

Community Development Settled

WASHINGTON, D.C.—A House-Senate conference committee, deadlocked since July 18, approved a \$12.4 billion, three-year extension of the Community Development Block Grant program last week.

The committee had broken up before the August congressional recess in a dispute over how much funding was to be provided to older communities in the Northeast and Midwest.

The House version of the bill, H.R. 6655, provided for the distribution of entitlement (guaranteed) funding to

metropolitan cities and urban counties under a dual formula system. That system gave communities who qualified the higher amount determined under the existing formula (population, poverty, overcrowded housing) or a new formula emphasizing aged housing (pre-1940), poverty, and population growth lag. The House bill also provided an annual \$400 million Urban Development Action Grant program to be distributed on a discretionary basis to distressed cities and urban counties for programs to provide neighborhood and economic revitalization.

IN CONTRAST, the Senate version of the bill added a third formula to the two provided by the House. The third formula—impaction—which measures a community's aged housing in percentage terms had the effect of tilting additional funding to the Northeast and Midwest. The additional funding needed was to be deducted from the Urban Development Action Grant program.

The House version was actively supported by the Administration, NACo and city organizations as a reasonable balance in meeting the

funding needs of the Northeast-Midwest and South and West.

With conferees on both sides insisting on their respective positions, a compromise prior to expiration of the program's current authorization, (Sept. 30) seemed unlikely. In an effort to resolve the dispute, the House proposed retaining the dual formula system for entitlement funding. Preserving the action grant program at \$400 million annually and applying the factors in the Senate's third formula as the primary criteria for awarding action grants. This

proposal, part of a larger package containing compromises on other items in the bill, was approved by the Senate conferees.

At press time, final action on the bill was expected with President Carter scheduled to sign the bill this week.

On a related matter, the Department of Housing and Urban Development (HUD) will issue proposed regulations implementing the new legislation next week. A 30-day comment period on the regulations will follow.

This Week

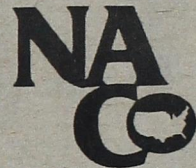
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COUNTY NEWS

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

Oct. 3, 1977



Washington, D.C.

NACo Protests Panel Mandate on SS Coverage

WASHINGTON, D.C.—The House Ways and Means Social Security subcommittee, chaired by Rep. James A. Burke (D-Mass), voted Sept. 13 to mandate Social Security coverage of state and local government employees and to prohibit the option of withdrawing from the system, effective January 1980.

In a strongly worded letter to members of the House Ways and Means Committee signed jointly by John Franke, chairman, NACo Labor Management Relations Steering Committee and Bernard F. Hillenbrand, NACo executive director, NACo voiced opposition and charged that the decision to mandate Social Security coverage for state and local employees violates a longstanding contractual relationship between the federal, state and local governments.

NACo SUPPORTS optional inclusion of the public sector work force in the Social Security system and opposes efforts to bar, limit or inhibit the voluntary withdrawal of

local and state governments from the system when that withdrawal is deemed by local elected officials to be in the best interests of their respective county, municipal or state governments, the letter continues. It also states that NACo supports efforts by Congress to improve the system so that withdrawals will be less necessary or attractive, but the option for withdrawal should remain as is under current law.

Under present law, the Social Security Act does not automatically cover all state, county and city governments and their employees as it does all private sector firms and their employees.

Those local and state governments that participate in the system do so on an optional basis. Coverage for state and local governments is optional because of constitutional questions regarding the application of any general levy of an employer tax on states and localities. Approximately 70 per cent of all non-federal public employees are covered. Local and state governments may withdraw after they have par-

ticipated for five years simply by giving the Social Security Administration two years notice.

Current government statistics show a trend toward withdrawal from the system. For the 18-year period from 1959 through 1977, 455 state and local units of government representing 67,221 employees have withdrawn from Social Security. A number of units withdrawing from the system have cited the financial burden of participation as the principal reason for their action; others have linked this withdrawal to a belief that they could provide the same or better protection to their employees through private insurance or pension programs, and with greater security for the workers.

NOW IN AN ATTEMPT to restore the soundness of the Social Security system and to make other improvements, the House Ways and Means subcommittee has reached tentative decisions on the issue of coverage and referred the draft legislation to the full committee.

The draft legislation would extend mandatory coverage to the three major groups not under Social Security: the federal government, state and local governments, and nonprofit organizations. According to the subcommittee, this provision would bring more than six million additional workers into the system. The proposal would also discontinue the present option of state and local government units and groups of nonprofit organization employees to withdraw from the system.

The Social Security system is financed through a 5.85 per cent tax levied on all employers' payrolls with an equal share on employee wages. These taxes pay benefits to approximately 33 million recipients monthly. The total 11.7 per cent tax covers all earned income (taxable wage base) up to \$16,500 for fiscal '77. Currently, an employee earning \$16,000 yearly is paying the same

See DECISION, page 2.



MORE CARDS FOR CARTER—Larry Lockhart, human services director, Union County, N.J. examines the latest signatures supporting welfare reform that have arrived at NACo. Plans are being made to present the cards and petitions to President Carter.

Lower Utility Rates for Aged Urged

WASHINGTON, D.C.—Citing the impact of increasing utility costs on elderly citizens, Sen. Gary Hart (D-Colo.) has introduced a bill to require utility companies to provide a "substantial quantity of electricity" to elderly citizens at the same low rate large companies are charged.

The Electrical Lifeline for the Elderly Rate Reform Act (S.1364) would allow people 62 or older and recipients of Social Security benefits to obtain "the minimum amount of electricity necessary for cooking, food refrigeration, heating, lighting, cooling, medical and other essential purposes" at the reduced rates.

Statistics released by the Federal Energy Administration reveal the

need for such assistance to the elderly. In the last three years fuel costs increased 44 per cent. In 1976 some elderly people in the Northeast spent almost 30 per cent of their income on home fuel.

County concern over this issue surfaced earlier this year at three conferences sponsored by the Aging Program of NACo's Research Foundation.

Over 400 county officials reported utility cost relief as one of their major priorities for the elderly.

NACo's Welfare and Social Services Steering Committee subsequently endorsed Hart's bill to provide relief as soon as possible.

Other aspects of the bill also make

it a good solution to this problem.

The bill recognizes differences that exist among the states by allowing state and regional regulatory authorities to set the "subsistence quantity."

When electricity in excess of the subsistence amount is used, the rate would revert to normal. Thus the bill would not promote excessive use of energy, a major NACo concern.

Hart adds that reduced rates would be easier to administer than other programs such as "utility stamps."

Although Social Security benefits and income supplements have increased recently, these gains are no match for the racing costs of energy.

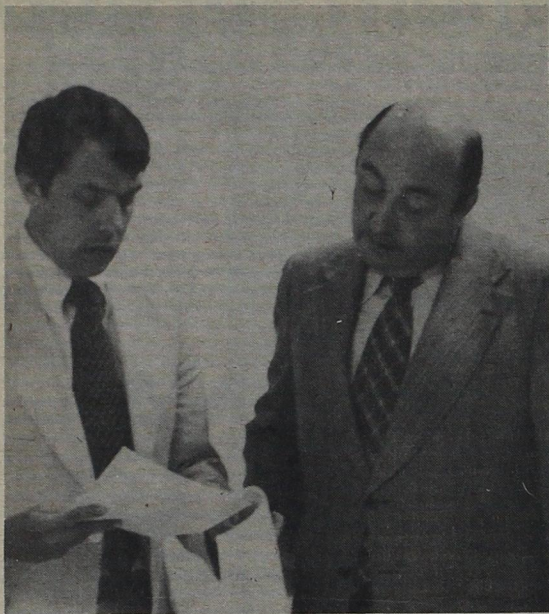
This winter elderly Americans may be forced to choose between warmth and food or medicine.

Hart's bill is offered as an amendment to S. 1469, the National Energy Act proposed by the Carter Administration.

The House recently passed a version of this act which allows, but does not mandate, reduced rates for residential consumers.

The Senate is currently debating whether or not to make reduced rates mandatory.

Hart's measure, therefore, is a compromise. It mandates reduced rates, but only for elderly, rather than all, household consumers.



Floyd Linton, left, is seen with Rep. Jerome A. Ambro (D-N.Y.), member of the House Public Works Committee.

NACo Pushes for Water Bill Action

WASHINGTON, D.C.—The House Public Works Committee has been holding hearings on major changes to the 1972 Federal Water Pollution Control Act that were passed by the Senate in early August. Specifically, the House is concentrating on those matters contained in the Senate bill but not included in the House bill, H.R. 3199, passed last March.

Specific issues the House has been concentrating on include: funding and restrictions on the eligibility for federal funding of the municipal construction grant program; management matters (including federal, state and local roles); alternatives to conventional communitywide treatment systems for small communities; modification of

the 1983 requirement for industries to meet "best available technology"; and toxic materials.

ON THE opening days of hearings, Floyd Linton, presiding officer of the Suffolk County (N.Y.) legislature and chairman of NACo's Water Quality Committee, urged the committee to move quickly to conference to resolve differences with the Senate and enact a water measure before October recess.

Linton warned that "if Congress cannot enact, before their October adjournment, at least some modest measure to provide local and state officials with immediate relief from some of the obstacles that stand in the way of implementing this act, our construction grant programs will be seriously if not irreparably damaged."

Specifically, Linton spoke of NACo's opposition to the Senate proposal to limit the federal share of funding for reserve capacity of a treatment plant to 10 years and 20 years for interceptor sewers. NACo opposes this amendment because by cutting off funding at an arbitrary population projection figure of 10 or 20 years, it will prevent the construction of cost-effective treatment facilities. He also expressed concern with the Senate proposal to limit federal funding for collectors and rehabilitation of sewers and to eliminate federal funding for storm sewers.

Linton supported the Senate's proposal to give special assistance to small communities and also suggested several ways to simplify the current law's requirement for industrial cost recovery.

Linton's testimony marked his fourth appearance before Congress this year on amendments to the water law. County governments have been caught between the Senate and House deadlock on amendments to the water law for the past 15 months.

NACo has been pushing for a water bill which at minimum would include: increased construction grant funding; extension of 1977 municipal deadline; extension of the deadline; for reallocating construction funds and flexibility for local governments to use ad valorem taxes to finance the operation and maintenance of treatment plants.

Decision for SS Protested

Continued from page 1

amount in taxes as an employee earning upwards of \$50,000. Local and state governments participating in the system have witnessed a skyrocketing increase in the tax rates and taxable wage base. The tax rate has increased from a low of 2 percent in the 1937-1949 period to 5.85 percent in 1977 and the taxable wage from \$3,000 to \$16,500 in 1977. Under current law, the tax rate is scheduled to increase again in 1978 and thereafter.

THE DRAFT passed by the Social Security subcommittee includes a schedule of tax rate increases over present law in 1981, 1985, and 1990 to provide additional financing for the system. The increase is shared equally by employee and employer. The proposal also calls for ad hoc increases in the taxable wage base in 1979, 1980 and 1981 to achieve a base level under which about 90 percent of covered workers would have their earnings subject to tax. After 1981 the base would be increased annually in line with wage levels as is the case under present law.

For details on other major provisions in the Social Security financing proposal contact Ann Simpson of the NACo staff.

FOCUS ON WELFARE REFORM

Hill Panel Closely Quizzes Califano, Marshall on Plan

WASHINGTON, D.C.—As NACo members rallied in support of welfare reform Sept. 21, the special House subcommittee on welfare reform was conducting testimony on the President's welfare reform proposal.

The subcommittee, consisting of 29 members of Agriculture, Education and Labor, and Ways and Means Committees, grilled Health, Education and Welfare Secretary Joseph Califano and Labor Secretary Ray Marshall about aspects of the plan. Few subcommittee members seem completely opposed to the President's plan, and Rep. James Corman (D-Calif.), subcommittee chairman, is optimistic about passage. The subcommittee plans to report out a bill by Dec. 22. Corman has been quoted as saying that there is consensus in support of making the number of public service jobs open-ended.

Under questioning, Califano indicated that immediate fiscal relief (one of NACo's major concerns) was not available under the President's proposal and that some "other route" would be needed to achieve it. Califano emphasized in his committee remarks (as he did at NACo's rally) that millions of dollars could be saved by eliminating fraud and error through a national computer that would calculate federal benefits.

QUESTIONS PUT to Secretary Marshall centered around a few key issues:

- **Equal pay for equal work versus minimum wage for welfare public service jobs.** The Administration's proposal is designed to insure that work is always more profitable than welfare and that regular, unsubsidized jobs are more profitable than public service employment (PSE). The linchpin of the incentive system is the requirement that welfare reform jobs pay only the minimum

wage. In describing the work to be performed, however, the Administration has drawn heavily on the Comprehensive Employment and Training Act (CETA) Title VI project jobs, which pay an average of \$3.50 per hour.

The panel repeatedly asked Marshall to distinguish between the two types of PSE.

Another concern was the creation of what Rep. Augustus F. Hawkins (D-Calif.) called "a permanent secondary labor force." To counter that fear, he asked Marshall to insure that no person would be required to take a minimum wage job where the entry wage for the same work in the private sector is higher.

- **Are 1.4 million jobs and training slots enough?** Questions along this line came from two viewpoints. Democratic liberals consider the jobs portion of welfare reform an inadequate first step toward full employment. They would remove restrictions on who is entitled to a job and/or make the program open-ended so that sufficient jobs can be created to meet the demand. In addition, they point to the lack of provisions designed to stimulate the creation of jobs in the private sector as evidence that more PSE is needed.

Cost-conscious members suggested that the Administration had grossly underestimated program costs throughout, especially if the 5.6 percent unemployment rate assumed in the proposal was not achieved.

- **How well will the program be administered?** Both CETA prime sponsors and the Employment Service (ES) received their share of criticism, but the overwhelming bulk of the questions related to ES's track record in placement, service to the welfare population, and the administration of work tests currently tied to food stamps, Unemploy-

ment Insurance (UI) and Aid to Families with Dependent Children (AFDC).

Hearing that ES will supervise the welfare reform job search requirement, Rep. William F. Goodling (R-Pa.) responded, "That scares me to death." He managed to get Assistant Secretary of Labor Ernest Green to admit that 8 million of the ES's 15 million 1976 applications were there for "paper transactions" (i.e., registering for work in order to qualify for some other program).

Overall, subcommittee members seemed to support the concept of local decision-making in the jobs program (one of NACo's prime concerns). However, two Democrats, Rep. Charles Rangel (D-N.Y.) and William Clay (D-Mo.), called for refederalization of jobs programs. Moreover, local decision supporters frequently made apparently contradictory statements, such as Rep. Carl Perkins (D-Ky.) call to increase Green Thursday (a nationally run environmental program of work for older Americans) 375,000 slots and Rep. Goodling, exasperated comment that, "I get more complaints about CETA than anything else."

- **What will be welfare reform job relationship to ongoing CETA programs?** Marshall suggested that the basic CETA programs would be both a backup for the 1.4 million jobs under welfare reform should the prove inadequate and a reserve for special nonwelfare target groups such as youth. He suggested that Title VI would be a permanent counter-cyclical PSE program.

The subcommittee heard from members of Congress Sept. 29 and 30. NACo expects to testify in November.

House Ways and Means Committee Chairman Al Ullman (D-Ore.) and Senate Finance Committee Chairman Russell B. Long (D-La.) have expressed reservations about the entire Presidential package. Ullman questions the guaranteed income features of the plan, and has said he will be coming up with a proposal of his own. Long has indicated that relief could be given more quickly through some other legislative vehicle, and is generally skeptical about overall reform at this time.

The House subcommittee on intergovernmental relations and human resources is also holding oversight hearings on AFDC programs. NACo will testify Oct. 5.

NACo IS in general support of the President's program because it calls for an income support payment for those who cannot work, insures the work will always be more profitable than welfare, and that a private non-subsidized public job will always be more profitable than a special generally funded public service job.

County officials concerns are the fold:

- The lack of immediate relief; and
- That control of the jobs portion of the program remain in the hands of local elected officials.

NACoRF to Survey General Assistance

The Department of Health, Education and Welfare has awarded a contract to NACo's Research Foundation (NACoRF) to conduct a comprehensive survey of general assistance programs. The research will be directly tied to the President's welfare reform proposal. The welfare proposal (H.R. 9030) includes a \$600 million emergency needs allocation for states and counties to handle situation that cannot be financed under general rules.

NACoRF will survey:

- Type of general assistance program in each state;
- Types of assistance offered under each state's general assistance plan;
- Description of the administrative structure used by the

county and/or state for general assistance;

- Other descriptive elements of each state's general assistance program, such as eligibility criteria, grant levels, length of grant, type of client served, and any recent changes or projected changes in the general assistance program;

- Costs of both administration and program operation of each state's general assistance program; and
- Breakdown of the costs to show the financial involvement of the state, county, city and township.

This research will help answer many questions concerning the proposed emergency needs programs such as funding level, client description and type of administration.

The final report will be available in December.

Food Stamp Hearings Set

WASHINGTON, D.C.—The Department of Agriculture will be holding hearings this month on proposed regulations for implementing the new food stamp program.

Urban hearings will be held Oct. 11 in Los Angeles and Atlanta; Oct. 13 in Denver and Chicago; and Oct. 18 in Dallas and Baltimore.

Regional hearings will take place for rural areas. For the New England Region, the hearing will be Oct. 25 in St. Johnsbury, Vt.; for the Mid-Atlantic Region, Oct. 14 in Cortland, N.Y. and Oct. 12 in Morgantown, W. Va.; for the Southeast Region, Oct. 18 in Boonesville, Miss. and Oct. 25 in

Homestead, Fla.; for the Midwest Region, Oct. 19 in Sparta, Wis.; for the Southwest Region, Oct. 21 in Pharr, Tex.; for the Mountain Plains Region, Oct. 18 in Bismarck, N.D.; and for the Western Region, Oct. 18 in Spokane, Wash.

On Oct. 14, a special hearing will be held in Fresno, Calif. on the plight of migrant farmworkers.

Those who wish to testify may call toll-free numbers to be set up by the Department of Agriculture. Written testimony is also welcome.

For further information, contact Paula McMartin, NACo legislative representative.

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HEW to Release Aid For Refugees

WASHINGTON, D.C.—The Department of Health, Education and Welfare (HEW) has announced that it will make federal funds available to cover Oct. 1 aid payments and administrative costs under the Indochinese Refugee Assistance Program (IRAP).

Until the notice was issued Sept. 28, extension of the program was uncertain and many states and counties had notified refugee recipients that their federal assistance would be terminated Oct. 1. Many would not be eligible for other federal welfare programs and would have had to be aided by general assistance, which is not available in many states and counties.

Enacted in 1975 as a temporary resettlement program for war refugees, authorization for 100 per cent federal funding expired Sept. 30. With the continuing arrival of new refugees and the fact that over one-third of the refugees remain in need of public assistance, however, it

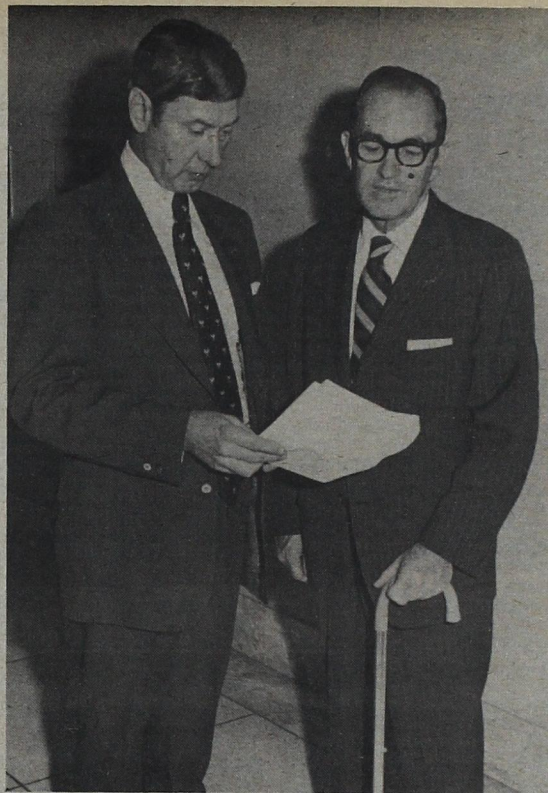
is expected that the program will be extended.

The Administration's last-minute proposal to phase out the federal funding (75 per cent match for fiscal '78, reducing in successive years to 50 per cent, 25 per cent, and zero) was unacceptable to counties because of the financial burden they would have to assume. NACo joined with California county representatives to marshal support for continued 100 per cent federal funding.

Legislation introduced by Sens. Alan Cranston (D-Calif.) and Ted Kennedy (D-Mass.), for Sen. Hubert Humphrey, (D-Minn.) is under consideration in both Houses. Passage of at least a six month extension at 100 per cent is expected. An agreement to add the Humphrey-Kennedy-Cranston bill (S. 2108) onto the House Judiciary Committee bill which adjusts the status of aliens (H.R. 7765) is being worked out. The Senate Appropriations Committee included \$65 million for IRAP in the First Supplemental Appropriations Bill for fiscal year '78; the House Appropriations Committee will need to take similar action. Should the above compromise fail to materialize, a continuing resolution will be introduced in the Appropriations Committees of both Houses. In either case, the measure could not become law before Oct. 15, but federal payment would be made retroactive to Oct. 1.

Meanwhile, counties and states which administer the program have to rely on HEW assurances of temporary coverage of payments extended to recipients on Oct. 1, pending the outcome of legislation.

In Los Angeles County, where the largest group of Indochinese refugees live, a notice of possible termination of the program was sent on Sept. 19 to the 6,000 recipients of federal aid. Subsequent to the HEW assurance of temporary coverage on Sept. 28, the regular assistance checks were released.



PENN CENTRAL TESTIMONY—Conferring during House hearings on H.R. 8882 are, left, NACo witnesses Charles H. Merrill, assistant county executive of Onondaga County, N.Y. and, right, Arthur J. Holland, mayor of Trenton, N.J. who appeared on behalf of city organizations.

Feds Asked to Cover R.R. Debts Owed to Counties

WASHINGTON, D.C.—NACo has called upon the federal government to meet its responsibilities to county property taxpayers by guaranteeing payment by Penn Central Railroad of \$500 million in overdue taxes.

Charles H. Merrill, assistant county executive, Onondaga County, N.Y. testified for NACo in support of H.R. 8882 which would provide a federal guarantee for Penn Central notes so that counties would receive overdue property taxes. NACo Chairman for Railroads Colson Jones of Blair County, Pa. also endorsed the bill.

Rep. Fred B. Rooney (D-Pa.), chairman of the transportation subcommittee, has indicated opposition to the bill and the outcome is uncertain at this time. County officials are urged to contact their representatives to support H.R. 8882 to amend the Regional Rail Reorganization Act.

TAXPAYERS and hundreds of counties, cities, state and school districts in 15 states and the District of Columbia have been severely affected by the federal government's intervention in the Penn Central reorganization. County officials believe there should be a coordinated federal-state-local effort to return rail service to its appropriate place in a balanced national transportation system. Since the federal government has intervened in the Penn Central Railroad's operations, NACo believes there is a federal responsibility to guarantee that local property taxes are paid by Penn Central.

Since 1970, when the railroad filed for bankruptcy, the Penn Central has paid no state, county, city or school taxes and in many areas there were delinquencies before that time. It is

estimated that the total taxes owed are more than \$500 million.

For example, Penn Central owes Onondaga County over \$1.43 million for the period 1971-1976 which includes \$48,708 in interest and advertising costs. There is an additional \$1.23 million owed to the county and state by Penn Central for grade crossing elimination charges. The railroad's unpaid taxes amount to over \$2.66 million—31 per cent of the total \$8.63 million worth of uncollected taxes owed to the county.

IN 1973, federal law required the railroad to continue operating with tremendous losses. Federal loans were made to Penn Central to partially cover these losses. NACo does not question the determination that in the national interest Penn Central operations need to be maintained, but does question the federal determination that counties and other local taxing authorities should be forced to bear a large part of the financial burdens caused by this federal policy.

Unless H.R. 8882 is passed before Oct. 19, counties will be forced to accept either a small cash payment of 44 to 50 cents on the dollar now, or under the reorganization plan 20 per cent now and the remainder in notes payable in 10 years—after all federal claims are paid. There is no guarantee that the funds would be available in 10 years to meet the obligations incurred by the notes.

If counties accept 44 to 50 cents on the dollar, considering inflation and the loss of interest, it is estimated that counties will receive (in real dollars) only 10 per cent of the amount owed.

H.R. 8882 assures that counties will be paid in full by guaranteeing the Penn Central notes.

Md. County Has Two Bottle Bills

MONTGOMERY COUNTY, Md.—Montgomery County has become the first Washington metropolitan jurisdiction to have two separate "bottle bills". The county along with its Virginia neighbor Fairfax County, has enacted a beverage ordinance requiring at least a 5 cent deposit on carbonated drinks, with refunds to consumers.

Fairfax's legislation is currently in effect; Montgomery's will become effective Jan. 1. Both counties hope to defray the costs of cleaning up litter caused by nonreturnable containers with their new legislation.

Montgomery County's newest legislation, a tax of 2 to 4 cents on nonreturnable bottles recently has been upheld by Judge Irving A. Levine of the Maryland State Court of Appeals. Although this new tax, passed in September 1976, is legally in effect, no taxes have been collected. Future court decisions are expected. Opposition had come from the soft drink association, charging that alcoholic beverages would illegally be covered under the legislation. Judge Levin countered this argument by saying, "This tax...taxes neither the contents of the containers nor measures the amount of tax by the contents."

County officials estimate that \$2 to \$4 million per year will result from this new tax, if people continue to buy the nonreturnable containers.

AT THE SAME time that localities are passing "bottle bills" to control the stream of nonreturnable containers, U.S. Environmental Protection Agency Administrator Douglas M. Costle told congressional committees considering national bottle legislation that bills should be delayed until EPA's Resource Conservation Committee makes an investigation and reports on the issue.

Costle asked that the beverage container bills introduced by Sen. Mark Hatfield (R-Ore.) and James M. Jeffords (R-Vt.) be postponed until after the Resource Conservation Committee's report is made to President Carter sometime this fall.

For more information concerning Montgomery or Fairfax Counties legislation write: Information Officer/Montgomery County, County Office Building, Rockville, Md. 20850; and E.A. Castillo/Fairfax County Director of Public Affairs, 4100 Chain Bridge Road, Fairfax, Va. 22030.

Clean Air Act Workshops Set

WASHINGTON, D.C.—The National Clean Air Coalition will be holding workshops around the country on the recently passed clean air act amendments. The workshops will be coordinated by local environmental groups, and will be oriented toward state and local officials, environmentalists and interested citizens.

Workshops scheduled so far include: Oct. 6, Denver, Col.; Oct. 7, Santa Fe, N.M.; Oct. 8, Salt Lake City, Utah; Oct. 18, Philadelphia, Pa.; Oct. 27, Chicago, Ill.; Nov. 8, Boston, Mass.; Nov. 10, New York, N.Y.; Nov. 15, Atlanta, Ga.; Nov. 17, Columbus, Ohio.

Tentatively planned are workshops in Billings, Mont., Houston, Tex. and either Los Angeles or San Francisco, Calif.

For more information on the clean air workshops, contact Chris Ann Goddard, National Clean Air Coalition, 620 C Street SE, Washington, D.C. 20003, 202-543-0305.

Witnesses Support Local Role

WASHINGTON, D.C.—Counties and other local governments should play a pivotal role in planning and coordinating services to the elderly, according to several witnesses appearing at oversight hearings being held by the House Select Committee on Aging.

Based on these hearings, the committee will recommend how the Older Americans Act can be improved during reauthorization next year.

Support for counties came from diverse sources.

Jim Sykes, chairman of the Wisconsin Board on Aging, told the committee that "local communities can and should determine their own priorities."

Sykes added that nationally mandated services under Title III of the act "often direct scarce resources away from local needs."

ADDRESSING the relation between local area agencies on aging and cities and counties, Sykes said, "I would hope Congress will consider stronger language to promote greater cooperation between units of local government and area agencies outside of those governments. Units of local government should have a greater advisory role than now appears to be the case."

John Martin, former commissioner on aging and legislative consultant for the National Retired Teachers Association/American Association of Retired Persons, also commented on the importance of making the federal area agency network work with local governments.

"Area agencies must link up with city and county governments. If they don't, they are operating in left field," he said.

Rep. Claude Pepper, (D-Fla.) chairman of the committee, agreed with Martin. "County governments in my state," he said, "have done a great job in services to the elderly and should be encouraged to continue."

Correction

Last week's County News photo of Sen. Richard Schweiker on page 8 reversed the identification of three Lehigh County officials. The cutlines should have read: (left to right) John Kachmar, executive director, Manpower Consortium; Bill Sharf, consultant and David Bausch, chairman, Lehigh County Commission; Sen. Schweiker.

2nd Budget Resolution Approved

WASHINGTON, D.C.—The House and Senate have given final approval to the Conference Report on the Second Budget Resolution. This budget resolution for fiscal '78 sets a \$458.3 billion ceiling and a \$397 billion floor, which means Congress has adopted a \$61.3 billion deficit for the fiscal year beginning Oct. 1, compared to the \$61.5 billion deficit in President Carter's own budget.

This resolution is binding on the Congress and is not an act of law, and, therefore, does not require a Presidential signature. After Oct. 1, any bill that threatens to raise spending or lower revenues beyond the amount designated may be ruled out of order. The House approved the budget resolution by a vote of 215 to 187, while the Senate passed it 68-21.

The impact of this budget resolution on employment is as follows:

- \$250 million in budget authority for welfare demonstration projects was deleted by conferees.

- \$3.8 billion will be available in budget authority for supplemental appropriations for public service jobs under CETA Titles II and VI.

- \$500 million will be available in budget authority for youth (targeted to Title III-C and Title VIII of CETA).

- \$210 million will be available in budget authority for a possible supplemental for increases in the minimum wage (targeted to Titles I and III).

County Opinion

SOCIAL SECURITY

New Erosion

There is some potentially bad news pending for county governments before a congressional committee.

The Social Security subcommittee is recommending to the full Ways and Means Committee that state and local government employees be required to have Social Security coverage.

Presently coverage is not mandatory. State and local governments also have the option of withdrawing from the Social Security system after five years of coverage and two years advance notice. In the past 18 years, 455 units of government representing 67,221 employees have withdrawn from the system. An additional 325 state and local governments have termination requests pending.

NACo, after considerable study by its steering committees, has adopted a policy supporting optional inclusion of the public sector work force and opposes legislative efforts to bar, limit, or inhibit the voluntary withdrawal of these governments from Social Security coverage.

About 70 per cent of the over 12 million state and local government employees are now covered by the system.

The system itself is in deep financial trouble. Congress is about to raise the Social Security tax rate and increase the taxable base from the present \$16,500. The Senate wants employers' contributions to rise higher than those of employees.

There are obvious financial considerations. Counties, most of whom are faced with very strict legal and/or political prohibitions against property tax increases, may have to respond to increased payroll taxes by discharging employees. There are also grave constitutional questions involved in forcing state and local governments to participate in Social Security.

NACo and our sister association, the National League of Cities (NLC), fought hard against congressionally mandated compulsory unemployment insurance coverage for city and county employees. We lost. The constitutionality of that act is about to be tested by suits filed by several hundred cities and counties.

The NACo staff has been working with the board of directors and membership, state associations of counties and the Labor Management Relations Steering Committee on joint efforts to delete the proposed coverage provision.

NACo, NLC and the other public interest groups are firm in our determination to resist any further erosion of the very limited control that 50 sovereign states and their political subdivisions still maintain over their own affairs.

Letters to NACo

To the Editor:

The Aug. 15 edition of *County News* highlighted President Carter's welfare reform plan in a way which leaves the impression that it is all good, that it is a "balance between common sense and compassion" and is "the most significant piece of social legislation since the passage of the Social Security Act of 1935".

My belief is that the welfare reform plan, if enacted as now proposed, will most likely go down in the annals of history as the greatest and most costly bureaucratic boondoggle of all time.

The plan would further complicate welfare in this country by placing administrative responsibility for program operations with a department—HEW—barely able to manage its existing affairs. Add state matching and non-matching supplements, some state optional intake services, the Department of Labor and the Internal Revenue Service, plus payment and funding complexities too numerous to list here, and you will have a system which cannot be controlled and at a cost that could boggle the mind.

In addition to this new system, we will still have Medicaid churning along unchanged except for the addition of several million new eligibles as a result of welfare reform. Social services will still be with us in some guise with no more chance of effective coordination with the income maintenance system than now exists between local welfare departments and the Social Security Administration.

I am not pointing out these features of the President's proposal as a means of speaking against welfare reform. Rather, I point them out in a hope that NACo will not conduct what appears to be a bandwagon campaign to get local government out of welfare at any

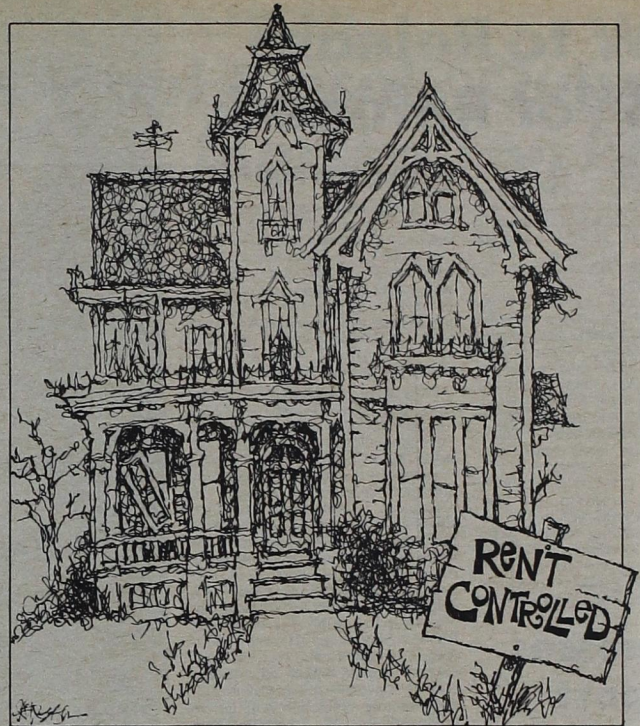
price. Instead, we need to look at the issues critically and learn from past mistakes such as the administrative nightmare we have gone through with SSI and SSP supplements. (California now pays more for the SSI supplement for 670,000 people than it does in AFDC for 1.4 million recipients).

It is, of course, both dramatic and political to propose gigantic, sweeping reforms rather than clean up the system we now have. However, from a practical view, it is frequently more sensible and less expensive to get an overhaul instead of buying a new car. In this regard, the reforms suggested by Richard Nathan of the Brookings Institution seems far more realistic and affordable than the program for better jobs and income. These include:

- Expanding welfare benefits to cover intact families, single persons, and childless couples;
- Requiring every state to provide welfare payments to unemployed family heads;
- Establishing a national floor for welfare payments; and
- Providing states and cities fiscal relief by increasing the amount of federal matching.

Nathan's proposals could, according to a *Wall Street Journal* editorial, "remedy some of the worst features of the current system while avoiding another divisive national debate over welfare". Personally, I could not agree more. Such an approach would permit real problems to be addressed now—not years after endless haggling over such issues as a guaranteed annual income and the work ethic.

Thomas S. Ganoe
Director, Department of
Social Services
San Luis Obispo, Calif.



RENTS DOWN—BUT AT A PRICE

Undoing of Rent Control

By Neal R. Peirce

In a fit of sanity, the Florida legislature recently dealt a death blow to Miami Beach's two-year experiment in rent control. The legislators decided that control of rents—designed to save tenants from "rent gouging" by rapacious landlords—was in fact a progressive disease leading to urban decay.

A few other communities, including Boston and Montgomery County, Md., are also trying to undo rent control ordinances passed earlier in this decade. But across most of the nation, rent control is hold-

ing its own or gaining. New York has just extended a major portion of its program for four years. Rent control now exists in 105 New York and 80 New Jersey municipalities, Washington, D.C., Baltimore and three Maryland counties, several Massachusetts communities and various localities in Connecticut and Alaska. This year alone, it's been debated in such widely scattered cities as San Francisco, Seattle, Ann Arbor and Santa Barbara.

YET EVIDENCE continues to mount that rent control, however well-intentioned, distorts the operation of the free market and pits landlords against tenants while the supply of rental housing dwindles and deteriorates. Both in America and Europe, rent control has proven itself one of the bitterest fruits of government regulation.

Even opponents of rent control agree there may be special circumstances—wartime in particular—when placing a lid on rents is essential. The grave error lies in succumbing to political pressure from tenants to continue the controls when the emergency is over. And once a locality goes down the control road, "It's political suicide to repeal it locally," a Miami Beach city councilman told me.

Controls can keep rents down—but at a price, according to a comprehensive study of rent control in Europe and the United States just published by the Council for International Urban Liaison.

"Rent control is likely to have detrimental effects on the supply and maintenance of rental housing as great as any of the benefits to be gained, particularly for low-income tenants," Washington lawyers Joel F. Brenner and Herbert M. Franklin conclude in the new study.

WHEN LANDLORDS cannot charge rents high enough to cover fixed costs and provide a reasonable profit, Brenner and Franklin conclude, maintenance and repair are reduced to the barest essentials. The result: deteriorating housing and neighborhood blight.

In addition, the two lawyers report, rent control:

- May worsen housing shortages by discouraging private investment in new units and encouraging present owners to convert rental buildings into condominiums or cooperatives—or in the worst situations, to abandon them.

- Decreases a city's tax revenues—and thus its capacity to provide quality parks, schools and other services—because the taxable value of apartment buildings is based on rent receipts.

- Places the burden for housing the poor on only a few jurisdictions in a metropolitan area. The political pressures for control are likely to be greater in the financially distressed center cities and older satellite areas than in affluent suburbs.

- Keeps difficult-to-find large apartments out of the hands of growing families because older tenants are encouraged to remain in units much larger than they need.

Such arguments, similar to those advanced by landlord and realtor groups, cut little ice with tenant groups concerned about next month's rent. Politically, the pressures have inexorably toward control.

THERE IS a theoretical case to be made for rent control. Housing is a fundamental necessity, it's said. In inflationary times a tenant's trim on some parts of his budget, but he can't refuse to pay his rent. Housing, proponents of control say, is a public good whose price should be regulated the same as any public utility.

And rent control is necessary, the pro-control argument goes, to prevent landlords from reaping excess profits when housing is scarce.

The problem with the rapacious landlord argument is that the rate of return in the industry isn't very high. It's so low in many cities that owners are abandoning their properties. When John Lindsay became mayor of New York, Rep. Herman Badillo once told me, "he used to boast he was getting after the slumlords" to make repairs; by the end of his term, Badillo said, Lindsay

See AREAS, page 1

State Execs Hold Annual Seminar

FULTON COUNTY, Ga.—State association executives have completed a two-day professional development seminar at the Atlanta Hilton.

For the seventh consecutive year state association executives, members of the NACo-affiliated National Council of County Association Executives (NCCAE), met to share ideas and gain information to improve their associations. Twenty-five associations were represented at the meeting—a record turnout for such sessions.

This was the first year that the workshop was held in conjunction with a preview of the site of a future NACo annual meeting. The executives were given the opportunity to inspect the George L. Smith II Georgia World Congress Center, headquarters for NACo's 1978 Annual Conference. Executives also toured hotel properties and met with representatives of the Atlanta Visitors and Convention Bureau. Spouses were given a special tour of sightseeing and shopping opportunities.

DURING THE seminar, the executives decided to hold a one-day workshop March 12 during NACo's Legislative Conference March 12-15, at the Sheraton Park Hotel in Washington, D.C. The executives also decided to formally share association management information through a newsletter. The first edition will be distributed in late November.

The executives' program included an overview of non-dues sources of association income, sessions on communications and a roundtable discussion of association management.

Ralph Tabor, formerly with NACo and now president of his own consulting firm, discussed federal and state aid to increase state association services. O.H. "Buddy" Sharpless, executive director of the Association of County Commissioners of Alabama, spoke on staffing grants for human resources coordinators.

Fred Hufnagel, NACo meetings manager, gave a presentation on operation of meetings and conferences.

Three speakers discussed communication aimed at state association executives who often need to inform their member counties quickly of legislative action, availability of funds and changing governmental regulations.

Panel members discussing new technology in the field of communications were Stephen P. Toadvine, marketing manager for Xerox Corporation's Electronic Communications Systems, and C.W. Randall, state and local government industry analyst for American Telephone and Telegraph.

John Harper, public information officer for Fulton County, Ga., presented information on printed forms of communications.

NCCAE OFFICERS are: president, A. Barry McGuire, executive director of the Michigan Association of Counties; first vice president, Richard W. Casey, executive director of the Arizona Association of Counties; second vice president, Russell B. "Bo" Shetterly, executive director of the South Carolina Association of Counties; and executive secretary, Jack Rogers, executive director of the Washington State Association of Counties.

Executive directors attending in addition to the officers and those speaking were: Courtney Langston, the Association of Arkansas Counties; Clark Buckler, Colorado Counties, Inc.; Dean G. Huntsman, the Idaho Association of Counties; James T. Hays, executive secretary



Photo at left shows NACo Executive Director Bernard F. Hillenbrand, standing, reporting on the progress of legislation and NACo programs. Also speaking was NACo Deputy Executive Director Rodney L. Kendig, left. NCCAE President A. Barry McGuire, center, presided over the sessions. In the center photo, Hill Healan, left, executive director of the Association County Commissioners of Georgia spoke on "How To Make Publications Self-Sustaining." McGuire is pictured with Healan. In the photo below James Shipman, executive director of The Association of Minnesota Counties, outlines a plan to establish a research foundation.



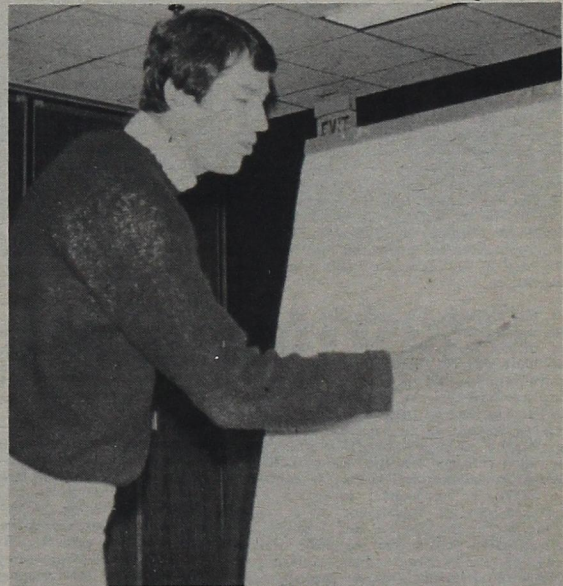
of the Policy Jury Association of Louisiana and immediate past president of NCCAE; Tony Hiesberger, the Missouri Association of Counties;

Gerald Stromer, the Nebraska Association of County Officials; Jack Lamping, the New Jersey Association of Counties; Philip Larragiotte, the New Mexico Association of Counties; Jack Minnich, the Pennsylvania State Association of County Commissioners; Ralph Harris, the Tennessee County Services Association; Sam Clonts, the Texas Association of Counties;

Jack Tanner, the Montana Association of Counties; Shirl K. Evans, Jr., the Association of Indiana Counties, Inc.; C. Ronald Aycock, the North Carolina Association of County Commissioners and Fred Allen, the Kansas Association of Counties.

Marilyn Miller, director of program services for the Alaska Municipal League and Sarah Smith, acting executive director of the Kentucky Association of Counties, also attended.

—Margaret Taylor
State Association Liaison



Newsmakers

R. Dean Zinnecker
EXECUTIVE DIRECTOR
MONTANA
ASSOCIATION OF COUNTIES

BORN APRIL 16, 1941, LEWISTOWN MONTANA.

A GRADUATE OF THE UNIVERSITY OF MONTANA, BS, 1965.

FROM MAY 1965 THROUGH DECEMBER 1971 ZINNECKER WORKED WITH THE MONTANA STATE HIGHWAY COMMISSION IN THE VARIOUS CAPACITIES OF INSPECTION COORDINATOR, INFORMATION OFFICER, EXECUTIVE SECRETARY TO THE LEGISLATIVE HIGHWAY INTERIM COMMITTEE, LEGISLATIVE COORDINATOR, PROJECT COORDINATOR, ADMINISTRATIVE ASSISTANT TO STATE HIGHWAY ENGINEER, PLANNING TECHNICIAN

DEAN SERVED WITH THE MONTANA AIR NATIONAL GUARD, 1962-1968.



JANUARY 1972 ZINNECKER BECAME EXECUTIVE DIRECTOR OF THE MONTANA ASSOCIATION OF COUNTIES.

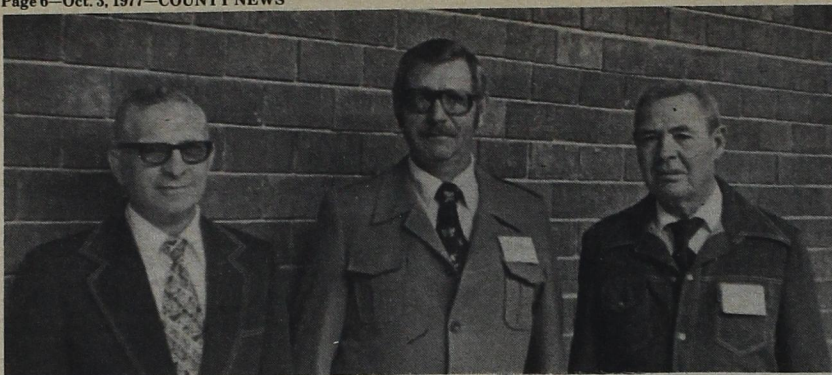
HE ESTABLISHED A CENTRAL OFFICE FOR THE ASSOCIATION, HANDLED PUBLIC RELATIONS FOR COUNTY GOVERNMENT, PROVIDED LIAISON WITH FEDERAL, STATE AND CITY GOVERNMENTS, SERVED AS LOBBYIST DURING THE CONSTITUTIONAL CONVENTION AND 1973 LEGISLATIVE ASSEMBLY, PLUS PERFORMING THE USUAL ASSOCIATION DUTIES.

HIS HOBBY INTERESTS ARE PRIMARILY OUTDOOR ACTIVITIES. SNOWMOBILING AND HUNTING RATE TOPS ON HIS LIST.



DEAN AND HIS WIFE HAVE TWO CHILDREN AND LIVE IN EAST HELENA, MONTANA.

JACK GLAZIER



1977-78 OFFICERS of the South Dakota Highway Superintendents Association. From left, secretary-treasurer, Howard Hamlin, Potter County highway superintendent; vice president, Milton Handel, Hutchinson County highway superintendent; and president William Tarrell, Fall River County highway superintendent.



Matter and Measure

We have completed our second workshop in our effort to improve communications among levels of government. The workshop was sponsored by the South Dakota Highway Superintendents Association, Sept. 14 in Pennington County (Rapid City), South Dakota and the association chose right-of-way (ROW) acquisition regulations for discussion.

The session began with panel presentations by federal, state and county highway personnel. William Stouder, regional real property officer for FHWA Region 8 (Denver), provided information on the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 (Uniform Act). He discussed the act and FHWA regulations affecting counties within Region 8. The information Stouder presented was similar to that discussed at our June Nebraska workshop on ROW acquisition.

- The Uniform Act applies to all projects where federal funds are included in any phase of project costs.
- FHWA has put into effect a simplified appraisal procedure with different requirements for different appraisal problems. Of particular interest is the value finding appraisal that can be used in any situation where the value of the part taken and cost-to-cure items, such as fence replacement, does not exceed \$2500. FHWA has developed a one-page sample form which includes all of the required items. You may want to check with your state for information on this FHWA sample form.
- FHWA's present intention concerning qualifications of appraisers, to implement DOT regulations on the Uniform Act, is to treat small counties and cities on a special exception basis, subject to state approval in actual implementation. According to FHWA requirements a person who, by reason of experience, training, or occupation, can adequately estimate the value of real property in the area of the project will be qualified to prepare value finding appraisal.
- For the review appraiser function, according to FHWA's present thinking, a knowledgeable elected public official, such as a county commissioner, or perhaps a county superintendent, can serve in this capacity. He can establish the amount of the offer for negotiating purposes.

Robert Nystrom, secondary roads engineer in the South Dakota Department of Transportation, discussed state ROW acquisition regulations and implementation

of the Uniform Act. Nystrom pointed out that the value finding appraisal is appropriate for about 99 per cent of county ROW acquisition.

Two county highway superintendents related their experiences with ROW acquisition procedures: Milton Handel, Hutchinson County highway superintendent and secretary-treasurer of the South Dakota Highway Superintendents Association, and Edward Packard, Pennington County highway superintendent. Handel reported problems in securing qualified appraisers and Packard discussed problems with landowner acceptance of property appraisal.

The session was then opened for general discussion. Many of the issues raised in South Dakota were similar to those discussed in Nebraska: use of permanent easements; the appraisal process; qualifications of appraisers; applicability of federal ROW regulations for ROW purchased before use of federal aid funding; the need for improved communications among federal, state and county personnel.

The workshop generated much discussion among participants and was an informative session for all involved. We thank the South Dakota Highway Superintendents Association for helping to sponsor a fine workshop.

WATER QUALITY MONITORING

The Federal Highway Administration will present Demonstration Project No. 43, Water Quality Monitoring, on Oct. 25-27 at the Maryland State Highway Administration in Baltimore.

The project will demonstrate the equipment and method to measure nine water quality parameters: turbidity, total suspended solids, dissolved solids, electric conductivity, pH, dissolved oxygen, temperature, streamflow, and rainfall.

The demonstration will last approximately 2½ days. The first day will be a general presentation on water quality legislation, the Water Quality Monitoring Program, and a tour of the mobile water quality monitoring laboratory. The second day will consist of discussions of the "Standard Methods" for measuring each test parameter and the equipment to be demonstrated. The third day is an optional training session of the monitoring equipment.

Contact Charles Adams of the Maryland State Highway Administration at (301) 321-3528 for more information.



ROW ACQUISITION—Milton Handel, Hutchinson County highway superintendent, discusses issues in right-of-way (ROW) acquisition during the Sept. 14 workshop sponsored by the South Dakota Highway Superintendents Association. Panel members, from left are: William Stouder, FHWA Region 8 Office of Right-of-way; Robert Nystrom, South Dakota secondary roads engineer; and Edward Packard, Pennington County highway superintendent.

Adams Sketches Transit Priorities

WASHINGTON, D.C.—Transportation Secretary Brock Adams outlined options for future federal transportation funding before the House Public Works and Transportation subcommittee on surface transportation Sept. 20. His testimony is part of a general review by the Carter Administration of all federal aid programs to state and local governments with emphasis on streamlining procedures for use of federal funds.

The Secretary's remarks were encouraging as an acknowledgment by the Administration that greater participation by states and local governments is necessary in order to address national transportation needs. The reduction of paperwork and regulatory requirements was proposed as a means of increasing that participation and providing more efficient transportation services to the public.

The structure of these grant areas, which totaled \$12 billion in fiscal 1977, is currently "outdated and inadequate to meet new, increasing complex, national priorities," according to Adams. He called for a consolidation of grant programs as a means of promoting more flexible approaches for dealing with the priorities.

DOT PROGRAMS for urban areas, the Secretary said, should reflect the view that "the proper use of transportation resources is an important element in the revitalization of our cities." Programs should be structured to discourage automobile use in cities. Alternative modes such as carpools, buses, and rail systems should be given higher priority in receiving federal transportation funds, said Adams.

A top Carter Administration goal is to reduce the national unemployment rate. Adams felt that public service jobs programs to benefit transportation projects, such as the nation's system of bridges and secondary roads could logically be accomplished through the programs.

Other DOT concerns mentioned by Adams included a commitment to environmental and safety issues, including the development of new standards and automobile passive restraint systems. Additionally, reduction of national energy consumption will be a primary factor in future program design. He noted that, "We are now importing slightly more than half the petroleum needed to meet our nationwide demand, at a cost of nearly \$4 billion a month. Transportation consumes 26 per cent of all the energy we use and 58 per cent of all the petroleum."

The Secretary also told the committee that aviation reform is necessary to reflect present technological and economic realities. He said greater pricing and flexibility for the aviation industry was needed. Another goal of reform legislation is to respond to aviation needs of small communities, he said.

DOT Report: Rural Areas Lack Ample Public Transit

WASHINGTON, D.C.—Rural America, which depends almost entirely on the private auto for mobility, lacks adequate public transportation for those persons without autos, a Department of Transportation report says.

More than 80 per cent of rural households own at least one car but some rural residents cannot take advantage of the car's mobility because of age, low income or physical handicaps.

Air and water transportation is generally unavailable to rural communities, the report says, and where taxi systems exist, they are expensive. Railroads and buses primarily connect major urban centers and do not adequately serve most rural areas.

DOT HAS published a 70-page introductory booklet, entitled "Rural Passenger Transportation Primer," which contains a brief overview and a summary of previously released reports and articles on rural transportation. It complements "Rural Passenger Transportation," a more detailed DOT report issued in 1976 that concentrates on the issues associated with improving rural mobility and focuses on several small rural passenger transportation systems.

Both publications are part of a series issued under DOT's technology sharing program.

DOT says the insufficient transportation service results in rural residents' needs being partially or completely unmet. Transportation is needed to get to more popular areas where human services, such as medical care, food stamp programs, family counseling, and jobs are located.

THE PUBLICATION'S overview outlines some of the major transportation activities at the state and national level.

DOT's primer on rural transportation summarizes four major reports in sufficient detail to give a familiarity with their scope and content. The reports are "A Study of the Transportation Problems of the Poor" (published in 1972), "Rural Transportation Providers," "Urban and Rural Interface," and "Transportation Planning and Transit Needs of the Rural Elderly" (1974).

The booklet also has an annotated bibliography containing abstracts of more than 100 reports arranged under headings of needs, planning, management, existing transportation programs and general information.

Single copies of the report are available from R.V. Gianfrancesco, Technology Sharing Program, Department of Transportation Systems, Kendall Square (Code TSC-13), Cambridge, Mass. 02142, (617) 494-4444.

New County Times

On County Modernization

County needs met through education

By Thomas Bruderle

The 1977 National Association of Counties Achievement Awards reflect the continuing effort of both county governments and the education community to assist each other in solving local problems. The following is a synopsis of some of these award winning programs.

Learning about government

Some counties have developed programs that work directly with students or with the schools. For example, each year student volunteers from public and private schools in Baltimore County, Md. have been assigned as "pages" to serve in the offices of the elected county executive, the council, and the community affairs office. These students have taken not only the conventional tours and classes, but also have attended meetings, hearings, and court sessions. Nearly 240 students were involved in the program during the 1976-77 academic year.

Mecklenburg County, N.C., in response to the need for a closer relationship between the schools and the police department, has developed a resource officer program. Two officers have been assigned to the schools to improve communication, security, and to provide more familiarity between students and police officers.

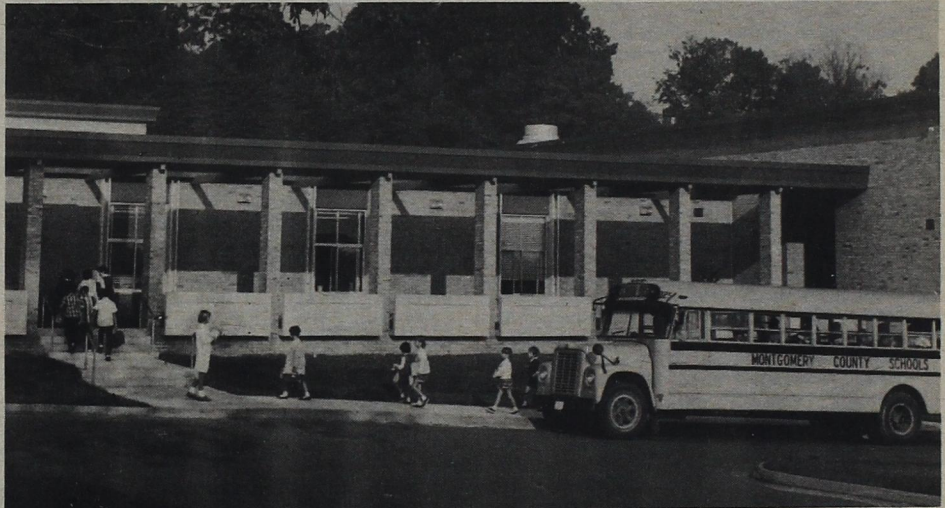
Mecklenburg also has a program where students are introduced to county government through a series of office tours. A "tour package" of 10 sites (from which teachers might choose) has been developed and can be incorporated into classroom studies. Each county agency has the responsibility for explaining its function and services to the study tour groups who have come to their offices for an on-site class. Transportation is provided by the schools.

Reducing juvenile crime/drug abuse

With funds from the Law Enforcement Assistance Administration (LEAA) and with broad support from local groups, the Jefferson County (Ky.) Frost Community School is now open afternoons, evenings and weekends with more than 50 activities ranging from a "tiny tots" hour to various sports leagues. In the process, the juvenile delinquency recidivism rate last year was 43 per cent as opposed to 50 per cent in the previous year, while at the same time, the county's overall crime rate had increased 10 per cent.

Over the past several years drug abuse began to appear in the elementary and secondary schools in Calhoun County, Mich. The county responded by developing a preventive program that teaches 10-12-year-olds about mind altering substances. The program is designed to explore trust, social pressures and values, self-defeating behavior, and alternatives to avoid the need to resort to drug abuse.

See COUNTIES, page 6D.



This scene became routine across the country last month as thousands of elementary and secondary schools opened their doors for a new term. Approximately 43,700,000 students are attending classes, down from the 44,300,060 enrolled last year.

Education legislation

County government involvement in education varies from state to state. In most southern states, the county governing board is responsible for elementary and secondary educational needs in the county; in most northern and western states, independently elected school boards have this function. Most school districts, therefore, are outside of county jurisdiction (state controlled or independently elected).

This, however, does not diminish the need for county officials to be aware of the numerous federally funded education programs, many of which are up for renewal next year. Most important of all these programs is the omnibus Elementary and Secondary Education Act of 1965. This act provides funds for financial assistance to local educational agencies for the education of children of low-income families; funds for school library resources, textbooks and other instructional materials; funds for supplementary educational centers, guidance, counseling and testing; authority to consolidate several existing education programs; assistance for strengthening state and local education agencies; funds for bilingual education through dropout prevention projects, school nutrition, health services and consumer education programs; and funds to promote ethnic heritage programs at the local level.

Major education bills:

- **Child Nutrition** (H.R. 1139; S. 1420). This bill extends the summer feeding, commodity distribution and nonfood assistance programs. Both Houses of Congress have passed their versions of this bill. A Conference Committee met in September to iron out differences between the two bills.

- **Vocational Education** (P.L. 95-40). These amendments to the Vocational Education Act (signed into law last June) allow states and local agencies to allocate increased federal funds for administrative purposes.

- **School Crime Prevention** (H.R. 180). This bill would provide assistance to school districts to develop security programs in schools. The bill is presently assigned to the House Education and Labor Committee.

- **Handicapped Education** (P.L. 95-49). This law extends the Education of the Handicapped Act through fiscal '82.

- **Energy Emergency Aid** (S. 701, H.R. 5996). Both the House and Senate bills provide financial assistance to local education agencies to meet energy needs.

Finally, NACo will continue to oppose the Administration's attempt to phase down the impact aid program (school assistance in federally affected areas). Under this program, federal aid is provided to local school districts in which enrollments are affected by federal installations and other activities. Payments-in-lieu of taxes are made for the following categories of children:

- "A children" are those whose parents live and work on federal property; and
- "B children" are those whose parents work on federal property but live in the community.

The fiscal '77 federal education budget called for an elimination of further subsidies under this program for the education of children whose parents work on federal property, but live in the community and pay local taxes for the support of the schools ("B children") and who, therefore, do not represent an "adverse" federal impact. Also, the House Budget Committee approved last spring a three year phasedown of Part B of the program. This would require new legislation. As of September, a bill has not been introduced.

NACo will continue to urge Congress to recognize the additional burdens placed on counties having a large number of federal employees and/or facilities. NACo will ask Congress to continue to provide federal aid to these impacted areas to meet the extra costs involved in educating children of federal employees and to recognize the property tax loss due to the presence of tax immune federal facilities.

Learning advanced by Alliance

The educational needs of residents in six counties in rural northeastern North Carolina are being met by a nonprofit corporation established in 1973—The Alliance for Progress.

The counties of Bertie, Chowan, Gates, Hertford, Martin and Perquimans formed the consortium with the assistance of a state and federal grant.

In addition to having common boundaries, the six counties have experienced since 1960, loss in population; a declining tax base; low family and individual incomes; a high percentage of welfare costs; economic depression; and limited educational opportunities. In 1970 the population of the six counties was 72,897 persons.

Each of the counties has an independently elected school board. These boards and the county governing boards had rarely been able to work cooperatively. What changed this, however, was the desire of the county commissioners, school board members and school superintendents to increase the level of educational opportunities and economic conditions in the six counties. The boards felt that in order to achieve these goals, they had to experiment with new strategies and techniques, and achieve an effective working relationship through communication and knowledge of each board's responsibility.

According to Richard Baker, Jr., executive director of the alliance, the boards were in effect saying: "Let's join forces toward the common goal of implementing a rural community school approach to improving the quality of life and the educational process through leadership of the county commissioners, board of education members, and educators."

Organization structure

The alliance's board, which sets policy and provides direction, includes a county commissioner, a board of education member, a superintendent, and a county manager from each of the six participating counties. Responsibility for actual program development, however, has been delegated to committees composed of two county commissioners, two board of education members, two school superintendents, and two county managers who work with the executive director of the alliance.

While the alliance works on special projects to meet specific needs, to share mutual problems, and to find possible solutions for the six counties, the counties still operate as separate entities for their routine county services and education programs.

There can be as many as six or seven private or governmental agencies participating on any one alliance project. Those involved in past or present projects and programs have included the state education community, including both state colleges and universities, and state government agencies. These agencies have assisted in program planning, delivery of services, and in the receipt of federal funds for a variety of activities.

Funding sources

Regional bodies, private corporations, foundations (both local and national), and local service organizations have all lent their resources, staffs or facilities to the alliance. Funds from all of these sources have supplemented the contributions of the six participating counties.

Each county contributes one dollar per public school child per year toward the alliance's financial operation. In addition, each county board sends letters of endorsement to the appropriate state or federal agency or A-95 clearinghouse with a grant proposal.

To assist the alliance in getting established, the Z. Smith Reynolds Foundation of Winston-Salem contributed \$60,000 between 1973 and 1976 for startup costs.

Program accomplishments of the alliance, for the past four years, have been impressive. One program is called "First Chance" and is based

around youngsters at home. The program has been developed for children up to age 4 who have some mental retardation, emotional handicap, or speech/language impairment.

It is designed to help parents understand their child, develop a plan to meet the needs of the child, and demonstrate various activities for each stage of development.

Nearly \$260,000 has been provided in the past three years by the North Carolina Bureau of Education for the Handicapped. Contributions from the six counties also help support the program with no fees charged to the families served.

Programs for educators and officials

A one-time Language Arts Training Institute (seminar) was provided through East Carolina University in Greenville by a \$47,000 grant from Title IV of the Elementary and Secondary Act of 1965. Sixty primary and elementary teachers from the six-county area participated in the seminar to plan for meeting the extremely limited reading, speaking, listening, and writing opportunities of many of the area children.

Another program is the "Leadership Training" for county commissioners and board of education members to help overcome the misconceptions about each board's role. Through the use of these institutes (seminars), attendees are encouraged to communicate jointly, establish priorities and understand the political processes, procedures, and issues relating to the entire community. Travel outside of the state to review other programs that might be adaptable in the six-county area has also taken place.

A second component of the training program is a unique, off-campus, field-oriented curriculum for 49 area principals, supervisors, and assistant superintendents. With funding from the Rockefeller Foundation and direction from the University of North Carolina at Chapel Hill, par-

ticipants use a problem-oriented approach to examine and suggest improvement in the educational processes of the six-county system. The program's total net cost for the three years is \$365,000.

The alliance has also established an outdoor environmental education center designed to acquaint area residents on how to maintain their rich natural resources. A local private firm donated approximately 4,000 acres of land to the state, and the University of North Carolina School of Design is contributing a preliminary plan for the center layout and ultimate development. An application has been made to the state's Coastal Planning Regional Commission to develop a comprehensive study for an adaptive use of the land. Funds are also being generated for training teachers on how to use outdoor environmental centers as a part of the school curriculum. So far the alliance has received nearly \$700,000 in funding, including the land donated and the university's services.

Future projects

The alliance's plans for future projects are as ambitious as their present ones. A data processing project to service all the counties in the alliance and the boards of education is planned. This will provide a needed link in the development of long-range planning and accounting.

An experimental, problem-solving oriented master's degree program for approximately 15 primary and elementary school teachers of kindergarten through the sixth grade has been planned. The teachers will be using their own students as "living laboratories" to improve the educational atmosphere of the schools. The proposed program will run for three years at an anticipated cost of \$350,000. East Carolina University, North Carolina Central University, and the University of North Carolina at Chapel Hill are cooperating in the master's program.

See ALLIANCE, page 6B

NTDS training manuals provide a

Lesley Price, Research Associate
National Training and Development Service

Nearly two years ago, the Department of Housing and Urban Development (HUD) embarked on a major program to strengthen educational opportunities of the public administrator. Among those projects funded was the Urban Management Curriculum Development Project (UMCDP) managed by the National Training and Development Service (NTDS).

The Curriculum Project, funded by HUD's Office of Policy Development and Research, supported the development and testing of new curriculum and training materials in urban management. Funds were distributed among 15 selected subcontractors. The final products represent a growing commitment on the part of HUD, NTDS, and participating local groups, and educational and training institutions to strengthen the education of local managers.

Contents of the materials address five major needs identified by public administrators: intergovernmental relations and local government administration; program implementation; evaluation and formulation; public accountability and responsiveness; human resource and organizational management; and choice, equity and opportunity.

The 15 subcontractors designed their educational materials to allow for flexibility. Each package may be used in its entirety or in segments, since each has been written in a series of self-contained instructional units. Also, most of the material can be used in both workshop settings and college courses.

The packages have also been designed to minimize the instructor's preparation time. All information

necessary for the course or workshop is included in the package, including extensive bibliography which can be used to refresh or introduce the instructor to the field of study.

Throughout the project, NTDS has tried to obtain input from the public interest groups and their constituents.

NACO members had significant impact on development of the materials. In particular, NACO influence has been felt in four major phases of the project: selection, development, testing, and dissemination.

• Selection: NTDS received about 180 responses to its research proposal. Fifteen subcontractors were selected from the proposals submitted in order to ensure that the best proposals were selected for funding in each need category. NTDS organized a selection committee composed of curriculum specialists, academicians and local government practitioners. NACO recommended Gene Disher, Scott County (Va.) administrator, to participate in the committee and review those proposals submitted for areas of intergovernmental relations and local government administration.

• Development: Each of the subcontractors was required to solicit input into the design and development of their packages from both the academic community and from local public officials. One way to do this was by establishing assessment teams to assist in the design of the materials, reviewing and evaluating the materials in the various stages of development. These teams helped to ensure that the packages were relevant, realistic and ultimately useable. Three projects included county officials on their assessment teams.

Universities' projects help public sector

Kurt B. Smith
Resource Center for Planned Change
American Association of State Colleges
and Universities

Colleges and universities across the country are applying their resources to the pressing and complex problems of their communities. For many higher education institutions such direct confrontation of public problems represents a significant adaptation. Although the notion of public service as part of the higher education institution's contribution to American society is not new, the need for the academic resources of the university to be more directly and effectively applied to the problems of government, particularly local and state government, has been more urgently felt within the past 10-15 years.

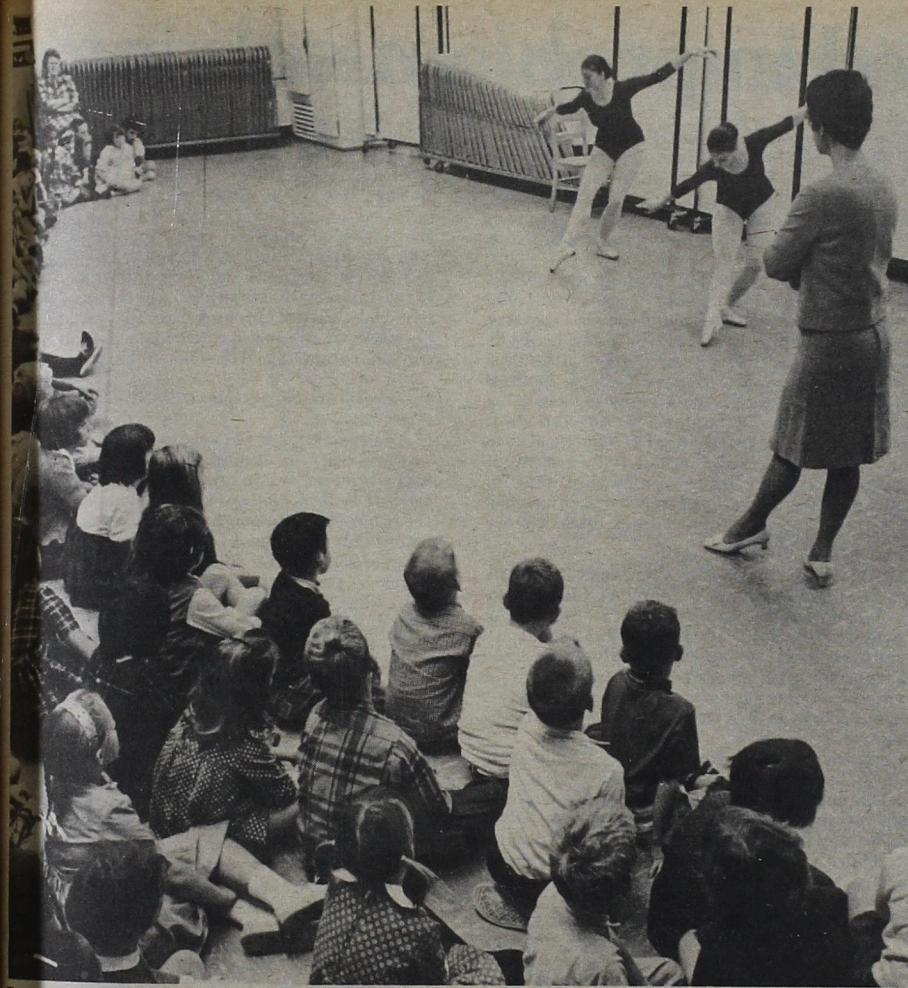
The American Association of State Colleges and Universities (AASCU) recently conducted an inventory of member programs that demonstrates the extent to which state colleges and universities are now responding to local and state governments' needs. AASCU's Resource Center for Planned Change is publishing the inventory results in a directory containing detailed descriptions of nearly 200 programs.

Universities assist counties

Academic public service programs address the gamut of public problems such as economic development, employment, energy/environment, health and human services, housing, government operation, and public safety. A number of programs focus upon better citizen understanding of contemporary community issues. The following are some examples:

- Florida Technological University (Orlando) studied the handling of criminal cases and developed a citizen's manual on the basic structures, functions, and processes of the criminal court in Orange County, Fla.
- Governors State University working with the supervisor of assessments researched the dual tax problem in Will County, Ill. and were able to undertake various tasks leading toward policy implementation.
- The Urban Studies Program at Southern Illinois University, Edwardsville, researched state and county documents, and prepared a reference manual of office procedures and statutory constraints for the St. Clair County clerk's office.
- The Center for Urban Studies at Wichita State University in Kansas provides comprehensive services to governmental units, community organizations, and individual government leaders through applied research projects, consultative services, leadership seminars, and advanced degree programs.
- The University Services Center for Regional Services at Murray State University in Kentucky provides public consultants at minimal cost to local agencies and firms in a 24-county area.
- Community development resource services are being organized by the public service division of the University of Maine at Farmington. The Maine Health Education Resource Center assists community organizations in all sectors to conduct health improvement activities. New resource centers under development will focus on energy consumerism, new rural enterprise, and community special education.
- A program jointly sponsored by Eastern and Western Michigan Universities trains schoolbus drivers for 25 counties in the state.

See UNIVERSITIES, page 6D.



Two aspiring ballerinas perform before a group of elementary school students. Many schools are inviting such cultural activities in order to encourage an early appreciation of this and other forms of artistic expression.

assistance in urban management

Cartwright, King County, Wash. contributed to the "Performance Evaluation Workshop for In-Service Managers"; Lois Michaels, Allegheny County, Pa. served on the team for "Quantitative Methods for Public Management"; and Allan R. Miles, executive secretary of Cuyahoga County (Ohio) Mayors and City Managers Association, worked on the team for "Labor Relations for Urban Managers of Small and Medium Sized Cities."

• **Testing:** Each subcontractor tested the materials in a series of trial runs with actual students. In addition, NTDS ran separate test runs of all the packages. The input received from the NTDS-run tests were forwarded to the curriculum developers who used the information to revise their first drafts. Two counties in California were involved in the testing program: Los Angeles and San Diego. Los Angeles County, under the direction of Margaret Tavernakis, conducted a test of "Productivity Measurement and Improvement" and San Diego County, under the direction of Clifford Graves, tested three of the packages including "Long Range and Strategic Planning", "Public Policy Analysis", and "Policy/Program Analysis and Evaluation Techniques".

• **Dissemination:** A most important and ongoing task of the project has been the dissemination of information about the curriculum and training materials to create interest among the public administration community for packages that address their specific needs. The ultimate test for a project such as this is the purchase and use of the materials by their audience(s). The dissemination strategy for this project developed through the assistance of the Project Ad-

visory Board (PAB) whose members represented the public interest groups as well as other associations affiliated with the public administration community. The PAB provided overall policy guidance to NTDS throughout the project. John Thomas, formerly of NACo, served on this board with Thomas Bruderle serving as alternate. These individuals were chosen to serve on the PAB because of their knowledge of training needs of county officials.

One of the strategies employed for this task was attendance at conferences of the major public interest groups. Barbara Cohn, a former member of the NTDS project staff, participated in the 1976 annual NACo conference program to present an overview of the Curriculum Development Project on a panel designed for county officials and higher education officials. At the 1977 NACo conference, Blue Wooldridge, project director, and Harold Schroder, principal investigator of "Individual Performance Development of the Urban Manager", participated. They presented the package section on time management.

In all, the contributions made by NACo and its constituents in these four phases of the project have been helpful in developing quality materials. The project is almost completed with the final drafts of all the packages having been submitted to NTDS. The packages should be available for purchase in November.

For more information on this project call or write:

Blue Wooldridge, Project Director,
Urban Management Curriculum Development
Project
5028 Wisconsin Avenue, Northwest, #320,
Washington, D.C. 20016.
(202) 966-3761

Counties aided in problem solving

Continued from page 6A.

Facing declining enrollments

In addition to establishing more and diverse contacts with the local schools, counties are also beginning to face the implication of declining enrollments and the need to develop other uses for school buildings.

When lower student enrollments eliminated the need for seven schools in Montgomery County, Md., the building reverted, by law, to the county. A "Small Schools Reuse Team", composed of three members of the county's Department of Economic and Community Development, was formed to offer public agencies and private groups the newly available space. Neighborhood meetings were convened to allow residents a chance to suggest and react to proposed new uses for the closed schools.

The proposals would have to be compatible to conversion to their original use, if necessary. The buildings will be used for office space for county agencies, facilities for supervising handicapped and retarded children, and recreational opportunities for residents. Deterioration and vandalism have been reduced since the grounds and facilities were immediately made available for neighborhood use during nonschool hours (evening and weekends).

Meeting community needs

County-supported community colleges along with four-year institutions have been especially effective in helping meet educational and social needs. To provide badly needed skilled automobile mechanics, the Westchester County (N.Y.) Community College developed a curriculum leading to an associate degree for three years of part-time evening study combined with a full-time day apprenticeship. The training is in conjunction with an apprenticeship sponsored by a major automotive distributor.

Universities

Continued from page 6C.

- The Office of Information Systems at Appalachian State University in North Carolina is assisting Watauga County to computerize its record-keeping system.
- The Political Science Department at the State University of New York at Fredonia developed an 11-week television series on Chautauqua County issues.
- Western New Mexico State University's Political Science Department convened public forums on the issue of mining and the quality of the environment in Grant County.
- The School of Social Work at Virginia Commonwealth University is evaluating, as part of a national effort, the rehabilitation program for problem drinkers involved in motor vehicle violations in Fairfax County.

National cooperation

In Washington, D.C., higher education associations and government and public official groups are cooperating in a project to foster better communication and cooperation among themselves at the national level, and also locally among their constituents. The cooperative project in urban affairs and public service began in the fall of 1975 with the support of a planning grant awarded by the National Science Foundation (NSF). The intergovernmental programs area of NSF has been interested in facilitating interaction of academicians, researchers, and practitioners as one means of aiding local governments in their problem-solving efforts through better utilization of scientific and technological resources of all kinds.

The first class began last fall with 19 students and nearly all were able to obtain apprenticeships. The college's program was one of only four in the nation adopted under the National Automobile Dealers Association's Apprenticeship Program. Women are also encouraged to participate.

Wesmoreland County (Pa.) Community College brought together 5,000 senior citizens and 1,000 county, church, and social service agency representatives for a three-day festival. While college personnel served as guides, attendees visited arts and crafts demonstrations, medical screening, and county social service agency information booths. Through its faculty and staff, the college has followed up with additional arts and crafts programs, an RSVP volunteer program, a cookbook and nutritional guide for senior citizens, educational and work programs. No tuition is charged for courses taken by the elderly at the college.

Using funds under the Comprehensive Employment and Training Act (CETA), Clark County, Wash. contracted with Clark College to provide 14 weeks of vocational training for 15 unemployed or economically disadvantaged residents for jobs as commercial cooks. A unique by-product of this program is that the county's senior citizens receive free meals prepared by the cook-trainees.

Recognizing its great dependence upon computer support, the San Joaquin County (Calif.) Department of Public Assistance developed a cooperative venture with San Joaquin Delta College to train county employees. In return for the college's offering a three semester hour class in the fundamentals of data processing, the DPA provided an accredited institution with teaching experience from its systems staff. Furthermore, the county provides the classroom and computer facilities for the instruction.

The course provides an overview of data processing with an emphasis on county applications. In the first three semesters of the program, 51 county employees completed the course.

In a similar manner, Baltimore County, Md. has developed a Training Information Center and an Employees' In-Service Training Institute. Although not associated with an educational institution, the center provides career counseling to employees, while the Institute designs and delivers training courses based on a periodic assessment of employee needs.

Counties participate in the educational process in various other ways. For example, the San Joaquin County, Calif. counsel is responsible for interpreting the legal meaning and intent of the California Education Code (containing 50,000 sections) to school districts within the county. This is an example of an interlocal agreement between a county and independent school district.

To remain within budget constraints, a six-month pilot project creating a "schools division" with two attorneys assigned to the interpretation of the code was established. The response time for requests was cut from several months to four working days. Both groups of participants (county and school) have agreed to continue the program on a permanent basis.

Through the cooperative efforts of city, county, state, and federal government, churches, schools, and Indian tribal councils, an adult basic education program has been established in Pima County, Ariz. to meet the needs of nearly 95,000 adults (27 per cent of the county's population) who lack a high school degree. Considered educationally disadvantaged, many of these residents do not read well enough to be able to qualify for a job. The office of the county superintendent of schools coordinates the program. Another aspect of the program is the construction of an adult basic education building which is now underway.

DeKalb County, Ga. has moved in another direction to meet some of the difficulties of the small business owner. Through the county's extension service, a series of seminars has been initiated on topics such as "reducing employment loss," "small business opportunities as sources of help", and "basic bookkeeping". Funding for the program has come from the DeKalb extension service, materials from the Small Business Administration, and from the county's department of community development with funds from its community development block grant.

Intergovernmental cooperating

Another example of cooperation between counties and the education community can be found in the legal education program of Jefferson County, Ky. Established by several county agencies, the program furnishes direct legal services to income families and to senior citizens, and provides workshops on consumer protection. In addition to providing a variety of legal education pamphlets on consumerism (some of which are distributed through the schools), radio and television programs also help to keep persons in the county informed of consumer related matters.

Jacksonville-Duval County, Fla. has sought to consolidate its community education activities. The county's community education schools have increased from 5 to 61 in the past six years. With the growth of community education programs in government, education, and civic leaders have recognized the need to improve the coordination of programs and services among those involved. A community education consortium of participating agencies was created with policy-making and budgeting administered by a community education council composed of representatives of the consortium, education field, and the community.

State associations of counties are also developing education programs. Based on the premise that police juries (county governing bodies) in Louisiana could more effectively respond to citizens if the police jury were more readily identified as the proper service agency, the Police Jury Association of Louisiana produced an educational film. The association commissioned the state educational television authority to produce a 30-minute documentary depicting the history as well as the role and responsibilities of Louisiana local governments.

The cost of film has been kept minimal by situating the film so that local parish (county) pictures can be inserted in the film.

Alliance

Continued from page 6B.

A "Leadership Training Program" is planned for superintendents and assistant superintendents. This doctorate in education degree would include management techniques, organizational analysis, political motivation, the handling of social issues, mobilization of the community, policymaking, finance, law, and facilities management.

Another future program of the alliance is to establish an educational radio or television station for use by students in member counties. Counties have been made with the U.S. Office of Education.

While the alliance has been concerned about the needs of the handicapped and disadvantaged, it is also investigating the needs of the gifted and talented children of the six county area.

And a planetarium is being considered for the area as a scientific teaching tool.

The alliance's activities of the past four years have been impressive for the six counties in the rural northeastern section of North Carolina. The underlying strength of the alliance has been the ability to draw together people and organizations representing diverse interests toward a set of goals and priorities.

Linking Community Resources to Corrections

EDITOR'S NOTE: This is the last in a series of articles describing the National Assembly on the Jail Crisis, sponsored by the National Association of Counties Research Foundation and Jackson County, Mo.

KANSAS CITY, Mo.—Using local resources and linking the criminal

justice system with the community to muster support for community-based correctional programs were topics of the last panel discussions at the National Assembly on the Jail Crisis.

A 1975 ACTION study of volunteer service revealed that only 1 per cent of all volunteers are involved in the criminal justice system, noted

Michael Mahoney, director, John Howard Association. He urged correction leaders to consider volunteers as a valuable resource and to use their services in new and innovative ways. He added that volunteers should be involved in significant rather than "make work" activities, and that sound principles of recruiting, training, and supervising should be applied to volunteer work.

Mahoney suggested that volunteers could be valuable to jail administrators in developing and monitoring agency policy, where they could be used on policy-making committees, or to study and recommend policy changes or improvements to facilities.

SKIP MULLANEY, executive director of Offender Aid and Restoration of the United States, listed four factors which he felt were essential to establishing community correction programs. First, the jail administrator must decide to encourage citizen involvement, based on the realization that the corrections system is a community concern and community involvement is necessary if the system is to operate efficiently and effectively.

Second, corrections and community representatives must articulate clearly their goals and self interests, because cooperation is based on the individual motives of these agencies.

Third, the community agency or organization should be treated as a full member of the corrections team. This means involving the public in the planning and evaluation process, in setting priorities to assess needs, and in monitoring standards.

Mullaney concluded by saying that the participation of jail administrators in the activities of community agencies, such as in training staff, opens communication and helps to build a partnership of trust.

Sheila Chaffee, councilwoman from Madison, Wisc., concluded the panel discussion of community corrections and community acceptance by explaining how community awareness of and involvement in the needs of special groups helped bring about a community-living arrangement amendment to the local zoning ordinances.

THE COMMUNITY was also the main focus of the panel which discussed community alternatives for the sentenced offender. John Galvin, program director, American Justice Institute, noted that one cost-effective alternative to incarceration is increasing the use of community services, in lieu of jail or a fine. A second is vocational and educational training.

Galvin described a program in El Paso, Texas, which combines employment and education training with supervised probation rather than incarceration saying the program has experienced a great deal of success among young, high-risk offenders.

A Chance for Counties to Improve Jail Management

County jails are at the center of a growing crisis in corrections. In most of America's urban counties, jails are overcrowded, underbudgeted and understaffed. These pressures increase the potential for bringing county boards and corrections administrators into conflict. Disagreement over local corrections goals, objectives and needed resources often prevent both sides from arriving at mutually acceptable solutions.

As one of the many steps in meeting the jail crisis, NACo's Research Foundation (NACoRF) is conducting an intensive new management training program, The County and Corrections. Funded by the National Institute of Corrections (NIC), the program is designed to assist counties in effectively addressing local criminal justice problems through improved management practices.

In this first training program, 30 counties with populations over 100,000 will be selected to participate. Hopefully, other resources will become available in the future to plan a training program for jail-related problems experienced by less populated counties.

Each county will be required to nominate two trainees, one county board member who has a policy role in local corrections and one corrections administrator or sheriff. The first session will be held Nov. 14-18 on St. Simons Island, Ga. and the second one from Jan. 9-13, in Monterey Peninsula, Calif. Travel and per diem expenses will be provided under the NIC grant.

For more information, please contact: Dr. Robin C. Ford, The County and Corrections, P.O. Box 143, Geneva, Ill. 60134; (312) 232-9006.

Is it all too much? Let NACo minimize it for you.



MINI-MANAGEMENT PACKETS

Sponsored by the National Association of County Administrators

Mini-Management Packets are designed to help county officials keep up-to-date on the issues and actions that affect the administration and management of the county. The packets are a collection of studies, reports, newspaper and magazine articles, directories, surveys and bibliographies on a wide range of subjects. The information is current. The contents of the packets and the subject matter will vary from month to month. Cost covers reproduction, mailing and handling.

■ PARTNERSHIPS FOR HUMAN SERVICES: Title XX and Other Information (8.77.2)

Counties are the largest providers of human services on the local level through health, welfare and criminal justice programs. Knowing whom to contact, understanding the institutional barriers, assessing what works elsewhere in local government helps counties help people. This is a collection of contacts, a Title XX report and three publications on human services coordination, planning, management and public participation. (174 pp.)

Price \$4 Quantity _____ Total Cost _____

■ RIGHTS OF ALLEGED DISCRIMINATORY OFFICIALS (8.77.6)

What rights does (or should) an employee have when it is alleged that he/she has committed a discriminatory act? A university study group has looked into the question of due process and made some recommendations. They also surveyed the attitudes of key executives on the question. Both the recommendations and the survey are included in this report. (5 pp.)

Price 40 cents Quantity _____ Total Cost _____

■ NATIONAL FLOOD INSURANCE PROGRAM (9.77.1)

National Flood Insurance enables owners of flood-prone property to purchase flood insurance at rates made affordable through a federal subsidy. Report includes information on federal legislation, procedures for qualifying and applying for NFI, and floodplain regulations. (35pp.)

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Notice:

The NACoRF, EPA Resource Recovery seminar scheduled for Nov. 3-4 has been cancelled. Other seminars are being planned for Denver in January and Orlando, Fla. in April.

costs and humane treatment.

After the panels on community corrections and community acceptance and community alternatives for the sentenced offender, participants attended workshops to develop policy recommendations. The following recommendations were presented to the full assembly on its final day. In some cases, brief summaries of pertinent comments about the recommendations were made on the floor. Discussions that followed are not included in this article, but will be included in the completed proceedings. It should be noted that these are the recommendations of the assembly and are not necessarily endorsed by any of the sponsoring organizations or by NACo.

COMMUNITY CORRECTIONS AND COMMUNITY ACCEPTANCE

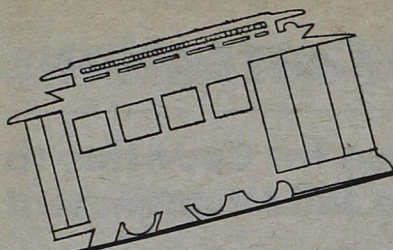
Workshop participants identified four points which it considers to be important to the issue, although it should be noted that consensus was not reached on these points:

- Keep the offender in his or her community, although the term "community" must be defined.
- The local unit of government must be responsible for the program, although again, the nature and extent of this responsibility must be defined.
- Community resources must be involved.
- A range or network of services must be provided as part of any community-based correctional program. Again, the nature of the term "services" must be defined.

COMMUNITY ALTERNATIVES FOR THE SENTENCED OFFENDER

- Alternatives should be provided to all offenders. No crime should be automatically excluded from consideration, and each case should be decided on its own merits.
- More attention should be given to pretrial sentence investigation, so that judges will have all pertinent data necessary for making the decision.
- Judges and legislators should spend on night in jail so that they might be sensitized to the problem and better understand the need for alternatives to incarceration.
- Incentives should be developed, including monetary incentives, so that those on the bench will use alternatives and will be rewarded for their use.
- Volunteers and volunteer bureaus should be used in conjunction with sentencing alternatives.

Criminal Justice Program, NACoRF



CETA staff and elected officials should plan on attending: **THE SIXTH NATIONAL MANPOWER CONFERENCE**

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

**FAIRMONT HOTEL
SAN FRANCISCO**

December 11-14, 1977

Workshops (for elected officials, program directors, and CETA staff):

PSE Management
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Youth Programs
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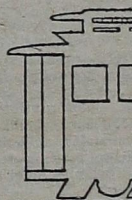
Business Session:

Election of officers of the National
Association of County Manpower
Officials.

Regional Caucuses

General sessions with key
congressional representatives, staff
and Administration officials
speaking on:

CETA Re-Enactment
Welfare Reform
DOL Policy



Conference Registration/Hotel Reservation Form 1977 NACo Manpower Conference

- Delegates to NACo's 6th Annual Manpower Conference can both pre-register for the conference and reserve hotel space by filling out this form.
- Please use one form for each delegate who registers for the conference.
- Conference registration fees must accompany this form and may be personal checks, county voucher or equivalent...**make check payable to National Association of Counties.**
- Housing in conference hotels will be available only to those delegates who pre-register.
- Return to: NACo Conference Registration Center
P.O. Box 17413, Dulles International Airport
Washington, D.C. 20041

Deadlines:

All requests for hotel reservations must be received at the NACo Conference Registration Center by Nov. 16.

All Advance Conference Registrations must be postmarked no later than Dec. 2. After Dec. 2 you must register on-site at the hotel and there will be an additional \$10 charge per registrant.

Refunds of the registration fee will be made if cancellation is necessary, provided that written notice is postmarked no later than Nov. 25, 1977

Conference Registration Fees: \$65 (Advance) \$75 (On-Site)

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Enclose check, county voucher or equivalent.

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Suites available upon request. 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 above address.

NACMO Report

by Dave Goehring
Montgomery County, Md.

This is the third in a series of articles on activities of the National Association of County Manpower Officials (NACMO) designed to improve communications within the organization. Hopefully, my regular reports will promote more active participation. The NACMO board held its meeting in July in conjunction with the NACo Annual Conference in Wayne County, Mich.

IMPACT OF WELFARE REFORM ON CETA

Those at the board meeting were briefed on the new youth bill, Labor-HEW appropriation conference targeting \$693 million for youth summer, and on welfare reform. Following the discussion on welfare reform proposals, the board agreed that this issue requires great attention and will have serious impact on CETA. Since the Administration welfare reform proposals include restructuring of CETA, board members were advised of the opportunity to participate in field hearings on welfare reform which are to be held in the near future. You should be in contact with your NACMO regional representative as to the time and place of these field hearings.

CETA REENACTMENT IS KEY ISSUE

Steve Balog reported for Pat Moore, chairman of the NACMO Issues Committee, and asked that the committee receive further clarification and direction from the board.

It was suggested that the most immediate issue would be preparation of position papers for CETA oversight hearings and CETA reenactment. An outline of topics might be developed by the committees identifying the elements which make CETA successful and the elements which create problems. This then could be circulated to CETA prime sponsors for the consideration in preparing oversight testimony. The board stressed the need for positive local data, model programs, and indicators of success. Finally, it was suggested that NACMO's regional representatives take responsibility for signing up elected officials in their areas as early as possible for oversight hearings.

MANPOWER CONFERENCE COMING TO SAN FRANCISCO

CETA reenactment and welfare reform will be the two major topics of NACMO's Sixth Annual Manpower Conference to be held at the Fairmont Hotel in San Francisco Dec. 11-14.

In preparation for the business meeting, to be held in conjunction with the conference, the NACMO Elections and Membership Committees met in a joint session and reported out the following recommendations to the board:

- NACMO members must be present and registered for the annual conference in order to vote. This will encourage the active involvement and participation of all members and create a healthier, more powerful, and more truly representative organization.
- Individuals may cast single votes only. A consortium director may cast a single vote on behalf of a single county within the consortium. Additional consortium representatives present and registered may cast votes on behalf of remaining counties within the consortium on a one vote per person, per person per county basis. This will simplify the voting process, guarantee accuracy in counting votes, and make immediate verification of the count possible.
- The Elections Committee will handle credentials at the annual conference. Decisions of the committee will be final and may not be overturned by the board.
- Voting members will be grouped by region, convention-style, and separated from nonvoting members during the business session at the annual conference.
- These credentials and voting procedures will be written up for board action well in advance of the NACMO annual conference and, following board approval, will be published and widely distributed to prime sponsors well in advance of the conference.

REGIONAL REPORTS

Reports from regional representatives confirm the interest of manpower directors in the jobs delivery component of welfare reform—especially Regions II, VI, and VII. Other concerns were the relationship with prime sponsors in Region I; civil service status of local manpower staff in New Jersey in Region III; increased categorization under CETA in Region III; formula allocation in region IV; relationship between prime sponsors and regional office in Region V; relationship with Colorado State in Region VI; and new retirement regulations and youth legislation in Region IX. In Region X, the concerns are Davis-Bacon, the delay in implementing new youth programs, the federal government's multiple monitoring of PSE reallocation threats, federal ban against outstationing PSE enrollees, and federal requirement that administrative costs be charged to Oregon's 5 per cent grants under Title I.

KANSAS CITY BOARD MEETING

Other committee reports, including those from the Ethics and Constitution Committees, were presented to the board in Wayne County and upon by the board in its meeting in Kansas City, Missouri on Sept. 13. A detailed report on this board meeting will follow.

A welcome should be extended to Art Lewis, Wayne County manpower director, who has been appointed to serve as the representative to the NACMO board until elections are held in San Francisco.

Prime sponsors are invited to attend the Interstate Conference of Employment Security Agencies meeting in Washington, D.C. on Oct. 10-11. Be alert to oversight hearings and welfare reform meetings at the regional office. Contact your NACo representative for additional information.

Again, I remind each of you if you have any concerns which you think the association can assist you with, please make them known to your NACMO regional board representative.



COUNTY HEALTH VIEWS—From left, Dr. Bill Elsea, Fulton County, Ga. health director, and Dr. Richard Berry, Kansas City, Mo. health officer, discuss with Dr. Delano Meriwether of HEW's Center for Disease Control local health experiences during the swine flu program last summer.

'Counties Can Handle Immunizations'

WASHINGTON, D.C.—County health departments faced the challenge of a nationwide immunization campaign and succeeded, William Elsea, health officer and director of the Fulton County (Ga.) Health Department told a House oversight subcommittee on the national influenza immunization program Sept. 16.

Furthermore, county health departments are able to successfully carry out such programs in the future, he said.

Dr. Elsea asked for better under-

standing of the financial burden that is picked up by county health departments at the expense of locally budgeted public health programs. Elsea is vice president of the National Association of County Health Officers, a NACo affiliate.

He also expressed concern that there would be a long range "negative impact" from the swine flu episode that will make the American public feel there is "no real danger of outbreaks of preventable diseases" and therefore they will not immunize children.

He warned, "Of the 52 million American children under 15 years of age, 20 million are not properly immunized against polio, measles, rubella, tetanus, diphtheria and whooping cough," and assured the subcommittee that there are resources and "know how" for immunization.

The doctor concluded: "The national swine flu program demonstrated that state and local health agencies have the capability to rapidly gear up to carry out a national immunization program."

Agencies Join to Assist Rural Poor

ALBIA, Iowa—While many government programs must serve too many people on too few dollars, the Farmers Home Administration (FmHA) has had trouble spending even a third of its funds for a loan program to rehabilitate the homes of low-income people living in rural areas.

But a small experiment in five south-central Iowa counties that has linked anti-poverty workers with FmHA's loan officers could help, along with the renewed national effort called for by FmHA's Gordon Cavanaugh to speed up the loan application process.

For fiscal 1976 Congress appropriated \$25-million for the home loan program nationwide—of this, FmHA made only 3799 loans totaling \$8.2 million. In Iowa, the FmHA made 65 loans worth \$79, 280, leaving \$230,710 allotted to the state untouched.

A MAJOR reason for FmHA's poor track record in the past has been an inability to find and communicate with its most common home loan customers—the rural elderly.

"No one has ever found out how to get the elderly to come in our doors," said E.H. Scales, a FmHA representative in Monroe County. "Many elderly are low-income and they know it, but their kids don't know how much they have," he added. The elderly rural poor are typically prideful people, says Scales, and they don't like the notion of "hand-outs."

Under the home loan program, known among housing specialists as the 504 program, a person living in a rural area who owns a home but lacks the income to maintain it is eligible to borrow up to \$5,000 with a 1 per cent annual interest charge to fix it up. This sum must be paid back within 10 years. A person borrowing the full \$5,000 and taking 10 years to repay the loan would be charged about \$45 a month.

Take the case of Alice. It was over a half century ago that she and her husband put down roots in this

small town, nestled in the rolling farmland of south-central Iowa's Monroe County.

Part Cherokee, Alice had long ago left a Wisconsin Indian reservation for Chicago where she eventually married, then followed her husband's workpath to other industrial cities along Lake Michigan. The illness of her mother-in-law brought them to Albia in 1921.

ALICE, 80, lives alone in a stucco house near the railroad tracks on the edge of town. She lives on a small Social Security check, reads the Bible daily, and says of herself, "I'm 80—I'm not over the hill yet, but I'm climbing."

Like many poor and elderly across the country, Alice was hard hit by last winter's severe cold weather. Her fuel bills for propane gas reached the \$80 mark, while the heat escaped through her uninsulated windows and walls.

But unlike many in her situation, Alice took advantage of the FmHA's 504 program and borrowed \$2,000 to insulate her attic and walls, adjust her furnace, and switch over from propane to natural gas. Her fuel bills hover under \$30 now, enabling her to meet her monthly loan payment of \$18.

What makes Alice's case unique, and in the eyes of the people involved with the 504 program exciting, is that she didn't have to initiate the 504 process; the FmHA came to her.

JOINING FORCES with the South Central Iowa Development Corporation (SCIDC), a non-profit corporation concerned with finding decent housing for low-income people, FmHA is conducting a small-scale experiment in the five southern counties of Monroe, Decatur, Wayne, Lucas and Clarke to more actively seek out those homeowners who need help.

The approach is simple. SCIDC, an offshoot of the South Central Iowa Community Action Program, provides a staff person to identify potential loan recipients through an

established community action network of people who work closely with the counties' low-income residents. In Alice's case, the man who delivered propane gas to her tipped off the SCIDC staffer about her housing needs.

After identifying a potential recipient, the SCIDC staffer then makes a house call to introduce himself, explain the home rehabilitation program and assess the type of work needed to see if it fits within the parameters of the 504 program. If so, and the homeowner wants to go ahead with the repair work, the SCIDC worker is authorized to help the applicant fill out the necessary forms right in his or her home, thus eliminating the need for a trip to the FmHA's offices.



After winterization help, Alice's fuel bill dropped from \$80 to \$30 a month.

Rural Caucus to Meet in Kentucky

Washington, D.C.—Rep. John B. Breckinridge (D-Ky.), chairman of the Congressional Rural Caucus has announced that the caucus will be holding the first in a series of conferences to focus attention on the nation's rural economy. Specifically, the conference will focus on identifying and meeting the credit needs of the small towns, cities, and counties of rural America, and the saving and creating of jobs throughout the private sector, with private funds.

The conference will take place Nov. 10 and 11 at the University of Kentucky in Lexington.

In addition to Congressional Rural Caucus members, including Kentucky Reps. Carroll Hubbard and Tim Lee Carter, federal policy makers scheduled to attend include: Alex Mercure, assistant secretary for rural development; Gordon A. Cavanaugh, administrator, the Farmers Home Administration; and officials from the Small Business Administration, Office of Management and Budget, Community Services Administration, the Farm Credit Administration, the Economic Development Administration, and the Appalachian Regional Commission.

The two-day meeting will focus on what government—federal, state, and local—can do in conjunction with private resources to bolster the economy by identifying private credit needs, the availability and delivery of private and public financial re-

sources to meet those needs, and the improvement of both the availability and the delivery of the necessary financing. These steps are aimed at stimulating the rural economy and creating jobs.

"For the first time we are bringing together the financial institutions of the private sector, federal, state, and local policy makers, and quasi-governmental group to thresh out financial problems facing America's small businessmen and farmers."

"We will also explore ways to strengthen and enlarge those businesses and their jobs and, more significantly, to create new and additional jobs for out-of-work Kentuckians through the financing of new legitimate enterprises," concluded Breckinridge.

The public is invited, and all inquiries should be directed to Rep. Breckinridge at his Lexington (Ky.) Office, 305 Court Square Bldg., 107 Cheapside, 40507. Telephone (606) 253-1501.

New Program to Seek Out Hard to Reach

Four States were named recently to participate in a joint federal agency program to develop better methods for delivering services to rural, "hard to reach," lower income persons seeking to participate in community development and housing programs.

The states selected are Illinois, California, Colorado and West Virginia.

The program is jointly sponsored by the Department of Housing and Urban Development (HUD), and the Farmers Home Administration (FmHA) of the Department of Agriculture.

Funding of the project, expected to run for two years, comes from FmHA, \$40 million, and HUD, \$3 million.

The interagency agreement was signed by Robert C. Embury, Jr., HUD assistant secretary for community planning and development, and Alex Mercure, USDA assistant secretary for rural development.

All work will be carried out by the states involved, and monitored by HUD and USDA in Washington and by representatives of FmHA and HUD field offices. Projects will include rehabilitation of housing, construction of new homes, winterization of dwellings, water and sewer projects, and other community development activities.

Each state will receive up to \$10 million from FmHA, and \$750,000 from HUD block grants and research funds to cover the cost of the two years of the demonstration.

Using federal funds, each state will furnish several employees to help FmHA process the loan and grant applications generated under the program. All the program work is to be done by state employees and locally-employed persons.

First step in the program is a training period for project employees, the training to be carried out by the states through their extension services.

Topobathy Maps

WASHINGTON, D.C.—"Topobathy" coastal zone maps in full color will be published by the U.S. Geological Survey and the National Ocean Survey.

The maps show both the topography of the land and features of the ocean bottom (bathymetry).

The maps are \$2 and are available from either agency.

Don't Shoot the Parliamentarian

When I became a registered parliamentarian I never suspected the kind of frustration I was letting myself in for. A parliamentarian is supposed to know, but can't share his knowledge until asked. He then gives advice, but no one is obliged to take it. (Of course, we think they would be well advised to do so.) But this does leave the parliamentarian in a state of agitation, especially when he is sitting in the audience. Then there is no way that anyone will listen.

So I'm glad of this chance to share some facts about parliamentary procedure with *County News* readers.

FIRST, LET'S talk about the need for parliamentary law, what its functions should be in an organization, and where *Robert's Rules of Order* fit.

In order to transact any business, an organization has to have some way to get the subject before the group (make a motion, introduce a resolution), to make it more palatable (amend it), to postpone discussion (postpone to another time, lay it on the table), to get more information (refer it to a committee), or, finally, to buckle down and make a decision (limit or end debate). The members then have to decide how many votes it will take to accomplish any of these ends. Should it take a majority, two-thirds, three-fourths? The same kind of vote for everything? Is debate allowed on every question?

Theoretically, any organization can set its own rules on all these issues but of course this can cause confusion when members attend meetings of other groups, from coun-

ty board to PTA to NACo annual meeting. In addition, it can take forever and still not make everybody happy. What is needed are some consistent rules and this, indeed, is where Gen. Henry M. Robert should be introduced.

WE MEET him first in 1876 when his *Pocket Manual of Rules of Order for Deliberative Assemblies* was published. This little book was the result of his discovery, in the course of his army travels, that societies of all kinds were springing up around the country—Americans still organize at the drop of a hat. The members, however, coming as they did from different states and backgrounds, were spending more time debating which motion to make first, rather than the substantive issues of what should be done.

Although he based his work on the rules of the House of Representatives, anyone seeking to understand congressional actions nowadays should not consult *Robert's Rules*. House and Senate each have their own rules which differ somewhat from each other, and Robert made adaptations to meet the needs of ordinary societies.

There is no doubt that General Robert had built a better mousetrap. He was immediately swamped with requests for the book and for further information and advice on numerous questions. Since then, most organizations have added to their bylaws the provision that *Robert's Rules of Order* shall be the authority wherever the organization has not adopted a rule of its own. (This implies, as it should, that an

organization can choose to differ with these standard rules when the individual situation requires it.) The latest edition—*Robert's Rules of Order, Newly Revised*—was published in 1970. In addition to the rules governing motions and debate, it covers nominations and elections, the composition of bylaws and other rules, duties of officers, boards and committees, conventions and mass meetings, and organization of a new society.

Unfortunately, many organizations, having made the obligatory bow toward *Robert's Rules*, promptly forget about it—how many of you own a copy of the book?—and go their own way until a crisis occurs. All too often, rules of some kind are then invoked as a last resort and the losers leave the meeting feeling sandbagged. Even more often, those who do use the rules pick and choose to suit their own ends, taking motions out of context and overwhelming

the opposition by an assumption of authority.

IF ALL MEMBERS understand and consistently use rules of order, then no one is going to leave a meeting feeling that something has been put over on him. When both sides can see how orderly and fair progress has brought about the result, then the loser will come back to try again. That's why it doesn't matter too much whether the motion to commit takes precedence (that's pre-CE-dence, please) over the motion to postpone to a definite time, or vice versa. As long as everyone agrees that it will be the same each time, every member knows what to expect and can plan (or plot) accordingly.

You can argue that certain rules seem illogical and no parliamentarian will dispute you. General Robert was the first to admit it, when he said, "Experience has shown the importance of definiteness in the

law....While it is important the assembly has good rules, it is important that it be not too many rules to govern its proceedings. And after 100 years, *Robert's* still seems to hold up fairly well."

Besides providing consistency the way a meeting is conducted, rules of order function to protect the rights of all members of the assembly. Basically, this means the right of the majority to make final decision, the right of the minority to have its views considered fully, and the right of absent members to know—more or less—what or cannot take place in their absence. Certain rules serve to do just these things and we'll talk about them next time.

Meanwhile, if you have a question, you can address it here at NACo.

—Joan
Registered Parliamentarian

DANGER ZONE

County Employees Need Hard Hats

So you thought maybe that working for a government agency might be a soft job?

So how would you feel about a punch in the nose? A kick in the chest? A stab in the arm? Or maybe you'd like to get your hair pulled out or be attacked with a tire iron?

For 162 Contra Costa county employees last year, working for the government meant meeting with violence at the hands of angry, distraught or desperate persons. Many of those citizens who have dealings with county personnel lash out against probation officers, social workers, medical attendants or sheriff's deputies when faced with a crisis.

Some of the incidents reported to county officials read like scripts for television shows. One sheriff's deputy fell off a small bridge and the suspect with whom he was wrestling landed on top of him. Another deputy ran down a hill after an escaping felon, hit a barbed wire fence, flipped over six times and slammed into a tree. To capture yet another escaped felon, a deputy tried the old kick-the-door-down routine and injured his leg.

THE INCIDENTS may often sound amusing, but to the injured person it means pain, inconvenience, and even time lost from work.

In recognition of their concern about injuries inflicted by clients on county employees, members of the Contra Costa County Board of Supervisors have approved a \$1,200 contract with Program Consultant Associates to run a training program in the management of violence and assaultive behavior.

Twenty-five persons from the county departments experiencing the most injuries have recently attended a week-long class. Those trained will hold future two-day sessions for employees in their departments, to prepare them to handle potentially dangerous situations.

Almost half of the injuries reported last year—74—were received by persons working for the county hospital and clinics, including mental health services.

One nurse was kicked in the head by a patient coming out of a semi-comatose state and another was kicked in the chest by a violent heroin overdose patient. An alcoholic patient even used his electric bed control to strike his nurse with the bed.

A PILE of hymn books were the ammunition used on an attendant in the county hospital's therapy department. The biggest weapon was a car used by a man to ram an attendant

who was trying to get the escaping girlfriend back into a room.

Sheriff's deputies filed 46 reports from encounters while on duty. Many of them were attacks by friends of persons being arrested, causing bites, bruises, cuts, scratches and other more serious injuries.

Probation employees are also in high injury class. Some of the injuries came from trying to break fights at the juvenile hall. Others were obtained when chasing youngsters trying to escape. As the employee who was kicked in the chest by two girls scaling the field fence. Two employees received eye injuries from chemicals plaster thrown at them.

Social workers also face untold hazards from disturbed persons. One was kicked in the pelvis with the boy boots of a mentally ill man who was trying to sneak her away from their foster parent. A social worker making a home visit was slammed against her car by a pursuesnatcher. And another suffered a cut eye and broken glasses when the shove of an irate person.

Howard Brownson, the county's safety officer, suggests that the violence may be due to the attitude towards the establishment. Many of the encounters are with persons who are poor or in trouble with the law, and their attitudes are understandably triggered by conflict.

BUT THE rising problem for county is probably due in part to the fact that more mental patients are being sent to the county for treatment and more felons are being detained by the sheriff.

Brownson said there has been little record-keeping in public agencies on client-caused violence. Individual incidents have no category that type of injury, so it is a problem for study.

He believes the key to decreasing injuries to county employees is to help them detect potentially violent persons and to be better prepared to handle such incidents.

"There is no single answer to the problem any more than there is to any human problem," Brownson said. His office is analyzing the problems that are more often in client-caused injuries. He hopes, will be clues to assist employees in doing their daily jobs safely—how to detect a dangerous client, how best to open a door to a client, or how to assist a client in completing a form.

Clerk's Corner

The members of the Board of Directors of the National Association of County Recorders and Clerks for 1977-78 are as follows:

1977-78

Harold "Pete" Mullendore, chairman, Pinellas County, Fla.
Harris G. Daniel, Osceola County, Fla.
Felima Gardner, Archuleta County, Colo.
Robert M. Gray, Shelby County, Tenn.
William Huish, Utah County, Utah
Stanley Kusper, Cook County, Ill.
William O'Neill, Beaver County, Pa.
D. Louis Parrish, Jr., Goochland County, Va.

1977-79

Bernice J. Conley, Jackson County, Mo.
Katie Dixon, Salt Lake County, Utah
Mary Jo Ellis, Scotts Bluff County, Neb.
Lucinda Keefer, Lake County, Mich.
Raymond H. Ott, Marathon County, Wis.
Ralph A. Swenson, Blue Earth County, Minn.
Roy A. Vercammen, Kern County, Calif.

1977-80

Marguerite Brenner, Johnson County, Kan.
E.D. "Bud" Dixon, Polk County, Fla.
Vera K. Gibson, Kern County, Calif.
Helen Hudgens, Coconino County, Ariz.
Doris Shropshire, Travis County, Tex.
Vaughn Smith, Ormsby County, Nev.
J. Mark Stewart, Guilford County, N.C.

NACo board representative, Marjorie Page, Arapahoe County, Colo.

REPORTS AVAILABLE

Local elections officials may obtain free copies of three reports on voting systems from the Federal Election Commission's Clearinghouse on Elections Administration. The reports, part of the clearinghouse's study of 10 available and five experimental voting systems, are on voting systems, voting system legislation, and state legislative guidelines (the latter two reports are intended primarily for use by state legislators and their staffs). To order any of these reports, contact Dr. Gary Greenhalgh, Director, National Clearinghouse on Elections Administration, FEC, 1325 K Street, NW, Washington, D.C. 20463, (toll free) 800/424-9530.

OFFICERS ELECTED

The Idaho Association of County Recorders and Clerks elected their 1977-78 officers at the association's annual conference this summer. The new officers are: president, Mike Kunz, Franklin County; vice president, Victoria White, Shoshone County; and secretary-treasurer, Elaine Johnson, Caribou County. The association's past president is Virginia Ricketts of Jerome County.

Robert A. Platky
New County, USA center
NACoRF



Handicaps No Bar to Employment

Local officials concerned with setting up and implementing programs in their counties to improve employment opportunities for handicapped persons will find several resources available from the U.S. Civil Service Commission.

Two new publications offer guidance on ways to ensure that valuable abilities and skills possessed by handicapped applicants and employees are recognized and fully utilized. Both are available without charge from the commission's regional offices or from the U.S. Civil Service Commission, BIPP/PM1S, 1900 E Street, NW, Washington, D.C. 20415.

Employment of the Handicapped in State and Local Government: A Guide for General Program Implementation. This 21 page booklet discusses ways to overcome artificial barriers that prevent hiring, proper placement and effective utilization of the handicapped. Topics covered include job analysis, jobs adaptation, modification of work sites and equipment, active outreach recruiting, fair administration of examinations, modification of selection and placement procedures, and post-employment considerations such as follow-up of placements and training opportunities. The booklet also identifies outside resources such as vocational rehabilitation agencies, state employment services, veterans' organizations, and committees on employment of the handicapped, and offers suggestions for working cooperatively with such groups. (BIPP 152-82)

Employment of the Handicapped in State and Local Government: A Guide to Specific Disabilities. This 14 page companion booklet to the above guide is written for supervisors, coordinators, and others who work directly with handicapped employees. Case studies of successfully placed employees illustrate job possibilities for people who are blind, deaf, mentally retarded, or who have other physical handicaps. (BIPP 152-83)

The Civil Service Commission has also produced a one-day training course entitled "Successful Supervision of Handicapped Employees." The program, which combines audiovisual segments with individual exercises and small group discussions, includes a student workbook, leader's guide, and eight slide/tapes. Using these materials, workshops can be conducted in-house by persons without specialized training or subject matter expertise.

For further information on specific course content or how to use the package, contact the Office of Selective Placement Programs, Bureau of Recruiting and Examining, U.S. Civil Service Commission, 1900 E Street, NW, Washington, D.C. 20415; phone (202) 632-5687.

To order the training package, send check or money order for \$58, payable to National Archives Trust Fund (NAC), to Sales Branch, National Audio-Visual Center (GSA), Washington, D.C. 20409; phone (301) 763-1891.

EB Triggers On

During the week of Aug. 29, the national insured employment rate (IUR) rose to 4.5 per cent, triggering on the unemployment insurance extended benefits program (EB). The EB program provides an additional 13 weeks of UI benefits to individuals who have exhausted their regular 26 weeks of benefits. Extended benefits provide payments during the 27th-39th week of unemployment.

The EB program triggers on nationally when the average IUR for the preceding 13 weeks is 4.5 per cent or greater. The program ended July 29 in 35 states when the IUR dropped below 4.5 per cent.

Continued from page 4.

was "thankful when he could find a slumlord."

Perhaps the clearest indictment of rent control is the refusal of the federal Department of Housing and Urban Development—in buildings it has insured or subsidized—to abide by local rent control. HUD pre-empt local controls to preserve its "economic interest," and the courts have upheld the department. That means developers with federally insured mortgages can use Uncle Sam as a lever to raise rents, leaving developers with conventional financing to fight on their own.

ONE REASON rent control is so infernally hard to remove is that once controls are lifted, landlords inevitably rush to raise rents to profitable levels, causing immense hardships (because of the rapid increases) for blue collar workers, the elderly and persons living on public assistance.

It's likely to be some time until the supply of rental units catches up with demand particularly in today's world of sky-high interest rates. In Europe, the worst effects of rent control are generally alleviated by constant government construction of middle- and low-income housing. Subsidized housing in this

country is minor in comparison.

As the economic picture in this country brightens, however, the housing outlook for lower-income people may brighten in non-rent control cities as the private market builds more units for the more affluent, who in turn move out of adequate housing that then "trickles down" to the working classes.

There is some hope now for families in real need of housing assistance in the federal government's so-called Section 8 housing subsidy, which pays the difference between 25 per cent of their income and what's considered the fair rent for their area. The program—which has already fi-

nanced 400,000 units, with HUD requests for 138,000 more in the next budget—assures builders and landlords steady rent and lets them increase rents to cope with inflation.

But even the Section 8 program won't help much if rent control prevents an expansion of the housing stock.

So the message for localities is crystal clear. For those with rent control, phase out the program as quickly as possible. For those who haven't yet ventured down the prime path of controls: don't.

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Announcing

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Sponsored by the National Association of Counties

Marina Del Rey* Hotel
Los Angeles, California

November 12-15, 1977

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Who should attend? Elected officials, CD staff and officials from cooperating jurisdictions.

What will be offered? General sessions, workshops, roundtable discussions, including:

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- Administrative changes in CD & housing—top HUD officials
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- Working with neighborhood organizations
- Spotlight on rehabilitation
- Urban county performance in CD

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*Marina Del Rey is a highly successful redevelopment project of Los Angeles County

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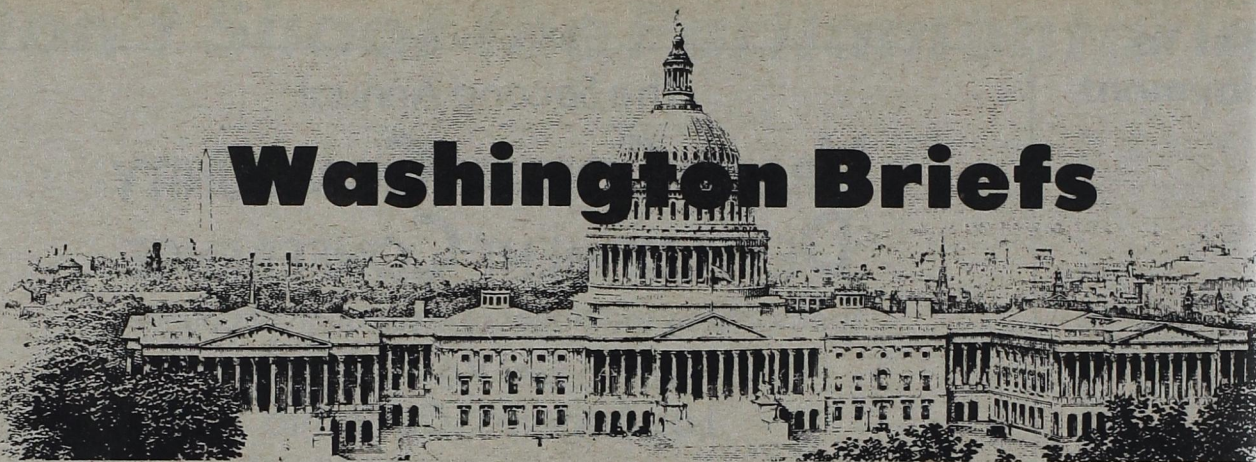
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Reservations must be made Nov. 1.

Areas Pay Price for Rent Control



Washington Briefs

• **Community Development.** A House-Senate conference committee approved a compromise three-year extension of the community development block grant program, H.R. 6655. Final congressional action is expected by Sept. 30. See page 1.

• **H.R. 7200.** Senate Finance Committee Sept. 29 markup separates Social Security financing amendment from H.R. 7200. Moynihan fiscal relief remains, changing formula to one-half revenue sharing, one half direct relief. Deliberations continuing Sept. 30.

• **Water Pollution Amendments.** Still no word on date of House-Senate conference. House conferees not named yet. House staff is working on language to amendments contained in Senate bill, but not in House bill. See page 2.

• **Indochinese Refugees.** Last minute announcement by HEW that October funds will be available for program expiring Sept. 30 indicates agreement between Congress and the Administration to extend the program. See article page 3.

• **Community Action Agencies.** H.R. 7577 reauthorizing community action programs was approved by the House Education and Labor Committee. As urged by NACO, the committee voted to eliminate a proposed requirement that 5 per cent of the local share be a cash match. The bill now returns the federal/non-federal share to 80/20 and continues to allow in-kind contributions for the non-federal share. The committee leadership is uncertain H.R. 7577 will be considered by the full House before the year-end recess.

• **Social Security.** House Ways and Means Committee began markup of the Social Security subcommittee recommendations for H.R. 9346 on Sept. 27. NACO opposes the provision requiring mandatory coverage of state, county and city governments. See page 1.

• **Labor Reform Package.** House Education and Labor Committee completed markup of H.R. 8410, which is expected to go before the House floor this week. Senate human resources subcommittee completed hearings on S. 1883, which goes to full committee markup soon. The

reform package which Congress plans to enact this year does not include repeal of state right to work laws [Section 14(b)] of the Taft-Hartley Act on mandatory coverage of state and local employees.

• **Highways and Transit.** NACO will testify Oct. 11 before Senate Public Works Committee on extension of federal-aid highway act and trust fund. House surface transportation subcommittee continues its hearings. Rep. Jim Howard (D-N.J.) has introduced a comprehensive surface transportation proposal, H.R. 8648. It includes a \$2 billion bridge program, increases for interstate, primary and secondary roads, and increases for all sections of the urban transit program. It adds a new transit program for rural areas at \$150 million annually. NACO has completed a section-by-section analysis of the bill. Contact Susan Thornhill at NACO for a copy.

• **Labor-HEW Appropriations.** The House voted down Senate language on the controversial abortion provision of the fiscal '78 money bill. House-Senate conferees are back in session and are expected to break

their deadlock before the start of the new fiscal year.

• **Withholding Taxes.** House passed H.R. 8342 requiring the federal government to withhold local taxes from federal employees who are residents of counties or cities, but are employed elsewhere within the state.

• **Payments-in-Lieu.** Checks dated Sept. 30, are scheduled for mailing this week by the U.S. Department of Interior to more than 1600 counties to implement the Payments-in-Lieu of Taxes Act, P.L. 94-565. A total of \$100 million in payments to counties is being made to recognize the local fiscal burden for the tax immunity of federal natural resource lands. Like property taxes, these funds may be used by counties for any governmental purpose.

• **Aircraft Noise.** The House aviation subcommittee has completed markup of H.R. 8927, a revised aircraft noise bill introduced by Rep. Glenn Anderson (D-Calif.). The Committee on Public Works and Transportation is expected to begin its markup of the proposed legislation within the next several weeks. The subcommittee accepted an amendment offered by Rep. Norman Mineta (D-Calif.) which would make funds available to local governments which are impacted by aircraft noise for the purpose of planning for noise abatement.

• **Health Funds.** At press time, House-Senate conferees considering

the fiscal '78 HEW appropriations were still unable to resolve dispute over anti-abortion provisions in the bill. The overwhelmingly voted to pass federal funds for abortions. Senate's version is more permissive.

• **Hospital Costs.** Senate Resources Committee issued a committee print containing its version of the Hospital-Cost Containment Bill (S. 1391). The bill must be acted by the Senate Finance Committee which shares jurisdiction over the bill. The House jurisdiction of containment (H.R. 6575; H.R. 812) bogged down in both Ways and Means and House Commerce committees. Passage of a hospital containment bill this year doubtful.

• **Juvenile Justice and Delinquency Act.** Both the House and Senate have agreed to authorize extension of the Juvenile Delinquency Act for three additional years (H.R. 6111 and S. 1391). Measure now goes to White House where signing is certain.

• **LEAA.** White House has Congress to rescind \$2.7 million budget authority from LEAA funds not used by state and local governments and which remained unspent for three years. Passage seen likely. Fiscal budget and projects will not be funded. Net result is to remove from the pipeline which could have been reallocated.

Job Opportunities

Director of Health and Welfare. San Mateo County, Calif. \$40,152-50,196. Responsible for the administration of all activities of the county Health and Welfare Department, including mental health, public health and social services. Choche Community Hospital and Crystal Springs Rehabilitation Center Department has an operating budget of approximately \$98 million for fiscal '78 and has over 1800 budgeted positions. Requirements: possession of or eligibility to obtain California license to practice medicine; progressively responsible high level administrative experience in a public health, welfare, or human services department or as a chief administrative officer of a large accredited hospital. Application to and information from, by Nov. 7, Personnel Department, San Mateo County, 590 Hamilton, Redwood City, Calif. 94063.

Director of Department of Corrections. Prince George's County, Md. \$28,621-38,314 commensurate with experience. Responsible for all aspects of correctional administration employing a staff of 175 which serves an inmate population of approximately 400. Responsible for general operations and management of a support services division; for the administration of detention facilities and maintenance services to the detainees; for special programs such as work release, pre-trial release, pre-release and community diversion projects, such as halfway houses and drug abuse centers. Requires bachelor degree (master's preferred) in corrections, criminology, sociology, public or business administration, plus extensive experience in the administration and operation of a correction and rehabilitative facility; or an equivalent combination of education and experience. Resume to: Prince George's County Government, Office of Personnel, County Administration Building, Room 5180, Upper Marlboro, Md. 20870.

Employment and Training Program Director. Gloucester County, N.J. \$20,000-23,500. Responsible for planning, organizing and directing an effective and comprehensive employment and training (CETA) program for a county (pop. 187,400) located near the Philadelphia metropolitan area. Annual program of \$8 million, staff of approximately 40. Requires bachelors degree in public or business administration or related field, and four years full-time experience in responsible supervision of manpower programs or similar government management experience. Resume to: Personnel Director, Gloucester County, Courthouse, 1 N. Broad St., Woodbury, N.J. 08096.

Chief Administrative Officer. Washtenaw County, Mich. \$30,000 to \$40,000. Responsible to the commissioners for the overall management and administration of all county departments not headed by an elected official, and coordination of all county agencies and offices. He/she shall provide technical support and policy assistance to the board of commissioners. Requires bachelors in public or business administration or related field; eight years of progressively responsible related experience, or masters degree in public administration or related field and five years experience in public administration. Resume to: Washtenaw County, Personnel Department, Main and Huron Streets, P.O. Box 8645, Ann Arbor, Mich. 48107.

Director, Office of Planning and Zoning. St. Louis County (Duluth), Minn. Salary negotiable. County of 7000 square miles and 220,000 people seeking administrative head of department with staff of 21 and budget of \$355,000. Position requires masters in planning or public administration, plus five years increasingly responsible experience; or bachelors degree and seven years, which should include two years with primary responsibility for comprehensive plan development, at least three years should be in a supervisory position. Apply by Oct. 31 to Commissioner William Kron, Board of County Commissioners, St. Louis County Court House, Duluth, Minn.

County Administrative Officer. Del Norte County, Calif. \$31,200. Responsible for centralized management of all county departments, and operating budget of \$10.8 million with 280 employees. Appointed by five-member board of supervisors. Requires minimum of three years as municipal manager or five years as assistant. Resume by Oct. 11 to: County Administrative Office, 450 "H" St., Crescent City, Calif. 95531, (707) 464-3101.

Chief Administrative Officer. New Castle County, Del. pop. 410,000. \$32,000. Appointed by and reports to county executive who is elected for four-year term to 1981. Over \$46 million operating budget; 1,400 county employees; seven-member council. Directs all county operations and is responsible for preparing capital and operating budgets. Must be experienced in all

aspects of local government with appropriate educational background. Prefer M.P.A. or M.B.A. and four years' experience or equivalent in city or county management. Resume to: County Executive, New Castle County, City/County Building, 800 French Street, Wilmington, Del. 19801.

Deputy Human Service Administrator. Department of Health and Social Services, Dane County, Wis. \$2910 per month starting. Overall coordination and management of highly centralized department operations with the regionally decentralized county/community/provider management of the human service delivery system; development of a communications network that assures responsiveness in meeting and accurately identifying the human services needs of citizens; development of the division's budget request; administers the division's legislative program; identifies and plans for federal, state and private resources which provide human services at the community level. Requires knowledge of state program budgeting and financial accounting and computer concepts; current management principles and methods including cost effectiveness analysis and public financial management. Detailed resume to: Jeanne Neesrig, Department of Health and Social Services, Room 743, One West Wilson Street, Madison, Wis. 53702, (608) 266-5476.

Personnel Director. Lane County, Ore. \$22,400-29,950. Plans and administers county labor resource management activities in the areas of recruitment, referral and manpower planning; compensation and benefit administration, safety, health and accident control management training and development; and labor relations. Requires graduation from a four-year college or university with major emphasis in personnel administration, labor relations, business, or applied human behavior, plus four years of personnel administration experience—one year of which at a policy developing management level; specific background in labor law; or any satisfactory equivalent combination of experience and training. Certification as an Accredited Personnel Manager (APM) or Accredited Executive in Personnel (AEP) by the American Society for Personnel Administration desirable. Resume to: Lane County Personnel, 125 E. 8th, Eugene, Ore. 97401.

Minimum Wage Bill Approved by House

WASHINGTON, D.C.—A minimum wage bill that increases the wage rate from \$2.30 an hour to \$2.65 an hour effective Jan. 1, has passed the House. Prior to the 309-96 vote, the House dealt some blows to organized labor by voting down minimum wage increases tied to average wage rates, by exempting more than 3 million currently covered workers in small businesses from any minimum wage requirements, and by refusing to liberalize the wage standards for waiters and waitresses receiving tips.

County employees are exempt from the requirements of federal minimum wage legislation. The U.S. Supreme Court, in the case of National League of Cities vs. Usury, declared the extension of such requirements to states and their political subdivisions unconstitutional. (Counties may be required to pay the federal minimum wage in some federal grant funded programs. The federal agency may impose this as a condition of the receipt of the grant.)

The bill requires the minimum to

be raised to \$2.85 on Jan. 1, 1980, and \$3.05 on Jan. 1, 1981. The bill would exempt any company with annual sales of less than \$100,000 from having to pay the minimum wage was introduced by Rep. Pickle (D-Tex.). The present minimum is \$2.50.

Another labor defeat came as efforts to liberalize minimum wage requirements for workers receiving tips. Under the current law, an employer has to pay a worker receiving tips 50 per cent of the minimum wage. Labor advocates sought a change that to two-thirds of the minimum by 1981.

Labor supporters did not defeat a proposal by Rep. Cornell (D-Wis.) and Paul (D-Ill.) to set a subminimum for youth under 19 years of age. 85 per cent of the minimum during their first six months of employment. Speaker Thomas (D-Mass.) cast the tie-breaking vote to beat the proposal.

The Senate has yet to act on version of the minimum wage