hotel in downtown Seattle, conveniently located near shops, restaurants, historic Pioneer Square, and the Kingdome, the West's only covered multi-purpose stadium.

The three-day meeting offers news about legislation ... affordable housing ... intergovernmental relations ... housing financing ... special workshops for elected officials ... tours of King County's projects. You can't afford to miss out!

### CONFERENCE REGISTRATION NACo County CD Conference - Nov. 13-16, 1979

Name \_\_\_\_\_ Title \_\_\_\_\_ County \_\_\_\_\_  
Address \_\_\_\_\_ City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

Fee covers one reception, three lunches, Danish breakfasts each morning, conference materials and a tour of King County.  
Enclosed is a check for: \$95 NACo member counties \$110 nonmember counties  
Make check payable to NACo and send to: Accounting Department, NACo, 1735 New York Avenue N.W., Washington, D.C. 20006. Cancellations received by Nov. 2 will be fully refunded.

### HOTEL RESERVATION FORM

Western International Hotels, The Olympic, Seattle  
I am attending the NACo Community Development Conference November 13-16, 1979

Please reserve the following:

	STD	MED	DEL
Single: 1 person	\$39	\$47	\$59
Double/twins: 2 persons	\$44	\$57	\$69

Plus 5.3 percent State Sales Tax

Note: If rate requested is not available next available rate will be assigned

Arrival Date \_\_\_\_\_ Hour \_\_\_\_\_ ☐ a.m. ☐ p.m. Departure Date \_\_\_\_\_

Name \_\_\_\_\_ Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

All reservations are held until 6 p.m. ☐ I am arriving after 6 p.m. Please hold my room on guaranteed payment basis.

My Credit Card Number is: Name \_\_\_\_\_ No. \_\_\_\_\_

Return to: The Olympic Hotel, Fourth and Seneca Street, Seattle, Washington 98101.

Note: Hustle Bus departs every 20 minutes from the Seattle-Tacoma Airport to Olympic Hotel - 20 minutes ride - Fare \$3.00

PLEASE RETURN THIS COUPON IMMEDIATELY

## Comments Asked on Age Bias Proposals

The Department of Health, Education and Welfare is asking for comments on its proposed regulations to implement the Age Discrimination Act within HEW programs. The regulations were published in the *24 Federal Register*.

HEW will sponsor four meetings to discuss the response period ends on Oct. 23 to acquaint HEW recipients of the public with the rules. Meetings will be held Nov. 5 in Madison, Wis.; Oct. 30 in Portland, Ore.; Nov. 14 in St. Petersburg, Fla. and Nov. 14 in Washington, D.C.

Most counties will be affected by the regulations, which cover all programs supported with federal funds provided through HEW, and would therefore examine them closely and consider such details as time limits are reasonable and if allowances for voluntary compliance are sufficient.

County officials interested in commenting can find details of time and place in the Sept. 24 *Federal Register*.

They are asked to send copies of comments to Ron Gibbs at NACo. Comments should deal with the regulations for HEW programs only and with the broad government regulations which HEW promulgated under the Age Discrimination Act. Those rules went into effect in 1967, and their final version met the objections raised by counties at that time.

### OBJECTIONS MET

When the broad rules affecting all federal agencies were first proposed in December 1978, NACo raised two points which have since been incorporated into the final regulations.

For instance, legitimate age distinctions may be made in "any law" and "any law" is now interpreted to refer to local laws and ordinances as well as federal and state laws. This overcomes NACo's objections that local government authority might be undermined.

NACo was also concerned about the paperwork burden that implementation might place upon counties. There is now a limited approach to data collection involving only those situations in which there have been complaints.

At the heart of the process of justifying necessary age distinctions is a four-part test. The proposed HEW regulations offer clear examples of distinctions which meet the test and those which do not. Careful reading of the examples will help counties recognize allowable distinctions.

In summary, if age is the best way to identify other characteristics which must be measured for the normal operation of the program or to achieve its objective, then age may be taken into account.



## Matter and Measure

### FHWA REGION 15 DEMONSTRATION PROJECTS

During the first two weeks in November the Federal Highway Administration (FHWA) will conduct two Region 15 demonstration projects. Demonstration Project No. 45 on Highway Noise Analysis will be held Nov. 13-15 at the Kentucky Department of Transportation in Frankfort. Contact Floyd Hughes at 502/564-4890 for more information.

Demonstration Project No. 43 on Water Quality will be held Nov. 14-16 at the New Jersey Department of Transportation in Trenton. Contact John Dempster at 609/292-3535.

### HIGHWAY HANDBOOK

The latest edition of the Federal Highway Administration's publication entitled, "Handbook of Highway Safety, Design and Operating Practices" is now available. The publication, an updated and expanded version of similar handbooks published in 1968 and 1973, includes the current successful and proven applications of safety principles in highway engineering.

The information in the handbook relates to all categories of highways including freeways, multilane arterials, urban street systems, and rural two-lane, high speed, high volume highways, as well as lower order roads.

Since the detailed design techniques are not presented in this condensed handbook a list of references has been included at the end of each chapter which contains the most significant publication in the subject areas.

The handbook price is \$3.25 and is available from: Superintendent of Documents, U.S. GPO, North Capitol Street, Washington, D.C. 20402. When ordering refer to Stock #050-003/00340-9.

## Final Guidelines for Youth Advocacy Programs Issued

Final guidelines for a new federally funded project for youth advocacy have been issued by the Office of Juvenile Justice and Delinquency Prevention (OJJDP). In addition to the final program guidelines, the announcement in the Oct. 12 *Federal Register* includes a summary of the 233 comments received on the draft guidelines published on June 15, and details the changes made.

Under the new guidelines, multi-state programs are acceptable and national organizations are eligible to apply if they operate in a state or community in which they have a local affiliate or an allied organization, or can demonstrate their acceptability to work in the state as "an advocacy group." This also would allow state associations of counties to apply.

OJJDP changed the eligibility requirements so that the emphasis of the project—"to develop, test, and support methods of advocacy which stimulate and facilitate needed changes and enhanced accountability in the administration of justice"—would not be limited.

Legal advocacy, in the form of test case litigation or representation for a given group or class of youth, has now been specifically included in the program description. In other major changes, projects may be designed to influence more than one of the targeted systems of juvenile justice, social services, or education,

and the total allocation has been increased from \$3.7 million to \$7.3 million. Grants will now range up to \$750,000 for the initial two-year period, with up to \$375,000 available for the third grant year.

Counties are considered public nonprofit agencies and are thus eligible to apply for funds, according to Elizabeth Wallach, juvenile justice specialist at OJJDP. However the county or county department applying must demonstrate that it is "functionally independent of the organizations and institutions" it intends to have an impact on.

For example, under this requirement one department could apply to improve or advocate for changes in services for youth in another department, but divisions within the same department could not apply because they would not be administratively or functionally independent.

The deadline for grant applications is Dec. 31, 1979. Copies of the new guidelines are available from Patti Levine, Juvenile Justice Project, NACoR, 1735 New York Avenue N.W., Washington, D.C. 20006, 202/785-9577. For further information on eligibility requirements or the application process contact: Ms. Elizabeth Wallach, Office of Juvenile Justice and Delinquency Prevention, LEAA, 633 Indiana Avenue N.W., Washington, D.C. 20531, 202/724-7765.

### N.Y., N.J. OFFICIALS

## Bridge Meeting Is Scheduled

County elected and transportation officials from New York and New Jersey are urged to attend the specially designed meeting on the federal Highway Bridge Replacement and Rehabilitation Program, Nov. 15-16 at the Turf Inn, Albany, N.Y.

The meeting, cosponsored by NACo's research foundation (NACoR) and the National Association of County Engineers (NACE), will bring state transportation agency and county officials together for face-to-face discussion of what counties must do to participate in the \$4.2 billion federal bridge program.

The meeting begins at 1:30 p.m. on Thursday, Nov. 15 following a get acquainted buffet luncheon. The program runs from 8:30 a.m. to noon on Friday, Nov. 16.

A pre-registration fee of \$35 covers meals and a packet of the latest information on federal regulations and technical resources. An on-site registration fee of \$40 will be charged. Contact Marlene Glassman at NACoR for housing and registration forms, 202/785-9577.

The following topics will be addressed at the meeting:

- Bridge inventory and inspection procedures;
- Sufficiency ratings and selection of projects for federal funding;
- Funding for bridges off the federal-aid highway systems;
- Regulations on consultant agreements;
- Railroad bridges;
- Historic preservation.

### RAILROAD-HIGHWAY GRADE CROSSING IMPROVEMENT PROGRAMS

The Federal Highway Administration (FHWA), through the National Highway Institute (NHI), is offering a course for federal, state, and local transportation and railroad personnel who are responsible for the design, maintenance, and/or operation of railroad-highway grade crossings.

The objectives of this training course are:

- To assist participants in understanding and applying the latest technology for the design, maintenance, and operation of safe railroad-highway grade crossings;
- To assist participants in monitoring the operation of grade crossings and implementing needed changes;
- To provide participants with knowledge of the legal, environmental, and administrative problems and

relevant solutions associated with safe railroad-highway grade crossings;

- To introduce the Railroad-Highway Grade Crossing Handbook to its potential users and encourage an in-depth review of the book for revisions.

The course is presented over two days. Each participant will receive a "notebook" with materials to complement the presentation and to serve as a resource document.

There are no costs for hosting or attending presentations of this course. Travel and per diem must be funded by the participant's agency.

County highway agencies that have previously submitted requests for this course should resubmit their requests through the local FHWA division office. (This course supersedes FHWA course announcement 78-16). Presentations will be scheduled on a first-come-first-serve basis with priority given to highway agencies that have not yet hosted a presentation.

Host highway agencies are requested to furnish the training facility and projection equipment. Host agencies are encouraged to invite other highway agency and railroad company representatives.

For information on scheduling, availability, course materials, etc., contact: Louis B. Stephens, Federal Highway Administration, National Highway Institute (NHI-2), Washington, D.C. 20590, 202/426-9141.

## Workshops Address County Labor Pains

Liability of county officials, public section pension planning and compulsory arbitration were among issues covered in a special series of workshops on personnel and general administration at NACo's Eighth National Employment Policy Conference in Louisville, Ky. Oct. 14-17. The sessions were sponsored by the County Employee/Labor Relations Services (CELRS) at NACo.

Dr. Nester Roos, University of Arizona, suggested ways of dealing with public liability problems through effective risk management. He emphasized various methods of handling the different types of risk to counties, i.e., self-funded insurance programs, partially self-funded programs and through the use of regular insurance. Dr. Roos, author of a manual on this subject, described a carefully designed program where exposure rates are professionally assessed and risk can be identified and monitored while costs are controlled as far as possible.

In a session on public sector pension planning, Dr. Robert Kalman stressed that counties must be aware of the true costs, both present and future, of their pension plans and plan prudently for their funding. He discussed the difficulty of dealing with unfunded liabilities as county resources become more limited and pensioners push for benefit adjustments to compensate for the rising cost of living.

Kalman, who represented a private corporation, told the group not to be intimidated by their actuaries and consultants. "If you don't understand what they've done and why they are doing it—and agree with the approach—you should consider recruiting someone that can provide and explain those services."

Charles Mulcahy, a labor relations attorney from Milwaukee, Wis., and Tom LoFaro of the American Federation of State, County and Municipal Employees debated compulsory interest arbitration. Interest arbitration deals with the resolution of issues which have reached an impasse during the collective bargaining process. If arbitration is made compulsory, both sides have to accept the outcome and any associated costs.

The workshop on CETA and Labor Relations, chaired by Allan Ross, Onondaga County, N.Y., discussed the varying interpretation of CETA participants' rights under collective bargaining agreements and the

Department of Labor's regulations. Two California CETA directors explained their success in cooperating with unions, calling such a relationship sometimes more efficient than dealing with levels of government above the state and local. Spartz, commissioner, Hennepin County, Minn., explained the policies that guided the CETA program in that county, where decisions are made unilaterally by management.

### IN OTHER SESSIONS:

- Rebecca Coffman, Montgomery County, Md.; William Brumbaugh, Hennepin County, Minn.; Thomas Gibbons, Equal Employment Opportunity Commission, emphasized a "plan ahead" approach for equal employment opportunities and affirmative action compliance within CETA programs and government generally. They predicted that counties would soon be placing more handicapped persons into the work force.

- New NACETA President Popplewell, Tarrant County, Tex., and W.C. Parker, Office of Personnel Management, explained various methods of job classification.

- Jerry Stone, Marathon County, and the City of Wausau, Wis., gave a classification and salary plan, basic and fundamental part of a personnel system. He emphasized the importance of explaining the system as it is developed to employees and supervisors.

- Maureen McCarthy, National Council for Alternative Work Patterns, Inc., described efforts to accommodate the changing needs of the work force while improving productivity. These include compressed work weeks, flextime and the use of part-time employment and job sharing.

- Barbara Kreamer, Harford County, Md., and Wiley Harris, Office of Personnel Management, discussed merit systems and the changing nature in a world of CETA regulations and collective bargaining agreements.

- Roland Toenges, Hennepin County, Minn., and Diane Martin, the President's Council on Wage and Price Stability discussed the successes and failures of the wage guidelines over the past two years and prospects for the future.

—Barbara Radcliff, NACo

## Clerks and Records Corner

During the National Association of County Recorders and Clerks (NACRC) annual conference, three of five recipients of grants under the Real Estate Settlement Procedures Act (RESPA) Land Title Recordation System Demonstration reported on progress in their communities: William Schultz, recorder, City of St. Louis; William Truman, recorder, Pinal County, Ariz.; and Betty June Hayes, register of deeds, Orange County, N.C.

Adding to these reports was a representative from the Department of Housing and Urban Development, the administering agency of RESPA. Jerome Smith, RESPA project coordinator, explained that grants were aimed at demonstrating innovations in five categories: parcel indexing, standardized recording forms, common recording office, rapid instrument processing, and micrographics.

Realizing that methods of keeping land records are subject to state and local practices, HUD did not see the goal of the projects "as coming up with one method of keeping land records, but rather focusing on a variety of models all containing the same basic components," he said. In considering the applications, the size and type of the jurisdiction as well as the legal atmosphere were factors, he noted.

Another important factor in evaluating the demonstration applications was transferability. Smith explained the model system must be transferable to other jurisdictions with the least amount of cost and effort. Smith indicated that while the information gained by the projects will be free to any jurisdiction, completing a system will still involve substantial expenditures.

The Real Estate Settlement Procedures Act of 1974 emanated from the concern over the high costs involved in land transfers. Part of the costs were related to ways in which land records were kept and the consuming methods of information retrieval. The projects were meant to be economical not only to the jurisdiction, but more importantly to the title companies and lawyers using the systems. The money saved having a better system to use was then to be passed on to the consumer.

Some research has gone into the torrens system throughout Canada and by a few jurisdictions in this country. HUD may fund a torrens system model, a controversial subject. Under this system, the jurisdictions guarantee the status of the title, thus eliminating the need for title insurance.

In the following weeks, the Clerks/Recorders Corner will provide brief descriptions of the HUD-funded demonstration projects.



## COUNTIES AND TECHNOLOGY

## Working at Innovation Sharing

Meeting recently here in Washington, D.C. at the fourth annual innovation group conference, local officials and innovation group directors from around the country pointed the need to develop a more formal approach for local governments to tap the resources and expertise of federal laboratories, universities and private industry. Innovation groups or "networks" at the state or regional level are made up of local governments interested in applying new technology to solving problems in their communities and subsequently sharing successes among themselves. The groups work to coordinate participating jurisdictions and help develop links to outside resources. Seed money is provided by the National Science Foundation (NSF) to get these frameworks started. (See a list of the groups on this page.)

## EXPANDED PARTICIPATION

At the federal level it was emphasized that NSF, in its sponsoring role, needs to establish greater ties with other federal agencies who could provide demonstration funds for projects undertaken by the various innovation groups and their participating jurisdictions.

The innovation groups also hope to encourage more counties to participate in technology and information exchanges. Although municipal governments are well-represented in the program, there is a lower level of involvement by counties.

## TIES WITH CONGRESS

Participating jurisdictions were encouraged to help shape legislation which promotes cooperation between local governments and outside resources. For example, a bill pending in Congress would establish a federal laboratory resource

center where local governments could go for information or assistance.

## TYING THE NETWORKS TOGETHER

Responding to the need expressed by conference participants, the National Science Foundation voiced support for a formal communication system for tying together the innovation groups. Such a system would expand the resource base from which groups could handle individual requests from local jurisdictions and would enhance the transfer of information about successful innovations.

## SUPPORT FOR PTI

Support was voiced for Public Technology, Inc. (PTI), a private, nonprofit research and development firm for local governments which acts as the secretariat for some of the innovation groups. All networks were encouraged to make use of PTI's resources.

Discussion also centered around the advantages of using universities to assist local governments.

Finally, it was noted that in order for the innovation groups to become self supportive and effective, they need to become less dependent on federal funds. An intergovernmental task force has been created to look at long-range plans for the innovation groups and the entire networking process. The thrust will be towards better coordination of the groups' activities and toward developing one "National Innovation Network."

Keynote speakers at the conference included Mark Keane, executive director of the International City Management Association, and John Gunther, executive director of the U.S. Conference of Mayors.

—Sally A. Rood

## Regional Networks

## England Innovation Group

This is a six-state program covering New Hampshire, Rhode Island, Connecticut, Massachusetts, Maine, and Vermont. Projects undertaken with local governments in the area include building energy management using infrared technology; environmental regulation compliance by factoring operations to help preserve troubled industries; zone management; economic development; and waste recovery. Contact: Robert A. Cox, Director, New England Innovation Group, 39 Pike Street, Providence, R.I. 02903, 401/272-3437.

## Lakes Innovation Group

This is a newly formed innovation group currently headquartered in Middletown, Ohio. It has been established to help local governments in six states in that area: Illinois, Indiana, Michigan, Minnesota, Ohio, and Wisconsin. Contact: Hesel, City Manager, One City Centre Plaza, Middletown, Ohio 45042, 513/425-7766.

## Pacific Northwest Innovation Group

This group serves the states of Oregon, Washington and Idaho and is heavily involved with this organization which links with county associations in those states. The group publishes briefs and short reports of innovative methods being used by local governments in that region in an attempt to

inform other interested jurisdictions of their applicability.

These cover topics such as: fire hose washing techniques, physical agility of law enforcement personnel, screening tests, solid waste resource recovery systems, geographically based data system development, solid waste transfer stations, high rise building evacuation systems, vehicle transmission modification for fuel conservation, solar control film for windows, bus maintenance cost reduction, cold-patch pothole fillers, and increasing transit ridership. Contact: James Lynch, Director, Pacific Northwest Innovation Group, 211 E. 11th Street, Suite 103, Vancouver, Wash. 98660, 206/693-2956.

## Southwest Innovation Groups

This group works with local governments in the states of California, Nevada, Arizona, and Hawaii and has initiated a variety of projects—some in conjunction with the San Diego Technology Action Center, and others with the federal laboratories in the region. Contact: O. James Linenberger, President, Southwest Innovation Group Inc., 181 S. Los Robles Avenue, Pasadena, Calif. 91101, 213/577-8260.

## Upper Plains States Innovation Group

One of the newest regional innovation networks, this group consists of counties and cities in North and South Dakota, Montana and Wyoming. Contact: Jack Howley, Project Manager, North Dakota League of Cities, Box 354, Bismarck, N.D. 58501, 701/222-0171.

## Statewide Networks

## Alabama Innovation Group

Working through Auburn University and with the cooperation of the Association of County Commissioners of Alabama, this group has devised a method for more accurately measuring local tax data to avoid understatement. The result is eligibility for more revenue sharing dollars for counties in Alabama. The group has also developed activity studies, performance appraisal systems, model screening programs, engineering computer programs, energy conservation methods, power budgeting studies, road system surveys and facility security studies. For further information, contact: Dr. Raymond B. Hesel, Director, Center for Government and Public Affairs, Auburn University, Montgomery, Ala. 36117, 205/279-9110.

## Colorado Innovation Center

Organized by the Denver Urban Observatory, this center works with over 100 private industries and public agencies in solving problems for cities and counties in Colorado. The following problem areas have been tackled: water acquisition and utilization, soil stabilization, sludge treatment, road marking application and removal, road grading and repairs. This group is also dedicated to assisting working local jurisdictions in Utah and Nebraska. Contact: William F. Heiss, Director, Denver Urban Observatory, 1007, University Center, 4200 E. 9th Avenue, Denver, CO 80202, 303/394-8701.

## Florida Innovation Group

This is a newly created group working with local governments in the state of Florida. Contact: J. Robert Havlick, Florida Innovation Group, P.O. Box YJ, Tampa, Fla. 33687, 813/971-1025.

## Georgia Innovation Group

This group operates through the state's department of community affairs, with the help of the University of Georgia and the state associations of counties and cities. Recent projects have focused on simplified financial management procedures for small local governments. Contact: Mary Lou Rothove, Project Manager, Georgia Department of Community Affairs, Technical Assistance Division, Wm. Oliver Building, Suite 600, 32 Peachtree Street, N.W., Atlanta, Ga. 30303, 404/656-3872.

## New York Innovation Group

Contact Mr. L. Joe Miller, City Manager, City Hall, 30 Church Street, Rochester, N.Y. 14614.

## Oklahoma Center for Local Government Technology

This group is established at Oklahoma State University and, in cooperation with the Oklahoma County Commissioners Association, has developed a handbook for newly elected county commissioners in the state. It also conducts training

## National and International Networks

## Federal Laboratory Consortium

This network of 200 national laboratories around the country has expertise in many problems confronting local governments and is devoted to making the labs' resources available to counties and cities that request assistance. Examples of requests cover such items as law enforcement weapons and equipment, herbicide sprays, sewer line excavation techniques, ferry boat improvement and methods for anchoring pilings in county marinas. Contact: Jerry Miller, National Coordinator, Federal Laboratory Consortium, 4615 Bannock Court, S.E., Salem, Ore. 97301, 503/364-2636.

## Public Technology, Inc.

This is a nonprofit firm supported by local government subscriptions and federal funding which conducts research and development specifically for local governments. A publication list is available upon request. Contact: John Parker, President, Public Technology, Inc., 1140 Connecticut Avenue, N.W., Washington, D.C. 20036, 202/452-7700. PTI also acts as the secretariat for some of the national networks listed here.

## Community Technology Initiatives Program

This group serves 32 counties, cities and townships around the country with populations under 50,000 through circuit-riding technology agents. Contact: Dr. Theodore Maher, Director, CTIP, Public Technology, Inc., 1140 Connecticut Avenue N.W., Washington, D.C. 20036, 202/452-7754.

## Urban Technology System

This is a national network of counties and cities in the 50,000 to 500,000 population range. The groups has produced about 150 technical briefs on innovative and cost-effective techniques in participating local governments. Contact: Don L. Spicer, Director, UTS, Public Technology, Inc., 1140 Connecticut Avenue N.W., Washington, D.C. 20036, 202/452-7741.

## Urban Consortium

This network has as its members the largest local government jurisdictions in the United States (populations of 500,000 or more). Information bulletins are routinely published covering various projects undertaken by the consortium. Contact: Carol Whitcomb, Director, UC, Public Technology, Inc., 1140 Connecticut Avenue N.W., Washington, D.C. 20036, 202/452-7726.

## International Urban Technology Exchange Program

This program attempts to transfer innovative techniques from local governments around the world to jurisdictions in this country. Contact: Dr. Costis Toregas, Director, IUTEP, Public Technology, Inc., 1140 Connecticut Avenue N.W., Washington, D.C. 20036, 202/452-7700.

The County Research and Innovation Sharing Project at NACo is supported by the National Science Foundation, Division of Intergovernmental Science and Public Technology. The project is guided by the NACo Science and Technology Task Force, a group of county officials chaired by Bill Konlarski, commissioner, Scott County, Minn. For further information about the project, its task force, or items mentioned here, contact Sally Rood, project director.

sessions and distributes publications and fact sheets on the following subjects: municipal safety, computers, growth management, home energy management, street maintenance, solid waste systems, parks and recreational facilities, police manpower scheduling, wastewater facilities, consulting engineer selection, school bus routing, solar energy, and vehicle fleet management. Contact: Dr. James Shamblin, Director, Center for Local Government Technology, Oklahoma State University, 813 Engineering North, Stillwater, Okla. 74071, 405/624-6049.

## Texas Innovation Group

Coordinated by the Center for Urban Programs at Texas A&M University, this group was originally formed by 26 cities in the state, but is now open to county governments as well. The group develops monthly reports and periodic case studies on innovative techniques and provides direct assistance to member jurisdictions in areas of concern to them. Some of their projects have focused on solid waste collection, data processing, supervisory level personnel training, training manuals for setting street maintenance priorities, radio communications evaluation, police deployment systems, direct utility bill delivery and computerized vehicle maintenance systems. Contact: Donald Moore, Director, Center for Urban Programs, Texas A&M University, College Station, Texas 77843, 713/845-4527.



# Washington Briefs

## Employment

**Continuing Resolution.** The President signed the continuing resolution for fiscal '80 into law as P.L. 96-86. This provides funding for 10 out of the 13 appropriation bills through Nov. 20.

**Welfare Reform.** NACo was scheduled to testify before the House subcommittee on Employment Opportunities on Oct. 25 on the Administration's and subcommittee's welfare reform/jobs bills, H.R. 4425 and 4426 respectively.

**Second Budget Resolution.** The conferees on the second budget resolution for fiscal '80 broke up in disarray after failing to break an impasse over defense and domestic issues.

## Environment/Energy

**Energy Mobilization Board.** Last week Reps. Morris Udall (D-Ariz.), Tim Wirth (D-Colo.) and Richard Cheney (R-Wyo.) formally introduced their compromise version of the energy mobilization board. The Rules Committee was scheduled to act on the EMB proposals late in the week. A final vote on the House version of the EMB is expected this week.

**Nuclear Waste Management.** NACo testified on the Nuclear Waste Reorganization Act of 1979, S. 742, the Percy-Glenn bill. (See story page 2.)

**Energy Impact Assistance.** NACo testified on the energy impact assistance proposals offered by Sens. Gary Hart (D-Colo.) and Wendell Ford (D-Ky.) (See story page 4.)

**Local Energy Management Act.** An amendment, similar to the Sharp amendment, may be offered when the Department of Energy authorization bill goes to the Senate floor. The Sharp amendment, which was approved by the House, establishes a Local Energy Reference Center to facilitate information exchanges among local governments. Hearings are also scheduled in the House for Oct. 31 on the Energy Management Partnership Act and the Local Energy Management Act; NACo has been asked to testify.

## Health

**Hospital Cost Containment.** House Interstate and Foreign Commerce Committee has reported out H.R. 2626, sponsored by Rep. Henry Waxman (D-Calif.). The bill would impose mandatory controls if a voluntary

program fails. House Ways and Means has already reported its version of H.R. 2626. In the Senate, Sen. Herman Talmadge's cost containment bill, part of the Medicare/Medicaid Reform Act which contains provisions for cost containment under Medicare/Medicaid only, was ordered reported by Senate Finance, S. 570, the Administration bill, voted out of the Senate Labor and Human Resources Committee in June, is expected to be introduced by Sen. Gaylord Nelson (D-Wis.) as a substitute to the Talmadge cost containment provision on the Senate floor. Vote in House now expected week of Nov. 5.

**National Health Insurance.** Mark-up in Senate Finance Committee of catastrophic health insurance proposals with some additional coverage for the poor and elderly tentatively expected to resume this week. Current committee consideration does not include NACo-supported provision to federalize Medicaid services under the bill. Hearings expected this fall in House Commerce health and environment subcommittee on Health Care for All Americans Act, S. 1720/H.R. 5191, sponsored by Sen. Edward Kennedy (D-Mass.) and Rep. Henry Waxman (D-Calif.). Field hearing on S. 1720 in Senate Labor and Human Resources is scheduled in New Jersey Nov. 19.

**Mental Health Systems Act.** Senate Labor and Human Resources health subcommittee concluded markup of staff draft of S. 1177, Administration bill sponsored by Sen. Kennedy to provide more flexibility in delivery of services and support of community-based mental health programs. Additional changes expected prior to full committee markup in November, addressing NACo-supported provisions safeguarding local planning process. House Interstate and Foreign Commerce health and environment subcommittee markup of H.R. 4156 not yet scheduled.

**Medicare Amendments.** Markup of H.R. 3990, 4000, et al., containing miscellaneous provisions, including NACo-supported amendments to extend coverage in home health care expected in House Ways and Means in early November.

**Child Health Assurance Programs (CHAPs).** H.R. 4962, to improve Medicaid services to low-income children and pregnant women, sponsored by Rep. Henry Waxman (D-Calif.) ordered reported by House

Interstate and Foreign Commerce. The Senate bill, S. 1204 was ordered reported by Senate Finance but may be included as part of that committee's National Health Insurance proposal. Both bills contain NACo-supported provision permitting county health departments to provide assessments without directly providing follow-up care.

## Home Rule

**Grant Reform.** S. 878/H.R. 4504 and S. 904 would streamline the grants-in-aid system and provide a procedure for grant consolidation. Hearings in Senate subcommittee on intergovernmental relations concluded Oct. 3. Expect markup of the measures to be completed by the end of October. No House action scheduled to date.

**Regulatory Reform.** S. 262 and S. 755 would require economic analysis of major regulations and the development of an agency management process in promulgating regulations. Hearings held in House and Senate. Expect the Senate to mark up and report a bill by the end of October.

## Public Lands

**Payments-in-lieu of Taxes.** Both the Senate and House have approved \$108 million for payments-in-lieu of taxes in the fiscal '80 Interior Appropriations bill, H.R. 4930. The bill now must be approved in conference to resolve other differences. The payments-in-lieu of taxes program is not at issue, it appears fiscal '80 full payments are assured.

**Alaska Lands.** The Senate Energy Committee began markup of Alaska lands legislation Oct. 9 and made quick progress on a host of minor amendments. By the end of the first week, 116 pages of clarifying amendments had been approved and a number of general policy changes proposed by Sen. Ted Stevens (R-Alaska) had been agreed to. The bill before the committee, S. 9, is identical to the one reported in 1978 after 44 markup sessions. The measure sets aside about 110 million acres as national parks, refuges, forests and wilderness areas. Although a final bill may be forthcoming this week, Senate floor action is unlikely, since Sen. Mike Gravel (D-Alaska) is threatening a filibuster.

## Rural Development

**Rural Development and Policy Coordination Act.** S. 670 establishes

a rural development management process, increases authorization for the Section 111 rural planning grant program and authorizes the establishment of rural information centers. Has passed the Senate and awaits action of the Nolan counter-part in the House.

**Rural Development and Policy Act.** H.R. 3580, sponsored by Rep. Richard Nolan (D-Minn.), has been reported by the House committee and is presently awaiting a rule from the Rules Committee for House floor action. It increases the authorization for the Section 111 program and establishes a working group for rural development.

## Taxation and Finance

**General Revenue Sharing.** The White House has reported that no decisions have been made as to renewal, the state's share, level of funding or local distribution. All decisions are expected in the context of the fiscal '81 budgetary timetable in December. Congressional hearings set for this spring. See story page 1.

**Countercyclical Fiscal Assistance.** S. 566 has passed the Senate and includes both targeted assistance and countercyclical measures based on an unemployment focus. The House Government Operations subcommittee on intergovernmental relations and human resources has stalled action on a single title bill (countercyclical only) which looks to the decline in real wages and salaries as a trigger. NACo supports the concept of countercyclical assistance but has taken no specific position on the Senate or House version.

**Commercial Bank Underwriting of Revenue Bonds.** House Banking subcommittee on financial institutions supervision, regulation and insurance will continue hearings on the NACo-supported bill, H.R. 1539. NACo submitted testimony Oct. 9.

The bill would permit commercial banks to underwrite municipal revenue bonds, an activity now formed only by investment banks. It is felt that increased competition would allow for lower rates and larger market for local bonds.

## Transportation

**504 Court Case.** NACo, along with the American Public Transit Association (APTA), is expecting a decision within a week regarding a permanent injunction against transportation handicapped regulations issued by the Department of Transportation.

**Fiscal '80 DOT Appropriation.** Senate Appropriations transportation subcommittee has reported a DOT spending bill, including for highways, public transit and million for the safer off-system program. Full committee markup was scheduled for Oct. 25.

## Welfare/Social Services

**Welfare Reform (H.R. 4904).** Senate Welfare Reform Amendments 1979 passed the Rules Committee with a closed rule. House hearings are expected this week.

**Child Welfare and Social Security.** Senate action on H.R. 3434, taking place as County News went to press. Amendments expected financing of Title XX, Title IV and Title IV-A Foster Care. NACo supports House provisions.

**Food Stamps.** The domestic marketing, consumer relations and nutrition subcommittee continues hearings this week on H.R. 4318, Food Stamp Act Amendments of 1979. "Recoupment in the Food Stamp Program," USDA report of September 1979; and H.R. 5057 to amend the Food Stamp Act of 1977 to the level of deductions for medical and dental expenses. NACo will testify Oct. 30.

## Status of Appropriation Bills

Agriculture (H.R. 4387)	conference began Sept. 10 and resumed Oct. 28
Defense (H.R. 5359)	passed House Oct. 9, Senate Appropriations Committee markup tentatively set for Oct. 28
District of Columbia (H.R. 4580)	conference report passed House Oct. 15 and Senate passed it Oct. 22
Energy-Water (H.R. 4388)	P.L. 96-86
Foreign Assistance (H.R. 4473)	passed House Sept. 6 and Senate Oct. 12; conference expected soon
HUD-Independent Agencies (H.R. 4394)	conference report agreed to in Senate Sept. 28 but sent back to House with two items of disagreement. Conference continuing
Interior (H.R. 4930)	passed House July 30 and Senate Oct. 18, conference expected soon
Labor, HEW (H.R. 4389)	conference report agreed to in Senate Sept. 24, but insisted on Senate language relative to abortion pending in House
Legislative Branch (H.R. 4390)	failed passage in House June 13; subsequently fiscal '80 funds included in continuing appropriations H.J. Res. 412, now P.L. 96-86
Military Construction (H.R. 4391)	passed House June 13, Senate subcommittee markup began this week
State, Justice (H.R. 4392)	P.L. 96-86
Transportation (H.R. 4398)	passed House Sept. 10, Senate Appropriations Committee markup was expected
Treasury, Postal (H.R. 4398)	P.L. 96-86
Continuing fiscal '80-through Nov. 20 (H.J. Res. 412)	P.L. 96-86

## Job Opportunities

**Executive Director, County Supervisors Association of California.** Salary open. Chief administrative officer for statewide association representing all 58 California counties. Responsible for the direction of a varied service program involving a Sacramento and Washington, D.C. office and 24 full-time staff members. Must have knowledge of the legislative process, and the demonstrated ability to develop and direct an effective legislative advocacy program. Submit resumes (including current salary and work-related references) to: Ralph Andersen and Associates, 1446 Eban Way, Suite 101, Sacramento, Calif. 95825, 916/929-5575. Closing date: Nov. 23.

**Executive Director, Utah League of Cities and Towns.** Salary negotiable. Works under direction of board of officers and directors; directs functions of League including researching, drafting and lobbying for legislation; coordinates annual convention, seminars, training programs; assists in federal and state grant applications and technical assistance programs; prepares League budget; representative to National League of Cities. Related education and job experience important. Send resumes to: JoAnn Brown, 793 East 760 North, Lehi, Utah 84043 before Dec. 1.

**Civil Engineer, Greenwood County, S.C.** Seeks a civil P.E. to be county engineer and public works director. Bachelor's degree in civil engineering required and P.E. designation or eligibility. Five to eight years experience expected. Resume and salary requirements to: County Director, P.O. Box 1507, Greenwood, S.C. 29646.

**Communications Administrator, Lake County, Ill.** Position requires First Class Radio Telephone Operator's License and extensive experience in FCC compliance, installation, maintenance and repair of electronic communications equipment. Position administers county-owned Radio Department. Resume and salary requirements to: Lake County Personnel Department, 18 N. County Street, Waukegan, Ill. 60085.

**Administrator, Lake County, Ill.** Position requires extensive experience in hospital and/or nursing home administration and graduation from college or university of recognized standing with major work in hospital and/or nursing home administration or related field. Master's degree preferred. Position administers county-owned 350-bed skilled care facility. Send resume to: Lake County Personnel Department, 18 N. County Street, Waukegan, Ill. 60085, 312/689-6490.

**Program Analyst, Orange County, N.C.** Primary duties will involve evaluation of selected county programs with emphasis in human service area. Working knowledge of organization and functions of county government preferred. Graduate degree in administration, public policy, or related fields with emphasis on analytic research skills. Resumes to: Orange County Manager's Office, 106 East Margaret Lane, Hillsborough, N.C. 27278.

**Transportation Planner, Howard County, Md.** Salary \$22,045-\$29,542. This position reports to the director of planning and zoning and is responsible for the preparation and coordination of the operating budget, grant funded programs, per-

sonnel, policies and procedures for the division which prepares multimodal transportation plans and programs for the county. The candidate must have a college degree plus a minimum of six years of experience, one of which must have been at the supervisory level. Preference will be given to those who have extensive experience in transportation planning. For an application, contact: Howard County Personnel, 3430 Court House Drive, Ellicott City, Md. 21043, 301/992-2035. Closing date: Nov. 23.

**Engineering Positions, Collier County, Fla.** Four project engineers needed in highway and facility design and construction with Florida P.E.s in Civil Engineering (\$16,780 entry). Technical Engineer I with C.E. degree to review permits and road design (\$13,754). Engineering designers with experience in design, estimating and construction drawings (\$13,754). Engineering assistant I to inspect easements and rights-of-way (\$9,459). Resume to: Director, Personnel Department, County Government Center, Naples, Fla. 33942.

**Grants Coordinator, Lexington-Fayette County, Ky.** Salary \$13,709. Requires college degree with major course work preferably in public or business administration or accounting and responsible experience in the development or administration of federal and state grant-in-aid programs. Resume to: Division of Personnel, Lexington-Fayette Urban County Government, 136 Walnut Street, Lexington, Ky. 40507. Closing date: Nov. 9.