

This Week

1978 Budget
and Work Plans,
Pages 5-12.

Vol. 9, No. 49

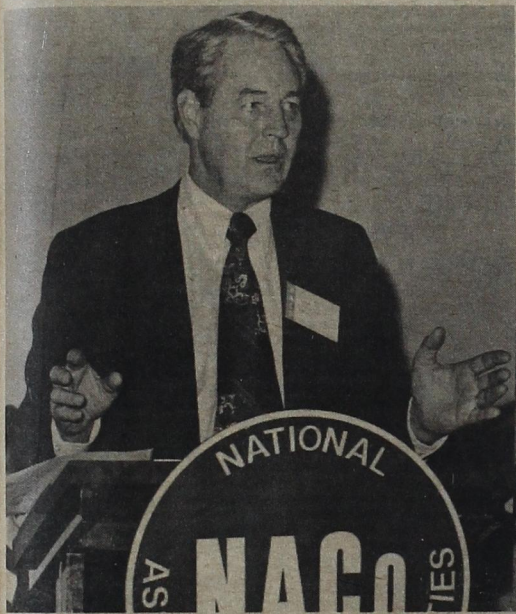
COUNTY NEWS

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

Dec. 12, 1977



Washington, D.C.



NACo President Bill Beach presides at the NACo Board of Directors' meeting Dec. 1-2 in Washington, D.C.

'BASE PROGRAMS ON NEED'

Board Delivers 1978 Priorities

WASHINGTON, D.C.—"Design programs based on need, not geography. And include counties in the planning of them." This was the message counties delivered to Congress and the Carter Administration when 75 members of the NACo Board of Directors met here Dec. 1-2.

NACo President William O. Beach, Montgomery County, Tenn., who presided at the board sessions, said county officials are concerned that efforts to serve concentrations of need through federal programs will overlook the same needs elsewhere.

He said, "County programs for health, welfare, jobs, community development, transportation and a host of others must serve inner cities, fringe cities, suburbs and rural areas."

Charlotte Williams, commissioner, Genesee County, Mich. and NACo 1st vice president, cited the example

that the unemployment rates are equal for black youth in central cities and in suburban and rural America.

"A PROGRAM that serves needs in only one geographic area is a dog that won't hunt," NACo Executive Director Bernard F. Hillenbrand declared.

Frank Francois, councilman, Prince Georges County, Md. and NACo 2nd vice president said the board took issue with federal advisory councils that do not include seats for county officials and adopted a specific resolution objecting to the failure of the Secretary of the Department of Health, Education and Welfare to appoint any elected county officials to the National Council on Health Planning. (See story, page 17.)

Roy Orr, commissioner, Dallas County, Tex. and NACo 3rd vice

president along with Gene Dishner, administrator, Scott County, Va. and NACo fiscal officer both emphasized the board's frustration that federal legislation has not been enacted on welfare reform, a comprehensive energy plan and the clean water amendments.

The board and its subcommittees identified the following issues of immediate concern to counties:

Welfare Reform: Welfare reform is the top priority of the nation's county governments. In 1976 counties spent more on welfare than any other single function—over \$7 billion. NACo supports the broad outlines of President Carter's welfare reform proposal. Counties believe the proposal is an excellent starting point and urge Congress to move ahead quickly with legislation. County taxpayers must have immediate fiscal relief. The property tax can no longer bear the burden of skyrocketing welfare costs.

Employment: All adult Americans who are able, willing and seeking work should be given opportunities for useful paid employment at fair wages. Consequently, NACo supports the reenactment of the Comprehensive Employment and Training Act as an important vehicle for achieving this national goal. County government subscribes to a multi-year extension of CETA as a major priority.

Community Development: NACo is concerned that the emerging Federal Urban and Regional Policy may effectively polarize cities versus counties. Language in the latest draft talks about "cities and people in distress." This presumes that distress or distressed people are found only in cities, and that only cities are responsible for dealing with them. County governments have a role to play in the solution of these problems, and their role must be reflected in federal policy. The focus must be on distressed people without regard to where they live.

See BOARD, page 17



Conferring on a point are 3rd Vice President Roy Orr, right, and Fiscal Officer O. Gene Dishner.



Reviewing the budget are 1st Vice President Charlotte Williams and 2nd Vice President Frank Francois.

NACo Gains Ground in Welfare Bill Markup

WASHINGTON, D.C.—The special House subcommittee on welfare reform last week approved three NACo-supported concepts in the President's welfare reform proposal, H.R. 9030.

At press time, the panel voted to "cash out" the food stamp program.

On Dec. 9, the subcommittee voted to provide cash assistance through a consolidated federal program with uniform national eligibility standards. It also agreed that benefits should be paid for single persons and childless couples and to

the working poor, despite two separate moves on the part of members to exclude able-bodied persons under 40 from coverage.

Members further agreed to try to vary eligibility standards according to regional cost-of-living differentials.

THE CONSOLIDATED federal program would replace three of the largest welfare programs, Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI), and food stamps.

NACo has supported giving individuals cash rather than food stamps, i.e., "cashing out" the program.

Chairman of the House Agricultural Committee, Rep. Thomas S. Foley (D-Wash.), a member of the welfare subcommittee, expressed strong opposition to cashing out food stamps since his committee had just extensively revised the program.

House Ways and Means Chairman Al Ullman also spoke out against cashing out the stamps and led ef-

forts to retain the program.

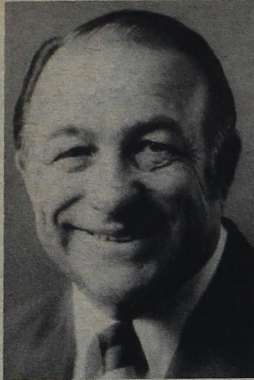
Ullman has expressed skepticism about the Carter proposal and has developed an alternative which would keep the AFDC, SSI and food stamp programs intact, but with administrative changes to simplify the system and reduce costs.

Ullman's incremental approach also attempts to simplify the complicated fiscal provisions and to make fiscal relief available to counties not later than 1980.

The exact shape of the bill is un-

clear. Because of the congressional recess and different conference committees, the subcommittee has found it difficult to collect enough members to vote. It is likely that most of the key issues in the welfare reform package will be voted on after the first of the year.

Following the decisions on broad concepts to be included in the bill, staff will draft specific language for review. The food stamp vote is certain to influence the shape of the welfare reform package.



Petitti

PROGRAM TO FEATURE PAYMENTS-IN-LIEU

Plans Set for WIR Meeting

PALM SPRINGS, CALIF.—Last week at a meeting of the NACo Western Interstate Region Board Jack Petitti, WIR president, announced the final plans and program for the 1978 NACo Western Region Conference set for Feb. 7-10 in Riverside County.

Petitti on behalf of county officials in the 13 western states has invited all county officials throughout the country to attend this conference to discuss issues of common concern. "This conference represents an important occasion in the West," Petitti

said, "because it will be the first meeting since the merger of the NACo Western Region District and the Interstate Association of Public Land Counties." These two organizations, representing counties in the West, voted earlier this year to merge and form the Western Interstate Region as a district of NACo.

Petitti also indicated that this conference will be the first for NACo since implementation of the federal Payments-in-lieu of Taxes Act. The act recognized the tax immunity of federal lands in 1,600 counties nation-

wide and was hailed by NACo as "The Good Neighbor Legislation of 1976" when it was enacted.

"Federal critics have challenged the continuation of the Payments-in-lieu of Taxes Act," said Petitti, "so it is doubly important for county officials to get together and continue working for the successful implementation of this program—as they did for its enactment."

INTERIOR SECRETARY Cecil Andrus will be invited as a keynote speaker to discuss issues on land,

water, energy, and agricultural policy. Forrest Gerrard, director of the Bureau of Indian Affairs, has also been invited to discuss Indian county jurisdictional issues.

Congressional leaders on NACo's number one legislative issue, welfare reform, also have been invited, as have congressional leaders on rural development and payments-in-lieu of taxes, to give county officials an opportunity to meet with them personally.

Highlights include:

- Feb. 7: all day federal grant and legislative briefing;
- Feb 8-9: general sessions on national issues facing county governments in the West. Implementation of the Payments-in-Lieu of Taxes Act, Indian/county jurisdictional issues, welfare reform, and rural development.
- Feb 9-10: workshops on payments-in-lieu, agricultural land preservation, medical care for illegal aliens, unemployment insurance, county airports, federal land use programs, programs for the elderly, controlling health costs, CETA reemployment of public service jobs, water resources policy, multi-county regionalism, sanitary land fill, wilderness study, nursing home costs, youth employment, solar energy, welfare programs, energy impact, elderly employees, rural development, Alaskan lands and a workshop on "How to Work with the News Media."

1978 NACo Western Region Conference

Sponsored by NACo Western Interstate Region

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

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

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

(Complete a separate form for each delegate.)

Conference Registration (Make payable to NACo)

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

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

Please print:

Name _____ (Last) _____ (First) _____ (Initial)
County _____ Title _____
Address _____
City _____ State _____ Zip _____ Tele. (____) _____

Hotel Reservations (Make payable to Riviera Hotel)

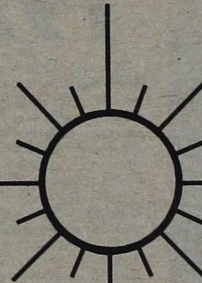
- To guarantee hotel reservations, requests must be postmarked by Jan. 7. (No housing reservations made by phone.)
- Guaranteed housing in the Riviera Hotel will be available only to those who preregister for the conference.
- A one night room deposit is required by the hotel and a check made payable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

Please print:

☐ Single (\$43) Occupant's Name _____
Arrival Date/Time _____ Departure Date/Time _____
☐ Double/Twin (\$55) Occupant's Names _____
(2 people)
Arrival Date/Time _____ Departure Date/Time _____
Suites available upon request.

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

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



Tentative Schedule Outline

Tuesday, February 7

- 2-5 p.m. Steering Committee Meetings
- 3-6 p.m. WIR Board Meeting

Wednesday, February 8

- 9 a.m.-12 noon Steering Committee Meetings
- WIR Resolutions Committee
- 2-4 p.m. Affiliate Meetings
- NACo Board Meeting

- 5-6 p.m. Opening General Session
- 6-7:30 p.m. WIR President's Reception

Thursday, February 9

- 9-10:30 a.m. Four concurrent workshops
- 10:45 a.m.-12:15 p.m. Four concurrent workshops
- 2:15-4 p.m. Two concurrent workshops
- 4-6 p.m. Two concurrent workshops

Friday, February 10

- 9-10:30 a.m. Four concurrent workshops
- 10:45 a.m.-12:15 p.m. Four concurrent workshops
- 2-4 p.m. WIR Business Meeting
- 7-10 p.m. Annual Banquet

COUNTY OFFICIALS attending the conference will also have the opportunity to participate directly in the development of NACo policy on federal legislation Feb. 8 when the following NACo steering committees will meet: Health and Education, Public Lands, Employment, Welfare and Social Services, and Home Rule and Regional Affairs.

Many of the affiliates of NACo will also meet at the conference. The National Council of Intergovernmental Coordinators will hold its day-long Federal Aid and Legislative Briefing, open to all conference delegates on Feb. 7.

Other NACo affiliates meeting include: National Association of County Recorders and Clerks, National Association of County Planning Directors, National Association of County Manpower Officials, and National Association of County Administrators.

A meeting of officials interested in forming a National Association of County Health Facility Administrators has also been scheduled. "Never before have so many important issues been facing counties in the West," Petitti stated. "County leaders must work together to meet these challenges and this conference provides the opportunity. It should be one of the most successful in NACo history," Petitti concluded.

The conference will be hosted by Riverside County at the Riviera Hotel in Palm Springs. Hotel and conference registration forms are available at left.

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Disclosure Securities Bill Introduced

WASHINGTON, D.C.—Sen. Harrison Williams (D-N.J.) along with Sens. William Proxmire (D-Wis.) and Jacob Javits (R-N.Y.) has introduced the Municipal Security Full Disclosure Act of 1977 which would require governments issuing municipal securities to prepare annual reports and distribution documents.

The legislation, S. 2339, amends Securities Exchange Act of 1934. Under that law as amended, local governments are currently exempt from all but the antifraud provisions of the regulations.

The proposals will be referred to the Senate Committee on Banking, Housing and Urban Affairs, chaired by Sen. Proxmire. Hearings are expected early next year.

The bill would require those issues of municipal securities with more than \$50 million in currently outstanding debt to prepare annual reports and reports of events of default. These reports would comply with specific rules to be developed by the Securities Exchange Commission (SEC). Local governments with less than \$50 million in currently outstanding debt would not be affected by this provision.

Distribution documents would be required to be prepared and distributed by an issue prior to any offer or sale of municipal securities. This provision would apply to all localities regardless of size of issue or amount of outstanding debt.

The legislation would exempt from the annual report and distribution document requirement localities where the state requires substantially similar disclosures. The bill, thus, attempts to encourage the role of the state in municipal securities regulation.

Items that the bill would require to be included in an annual report are: detailed financial statements, descriptions of the issues, changes or interruptions in operations over the last five years, borrowing policies, debt and debt structure, legal limitations on indebtedness, tax authority, significant economic and demographic data, major taxpayers, revenue sources other than taxes, government assistance, pending legal proceedings which might affect outstanding securities, pension and retirement plans, holdings of securities by trust or pension funds.

IRS: Public Pension Plans Must Report

WASHINGTON, D.C.—Governmental units with employee benefit plans must file annual returns with the Internal Revenue Service (IRS), a requirement which has raised several legal questions.

IRS takes the position that the Employee Retirement Income Security Act (ERISA) applies to public plans for reporting and taxing purposes. This determination was made administratively, without input from or consultation with state and local public interest groups.

SINCE APRIL 21, the IRS officials have sent out notices about an extension of the filing date to Dec. 31, 1977, and a revised form (5500 or 5500C) for the filing requirements.

NACO and other government-related organizations have raised questions concerning the authority of IRS to regulate state and local retirement benefit plans. The Municipal Finance Officers Association has developed a memorandum on the application of IRS rules to public plans, providing arguments on behalf of state and local governments regarding IRS positions.

Public interest groups, including NACO, recently met with Com-

missioner Jerome Kurtz, Assistant Commissioner Alvin Lurie, and other IRS officials in an attempt to postpone the Dec. 31 filing deadline indefinitely. Several arguments were presented on behalf of state and local governments, but IRS officials stood firm.

SEVERAL BILLS have been introduced in Congress which would explicitly exempt state and local government retirement systems from the reporting requirements. Sen. Richard Stone's (D-Fla.) bill (S. 1587) has several co-sponsors and he has requested that Sen. Russell Long (D-La.), chairman of the Finance Committee, hold hearings as early as possible next year. Rep. Jack Cunningham (R-Wash.) has introduced an identical bill on the House side. NACO has endorsed both bills and is encouraging quick action.

In light of congressional action and a possible federal suit by the Massachusetts Retirement Law Commission, state and local public interest groups seek an indefinite postponement.

Counties should consult with legal counsels on this issue, and call Ann Simpson at NACO if more background is needed.

Elderly May Lose 'Lifeline'

WASHINGTON, D.C.—Elderly people are in danger of losing assistance from Congress with their electricity bills this winter.

Last week House-Senate conferees dropped from consideration a NACO backed bill that would require utility companies to charge elderly people no more for electricity than large industrial users pay.

The bill, the Electrical Lifeline for the Elderly Rate Reform Act (S.1364), was introduced by Sen. Gary Hart (D-Colo.). With active support from NACO, it was approved by the Senate 56-36.

Conferees headed by Sen. J. Bennett Johnston (D-La.) stated that although they were eliminating the bill from consideration, they would return to it if the other conference considering the energy package does not pass a tax credit for the elderly designed to offset high electricity bills.

However, a tax credit would not provide relief to many elderly people whose incomes are so low they pay no income tax. Furthermore, Sen. Russell B. Long (D-La.), who is among the conferees considering the tax measure, may not support the tax credit.

Without Long's endorsement, it appears doubtful the tax credit will pass. And if Johnston is not careful to coordinate his schedule with Long and the other conferees, the Lifeline measure may not be reconsidered.

County officials should contact the conferees and urge timely reconsideration of the Lifeline measure which is preferable to the tax credit.

House conferees are: Harley Staggers (D-W.Va.), Thomas Ashley (D-Ohio), Al Ullman (D-Ore.), Richard Bolling (D-Mo.), Thomas Foley (D-

NACO Asks Carter's Help in Releasing Clean Air Funds

WASHINGTON, D.C.—In letters to President Carter and Environmental Protection Agency (EPA) Administrator Douglas M. Costle, NACO has requested their help in releasing funds to implement a portion of the Clean Air Act.

Section 175 of the Clean Air Act states that the administrator shall make financial assistance available to local governments for participating in the revision of the State Implementation Plans (SIP). These funds are necessary to aid local governments with the completion of this major and often-complicated task. Financial assistance is particularly important for achieving clean air in areas that have not attained congressionally mandated standards. Equipping local governments to do this job will help bring about attainment of these standards more quickly.

NACO UNDERSTANDS that the Office of Management and Budget (OMB) has been reluctant to seek such funding under Section 175 from Congress. OMB's feelings were confirmed at a recent Air Quality Conference which was conducted by NACO in conjunction with the National Governors' Association and the National League of Cities.

Early appropriation of such funding is vital if county governments are to actively participate in the revisions of the State Implementation Plan. The deadline for submitting such revisions for areas that have not yet attained federal ambient air quality standards is January 1979.

In addition, these funds are important to encourage local participation in the designation of the agencies to work with state governments in the revision process which, according to

the act, must be completed by this February.

In the letter to the President, NACO asked for his support and assistance in loosening the funds from OMB.

"In view of your commitment to encourage local government in the improvement of environmental quality, we would like to request your help in seeking a supplemental appropriation at the earliest time possible equal in amount to the \$75 million authorized under Section 175."

IN ADDITION to NACO's letters to the Administration, the Senate Public Works Committee (the committee responsible for the clean air legislation) has sent a letter to President Carter emphasizing the need for quick financial assistance under Section 175.

The letter to NACO's Executive Director Bernard Hillenbrand states:

"We have written the President urging that all \$75 million be included in the first supplemental budget request sent to the Congress next year. We wanted you to be aware of our concern and thought you might also want to let the President know of the need for providing funds for the development of cooperative air pollution clean-up efforts."

The letter was signed by Sens. Jennings Randolph (D-W.Va.), Lloyd Bentsen (D-Tex.), Quentin Burdick (D-N.C.), Edmund Muskie (D-Maine), Robert T. Stafford (R-Vt.), John Chafee (R-R.I.), Daniel Moynihan (D-N.Y.), Gary Hart (D-Colo.), John Culver (D-Iowa), Malcom Wallop (R-Wyo.), Mike Gravel (D-Alaska), and Wendell Anderson (D-Minn.).

Sens. Pete Domenici (D-N.M.), James McClure (R-Idaho), and

Howard Baker (R-Tenn.) did not sign the letter.

NACO officials in Massachusetts who are represented by House Majority Leader Tip O'Neill and Rep. Edward Boland (D) should communicate these same thoughts to these House members as soon as possible. Both O'Neill and Boland have influential positions as far as supplemental EPA appropriation requests.

NACO HAS already talked directly with President Carter's aide responsible for energy and environmental matters, Kitty Schirmer, and will soon be talking with staff at the President's Council on Environmental Quality.

At this point, neither Capitol Hill nor White House staff seem to know the exact reason for the negative response from OMB. What does seem apparent is that loosening these needed funds for implementation of the Clean Air Act (Section 175) will be a tough job, and furthermore, that pressure on OMB must be heavy.

The earliest time that Congress would consider a supplemental budget request is after Christmas recess. Because of all the other pressing legislation, it is highly unlikely that an EPA supplemental budget request will even be considered before spring.

Letters expressing your concern may be addressed to President Carter, Ms. Katherine Schirmer, Old Executive Office Building, Room 235, Washington, D.C. 20500. If you have any further questions please contact Chris Ann Goddard at NACO-RF.

Social Security

Key Provision Stalled in Conference

WASHINGTON, D.C.—House and Senate conferees began working on a compromise Social Security financing bill last week to restore the financial soundness of trust funds.

The chairman of the joint conference committee, Sen. Russell Long (D-La.), indicated that a compromise on key provisions may be delayed until sometime in January. He stated that he preferred to consider the legislation along with the Administration's tax reform measures, and has postponed further consideration of the bill indefinitely.

The legislation under consideration involves large cost increases for counties, cities and states, and their employees. Approximately 70 per cent of state and local employees are covered by the Social Security system. According to Sen. John Danforth (R-Mo.) these governments and nonprofit organizations would see a \$15 billion increase in their Social Security tax liabilities over the next 10 years.

IN A LETTER to Sen. Long, Rep. Al Ullman (D-Ore.), House Ways and Means chairman, and members of the conference committee, NACO Executive Director Bernard Hillenbrand expressed support for three provisions in the bill which are of greatest concern to counties across the country. He urged conferees to vote for:

- Retention of the optional coverage provision for states, counties and cities;

- Provision of a delayed increase in employer Social Security taxes for states, localities and nonprofit organizations with a 10 per cent reduction in state, local and nonprofit tax liabilities;

- Provision of \$374 million in fiscal '78 relief to help states and counties pay for welfare costs.

Hillenbrand pointed out that the major source of local revenue is the property tax. When costs rise because of federal mandates, local governments must raise property and other local taxes to meet these requirements. Any increased costs for the employer's share of Social Security and the escalating costs for welfare will have to be paid by county taxpayers.

County officials should contact their congressional delegations and members of the House and Senate conference committees to urge support for these provisions. The House conferees are: Al Ullman, James Burke (D-Mass.), Dan Rostenkowski (D-Ill.), Joe Waggoner (D-La.), Abner J. Mikva (D-Ill.), Jim Guy Tucker (D-Ark.), William Cotten (D-Conn.), Barber Conable (R-N.Y.), Bill Archer (R-Tex.), and William M. Ketchum (R-Calif.).

The Senate conferees are: Long, Abraham Ribicoff (D-Conn.), William Hathaway (D-Maine), Gaylord Nelson (D-Wis.), Daniel Moynihan (D-N.Y.), Carl Curtis (R-Neb.), William Roth (R-Del.), and Jack Danforth (R-Mo.).

NIMLO Asks for UI Stay

WASHINGTON, D.C.—The National Institute of Municipal Law Officers (NIMLO) filed suit in federal court Nov. 28 to have federally mandated unemployment insurance for county government employees declared unconstitutional.

NIMLO asked the court for an injunction, but the date for deciding on the stay has not been set.

Effective Jan. 1, counties across the nation will be required to provide unemployment insurance coverage to their employees at county expense.

The Unemployment Compensation Amendments of 1976 (P.L. 94-566) extended coverage to state and local government employees, as well as employees of many nonprofit organizations not previously included in the system.

Railroad Proposes New Plan for Back Taxes

PHILADELPHIA, Pa.—Chances are good that Penn Central Transportation Company will offer state and local governments considerably more in back tax payments under the company's amended plan of reorganization. The railroad's reorganization plan includes a complex set of proposals which set forth how state and local taxing authorities will be paid for back taxes owed by the now defunct Penn Central Railroad Co.

According to a Wall Street Journal article, state and local taxing authorities had billed Penn Central for \$523 million, including \$151 million in interest as of last May.

The railroad has paid no state or local taxes since filing for reorganization in June 1970. In April 1976 Penn Central, together with other railroads assets, were conveyed by federal law into what is now "Conrail". During three transition years Penn Central continued operations, in the national interest, at an enormous loss and accumulated back taxes totalling over \$500 million.

Penn Central is now trying to ob-

tain federal court and creditor approval of a "plan of reorganization" which would give provisions for the payment of back taxes.

CURRENTLY, TAXING authorities have two methods to recover back taxes: accept a compromise offer by which taxing authorities would receive cash, between 44 cents and 50 cents on the dollar now, without interest or penalties, or, under a railroad proposal, 20 per cent now and the remainder in notes payable in 10 years after all federal claims are paid.

NACo believes these method of repayment are inadequate and in testimony before the House subcommittee on transportation and commerce Sept. 28, strongly urged that Congress enact the bill, H.R. 8882, which would assure county payment in full by guaranteeing the Penn Central notes.

NACo pointed out to the subcommittee that under the railroad's compromise offer of 80 per cent payment in 10-year notes that there is no guarantee that funds would be

available in 10 years to meet the obligation incurred by the notes.

NACo also pointed out that if counties would receive approximately only 10 per cent of the amount owed.

As a result of congressional pressure, the railroad has amended its reorganization plan. Under the amended plan, 26.4 per cent of the claims (back-taxes) levied would be paid in cash by the railroad, including claims for both principal and interest. The railroad's previous plan provided an immediate cash payment for only claims on principal at 20 per cent.

In addition, the new plan includes notes at 7 per cent interest to be issued on 17.6 per cent of the claims

of the railroad's retained or conveyed property. Half of these notes would mature in one year and the second half would mature two years after completion of the railroad reorganization. Thus, in two years counties are likely to get at least 44 per cent of the money owed them.

The remaining 56 per cent of the back tax claims would be paid by general obligation notes levied against the general obligation of the reorganized railroad. In the previous plan, payment of principal was not supported by the company's assets.

Penn Central's earliest reorganization plan, provided that state and local taxing authorities would be paid

only in notes. The railroad's latest proposal which is now being reviewed by Judge John Fullam in Philadelphia District Court, still includes payment in notes of 56 per cent of the claims.

NACo still believes that federal legislation is needed to guarantee the payment of these notes. NACo will continue to work with the Congress to secure full federal guarantees for any Penn Central notes which could be offered as partial fulfillment of the railroad's back tax claims.

—Thomas Bulger
Legislative Representative

SCIENCE, ENGINEERING AND TECHNOLOGY

Board Approves New Panel

WASHINGTON, D.C.—The NACo Board of Directors meeting here Dec. 1, passed a resolution proposed by NACo 2nd Vice President Frank Francois to establish a Science, Engineering and Technology Task Force.

"There are hundreds of millions of dollars now being expended by the federal government on research activities that are supposed to be for the benefit of county government", Francois said.

"But in most cases, county officials have no input into the decisions made on projects that are supposed to be for our benefit, and all too often the results of these expenditures of tax payer dollars simply set on a shelf without being used."

"It is time we organized the counties of America to better utilize this

resource," he concluded, "and this task force will give us a tool to do just that."

The resolution is as follows:
• WHEREAS, a major emphasis has been placed by the federal government on public science, engineering, and technology policy development and usage, and

WHEREAS, the major public interest groups have been requested to assist and comment in the identification of public science, engineering, and technology needs and implementation, and

• WHEREAS, NACo does not currently have a policy or technical body to advise and address these areas, therefore

• BE IT RESOLVED THAT, the National Association of Counties deems it essential to establish a

visible and guiding force in the area of public science, engineering, and technology, and

• BE IT FURTHER RESOLVED THAT, the president of NACo appoint a Science, Engineering, and Technology Task Force (committee) for the purpose of expressing the county view in any and all appropriate forums; and to insure representation to the many and varied federal agencies and bodies public science, engineering, and technology activities.

NACo President William O. Beach will appoint task force members. It is currently anticipated that each of NACo's 12 steering committees will be represented on the task force and any county person interested in serving on the task force is encouraged to contact Beach at NACo.

Supreme Court Decides to Hear 'Landmark' Case

WASHINGTON, D.C.—The U.S. Supreme Court has announced it will decide whether states, counties and cities can prohibit development of land containing an historic structure without compensating the landowner.

The New York Court of Appeals agreed with a lower court decision that denied compensation to the Penn Central Transportation Company for loss of development rights at New York City's Grand Central Terminal. The terminal was designated an historical landmark 10 years ago and could not be altered without the approval of the city's Landmark Preservation Commission. The designation disrupted Penn Central's plans to build an office tower on top of the old station.

Penn Central claims that the action, which may have resulted in the

loss of income from rents, amounted to an unconstitutional taking of property without just compensation.

Disagreeing, the New York court decided that while the owner of a landmark may claim compensation based on the developed value of the property, he is not automatically entitled to be paid by the city for the loss of development. Historically, courts have held that no compensation may be due a property owner when the police power of a government is properly exercised to protect the public welfare.

The decision of the Supreme Court will probably be announced this summer, after oral arguments are presented in early spring. The decision could affect all states, counties and cities with historic landmark preservation laws.

Achievement Award Guidelines Given

The deadline for the 1978 National Association of Counties New County Achievement Award program is Feb. 17. The program's purpose is to give national recognition to progressive county developments that demonstrate an improvement in the county's structure, management, and/or services.

The case studies receiving an Achievement Award are further used as a reference source for other counties seeking to establish a similar program. These case studies are placed in the New County Living Library catalog. The Living Library is a compendium of case studies from prior Achievement Award program years.

In preparing case studies, the following guidelines should be used:

- Case studies must be accompanied by completed entry form which has been signed by the county elected executive, board chairman, or president of board. (Entry forms will appear in future issues of *County News*.)

- The decisive role of the county in developing and implementing the program must be explained.

- Evidence of the program's accomplishments over a significant time period must be documented for adequate evaluation for an award.

- Case studies should be no longer than 10 double spaced, 8½" x 11" pages and must include all information requested on the following outline. When including supportive data, please place it in a 9½" x 12"

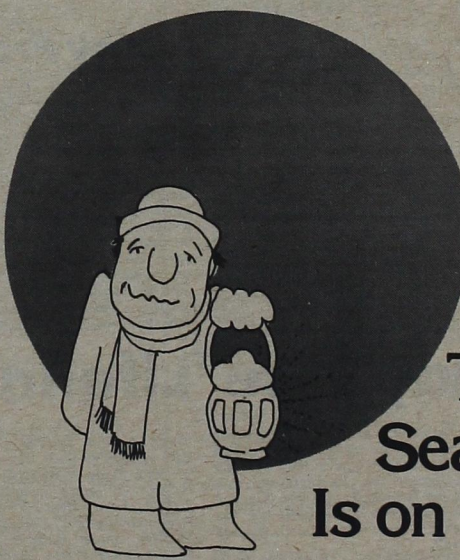
manila folder to ensure it does not become separated from the case study.

Historical background should include (use exact dates): a) need for program; b) responsibility for program development; c) role of the county; d) role of other governments, civic groups and press (if applicable); e) means of financing; and f) law under which program exists.

Whenever possible include photographs (black and white glossy), charts and other supportive data. All entries become the property of the National Association of Counties. NACo reserves the right to edit all entries for the most effective means of presentation. Selected case histories will be made available through NACo's New County Living Library. Recognition for award recipients will be made at NACo's annual conference.

Counties are asked to include a list of any consulting firms, equipment companies or other private firms utilized by the county in accomplishing your program. Please note that programs which received a NACo Achievement Award in prior years are not eligible for another award. Multiple entries are welcome; however, one plaque will be given with each of the awards listed thereon. Additional plaques may be purchased for \$20 each.

Remember the deadline for all entries is Feb. 17. For more information call either Joan Paschal or Linda Ganschietz, (202) 785-9577.



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Search
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New County is searching for 1978 Achievement Award case studies. We're seeking counties who have demonstrated an improvement in the county's structure, management and/or service.

Help us find you. For further information contact New County U.S.A. Center, 1735 New York Ave., N.W., Washington, D.C. 20006, (202) 785-9577.

Board Adopts 1978

Budget, Reviews Work Plan

Employment



From left: John Klein, Suffolk County, N.Y.; Joseph Toner, New Castle County, Del., and Michael Hayes, Camden County, N.J. meet with employment team.

Proposed Activities and Funding

Comprehensive Employment Training Act (CETA)

Background

The Comprehensive Employment and Training Act is the nation's primary system for the delivery of job training and public service employment. Its fiscal '77 funding topped \$11.7 billion, including funds for a series of new youth programs and a major portion of the Administration's economic stimulus package. Originally mislabeled as the first special purpose revenue sharing program, CETA has been amended frequently since 1973—most recently in ways antithetical to the decentralized block grant concept. With the reauthorization bill due to be reported out of committee by May 15, Congress is considering further changes that would tie CETA into full employment, welfare reform and state employment security agencies.

Since 1975, NACo has provided information, technical assistance and county input to federal policy-making through a voluntary

service fee program, chargeable to CETA, for one-tenth of one per cent of the Title I allocation.

Policy Considerations

Counties are the predominant deliverers of CETA services and virtually every county receives some funding for public service jobs.

The Employment Steering Committee and the Welfare and Social Services Committee have a joint role regarding welfare reform.

NACMO (National Association of County Manpower Officials) provides an important input on the administrative effect of various regulatory as well as statutory changes.

Legislative Implementation

Specific items that will require NACo action include the following:

- CETA reenactment (bill must be reported by May 15);

- Welfare reform;
- Fiscal '78 supplemental appropriations for CETA, including an additional \$500 million for youth;

- First and second budget resolutions for fiscal '79;

- Fiscal '79 Labor-HEW appropriation;
- CETA oversight hearings;
- Full employment legislation.

Team activities directly related to these items will include regular meetings of the Employment Steering Committee.

Revenue

	1978 Budget	1977 Projected
County Member Service	\$1,705,000	\$1,540,100
List Sales	7,600	3,200
Publications	3,500	3,560
Annual Conference	25,000	25,000
Meetings		
Legislative Conference	15,000	18,000
Western Region Conference	5,000	11,000
Miscellaneous Conferences	10,000	1,450
Western Region Dues	24,000	19,000
Miscellaneous	18,750	18,600
County News	40,000	25,600
Total	\$1,853,850	\$1,665,510

Expenditures (See page 15 for breakdown)

	\$1,773,850	\$1,565,860
Excess of Revenues over Expenditures	\$ 80,000	\$ 99,650

presentations to 10-20 state association meetings, weekly articles in *County News* and a possible rally on CETA reenactment.

Research Implementation

The CETA service fee project will continue in 1978 to provide intensive information and assistance to participants. Specific activities will include the following:

- Monitor public service employment build-up and possible phase-out and/or shift of jobs to welfare recipients;
- Comment on regulations;
- Monitor implementation of youth programs (P.L. 95-93);
- Work to ensure consistent regional policy;
- Intercede with the Department of Labor on behalf of counties when necessary;
- Staff NACMO affiliate and NACMO conference;
- Produce and distribute approximately 26 Information Updates;
- Further develop clearinghouse with emphasis on adding material on youth programs;
- Continue publication of *County Manpower Report*.

Unemployment Insurance (UI) Project

Background

P.L. 94-566 requires that states include local government employees in their UI systems. NACo's UI project has provided information to county officials on the law's provisions and has worked closely with state associations in framing new state laws to minimize counties' financial burdens. A second aspect of project activity has been policy analysis and research on welfare reform.

Policy Considerations

UI is a new and potentially costly program for counties. NACo will make every effort to provide information and technical assistance where a savings to county government may result.

NACo has the personnel and structure to make this effort a success through:

- Employment Steering Committee;
- Continuous (and on-site) contract with county officials most directly affected;
- A positive working relationship with federal and state agencies, which can facilitate problem solving for counties.

Legislative Implementation

The legislative program is tied in with that outlined above, except for possible amendments to ensure that the federal government covers all costs of UI coverage for CETA enrollees.

Research Implementation

Provide technical assistance to counties setting up systems to meet funding and reporting requirements of P.L. 94-566.

Research and provide information to Employment Steering Committee on policy

issues raised by the National Commission on Unemployment Insurance and the National Commission on Unemployment Statistics and Labor Market Information.

Provide policy information and feedback on UI related issues to federal grantor agency.

Continue research and analysis of welfare reform proposal(s), bill(s) and issues, particularly as related to UI issues and CETA reenactment.

Continue to work closely with state associations attempting to influence state UI laws to minimize impact on counties.

Research and analysis for Employment Steering Committee on issues and policy questions raised by CETA reenactment.

Proposed Activities with Funding to Be Pursued

Welfare Reform and CETA

Background

The Administration's welfare reform proposal, as well as NACo's position on this issue, calls for a major jobs component.

Policy Considerations

Counties, the primary deliverers of CETA services and the administrators of half the nation's Aid to Families of Dependent Children (AFDC) caseload, are in the best position to test aspects of proposed system.

In addition, the employment team already has good working relationships with 237 CETA prime sponsors through the CETA service fee program.

Implementation

NACo proposes a grant from the Departments of Labor and/or HEW to work with a limited number of prime sponsors to test different methods of providing training and public service jobs to welfare recipients.

Youth Programs

Background

The Youth Employment and Demonstration Projects Act of 1977 (P.L. 95-93) amended CETA to provide a series of new programs targeted to the severe unemployment problems of young people.

Policy Considerations

In moving to implement the new programs, the Labor Department has been unable to provide technical assistance to prime sponsors, most of which are counties.

Implementation

NACo proposes a Labor Department contract to gather and disseminate examples of good youth programs, to provide information and assistance to counties and to work with the department to simplify and rationalize program regulations.

Home Rule/Regional Affairs



The home rule and regional affairs team meets with, from left: Marjorie Page, Arapahoe County, Colo.; Ray Nelson, Republic County, Kan.; Norton Younglove, Riverside County, Calif.; Roy Nixon, Shelby County, Tenn.

Proposed Activities and Funding

Intergovernmental Coordination

Background

A bill has been introduced in both the House and Senate and hearings have been proposed for early 1978. The public interest groups are working to establish a unified position on the bill. This action coupled with the President's reorganization efforts (Urban and Regional Affairs Policy Group, OMB Interim Report on A-95, and OMB's Zero-Based Review of Planning Requirements) will have substantial effect on governmental activities at the state and local level.

Policy Considerations

The bill would have major impact in strengthening the role of area-wide agencies, and, therefore, would have a major policy consideration on local government.

In 1977, a resolution defining NACo's position on the bill was adopted by the Home Rule and Regional Affairs Steering Committee and Resolutions Committee. When the resolution reached the floor at the annual business meeting, it was tabled for further consideration. Therefore, the Home Rule and Regional Affairs Steering Committee will have to review the resolution making the necessary changes before submitting the resolution at the 1978 convention.

Legislative Implementation

Should hearings be held on the bill, NACo will be deeply involved in the development of testimony, and the necessary legislative activity to ensure county interest will be represented in any bill reported to the House and Senate for a vote.

Research Implementation

Need exists to document the strengths of county government as an area-wide delivery/cooperation unit. Capabilities assessments and federal impact research should be considered.

Public Liability

Background

Public entities and officials currently may be held liable for a number of actions which they may take. One of the most important areas of liability for many public officials is the civil rights area, including those actions which fall under the Civil Rights Act of 1971. Under this act, government units may not be sued for civil rights violations; this leaves the public official to bear the burden of the lawsuit, although the governmental unit will, in most cases, provide legal defense and indemnification to the official. Sen. Charles Mathias (R-Md.) introduced a bill (S. 35) in January to extend civil rights liability, in certain cases, to governmental units. Although the bill has since been amended, the original intent remains the same: county governments would be exposed to liabilities which did not exist before.

Policy Considerations

County governments could be hit with an increasingly large number of lawsuits as a result of this bill. For this reason, the National

Association of County Civil Attorneys (NACCA) opposed the bill in its entirety at the annual conference in Detroit. A resolution to this effect was passed by the NACo membership.

Legislative Implementation

Hearings before a Senate Judiciary Committee subcommittee have been scheduled for sometime near January. Testimony against the bill is planned, possibly with the assistance of the NACCA affiliate. Considerable research needs to be done on the potential effects of this bill on county governments before testimony is given.

Research Implementation

Working with the Academy for Contemporary Problems and International City Management Association (Insurance Corporation), liability case activity and impact statistics need to be developed.

In addition, NACo's attempts at entering into the ICMA/NLC Public Official Liability Insurance Program will be pursued by this team. This program includes an ongoing project which monitors this area.

General Management

Background

Last year, the Intergovernmental Personnel Act (IPA) grant program was studied and evaluated by a panel of the National Academy of Public Administration. The NAPA panel stated that the scope of the IPA grant program should not be limited to training projects and projects that improve personnel systems and administration, and strongly recommended that the scope of the current law be broadened to allow grants to strengthen the general management capabilities of state and local governments.

In response to this recommendation, the U.S. Civil Service Commission began work on a legislative proposal amending the IPA to cover general management, and sought the comments of NACo, other public interest groups, other federal agencies, OMB and congressional subcommittees to help it develop a sound legislative package.

Policy Considerations

The ability of state and local governments to manage their human and financial resources efficiently and effectively is essential to the social and economic well-being of the nation. State and local governments provide a vast array of services to their citizens and administer a multitude of functional federal grant-in-aid programs.

County governments in particular have been steadily increasing both the number and types of functions they perform, and must, at the same time, respond to citizen pressure to maintain or increase the level and quality of these services despite severe fiscal restraints brought about by tight economic conditions. The alternatives to a strong federal investment in improved local public management are drastic reduction in public services or increased tax rates. Both of these alternatives are unacceptable to the American public.

Legislative Implementation

NACo has already expressed its strong support for expansion of the IPA to cover general management. This position was formally adopted in July at the annual conference. NACo staff has worked and will continue to work closely with the Civil Service

Commission in developing the legislative package and securing its approval by the commissioners, and eventually, OMB and Congress. NACo has also submitted comments to OMB explaining the reasons for county endorsement and urging further meetings and discussions of county concern in this matter.

A substantial amount of staff effort also went into NACo's response to the Task Force on Federal, State and Local Interaction in Personnel Management, a component of the President's Reorganization Project, to secure additional support for expansion of the IPA program. This effort was moderately successful in that the task force recommended to the President that this expansion should take place, but only on an experimental basis.

Research Implementation

A general document explaining the use of the IPA program in the past and recommending expansion into general management assistance appears to be all that is necessary.

A-85 Process

Background

The Office of Management and Budget has recently revised its OMB Circular A-85. This circular provides for preconsultation with state and local officials in the development of draft regulations of programs affecting state and local governments. Under previous language, the seven major public interest groups were named to receive draft regulations from the agencies for comment and review of impact. However, due to a recent legal opinion by OMB counsel, the public interest groups were removed from this circular and will no longer receive these draft regulations. The basis for OMB's legal opinion rests on interpretation of the Federal Advisory Committee Act of 1972 and several administrative court cases decided in 1976.

The Federal Advisory Committee Act was passed by Congress to regulate the number of federal advisory committees; to monitor and control their operations and life span, and to control special interest groups' influence in the development of regulations affecting them. The act excluded the Advisory Commission on Intergovernmental Relations and groups, task forces, committees, etc., whose sole purpose is to advise state and local officials. Other than the specified exemptions, the act states that a committee becomes advisory when it is established by statute or is established or utilized by the President or one or more agencies.

If the OMB legal opinion remains unchanged, this will greatly restrict review and comment of regulations, and administrative policies.

Policy Considerations

NACo's policy steering committee should review the 1972 act and the administrative court cases based on this decision for impact on counties.

Legislative Implementation

NACo should seek to amend the 1972 Federal Advisory Act to exclude the public interest groups from this act based on the exemption of ACIR and the distinction drawn in *Bradley vs. Saxbe* (388 F. Supp. 53) of special interest groups vs. public interest groups.

NACo should continue to pursue the White House for its support in seeking an amendment to the act.

NACo should continue to pursue the White House for a clear definition of the role of state and local officials in the development of regulations and administrative policies.

NACo should seek strengthening of the existing A-85 language and existing disbursement system of public interest groups receiving draft regulations.

Research Implementation

If necessary, NACo should review all past comments submitted through this process and document, inasmuch as possible, the changes made in the reviewed activity which reflect our comments.

Lobby Act

Background

In 1977 congressional subcommittee passed the Public Disclosure of Lobbying Act (H.R. 1180). Full committee postponed action on this act until 1978. H.R. 1180 would amend the Federal Regulation of Lobbying Act (2 U.S.C. 261) to include national organizations of state or local elected or appointed officials. The present law exempts public officials acting in their official capacity. This exemption was reinforced by administrative law in *Bradley vs. Saxbe* (388 F. Supp. 53). This case draws a clear distinction between special interest groups and groups of public officials.

H.R. 1180 would exclude from registration individuals representing one jurisdiction. It also excludes from registration groups representing members of Congress and federal officials.

Policy Considerations

At the 1977 annual meeting, the Home Rule and Regional Affairs Steering Committee introduced a resolution urging noninclusion of national organizations representing state and local governments in this act. The resolution was passed by the NACo membership. The policy resolution for noninclusion is based on the fact that individual representation on jurisdiction and groups representing members of Congress and federal officials are compensated with public funds, as are employees of national organizations representing state and local officials. Exemption should, therefore, be extended to national organizations representing state and local officials.

Legislative Implementation

NACo should seek to secure an amendment which would exempt national organizations representing state and local officials from this act, and should secure passage of this act as amended.

NACo should continue to seek Administration support for exclusion in the fulfillment of the Administration's policies of equal partnership government.

Research Implementation

A review of the status of state association of counties and municipal leagues may be an avenue of argument in seeking an amendment.

Intergovernmental Personnel Act Funding (IPA)

Background

At the same time that the NAPA panel recommended expansion of the IPA because of the federal government's need to help state and local jurisdictions meet managerial requirements imposed upon them by federal grant programs and other statutes and regulations, it also noted that "the funds available for this purpose are not commensurate with the magnitude of the need, and with the importance of better management to the effectiveness and economy of public services." Despite this finding, and the strong endorsement of the IPA program by its constituents, the entire IPA grant appropriation for fiscal '77 was struck from President Ford's budget last year. NACo's efforts were largely responsible for Congress' restoration of IPA's appropriation (at the highest level of funding in the program's history) in President Carter's budget.

Policy Considerations

Even if the IPA grant program were to continue to address only personnel management assistance, it would be necessary to assure adequate funding and to correct the present unrealistic match ratio. The question of funding and matching requirements becomes even more critical in view of the present effort to expand the act.

In commenting to the U.S. Civil Service Commission on the proposed legislative package, and to the Task Force on Federal,

Community Development

Proposed Activities and Funding

Community Development Block Grant Program

Background

Congress this year passed a three-year reauthorization of the Community Development Block Grant Program. During the remainder of this year, staff will monitor, review and make recommendations on the regulations implementing the program. The new act and regulations were discussed in detail at NACO's Second Annual Urban County Community Development Conference, Nov. 12-15.

Policy Considerations

The principal constituency of these programs is the 78 urban counties, and, to a lesser extent, other counties participating as discretionary grantees.

The Urban County Community Development Task Force (which may become an affiliate) will be involved in strategy for appropriations and analysis of the urban proposal. The Community Development Steering Committee and the Taxation and Finance Steering Committee will review and recommend policy on urban (urban development bank); the Urban Affairs Committee may help lobby for its enactment. Close coordination with other public interest groups will be necessary.

Legislative Implementation

NACO will be working to secure appropriation of the full amount authorized for the block grant program, the Urban Action Grant Program, and the 312 Rehabilitation Loan Program. The block grant program is particularly important to the 78 urban counties which qualify to participate in it.

The Administration is expected to propose an urban development bank (urbank) as a source of federal financial assistance for long-term urban redevelopment. Particular attention must be paid to the eligibility criteria (distressed areas of counties, not just central cities) and the impact of the proposal on the municipal bond market. Coordination must occur with the Taxation and Finance Team.

Research Implementation

NACO currently has a subcontract with Marshall Kaplan, Gans and Kahn, which is evaluating Urban County Performance in the Community Development Block Grant Program. The subcontract involves providing detailed background information about urban counties, selection of urban counties for analysis, construction of urban counties, review of research design and review of findings.

To date, the preliminary work and review of the research design has been completed. Review of the findings will occur probably in January.

Housing

Background

Subsidized housing programs are becoming increasingly important to counties, particularly urban counties participating in the Community Development Program. In the past, because of other legislative matters, insufficient time has been spent in this area.

Policy Considerations

Urban counties are the principal beneficiaries of these programs, although many other counties are participating in them. Analysis and policy will come from the Community Development Task Force and the Community Development Steering Committee.

Legislative Implementation

NACO proposes to closely follow and lobby intensely for reauthorization of the Section 8 and Convention Public Housing Programs, together with changes to make them more workable. NACO will also respond to the Housing and Urban Development's (HUD) new legislative initiatives in housing, including a new Section 248 Program for construction and substantial rehabilitation of multifamily housing for low and moderate income working families, and a targeted Government National Mortgage Association (GNMA) tandem plan for urban neighborhoods.

Natural Disasters

Background

The Administration is considering proposals for reorganizing and consolidating federal natural disaster assistance. Should a proposal be sent to Congress, NACO will have to follow it closely.

No new legislation in the grant side of disaster program or the flood insurance is expected.

Policy Considerations

The Criminal Justice Steering Committee would have to consider disaster reorganization proposals.

Legislative Implementation

Reorganization proposals will be monitored if presented by the Administration.

Research Implementation

Information requests do occur and they will be responded to.

Economic Development

Background

The Department of Commerce is in a struggle with HUD over which agency will be the lead in providing bricks and mortar assistance to the cities. Counties, particularly rural counties, have traditionally been the principal recipients of economic development grant assistance. Efforts by the Administration to refocus such assistance on urban areas must be closely followed to ensure that all counties have the opportunity to participate.

Policy Considerations

The Community Development Steering Committee will have to decide policy on refocusing EDA programs and extension of the public works grant program. This will require the other public interest groups will be necessary on both.

Possible membership impact from a new public works program must be considered.

Legislative Implementation

If high unemployment continues, there is a possibility that Congress will reauthorize the public works grant program. This will require extensive monitoring and lobbying to ensure that counties get their fair share, plus oversight of existing programs.

Additional authorization and appropriations for the regular EDA grant and loan programs.

Federal Urban Policy

Background

The Administration will announce a new urban/regional strategy in the January '78 State of the Union Address. The Administration is expected to require cities and counties to formulate regional strategies upon which federal funding decisions will be based. The policy will apply at least to HUD programs initially, and possibly other agency programs. Staff will have to monitor implementation of the policy which could lead to legislation such as the proposed Magnuson-Ashley Bill. Coordination with the Home Rule/Regional Affairs Team will be necessary.

Policy Considerations

An Ad Hoc NACO Task Force on (federal) Urban and Regional Policy has been monitoring and providing input to the development of the Administration's urban policy.

The Home Rule Steering Committee will develop a NACO position on the proposed Magnuson-Ashley Bill.

Legislative Implementation

The staff will lobby for NACO's position on the Magnuson-Ashley Bill should it receive congressional consideration.

The staff will monitor the development of the Administration's urban policy.

Proposed Activities with Funding to Be Pursued

Community Development Service Fee

Background

NACO currently provides limited technical assistance to urban counties in community development. This includes representation at HUD on programmatic concerns and periodic mailings of information on regulations, legislation and "how to." Much more could be done if staff resources were available.

NACO's Urban County Community Development Directors, when they met at the Second Annual Urban County Community Development Conference, decided to form an affiliate of Community Development directors (to replace the Community Development Task Force) and to establish a service fee to be paid by urban counties. The fee would cover additional staff to provide technical assistance and information exchange about community development and housing.

In addition, the Community Development Act of 1977 contains funding for technical assistance. Securing a grant could eliminate the need for or lessen the amount of a service fee.

Policy Considerations

A formal opinion from HUD would have to be secured declaring that payment of a service fee would be an eligible community development expense.

The NACO Board of Directors must approve the service fee.

NACO is the logical vehicle to provide this service because it serves both elected officials and program persons.

The Urban County Task Force and staff have identified the need.

Implementation

Staff would provide indepth analysis of regulation and program changes in the community development and housing programs; provide information clearinghouse and self-help among urban counties; provide regular HUD liaison; provide specialized workshops for urban counties on specific elements of community development and housing.

Economic Development

Background

Many counties are missing an opportunity to take advantage of funding for abating unemployment by constructing needed public facilities available under the Economic Development Administration's grant and loan programs.

Policy Consideration

NACO could undertake a program of technical assistance similar to that proposed for community development.

Implementation

NACO would meet first with Larry Houstoun, assistant to secretary for intergovernmental relations, and then with EDA representatives.



Meeting with community development team are, from left: Lester Anderson, Blue Earth County, Minn.; Berry Mobley, Lancaster County, S.C.; Sig Sanchez, Santa Clara County, Calif.

State and Local Interaction in Personnel Management on the expansion of the IPA, NACO strongly urged large increases in funding for the program. NACO pointed out that since state and local management improvement is in the national interest and is recognized as a national high priority, federal commitment should be strong. This commitment should be expressed in terms of the level of funding commensurate both with the degree of national interest involved, and the large amount of federal grant-in-aid dollars that local governments receive. NACO also urged the restoration of the previous 75-25 match requirement.

Legislative Implementation

The IPA legislative package approved by the Civil Service Commission increases the permissible federal share of IPA grants from 50 per cent to 66 2/3 per cent. The Reorganization Task Force has recommended to the President that the Administration support this change. NACO staff will continue to work with congressional staff, OMB and the Civil Service Commission to secure passage of this provision of the act. High priority will also be accorded to fostering Administration support for increased IPA appropriations rather than continual year-to-year reliance on Congress for barely adequate funding of the program.

Proposed Activities with Funding to Be Pursued

"Decision Makers Exchange"

This effort is a flexible general management contract between NACO and the U.S. Civil Service Commission. Its intent is management training with an emphasis on personnel and finance, mobility assignments and educational support.

NACO has long needed to emphasize nonrestrictive general management activities to adapt to current issues and problems. A finite, narrow subject area project could not fill this void. NACO should become involved because counties are now recognized as urban service providers as well as potential recipients for new and areawide services. These changes require assistance by a body sensitive to the needs of county government.

"County Network and Innovations Project"

This effort is directed at identifying technological needs of county government (an area identified in the Boston Symposium). The plan, also, is to create a network of county officials interested in increasing the use of technology in county government and to evaluate the achievement award program case studies for their use as possible technology transfers.

The tremendous demand for county services require that the most efficient, cost and time saving methods be used in their delivery. This effort will allow us to create a network among county officials and noncounty audiences to disseminate science and technology innovations which may assist in the successful implementation of county programs. This effort will also allow us to do an evaluating follow-up on how the achievement awards may be used as case studies in transferring innovations from one county to another. Funding will be sought from the National Science Foundation.

Workshops for Local Officials

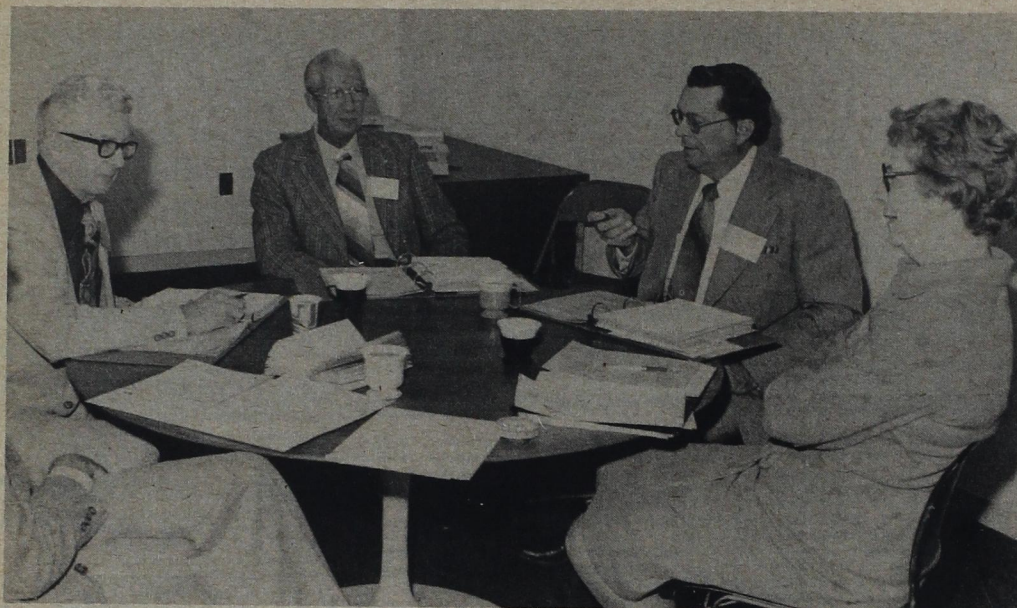
The focus of this effort is training. The project calls for seminars and workshops for local officials in the areas of general management addressed in the management handbooks developed under a recently completed project.

NACO is committed to the area of general and technical assistance to county government. This effort supplements the many activities currently being conducted.

County Leadership Institute

It has long been an expression of elected county officials for NACO to provide a national peer forum and training assistance directed at the unique needs of chief elected officials. This effort would provide a program specifically for chief elected county officials encompassing two and one-half day training sessions on areas identified by the officials (personnel management, budget procedures, etc.). In addition, workbooks and summary proceedings will be developed for seminar participants.

Transportation



From left: Paul Van Rockel, Oakland County, Mich.; G. Parker Kennedy, Logan County, Ohio, and Robert Eckels, Harris County, Tex. meet with transportation team.

Proposed Activities and Funding

Killer Bridge Campaign

Background

NACo has achieved a leadership role in a coalition to obtain information and increased federal funding for reconstruction or replacement of highway bridges on and off the federal aid highway system. NACo's leadership role is recognized in Congress and among the many interest groups comprising the bridge coalition. NACo's leadership must be continued in 1978 not only to pass legislation but also to ensure implementation of the program as rapidly as possible.

Policy Considerations

All types of counties need this assistance, ranging from Allegheny County, Pa. to the most rural counties across the country. The Transportation Steering Committee will assist, especially through its special subcommittee on bridges which can provide lobbying and staff assistance. The Academy for Contemporary Problems also will continue to help with necessary steps.

Legislative Implementation

The bridge initiative either will be folded into the regular transportation legislation for 1978 or sponsored as a separate bill.

Research Implementation

While the bill is in Congress, and immediately after passage, NACo will work with counties to inventory deficient bridges, examine and disseminate information on technology which will assist in fast and efficient bridge replacement and reconstruction, and work with the U.S. Department of Transportation to get flexible regulations developed and in operation as quickly as possible.

Highways and Public Transportation

Background

Congress is working on legislation for continued funding of federal aid highway programs, including highway safety and public transportation. Hearings have been held in this session of Congress, but in January the Senate and the Administration will have bills. This legislation should reflect the following county concerns:

- Bridge replacement and reconstruction;
- Clarification of the county role in the federal-aid urban system and, concurrently, clarification of the county metropolitan planning organization role;
- Increased funding and more flexibility for county rural roads, especially off-system, due to their crucial effect on the economy;

- Provision of operating subsidies and increased funding for public transportation, especially rural, to make better provisions for the disadvantaged;
- Changes in the safety act, including a greater share of funds for county programs;
- Joining with FHWA and Secretary Brock Adams to provide flexibility in the use of all transportation funds.

NACo's activity to improve highways and public transportation will lead to an increase in employment in urban and rural counties. Vehicles using improved facilities will consume less energy because of more efficient travel conditions, and environmental protection can be assured more readily. Efforts to provide greater flexibility in the use of federal funds will help streamline federal operations. These NACo objectives are also major issues of concern to Secretary Adams.

Policy Considerations

NACo already has policy for the activities indicated above. Policy is needed on several issues such as reorganization of the U.S. Department of Transportation which would affect the way programs are managed. Development of any necessary policy will begin in the steering committee. If successful in achieving the above objectives, NACo will be helping all counties to improve their transportation systems.

Legislative Implementation

In addition to steering committee activity, staff will work closely with staffs of congressional committees, the U.S. Department of Transportation, and other public interest groups in developing regulations. Policies are being examined to form coalitions with the National Governors' Association, AASHTO, and the National League of Cities. Close working relationships also have been maintained with other special interest groups such as the Highway Users Federation, Asphalt Institute, and NACE.

Research Implementation

The objective of this project is to improve counties' use of federal funds for highway programs through improving communications among levels of government. This program is a 15-month effort through June 1978. Three tasks will be accomplished: to hold 10 workshops in an attempt to solve one problem chosen by a state; to set up a system of communications so counties can provide early input to the development of federal regulations; to use other means to improve communications and disseminate information among federal, state and local governments.

Aviation

Background

There are two pieces of legislation in Congress on aviation regulatory reform and aircraft noise control. These bills probably will

not be passed before the start of the 1978 congressional session. Continued staff input is essential to ensure that county airport services are protected in the proposed reform. This is particularly important for small counties. NACo also is closely watching legislation to ensure that county interests are protected and the major effort for noise control is directed at the source—the aircraft engine.

Policy Considerations

Many counties are assuming responsibility for airport operation, and their interests must be protected in legislation. This is a comparatively new field for many counties. The Transportation Steering Committee has a subcommittee on airports which can participate through testimony, and with staff be the leading group working with Congress to obtain favorable legislation.

Legislative Implementation

NACo will work closely with other public interest groups, congressional committees, the Airport Operators Council and other interested organizations. NACo will continue to build up its contacts with the Federal Aviation Administration to help implement regulations resulting from the legislation.

Research Implementation

No activities are planned at this time.

Railroads

Background

Congressmen have been asking for NACo's support in legislation affecting counties due to emerging energy programs. Train traffic will be increasing dramatically, especially in some Midwest corridors where trains will be hauling coal from the Rockies to Midwest shipping points. Coal haul unit trains can conceivably cut a county in two, with only a few periods during a day when a train would not be on local grade crossings, thus traffic and emergency services will be interrupted.

Policy Considerations

This is a new development. Added to the difficulties of grade crossings and associated safety and traffic considerations, the coal haul unit trains present another problem. Many counties are not aware of this energy-related problem. Staff would work on this issue, through the steering committee, to alert counties to start grade crossing improvement programs.

Legislative Implementation

This issue is long range (working both to improve grade crossings and alert counties to the coal haul problem). In addition, it can be tied in with efforts to alert counties to the railroad plans which are now available. It also provides an opportunity for staff to develop relationships with the Administration, Interstate Commerce Commission, and other federal agencies.

Research Implementation
None contemplated.

Proposed Activities with Funding to Be Pursued

Highways

Background

The need for this type of program has been expressed both by the Federal Highway Administration (FHWA) and the counties. A continuing communications program was suggested by a special FHWA task force on regulations reduction.

Under NACo's FHWA contract, effective communications networks recently have been established. These initiatives should be strengthened.

Policy Considerations

NACo is the logical vehicle to conduct this effort. Staff has a nationwide viewpoint and the ability to bring together transportation officials from counties and other levels of government. Counties need the program to help them with their state-county relationships, improve their knowledge of national impacts and influence those impacts. Counties and FHWA have expressed a need for the project.

Implementation

A project with FHWA is needed to provide a mechanism through which counties and the federal government can work together in continuing to improve relationships and communications, and through which special one-time projects can be conducted.

Highways—Local Rural Roads Needs Study

Background

FHWA will seek bids on a study of local rural road needs with the objective of determining whether such roads are a national responsibility and, if so, how their construction and rehabilitation should be funded at the national level.

Policy Considerations

The deterioration of local roads and bridges is reaching crisis proportions. The effect of this deterioration is most significant on the movement of goods and produce to national and international markets, with the concurrent drop in actual dollars available and the reduction of the effectiveness of those dollars because of inflation. To determine the extent of the problem, specific data on miles, conditions of roads, and other factors are needed. NACo performed some preliminary work for FHWA in helping develop its proposal. This provides us with expertise in carrying on parts of the study.

Aviation

Background

Counties are becoming increasingly involved in airport operation and ownership, which is a natural relationship because the county is the unit of government responsible for land use planning and controls, including zoning, development and police power.

Policy Considerations

Counties need to share information with each other on airport operations and federal effects on airports. There is increasing need for this project in airport development, to better prepare counties for participation in noise control requirements and to prepare for the effect of regulatory reform which, if legislation is passed, will affect the operation of airports, especially small ones.

Implementation

A project with the Federal Aviation Administration (FAA) is needed so county officials can exchange information, experience and knowledge about airport matters. This may be done through workshops and published materials.

Railroads

Background

Counties need to learn about Interstate Commerce Commission (ICC) actions concerning rail line abandonment, how to affect abandonment decisions, and how to use abandoned right-of-way and federal aid available for this purpose. Counties need to prepare for the effects of increased rail transportation through their communities.

Policy Considerations

The need for each of these programs is crucial to counties, but is not necessarily evident to them. The time for decision-making is now. ICC has just issued its plan for the future of rail lines in each state, with a great

deal of abandonment planned. If action needs to be taken to prevent or support abandonment, the time is now.

Implementation

Counties need to be educated about Federal Railroad Administration (FRA) and ICC. Railroad plans in their areas and large shipments of coal and other energy resources will affect counties.

Public Transportation

Background

The NACoRE-Urban Mass Transportation Administration (UMTA) project (just completed) laid the groundwork for an effort to enable counties to trade experiences, for NACo to develop a state of the art review of county roles in public transportation, and for extension of interest in rural public transportation through awareness of the existing and potential county role.

Policy Considerations

The need for such a project is timely. Counties should be looking ahead to more problems with dwindling energy resources, to increased populations of older people, and to effectively serving the transportation disadvantaged, especially in rural areas, in a coordinated fashion. There is a social service element in addition to the transportation issue. Many older Americans could live in their homes and maintain independence if they had mobility, thus cutting costs of institutional care; the employability of the handicapped also would increase if they had the means of getting to jobs.

Implementation

Funding is needed from UMTA to assist counties in developing and implementing public transportation systems, with emphasis on rural public transportation but including urban public transportation.

Highway Design Standards

Background

AASHTO publishes a "bible" of standards for construction of rural highways which has been revised through a number of committees of transportation officials from various levels of government. The result is a combination of repetition, some misstatements, and a variety of editorial styles. The new edition is ready for the printer.

Policy Considerations

NACo can provide the resources to edit this publication which offers updated information needed by everyone in the highway business. If NACo can accomplish editing at a reasonable cost, we would provide a service to all governmental agencies involved.

Implementation

The new edition of AASHTO's "A Policy on Design of Rural Highways," if edited by NACo staff, would provide a tool for rural county highway departments.

Public Lands

Proposed Activities and Funding

Payments-in-Lieu of Taxes (PILT)

Background

Congress enacted the Payments-in-Lieu of Taxes Act in 1976 to provide payments to 1,600 counties. During 1977 Congress approved a \$100 million appropriation for fiscal '77 and a \$105 million appropriation for fiscal '78. A \$105 million appropriation has been requested by the Department of Interior for fiscal '79. A supplemental appropriation of about \$3 million may be required to make adjusted payments during fiscal '77. NACo has been the only organization working on this legislation and its implementation.

Policy Considerations

Strategy concerning oversights and proposed amendments to PILT needs development. At least seven amendments have been introduced.

Strategy concerning legislative challenges to the act will need to be developed. Challenges are anticipated from the Office of Management and Budget (OMB), the Advisory Commission on Intergovernmental Relations (ACIR), the House Appropriations Committee, and the House Governmental Operations Committee.

Strategy concerning legal/court challenges to the act will need to be developed. Continued challenges are anticipated from townships and school districts.

Legislative Implementation

The Public lands' first priority will be securing a full appropriation for fiscal '79. Additional legislative efforts will be necessary for oversight hearings, proposed amendments, supplemental appropriations, and possible regulation changes.

Research

A survey within each state will be conducted to determine how PILT funds are being used.

Public Lands Legislation and Regulations

Background

The 94th Congress enacted more public lands legislation than any other Congress in history. Major acts included: the Federal Land Policy and Management Act, the Forest Management Act, PILT, Coal Leasing Act,

and the Mineral Leasing Act amendments. Regulations and state legislation to implement these acts will be required in 1978; many are underway now. Additional public lands legislation that would affect counties is under consideration by the 95th Congress. Major bills include: coal leasing amendments, energy impact legislation, grazing fee proposals, timber sales legislation, omnibus and "instant" wilderness bills, Alaskan "d-2" lands proposals, Bureau of Land Management (BLM) quadrennial authorization bills, 1872 Mining Law reform, amendments to the Strip Mining Act, and Indian tribal jurisdiction bills.

Policy Considerations

NACo policy will be developed on many of these proposals. Strategy will be developed on others where NACo policy exists and to protect the NACo-endorsed provisions in legislation enacted by the 94th Congress. Regulations are underway.

Legislative Implementation

NACo testimony, amendments, and regulations will be required for each public land legislative issue with adopted NACo policy. Monitoring and information dissemination will be required for the remainder.

Research Implementation

See proposed activities.

Proposed Activities with Funding to Be Pursued

Indian Counties Jurisdictional Issues

Background

More than 300 counties have large areas devoted to Indian tribal jurisdiction. Conflicts between county and tribal jurisdictions concerning law enforcement, taxing, and land use issues have led to the creation of a NACo Indian Affairs Task Force.

Policy Considerations

Federal legislation and the American Indian Policy Commission report are before Congress to deal with many of these same issues. The task force is developing NACo policy.

Research Implementation

The NACo Indian Affairs Task Force has approved NACo's efforts to secure an Intergovernmental Personnel Act (IPA) grant in conjunction with the National Tribal Chairman's Association, and Tom Clary and

Associates. This research grant would provide data necessary for NACo to develop policy regarding jurisdictional issues. Meetings would be held between county and tribal officials to work on solutions to problems between counties and Indian tribes.

Federal Land Use Coordination

Background

The Federal Land Policy and Management Act (FLPMA) contains a NACo-sponsored provision requiring the U.S. Department of Interior to monitor and coordinate with state and local land use plans. The provision requires the federal land use plans to be consistent with state and local plans to the maximum extent. The Department of Interior's Bureau of Land Management (BLM) is budgeting more than \$100 million for the land use planning process.

Policy Considerations

There appears to be growing dissatisfaction among county officials toward BLM efforts to implement FLPMA. However, preliminary contacts indicate a good prospect that BLM may contract with NACo for a portion of the land use coordination program.

Implementation

Regulations are in process to implement the FLPMA planning provisions. A NACo contract to involve counties in the federal planning process may help alleviate concerns and assure federal consistency to the maximum extent.

Contract Law Enforcement

Background

The U.S. Department of Interior, U.S. Forest Service, and the Army Corps of Engineers combined have contract law enforcement funds exceeding \$10 million annually. These funds provide for federal contracts primarily with counties for enforcement of state and local laws on federal property. A GAO study has recommended an increase in contract activity.

Policy Considerations

NACo could assist counties in contract preparation and/or involvement of elected county board members in the contract process. Counties also may be in a position to contract for enforcement of federal laws to assist federal agencies in fulfilling their missions and staying within OMB personnel ceilings.

Implementation

NACo should seek a contract to assist counties in contract preparation.

Public Lands Service Fee

Background

The NACo Western Region Board has recommended that the western region state associations and NACo implement a public lands service fee program. Several state associations have approved the program. Three other state associations will consider approval during 1978, leaving only one (Hawaii) without a formal program.

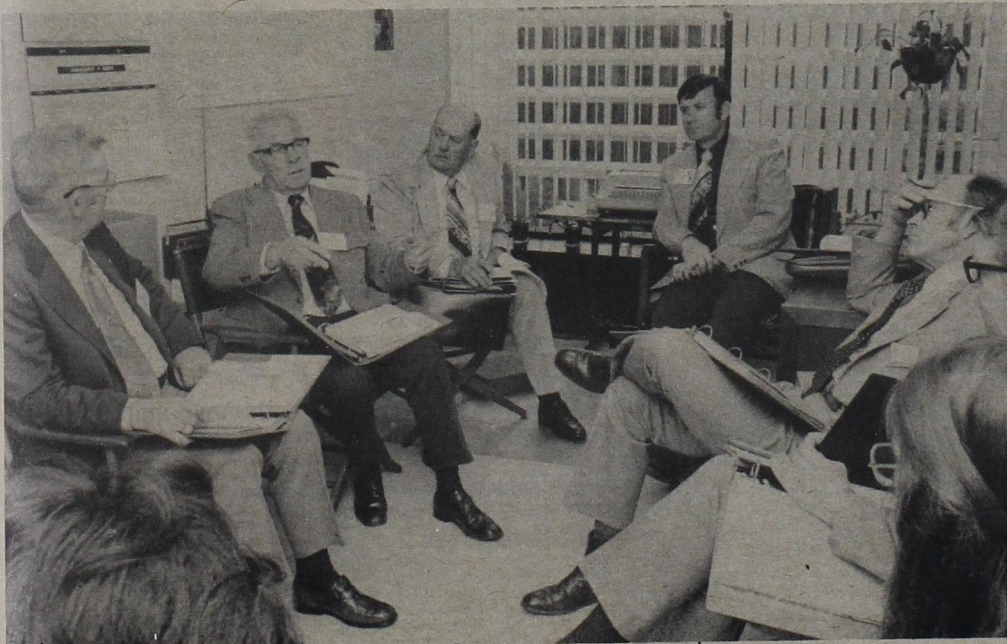
Under the program, counties receiving payments-in-lieu money will voluntarily pay a service fee to their state associations. The amount will be equivalent to about 1 per cent of their payment-in-lieu funds. The program goal would be to assist the federal and state governments in fulfilling national public land priorities and to help implement the following public lands legislation: Federal Land Policy and Management Act, Resources Planning Act, Forest Management Act, omnibus wilderness legislation, wilderness studies (RARE), Energy impact legislation, and Payments-in-Lieu of Taxes Act. State associations will hire professional and clerical staff for program implementation at the state level. The NACo Western Interstate Region will coordinate overall and interstate efforts.

Policy Considerations

NACo staff would provide the basic informational needs for this program and only play an advocacy role in areas covered by adopted NACo policy. Strategy on issues within NACo policy would be guided by the Public Lands Steering Committee. Implementation of programs within each state would depend upon state association policy.

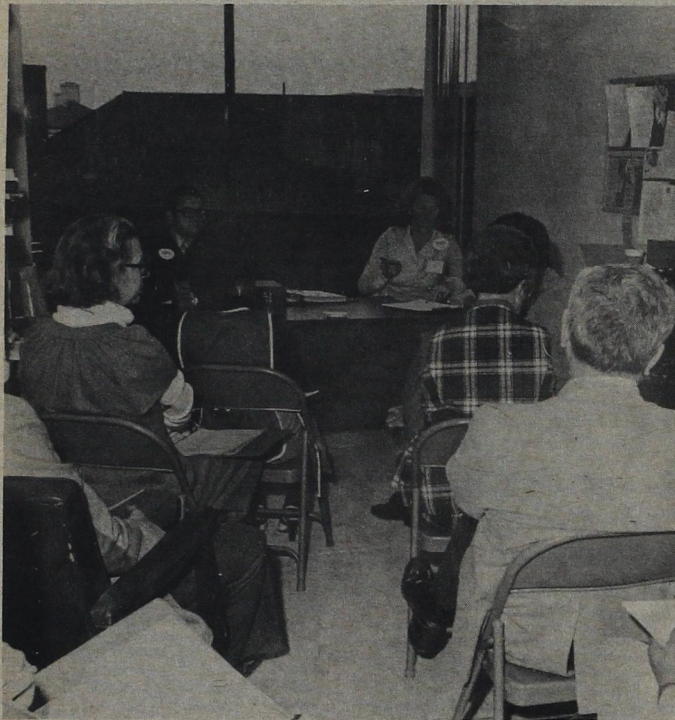
Implementation

Implementation within each state depends upon state association approval and voluntary service fee payments by individual counties. Implementation at the NACo level depends upon Western Interstate Region Board approval of a proposed service fee for payment by each western region state association.



The public lands team meets with, from left: Mel Lakin, Ferry County, Wash.; Arch Mahan, Mono County, Calif.; Dale Sowards, Conejos County, Colo.; Henry Haws, Maricopa County, Ariz.; Dale Skalsure, Chouteau County, Mont.; James Rannella, Big Horn County, Wyo.

Welfare and Social Services



Meeting with the welfare team are, upper left to front: Doris Dealaman, Somerset County, N.J.; Frank Jungas, Cottonwood County, Minn.

Proposed Activities and Funding

Welfare Reform

Background

In 1976, counties spent more on welfare than any other single function—over \$7 billion. Welfare reform, including fiscal relief, is NACo's top priority. NACo is supporting the broad outlines of President Carter's welfare reform proposal, but it is just a starting point for congressional debate. Much work will be needed to enact legislation which meets county governments' needs.

Policy Considerations

Because the President's proposal includes jobs as well as welfare, virtually every county is affected. Welfare and social services and employment committees and staff are working together on developing policy.

Legislative Implementation

An all-out NACo legislative effort (similar to that used to reenact general revenue sharing) is planned. NACo is seeking: immediate fiscal relief; creation of private-sector jobs for welfare clients; assurances that decisions on jobs and training programs remain in the hands of local officials; a tie-in with social service programs, and sufficient funding for emergency assistance.

Research Implementation

Research through HEW funding for Title XX and general assistance have been used to provide information on county costs and needs. Cost estimates of the President's program are unavailable, and information is needed on the counties' share of the total welfare burden (i.e., general assistance, social services). Hopefully, new NACo grants will help us build our information base.

Aging Programs

Background

Older Americans make up 10 per cent of the population. Counties are called upon to provide them with services such as health care, employment and income supplements, transportation, housing, social services, nutrition and recreation.

Policy Consideration

NACo supports the Older Americans Act and its goals of developing a coordinated program of services for older citizens.

Legislative Implementation

The Older Americans Act will expire in 1978. A major NACo effort will be needed in seeing that the bill is renewed and that counties have a meaningful role in service provision.

NACo, through its Aging Program, has built a broad-based coalition of county officials who are concerned about and supportive of programs for the elderly.

Research Implementation

A random survey of 5 per cent of all counties is being conducted on county activities for the elderly. This will help staff find five different county service-delivery systems to work with in developing model county systems (five-year plans) for the elderly.

Title XX (Social Services)

Background

Title XX of the Social Security Act provides funding to counties for social service programs, a major component of the welfare system.

Policy Considerations

NACo supports increasing the ceiling (currently \$2.5 billion) for federal funding under this program.

Legislative Implementation

NACo will continue to support increasing the ceiling to parallel the increase in the costs of living.

Research Implementation

NACoRF has a grant to study this program and its impact upon counties. Efforts are being made to continue this research beyond the termination date: Jan. 31, 1978.

In January, a joint report will be made by NACoRF, governors, state legislators, and cities on the effects of Title XX in three states.

Rural Human Resources

Background

Community Action Agencies serve 2,200 counties and spend \$500 million in federal money. Authorization for the community services administrator expires in 1978.

Policy Considerations

A basic statement on community action was added to the *American County Platform* in 1977, pursuant to NACo's policy process. The county position is:

- Continuation of community action programs;
- Return of the federal/nonfederal share of CAAs to 80/20, a cost-saver for counties;
- Absolute control by local elected officials over whether community action is needed and which agency should provide the program;
- A reaffirmation or redesignation process by the local community of the role of CAAs in their area;
- Implementation of the Community Partnership Program, an unfunded demonstration of joint projects between local governments and CAAs.

Legislative Implementation

NACo will support CSA as outlined in the *American County Platform*.

Research Implementation

Human resources specialists on the staffs of several state associations of counties will continue to work on the rural human resources projects which NACo obtained for the state associations over three years ago.

Proposed Activities with Funding to Be Pursued

Aging Program

NACo will attempt to continue the program through HEW funding starting in October 1978. The reports on model county programs will be completed and a national symposium held to disseminate information gathered.

General Assistance

In 1977, NACoRF conducted a 50-state survey of general assistance (GA) programs

for HEW. This is a very vital area for counties in that GA is a nonfederal welfare program totally funded at the state and/or local level.

Parent Locator Service (IV-D Program)

Background

This new but rapidly expanding program focuses on locating the absent parent and collecting child support from that individual. Each state sets up its own program but must comply with certain federal regulations. County welfare departments are very involved with the designated state IV-D agency and the county receives 10 per cent of the recovered money.

Policy Considerations

There are many problems in the program which are costing counties more than they are receiving.

Research Implementation

For these reasons, NACoRF will pursue a technical assistance and information clearinghouse grant from HEW.

Training County Staff on Aging

Background

Many counties, while providing some services to the aging, do not have any in-service training for staff.

Policy Considerations

There is a need to increase the quality of county government response to the aging.

Research Implementation

NACoRF would like to design and implement in-service training activities for staffs of county departments which have significant contact with individuals of ages 60 and over, but provide no related in-service training. NACoRF would work with teams of trainers (including gerontologists and service professionals as well as trainers) to design individually tailored training programs for six specific counties.

Land Use

Proposed Activities and Funding

Agricultural Land Preservation

Background

Many counties are adopting measures to protect, conserve, and enhance the availability of land for agricultural purposes. These measures often involve tax incentives, zoning, or a purchase of development rights. Congress is considering legislation which would establish a national policy towards this objective, create a commission to identify measures for conserving farmland, and provide demonstration grants to states, counties, and other local governments.

Policy Considerations

NACo policy recognizes the importance of local action to conserve farmland and the NACo membership has adopted a resolution supporting congressional action, along the lines described above. The major thrust is to make counties more independent and provide flexibility to deal with this problem.

Legislative Implementation

During 1978, NACo will need to take an active role in supporting the enactment of pending legislation and participating in the deliberations of any study commission established thereby. Counties have the opportunity to take the initiative on this matter if they so desire.

Research Implementation

Once legislation is enacted, it is proposed that funding for specific research and information efforts through NACoRF should be sought from the Department of Agriculture or other sources.

County Land Resource and Growth Management and Energy Facilities Siting

Background

Throughout the United States, counties are the principal level of local government faced with decisions about guiding the location and extent of growth, siting major energy and public facilities, and guiding the conservation of important natural areas. As economic development, energy development, and environmental protection forces continue,

counties have the opportunity to be the primary level of government for integrating these diverse demands.

Policy Considerations

NACo policy supports a strong role by county governments to guide the use of land and control growth. It calls for a minimal role by the states and an end to federal land-use control. The principal need is to answer those information requests from county officials who want to take a more active role in dealing with growth and conserving valuable natural areas.

Legislative Implementation

Congress will consider national legislation which will increase the role of federal and state governments in siting energy facilities. NACo needs to consider policy options and adopt a statement which reflects its views.

Congress will also consider legislation which will attempt to coordinate the actions of federal agencies with state and county land-use policies and planning. This legislation will parallel the Coastal Zone Management Act and may require federal agencies to make decisions consistent with local and state land resource and growth policies. NACo should take an active role in the consideration of both energy facilities siting and federal land resource coordination legislation to properly represent county interests.

Proposed Activities with Funding to Be Pursued

Land Resource and Growth Management

Background

The United States continues to experience land development pressures and threats to important natural resources. Counties are the principal level of government faced with the need to implement policies and methods to control the location and extent of development while protecting valuable farmland and important natural areas.

Policy Considerations

NACo supports the strengthening of the local government capacity for guiding growth and managing important land resources. Failure by counties and other local governments to assume this role may result in

Criminal Justice and Public Safety

Proposed Activities and Funding

Law Enforcement Assistance Administration Reorganization (LEAA)

Background

The attorney general has precipitated a study which recommends a wholesale reorganization of LEAA and the types of programs it administers. The study was "inhouse" and did not actively involve either Congress or constituent groups, such as counties. Written comments were accepted after the report was published. It was apparently intended that the reorganization be affected primarily by administrative decision (i.e., closing of regional offices), but intense pressure from Congress and the public seems to have precluded that avenue.

Policy Considerations

The reorganization envisioned by the Administration is not relegated to making LEAA more efficient or effective, but also encompasses changes in the actual program of assistance to state and local governments. The kinds of alternatives suggested by the study might well funnel the preponderance of funds into central cities at the expense of counties. We are, therefore, concerned about (a) the actual reorganization of LEAA as it affects services for counties, and (b) any changes made in the form of that assistance.

Legislative Implementation

Hearings have begun in the House on the reorganization proposal, but little will happen until next year when a full-scale review of

LEAA is expected in anticipation of a formal Administration proposal regarding the federal agency. When this occurs, we expect this issue to be a full-time job.

Research Implementation

Documentation of LEAA's performance is needed to identify strengths and weaknesses in individual counties. It will serve as a basis for changes recommended by NACo to improve the federal government's service delivery.

LEAA Reauthorization/Special Revenue Sharing

Background

Related to the attorney general's study of LEAA, but separate from it, is an independently arrived at attitude in Congress that LEAA is not effective and has outlived its usefulness. Consequently, in conjunction with LEAA's reauthorization in 1979, many members have begun to consider a direct assistance approach to provide funds to state and local governments.

Policy Consideration

The central issue is the formula by which direct assistance would be provided. If crime statistics are the primary criteria, central cities would benefit. County crime rates do not accurately reflect the range of criminal justice activity counties are responsible for (i.e., courts, jails, juvenile justice). The cities' primary criminal justice function is law enforcement. Putting the preponderance of federal dollars in this function would have a detrimental effect on the whole system of criminal justice.

Legislative Implementation

Attention will be given to enacting a direct assistance program that provides money for local needs with a minimum of federal strings while preserving benefits of comprehensive planning and encouraging innovative programs. This issue is closely related to LEAA reorganization. The Administration's formal position will be a critical element of the debate.

Research Implementation

Efforts will concentrate on documenting effects of "model" formulas on various representative counties. Documentation will also be secured on innovative programs that were successful and on the value of comprehensive planning.

LEAA Funding

Background

LEAA's funding has steadily and significantly decreased each year since 1975. Last year's cut alone was in excess of \$100 million. The effect of these cuts in fiscal '78 is that most of the funds are being used to sustain programs, with little or no new initiatives. Congress' perception that LEAA funds are not effective in reducing crime has led to a reduced fiscal commitment and a search for alternatives to the LEAA funding mechanism.

Policy Consideration

The reduced funding for LEAA has had an adverse effect on the quantity and quality of services rendered. In apparent recognition that LEAA is a dying institution, the Administration has still to appoint a director, regional offices have been closed, and Justice Department officials continue to make disparaging statements about their own office. Consequently, Congress has found it politically easy to reduce funding. The implications for counties are significant since there is no other source of federal funds for criminal justice assistance.

Legislative Implementation

NACo expects that there will be another major battle over LEAA appropriations this year and more efforts to reduce its funding. NACo will argue for the status quo as a minimum, while attempting to increase funding to the fiscal '77 level.

Research Implementation

Data will be collected on the effects of funding cuts on county programs. Included will be projections on the ramifications of future cuts.

Prison Construction/Renovation

Background

Despite a national scandal over the quantity and quality of the nation's correctional institutions, few federal dollars have been made available to assist state and local governments in either construction or renovation. Funds are scarce and rarely enough to be of much assistance.

Policy Considerations

The first conference on the county jail crisis indicated that funds generally are not available locally to provide the kind of improvements necessary for most county facilities. Seeking large-scale federal assistance also will open the door to federal standards which eventually could cost more in both dollars and local control than they are worth.

Legislative Implementation

This year there was much talk about legislation that would provide fiscal assistance for jail construction and/or renovation, but little materialized. Oversight hearings are scheduled for late this year and will probably produce a bill in the next session. This will be a major legislative effort with NACo.

Research Implementation

The team is planning a second assembly on the jail crisis, and a Wingspread, Wis. meeting on a jail crisis coalition.

Other Activities

Additional legislative activity is expected in victim assistance, juvenile justice and executive branch reorganization. This activity will not be extensive and should not account for more than six weeks legislative time.

Proposed Activities with Funding to Be Pursued

Coordination of Fire Prevention and Control Services

The rising costs of both labor and equipment for fire services are requiring more attention from county governments, particularly in the area of coordination of local fire companies. We will investigate the possibility of funding from the National Fire Prevention and Control Administration to assist and encourage counties in investing greater amounts of time and money in planning prevention activities, and contractual arrangements and options.

Development of Community Services for Juveniles in Trouble

Recent federal and state legislation is requiring the removal of nonoffenders and

status offenders from detention. NACo will seek assistance from the Office of Juvenile Justice and Delinquency Prevention to help counties develop programs and alternatives for youth who are neglected, dependent, in need of supervision or delinquent. Counties badly need assistance on how to fulfill both federal mandates and local needs.

Assessment of Criminal Justice Information Needs of County Officials

The difference between success or failure of criminal justice efforts often revolves around valuable information. Initiatives are being explored with the National Science Foundation for a research grant to survey counties in determining the nature and amount of information available on the operation of criminal justice agencies, the type of information needed to make policy and budgetary decisions, and how to provide this information.

Court Management Seminars for County Officials

The functions and operations of local courts are not well understood by the county officials who finance them. We propose seminars on basic concepts in the design of court facilities, space utilization, jury selection, operation of courts, and court budgeting which would offer local policy makers valuable information and help them relate to court officials.

How to Develop a Victim Advocacy Program

County officials often express concern for the plight of crime victims and witnesses. We are looking into a technical assistance grant that would outline and demonstrate the steps to follow in establishing a comprehensive countywide program that coordinates and directs services for crime victims.

How to Locate Parents of Dependent Families

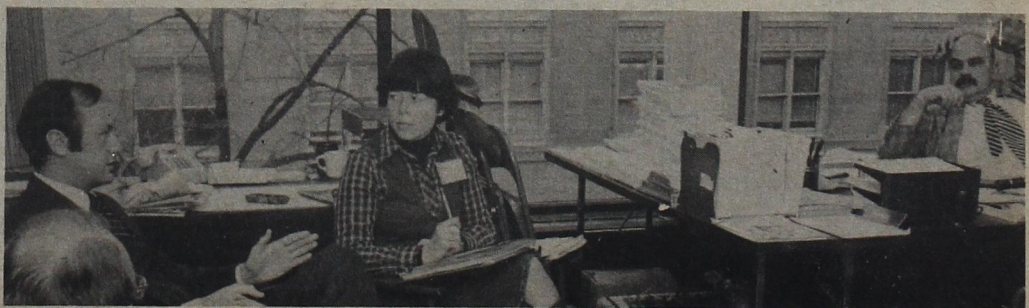
We are investigating a grant possibility from HEW for the National Association of County Civil Attorneys to help county officials locate parents who are not providing court-ordered payments to their dependents. Collection of payments from working parents can reduce welfare costs.

A Handbook on the Role of the County Coroner/Medical Examiner

A joint grant to NACoRF and the National Municipal League is being explored from the National Institute of Law Enforcement and Criminal Justice to develop an administrative handbook on the role of the county coroner/medical examiner for elected county policy makers and administrators.

County Board and School Board

There is a need for coordination between the county board and school board to make fuller use of school facilities in providing recreation, social services, and other programs for the community. The team will promote better communication between county and school officials, and bring better services to youth as a delinquency prevention measure.



In session with the criminal justice team are, from left: Rosemary Ahmann, Olmsted County, Minn.; Phil Elfstrom, Kane County, Ill.

the initiative being passed to state or federal agencies.

Implementation

It is proposed that NACoRF seek project funding to assist county government with land resource and growth management efforts. This project would enable NACoRF, in cooperation with the Academy for Contemporary Problems and other public interest groups, to (a) assess the nature of land resource and growth management issues facing county, city and state policy makers, (b) determine information and research needs to confront such issues, and (c) provide information to counties on ways to manage land use, make public facility siting decisions, and protect significant natural resources. The project would include field interviews and workshops for county officials to determine their needs while providing a capacity to supply current information. It could be implemented in cooperation with the coastal zone management project.

Coastal Zone Management

Background

County governments should participate in the development of coastal zone management programs. Counties are becoming the principal focus for coastal planning, and for the development and implementation of management programs which consider needs for energy, development, and important natural values inherent in coastal areas.

Policy Considerations

The federal Coastal Zone Management Act of 1972 calls on the states and federal agencies to cooperate with local jurisdictions in coastal management and requires federal activities to be consistent with local programs. NACoRF needs the capacity to assist counties and state associations in playing key roles in the development of state coastal zone management programs.

Implementation

It is proposed that NACoRF seek project funding to provide technical and program information to county governments on methods to manage coastal resources through *County News* and special publications. Such a project would enable NACoRF to provide direct assistance to state associations in equipping them to assist counties and to deal with state coastal zone management agencies. It would also provide information on ways to assure that federal agency activities were consistent with county coastal zone policies.

Labor Management

Proposed Activities and Funding

Social Security (Universal Coverage and Withdrawals)

Background

The House of Representatives voted recently to delete a provision requiring mandatory coverage of federal, state and local governments in the Social Security system and called for a study by the federal government on the feasibility of integrating Social Security with retirement systems. The study is to be completed by 1980. The Senate's bill does not have a similar provision and the House-passed version will probably prevail in a House/Senate Conference Committee. Staff will provide input to the federal agencies commissioned to study integration of the two systems.

Policy Consideration

NACo is opposed to mandatory coverage, Section 7.3, American County Platform.

Currently, 30 per cent of states and localities operate their own retirement systems which they consider actuarially sound. Consequently, they do not participate in Social Security. Seventy per cent do participate but they have the option to withdraw after a two-year notice to the Social Security Administration. Withdrawals have been increasing since 1959.

NACo Pension Task Force is looking at this issue and may recommend additional policy issues for later consideration.

Legislative Implementation

Monitoring the activities of the federal agencies responsible for the study will be key.

Activities of other public interest groups should be coordinated with NACo's efforts.

NACo will work with the state associations to develop models for state statutes on the legal language for integration and for other purposes.

Research Implementation

NACo currently has a Public Pension Task Force studying the issues mentioned earlier. Also, NACo has requested the Academy for Contemporary Problems to conduct research directed at fiscal impact of mandatory coverage. NACo should participate in the study.

NACo should consider conference/workshops, etc., for counties focusing on methods of integrating Social Security with public retirement plans. NACo may be able to do this in conjunction with the Social Security Administration and other public interest groups.

Public Pensions

Background

Congress passed the Employees Income Security Act (ERISA) in 1974 to improve the security of pension plans for workers in the private sector. The act does not apply to the public sector. Title III of that bill authorized a study by Congress of public pension plans to ascertain their strengths and weaknesses pursuant to a congressional decision regarding the need for federal regulatory legislation. The

results of this study was to be released last year.

Although ERISA specifically exempts public plans, this summer the Internal Revenue Service announced that state and local governments must file an annual return, whether qualified or not, or be penalized. This intervention and misinterpretation has been discussed with Treasury officials, but the issue remains unresolved. The Massachusetts Law Retirement Commission is currently considering filing a suit.

Sen. Richard Stone (D-Fla.) has introduced legislation which corrects the above problem, but action is not expected until next year. Stone's office has asked NACo to help obtain cosponsors for this bill.

Since White House announcement of Pension Commission, NACo has worked to get county officials appointed.

NACo's policy is currently opposed to federal regulations of county pension systems. If the study done by the House Pension Task Force reveals that federal regulation or state regulations are needed, NACo may want to consider revising policies.

Legislative Implementation

NACo will assist Sen. Stone in securing cosponsors.

NACo will monitor developments on House pension survey.

NACo will work with Administration, Department of Labor and Internal Revenue Service officials on taxation issues. Close coordination with other public interest groups and relevant NACo steering committees will be necessary.

Research Implementation

Close coordination and study of county pensions and Social Security is the key. NACo should hire either an actuary or pension consultant to generate information on both of these complex issues.

Collective Bargaining

Background

For several years, public employee unions have sought federal legislation establishing union bargaining rights for local, state and federal employees. In light of the U.S. Supreme Court ruling on Fair Labor Standards Act, it is still questionable whether or not Congress can impose collective bargaining on the states.

Three bills were introduced this year, but no hearings were held.

There was an attempt this year by organized labor to include states and local government in the Labor Reform Package (H.R. 8410) but the Administration rejected the idea. Labor will try again next year through another bill.

Efforts to place collective bargaining conditions on programs that provide fiscal assistance to state and local governments were attempted with an Energy Research and Development Administration (ERDA) authorization bill but it failed. NACo passed a resolution against legislative riders.

Policy Considerations

NACo should work with those counties and states that do not have collective bargaining statutes, or local ordinances and encourage them to pass laws.

NACo should pay particular attention and closely monitor bills that require collective bargaining as condition of grant award.

Legislative Implementation

NACo will monitor developments and be prepared to testify. Steering committee will play a key role in this effort.

NACo will voice opposition to national legislation requiring states and local governments to bargain collectively.

Research Implementation

Efforts will be needed to generate information on patterns of judicial action in public sector labor relations.

Patterns of state public sector labor relations laws, what works and what recurrent themes are in these laws needs to be explained.

Equal Employment and Affirmative Action

Background

Equal employment and affirmative action in state and local government have been mandated, regulated and directed by 17 major laws, and 15 executive orders by federal agencies that carry out Equal Employment Opportunity (EEO) policies.

A bill, H.R. 3504, was introduced this year but hearings were postponed.

The Coordinating Council is near agreement on a single set of uniform selection guidelines for states and localities.

Policy Consideration

NACo supports consolidation efforts.

NACo will review and comment on uniform selection guidelines.

NACo encourages counties voluntarily to establish affirmative action programs.

Legislative Implementation

NACo will work for passage of legislation consolidating EEO activities and will continue its relationship with federal agencies with EEO responsibilities.

Research Implementation

Research on status of county affirmative action plans needs to be done.

Occupational Health and Safety

Background

The act does not establish a program covering all states. It sets forth the conditions whereby the states may administer and enforce their own programs and federal matching grants for both planning and operating such plans under certain conditions.

No legislation was introduced this year. Congress, however, did hold oversight hearings with an eye toward reforming some of the administrative problems in Department of Labor.

Policy Considerations

NACo will continue to support federal efforts to set minimum standards and conduct research related to safety and health, but states and counties should be able to administer and enforce their own programs.

NACo supports the continuance of federal matching grants for both planning and operating health and safety programs.

Legislative Implementation

NACo must continue to monitor oversight hearings which may lead to federal legislation mandating states' participation. NACo is opposed to mandatory participation.

NACo will encourage Congress to allocate increased funding for state and local implementation plans.

Research Implementation

NACo needs information on what counties are doing in the area of health and safety—both preventive and reactive steps that have been taken; how many states and counties have approved plans, and what the other public interest groups are doing for possible coordinated efforts.

Workman's Compensation Program

Background

Legislation was introduced this year, H.R. 2058, which would set standards for state and local governments, but no hearings were held. States currently comply on a voluntary basis.

Policy Consideration

NACo is opposed to any federal interference with state worker's compensation laws.

Legislative Implementation

NACo will monitor congressional action in this area and provide testimony if a bill is introduced.

Research Implementation

NACo should work with National Governors' Association and National League of Cities on information gathering regarding voluntary compliance by the states.

Public Affairs

General Public Affairs Activities

Professional Training for Public Affairs Staff

Training is needed for the Public Affairs staff in various areas of the department: *County News*, graphic design, publications, public relations, radio/TV, printing, papers and inks, production equipment and photography. New techniques and keeping up with the latest methods can mean dollar savings for NACo.

Professional Training for NACo Staff

NACo staff has received no training in writing and reporting and has, at the same time, expected staff to do both well. The quality and clarity of writing and reporting, as well as the perception of what should be written, need improvement. Our communications skills will improve through training.

County News Activities

High Quality Publication

NACo plans to continue the high quality publication we have been producing over the past year. To ensure this, continued use of outside talent such as cartoonists, reports, photos, editorials and talents such as Neal Peirce is planned.

Binding and Microfilming

To assure a permanent record of *County News* all issues ought to be microfilmed as well as bound in yearly copy editions. NACo has a wealth of information in *County News* that is often needed promptly as a research resource. Microfilming will make this instantly available for projects and testimony.

Promotional and Publication Activities

NACo Promotion

The existing promotional booklet on NACo will be updated to provide information about NACo and what counties do. NACo needs some lively publications which will give readers and viewers a new feeling about NACo and counties. Also needed is a display which would advertise NACo and its activities and which would allow an interested person to thumb through publications, a must in reading sales material. The sale of publications, the promotion of NACo, should be carried out through a sensibly sized, flexible display.



Labor management team meets with, from left: John Franke, Johnson County, Kan.; John Palermo, Mahoning County, Ohio; William Konarsky, Scott County, Minn.; Jack Simmers, Polk County, Fla.

Proposed Activities with Funding to Be Pursued

Labor Relations

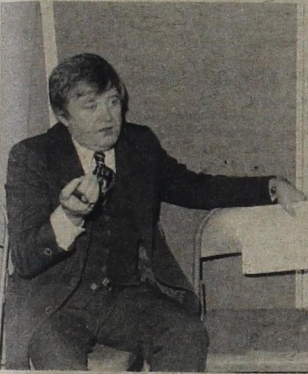
NACo, as a component of a larger U.S. Civil Service Commission grant, will address itself to research and technical assistance in the area of labor relations (e.g., collective bargaining, binding arbitration, EEOC guidelines, etc.). In addition, conference and workshop participation is scheduled.

Labor Relations Conference

NACo's 4th Annual Labor Relations Conference will be a nuts and bolts workshop for personnel directors in counties. The workshop usually attracts about 200 persons and proceedings have proven to be excellent resource references.

Labor Relations Casebook

This casebook needs updating and would require NACo funds to revise.



A. Barry McGuire gives public relations ideas to public affairs team.

Factsheets and General Publications

The department currently prepares a series of factsheets to inform NACo's audience of information such as board of directors, state association executive directors, NACo affiliates and steering committees. Since NACo is constantly updating available publications, including the yearly publication of the Living Library, the department also needs to be updating its publication catalog to inform NACo members of current materials of interest to them.

Public Relations Activities

Training for County Officials in Press, Radio and TV

Heavy attendance at the annual conference press relations workshop indicates that county officials want more public relations training or are having some problems with news management. Better public relations on the county level serves our members and supports NACo in national level efforts to tell the county story. Such training can be presented in conjunction with other NACo meetings.

Radio/TV News, Documentary, Training Film, Column, Hotline

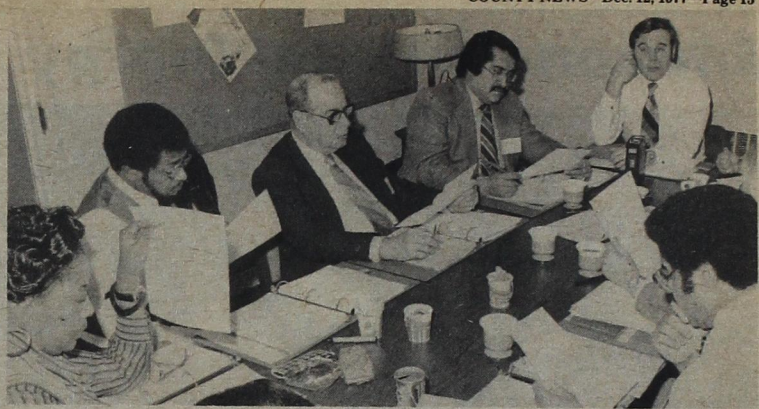
NACo is in an audio/visual era and needs to use all mediums to promote and educate. The county position can be locally supported with video tapes and radio broadcasts live or taped in all the ways written news releases or publications are employed. Nationally, NACo can affect network programming through trial tapes (audition). Many public service possibilities can also be utilized. The department needs video film and radio tapes to expand coverage. Also, public affairs plans to distribute a written column nationally and will continue the "Hotline" and expand its news coverage and potential for background information.

Grant Possibility

NACo could develop educational materials for secondary school children on county government. From eighth grade on, social studies includes forms of government. The department could expand interest and understanding of counties from an early age. Also a bilingual HEW grant might be possible for film, workbook, etc.

Health

Health team meets with, from left: Elizabeth Cofield, Wake County, N.C.; Terrance Pitts, Milwaukee County, Wis.; Joseph Manypenny, Hancock, W.Va.; Pete Mirelez, Adams County, Colo.



Proposed Activities and Funding

Health Planning

Background

Law passed with some NACo amendments in 1974.

NACo tried to implement those amendments through regulations process.

Contract negotiated with HEW to enable NACo to provide information to counties and feedback to HEW. Contract ran out Sept. 30.

Policy Considerations

Health Steering Committee has proposed 15 detailed amendments, and package has been sent to Congress.

Decision made internally to seek continued funding for health planning project.

Legislative Implementation

Working with key congressional staff in ensuring adoption of NACo amendments. Hearings scheduled in the spring.

Research Implementation (See funding to be pursued.)

Hospital Cost Containment

Background

President sent to Congress a bill to put a cap of 9 per cent per year on hospital costs.

NACo supported bill along with few other groups. Major health provider groups opposed.

NACo led coalition of supporters. No congressional action this year.

Policy Considerations

Steering committee supported bill. Resolution passed in Detroit.

Legislative Implementation

Continue leadership role in seeking bill enactment or develop new proposals and report back to steering committee.

Research Implementation (See funding to be pursued.)

Rural Health

Background

HEW has program to encourage integration of rural health services at local level.

NACo negotiated contract to provide information to counties on this program.

Research project terminated Oct. 15.

Policy Considerations

NACo supports coordination of categorical health programs in rural and urban areas.

NACo supported an amendment to Medicare that provided reimbursement to physician assistants in rural clinics.

Legislative Implementation

NACo will continue to support rural health efforts.

NACo will seek enactment of a rural health bill.

Research Implementation (See funding to be pursued.)

Public Health Maintenance Organization (HMO)

Background

Counties are precluded from running federally funded HMOs.

Group Health Association of America contacted NACo to enter into a joint project to seek federal funds to study feasibility of county-based HMOs.

NACo contacted HEW undersecretary who gave his approval.

Policy Considerations

Project approved by steering committee. Need to draft amendments to HMO law allowing public ownership for steering committee approval.

Legislative Implementation

Need to work with prepaid group practice organizations in building a coalition.

Use coalition to amend HMO law next year.

Research Implementation (See funding to be pursued.)

National Health Insurance

Background

NHI will be debated seriously next year; the Administration will submit its bill.

Policy Considerations

NACo has position on NHI; no plans to alter or amend position.

Legislative Implementation

Continue present work activity.

Work with other public interest groups in seeking enactment.

Research Implementation (See funding to be pursued.)

Proposed Activities with Funding to Be Pursued

Health Planning

Research Implementation

Develop new proposal for HEW which would tie in health planning with hospital cost containment.

Funding possibility is fair.

Hospital Cost Containment

Research Implementation

NACo has contacted key HEW officials concerning a contract to examine how county hospitals have held down costs and how the bill will affect counties.

Funding possibility is good.

Rural Health

Research Implementation

NACo is in the process of renegotiating a contract to provide technical assistance to counties on both rural and urban health initiatives.

Funding possibility is good.

Public HMO

Research Implementation

NACo is working with HEW undersecretary and Group Health Association in developing a work program and funding. Funding possibility is good.

Mental Health—Alcoholism

Background

NACo alcoholism project terminated on Sept. 30, 1977.

NACo submitted mental health project which was not funded.

Policy Consideration

None.

Legislative Implementation

NACo to seek reauthorization of alcoholism and mental health activities next year.

Research Implementation

Mike Bejamin, who is currently working with Mental Health Institute as part of the

Intergovernmental Personnel Act, will seek funding for NACo in mental health area.

Immunization

Background

HEW Secretary Joseph Califano announced new project to immunize 20 million children against childhood diseases.

County health officers will play key roles in this effort.

Policy Consideration

Steering committee supports initiative.

Legislative Implementation

None.

Research Implementation

NACo has contacted HEW and proposed a contract to assist HEW in carrying out program. Funding possibility is good.

Veterans Administration Project (VA)

Background

VA operates a \$5 billion "separate" health care system.

VA clients and county hospital clients are same group.

Policy Consideration

The idea of NACo-VA project must be presented to steering committee.

Legislative Implementation

None.

Research Implementation

NACo has contacted doctor in charge of VA health system and has submitted proposal to look at ways VA and county hospital could share resources.

Funding possibility is good.

Emergency Medical Services

Background

NACo instrumental in passage of bill. NACo assisting HEW in promoting conferences on emergency medical services.

Policy Considerations

Steering committee adopted strong plank on this issue.

Legislative Implementation

NACo to seek reauthorization of bill.

Research Implementation

NACo has contacted head of EMS branch in HEW and has submitted concept paper to HEW to provide assistance to counties seeking to improve delivery of emergency medical services.

Funding possibility is good.

National Health Insurance

Research Implementation

NACo to seek federal or foundation support for project on impact of NHI on counties.

Funding possibility unknown.

Community Schools

Background

Movement to use schools as centers for human services is growing.

Policy Considerations

Strong plank in support of community school concept in the American County Platform.

Legislative Implementation

Support of reauthorization of Elementary and Secondary Education Act.

Research Implementation

NACo to seek funding for project to promote concept of community schools.

Environment and Energy



From left: Gerald Fisher, Albemarle County, Va.; Cecil Armentrout, Rockingham County, Va.; Ralph Juhl, Bremer County, Iowa; John Spellman, King County, Wash., and Barna Szabo, Los Angeles County, Calif. meet with environment and energy team.

Proposed Activities and Funding

Water Quality Management

Background

Congress is still considering amendments to the Federal Water Pollution Control Act and it is not clear whether a bill will be completed this fall. It includes \$24.5 billion for sewage treatment construction grants, \$450 million for water quality management planning and \$600 million for 208 plan implementation to fight agricultural pollution.

Policy Consideration

NACo strongly supports federal water quality legislation. It will have major implications for urban and rural county efforts to fight both point and non-point water pollution. The principal effort should come in implementing the amendments beginning in 1978.

Legislation Implementation

Securing final passage and full appropriations for the various segments of the federal water quality act during 1978 will require a strong commitment by NACo.

Research Implementation

The water quality project will continue and include three four-page supplements in *County News* on clean water issues, ad hoc working meetings on federal policies and regulations, and two workshops at the state level.

Solid Waste and Resource Recovery

Background

During 1978, Congress will consider legislation providing for a national product charge for disposal purposes and regulating disposable containers, likely to be proposed by the Administration and members of Congress. Implementation of the Resource Conservation and Recovery Act (RCRA) will be of major concern to counties.

Policy Considerations

Solid waste and resource recovery is probably the single most important environmental issue for counties. Implementation of the 1976 legislation is underway and counties will play a major role. NACo will study the policy and county government cost implications for proposed legislation and adopt a position.

Legislative Implementation

A strong effort will be needed by the steering committee to study product charge and container proposals now under development by the Carter administration. Once consideration is underway, legislative representation will be necessary to implement NACo policy. Support of full funding for RCRA will be pursued.

Research Implementation

NACoRF is conducting technical assistance for counties on solid waste systems and is providing information on implementation of the RCRA. Continuation of this project will

include additional technical assistance visits, information materials on interlocal contracting for solid waste and resource recovery, and program information through *County News* and workshops at conferences.

Clean Air

Background

Congress adopted amendments to the Clean Air Act in July. These amendments provide new responsibilities for counties to work with states for the development and implementation of state implementation plans especially in major urban areas not attaining clean air standards.

Policy Considerations

NACo supports a strong local role under the Clean Air Act, and should carefully monitor development of EPA policies and regulations.

Legislative Implementation

NACo will pursue full funding of the Clean Air Act, specially grants under Section 105 which can be made available to counties for implementing portions of state plans.

Research Implementation

NACoRF has been awarded a grant by EPA to conduct working sessions on EPA regulations governing state/local consultation and division of responsibility among state, regional, and local agencies. The project will also conduct a series of workshops and provide information through *County News* on the local role under the clean air program.

Safe Drinking Water

Background

County water supply activities are governed by the federal Safe Water Act of 1974. County suppliers must comply with federal standards for drinking water and may have a role in their enforcement under state programs. If states fail to assume responsibility for implementing the standards the job falls to EPA.

Policy Considerations

Those counties that administer water supply systems will need assistance in understanding federal standards, and the state and county role in their implementation. To date, the Safe Drinking Water Act does not include assistance for upgrading or building drinking water treatment facilities. Assistance should be sought for this purpose.

Legislative Implementation

NACo should support full appropriations for program grants to states, a mandatory pass through to counties which have implementation responsibilities, and new funding to meet the cost of improving drinking water treatment facilities.

Research Implementation

NACoRF has been awarded a grant from EPA to acquaint counties with their role under safe drinking water legislation and the role of states. The project includes a series of workshops for city and county officials in cooperation with the National League of Cities and the International City Management Association.

Noise Pollution Control

Background

The federal Noise Pollution Control Act authorizes EPA to provide technical assistance to local governments to develop programs for controlling community and aircraft noise. Additionally, EPA is developing a national noise control strategy which would have future legislative implications.

Policy Considerations

NACo supports local noise pollution abatement efforts. The extent of county involvement needs to be pin-pointed, and EPA should be made aware of local noise pollution control priorities and information needs during development of EPA's national strategy.

Legislative Implementation

The steering committee should carefully study and contribute to the development of a national strategy in assuring proper representation of the local government viewpoint. In addition, full funding of appropriations for local technical assistance programs should be sought.

Research Implementation

NACoRF has been awarded a grant by EPA to conduct four workshops for county officials on aircraft and community noise programs, advise EPA on county technical assistance needs and local policy issues, and provide information through *County News* on local noise abatement strategies.

Consolidated Environmental Programs

Background

The Carter administration is studying proposals for consolidating grant programs dealing with solid waste, water quality planning, and air pollution control program implementation. The objective is to foster coordination of environmental management efforts. Many of these programs provide assistance primarily to states, but some include planning and administrative grants available to county governments.

Policy Considerations

Reorganization of environmental grant programs provides the opportunity to strengthen the role of local governments under state government programs and to assist counties with the integration of decisions under solid waste, water quality management and clean air planning.

Legislative Implementation

NACo should carefully study, through the steering committee, the options and opportunities for improving the role of funding available to county governments. Active participation should be sought in development of an Administration proposal and in representing NACo's views during congressional consideration. A strong role is already exercised by the National Governors' Association.

Research Implementation (See funding to be pursued.)

Water Resources Policy

Background

The Administration earlier this year proposed the deauthorization of a number of water resource development projects throughout the nation. It is now studying a series of options for national water resources policy and the funding needs to implement it. This study is likely to be comprehensive and result in legislative proposals to be considered during the second session of the 95th Congress.

Policy Considerations

Counties use much of the water conserved or retained through federal water resource projects. Earlier this year the NACo Board of Directors adopted a resolution opposing the Administration's policy. The steering committee has seen the need for studying policy options and proposing new policy on this topic before future legislative proposals are fully developed.

Legislative Implementation

During 1978, Congress will consider Administration proposals which would establish priorities for water resource development funding. NACo should participate fully in consideration of such legislation based on policy to be developed by the steering committee and board.

Local Energy Management

Background

Meeting the nation's energy needs will be a continuing problem throughout this decade. The National Energy Policy Act includes new responsibilities for counties in energy conservation, building standards, and alternative sources. The Administration is now considering alternatives for consolidating state and local energy management program grants. Counties have an opportunity to become more actively involved in developing and implementing both local and state plans and in receiving increased financial and technical assistance to integrate the management of local energy programs.

Policy Considerations

NACo supports a strong county role for achieving greater conservation of energy use, seeking alternative and innovative sources of energy, and in controlling the effect of energy development and facilities siting. This will be the last opportunity for counties to become actively involved at the national level to assure a greater role for local governments both in the legislative area and with the new Department of Energy (DOE).

Legislative Implementation

NACo, through its elected leadership, should be actively involved in drafting legislation which assists local energy-management program efforts or which consolidates existing state programs to strengthen the role of local governments. Once a proposal is developed, NACo should take an active role in congressional consideration of these proposals, and the development of DOE regulations when enacted.

Research Implementation

The energy project will continue to develop information on county activities and needs in implementing energy management programs, conduct workshops at NACo conferences, publish 10 issues of the project newsletter, hold two meetings of the Energy Issues Advisory Committee, and prepare a guidebook for local energy management agencies.

Energy Development Impact

Background

Many counties are experiencing economic, social and environmental effects from energy resource development and facilities siting. Current legislation provides assistance to counties affected by coal and uranium mining. The Administration is now studying gaps in energy development impact assistance programs. The Congress will be considering comprehensive legislation which would assist local governments and communities to meet planning, land acquisition, public facility and housing needs.

Policy Considerations

NACo has supported greater assistance to communities to meet energy development impacts. Major issues exist as to the level of assistance, eligible costs, and the ability of local governments to receive assistance directly from the federal government or through state agencies. NACo needs to play a more active and direct role with the Administration and Congress to ensure that counties are adequately included in proposed programs before they are fully developed.

Legislative Implementation

NACo should actively pursue the enactment of energy development impact

assistance legislation for noncoastal areas to match assistance programs already available for coastal areas. Emphasis should be placed on assuring local flexibility in spending such assistance, comparable to that of a block grant program. Assistance should either go directly to counties or through states based on a mandatory pass-through requirement.

Research Implementation

The energy project provides information to counties on this topic and is developing a set of case studies of impact control methods which will be made available to counties throughout the nation.

Proposed Activities with Funding to Be Pursued

Solid Waste

Background

Solid waste and resource recovery is the most important environmental issue facing counties today. This view is supported by NACoRF's solid waste survey and by continued requests for information and technical assistance by both elected and appointed officials to enable them to develop those programs and projects which will serve their needs. Resource recovery will be an important energy resource alternative in the near future.

Policy Considerations

While NACo policy supports strong local action, EPA regulations may impose a nationwide requirement to work with regions designated by the state without sufficient local understanding or involvement. A careful monitoring of the implementation of RCRA is needed.

Implementation

To continue to provide technical assistance and information to counties, NACoRF should seek extension of its solid waste project and these activities: additional technical assistance visits which match counties that need assistance with those that have solved particular problems; development of information materials on interlocal contracting for solid waste; periodic information on new technical approaches and federal programs.

Resource Conservation

Background

The Administration is considering legislation for regulating containers and imposing product waste disposal charges. EPA has provided the opportunity for NACo/NACoRF to be involved in the deliberations on these issues before legislation is proposed, and to provide information to counties about the Administration's policy options.

Policy Considerations

The steering committee needs to evaluate product charge and container issues in light of platform policy on solid waste disposal and recycling. Such legislation might result in new costs or a new role for county solid waste programs.

Implementation

It is proposed that NACoRF pursue funding which would enable it to be involved in the development of national policy before legislation is submitted to Congress. This could be accomplished through an amendment to the solid waste project grant to permit NACoRF to provide information on these issues to counties and NACo. NACo would provide information to the Administration on the county perspective and proposals developed by the NACo policy process.

Environmental Management

Background

For several years, NACoRF has conducted a number of technical assistance and information projects for many environmental issues. It is becoming clear that local governments are seeing the need to integrate the management of a range of environmental programs aimed at solid waste, water quality planning and air quality control.

Policy Consideration

As a full-service organization, NACo/NACoRF needs to respond to the evolving needs of its membership. Future financial support for individual projects may be limited.

Implementation

To assure adequate financial support for NACoRF and to meet the needs of county governments for integrating environmental programs, it is proposed that NACoRF pursue a consolidated environmental management project. This project would enable NACoRF to provide information and technical assistance on many environmental issues and programs, demonstrate the interrelationships of these issues, and continue to influence the direction of federal agency policy and regulations.

Energy Conservation Programs, Alternative Sources and Implementation of Thermal Efficiency Standards for Building

Background

The advent of what is or is becoming an energy crisis has raised new interest at the local level for understanding ways in which technology can assist counties to meet needs. The technological implications for energy management can be summarized by the following items: (a) methods for improving energy conservation in government operations, (b) local applications of alternative energy sources and advanced technologies, and (c) enforcement of thermal efficiency standards in public and private construction. All these measures are designed to reduce dependence on foreign energy sources and emphasize the application of new technology or appropriate technology.

Policy Considerations

In its role as a full-service organization, NACo/NACoRF should provide technical information to assist elected and appointed officials in making better management decisions or seeking the source of additional information. County officials have expressed interest in applying advanced technology to their needs. This transfer of information can be best accomplished by NACoRF with its understanding of and direct links to county officials. This would provide the opportunity of putting county governments in the forefront in meeting the nation's energy needs. In addition: (a) it is anticipated that Congress will in the next round of energy legislation consider measures aimed at developing a range of technologically sophisticated alternative energy sources, and (b) recent legislation has mandated an additional responsibility for local governments in implementing thermal efficiency standards without adequately defining that role or providing the necessary resources.

Implementation

It is proposed that NACoRF pursue funding to provide direct technical assistance and information through County News for member counties on each of the topics identified above. Funding should be sought from a variety of public and private sources. These individual efforts should also provide the capacity to assure that local priorities are included in federal agency programs, policies and regulations.

Energy Resource Development Impact

Background

Throughout the United States, the development of coal, oil shale and other fossil fuels will bring an improvement in the economic conditions of many counties. It will also bring new governmental costs: needs for improved housing, roads and public facilities; threats to environmental resources; and social dislocations. Counties have shown an interest in knowing ways to deal with these effects and in assuring that federal programs directed to this need represent or support practical solutions and local priorities.

Policy Implementation

The federal government now administers a number of individual impact assistance programs directed to particular areas or energy resources. NACo is participating in an assessment of the gaps in federal programs and the development of recommendations to meet the needs of counties faced with increased growth due to energy development.

Implementation

Assistance will be sought from a number of funding sources to support the implementation of a project to identify specific technical and information needs of counties and to work with federal agencies with energy impact assistance responsibilities to assure that counties are the focus for assistance.

Expenditure Breakdown

1978 Program Budget

Community Development

Salaries	\$35,063
Overhead	28,927
Other Direct Costs	12,000
Total	\$75,990

Criminal Justice/Public Safety

Salaries	\$29,410
Overhead	24,263
Other Direct Costs	12,500
Total	\$66,173

Employment

Salaries	\$33,637
Overhead	27,751
Other Direct Costs	33,150
Total	\$94,538

Environment and Energy

Salaries	\$26,169
Overhead	21,589
Other Direct Costs	12,000
Total	\$59,758

Land Use

Salaries	\$10,811
Overhead	8,919
Other Direct Costs	4,000
Total	\$23,730

Health and Education

Salaries	\$40,972
Overhead	33,802
Other Direct Costs	10,000
Total	\$84,774

Home Rule/Regional Affairs

Salaries	\$30,553
Overhead	25,206
Other Direct Costs	12,700
Total	\$68,459

Labor Management Relations

Salaries	\$27,331
Overhead	22,548
Other Direct Costs	11,400
Total	\$61,279

Taxation and Finance

Salaries	\$41,577
Overhead	34,301
Other Direct Costs	17,900
Total	\$93,778

Public Lands

Salaries	\$19,694
Overhead	16,248
Other Direct Costs	14,000
Total	\$49,942

Transportation

Salaries	\$34,276
Overhead	28,278
Other Direct Costs	18,000
Total	\$80,554

Welfare and Social Services

Salaries	\$60,602
Overhead	49,997
Other Direct Costs	27,000
Total	\$137,599

Program Totals

Salaries	\$390,095
Overhead	321,829
Other Direct Costs	184,650
Total	\$896,574

1978 Support Budget

General Management

Salaries	\$37,321
Overhead	30,790
Other Direct Costs	70,730
Total	\$138,841

Public Affairs

Salaries	\$132,148
Overhead	109,023
Other Direct Costs	216,426
Total	\$457,597

Membership

Salaries	\$26,537
Overhead	21,893
Other Direct Costs	53,200
Total	\$101,630

Other Direct Costs

Joint Data Center	\$26,646
Affiliates	14,000
NACoRF Contribution	40,000
Capitol Hill Facility	13,980
Flexible Funds	84,582
Total	\$179,208

Other Expenditure Totals

Salaries	\$196,006
Overhead	161,706
Other Direct Costs	519,564
Total	\$877,276

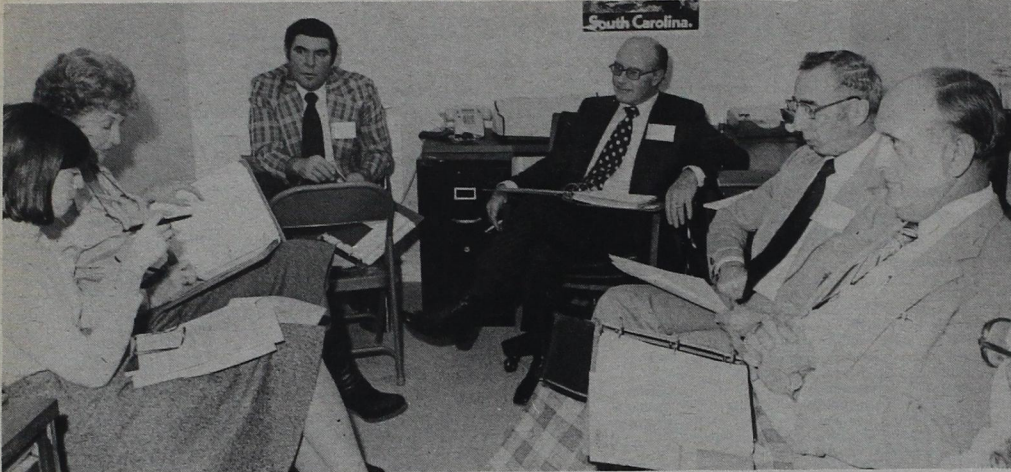
Total Budget

Salaries	\$586,101
Overhead	483,535
Other Direct Costs	704,214
Total	\$1,773,850

1978 Total Resources

Program Class	NACo Total	Research Grants Contracts	Total Resources
Community Development	\$150,344	\$ -	\$150,344
Criminal Justice/Public Safety	130,922	130,000	260,922
Employment	187,041	500,000	687,041
Environment and Energy	118,230	543,800	662,030
Health and Education	167,723	180,000	347,723
Home Rule/Regional Affairs	135,444	125,000	260,444
Labor-Management Relations	121,239	50,000	171,239
Land Use	46,949	-	46,949
Public Lands	98,809	-	98,809
Taxation and Finance	185,538	50,000	235,538
Transportation	159,374	80,000	239,374
Welfare and Social Services	272,237	140,000	412,237
Total	\$1,773,850	\$1,789,800	\$3,572,650

Taxation and Finance



The tax and finance team meets with, from right: Richard Conder, Richmond County, N.C.; Victor Miller, Hennepin County, Minn.; John Shonkwiler, Newton County, Mo.; Dale Davis, Miami County, Ohio; Elisabeth Hair, Mecklenburg County, N.C.

Proposed Activities and Funding

Taxable Bond Option (TBO)

Background

A taxable bond option would permit a governmental unit to issue bonds either exempt from the federal income tax or not exempt from federal income tax. The federal government would pay a set portion of the taxable bond's interest rate. This issue was discussed during the 95th Congress. The Administration has hinted that a provision for a taxable bond option at 35 per cent or 40 per cent will be included in the President's Tax Reform Package.

Policy Considerations

NACo's platform does not take a direct position on the TBO. During the 1976 conference a measure to support a TBO was tabled. The Tax and Finance Steering Committee would not address the TBO issue this past year. The platform does address this issue indirectly in stating opposition to directly or indirectly taxing municipal bonds.

This program becomes a very emotional one for many counties. Many counties view TBO as a way for the federal government to eliminate tax exemption for governmental units.

Legislative Implementation

The President's entire tax package will be reviewed and a strategy determined.

Research Implementation

Based on the review, a county opinion assessment will be made on the impact on the sale of bonds and county capital investment fund impact.

Disclosure

Background

During the New York City fiscal crisis an interest in the need for disclosing information about the offering government's finances, growth and indebtedness was first discussed. Several bills ranging from actual registration requirements with the Securities and Exchange Commission to very limited disclosure on large offers were introduced during the 95th Congress. Sen. Harrison Williams (D-N.J.) will be introducing a bill requiring some level of disclosure.

Policy Considerations

NACo and the other public interest groups favor voluntary disclosure using Municipal Finance Officers Association's (MFOA's) guidelines.

Legislative Implementation

Close attention must be paid to the particular requirements of a disclosure bill. If it became clear that a disclosure bill were inevitable the exact requirement would be important.

NACo would most likely be working with MFOA on this issue.

Research Implementation

A thorough knowledge of the MFOA guidelines and a capacity to provide technical

assistance and general information will be necessary.

Antirecession Fiscal Assistance

Background

Antirecession fiscal assistance is authorized by Title II of the Public Works Employment Act of 1976 as amended by Title VI, Intergovernmental Antirecession Assistance Act of 1977. Money authorized by Title II is allocated according to a formula developed by Congress and contained in the act. The present program expires on Sept. 30, 1978. During the next session of Congress action must be taken to extend the life of this program or it will expire.

Policy Considerations

Counties with unemployment greater than 4.5 per cent receive funding as long as the national unemployment rate is greater than 6 per cent. If the formula is altered NACo policy must be reviewed.

NACo policy states the need for a permanent program during times of recession and high unemployment.

Legislative Implementation

Appropriations will have to be secured in order for the program to continue.

Government Accounting Office (GAO) and the Advisory Commission on Intergovernmental Relations (ACIR) are presently researching the effects of antirecession assistance and will be submitting their report to Congress in the spring. NACo will need to reply to these reports.

Research Implementation

NACo must maintain a close monitoring relationship with the GAO and ACIR studies and conduct appropriate research where these studies are insufficient or contrary to counties.

Glass-Steagall Act

Background

The Glass-Steagall Act of 1933 prohibits commercial banks from issuing revenue bonds. It is believed that the interest rate on revenue bonds would be reduced with the added competition of commercial banks because of an increase in competition.

Policy Considerations

NACo platform favors amending the Glass-Steagall Act.

Presently both private securities dealers and the Treasury Department are studying the impact of amending the Glass-Steagall Act. Once these reports are issued NACo may need to have the Tax and Finance Steering Committee reconsider its policy.

Legislative Implementation

NACo has been working on the issue since this summer, but has been unable to get hearings scheduled during this session.

NACo has coordinated and worked closely with other public interest groups and with the Dealer Bank Association.

Research Implementation

NACo must monitor and comment on the studies being conducted by the private securities dealers and Treasury. Additional impact opinion from select counties should also be solicited.

Urban Development Bank (Urbanbank)

Background

The White House has stated the intent of including an urban development bank as a part of its program to aid urban areas. At this time NACo does not know exactly what this program would include.

Policy Considerations

The Taxation and Finance Steering Committee and the Community Development Steering Committee will review and recommend policy on an urban bank. Close coordination with the other public interest groups would be necessary.

Particular policy considerations must be examined to ensure that urban development provides a source of federal financial assistance for long-term urban redevelopment to distressed counties, not just central cities. In addition, close examination of the programs' impact on the municipal bond market must be made.

Legislative Implementation

The Taxation and Finance and Community Development Steering Committees will need to determine a policy after Administration proposal is made.

Research Implementation

Contingent on Administration proposal.

Census

Background

The Census Bureau is required to undertake a decennial census for the purpose of apportioning congressional districts. In addition, Congress is also required to update the decennial census information every five years. Following the 1970 Census strong criticism was raised concerning the under counting of minorities. As the nation prepares for the 1980 Census it is necessary for NACo to monitor and make recommendations to the Census Bureau.

Policy Considerations

Since many federal programs are distributed on the basis of census data, it is in the best interest of all citizens that census information be as accurate as possible.

Legislative Implementation

Should any legislative proposals be introduced which affect the Census Bureau's function, it would be necessary for NACo to establish a position.

Research Implementation

Not applicable.

Congressional Budget Process

Background

The budget process was altered in 1975 with the passage of the Congressional Budget and Impoundment Control Act of 1974. Staff should monitor the process and be aware of the congressional budget timetable.

Policy Considerations

Because of the congressional process, it is necessary for all steering committees to be aware of deadlines designated in the Congressional Budget Act.

Legislative Implementation

None.

Research Implementation

Internal NACo comment procedure will be employed.

Industrial Development Bonds

Background

Presently industrial development bonds are tax exempt. Local governments use these bonds for a number of public purposes. However, the NACo Platform recognizes the need to more carefully define the use of these bonds. NACo has recently learned that the Administration is thinking of removing the tax exempt status on industrial development bonds.

Policy Considerations

It will be necessary to establish a definition of "public purpose" to ensure that industrial development bonds are used solely for that purpose.

The implications on the municipal bond market if the number of industrial development bond issue were eliminated or sharply reduced must be examined.

Legislative Implementations

NACo will analyze the impact on counties of the Administration's tax reform bill.

Research Implementation

NACo needs to develop an impact assessment survey after having defined "public purpose." In addition, opinion will need to be monitored.

Federal Aid Reform

Background

On Sept. 9, President Carter announced the Administration's preliminary federal aid reform proposal for the grants-in-aid system. The reform proposal is directed at five major areas: application, reporting and planning requirements; financial management practices; auditing procedures; requirements to fulfill national goals, and development of regulations.

The President's reform would simplify and consolidate the grants-in-aid system.

Sen. John Danforth (R-Mo.) is reviewing the President's reform proposal and will use it as a basis for a major federal aid reform bill to be introduced in the spring.

Policy Considerations

Appropriate NACo steering committee(s) will review the proposal of the President. NACo will work with Sen. Danforth to develop a major federal aid reform bill and will report to the appropriate NACo policy steering committee(s) for review and comment of the legislative proposal.

Legislative Implementation

NACo will seek passage of legislation and then oversee and encourage administrative implementation of the provisions of the act.

Research Implementation

This area will require a good deal of research initiative on documenting costs of administering aid programs.

Proposed Activities with Funding to Be Pursued

Federal-State Economic Impact

For many years, the fiscal and economic impact of federal and state programs on local government has been discussed but never studied. ACIR has recently conducted a survey of states which have addressed the problem legislatively with various degrees of success.

Local budgets are heavily designated to pre-existing and mandated programs. An identification of the cost of new and old programs would articulate the necessity for allowing local governments access to alternative revenue sources.

NACo is currently seeking, in concert with the University of California at Riverside, funding from the National Science Foundation. The study will concentrate on select programs in a national sample of city and county governments.

General Management Assistance

As part of a larger contract with the U.S. Civil Service Commission, general management assistance in the finance area will be made available through three national workshops.

Board Message to Administration

Continued from page 1

Implementation of the Clean Air Act Amendments and Clean Water Act: NACo will "watchdog" new provisions of clean air and water legislation giving new authority to local governments to insure faithful representation in Environmental Protection Agency policies and regulations.

Local Energy Management: NACo urges Congress to provide the missing link in the national energy policy by adopting financial and technical assistance to counties to establish and implement energy management programs addressing conservation, alternative source technology, county operations, and energy supply.

Transportation: Counties have vital interests in providing a balanced and coordinated transportation system. NACo supports maximum flexibility and involvement of local elected officials in planning and operating transportation systems meeting local needs. NACo has led the coalition to get relief for our massive bridge replacement and rehabilitation problem and recommends that efforts be continued as a major priority in 1978. Counties seek flexible bridge funds so that good engineering decisions, under broad guidelines from the federal and state governments, can be used to overcome some of the current cumbersome requirements that delay action.

Social Security: NACo supports legislation to put a 9 per cent cap per year on hospital costs.

Public Lands: NACo continues to support as a high priority the con-

tinued funding of the Payments-in-lieu of Taxes program and strongly endorses the multiple use concept for all public lands for the benefit of all our people.

Agriculture Land Preservation: NACo will seek approval of agriculture land preservation legislation that will study ways in which farmland can be preserved through local government action and provide assistance for the development and implementation of individual county conservation programs.

Rural Development: Equity for rural development grant programs with urban oriented programs will be the county goal. Specifically, counties want increased rural development grants from the present maximum of 50 per cent of project cost up to 75 per cent of project cost. (A NACo rural affairs task force was established by the Board to provide a voice for rural America.)

Intergovernmental Coordination: Hearings on an intergovernmental coordination bill have been proposed for early 1978. This action coupled with President Carter's reorganization efforts including the Urban and Regional Affairs Policy Group, the Office of Management and Budget (OMB) interim report on the A-95 review process and OMB's zero-based review of planning requirements will have substantial effect on state, county and city government activities. Counties will work to insure that their interests are represented in the bill.

Federal Aid Reform: NACo supports federal aid reform legislation that will simplify and consolidate the grants-in-aid system.



MEETS WITH WHITE HOUSE STAFF—Members of NACo's Health and Education Steering Committee discuss issues with Valerie Pinson of the Office of Congressional Liaison, the White House, and former NACo staffer. Shown from left are: Elizabeth Cofield, commissioner, Wake County, N.C. and chairman for Higher Education; Harold Colburn, M.D. freeholder, Burlington County, N.J. and chairman for Health Resources; Terrance Pitts, supervisor, Milwaukee County, Wis. and chairman of the NACo Health and Education Steering Committee; Mike Gemmell, NACo associate director for Health and Education; Pinson, and Dick Fisher, commissioner, Orange County, Fla.

HEALTH STEERING COMMITTEE

Panel Urges Consultation

WASHINGTON, D.C.—Meeting for its annual orientation for new members, the Health and Education Steering Committee was briefed by White House staff and key officials from the President's Reorganization Office, the Department of Health, Education and Welfare (HEW), and congressional staff.

Willis Hawley of the President's Reorganization Office reported that

his task force will recommend that education not be severed—as Presidential candidate Carter had promised—from HEW. Instead, while separation will be one option which is presented to the President, the task force will recommend that the Office of Education be strengthened within HEW. Education would be given jurisdiction over sundry programs currently under the Office of Human Development, substance abuse and juvenile delinquency programs, lead poisoning, Headstart, Department of Agriculture nutrition programs, and other programs under the recommended option.

Hawley appeared before the committee ostensibly to ask for advice from NACo. However, under tough questioning by Maricopa County Supervisor George Campbell, Hawley acknowledged that, in fact, the reorganization staff had already determined which option it intended to recommend to the President.

As a result of Hawley's admission, the committee directed that a letter be sent condemning the Administration's continuing choice of not consulting fully in advance with counties on key issues. Furthermore, meeting later, NACo's Board of Directors passed a firmly worded resolution objecting to the failure of HEW Secretary Joseph Califano to assure proper county representation on advisory bodies. As one county official remarked, "Counties must instruct the new Administration that we cannot be taken for granted."

Not all Administration officials were taking counties for granted, though. At the same meeting, HEW Deputy Assistant Secretary for Legislation Grant Spaeth chose NACo's steering committee as the place to announce that his department will continue to fight for its current version of hospital cost containment. Spaeth made it clear that, although HEW is returning to the drawing boards, it firmly intends to pass a program next year which will form an effective long-term basis for a national health financing program to promote health, provide equitable care, and contain costs within acceptable limits.

The steering committee also heard from Dr. George Hardy, a former Jefferson County (Ala.) health officer who now works on the staff of the House Commerce health subcommittee. Dr. Hardy reported that coun-

ties will be closely regarded next year in the review and renewal of 22 major health programs. Hardy reported that Subcommittee Chairman Paul Rogers (D-Fla.) favors combining many of these programs—a move that NACo has advocated for many years—in order to maximize local discretion in spending.

Joe Onek of the President's Domestic Council and Val Pinson of the White House Congressional Affairs liaison office also briefed the county leaders.

The following were the words of the resolution passed by the board:

WHEREAS, county government is intimately involved in the health planning process;

WHEREAS, county government provides many services to the medically indigent as well as public health and prevention services;

WHEREAS, county government is the major public provider of health care services;

WHEREAS, HEW has systematically discriminated through its regulations against county government participation in health service programs such as community health centers, Health Maintenance Organizations, Health Systems Agencies, and others;

WHEREAS, HEW has excluded counties from participation in other advisory committees such as the National Health Insurance Advisory Committee and the Mental Health Advisory Committee;

WHEREAS, Secretary Califano has not appointed any elected county officials to the National Council on Health Planning and Resources Development; and

WHEREAS, this Council will be preparing guidelines affecting a broad range of health services of vital concern to counties;

The National Association of Counties' Board of Directors therefore:

• Strongly objects to the failure of the Secretary to involve elected county officials in the National Council on Health Planning and Resources Development.

• Strongly urges the Secretary to reconsider the appointments to this and other HEW committees to assure that elected county officials are immediately appointed.

• Urges the Secretary to assure that in the future, elected county officials will play an important role in the formation of HEW policy which impacts on counties.

LABOR MANAGEMENT STEERING COMMITTEE

Legislative Activity Planned

WASHINGTON, D.C.—The NACo Labor Management Relations Steering Committee held its first organizational meeting with its newly appointed members at the NACo Hill House recently.

There were a number of important actions taken that will produce a vital program in 1978, according to the chairman, John Franke, Johnson County, Kan. Committee members agreed that developments and legislative activity in the labor management field require a renewed effort and rekindled enthusiasm within the steering committee, within NACo, and within each individual county.

The chairman stressed the importance of the four subcommittees (personnel administration, federal oversight, collective bargaining, and compensation benefits) and their roles in developing NACo policy.

The committee also agreed to co-sponsor the 4th Annual Labor Relations Conference with NACo and the Florida State Association of Counties. It is scheduled for April 30-May 2 in Florida. Several locations are being investigated. The steering committee through its subcommittees will serve as a program advisory committee in planning the conference. Details will be available through County News as the program develops.

The committee was briefed on legislative and program activities by the NACo staff. Nancy Altman, legislative assistant with Sen. John Danforth's Office, briefed the committee on the Danforth amendment in the Social Security bill which provides a delayed increase in employer Social Security taxes, and also discussed the bill's status in conference.



Chairman John Franke and Vice Chairman Jarrette Simmons are seen reviewing plans of the Labor Management Steering Committee.

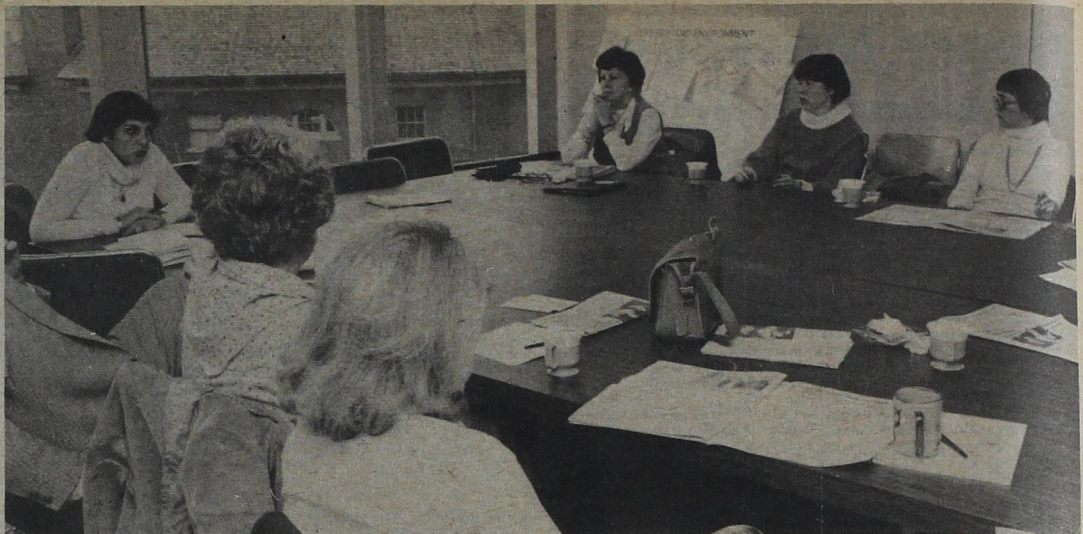
White House Sets Balanced Growth Meeting

WASHINGTON, D.C.—Plans are being finalized for the White House Balanced Growth Conference which will be held here Jan. 29-Feb. 2. Some 500 delegates nationally are being invited to attend.

Recently a brochure outlining the conference and explaining the procedure for invitation was mailed to county officials. Regrettably, due to a foul up in the mailing system, the brochures were sent out after the deadline for receiving nominations as participants.

The conference is required by the Public Works and Economic Development Act Amendments of 1974. That act directed the President to convene a national conference to consider issues related to the nation's balanced growth and economic development.

NACo's officers received a briefing on the status of the Conference Dec. 2. Dr. Michael S. Koleda, the conference director, assured the NACo delegation that county officials would be among those invited to participate. He further indicated that others may participate in the conference as observers.



ELECTED WOMEN IN NACo PLAN STRATEGIES—Elected women met informally during board sessions last week to discuss ideas for upcoming NACo conferences. Starting in the center and moving clockwise around the table are Alicann Fritschler, NACo staff; Elisabeth Hair, Mecklenburg

County, N.C.; Lynn Cutler, Black Hawk County, Iowa; Jean Mowery, Lancaster County, Pa.; Rosemary Ahmann, Olmsted County, Minn.; and Barbara Hill, Grafton County, N.H.

Benefitting from IPA's Mobility Assignments

WASHINGTON, D.C.—How can county, city and state officials use each other's staff to help on an important project?

How can local governments be involved in the development of federal policies and regulations that will affect them?

How can federal government research findings be applied to the solution of local problems?

What is it like to solve problems in city hall as compared to a federal agency?

One solution to these questions is through the Intergovernmental Personnel Act (IPA) mobility program. It authorizes the temporary assignment of personnel either from the federal government to states, local governments and universities or vice versa.

Executives, legislators, program managers, university officials and intergovernmental relations specialists and others have recognized the importance of sharing ideas and technology among governments. This information sharing process has been expanded through the personnel movements authorized by the IPA, which enables governments to "borrow" and "lend" talent for periods ranging from two weeks to two years.

The mobility program is designed to:

- Improve the delivery of government services at all levels by bringing the expertise of skilled people to bear on problems that are of mutual concern to state or local jurisdictions and the federal government;
- Strengthen intergovernmental cooperation, understanding and sharing of information, and to increase capacity of government personnel;
- Encourage employees to accept temporary assignments by protecting employment rights and benefits in their permanent jobs.

Under the IPA, a former astronaut is advising a governor, a registered nurse is helping investigate Medicaid fraud and a veteran diplomat is teaching at a university. Program participants are representative of the wide range of occupations found in government service. Assignments have run the gamut from the design and validation of examinations for police and firefighters to land use planning and computer systems development. They reflect long-standing as well as more recent government priorities.

EXTENT OF PARTICIPATION

In the six years that the mobility program has been in operation, over 40 federal executive agencies, nearly 350 local governments, about 400 colleges and universities, and close to 30 tribal governments have participated in the program, as well as all 50 states, the District of Columbia, Guam, Puerto Rico, Samoa and the U.S. Virgin Islands. The number of assignments has grown every year as more individuals at all governmental levels have recognized the cost-effective means afforded by the program.

According to Alan K. Campbell, chairman of the U.S. Civil Service Commission, "This is a program where everyone can benefit—the temporary employers get expert staff help, the permanent employers get returning workers with broadened experience, and the employees themselves enhance their own professional development." The commission administers the mobility program.

THE GROUND RULES?

Assignments can be made to or from federal agencies and states, Indian tribal and local governments, and private and public educational institutions for any period between two weeks and two years. Intermittent or part-time assignments also

are possible, and may be especially useful in certain situations (i.e., negotiating a collective bargaining agreement and administering the resulting contract). All assignments must be made with the consent of the employee and for the mutual benefit of the jurisdictions involved.

Employees can be assigned on a "detail" or a leave without pay basis. If on detail, the employee continues on active duty with the parent organization. If on leave, the employee goes on the rolls of the receiving organization. No person-for-person exchange is required, although this can happen.

The salary, job rights and employment benefits of federal employees are protected, and payments of travel and moving expenses are authorized under Title IV of the IPA. For state, local, and university employees, Title IV permits federal agencies to pay the employer's share of certain fringe benefits when appropriate and agreed upon by both jurisdictions. Job rights and continuation of benefit coverage, however, remain the responsibility of the employer.

Assignments are arranged by program officials of participating governments and the heads of federal executive department agencies. Costs of assignments, including salary, may be shared in any propor-

tion or borne entirely by either jurisdiction. The terms of each assignment are subject to negotiation between the jurisdictions involved.

HOW IS A MOBILITY ASSIGNMENT ARRANGED?

A mobility assignment is usually the outgrowth of established program contacts between universities, state and local governments, and federal agencies. Where these do not exist, governments and universities may need to locate talent in other ways.

If the need identified is in the "core management" area—budget and fiscal administration, management analysis, equal employment opportunity, personnel administration and similar support functions—managers seeking mobility assignees can contact federal executive boards or federal executive associations in major cities.

A booklet called "Locating Federal Talent for Temporary Assignments Under the Intergovernmental Personnel Act" is another resource for matching people to needs. This publication lists the federal executive boards and their mailing addresses. It also includes an index of major occupational groups and the federal agencies in which they are employed, as well as federal agency

IPA mobility program contacts.

The booklet is available through the Superintendent of Documents, U.S. Government Printing Office (stock number 0660-00772, price: 60 cents) or the regional offices of the U.S. Civil Service Commission, Division of Intergovernmental Personnel Programs.

NACo, in conjunction with the International Personnel Management Association (IPMA), is establishing a mobility information clearing house to make it easier for interested jurisdictions to locate personnel and arrange mobility assignments. For further information on this project, and assistance in arranging mobility assignments, contact Moses A. Wilds Jr., Grants Manager, IPMA Washington Office, 1776 Massachusetts Ave., N.W., Washington, D.C. 20036, 202/833-1545.

For more information on the legal and administrative requirements of the mobility program, contact Ronald Fedorowicz, Acting Director, Office of Faculty Fellows and Personnel Mobility, Bureau of Intergovernmental Personnel Programs, U.S. Civil Service Commission, 1900 E St., N.W., Washington, D.C. 20415, 202/632-6017.

—Deborah Shulman
Research Associate, NACoRP



State association of counties field administrators are pictured at a North Carolina meeting, discussing how counties can use mobility assignments. From left, clockwise: Fi Fi Donahue, U.S. Civil Service Commission; Deborah Shulman, NACo staff; Larry Long, Ohio; Moses Wilds, Inter-

national Personnel Management Association; Terry Schutten, NACo staff; Irv Shapiro, U.S. Civil Service Commission; Carol King, Illinois; Mike Morrell, Florida; Jerry Fredricks, Louisiana; Paul Shaw, Indiana; and Scott Wilson, Kentucky. Picture by Frank Lewis, North Carolina.



GOOD-BYE TO LOU MILLS—NACo 1st Vice President Charlotte Williams, commissioner, Genesee County, Mich., greets Lou Mills, who has served as a board officer for the past three years. This was Mills' last meeting because he is leaving public office.

Letters to NACo

Dear Bernie Hillenbrand:

Since the December NACo Board meeting will be my last as an officer, I would like to use this forum to say farewell to NACo and its affiliates.

From you and great lieutenants like Rod Kendig, through all the superb staff, both on the Hill and at the NACo office, down to the newest researcher, secretary or receptionist, I have received nothing but courteous, enthusiastic and, most of all, highly skilled assistance and advice.

The decade of the 70s has brought profound change to county government throughout our land until, under the astute and professional leadership of the NACo organization, it has become the all purpose, "24-hour a day, workhorse delivery system" of the American governmental structure.

No staff, however, could function as effectively and professionally as NACo's without the dedicated support of its board, its officers, and particularly its president. I never cease to be amazed at the hours of deliberation, the attention to detail, and the courage in decision making that has characterized the administrations of Judge Bill Beach and his predecessors.

To each of these officers, past and present, and to the board members in general, I offer my warmest appreciation. It has been a pleasure and an honor to be aboard.

—Louis V. Mills
Orange County (N.Y.) Executive

Dear Bernard Hillenbrand:

The County of Sussex would like to be on record as supporting tax relief from the burden of the welfare system as it is currently constructed.

It is the feeling of this board of freeholders that a program such as CETA should be used as a vehicle to employ the welfare recipient either as a retraining program or to place the individual in a position with job related skills. The development of a CETA-type program for private industry should also be further encouraged. This would help the small and middle employer, specifically in a rural community such as our county, and would produce a situation for that employer to be more competitive. Secondly, it would produce a positive work attitude on the part of the welfare recipient. Thirdly, as the economy moves forward, the ability to transfer that person from a subsidized position to a private position would be more highly feasible.

Under both a government and private industry CETA program, the welfare recipient would also produce a taxable income as compared to the current welfare system. The current system does not motivate or really encourage the recipient to enter the job market in order to be a productive member of society.

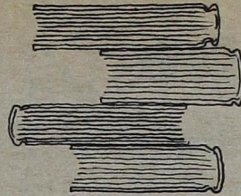
We hope these comments will be of assistance to you. If we can be of any further help, please contact us.

—Donald E. Welcome
County Administrator
Sussex County, N.J.

Dear Editor:

I am surprised that the public service programs of the University of Tennessee were not mentioned as examples in the article titled "Universities' Projects Help Public Sector," *County News*, Oct. 3, 1977. A report issued by the National Association of State Universities and Land-Grant Colleges within the past year, titled "The Added Dimension," featured "two of the most productive technical services programs currently in existence at state universities" (p. 29); one is our program and the other is PENNTAP of Pennsylvania State University. The cited report (p. 35) also states: "The coordinated approach taken by the University of Tennessee is really unequalled by any other university." I am enclosing a brochure that summarizes the various programs of the Institute for Public Service.

—Victor C. Hobday
Executive Director



The Latest Word

...A Look at
NACo/NACoRF Publications

Modern County Government by H. Sydney Duncombe. 300 pages, fully indexed. Hardcover: \$8.95; softcover: \$5.95.

What motivates someone to run for county office? Is it just another job or is it a means of serving the community? Does the legendary "county political machine" really exist?

The role of the county in the American political system is only one aspect examined in *Modern County Government*.

In this definitive textbook, H. Sydney Duncombe, professor of political science at Idaho University, looks at the past, present and future of counties in the United States. How counties have developed in divergent ways in different parts of the country; the problems that counties ex-

perience from their dependence on the property tax; county services that run the gamut from a few basic functions in small rural areas to nearly 100 functions in large urban and suburban counties—all these issues are treated in depth.

Professor Duncombe has canvassed the views of county elected officials and staff to forecast the future of this changing but still vital unit of grassroots government. New responsibilities in the fields of energy and environmental protection, health and social services, water and sewage management alterations in tax structure and in the structure of counties themselves, including more "home rule" powers, can be expected in the next decade. The increased importance of intergovernmental relationships and the growing dependence on regional

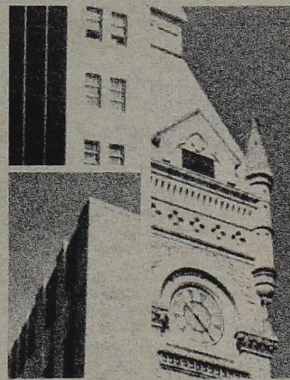
decision-making bodies will have a profound effect.

The discussions in this fully indexed, 300-page volume are supplemented by 52 charts and tables of statistical data and a bibliography emphasizing sources of information on individual states and counties.

This is a valuable resource for students undertaking a study of government in the United States as well as for local citizens and officials seeking a full understanding of the opportunities and limits of their own counties.

Modern County Government is available in hardcover for \$8.95 and softcover for \$5.95. Orders should be sent to the Publications Desk, National Association of Counties, 1735 New York Avenue, N.W., Washington, D.C., 20006.

The 4th dimension of government



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

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

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

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

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

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

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

300 pages
52 tables, charts and graphs
fully indexed
\$8.95 (cloth); \$5.95 (paper)

Publications Desk
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006

Washington Briefs

• **Welfare Reform.** Special House subcommittee voted 16-12 to "cash out" the food stamp program, a strongly backed NACo position. Also approved was a two-tiered benefit system and the \$4,200 minimum benefit level supported by the President.

• **Labor-HEW Appropriations.** Congress has broken a five-month deadlock over federal funding for abortions which has held up a \$60.1 billion money bill for the departments of Labor and HEW. Congress finally agreed to permit Medicaid-funded abortions when the mother's life is in danger, when severe and long-lasting physical health damage would result in the mother, and in cases of rape or incest which have been promptly reported to law enforcement officials. The appropriations bill cleared both Houses and was sent to the President for signing.

• **Rural Planning.** Rural Development Service is refining regulations for \$5 million rural planning grant program, authorized by Sec. III of the Rural Development Act. The agency anticipates December date for release of the regulations and issuance of applications. Grants will cover up to 75 per cent of project cost for planning and demonstration programs.

• **Rural Development.** House Agriculture subcommittee on conservation and credit will mark up H.R. 8315 in January. NACo opposes provision in bill that would drop the 5 per cent interest rate in water and waste disposal and community facility loans and substitute the present market rate of 9-10 per cent. The Senate subcommittee on agriculture credit and rural elec-

tification deleted a similar provision during markup of companion legislation S. 312 and S. 2126.

• **Municipal Securities Disclosure.** Sen. Harrison Williams (D-N.J.) has introduced S. 2339, the Municipal Securities Full Disclosure Act of 1977. The legislation, which amends the Securities Exchange Act of 1934, would require all governments to issue annual reports and distribution documents when issuing securities. The Senate Banking, Housing, and Urban Affairs Committee will schedule hearings early in 1978. See page 3.

• **Clean Water Act of 1977.** House and Senate conference report was expected to be filed this week. Floor action by both Houses predicted for the week Dec. 19. Sources indicate that local governments can depend on ad valorem tax to collect operation and maintenance costs for waste treatment from residential and small non-residential users, if proportional to use. Grant eligibility for separate storm sewer systems eliminated.

• **LEAA Reorganization.** The Justice Department has sent a report to the President recommending a wholesale reorganization of Law Enforcement Assistance Administration. Details on the plan will be published soon.

• **Assistance for Elderly.** Sen. Gary Hart's (D-Col.) Lifeline bill to reduce electric rates for the elderly has been dropped by energy conferees. NACo is urging reconsideration. See page 3.

• **Social Security Financing.** House-Senate conferees met two days last week in an attempt to reach a compromise on controversial provisions in the House and Senate bills passed several weeks ago. No major agreements were reached and Sen. Russell Long (D-La.), chairman of the conference committee, postponed further consideration of the bill until January. Several provisions ran into opposition, including fiscal relief for welfare costs to counties, the 10 per cent deduction for state and local governments' tax liabilities, and tax credit for higher education expenses. See page 3.

• **Pension Plans.** In a recent meeting with Internal Revenue Service officials, NACo and the other groups urged that IRS postpone indefinitely the Dec. 31 deadline filing of annual returns required of state and local pension plans. County officials should consult with legal counsels and contact congressional representatives urging them to support and co-sponsor legislation introduced by Sen. Dan Stone (D-Fla.), Rep. Jack Cunningham (D-Wash.), Rep. Robert Sikes (D-Fla.) which is aimed at exempted state and local governments from reporting requirements. Hearings on these bills are currently scheduled for early next year. See page 3.

• **EEOCC Guidelines.** After review of the Uniform Employee Selection Guidelines released Oct. 18, EEOCC was planning to publish the revised guidelines on Dec. 15 in the *Federal Register*. However, that date has been changed and the guidelines will not be published until the end of the month, according to staff at the Civil Service Commission. NACo staff will make copies of the guidelines available to interested counties when they are published.

Energy Conferees Still Widely Split

WASHINGTON, D.C.—House and Senate conferees continued work on President Carter's proposed National Energy Policy legislation with no apparent end in sight. No breakthrough has been achieved on deregulation of the price of natural gas, being considered by the principal conference committee, or the tax provisions under negotiation between Senate Finance and House Ways and Means Committee members. Many of the same members are also involved in Social Security and welfare reform.

The principal issue is how much of a price increase in oil and natural gas must the Administration ultimately agree to in order to achieve congressional approval of oil and gas prices designed to conserve these fuels.

Senate conferees are divided 9 to 9 on the question of deregulating natural gas prices versus continuing price controls at higher levels and extending controls to gas produced and used within one state.

Sen. Henry M. Jackson and eight other senators continue to favor interstate and intrastate price regulation on natural gas with no phaseout. Jackson and his group, which is supported by House conferees, may agree to a small increase above the \$1.75 per thousand cubic feet recommended by the Administration. With deadlocks among the Senate conferees on a number of votes last week, it was obvious that the natural gas issue was at an impasse.

House and Senate conferees meeting on the tax provisions of the energy package tentatively approved a House-passed sales tax on gas guzzling cars, and rejected a repeal of the present federal income tax deduc-

tion for state and local gasoline taxes.

The tax on low mileage automobiles is one of three taxes recommended by President Carter.

AT LEAST ONE major provision in the Senate version of the tax package affecting local governments would provide a payment from the federal Treasury to state and local governments and any cooperatively owned electric utility in lieu of a tax credit. Private industrial concerns would benefit by taking a credit on their federal income tax. The payment would be equal to the amount of credit which the local government would be allowed to claim if it were available for tax. The payment would be based on the local government's investment in alternative energy property and specially defined energy property.

Alternative energy property would include boilers in which primary fuel would be an alternative substance and on which construction would result in phasing down the supply of oil or gas. Fifteen per cent of the cost could be borne by the Treasury payment.

Energy property would be defined to include items that would reduce the amount of energy consumed, or the amount of heat wasted, in any existing operation, and which would be installed in connection with an existing facility. The items would include heat exchangers, waste heat boilers, industrial heat pumps, fuel cells, gas turbines, and internal combustion engines which the Department of Energy determines to have a fuel efficiency resulting in significant energy savings. Ten per cent of the cost of such property would be borne by the Treasury payment.

Matter and Measure



MIAMI-DADE AWARDED DOT CONTRACT

The Department of Transportation has awarded a \$1.1 million contract to Miami and Dade County, Fla., for a five-year demonstration program to find the best methods of reducing urban pedestrian accidents, fatalities and injuries.

The contract, as administered by the National Highway Traffic Safety Administration (NHTSA), calls for the contractor to identify and analyze pedestrian safety problems, implement countermeasures developed by NHTSA, and show a significant reduction in pedestrian fatalities, injuries and accidents.

NHTSA said the decision to award the contract was based on the need for greater state and local participation, since about 85 per cent of pedestrian accidents and 66 per cent of resultant fatalities occur in urban areas. In some large cities, pedestrian deaths account for approximately one-half of annual motor vehicle fatalities.

Seven distinct types of accidents have been identified as accounting for about 57 per cent of urban pedestrian accidents, according to NHTSA. The most common is the pedestrian who suddenly darts out into traffic. Miami and Dade County will analyze each of the accident types and seek "safety countermeasures."

15-PAGE LIMIT

NHTSA has limited the length of written comments to 15 pages on its proposed rulemaking actions to make it easier for NHTSA and the public in evaluating submissions to the docket. The limit would encourage individuals or organizations to detail their arguments clearly and briefly, according to NHTSA.

There is no restrictions, however, on the amount of supporting material that may be submitted with the comments.

INFORMATION ON BICYCLE AND PEDESTRIAN FACILITIES

The Federal Highway Administration recently published a brochure, "Bicycle and Pedestrian Facilities in the Federal-Aid Highway Program." It explains how federal-aid highway funds can be used to plan and construct bike paths and walkways in urban areas.

The publication also describes: the types of projects eligible for federal-aid funds, project selection and funding procedures, features which may be included in federally-aided bicycle and pedestrian facilities, and applicable provisions of the Federal-Aid Highway Program. It recommends procedures in acquiring federal funding for proposed facilities.

The brochure lists publications, films, and biking and hiking organizations which may assist urban communities in planning, developing, and building footpaths, bike routes, and supplementary structures such as shelters, traffic control devices and safety features.

Copies are available free from the Federal Highway Administration Division Office in each state or from the Office of Public Affairs (HPA-1), Federal Highway Administration, 400 Seventh Street, SW., Washington, D.C. 20590, 202/426-0677.

SNOWBELT VS. SUNBELT

Study Challenges Funding Belief

WASHINGTON, D.C.—The Academy for Contemporary Problems in Columbus, Ohio recently completed a study on the regional distribution of federal grants which challenges a growing belief that more federal dollars flow to the South than the North, known as the Snowbelt vs. the Sunbelt debate.

The study, entitled "The Regional Distribution of Federal Grants-in-Aid," compares federal aid received by state and local governments applying three methods of comparison: grants per capita, grants per \$1,000 of personal income, and the proportion of state and local general revenue obtained from the federal government.

The analysis shows:

• By all three methods, differences in federal grant receipts among regions decreased in the period of 1970-75, suggesting a movement toward more equal distribution in total grants received per person.

• By all three methods, the Midwest fell behind the other three regions in federal grant receipts, although the difference is not as great as before the 1970-75 period.

• Between 1970-75, the Northeast moved from third to first among the regions in grants per capita. This was due to increased welfare dollars received by the Northeast region. However, when welfare grants are removed from the analysis, the 1975 ranking of the regions changed. The Northeast then drops from first to third in per capita grants. The West becomes first.

• In 1970-75, total grants per \$1,000 of personal income and as a percentage of total general revenue were highest in the South.

A major finding of the study points out that while interregional differences have decreased in the five years from 1970 to 1975, intraregional differences have become significant.

The study interpretation of this finding is that the allocation of federal dollars is not based on regional problems, but rather, a greater emphasis is placed on the more specific and localized needs of states and cities.

It found that major central cities (except in the West) received more aid than either their suburbs or counties in both 1970 and 1975 and

tended to have a greater growth in grants than both its suburbs or counties. However, over the five years, disparities were reduced between the suburbs and counties, with counties in most regions surpassing per capita grants to the suburbs.

The accompanying chart breaks out the federal dollars received by region by each of the methods applied for comparison.

Copies of *The Regional Distribution of Federal Grants-in-Aid* can be obtained from the Publications Department, Academy for Contemporary Problems, 1501 Neil Ave., Columbus, Ohio 43201.

Distribution of Total Federal Grants by Region 1970 and 1975

Federal Aid		Northeast	Midwest	South	West	All State Average
Per Capita (\$)	1970	117	89	123	151	120
	1975	260	198	220	246	233
Per \$1,000 of Personal Income (\$)	1970	28	24	40	39	33
	1975	44	35	46	44	40
As a Percentage of Total General Revenue (%)	1970	16.5	14.6	23.3	18.4	18.5
	1975	21.3	19.4	24.2	19.7	21.8
Within Region Range In Per Capita (\$)*	1970	86-173	67-155	75-535	117-383	67-435
	1975	205-327	152-312	157-1,009	208-739	152-1,009
Percentage Change in Per Capita Grants and		122	122	79	63	95
Absolute Change in Per Capita Grants, 1970-75		143	109	97	94	113

*Data for each state are presented in Appendix 1.

Sources: Academy for Contemporary Problems staff computations based on the 1970 and 1975 editions of the Department of the Treasury "Federal Aid to States," and the 1969-70 and 1974-75 editions of the U.S. Bureau of the Census, "Governmental Finances."