

COUNTY NEWS

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

Vol. 6, No. 48

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Washington, D. C. 20006



NACo's Board of Directors met in Washington, giving directors and NACo staffers a great chance to get together with government officials. Shown here are Gladys N. Spellman, congresswoman elect from Maryland; William H. Kolberg, assistant secretary of Labor for Manpower, and Jon Weintraub, director of NACo's manpower project. See page 3.

HOUSE STUDIES ITS VERSION

Senate Acts To Create U.S. Health Hierarchy

by Mike Gemmell
Legislative Representative

The Senate has passed, 65-18, a public utility-type regulatory health bill. It is designed to replace the Comprehensive Health Planning (CHP), Regional Medical Program (RMP) and Hill-Burton hospital construction programs.

The bill (S.2994) calls for creation of health planning agencies throughout the country to serve as agents of HEW.

Conforming to standards drawn-up by the HEW Secretary Casper W. Weinberger, these free-standing agencies would develop plans for multi-county areas. Their staff sizes, budgets and performances would be subject to review and approval by the secretary. Governors and county officials would play minor roles in overseeing these agencies.

The "local" agencies would have authority to review, approve and disapprove applications for federal health funds to localities. State agencies would be authorized to enforce certificate-of-need and would be encouraged to establish a system of rate regulations for health care providers (doctors, hospitals,

including county facilities).

HOUSE PLANNING BILL

The House is expected to take up its version of the health planning and development bill this week. NACo and the National Governors' Conference are sponsoring an amendment to the House bill (H.R.16204) to make the health planning and development function more publicly accountable. The amendment will be introduced by Rep. John Moss (D-Calif.). It gives the option to the HEW secretary, in consultation with the governor, to designate public regional planning councils or single units of governments as health planning agencies. If the amendment is not accepted, all agencies would be private, nonprofit organizations. The agencies would have the same powers as those established under S.2994.

Both bills basically transfer the health resources development functions now under RMP over to the health planning agencies. A NACo objection is that it would, in effect, allow nonprofit, non-accountable private organizations to have program implementation capabilities

(Continued on page 4)

WOULD CREATE NEW TITLE

Modified Jobs Bill Goes to Full House

by Jon Weintraub
NACo Staff

The House Education and Labor Committee has reported a considerably modified public service jobs bill.

The bill (H.R.16596) amends CETA to create a new Title VI, and is in two parts.

The action came Dec. 5 on the bill introduced by Rep. Dominick Daniels (D-N.J.).

The first part is a public service employment program available to all CETA Title I prime sponsors with an authorization of \$2 billion. The allocation formula is based on 25 per cent of the relative number of unemployed which takes local employment rates over 4.5 per cent. This part of the bill retains a 7 per cent waiver which was an amendment in the Select Subcommittee on Labor.

The second part of the title retains the President's unemployment insurance extension package which appeared in S.4129, as introduced by Robert Taft (R-Ohio). The only modification of that package was to expand applicability to all CETA prime sponsors with an unemployment rate over 6.5 per cent instead of applying it only to labor market areas over 250,000 population. Such sums as necessary will be authorized for this part.

Those prime sponsors with an unemployment rate in excess of 7 per cent will not have to wait 30 days before hiring people under this legislation. Instead, a seven-day waiting period was substituted.

This amendment also eases transitional requirements. The amendment directs DOL to amend regulations which establish placement goals, not requirements.



Dollars for Your County?

Uncle Sam's not exactly Santa Claus, but he doles out many billions annually. County governments are recipients of many of those dollars. For a specific list of what your county is eligible for—and what it isn't—see County News' Categorical Grants Special Supplement on pages 5-12.



the Ballot Box by Richard G. Smolka

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

The announcements of the presidential aspirations of Morris Udall and the abandonment of a presidential campaign by Walter Mondale will have an impact on Congress.

Beginning in January, there will be strong efforts made to "reform the system." This year, reforms will be directed toward shortening the presidential campaigns by establishing dates for presidential primaries and for major party national conventions by law.

The Senate passed legislation in June of 1973 which specified that no primary election for federal office could be held prior to the first Tuesday in August. This was intended to include presidential primaries as well as congressional primary elections. The House did not act on the measure.

Morris Udall and many other house members also favored some shortening of the campaign period and a more rational basis of primary elections than now exists.

Proposals were introduced in Congress for a national primary election and for a series of "regional primaries." The latter would require states which wished to conduct presidential primaries to hold them on the date established for that region of the country. This, argued the sponsors, would shorten the campaign and would permit the candidates to conduct it with less physical effort. It would also permit

candidates to advertise more economically by the purchase of television time and other regional advertising which would have effect in more than one presidential primary state at a time.

Finally, the Democratic party, which will attempt to adopt a charter in December, may also bring pressure to bear on the current methods of nominating a president.

There were other unsuccessful attempts to accomplish this objective during 1973 and 1974, but the current and expected announcements of presidential campaigns will undoubtedly add a new sense of urgency to the congressional task.

Because some change in the system appears likely, states would be well advised to consider the implications of congressional action before altering election dates and practices on their own initiative. Or, if action is taken to insulate state and local politics from presidential primaries and elections, then state legislators might consider adopting the New Jersey and Virginia approach. Those states elect all state officials in odd numbered years, reserving the even numbered years for national elections only. This insulates them from the winds of political and legislative change originating in Washington, D.C.

Other possible changes will be discussed in future columns.

Revenue Sharing, Civil Rights Subject of U.S. Publication

"General Revenue Sharing and Civil Rights" is the subject of a new publication released by the U.S. Treasury Department's Office of Revenue Sharing.

The booklet is designed to help state and local officials prevent or correct discriminatory practices and to inform citizens generally of their rights and responsibilities regarding equal rights under revenue sharing law. It was prepared with assistance from a number of public and private civil rights agencies.

Copies of "General Revenue Sharing and Civil Rights" are available from the Office of Revenue Sharing upon request. Copies in quantity may be ordered from the U.S. Government Printing Office, Washington, D.C. 20402.

Floodplain Experts Agree: Preserve Open Space Areas

by Jayne Seeley
NACPRO Liaison

The nation's thousands of miles of floodplains, inundated periodically by the rivers they surround, should be preserved by state and local governments as open space areas.

Such was the consensus of floodplain management specialists at a recent meeting in Columbia, Md., focused on: "The Water's Edge: A Policy Forum on the Future of the Floodplain with Emphasis on Open Space and Outdoor Recreation."

Panel participants included representatives from the U.S. Dept. of Housing and Urban Development, the U.S. Dept. of Agriculture, the Army Corps of Engineers, the League of Women-Voters, conservation groups, local watershed associations and county personnel.

Some ideas offered by the participants were: 1) to preserve the floodplain as a floodplain, 2) to limit construction in the floodway to only those structures such as bridges which serve the public interest, 3) to not replace non-conforming structures in a floodplain that are destroyed by a flood, 4) to plan regionally for a floodplain to include both the upstream and downstream areas, and 5) to pass strict floodplain regulations at the state level to be implemented at the local level.

In addition, several suggestions on how local governments could preserve these natural areas were offered. For example, land could be taxed by its use. A negative tax would encourage the use of floodplains as open space and farm land. A density bonus would encourage builders to construct beyond the edge of the (100-year) floodplain.

Using the transfer of development rights is another way local government can assure that large scale development occurs beyond the floodplain. Or local governments can purchase land or easements in order to preserve it as open space.

High real estate taxes and local codes should also discourage building.

These and other methods can be used as incentives to keep the floodplain as open space. But, most important, a cohesive federal policy

to provide the guidelines for consistent state and local action is needed.

Six remaining regional forums will be held during December and January. The ideas generated from these seven forums will be presented at a national forum in the spring. A policy statement will be drawn up at the national forum to be distributed to the President, Congress and governors.

For further information on the forums, please contact Jayne Seeley at NACo, (202) 785-9577.

Auditors Slate 3-Day Session Near Chicago

A unique, three-day government auditing conference, sponsored by The Institute of Internal Auditors, will be held January 20-22, 1975, at St. Charles, Ill.

Site of the conference will be Pheasant Run, a Chicago resort area only 45 minutes from O'Hare Airport.

While the conference is aimed primarily at auditors working in government at the senior and supervisory levels, it will also be of special interest to public accountants in helping them understand government auditors and the singular environment in which these specialists operate.

The scope of the conference is such that presentations and discussions will cover the entire range of audit activities from establishing audit priorities to post-audit analysis of effectiveness.

Leaders in the field of auditing from state and local government will be principal speakers. Prominent government auditors will serve as discussion leaders. Institute staff members will speak in areas of expertise.

For further information, contact The Institute of Internal Auditors, Inc., 5500 Diplomat Circle, Orlando, Florida 32810, or call 305-647-4700.

Letters To NACo

Dear Bernie:

I would like to express my sincere congratulations to the NACo staff for a successful conference in Carefree, Arizona. It was a real benefit to all participants and I will look forward to future conferences of the same type.

This Association would also like to thank NACo for the ability to participate in the Human Resources Integration Project. Our participation has been of immense benefit to the Association, county government in Montana and the State of Montana. It has helped me become more familiar with NACo and the delivery of human services. It has enabled a much better coordination and communication between the Federal, State and county government. It has made human services a visible function of county government. Prior to the project, human resources was not even mentioned in our priorities. Now human resources is listed as our number five priority out of a total of

fourteen. With the many things that are happening in Montana, that is a real accomplishment for MACo.

As you can see, this project is an important one for us. We would like to request the assistance of NACo's resources and contacts to provide a continuation of the program. I am sincerely afraid that a termination of the project will lead to State domination of all human service programs in Montana. We need the ability for county input during the future transition stages in human services.

We do not intend on seeking direct funding through the State or Region because we need the assistance and buffer NACo is able to provide. If funding cannot be obtained by NACo, we will be forced to re-evaluate that position. We thank you and look forward to future meetings with you.

Sincerely,

R. Dean Zinnecker
Executive Director
Montana Association of Counties



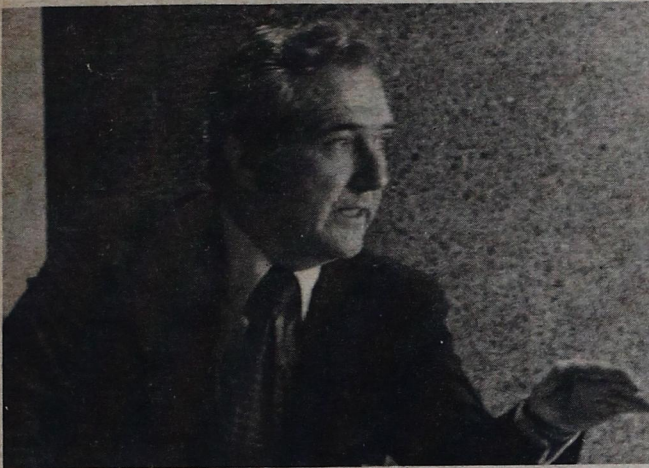
From left to right, George Stahl, commissioner of Lehigh County (Pa.); Ed Crawford, county executive of Broome County (N.Y.); Mark Pisano, director of water programs, Environmental Protection Agency.



Stan Smoot (left), NACo President and commissioner of Davis County (Utah), and Dewey Clower, assoc. director, Domestic Council, White House.



Arch Lamb (left), commissioner of Lubbock County (Tex.), and Lester Lamm, executive director of the Federal Highway Administration, Dept. of Transportation.



Bernard F. Hillenbrand, NACo executive director

The entire NACo Board of Directors gathered in the nation's capital before Thanksgiving for a two-day work session to discuss NACo's priorities and goals.

Here, NACo board members relax at an evening reception with members of the Administration and representatives from several federal agencies. Among the federal government attendees were Graham Watt, director of the Office of Revenue Sharing; William Kolberg, Assistant Secretary of Labor for Manpower; Dewey Clower, associate director of the White House Domestic Council; and Mark Pisano, director of Water Programs for EPA.

Details of the business conducted at the two-day meeting will be published in a following issue of COUNTY NEWS.



From left to right, Lloyd Wood, supervisor of Albermarle County (Va.); John Brewer, commissioner of Nez Perce County (Id.); Lloyd Owens, chairman, board of supervisors, Waukesha County (Wis.); and Donald Murray, NACo criminal justice staff.



John Doyme, director of NACo and county executive of Milwaukee County (Wis.).

County Opinion

We were very happy when we heard the President was going to sign the Mass Transit Bill. It was sorely needed.

And we were heartened when he invited five county officials to the White House to witness the formal signing ceremony.

But you might guess what happened next.

The President talked about the "governors and mayors" involved in the legislation.

Not a word did he say about counties or county officials.

NACo promptly wrote the President and pointed out the unfortunate omission, mentioning that it was common — all too common. "This failure to recognize county government stings and smarts for our 30,000 members..." we told the President. "We are conscious of the fact that our 3,101 counties employ one and a half million workers, spend \$30 billion a year, and are a major partner with the federal government and the states in the delivery of partnership programs."

As we pointed out in our letter, the omission "on first blush (seems) a small matter."

But those of us in county government know that lack of recognition means lack of visibility. And that means loss of dollars for counties.

County officials should be alert to similar slights. We should write to the offending parties, most of whom are guilty of uttering cliches, rather than of malice. Afterall, it's easier to say "cities and states" or "governors and mayors" than the equivalent phrase which would include county recognition.

NACo offered a remedy to the President. We told him the "situation will not get better unless you issue an Executive Order or a formal communication, not just to the people of the White House staff, but to all the agencies of the federal government to ensure that they are conscious of the fact that it is your intention to recognize the huge importance of county government in the United States."

The suggested directive:

This Administration hereby recognizes the essential role which county governments have in the American federal system, together with cities and states. The nation's 3,101 county governments employ over one and one-half million persons and administer annual budgets totaling in excess of \$30 billion. Many of the services which counties provide result from partnership programs with the federal government and the states.

Therefore, it is hereby declared to be the policy of this Administration, and the several agencies and offices of the Executive Branch are hereby directed to take note of these facts and to ensure that all formal communications, regulations and program pronouncements made by them directly refer to "counties" when referring to "cities and states," and directly refer to "elected county officials" when referring to "mayors and governors," in instances where there is county, city and state participation.

Federal Committee Solicits Energy Input

Barbara Berman, director of the Office of Consumer Affairs in Camden County (N.J.), has been appointed to the Federal Energy Administration's Consumer Affairs and Special Impact Advisory Committee.

The committee was established to assure input to FEA from persons who have worked with the consumer, the poor, the elderly and the handicapped.

The committee plans to meet monthly with FEA officials to discuss ways to alleviate undue hardships faced by these groups

because of rising fuel costs and shortages. Mrs. Berman, as the representative for counties, is interested in receiving ideas and comments from county officials who have knowledge of and insight into these problems. County personnel who have comments they would like to bring to the attention of the committee should contact: Mrs. Barbara Berman, Director, Office of Consumer Affairs, Camden County, Room 606 Commerce Building, #1 Broadway, Camden, New Jersey 08103, 609/964-8700.

DATES TO REMEMBER — 1975

Feb. 26 — 28	NACo's National Legislative Conference	Washington, D.C.
March 19 — 21	NACo's Western Region Conference	Albuquerque, N.M.
May 27 — 30	National Association of Regional Councils Annual Conference	Boston, Mass.
June 22 — 25	NACo's 40th Annual Conference	Honolulu, Hawaii

U.S. Health Hierarchy

(Continued from page 1)

by funding the delivery of new services. NACo does support another provision in the bills that continue funding (Hill-Burton) programs for renovation of older health facilities and construction of new outpatient clinics through grants, loans and loan guarantees.

County officials have urged their congressmen to vote for the Moss amendment. If not adopted by the House, county leaders have urged that the bill be recommitted to the House-Commerce Committee and have urged a one-year extension of CHP, RMP and Hill-Burton programs. NACo has been taking the lead in changing these bills that turn over health regulations and planning to the private sector. As written, S.2994 and H.R.16204 violate basic democratic principles of public accountability, NACo contends.

HEALTH MONEY BILL

The House and Senate passed a compromise \$33 billion HEW-DOL money bill. The White House said President Ford would sign it. Yet at the same time, President Ford recommended a \$1.7 billion cut in federal health programs.

The passed appropriation bill covers only those programs that are presently authorized under law. It does not include the following programs: comprehensive health planning, Regional Medical Program, Hill-Burton hospital construction, community mental health centers, health manpower, migrant health, neighborhood health centers, family planning and the 314(d) formula grant program for local health departments. The House and Senate conferees, however, have agreed on a bill (H.R. 14214 and S. 3280) that authorizes these programs for fiscal '75 and fiscal '76. They would have to be funded in a second fiscal '75 supplemental appropriations bill to be taken up early in 1975.

The new health services authorization bill is expected to be passed by both Houses. There is a chance of a Presidential veto because of the authorized spending levels. The 314(d) formula grant program ("Health Revenue Sharing") for example, would be increased annually from \$90 million to \$160 million. The Administration's recently submitted revised budget would reduce this popular program by \$45 million, effectively terminating the program.

HEALTH APPROPRIATIONS

Of programs of interest to county officials, fiscal '75 appropriations bill earmarks \$493.5 million for health services (maternal and child health, emergency medical services, health maintenance organizations); \$136.4 million for preventive health programs (venereal disease, occupational health, lead-based paint poisoning); \$781.4 for alcohol, drug abuse and mental health programs (\$599 million for alcoholism); and, \$37 million for Professional Standards Review Organizations.

In approving the legislation, the conferees rejected a provision which would have, in effect, prohibited the enforcement of the Occupational Safety and Health Act with respect to employers having 25 or fewer workers. The conferees also rejected a prohibition against the use of federal funds for abortions not required to save the life of the mother.

HEALTH MANPOWER

The Senate has passed a health manpower bill (see **County News**, Oct. 28, 1974). The House-Commerce Committee has reported, and the House is expected to approve, the Health Manpower Act of 1974 (H.R.17084), and the Nurse Training Act (H.R.17085). NACo has asked Congress for quick approval of these bills.

The health manpower bill modifies programs providing federal assistance for medical education. The bill provides that obstetrics and gynecology be considered as a "particular attention primary care specialty" under the medical residency training program title of the bill.

The proposal also increases the appropriation authorizations for project grants and contracts to assist individuals from disadvantaged backgrounds to enter the health professions.

HEW PROPOSED CUTBACKS

On the heels of the agreed-upon \$33 billion HEW fiscal '75 appropriations bill by the House and Senate, the Ford Administration proposed a \$1.7 billion reduction in HEW spending. In a special message to Congress, President Ford, as an attempt to trim the budget deficit, said the reductions are essential in slowing down the present rate of inflation.

The message contained some new legislative proposals. Ford asked Congress to end non-emergency dental services to adults under Medicaid, to reduce the federal Medicaid matching to states from 50 per cent to 40 per cent, and to institute a 10 per cent coinsurance charge to patients under Medicare. Congress was also asked to terminate the Hill-Burton programs as of Jan. 1, 1975 and to rescind the unobligated balance of funds.

County News

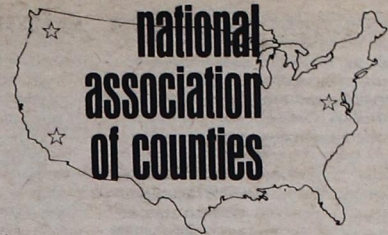
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Special Report on CATEGORICAL GRANTS



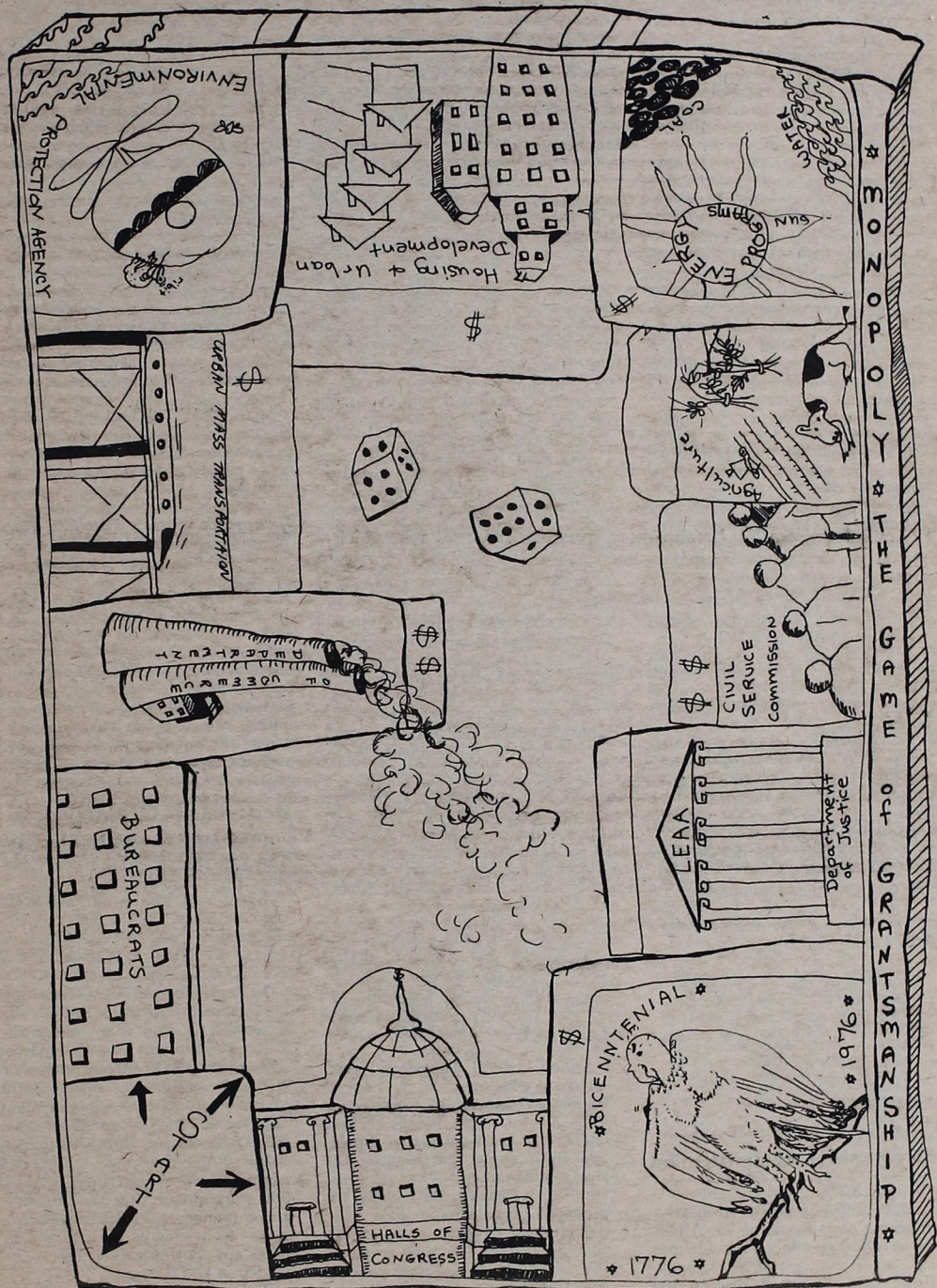
This report summarizes the status as of Nov. 15 and as viewed by federal agencies in Washington, of a number of categorical grant programs being used by counties. It is an update of the status report of Aug. 1974. Information about some programs is limited because there has been no definite action by Congress or the Administration on them.

Department Of Agriculture

Water and Waste Disposal Systems and Community Facilities Loans for Rural Communities — (Consolidated Farmers' Home Administration Act of 1961 as amended by the Rural Development Act of 1972) — Under authorization within the Rural Development Act of 1972, the Community Facilities program which supercedes Waste and Water Assistance has been expanded to include all essential facilities such as the construction, enlargement, extension or improvement of water, sewer and solid waste systems as well as the relocation of roads, bridges, utilities and other improvements. The acquisition of land, water rights, leases, rights-of-way and other forms of land or water control necessary to develop these facilities are also eligible activities. Five per cent interest rate loans are made for up to 40 years when other project financing is not available. Generally project costs should not exceed \$50,000. Rural communities of 10,000 or less population are eligible for such assistance; however, priority is given to communities of less than 5,500 people. The fiscal '75 appropriations pending for this program is \$600 million* as contrasted to \$470 million from the previous year. Counties are encouraged to seek assistance through local county agents or the state Farmers' Home Administration officers as some discretion as to which projects are to be funded lies within the state office.

Business and Industrial Loans — (Consolidated Farmers' Home Administration Act of 1961 as amended by the Rural Development Act of 1972).

Projects administered by the Farmers' Home Administration provide credit through two channels: 1) private organizations or individuals can be guaranteed loans by private lenders; 2) public bodies where applicants apply directly to the Farmers' Home Administration. The basic purpose of the loan is to develop business or industry which would result in increasing employment in a rural community or controlling or abating pollution. Such projects as construction, con-



E. Irene Zweig

version, acquisition and modernization of businesses are covered as well as financing the purchase of land, easements, equipment facilities, leases, machinery supplies and materials (including refinancing fees and contingency charges). These loans are available to individuals or public organizations serving communities of up to 50,000 in population with priority give to applications from communities of 25,000 population or less. Fiscal '75 appropriations of \$400 million* are pending to support this program.

Water and Waste Disposal System Grants — (Rural Development Act of 1972) Regulations governing grant applications for rural water and waste disposal systems have been published and are available from local Farmers' Home Administration (FHMA) offices.

These regulations were developed to allow new applications for 150 million* in grants under provisions of the Rural Development Act of 1972. \$120 million of these funds had been impounded, but were released by the Office of Management and Budget on May 7, 1974 and \$30 million in new funds are proposed for Fiscal '75. For copies of the regulations and assistance in preparing applications, county officials should contact their local Farmers' Home agent or supervisor.

The new regulations are improved over the previous ones. Grants will be authorized for up to 50 per cent of an eligible project, rather than only 25 per cent, and other federal grants or loans can be used as matching funds where possible.

Population eligibility limit for a county or community within a county is 10,000. However, county-wide systems are encouraged and several communities can jointly apply for grants and loans.

A community must demonstrate that it already has a debt service charge of at least 1 per cent of median family income based on census data.

Priority will be given to projects which will remove serious health hazards. Priority will also be given to water system projects, but both sewer and solid waste disposal systems are eligible.

A county must also demonstrate that user charges equal the prevailing rates in other communities.

The approval or sign-off for grants rests with the state Farmers' Home Administrator.

*Denotes funds for Loans and Grants under The Rural Development Act of 1972 are included in HR 16901 (Agricultural and EPA Appropriations Bill) that has been approved by the House and is now being considered in the Senate. The original appropriations bill was vetoed in August 1974.

American Revolution

Bicentennial Administration

The U.S. Congress has appropriated \$200,000 to every state on a matching basis for fiscal '75. ARBA has established minimum guidelines for the distribution of this money. However, each state's Bicentennial Commission may tighten these regulations as they believe necessary. For further information on

your state's regulations and requirements contact your state Bicentennial Commission.

In addition, ARBA has distributed \$40,000 to every state from the sale of commemorative medals and stamps. The requirements for receiving a portion of this money are similar to the guidelines for the above mentioned \$200,000. Again, applications and inquiries on the formal procedures should be directed to your state office.

The National Endowment for the Arts — Congress approved a greatly increased budget for the Endowment this year recognizing its role in supporting Bicentennial activities.

Grants will be made on a dollar-for-dollar matching basis. Applicants must apply directly to the National Endowment for the Arts and present evidence that at least one-half of the total cost of the project will be provided by the applicant.

Funds are available for the applied projects, such as a Festival of the Arts, or for a project under a specific discipline, such as a dance troupe.

Further information on projects which the Endowment will fund can be obtained from the National Endowment for the Arts, Washington, D.C. 20506. Another good source of information is your State Arts Council and NACo.

National Endowment for the Humanities — Has funds available for projects which bring humanities to bear on serious study of the American experience from colonial times to the present, with particular - but not exclusive - emphasis on the period surrounding the founding of the nation.

Counties are eligible for Public Program grants, given on a matching basis. These programs are intended, directly or indirectly, to affect the general adult public.

Further information on acceptable programs and grants is available from the Endowment, Washington, D.C. 20506 and NACo.

National Science Foundation (NSF) — Projects eligible for NSF Bicentennial support are those with any type of public education or community effort which will extend public understanding of science and technology.

Grants will be made on a matching basis and generally will not exceed \$25,000. For further information, contact Dr. Lynn Carroll, Office of Government and Public Relations, National Science Foundation, Washington, D.C. 20550.

Other Federal Agencies — Letters have gone out to all the Federal Regional Councils from the Office of Management and Budget. These letters ask the Councils to encourage Bicentennial participation by local communities. When a grant application comes in stating that the proposed project is a part of a Bicentennial program, the agency should consider the time frame of the Bicentennial in approving or rejecting the project. The letter also suggests that when two applications come in, one from a Bicentennial Community and a part of its

program, both equally qualified, that, again due to the time frame, the Bicentennial application should be accepted first. It should be kept firmly in mind however, that the project must meet all the criteria established by the particular agency. A Bicentennial project will not be funded unless it meets all criteria!

Civil Service Commission

Intergovernmental Personnel Grants Project Grants and Formula Grants (Intergovernmental Personnel Act of 1970, Title II and III) — The Intergovernmental Personnel Act of 1970 provides funds intended to improve the management capabilities of local government officials (e.g. training courses and seminars on various issues, studies of local government personnel procedures, etc.). Formula grants are awarded to the state governments. At least 50 per cent of the state funds are required to be dispersed among the local government jurisdictions on a project grant basis.

Congress has appropriated \$15,000,000 for the Intergovernmental Personnel Act for fiscal '75. This is an increase of \$5 million over the fiscal '74 appropriation. This increase will give some states enough room to breathe, but in general states will still be forced to consolidate and/or reject many more projects than they fund. Still, counties are urged to take advantage of this valuable program.

Of major concern to counties are recent amendments to the Intergovernmental Personnel Act submitted by Rep. Albert H. Quie (R-Minn.). H.R. 16075 would retain the vital 75-25 matching share provision for three more years (if this amendment is not enacted the federal share will be reduced to 50 per cent July 1, 1975, i.e. the next grant period); provide full coverage to Indian tribes and the trust territory under the IPA; and change the mobility provisions to provide greater flexibility and fairness.

Department Of Commerce

Economic Development Assistance — (Public Works and Economic Development Act of 1965).

Grant and loan programs available to more than 1,300 counties designated as "redevelopment areas" by EDA due to high and persistent unemployment.

In September 1974 the Economic Development Administration was extended for two years under the U.S. Department of Commerce. There is a \$1.475 billion authorization for Economic development programs to improve employment opportunity and economic growth. (\$680 million fiscal '75) (\$795 million fiscal '76). The act authorizes grants, lease and loan guarantees, and adds a new Title IX Economic Development and Adjustment Program. Following is a summary by title and authorization levels included in the Act.

Title I — Grants for Public Facilities authorizes \$200 million (fiscal '75). \$250 million (fiscal '76). Requires 10 percent funds appro-

priated be spent on Public Works Impact Program (PWIP). New section authorizes \$30 million annually for operation of any health project funded under this title. During the first year a health project could receive 100 percent operating costs. During second year, full funding is contingent on HEW approval of plan on permanent basis. The health project must be a stimulus for economic development of a community.

Title II — Business Loans and Guarantees authorizes \$75 million annually. Adds, to existing direct business loan program, authority to guarantee leases and loans made to private business by private institutions within redevelopment areas. Extends by 25 years the term of time limit to include loan guarantees. Authorizes working capital loans. Guarantees working capital loans made to private borrowers by private institutions. Guarantees authorized up to 90 percent outstanding unpaid loan balance under this title. Excludes working capital loans from direct loan participation requirements.

Title III — Technical Assistance authorizes \$75 million annually. No more than \$15 million can be used annually for planning grants to states. Adds new section authorizing grants up to 80 percent of cost in redevelopment areas and economic development districts. Can assist Economic Development District to provide technical assistance to local governments for A-95 process. Planning must consider land use, environmental protection, and public service jobs.

Additional \$35 million fiscal '75 and \$75 million fiscal '76 authorized for supplementing or providing first dollar grants and loans under Titles I, II, and IV. Funds apportioned to states according to ratio of grants made under Title since August 1965. States must match 25 percent of funds.

Title IV — Redevelopment Areas and Development Districts authorizes \$45 million annually plus an additional \$25 million annually for Indian assistance. Reduces prerequisite requirement of two redevelopment areas for formation of economic development district to one redevelopment area. A single county is now eligible. Projects outside redevelopment area, but within economic development district, are authorized if substantial benefit to a redevelopment area are demonstrated.

Title V — Regional Action Planning Commissions authorizes \$150 million annually for seven multi-state Regional Commissions.

Title IX — Special Economic Adjustment Program authorizes \$75 million fiscal '75 and \$100 million fiscal '76. This new section is for relocation. Special assistance to help meet special needs arising from actual or threatened severe unemployment resulting from action by federal government or severe change in economic conditions.

Grants can be used for public facilities, public services, business development, up to one year unemployment compensation, rent

supplements, mortgage payment assistance, planning, research, technical assistance, training, relocation of individuals and for other purposes. This does not replace U.S. Department of Defense economic adjustment program. The Secretary of Labor handles unemployment compensation.

Final EDA Appropriations Still Pending — \$236,820,000 for fiscal '75 appropriation have been approved this year in P.L. 93-433. Still pending is a supplemental appropriation bill (HR 16900) containing \$63,780,000. Following is a summary of appropriations by title:

(numbers in thousands)		
	FY '75 Supplemental	Total
Title I	\$134,622	\$147,622
Title II	17,500	19,500
Title III	9,200	18,200
Title IV	22,878	22,878
Title IX	27,500	27,500
TOTAL	\$51,500	\$235,700

Environmental Protection Agency

Solid Waste — Project Grant — (Resource Recovery Act of 1970) — Authorization of the Resources Recovery Act expired July 1, 1974 and the act is operating under a continuing resolution. The House passed a simple two-year extension of the act last summer. The Senate Public Works Committee has been trying to get a more comprehensive solid waste bill through the Congress this session. The committees held hearings on five comprehensive solid waste bills (one jointly before the Commerce Committee) and is currently considering a new draft bill. Although there are grants available in this new bill to states to provide technical assistance, and management advice to municipalities, and grants available to rural communities, the majority of funds would operate under a loan guarantee program. County governments should contact their regional Environmental Protection Agency (EPA) Solid Waste Office and NACo to keep up with the status of this legislation.

At present there are no funds available for local officials in the area of solid waste management in the form of planning or construction grants. The President requested \$14.8 million for solid waste programs in the fiscal '75 budget. For more information on solid waste funding contact Bob Colonna, Office of Solid Waste Management, U.S. Environmental Protection Agency, Washington, D.C. (202) 254-6833.

Construction Grants for Waste Water Treatment Works — Project Grants — (Federal Water Pollution Control Act (FWPCA) P.L. 92-500 as amended in 1972, Title II).

The Federal Water Pollution Control Act of 1972 authorized \$18. billion for construction of waste



water treatment plants for fiscal '73, '74, and '75. There is no authorization under the act for funds beyond fiscal '75. Because of impoundments, however, only \$2 billion was available out of an authorized \$4 billion for fiscal '73, \$3 billion out of authorized \$6 billion in fiscal '74, and \$4 billion out of \$8 billion authorized in fiscal '75. Although the new Budget Bill prohibits impoundments, President Ford deferred this money in his first deferral message to Congress.

Funds are allocated among states on the basis of a needs survey. All of the fiscal '73 money was obligated by June 30, 1974. However, only \$1.4 billion of the \$3 billion has been obligated out of the fiscal '74 funds and only \$165 million from the \$4 billion of fiscal '75 money has been spent. Under the law, the money must be expended (obligated) by 12 months after the fiscal year or else it goes back to EPA, into a general pot to be redistributed to other states who have requested additional funds beyond their needs survey distribution.

Although many have charged that the impoundments by the Nixon Administration were responsible for the hold-up in awards of construction grants, the fact is that most states have not expended all the funds they have. The funding mechanism under this program is very complex. Federal funds are available for three steps of sewage treatment plant construction: step 1, preliminary plans and studies; step 2, preparation of construction drawings and specifications; step 3, construction of a complete and operable works.

Title II of the act provides 75 per cent of the project costs for construction of new treatment plants, to expand or improve existing plants, to construct interceptor and outfall sewer lines, or to provide pumping, power and other equipment necessary to operate a sewage treatment system. Under certain conditions, sewage collection systems and projects that control pollution from combined sewers may also receive federal aid. However, very few states have placed collection systems on their priority lists, and EPA does not consider collection systems to be a high priority need. EPA priorities permit existing sewer lines to be restored in old communities but do not permit payment for construction of sewers in new communities.

Step I funding for feasibility studies is available before counties proceed if the project is on the state priority list. However, a grant for a project will include payment for the federal share of the unreimbursed allowable cost of completed works such as preliminary plans. In no case may a grant be awarded unless the proposed project has received a priority certification by the state. EPA developed guidelines for assigning priorities for river clean-up, but actual delineation of areas is a state responsibility. Partial federal payments are made as work progresses.

There are a number of requirements which must be met by counties seeking funding for waste treatment works: 1. Secondary treatment is required for all plants approved for construction before mid-1974, but the "best practicable"

treatment will be required for plants approved thereafter. Existing plants must provide secondary treatment by 1977 and "best practicable" treatment by 1983. 2. Counties must collect user charges from anyone who disposes of liquid wastes through a public sewer system financed by federal funds. 3. Counties must recover from industries a portion of federal grants used to finance treatment of industrial wastes at municipal plants. 4. County applications for step 3 construction projects must provide data showing that the design, size and capacity of treatment works are cost effective, and must demonstrate that sewer systems are not subject to excessive infiltration or inflow.

Although the act has no authorization beyond fiscal '75, there is some indication that perhaps the \$4 billion of deferred funds for fiscal '75 may be released for funds for fiscal '76. However, this is only one possible suggestion.

Under a recent ruling by EPA, localities may be reimbursed for uncompleted projects funded by the old act whose costs have risen since their approval. The money would come from unexpended funds of the former Water Pollution Control Act (P.L. 84-660). EPA also permits applicants to apply to the state for increased costs of approved projects under the new act.

In addition, the act authorized \$1.9 billion dollars from (P.L. 92-399) for reimbursement of those treatment plants constructed between 1966 and 1972.

Section 208 — This section of the act calls for area-wide waste treatment management planning agencies to be established in metropolitan areas that have substantial water quality problems. The regulations concerning designation of Section 208 agencies permit the governor three choices: to designate; to remain silent; or to non-designate an area. The non-designation would mean that the state would do over-all planning for the metropolitan area. Throughout fiscal 1975, Section 208 agencies were eligible to receive 100 per cent federal funding so each grant will be approved by EPA in Washington. After fiscal 1975, agencies can receive only 75 per cent of the federal funding.

\$200 million was set aside for this program. However, to date only 24 agencies have been designated and eleven grants awarded.

Because of the key role of states in implementing this act, NACo urges counties to closely monitor activities of state water pollution control agencies so that county needs and priorities will be reflected in state programs. The first contact for information on EPA Water Pollution Control Grants is the



State Water Pollution Control Agency.

Great Lakes Program — Demonstration Grants (Federal Water Pollution Control Act Section 108).

Section 108 of the Federal Water Pollution Control Act authorizes EPA to make grants for demonstration projects designed to test new or improved methods for the elimination or control of pollution in the Great Lakes. In fiscal '75, EPA has obligated \$5.3 million dollars of grants under this program.

Energy

Environmental Education Act — Any nonprofit group, or state or local education agency may qualify for this program which includes mini-grants under \$10,000 for such things as workshops, seminars, conferences. Competition for funds will probably be January - February 1975 with money available in June, 1975. There is \$1.9 million available in fiscal '75.

Guidelines should be out shortly but will probably follow proposed in rules in Federal Register of May 21, 1974 (45 C.F.R. 183) (39 F.R. 17842).

Funding will be granted for research, demonstration and pilot projects designed to educate the public on the problems of environmental quality and ecological balance. (Energy Conservation programs may qualify).

For more information, offices should contact George Lowe, Office of Education HEW (202) 245-9228.

Solar Heating and Cooling Demonstration Act — Counties should closely watch and partake in the development of the grant guidelines of this recently passed act. The Department of Housing and Urban Development and NASA are co-administrators. The bill authorizes \$75 million for the program in fiscal '76, with \$2 million in fiscal '75 for preparation of a comprehensive program definition to serve as a guide for subsequent authorization. The grants would fund demonstration projects to show the technical and economic feasibility of utilizing various forms of solar energy. The guidelines, which have not yet been written will detail what type of demonstration projects and who is eligible for funding.

Department Of Health, Education And Welfare

The administration has requested \$4,755,782,000 for fiscal '75 for federal health programs exclusive of Medicaid and Medicare. By contrast, Congress provided these programs with \$5,206,583,000 in fiscal '73 and appropriated \$5,370,644,000 in fiscal '74. With very few exceptions the proposed reductions sweep through every program.

In brief summary, the Administration's budget request for fiscal '75 compares with fiscal '73 and fiscal '74 budget authority in the following way:

Agency	FY 1973 appro	FY 1974 appro	FY 1975 request
(thousands of dollars)			
FDA	150,123	165,960	200,056
HSA	967,962	1,170,087	1,177,404
CDC	159,752	134,865	137,314
NIH	1,771,447	1,859,771	1,834,784
ADAMHA	863,165	853,985	734,502
HRA	1,227,149	1,136,378	573,890
ASST SEC	67,910	49,598	97,342
TOTAL	5,206,583	5,370,644	4,755,782

As of this writing, the House-Senate Conference Committee on HEW appropriations will be working under pressure of a presidential veto unless the fiscal '75 HEW-DOL money bill is not cut by more than \$1 billion.

The Senate and House passed 1975 appropriations bill (HR 15590) applies only to the following selected health programs that presently are authorized under the Public Health Service Act.

Community Mental Health Centers — Project Grants (Public Health Service Act) — The Community Mental Health Centers grants provide funds to states, political subdivisions, and public or private non-profit agencies to operate a community mental health center program. The program provides grants for the construction and staffing of community mental health centers for specialized services to children. Staffing grants are also awarded to provide support for community mental health centers.

As of December 1974, over 500 community mental health centers were in operation with another 50 having received commitments of federal dollars for either staffing or construction, but not yet operating. The basic principle behind the centers program is community-based treatment of patients instead of confinement and treatment in large, traditionally isolated states institutions. The original concept has been successfully expanded to include specialized treatment facilities and staff for alcoholics, drug addicts and children.

In 1973 Congress passed legislation extending the community mental health centers program one year, and this year it is again expected to renew it.

The new Senate bill authorizes \$145 million in 1975, \$190 million in 1976, \$210 million in 1977 and \$230 million in 1978. The House bill authorizes \$124 million in 1975 and \$154 million in 1976.

Community Assistance Grants for Comprehensive Alcoholism Services — Project Grants — (Comprehensive Alcohol Abuse and Alcoholism Prevention, Treatment and Rehabilitation Act Amendments of 1974) — This new act broadens federal assistance for treatment of alcohol abuse and tightens federal regulations for treatment of narcotics addiction. The state formula grant program is extended at \$80 million per year for fiscal '75 and fiscal '76.

HEW's authority to award project grants to counties and other public and private non-profit entities under the 1970 act will continue two more fiscal years (\$80 million in fiscal '75 and \$95 million in fiscal '76). The House, however, has approved for fiscal '75 \$17 million for research and training; \$59

million for project grants and \$52 million for state grants to combat alcoholism. The Senate fiscal '75 money bill earmarks \$74 million for alcoholism project grants. The HEW Conference Committee will be reaching a compromise. Contact the state alcoholism authority or HEW Regional Office for details.

Drug Abuse Services — Project Grants — Formula Grants to States — (Drug Abuse Office and Treatment Act of 1972 (92-955)) — These grants are used to fund single state agencies and local agencies and organizations which operate drug treatment and rehabilitation programs. Under the House and Senate HEW-Labor appropriations bill, \$203.5 million have been designated for drug abuse. Project grants have increased about \$39 million from 1974 to \$122 million while formula grants to states have increased about \$20 million to \$35 million. This reflects the policy of the National Institute on Drug Abuse to transfer grant management responsibility to single state agencies. There will be little new funds, but interested counties should contact the single state agency designated in their state to receive formula grants or the HEW Regional Office.

Urban Rat Control and Lead Paint Poisoning — Project Grant — (Public Health Service Act, Title III). Lead-Based Paint Poisoning Control — Project Grants — (Lead-Based Paint Poisoning Prevention Act, Titles I and II). — These two programs are administered by the Center for Disease Control headquartered in Atlanta, Georgia. The Urban Rat Control program awarded grants to public or nonprofit agencies to support comprehensive community programs to reduce the infestations and causative environmental deficiencies. The Lead-Based Poisoning Control Program awarded grants to local communities for development and implementation of lead-based paint control programs.

The programs were severely cut back in the 1974 budget, but there is a new Lead Paint Poisoning Act (P.L. 93-151) which authorizes \$125 million for two years for the detection, treatment and elimination of the health problems caused by lead-based paint poisoning. Specifically, \$25 million is authorized for screening, diagnosis and treatment, \$35 million of detoxification of homes and \$3 million to Department of Housing and Urban Development for research and development. The act also mandates a 90 per cent share of funding rather than 75 per cent by the federal agency.

The House-Senate Conference Committee will resolve different funding levels for the lead-based paint poisoning program. The House authorized \$9 million for fiscal '75; the Senate \$11 million.

Health Maintenance Organization Services (HMOs) — Project Grants and Contracts — (Health Maintenance Organizations P.L. 93-222) — The Health Maintenance Organization Act authorizes support to public and private nonprofit organizations to stimulate the development of prepaid comprehensive

health maintenance organizations throughout the United States. HMO regulations were published in October 1974 and more than \$5.2 million has been awarded. The funds are used for feasibility, planning and initial development grants.

Because counties are the prime deliverers of public health services, the HMO service grants are of crucial importance to counties who must assure health coverage for their 1.2 million employees.

Both the House and Senate have passed their version of the fiscal '75 appropriation bill earmarking \$18 million for HMO's. HEW is soliciting grant applications for future funding cycles.

National Health Service Corps — This program expires but will be continued under the health manpower bill at about the same rate of \$10 million a year for recruiting and assigning physicians and other health personnel to communities that are deficient in health manpower resources. Approximately 150 communities were served last year.

The geographic maldistribution of physicians and other health practitioners is one of today's most pressing health problems. More than 100 counties have no physicians and the number of such counties is increasing due to deaths and retirements of physicians. Also, in one-third of the counties, the ration of physicians to population is one-third the national ration. There are no pediatricians in over 1200 counties. Contact the HEW Regional Office for future information.

Preventive and Occupational Health Services — Project Grants — (Public Health Service Act) — The Center for Disease Control (Atlanta) administers funds for disease control and prevention, improving the performance of clinical and public health laboratories and assuring safe and healthful working conditions for the private (and recently the public) sector work force. It also administers health education and disease investigations, surveillance and control programs, carried out by most state and local governments. Only two environmental health programs survived the fiscal '74 budget cut-back (lead and rat control because both have legislative mandates).

The House and Senate have approved for fiscal '75 \$26 million for venereal diseases, \$6 million for immunization, \$9 million for lead-based paint, \$9.4 million for lab improvement, \$3 million for health education, \$40 million for disease surveillance and \$32 million for occupational health programs. The latter is administered by the National Institute for Occupational Safety and Health. It is responsible for developing hazardous technical assistance to public agencies and stimulation of health and safety programs in state and local governments and in industry.

Emergency Medical Services — Project Grants — (Emergency Medical Services Systems Act of 1973) — The EMS bill authorizes \$185 million over the next three



"I'm late, I'm late for a very important date."

years to improve emergency services in areas of need. The bill provides a 50 per cent federal share of grants for manpower, training and equipment to improve such services. In rural areas the federal share is 75 per cent. These are one year grants. Twenty per cent of the money is earmarked for rural areas. Priority is given to state and local governments for funds under the act.

The Health Services Administration is setting up an administrative structure which oversees the Emergency Medical Program. Regulations for implementation of the program have been issued.

The Administration's fiscal '75 budget has requested \$27 million for EMS. Another source of funding for EMS programs is the Regional Medical Program (RMP). Contact the state RMP coordinator for further details. Another source of EMS funds is the Highway Safety Act. Contact the Governor's representative or the DOT Regional Office. HEW regions have EMS coordinators to provide further information and technical assistance.

The following health service programs expired in September. However, the Senate and House have both passed bills extending the programs. A conference committee will be meeting to resolve the differences between both bills. The Senate Health Services Act of 1974 (S. 3280) authorizes more than \$3 billion in appropriations over four years for these programs. The House Health Revenue Sharing and Health Services Act of 1974 authorizes \$1.7 billion over two years for the same health services programs.

Health Revenue Sharing — Formula — This new title renames the Public Health Service Act Section 314(d) formula grants to states and local governments for the support of basic public health services delivered by health departments. Under the bill, 70 per cent of the funds (the Senate earmarks \$90 million for fiscal '75; the House authorizes \$200 million for fiscal '75 and \$220 for fiscal '76) are passed through the states to localities. Counties usually do not receive their full share.

Migrant Health Grants — Project Grants — This program for domestic farm migrants awards grants to public and private nonprofit agencies to partially finance the cost of establishing family health centers. Under the new bills, the Migrant Health Program would be extended with added emphasis on the environmental and sanitary conditions of migrant camps. The Senate bill authorizes \$170 million in 1975, \$190 million in 1976, \$200 million in 1977 and \$230 million in 1978 for migrant health centers. There are separate authorizations for planning and development, start-up, initial operation and referral costs. The House bill authorizes \$50 million in 1975 and \$55 million in 1976 for migrant health activities.

Family Planning — Project Grants — The Family Planning Program in HEW has a general strategy of the placement of 55 statewide umbrella organizations under which counties (county health

departments) participate as members to the multi-county area agencies. These agencies coordinate and direct family planning activities. Other members include hospitals, planned parenthood groups, and state health department representatives. While over 2500 counties participate either as members or recipients of coverage, few counties have project grants for themselves alone. The program will continue under new House and Senate bills. The House authorizes \$215 million for fiscal '75 and \$257 million for fiscal '76.

In fiscal '75, non-participating counties have a fair chance in securing some new funds as proponents of multi-county agencies. However, the main problem has not been to increase program coverage but to reach adequate funding levels in existing projects. An additional problem has been the transfer of approximately 400 OEO family planning centers that must be absorbed and reorganized within the present 35 statewide umbrella agencies.

Development Disabilities — Project and Formula Grants — This program provides formula and project grants to assist states, public agencies and non-profit organizations to provide services for construction, administration and staffing of projects designed to improve rehabilitation of the developmentally disabled (substantially handicapped). The program is authorized until Sept. 30, 1974. The Senate and House have passed HR 14215 to extend this program. Priority for funding is placed on programs establishing community-based programs for the disabled and the de-institutionalization of these persons.

Community Health Centers — Health Service Department — Project Grants — This program is mostly concerned with the operation of Neighborhood Health Centers. Originally it was intended to fund experimental programs; however, this concept never developed. Instead funds are being used to support the provision of primary care. Most of the money is being utilized by non-profit voluntary groups and neighborhood projects.

The Senate and House have both passed bills to extend this program. The Senate bill authorizes \$300 million in 1975, \$320 million in 1976, \$340 million in 1977 and \$360 million in 1978. The House bill authorizes \$220 million in 1975 and \$240 million in 1976.

Home Health Care — Project Grants — The Senate passed health services bill (S 3280) authorizes grants for home health agencies and to train home health personnel. The bill authorizes \$20 million in 1975, \$24 million in 1976, \$28 million in 1977 and \$32 million in 1978. The House health services bill does not have this title. The Senate bill also authorizes such sums as may be appropriated to fund over a period not to exceed five years a temporary Commission on Mental Health and Illness of the Elderly. The commission would be charged with the development of national policies with respect to the mental health of

the elderly. The House services bill has no comparable provision.

The following health resource programs expired in September. The Senate is considering S 2994 to extend the health planning program and the Hill-Burton health facilities program. The House bill is HI 16204.

Comprehensive Health Planning — Areawide Grants — In fiscal '75 the Public Health Service Act Section 314(b) comprehensive health planning program funded 198 planning agencies which were divided among nonprofit private groups (150), state agencies (4) local government agencies (3), councils of government (8), and economic development districts (33). These project grants, which are processed and authorized through the territorial federal regional offices, range in the organizational stage from \$50,000 to \$200,000 on the average and in the planning stage around \$150,000.

Both the House and Senate bills drastically change the program. The bills propose to blanket the country with multi-jurisdictional health planning and resource development agencies designated by the governor but with final approval of HEW. The House bill provides that only private, non-profit agencies may be designated as a Health Systems Agency having a governing board composed of a majority of consumers of health care with the balance (no less than 49 per cent) providers of health care. The Senate bill has the same provision yet it "grandfathers" in existing public health planning agencies.

Health Facilities Construction (Hill-Burton) — Project Grants — This health facilities program is popular among counties which use the funds in the modernization and/or construction of hospitals or branches of health departments. Presently, applications for modernization of hospitals and clinics are preferred over new construction proposals.

The Senate and House are considering extending the Hill-Burton program (S 2994; HR 16204). Grants, loans, and loan guarantees would be made for the construction and modernization of health facilities with priority to public or nonprofit outpatient facilities in medically underserved areas of the country.

The following health related programs derive their authority from acts other than the omnibus Public Health Service Act.

Special Programs for the Aging — Formula Grants — (Title III and Title VI — Older Americans Act of 1973) — Title III of the Older Americans Act provides formula grants to state agencies on aging, to strengthen and develop a system of coordinated and comprehensive services for older persons at the sub-state or area level. To be eligible for grants under Title III, a state must submit a plan to the commissioner on Aging prior to the beginning of each fiscal year. Included in this plan must be an identification of those planning and service areas in which area agencies on aging will be designated and area plans developed. In some states, the

county structure has been designated as the area agency.

At present, there has been \$96 million appropriated for Title III. Basically, this money will be used to plan for the coordination of the delivery of resources for the aging. Counties should contact their state agency on the aging to see whether they qualify for funds as an area agency. Those areas which have a significant concentration or proportion of low income and minority older persons 60 years or older will be given priority consideration. This is an important program for counties as it is probable that appropriations will be increased in fiscal '75. The appropriations bill still is pending in Congress, with \$105 million pending in the Senate but only \$96 million agreed to in the House.

Title VII of the Older Americans Act of 1973 provides formula grants to state agencies on the aging to coordinate nutrition programs for older people. State agencies fund area and local nutrition programs for older people. State agencies fund area and local nutrition projects for the elderly. At present, there has been \$99.6 million appropriated for this title and it is expected that the funds will be increased in fiscal '75. The appropriations bill still is pending in Congress. Both houses are considering funding levels as high as \$150 million.

Services Integration Demonstrations — HEW has funded demonstrations in partnership with general purpose governments for initiatives in integrating human service programs. Although counties, cities and even COGs (if local officials sign-off) are eligible, the prime targets of the partnership grants have been states.

The extent of current funding is limited to continuation of projects in their second and third years. There is no new money available.

Youth Development and Delinquency Prevention — Project Grants — (Juvenile Justice and Delinquency Act of 1974) — The new Juvenile Justice and Delinquency Prevention Act of 1974 authorizes programs under HEW and LEAA (for the latter, see "Department of Justice"). HEW will continue to administer \$10 million in each of the next three fiscal years for youth development and delinquency prevention. HEW will also administer the Runaway Youth Act (Title III of the new law). Local governments and nonprofit private agencies will apply to HEW for grants to support programs for runaway youth. Priority will be given to grants under \$75,000.

The First Supplemental Appropriation of 1975 for the Department of Labor and HEW (HR 16900) appropriates \$10 million for these purposes: \$5 million for the Runaway Youth Act and \$5 million to continue support and phase-out of programs now receiving federal assistance under the old Juvenile Delinquency Prevention Act. The supplemental appropriation was passed by the full House and Senate Appropriations Committee, and will be voted on by the full Senate after

the election recess.

Dental Health Care — Project Grants — (Social Security Act, Title V, Section 510) — There are 18 projects in this program which services 21,000 children across the country. Counties play a small role in this minor source of federal dollars. Total available funds have been slightly in excess of \$1 million for the last two years. Contact the HEW Regional Office.

Health Care of Children and Youth — Project Grants — (Social Security Act, Title V, Section 509) — This program is being changed from direct grants to state and local political subdivisions to a formula program that delivers both shares to the state. Presently the breakdown of funds if a 50 per cent share to the states, 40 per cent to the local political subdivisions and 10 per cent for research and training. In fiscal '75 the states that have approved programs or proper subcontractors will receive 90 per cent of the funds (which total \$47 million in fiscal '74). The remainder (10 per cent) of the funds will go to training and research.

While there have been no new programs since 1971, counties have been receiving between one-fourth to one-third of the health care projects and approximately one-half of all maternal and infant programs. Although there were no new projects in fiscal '74, participating counties should prepare for the transition in fiscal '75 by a concentrated effort to become recipients of funds which will be controlled by the states.

Maternal and Child Health Services — Formula Grants — (Social Security Act, Title V, Section 503) — This program provides formula grants to state health agencies to provide health services in maternity clinics, child and pediatric clinics, school health programs and other related health services for children and pregnant women. The state has jurisdiction over funds, and money may be made available to counties to provide these services. Counties must apply to state health agencies for funds.

The House has passed more than \$284 million for maternal and child health programs in its fiscal '75 money bill; the Senate more than \$309 million.

Department Of Housing And Urban Development

Community Development Programs — On Aug. 22 President Ford signed "The Housing and Community Development Act of 1974" (P.L. 93-383). Title I of the act consolidates and replaces six categorical community development programs administered by HUD — urban renewal, model cities, open space, water and sewer, neighborhood facilities and public facility loans — into a single, flexible block grant program with funds distributed on the basis of an objective needs formula.

The act contains a three-year authorization, including \$2.5 billion for FY '75, \$2.95 billion for FY '76 and \$2.95 billion for FY '77. Of the amounts authorized, 2 percent is

taken off the top for a special secretarial discretionary fund and the balance is divided 80 percent to metropolitan areas (SMSAs) and 20 percent to non-metropolitan (rural) areas.

The metropolitan area funds are distributed first to metropolitan cities and urban counties on the basis of a formula (population, poverty and overcrowded housing) with the balance becoming discretionary funds distributed among the 270 SMSAs (using the same formula) for application to HUD by non-metropolitan cities and non-urban counties.

Non-metropolitan area funds are distributed first to rural communities which have had an urban renewal or model cities program with the balance becoming discretionary funds for application from other rural communities.

Funding for Title I for FY '75 is contained in a supplemental appropriations bill pending before Congress. The House has passed the bill, H.R. 16900, which includes \$2.19 billion. This amount, combined with \$197 million for urban renewal and \$123.3 million for model cities approved as transitional assistance as part of the regular FY '75 HUD Appropriations Act, totals the \$2.5 billion authorized for FY '75. The Senate was expected to act on the bill in mid-November.

The earliest applications may be submitted for formula entitlements is Dec. 1, 1974. However, no funds will be released by HUD prior to Jan. 1, 1975. The earliest discretionary fund applications will be accepted is expected to be April 1, 1975.

Counties desiring to fund open space and recreational facilities should apply for funds available to the states under the Land and Water Conservation Fund. Water and sewer facilities for rural areas under 10,000 in population can qualify for funds under the Rural Development Act of 1972, administered by the Department of Agriculture.

Comprehensive Planning Assistance — 701 Grants — Housing Act of 1954, as amended.

Title IV of the Housing and Community Development Act of 1974 authorizes \$130 million for the 701 program for FY '75 and \$150 million for FY '76. The act also amends the present program to authorize urban counties which qualify for formula funding under Title I, Community Development to apply directly to HUD for 701 assistance.

The FY '75 HUD Appropriations Act provides \$100 million for 701 for FY '75, an increase of 25 percent over FY '74. The impact, however, of the FY '74 reduction as well as inflation, will require a spreading of funds during FY '75.

Administratively, HUD has changed to an advance earmarking system whereby applications for 701 assistance are negotiated in one year and funded in the next. Negotiations generally begin between September and December followed by approval between January and June with funds following thereafter.

Under the Disaster Relief Act Amendments of 1974 — Federal Disaster Administration — the following grants in money and equipment are authorized:

The President is authorized to donate or lend equipment and supplies to local governments for use in a major disaster or emergency. This may be done with or without compensation, and is to include surplus equipment.

The act authorizes grants to local governments to help repair, restore, reconstruct or replace public facilities and private nonprofit educational, utility, emergency medical and custodial care facilities. There is a 100 per cent project-by-project grant for the above, or the option of receiving a 90 per cent grant and the local government may determine its use. If the amount of the grant is under \$25,000, there is a 100 block grant to the local government. Local government may determine its use.

The act authorizes grants to local governments to remove debris and wreckage resulting from a major disaster. On private property the local governments must arrange for unconditional authorization to identify the Federal government against any claims resulting from such removal. If the grants is under \$25,000, there is a 100 per cent block grant for local governments. The local government may determine its use.

However, if a subsequent grant raises the amount above \$25,000, the grant reverts to either a categorical grant or to flexible funding, and the monies must then be accounted for (the initial grant of up to \$25,000 plus the subsequent grant).

Under the act the President is authorized to provide rent-free, temporary housing for one year, and thereafter the rent will be based on fair market value adjusted for the financial ability of the occupant. For those families, as a result of financial hardship caused by a major disaster, who are unable to meet mortgage or rental payments and face eviction of dispossession notices, assistance may be provided to these individuals or families for a maximum of one year or the duration of the financial hardship.

Unemployment assistance is authorized for up to one year or the duration of unemployment for those unemployed as a result of a major disaster.

There is authorization for grants to individuals and families adversely affected by a major disaster, for the purpose of meeting disaster-related necessary expenses or serious needs where they are unable to meet such expenses. The grant is on a 75 per cent federal share, 25 per cent state share basis with no pass-through provision to local governments from the state. The limit per family or individual is \$5,000 per disaster.

There is a provision to distribute coupon allotments pursuant to the Food Stamp Act of 1964, and to make surplus commodities available to low-income households if unable to buy adequate amounts of nutritious food.

If local governments suffer a substantial loss of tax or other revenues, the President is authorized to loan to local governments an amount not to exceed 25 per cent of its annual operating budget for the fiscal year in which the major disaster occurred. If the local government has insufficient revenues, for three full fiscal years after the major disaster, to meet its operating budget, a forgiveness concept is applied for all or part of the loan.

Additionally, there are Housing and Urban Development 701 funds that can be used for pre-disaster mitigation activities to include land use planning and appropriate mitigation regulations to qualify areas for coverage under the National Flood Insurance Program, and on long-range recovery activities in presidentially declared major disaster areas.

Some financial assistance is available using 701 funds for post-disaster planning. This is to be coordinated with and complementary not publicative to the assistance of the Federal Disaster Assistance Administration. In order to expedite assistance to local governments, applications for funds will be negotiated on a case by case basis.

The law states that state guidance and assistance shall be provided to localities for development of disaster preparedness plans, programs, and capabilities. In line with this, the state is eligible for an initial development grant, not in excess of \$250,000, for development of disaster preparedness plans, programs, capabilities and prevention, if such grant is applied for before May 22, 1975. There is also an annual improvement grant of up to \$25,000, not exceeding 50 per cent of the cost, to improve, maintain, and update state disaster assistance plans. Any financial assistance under P.L. 91-91 assistance under P.L. 91-79 or 91-606 for these purposes shall not preclude assistance in the full amount authorized under P.L. 93-288, the Disaster Relief Act of 1974.

Since only the state is eligible for this assistance, the local jurisdictions should apply to the states for assistance because of the provision that state assistance and guidance shall be provided to local jurisdictions for the development of these plans, etc.

Department Of Justice

Law Enforcement Assistance — State Block Grants, Discretionary Grants and Planning Grants — (Omnibus Crime Control and Safe Streets Act of 1968 as amended by the Crime Control Act of 1973).

The appropriations bill for the Department of State, Justice and Commerce, the Judiciary and related agencies, was signed by the President Oct. 5, 1974. It included an appropriation of \$880 million for the Law Enforcement Assistance Administration. This is a reduction of \$6.4 million in the budget estimate, but an increase of \$9.3 million over the 1974 appropriation.



The authorization for 1975 is \$1 billion.

The only increase in funds, that are distributed to state and local governments, is \$5 million added to \$50 million allocated to the states in 1974 for the development of comprehensive plans. Forty per cent of the planning grants to states must be passed through to local governments or combinations of local governments (sub-state regions).

Block grants to the states for implementation of the comprehensive state plans will remain at the same level. Also maintained at the same level are discretionary funds, which are retained for use by LEAA at the Agency's discretion, and part E money for corrections.

Other funds administered by LEAA, such as for technical assistance, National Institute research grants and statistical analysis, have increased slightly.

Many sub-state regional criminal justice planning boards have reorganized to comply with a 1973 amendment requiring that these boards contain a majority of local elected officials. The act also requires that state planning agencies provide a means by which local governments, with a population of over 250,000, can submit comprehensive plans, rather than individual project applications, to the state for approval.

Funding incentives are provided through the state plan to units of local government which coordinate and combine law enforcement and criminal justice functions.

Current priorities stressed by LEAA include development of statewide criminal justice standards and goals; programs that aid in the prosecution of career criminals; programs for witnesses, victims and jurors, and juvenile justice and delinquency prevention. Most of the discretionary funds have been allocated to national priority programs such as the "impact" program started in 1972 to reduce crime in eight cities.

The act requires state and local governments to pick up the cost of LEAA funded programs after a "reasonable period of federal assis-

tance." Most states have adopted three years as being "reasonable," however, local governments may be required to pick up substantial portions of project costs during the second and third years. A recent LEAA legal opinion encourages states to increase the local match portion of LEAA funded projects.

For more information, counties should contact the state planning agency operating the LEAA program in their state.

The Juvenile Justice and Delinquency Prevention Act of 1974 authorizes LEAA to spend \$75 million in FY '75, \$125 million in FY '76, and \$150 million in FY '77 for community-based juvenile programs. Formula grants (based on state population under age 18) would be allocated to states, through the existing state planning agency for LEAA funds. A comprehensive plan to advance the purposes of the act must be drawn up the state planning agency. Applications from local governments for project monies under the formula allocation would be submitted to the state planning agency.

Additionally, one-fourth to one-half of the available funds under the act would be used for discretionary grants. The act specifies six types of "Special Emphasis Prevention and Treatment Programs," including model programs to keep juveniles in school, and to divert them from the juvenile-justice system; new techniques and programs to prevent delinquency, and alternatives in the community to incarceration. At least 20 per cent of these funds will go to private, nonprofit organizations with experience in this area.

The LEAA-administered portion of the act has not been funded, at the President's request, until the economic emergency is over. LEAA will probably re-cycle \$20 million in unexpended funds from previous years to set up the national office, but the President has not yet appointed an administrator for the Juvenile Justice and Delinquency Prevention Office at LEAA, and how much of the recycled monies will go for actual programs is unclear.

Department Of Labor

Manpower Administration After three years of disagreement on the direction that manpower training programs should take in this country, Congress passed the Comprehensive Employment and Training Act of 1973. The President signed it on Dec. 28, 1973. Fiscal '75 saw the start of job training programs run by 147 counties and 136 groups of city and county governments. More counties may be eligible to run programs in fiscal '76 if their population has surpassed 100,000 and can be documented.

The bill is significant in several aspects:

1) **Consolidation of statutory authority** — For the first time it takes the myriad of some 10,000 manpower training contracts and places the responsibility and accountability in local prime sponsors.

Of the total funds made available for Title I of the Act in any fiscal year, 80 per cent is made available to eligible prime sponsors according to a three part formula:

- a) 50 per cent prime sponsors previous year funding;
- b) 37.5 per cent total number of unemployed persons; and
- c) 12.5 per cent total number of adults in low-income families

The remaining 20 per cent is distributed in the following manner:

- a) 5 per cent discretionary funds for the secretary of labor;
- b) 5 per cent incentive funds to encourage consortia;
- c) 5 per cent to state for vocational education;
- d) 1 per cent to state for manpower services council; and
- e) 4 per cent to state for statewide programs including corrections, information/technical assistance & rural needs.

2) **Continuation of Public Service Jobs** Title II provides a public employment program for target areas of greatest need within labor market areas where unemployment reaches 6.5 per cent or more for three consecutive months, serving those who are most disadvantaged. Of the total funds appropriated, 80 per cent will be allocated to prime sponsors, the remaining 20 per cent shall be distributed by the secretary of labor. County officials interested in Title II discretionary funding should contact the assistant regional director for manpower documenting certain impact areas in their community with severe unemployment rates.

3) **Special Federal Responsibility for National Programs** Title III continues a role for the secretary of labor to fund and administer certain national programs involving Indians, migrant and seasonal farmworkers. Prime sponsor counties are eligible to compete for migrant program funds annually. For further information, write: Robert McConnon, Director, Office of National Programs, USDOL/MA, 601 D Street, N.W., Washington, D.C. 20213.

In addition, the Secretary of Labor is funding demonstration projects on offender job placement and pre-trial intervention. In each federal region, one \$200,000 grant

will be made to city or county governments during fiscal '75. An additional \$3 million is available to state governments. Interested prime sponsors should write their Assistant Regional Director for Manpower.

4) **Title IV** established a Job Corps within the Department of Labor to provide residential and non-residential manpower services for low-income disadvantaged young people.

5) **Title V** established a National Commission for Manpower Policy. Appointments have been made for members of this commission, including Suffolk County Executive John Klein, chairman of NACo's Manpower Steering Committee.

6) **Title VI** sets forth the general provisions, including applicable definitions, under the act.

In the first Supplemental Appropriation, fiscal '74, Congress provided \$10 million for the Older Americans Act, Title IX of the Older Americans Comprehensive Services. This amount is expected to double in fiscal '75.

Those programs given consideration by the national office for funding are:

- 1) Green Thumb, Inc., an affiliate of the National Farmers' Unions;
- 2) National Council of Senior Citizens;
- 3) National Council on the Aging;
- 4) National Retired Teachers Association - American Assn. of Retired Persons; and
- 5) U.S. Forest Service.

Again, prime sponsors interested in this program should contact Robert McConnon, Director, Office of National Programs, USDOL/MA, 601 D Street, N.W., Washington, D.C. 20213.

Department of Transportation

Urban Mass Transportation Administration — Urban Mass Transportation Capital Improvements Project Grants — Contrary to many categorical grant programs, there are funds available in the UMTA program. In fiscal '74, there was an increase of \$6.6 million over the fiscal '73 appropriation of \$863.7 million, to a total amount of \$870.3 million. The fiscal '75 capital grant appropriation is \$1.35 billion. These figures reflect the growth and size of capital grants. The most common use of funds by counties is for the purchase of buses and related equipment.

The Federal-Aid Highway Act of 1973 contained several important developments. In place of the ratio of two-thirds federal and one-third local share in capital grants, the federal share is increased to 80 per cent. There is also an increase from \$3.1 billion to \$6.1 billion in contract authority to continue the capital grant program through fiscal '77.

In addition, the 1973 Highway Act allows the secretary of transportation to approve the purchase of buses by state and local governments in fiscal '75, up to a maximum of \$200 million (out of \$800 million earmarked for Urban System roads); the funding basis is 70 per cent federal, 30 per cent local. If

that decision is made, funds for rail mass transit facilities in FY 1975 must come from the general revenues of the U.S. Treasury with a parallel reduction in the locality's share of Highway Trust Funds.

In fiscal '76 the full authorization of \$800 million will be available for either urban system roads or mass transit capital facilities on the 70-30 matching ratio.

Research, Development and Demonstration (RD&D) — (UMTA of 1964, as amended) — In comparison to capital funds, the available funds for RD&D in mass transportation are much smaller. Fiscal '74 funds amounted to \$66.2 million with the fiscal '75 appropriation at \$46.5 million. Counties participated less in RD&D than in technical studies; these grants and contracts are designed to produce information, evaluation studies, and new methods and equipment in the transportation field as a whole rather than planning and engineering studies.

Research, Development and Demonstration (RD&D) (UMTA of 1964, as amended) — In comparison to capital funds, the available funds for RD&D in mass transportation are much smaller. Fiscal '74 funds amounted to \$66.2 million with the fiscal '75 appropriation at \$46.5 million. Counties participate less in RD&D than in technical studies; these grants and contracts are designed to produce information, evaluation studies, and new methods and equipment in the transportation field as a whole rather than planning and engineering studies.

Technical Studies — (UMTA of 1964, as amended) — Under the technical studies program, grants are awarded to public agencies to plan and design mass transportation projects that meet a region's or city's problems in public transportation. Fiscal '74 funds amounted to \$37.6 million with the fiscal '75 appropriation at \$36.6 million. Counties, in conjunction with councils of governments or cities, have been fairly active in these studies. Local governments can use this source of funds for such activities as preliminary engineering studies.

Managerial Training Grants — UMTA awards not more than 100 fellowships each year for training transit operating personnel. Fiscal '74 appropriation was \$500,000; the fiscal '75 appropriation is \$900,000.

For more information on all programs contact U.S. Department of Transportation, Urban Mass Transportation Administration, Office of Public Affairs, 400 7th Street, S.W., Room 9330; Washington, D.C. 20590; (202) 426-4043.

Rural Highway Public Transportation Demonstration Program — Federal Highway Administration — Urban Mass Transportation Administration — Regulations for the rural highway public transportation demonstration, authorized in the Federal-Aid Highway Act of 1973, are now available. The act authorizes \$30 million for the two-fiscal-year period ending June 30, 1976. The program's objectives are to

encourage the development, improvement and use of public mass transportation systems in rural areas by use of demonstration projects. Projects will be funded the first year, fiscal '75 up to \$9.65 million, with appropriations for fiscal '76 up to \$20.35 million. Projects eligible for federal funds include, but are not limited to: (1) highway traffic control devices; (2) the construction of passenger loading areas and facilities, including shelters; (3) fringe and transportation corridor parking facilities to serve bus and other public mass transportation passengers; (4) the purchase of passenger equipment other than rolling stock for fixed rail.

Contact state highway or transportation agencies, Federal Highway Administration division offices in each state or Urban Mass Transportation Administration regional offices.

Bicycle and Pedestrian Facilities — Federal Highway Administration — The Federal-Aid Highway Act of 1973 provides for the use of any federal-aid highway apportionment, except the Interstate, for construction of cyclist and pedestrian facilities on a funding basis of 70 per cent federal and 30 per cent state monies.

The act provides for a maximum annual expenditure for this purpose during any fiscal year of a total of \$40 million nationwide from all federal highway programs with a \$2 million limit for an individual state.

Contact state highway or transportation agencies.

Carpool Demonstration Projects — Federal Highway Administration — Emergency Highway Energy Conservation Act (enacted January 2, 1974) Section 3 of the act

authorizes the use of funds apportioned for extensions of the federal-aid primary and secondary systems within urban areas and for the federal-aid urban system for demonstration projects designed to encourage the use of carpools in urban areas. The federal share of the cost of each project is 90 per cent and will not exceed \$1 million for any single project. Projects may include, but are not limited to, providing systems for locating potential riders and informing them of carpool opportunities; designating existing highway lanes as preferential carpool or shared bus and carpool lanes; providing related traffic control devices; designating existing publicly-owned facilities for use as preferential parking sites for carpools; and underwriting the risk cost of making commuter-driven vanpool services available. Under

current legislation, a carpool demonstration project may not be approved after Dec. 31, 1974. Congress is considering an extension to December 31, 1975).

Contact state highway or transportation agencies.

Highway Safety Programs — Federal Highway Administration — The Federal Aid Highway Act of 1973 contained new programs to correct roadway hazards, new demonstration programs and studies for the correction or elimination of roadway safety hazards. These programs are separately titled and separately authorized in the act.

The **Roadside Obstacles Program** was created to eliminate roadside obstacles. For fiscal '74, \$25 million has been authorized, \$75 million for each fiscal '75 and '76. The **High Hazards Locations Program** is established to eliminate or reduce those hazards at specific highway locations such as sharp curves which have high accident potential. Authorizations for this category are \$50 million for fiscal '74, \$75 million for fiscal '75 and \$75 million for fiscal '76. Another program, **Rail-Highway Crossings** would provide funds to eliminate hazards at rail-highway grade crossings at an authorization level of \$25 million for fiscal '74, \$75 million for fiscal '75, and \$75 million for fiscal '76. The 1973 Act also authorized funding for bridge reconstruction and replacement: \$25 million for fiscal '74 and \$75 million for each fiscal '75 and '76.

In addition, two new roadway safety demonstration programs have been established. The **Pavement Markings Program** designed to bring pavement marking projects of highways up to standards endorsed by the Federal Highway Administrator, has authorization levels of \$25 million for fiscal '74, \$75 million for fiscal '75, and \$75 million for fiscal '76. This program gives priority to rural Federal-Aid Secondary and rural roads off the Federal Aid System. The **Federal-Aid Safer Roads Demonstration Program** provides a test program for three types of safety hazards on state and county roads off the federal aid highway network, including roadside obstacles, improved highway markings and reduced hazards at rail-highway crossings. \$50 million is authorized for this program for fiscal '74, \$100 million for fiscal '75 and \$100 million for fiscal '76.

In all, the act authorizes a total of \$2 billion for highway safety programs for fiscal year '74, fiscal '75 and fiscal '76.

Contact state highway or transportation agencies.

Categorical Grant Contacts

Mary Brugger	Aging
Kim Campbell	Bicentennial
Jim Evans	Agriculture-Commerce
Mike Gemmell	Health
Marian Hankerd	Transportation
Gary Mann	Civil Service
Tony McCann	LEAA
Chris Oynes	Energy
Carol Shaskan	EPA
Bruce Talley	HUD
Charlie Wall	Disaster
John Weintraub	Lab



The annual Culinary Disaster was the scene of the installation of new officers of County Engineers Association of California. Left to right are: President Dale Mills, director of Public Works for Kern County; NACo Representative James T. Pott, director of Transportation for Santa Clara County; First Vice President Clay Castleberry, director of Public Works for Butte County; Treasurer Bill McIntosh, director of Public Works for Lassen County, and Secretary Irv Morhar, road commissioner for Los Angeles County.

OMB Reexamines Regionalism Issues In Workshops

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

The Office of Management and Budget is taking a second look at regionalism.

In cooperation with the National Academy for Public Administration, OMB has enlisted the aid of state and local elected officials to review and assist in the formulation of new policy directions on regionalism. A series of workshops has been held to discuss the issue.

At a recent meeting, Brookings Institute Senior Fellow Richard P. Nathan presented a study which focused on the federal government in a non-interventionist role, and which stressed that state and local governments have the capacity to utilize federal grants with little or no direction from the federal government.

Frank Francois, councilman from Montgomery County, emphasized that counties are not part of the federal system. While New Federalism suggests who does what, there remains no effective coordination or roles among federal departments at the national level.

Dave Walker, assistant director, U.S. Advisory Commission on Intergovernmental Relations, stressed that the federal government should place the greatest responsibilities where the greatest amount of public accountability rests — whether it be a COG, city, county or town. He added that counties are already regional units accountable to the people, and should be used as the regional body wherever possible.

Many observers said it was apparent from attending these meetings that the federal government has difficulty knowing the responsibilities of governments below the national level. Therefore, participants viewed the participation of all three levels of government at these meetings to discuss a highly complex and vital area as encouraging.

At the conclusion of these workshops, a policy statement will be issued by OMB. NACo will print the results in County News.

Hennepin County Wins DOT's Highway Award

Hennepin County (Minn.) has won a third place award in the seventh annual "Highway and Its Environment" contest, sponsored by the U.S. Dept. of Transportation's Federal Highway Administration.

The competition is designed to recognize the efforts made by state and local governments, private organizations and civic groups to enhance the environment adjacent to highways.

Hennepin County's Public Works Department won the award for its renovation of historic Cappelien Memorial bridge over the Mississippi River in Minneapolis.

Congress OKays Labor, HEW Funds

The House and Senate have approved the fiscal '75 appropriation bill (H.R. 15580) for the Departments of Labor and Health, Education and Welfare.

After being stalled in conference committee for over two months, both the House (by a vote of 352 to 25) and the Senate (68 — 17), approved the compromise \$33 billion funding package.

House majority leader, Thomas O'Neil (D-Mass.) said during House floor considerations that President Ford has agreed to sign the bill. The final bill includes \$2.4 billion to fund the Comprehensive Employment and Training Act, a compromise between the \$2.325 billion in the original House bill and \$2.450 billion contained in the Senate bill.

The \$2.40 billion includes \$2.58 billion for Title I, \$400 million for Title II and \$420 million for Titles III and IV.

This represents a total increase of \$350 million over former President Nixon's request of \$2.05 billion for the implementation of CETA. Prime sponsors will be getting additional monies from the \$50 million increase in Title II, but should not expect much if any additional funds from the \$260 million increase in Title I. The Title I increase will primarily go to meeting the 90 per cent hold harmless provisions and to providing incentive bonuses to consortia.

For legislative information, take time out for a three-minute phone call.

Keep on top of what's happening in Washington!

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WASHINGTON REPORT

202/785-9591



NACo RESOLUTIONS

NACo's Board of Directors passed a resolution at its November meeting reaffirming its policy that "the FAS system comprise 'all' collector roads and that Congress be respectfully requested to strike the word *major*" from the current language in the 1973 Highway Act. Among state objections to the language are that it will: "1) exclude some counties from FAS funding entirely; 2) severely handicap the flexibility of administration in programming projects; and 3) concentrate funding on those routes where the highest priority has previously been concentrated and, thereby, bypass construction on the lesser routes; and 4) reverse the past influence for better standards and engineering; and 5) place the secondary system on a higher functional classification basis than the urban system; and 6) tend to promote even more categorical programs of narrow usage." Limitation of the secondary system to major collector routes would reduce by approximately one-third the FAS system and thereby "contravene the intent of Congress to concurrently upgrade both the Urban and Rural local systems."

GUIDE TO AASHTO BRIDGE SPECS

The American Institute of Steel Construction has published a booklet, "Guide to 1974 AASHTO Fatigue Specifications," which covers the new fatigue provision contained in Interim 8 of AASHTO's "Interim Specifications — Bridges, 1974." The guide, designed for companion use with the AASHTO publication, explains and interprets the new AASHTO fatigue rules for design of the most economical steel details with the greatest fatigue strength.

Free copies of the booklet are available from the American Institute of Steel Construction, 1221 Avenue of the Americas, New York, N.Y. 10020.

BIKEWAYS — STATE OF THE ART — 1974

The recent phenomenal growth of bicycling activity (estimated at 100 million active cyclists) has increased the demand for good facilities. This "State of the Art" report focuses on planning and design practices presently used, reviews their successes and failures, outlines practices which appear to contribute to bicycle facility use and safety, and identifies design pitfalls. This report is not a design manual, but a first reference source for communities undertaking bikeway programs. Available, without charge, from the Federal Highway Administration, HRS-41, Washington, D.C. 20590; attention John Fegan.

EMERGENCY GUIDE — HAZARDOUS MATERIALS

A booklet entitled "Emergency Services Guide for Selected Hazardous Materials" is available, without charge, from the Office of Hazardous Materials, U.S. Department of Transportation, 2100 2nd Street, S.W., Room 6222, Washington, D.C. 20590. The booklet, simply written, identifies potential hazards, immediate action steps to be taken, ignition control and evacuation distances and water pollution control information.

NACo Sponsors Conference on Conservation of Energy

NACo will sponsor a conference, Dec. 17-19 in Cincinnati, Ohio, to discuss the problems of organizing and directing a countywide program of energy conservation. Solid waste management including resource recovery, energy recovery, landfill operations, collection and transfer of refuse will also be discussed.

The two and one-half day conference will begin with energy conservation and the last one and one-half days will be devoted to solid waste and resource recovery.

The registration fee will be \$25, to be paid at registration. For more information, contact Roger Bason or Chris Oynes at NACo, 202/785-9577.

NACo ENERGY CONSERVATION CONFERENCE

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

Please Reserve:

- Single Room (\$25) Twin Room (\$34)
 Double Room (\$32) Other (please specify)

Date of Arrival _____ Hour _____

Date of Departure _____

Name _____

Title _____ County _____

Address _____

City _____ State _____ Zip _____

Registration: 8:15 a.m., December 17
Mail to — Terrace Hilton Hotel, 15 W. 6th St., Cincinnati, 45202

Staff Contacts

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

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

Some Copies Available

NACo Reviews Federal Regs

Cheryl A. Fenderson
Federal Affairs

Proposed federal regulations have been received by NACo for review and comment. These regulations are currently being analyzed by county officials and NACo staff to determine their impact on counties.

Due to the size of some of the regulations, NACo is unable to provide copies of all issues. At the end of each description it is noted whether or not copies are available. If copies are available please write to Cheryl Fenderson at NACo. As an added service, we will separately be listing final issuances which are available from the agencies.

74-117 - DOT - Planning for Urban Transportation Improvements - The purpose of this regulation is to implement certain sections of the Urban Mass Transportation Act of 1964, as amended, which requires comprehensive planning of transportation improvements. The governor of each State is to designate a Metropolitan Planning Organization for each urbanized area to carry out, in cooperation with the state, the major provisions of the act. This organization shall have the capability of meeting the overall requirements. Copies are available.

74-119 - HUD - Section 103(B) of Title I of the Housing and Community Development Act of 1964 - These regulations deal with the distribution and application process for these discretionary grants. There are four basic sources of funds authorized by Title I of the Housing and Community Development Act of 1974. The first source is entitlement grants. The other three sources of funds are the urgent needs fund, metropolitan and non-metropolitan discretionary balances, and the secretary's fund, which are all described in these proposed regulations. The urgent needs fund is authorized by Section 103(b) of the act. This fund, referred to as the "transition fund," will be hereafter called the "urgent needs fund." Copies are available.

74-118 - HUD - Section 8 Housing Assistance Payments Program Regulations for New Construction - These proposed regulations set forth the policies and procedures applicable to making housing assistance payments on behalf of lower-income families leasing newly constructed housing pursuant to Section 8 of the United States Housing Act of 1937 as amended by the Housing and Community Development Act of 1974. The proposed regulations contain the essential elements of the Section 8 Housing Assistance Payments Program - New Construction including the roles and responsibilities of the Department of Housing and Urban Development (HUD), public housing agencies (PHAs), developers, owners, and eligible lower-income families; the steps in applying for the program; the basis for determining the amount of housing assistance payments; and the prescribed forms of contracts. Copies are available.

74-120 - HUD - Section 8 Housing Assistance Payments Program Regulations for Substantial Rehabilitation - These proposed regulations set forth the policies and procedures applicable to making housing assistance payments on behalf of lower-income families leasing substantially rehabilitated housing pursuant to Section 8 of the United States Housing Act of 1937 as amended by the Housing and Community Development Act of 1974. The proposed regulations contain the essential elements of the Section 8 Housing Assistance Payments Program - Substantial Rehabilitation including the roles and responsibilities of the Department of Housing and Urban Development (HUD), public housing agencies (PHAs), rehabilitators, owners, and eligible lower-income families; the steps in applying for the program; the basis for determining the amount of housing assistance payments; and the prescribed forms of contracts. Copies are available.

74-121 - Standards and Goals chapter of the LEAA Guide for Discretionary Grants Programs M 4500.1C - The purpose of the program is to increase the capability of states and communities to establish systemwide standards and goals applicable to their jurisdictions and to reduce crime by increasing the participation of criminal justice planning. Copies are available.

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

74-110 - DOC (EDA) - Grant and Loan Program - Chapter III of Title 13 of the Code of Federal Regulations pertaining to the Economic Development Administration is revised to make technical changes, to clarify existing language and procedures, and to promulgate new regulations to implement the 1974 amendments to the Public Works and Economic Development Act of 1965. Most parts of the regulations are amended to increase coordination between federal, state and local governments in economic development efforts.

74-111 - DOL - Occupational Safety and Health Act of 1970 - The purpose of these regulations is to add a new part to the Occupational Safety and Health Act of 1970 setting out the policies and procedures by which the assistant secretary of Labor for Occupational Safety and Health, will give sufficient notice and opportunity for hearings on the withdrawal of initial or final approval of State plans in accordance with section 18 (f) of the Occupation Safety and Health Act. Copies are available.

Dialogue Necessary in Dealings Between Uncle Sam, Local Officials

Applications Due for CETA - 76

by Nancy ReMine
Manpower Project Staff

Peter M. Kelly
President, Kelly Scientific Corporation
Washington, D.C.

Because it became evident early in the history of the nation's crime control program that there was a problem of communication between federal agencies and state and local governments, a system of planners or planning coordinators was established.

Over the past four years, this system of planners — extending from the national capital to the smallest community — has proliferated with bewildering rapidity.

The Crime Control and Safe Streets Act of 1968, upon which the crime control program is based, was intended to work within the framework of the American system of representative government.

The Crime Commission, whose

recommendations influenced the structuring of the Act, agreed quite unanimously that the lack of analysis and planning at the local government level was the critical weakness in the crime control situation at that time.

Thus, the present, often frustrating, system of bureaucracy came about as part of an effort to assist, rather than to thwart, local governmental units.

LOCAL GOVERNMENT has been saddled with an assistance that in some parts of the country appears to be more trouble than it is worth. Further, the assistance, once in existence, is difficult to control or re-direct — at least from the local level.

County commissioners rightly criticize this complex organization as an additional arm of government and as a threat to traditional political channels. Responsibility

has drifted into the hands of individuals who in many cases — but not all — are surprisingly young and inexperienced.

There is, however, another side to the story. This bureaucracy was not established to harass, but rather to assist local government. The bureaucracy will certainly diminish, as elected officials assume their leadership responsibilities in the crime-control campaign.

A county that takes little or no interest in crime problems or crime control should, in all equity, receive no federal aid. A county that, through one circumstance or another, is at the national average for such support should receive about \$2.31 per capita. Therefore, a county of 100,000 population should receive \$231,000 per year.

The law is not structured, however, to spread the funds evenly, but rather to concentrate the funds where the problems are located. Hence, a county whose elected officials are both concerned and informed about their problems should be able to obtain sufficient funds to meet its needs — provided that the county demonstrates a willingness to invest its own funds, its own efforts, and its own leadership in meeting the problems.

TO COMPETE effectively for these funds, elected officials must understand their own county's budget. They must show that local funds, in partnership with federal funds, have more potential for effectiveness than either source of funds taken separately.

One of the first standards developed by LEAA's National Advisory Commission — although seldom given appropriate attention — advises planning for the combined use of local and federal funds.

The imperative need is to have informed officials at the local level. All decisions at the federal and even at the state level are necessarily inadequate because they are general and cannot apply with equal validity to all cities, counties and townships.

But one can't respond by merely rejecting the guidelines or recommendations. One must respond by showing an understanding of the purpose behind the guidelines, and appreciation of the over-all purpose of the program, and a convincing explanation of how the guideline should be modified to fit the needs of the particular community represented by the elected official.

Vince Lombardi said, "Individual commitment to a group effort — that is what a team work, a society work, a civilization work." Federal programs in the civil sector must represent a dialogue. One half the dialogue is the federal government speaking through and in cooperation with the state. And the other half of that dialogue is local elected officials.

Counties wishing to sponsor manpower programs during fiscal '76 must submit a pre-application to Manpower Administration regional offices by Dec. 31.

An announcement in the Nov. 29 **Federal Register** (P.41592) indicates that some additional counties may be eligible to run programs under the Comprehensive Employment and Training Act (CETA) if their populations have surpassed 100,000 since the 1970 Census. Those jurisdictions must document the population increase.

All applicants must submit the Pre-application for Federal Assistance form, Part I, contained in Federal Management Circular No. 74-7 (formerly OMB Circular A-102), with an attachment giving the following information:

- geographical area to be served;
- population of the area;
- certification that the jurisdiction has general governmental authority, which includes the power to levy taxes and expend funds as well as general corporate and police powers;
- certification that the plan will be developed in accordance with the act and regulations.

A consortium which has not changed membership since last year may submit a statement that the consortium will continue, signed by the consortium's chief executive officer, with the consent of all members. A formal renewal of the consortium, with all members' signatures, must be submitted by March 1.

The pre-application for new consortia, of course, must be signed by each consortium member.

For more information please call NACo's manpower project.

Sorry...

The Nov. 25 **County News** article on HRCs carried some erroneous information.

In Alabama, Hugh Lasseter is working with a 10-county substate region as the project target. Research has been mainly concentrated in Dallas County. This county has a population of 55,296. Selma is the only sizeable city in the region, population 27,379. The ten county area population is 223,862.

Major problems in the area include housing (48.3% substandard and 25.8% of those houses classified as substandard being classified as dilapidated), and health care (there is one physician from the State Health Department in Montgomery who is serving seven of the target counties as health officer, some counties have only one public health nurse). There are three hospitals in Dallas County alone. Dallas County also has a county health officer who serves Dallas and Wilcox counties.

Coming Events

December

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

January

- 15 — 17 **Maryland Association of Counties Annual Meeting** — Hunt Valley Inn, Baltimore, Maryland — Joseph J. Murnane — 301/268-5884.
- 15 — 17 **The Association of Minnesota Counties New Officials Meeting** — St. Paul, Minnesota — Ralph T. Keyes — 612/222-5821.
- 23 **Association of County Commissioners of Georgia Legislative Breakfast** — Hyatt, Atlanta, Georgia — Hill Healan — 404/522-5022.
- 22 — 24 **Utah New Commissioners' Workshop** — Jack Christensen — 801/359-3332.
- 27 — 29 **Arizona Association of Counties Annual Conference** — Phoenix — Richard Casey — 602/277-7444.

February

- 4 — 6 **Texas County Judges and Commissioners Conference** — Aggieldand Inn, College Station, Texas — Kenneth A. Douglas — 512/478-8753.
- 5 **Idaho Legislative Conference** — Boise, Idaho — Dean G. Huntsman — 208/345-9126.
- 25 — 27 **NACo 1975 Legislative Conference** — Shoreham Hotel, Washington, D.C. — Dorothy Sortor Stimpson — 202/785-9577.

AMERICAN COUNTIES TODAY

Dear County Official,

Many astute observers of the Washington scene are totally puzzled by Attorney General William Saxbe's announcement that he is filing anti-trust proceedings against the American Telephone and Telegraph Company.

The amazement comes on the question of priorities. We have oil companies, sugar companies, and all kinds of groups giving the public a colossal rip-off. We have crime, according to the Attorney General's own speeches, running at an ever-quicken- ing pace. We have such faulty law enforcement that organized crime is stealing the securities market blind, and the rise in white collar crime is astronomical.

We have only one utility in the United States that seems to run efficiently — and that's the telephone company.

Now we have the Attorney General forsaking all these other areas of his jurisdiction and launching an anti-trust suit against "Ma Bell". Saxbe has announced the suit will cost approximately \$70 million and will take 10 years. You can also bet that, in view of the fact that one government lawyer can generate a million dollars worth of questions every day, it is going to cost "Ma Bell" one hell of a lot more than \$70 million to defend herself.

The irony, of course, is that we will pay for both sets of lawyers in the form of federal taxes and increased telephone rates.

Perhaps we can get the Postal Corporation to take over the telephone company and solve the problems completely. If the telephone company comes to run as efficiently as the post office, we won't be able to communicate with each other at all, and the government should come to a complete halt.

THE NEW McCARTHYISM?

Samuel Archibald, chairman of the Fair Campaign Practices Committee, said in a recent interview in Campaign Practices Reports, that in the last election, "Many candidates wrapped themselves in a cloak of honesty and then went after their opponent...the nonchalant accusation, questioning your oppo- nent's patriotism and drawing on that time-honored technique — guilt by association."

As of mid-November there had been 51 formal complaints lodged against candidates for federal office as compared to a median of 67 for the 20 years in which the nonprofit public interest committee has existed.

A majority of the complaints alledge misinterpretation, falsification, and distortion of the facts; 58 per cent of the complaints have been filed by Republicans whereas in previous years the two major parties have lodged about the same number of complaints.

HUD COOPERATION

We are very pleased with the attitude on the part of the U.S. Department of Housing and Urban Development in involving NACo and other public interest groups from the start in developing regulations to implement the Community Develop- ment Act of 1974. We have been meeting regularly with top HUD officials since mid-August well in advance of the A-85 review process. This has resulted in final regulations which are responsive to county needs. We'd like to thank Secretary Jim Lynn, Undersecretary Jim Mitchell and Assistant Secretary Dave Meeker.

Sincerely yours,

Bernard F. Hillenbrand
Executive Director



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