

COUNTY NEWS

Vol. 6, No. 45

Nov. 18, 1974

Our Prayer...
The Wisdom to Know
and the Courage to Defend
the Public Interest

Washington, D. C. 20006



Steve Paradise (left), Assistant Council for the Senate Committee on Banking and Currency, discusses mass transit problems with John Spellman, County Executive of King County (Wash.) at last week's Elected County Executive meeting. (See page 2 for wrap-up story on mass transit legislation.)

Open Letter To The President

Dear Mr. President:

All of us in the National Association of Counties were delighted with the cross-section of American private and public leadership which you assembled during the first days of your administration. In particular, we believe your discussion with the national county leadership on August 15, 1974, was an honest and productive sharing of problems and solutions.

NACo's leaders have repeatedly commended the openness of your administration and have worked with you in getting at some of the nation's basic problems. We also stand by our August commitment when we said we would still support you once the "honeymoon was over."

That now seems to be the case. You have an enlarged Democratic Congress with which to deal. The problems that were very grave in mid-August are much worse as we approach Thanksgiving.

We admit that we don't have all the answers, but we do have clearcut ideas of what ought to be done about the energy crisis, the runaway inflation and sharply rising unemployment.

We strongly sense, however, that the country demands more forceful actions than we have so far taken. That sensitivity comes from first hand experience at the ballot box. Some people are talking about wage and price controls; others about revision of the tax structure, rationing of gasoline, reduction of interest rates, and an entire host of controversial solutions.

Frankly, we get the general impression that your earlier program to control the inflation doesn't seem to have captured the imagination of the American people.

In plain fact, we at the county government level have a special interest. Our counties collectively spend about \$30 billion a year and have one and a half million employees. We receive a significant percentage of our budgets through federal grants-in-aid, general revenue sharing, and other transfer of funds from the federal to the local treasuries.

We fear the approach to solving inflation and unemployment will be to cut back only on federal spending without taking more meaningful steps to control business and other aspects of American life.

We know that you have under consideration a variety of federal budget cutbacks. We know that some in your administration have been counseling you to eliminate general revenue sharing.

We do hope that there will be some aggressive national leadership on the part of both the Administration and Congress to affirm America's confidence that we are getting on top of the twin problems of runaway inflation and rapidly rising unemployment.

Again, if our elected county officials are correctly assessing the views of their local citizens, then we believe the time is now for very strong national leadership. County officials and citizens generally will support aggressive leadership if it offers some hope of solving these agonizing national problems.

You can count on counties to do their part.

Bernard F. Hillenbrand
Executive Director

Lobby Lame Duck Congress Truckers Pushing Weight Increases

The trucking industry plans a new assault on Congress during the lame duck session to push through an increase in allowable truck weights.

The new argument is that such a move would increase productivity and help to fight inflation.

The American Trucking Association has sent a recently passed resolution to each member of Congress which states, "... That after serious and thorough study, we find the greatest bar to increased productivity in our industry to be the outmoded and unjustifiably lower limits on the size and weight of a motor vehicle which may be operated on the Interstate Highway System".

Despite an overwhelming defeat of increased truck weights in the House last summer, the truckers are hoping that a recent Senate-passed bill can be the legislative vehicle to slip the provision through in the House of Representatives.

The Senate bill, S.3924, provides for several minor changes in the federal aid highway program and includes a section allowing states to increase single truck axle weights from 18,000 to 20,000 pounds, double axle weights from 32,000 to 34,000 pounds and maximum gross weights from 73,000 to 80,000 pounds.

NACo consistently has opposed increased truck weights because of the cost impact on local roads and bridges.

Various studies have pointed out that deterioration of pavements can be accelerated from 25 to 40 percent as a result of the proposed weight increases. Not only will road maintenance costs jump significantly but pavements will have to be reconstructed much earlier than planned.

Few bridges, even on the interstate system, are designed to handle the higher proposed truck weights. The situation is particularly critical for county bridges. A large percentage of these bridges already are listed as structurally deficient for even smaller vehicles.

The Board of Directors of the

National Association of County Engineers (NACE) reiterated its opposition to S.3924 in a recent resolution which states:

"Whereas, It appears to the National Association of County Engineers Board of Directors that the Congress of the United States has before it certain bills which would allow an increase in the overall weight limits of trucks on interstate highways,

Whereas the origin of all trucks is on local, county and state highways prior to entering the interstate highway,

Whereas the present system of local, county and state highways contain roads and bridges that are now deemed adequate for present loadings but are not designed to carry the proposed heavier loadings,

Whereas the proposed heavier truck weights would cause significant structural damage to roads and bridges,

Whereas this structural damage would jeopardize the safety of the traveling public and cause large expenditures of tax monies to be spent for repair and maintenance of these local, county and state highways as well as the interstate highways,

Whereas expenditures for maintenance and restoration of damages caused by excessive loadings would further deplete already inadequate funding for the highway systems,

Now Therefore, Be It Resolved, by the Board of Directors of the National Association of County Engineers that the Congress of the United States defer any legislation which would increase the overall weight limits of trucks on any highway system until such highway system be adequately constructed and financed to provide for such overweights."

(Continued on page 4)

New County Times Inside

Mass Transit Bills Snarled in Hill's Web

Congress has had the issue of federal assistance for mass transit before it for the past two years.

S.386, passed last year in different forms by the House and Senate would have provided a two-year \$800 million program of operating assistance for mass transit systems. Although a conference committee agreed on a final bill in December 1973 it was not reported to the House or Senate for fear of a veto by President Nixon.

In February the Administration proposed a new comprehensive bill, Unified Transportation Assistance Program. The bill authorized \$11.7 billion to be used for capital and operating costs. Hearings were held by the House and Senate Public Works committees.

In March S.386 was reported from conference, but was held up in the House Rules Committee, pending the drafting of a comprehensive bill by the House Public Works Committee.

A jurisdictional battle has clouded the transit issue in the House. Traditionally, mass transit has been handled by the Banking and Currency Committee, and highways have been handled by the Public Works Committee. Since the Administration's original proposal had provisions relating to highways, it was referred to the Public Works Committee.

The House Public Works Committee eventually reported a comprehensive bill, H.R. 12859 which was approved overwhelmingly by the House Aug. 20. The Senate Banking, Housing and Urban Affairs Committee scheduled no hearings on the House-passed bill.

Instead the leadership of the Senate committee decided to reconvene the Conference Committee on S.386.

A new conference report on S.386 was filed Oct. 4. It is a comprehensive rewrite of the original S.386 which provided only for operating subsidies. The House Rules Committee has postponed action on the rule for the Conference Report until Congress returns. A jurisdictional question was raised before the Rules Committee by members of the House Public Works Committee which wrote H.R. 12859 but had no part in S.386.

PENDING LEGISLATION

S.386 — House-Senate Conference Bill (As Reported Oct. 4) — Authorizes \$11.8 billion mass transit funding for fiscal '75-'80; \$3.975 billion operating subsidy/capital grant (local option); \$7.325 billion capital grant (extends existing UMTA discretionary grant program); \$500 million rural support.

Operating Subsidy/Capital Grant (total of \$3.975 billion); FY '75 — \$300 million; '76 — \$500 million; '77 — \$650 million; '78 — \$775 million; '79 — \$850 million; '80 — \$900 million.

Distribution of Operating/Capital Funds: Direct to designated recipient in urbanized areas over 200,000; to the state for urbanized areas under 200,000 and rural areas. Formula: 50 percent population of urbanized area; 50 percent density. Capital Grants (total of \$7.325 billion) — average of \$1.2 billion per year; funds will be discretionary, similar to current UMTA program.

MATCH — 50 percent Federal, 50 percent local if used for operating subsidy; 80 percent Federal, 20 percent local if used for capital purchase, "Hard" Match — not more than 50 percent of the operating deficit may be funded from this money.

H.R. 12859 — Federal Mass Transportation Act of 1974 (House-Passed Bill) — Provides \$11.6 billion for six years — FY '75 through '80 and establishes four categories of mass transit assistance to state and local governments for financing construction and operation of facilities and equipment.

Category A — authorizes \$5.9 billion (58 percent of total funding) for construction and operation of mass transit facilities in the nine metropolitan areas having fixed guideway systems or those building them (San Francisco, Atlanta, Chicago, Baltimore, Boston, New York, Cleveland, Philadelphia and Pittsburgh). These funds would be distributed at the discretion of the Secretary of Transportation.

A metropolitan area which submits an application for construction of a new fixed guideway system would automatically move to Category A at the beginning of the next fiscal year. The funds from Categories B and C for which it is eligible would be transferred to Category A during its first fiscal year in that category.

Category B — Authorizes \$1.7 billion (18.4 percent) for counties and cities not in Category A who may be planning a bus transit system or an intermodal mix of buses and fixed guideways. These funds would be apportioned among the states on the basis of their ratio of urbanized population to the nation's total urbanized population.

Category C — Authorizes \$2.9 billion (27 percent), apportioned at the discretion of the secretary of transportation, as further help to counties and cities in Category B. These are capital funds alone, for those counties and cities that primarily need new equipment and facilities rather than operating subsidies.

Category D — Authorizes \$495 million (4.6 percent) over the six years of the bill for construction and operation of mass transportation systems in non-urban areas, with less than 50,000 population. These funds would be apportioned to states in the ratio of its non-urban population to the nation's non-urban population.

Areas in Category A will be able

to receive grants directly from the Department of Transportation (DOT); governors and responsible local officials would designate local recipients.

MATCH — Federal share is 75 percent for construction of facilities and equipment purchase. Federal share is 33-1/3 percent for operating subsidies.

NACo POSITION

1. Congress should give top priority this session to enactment of a long-range program of adequate financial support for public transportation.

2. The needs of most urban areas can and should be met by a formula block grant program.

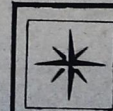
3. There is a need for providing assistance for operating costs as well as capital improvements. Such operating assistance should be shared 50-50 by the federal government and local governments. Local elected officials should make the determination as to the use of funds for capital or operating costs.

4. If the state does not participate financially in the formula block grant program, then the block grant funds should be distributed to localities.

5. Transit legislation should include a substantial pilot program for developing transit service in rural areas. Such funds should be distributed to states by a non-urbanized area population formula.

LEGISLATIVE STRATEGY

In the light of the jurisdictional dispute existing in the House between House Banking and House Public Works it appears now that the House Rules Committee will not reconsider granting a rule to S.386. Therefore, NACo's efforts will be focused on getting the Senate Banking, Housing and Urban Affairs Committee to report the House-passed bill and get it quickly through the Senate and into Conference. If this happens it is likely that the final bill (a compromise between S.386 and H.R. 12859) will embody NACo policy.



the Ballot Box by Richard G. Smolka

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

Voter turnout continues to decline across the country. According to the Associated Press, fewer than 38 percent of the voting age population cast their ballot in the November election.

This is about 5 percent fewer than voted in the off-year election of 1970 and about 8 percent fewer than voted in the 1966 election.

Part of the reason for the lower voter turnout can be traced to the 18-21-year-old population group which was voting in the off-year election for the first time. This age group consistently turns out fewer voters than any other population group, and accounts for about 1-2 percent of the drop.

The remainder can be attributed to several factors. The one cited most often is disgust with politics, the Watergate syndrome.

Other reasons include feelings of voter impotence — the idea that what the voter does cannot affect public policies and that things will remain the same no matter who is elected.

Many observers note the infrequency of close contests for top offices. In races where the outcome is more or less known in advance, there is little reason for the voter to believe that his vote will affect the outcome.

Registration and voting obstacles are still cited as factors. Yet, since 1963, the pattern across the nation is one of reduced requirements for voting, simplified voter registration requirements and procedures, and

less frequent purging for non-voting.

Vigorous efforts by election officials, decentralized voter registration, registration by mail in some states, and increasing use of voter information material by election boards has made it easier to register and vote.

The increasing independence both of voters and candidates from political parties has also contributed to lower voter turnout. Areas in which political parties are active have traditionally turned out on election day. However, these areas are fewer and fewer across the country, and candidate organizations seldom have the precinct coverage potential of the political parties.

One reversal of the trend was in Northern Virginia where only one office — Congress — was on the ballot. In the two congressional districts bordering Washington, D.C., voter turnout exceeded last year's gubernatorial election.

The campaigns were characterized by 1) strong candidates; 2) excellent organizational activity by both political parties; 3) well financed campaigns aimed at identifying favorable voters and getting out the vote; 4) sharp differences between the candidates; and 5) the probability of a close contest.

If these variables were present in every state, county, or congressional district, undoubtedly voter turnout would be much much higher than it was this year.

Fee Systems Are Studied in Alabama

by Scott Franklin
New County Center

What is the best method for equitably compensating public officials? Should a fee system or a set salary be used to compensate tax assessors, tax collectors and probate judges?

These complex questions which often trouble both state legislators and county officials were considered recently in a study by two political scientists at Auburn University.

Dr. Donald Hayhurst and Dr. David Martin studied the compensation systems of Alabama's 67 counties as they related to the offices of tax assessor, tax collector and probate judge to determine if any conclusions could be made as to why a fee system was used in some counties and a salary system in others.

By breaking down Alabama's 67 counties into nine population categories the researchers determined that the size of a county is directly related to the type of compensation system used. Of the 49 counties under 50,000 population, only nine used a salary system for assessor, tax collector and judge, while 14 of 18 counties over 50,000 chose to set a salary for these three officials, rather than having their salaries determined by fees collected.

The predominance of the fee system among smaller counties results from the fact that often these offices had only a part-time work load thus making it difficult to set any uniform salary.

As counties grow in size, compensation by fees could result in highly exorbitant salaries for officials. Since a larger county conceivably mandates full-time responsibilities for assessor, tax collector or probate judge, a salary system is more easily adaptable.

Another aspect of the different methods of compensation examined by Hayhurst and Martin concerns a comparison of salaries between officials paid by a fee system vs. officials with set salaries. Any comparison in this area is difficult since salaries of fee-compensated individuals can only be determined by the commission retained by these officials after remittance of fees to the state.

Also many fees not requiring remittance to the state are paid directly to the probate judge, assessor or tax collector.

Another difficulty in making any salary comparison between fee compensated and salary compensated officials lies in the fact that allotments for a county office often includes provisions for clerical help.

The study concludes by stating that compensation by salary or fee collection is a decision which must be made by each county after considerations of cost and efficiency are calculated.



Naco's 3rd Vice-President and revenue sharing campaign coordinator, Judge William O. Beach of Montgomery County (Tenn.), and NACo staff member Aliceann Fritschler examine current reports on how various counties have spent revenue sharing funds.

Six Urban Counties, 26 Cities Join in Technology Program

The National Science Foundation (NSF) has announced that six of the country's urban counties and 26 of its largest cities have joined in a major effort to increase the use of modern technology in solving operating problems.

Called the Urban Consortium for Technical Initiatives, the program will be operated by Public Technology Inc. (PTI), a nonprofit research and development organization based in Washington, D.C.

PTI's board is composed of the major organizations representing state and local government — the National Governors Conference, the National Conference of State Legislatures, the National League of Cities, NACo and the International City Management Assn.

A TOTAL of \$75,000 is being provided by NSF and \$25,000 by the Department of Transportation through the foundation. The participating cities and counties will provide additional funding.

A major objective of the program is to put together a national inventory of the problems on which research is needed. Additionally, it is hoped to provide cities and counties with a broad array of operating techniques now lacking. Advanced firefighting, telecommunications and waste collection equipment are some examples.

Yet another objective is to bring federal agencies, industry and higher education into a cooperative effort of research and application to place new technology and program techniques into local government. By this process it is hoped to overcome the stubborn problem of matching technology with urban needs.

A GOAL OF the project is to develop a mass market among counties and other governmental entities offering industrial suppliers a volume justifying expenditures for research and development leading to innovative advances in technology.

In order to improve the spread of knowledge among urban administrators, lead counties or cities among the 32 participating governments will be selected as sites of future experimental projects where all municipalities can monitor technological projects of interest to them. This will enable experiments to be designed and carried in those places where there is the greatest potential for quickest implementation of the successful experiments on a national basis.

Counties involved in the Urban Consortium include Dade (Fla.), Hennepin (Minn.), King (Wash.), Montgomery (Md.), Westchester (N.Y.) and San Diego (Calif.).

Harvard Plans Health Program

The Harvard Business School announced that the 1975 Program for Health Systems Management will be conducted June 15 - July 25.

Senior managers in health or health-related organizations are eligible to apply.

Now in its fourth year, the intensive six-week program is designed to expand the managerial skills of experienced, high-level health executives and to broaden their understanding of the management problems of institutions in the health system as a whole.

The heterogeneous backgrounds of program participants contribute significantly to the educational experience. Over half of the class typically comes from voluntary and proprietary health care providers and from government and health-related service organizations.

About 20 per cent of previous classes have come from educational institutions. The remainder have been representatives of fiscal intermediaries, suppliers, consultants, large employers and professional associations.

Professional medical people who hold management positions accounted for over half of the 1974 class. Over one third were M.D.s, and the professional training of others included dentistry, nursing, mental health, public health, education, hospital administration, law and management. Over 10 per cent of the class were women.

Inquiries should be addressed to Program for Health Systems Management, Harvard Business School, Boston, Mass. 02163.

DATES TO REMEMBER — 1975

Feb. 26 — 28
March 19 — 21
May 27 — 30
June 22 — 25

NACo's National Legislative Conference
NACo's Western Region Conference
National Association of Regional Councils Annual Conference
NACo's 40th Annual Conference

Washington, D.C.
Albuquerque, N.M.
Boston, Mass.
Honolulu, Hawaii

County Opinion Regionalism

The leadership role for regionalism is going to come from county government in cooperation with our city officials. It is inevitable that county government views itself as the regional problem solver. No other local government has the geographic or delivery service techniques to legally provide regional services.

When we speak of regionalism, we speak of those voluntary associations of government below the state government. Most are formed by state executive order to provide coordination and cooperation for problems that are too large to be handled by any individual government. This includes water pollution, air pollution and land use planning.

This leadership role will necessitate expenditures of NACo's time, and a great deal of the time of elected county officials. Time will be spent in activating NACo's Regionalism Steering Committee,

providing County News subscribers with improved methods of regional problem solving and participating in close cooperation with the National Association of Regional Councils. Counties with regional delivery of services will be encouraged to apply for New County Achievement Awards, and NACo will work with federal agencies in developing strategies in regard to regional solutions. These are only a few of the avenues which will bring regionalism to the forefront of county government.

We know many will not agree with the form or programs which your local Regional Council is undertaking, and hopefully NACo will be able to influence change in some of these difficult situations. However, we are sure all will agree that regional solutions are needed. We believe that NACo should and will develop a leadership role in regionalism that is responsible to the elected official, and through them the citizens of this country.

My Stand on COGs

We are indebted to Jerry Orrick, Executive Director of the Assn. of Oregon Counties for the following description of Councils of Government by Dick Mac Ravey, Interim Director of the Larimer-Weld Regional COG in Colorado.

"You have asked me how I feel about COGs. Here is how I stand.

"If, when you say Councils of Governments, you mean the usurpation of local government powers, the creation of super government, the destruction of home rule, an arm of the State, another level of bureaucrats, a generator of paperwork and confusion; yes literally taking services from cities and counties; if you mean that form of government that sends responsible local officials into the bottomless pit of red tape and gobbledygook, and endless meetings, then certainly, I am against COGs with all my power.

"But, if when you say Councils of Governments, you mean the opportunity to coordinate the effort in destroying drug sources, or the method to achieve cooperation on senior citizen transportation, or the way to preserve our valuable land resource, or the vehicle to plan the attack against pollution in all of its vile forms; if you mean that voluntary association of local officials, dedicated to saving taxpayers dollars through better planning, which in turn will mean cleaner air and water, "living" space to enjoy America the beautiful, and assurance of a decent home in a suitable environment for everyone, then certainly, I am in favor of COGs. That is my stand. I will not compromise."



NACo is playing its part to foster international understanding. NACo staff member Thomas Bruderle (r.) explains county government to Le Van Rac (c.), deputy mayor of Kien Tuong Province, Viet Nam, and his interpreter Trinh Van Chan.

NARC Plans New Strategy

by Terry Schutten
Project Manager
New County, U.S.A. Center

At the National Assn. of Regional Councils' October meeting in Denver, Colo., the NARC Board of Directors approved important policy shifts.

First, future NARC meetings will concentrate on the states, rather than, as in the past, regional or national meetings. According to NARC Executive Director Richard Hartman, these state meetings will be scheduled so that one day will be spent with regional councils and one day with state leaders, state leagues of cities and towns and state county associations.

To compliment this local orientation, a newly hired NARC lobbyist will represent regional concerns to the federal government in Washington, D.C.

The expanded need for regional solutions has encouraged NARC to look for added expertise in the decision making process. The Board of Directors voted to establish a study commission to make recommendations dealing with a number of standing committees for NARC. These standing committees will focus on major issues such as transportation and land use.

Two new NARC publications will begin in January. The monthly newsletter will be discontinued in favor of a "Washington Report," published on an as-needed basis. It will focus on congressional and administrative news of interest to regional councils.

To supplement the "Washington Report," a four-page newspaper will be published monthly.

NACo has appointed 4 representatives to the NARC Board: Arch Lamb, County Commissioner of Lubbock County (Tex.), Ken E. Omlid, County Commissioner of Lane County (Ore.), Frank R. Pokorny, County Commissioner of

Cuyahoga County (Ohio) and Bernard F. Hillenbrand, Executive Director, National Association of Counties.

Truckers . . .

(Continued from page 1)

Last August, the House Public Works Committee included a truck weight increase in a mass transit bill. This was the only provision not involving transit. An amendment was proposed by Congressman Ed Koch (D-N.Y.) on the House floor to strike the section. The House supported the amendment by a 252-159 vote.

The trucking industry was more successful in the Senate. In September, the Senate defeated an amendment by a 59 to 24 vote to strike the weight increase from S.3924.

Bolstered by the Senate vote, the trucking industry now hopes the House will favorably reconsider its previous position.

County officials should immediately contact their Congressmen and urge them to continue to oppose increased truck weights. It would be extremely unfortunate if the provision was allowed to slip through as part of a minor federal aid highway bill (S.3924) or any other bill.

County News

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Published weekly except during the last week of December and the first week of July by:

National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006
202/785-9577

Entered as second class mailing at Washington D.C. and additional offices. Mail subscription is \$15 per year. Send payment with orders to above address.

November 18, 1974

New County Times

On County Modernization

Five more counties okay charters

Join 61 others with home rule;
voters defeat 13 other charters

by
Scott Franklin
Research Intern

Years of debate, public hearings and calls for citizen support ended successfully Nov. 5 as voters in five counties approved charter government.

Broward County (Fla.), and four New Jersey counties — Atlantic, Hudson, Mercer and Union — joined 61 U.S. counties in adopting home rule government.

Voters in 13 other counties, in New Jersey, Pennsylvania, New York and Oregon, defeated charter ratification.

With the exception of two New York counties, citizens were considering the charter question for the first time.

RECEIVING ALMOST 70 per cent voter approval, the Atlantic County charter had the largest margin of victory. Herbert Simmens, consultant to the charter study commission, said many variables contributed to the landslide.

"Basically we had broad-based support with little opposition," he stated. "Backing the charter were both political parties, every newspaper in the county, and a unanimous study commission."

Only one municipality in Atlantic County opposed the charter, and it failed there by only a dozen votes. Atlantic County has opted for a council-elected executive form along with Mercer and Hudson. The Mercer charter was approved by 54 per cent of the voters and the figure was 62 per cent in Hudson.

Four other New Jersey counties — Bergen, Camden, Middlesex and Passaic — voted down proposed charters.

Charters in Bucks, Chester, Lackawanna, Luzerne and Mercer counties (Pa.) were voted down. An official working closely with the counties since the study commissions were elected last year blamed inaccurate last minute publicity by "vote-no" committees.

ISSUES RAISED by these committees included claims that home rule would lead to exorbitantly high taxes and that charter government would usurp all power from municip-

pal authorities. County charter attempts have not fared well in the Keystone state. Last May proposed charters in Montgomery and Allegheny counties were beaten overwhelmingly.

Voters in Niagara and Rockland counties (N.Y.) were defeating home rule a second time. In Niagara a majority approved the charter, but the state constitution calls for a "double majority." This provision provides that the charter must be approved by the voters of the cities of the county, considered as one unit, and the voters outside the cities considered as one unit.

Although Rockland hasn't completed counting ballots, an election official said the charter was "soundly smashed."

On the west coast, Yamhill (Oreg.), a county of 40,000, had its charter defeated overwhelmingly.

The Sunshine State of Florida induced a few rays of hope in an otherwise gloomy year for county charters when Broward became the fourth Florida county to adopt home rule, with 56 per cent approval of the voters. The well-organized study commission developed a charter popular enough to attract support from diverse groups, including women's clubs, firefighters, young Democrats, chambers of commerce and the Broward Black Coalition.

IN OTHER elections affecting counties, Arkansas's "Amendment 56," allowing county home rule, was accepted overwhelmingly. In Michigan, propositions providing bonus bonds for Vietnam Veterans and mandating the removal of state tax on food and drugs passed easily.

The unpopularity of city-county consolidation continued as attempts in Sacramento-Sacramento (Calif.), Evansville-Vanderburgh (Ind.) and Charleston-Charleston (S.C.) were defeated by huge margins.

This spring eight more charter votes are tentatively scheduled in Florida, Minnesota, Pennsylvania, and Utah. No consolidations will be considered until 1976.



GOVERNS 30 MILLION

Council - elected exec plan now used in 58 counties

by Florence Zeller
Research Associate

As a result of the Nov. 5 elections, 58 counties in 20 states — governing nearly 30 million citizens — are structured by the council-elected executive plan of county government.

In Broward County (Fla.) and Atlantic, Hudson and Mercer counties (New Jersey), and Racine County (Wisc.), voters approved charters creating the council-elected executive plan.

Voters in Oakland County (Mich.) and Chautauqua and Chemung counties (N.Y.) elected their first executives under plans which were approved in 1973. The new executives are Daniel T. Murphy in

Oakland County, Joseph Gerace in Chautauqua County, and Dr. Morris Blostein in Chemung County.

These are the first council-elected executive plans in Michigan and New Jersey. Legislation permitting optional forms of government was approved by the Michigan legislature in 1973 and by the New Jersey legislature in 1972.

Broward County is the fifth county in Florida to adopt a county charter; the other charter counties are Dade (1957), Jacksonville/Duval (1967), Volusia (1970) and Sarasota (1971).

However, Broward and Jackson-

(Continued on page 8)

Spotlight on...

In the listing of functions and responsibilities performed by America's counties, few, if any, match the importance of elementary, secondary and special education.

A National Assn. of Counties-Advisory Commission on Intergovernmental Relations-International City Management Assn. survey found in 1971 that 583 counties, or 57 percent of the 1,026 counties responding, provide the elementary school function. The survey also determined that 552 counties, or 54 percent of those responding, handle secondary education, and 415 counties, 40 percent, provide special education.

The official charged with operating the county school system is the county superintendent of schools. Generally, where the office exists, the official may be of two

general types. First, in some states, the superintendent serves as an agent of the state department of education or public instruction.

UNDER THIS version, the superintendent receives reports prepared by the local schools within the county, inspects the schools to determine that they carry out state regulations in a number of areas, and assists in the administration of school district elections where they occur.

The second variety more actively involves the superintendent in the process of education and its administration. Not serving in any official capacity of the state nor beholden to it, the superintendent's office may participate in the hiring of teachers, set policy determining textbooks used, and negotiate with school personnel on a group or individual

basis, for example.

As might be expected, this activist role of the county superintendent is not without the potential for controversy. In the three instances cited above, the superintendent must avoid discrimination in the hiring of teachers and other personnel on the basis of sex or race; he should know he courts reaction — sometimes violent, as in Kanawha County (W. Va.) recently — in the choice of instructional materials for school use; and, finally, at a time of growing teacher and administrative militancy, the superintendent faces, at least every other September, the likelihood of a strike.

The educational and training requirements of the activist superintendent are likely to be somewhat more demanding than those of the first approach.

IN APPROXIMATELY 20 states, including Georgia, North and South Carolina, Arizona, California, and Montana, among others, the county superintendent is an elected official. In those other states having the office, the superintendent may be appointed by the board of education or the county executive official.

Regrettably, little is known about the duties and responsibilities of the county superintendent. These officers, a part of the National Education Assn. up until 1973, are now a small part of the overall 25,000 membership of the American Assn. of School Administrators. In a society that places so much emphasis upon education — while expressing an aversion toward paying for or intelligently participating in its administration — perhaps this should not be surprising.

County School Superintendent

New Directions

by Scott Franklin
Research Intern

AID CENTER RECOMMENDED

Victims of serious burns soon may be able to seek treatment at the Westchester County Medical Center Hospital (N.Y.) due to recommendations from a task force on burn victims. The nearest fully equipped burn unit to serve Westchester residents is in Boston.

The county will seek state aid to staff and equip a complete facility.

NARCOTICS STRIKE FORCE CREATED

Contra Costa County and 14 cities within the county are working together on a narcotics strike force to put major drug dealers out of business.

Under a joint powers agreement and amendment between the county and the cities, authorized by the Board of Supervisors, a 10-person force has been recruited. With the supervision of the county sheriff, the team will attempt to "dry out" drug sources.

Through the Safe Streets Act the federal government is contributing \$250,000 for this project. The state and county are each donating approximately \$14,000 in equipment, supplies and operating expenses.

EMERGENCY SYSTEMS UNIT DISCUSSED

A special committee of the Wayne County (Mich.) Board of Commissioners is studying a feasibility plan to include all cities and townships in the "911" emergency telephone dialing system.

Under the "911" system, citizens dial only three digits for police, fire or medical emergencies. The calls are received by a central communications center where specifically trained operators screen and direct the calls to the proper agency.

Currently emergency telephone systems similar to the one under consideration in Wayne County are operating in Genesee County (Mich.) and Alameda County (Calif.).

WATER MANAGEMENT PROGRAM INSTITUTED

A Storm Water Management Program to restrict the peak flow of storm water run-off from land, after development, to the same rate as that prevailing prior to development, will go into effect Dec. 1 in Baltimore County (md.).

The county has now established a set of criteria to reduce channel and bank erosion and downstream sedimentation normally associated with installation of hard surfaces and collected systems that discharge into streams.

PROFIT SHARING FOR EMPLOYEES STUDIED

Nassau County (N.Y.) is studying a major innovation which would give government employees a financial incentive to help streamline operations and save tax dollars.

Under the new concept termed a "productivity benefit increase," a share of the cost savings realized through productivity improvements would go into a trust fund as deferred compensation, similar to profit sharing.

Virginia IPA Plan Aids Local Jurisdictions

John Pignator
Personnel, IPA Coordinator
Virginia Division of Personnel

To serve more than 60 local governments and more than 80 state agencies, the Commonwealth of Virginia and local jurisdictions have developed three consecutive statewide plans to implement the Intergovernmental Personnel Act of 1970.

Input from more than 200 officials and administrators of Federal, state and local governments and educational institutions has produced the following program for management development and training:

- Twenty-eight smaller local jurisdictions are receiving personnel administration assistance;
- Nineteen local jurisdictions are receiving personnel administration assistance;
- Twenty-four local jurisdictions are receiving organizationally tailored training programs.

The current program, the "Statewide Personnel Administration Improvement Project," is offered through the cooperative efforts of five different agencies: The Virginia Municipal League, the Virginia Assn. of Counties, the State Division of Personnel, the Division of State Planning and Community Affairs, and the U.S. Civil Service Commission.

This long-range, multiyear program is designed to assist Virginia's local governments with the improvement of personnel systems. How-to-do-it training in the areas of pay and job classification, grievance

procedures and equal employment opportunity and on-site technical assistance to local officials on these subjects are provided.

Other program components focus on developing complete personnel systems, developing a mechanism for a systematic survey of statewide salaries and wages, and disseminating technical bulletins on state regulations and legislation.

The state staff for the program facilitates needs assessment, resource selection, contract negotiation, facilities coordination, evaluation, fiscal accounting and grants management.

In addition to reducing local governments' administrative burdens and providing staff assistance, the state absorbs part of the required match under the IPA (25 percent) and passes along a much lower requirement (usually 10 percent).

The State has also worked with the Virginia Municipal League and the Virginia Assn. of Counties to develop special requests for IPA discretionary funding.

A major vehicle for delivering management development and training is the Virginia Public Executive Institute (VPEI). Several Virginia universities work cooperatively to assure quality programs under the VPEI auspices.

We, in Virginia, are very enthusiastic about the benefits that have been derived from this project to-date, and are most optimistic about the continued valuable personnel services that will be provided for all local governments in the current project year.

Schools Lack Interest in Local Government

by Thomas P. Bruderle
Research Associate

For 10 to 15 years, as any education official will be quick to point out, secondary schools have sought to adjust to the many rapid changes in our society.

Expensive equipment has been purchased for the physical sciences, more contemporary works of literature are being studied and school buildings are more attractive and functional.

Sex discrimination and stereotypes, fostered at an early age and many times difficult to eliminate, are being vigorously attacked as boys and girls take courses in home economics and auto mechanics.

But there has been absolutely no improvement in education about local government.

This is the indictment rendered in a study entitled "Secondary School Education and Local Governments" by Robert C. Leland of the University of Michigan and published recently as a Management Information Service Report of the International City Management Assn.

FAR FROM BEING a new concern, the relationship between local government education and the public school was first analyzed 11 years ago by the ICMA in a report called "Municipal-School Cooperation in High School Civic Education." Although developments in both education and local govern-

ments may have been extensive during this period, Leland writes that "with remarkable consistency" the problems identified more than a decade ago are still all too evident today.

Leland says there are five "Problems of Local Government Education." First, there is a generally an insufficient amount of time devoted to coverage of local government in the classroom. The national government is the prime focus in government courses in the 9th through 12th grades with state government second, and local government, if covered, a far distant third.

A recent study completed in Michigan revealed that only 25 per cent of the state's 12th grade teachers spent as much as two weeks on local government out of an 18-week semester. Says Leland, "In the waning and frantic weeks of a term, it is a conscientious teacher indeed who can save even a couple of weeks for local government."

Second, the time a teacher allots for his subject matter is in proportion to the number of chapters in the textbook in use. Here again local government takes short shrift as surveys since 1964 reveal that no more than 10 per cent of textbook space is directed toward local government. In those texts where local government is discussed, the data is often out-of-date, with little interest in up-dating owing to little interest in the field.

A third, and particularly depres-

sing finding, is that the teacher is in no position to spend much more time on local government since he or she is already ignorant in the field. In both the 1963 and the recent surveys, the vast majority of the social science teachers have been trained in history and not political science or government. Even those with political science or government degrees were characterized with a notable lack of training in local government.

ALTHOUGH THIS pattern is being reversed, international relations and political and governmental behavior on the national level still continue to dominate courses of study in higher education. In addition, it is not uncommon for social studies teachers to serve as physical education instructors or athletic coaches, further limiting time and interest for local government.

A fourth problem is one endemic to the study of government in the classroom. The emphasis is often on history to the detriment of contemporary problems which may excite local passions. Formal institutions, names and dates are stressed while local political behavior, decision-making, and community activity are ignored. With little to support the opposite view, local government is revealed not surprisingly as a dull, uninviting field of study.

Fifth, and finally, few guidance counselors are aware of career possibilities in public service at the local level. In directing students toward college or vocational-technical schools, little mention is given to local government, resulting in the loss of many potentially outstanding local government employees.

IN RECENT YEARS local governments, particularly counties, have assumed a greater prominence in the public's eye as deliverers of important services. Unfortunately, both higher education and secondary education have noticeably lagged behind this larger awareness.

In response to these problems, Leland suggests a variety of programs, ranging from audio-visual filmstrips to students riding in police cars.

Of particular interest is a series of case studies Leland has summarized, detailing innovative attempts by local governments to narrow the information gap.

Left to themselves, educators lack the information and, apparently, the motivation to adequately describe the importance of counties and other forms of local government. In the final analysis, it remains the responsibility of local government, to educate educators.

County officials interested in obtaining this report may contact either the New County Center or the ICMA. Those counties which have attempted to combat this problem with some measure of success are invited to contact the New County Center to obtain an application blank for an Achievement Award.

Lauderdale Finds Unique Way To Conform to Law

In an innovative method of complying with a new state law, Lauderdale County (Miss.) has established a county administrator position.

Chapter 513 of the Mississippi State Laws of 1974 requires the implementation of a central purchasing system within county government under the supervision of the County Board of Supervisors.

To comply with this law, the County Board of Lauderdale County hired a county administrator. Thus the county complied with the law and updated its government at the same time.

The county administrator will prepare the annual budget and capital programs with the approval of the Board of Supervisors. He will direct and supervise all agencies and committees under the jurisdiction of the board, negotiate contracts, and will make recommendations on the nature and location of county improvements.

His purchasing agent functions are detailed. As purchasing agent he shall "contract for, purchase, store and distribute all supplies, materials and equipment required by any office, department, or agency of the county government." This consolidation of the various purchasing functions will develop a centralized and more economical system.

Ask New County

Q: Our country is growing tremendously and this rate should continue for several years. How can we prepare for the impact of this growth in such areas as housing, schools and environment?

A: Several case studies in the area of growth management were submitted to the New County Center and received achievement awards in 1974. Broward County, Fla. has developed a computerized impact zoning system while her neighbor to the north, Polk County, has coordinated local agencies to comment and review on zoning changes. Prince George's County, Md. — its population grew 84.8 per cent between 1960 and 1970 — has developed a coordinated systems approach to improve the possibility of realizing optional levels, types and distribution of future growth. Copies of these case studies are available through the New County Center.

Q: I've been reading about regional organizations and am wondering if you could tell me what the distinction is between a regional council and a council of government [COG]?

A: A regional organization is commonly defined as a public organization encompassing a regional community founded, sustained and tied directly to local governments through local and/or state government actions. A council of government, as defined by the National Association of Regional Councils, is a regional council with 51 per cent or more elected officials on the board of directors of the organization.

Q: Have any states made studies to determine what effort state policies have had on local jurisdictions? This type of study would seem to be of great importance to future state programs.

A: The Office of Community Development in the State of Washington recently published a document "How They See Us...Comments About State Programs From Local Officials." The book is primarily a summary of reactions from more than 200 local jurisdictions in the areas of state policies and programs. This document will be reviewed in a coming issue of *New County Times*.

New County Staff

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Research Intern
Research Intern
Administrative Secretary
Secretary
Secretary

Council...

(Continued from page 5)

ville/Duval counties adopted the council-elected executive plan, whereas Dade, Volusia and Sarasota counties all have the council-administrator form.

There are 65 county charters in the U.S., 38 of which are council-elected executive plan; 24 county charters are council-administrator and 3 are commission plan.

New York has more counties with the council-elected executive plan than any other state. Of the 17 charter counties in New York, 13 operate under this plan.

Similar to federal and state government structures, the council-elected executive plan calls for a separation of legislative and executive powers through a council and an independently elected executive.

The executive has full responsibility for administration, veto authority over council bills, and usually some policy input to the council. The council has policy making responsibility, may override executive veto with 2/3 vote, and is responsible for adopting the annual budget prepared by the Executive.

Of the 58 council-elected executive counties, 35 (60 percent) changed to this plan in the last 10 years. For the most part, council-elected executive counties are large urban or suburban counties with populations of more than 250,000 persons: 60 percent have more than 250,000 persons, 24 percent have between 100,000-250,000 persons and 16 have less than 100,000 persons.

New Guide Ready On County Boards

The U.S. Dept. of Commerce has recently published its eight-year up-date entitled "Governing Boards of County Governments: 1973."

This 45-page reference guide includes definitions of county governing boards, types of governing boards, size of governing boards, and selection and length of terms of county board members.

It can be obtained from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20403 for \$1.10.

The following chart shows the size of governing boards in the nation's 3,044 counties:

Size of board	Number of counties
1 member.....	28
2 members.....	15
3 members.....	1,279
4 members.....	43
5 members.....	983
6-9 members.....	280
10-14 members.....	103
15-19 members.....	93
20-24 members.....	69
25-29 members.....	64
30-39 members.....	57
40-49 members.....	18
50-59 members.....	2
60-99 members.....	7
100 or more members.....	3
Total.....	3,044

1975 NEW COUNTY U.S.A. CENTER ACHIEVEMENT AWARDS



Case studies should be:

8 — 10 double spaced, 8 1/2" by 11" pages and must include all information requested on the following outline.

I. Historical Background (use exact dates): A. Need for Program; B. Responsibility for Program Development; C. Role of the County; D. Role of other government groups, civic groups and the press; E. Means of Financing; F. Adequacy of Legal Requirements

II. Summary of Program Accomplishments (cite tangible evidence)

III. Prospects for Future of Program

Whenever possible include photographs, charts and other supportive data. Award winning case histories will be made available through NACo's New County Living Library. All entries become the property of the National Association of Counties. NACo reserves the right to edit all entries for the most effective means of presentation. Recognition for award recipients will be made at NACo's annual conference.

MISCELLANEOUS: Please include a list of any consulting firms, equipment companies or other private firms utilized by the county in accomplishing your program. Please note that programs which received an award in a previous year are not eligible for another award.

1974 — 1975 NEW COUNTY ACHIEVEMENT AWARD ENTRY FORM

COUNTY: _____ Phone: _____

Mailing address of Chief Elected Official: _____

Case Study prepared by:

Name: _____

Title: _____

Address: _____

Case Study approved by (chief elected official or chairman of the governing body)

Name: _____ (Signature)

Title: _____

Date Submitted: _____

Please return to:
New County, U.S.A. Center
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006
(Tel. 202/785-9577)

PLEASE NOTE: ALL MATERIALS SENT WITH ACHIEVEMENT AWARD ENTRY BECOME PROPERTY OF NACo.

Deadline for all entries to be received by New County, U.S.A. Center is January 15, 1975.



George W. Lehr, County Executive of Jackson County (Mo.) (now Missouri state auditor), opens the county's new Intake Center with a quick scissors cut.

Labor Department Releases Fire, Police Overtime Regs

by Barbara Hunting
Manpower Staff

The Dept. of Labor has issued draft regulations on the special overtime provisions for law enforcement and fire protection employees under the 1974 amendments to the Fair Labor Standards Act (minimum wage).

Comments on these regulations should be sent to the Wage and Hour Division of DOT by Dec. 2.

NACo has mailed copies of the regulations to all state association executive directors. Counties interested in commenting on the regulations should contact their state association to obtain copies. Copies may also be obtained directly from NACo.

Beginning Jan. 1, 1975, public agencies employing five or more persons in law enforcement or fire protection activities will have to pay these employees overtime compensation for hours worked in excess of 60 in a seven day period, 240 in a 28 day period, or the same ratio of hours for work period between 7 and 28 days.

Only public agencies are subject to these special overtime provisions. Private organizations engaged in fire protection or law enforcement activities, even if under contract with a public agency, are not required to pay overtime compensation.

Fire protection personnel are defined as those who have the legal authority to engage in fire prevention and control activities. These employees are included regardless of job title (captain, battalion chief), job speciality (engineer, ladder operator), and special status (trainee, probationary).

Civilians who provide support activities to a fire department are not included.

Law enforcement personnel are defined as those sworn officials who have undergone appropriate instruction and who are empowered by statute to protect life and property, to detect and prevent

crimes, and to make arrests. Again, rank and status do not affect classification.

Employees who perform related activities (game wardens, health inspectors, tax collectors) are not defined as law enforcement personnel.

Ambulance and rescue services employees of a public agency other than a law enforcement or fire protection agency may be treated as employees engaged in law enforcement or fire protection activities if 1) they have received training in fire protection rescue activities, and 2) they are regularly dispatched to fires, riots, natural disasters and accidents.

Individuals who perform law enforcement or fire protection activities on a voluntary basis are not considered employees. They do not lose their volunteer status because of reimbursement for out-of-pocket expenses, or inclusion in a retirement or relief fund. If, however, they are compensated on a per-call or any other paid basis, they are considered to be employees for the purposes of the act.

Tour of duty is a new concept of work period adopted by Congress for the purposes of this act. Work periods may be flexible but must be no less than 7 and no more than 28 days.

Overtime wages must be paid when the ratio between the number of days in the work period and the hours worked during such period exceeds the ratio between 28 days and 240 hours. This ratio is approximately 8.6.

Sleep and meal time may be excluded from hours worked for fire protection or law enforcement employees who are on duty for more than 24 hours, if the employer and employee agree to such exclusion. If a night's sleep is interrupted for at least 5 hours, the entire night's sleep must be counted as hours worked.

Sleep and meal time will not be excluded from hours worked when employees are on duty for 24 hours or less.

Jackson Renovates Jail

by John T. Milosevitch
Dept. of Corrections
Jackson County, Missouri

The renovated Jackson county (Mo.) jail has been dedicated as an Intake Center.

The development of the Intake Center marks the completion of the second part of Jackson County's five-phase development of a community correctional system. The system, when completed in 1977, will consist of the Intake Center, Pretrial Detention Facility, and Community Corrections Center.

Each facility is designed to meet the needs of public safety and inmate population at each step in the criminal justice system.

The Intake Center will provide secure residential detention for new admittants. Each new admission will go through centrally coordinated pretrial intake screening to provide data to the judiciary for release on recognizance or other forms of pretrial release.

Those not eligible for release will have sound information assembled on them. This information can be

used to make housing and supervision classification decisions.

The Pretrial Detention Facility will provide a medium security setting with programs for those awaiting final case disposition after processing through the Intake Center.

The Community Corrections Center will offer both non-residential and minimum security residential programs. Programs will include pre-release planning, release projects and referral to community resources.

The dedication ceremony was attended by over 100 persons representing all branches of the criminal justice system.

Representative Richard Bolling (D-Mo.) said it pleased him to see federal money spent effectively. The renovation of the jail was funded by a grant from the Law Enforcement Assistance Administration. Other major projects in the jail were financed by county revenue sharing funds.

Bolling added that the renovation project is a good example of what different levels of government can do when they work together.

Federal Spokesmen Will Address NACMO's Winter Conference

County manpower officials will gather in Washington, D.C., Dec. 11-13, for their Winter Conference at the Washington Hilton.

The agenda features a wide range of workshops, addresses by major Congressional leaders and Administration spokesmen, and further organizational work on NACo's affiliate organization, the National Association of County Manpower Officials (NACMO).

Workshops will include panels on program evaluation, management information systems, contracting techniques, equal employment requirements, and community involvement in the planning process.

The \$35 registration fee will cover all conference costs including materials, two luncheons and two receptions.

Persons attending the Council of Intergovernmental Coordinators federal aid briefing may register at the Quality Inn headquarters for the manpower conference at a cost of \$10 for the opening CIC/NACMO joint luncheon on Wednesday, Dec. 12, or for the entire manpower session.

Further information can be obtained by calling the NACo manpower staff at (202) 785-9577. Send the registration form below as soon as possible to assure reservations for the meeting.

NACMO

Conference of National Assn. of County Manpower Officials
Dec. 11-13
Washington Hilton Hotel

For reservations mail the coupon below to the Washington Hilton, Connecticut Ave. at Columbia Rd. N.W., Washington, D.C. 20009.

Please reserve accommodations at the Washington Hilton for:

Name _____
Title _____
County Affiliation _____
Address _____
City _____ State _____ Zip _____
Arrival Date _____ Hour _____ a.m./p.m.
Departure Date _____ Hour _____ a.m./p.m.

NOTE: Check-out time 1 p.m.

Please circle rate desired.

Singles \$24
Doubles \$34
Twins \$34

Rates will be extended through Sunday, Dec. 15, for registrants who wish to stay in Washington.

New Federal Regs Currently Available

by Cheryl A. Fenderson
NACo Federal Affairs Staff

Proposed federal regulations are currently being analyzed by county officials and the NACo staff to determine their impact on counties.

Due to the size of the regulations, NACo is unable to provide copies of all issues. Each description notes whether or not copies are available. If copies are available please write to Cheryl Fenderson at NACo.

As an added service, we will separately be listing final issuances which are available from the agencies.

74-103 (DOL) Executive, Administrative and Professional Exemptions to the Fair Labor Standards Act This proposed regulation provides an exemption from the minimum wage and over-time requirements of the Fair Labor Standards Act of 1938, as amended for certain employees above a given salary. Copies are available.

74-104 (DOT) Policies and procedures for preparation and submission of programs for utilization of all classes of funds provided under the provisions of Title 23, U.S. Code. This proposed directive on federal-aid programs represents an attempt to simplify the current programming process. The objective of the federal-aid programming process is to select high priority projects for utilization of available funds which are so related that their accomplishment will contribute to achieving transportation planning goals. Review of state program proposals by the Federal Highway Administration will be aimed at an analysis of the total program content to: 1) assure maximum impact of the program on transportation goals, and 2) determine basic eligibility of individual projects for federal-aid funding in the immediate future. Copies are available.

74-105 (DOT) Guidelines for the development, content and processing of a cooperatively developed transportation improvement program in urbanized areas. The purpose of these regulations is to establish guidelines for the development, content and processing of a cooperatively developed transportation improvement program in urbanized areas. They also prescribe guidelines for the selection, by implementing agencies, of annual programs of projects to be advanced in urbanized areas. Copies are available.

74-106 (DOT) Directive prescribing standards related to control of outdoor advertising. This pro-

posed directive establishes standards to assure that effective state control of outdoor advertising in areas adjacent to Interstate and federal-aid primary highways is developed and maintained. The directive does not prevent a state from establishing more stringent outdoor advertising control requirements along Interstate and Primary Systems than provided herein.

74-107 (DOT) Realignment of the federal-aid primary, secondary, and urban systems and the continuation of policies and procedures regarding the Interstate System. The purpose of this proposed regulation is to set forth policies and procedures for the designation of the National System of Interstate and Defense Highways, the federal-aid primary system, the federal-aid secondary system, and the federal-aid urban system, effective July 1, 1976. Copies are available.

74-108 (DOL) Proposed Definitions and Rules for Determining Hours Worked and What Constitutes a Work Period. The Fair Labor Standards Act of 1938 as amended by the Fair Labor Standards Amendments of 1974 extends the Act's minimum wage, overtime, equal pay and recordkeeping requirements to most public agency employees. It provides, however, a partial overtime exception in section 7(k) for public agency employees who are engaged in fire protection and law enforcement activities (including security personnel in correctional institutions), and a complete overtime exemption in section 13(b)(20) for these employees if they work for a public agency which has, during the work week, less than five employees engaged in fire protection or law enforcement activities, as the case may be. This proposed section defines employees engaged in fire protection and law enforcement activities and prescribes the rules for determining hours worked and what constitutes a work period. Copies are available.

74-109 (DOJ) Chapter 10 of the Guide for Discretionary Grant Programs (M 4500.1C) titled Career Criminal Program. The purpose of this program as a part of the discretionary grant program is to design and implement model programs which prioritize for speedy prosecution those persons whose criminal histories indicate repeated commission of dangerous criminal acts. Specifically, the program target is offenders who frequently commit the crimes of homicide, forcible sex offenses, aggravated assault, robbery, and burglary.



"Matter and Measure"

Thanks

Bernie Lieder expresses his thanks to all of you who responded to his September 23 request for comments to the House Public Works Committee on the need for changing the designation of the FAS system from "major" collector routes to just collector routes.

We would especially like to thank Ernie Geissler for his help in getting an exceptional response from the State of Washington. Where is that kind of response from other states? Your help is still needed.

Energy-Solid Waste Conference

NACo, in cooperation with the U.S. Environmental Protection Agency, the Federal Energy Administration, and Hamilton County, Ohio is sponsoring an Energy Conservation-Solid Waste Conference on December 17-19, in Cincinnati, Ohio. For more information, please refer to the article and registration form appearing in this week's energy update column.

FHWA Guidelines Issued

The Federal Highway Administration (FHWA) has issued guidelines for administration of the Rural Highway Public Transportation Demonstration Program.

Section 147 of the Federal-Aid Highway Act of 1973 authorizes FHWA and the Urban Mass Trans-

portation Administration (UMTA) to carry out demonstration projects for public mass transportation on rural highway. Up to \$30 million has been authorized for this purpose, with funding of \$9.65 million for fiscal 1975 and \$20.35 for fiscal 1976.

Projects will be selected to represent a range of sizes, types and geographical locations. Critical to project selection will be commitment of local, state or other federal agencies to the program and its continuation after the demonstration period.

The program is designed to: increase mobility in rural areas lacking access to alternate forms of transportation; encourage programs which provide transportation or social services to coordinate the organization and financing of public transportation; develop demonstration results into a guide for rural areas needing public transportation; and develop information necessary for future national rural transportation planning.

Projects approved will include transportation from rural areas to jobs, schools, shopping, social services, and other facilities located within urban areas.

For specific details on application and evaluation criteria, refer to the **Federal Register**, Vol. 39, No. 215, November 6, 1974; or contact your FHWA regional office.

Federal Aid Session To Focus on Role of Coordinator

Experienced coordinators from counties around the county will provide practical advice on the job of an intergovernmental coordinator at the final session of the NACo Council of Intergovernmental Coordinators Federal Aid Briefing, Dec. 9 and 10 at the Quality Inn — Capitol Hill in Wash. D.C.

The session is designed to provide both experience coordinators and new coordinators with an opportu-

nity to discuss the job of a county coordinator. It will also help elected officials who are thinking of establishing this position in their county.

A registration fee of \$40.00 to be collected at the meeting covers all materials, luncheons, and a reception. To make reservations, please fill out the coupon below. For further information, contact Aliceann Fritschler at NACo, (202) 785-9577.

NACo/CIC Federal Aid Briefing

Quality Inn Capitol Hill
December 8-11, 1974
Washington, D.C.

Please Reserve:
☐ Single room (\$26.05)

☐ Double room (30.30)

☐ Twin room (\$30.30)

☐ Other (please specify)

(Including Tax & Free Parking)

Date of Arrival _____ Hour _____

Date of Departure _____

Name _____

Title _____ County _____

Address _____

City _____ State _____ Zip _____

Meeting begins 9 a.m. December 9. Meeting closes 4:30 p.m. December 10.

MAIL TO: Quality Inn — Capitol Hill
415 New Jersey Avenue, N.W.
Washington, D.C. 20001

[Phone: 202-638-1616]

Hillenbrand's
Washington Report
(202) 785-9591

A two-minute, 50-second capsule

HRCs Gather To Evaluate Future Goals

Representatives from eight state associations of counties gathered this month at the Univ. of Colorado in Boulder to compare notes on human services problems.

These human resources coordinators represent a joint effort by their state associations and NACORF to promote more effective planning and service delivery systems at the local level.

The project is being conducted through state associations in Alabama, Arkansas, Iowa, Minnesota, Montana, New York, Oregon and Pennsylvania. It is funded by a \$400,000 grant from the Office of Economic Opportunity to NACORF, which has contracted with the state associations.

In Boulder the representatives discussed changes in direction they had found necessary since the project's inception, the development of specific goals, and each state association's progress.

Each HRC spent the initial period of the project gathering information on counties' activities in human services planning. This effort included talking with county officials, community action agencies and other providers of social welfare services.

Based on this knowledge, the state associations have moved into an action phase, with a "target area" as the focal point.

The representatives at Boulder discovered that each state has a unique structure of human services delivery. Therefore, each state association's work plan has been shaped differently.

The work plan and progress of each of the eight state associations involved in the project will be detailed in a following issue of COUNTY NEWS.

WHAT A BARGAIN!!!

You can receive a copy of NACo's comprehensive fact book on county government — "From America's Counties Today" — at an all-time low price of \$2.00 per copy. Regularly \$4.50 for NACo members, \$6.50 for non-members.

This 150-page book contains four main chapters on the history, structure, functions and personnel and current trends in county government.

To order, please send your check and purchase order to NACo's Publications Desk, 1735 New York Ave., N.W., Washington, D.C. 20006.



At the kick-off meeting of the 1976 fiscal planning year, the Dade County (Fla.) Manpower Planning Council paid special tributes for agency and citizen efforts to promote better job training and job placement for the area's unemployed. Dade County Manager R. Ray Goode (center) poses above with some of the local citizens who help "make it happen."

ENERGY UPDATE

Strike or Not, Fuel Supplies Short

Concern over the coal miners' strike should not obscure what is a general shortage in energy. That is the conclusion of the NACo Energy Project after reviewing the energy supply situation this winter.

Recent reports only confirm the shortages in each fuel category.

- Propane — FEA state Oct. 3, that, "the propane supply/demand situation is already bad and is projected to get worse... Under current conditions, increasingly large shortages of propane are predicted." FEA data shows a short fall of 9.6 per cent (36 million barrels) in 1974. On October 24, three of the 10 major propane producers indicated shortages in production as compared to demand.

- Natural Gas — The Federal Power Commission has predicted a nationwide shortage of nearly 10 percent in natural gas for this winter. Some areas of the nation will be particularly hard-hit. "Firm" customers in some areas will be cut back.

- Residual Fuel Oil — Production is higher than last year.

- Distillate Fuel Oil — Production is down 4 per cent over last year. Demand is also down.

- A more severe winter is predicted this year according to an Oct. 28 report by the U.S. Dept. of Commerce. The coldest area will be the North Central states with a winter that could average more than six degrees colder than normal. Most estimates of the adequacy of energy supplies assume a normal winter.

How can your county deal with these potential shortages? Take an inventory of your present fuel uses and fuel suppliers as a first step. Coordinate the delivery of fuel to specifically impacted persons such as the aged or low-income people. These groups will be the first hit by supply shortages or price increases.

During last year's energy crisis, a "request for a supplier" (Form 17) could be filed with the old Federal

Energy Office in order to obtain necessary petroleum. The new Federal Energy Administration will utilize the same Form 17 procedure this year. However, the FEA has extended the Form 17 procedure to allow users of natural gas and other alternative fuels to apply for relief.

Form 17 relief can be applied for by your county at the nearest FEA Regional Office in conjunction with a potential supplier. For low income people who are hit by prices of fuel or its availability, we suggest you utilize the emergency assistance provisions of Social Security or the Aid to Families with Dependent Children (AFDC) welfare provisions of the Dept. of Health, Education and Welfare.

NACo Plans Energy, Solid Waste Conference

To assist counties facing the problems created by an energy shortage and an abundance of garbage, NACo will conduct a conference on energy conservation and solid waste management in

Cincinnati, Ohio, Dec. 17-19.

The workshop will provide counties with technical information on energy conservation, and energy recovery techniques from solid wastes, and will encourage participants to exchange information.

Elected county officials, solid waste managers, energy coordinators, and county engineers are all invited to participate.

On December 17, panels will focus on problems of organizing and publicizing energy conservation efforts and on conservation techniques, both mandatory and voluntary, that can be implemented locally.

Resource recovery, solid waste technology, operation and planning will be the theme of the remaining day and a half.

The registration fee is \$25. Clip and send the coupon below to the hotel to assure your room reservations at this conference. For more information, contact Roger Bason, Chris Oynes or Kay Stouffer at NACo, (202) 785-9577.

NACo ENERGY CONSERVATION CONFERENCE

Terrace Hilton Hotel
December 17-19, 1974
Cincinnati, Ohio

Please Reserve:

☐ Single Room (\$25)
☐ Double Room (\$32)

☐ Twin Room (\$34)
☐ Other (please specify)

Date of Arrival _____ Hour _____

Date of Departure _____

Name _____

Title _____ County _____

Address _____

City _____ State _____ Zip _____

Registration: 8:15 a.m., December 17

Mail to — Terrace Hilton Hotel, 15 W. 6th St., Cincinnati, 45202

AMERICAN COUNTIES TODAY

Dear County Official,

Of the 47 seats in the House of Representatives that the Democrats took from the Republicans, almost half, according to a tabulation by the New York Times, were entirely or predominantly suburban.

With the addition of the new seats, however, it appears that more suburbanites will be represented by Democrats than Republicans for the first time since the suburbs blossomed after World War II.

Election experts attribute part of the Democratic success to new activity on the part of women. Since the suburbs are governed principally by county government, the new attention on suburban voters should strengthen the political base of county government.

Paralysis By Analysis

NACo has been a very strong force in the battle to clean up the environment, but we have also cautioned that legitimate environmental concerns must not be used by extremists to endlessly delay projects. One county official called this "paralysis by analysis."

A case in point. Concerns about the Alaskan pipeline's environmental impact on Arctic life was bonafide. This is conceded by even the most ardent supporters of the project. Supporters are happier now because the project has been redesigned to minimize environmental damage.

The costs of delay are high however. The original project was to cost \$900 million and to be completed in 1972. Now it will cost \$5.9 billion and will not be completed until 1977.

We hope we have learned the lesson that environmental concerns are vital and must be satisfied by the project proponents and not left to the extremists.

Revenue Sharing

Hearty congratulations are in order for our state associations of counties and our individual county officials who have been working so hard in our national campaign to renew general revenue sharing. We previously published a state-by-state tally of the pre-election results, but it is good to refresh everyone's minds.

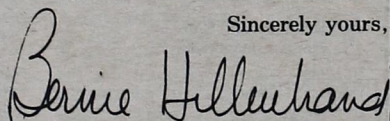
Here is where we stand. Of the 100 United States Senators who will make up the 1976 Senate, we have 27 supporting revenue sharing. The next step now is to pin down the other 63 Senators with firm commitments.

In the House we are still short. Of the 435 Congressmen we have 184 in support of revenue sharing; 22 are uncommitted and 24 are opposed. We have no information on the other successful candidates so we still have a lot of work to do in the House.

All of which means that while we rejoice at the progress so far, it obviously is not enough to secure renewal of general revenue sharing legislation.

The pre-election effort was only phase one. We have to continue. If your Congressmen or Senators are not committed, schedule a meeting with them at home and make them understand why revenue sharing has to be reenacted in 1975.

Sincerely yours,



Bernard F. Hillenbrand
Executive Director

Hotline to Hill

Congress goes back to work this week. For the price of a three-minute phone call, you can keep on top of what's happening on the national scene with "Hillenbrand's Washington Report."

Be prepared for your next county board meeting by dialing (202) 785-9591 for the latest rundown on NACo meetings, important legislation and the latest developments affecting counties.

Coming Events

December

- 2 — 6 Second Annual National Jail Managers Seminar — Woodlake Inn, Sacramento, California — Harold Guerin — 916/441-3441.
- 3 — 4 North Carolina Association of County Commissioners 1975 Legislative Goals Conference — The Hilton Inn, Raleigh, N.C. — John T. Morrissey, Sr. — 919/832-2893.
- 4 — 6 Nebraska Association of County Officials Annual Conference — Omaha, Nebraska — Arnold Ruhnke — 402/477-8291.
- 5 — 6 Association of County Commissioners of Alabama — Mid-winter Conference — Park Lodge, Baldwin City, Alabama — O.H. Sharpless — 205/263-7594.
- 5 — 6 Association of Indiana Counties Annual Conference — Indianapolis, Indiana — Shirli Evans, Jr. — 317/632-7453.
- 9 New Jersey Association of Chosen Freeholders — Mid-winter Meeting — Smithville, New Jersey — Jack Lamping — 609/394-3467.
- 9 — 10 NACo/Council of Intergovernmental Coordinators Meeting — Quality Inn-Capitol Hill, Washington, D.C. — Aliceann Fritschler — 202/785-9577.
- 9 — 10 National Association of County Health Officials (NACHO) — Washington Hilton Hotel, Washington, D.C. — Mike Gemmell, 202/785-9577.
- 10 — 14 Colorado Counties, Inc. Annual Meeting — Brown Palace, Denver, Colorado — Clark Buckler — 303/534-6326.
- 11 — 13 National Association of County Manpower Officials Meeting — Washington, D.C. — Jon Weintraub — 202/785-9577.
- 11 — 13 Association of Arkansas Counties — Little Rock, Arkansas — Carl Madsen — 501/372-7550.
- 12 Massachusetts Association of County Officials Board Meeting — Boston, Massachusetts — Heyworth Backus — 617/775-4400.
- 12 Maryland Association of Counties New County Officials Conference — College Park, Maryland — Joseph Murnane — 301/268-5884.
- 12 — 18 North American Congress on Alcohol and Drug Problems — San Francisco — Mike Benjamin — 202/785-9577.
- 17 — 19 Energy Conservation/Solid Waste Conference — Terrace Hilton Hotel, Cincinnati, Ohio — Chris Oynes — 202/785-9577.

January

- 15 — 17 Maryland Association of Counties Annual Meeting — Hunt Valley Inn, Baltimore, Maryland — Joseph J. Murnane — 301/268-5884.
- 15 — 17 The Association of Minnesota Counties New Officials Meeting — St. Paul, Minnesota — Ralph T. Keyes — 612/222-5821.
- 23 Association of County Commissioners of Georgia Legislative Breakfast — Hyatt, Atlanta, Georgia — Hill Healan — 404/522-5022.

February

- 4 — 6 Texas County Judges and Commissioners Conference — Aggrieland Inn, College Station, Texas — Kenneth A. Douglas — 512/478-8753.
- 5 Idaho Legislative Conference — Boise, Idaho — Dean G. Huntsman — 208/345-9126.
- 24 — 27 NACo 1975 Legislative Conference — Shoreham Hotel, Washington, D.C. — Dorothy Sortor Stimpson — 202/785-9577.

Staff Contacts

To help people reach the proper person at NACo, a list of contracts and their general area of responsibility has been compiled.
Telephone: 202/785-9577

Aging Services	Mary Brugger
Alcoholism	Michael Benjamin
Bicentennial (ARBA)	Florence Zeller
Child Welfare Services	Mary Brugger
Community Development	Bruce Talley
County Administration	Rod Kendig
County Finance	Carol Goldfarb
Criminal Justice (LEAA)	Donald Murray
Economic Development (EDA)	Jim Evans
Education	Valerie Pinson
Emergency Preparedness	Charles Wall
Energy (FEA) (Phone 202-254-9720)	Harry Johnson
Energy (NACo)	Chris Oynes
Environmental Quality (EPA)	Carol Shaskan
Federal Regulations	Carol Shaskan
Grantsmanship	Aliceann Fritschler
Health (HEW)	Mike Gemmell
Human Services Integration (Allied Services, OEO)	Al Templeton
Labor Management	Barbara Hunting
Mailing List	Grenda Wiggins
Management Improvement (IPA)	Gary Mann
Management Information Systems and Higher Education	Tom Bruderle
Manpower (DOL)	Jon Weintraub
Membership	Meg Stephens
New County	John Thomas
OEO Legislation	Valerie Pinson
Parks and Recreation (HUD and Interior)	Jayne Seeley
Planning and Land Use (HUD and Interior)	Jim Evans
Public Information	Dorothy Stimpson
Public Works	Bill Maslin
Record Keeping	Florence Zeller
Regionalism	Terry Schutten
Revenue Sharing	Carol Goldfarb
Rural Affairs (USDA)	Jim Evans
Social Services	Valerie Pinson
Solid Waste (EPA)	Roger Bason
State Issues	Rod Kendig
Welfare	Valerie Pinson
Transportation	Marian Hanke
Urban Affairs Committee	John Murphy