**This Week**

- Counties Use Surplus Food, page 3
- State Association Wrapup, page 4 and 5

# COUNTY NEWS

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

NACo

Washington, D.C.

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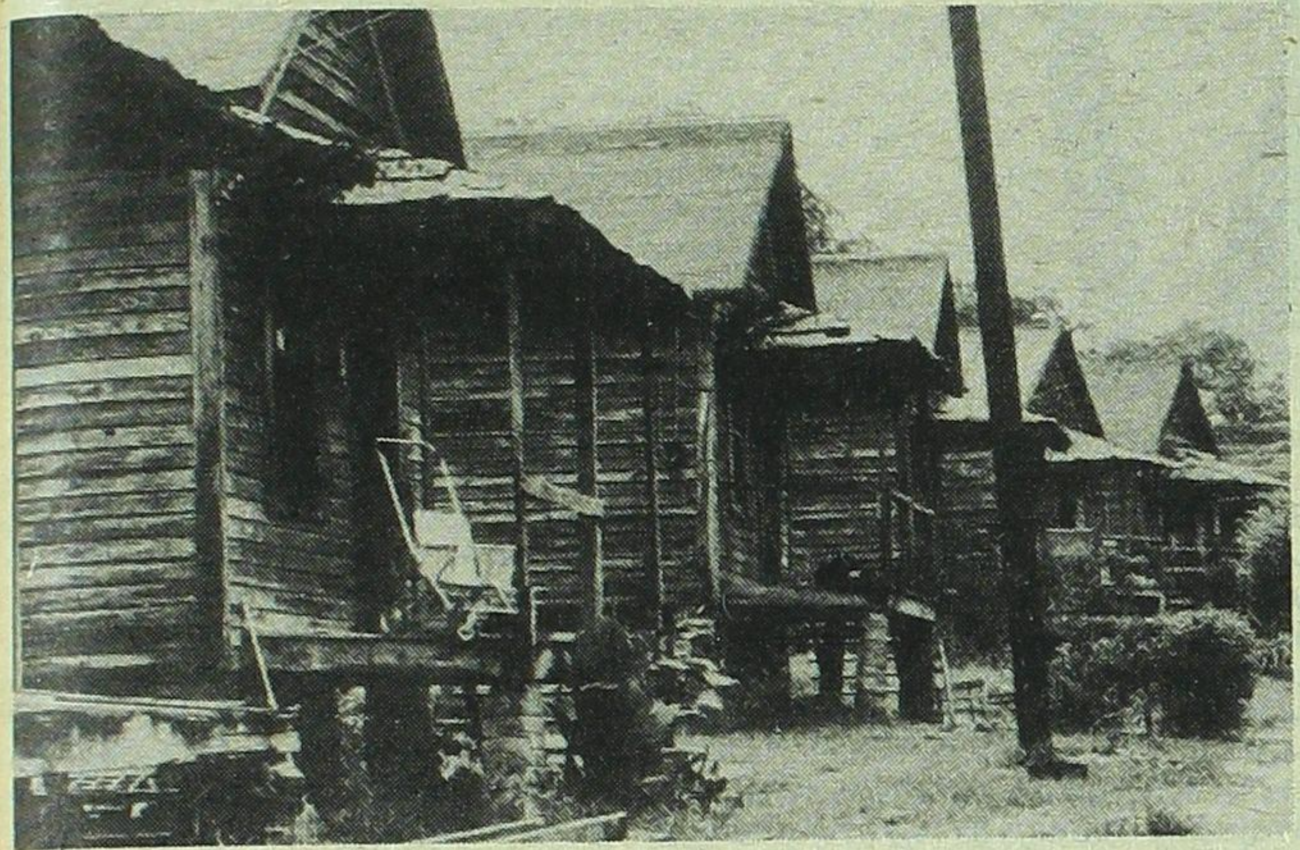
Nov. 20, 1978

# Housing Funds Threatened



WASHINGTON, D.C.—The nation's rural and urban assisted housing programs would be adversely affected by cuts mandated by the Office of Management and Budget in the 1980 budget of the Department of Housing and Urban Development (HUD), according to HUD Secretary Patricia Harris.

Referring to the reductions as "socially regressive," the Secretary indicated that the proposed cuts would significantly reduce the numbers of housing units assisted by HUD to levels below that of the current year.

During fiscal '79, HUD will provide assistance for approximately 333,400 units of Section 8 and public housing units. The department originally intended to provide 400,000 units, a figure which was subsequently reduced to 377,000 before being lowered to the current level.

For fiscal '80, it is estimated that the proposed cuts will result in construction of a total of only 290,768 Section 8 and public housing units.

Funds for Section 8 units will be reduced from the current 280,000 units to 240,765 units. Public housing units will also be reduced, from 53,000 in the current year to 50,000 in 1980.

A new mixed-income rental housing demonstration program, to be available for the first time in 1980, would assist 25,000 units of housing.

**A RECENT HOUSING** study conducted by the Congressional Budget Office estimated that there were 5.7 million physically inadequate housing units in this country in 1976. Actual housing production has not kept pace with this need, and housing costs have continued to rise at an alarming rate, pricing greater numbers of people out of the housing market. Medium new home prices increased by 15.5 percent between 1976 and 1977.

The HUD budget has been drawn up and submitted to OMB in compliance with their guidelines. Any comments on the proposed decreases should be promptly sent to James McIntyre, director of the Office of Management and Budget and to the President.

# New Regs Enforce Rights of Indigent to Hospital Facilities

WASHINGTON, D.C.—The Department of Health, Education and Welfare (HEW) has proposed regulations to assure that health facilities built with federal support meet their legal obligations to provide care for the needy. The regulations would require that hospitals and other facilities provide minimum dollar levels of free or reduced-cost care for indigent patients. Proposed requirements would affect county facilities directly, and county budgets indirectly through their impact on private facilities.

### THE LAW

Federal funds for construction and modernization of health facilities were granted under the Hill-Burton Act from 1947 to 1975. The National Health Planning and Resources Development Act replaced the Hill-Burton Act with a different program of assistance for such activities. The proposed regulations would apply to facilities funded by Hill-Burton grants less than 20 years ago or by the new program, known as Title XVI (Public Health Service Act).

Since 1947, more than $4 billion in grants and over $1 billion in loans have been distributed to facilities in nearly 4,000 communties. Among the beneficiaries have been more than 3,500 public and voluntary hospitals, more than 500 nursing homes, and 1,000 long-term care units of hospitals. The impact of the proposed regulations is, therefore, widespread.

Federal funding under both Hill-Burton and Title XVI has been contingent on the grantee providing two assurances. Hospitals and nursing homes must promise to make their services available to all persons in the community. They must also provide some amount of free or below-cost care to persons who cannot afford to pay.

### THE REGULATIONS

However, federal regulations to implement these statutes have been vague and rarely enforced. The new regulations would make these major changes:

- Uniform federal eligibility criteria for receipt of care at no charge or at reduced charge would be set. The criteria consider income only, not resources, and are based on Community Services Administration poverty income levels.
- Facilities may elect either of two options for defining the amount of care they must provide annually to eligible persons: 3 percent of overall operating costs, minus Medicaid and Medicare reimbursements; or 10 percent of the amount of the federal construction aid they received. The 10 percent level would rise in the future to reflect inflation. Facilities unable to afford either level of free care could request an exception from the HEW Secretary.
- HEW would take over from the states responsibility for monitoring and enforcing compliance with the regulations. States could qualify to share the responsibility if they met certain federal standards.
- Facilities could not discriminate in admissions on any basis unrelated to an individual's need for service or the unavailability of a service in the facility.

Counties will be affected by the new regulations in two ways. The rules will have a direct impact on county-operated general hospitals and long-term care facilities for which federal construction or modernization funds have been used. The magnitude of the impact would depend on current intake, accounting and billing procedures. Since the mission of county facilities is to care for those who cannot pay elsewhere, it is unlikely that the dollar levels of free care required would approach what counties already provide.

However, the regulations will benefit county funds and facilities by redistributing the costs of caring for indigent and unsponsored patients.

Private nonprofit hospitals subject to these regulations could not "dump" charity patients on public hospitals until they had discharged their own obligation to provide defined amounts of free care.

The proposed regulations appeared in the Oct. 25 *Federal Register*. The deadline for comments is Dec. 26. For further information contact NACoR's Health Services Program or William T. Berry, Acting Director, Division of Facilities Compliance, Room 6-50, Center Building No. 1, 3700 East-West Highway, Hyattsville, Md. 20782, 301/436-6893.

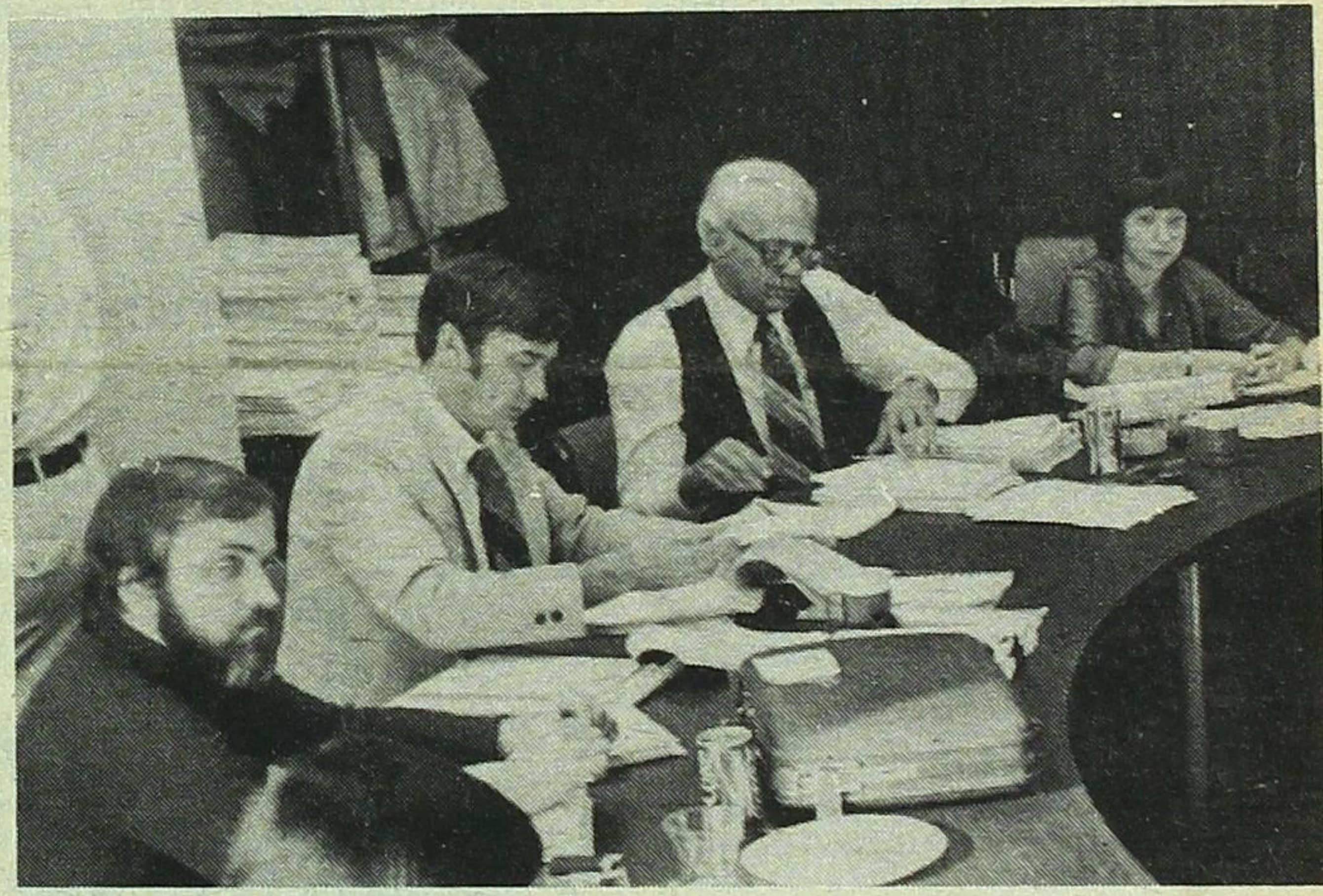
—Donna Brown

# Inflation Guidelines

NACo's County Employee/Labor Relations Service (CELRS) and Taxation and Finance Team have prepared a special mini-management packet designed to assist county governments in complying with the President's Wage/Price Guidelines issued on Oct. 24. The guidelines are intended to apply to state and local jurisdictions, including county governments.

The CELRS packet includes the factbook on wage and price standards put out by the Council on Wage and Price Stability, containing answers to some of the most frequently asked questions about the guidelines.

The special mini-management packet may be obtained by writing CELRS, National Association of Counties, 1735 New York Avenue N.W., Washington, D.C. 20006. Please include a check for $1, payable to NACo/CELRS, to cover mailing costs.



**NEW CETA REGS—NACETA board meets on the early draft version of the regulations for the new CETA legislation. From left are CETA directors Art Lewis, NACo board representative, Wayne County, Mich.; Gary Evans, Central Iowa Regional Association of Local Governments; C.W. Henderson, Eastern Kentucky Concentrated Employment Program; and Patricia Bambery, NACETA president.**

# CETA Studied

WASHINGTON, D.C.—The board of the National Association of County Employment and Training Officials took its first look at the new CETA regulations at a special board meeting Nov. 14-16 at NACo headquarters in Washington.

NACo received a limited copy of the initial draft of the regulations last week. The first official draft will be released Dec. 4, proposed regulations will be published in the *Federal Register* by Jan. 19. March 30 is the target date for publication of the final regulations which become effective April 1.

The two and a half day meeting was called by newly elected NACETA president, Patricia Bambery, Washtenaw County, Mich.

The first session focused on an overview of the regulations. The group then formed into six work groups which paralleled the DOL's staff division, to develop detailed comments on definitions and grant procedures, administrative standards and program design and management, Title II-ABC training and the governors' grants, Title II-D and Title VI, (public service employment), youth, and Title VII (private sector initiatives).

The critical issues identified included a need for DOL to clarify those aspects of the regulations which would require prime sponsors to pay back costs out of local funds if it was determined there was a violation of the law or regulations such as eligibility of participants. In program sections where local flexibility is essential, it is recommended that the regulations not overprescribe but adhere to the law.

**FLEXIBILITY IN** designing public service employment programs based on local jurisdictional need was also seen as a key issue. It was felt that the regulations have gone beyond the legal boundaries in this section and would further restrict prime sponsors.

Title VII regulations were assessed as inflating the role of the private industry councils (PICs), giving them too much authority and circumventing the prime sponsors' established system. Recommendations were made to consolidate this section, bringing the PICs back

See EMPHASIS, page 3

# Airport Planning Grants Awarded

WASHINGTON, D.C.—The Federal Aviation Administration (FAA) awarded grants totaling $4.8 million under its airport Planning Grant Program during the fourth quarter of fiscal '78.

A total of 69 grants were awarded to public agencies in 32 states during the three-month period ending Sept. 30, 1978.

Grants totaling $2,527,829 were awarded to 14 locations for the development of airport master plans emphasizing airport noise control. This brings to 29 the number of communities preparing Airport Noise Control and Land Use Compatibility (ANCLUC) plans under an FAA pilot program that started in fiscal '77. A total of $4,180,411 has been awarded to communities under that program.

Los Angeles International Airport and Atlanta International Airport received the largest grants under the ANCLUC program, $498,250 and $477,198, respectively. The other 12 locations receiving grants for noise control plans studies were: Little Rock, Ark. ($134,640), Honolulu ($375,000), Burlington, Iowa ($51,893), Lake Charles, La. ($44,991), Portland, Maine ($85,212), Lincoln, Neb. ($106,525), Omaha, Neb. ($131,767), Las Vegas, Nev. ($116, 055), Albany, N.Y. ($105,750), White Plains, N.Y. ($60,867), Tulsa (Riverside), Okla. ($93,600), and Allentown, Pa. ($246,081).

Portland, Ore. received $239,955 for the third and final phase of a comprehensive master planning study with emphasis on off-airport compatible land uses.

System planning grants were awarded to four states and three metropolitan areas. Maryland ($60,000), Massachusetts ($32,096), Rhode Island ($34,346), South Carolina ($15,350) and Denver ($31,500) received grants to conduct continuous structured updates of their aviation system plans. Wichita, Kan. received a grant of $30,000 for updating its aviation plan for the metropolitan area, including Butler, Harvey and Sedgwick counties, and Louisiana got $33,719 for a special study of New Orleans International Airport.

The remaining 47 grants are for the preparation of individual airport master plans—eight for airports served by airlines certified by the Civil Aeronautics Board, two commuter service airports, and 37 for airports serving general aviation (non-airline) aircraft.

A total of 242 planning grants were awarded during fiscal '78 amounting to $14,257,280. Of this total, 95 grants for $8,768,465 went to air carrier and commuter locations, 127 grants totalling $4,451,935 went to general aviation and reliever airports, and 20 grants for $1,036,880 went for the development of state and regional/metropolitan system plans.


**NACETA AWARDS—John Hemphill, LaPorte County, Ind. CETA director, smiles after receiving a Certificate of Appreciation for outstanding service as a member of the board of directors of NACo's manpower affiliate, formerly called NACMO and now known as National Association of County Employment and Training Administrators (NACETA). The awards were presented at the affiliate's seventh annual conference in Maricopa County (Phoenix) Ariz., attended by over 1,000 county officials. The 17 other board members receiving awards were President Patrick Moore, Mid-Willamette Valley Manpower Consortium in Oregon; Vice President Thomas Gaston, Miami Valley Manpower Consortium in Ohio; NACo Board Representative Arthur Lewis, Wayne County, Mich.; former President David Goehring of Montgomery County, Md.; Charles Tetro of the Penobscot Consortium in Maine; Toby Hayes of Monroe County, N.Y.; Joseph Schlegel of Gloucester County, N.J.; Walter Coleman of Henrico County, Va.; Barbara Monahan of the Heartland Consortium in Florida; Jim Cooksey, Dallas County, Tex.; Robert Armstrong, Omaha Consortium, Neb.; Vickie O'Quin of Arapahoe County, Colo.; Dennis Brown of Marin County, Calif.; Les Crowe of Pierce County, Wash.; Larry Lockhart of Union County, N.J. and May Shelton of Washoe County, Nev., representing minority county CETA directors; and Wallace Heggie of Lauderdale County, Miss., representing county coordinators in CETA balance-of-state areas.**



**CONFERENCE, BOOKLET**

# Boosting Job Safety

WASHINGTON, D.C.—Safety measures for county employees are dealt with in an upcoming conference and a recent booklet.

The conference on Safety and the Refuse Worker will bring together experts from local government and industry to focus on particular problems in the field and to present case studies and ideas on employee motivation and management practices.

The refuse worker's job has been shown to be more than three times as hazardous as that of an underground coal miner. A person working 25 years as a refuse worker has a 9 percent chance of limb amputation and a 23 percent chance of receiving a permanently disabling injury. Consequently, insurance and medical expenses are high.

The conference will be offered Dec. 1 in Philadelphia and Dec. 14-15 in San Francisco. Early next year similar conferences will be held in Atlanta, Kansas City and Boston. For further information, contact the Center for Local Government Technology, 405/624-6049.

**COUNTY POLICE** and fire forces need to know how to handle a chemical problem and how far to evacuate citizens to protect them from substances like acrolein, chlorine, dimethyl ether, hydrogen fluoride, sulfur dioxide and trimethylamine. Information is available in a free booklet.

Copies may be ordered from Wes Beitl, Center for Local Government Technology, Oklahoma State University, 505 Engineering North, Stillwater, Oklahoma 74074.

# How to Stop Fraud/Abuse

WASHINGTON, D.C.—The problems of fraud, abuse and error in HEW programs will be tackled next month by federal, state and county officials, law enforcement officers and other interested groups.

The Department of Health, Education and Welfare is sponsoring a National Conference on Fraud, Abuse and Error Dec. 13-14 in Washington, D.C.

Workshops will provide participants an opportunity to share ideas, exchange information and techniques and identify problems that must be addressed in the future, and to suggest new methods for solving these problems.

Speakers at the conference will include Secretary of HEW Joseph Califano and Attorney General Griffin Bell.

Among the workshop participants will be NACo Chairman for Income Maintenance Forrest Campbell, commissioner, Guilford County, N.C. The HEW programs to be discussed include student financial assistance, social services, welfare and health.

Further information on the conference may be obtained from Thomas P. Reutershan, Executive Director, National Conference on Fraud, Abuse and Error, Hubert H. Humphrey Building, Room 624E, 200 Independence Avenue, S.W., Washington, D.C. 20201, 202/245-1831.

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# Fringe Benefits of Pregnant Women To Be Comparable

WASHINGTON, D.C.—Pregnancy, childbirth or related medical conditions may no longer be used by employers to disciminate against women in fringe benefit programs.

On Oct. 31 President Carter signed into law a measure broadening the definition of sex discrimination in Title VII of the 1964 Civil Rights Act and clearly establishing that fringe benefit programs must treat women affected by these conditions in a manner equal with other employees on the basis of their ability or inability to work.

The new law applies to county governments by virtue of the Equal Employment Opportunity Act of 1972 which brought state and local governments under the aegis of Title VII.

President Carter stated that the measure "does not bestow favorable treatment on America's 42 million working women. Nor does it diminish in any way the rights and benefits of their male coworkers."

The new law does not require employers who do not provide disability or medical benefits or paid sick leave to other employees to provide them for pregnant workers. The measure would also permit employers who provide a voluntary unpaid leave policy to continue to do so, as long as the plan is not discriminatory.

However, it would require that women disabled due to pregnancy, childbirth or other related medical conditions be provided the same benefits as those provided other workers. This would include disability insurance, sick leave and other forms of employee benefit programs, including medical plans. Thus, if an employer's medical plan covers all medical and hospital costs of employees, all the costs related to pregnancy, childbirth or related medical conditions must be fully covered.

The only exception to the measure's requirement of equal treatment is a provision stating that employers are not required to pay for health insurance for abortion, except where the life of the mother would be endangered if the fetus were carried to term or except where medical complications have arisen from an abortion.

However, this provision makes clear that an employer may voluntarily provide abortion benefits and that collective bargaining agreements which include such benefits remain valid.

**IN ADDITION TO** possibly affecting a county's fringe benefit program, the law prohibits county employers from terminating or refusing to hire or promote a worker solely because she is pregnant, protects the reinstatement rights of women on leave for pregnancy-related reasons and bars a mandatory leave requirement for pregnant women arbitrarily established at a certain time during their pregnancy and not based on their inability to work.

The new law is specifically designed to reverse the U.S. Supreme Court's holding in *General Electric Co.* v. *Gilbert*. The *Gilbert* decision, issued on Dec. 7, 1976, held that employers who exclude pregnancy-related disabilities from coverage under a disability insurance plan do not discriminate on the basis of sex in violation of Title VII.

The measure is effective immediately except that, with respect to fringe benefits and insurance programs, employers will have until April 30, 1979 to make the necessary modifications required by the law. For a period of one year, or until the expiration of an applicable collective bargaining agreement, employers may not reduce benefits under a current plan to comply with the measure.

Benefits may be decreased, however, at any time for reasons "unrelated" to compliance with the law, and where employers and employees share the costs of existing benefits, employers are permitted to apportion additional benefit costs required as a result of the measure.

Further information may be obtained by contacting Chuck Loveless, NACo's County Employee/Labor Relations Service, 202/785-9577.

—Chuck Loveless
CELRS

# Emphasis Placed on Local Needs in CETA

Continued from page 1

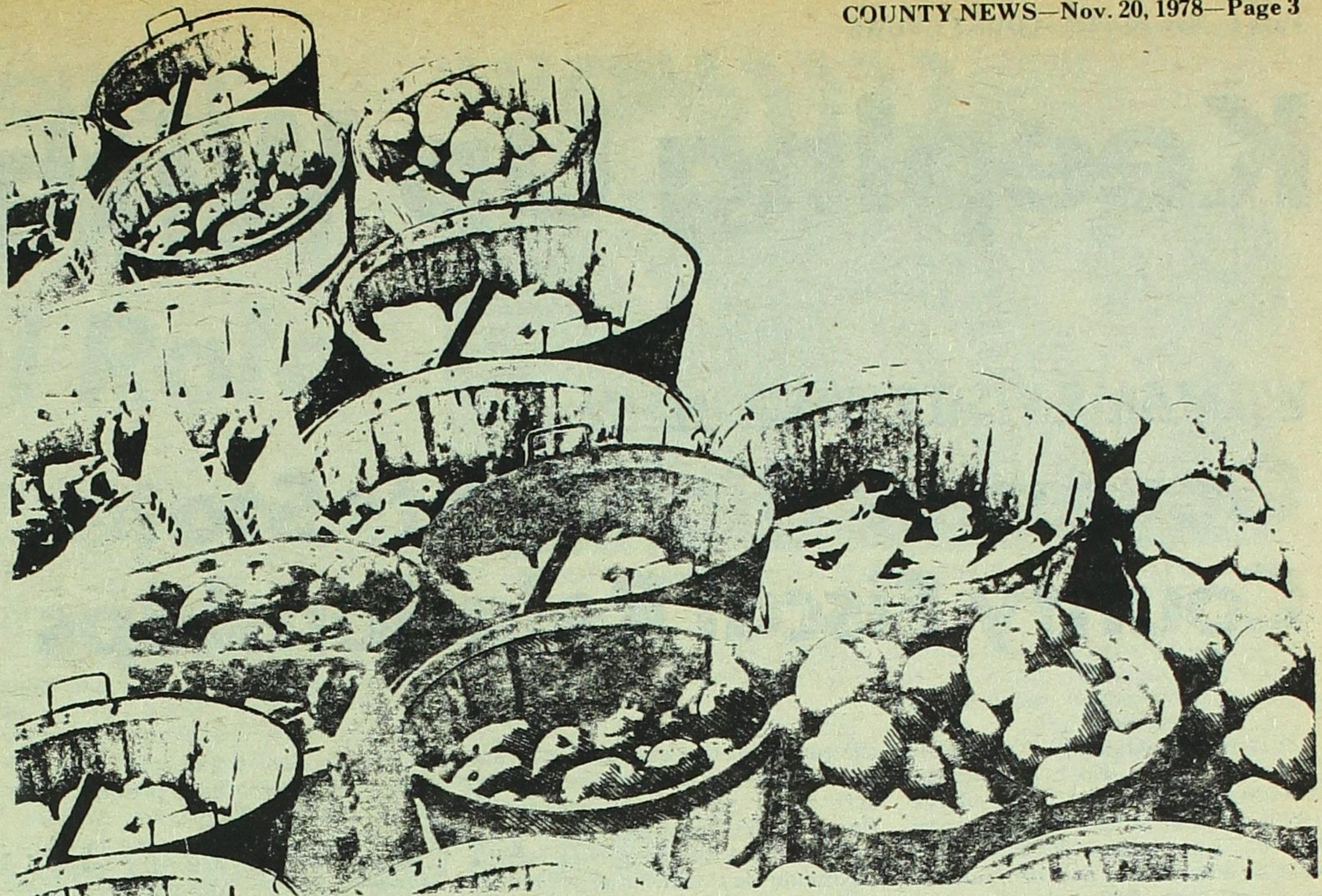
into the employment and training system and re-emphasizing the private sector/training aspect of this title. The group felt this was the legislative intent of creating this new title.

The NACETA board met with DOL to present their concerns on Thursday, Nov. 16. The critical issues were addressed in a general meeting followed by small work groups with DOL staff to present the technical changes that were decided on during the first two days. There will be ample opportunity for all interested persons to review and comment on the next draft of the regulations which will be available the first week of December.

The CETA directors from 15 states who attended were C.W. Henderson, Eastern Kentucky CEP, Ky; Gary Evans, CIRALG, Iowa; Art Lewis, Wayne County, Mich.; May Shelton, Washoe County, Nev.; John Brown, Alameda County, Calif.; Charles Tetro, Penobscot Consortium, Maine; Toby Hayes, Monroe County, N.Y.; Maureen Fries, Multnomah/Washington County, Ore.; Bob Popplewell, Tarrant County, Texas; Leonal Alvarado, Fresno Consortium, Calif.; Dave Goehring, Montgomery County, Md.; Robert Johnston, Broward Consortium, Fla.; Thomas Hazelwood, BOS, Mich.; Vickie O'Quin, Arapahoe County, Colo.; Larry Lockhart, Union County, N.J.; Larry Buboltz, Rural Minnesota CEP, Minn.; Gloria Miller, Mercer Consortium, Pa.; Pat Moore, Mid-Willamette Consortium, Ore.; Pat Bambery, Washtenaw County, Mich.

## EEOC Extending Filing Deadline

WASHINGTON, D.C.—The U.S. Equal Employment Opportunity Commission (EEOC) recently announced that the deadline for filing EEO Form 4, 1978 state and local government information, has been extended to Jan. 31, 1979. An EEOC spokesman indicated that the commission has not yet sent out EEO Form 4 to local jurisdictions and it is possible that the filing deadline will have to be extended beyond Jan. 31. For further information, contact Chuck Loveless, NACo's County Employee/Labor Relations Service, 202/785-9577.



## MEETING NEEDS OF POOR

# No Food is "Surplus"

WASHINGTON, D.C.—Using the food that farmers and food processors don't sell and that would otherwise go to waste, a growing number of local programs are helping to ensure adequate food for the elderly poor and other target groups.

Until recently, only a small fraction of surplus food was being used to feed the hungry, mostly through scattered volunteer efforts. But recent legislation and small amounts of federal seed money are giving these programs an added boost. By next year, there could exist a fledgling distribution network, including more than half the states in the country.

One of the primary catalysts for this growth is Second Harvest, an organization funded by the Community Services Administration and based in Phoenix, Ariz. Second Harvest, a subsidiary of St. Mary's Food Bank, provides technical assistance to help duplicate the efforts of St. Mary's in metropolitan communities of over 100,000 population.

St. Mary's was founded in Phoenix 12 years ago by retired businessman John van Hengel and salvages food supplies for distribution to nonprofit agencies that conduct ongoing feeding programs. It also provides food supplies to individuals and families in times of emergency. Last year, the Phoenix community donated more than 1.6 million pounds of food to St. Mary's.

So far, in three years, Second Harvest has helped establish some 40 food banks in 20 states. All of these are primarily dependent upon voluntary efforts. The National Food Salvage Network, an offshoot of Second Harvest, is working to establish a food exchange program among food banks, to broaden the types of food available in any one area.

Similar programs, providing emergency food supplies to more sparsely populated rural areas, are now being initiated by the National Association for Farm Worker Organizations, based in Washington, D.C. The organization has assisted in developing about a dozen rural food banks around the country in the first six months of operation.

### WHY SURPLUS FOOD?

According to a report of the U.S. Comptroller General last year, fully 20 percent of all food produced for human consumption—or an estimated 37 million tons of food, worth $31 billion dollars—is wasted each year in this country. The report noted that 49 million people could be fed with this so-called "waste" food each year, if the appropriate programs were developed to salvage and distribute it. Some of the major reasons for this waste are:

- Farmers "plowing under" their crops to maintain higher prices in the marketplace;
- Mechanized harvesting techniques which leave behind sizable amounts of produce in the fields;
- Food processors' discarding produce which does not conform to acceptable standards of size and shape;
- Mislabeling, dented cans and other packaging problems, resulting in unsalable goods.

### THE CALIFORNIA EXPERIENCE

A recent legislative initiative in California has given an impetus to food distribution programs. Essentially, this measure removes any potential liability from those who donate food, provides tax benefits to donors and calls for counties to designate one agency for food distribution. The 1976 federal Tax Reform Act also provides tax benefits to donors.

But the California measure has also created some problems of scale. Prior to its adoption, the Senior Gleaners in Sacramento began to take advantage of crops which were left behind by mechanized harvesters. Homer Fahrner, the 76-year-old founder and former director, was able to obtain volunteers to glean the fields and to transport the crops in their own pickup trucks to nutrition programs for the elderly.

But today, as a result of the new California law, those pickups are not sufficient to keep pace with the tons of food which are offered for donation. As a consequence, Fahrner reports having to turn down 10-25 tons of food each day.

Another problem encountered by Fahrner is the reluctance of nutrition program workers to use food which does not conform to previously established menus and time schedules for food preparation. Potatoes and rice are rejected because the cooking time required is far greater that it is for instant potatoes and quick-cooking rice. A truckload of canned soup was recently rejected because workers "didn't want to open all the little cans," Fahrner explains with some exasperation.

As a result, Fahrner estimated he supplies only about 5 percent of the food used at nutrition sites for the elderly. At this point, he is addressing these problems with a new organization, Gleaners Statewide, in order to expand the territory in which he operates, to obtain more of a selection of food supplies.

### TRANSPORTATION AND STORAGE

The program operated by the Contra Costa County (Calif.) Department of Social Services, the model for the statewide legislation, solved the transportation problem through the use of county-owned trucks.

Storage and supply problems have also been alleviated through the use of a county warehouse and an arrangement with the local Safeway supermarket organization, which has donated refrigeration equipment and which regularly donates surplus groceries.

Although the program has been in operation since 1975, the value of food distributed has more than quadrupled in this past year, since implementation of the California law and the county's donation of the warehouse. There, food is distributed to elderly seniors through a "brown bag" program located at the emergency food pantry sites around the county.

Still another program, Golden Harvest, based in the Merced County (Calif.) Community Action Agency, is hoping to solve its transportation problems by soliciting funds from major corporations to purchase a tractor-trailer. At the present time that program relies on the use of a two-ton truck donated by the local Kiwanis Club. Golden Harvest is a regional arrangement, serving two urban and five mountainous rural counties.

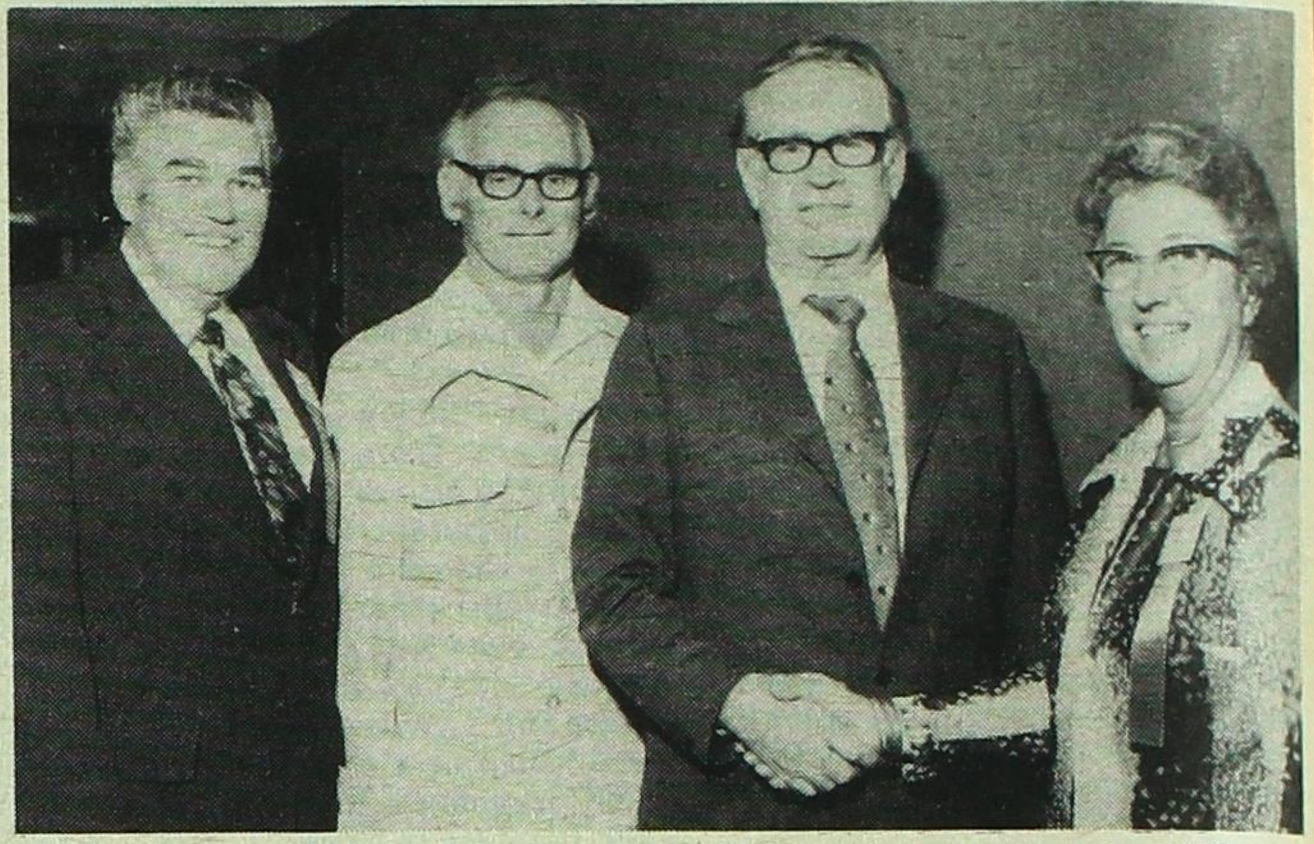
Director Dolores Duckett sums up the benefits of the program by citing the payoff in return for an annual grant under Title 3 of the Older Americans Act, which pays for gas, oil, and the salaries of a program coordinator and driver.

"We distribute $400,000 worth of food each year to hungry people with an annual investment of $43,000. Where," she asks, "can you get a better return on your tax dollar?"

For more information, contact John van Hengel, Second Harvest, 819 North Third Street, Phoenix, Ariz. 85004.

—Janet Smith
NACoR

# Keeping Up With the States



RECORD ATTENDANCE—More than 800 persons attended the 1978 Annual Wisconsin County Boards Association (WCBA) Convention. Shown here are, from left, Charles Tollander, member, WCBA Board of Directors and chairman, Burnett County Board; Tony Lorbetske, member, WCBA Board of Directors and chairman, Oneida County Board; Robert Mortensen, WCBA executive director; and Mary Louise Symon, WCBA first vice president, member, NACo Board of Directors and chairperson, County Board.

**WILLIAMS VISITS WISCONSIN**

## Governor Highlights State, County Fiscal Relationships

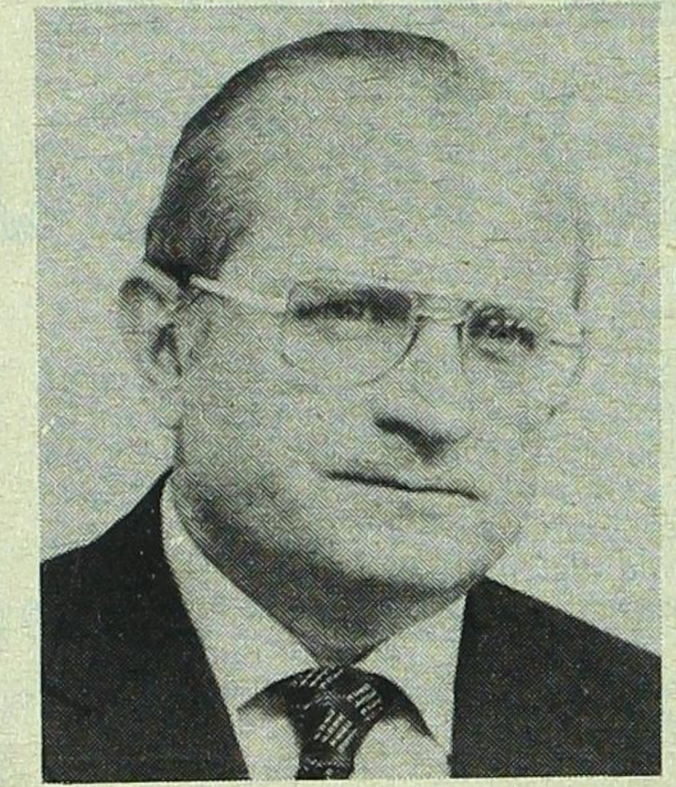
WINNEBAGO COUNTY, Wis.—"The Changing Role of County Government" was the theme of the 1978 Annual Wisconsin County Boards Association (WCBA) Convention attended by a record number of more than 800 delegates and guests.

Wisconsin Acting Governor Martin Schreiber keynoted the conference, directing his remarks toward fiscal responsibilities at the state and local levels. He discussed in detail the $500 million state surplus, explaining the reasons for the surplus and the uses for which it has been and will be obligated.

NACo President Charlotte Williams, commissioner, Genesee County, Mich., speaking at the final general session of the conference, covered a wide range of issues on the role of modern county government.

"Counties are part of a government that has become the fastest growing form of government in the United States. We are part of a government that is undergoing enormous and rapid change and that change is so powerful it has become the bond that ties us together. Never before have the responsibilities stretched so far or so fast," President Williams said.

The WCBA Board of Directors by unanimous action decided to publicly probe and question the impact of California's Proposition 13 on Wisconsin county and state government. James Morgan, president of the Wisconsin Taxpayers Alliance served as a resource person for this activity. Reactors to his presentation were R. Michael Mett of Milwaukee County, James Coughlin of Winnebago County and Byron Berg of Lafayette County.



President F. Thomas Ament

Morgan said the lessons of Proposition 13 are "to avoid surpluses in your public budgets, unless from unexpected efficiencies; review ways not previously examined to ease the property tax burden; and ensure that any tax or spending limit does not inadvertently result in a loss of federal or state aids to counties or of local controls exercised by counties, schools or local units."

Delegates unanimously elected the following officers: President F. Thomas Ament of Milwaukee County; First Vice President Mary Louise Symon of Dane County; Second Vice President Charles Tollander of Burnett County; and Secretary-Treasurer Byron Berg of Lafayette County. Christian Stefferud of Monroe County is immediate past president. Robert Mortensen is WCBA Executive Director.

Other groups of county officials meeting during the convention included clerks, corporation counsels, county executives, county administrators and county finance officers.

The use of five concurrent panel discussions enabled the association to cover more than 27 service delivery areas for Wisconsin county supervisors.

Topics for the panel sessions which included more than 80 speakers provided information on: Resource Conservation and Solid Waste Management Update; State and County Flood and Other Emergency Practices; More County Recreation for Fewer Tax Dollars; County Efforts to Alleviate Their Railroad Crisis; Progress Towards Reform of Promulgation of Administrative Rules; Leadership in County Government; County Social Service Legislative Proposal; Bridge Crisis in Wisconsin; Management and Money; and Discussion of the State Plan on Aging.

## Hutton is Md. Exec.

ANNE ARUNDEL COUNTY, Md.—Wallace E. Hutton, an attorney and former delegate to the Maryland General Assembly, has been named executive director of the Maryland Association of Counties, Inc.

Hutton, 49, replaces Executive Director Joseph J. Murnane who died in July.

Since 1975, Hutton has been engaged in the private practice of law and been a lobbyist for the Unites States Brewers Association, Inc., Forest Products Inc. and Maryland State Licensed Beverage Association, Inc.

As a member of the Maryland House of Delegates, he was chairman of the Rural Caucus, was chairman of a House and Senate group opposing the Land Use Bill and was a member of the House Appropriations Committee.

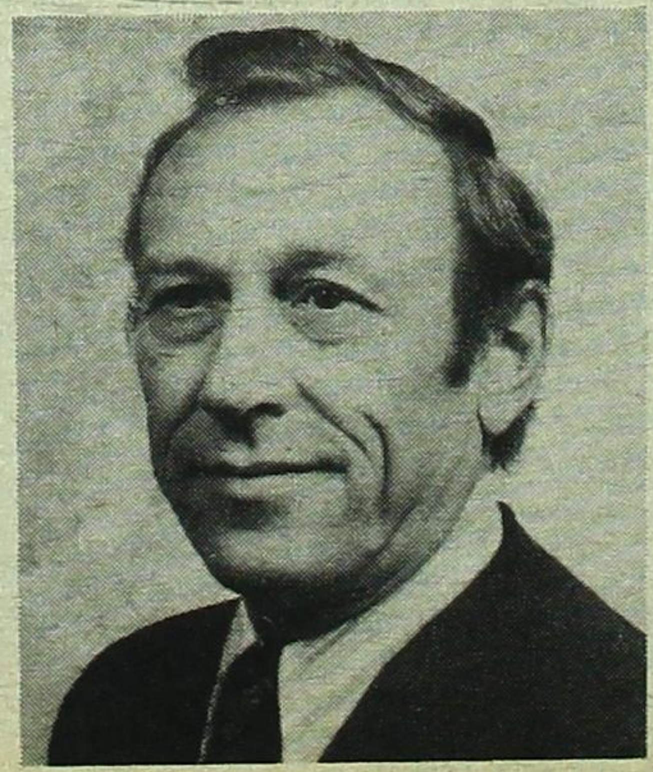
From 1966 until 1970, Hutton was a Frederick County commissioner. During this time he served two years on the Maryland Association of Counties Board of Directors and Legislative Committee. He was a charter incorporator of the association.

He has been active with several gubernatorial commissions including the Citizens' Advisory Committee to the Department of Transportation's Statewide Bikeway Study Task Force, State Advisory Council on Accountability to the Maryland State Department of Education; chairman of the Family Planning Advisory Council to the Department of Health and Mental Hygiene; Governor's Commission on the Functions of Government; Governor's nine-member, blue-ribbon Commission of Judicial Reform; Maryland State Advisory Council on Alcoholism; and the Beverage Container Task Force.

Hutton worked on the staff of Sen. Alan Bible, when he was chairman of the District of Columbia Committee and a member of the U.S. Senate Appropriations Committee, and on the staff of Rep. Carl Albert, when he was majority leader and speaker of the U.S. House of Respresentatives.

Hutton and his wife, Portia, have two sons, Brock and Shane.

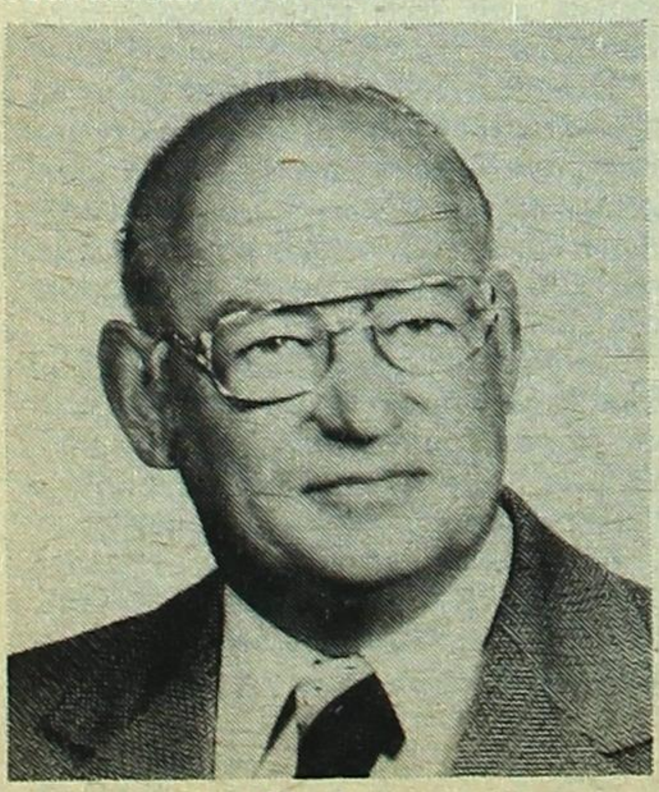
—Margaret I. Taylor
State Association Liaison



Hutton

## S.D. Taps Fischer

MINNEHAHA COUNTY, S.D.—Grant County Commissioner Milt Fischer was elected president of the South Dakota Association of County Commissioners (SDACC) during the 64th annual convention.



Fischer

Fischer, who was 1977-78 SDACC first vice president, was chairman of the South Dakota Municipal League in 1960-61 when he was mayor of Milbank.

Other officers elected were: First Vice President Boyd Larson of Lawrence County; Second Vice President Jerry Micheel of Beadle County; and Treasurer Tom Callan of Sanborn County. Jim Melgaard of Yankton County is immediate past president. Neal Strand serves as SDACC executive director and secretary.

Featured speakers were Gov. Harvey Wollman and NACo Executive Director Bernard F. Hillenbrand. Some 500 persons attended the event hosted by Minnehaha County and the City of Sioux Falls.

Chosen to lead the elected officials and highway superintendents in South Dakota for the next year were Eleanor Aukerson and Milt Handel, respectively.

WACO OFFICERS—The 1978-1979 officers for the Washington Association of County Officials include, from left, President Robert H. May, First Vice President Laura Brader, Second Vice President Henry B. Whalen and Secretary-Treasurer Clint G. Elsom.

## Washington Meeting Considers Red Tape

YAKIMA COUNTY, Wash.—The Washington Association of County Officials (WACO) held its 20th annual convention in Yakima with an attendance of nearly 200 county assessors, auditors, clerks, coroners, prosecuting attorneys, sheriffs, treasurers, deputies and guests.

Keynote speaker was Paul W. Eggers, tax attorney from Dallas, Tex., and a former Texas gubernatorial candidate. He spoke on governmental bureaucracy and the Proposition 13 atmosphere in the country.

Other guest speakers included King County Prosecuting Attorney Christopher Bayley who discussed public officials' liability and Snohomish County Deputy Prosecuting Attorney Elmer Johnston Jr. who spoke on open public records.

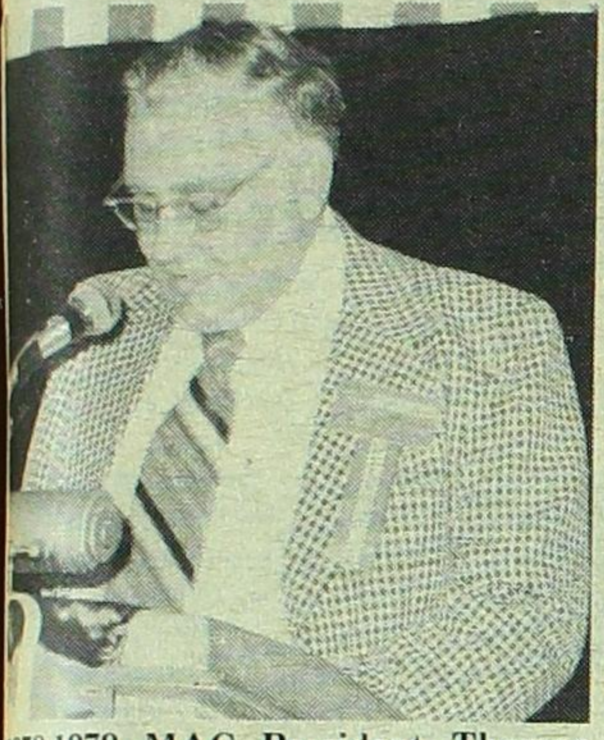
Distinguished service awards were presented to retiring officials with 40 receiving the honor for serving at least one full term in office. Grant County Treasurer Margaret Harris received special recognition for her work in county government since 1918. Clark County Clerk Wilma Schmidt was honored for 42 years county government service—including 36 years as clerk.

New officers elected include: President Robert H. May, Chelan County treasurer; First Vice President Laura Brader, Benton County clerk; Second Vice President Henry B. Whalen, Snohomish County auditor; and Secretary-Treasurer Clint G. Elson, King County records and elections manager.

Fred Saeger is WACO executive director.

## NACo PRESIDENT: "THINK COUNTY"

# Michigan Counties Filling Pivotal Role



1978-1979 MAC President Thomas Cooper.

MICHIGAN—Delegates to the Michigan Association of Counties (MAC) 80th Annual Conference unanimously adopted a nine-plank 1978-1979 Legislative Platform.

During the three-day program at Mackinaw Island, delegates also elected new officers, listened to candidates for office and participated in a series of workshops.

Officers elected include President Thomas Cooper, Newaygo County commissioner, First Vice President Andrew DeKraker, Kent County commissioner; and Second Vice President Herbert McHenry, Macomb County commissioner. A. Barry McGuire continues as executive director.

Speakers for the meeting included NACo President Charlotte Williams, commissioner, Genesee County, Mich., Bernard F. Hillenbrand, NACo executive director, and Michigan Gov. William G. Milliken.

In her first address to MAC since her election to the NACo presidency, Williams explored the role counties have in local government. "We (the counties) are part of a government that is the fastest growing form of government in the United States. The counties' charge, then, is to channel our best talent, effort, energy and expertise to best serve our citizens," she said.

She continued with thoughts on the importance of the theme of her inaugural address, "think county."

"Before we can make other people 'think county,' we ourselves have to 'think county.' We have to take pride in the job that we are doing. We are the ones that deliver more services, solve more problems and are directly involved with more people than any other level of government," she said.

Delegates participated in workshops on constitutional proposals on property taxes, increasing costs of public liability and worker compensation insurance, CETA, disaster preparedness and the state budget.

The place of county government in the effective operation was praised by Gov. Milliken. "Michigan cannot operate effectively, it cannot deliver the services and protection its citizens demand without the county government," he said.

"The county remains uniquely qualified to balance regional needs with local control and emerge with a harmonious blend. The greatest problem facing the county form of government in our state—and nation—today is fiscal," Milliken added.

Executive Director McGuire delivered a "State of the Counties" message. He predicted a challenging year, particularly in regard to effects of the national tax revolt.

In reviewing MAC's activities of the past year, McGuire pointed out that approximately 1,000 bills had been followed during the past legislative session.

"Nor were our efforts confined to passage of legislation. We opposed all bills which mandated counties to perform additional services without a corresponding increase in funding. I am happy to tell you that our position prevailed in every case," McGuire said.

"Then in the area of service, we took aboard a competent researcher to answer knotty legal problems which continually plague all of us; we published a complete wage and salary survey, more extensive than any earlier publication; we expanded our contact at the nation's capitol," he explained.

In other business, the following board members were elected to fill vacancies: Jackson County Commissioner Dean Eschelbach as director at large; Menominee County Commissioner Kermit Tessmer for Region 1; and Oakland County Commissioner Joseph Montante for Region 4.

1977-1978 MAC President Richard Hammel and NACo President Charlotte Williams

## COMPETENCY TEST LAUDED

# North Carolina Pledges to Link State Mandates/Money

BUNCOMBE COUNTY, N.C.—The new president of the North Carolina Association of County Commissioners (NCACC) plans to spend a major part of his term educating citizens on the services of county government.

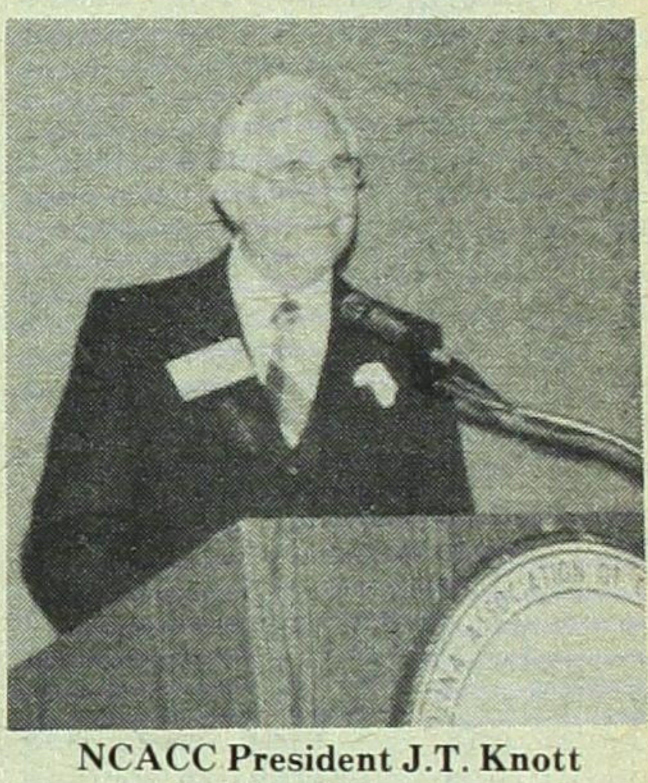
J.T. Knott, Wake County commissioner, also plans to emphasize intergovernmental cooperation, county responsibility for public education and fiscal responsibility with insistence that when state government mandates a program it must assume full financial responsibility for implementation.

In that statement, he had a verbal pledge of support from Gov. Jim Hunt, who keynoted NCACC's 71st Annual Conference.

"We have established as our principle in state government that never again will we mandate programs for local government without providing the money you need to pay for them," Hunt declared.

Some 650 persons from 92 of North Carolina's 100 counties attended the conference held in Asheville. In addition to President Knott, the association, operating under a new constitution adopted during the conference, elected First Vice President Albert McMillan, Scotland County; Second Vice President Claud "Buck" O'Shields, New Hanover County; and Third Vice President Ed Todd, Henderson County. C. Ronald Aycock is NCACC executive director.

**NEW BOARD MEMBERS** include Pearly Vereen of Brunswick County; Joe Butler of Sampson County; J. Timothy Pregram of Vance County; Page McCauley of Montgomery County; J. T. Ford of Stanly County; Gene Wilson of Watauga County; Doris Gienzentanner of Buncombe County; and Jack Woods of Caswell County.



NCACC President J.T. Knott

The new officers and directors were administered their oaths of office by Howard Lee, Secretary of the Department of Natural Resources and Community Development.

Lee, the highest ranking black in Gov. Hunt's administration, said state and county officials must work together to improve educational opportunities for everyone in the state.

He said that the statewide competency test will be a "tool to help weed out the weaknesses of our young people [and] the earlier we can find the weaknesses the sooner we can find the solutions and the better we will be."

Presentation of awards to outstanding officials included: County Commissioners James Warren of Lincoln County and Fred Cooper Jr. of Nash County (co-recipients); Register of Deeds Ray Crisco of Stanly County; Finance Officer Glenn Powell of Rockingham County; Tax Supervisor W. Harvey Pardue of Forsyth County; Social Services Director Ben Carpenter of Gaston County; County Attorney Dwight Wheless of Dare County; and Health Director Dr. Marjorie Strawn of Caldwell County.

Hall Scott, Guilford County personnel director, was honored as outstanding graduate of the County Administration Course at the Institute of Government.

Workshop topics included Proposition 13 and its effects on education and finance, CETA, educational rights for handicapped children, communicating with legislators, and the Governor's Balanced Growth Program.

# County Executive Closeup

ADOLPH R. 'Dolph' MASLAR

EXECUTIVE DIRECTOR of the COUNTY COMMISSIONERS ASSOCIATION of OHIO

'DOLPH' GRADUATED FROM HIGH SCHOOL AND JOINED-UP WITH THE LEGENDARY CONSTRUCTION BATTALIONS OF THE U.S. NAVY, THE SEABEES, AND SERVED FOR THREE YEARS IN THE SOUTH PACIFIC AND GUADALCANAL AREAS. UPON RETURNING HE ENTERED UNIVERSITY OF DAYTON AND EARNED A DEGREE IN BUSINESS ADMINISTRATION.

'DOLPH' AND HIS WIFE EMMA HAVE FOUR CHILDREN, AGES: 25, 24, 20 AND 18. THEY ALSO HAVE TWO GRANDCHILDREN.

MASLAR HAS BEEN THE EXECUTIVE DIRECTOR OF CCAO SINCE DECEMBER 1, 1965. HE PREVIOUSLY HAD WORKED FOR THE AUDITOR OF STATE AS DEPUTY STATE EXAMINER, AND WAS THE COUNTY ADMINISTRATOR FOR BUTLER COUNTY.

AMONG HIS MANY ACTIVITIES IN THE CCAO, 'DOLPH' IS THE EXECUTIVE EDITOR OF THE COUNTY NEWS MAGAZINE. HE WRITES MOST OF AND EDITS THE COUNTY INFORMATION AND DATA SERVICE REPORT.

A SPORTS FOLLOWER, HE LOVES FOOTBALL, BASKETBALL, BASEBALL AND TENNIS. READING AND GARDENING ARE ALSO HOBBIES.

# Poll Finds Views on Taxes Stable

WASHINGTON, D.C.—Despite post-Proposition 13 rhetoric indicating a significant shift in public opinion against the property tax, a recent poll by the Advisory Commission on Intergovernmental Relations (ACIR) found no dramatic increase in anti-property tax feeling during the last year.

According to ACIR, the local property tax and the federal income tax have been running neck and neck during the past five years as the most disliked major tax in the estimation of the nation's taxpayers.

In 1978, 32 percent of those polled thought the property tax was the least fair while 30 percent thought the federal income tax was least fair, the same percentages as in 1973. The poll showed, however, that the anti-property tax sentiment had become most pronounced in the West in 1978 and 1977.

The seventh annual ACIR poll also dealt with power and the effectiveness of the three levels of government.

In May, 1978, just prior to the adoption of Proposition 13, the ACIR poll found that the federal government was considered most effective, local government was second and state government was last. However, in three polls (Gallup-Newsweek, NBC-AP and CBS-New York Times) taken a few weeks after Proposition 13, local government was considered most effective, state government was second and the federal government was last.

Although a significant shift in the public estimate of the relative effectiveness of the three levels of governments appears to have taken place just after the passage of Proposition 13, ACIR findings over the past seven years find that the long-term trend of public opinion toward government remains stable.

Those polled may consider the federal government most effective, but they are not in agreement to whether the federal government should play a stronger or weaker role in public affairs. The percentage of people believing the federal government has too much power has grown 12 percentage points, from 26 percent in 1964 to 38 percent in 1978.

On the other hand, the percentage of people believing the federal government should be more active has also increased from 31 percent in 1964 to 36 percent in 1978. These changes, combined with the decline in the percentage of people who believe the federal government exercises the right amount of power, from 36 percent to 18 percent, indicates the growing polarization within the U.S. population.

No clear consensus could be documented on state and local use of power. However, state and local government received the fewest bad marks in the South where there is the least amount of local government fragmentation. Overall, 36 percent believe state and local government is too fragmented to be effective, while 22 percent believe state and local government does an adequate job in dealing with today's problems and 33 percent believe state and local government should have more power and authority.

—George Cato
NACoR

# Elections Proving Agland a Winner

WASHINGTON, D.C.—Voters on Nov. 7 looked at the issue of preserving agricultural land in urbanizing areas. The election resulted in passage of one and near-passage of another bond issue for this purpose.

In Howard County, Md., voters approved the issuance of general obligation bonds for the purchase of development rights to prime agricultural land. Howard County Councilmember Ruth Keeton, NACo's chairman for agricultural land, said, "It was a knock-down, drag-out fight, but we won with 54 percent in favor of preserving agricultural land." The measure had the support of the local Farm Bureau and the business community.

Howard County will now identify agricultural districts under Maryland state law where voluntary purchases of development rights will be made. Three million dollars in bonds will be issued to finance purchases and the bond issue has already received approval of bonding companies. Once development rights are purchased by the county, landowners will be unable to develop their holdings further.

Keeton said, "We won when other ballot issues were failing." Bond issue proponents handed out apples during the campaign as a symbol of Howard County's agricultural production.

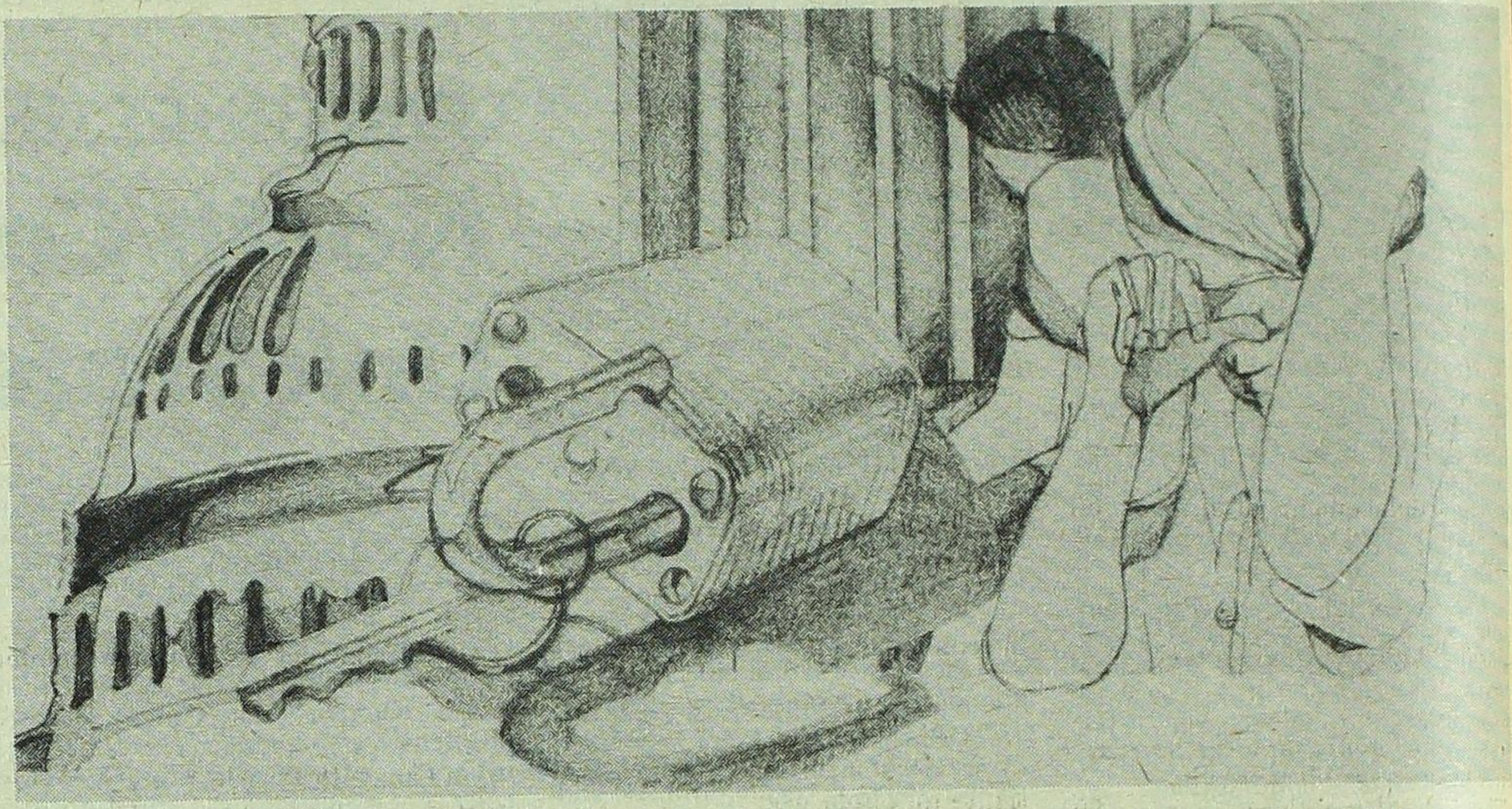
IN KING COUNTY, Wash., voters came close to adopting a similar measure for purchasing development rights. However, under Washington law, bond issues require approval of 60 percent of those voting and the King County proposal received only 57.55 percent.

King County Executive John Spellman, NACo fourth vice president, considers the vote a mandate from the people to protect the county's valuable farmland. It is likely, he said, that the bond issue will be submitted again as early as next spring. Momentum in favor of the issue was gaining in the closing days of the campaign but King County officials believe that more effort will be needed to educate the electorate.

King County's Proposition 1 would have secured $35 million to buy farmland development rights. This would cost the owner of a $40,000 home $4 in taxes annually for 40 years.

Sale of the development rights would be voluntary and they would be appraised at the difference between what the property would be worth if sold to a developer and the value of the land when used for farming.

The land remains free to be sold or passed to heirs but only as farmland. The value of the land would not increase beyond that for agricultural use nor would the tax assessment.



# Local Corrections, Youth Needs Subject of Studies

WASHINGTON, D.C.—Juvenile delinquency and youth development services and local corrections are featured in two new publications of the NACo criminal justice team. The publications outline steps local elected and appointed officials can take to improve services in these two vital areas.

*Youth Development and Juvenile Delinquency: The Changing Role in County Government* is the result of a conference sponsored by the National Association of Counties Research Foundation in cooperation with the Johnson Foundation. The meeting at the Foundation's Wingspread Conference Center in February 1977 examined a wide range of issues in juvenile justice that affect counties and presented strategies for designing services to meet the needs of troubled youth.

The responsiveness of service bureaucracies, administration of juvenile justice programs, development of service delivery models and the role of the county and the school board in developing alternatives to traditional juvenile justice approaches were some of the specific targets of the conference.

Included in the booklet are presentations by Milton Rector, president, National Council on Crime and Delinquency, Rosemary Sarri, University of Michigan, and Jerome Miller, former commissioner of the Massachusetts and Pennsylvania state youth departments.

*The American Jail in Transition* was the theme of the Second National Assembly on the Jail Crisis held in Hennepin County, Minn. in May 1978. These proceedings summarize presentations on the legal rights of prisoners, development of jail standards, diversion of juveniles, medical care, release and employment programs, the problems of the rural jail, state subsidies and federal financial and techical assistance.

The conference was sponsored by the National Association of Counties Research Foundation in cooperation with Hennepin County, Minn., and 31 national organizations.

Copies of the juvenile delinquency and youth development publication may be ordered by writing or calling Donald Murray, Program Director, Criminal Justice Program, National Association of Counties Research, Inc., 1735 New York Ave. N.W., Washington, D.C. 20006. The proceedings of the Second National Assembly on the Jail Crisis may be obtained from: National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850. The NCJRS publication number is 48795.

# Letters to the Editor

Dear Mr. Hillenbrand:

It seems that many have fallen prey to the belief that government costs must be trimmed, yet all the services must be continued. The concept of cuts without painful decisions is impossible. I suggest that now is exactly the time to decrease the size and services of county government—indeed all levels of government—because the cost of government is no longer affordable by the taxpayers.

Government programs should be evaluated according to their total cost, not just the local matching funds. Forget the "free lunch," especially from Uncle Sam. It's too expensive...too many strings and there is always the possibility of rather quick termination of a subsidy. We can't plan...we can't budget properly because of this constant threat. A case in point is the countercyclical program, which Congress failed to pass this year. This means our entire 1979 budget must be reexamined and revised since the $200,000 in countercyclical funds that we had anticipated for Erie County is not forthcoming.

Responsibility! It begins with the individual, the family, then industry and unions, and extends lastly to government. The responsibility to say, "No, Harrisburg and Washington, D.C., we cannot afford your programs, and we do not believe you can afford them either!" Responsibility to eliminate the biggest inflation culprit: the annual federal deficit of tens of billions of dollars. Responsibility to ask and to answer: "Do we need it? Can we afford it?"

I favor the concept of fairness based upon getting what you deserve, not the notion that need alone constitutes a right. Further, those who are able to work and otherwise help themselves, but choose not to, have no right to expect society to assist them. We have been mistaken too long in believing there is less accountability required with federal funds than with our local tax dollars.

Those plentiful federal dollars are proving in the long run to be disastrous: eroding responsibility, creating huge deficits and providing rampant inflation. I believe our choice is clear: continue the present course of government—trying to be all things to all people—with inevitable fiscal disaster or minimize government with greater individual responsibility and freedom. That's really what it's all about!

Russell D. Robison
Erie County, Pa.

Dear Mr. Hillenbrand:

I write to thank you for all your support and assistance on behalf of the Domestic Violence Assistance Act of 1978 (12299).

The bill came extremely close to passing the Congress, but, in the end, was not considered by the House on the last day due to a lack of time. Although I was intensely disappointed that the bill was not considered, I intend to reintroduce the bill in the next session and continue my efforts along with three other sponsors to insure the bill's early passage. The bill will help solve a tragic national problem which has been ignored for too long.

I am sincerely appreciative of your efforts and I look forward to working with you next year on behalf of this important legislation.

—Barbara A. Mikulski
Member of Congress

# Details Given on Bridge Program

WASHINGTON, D.C.—On Nov. 6, 1978 President Carter signed the Surface Transportation Assistance Act of 1978 (P.L. 95-599). One program of particular interest to counties is the Highway Bridge Replacement and Rehabilitation Program described below. For additional information, contact your state highway agency or state department of transportation.

### THE PROGRAM

The Highway Bridge Replacement and Rehabilitation Program is referred to as Section 144 of Title 23 of the U.S. Code (Title 23 contains federal highway law). Like other federal-aid highway programs, funds for the bridge program are apportioned (distributed) to each state highway agency. Therefore, counties must contact and work with their states to receive funds.

There is no direct pass-through of funds to counties nor do counties receive funds by completing a grant application and submitting it to the Federal Highway Administration (FHWA), the agency responsible for implementing the program.

Whereas the "old" bridge program (Special Bridge Replacement Program) authorized funding only for the replacement of bridges on federal-aid highway systems, this new program authorizes funding for the rehabilitation as well as replacement of bridges both on and off the federal-aid highway systems.

Bridges eligible in the program are those 20 feet or longer over waterways, other topographical barriers, other highways and railroads.

The federal matching share is 80 percent.

### FUNDING

For the Highway Bridge Replacement and Rehabilitation Program, federal law provides authorizations of $900 million for fiscal '79 (began Oct. 1, 1978); $1.1 billion for fiscal '80 (begins Oct. 1, 1979); $1.3 billion for fiscal '81 (begins Oct. 1, 1980); $900 million for fiscal '82 (begins Oct. 1, 1981).

A total of $4.2 billion is authorized over four years. However, for fiscal '79-'82, $200 million is available each year, at the discretion of the Secretary of Transportation, for replacement or rehabilitation projects costing more than $10 million each.

Federal law provides for the apportionment of bridge funds to each state. FHWA determines the apportionment based on need as determined from each state's on-system bridge inventory. Each state will receive a minimum of 1/4 of 1 percent up to a maximum of 8 percent of each year's authorization.

For fiscal '79, $54 million is set aside for the Acceleration of Bridge Projects program. Under this program, the Secretary of Transportation is to carry out two projects to construct or replace high traffic volume bridges on the federal-aid system which cross major bodies of water.

### OFF-SYSTEM FUNDING

Federal law specifies that a minimum of 15 percent and a maximum of 35 percent of each state's appportionment is to be used for off-system projects. However, the Secretary of Transportation—after consultation with state and local officials—may reduce this requirement if he determines that a state has inadequate needs to justify expenditures for off-system projects.

The law states that sums apportioned to a state shall be made available for obligation throughout the state on a fair and equitable basis.

Funds are available for a period of three years after the close of the fiscal year for which they are authorized. In other words, bridge funds apportioned to the states for each fiscal year are available for a total of four years. Funds not obligated at the end of four years will be reapportioned to other states by the Secretary of Transportation.

### INVENTORY, CLASSIFICATION PRIORITY RATING

In order for projects to be funded, on-and off-system bridges must be inventoried and classified.

The Secretary of Transportation, in consultation with the states, must:

- Inventory all highway bridges;
- Classify all bridges according to serviceability, safety, and essentiality for public use;
- Assign each bridge a priority for replacement or rehabilitation based on the classification;
- Determine the cost of replacing a bridge with a comparable facility or the cost of rehabilitating the bridge.

Thus, off-system bridges must be inventoried and classified before projects can be funded.

FHWA has developed a short form to use to inventory bridges off the federal-aid highway systems. It is called *Structure Inventory and Appraisal Sheet, Abridged (Short Form) for Bridges Not on the Federal-Aid System*, December 1977. You need to use this short form along with two other FHWA publications. They are *Commentary on Recording and Coding Guide for the Structure Inventory and Appraisal of the Nation's Bridges*, April 1977 and *Recording and Coding Guide for the Structure Inventory and Appraisal of the Nation's Bridges*, July 1972. Contact your state highway agency for copies of these FHWA publicatons.

If your state does not have copies, then you should contact your FHWA division office, usually located in your state capital. If you are still unable to get copies, they are available from Marlene Glassman at NACo.

For off-system bridges, the inventory, classification, priority rating and cost determination must be completed by Dec. 31, 1980.

The Secretary of Transportation will then determine the eligibility of bridges for replacement or rehabilitation for each state based upon the unsafe bridges in each state.

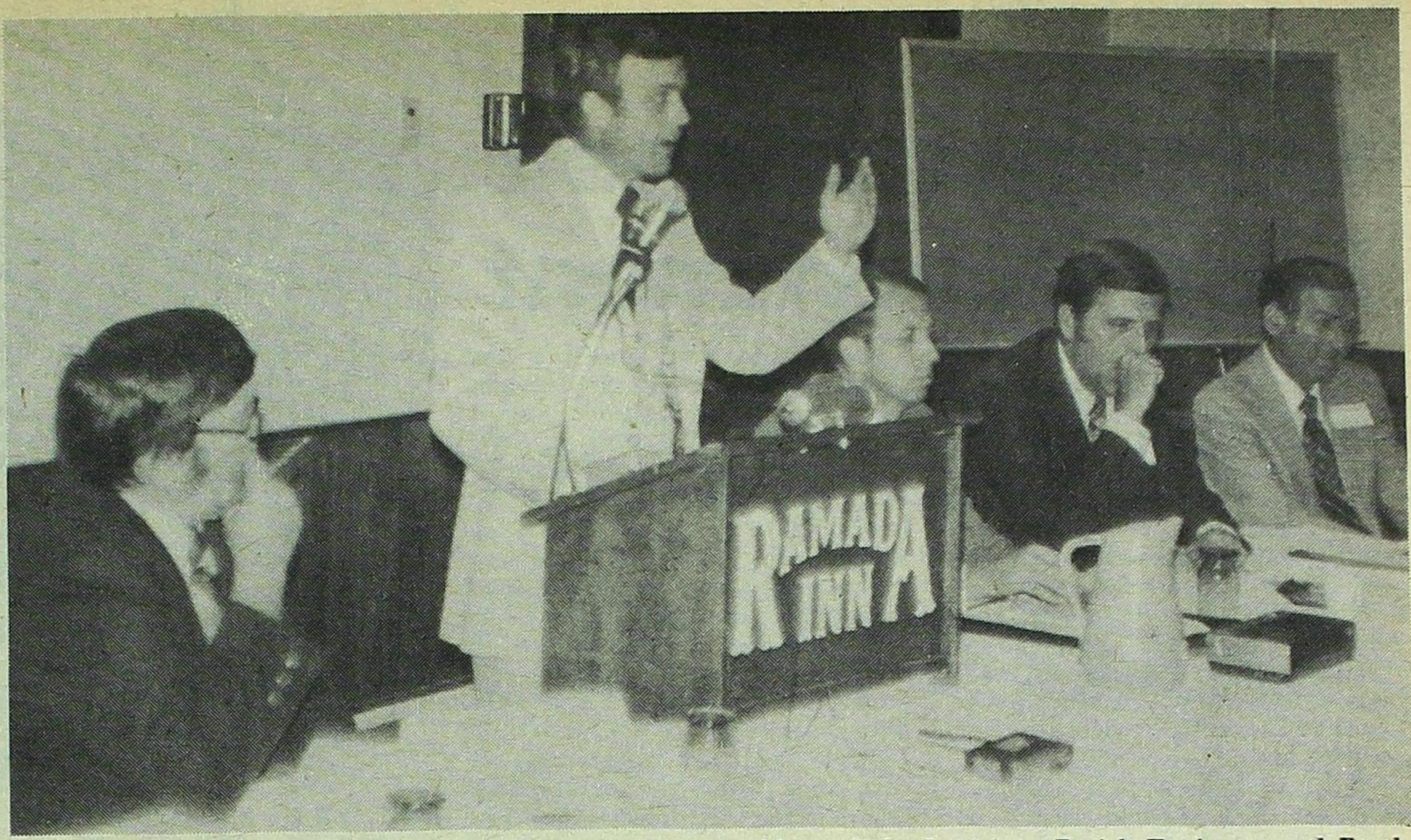
### DEFINITION OF REHABILITATION

Federal law defines the term "rehabilitate" as major repairs necessary to restore the structural integrity of a bridge as well as work necessary to correct a major safety defect.

The law waives Coast Guard requirements for projects for bridges not subject to the ebb and flow of the tide.

# Info Asked on Recreation for Handicapped

The Heritage Conservation and Recreation Service of the Department of the Interior is seeking successful and/or unique examples of outdoor recreation facilities and programs which are accessible to and usable by the mentally and physically handicapped. This information will be incorporated into a publication for use at a spring 1979 conference on making recreation facilities and programs usable. Case studies should be sent to the Heritage Conservation and Recreation Service, Federal Building, Ann Arbor, Mich. 48107 by Jan. 1.




**FEDERAL-AID WORKSHOP—Marvin Bell, standing, president of the Louisiana Parish Engineers and Road Superintendents Association, urges parishes to work closely with the Louisiana Department of Transportation and Development in implementing the expanded federal bridge program. The parish engineers association, NACoR and the National Association of County Engineers (NACE) sponsored a workshop on use of federal-aid highway funds, Nov. 9 in Ouachita Parish. Seated from left are: Virgil Holdredge, NACE South Central Region vice president, Johnson County (Kan.) engineer; James Skinner, assistant division administrator, FHWA; James Forbes and Robert Pierce, Louisiana Department of Transportation and Development.**

# Matter and Measure

NATIONAL ASSOCIATION NACE COUNTY ENGINEERS

### LOUISIANA WORKSHOP

I am pleased to report on our first workshop under our FHWA contract to improve communications among governments. The Louisiana Parish Engineers and Road Superintendents Association, headed by Marvin Bell, Ouachita parish engineer, sponsored the session on Nov. 9, in Ouachita Parish. It was my privilege to moderate discussion on availability and use of federal-aid highway funds. The association chose this topic because parishes do not now receive federal funds from the Louisiana Department of Transportation and Development (DOT). The workshop brought together parish engineers, FHWA and state DOT representatives to discuss the status of federal funds available to the parishes.

### Federal Point of View

James Skinner, FHWA assistant division administrator, presented the federal point of view. He explained that three federal-aid programs provide funding for off federal-aid highway system projects:

- Pavement marking demonstration program funded 100 percent by the federal government;
- Off-system rail-highway crossing program funded 90 percent by the federal government;
- Safer off-system (SOS) roads program originally funded 70 percent by the federal government; the new highway law increased the federal share to 75 percent and requires at least 50 percent of the funds to be spent on safety construction projects.

In Louisiana, approximately $5.29 million is available for off-system projects, including about $3.2 million in SOS funds. There are 28,000 miles of parish roads. All federal funds available for off-system projects have been spent on the state system with the exception of some off-system road program funds. In 1976, each parish received $26,000 in off-system funds.

Skinner told parishes to contact the state highway safety commission for funds available under the 402 safety program. This program provides 100 percent federal funding for safety studies.

In addition, Skinner discussed the bridge program under the new highway bill. He said that Louisiana expects to receive about $31 million this year for bridge work. The law says that bridges off the federal-aid system must be inventoried by Dec. 31, 1980. FHWA will work with the state and parishes because it would like the inventory completed this fiscal year. Louisiana DOT has an inventory of bridges on the state system but no inventory of bridges off the state system.

### State Point of View

James Forbes and Robert Pierce represented Louisiana DOT. Forbes pointed out that there are 54,740 miles of roads in Louisiana; the state maintains 16,289 miles. The state has responsibility for 7,184 bridges; of these, 1,762 are off the federal-aid system. Estimated number of bridges for which parishes are responsible is between 7,000 and 10,000. These are bridges off the state and federal-aid systems.

According to Forbes, present Louisiana DOT policy is to use off-system bridge funding (15-35 percent of Louisiana's $31 million) for work on the state highway system because the 1,762 bridges on the state system have already been rated. If parishes rate their bridges, then they could approach DOT policy-makers to seek a reversal of present policy.

Forbes noted that the state has used federal pavement-marking funds to put raised markers on state highways. He added that some funds would be diverted in the near future for use on parish roads. Louisiana DOT has also used funding under the off-system rail-highway crossing program to update and install signals on the state system. When all state crossings are completed, the state may allow parishes to use any remaining funding.

Forbes concluded that the picture is not bright for parishes to avail themselves of FHWA funding.

Pierce said that in 1976 parishes voted for the state, rather than parishes, to perform engineering and supervise off-system projects. Fifteen parishes didn't make use of the off-system funds provided them. There may be a possibility, however, that policy-makers in the state DOT will change their minds and permit parishes to participate in the SOS program if action is taken by parishes, he said.

Pierce concluded by asking, "Wouldn't you rather have roads and bridges on the state system in better shape, so that you can get farm-to-market traffic to where they are going—to your parish roads?"

### Local Point of View

Marvin Bell, president of the Parish Engineers Association, emphasized that parishes must work with the state DOT to receive federal-aid funds, especially sorely needed bridge funds which now amount to a considerable sum. There are 580 bridges in Ouachita Parish alone. Bell said he believed the spirit and intent of the new federal bridge program calls for local participation. Off-system funding is not just for state use on state highways. He urged parishes to inventory and inspect their bridges with competent and qualified personnel. Bell said the state is comprised of people who live in parishes, who get to state highways by traveling parish roads. Parish roads are as vital to surface transportation as interstate highways.

Jimmy Hays, executive director of the Louisiana Police Jury Association, said that parishes fare well with funding from the state's flexible $45 million parish road fund. Parishes can use funds for such costs as salaries, purchasing, and equipment in addition to road improvements.

### Action

To help assure that parishes will get some money to meet their bridge needs, the Parish Engineers Association approved a motion that parish engineers and police jurors meet with the secretary of the Louisiana DOT and the assistant secretary of the state Office of Highways to work out a distribution system that will dedicate funds to the parishes.

We in NACE and NACo offer our assistance to help parishes get their fair share of federal-aid funds.

**—Virgil Holdredge**
**NACE South Central Region Vice President,**
**Johnson County Kan. Engineer**

**A TRIBUTE**

# Reformer Shaped Local Government

FATHER OF MANAGER PLAN—Richard Childs, left, talks with NACo Executive Director Bernard F. Hillenbrand during a 1976 visit. His continued efforts for the home rule charter called for "appointed, not elected row officers."

"A reformer is one who sets forth cheerfully toward sure defeat.... His persistence against stone walls invites derision from those who have never been touched by his religion and do not know what fun it is. He never seems victorious, for if he were visibly winning, he would forthwith cease to be dubbed 'reformer'."

Richard Childs wrote this commentary in July 1927 at age 45. At his death, Sept. 26, 1978 at age 96, he was still the reformer. And he had "visibly" won many victories, thus moving him on to new crusades.

Most students of American government think of Childs as the "inventor" or "father" of the city manager or county manager form of government. Childs commented in a 1971 interview, "Like any such idea, it was too simple to invent. It was original with me, although I wasn't the first in the world to think of it. I was simply the wet nurse who put it over."

What he "put over" is, in effect, in 6,613 cities and 562 county-type governments in the U.S.

Childs says two experiences—one with romance; the other with politics—embarked him on his ceaseless efforts to reform government—first to bring "ordinary honesty and decency in public office" and later to solve the "mechanistic difficulties" of the American democratic process.

A 1904 graduate of Yale ("There were no courses in government at that time," he comments on the side), Childs cast his first ballot at age 21. He recalls that he walked to the polls with his father and was urged by the Republican precinct chairman to vote the party. Childs recalls that he told the chairman he "wanted to vote for the best candidate, not the party ticket."

The next time Childs went to vote, there were candidates for 19 offices and "I only knew what I wanted to do for four. I could have voted the straight ticket, but I chose to mark the four I knew. However, on the rest of the 19, I ended up marking the Republican ticket. I left it to politics to make my choice."

On his way home, he asked his father what he did and learned that "he didn't know any more than I did," Childs recounts.

About the same time in his life, Childs was sailing on Long Island Sound in his father's yacht with a "beautiful girl. I was pretty soft on her," he remembered, "and she said I wasn't living up to my potential."

Continuing his recollections with a twinkle in his 90-plus-year-old eyes, he said, "That was her line, but it was enough to stir me."

The result was spending the "whole winter burning the midnight oil," writing a pamphlet on the short ballot.

As *Nation's Business* reporter William M. Ringle observed in December 1971, "Aside from being one of the few episodes in the history of romance when a damsel inspired anything so prosaic as a treatise on municipal uplift, the exercise fired up Mr. Childs to make municipal government work better at a time when it was near its nadir."

Childs said city government at that time "was the outstanding failure in the U.S., filled with bosses and corruption."

Meantime, Childs added, "Due to circumstances beyond my control, the girl on the bowsprit turned me down." (Childs later married a "sophisticated lady" from Chicago.)

From the short ballot, Childs evolution went along naturally to support for several professional management causes.

Support for the short ballot "walked away on its own feet," Childs recalled, with a short ballot organization chaired by Woodrow Wilson, then president of Princeton University, and with Childs building public support through press releases.

The energy of Childs, evident at 90-plus, was part of his total approach to life. While tackling government reform movements, he held increasingly responsible positions in private industry. He was general manager of Bon Ami Co., director of the American Cyanimid Company and executive vice president of Lederle Laboratories.

During those years he formed a close association with the National Municipal League which was involved in many civic reform measures. Childs served in various League capacities including president, chairman of the council and chairman of the executive committee. He was responsible, for moving the League headquarters from Philadelphia to New York in 1920. Upon his retirement in 1947, he turned his endless energies to volunteer work with the League.

Child's sprightly prose and scholarly approach resulted in a League study course for college classes on "unfinished political reforms." Long ballots, he lectured, continued to be an "oddity" in need of correction as are "party names in local elections" and "unwieldy constituencies."

HE ALWAYS MADE his ideas clear—comparing the need for professional city and county managers to hiring school superintendents under elected school boards.

State legislatures, too, which he referred to as "fumblefoot representation," came under his scrutiny. He wrote in a "plea" for a unicameral legislature: "With ever-mounting thousands of bills to clear in a few weeks, our two-house legislature cannot get out of its own way without stepping on its own feet."

Nor did the judiciary avoid his focus. Elected judges he termed "judges by popular inattention." He proposed that the "initial selection of candidates for judges be withdrawn from the murky caves of intraparty factionalism and vested in conspicuous public officials with the assistance of selection committees as remote as possible from the present obscure private deals of party officialdom."

Childs praised the efforts of NACo to free counties from the "grip of remote and inattentive legislatures" and worked actively for home rule.

NACo presented Childs an award on his 93rd birthday "in recognition of his ongoing campaign for modern county government." The award was presented during a seminar devoted to exploring the relationships between the coroner's and medical examiner's office and other agencies of local government, another crusade for Childs.

"The right kind of coroner can make dead men talk," he said as he pointed out the relationship between community health and safety and the correct evaluation of the cause of death.

—Beth Denniston

# Social Security Tax Cut Seems Unlikely

WASHINGTON, D.C.—President Carter announced Nov. 9 that he has no present plans to propose a Social Security tax cut as part of his anti-inflationary legislative program.

However, other sources point to a growing sentiment in Congress for such a rollback of Social Security taxes in the coming session.

Beginning Jan. 1 both employers and employees will have to contribute 6.13 percent on the first $22,900 of covered wages to the Social Security trust fund. The current rate is 6.05 percent on the first $17,700 of wages.

Any action in this area by the 96th Congress will be important for those counties which participate in the Social Security system and which will be feeling the effects of this further drain on their limited resources.

Almost two-thirds of the nation's state and local governments currently participate in the system. The increased Social Security rate and higher base will raise the maximum Social Security contribution per employee 31 percent, from $1,070.85 in 1978 to $1,403.77 in 1979.

In accordance with last December's congressional action to preserve the integrity of the Social Security system, the rate will gradually increase until it reaches 7.65 percent in 1990.

# Job Opportunities

**Drainage Engineer**, Elkhart County, Ind. Degree in engineering with knowledge of principles and procedures of engineering and hydrology required. Combination of education and experience will be considered. Submit resume and salary requirements to Elkhart County Personnel Office, 117 North Third Street, Goshen, Ind. 46526. Closing date Dec. 1.

**Youth Services Coordinator**, Manatee County, Fla. Salary $11,877 to $13,659. Prefer masters degree in social sciences or related field and two years experience in a similar position. Responsible for coordinatng a youth services program, including needs assessment and evaluation of youth resources. Familiarity with federal grants essential. Resume to: Department of Grants Development, Box 1138, Bradenton, Fla. 33506. Closing date Dec. 1.

**Criminal Justice Planner**, Manatee County, Fla. Salary $11,877 to $13,659. Prefer masters degree in social sciences or public administration and one year in a criminal justice planning unit. Full responsibility for planning and evaluation of LEAA funded programs within the county. Resume to: Department of Grants Development, Box 1138, Brandenton, Fla. 33506. Closing date Dec. 1.

**Director of Substance Abuse Program Coordination**, Kent County (Mich.) Health Department. Administrative work in planning and coordination of substance abuse programs. Consulting and liaison work with contracting agencies. Experience and/or masters degree in public health or closely related field preferred. Resume and salary requirement to: Kent County Personnel, 300 Monroe N.W., Grand Rapids, Mich. 49503. Closing date Dec. 1.

**Purchasing and Supply Director**, Fairfax County, Va. Salary $31,500. Direct county purchasing and supply management agency and serve as purchasing agent for all county agencies. Staff of 40. Formulate and execute agency budget of $780,000. Education and experience equivalent to college degree in public administration, business administration or related field with course work in purchasing, and several years of increasingly responsible experience in a centralized supply and purchasing program, preferably in government or with a large corporation. At least two years of experience in a supervisory capacity. Certification as a Certified Purchasing Manager or Certified Public Purchasing officer desirable. Resume to or telephone: Fairfax County, Office of Personnel. 4101 Chain Bridge Road, Fairfax, Va. 22030, 703/691-2591. Closing date Dec. 1.

**Risk Manager**, Lee County, Fla., Salary $20,000. Extensive knowledge of property, casualty, fidelity, group life and health insurance and of safety. Knowledge of county system. College graduate or progressively responsible professional experience in risk management. Resume to: Ed Henke, Box 398, Ft. Myers, Fla. 33902. Closing date Dec. 8.

**Executive Director**, National Association of Development Organizations (NADO). Salary to $38,000 plus fringes. Administer and manage the affairs of a new office in Washington, D.C. Extensive experience in membership development, budgets and fiscal management, writing and publication of newsletters, arranging small and large meetings. Individual who has directed or worked in a multicounty Economic Development District Organization preferred. Resume to: J. Roy Fogle, NADO President, c/o Neuse River Council of Governments, P.O. Box 1717, New Bern, N.C. 28560. Closing date Dec 15.

**Civil Engineer**, Kent County, Mich. Graduate of four-year college with a degree in civil engineering and prior administrative experience in field of construction of municipal water, sanitary sewage collection and treatment facilities. Professional registration in Michigan desirable. Resume to: Kent County Personnel, 300 Monroe N.W., Grand Rapids, Mich. 49503. Closing date Dec. 15.

**Chief, Division of Accounting and Budget**, Loudoun County, Va. Salary $16,368 to $18,036. Middle management position in rapidly growing county (population 60,000) with emphasis on accounting supervision and budget analysis. Requires thorough knowledge of local government. Requires two years supervisory and professional experience in municipal accounting, budgeting and financial administration plus an MBA, MPA, or related field; four years plus a BA in accounting, business or public administration or related field; or an equivalent combination of education and experience.

**Accountant/Budget Specialist II**. Salary $13,476 to $14,832. Requires one year supervisory and professional experience plus a BA; or an equivalent combination. (CPA with EDP experience preferred in both levels.) Resume to: County of Loudoun, Office of Personnel, 18 North King Street, Leesburg, Virginia 22075, 703/777-0213. Closing date: Dec. 15.

**Director, Mental Health Services**, San Mateo County, Calif. Salary: Nonmedical: $34,140 to $42,660; medical: $38,988 to $48,744. Requirements: Nonmedical: four years of progressive responsible direct or indirect line administrative/management experience involving directing, planning, organizing and coordinating a community health, human services or health care program in a major governmental agency; medical: California license to practice medicine or equivalent license from another state and eligibility for California license. American Board of Psychiatry and Neurology certificate in psychiatry or eligibility for examination for such certificate, and three years of line administrative/management experience involving directing, planning, organizing and coordinating a community mental health, human services or health care program in a major governmental agency. Resume to: San Mateo County Personnel Department, 590 Hamilton St., Redwood City, Calif. 94063, or contact Oswald Rodriguez, 415/364-5600. Closing date Dec. 22.

**Planner II**, Office of Planning and Zoning, Howard County, Md. Salary $16,361. Duties include performing planning research, preparing background studies and formulating comprehensive plans. Requires a bachelor's degree with major course work in planning and four years of or equivalent combination of education and experience. Resume to: Howard County Personnel, 3430 Court House Drive, Ellicott City, Maryland 21043. Closing date Dec. 22.

**Chief Administrative Officer**, Pima County, Ariz. Salary range $40,000 to $50,000. Masters degree in business or public administration or closely related major and eight years of administrative experience, four years in public administration involving high-level management responsibilities in a large organization. Two years of experience may be substituted for two years of education. Resume to: Kenneth Scharman, Chief Administrative Officer, Pima County Government, 11th Floor, 131 West Congress Street, Tucson, Ariz. 85701. Closing date Dec. 29.

**County Manager**, Will County, Ill. Salary $26,000. Minimum qualifications bachelor degree in business administration, and/or at least five years experience in responsible executive administrative positions, preferably as a county or municipality administrator. Resume to: W[illegible] County Board, The Will County Building, [illegible] West Jefferson Street, Joliet, Ill. 60431. Att[illegible] Mary M. Low.

**Administrator**, Henderson County Department of Health. Salary $17,000. New health servi[illegible] agency funded under Rural Health Initiati[illegible] Program seeks administrator to plan, organ[illegible] and direct personnel, assist in policy devel[illegible]ment, prepare budget and reports, and coordin[illegible] activities with clinical staff. Position requ[illegible] Master's degree in health or related field and [illegible] years public health experience or Bachelo[illegible] degree in health with four years public health [illegible]perience, two in a supervisory capaci[illegible] Submit resume to Joan Allaman, Acting Di[illegible]tor, Henderson County Rural Health Cen[illegible] Henderson County Courthouse, Oquawka, [illegible] 61469.

**Performance Audit Manager**, state of Illin[illegible] Responsible for general planning and conduc[illegible] audits and management of audit team mem[illegible] or contract consultants. Must have prior [illegible]perience in expanded scope auditing or evalua[illegible] research. Resume to: J.S. Gaciala, Director [illegible] Performance Audit, Lincoln Tower Plaza, sec[illegible] Floor, 524 South Second Street, Springfield, [illegible] 62706, 217/782-9305.

**Senior Performance Auditor**. Under the di[illegible]tion of manager, responsible for assisting in [illegible] planning, conduct and reporting of perform[illegible] audits. Prior experience in contemporary gov[illegible]mental auditing, evaluation or consult[illegible] desirable, including experience in the desig[illegible] survey instruments, techniques of data colle[illegible] and analysis, management and systems rev[illegible] and report preparation. Resume to: J.S. Ga[illegible] Director of Performance Audit, Lincoln T[illegible] Plaza, Second Floor, 524 South Second St[illegible] Springfield, Ill. 62706.

**Performance Auditor**. Responsible for ga[illegible]ing and analyzing of data, preparation [illegible] organization of documentation and report [illegible] ing in the conduct of performance audits. Sp[illegible] emphasis will be placed upon educati[illegible] preparation and application experience in [illegible] analysis, research methods, statistical and [illegible] economics, public administration, comp[illegible] assisted research application. Resume to: [illegible] Gaciala, Director of Performance Audit, Li[illegible] Tower Plaza, Second Floor, 524 South S[illegible] Street, Springfield, Ill. 62706.