More Spent on Welfare Than on Schools in '76

WASHINGTON, D.C.—County governments spent $18.40 of every $100 on welfare, more than any other county function including schools, says a new report by the Bureau of Census.

Public welfare costs counties over $7 billion in 1976, a 15 per cent increase over the previous year. More funds were spent by counties on welfare than on hospitals, libraries, parks and recreation and police and fire combined.

(These figures would be even higher if the expenditures of consolidated city-county governments were included. The Census Bureau excludes these consolidations from its county finance calculations.)

The public welfare function was followed by education which costs county governments $6 billion; hospitals, almost $4 billion; and highways, $3.7 billion.

These four categories accounted for about 54 per cent of county government expenditures in fiscal '76.

While welfare spending increased 15 per cent over 1975, education costs increased only 6.3 per cent over that same period.

Total county government expenditures was $38.4 billion in 1975-76, up 14.6 per cent from the 1974-75 amount of $33.5 billion.

Revenue of all county governments during fiscal '75-'76 totaled $37.8 billion, an increase of $4.1 billion, or 12.3 per cent, over the previous year's total.

COUNTY NEWS

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

NACo

Vol. 9, No. 44 Nov. 7, 1977 Washington, D.C.

Welfare Relief in SS Bill

WELFARE REFORM TESTIMONY—County officials presented testimony last week to the special House subcommittee on welfare reform. From left are: Frank Jungas, commissioner, Cottonwood County, Minn.; Keith Comrie, director, Los Angeles County Department of Public Social Services; and John V.N. Klein, county executive, Suffolk County, N.Y.

WASHINGTON, D.C.—In a surprie move, the Senate Finance Committee amended the Social Security Act Nov. 1 to provide fiscal relief to states and counties for welfare costs. Because of the many controversial provisions in the Social Security bill, the Senate was still debating the issue as *County News* went to press (see story below).

In meetings with county leaders during NACo's Welfare Reform Rally in September, Sen. Russell Long (D-La.) had promised fiscal relief as part of Social Security reform.

Led by Long and Sen. Daniel Patrick Moynihan (D-N.Y.), the Senate Finance Committee approved fiscal relief of $374 million for fiscal '78. Moynihan met with Health, Education and Welfare (HEW) Secretary Joseph Califano and White House officials who finally agreed to support the immediate fiscal relief, while overall welfare reform is under consideration by House and Senate. Moynihan reportedly also received a commitment from Califano to support inclusion of an additional $1 billion in relief funds in the two subsequent fiscal years as part of the Administration's welfare reform bill.

Although there did not appear to be widespread opposition to the fiscal relief proposal among senators, final approval of the funds must wait for a House-Senate conference. Some key members of the House Ways and Means Committee are reluctant to provide immediate fiscal relief, while overall welfare reform is being studied. County officials should contact members of the Ways and Means Committee to urge their support for immediate fiscal relief in fiscal '78.)

Under the proposal, each state would receive a share of that total on the basis of a two-part formula. Half of the fiscal relief funds would be distributed to each state in proportion to its share of total expenditures under the program of Aid to Families with Dependent Children (AFDC) for December 1976, and half would be distributed under the general revenue sharing formula.

In states where counties or local units of government are responsible for meeting part of the costs of the AFDC program, fiscal relief payments would have to be passed through to localities. However, states would not be required to pass through an amount in excess of 90 per cent of the amount of welfare costs for which the local government was otherwise responsible.

Other welfare provisions included in the bill are:

Quality control and incentives to reduce errors. A program of fiscal incentives as part of the AFDC quality control program to encourage states to reduce the level of their dollar error rates with respect to eligibility and overpayment of aid paid under the approved state plan. Instead of applying sanctions on the states, the dollar error rates would be used as the basis for a system of incentives, which would give the states motivation for expanding their quality control efforts and improving program administration.

Demonstration projects. New demonstration authority to permit states to achieve more efficient and effective use of funds for public assistance, to reduce dependency, and to improve the living conditions and increase the incomes of persons who are on assistance—or who otherwise would be on assistance. This provision is similar to an amendment approved by the Senate in 1973. It would limit states to not more than three demonstration projects.

See FISCAL, page 3

FOR FUTURE PUBLIC WORKS

Minority Quotas Outlawed

WASHINGTON, D.C.—The 10 per cent minority contractor quota requirement in the 1977 Public Works Act has been declared unconstitutional by a U.S. District Court judge in Los Angeles. However, the ruling does not affect grants made under the program, regardless of whether or not contracts have been signed or the extent of progress on the projects.

All recipients of public works grants must continue to comply with the 10 per cent requirement. The court made clear its intent that the ruling would only affect future public works grants.

The quota provision was incorporated into the reauthorization of the local public works program enacted last May. It mandates that 10 per cent of the construction work and materials for each project must go to minority business enterprises. The bill provided $4 billion in 100 per cent grants to local governments to help stem unemployment by constructing necessary public facilities.

U.S. District Judge A. Andrew Hauk held the mandatory 10 per cent requirement to be "invidious and unconstitutional," in violation of the due process clause of the Constitution.

He then balanced the public interest in combating unemployment against the potential harm if all projects were to be halted during a lengthy appeals process. He proceeded to issue an areawide injunction against future public works grant allocations containing the quota provisions.

Officials of the Economic Development Administration (EDA) and the Justice Department have indicated they plan to appeal the decision. The suit had been brought by a group of building contractors from the Los Angeles area.

In the initial action in October, the court temporarily enjoined the county and city of Los Angeles from proceeding in their public works projects. Those jurisdictions may now continue. In all, 57 projects totalling $58.4 million were affected.

In issuing his opinion, Hauk cited the Bakke vs. California reverse discrimination case, presently before the U.S. Supreme Court. Similar suits challenging the public works program have been filed in Allegheny County, Pa., Montana, and Indianapolis. The decision by the federal district court in Los Angeles has been the only finding of unconstitutionality.

Social Security

Senate to Decide Who Pays More

WASHINGTON, D.C.—At press time, the Senate was considering whether to raise Social Security taxes more for employers than employes.

It rejected 49-41 a substitute proposal by Sen. Carl Curtis (R-Neb.) which would have taxed the two groups equally, but he was expected to offer a second substitute amendment.

The House's version of Social Security financing calls for an equal tax burden on both employers and employes.

Also, the Senate was considering Social Security financing amendments that were approved by its Finance Committee Nov. 1. A Finance Committee provision would raise the base for employer taxes to $50,000 starting in 1979. The base would remain at that level through 1984 and increase in 1985 to $75,000. The bill also provides for tax rate increases starting in 1979 to 6.13 per cent and continuing to rise into the next century to a level of 9.2 per cent.

The Senate committee bill differs from the House-passed version in many other aspects. A proposal introduced by Sen. Gaylord Nelson (D-Wis.) and agreed to by the committee calls for a refundable tax credit for states, local governments and non-profit organizations from

See SENATE, page 2

Progress on Water Changes Drags

WASHINGTON, D.C.—House and Senate conferees on the Federal Water Pollution Control Act Amendments of 1977 continue to meet but are making slow progress. They agreed at their Nov. 2 meeting to meet again this week. Both sides have expressed a desire to resolve differences and report a bill during the current session of Congress.

Congressional observers speculated that if conference members can't agree by Nov. 10, they will be forced to continue meeting into December in order to produce a conference report that could be considered by Congress along with the energy bill. Other Capitol Hill observers indicated that this may be the final week of deliberation, thus delaying final action until the second session begins in January.

Some major points on which agreement has been reached:

• Five-year authorization has been approved for the wastewater construction grants program, including $4.5 billion for fiscal '78, and $5 billion each for fiscal years '79 through '82. A House supplemental appropriations bill and a similar Senate committee appropriations bill includes $4.5 billion for '78.

• The July 1, 1977 deadline for secondary treatment at public treatment plants has been extended to July 1, 1983, on a case-by-case basis when the Environmental Protection Agency (EPA) determines that construction cannot be completed, or when the federal government fails to provide financing early enough to permit construction.

• A three-year authorization has been approved for areawide water quality management planning under section 208. Aid to states, areawide agencies, and local governments would be authorized at $150 million for each of the three years beginning in 1978. The first two years of any 208 planning effort would be funded at 100 per cent by EPA and the third year would be funded at 75 per cent.

• Assistance to farmers and rural land owners to control agricultural-related water pollution has been approved for those areas with an approved 208 plan and a designated management agency for this problem. Conferees authorized $200 million for 1979 and $400 million for 1980 for 50 per cent cost sharing grants under this first step in assisting the implementation of 208 planning.

• Agreement has been reached to increase federal wastewater treatment construction assistance to 87.5 per cent for alternative or innovative sewage treatment technologies.

YET TO BE resolved is compromise on requirements for financing operation and maintenance of sewage treatment plants which would permit the use of any financing system, including ad valorem taxes, for residential, commercial and industrial users so long as each user paid its reasonably proportionate share of operation and maintenance costs, through surcharges based on strength and volume. A Senate staff proposal would require a strict user charge for industrial dischargers while apparently permitting ad valorem taxation for residential and commercial users.

NACo and the coalition of public interest, industry, engineering, and environmental groups support the compromise which would permit flexibility for local financing while encouraging water conservation, and ensuring adequate revenues through a dedication of revenues requirement.

Action is needed to contact members of the conference and other members of Congress to urge final approval of a bill this fall and inclusion of the water quality coalition compromise proposal on ad valorem and user charge.

CONFERENCE members include: Jennings Randolph (D-W. Va.), Edmund Muskie (D-Maine), Quentin Burdick (D-N.D.), John Culver (D-Iowa), Gary Hart (D-Colo.), Wendel Anderson (D-Minn.), Robert Stafford (R-Vt.), Howard Baker (R-Tenn.), James McClure (R-Idaho), and Pete Domenici (R-N.M.). The House conferees are: Harold Johnson (D-Calif.), Ray Roberts (D-Texas), Glenn Anderson (D-Calif.), Robert Roe (D-N.J.), John Breaux (D-La.), Bo Ginn (D-Ga.), James Oberstar (D-Minn.), Henry Nowak (D-N.Y.), Bob Stump (D-Ariz.), William Harsha (R-Ohio), James Cleveland (R-N.H.), Don Clausen (R-Calif.), and Gene Snyder (R-Ky.).

The following issues have received some consideration, but have [...] been resolved:

• Change in the section [...] dredge and fill permit program [...] protecting river navigation, trib[...]ies and wet lands.

• Funding eligibility for colle[...] sewers and storm and comb[...] sewers.

• Waiver of the 1983 best avai[la]ble technology requirements for [in]dustry.

• Simplification of industrial [...] recovery requirements under [...] construction grants program.

• Federal assistance to private[ly] owned treatment works serving [...] or more households where the spo[n]soring public agency assume[s] responsibility for operation and maintenance.

• Federal facility compliance wi[th] state water pollution standards and permits.

Energy Tax Bill

Senate Version Emphasizes Credits

WASHINGTON, D.C.—The Senate has passed the energy tax bill by a vote of 52 to 35. Unlike the House-passed bill, which follows President Carter's recommendations and relies on stiff taxes to discourage energy consumption, the Senate version uses tax credits to encourage conservation and new production.

The House-Senate Conference Committee, which is now deliberating non-tax portions of the energy plan, is expected to meet on the tax provisions sometime this week.

The House version includes three major taxes—on crude oil, on industrial use of oil and natural gas, and on gas-guzzling cars. The Senate Finance Committee voted down all three taxes, substituting a ban on gas-guzzling cars and tax credits rather than penalties for industries converting to other fuels. The Senate bill is expected to result in a net revenue loss of about $41 billion through 1985.

In the week of full Senate debate over the provisions of the Senate Finance Committee's bill, the Senate did not vote on the crude oil tax and accepted a modified version of the House-approved industrial use tax.

Unlike the House, the Senate did not repeal individual income tax deductions for state gasoline taxes, but did approve tax credits of up to $400 for homeowners and renters for home insulation and up to $2,200 for installation of solar heating equipment.

Other provisions of the Senate energy tax bill include:

• $400 million per year for four years to states for road repairs, to make up for gas tax revenue lost [...] drivers use less gas;

• An extension through 1985 [...] the four-cent-a-gallon federal gasoline tax, which is currently used for the interstate highway system;

• Tax exemptions for interest [...] industrial development bonds sold [...] finance coal gasification and lique[...]faction facilities owned by state [...] local governments;

• Exemptions for bio-conversion equipment financed by tax exempt industrial development bonds;

• Tax credits (or rebates, in the case of local governments and non-profit institutions) for investment in "alternative energy property" [...] "specially defined energy property."

"Alternative energy property" [in]cludes, among other things: a boiler whose primary fuel is an alternative substance, equipment for converting an alternative substance into syn[...]thetic gas, and a burner and equip[...]ment needed to supply fuel to a com[...]bustor other than a boiler which uses an alternative substance as [...] primary fuel. "Specially defined energy property" includes, among other things: recuperators, heat wheels, regenerators, waste heat boilers, automatic energy control systems, etc.

The Senate added an Energy Trust Fund to help finance energy production and conservation through an independent government corporation which could provide loans, loan guarantees, and price guarantees for private energy pro[...]duction and conservation projects. This fund would apparently be fi[...]nanced by the taxes approved by the House (primarily the crude oil tax) and may prove to be a major bar[...]gaining point in the deliberations [of] the House-Senate Conference Com[...]mittee.

Matter and Measure

Dear NACERs:

We have been hard at work preparing for our 18th annual management and research conference, Feb. 15-17. The conference will be held at the Braniff Place Hotel in New Orleans; the theme this year is "More for Less in Times of Change."

Later this month I will be sending you a mailing on the conference—hotel reservation forms, registration information, etc.

On Wednesday, Feb. 15, the NACE Board of Directors and Research Committee will meet. The President's Reception will be Wednesday night.

On Thursday and Friday, we will have our technical and management programs. Jim Pott, first vice president, has planned an exciting and informative agenda. Please be sure to check this column for information on program developments.

We will conclude the conference with a reception and banquet on Friday night, Feb. 17. I look forward to seeing you in New Orleans.

—Milton L. Johnson, P.E.
NACE President

BILLIONS OBLIGATED IN APPALACHIAN HIGHWAY FUNDS

Three billion dollars in federal and state funds were obligated through the second quarter of 1977 for development of highways and local access roads in the 13-state Appalachian Region. The federal share is $1.73 billion.

The Appalachian Development Highway System was authorized by Congress in 1965 as part of the Appalachian Regional Development Act. The act and subsequent amendments authorized a total of $2.93 billion for the construction of up to 2,900 miles of development highways and up to 1,400 miles of local access roads. Participating states include Alabama, Georgia, Kentucky, Maryland, Mississippi, New York, North Carolina, Ohio, Pennsylvania, South Carolina, Tennessee, Virginia, and West Virginia.

Tables providing breakdowns on the progress of both Appalachian development highways and local access roads are available by contacting D.W. Briggs, Office of Public Affairs, Department of Transportation, Washington, D.C., (202) 426-0199.

MAKING BUS AND RAIL MORE ACCESSIBLE

Washington, D.C. and Baltimore, Md. have recently received grants aimed at making bus and rail travel more accessible to the elderly and handicapped.

A $17 million grant for 240 buses, 120 of them equipped with wheelchair lifts, was made to the Washington Metropolitan Area Transit Authority, Washington, D.C. by the Urban Mass Transportation Administration (UMTA).

UMTA also announced a $100 million grant for design and construction of Baltimore's new rapid transit system. UMTA's administrator pointed out that the barrier free design is the first system in the country to allow for complete accessibility by elderly and handicapped persons.

This grant was made to the Maryland Department of Transportation as part of a $572.6 million full funding commitment to the Baltimore system.

NEW TRANSPORTATION LOBBYIST

We welcome Thomas Bulger (Tom) as NACo's legislative representative for transportation. Tom, as you know, replaces Sandy Spence.

Tom has been working with NACo's Research Foundation as project director for the Solid Waste Management Project for the past two years, providing counties with environmental management services.

Prior to joining NACo, he worked as budget analyst for Fairfax County, Va. where he developed and executed agency operating budgets ranging from public works to zoning administration.

Tom is a political science graduate from West Virginia University.

We hope you will have the opportunity to meet and work with Tom in the near future.

Senate to Decide SS Bill

Continued from page 1

general revenues equal to one-half the difference between the aggregate liability of the employer and the employes. This is to partially offset the increased cost to those governments.

During the committee markup Sen. John C. Danforth (R-Mo.) offered a similar amendment which would have provided a refundable tax credit from general revenues for states, local governments and nonprofit organizations equal to 10 per cent of the employer's Social Security tax liability. Danforth argued strongly that his tax credit proposal would ease the widespread and serious financial crisis facing local governments. The Danforth amendment was rejected by a tie vote of 9-9. Danforth was expected to be joined by Sen. Abraham Ribicoff (D-Conn.) in offering the amendment on the Senate floor.

The Finance Committee bill as reported provided modest relief for some local governments and nonprofit organizations. However, the committee provision gives relief only to organizations and governments with highly paid staffs. In addition, the form of the relief is such that it would be eliminated entirely should the House position on financing survive the conference.

NACo along with other public interest groups was supporting the Danforth-Ribicoff amendment because hard-pressed states, counties, and cities require assistance in meeting the fiscal demands of increased Social Security employer costs. The Administration was supporting the committee bill.

The House passed its version of the Social Security financing bill by a vote of 275-146. NACo won a major victory when the House struck down a provision in its bill that would have required county, state and federal employes to be universally covered by the system.

The Senate will attempt to complete its bill before adjournment. The Finance Committee did not include the universal coverage provision in its bill.

For additional information, contact Ann Simpson of the NACo staff.

ERA Reprieve?

WASHINGTON, D.C.—According to the Justice Department, Congress has the right to extend the deadline for ratification of the Equal Rights Amendment (ERA).

In a legal opinion sent to the White House and the House of Representatives last week, the Justice Department said that Congress has the sole power—by a majority vote of both Houses—to extend the current seven-year time period for ratification.

Rep. Elizabeth Holtzman (D-N.Y.) has introduced legislation which would extend that deadline to 1986.

COUNTY NEWS

EDITOR: Bernard Hillenbrand
MANAGING EDITOR: Beth Denniston
NEWS MGR.: Christine Gresock
PRODUCTION MGR.: Michael Breeding
GRAPHICS: Robert Curry, Mary Duncan, Barry Leviten and Robert Redding
PHOTOGRAPHER: Lee LaPrell
CIRCULATION MGR.: G. Marie Reid
Published weekly except during Christmas [...] and the last 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 [...] $15 per year for non-members, $7.50 per year [for] county personnel in member counties. Send payment with orders to above address. While [ut]most care is used, County News cannot [be] responsible for unsolicited manuscripts.

WELFARE REFORM PRESS CONFERENCE—Governors, state legislators and county officials joined together in a press conference Nov. 1 on welfare reform. Pictured left are: State Rep. Tom Jensen, House minority leader, Tenn.; State Rep. Martin O. Sabo, speaker of the House, Minn.; Gov. Robert W. Straub, Ore.; Gov. Richard F. Kneip, S.D.; Gov. Hugh L. Carey, N.Y.; Gov. Michael S. Dukakis, Mass.; County Executive John Klein, Suffolk County, N.Y., chairman, NACo Employment Committee; Keith Comrie, director, Department of Public Social Services, Los Angeles County, Calif.; Commissioner Frank Jungas, Cottonwood County, Minn., chairman, NACo's Welfare and Social Services Committee.

NACo Backs Welfare Reform Bill But...

WASHINGTON, D.C.—Calling the current welfare system anti-family, anti-work and full of gaps, county spokesmen told Congress Oct. 31 that county governments "enthusiastically support the spirit and intent" of President Carter's welfare reform proposal.

Testifying on behalf of NACo before the House subcommittee on welfare reform were John Klein, county executive of Suffolk County, N.Y.; Frank Jungas, commissioner of Cottonwood County, Minn.; and Keith Comrie, director of the Department of Public Social Services in Los Angeles County, Calif.

Comrie called the Administration's proposal "an outstanding starting point for congressional debate."

Jungas explained that counties support the legislation because it "seeks to reform and unify welfare programs in our nation; attempts to establish an equitable system with universal coverage to all citizens; replaces welfare with jobs to meet the needs of those able to work; and recognizes the need for federal intervention to resolve the heavy fiscal burdens of the current system on state and local governments."

COUNTY officials, however, pointed out several changes they will seek in the legislation.

Jungas called for immediate fiscal relief for state and local governments. "The viability—indeed the existence—of county governments," he said, "is deeply threatened by the increasing costs of federal welfare and health programs which citizens and elected officials of local governments are powerless to control."

Klein pointed out that 56 per cent of his county's general property tax goes for welfare. "These costs increase every year while our property tax has long ago reached the limit that the public can bear. We need fiscal relief now, not in 1981," he said.

Comrie called for a program to stimulate private sector jobs. He said that county officials view this as a comprehensive federal effort toward a national full employment policy. The stimulus program, he said, should include elements ranging from "tax incentives to help generate more jobs to efforts to encourage job sharing." Klein commented that the President's plan only pays "lip service" to private sector job creation.

County spokesmen also questioned whether the legislation would create enough public service jobs. "The number of jobs to be provided will surely be inadequate if there is not a dramatic improvement in the economy and a reduction in the unemployment rate," Jungas said.

Klein urged Congress to ensure that local officials remain the key decision-makers in the jobs and training portion of the President's plan. He pointed out that 71 per cent of prime sponsors under the Comprehensive Employment and Training Act (CETA) are counties or consortia including counties. He said that these prime sponsors have been doing an effective job, particularly for minorities and the economically disadvantaged, and should be allowed to carry out the new responsibilities envisioned in the President's plan.

INSTEAD, Klein explained, the legislation currently gives the Secretary of Labor the authority to "play Solomon" in designating which prime sponsors can operate the new jobs and training programs and gives the governor of each state more authority in the design of local manpower plans.

Klein also pointed out that local social service programs may be strained in trying to provide assistance to the newly employed. He said that there will be increased demands for child care, transportation and other job-related supportive services. He doubted whether existing social service funds would be able to handle the increased load.

Other concerns expressed by county spokesmen included:

- Lack of a guaranteed job for all eligible persons expected to work, similar to the guarantee for cash assistance.
- Need for simplification of the cash assistance program.
- Lack of sufficient funding for emergency assistance.
- Need for further separation of the income assistance program and the jobs program.

County-City Health Officials Share Ideas

WASHINGTON, D.C.—County health officials met recently with their city colleagues during the annual meeting of the American Public Health Association. The joint meeting was chaired by Dr. Hugh Tilson, Multnomah County (Ore.) human services director and president of the National Association of County Health Officials (NACHO), a NACo affiliate.

The local health officials were briefed on the latest national child health immunization drive being conducted by the Department of Health, Education and Welfare (HEW). Dr. Alan Hinman of HEW's Center for Disease Control said that the success of reaching over 20 million children will largely hinge on the involvement of local health officers.

Dr. George Hardy, a staff member of the House Commerce health subcommittee, briefed the participants on latest congressional developments. He said that next year the subcommittee might consider a proposal that NACHO has been advocating for the past three years.

NACHO has urged enactment of legislation that would establish a shared federal-state-local funding responsibility for public health protection and preventive health programs. The proposed measure would give state and local health agencies greater flexibility in determining funding priorities. In addition, it would allow state and local health officials to determine what services would be provided, which people would be eligible, and where and how these services would be provided.

One of the most important features of this proposal, according to Dr. Tilson, is that it would complement national health insurance. National health insurance would finance personal health services; the NACHO proposal would finance public or community-wide concerns relating to disease control, health hazards, and preventive health services impacting on all the people or particular segments of the population.

DR. HUGH TILSON, Multnomah County (Ore.) health official and president of the National Association of County Health Officials (NACHO), briefs members on latest legislative developments during a meeting last week in Washington, D.C.

New EEOCC Guidelines in Review

WASHINGTON, D.C.—The Equal Employment Opportunity Coordinating Council (EEOCC) reached agreement on a new set of Uniform Guidelines on Employe Selection Principles, and released the draft guidelines for A-85 review on Oct. 28. Under the A-85 pre-consultation procedure, state and local governments and other interested parties are given a chance to express their views prior to publication of a final document in the *Federal Register*. Publication of the new guidelines in the Register is scheduled for Nov. 28.

It was reported in last week's issue of *County News* that agreement among members of the EEOCC and release of the new draft guidelines was imminent and that readers would be alerted when A-85 started so that anyone wishing to comment could do so. A brief history of the EEOCC's efforts to produce a unanimously endorsed, practical and workable set of guidelines was also given in that article.

The new guidelines are now being reviewed by NACo as well as the other public interest groups. A great deal of the material in the revised version is similar to the FEA guidelines issued by the EEOCC last November, and there are some technical improvements. However, several new provisions concerning affirmative action, adverse impact of selection procedures on minorities, test validation methods and the transportability of selection instruments from one jurisdiction to another, are causing some concern.

For this reason, the new guidelines deserve close examination and comment before the end of the A-85 period on Nov. 28. This is particularly important because the Office of Revenue Sharing (ORS) is likely to adopt these new guidelines for its final Revenue Sharing regulations.

Anyone wishing more information on the draft guidelines, or a copy of the guidelines for review and comment should contact Deborah Shulman at (202) 785-9577.

—Deborah Shulman
Research Associate, NACoRF

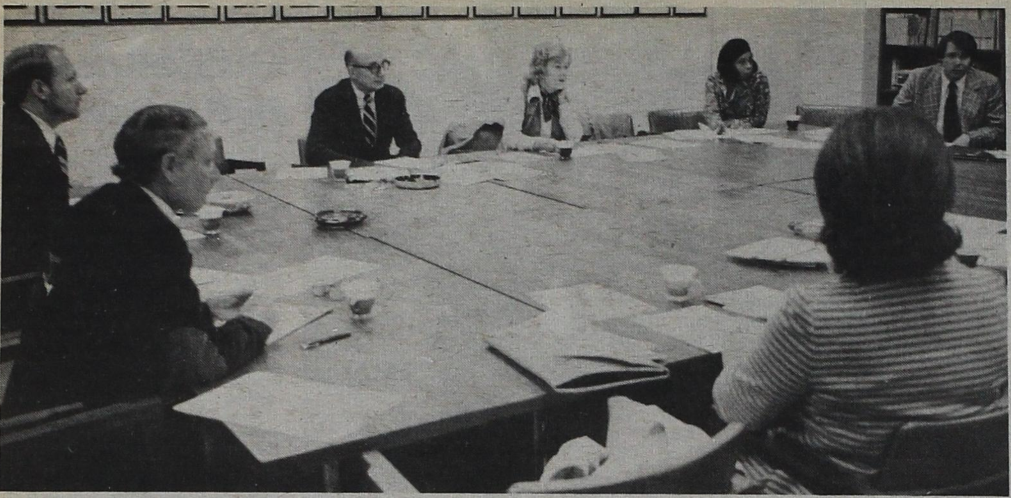
Fiscal Relief in Senate Bill

Continued from page 1

Access to wage information for AFDC verification. Improve the capacity of states to acquire accurate wage data by providing authority for the states to have access to earnings information in records maintained by the Social Security Administration and state employment security agencies.

Earned income disregard. Under present law states are required, in determining need for AFDC, to disregard the first $30 earned monthly by an adult, plus one-third of additional earnings. Costs related to work—such as transportation, child care, uniforms, and other items—are also deducted from earnings in calculating the amount of the welfare benefit. The committee bill requires states to disregard the first $60 earned monthly by an individual working full time—$30 in the case of an individual working part time—plus one-third of the next $300 earned plus one-fifth of amounts earned above this. Child care expenses, subject to limitations prescribed by the Secretary, would be deducted before computing an individual's earned income. Other work expenses could not be deducted.

The welfare amendments added to the Social Security bill were previously approved by the committee in modified form as amendments to the bill, H.R. 7200.



RESEARCH FELLOWSHIP MEETING—Doctoral Research Fellowship Committee holds first meeting. From left, Dr. Gilbert Siegel, University of Southern California; Dr. A. Lee Fritschler, American University, chairman; Joe Robertson, executive director, National Association of Schools of Public Affairs and Administration (NASPAA); Dr. Nesta M. Gallas, New York City College; Commissioner Jarrette Simmons, Wayne County, Mich.; Terry Schutten, NACo staff; and County Executive Mary Jornlin, New Castle County, Del. Not pictured are Irv Shapiro, program manager, U.S. Civil Service, and Merritt R. Steirheim, manager, Dade County.

Public Personnel Fellows Program Is Established

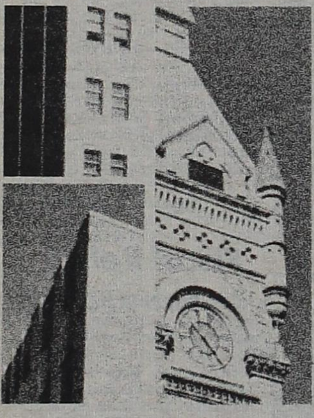
The first doctoral research fellowship program in Public Personnel Management has been established by the National Association of Schools of Public Affairs and Administration (NASPAA) and NACo. Each fellowship (up to a maximum of $8,000) is funded by the Intergovernmental Personnel Act (IPA) and must be completed in 12 to 15 months.

The research work is designed for practical application by state and local governments and for circulation to elected and appointed officials.

Topic areas include: 1) labor management relations; 2) employe compensation and/or fringe benefits; 3) equal employment opportunity; 4) relationship between career personnel and elected and appointed policy leadership; 5) staff resource utilization/productivity and innovation; 6) ethics in the public sector; 7) intergovernmental relations/personnel management; and 8) impact of leadership on service delivery.

A special committee composed of public administration professors and local officials will make the fellowship selections in March. For further information on the fellowship program, contact NASPAA, 1225 Connecticut Ave., N.W., Washington, D.C. 20036, 202/785-3260.

The 4th dimension of government



Federal, state, local and the fourth dimension—county government. How does it function? What does the future hold? **Modern County Government** by H. Sydney Duncombe takes a comprehensive look at the past, present and future of counties. Duncombe, professor of political science at Idaho University, has produced an up-to-the-minute textbook dealing with:

County structure—a comparison of three basic forms of county government, and a history of diverse county government in separate areas of the country.

Counties and the political system—a look at the county's role in state and national politics, and how interest groups and political parties affect the behavior of county government.

County services—the latest data on services in small rural areas and large urban and suburban counties, and a look at how federal grants, general revenue sharing money and state funds affect the type of services offered.

County finances—a look at fiscal problems related to reliance on property taxes, and an evaluation of alternative methods of taxation.

Counties and the future—a look at the increasing importance of intergovernmental relations and the adaptability of counties to trends and citizen needs.

Bibliography includes state manuals for county officials and sources of information on individual county governments.

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52 tables, charts and graphs
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$8.95 (cloth); $5.95 (paper)

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Counties Subject of College Course

A correspondence course in county government is being offered by the University of Idaho. The course offers county employes a basic training in county government, and it can be used by county employes and others interested in local government toward their undergraduate and graduate degree requirements.

The course covers the history of county government, county organization, politics and interest groups, county services, intergovernmental relations, criminal justice and human service systems, financing, and the future of American county government. Textbook for the course is *Modern County Government,* written by Professor Herbert Sydney Duncombe and published by NACo.

Professor Duncombe, chairman of the political science department at the University of Idaho, is the instructor of the course. Professor Duncombe is a former state budget director for both Ohio and Idaho. He is the author of *County Government in America* (1966), *Modern County Government* (1977), and a number of articles on county and local government.

The course is a senior level course that can be used for three graduate credits at the University of Idaho. Those taking degrees at other universities should inquire how this course can be used in their degree programs.

Cost of the course is $75 (payable to Bursar, University of Idaho), excluding price of the textbook. Applications should be sent to the Correspondence Study Office, University of Idaho Campus, Moscow, Idaho 83843.

Private Recreation Sites Surveyed

WASHINGTON, D.C.—Private recreation facilities in this country are essential supplements to public parks. The National Association of Conservation Districts (NACD) has just completed the first national summary of private sector recreation operations.

The inventory could be extremely useful to county and other local park officials in evaluating recreation needs in their community, as well as to national and state planners.

Over 700,000 private enterprises exist in the United States at least 45,000 of which are operated for profit.

NACD reports that campgrounds, fishing ponds, water sports areas and golf courses are the most common facilities provided by the private sector.

The national summary is being provided by the Soil Conservation Service to their field offices. A limited number of copies are available for $5.00 through NACD Service Department, P.O. Box 855, League City, Tex. 77573.

IPA Grant Proposals Due Dec. 12

WASHINGTON, D.C.—The Civil Service Commission has announced that it is accepting proposals from eligible applicants for national Intergovernmental Personnel Act program grants for fiscal '78. Under the IPA, the commission can award grants for up to 50 per cent of the costs of approved projects.

Eligible applicants include state and local governments, plus nonprofit organizations which render services to governments—providing the proposed projects involve training state and local officials.

Proposals will be evaluated according to the following criteria:

• The probable impact of the proposed project on improved central policy making and management capability.

• The extent of need by and support of the proposed project as expressed by state and local government officials.

• The extent to which the proposed project would result in newly established or strengthened programs, systems, or activities which would be continued after the period of IPA support.

• The quality and efficiency of the proposed means by which the project would be executed.

• The potential for broader use by other jurisdictions and organizations of the results or products of the project.

The deadline for receipt of applications is Dec. 12. For additional information, contact U.S. Civil Service Commission, Bureau of Intergovernmental Personnel Programs, Grants Administration Division, 1900 E St., N.W., Washington, D.C. 20415, (202) 632-6274.

Jobs Program Key to Sharp Decrease in Dallas Rearrests

DALLAS COUNTY, Tex.—Dallas County has developed a comprehensive, on-site service delivery system for its jails which combines education, rehabilitation, and employment services for inmates and ex-offenders. Of 5,000 inmates and ex-offenders who have participated in the program since 1973, evaluations and project follow-ups indicate that approximately 300, or only 6 per cent, have been rearrested. This is a 94 per cent reduction in the rearrest rate for the total jail population, which had been determined to be 85 per cent by a special Dallas County Criminal Justice Task Force in 1976.

The project operates in two maximum security and one minimum security jail and serves those released from county and state correctional facilities who return to Dallas County society. Dallas County's Planning, Research and Grants Department, which is responsible for Comprehensive Employment and Training Act (CETA) and Law Enforcement Assistance Administration (LEAA) projects, developed the system in conjunction with the county Sheriff's Department and El Centro College.

THE PURPOSE of the project is to help improve the employment potential of inmates. Jim Cooksey, director of the Planning, Research and Grants Department, stated, "As our experience with ex-offenders in the CETA program indicates, those with stable employment have a significantly better chance of remaining free than the average prisoner released who has no employment or no hope of obtaining a job. While inmates are incarcerated, they can obtain education or skills that will make them competitive in the labor market."

The educational facet of the program is comprised of credit and non-credit college level courses. The classes are offered in unique six-week learning sessions called FASTRAKS which contain the equivalent of a semester of study. Academic credit courses may lead to an associate of arts degree through the Dallas County Community College District. Courses range from English and mathematics to architectural drawing and sociology. Non-credit seminars concerned with human development and the criminal justice system help inmates understand their role in society and the penal system.

Vocational education courses were added in 1975 to provide inmates with skills they could utilize after release. Inmates have been offered culinary arts and office occupational courses, both of which are high demand occupations in the Dallas area. Culinary arts classes are taught at elementary and advanced levels; the beginning course offers skills for basic restaurant cooking and the advanced course dealt with specialized pastry baking. In the office occupational course, inmates are taught how to use typewriters, adding machines, and other office machinery and basic bookkeeping. The course also gives inmates, most of whom have never worked in an office, a basic orientation in how a business operates.

The program also strives to help inmates hold a job. Ms. Martha Carver, project director, said that while education and skills are necessary, "frequently inmates will complete educational and vocational programs and secure employment, but because of a drug, alcohol, or mental problem will lose their jobs. To increase ex-offenders' work tenure, on-site drug/alcohol, mental, and physical rehabilitation services are necessary," she said.

For further information please contact Jim Cooksey, Director, Dallas County Planning, Research and Grants, 623 Records Building, Dallas, Tex. 75202, (214) 749-6211.

Ardath Cade

Cade Becomes Md. Gov.'s Aide

CHARLES COUNTY, Md.—County Administrator Ardath M. Cade has assumed her new duties as a special assistant to Maryland's Acting Governor Blair Lee III. She will work as a liaison between the Governor's Office and the Departments of Economic and Community Development, Human Resources, Commission on Aging, Commission for Women, and the Historic Trust.

Cade served for over six years as the county administrator of Charles County and president of the National Association of County Administrators (NACA), one of NACo's 14 affiliate groups. She had been NACA's vice president, as well as chairman of several of its committees. Of particular note was her work with the Publications Committee, during which the *County Administrator* publication emerged.

David Nichols, San Mateo County (Calif.) manager, is the new NACA president.

Jerome Decker of Medina County, Texas, far right, presents testimony to a House Agriculture subcommittee. With him are, from left, Elliott Alman of the NACo staff and Robert McNichols of Pulaski County, Va.

RURAL DEVELOPMENT TESTIMONY

Loan Rate Hikes Opposed

WASHINGTON, D.C.—While county officials testified in the House in opposition to a proposed hike in interest rates for rural development loans, a Senate Agriculture subcommittee deleted a similar provision from legislation it was considering.

The proposals to substitute the current 5 per cent interest rate on water and waste disposal and community facility loans for the prevailing market rate plus service fee, probably 9 per cent to 10 per cent, were contained in bills introduced in both Houses at the request of the Department of Agriculture.

County Judge Jerome Decker, Medina County, Texas, and Robert McNichols, county administrator, Pulaski County, Va., appeared before the House Agriculture subcommittee on conservation and credit and strongly opposed the changes.

"These proposals would severely restrict rural counties from continuing to participate in the programs," Decker stated.

"If enacted, Congress will be telling the people of rural America not to bother to seek federal aid. More than that, it will be saying that rural areas should do without water and waste disposal systems, that we should accept the lack of community facilities and that we must forfeit the economic stimulus these facilities bring," Decker told the subcommittee.

McNichols cited the lack of any studies or data by the agency in support of the proposal and stressed the difficulty faced by many rural counties in affording even the 5 per cent interest.

"The rural counties of this nation require a determined effort by the federal government in terms of better programs and more money."

The House subcommittee, chaired by Ed Jones (D-Tenn.), concluded the two days of testimony on H.R. 8315 without scheduling a date for completion. Congress is preparing to recess shortly for the remainder of this year, with the exception of work on the President's energy legislation.

The Senate Agriculture subcommittee on agriculture credit and rural electrification, chaired by Sen. James Allen (D-Ala.), marked up S. 312 and S. 2126. The subcommittee voted to delete from the bill provisions raising the interest rates on water and waste disposal and community facility loans.

Rural development programs are currently restricted to a maximum 50 per cent grant, while urban oriented programs of Housing and Urban Development (HUD) and Environmental Protection Agency (EPA) provide 100 per cent and 75 per cent grants respectively. The burden on rural counties would, therefore, have been greatly worsened by this increase because of the preponderance of loan, as opposed to grant, programs in rural areas.

The water and waste disposal and community facilities programs are administered by the Farmers Home Administration (FmHA).

Rural Housing Programs Authorized

WASHINGTON, D.C.—The recently enacted housing and community development law reauthorized all rural housing programs for another year. It also made a number of changes in existing programs and incorporated many of the provisions contained in rural housing legislation currently under consideration by Congress.

Funding for the rural housing programs, which are administered by the Farmer's Home Administration (FmHA), was included in the fiscal '78 Agriculture Appropriations Act signed into law in August. New or revised rural housing programs may be implemented as the FmHA issues new or revised regulations.

The proposed rural housing act for this year provided for reauthorization of rural housing programs for three years. However, inclusion in the housing and community development act expedited the process and extends the programs through Sept. 30, 1980.

Provisions affecting the Section 502 program were also adopted from the proposed rural housing act. The Guaranteed Homeownership Loan program will now be restricted to borrowers with above moderate incomes, defined as over $15,600 annual adjusted income. The conference report accompanying the community development law further directs FmHA to establish an eligibility ceiling of $20,000. The agency is also to reevaluate this (and other) eligibility ceilings for rural housing programs and will look to recognizing county or area variations.

THE LAW DELETES the "credit elsewhere" and refinancing requirements from the Section 502 program. These were criticized as impeding the program's use and accounted for its unpopularity among private financial institutions. Credit elsewhere required potential borrowers to initially seek, and be unable to secure, a private loan at market rates. The refinancing provision required borrowers to refinance their loans when financially able to do so.

Borrowers with below moderate incomes will continue to be able to use the FmHA direct loan program. These loans are less expensive to the applicant because there are no down-payment requirements, points or fees.

Provisions in the law also give handicapped individuals and families the same benefits that FmHA programs provide to the elderly. In addition, the agency will now be able to finance congregate housing for the elderly or handicapped.

The law mandates FmHA to implement the rural rent supplement program. Although this program was initially authorized in 1974, the agency refused to employ it for the past three years. This April Agriculture Secretary Bob Bergland announced that the agency would begin implementation.

Another change adopted from the rural housing bill, of interest to county officials, includes authorizing FmHA to compensate borrowers for housing defects. This would broadly cover structural defects in construction that FmHA inspections ought to have disclosed. The agency is also directed to provide 60 per cent of both the Section 502 homeownership and Section 515 loans to low income families. Language in the appropriations bills have previously expressed this desire.

The agency is also directed to pay local property taxes for houses on which it has foreclosed. In the past, the FmHA was not able to pay these taxes. The agency's financed housing has historically experienced a low default rate and relatively few foreclosures.

THE PROPOSED rural housing act, sponsored by Sen. Hubert H. Humphrey (D-Minn.) and 15 cosponsors in the Senate and by Reps. Les AuCoin (D-Ore.) and Stanley Lundine (D-N.Y.), will probably be reintroduced early next year.

The sponsors are likely to add new provisions to the bill since as much of it has already been enacted into law. A new rural homeownership program for low and moderate income persons and an expansion of the rural water and waste disposal programs are distinct possibilities.

NACo has testified on the bill before the Senate subcommittee on rural housing, chaired by Sen. Robert Morgan (D-N.C.). For more information, contact Elliott Alman of the NACo staff.

Rural Housing Program for Fiscal '78

Program Section	Appropriation (Dollars)
502 Homeownership Loans (Guaranteed and Direct)	3.57 billion
504 Repair:	
Grants	5 million
Loans	15 million
514/516 Farm Labor:	
Grants	7.5 million
Loans	10 million
515 Rental Loans	690 million
523/524 Site Loans	1 million
523 Self Help Grants	17 million

Hennepin Manual Boosts Efficiency

All county governments at one time or another face the challenge of organizing internal information and making it accessible to employes. The Administrative Manual has helped Hennepin County, Minn. meet that challenge.

Hennepin has 7,200 employes working in 48 divisions of 25 major departments. The types and applications of policies affecting Hennepin's employes and offices range from paychecks, to records storage to purchasing procedures.

Clearly cataloging this wide range of general information in a single repository—*the County Administrative Manual* ensures uniformity. All offices operate under the same set of guidelines concerning, for example, payroll and employe benefits; this leaves little room for misinterpretation.

ANOTHER important function of the manual is as a source of information for departments that need to know one another's specific responsibilities.

This has proven to be significant for every county department, but especially the Administration Department, since staff members have noted a dramatic decrease in the number of phone calls and written memos from employes requesting information covered in the manual.

A major attribute of the manual is its flexible format: 8½ x 11 inch pages in a sturdy ring binder. Since policies and procedures change frequently, the loose-leaf form allows for easy, immediate updating of any given section. This feature strongly reinforces the book's credibility with its audience.

The information in each of the 70 sections is written in play script form which tells the reader what department is involved (as actor) and for which steps that actor is responsible.

Each department is responsible for revisions or additions to the manual. Proposed changes are sent to administration for approval.

It is vital to the overall continuity of the manual to have an administration staff member assigned primary responsibility for it. That staff person also monitors action taken by the county board of commissioners for possible inclusion in the manual.

THE MANUAL helps county em-
ployes in several ways:

- A new employe or a pers- taking over a new position can le- correct procedures simply by look- them up.
- The manual helps employ- avoid costly mistakes. A pay- form that is completed incorrect- for example, could demand action the part of the accounting depart- ment, data processing computer ti- and additional work by a keypun- operator. Doing it right the fi- time, as explained step by step in the manual, saves manpower.
- As a central repository fo- safety information, the manu- assists the county in complying w- the Occupational Safety and Heal- Administration's (OSHA) directi- that all employes be familiar wi- OSHA rules and regulations.

Inflation Outstrips '76 Salaries

Generally salaries of county of- cials have not kept pace with infla- tion for the period of July 1, 1975 July 1976. For all county offici- positions surveyed, the over- salary increase was 3 per cent.

This information is from the late- Urban Data Service (UDS) Repor- "Salaries of County Officials f- 1976."

During the same period the infla- tion rate, as measured by the chang- in the consumer price index (CP- was 5.9 per cent.

The report shows detailed salar- information for 2,009 counties. Infor- mation is presented for 25 positi- which include governing board of- cials, county administrators, depar- ment heads and other officials w- significant administrative and pr- fessional responsibilities.

Copies of the report are $10 f- nonsubscribers for the first copy a- $3 for each additional copy. Pers- wishing to order extras must pay for each additional copy. Further formation: Laurie S. Frankel, In- national City Management Asso- tion, 1140 Connecticut Ave., N. Washington, D.C. 20036, (202) 2200.

Job Opportunities

County Administrator, Summit County, Ohio. Salary $20,000-$28,000 depending on experience. Candidate should possess advanced degree in public administration, finance or related field to work under the direction of elected board of county commissioners. Supervisory experience essential. Government experience preferred; personnel experience helpful. A progressively greater amount of job responsibility desired. Resume, salary requirements, and three letters of recommendation to: Office of the County Administrator, 53 East Center St., Akron, Ohio 44308.

Agency Director, Muskegon County Community Mental Health Center. Salary to $30,000 commensurate with education and experience. Duties include overall program and personnel management, budget and grant preparation, fiscal development. Requires graduate education in public administration or human services disciplines; proven experience in program and fiscal operations essential. Resume and letter of recommendation to the Muskegon County Community Mental Health Services Board, 1092 Holton Road, Muskegon, Mich. 49443.

Program Analyst, Muskegon County Community Health Center. Salary to $24,000 commensurate with education and experience. Duties include evaluation of programs, quality and efficiency studies, statistical analysis and reporting. Graduate education and experience in human service programs required. Resume and letter of recommendation to the Muskegon County Community Mental Health Services Board, 1092 Holton Road, Muskegon, Mich. 49443.

Director of Planning, Northern Oklahoma Development Association. Salary commensurate with qualifications. Eight-county regional planning association seeking planning supervisor. Position requires a thorough knowledge of planning principles and practices (especially HUD related programs), master's degree in planning or a related field and two years of responsible planning experience in a regional, state, or city area; ability to communicate with a broad range of people in a rural area, and a desire to pro- wide variety of technical assistance to local of government. Master's degree may be su- tuted for a bachelor's degree in planning three years of progressively responsible pla- experience. Resume to Northern Okla- Development Association, 1800 South Buren, Suite E, Enid, Okla. 73701.

Public Works Director, Jefferson County, C- Salary negotiable. Responsible for pla- organizing, directing and evaluating all p- works functions in county including engin- road construction and maintenance; tr- safety; equipment management; land fi- grounds and buildings. Overall supervis- 300. Bachelor's degree in business admin- tion required with five years experience as p- works administrator or any equivalent com- tion of education and experience. Resume by 15, 1977 to Jefferson County Personnel De- ment, 1800 Jackson St., Golden, Colo. 8040.

Executive Director, Southeastern Public S- ice Authority of Virginia. Salary negotiable b- on knowledge and experience. Responsib- regional water source and solid waste re- recovery systems now in planning covering local governmental jurisdictions with 800,000 population. Contact Southeastern P- Service Authority of Virginia, 16 Koger E- tive Center, Norfolk, Va. 23502.

Director of Services, County of San Ma- Calif. Salary $32,490 to $40,622, subject to q- ifications. Position available for director of s- ices, General Services Department, which h- operating budget of approximately $20 m- and over 460 budgeted positions. Requires years of progressively responsible high level or line administrative/managerial experien- least two years of which should have been large governmental agency. Resume by Dec. Personnel Department, County of San Mateo, Hamilton St., Redwood City, Calif. 94063. A- tion: David L. Nieto, (415) 364-5600, ext. 2

CLERKS CORNER

Proposed Changes to the Bylaws

The Bylaws Committee of the National Association of County Recorders and Clerks (NACRC) met in Chicago Oct. 14 and 15 to draft recommended changes to the bylaws of the association. The following text incorporates the changes suggested by the committee.

The full membership of the association will be asked to vote on these changes at the annual meeting in Atlanta next July. NACRC President Loretta Bowman, chairman of the Bylaws Committee, would appreciate any comments the membership may have regarding these recommendations. Comments may be sent to her at the Clark County Courthouse, Las Vegas, Nev. 89101, (702) 385-3156.

Article I—Name

The organization shall be known as the National Association of County Recorders and Clerks (hereinafter referred to as the association).

Article II—Objectives

The objectives of this association shall be to:

- Provide opportunity for recorders and clerks to exchange ideas on the operations of their respective offices.
- Offer ways and means to better serve the public.
- Encourage the passage of uniform laws pertaining to the administration of the duties of county recorders and clerks.
- Exemplify the ideals of public service as an influence in business and civic life.
- Cultivate friendships among its members and work toward better public relations.
- Participate in the formulation of and advance the official policies of the National Association of Counties which is the parent body of this association.

Article III—Membership

Section 1. Active Members. Any person functioning as the county recorder, county clerk, court clerk, registrar of deeds, or similar office holder for a county, or for a city-county which county is a member of the National Association of Counties shall automatically be admitted to active membership without fee. Any such person functioning in a county or agency that is not a member of the National Association of Counties may be admitted to active membership by the president of the association. The privilege of voting and holding an elective office in this association is limited to active members.

Section 2. Associate Members. Any assistant or deputy of an active member, or any other person having an interest in the purposes and programs of this association may be admitted to associate membership by the president of the association upon written application thereof.

Section 3. Honorary Members. Any person who, in the opinion of the association, has rendered distinguished service to the cause of better county recording and registration practices shall be eligible for honorary membership. Nomination to honorary membership may be made at any meeting of the association and the association shall make all elections to honorary membership. Honorary members shall be entitled to all the privileges of the association, except that they shall not be eligible to hold office in the association and they shall not be accorded the privilege of voting.

Article IV—Officers, Directors and Election

Section 1. Officers.

- The officers of the association shall be a president, a first vice president, a second vice president, a third vice president, a secretary-treasurer, and a historian who shall be elected at the annual meeting of the association by the votes of a majority of the active members present and voting. The secretary-treasurer of the association shall also be the secretary of the board of directors.
- A parliamentarian shall be appointed by the president of the association and shall serve for his term of office. Said appointee may serve more than one term.

Section 2. Terms of Office. The officers shall hold their offices from their election until the next annual meeting or until their successors are elected and qualify.

Section 3. Board of Directors.

- The voting members of the board of directors shall be: 21 members who shall be elected at the annual meeting of the association by the votes of a majority of the active members present and voting; the past presidents of the association, as long as they remain in public office; and the officers of the association. The president of the association shall serve as chairman of the board of directors.
- The terms of office of the directors shall be three years.
- No director shall succeed himself in office.
- No state shall have more than two members elected to the board.
- The duties of each member of the board of directors shall be to work toward stimulating interest in this national association; report about the association's national convention at his/her state convention; notify the state associations of our next annual meeting; inform our secretary of the time and place of annual state conferences; and supply a list of the names and addresses of current state officers.
- Any director who has failed to attend one or more of the past two annual meetings shall be replaced unless he/she can present an acceptable excuse.

Section 4. Nominations. The president shall appoint the Nominating Committee which shall consist of three past presidents. They shall contact each nominee for his/her consent to allow his/her name to appear on the slate.

Section 5. Duties of Officers.

- The PRESIDENT shall preside at all meetings of this association, appoint all committees not otherwise provided for, and approve all expenditures in conducting the activities of the organization. He/she shall be an ex-officio member of all committees. Subject to the consent of the board of directors, he/she shall fill all vacancies occurring on the board of directors during the year.
- The FIRST VICE PRESIDENT shall serve in the absence of the president. He/she shall be chairman of the Program Committee, and arrange the program for the national convention with the president.
- The SECOND VICE PRESIDENT shall serve in the absence of the president and the first vice president. He/she shall perform such other duties as may be requested of him/her by the president or by the board of directors. He/she shall serve as membership chairman.
- The THIRD VICE PRESIDENT shall serve in the absence of the president and the first and second vice presidents. He/she shall perform such other duties as may be requested by the president or by the board of directors.
- The SECRETARY-TREASURER shall keep the minutes of all meetings and be responsible for the association's funds. He/she shall serve as secretary to the board of directors.
- The HISTORIAN shall be responsible for keeping the history of the association.

Article V—Representative on the Board of Directors of the National Association of Counties

The president of the association shall appoint or designate, subject to the approval of the board of directors of the association, the association's representative on the Board of Directors of the National Association of Counties, to serve for a one year term.

Article VI—Committees

Section 1. Resolutions Committee. The president shall appoint a Resolutions Committee consisting of three members of the association, prior to each annual meeting. The president shall notify the membership of such appointments. All resolutions presented to the association shall be referred to the committee for consideration and reported to the annual meeting. However, at the direction of the president and by a majority of the board of directors, any resolution may instead be considered and reported on by the board of directors.

Section 2. Nominating Committee. The Nominating Committee shall be chosen as provided in Article IV, Section IV.

Section 3. Program Committee. The first vice president shall appoint a Program Committee consisting of three members to assist in his/her capacity as chairman of the Program Committee.

Section 4. Other Committees. The president shall appoint such other committees as he/she may deem necessary for the proper transaction of the business of the association.

Section 5. Quorum. A majority of any committee shall constitute a quorum thereof; any question may be decided by a majority of those present and voting.

Article VII—Meetings

Section 1. Annual Meeting. The annual meeting of the association shall be held at the time of the annual conference of the National Association of Counties. Procedures followed at annual meeting shall be in accordance with *Robert's Rules of Order* when not inconsistent with the Constitution and Bylaws or Rules of the association.

Section 2. Special Meetings. Special meetings of the association may be held at such times and places as may be determined by the president.

Article VIII—State Affiliation

- In states where the recording officials have their own state organizations and where none of the members of such association are officers or directors of the national association, the state president and secretary shall be invited to become special liaison officers, after their state becomes affiliated.
- The liaison officer shall: work toward stimulating interest in the national association; report the association's convention to his/her annual meeting; notify his/her membership of our next annual meeting; inform our secretary of the time and place of the annual state meeting; and supply a list of the names and addresses of current state officers.

Article IX—Official Publication

The official publication of the association shall be *County News*, published by the National Association of Counties.

Article X—Amendments

The Constitution and Bylaws may be amended at the annual meeting by a two-thirds vote of the active members present and voting.

DON'T SHOOT THE PARLIAMENTARIAN

Playing by the Numbers in Decision-making

In our first discussion, we saw how the rules of order can help a meeting run more smoothly. They also serve to protect the rights of all members, and many of these protections lie in the rules about voting.

Now you may have thought that whether a motion takes a majority or a two-thirds vote was decided arbitrarily, just to keep the members on their toes. Not really; there's an underlying rationale behind the decision. While the majority will eventually have the last word, there has to be time for the minority to get its point across, and there have to be ways to keep the absent members from being "sold out."

For example, suppose some of your members want to cut off or limit debate on an issue. Since the right to debate is fundamental to a deliberative assembly, limiting debate takes away a right of the other members. So a two-thirds vote is required to do this. Perhaps some members want to change the society's stand on an issue; that is, amend or rescind a resolution previously adopted. Perhaps they want to take a matter away from consideration by a committee, and make a decision right then and there. Maybe you're in the middle of a knock-down drag-out fight, and one group sees a chance to depose the president. Unless previous notice has been given to all members, none of these actions can be accomplished by a majority vote. A two-thirds vote is required.

("Previous notice," unless defined differently in your own bylaws, means written notice given in the call of the meeting at which the matter is to be considered, or given orally at the previous meeting.)

You can see that all these rules make it difficult for a splinter group, which unexpectedly finds itself in the majority, to launch some undertaking which the bulk of the membership will not support.

PREVIOUS NOTICE is indispensable to the amendment of your constitution, bylaws and rules of order. These actions require both previous notice and a two-thirds vote. The absent members are especially protected by this provision, since a bylaw change set forth in the previous notice cannot be amended at the meeting to increase the modification it proposes.

Don't let that last sentence confuse you. Suppose a change in dues is proposed from $5 to $10. Members who feel they can live with this change can safely stay home knowing that $10 is the absolute limit to which dues may be raised. The members present at the meeting may decide to raise dues to $6, $7, $8, or $9, or to make no change. They cannot go above the $10 proposed.

There's another important point to remember about constitution and bylaws. They cannot be suspended, no matter how convenient it might be, or how many of those present want to do it. You must plan ahead, give previous notice and amend these documents. After all, the bylaws are the fundamental principles to which members give assent when they join an organization. Changing the ground rules without notice is hardly cricket.

Whenever we talk about majority or two-thirds, we are talking about a majority or two-thirds of those present and voting. But an organization can set its own rules on this matter. On very important issues, some organizations require a three-fourths vote of those present and voting.

Some insist that the majority, or two-thirds or whatever, be of "those present." This provision infringes, however, on another basic right of the member—the right to abstain from voting on an issue. Whenever the result is based on a proportion of those present, members who don't vote are, in effect, counted as negative votes.

TO REQUIRE the vote of a majority of the entire membership, although possible, is unwise, since even the attendance of a majority of the membership is usually hard to achieve.

Another number which sometimes causes difficulty is the quorum, but it, too, is a form of protection for absent members. Every organization must establish for itself the number of members sufficient to carry out its business. This number should be large enough to prevent a very small faction from running things, but small enough to be achievable on a snowy night in December. But it must be prescribed in the bylaws. Otherwise, the quorum is automatically a majority of the entire membership, as it is for boards and committees. Unless your group is more dedicated than any I've run across, you will never get a quorum that way, and then your whole operation may come to a screeching halt. Remember that any business carried on in the absence of a quorum is null and void.

These are only some of the ways the rules can protect the underdog, and that's every member at some time or another. Next, we'll talk about how to get a motion on the floor and what can be done to it before a final decision is made. For more information, contact me at NACo.

—Joan Amico
Registered Parliamentarian

Washington Briefs

• **Water Pollution.** House-Senate conferees progressing slowly on amendments to the Water Pollution Control Act. Funding for sewage treatment construction grants approved at $4.5 billion for 1978, and $5 billion annually from 1979 through 1982. See page 2.

• **Energy.** Conferees on the energy bill took up coal conversion provisions last week. Conservation technical assistance for county and other public buildings was approved earlier. Provisions on natural gas regulation, utility rate reform, and energy related taxes and incentives must be resolved. Speculation is that the bill will be reported in early December.

• **Food Stamps.** Proposed food stamp regs to be published Dec. 15. Persons interested in serving on a task force to review the proposed regs should contact Aliceann Fritschler at NACo.

• **IRAP.** The President signed the authorization for H.R. 7769, the Indochinese Refugee Assistance Program on Oct. 28. The Senate has passed $124 million in supplemental appropriations for fiscal year '78. The measure should be going to conference this week.

• **Welfare Reform.** Senate Finance Committee approved $374 million in fiscal relief for fiscal year 1978. See page 1. NACo testified before House Welfare Reform subcommittee, page 3.

• **Aircraft Noise.** The House Public Works and Transportation Committee has completed markup of H.R. 8927, a revised aircraft noise bill. Further action not expected until next year.

• **Highways and Transit.** NACo testified Oct. 11 before Senate subcommittee on transportation on extension of federal-aid highway act and trust fund and U.S. Department of Transportation "Options Paper." Senate hearings have ended for the year; they are expected to resume in early February. House surface transportation subcommittee ended its hearings Oct. 19. Rep. Jim Howard (D-N.J.) has introduced a comprehensive surface transportation proposal, H.R. 8648. It includes a $2 billion bridge program, increases for interstate, primary and secondary roads, and increases for all sections of the urban transit program. It adds a transit program for rural areas $150 million annually.

• **Rural Development.** County officials testified before the House subcommittee on conservation and credit in opposition to proposed increases in rural loan programs (H.R. 8315.) The provisions, recommended by the Agriculture Department, would drop the 5 per cent interest rate on water and waste disposal and community facility loans and substitute the private market rate of 10 per cent. The Senate subcommittee on agricultural credit and rural electrification deleted a similar provision during markup of S. 311 and S. 2126. No markup date has been set yet for the House bill. See page

• **Rural Housing.** County officials testified before the Senate rural housing subcommittee in favor of S. 1150, the proposed Rural Housing Act of 1977. Many provisions in the legislation were incorporated in the recently enacted Housing and Community Development Act. See page 5.

• **Rural Planning.** Proposed regulations for the Section 111 rural development planning program are being refined by the Rural Development Service. The $5 million program will provide 75 per cent grants for demonstration projects and planning. Regulations will be placed in the *Federal Register* in mid-November. Applications not yet available.

• **Local Public Works.** The Federal District Court in Los Angeles declared unconstitutional the mandatory 10 per cent minority hiring provision in the public works regulations. Decision does not affect participants in current programs. It enjoins enforcement of the provision in future public works allocations. Decision is being appealed. See page 1.

• **EDA Redevelopment Loans.** EDA is preparing regulations for new Sec. 204 redevelopment area loan program. The $15 million program will provide long term interest-free loans to designated redevelopment areas. Loans to be equally divided among urban and rural areas. Population level of 100,000 to distinguish urban from rural.

• **Social Security Financing.** The House passed H.R. 9346 by a floor vote of 275-146. Senate floor action currently under way on the bill reported by the Finance Committee on Nov. 1. See page 1.

• **Minimum Wage.** The President signed into law the minimum wage bill Nov. 2. The final version increases the minimum wage from $2.30 an hour to $2.65 in January and in steps thereafter, reaching $3.35 in 1981.

• **Uniform Selection Guidelines.** The EEOCC has released a draft of the uniform selection guidelines for A-85 review. Comments are due Nov. 28. NACo staff is currently reviewing these guidelines and will make copies available to counties that are interested. See page 3.

1978 NACo Western Region Conference

Sponsored by NACo Western Interstate Region

Riverside County
Palm Springs, California
Riviera Hotel
February 8-10, 1978

Featuring workshops and speakers on public lands legislation, health care, welfare reform, employment programs, criminal justice issues and transportation needs.

Special sessions will be held on: payments-in-lieu of taxes, energy impact, Indian/county concerns, urban development, rural development, and unemployment insurance.

(Complete a separate form for each delegate.)

Conference Registration (Make payable to NACo)

- To take advantage of the conference advance registration fee, a personal check, County voucher or equivalent must accompany this form payable to **National Association of Counties.**
- All advance conference registrations **must be postmarked by Jan. 7.** After Jan. 7, registration will be at the on-site rate at the hotel. (No conference registrations made by phone.)
- Refunds of the registration fee will be made if cancellation is necessary, **provided that written notice is postmarked no later than Jan. 24.**

Conference registration fees: $75 advance $95 on-site
$30 spouse $125 non-member

Please print:

Name______________________________
(Last) (First) (Initial)

County______________ Title______________

Address______________________________

City__________ State______ Zip__________ Tele.(______)__________

Hotel Reservations (Make payable to Riviera Hotel)

- To guarantee hotel reservations, requests **must be postmarked by Jan. 7.** (No housing reservations made by phone.)
- Guaranteed housing in the Riviera Hotel will be available only to those who preregister for the conference.
- A one night room deposit is required by the hotel and a check made payable to the **Riviera Hotel** must accompany the form below.

Please print:

☐ Single ($43) Occupant's Name______________________________

Arrival Date/Time______________ Departure Date/Time______________

☐ Double/Twin ($55) Occupant's Names______________________________
(2 people)

Arrival Date/Time______________ Departure Date/Time______________

Suites available upon request.

Send preregistration and hotel reservations to: **National Association of Counties—Western Region Conference,** 1735 New York Ave., N.W., Washington, D.C. 20006.

For further **housing information** call NACo Registration Center: **(703) 471-6180.**

Tentative Schedule Outline

Tuesday, February 7

2-5 p.m.
Steering Committee Meetings

3-6 p.m.
WIR Board Meeting

Wednesday, February 8

9 a.m.-12 noon
Steering Committee Meetings
WIR Resolutions Committee

2-4 p.m.
Affiliate Meetings
NACo Board Meeting

5-6 p.m.
Opening General Session

6-7:30 p.m.
WIR President's Reception

Thursday, February 9

9-10:30 a.m.
Four concurrent workshops

10:45 a.m.-12:15 p.m.
Four concurrent workshops

2:15-4 p.m.
Two concurrent workshops

4-6 p.m.
Two concurrent workshops

Friday, February 10

9-10:30 a.m.
Four concurrent workshops

10:45 a.m.-12:15 p.m.
Four concurrent workshops

2-4 p.m.
WIR Business Meeting

7-10 p.m.
Annual Banquet