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COUNTY NEWS

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

NACo

Vol. 9, No. 47 Nov. 28, 1977 Washington, D.C.

Water Agreement Reached

WASHINGTON, D.C.—A House-Senate Conference Committee has finally agreed on comprehensive amendments to the Federal Water Pollution Control Act of 1972.

The Clean Water Act of 1977 would extend the wastewater municipal construction grants program with $26 billion over a five-year period.

It also would re-authorize the Section 208 water quality management planning program, amend the Section 404 dredge and fill permit program, extend the secondary treatment deadline, and include changes which encourage alternatives to traditional water pollution control techniques.

Although statutory language is not yet available, a summary of the agreement indicates that many of the changes sought by NACo were included among more than 50 changes adopted by the committee. Preparation of the conference committee report is now underway. The House and Senate will take final action on the conference-approved bill after Thanksgiving.

The major changes provided by the Clean Water Act would include:

Construction Authorization. An appropriation of $4.5 billion for fiscal '78 and $5 billion for each of fiscal '79-'82 would be authorized for the municipal wastewater construction grants program. This is the approximate level of funding sought by NACo.

Section 208. Additional funds under the Section 208 water quality management planning program would be authorized at $150 million for fiscal '78-'80. The federal share of the initial planning grant would be 100 per cent, and for subsequent grants it would be 75 per cent. The act would require areawide plans to identify open space and recreational opportunities resulting from improved water quality.

Secondary Treatment Deadline. The July 1, 1977 deadline for meeting secondary treatment standards for publicly owned treatment facilities would be extended to July 1, 1983 on a case-by-case basis where federal funds are not available, or where construction cannot be completed despite local government ef-

See CONFEREES, page 5

Counties Confer on CD Regs

WASHINGTON, D.C.—Over 100 urban county officials met in Los Angeles Nov. 12-15 to discuss the future of urban county participation in the community development block grant and subsidized housing programs. The occasion was the Second Annual Urban County Community Development Conference, jointly sponsored by NACo and Los Angeles County.

The principal issue on the minds of those attending were draft regulations on the block grant program published Oct. 26 by the Department of Housing and Urban Development (HUD). Urban county officials are concerned that the regulations would seriously affect the ability of their counties to develop community development programs sufficiently flexible to meet diverse local needs.

The regulations require that at least 75 per cent of a county's or city's community development block grant entitlement be used for activities directly benefitting low and moderate income persons. Such a requirement could be met by spending funds in areas (census tracks or enumeration districts) containing a majority of low and moderate income persons. County officials pointed out to HUD representatives and congressional staff that most urban counties do not contain concentrations of low and moderate income persons, rather they are dispersed throughout the county. The regulations should be sensitive to this situation, the officials said.

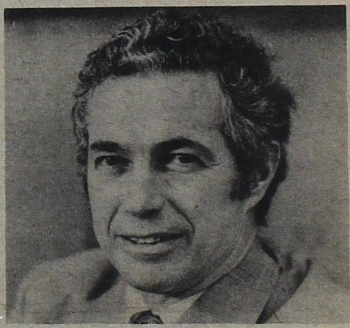
Instead of fixed percentage requirements, which would turn the block grant program to a categorical program, cities and counties should be required to formulate a comprehensive community development strategy that principally benefits low and moderate income persons, the county officials told HUD.

Final comments on the regulations were to be received by HUD on or before Nov. 25. NACo will be submitting comments, a summary of which will be reported next week.

Delegates to the conference also voted to ask the NACo Board of Directors to establish an affiliate organization of urban county community development directors and establish a special service fee to provide additional NACo staff resources and technical assistance to those urban counties participating in the community development programs. These proposals will be considered by the board at its meeting Dec. 1-2 in Washington, D.C.


Conder


Smoley


Taft


Beach

Beach Appoints Four to Serve on New Coalition

WASHINGTON, D.C.—NACo President William O. Beach has appointed four county officials to serve on the New Coalition for the coming year.

The New Coalition consists of four governors, four elected city officials, four elected county officials, and four state legislature representatives. The president of each of the participating organizations (NACo, National Conference of State Legislatures, National Governors Association, National League of Cities, U.S. Conference of Mayors) always serves as a member.

In addition to Beach, the following will represent NACo: Seth Taft, president, board of commissioners, Cuyahoga County, Ohio; Sandra Smoley, supervisor, Sacramento County, Calif.; and Richard Conder, chairman, board of commissioners, Richmond County, N.C.

The New Coalition identifies and discusses issues and agrees on policies that represent a concensus of state, county and city elected officials. The chairman of the coalition is the head of the National Governors' Association, William G. Milliken of Michigan.

The current priority of the New Coalition is welfare reform. At the next meeting of the New Coalition, here Dec. 19, welfare reform will be discussed with congressional leaders.

Other members of the coalition are: Gov. Reubin O'D. Askew, Fla.; State Sen. Fred Anderson, Colo.; Speaker Martin O. Sabo, Minn.; Phyllis Lamphere, city council member, Wash.; Mayor Hans Tanzler, Fla.; Gov. Michael S. Dukakis, Mass.; Gov. Ella T. Grasso, Conn.; Speaker Leo T. McCarthy, Calif.; State Rep. Elaine Bloom, Fla.; Mayor Lee Alexander, N.Y.; and Mayor Kenneth Gibson, N.J.

NEW SKILL TRAINING PROGRAM

$120.5 Million for Prime Sponsors

WASHINGTON, D.C.—The Secretary of Labor announced Nov. 25 that more than $120.5 million is being provided to 133 prime sponsors, which are generally state and local governments, for advanced occupational training for unemployed and underemployed workers under the New Skill Training Improvement Program (STIP).

Nearly $111 million of the $120.5 million will benefit counties singly and counties through consortia and balance of state programs.

Long-term unemployed and under-employed, low-income persons will be trained for high-skill level jobs for which there is a demand in the private sector. Funding for STIP was announced by President Carter on May 13 as part of the Economic Stimulus Appropriations Act of 1977. This new training program is authorized under Title III of the Comprehensive Employment and Training Act (CETA) of 1973.

The Skill Training Improvement Program has four primary purposes:

• To provide training, and jobs for long-term unemployed persons and to upgrade the skills of unskilled workers;

• To meet the needs of private business and industry for skilled workers;

• To improve the quality of training offered under CETA; and

• To increase the participation of the private sector in CETA programming.

STIP focuses on locating job openings in the private sector and training unskilled and unemployed people to fill these jobs. Local businesses were involved in designing projects, will themselves provide some of the training, and are to hire participants as regular employes either at the outset or completion of training.

With employer approval, STIP training courses may also be conducted by vocational schools, skill centers, and other agencies. Training will last from 6 to 18 months. It will be provided through classroom instruction or a combination of classroom and on-the-job training.

State, county and city governments acting as prime sponsors under CETA were eligible to apply for STIP funds. Selection of grantees was made by the Labor Department's 10 regional offices through a competitive process based on the quality of the locally proposed programs.

See page 6 for a list of prime sponsors receiving STIP grants.

HUMPHREY-HAWKINS BILL

Carter Endorses Revised Version

WASHINGTON, D.C.—After weeks of negotiations, President Carter announced his support for a compromise version of the Humphrey-Hawkins bill.

Sen. Hubert Humphrey (D-Minn.) and Rep. Augustus Hawkins (D-Calif.), principal sponsors of the Full Employment and Balanced Growth Act of 1977, simultaneously announced that they are "pleased" with the revised measure.

After thanking the President for his cooperation and priority treatment of the bill, their joint statement noted that the new bill "maintains all of the essential elements" of the earlier version and "has been improved in several important ways."

THE COMPROMISE bill, like earlier versions, relies heavily on other legislation to authorize and appropriate funds for specific programs. Instead, by amending the Employment Act of 1946, it emphasizes establishment of broad national economic goals and would set in motion a policy-making process geared toward their realization.

As spelled out in the proposed legislation, the bill's purposes are:

- "To translate into practical reality the right of all Americans who are able, willing, and seeking to work full opportunity for useful paid employment at fair rates of compensation;
- "To assert the responsibility of the federal government to use all practicable programs and policies to promote full employment, production and real income, balanced growth, adequate productivity growth, proper attention to national priorities, and reasonable price stability;
- "To require the President each year to set forth explicit short-term and medium-term economic goals;
- "To achieve a better integration of general and structural economic policies, and
- "To improve the coordination of economic policy-making within the federal government."

UNDERLYING THE policies called for in the bill are a series of assumptions about the overall costliness and social damage of unemployment, inflation, and low productivity which are spelled out in Section 2, "General Findings."

Of special interest to counties is the bill's "finding" that these national economic ills undermine federal, state and local government budgets by creating shortfalls in tax revenues and increasing expenditures for unemployment insurance, public assistance, criminal justice, and physical and mental health.

Title I would direct the federal government "to use all practicable means" to attain the overall purposes of the bill. It would establish "as a national goal the fulfillment of the right of all Americans able, willing, and seeking to work to full opportunities for useful paid employment at fair rates of compensation." It cites inflation as a basic economic problem, directs that federal agencies improve their record of coordination and efficiency with an eye toward national economic goals, and urges cooperation with the private sector.

However, it clearly states that "no provisions of the act shall be used... to provide for government control of production, employment, allocation of resources, or wages and prices" in the private sector, "except to the extent authorized under other legislation."

The Humphrey-Hawkins bill would use an annual economic report of the President as its key implementation device.

AT THE BEGINNING of each congressional session, the President would submit a report that would outline broad, foreseeable economic trends; set out annual numerical goals for five years for employment and unemployment, production, real income and productivity, and propose programs designed to reach those goals. Special sections of the annual report would outline ways to attain capital formation and public investment.

THE BILL would require an "interim" goal of 3 per cent unemployment among adults (over 20 years old) and 4 per cent for all Americans 16 and older. The President would be directed to meet these goals, without redefining unemployment, no later than five years after submitting the first economic report, except that the President could recommend changes in the numerical goals starting with the third economic report. After achieving this interim goal, subsequent economic reports would look to achieving full employment.

Part of each economic report would be goals for the elimination of differences between overall unemployment and that suffered by women, minorities, young people or other groups, where the differences "stem from any improper factors."

In proposing action to expand job opportunities, the President would be required to follow this order of priority, "to the extent consistent with balanced growth":

- Conventional private sector job expansion through general economic and structural policies;
- Private jobs expansion through federal assistance to "national priority policies and programs": energy, transportation, small business, environmental improvement; rural development; health, education, training, child care, other human services; aid to state and local government, and national defense (This full list of priorities would have to be addressed in the first economic report. After that, the President could be more selective.);
- Public-sector jobs expansion;
- Subsidized training and jobs through existing CETA and state employment service facilities or, if deemed necessary no earlier than two years after the Humphrey-Hawkins bill were enacted, reservoirs of subsidized jobs projects. These "job reservoirs," however, would require specific authorizing legislation and appropriations before they could be put into effect.

TITLE II of the proposed legislation endorses a series of structural programs to be utilized in attaining the report's goals.

For countercyclical purposes, the President would be directed to consider accelerated public works, public service employment, countercyclical grants to state and local governments, skill training on its own and as a supplement to unemployment insurance, youth programs, community developments and increases to other manpower efforts.

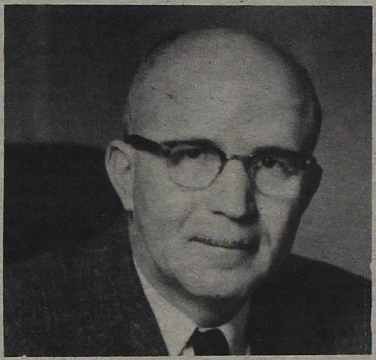
The President would also be directed to consider the use of these same programs to attack structural problems, either nationally or in specific depressed areas.

According to the proposed bill, the submission of the President's economic report and a budget proposal consistent with its interim goals would kick off a series of interrelated events. First, the Board of Governors of the Federal Reserve would have 30 days to issue its own policy statement for the coming year, specifically in relation to the goals of the economic report.

IN CONGRESS, the Joint Economic Committee would take 30 days to hear comments from state and local government, congressional committees and other interested parties. Within 90 days, the committee would report out a concurrent resolution modifying, rejecting or accepting the economic report. Once adopted by the House and Senate, the concurrent resolution would serve as the basis for the congressional budget process as well as for subsequent authorizing and appropriations legislation.

Both the House and Senate have tentatively scheduled committee hearings on the bill for January.

CETA Rewrite Is Focus of NACMO Conference



Rep. Augustus Hawkins

SAN FRANCISCO, Calif.—CETA re-enactment, welfare reform and youth employment legislation will be the focal issues at NACo's 6th Annual Manpower Conference, sponsored by the National Association of County Manpower Officials (NACMO), Dec. 11-14 at the Fairmont Hotel in San Francisco. More than 1,000 county officials will gather at the conference, known throughout the country for its high quality workshops and informative speakers.

Rep. Augustus Hawkins (D-Calif.), chairman of the House subcommittee on employment opportunities, leads the list of guest speakers. Co-author of the Humphrey-Hawkins full employment bill, Hawkins and his subcommittee will have the first crack at rewriting CETA in the House and have primary responsibility for the jobs portion of welfare reform. His luncheon speech Dec. 12 will highlight a day of sessions geared around issues of CETA re-enactment.

Bert Carp, deputy director of the White House Domestic Council, will take a look at welfare reform, as well as other employment issues, in the context of the Administration's urban policy on Dec. 13.

Robert Anderson, Employment and Training Administration spokesman, will give the Labor Department assessment of CETA and the changes he foresees.

SEVENTY WORKSHOPS covering a vast number of topics will complement the three keynote sessions. Policy workshops on CETA re-enactment and welfare reform will allow conference delegates to share their feelings on the issues presented in the general sessions with the Labor Department, congressional and White House staff. Youth Programs Administrator Robert Taggart will lead off a full track of workshops devoted to the recently enacted Youth Employment and Demonstration Projects Act of 1977. Technical workshops will focus on the "how tos" of various aspects of CETA grant administration, public service employment, explanations of programs developed for special target groups and innovative program designs.

NACMO's annual business meeting will be held Monday afternoon of the conference. The voting members of NACMO will elect officers, vote on various proposed amendments to the constitution and submit policy recommendations to NACo's Employment Steering Committee.

Exhibitors from 15 different firms will set-up displays for the Sunday evening reception and the New President's reception Tuesday evening. The exhibits will range from audio visual presentations on training tools to table top mini-computer displays.

More than 1,000 delegates representing county, city, consortium and balance of state prime sponsors, chief elected officials and welfare directors are expected to attend. If you have not yet registered, please be sure to do so.

WELFARE REFORM FOCUS

County Workfare Programs Studied

WASHINGTON, D.C.—NACo's Research Foundation (NACoRF) is conducting a study of county work relief or workfare programs which could be tied into the Administration's plans for welfare reform. This effort is part of a larger NACoRF project that is surveying counties in 50 states to report on existing general assistance programs to the Department of Health, Education and Welfare (HEW). The general assistance research was initially conducted to determine the dollar amount necessary for the emergence needs section of the welfare reform bill, H.R. 9030. This national survey will be completed and published in late December.

The workfare study is surfacing as another area that is related to the jobs component in the President's welfare reform package. The Department of Labor (DOL) is visiting counties across the country to study their workfare programs. These workfare projects are connected in most cases with general assistance programs. However, Wilson County, N.C. has put together a program involving women receiving Aid to Families with Dependent Children (AFDC). The Wilson County workfare program, which was highlighted in the Oct. 12 issue of the *North Carolina County Lines*, was visited in September by Labor Secretary Ray Marshall.

THE WORKFARE program trains women receiving AFDC and places them in "caretaker" positions. These careworkers make it possible for elderly or disabled citizens to remain safely and comfortably in their own homes instead of being placed in institutions.

The program was written by the local Department of Social Services and is funded with federal Title VI money under the Comprehensive Employment and Training Act (CETA). The program is also combined with the Work Incentive Pro-

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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
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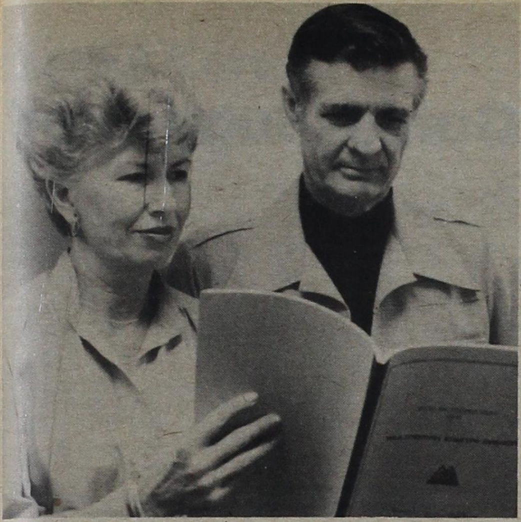


REVIEWS REPORT—Nursing home assessment team members, nurse Trudy Schidleman and sanitarian Robert Chapman, review a copy of their report to the Multnomah County Board.

Multnomah Reviews Nursing Home Care

MULTNOMAH COUNTY, Ore.—As part of a campaign to fulfill the health role of local government, the Multnomah Board of Commissioners, led by Chairman Don Clark, ordered a full scale review of the county's 50 nursing homes.

A special team, directed by Assistant County Health Officer Edward Goldblatt, M.D., found that conditions requiring immediate correction existed in one home; that services in most homes were good in areas of nursing care, environment and patient satisfaction; and that about a dozen homes were "significantly deficient."

Although the county's role in nursing home regulation is generally limited to supervision of sanitary conditions, information gathered by the assessment team was published and has been forwarded to the proper state and federal regulatory agencies.

THE TEAM, composed of a physician, nurse, sanitarian, mental health counselor and administrator, developed its own method of assessing the quality of care and applied it on site visits to each of the 50 homes.

An easy-to-administer questionnaire rates the various functions in the nursing home—general environment, patient satisfaction, psychosocial factors, nursing care factors—and leads to an overall rating.

Some other conclusions reached were:

- Excessive employe turnover is present in almost all homes and diminishes quality of care;
- Only a few homes had to be referred to the state for corrective action;
- The activity director is probably the key person in determining how well the home will meet its patient care obligation;
- Other executive staff, especially the administrator and director of nursing, must spend too much time in management and complying with tons of regulations to be adequately involved in patients' total care.

The assessment team's recommendations to the board specifically stated that another level of government regulation would not be beneficial. The county's role, according to the team, is as a guarantor of the public's health. It should transmit problems and complaints to the state and provide consultative services to the homes.

In fact, the role of consultation was a major area of recommendations by the study team. It recommended that agencies look closely at the goals of regulations and that regulations be flexible and help ensure the highest level of services to citizens.

Additional information on the Nursing Home Assessment Project is available from Dr. Goldblatt at the Multnomah County Department of Human Services.

—Nancy Dawson
NACoRF Social Services Project

OMB REVIEWING BUDGET

DOT Unveils Highway and Mass Transportation Plans

WASHINGTON, D.C.—The major highway and mass transit proposal sent Nov. 11 to President Carter by the Department of Transportation (DOT) would not significantly increase the total amount of federal money for transportation between now and fiscal '81. Now being reviewed by the Office of Management and Budget (OMB), the current budget has $10.8 billion earmarked for transportation programs; the proposed fiscal '79 budget has $11.8 billion; and a total of $11.9 billion is projected for fiscal '80.

The DOT legislation, however, includes many new initiatives and program changes which need to be firmed up by the Administration for presentation to Congress by January.

Highlights of the DOT legislative proposal are detailed as follows:

BRIDGES

NACo has given top priority to efforts to rehabilitate and replace the nation's bridges. The total need for both on- and off-system bridges is estimated at $23 billion; the DOT proposal includes increasing the funding level for a Special Bridge Replacement Program from $180 million to $450 million. The federal share of funding is proposed to be increased from 75 per cent to 90 per cent.

Another approach is contained in H.R. 8648, the House surface transportation subcommittee's bill. The subcommittee, chaired by Rep. James Howard (D-N.J.), would use $2 billion, also with a 90 per cent federal match, to address bridge needs. Although this appropriation depends on the availability of revenue, it would go much further towards resolving a critical bridge problem.

H.R. 8648	Funding	Federal Share	State Cost
Howard	$ 2 b	90 per cent	$222.2 m
DOT	$450 m	90 per cent	$ 50 m
Existing	$180 m	75 per cent	$ 60 m

INTERSTATE SYSTEM

DOT's proposal establishes a Sept. 30, 1982 cutoff for submitting Environmental Impact Statements on Interstate construction, or transferring these funds to other projects. If neither of these actions are completed by the cutoff date, then the state will lose the funds.

Transferring funds for nonessential interstate segments to other highway or transit projects will be made easier and more equitable under the proposal. Under current law, funds for nonessential segments of the Interstate System may be transferred for use on other federal-aid highway and transit projects. However, the federal share is reduced from the 90 per cent for interstate projects to 70 per cent for federal-aid highway projects and 80 per cent for transit projects. Although the amount of federal aid remains the same. DOT recommends that the federal share for such transfers remain at 90 per cent for both highway and transit projects. It is felt that this change will allow decisions to be made on the merit of the projects rather than on the relative federal share available.

URBAN GRANTS

DOT currently has three major grant programs for urban areas. The first is the urban discretionary grants in the Urban Mass Transportation Administration program (UMTA) which are awarded to states and local governments to assist in financing new fixed guideways (including busways), rail modernization, extensions to existing urban rail systems, and bus and rail rolling stock purchases. Additionally there are two formula grant programs: UMTA Section 5 program for transit capital and operating assistance for urban areas with a population of 50,000 or more; and the Federal Highway Administration (FHWA) urban system program for highway and transit capital projects in areas with a population of 5,000 or more.

Under the DOT proposal the urban transit discretionary program would be reduced to cover only grants for major new starts, transit extensions, and major bus acquisitions. A number of changes are proposed in DOT's existing urban highway and transit formula grant programs, including making both programs available to urbanized areas over 50,000 population.

In the urban system program the proposal points out that obligations have been lagging badly, with approximately $1.8 billion in unobligated funds. To deal with this problem and the difficulties of providing matching funds in certain areas, DOT proposes that for two years no local match be required for urban system, highway and transit projects in certain "distressed" areas.

A major change is also recommended in the allocation of FHWA urban system funds for the 25 urban areas of the country with a population of one million or more. Currently, states are the recipient of urban system funds, and the governor, local officials and operators of mass transportation designate a recipient for transit funds. DOT proposes that highway funds for urban areas over one million could be allocated directly to an agency jointly designated by the governor and responsible local officials.

SMALL URBAN AND RURAL PROGRAM

The current grant programs for small urban and rural areas include $500 million in the UMTA discretionary fund for transit capital projects in nonurban areas, the secondary system, a portion of the federal-aid urban system program and the safer off-system roads program (SOS). The DOT proposal recommends consolidation of existing grants into a more flexible program available as a specific formula grant to states to cover capital and operating costs of transit services.

On the highway side, 10 separate highway grant programs are recommended to be consolidated with the state and local officals to determine amounts to be "passed through" to local public bodies.

SAFETY

Currently, there are six highway safety programs which DOT proposes to consolidate into one safety grant program with 90 per cent federal funding. In contrast to the recommendations that the department submitted to Congress in July, this legislative proposal retains the requirement that 40 per cent of safety grant funds be allocated for use by local governments. Previously, DOT had recommended that 50 per cent of the first $1 million and 60 per cent of the remainder should be passed through to the local level.

PLANNING

DOT proposes to consolidate FHWA and UMTA planning funds to allow state and local officials to use these funds in a coordinated manner, and to simplify and speed up the administrative handling of these funds. Under the proposed consolidation the federal share would be uniformly set at 80 per cent.

Planning funds would go directly to urban areas with a population of one million or more; the recipient will be designated by the governor and appropriate local officials. Plans for these urban areas will be certified by the secretary of transportation. The proposal assures all other areas a certain level of funding for planning purposes with the state having the responsibility for statewide planning activities.

Since the proposal is now being reviewed by OMB, changes are likely to occur. Future editions of *County News* will report changes as they develop.

—Thomas Bulger
Legislative Representative

SS Financing Bills Wait to Be Resolved

WASHINGTON, D.C.—The Social Security Financing Amendments of 1977, H.R. 9346, awaits final action before a joint conference committee where major differences are expected to be worked out. The House and Senate passed bills designed to restore the soundness of the Social Security system.

Senate conferees were appointed on Nov. 4, after the chamber passed its bill 42 to 25. The conferees, all members of the Senate Finance Committee are: Russell B. Long (D-La.); Abraham Ribicoff (D-Conn.); Gaylord Nelson (D-Wis.); Floyd Haskell (D-Colo.); Daniel P. Moynihan (D-N.Y.); Carl Curtis (R-Neb.); William Roth (R-Del.); and Paul Laxlat (R-Nev.).

An attempt was made by Rep. Al Ullman (D-Ore.) on Nov. 3 to appoint House conferees during pro forma sessions of the House but was blocked by Rep. William Ketchum (R-Calif.). Therefore, House conferees will not be appointed until after the Thanksgiving recess when Congress reconvenes for substantive sessions. House conferees will probably be ranking members from the Ways and Means Committee. Even with this delay, current thinking is that Congress will adopt a final bill before the end of this session.

WHILE THERE are a number of provisions in both House and Senate bills that will have to be resolved—including the financing aspects—counties, cities and states, as well as their employes, will feel the impact of increased liabilities for Social Security taxes above the present law.

A major difference between the two versions is that the Senate provision would impose a heavier tax burden on the employer as opposed to the House version which calls for an equal tax burden on both the employers and employes. The House bill maintains the parity concept that has always existed in the Social Security system.

An example of increased tax liabilities under both bills has been projected by Los Angeles County, Calif. as follows: In 1978, under current law, employers and employes would each pay 6.05 per cent on a wage base of $17,700 at a cost of $38.8 million to the county general fund. By 1982, under current law with a tax rate of 6.30 per cent and wage base of $23,400, the county would pay $50.4 million. Under the House version, with a tax rate of 6.65 per cent and wage base of $31,800, the county cost would be $60.9 million, a total increase of $10.4 million. Under the Senate version, with a tax rate of 6.6 per cent and the employe wage

See SOCIAL, page 8

AIR QUALITY WORKSHOP

Revisions to EPA Consulting Guides Suggested

WASHINGTON, D.C.—Discussions between representatives from federal agencies and public interest groups have led to proposals which would revise regulations concerning the 1977 Clean Air Act and the Environmental Protection Agency's (EPA) guidelines for consultation.

NACo has drafted language for possible inclusion by EPA in final regulations to be published in the *Federal Register* in February.

DURING DISCUSSIONS at an air quality meeting this month, intergovernmental cooperation among EPA, state and local officials was stressed bv Assistant Administrator David Hawkins, Air and Waste Management Office, EPA. Hawkins, formerly of the Natural Resources Defense Council, stated it was his desire to "turn the directives of Congress into a reality."

Also discussed was revision of state implementation plans (SIP), which will be designed to attain the federal air quality standards for 1982 and 1987. Hawkins stressed the fact SIP must be submitted by January 1979, and those officials responsible for any part of SIP should work within the deadline.

According to the consultation provision (Section 121 and Section 174), SIP must be a joint product of state and local governments. The statue also states that joint responsibilities should be allocated by February 1978. Although a difficult task, Hawkins stated the process will be one of "compromise and consensus." He emphasized that if, by 1979, state and local officials have made no planning effort, EPA could design a plan for that particular area, and is willing "to work with anyone who is willing to work with EPA."

EPA HAS begun the campaign for the $75 million which is available to counties and states under Section 175 to implement the Clean Air Act. During his Senate confirmation hearings, Hawkins stated that the money was "needed and could be used immediately." This point was repeated in a letter from EPA to officials at the Office of Management and Budget (OMB), the agency responsible for releasing funds upon congressional authorization. Congress is not likely to act upon this until after the holiday.

During the meeting, John Tuteur, supervisor from Napa County, Calif., cited his area's Environmental Management Plan as an example of how one county might deal with the problems of planning. Napa County, and other California localities, had taken the initiative for planning prior to the Clean Air Act passage. But, Tuteur pointed out, the Environmental Management Plan would most likely meet all the requirements for the state implementation plan as required by the act.

This example raised one of the first changes to the guidelines. Originally, the EPA consultation guidelines contained no provision for recognizing programs which had been operational. Tuteur stressed that he certainly did not want to "go back and re-invent the wheel." As a result, participants suggested that EPA incorporate a provision to recognize programs which had been successful prior to the act's passage.

MUCH CONFUSION surrounding consultation guidelines stemmed from vague meanings. For example, a coordinator is to be agreed upon for the purpose of "kicking off" the joint local and state determination process. Because of ambiguities during the discussion of the coordinator's role, it was suggested that the term be dropped. The members of the conference suggested that the relevant state agency spark the joint determination process.

Another term which caused problems was in the "lead planning agency." Members at the conference suggested that "lead" be dropped for clarification and simplicity. EPA readily agreed to this. Members also suggested that for the joint determination process the planning agency should include a "majority" of elected officials.

Jerry Reinwand, representing Alaska, suggested that the agency responsible for revising the state implementation plan should be closely linked with its implementation. The general consensus seemed to agree with this suggestion.

BOB WEAVER of NACo noted the draft guidelines did not define "consultation." The state must reach out to local governments during the consultation process, but no one is "holding the hammer" over the states to do this, stated Weaver. He suggested that consultation be defined as constituting "good faith negotiations." EPA officials and conference members agreed to the suggestion.

Representatives from NACo, the National League of Cities (NLC), National Governors' Association (NGA), and EPA opened the door for local, state, and federal cooperation, especially needed to promulgate the list of nonattainment and attainment areas. According to the law, this list should be completed 120 days after the enactment of the legislation, which would be Dec. 7. Between Dec. 7 and February, state and local officials should be working together to finalize the list of individuals or agencies who will be designated as the planning agency for SIP revision.

NACo members have a major role in the implementation of the Clean Air Act, and will be responsible for some SIP revisions. For more information about draft guidelines or responsibilities that county officials have during the upcoming months, contact your regional EPA office, local planning agencies or Chris Goddard at NACo.

—Chris Ann Goddard
Clean Air Project
NACoRF

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

Clerks Corner

Loretta Bowman, president of the National Association of County Recorders and Clerks (NACRC), would like to hear from individuals interested in serving on the following committees: Land Records, Elections, Legislative, Metric Conversion, Vital Statistics, Annual Conference Program, and Court Clerk Study Committees. Anyone interested in serving on any of these committees should write to Loretta at the Clark County Courthouse, Las Vegas, Nev. 89101. Committee meetings are generally held two or three times a year.

SAME-DAY REGISTRATION UNPOPULAR

The concept of same-day voter registration, which appears to have lost all momentum in Congress, is not enjoying much popularity in the states either. Ohio voters adopted a constitutional amendment banning same-day registration for state elections by a decisive majority and a poll conducted by the *Salt Lake Tribune* showed that Utah voters oppose the concept by better than a 3 to 2 margin. The Montana Association of County Recorders and Clerks passed a resolution opposing the concept at their annual conference last month in Billings.

HISTORICAL RECORDS ADVISORY BOARDS

The appointment of the California Historical Records Advisory Board brings to 46 the number of states with advisory boards appointed to evaluate historical records grant proposals and to coordinate the National Historical Publications and Records Commission (NHPRC) records program activities. Advisory boards for Missouri and Mississippi are currently being considered, leaving only Maine and Wyoming without boards. In addition, advisory boards have been appointed in Puerto Rico and the Virgin Islands. For further information, write NHPRC, Records Program, National Archives, Washington, D.C. 20408.

TEXAS CLERKS PUBLICATION

Irma Shoffner, NACRC historian, was the subject of a feature article in a recent issue of *The County and District Clerk*, the official publication of the County and District Clerks' Association of Texas. Oscar Soliz, secretary treasurer of NACRC, is the editor of this fine publication. Anyone interested in being placed on the monthly mailing list should write Oscar at Post Office Box 1799, Corpus Christi, Tex. 78403. As is the case with "Clerks Corner," Oscar welcomes the submission of articles for his publication.

NEW STATE OFFICERS

Elected president of the Michigan Association of Registers of Deeds was Donald R. Sandbrook, Isabella County register of deeds. Don was elected at the association's annual meeting in September.

The new president of the Mississippi Chancery Clerks Association is Hushel L. Moss of Smith County.

Conferees Agree on Clean Water

Continued from page 1

forts to comply. It also would extend the deadline allowing industrial discharge into public systems where a permit was issued or where there was an enforceable contract, or the tie-in is recognized in a grant application.

Financing Operation and Maintenance. The bill would allow some communities to continue collecting operation and maintenance costs for treatment works for non-industrial users through an ad valorem tax system, if that system results in proportionate distribution of costs among user classes. It would continue to require a strict, proportionate user charge for industrial classes but allow administrative designation of certain small industries and commercial users to continue using ad valorem taxes.

Combined Step 2 and 3. The House-Senate agreement recommends the award of a combined Step 2-engineering specifications, and Step 3-construction grant, for treatment works costing under $2 million and which will serve a population of 25,000 or less. The limit may be extended to $3 million in states with unusually high construction costs.

Alternative and Innovative Technologies. A set-aside of construction grant funds would be authorized for innovative and alternative treatment systems. The set-aside would be 2 per cent for 1979 and 3 per cent for 1980 and 1981. The federal share for such facilities would be extended from 75 to 87.5 per cent. Cost effectiveness guidelines would be revised to allow the funding of a project using alternative technologies.

Individual Systems. Grants for construction of privately owned treatment works would be authorized where a public agency applies for the grant on behalf of a number of such systems, and where the agency will assure that such treatment works are properly operated and maintained. A finding of cost effectiveness for such systems compared to collection and central treatment systems must be found.

Cost Effectiveness Guidelines. The bill would establish new cost-effectiveness guidelines which require the evaluation of alternative technologies during the planning of treatment works.

Eligible Grant Categories. Construction eligibility of separate storm sewers authorized in 1972 was eliminated by the conference agreement. The Environmental Protection Agency's (EPA) use of population density criteria for the consideration of alternatives to collector sewers was prohibited. An EPA study of combined sewer overflows would be authorized.

Industrial Cost Recovery. An 18-month moratorium on collection of industrial cost recovery funds and a 12-month study was approved. The bill also would institute a 25,000-gallon cutoff below which industrial cost recovery funds will be collected when the moratorium is lifted and a reduction in payments where conservation has been achieved.

Agricultural Cost Sharing. The bill would amend Section 208 to authorize funds for use by the Secretary of Agriculture in 50 per cent cost-sharing to implement best management practices on agriculture non-point sources of pollution. It would authorize the appropriation of $200 million in 1979 and $400 million in 1980 for grants to agricultural landowners, in areas with approved 208 plans.

Section 404 Dredge and Fill Permits. The section 404 dredge and fill permit program was changed to provide for specific exemption of normal agricultural, silvaculture, and certain mining activities. It would provide for the use of general permits to reduce the administrative burden and delay. It also would amend Section 208 to provide that the placement of fill material associated with activities which a state chooses to regulate by requiring best management practices will exempt from any permit under Section 404 or 402. Federal facilities approved by Congress on which an approved environmental impact statement has been prepared would also be exempt from the Section 404 permit requirement.

Modification of the Secondary Treatment Requirement. This section would provide for a waiver from the secondary treatment requirement for any conventional pollutant discharged into marine waters from existing municipal sources if it can be shown that the discharge will not interfere with protection of public water supplies and the attainment or maintenance of the national water quality standard.

N.C. ASSOCIATION OF COMMISSIONERS

Landfill Workshop Draws a Crowd

NORTH CAROLINA—Judging from the more than 120 people in attendance at a recent workshop on sanitary landfills in North Carolina, training sessions for landfill operators provide a valuable service to counties.

The workshop, held on Oct. 25-26 in Raleigh, was sponsored by the North Carolina Association of County Commissioners in conjunction with that state's League of Municipalities and the Sanitation Division of North Carolina's American Public Works Association. It was the first meeting of its kind in North Carolina and possibly in the United States.

Attending were landfill operators, public works directors, and those with direct responsibility for solid waste disposal. As a result, the focus of the workshop was on the kinds of day-to-day problems that a county faces in properly operating and maintaining a landfill.

The value of the meeting to North Carolina counties was underscored by Frank Lewis of the Association of County Commissioners in his opening remarks: "When you have employes working with equipment that costs $100,000 or $150,000, it's worth it to the county to send those operators and supervisors to a meeting such as this."

This remark was amplified several times during the meeting by speakers who complained that their city or county is unwilling to pay much more than the minimum wage for the skilled operators required to work with expensive equipment.

A DECADE OF PROGRESS

In many ways, the workshop marked a decade of considerable progress in North Carolina. During that time, almost all of the open dumps in the state have been closed and responsibility for landfills has been largely transferred from cities to counties. The resulting cost increase to counties has been staggering. In Harnett County, one of the first to operate a countywide landfill, the annual budget for solid waste disposal has jumped from about $10,000 to $250,000 in a decade.

As centralized landfills have replaced open dumps, a number of counties have established transfer stations to which residents may take their garbage directly, thereby avoiding long trips to the landfill and preventing traffic congestion at the landfill site.

WATER CONTAMINATION

Another area in which substantial progress has been made in North Carolina is control of surface and groundwater contamination. This is particularly difficult along the coast where the water table may be no more than 8 to 10 feet below the surface, thus severely limiting the depth of landfill trenches. It is also difficult to measure the contamination caused by a landfill, even from open dumps from which some contamination is almost certain to occur.

Nevertheless, the state of North Carolina vigorously monitors landfills for compliance with its operating guidelines and regulations, which are intended to prevent water pollution from leachate or runoff. The standing joke among the landfill operators is: "I can go for months without seeing the state inspector, but as soon as we have a good rain, I can always count on him showing up."

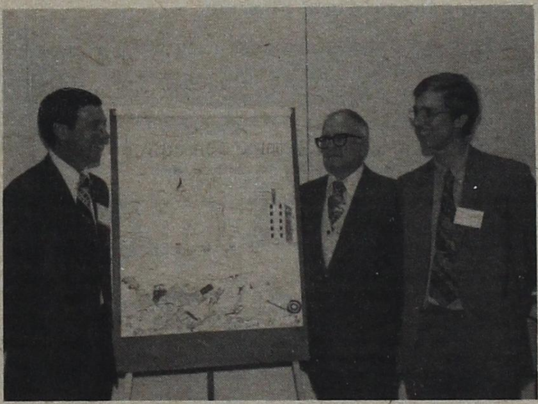
Adequate compaction of fill was pointed to repeatedly during the workshop as the most important method of preventing problems such as leachate contamination and generation of methane gas. Again, adequate compaction requires a skilled and knowledgeable operator who knows the optimum depth of fill for a given piece of equipment.

Methods of monitoring methane gas and preventing its migration into nearby structures were discussed briefly. Where migration of gas is determined to be a problem, a trench may be dug along the edge of the landfill, filled with rocks and vented to the surface. This and other precautionary measures may seem expensive to a county at first glance, but the cost is minimal compared to the potential damages which may be recovered against counties where gas explosions have occurred.

HAZARDOUS WASTES

"We place an enormous burden on landfills by making contradictory demands on them. On the one hand, we expect landfills to accept any and all waste we generate, and we ask that none of the messy substances we put in come back to haunt us in the form of water pollution."

"The landfill is the final resting place for all of our environmental problems, particularly as air and water pollution control programs pick up speed. When sludge containing heavy metals or other toxic materials is removed from a wastewater treatment facility or air pollution control equipment, that sludge inevitably ends up in a landfill."



DISCUSSING SOLID WASTE SOLUTIONS—Participants in the North Carolina Landfill Workshop included Jerry Perkins, N.C. Solid Waste and Vector Control Branch; Frank Lewis, North Carolina Association of County Commissioners; and Cliff Cobb, NACoRF's new Solid Waste project director.

This was the context in which O.W. Strickland, from the State's Solid Waste and Vector Control Section, described the challenge facing counties from hazardous wastes. According to Strickland, the implementation of the hazardous waste provision in the Resource Conservation and Recovery Act of 1976 (RCRA) will be relatively straight forward in dealing with highly toxic wastes in North Carolina. Those wastes will generally be handled by private firms which will provide detoxification, recover, and disposal services for a fee.

The biggest problem, as Strickland observed, will be the "in-betweens"—those substances not declared hazardous, but which will cause severe difficulties in a sanitary landfill. Strickland said that the most hazardous waste in a landfill is water. Thus, much of the trouble will come from wastes which are largely liquid such as sludges, which may contain 70-80 per cent water. Counties may have to develop much tighter restrictions on the types of substances allowed in landfills, because they are open to lawsuits if they accept questionable materials, he said.

LANDFILL SITING

Joe Hudson, Union County commissioner, reminded the audience that selection of an appropriate site for a landfill depends on much more than sound geological and hydrological mapping, access to industrial areas, and other objective criteria. Without the support of the public and elected officials to purchase a site, all of the scientific tests in the world will be pointless, he said.

However, he noted that the next generation of landfill sites will be easier to obtain because of the professional manner in which wastes are now disposed and because the citizens of North Carolina no longer associate sanitary landfills with rat-infested, burning dumps.

Nevertheless, it is important for landfill operators to give their commissioners adequate warning when the landfill is running out of space, so that site selection does not have to take place in a crisis atmosphere, he said.

At the close of the workshop, a number of those in the audience expressed an interest in establishing their own organization to meet on a regular basis to continue discussing with each other the kinds of problems raised during the meeting. A committee was formed to carry out the initial stages of creating such an organization.

—Cliff Cobb
NACoRF Solid Waste Project

Matter and Measure

Dear NACERs:

I am pleased to report a most successful Oregon workshop on procedures for consultant agreements. Charlie Plummer, our Western Region vice president, was unable to moderate the workshop, and I substituted in his absence. The workshop was held Nov. 17 in Lane County (Eugene), Ore. during the 72nd annual conference of the Association of Oregon Counties. The session was sponsored by the Oregon Association of County Engineers and Surveyors and NACo's Research Foundation.

The workshop began with panel presentations from the federal, state and county points of view.

PANELISTS FOR THE OREGON WORKSHOP ON CONSULTANT AGREEMENTS—From left are: John McIntype, Clackamas County director, Department of Environmental Services; Mainor Holmes, Oregon Department of Transportation; George Grubb, Douglas County director of public works; Oliver Domreis, Multnomah County engineer; Ed Johnson, highway engineer, Federal Highway Administration; and Marian T. Hankerd, NACoRF Transportation project director.

FEDERAL POINT OF VIEW

Ed Johnson, highway engineer, FHWA in Washington, D.C., pointed out some of FHWA's major concerns for the securement of consultants:

- Fair and equitable selection
- Proper reimbursement procedures
- Affirmative action to identify minorities

FHWA has had a directive on consultant agreements since 1960. The directive has been revised, and FHWA is now soliciting comments on a draft directive. The deadline for comments on FHWA's proposed contracts directive is Dec. 19. NACo is soliciting comments through the ACIR (Advisory Commission on Intergovernmental Relations) A-85 review process, so those of you on this list have an opportunity to comment. You can receive a copy of the proposed directive from your FHWA division office. Please send your comments to Marian Hankerd at NACo by Dec. 15 and she will forward them to FHWA.

This proposed contracts directive will consolidate and supersede three existing directives: state contract administration; highway planning, research and development contracts; engagement of consultants for engineering services. According to FHWA, "the three directives were combined to coordinate and minimize requirements to the maximum extent possible."

Johnson said that the proposed directive will preserve the philosophy of proper qualification and selection procedures. One of the proposed changes provides an exemption of consultant agreement procedures for projects under $10,000. The proposed directive recognizes the state highway agency's responsibility to assure conformance with federal requirements. FHWA review and approval of the state's procedures are required at least every two years. Until procedures are approved, all proposed contracts over $10,000 in cost and documentation supporting the procurement action must be submitted to FHWA for review and approval.

STATE AND COUNTY POINTS OF VIEW

The state point of view was represented by Mainor Holmes of the Oregon Department of Transportation. Holmes discussed how Oregon implements federal procedures on consultant agreements and Oregon's revised procedures and agreement form.

George Grubb, Douglas County director of public works, and John McIntyre, director of the department of environmental services for Clackamas County, related specific problems with consultant agreement procedures. Grubb and McIntyre believe state procedures are too detailed in light of federal guidelines. McIntyre stated that Environmental Protection Agency (EPA) and Economic Development Administration (EDA) procedures for consultant services are simpler than FHWA procedures.

OPEN DISCUSSION

During the discussion that followed the presentations, county engineers voiced additional concerns, especially about time delays caused by the regulations. Workshop participants discussed ways to simplify procedures, including face-to-face meetings of county, state and FHWA representatives to work out specific suggestions. I know the Oregon Association of County Engineers and Surveyors—with Nile Hoover of Douglas County as president—will continue efforts to simplify consultant agreement procedures.

—Oliver Domreis
Multnomah County Engineer
Immediate Past President
Oregon Association of County Engineers and Surveyors

Skill Training Improvement Program

REGION I

Maine Balance of State	$917,055
Penobscot/Hancock Consortium, Maine	303,000
Massachusetts Balance of State	1,968,448
Vermont Statewide Consortium	881,900

REGION II

Morris County, N.J.	$308,465
Bergen County, N.J.	1,402,289
Onondaga City, N.Y.	179,225
Chemung County, N.Y.	186,467
Balance of New Jersey	199,675
Somerset County, N.J.	206,858
Monmouth County, N.J.	497,703

REGION III

Allegheny County, Pa.	$1,332,542
Pennsylvania Balance of State	1,016,074
Chester County, Pa.	310,250
Erie County, Pa.	225,563
Lackawanna County, Pa.	266,254
Mercer County Consortium, Pa.	615,442
Montgomery County, Pa.	765,265
Schuylkill-Carbon Consortium	418,357
Westmoreland County, Pa.	515,634
Maryland Balance of State	126,600
Baltimore Consortium, Md.	3,458,069
Prince George's County, Md.	726,387
District of Columbia	2,280,562
Faifax County, Va.	405,802
West Virginia Statewide	2,919,411

REGION IV

Cumberland County, N.C.	$290,915
Mississippi Balance of State	3,326,155
Birmingham Consortium, Ala.	554,795
Harrison County, Miss.	201,000
South Carolina Balance of State	4,945,406
Brevard County, Fla.	491,297
Alabama Balance of State	2,305,701
Eastern Kentucky CEP, Ky.	1,347,749
Kentucky Balance of State	278,924
Sarasota County, Fla.	254,141
Georgia Balance of State	4,539,105
Tampa/Hillsborough Consortium, Fla.	941,305
Columbus Area Consortium, Ga.	314,385
Huntsville/Madison Consortium, Ala.	320,274
Miami/Dade, Fla.	3,145,000
North Carolina Balance of State	6,990,297
Davidson County, N.C.	200,000
Montgomery Consortium, Ala.	360,208
Knoxville Consortium, Tenn.	432,287

REGION V

Illinois Balance of State	$2,827,698
Madison County Consortium, Ill.	69,506
Indianapolis City/Marion County, Ind.	556,291
Michigan Balance of State	214,616
Saginaw County, Mich.	960,052
St. Clair County, Mich.	129,630
Minnesota Rural CEP	766,762
Dakota County, Minn.	99,908
Clermont/Warren Consortium, Ohio	210,850
Miami Valley Consortium, Ohio	637,434
Milwaukee County, Wis.	1,590,000
Winne/Fond Consortium	300,000
Madison/Dane Consotium, Wis.	288,480
WOW Consortium, Wis.	351,500

REGION VI

Alamo Consortium, Tex.	$687,472
Oklahoma City Consortium, Okla.	588,610
Fort Worth Consortium, Tex.	734,539
Louisiana Balance of State	2,904,354
Rapides Parish, La.	114,100
Dallas County, Tex.	1,596,793
Baton Rouge/East Baton Rouge Parish, La.	422,000
Coastal Bend Consortium, Tex.	629,414
County of Hidalgo, Tex.	365,432
Texas Panhandle Employment & Training Alliance	319,250
Oklahoma Balance of State	1,038,890
Arkansas Balance of State	2,285,774
Central Texas Consortium	145,323
Comanche County, Okla.	133,575

REGION VII

City of Topeka/ Shawnee County Consortium, Kan.	$200,150
Kansas Balance of State	364,691
Scott County, Iowa	200,000
Balance of State, Iowa	565,115
Blackhawk County, Iowa	200,000
St. Louis County, Mo.	481,250

REGION VIII

Colorado Springs Consortium	$169,420
Wyoming Statewide Consortium	425,538
Utah Statewide Consortium	1,650,000
North Dakota Statewide Consortium	799,255
Jefferson County, Colo.	300,974
Colorado Balance of State	752,043
Montana Balance of State	407,200
Denver City/County	919,521
Boulder City/County	200,000
South Dakota Statewide Consortium	281,193

REGION IX

California Balance of State	$376,016
Hawaii Balance of State	351,647
Santa Clara Valley, Calif.	1,757,515
Honolulu City/County, Hawaii	503,066
Inland Manpower Association, Calif.	300,000
Tulare County, Calif.	304,094
Sacramento/Yolo Consortium, Calif.	279,031
San Francisco City/County, Calif.	1,609,050
Fresno City/County, Calif.	565,521
Alameda County, Calif.	462,384
Los Angeles County, Calif.	2,121,184

REGION X

Pierce County, Wash.	$225,417
Oregon Balance of State	1,230,000
Multnomah/Washington Consortium, Ore.	429,535
Idaho Statewide Consortium	662,620
Mid-Willamette Valley Consortium, Ore.	496,198
Washington Balance of State	699,800

County Work Relief Programs Studied

Continued from page 2

gram (WIN) which trains the women receiving AFDC money.

In explaining the careworker concept, Mrs. Natalie Matthews, careworker supervisor, pointed out that 11 of 14 women enrolled in the first training class for the Careworker Program have had their AFDC payments erminated because of wages they ae now earning.

The remaining careworkers receive reduced AFDC supplements because of the size of their families. A second class of careworkers has been placed in jobs, but the reduction of AFDC payments has not yet been determined.

"This program completely destroys the concept many people have about welfare," said Mrs. Alma Johnson, chief of the family services division. "People think that no one who gets a welfare check will work, but, this program proves that 27 people will work everyday and that they are glad to be rid of the AFDC check."

THE WILSON COUNTY program is unique in the state and has been drawing much attention, Mrs. Johnson disclosed.

The most prominent visitor was U.S. Labor Secretary Marshall who was in the county Sept. 16 to look over the operation. (One of the points in President Carter's welfare reform proposal is to get recipients on payrolls, either public or private.)

County CETA Coordinator Paul Walters said that Marshall met with Wilson County DSS Director Jerry Smith, County Manager Bob Shuford, Mrs. Johnson, Mrs. Cleo Good, G.K. Butterfield Jr., a Wilson attorney and member of the governor's planning committee, and six representatives from the office of Secretary Howard Lee of the Department of Natural Resources and Community Development.

MARSHALL VISITED one home where careworkers were at work to interview the participants. Afterward, he met with six other participants privately.

Walters said Marshall was in Wilson County to determine if the Careworker Program could be incorporated into the President's welfare reform proposal.

The total program utilizes services provided by various other agencies in the county, and social services workers say they are proud of the fact that no new bureaucracy was established to handle the new program.

NACoRF is studying other workfare programs and welcomes reports such as Wilson County's example.

The information will be forwarded to HEW and DOL to ensure that the county role in welfare reform is a major concern.

Please send your special reports or articles to Aliceann Fritschler, associate director for welfare and social services at NACo.

DON'T SHOOT THE PARLIAMENTARIAN

Taking the Mystery Out of Subsidiary Motions

Third in a Series

Now that you understand how valuable rules of order can be, we can get down to the nitty-gritty of motions—their use, misuse and abuse.

Quite frequently when someone makes a motion, you'll hear a voice protesting that "we already have a motion on the floor." This is a common bit of misinformation. The rule is that only one main motion may be on the floor (up for consideration) at one time, because a main motion or resolution introduces a new subject for discussion. But—while that motion is being considered, other motions relating to it or to the conduct of the meeting or to the rights of the members may be made.

We'll talk this time about some of the **subsidiary motions.** Subsidiary motions let the members deal with a main motion in ways other than by merely voting yes or no. There are seven of these motions and they stand in a definite relationship one to the other. Look at the chart. While one of these motions is **pending** (under consideration), any of those above it on the chart may be moved but none of those below it. For instance, while debate is raging on a main motion, a motion may be made to amend it, or to refer it to a committee. But if someone moves to lay the main motion on the table, it's too late to amend it (unless the members vote not to lay it on the table, at which time it's back to square one).

WHAT DO some of these mysterious motions mean? Let's take **postpone indefinitely,** which, as you can see, is a different matter than postponing to a definite time. Suppose

Subsidiary Motions

Lay on the Table⁺ Previous Question (2/3)⁺
Limit or Extend Limits of Debate (2/3)*⁺
Potpone to a Certain Time*
Commit or Refer*
Amend*
Postpone Indefinitely
A Main Motion*

*Can be amended
⁺Undebatable

there's a movement afoot to have your civic association endorse one of its members who is running for county board. When it's time for new business, someone makes a motion to that effect, the motion is seconded, and the debate begins.

Now some members feel that although Joe Doakes might make a good board member, it isn't in the best interests of the civic association to endorse anyone. To vote against the motion, however, would create ill feeling. These members therefore move to **postpone** the matter **indefinitely.** Indefinitely means for the duration of that meeting and, in effect, a vote to postpone indefinitely kills the motion. This would get the association off the hook, especially if the board election comes before the next meeting of the association.

There are other ways of dealing with this proposal. Perhaps a member thinks that amending the original motion will make it more palatable. Therefore he moves to amend it by changing the wording from an endorsement to a more general statement about the candidate's merits. **To amend,** of course, is the subsidiary motion people are most familiar with. It can add words to the motion, delete words from the motion, or substitute other wording that may deal more effectively with the whole issue. An amendment may legitimately reverse the intent of the original motion.

IF THE members feel that more careful consideration is required before they make a decision, there are three subsidiary motions for this purpose. Those who think that the whole question of endorsing candidates should be looked into more thoroughly might move to have the motion **referred to a committee** which will report back at some future meeting.

(This motion is also useful if a group cannot quite make up its mind what it wants to do, and is getting bogged down with amendments. Appointing a committee to leave the meeting and whip the motion into shape can save everybody's time. As soon as the committee has done its job, it comes back to the meeting room and makes its report.)

If time is running short at the present meeting, members may prefer to **postpone** consideration of the subject until another time. They can postpone it till the next meeting at which time the subject will be taken up ahead of any new business, or they can set a time for an adjourned meeting (before the next regular meeting) when endorsement of the candidate would be the only item considered.

The arrival of a distinguished speaker might be another reason for postponing consideration of this controversial issue. The address can take place as scheduled, if discussion of the candidate's endorsement is postponed until afterward. In such a case, however, it would be just as correct to use that often misunderstood motion, **to lay on the table.**

THIS MOTION is sometimes mistakenly made when what is intended is to **postpone indefinitely,** but it is not meant to be used in an attempt to kill a motion. There are two reasons for this.

First, it isn't fair. **To lay on the table** takes only a majority vote and is not debatable. As we have seen, nothing less than a two-thirds vote should be allowed to infringe on a member's rights—in this case, the right to debate.

Second, it isn't safe to use this motion if you really want to kill a measure since a majority vote **to take it from the table** can bring the subject back during this or the next meeting. The purpose of laying a motion on the table is to allow a more urgent matter to be taken up. In the present case, after the speech is over, a motion made and seconded to take from the table the matter of the candidate's endorsement would bring the opposing factions back, rested and ready for the fray.

For those who want to cut off rather than prolong debate, there are two other subsidiary motions and we'll discuss them next time. If this discussion has raised any questions in your mind, I'll try to answer them.

—**Joan Amico**
Registered Parliamentarian

JOHN E. 'Jack' Minnich
EXECUTIVE DIRECTOR PENNSYLVANIA STATE ASSOCIATION OF COUNTY COMMISSIONERS

JACK GRADUATED FROM WICONISCO HIGH SCHOOL, WICONISCO, PENNSYLVANIA, IN 1948. HE ATTENDED ST. JOSEPH'S COLLEGE, PHILADELPHIA, PENNSYLVANIA; EVENING SCHOOL AND THOMPSON BUSINESS SCHOOL, HARRISBURG, PENNSYLVANIA.

SERVED IN THE U.S. AIR FORCE 1951-1958, SAW SERVICE IN KOREA AND JAPAN. HE ATTAINED THE RANK OF STAFF SERGEANT.

HE WAS DEPUTY CONTROLLER COUNTY OF DAUPHIN, PENNSYLVANIA, 1958 TO 1969. HE THEN BECAME CHIEF CLERK FOR THE COUNTY UNTIL 1974 WHEN HE BECAME ASSISTANT EXECUTIVE DIRECTOR FOR THE PENNSYLVANIA STATE ASSOCIATION OF COUNTY COMMISSIONERS IN 1976 HE BECAME THE EXECUTIVE DIRECTOR.

JACK IS MARRIED TO THE FORMER JOAN CALTON OF LOGAN WEST VIRGINIA THEY HAVE TWO CHILDREN, SANDRA KAY FESIG AND GARY DAVID. THEY ALSO HAVE ONE GRANDSON, JOEL E. FESIG.

HE IS A MEMBER OF ST. DAVIDS UNITED CHURCH OF CHRIST IN KILLINGER, PENNSYLVANIA, AND AN ELDER ON THE CHURCH COUNCIL.

HE ENJOYS FISHING, HUNTING AND CAMPING WITH HIS FATHER AND SON.

Newsmakers

FREMONT COUNTY, Colo.—Fremont County Commissioner **James Milan** has been appointed chairman of the 19-county Southern Colorado Economic District.

COLORADO—**Clark Buckler,** executive director of Colorado Counties Inc., has been reappointed as the state's official delegate to the National Tax Association-Tax Institute of America. The appointment was made by Gov. Richard Lamm.

SUMNER COUNTY, Tenn.—Sheriff **Mayo Wix** was elected president of the Tennessee Sheriffs' Association. He was also named the outstanding sheriff of the year by the association.

GIBSON COUNTY, Tenn.—The first recipient of Tennessee's "Transportation Supervisor of the Year" award is **Bill Carey,** assistant superintendent and transportation supervisor for the Gibson County school system.

OCEAN COUNTY, N.J.—Ocean County Road Supervisor Alden R. Corlis has been named president of the Road Supervisors Association, an affiliate of the New Jersey Association of Counties.

MISSISSIPPI—**Jerry McNeece** of Leake County has been elected president of the Mississippi Assessors and Collectors Association. Other officers are: First Vice President **Robert Kincade** of Coahoma County; Second Vice President **James H. Reynolds** of Jackson County; Third Vice President **Marguerite Stegall** of Warren County; Secretary **Grace Grubbs** of Jefferson Davis County; and Treasurer **Margarette B. Barry** of Clarke County. Elections were held during the group's 48th annual convention. It was the group's first meeting held outside of the city of Jackson. Seventy-seven of the state's 82 counties were represented, for the largest attendance ever.

TEXAS—County Judge **Jerome H. Decker** of Medina County has been elected president of the South Texas County Judges and Commissioners Association. Other officers are Vice President **Paul Hopkins,** Galeston County commissioner, and Secretary-Treasurer **Adolph Thomae,** Cameron County commissioner. The 1977 president, Commissioner **John P. Gayle Jr.** of Brazoria County, was given the group's annual "Man of the Year Award."

TEXAS—Commissioner **Jack Pippins** of Kaufman County has been elected president of the North and East Texas County Judges and Commissioners Association. Other officers are: First Vice President **Henry Grimes** of Hunt County; Second Vice President County Judge **C.K. Word Jr.** of Bosque County; Secretary-Treasurer County Judge **Winston Reagan** of Henderson County; and the director is 1977 president **Harold Harris,** Bell County judge. Commissioner **Bill Owens** of Gregg County was named outstanding officials of the year in the north and east Texas region.

WASHINGTON—**Ralph Huck** of Yakima County has been elected of the Washington State County Assessors Association. Other officers elected during the group's 80th annual convention, held at Roario, are: Vice President **Roy Compton** of Island County; Secretary-Treasurer **Blanche Estep** of Stevens County; and representative to the Washington Association of County Officials Board **Ann Clifton** of Thurston County.

Dutchess Sets Annual Program

DUTCHESS COUNTY, N.Y.—The Annual Future of Dutchess County Conference Program encourages involvement between the public and local government. Full-house participation of about 500 residents yearly is one measure of the program's success, but the best statement of accomplishment was made in a letter written by a participant:

"This is the first time (here or elsewhere) where I've found public officials who didn't want the taxpayer to drop dead, after footing the annual bill. Thanks for the encouragement."

The program has been acknowledged by NACo which gave Dutchess County an achievement award for citizen participation.

The conferences are designed to meet two objectives. First, they help residents understand the county's socio-economic conditions, potential resources, and community responses to related issues. Second, they give people a voice so their views and ideas reach the ears of community leaders and planners.

This year's sixth annual conference, to be held Dec. 3, will focus on man's need for "mobility." The program, *Dutchess on the Move,* will examine how county residents journey from home to work, shop, and play, and will include public discussion of local, state, and federal programs for improving mobility.

Henry Heissenbuttel, commissioner of planning, believes the programs have resulted in a greater awareness of issues with public demand to strengthen local planning. There is more interest in land planning and community development particularly within the county legislature, and more demand for development of better methods for handling the county's future, according to the commissioner. He also cited the creation of a county planning federation, the acquisition of a county park, and the establishment of a citizens' committee on cultural arts as by-products of conference activity.

• **Welfare Reform.** Special House subcommittee meeting to begin development of legislation.

• **Title XX.** President Carter signed S. 3387 (P.L. 95-171) Nov. 11 which extends all of the provisions of 1976 Day Care Amendments (P.L. 94-401) through fiscal '78. These provisions include $200 million earmarked for day care, waiver of federal interagency day care requirements (FIDCR) for child care facilities serving Title XX children, and the use of day care funds to subsidize employment of welfare recipients in child care jobs.

• **Employment.** President Carter endorsed a compromise version of H.R. 50, the Humphrey-Hawkins full employment bill. See page 2.

• **Health and Manpower Appropriations.** The fiscal '78 money bill (H.R. 7555) for HEW and DOL is still deadlocked in conference because of the abortion issue. Health and education groups, including NACo, are launching a major lobby effort to get the bill passed this month. County officials should contact their congressmen and urge them to come to agreement on the bill. If the bill is not agreed to, abortion language could be attached to a continuing resolution by the Senate. This move would again hinder passage of a continuing resolution.

• **Rural Development.** County officials testified before the House subcommittee on conservation and credit in opposition to proposed increases in the interest rate for rural loan programs (H.R. 8315). The provisions would drop the 5 per cent interest rate on water and waste disposal and community facility loans and substitute the private market rate of 9 to 10 per cent. The Senate subcommittee on agricultural credit and rural electrification deleted a similar provision during markup of S. 312 and S. 2126. No markup date has been set for the House bill.

Congressional Rural Caucus conducted first conference to address problems of rural communities. Caucus is proposing full funding of rural development programs in fiscal '79.

• **Economic Development.** EDA has issued proposed regulations for the new Section 204 Redevelopment Area Loan Program. The $15 million program will provide long-term, interest-free loans to designated redevelopment areas. The loans will be equally divided among urban and rural areas. Population level of 100,000 to distinguish urban from rural.

• **Rural Planning.** Rural Development Service is refining proposed regulations on $5 million rural planning program, Section 111 of the Rural Development Act. Agency anticipates December date for final regulations and applications to be issued.

• **Uniform Selection Guidelines.** Uniform selection guidelines for A-85 review expected to be published by EEOCC in *Federal Register* this week.

• **Clean Water Act of 1977.** Conferees have agreed on a compromise bill. See details in article on page 1. Final action expected by both House and Senate following Thanksgiving.

• **Transportation Policy.** The Department of Transportation has submitted a major legislative proposal to President Carter that details the department's future transportation initiatives. The proposal is being examined by the White House and the Office of Management and Budget (OMB). See page 3.

• **Social Security Financing.** The Senate passed H.R. 9346 Nov. 4, by a vote of 42 to 25. Major differences will be worked out in a joint conference after Thanksgiving. A NACo-supported amendment offered by Sen. John C. Danforth (R-Mo.) passed 57 to 28. The amendment provides for a delayed increase in government employer taxes in 1979, and reduces by 10 per cent the increased employer tax in 1980 and thereafter. The House passed its bill by a vote of 275 to 146. See page 3.

• **National Energy Policy.** Conferees completed action on utility rate reform last week by leaving the responsibility for regulating rates at the state level. The conference has recessed until after Thanksgiving.

NACo Box Score . . . Priority Issues

Welfare Reform	House special subcommittee developing bill
Employment	President endorsed compromise full employment bill
Public Works	Amended regs provide more county funds
Antirecession	$1.4 billion approved for fiscal '78
Health	Cost containment bill to be reintroduced in January
Payments-in-Lieu	First checks mailed
Community Development	President signed bill Oct. 12
Rural Development	President signed fiscal '78 appropriations
Transportation	DOT has outlined future initiatives
Water Pollution	House-Senate conferees resolved differences
Air Pollution	Clean air amendments passed
LEAA	Funding for fiscal '78 cut to $647 million
Land and Water Conservation Fund	President signed '78 appropriations

Social Security Bills Wait to Be Resolved

Continued from page 3

base of $50,000, the counties' cost would be $61.9 million.

A PROVISION in the Senate bill would reduce the impact of the higher employer wage base for state and local governments and nonprofit organizations that participate in the system. An amendment sponsored by Sen. John Danforth (R-Mo.) and Ribicoff (D-Conn.) provides that no increase in taxes would take place in 1979 for state and local governments and nonprofit organizations and in 1980 and thereafter reduces by 10 per cent the increased employment tax on those units. This means that state and local governments would pay only 90 per cent of increased cost. Sen. Danforth won a second amendment authorizing funds from the general revenues to make up for the cost of fiscal relief.

There is no similar provision in the House passed bill and this provision is certain to ignite debate by conferees. The Administration is opposing Danforth on the grounds of increased costs.

As reported in previous county news articles, other areas of controversy will be:

• The retirement test: the House bill gradually eliminates the retirement test for beneficiaries age 65 and over in 1982; the Senate bill removes the limitation at age 70. The annual exempt amounts differ in both bills;

• Coverage: the Senate bill does not include universal coverage; the House deleted a universal coverage provision and called for a study on the feasibility of mandatory coverage and integration of Social Security with public pension plans;

• Fiscal relief: the Senate bill calls for $374 million in fiscal relief for counties, cities and states to help pay for welfare cost; there is no provision in the House bill.

There are a number of other important provisions which have to be resolved once the conference committee begins work.

County officials should contact Senate conferees, members of the House Ways and Means Committee and their congressional delegations during the Thanksgiving recess to urge support for the following NACo-supported provisions in H.R. 9346:

• The Fisher amendment to maintain the provision deleting universal coverage;

• Danforth amendments to provide a delayed increase in employer Social Security taxes;

• Moynihan's amendment to provide fiscal relief to counties and states to help pay for welfare cost.

For additional information on the Social Security Financing Amendments of 1977, contact Ann Simpson of the NACo staff.