

This Week

- Health care officials are trying to cope with influx of refugees, see page 3.
- Stifling noise pollution at the local level, see page 5.

Vol. 11, No. 49

COUNTY NEWS

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

December 17, 1979

NACo

Washington, D.C.

GRS Cut Clouds Fate of House Antirecession Aid

Recent moves in the House of Representatives to help governments hard hit by a recession have been complicated by the Senate Finance Committee's move to cut \$228.5 million out of the state's share of revenue sharing for this fiscal year. The Finance Committee took this action in response to the Senate's desire to force its authorizing and tax committees to lower their projected spending levels to meet the ceilings established by the second budget resolution.

If the House approves its countercyclical/targeted assistance bill, it will be sent to the Senate. There Sen. Lloyd Bentsen (D-Texas) is expected to attach an amendment to the House-passed countercyclical bill to reduce the state's share for revenue sharing. This action would make it procedurally difficult for the House and Senate to go to conference and get a bill out before the expected Dec. 21 recess.

As *County News* goes to press, the Rules Committee is voting on

the guidelines for consideration of the countercyclical bill on the House floor. Many amendments to the measure are expected and prospects for final passage cannot be determined at this time.

As a result of Committee Chairman Jack Brooks' strong leadership, the House Government Operations Committee approved a two-title amendment to the General Revenue Sharing Act which establishes a targeted and antirecession aid program, H.R. 5980.

The proposed bill would provide \$250 million in one-time, lump-sum payments to county and local governments in areas where the unemployment rate exceeds the national average.

The antirecession, or "countercyclical," part of the bill would give as much as \$1 billion to state and local governments hurt by a recession. It's unlikely the entire amount would be spent, however, since the second congressional budget resolution sets a ceiling of \$525 million for both parts of the program.

NACo supports H.R. 5980 as reported out of committee. The bill, if passed, will meet the Senate-passed

S. 566 in conference sometime next week where significant differences must be worked out.

As the first session of the 96th Congress ends, the countercyclical aid bill is a priority item for both the Administration and the House leadership. However, many feel that the legislation may suffer if it should be caught in a backlash of resentment on the Chrysler aid debate, scheduled at the same time.

It is hoped that the fiscal assistance measure will pass the House this session. It is not clear whether or not a conference can be completed this session. If it cannot, it will have to lay over until February.

What Is Your County Doing?



AN ACHIEVEMENT AWARD WINNER—Adams County, Colo. won an Achievement Award for its Santa Claus Shop. The 1980 search for imaginative solutions to county problems has begun. Let NACo hear from you.

In Adams County, Colo., volunteers are making the holidays a little brighter for needy children through their work at the Adams County Santa Claus Shop. The shop has received public and private support in its effort to provide free toys and gifts to youngsters 14 years old and younger. In addition, the countywide project brings together volunteers from all areas of the community.

The project, which received recognition in NACo's

1978 Achievement Awards program, is still going strong this year. Volunteers have been refurbishing used toys donated by the community and soliciting tax deductible donations from local merchants and private industry to buy new ones.

The 1980 New County, U.S.A. Achievement Awards program is already under way. The program will continue its goal of giving national recognition to county programs that have

improved the county's structure, management and/or services. All entries are judged on their own merit and are not in competition with similar programs in other counties.

County officials planning to enter the program should begin preparing their entries as soon as possible. For additional information and entry guidelines see page 2. An entry form will be available in the Dec. 31 issue of *County News*.

SPENDING LIMITS

Budget Arbiters Submit Bills

Several key lawmakers have introduced legislation to place limits on federal spending, in an effort to remedy what they consider to be a lack of fiscal restraint in Congress. The proposed bills (see page 2) seek to set caps on the level of total budget outlays contained in concurrent budget resolutions by limiting outlays to a percentage of Gross National Product (GNP). In fiscal '80, the level of total budget outlays constituted 21.9 percent of current GNP.

The sponsors of these bills have emphasized the need to grasp hold of the federal budget, parts of which are largely uncontrollable. However, most agree that the result of such legislation would be no-growth budgets. Instead, future debates would focus not on how much the pot

should grow, but how it should be divided.

Proposed legislation by Reps. James Jones (D-Okla.), Marjorie Holt (R-Md.), and Sens. Warren Magnuson (D-Wash.) and William Roth (R-Del.) set fiscal '81 outlays at 21 percent of current GNP, fiscal '82 outlays at 20 percent, and the Magnuson bill further reduces outlays to 19 percent of GNP for years after fiscal '82. The Domenici proposal restricts budget outlays to 20 percent of GNP in any calendar year and is potentially the most severe in cutting back fiscal '81 outlays. If economic trends remain largely unchanged, such budget limitations conceivably threaten to slash nearly \$50 billion dollars from fiscal '81 outlays.

See CONGRESS, page 2

House Passes CHAPs Bill

The House gave voice vote approval last week to the Child Health Assurance Act of 1979, H.R. 4962, after fighting off an attempt to end the entitlement status of the program and adding several amendments, including one on abortion.

The House bill extends and improves Medicaid coverage for children under 18 who are within two-thirds of the national poverty level and for women pregnant for the first time who are within 80 percent of the poverty level.

The Senate bill, S. 1204, was approved by the Senate Finance Committee earlier this year, and is now expected to be brought to the Senate floor in January. Earlier, Sen. Russell B. Long (D-La.) had considered including that bill in the national health insurance package which is expected to emerge from the Senate Finance Committee next year.

The Senate bill mandates coverage of children up to age six with coverage for children aged 7-21 at each state's option. Under the Senate version, the eligibility level is linked to the existing state income standard.

Although the House version is still far more liberal than the Senate's, several amendments approved on the

floor give Congress more authority over the program.

Rep. Dan Lungren's amendment, approved on a voice vote, establishes the authority of either house of Congress to veto the implementation of regulations within 90 days of their promulgation.

Rep. Steven Symms (R-Idaho), on a 226-162 vote, obtained approval of a four-year sunset provision for the law, and Rep. Robert Bauman (R-Md.), on a 235-155 vote, won support for his amendment, which prohibits use of all CHAP funds for abortions, except where the life of the mother is endangered. The amendment also gives states the option of withholding state funds for all abortions.

Rep. David Stockman (R-Mich.) offered the amendment to convert the program from an entitlement to one that is dependent upon annual appropriations.

—Janet Smith

As is tradition, *County News* will not be published the week of Christmas. Look for the next issue on Dec. 31.

Congress to Eye Budget Limitations

Continued from page 1

Rep. Robert Giaino's proposal limits federal spending to a percent of GNP and sets a ceiling on federal tax expenditures, a "backdoor" type of alternative spending which subtracts tax credits from income tax. Under his bill, federal spending would be limited to 28.5 percent of GNP in fiscal '81, followed by 28 percent in fiscal '82 and dropping to 27.5 percent by fiscal '83. Current combined federal spending is 28.5 percent, according to the latest Congressional Budget Office estimates.

The ability of the Congress to enact new programs, if a spending limitation is enacted, will depend not only on the limitation, but also on Congress' willingness to limit or cut existing programs, and the cost of new programs such as a national health insurance plan. Under each of the proposed pieces of legislation, the amount of spending would be reduced during recessions and increased during expansions. This procyclical approach is considered by many to pose a serious problem to Congress' ability to stimulate the economy during periods of economic hardship. A special Rules Committee panel soon will begin reviewing the spending limit proposal, and House leaders say that a vote on the Jones' bill could come early next year.

—Karen Eisner

Forms Due from Urban Counties

The "CD Connection," a HUD-funded program, offers urban counties receiving community development block grant funds an opportunity to share technical assistance at little or no cost to the county. Six weeks ago community development offices in 84 urban counties were sent technical assistance survey forms. In order for a county to participate in the "CD Connection," the surveys must be completed and returned to NACo as soon as possible. If there are any questions, please contact Patricia Woods of NACo, 202/785-9577.

Correction

An article on the county coroner/medical examiner office in the Nov. 19 issue of *County News* reported that a Florida man had drowned after suffering a heart attack which had been caused by "radioactivity emanating from a swimming pool light." It should have identified "electric current leakage" as the cause of the attack.

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Jones



Giaino



Holt



Magnuson



Domenici



Roth

Proposed Congressional Spending Limitation Legislation

Bill

H.R. 4610
James Jones
(D-Okla.)

Purpose

Limits levels of total budget outlays contained in concurrent budget resolutions

Spending Limits

- Fiscal year ending Sept. 30, '80, an amount equal to 25 1/4 % of 1978 GNP
- Fiscal year ending Sept. 30, '81, an amount equal to 24 % of 1979 GNP
- Fiscal years ending after Sept. 30 '81, an amount equal to 23 % of GNP for last complete calendar year

Requirements for Suspension

Submission of a presidential report to Congress prior to adoption of concurrent resolutions, explaining an existing economic or national security emergency; inclusion of such a statement in the concurrent resolutions

H.R. 5371

J. Jones (D-Okla.)
(later bill)

Same as H.R. 4610

No adoption of a first concurrent budget resolution unless the level of total budget outlays does not exceed 21 % of GNP for fiscal year ending Sept. 30, '81, and 20 % for fiscal years ending after Sept. 30, '81

Presidential submission of a detailed explanation of reasons for suspension, included as part of budget message, or before committees consider concurrent resolutions. Submission of report and budget committees' recommendations to both Houses, followed by passage of a resolution in both Houses suspending the limitation

H.R. 6021

Robert Giaino
(D-Conn.)

Limits levels of total budget outlays and tax expenditures contained in concurrent budget resolutions (Title I); establishes procedures for making loans and loan guarantees, under federal credit programs, subject to the congressional budget process (Title II)

Title I: Combined outlays and tax expenditures could not exceed 28.5 % for fiscal '81, 28 % for fiscal '82 and 27.5 % for fiscal '83 and after
Title II: In fiscal '81, new federal credit activities would be subject to the appropriations process. In fiscal '82 and after, target ceilings for credit activities would be set in the first budget resolution. In fiscal '83 and after, a binding ceiling in the second budget resolution would be set.

Title I: Majority of both Houses can suspend the limitation if warranted by emergency conditions.
Title II: Legislation breaching the ceilings would be subject to a point of order.

H.R. 6056

Marjorie Holt
(R-Md.)

Limits the levels of total budget outlays contained in concurrent budget resolutions, and imposes ceilings on federal credit activities, specifically loans and loan guarantees

Same as H.R. 5371 (Jones) and Title II of H.R. 6021 (Giaino)

Same as H.R. 5371 and Title II of H.R. 6021

S. 2039

Warren Magnuson
(D-Wash.)

Same as H.R. 5371 (Jones)

- For fiscal year ending Sept. 30, '81, an amount equal to 21 % of GNP
- For fiscal year ending Sept. 30, '82, an amount equal to 20 % of GNP
- For fiscal years ending after Sept. 30, '82, an amount equal to 19 % of GNP

Same as H.R. 5371 (Jones)

S. 2059

Pete Domenici
(R-N.M.)

"Congressional Budget Limitation Act of 1980"

Limits level of total budget outlays for any concurrent budget resolution in any calendar year to 20 % of GNP.

Limitation can be waived by a two-thirds vote in each House

S. 2090

William Roth
(R-Del.)

Same as H.R. 5371 (Jones)

Same as H.R. 5371

Same as H.R. 5371

CERTAIN AREAS EMPHASIZED

Time for 1980 Achievement Awards

On the eve of a new decade, NACo launches its 1980 New County, U.S.A. Achievement Awards program—giving national recognition to progressive county developments that demonstrate an improvement in the county's structure, management and/or services. Programs are evaluated on the basis of their own merits—not in competition with programs in other counties.

Information on some of the programs receiving recognition will then be made available to others with similar problems, either in response to a direct request to NACo or through the *Living Library* catalog. This year's entries are expected to be especially valuable as counties evaluate their accomplishments over the past ten years.

GUIDELINES

The deadline for submitting case studies is Feb. 15.

Please note the slight changes in format from previous years. This year, the accomplishments section requires a brief summary of the purpose of the program, the problem or issue involved and the method of

solution. The background section includes the method of financing the program.

In discussing future prospects, the case study might also include how the ideas or techniques described could be adapted to other areas of the county's structure, management and/or services.

The Achievement Awards program is open to all counties—not just counties which are members of NACo. Entries from counties of all sizes, structures and traditions are encouraged.

In preparing entries, please follow these requirements:

- The county must be involved in the program/project;
- The accomplishments must be sufficiently documented (awards cannot be granted for programs in the planning stage).

OF SPECIAL INTEREST

While case studies in every area are welcome, this year a special call is being made for entries in the following areas:

Management Strategies: organizational improvements such as departmental reorganization and new ways

of assigning staff, for example, by using teams.

Labor/Management Relations: innovations in labor laws and public liability insurance, preparing for collective bargaining, training supervisors in grievance administration, developing expertise in negotiating pensions, alternative work schedules, overtime scheduling, job classification consolidation (cross-training) and use of automated systems, i.e., computerized employee benefit systems.

Rural: planning, comprehensive planning and growth management in counties with populations under 50,000; data processing systems for rural counties.

Funding: programs or projects using nongovernmental funding sources such as private foundation money.

Health/Mental Health/Developmental Disabilities/Long-Term Care: community mental health and retardation programs, home health programs and other county-based activities that help people remain in the community rather than being sent to institutions; programs coor-

inating human services (e.g., interagency committees or other management structures).

Section 504 (Nondiscrimination on the basis of handicap): examples county compliance with Section 504, especially those making programs (not necessarily facilities) accessible; emphasis on employment, reasonable accommodation, service delivery; use of local handicapped advisory committees.

Fire Protection and Emergency Management: public education, fire prevention and safety systems (smoke detectors and sprinklers), fire protection planning and management, fire suppression services, emergency medical services; civil defense or disaster preparedness and recovery operations, warning systems, emergency operations centers and vulnerability reduction (e.g., floodplain zoning).

We will be discussing financial management, transportation and employment in future issues of *County News*. An entry form will be printed in the Dec. 31 *County News*. For more information, contact Lynn Lambert at NACo.

Counties/Cities as Urban Partners

Counties and cities as partners in providing people and places in distress was the theme of a recent meeting of NACo between local government officials and the Department of Housing and Urban Development.

NACo's executive director Bernard Hillenbrand opened the conference, which grew out of a report being prepared by NACo for HUD on the role of counties in a national urban policy, by citing examples of city-county cooperation.

He noted that counties and cities have worked together on such federal programs as general revenue sharing, energy and community development, and acknowledged that counties have provided valuable support for welfare reform even though the direct benefits for them are limited. The conference was held by NACo under a contract with HUD.

"There is an increasingly strong partnership between cities and counties," Hillenbrand said, adding that he hoped the conference would contribute to the "ongoing business of identifying places where we can work together."

Acknowledging that some barriers to intergovernmental cooperation do exist, the group called for increased communication among local officials and less interference by the federal government.

Some other solutions suggested include:

- The creation of forums for bringing together county and city officials

such as the Council of Mayors in Tarrant County, Texas.

- The need to overcome the initial reluctance to intergovernmental cooperation by demonstrating the efficiency and cost savings of merged or consolidated services.

- A revamping of federal legislation to encourage cooperation as is now done in the CETA program.

- The development by states of ways for resolving disputes over authority and boundaries.

- The development of state financial incentives for consolidating particular activities.

- Federal "rethinking" on the issue of whether it is better to target populations who happen to be in incorporated central cities more than those in other incorporated places or unincorporated ones.

- The need for changing state constitutions to permit or encourage modernization of county government.

John Gunther, executive director of the U.S. Conference of Mayors, who followed Hillenbrand, noted the importance of changing federal policy which "makes cooperation (among local governments) difficult or prejudices against it."

"Federal policy should be neutral—not pushing cities and counties into cooperation," he said, "but not retarding cooperation either."

URBAN REPORT FOR 1980

Franklin James, head of the urban



EMPHASIS ON COOPERATION—Overcoming barriers between cities and counties was the theme of a recent meeting at NACo. Shown, from left, are County Judge Howard Bozeman, Knox County, Tenn.; David Herring, city councilman, Birmingham, Ala.; and Ben Erdreich, commissioner, Jefferson County, Ala.

policy staff at HUD, explained that the department was sponsoring the meeting and the research report because the President is required to submit an urban policy report to the Congress every two years.

James noted that the first report published in 1978 "didn't adequately address the structure of local government and particularly counties." He called this problem both an "oversight" and a "serious mistake."

James explained that HUD was sponsoring the NACo research, to fill a gap in urban policy thinking. He noted that counties "have a tremendous potential" in dealing with the problems that HUD's report will be addressing.

NACo's consultant Hal Hovey, in summarizing the NACo draft report, emphasized three major points:

- The size and capacity of county governments for dealing with places

and people in distress are great;

- A substantial number of "target" populations exist outside of central cities;

- The extent of cooperation between counties and cities is large and growing. This includes fiscal relief to troubled central cities by counties. (Such cooperation was found in all 21 counties that were studied.)

EXAMPLES OF COOPERATION

Participants devoted much time to citing specific examples of city and county cooperation. Some of the efforts included: a council in Fort Worth, Texas where county and city representatives meet regularly to seek solutions to common problems; a city/county jail facility in Tarrant County, Texas; a city/county convention center in Birmingham, Ala.; city/county community action pro-

grams; a city/county administrative office complex in Knox County, Tenn., and a neighborhood security patrol for inner city residents operated by Milwaukee County, Wis.

County officials attending the meeting were: Commissioner Ben Erdreich, Jefferson County, Ala.; Susan Sternberger, special assistant to the County Executive, New Castle County, Del.; Richard Glaman, director of intergovernmental relations, Milwaukee County, Wis.; County Judge Howard Bozeman and Melissa Ziegler, community development director, Knox County, Tenn.; County Judge Mike Moncrief and Ed Jackson, planning and management director, Tarrant County, Texas; and Bill Dodge, Allegheny County, Pa. Other conference participants included representatives from the cities of Fort Worth, Knoxville, Milwaukee and Birmingham.

Refugees Create Local Health Care Problems

County and city health officials last week offered a detailed accounting of their problems in providing health care to Indochinese refugees. During the wide-ranging and spirited discussion with Karen Deasy, special assistant to HEW Secretary Patricia Harris for refugee affairs, and Dr. Robert Fischer, Public Health Service coordinator for refugee programs, two major concerns were expressed.

One was the lack of coordination among federal, state and local bureaucracies. The other was the small amount of funding available to local health departments for the provision of high-cost health services to new refugee populations, a sizable number in some areas.

With limited staff and funding, some health officers expressed the fear they will soon be placed in the position of having to ration their services. Since a high proportion of health services are locally funded, this could result in denying care to those who paid for the service in the first place—the local taxpayer. There will be a backlash," warned Dervyn Silverman, San Francisco health director. "I don't want to see Americans fighting the refugees for services."

THE PROBLEM

Currently, Indochinese refugees are entering the country at a rate of 4,000 per month, with the greatest numbers in 11 states: California, Texas, Pennsylvania, Louisiana, Washington, Illinois, Virginia, New York, Oregon, Minnesota and Florida. The Administration estimates 88,000 Indochinese refugees will be admitted in fiscal '80, and another 88,000 in fiscal '81. The number of refugees from Vietnam, Laos and Cambodia will total some 563,000 by Sept. 30, 1981.

The Indochinese Refugee Assis-

tance Program (IRAP), which is up for reauthorization this week, provides 100 percent federal funding for medical (primarily Medicaid) costs. However, a wide range of problems has emerged. Because Medicaid is state-administered, benefits and reimbursement rates for services vary considerably. Thus, some counties cannot collect anywhere near what they spend on services to refugees.

Louis Polk, health officer of Philadelphia, noted that the Medicaid rate for ambulatory visits provided by the Philadelphia health department is less than one-third the real cost. Moreover, since that health department is not specifically certified for Medicaid reimbursement of drugs, Dr. Polk said, he is unable to collect IRAP dollars for the expensive drugs required by the many refugees suffering from intestinal parasites and other illnesses.

Dr. William Elsea, president of the National Association of County Health Officials (NACHO), noted that in still other counties, like Fulton County (Atlanta), Ga., health departments are not eligible to collect Medicaid payments for any services provided. Even where health departments are eligible, some voluntary agencies are discouraging refugees from applying for Medicaid, for fear that would preclude other family members from entering the country, he said.

Health officials also noted that states, in order to contain all Medicaid spending, limit the number of facilities that are certified for Medicaid reimbursement and impose other barriers which make it difficult to become part of the reimbursement system. Even though there is 100 percent federal reimbursement of those medical services provided under IRAP (instead of approximately 50 percent, as under all other

Medicaid programs), it is felt these same practices are affecting the IRAP program as well.

NEW APPROACHES

During the meeting, Deasy agreed to try several new approaches to the problems outlined:

- More direct contact with local health officials. Until now, communications have been funneled through the states.

- Preparation of an information package describing the federal role in refugee resettlement, including the specific health screening procedures used overseas. This package will be

mailed to all health officials, to give them a clearer understanding of their own role.

- Involvement of local officials in HEW's efforts to resolve health service reimbursement problems and try to fill gaps in coverage.

- Encouragement of closer coordination between the voluntary agencies that contract with the State Department to help refugees resettle in U.S. communities and the local officials responsible for providing many services. One major problem in refugee resettlement has been the lack of uniformity in procedures established by these agencies in

carrying out their responsibilities.

In a subsequent meeting of state and local health officials, Dr. Julius Richmond, assistant secretary of health, noted that it would be a "sizeable overload" for local health departments to provide health care services to all refugees. One major concern of health officials is that 70 percent of refugees being screened have parasites, some types of which are transmittable, and another 12 percent have hepatitis.

"If some of these people look for jobs as food handlers, we could be in trouble," said Dr. Silverman.

—Janet Smith

CALENDAR PLANNER

Future NACo Conferences

Annual

Clark County
Las Vegas, Nevada
June 29-July 3, 1980

Jefferson County
Louisville, Kentucky
July 11-15, 1981

King County
Seattle, Washington
July 10-14, 1982

Milwaukee County
Milwaukee, Wisconsin
July 9-13, 1983

Legislative

Washington Hilton Hotel
Washington, D.C.

March 1-5, 1980

March 3-6, 1981
February 20-24, 1982
February 26-March 2, 1983

Western Interstate Region

Ada County
Boise, Idaho
April 22-26, 1980

City and Borough of
Anchorage
Anchorage, Alaska
April 7-11, 1981

Yellowstone County
Billings, Montana
April 27-May 1, 1982

Maricopa County
Phoenix, Arizona
April 1983

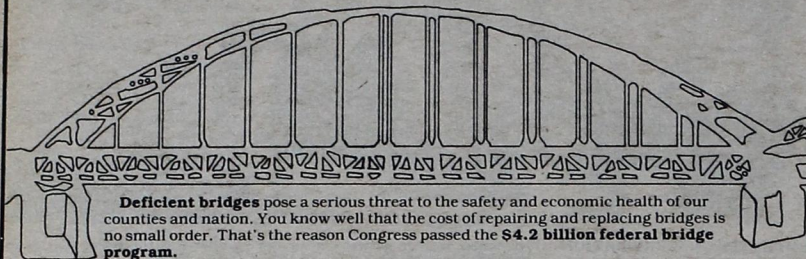
NACETA Employment Policy

Bexar County
San Antonio, Texas
November 23-26, 1980

New Orleans Parish
New Orleans, Louisiana
December 6-9, 1981

Los Angeles County
Los Angeles, California
October 24-27, 1982

Help for Your Bridges Is on the Way



Deficient bridges pose a serious threat to the safety and economic health of our counties and nation. You know well that the cost of repairing and replacing bridges is no small order. That's the reason Congress passed the \$4.2 billion federal bridge program.

To make sure that counties get their fair share of these funds, NACo, through its research arm, NACoR, and the National Association of County Engineers, are sponsoring a series of regional meetings to bring you up-to-date on provisions of the program. We will address such topics as:

- Funds available for county projects
- Inventory and inspection procedures
- Bridge ratings
- Project selection
- Regulations on design standards and consultant agreements
- Historic preservation

The meetings are based on Federal Highway Administration (FHWA) regions. You must attend the meeting in the FHWA region that includes your state since the meeting will be designed for that region.

MEETING TIMES

Meetings begin the first day at 1:30 p.m., following a get-acquainted buffet luncheon beginning at 11:30 a.m., and run from 8:30 to noon the second day.

REGISTRATION

Your pre-registration fee of \$25 covers buffet luncheon, costs involved in a cash-bar reception, coffee and soda breaks, and a packet containing the latest information on the bridge program and technical resources. If you do not pre-register, an on-site fee of \$30 will be charged. To pre-register, complete the form below and return to Marlene Glassman at NACoR.

HOUSING

To secure hotel accommodations, make your own reservations directly with the hotel. Be sure to indicate you will attend the NACoR bridge meeting to take advantage of special room rates for NACoR's block of rooms.

FHWA Region 8

(Colorado, Montana, North Dakota, South Dakota, Utah, Wyoming)

Denver, Colorado
Jan. 10-11

The Plaza Cosmopolitan
1780 Broadway
Denver, Colo. 80202
303/861-9000

Housing room block deadline: Dec. 20

FHWA Region 4

(Alabama, Florida, Georgia, Kentucky, Mississippi, South Carolina, Tennessee)

Atlanta, Ga.
Jan. 31-Feb. 1

Ladha Continental
100 Tent Street N.W.
Atlanta, Ga. 30309
800/241-5513 (toll free)
404/892-6800 (Georgia residents)
Housing room block deadline: Jan. 24

FHWA Region 9

(Arizona, California, Hawaii, Nevada)

Burlingame (San Francisco), Calif.
Jan. 24-25

Hyatt-Burlingame Hotel
1333 Old Bay Shore Highway
Burlingame, Calif. 94010
415/342-7741

Housing room block deadline: Jan. 10

FHWA Region 6

(Arkansas, Louisiana, New Mexico, Oklahoma, Texas)

Dallas, Texas
Feb. 14-15

Hyatt Regency at Reunion
300 Reunion Blvd.
Dallas, Texas 75207
214/651-1234
Housing room block deadline: Jan. 24

MEETING REGISTRATION FORM

Return this form to NACoR no later than ten days prior to your region's meeting.

Pre-registration: \$25

On-site registration: \$30

Name _____
(Last) (First)
Title _____ County _____
Address _____
City _____ State _____ Zip _____
Telephone _____

- ☐ Enclosed is my check for \$25 made payable to NACoR
I will attend the following regional meeting:

- ☐ FHWA Region 8
☐ FHWA Region 9
☐ FHWA Region 4
☐ FHWA Region 6

For office use only:

Check No.

Date Received

RETURN THIS FORM TO: Marlene Glassman
NACoR
1735 New York Avenue N.W.
Washington, D.C. 20006

For more information, contact Marlene at NACoR: 202/785-9577

Matter and Measure



1980 RESEARCH AND MANAGEMENT CONFERENCE

Dear NACEr's:

The 1980 NACE Research and Management Conference will be held in Orlando, Fla. at the Dutch Inn Feb. 27-29. In addition to the regular committee work sessions, this 20th annual conference will include discussion of such topics as: computer systems, dealing with public employee unions and tort liability.

Conference registration and housing forms have been mailed to all NACE members. The registration fee for members is \$90 and \$40 for spouse, if it is returned by Feb. 15. If you register after Feb. 15, the fee will be \$10 more each for member and spouse. NACE members are encouraged to take advantage of this "early bird" savings.

Guest rooms have been blocked for the meeting at the Dutch Inn at the rate of \$50 per night for a single or double. NACE has arranged for these room rates for NACE members and spouses to be in effect for three days prior and three days following the conference for any vacation plans you may have at that time.

A special note: the Arnold Palmer Bay Hill Classic golf tournament will be held in Orlando Feb. 28-March 2.

Don't delay. Make your plans now for the 20th annual NACE Research and Management Conference.

—Herbert O. Klossner
NACE President

NATIONAL MAXIMUM SPEED LIMIT COMMENT EXTENDED

The Federal Highway Administration (FHWA) and the National Highway Traffic Safety Administration (NHTSA) have extended the comment time for an amendment to final rules governing certification and monitoring requirements for the 55-m.p.h. national maximum speed limit. While comments were originally due Nov. 26, the agencies have extended the comment deadline to Jan. 4. For a copy of the Nov. 5 *Federal Register* where the extension notice is published and/or the notice of the amendment to the final emergency rules, contact Chuck Reidbord at NACo.

The only change to the existing speed monitoring certification requirements (23 CFR 658.7) in extending its effective period will be:

- To require supplemental data collection during each quarter of the 12-month period ending Sept. 30, 1980 that "free-flow" speed monitoring would be scheduled. The current wording requires that the supplemental data collection be accomplished during the third and fourth quarters of the 12-month period ending Sept. 30, 1979;
- Allow a change over to automatic machine-based-all-traffic speed monitoring during the speed monitoring year.

Send comments before Jan. 4, 1980 to: FHWA Docket No. 78-4, Notices of Federal Highway Administration, Room 4205, HCC-10, 400 Seventh Street S.W., Washington, D.C. 20590.

UTILITY WORK AREA TRAFFIC CONTROL A/V's

The Institute of Transportation Engineers (ITE) has developed an audio visual training program called "Traffic Control for Utility Work Areas." Focusing on the safe movement of traffic through a utility work area, the training program can be used as self-instructional or can train groups of any size. Audiovisuals help show work methods related to utility work areas. A backup handbook is also available that serves as a reference guide.

The program includes two audiovisual presentations entitled, *Guidelines for Work Area Traffic Control* (series No. 510) and *Work Area Traffic Control Methods* (series No. 520). The reference guide handbook is simply entitled, *Work Area Traffic Control Handbook* (series No. 530).

For more information contact: Institute of Transportation Engineers, 1815 North Fort Myer Drive, Arlington, Va. 22209, 703/527-5277.

NACo Associate Director for Environment Leaving

Robert Weaver, associate director for environment, energy and land use, is leaving NACo this month to pursue a consulting and legal career in San Antonio, Texas. Weaver joined NACo in February of 1976.

While with NACo's research arm, Weaver directed the water quality, clean air, coastal zone management and noise control projects.

His legislative assignments included the Agricultural Land Protection Act, appropriations for the Environmental Protection Agency and the Land and Water Conservation Fund, the Coastal Zone Management Act and amendments to clean air and water legislation in 1977.

He was also responsible for obtaining grants and contracts for agricultural land protection, solid waste and energy.

The environment, energy and land use team staffs NACo's Environment and Energy and Land Use and Growth Management Steering Committees, the National Association of County Planning Directors and the

National Association of Park and Recreation Officials.

"Bob Weaver has been a real asset to NACo and has worked hard to represent county interests in various land use and environmental programs," said Bernard F. Hill, NACo executive director. "We wish him the best of luck in his new endeavors."

Before joining NACo, Weaver was legislative counsel to the Office of Land Use and Water Planning at the Department of the Interior. He is a native of Lincoln, Neb., graduate of the University of Nebraska and College of Law, and a member of the Nebraska Bar.

While in San Antonio he will be affiliated with Harbridge House, an international consulting firm based in Cambridge, Mass. and Washington, D.C. His wife, Jerilyn Weaver, joined Harte-Hanks Communications, Inc., a national communications corporation with headquarters in San Antonio.

LAND USE/NOISE CONTROL

Beginning the Process

QUIET COMMUNITIES, ECHO

Counties/Feds Make Joint Attack on Noise

Helping—rather than regulating—is the core of two noise abatement and control programs being conducted by the Environmental Protection Agency. Neither of these successful programs adopts strategies most commonly found in the federal government, namely harsh mandates or thick, spiral-bound studies. Instead, "hands-on" assistance is what the Quiet Communities and Each Community Helps Others programs are all about.

Quiet Communities Program

In September 1977 EPA launched its first Quiet Communities research and demonstration project in Allentown, Pa. One of three pilot projects, its purpose was to demonstrate the application of the best available techniques for local noise control. Two additional pilot QCP demonstrations were started this past June in Spokane, Wash., and Kansas City, Mo. The programs include a community noise assessment program, local noise control strategy development, noise control legislation, and an enforcement program.

The emphasis of the Quiet Communities Program, notes an EPA official, is total community involvement and action, aided by EPA guidance and fiscal support. Allentown and the other communities, for example, were able to involve their older citizens in the survey and evaluation phases of their noise programs by securing additional funds under Title IX of the Older Americans Act.

So far, Allentown has completed its noise assessment and program development stages; the effectiveness of its noise ordinance and enforcement program will be evaluated in mid-1980. Spokane and Kansas City are currently in the comprehensive assessment stage, identifying their noise control needs. A research and demonstration report in mid-1981 is expected to document these pilot program experiences.

In October, the EPA administrator announced the award of almost \$2 million to implement a nationwide Quiet Communities Program. Some \$485,000 went to 15 states and the District of Columbia to help them assist localities in creating effective noise control programs;

\$900,000 went to 10 universities which are to act as Regional Technical Assistance Centers to assist state and local noise programs by providing training and expertise; \$113,000 went to 11 communities so that they could establish or strengthen their local noise control capabilities. For example, St. Louis County, Mo. received a \$10,000 Local Cooperative Agreement Award to be used for these purposes.



The ECHO Program

The other EPA program which has received enthusiastic local "reviews" is Each Community helps Others or ECHO. Over 50

communities so far have received technical assistance from more than 25 community noise advisors (CNAs), volunteers from communities with successful noise control programs.

A community interested in ECHO assistance should contact the closest EPA regional office which may set up a "peer-match" with a noise advisor who is best able to understand the problems of the particular community. Usually, this is an advisor in the same or neighboring state. A one or two-day working session (either for training or assessment/technical advice) is then arranged at the convenience of the noise volunteer and the requesting community. Travel and related expenses are paid out of ECHO funds. Relying on their own experience, the noise advisors address everything from ordinance drafting to acoustical surveys, educational programs, and enforcement procedures.

Lon Loken, a noise advisor from Bloomington, Minn., notes that "ECHO is a very effective program. If we can get nearby communities involved in noise control, it helps our own community," he says. The advisor from the staff of the Metropolitan Washington D.C. Council of Governments, Dr. Donna Dickman, calls her participation in ECHO "a very positive experience." Her training workshops in Fairfax County and Norfolk, Va. were well-attended and well-received, and ECHO funding helped her

bring in Dr. Paul Herman, a Portland (Ore.) noise expert, for additional expertise.

Rockland County (N.Y.) health official Carl Dornbush is a noise advisor in that state. While New York local governments have taken a slower approach to instituting noise control programs, Dornbush has been active in conducting workshops with groups such as the New York State Association of Conservation Commissions which then act as liaisons with local governments, encouraging management programs.

Positive results of the ECHO program are being witnessed in communities around the country. Norfolk's noise control experiences are being shared with other Tidewater communities. Anchorage, Alaska recently passed a noise control ordinance, with the help of an Oregon noise advisor. Noise abatement programs continue in Spokane and Kansas City.

Anchorage, Fort Dodge, Iowa, and several other communities now have effective noise control programs and ordinances as a result of their ECHO participation. In fact, the only real problem that has surfaced, points out one noise control volunteer, is the volunteers finding enough time in their own busy schedules to give to the program.

ECHO is no longer a pilot experience; it is a full-fledged EPA technical assistance program in operation across the United States. In fact, ECHO is such an innovative and successful program, Susan Oswald of Anchorage notes, "Every time we have asked for support, we've gotten an immediate response from ECHO. I am so enthusiastic about ECHO, I encourage other cities to seek ECHO's help."

NACO encourages counties to become involved as well. Contact your EPA Regional Office Noise Representative for information.

NACoR Project Offers Help

NACO's long-term commitment to the abatement of noise pollution continues with a new noise control project, to be carried out by the National Association of Counties Research, Inc. under a grant from EPA's Office of Noise Abatement and Control.

The project has three main thrusts:

- To identify counties of different sizes with typical noise/land use conflicts, either actual or potential. This information will help EPA give counties realistic technical and financial support as part of the agency's comprehensive noise strategy.
- To identify counties which are using land use planning and controls to prevent and mitigate noise impacts. Case studies of a number of these counties will provide a look at some imaginative uses of planning and regulatory authority. Examples might include comprehensive planning, planning and regulation of recreational lands (e.g., regulation of off-road vehicles), 208 sewer and water quality planning, airport planning.
- To disseminate information on federal noise

control programs and activities and get reactions from elected and appointed county officials to these policies. This exchange of information can lead to creative solutions to the problem of noise on the part of counties and assistance from the federal government which is responsive to local needs.

NACO's Environment and Energy Steering Committee has long recognized land use planning and control as a basic tool for counties wishing to alleviate and avoid noise pollution. NACO's current chairman for noise abatement is Martha Pennino, vice chairman, Board of Supervisors, Fairfax County, Va.; vice chairman is Patricia Cowan-Scaggs, legislator, Jackson County, Mo.

Please contact us if your county is currently involved in (or thinking about) using the land use planning and control process for noise control purposes. And call or write to help us explain the kinds of noise/land use conflicts and concerns your county has, so that we can get this information back to EPA. Call or write Lee Epstein, Noise Control Project, NACoR, 202/785-9577.

Where Help Is Available

Regional Technical Assistance Centers

- Region I:** University of Hartford (Connecticut), College of Engineering
Region II: Rutgers University (New Jersey), Cook College
Region III: University of Maryland, Department of Mechanical Engineering
Region IV: North Carolina State University, Mechanical and Aerospace Engineering Department
Region V: Illinois Institute of Technology Research, Engineering Division
Region VI: University of Texas at Dallas, Graduate Program in Environmental Sciences
Region VII: University of Iowa, Wendell Johnson Speech and Hearing Center
Region VIII: University of Colorado, Department of Aerospace and Engineering Sciences
Region IX: University of California at Berkeley, Campus Research Office
Region X: University of Washington

State Assistance Awards

- California:** Department of Health Services, Office of Noise Control
Colorado: Department of Health
Connecticut: Department of Environmental Protection, Noise Control Unit
Delaware: Department of Natural Resources and Environmental Control, Air Resources Section
Florida: Department of Environmental Regulation
District of Columbia: Metropolitan Washington Council of Governments
Minnesota: League of Minnesota Cities
Nebraska: Department of Environmental Control, Noise Control Section
New Hampshire: Bureau of Occupational Health, Division of Public Health Services
New Jersey: Department of Environmental Protection, Office of Noise Control
New Mexico: Health and Environment Department
North Dakota: Department of Health, Division of Environmental Engineering
Ohio: Department of Health, Bureau of Environmental Health
Oregon: Department of Environmental Quality, Noise Control Section
Utah: Department of Social Services, Bureau of Radiation and Occupational Health
Washington: Department of Ecology

FHWA Workshop Plots Strategy

Federal agency representatives joined county and city officials in Washington, D.C. recently to help develop a plan for fostering awareness in local decisionmakers about land use planning for noise compatibility. The Federal Highway Administration was seeking the assistance and recommendations of local officials so that it could better direct its information efforts and technical assistance strategies regarding land use planning for noise control.

At the workshop, held Oct. 22-23 at NACO, the task force of 11 officials was introduced to current FHWA and other federal noise/land use policies and programs as well as to the experiences that some local governments have already had with noise control and land use planning. (Fairfax County, Va., for example, has fully integrated noise concerns into its subdivision and building regulations through its Public Facilities Manual.)

Up to now, FHWA's noise control responsibilities have involved making determinations and predictions of noise impacts upon already developed land, and then developing noise abatement approaches—usually centered around

constructing barriers or altering roadway alignment. Other highway noise abatement techniques generally eligible for federal funding include traffic control measures, the insulation of public buildings, and the limited acquisition of undeveloped land for use as buffer zones. The main problem, however, is that land use planning, which should be a central preventive technique, is not eligible for federal funding, and that federal noise impact evaluation is only required of already developed areas.

After reviewing a strategy that an FHWA contractor had developed for "getting the word out," the task force made clear what it thought the best methods for assistance would be:

- **Information:** Clear, high-quality materials should be created for elected officials, and technical materials for staff should also be developed;
- **Meetings:** Sessions and booths should be scheduled for annual conferences, perhaps using land use and growth management themes;
- **Direct Technical Assistance:** FHWA should place resource person(s) in interested communities for intensive, short-term assistance, then use these experiences for case study dissemination;

See HIGHWAY, page 6

Noise Legislation Stalled

Legislation to reauthorize the Noise Control Act is currently snagged in Congress. The bill, stressing quite community activities rather than research and development for standard-setting, passed the Senate in June with a \$15 million authorization (\$2.1 million over the Administration's request). The House Committee on Interstate and Foreign Commerce passed a similar reauthorization bill, while the House Public Works Committee, requesting the bill under its sequential referral privilege, reduced the authorization to \$11 million by reducing the funding of state and local programs, and also by inserting a congressional veto of EPA regulation.

The reauthorization bill remains stuck in the House, pending consideration of some important aircraft noise legislation. That bill, H.R. 3942, the Aviation Safety and Noise Reduction Act, is a House version of Sen. Howard Cannon's bill, S. 413, that opponents charge would allow more aircraft noise, produce less safety, and fuel inflation.

Transportation Secretary Neil Goldschmidt has said he will recommend a presidential veto of H.R. 3942. He favors, instead, passage of the pending legislation to extend the Airport and Airway Development Act of 1970, which proponents argue would both promote safety and mitigate noise.

Currently, House and Senate conferees are meeting to decide the future of the aircraft noise bill. At issue is whether the airlines will be given a time extension to quiet their noisy jets. NACo opposes granting the airlines more time than they already have been allotted to quiet their planes.

NACo strongly supports the noise control reauthorization bill reported by the House Committee on Interstate and Foreign Commerce. However, passage of either the reauthorization or the aircraft noise legislation remains in doubt for this session.

Highway Impacts under Study

Continued from page 5

• **Inter-Community Technical Assistance:** Use a "peer-match" program and help elected officials lead workshops at state or regional levels, where interest in noise control and land use planning has been expressed.

County and city officials agreed that a public awareness campaign needs to be carefully targeted and managed, so it does not contribute to the flood of paper that now overwhelms local government officials. Up-to-date costing and funding information, for example, is needed by county and city officials.

The major point should be, as Fairfax County's Ed Gorski emphasized, that land use planning and related noise control should not be automatically associated with "way-out environmental control" or no-growth politics; instead, more sensibly, noise control should be just another consideration to be taken into account in the everyday planning process. If FHWA can get that word out, their strategy will be successful, he said.

Harter Rupert, who heads the Noise and Air Quality Branch at FHWA, summed up by promising that *whatever* the end product of its thinking process is, FHWA's strategy will certainly involve "closer contact with and more attention to local government."

Case Studies of Local Noise Programs Offered

Three EPA case studies on local noise control programs are available for distribution. Program histories of Hillsborough County, Fla., San Diego, Calif., and Colorado Springs, Colo., may be obtained by writing to: Case Studies, State and Local Programs Division ANR-471, Office of Noise Abatement and Control, U.S. EPA, Washington, D.C. 20460.

This supplement was prepared by Lee Epstein, noise control project, NACoR.

ALTERNATIVES WEIGHED

Acquiring Land to Build an Airport

Editor's note: Like many major areas across the country, the City and County of Denver is facing the need to expand and modernize its regional airport. One alternative is to relocate airport operations to an entirely new site which is free from congestion and conflicting land uses. This was one topic discussed at a recent public meeting in Denver. L. Russell Freeman, a private consultant and engineer, who formerly served as the deputy regional administrator for the U.S. Environmental Protection Agency in San Francisco, developed the following paper in response to some of the issues raised at the public meeting.

One of the first considerations in relocating a major public facility is the need to acquire land many years in advance of the opening. Since most of the funding for an airport must come from its users, the necessity to spend money well in advance of availability of service presents a difficult problem.

Another aspect of the airport land problem is the need to provide a large buffer zone for "restricted use," both to provide space for transportation-related activity and to rule out the possibility that the facility would prove incompatible with other land use activities. One problem at the present Denver airport is that homes have been built within areas that are affected by noise and other overflight considerations. Another problem is that commercial development and airport-related ground transportation are pressing in on residential areas. If a multibillion dollar investment is made to relocate the airport into areas where these problems would not exist, then some attention needs to be directed toward insuring that the same problems do not reoccur.

Conventional wisdom dictates that sufficient land for a buffer zone must be purchased or somehow controlled. Options seem to be to:

- Buy buffer zone land outright;
- Buy rights to develop the land;
- Use taxing authority in order to discourage inappropriate development of the land;
- Use zoning power to discourage inappropriate development of the land;
- Finally, employ some combination of these alternatives.

Almost any of the options, however, have serious drawbacks. Outright purchase of land presents the demand for a large capital outlay years in advance of the time when revenues will begin coming in from airport operations. And while the cost of development rights, another option, may be much less than the cost of land acquisition, this "solution" also presents the same financing obstacles.

Zoning and taxing options are generally viewed as "adverse condemnation," i.e., owners look at the process as if the state or county were taking away their rights and expectations for earnings. As a practical matter, these expectations are very real. When a major airport is located at a previously undeveloped site, the land value will increase enormously.

The amount of increase in value, though, depends a great deal on whether the pattern of development is balanced and orderly. If there is a hodgepodge of growth similar to the kind which threatens the existing airport, the increase in value will be considerably less than would be potentially possible.

Master-Owner Approach

One way to achieve balanced growth is to develop a master plan with the "teeth" of enforcement. This is the so-called "zoning"

approach, although it can be sweetened by taxes and incentives.

Another way is to have one owner responsible for the entire region. The master-owner can then place development to maximum advantage at the airport site, and it will be to his economic advantage to do so. Of course, there may be certain mandatory "requirements" imposed on the owner, such as: clear space at the end of runways or dedicated open space and public use facilities. In turn, the master-owner will be able to get maximum value from uses that can be developed within this framework.

The master-owner concept overlooks one important point, however, namely that the airport itself is a public facility—its primary function being to serve the public. But while it may be considered inappropriate for private enterprise to "own" the airport, private enterprise could own the land. It is common for governments to lease the right to build and operate public service facilities on public land. The same kind of cooperative venture could be set up to permit operation of a public facility on privately owned property.

Chartering the Corporation

To further guarantee protection of the public interest, a specially chartered corporation could be established for the purpose of acquiring and owning the airport property and the buffer zone. The corporation would raise capital by issuing stock. It should also be able to acquire property at the airport site for stock. In other words, present owners would be allowed to maintain an equitable interest in the venture.

In this case, the basic premise in drawing up a charter for a public land acquisition corporation is that a piece of undeveloped land will undergo a substantial increase in value when an airport is developed on it. The increase in value will be even greater if a balance of ground transportation, commercial services, and open space develops around the airport, and if

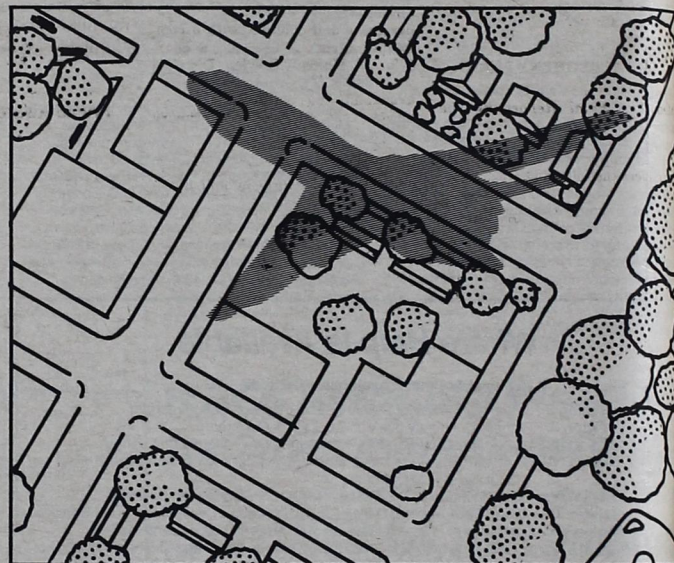
incompatible land uses are precluded. The charter of the corporation should be drafted to insure that this result occurs, and that the basic goal of the facility itself is not impaired.

If the traditional sources of funding were used to acquire the airport property, part of the increase in land value would normally accrue to local government (e.g., to the airport authority). However, there is no good way for either local government or their taxpayers to obtain any benefit from appreciation in the value of government-owned property. Furthermore, since publicly owned land is usually exempt from property tax, public ownership can become a liability to taxpayers, rather than a benefit. By giving special attention to taxes in the enabling legislation, one should be able to create a situation in which the public corporation offers a reasonable balancing of equities between owners of stock and local taxpayers.

One further argument supports the idea of a corporate owner. A Denver Regional Airport will serve residents many miles away from the metropolitan region. The corporation approach will allow many of those persons to invest in creation of the facility.

There will undoubtedly be problems with creation of an airport land corporation. State enabling legislation will almost surely be required. The company charter will need to include limitations which protect the public service nature of the airport function.

There will also be differences of opinion over the sharing of expected value increases between stockholders and the general public as represented by local governments and taxpayers. However, the corporation approach has one major advantage: it treats the situation as an investment opportunity, rather than a financing problem. In the absence of airport revenues, conventional public financing will almost surely translate into some form of a tax. This is a cycle that can and should be broken.



Airport Planning Funds Being Cut Back

As the Administration tightens its collective belt, the pinch is felt across the broad range of federal programs. Planning funds always seem a primary target and the fiscal '80 budget for the Federal Aviation Administration (FAA) is no different than others in this respect.

Last year's FAA budget allocated \$15 million for aid to airport sponsors to assist them in planning, the purchase of land as noise buffers, construction of noise barriers, and other noise control techniques. This year, not only have these grant funds been cut to \$10 million, but the new legislation puts planning and development money into one small pot. What this means is that, depending upon the proclivities of the airport sponsor, while some of the grant money

may go to planning and noise abatement, most of the money could go into "pouring concrete" for the airport. The reduction of an already inadequate funding source (when compared with the expected fiscal '80 Airport Development Aid Program total appropriation of about \$610 million), is made worse by the fact that these funds are wedded to provisions allowing airport operators to use their grants for either planning or development.

As before, these grants may only be used by airport sponsors. If the grant goes to an areawide planning agency, the airport sponsor must be a party to the grant.

One FAA source conceded that while these

funding levels and new legislation might pose problems for airport noise abatement planning, the central problem is still persuading the local jurisdictions responsible for land use planning and control around airports to use their zoning authority and other controls to ensure noise compatibility. This is especially true where airports belonging to one jurisdiction are surrounded by land owned or controlled by another jurisdiction. Despite the severe limitations on federal financial assistance to the airport operator to purchase land as a noise buffer, the surrounding jurisdiction still needs to assume its responsibility to zone and control land development in order to provide noise control protection for its citizens.

Allegheny Outlines Future Plans for Elderly

ALLEGHENY COUNTY, Pa.—How can we improve long-term care services to our current elderly population? What will we need to do to meet the full range of long-term care needs of older persons in the future? These are perplexing questions which face many county officials today.

In November 1978, the Allegheny County Board of Commissioners under the leadership of Chairman Jim Flaherty, set out to find some answers about the best ways to plan for the care of the elderly. Today, after six months of intensive work, the county has established a long-term care plan and is already working to implement some new ideas to help meet the current and future needs of older county residents.

Thomas J. Foerster, recently re-elected as county commissioner, notes that "with the ever increasing elderly population in Allegheny County, the needs of the elderly are of the utmost importance." He describes the countywide planning effort as "extremely successful in beginning to make the necessary changes needed to assist our elderly population."

Allegheny County, which is located in the western portion of the state, includes the City of Pittsburgh as well as surrounding suburban areas. In 1977, 12.8 percent of the county's population or 195,679 people were 65 and over; 5 percent or 75,630 people were age 75 and over. The county estimates that in 1985 persons 65 and over will total 203,737 or 14.7 percent of the population; those age 75 and over will number 76,897 or 5.7 percent of the county total.

THE ALLEGHENY PLAN

The Allegheny County plan, entitled *The Final Report by the Planning Committee on Long-Term Care for the Elderly*, was published in June. Comprehensive in scope, the plan covers the following areas: service delivery structure, community resources, in-home care, community health care, housing alternatives, transportation and institutional care. The report is designed to be practical, suggesting who needs to do what, why, when, where and how in order to provide effective long-term care for the county's older population.

Allegheny County's plan is similar to the kind of dynamic long-range comprehensive planning documents which are being developed in Contra Costa County, Calif.; Lee County, Miss.; Rensselaer County, N.Y.; Plymouth County, Iowa; and Summit County, Ohio with the assistance of NACo's research arm. These

plans, however, differ from the Allegheny County plan in terms of duration and level of detail. In each of the NACoR-assisted counties, plans are being developed to meet the many needs of all persons age 60 and over through the year 2000. Action steps will include countywide projects as well as specific programs to be implemented in subcounty service areas.

MAJOR COMMITMENTS

According to Theresa Niedziela, staff coordinator for the Planning Committee on Long-Term Care, the county's plan represents a major commitment on the part of all segments of the community to improve long-term care services to older persons. Over 70 citizens, state and local elected officials and public and private service providers participated in the project for at least six hours a week over the six month period. Local funds were used to finance the planning effort.

The report was then turned over to county staff persons assigned to work on the project. "This is not a report to put on the shelf," notes Niedziela. "We plan to use it to get things done."

Central to the implementation of the plan is a major change in the service delivery structure of Allegheny County. The Planning Committee recommends the creation or designation of an umbrella agency which would be responsible for countywide planning, evaluation, resource development, consumer participation, public information, advocacy and coordination. The umbrella agency would, in turn, designate and contract with a community agency in each of the county's 12 Human Service Districts to provide for, or to ensure the availability of, client need assessments, case management, primary health care, housing assistance, senior centers, consumer and community involvement, resource development and recruitment and placement of volunteers.

BEGINNING STEPS

The county has taken four steps in implementing the recommendations contained in the plan. First, a model Human Service Center will be constructed in Human Service District 3 in Turtle Creek, east of Pittsburgh. The center will provide a coordination point for public and private agencies dealing with health care, housing, needs assessment, placement, licensing of facilities and preparation of individual care plans. A senior center program, including case management, will be

located at the center.

Second, the county has applied for an HEW research and demonstration grant and HEW Model Project funds. If awarded, these monies will be used to: (a) research the financial and program implications of the individualized assessment, planning, and management approach to long-term care; (b) obtain waivers from Medicare and Medicaid so that present funds can be used to pay the cost of innovative care or service, and (c) de-

velop the forms, procedures and policies necessary to support the interdisciplinary approach to individualized long-term care.

The third aspect of Allegheny County's current implementation effort involves the use of community development block grant funds to renovate existing facilities for use as alternative housing for the elderly.

Fourth, concentrated efforts are being made to influence federal and state legislators to change regula-

tions which limit flexibility in providing long-term care.

Following an assessment of the outcome of these efforts, the county will proceed with plans to implement the coordinated long-term care system. For further information about comprehensive community planning for the elderly or to share news of your comprehensive planning efforts on behalf of older persons, please contact the aging program at NACoR.

—Carol J. Fraser, NACoR

NACPRO 1980 Awards Program



National Association of County Park and Recreation Officials

Each year, the National Association of County Park and Recreation Officials (NACPRO) presents a series of awards for exceptional contributions to the field of parks and recreation. As a professional and a member of NACPRO, you are invited to submit nominations of persons and organizations you feel merit recognition.

AWARDS TO PARK AND RECREATION PRACTITIONERS/AGENCIES

Organizational Award. Presented to a county park and recreation agency, whose county is a member of NACo, conducting activities in the parks and/or recreation field whose programs are considered to be exemplary during the past year. Up to two will be awarded.

Fellow Award. Presented to a park and recreation professional and NACPRO member who has performed an outstanding job over a period of years, providing outstanding professional leadership at the local, regional, state and/or national levels. Up to two will be awarded.

Lifetime Award. Presented to a retiring park and recreation professional who has been a member of NACPRO. Consideration based on individual's contribution and service to the field. Number awarded not limited.

AWARDS TO OTHER PARK AND RECREATION CONTRIBUTORS

Friend Award. Presented to a lay individual or a public or private organization that has responded in an unusual manner in making a major contribution to benefit park and recreation programs or facility development at any level of government. Can include elected officials other than those on the county level, such as state or federal legislators. Number awarded not limited.

Board/Commission Award. Presented to a park/recreation board member or to a county commissioner who has contributed significantly to the benefit of park and recreation programs or facility development within his/her governmental jurisdiction. Up to two may be awarded.

PROCEDURES

- Each NACPRO member may submit up to two nominations. Deadline for receipt is Feb. 8, 1980. Submit to: Frank Stramler, Kern County Parks and Recreation Department, 1110 Golden State Avenue, Bakersfield, California 93301.

- Nominations will be evaluated by the Awards Committee and selections made by the NACPRO Board of Directors at the NACo Legislative Conference meeting in March. Award presentations will be made at the NACo Annual Conference in July.

- Attach nominee support documentation or additional sheets in the following order:
Brief history of individual or organization. (If individual, include such personal items as clubs, organizations, schools attended, family, hobbies, etc.)

If applicable, provide professional or related experiences of individual or organization.

Identify individual or organization publications which have been of significance to the field, community or country.

Explain in detail the contributions made by the nominee which you feel merit the receipt of award recognition. (This is the most important element of the award submittal.)

Attach any additional documentation which you feel is pertinent to the nomination.

- Though the Awards Committee seeks detailed support documentation, please keep information submitted as precise as possible, as some information will need to be duplicated for the Committee's evaluation. Additional information may be requested if needed.

- Three copies each of all documentation is required.
- NACo staff contact: Arleen Shulman

Guidance Given for State Energy Assistance Plans

Guidelines for state participation in the \$1.35 billion Supplemental Energy Allowance Program for fiscal '80 were outlined at a recent meeting at the National Governors' Association by Ira Goldstein, director of HEW's Division of Policy, and Ed Feil, director of the Energy Crisis Assistance Program of the Community Services Administration.

These guidelines have been developed to implement P.L. 96-127, signed by the President Nov. 27, which authorized the program to help people with low incomes cope with increased energy costs.

According to the agency spokesmen, there are four plans from which a state may choose:

- Plan A: an HEW-developed flat

grant plan for AFDC recipients;

- Plan B: a flat energy assistance plan for those who are not AFDC recipients;

- Plan C: transfer of funds to agencies administering the Community Services Administration's energy crisis assistance program;

- Plan D: a state-developed plan.

A state which chooses to develop its own plan may take the approach used by the federal government under plan A or B or may design its own approach and submit it for approval. The state may also choose to use a portion of its funds under one plan and a portion under another.

These plans will be addressed in more detail in subsequent editions of *County News*.

Name of award nominee _____

Position title (if individual) _____

Address _____

City _____

State _____

Zip _____

Check award category:

Friend of Recreation ☐ Board or Commission Member ☐

Fellow ☐ Lifetime ☐ Organizational ☐

Award Sponsor _____

Position title and/or organization _____

Address _____

City _____

State _____

Zip _____

(Phone) _____

