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LUNCHEON--National Assn. of  
Counties

Tuesday, March 30, 1976  
12:30 p.m.

Mayflower Hotel

THE WHITE HOUSE

WASHINGTON

March 23, 1976

MEMORANDUM FOR:

JIM CANNON ✓  
JIM CAVANAUGH  
ART QUERN  
PAT DELANEY  
RAY HANZLIK  
JUDY HOPE  
GEORGE HUMPHREYS  
SPENCER JOHNSON  
PAUL LEACH  
DAVID LISSY  
SARAH MASSENGALE  
LYNN MAY  
ALLEN MOORE  
PAUL MYER  
DICK PARSONS  
KATHLEEN RYAN  
GLENN SCHLEEDE

FROM:

STEVE McCONAHEY

SUBJECT:

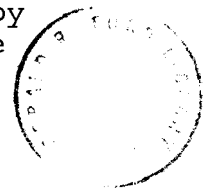
National Association of  
Counties Mid-Winter Conference  
March 29-31, 1976

*Kathy Connam  
for:*

From March 29 to 31, the National Association of Counties (NACo) officials will be holding its Mid-Winter Legislative Conference. The focus of the Conference will be on the legislative agenda. There will be a series of workshops with various committees followed by a day of lobbying on the Hill in support of NACo positions.

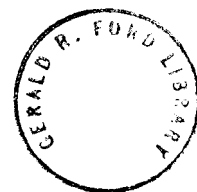
High on the list of NACo priorities are the reenactment of general revenue sharing, the continuation of the LEAA program, funding of a public services job program, passage of some type of public works and countercyclical bill, reform of the food stamp program, and support of the block grant concepts (with some reservations on pass-through and planning responsibilities).

I have attached a copy of NACo's overall policy statements, broken down by functional area, and I have attached a copy of the Mid-Winter Conference Agenda. I apologize for the poor quality of the agenda, but at the time of this memo it was still in preliminary form. The Domestic Council



people are welcome at the task force and committee meetings; however, the Administration participation in this Conference has been kept to a low profile. If you have any comments, reactions or suggestions regarding the positions of NACo and their planned Conference, please forward them to me as soon as possible.

Attachments



*Nimley*

URBAN AFFAIRS COMMITTEE  
Alfred B. Del Bello, Chairman  
County Executive  
Westchester County, N.Y.

1 p.m.-3 p.m. Maryland Room  
Mayflower Hotel

One of the functions of the Urban Affairs Committee is to make recommendations to the appropriate steering committees on policies of particular interest and concern to urban counties. The committee will consider several resolutions for presentation at steering committee meetings Tuesday.

COUNCIL OF INTERGOVERNMENTAL COORDINATORS (CICs)  
Vic Miller, President  
Intergovernmental Coordinator  
Hennepin County, Minn.

BOARD OF DIRECTORS MEETING  
2 p.m.-5 p.m. Virginia Room  
Mayflower Hotel

NATIONAL ASSOCIATION OF COUNTY PARK AND RECREATION OFFICIALS (NACPRO)  
Richard Bryant, President  
Director, Department of Recreation and Parks  
Montgomery County, Ohio

2 p.m.-5 p.m. Senate Room  
Mayflower Hotel

NATIONAL ASSOCIATION OF COUNTY PLANNING DIRECTORS (NACPD)  
William O. Thomas, President  
Planning Director  
Syracuse-Onandaga County, N.Y.

BOARD/BUSINESS MEETING  
3 p.m.-5 p.m. Potomac Room  
Mayflower Hotel

NACPD will discuss its role as an affiliate organization and discuss recommendations regarding structure, role, conduct and relationship with other professional planning associations.

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RURAL COUNTY RALLY

3 p.m.-5 p.m. East Room  
Mayflower Hotel

A rally will be held to declare NACo's Fair Share program for rural counties. This will be a landmark meeting to affirm a "RURAL DECLARATION OF INDEPENDENCE" from the inequities of past federal government programs.

NACo President Vance Webb will preside along with Robert Harrison, Chairman of NACo's Rural Development Subcommittee.

COMMITTEE ON COMMITTEES

3:30 p.m.-5 p.m. District Room  
Mayflower Hotel

The chairman of NACo's 12 steering committees will convene a meeting with President Vance Webb to discuss the steering committee members and to make final staff and advisory board recommendations.



# MONDAY, MARCH 29

REGISTRATION  
8 a.m.-4 p.m.

*Promenade*  
Mayflower Hotel

NATIONAL ASSOCIATION OF COUNTY  
ADMINISTRATORS (NACA)  
George Gackle, President  
Stanislaus County, Calif.

BOARD OF DIRECTORS *Pennsylvania Suite*  
7:30 a.m.-9 a.m. Mayflower Hotel

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## OPENING GENERAL SESSION

CONGRESS AND THE COUNTIES— *Grand Ballroom*  
THE OUTLOOK FOR 1976 Mayflower Hotel  
9 a.m.-10 a.m.

A REPORT ON THE EXPANDED VOICE  
IN WASHINGTON  
Vance Webb, NACo President  
County Supervisor  
Kern County, Calif.

AN OVERVIEW OF THE 94TH CONGRESS  
Ralph Tabor, NACo Federal Affairs Director

NACo's expanded voice in Washington keeps abreast of all the issues affecting county government. From the time legislation is written to the time it becomes law, NACo stays on top. And NACo legislative "watchdogs" continue their scrutiny through the writing and issuing of federal regulations. Our eleven legislative representatives, specializing in revenue sharing, jobs, welfare and social services, payments in lieu of taxes, law enforcement, health, transportation, rural development, air and water pollution, fair labor standards, and community development all discuss legislation before Congress.

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WELFARE REFORM: *Presidential Room*  
A Proposal for Change Mayflower Hotel  
with Interim and

Long Range Steps  
10:30 a.m.-12:15 p.m.

NACo's Welfare Reform Task Force has developed a program for reforming the present welfare system. Both the interim and long range proposals will be presented and the panel members will discuss the proposals and possibilities for enactment by Congress.

MODERATOR: Frank Jungas, Chairman, NACo Welfare and Social Services Committee, and Commissioner, Cottonwood County, Minn.

PRESENTER: Sam Bauer, President, National Association of County Welfare Directors and Director, Cuyahoga County, Ohio.

PANEL \*

**ART QUERN** Counselor to the Vice-President

Rep. Charles B. Rangel (D-N.Y.), Committee on Ways and Means, Subcommittee on Public Assistance

William Farrell, New York Times Reporter, Chicago Bureau



SPECIAL LUNCHEON  
honoring former county officials in the  
"Freshman Class" of Congress

12:30 p.m.-2 p.m. Grand Ballroom  
Mayflower Hotel

PRESIDING: Rep. Jerome Ambro  
(D-N.Y.), chairman of the  
"Freshman Caucus", former  
NACo Transportation Steering  
Committee Chairman  
and County Supervisor from  
Nassau County, N.Y.

AWARDS: Dan Lynch, NACo 2nd Vice  
President; and  
Charlotte Williams, NACo  
4th Vice President, will  
present the awards.

← Former county officials elected as new  
members to the 94th Congress of the United  
States House of Representatives who are to  
be honored are:

- Clifford Allen . . . . . Davidson County, Tenn
- Jerome Ambro . . . . . Suffolk County, N.Y.
- Don Bonker . . . . . Clark County, Wash
- Thomas J. Downey . . . . . Suffolk County, N.Y.
- Joseph L. Fisher . . . . . Arlington County, Va
- Herbert E. Harris . . . . . Fairfax County, Va
- Philip Hays . . . . . Vanderburgh County, Ind
- Jack Hightower . . . . . Wilbarger County, Ok
- Allan T. Howe . . . . . Salt Lake County, Utah
- William Hughes . . . . . Cape May County, N.J.
- John Krebs . . . . . Fresno County, Calif
- Matthew McHugh . . . . . Tompkins County, N.Y.
- Henry Nowak . . . . . Erie County, Pa
- James Santini . . . . . Clark County, Nev
- Richard Schulze . . . . . Chester County, Pa
- Gladys Spellman . . . . . Prince Georges County, Md
- Paul Tromper . . . . . Middlesex County, N.J.
- Edward Pattison . . . . . Henschel County, N.C.
- Bob Traylor . . . . . Bay County, Fla

CETA: Chinese Room  
Jobs and the Future Mayflower Hotel  
2:15 p.m.-3:15 p.m.

Funding for all titles of the Comprehensive  
Employment and Training Act, particularly  
the public service employment, is under  
debate. Key congressional leaders discuss  
the possibilities for immediate funding to  
avoid layoffs of public jobs participants and  
their projections for future funding of CETA.

MODERATOR: John V. B. Klein, NACo Mem-  
ber, District Committee  
Chairman, County Executive  
Suffolk County, N.Y. and  
Member of the National  
Committee on Intergovernmental  
Relations

PANELISTS: Rep. Daniel J. Flood (D-Pa.),  
chairman of the House  
Labor-HR Appropriations  
Subcommittee.

Rep. Patten J. Mitchell  
(D-Md) chairman of the  
Human Resources Task  
Force of the House Budget  
Committee.

Rep. Marvin Esch,  
Michigan Ranking member  
Agriculture, House Subcom  
on Energy, Conservation,  
Safety, and Health



MONDAY, MARCH 29, 1976 continued

**WATER POLLUTION PROGRAM (The Effect of Extensive Amendments)** 2:15 p.m.-3:15 p.m. *Presidential Room Mayflower Hotel*

The 1972 Federal Water Pollution Control Act created the largest public works program in the country with \$18 billion available for the construction of municipal sewage treatment plants. Because of increasing estimate of funding need, administrative red tape, recommendations by the Water Quality Commission, the Administration has introduced extensive amendments to this program to reduce federal share of funding. A discussion of these amendments and ones to be introduced by Congress will be the major thrust of this panel.

**MODERATOR:** Jim Hayes, Chairman of NACo Environmental and Energy Steering Committee, Supervisor, Los Angeles County, Calif.

**PANELIST:** Rep. Jim Wright, (D-Tex.), Chairman of Subcommittee on Investigation and Review of House Public Works Committee.

\* **John Quirkles, EPA**  
Acting Administrator for Planning and Management, Environmental Protection Agency.

Jim Smith, National Water Quality Commission

**LEAA:** *East Room*  
Prospects and Prospectives Mayflower Hotel  
2:15 p.m.-3:15 p.m.

Counties budget for every functional area of criminal justice: police, prosecution, indigent defense, courts, and corrections. Counties receive almost no federal or state aid for criminal justice except through LEAA. With the pending reauthorization of LEAA, counties are asking Congress to provide adequate LEAA funding and make some basic changes in the legislation.

**MODERATOR:** Phil Elstrom, Chairman, Board of Supervisors, Kane County, Ill., and Chairman of NACo Crime & Public Safety Steering Committee.

**REACTORS:** Rep. Robert McClory (R-Ill.), member of the House Judiciary Committee;

Dan Cohen, Chief Counsel, House Judiciary Committee; Ron Ostrow, Justice Department Reporter, Los Angeles Times; Washington Bureau.





**HEALTH BLOCK GRANTS:** *Chinese Boom*  
A Congressional Prognosis Mayflower Hotel  
3:30 p.m.-4:30 p.m.

There are over 30 categorical health grant programs of interest to counties. Each one has its own complicated set of regulations, time schedules, reporting forms, evaluation procedures, etc. The Administration is proposing to consolidate 15 of these programs into a \$10 billion health block grant to states. What role will counties play in the new program? Will there be a pass through of funds to counties? Before we attempt to answer these questions the Congress must take action on the proposal. What is the congressional prognosis? What are the chances of passage this year? Will such a proposal ever be enacted? Panelists will address themselves to these questions.

**MODERATOR:** Jack Walsh, Supervisor, San Diego County, Calif., and Chairman of NACo Health and Education Steering Committee.

**PANELISTS:** Lee Hyde, M.D., Professional Staff member, Interstate and Foreign Commerce Committee, House of Representatives;

Nancy Hicks, Health Issues Reporter, *The New York Times* Washington Bureau;

Mike Gemmill, NACo Legislative Representative for Health and Education.

**RURAL DEVELOPMENT:** *Presidential Roc*  
Problems and Opportunities Mayflower Ho  
3:30 p.m.-4:30 p.m.

The workshop will explore a wide range of problems and opportunities facing rural counties today. Prominent among the concerns are the Rural Development Act and the Administration's proposed termination of its grant programs. Attention will be focus on federal programs and policies that can help rural counties meet their most pressing needs.

**MODERATOR:** Robert Harbison, Chairman of NACo Subcommittee on Rural Development.

**PANELISTS:** Rep. Charles Rose (D-N.C.) Chairman of House Subcommittee on Family Farms and Rural Development;

James Risser, Correspondent for Des Moines, Iowa *Register and Tribune*;

Elliott Alman, NACo Legislative Representative for Community Development.



**GENERAL REVENUE SHARING: Status of Legislation** *East Room*  
 3:30 p.m.-4:30 p.m. *Mayflower Hotel*

The State and Local Fiscal Assistance Act will expire in December 1976, unless Congress acts to renew it. Although the President is supporting renewal and the Democratic leadership has indicated support, the battle for renewal has been a difficult and extended one. The outcome is still uncertain, but this workshop will bring county officials up to date with the latest information on the legislation now under consideration.

**MODERATOR:** Lois M. Parke, NACo Chairman for State and Local Borrowing and Councilman, New Castle County, Del.

**PANELISTS:** Rep. John W. Wydler (R-N.Y.), ranking minority member of the House Intergovernmental Relations Subcommittee, Committee on Government Operations;

Rep. Clarence J. Brown (D-Calif.), member of the House Intergovernmental Relations Subcommittee, Committee on Government Operations.

Ron Shafer, Urban Affairs Affairs Reporter, *Wall Street Journal* Washington Bureau.

**UNEMPLOYMENT INSURANCE TASK FORCE**  
 Edmund Edelman, Chairman  
 Supervisor  
 Los Angeles County, Calif.

3:30 p.m.-6 p.m. *New York Suite*  
*Mayflower Hotel*

This task force, composed of members of NACo steering committees on Manpower, Taxation and Finance, Welfare and Social Services, Labor Management Relations and other, will hold its initial meeting. First priority will be the development of NACo policy on legislation which would extend permanent unemployment insurance coverage to local government employees. Other issues considered will be the linkage between the unemployment insurance system and manpower and income maintenance programs.



REGISTRATION  
8 a.m.-4 p.m.

Promenade  
Mayflower Hotel

STEERING COMMITTEES  
Some meetings begin held in  
Stattler Hilton Hotel

9 a.m.-4:30 p.m. Meetings open to  
(Luncheon break 12:30 p.m. - delegates  
2 p.m.)

COMMUNITY DEVELOPMENT  
STEERING COMMITTEE  
James M. Scott, Chairman  
Supervisor, Fairfax County, Va.

9 a.m.-4:30 p.m. Presidential Room  
Mayflower Hotel

The committee will focus on a number of key issues. The progress of community development programs as well as housing issues affected by recent judicial decisions, will be addressed.

A pressing need for rural development programs in light of insufficient funds and an attempt to terminate grants programs, will be major items. In addition, the status of economic development programs and legislation will be covered. NACo's community development team and its expanded rural development effort will also be discussed.

CRIMINAL JUSTICE AND PUBLIC SAFETY  
STEERING COMMITTEE  
Philip Ekstrom, Chairman  
Kane County Board  
Kane County, Ill.

9 a.m.-4:30 p.m. Virginia Room  
Mayflower Hotel

The committee will address issues in criminal justice, juvenile justice, and fire prevention and control. The Law Enforcement Assistance Administration (LEAA) programs must be reauthorized in Congress this year. Changes recommended by the committee last year will be reviewed and the progress of legislation will be assessed. The major recommendation is to provide block-grants to local planning regions to give local officials more discretion in the allocation of LEAA funds. A report of a survey of local officials taken by the Advisory Commission on Intergovernmental Relations will be given by Carl Stenbom.

The status of the Juvenile Justice and Delinquency Prevention Act will be discussed. Also plans will be announced for a committee meeting in April to consider changes in NACo's present justice and delinquency prevention policy.

The status and objectives of the National Fire Prevention and Control Administration will be reviewed by Administrator Howard Taylor. Its current status of priority and security legislation for criminal history information will also be presented.



ENVIRONMENT AND ENERGY STEERING COMMITTEE

9 a.m.-4:30 p.m. *Senate Room*  
Mayflower Hotel

Jim Hayes, Chairman of the committee, Board of Supervisors, Los Angeles County, Calif., will be taking positions on amendments to the 1972 Federal Water Pollution Act. Amendments to the 1970 Clean Air Act, energy and solid waste legislation will be analyzed and discussed.

HEALTH AND EDUCATION STEERING COMMITTEE

Jack Walsh, Chairman  
Supervisor, San Diego County, Calif.

9 a.m.-4:30 p.m. *Pennsylvania Room*  
Mayflower Hotel

This NACo policy committee will focus on major issues surrounding health planning and \$3.3 billion education block grant proposals. Key officials will brief committee members on the implementation of the health planning program. Details of the controversial health and education consolidation programs will be discussed. Other issues will center around Medicaid, county hospitals, alcoholism and drug abuse, and emergency medical services, as well as education concerns such as impact aid, higher education, and vocational education.

HOME RULE REGIONAL AFFAIRS STEERING COMMITTEE

Frank A. Francois, Chairman  
Councilman  
Prince George's County, Md.

9 a.m.-4:30 p.m. *California Room*  
Staller-Hilton Hotel

This committee will perform an oversight service for all of NACo policy. The purpose of this oversight is to assure that NACo policy reflects the integrity of local control over county policy. It must be emphasized that this committee is to review and suggest alternatives in cooperation with the other policy committees of NACo, rather than performing a veto role. The committee will review policy related to county structure, county organization, and regional concerns.

LABOR MANAGEMENT RELATIONS STEERING COMMITTEE

Charles Mufcaby, Chairman  
Supervisor  
Milwaukee County, Wis.

9 a.m.-4:30 p.m. *Maryland Room*  
Mayflower Hotel

The committee will address issues related to NACo's policy on collective bargaining; the formulation of an approach and policy regarding public pension plans and funding; federal, state, and local public personnel laws; and compliance programs of the Equal Employment Opportunity Guidelines. The committee will also be briefed on labor management related legislation currently before the Congress, the Fair Labor Standards Act, and the application of the National Labor Relations Act to public sector employment (HR 77).



TUESDAY, MARCH 30, 1976 continued

TUESDAY, MARCH 30, 1976 continued

### LAND USE STEERING COMMITTEE

Robert Rusk, Chairman  
Commissioner  
Washoe County, Nev.

9 a.m.-4:30 p.m.

*Massachusetts Room*  
Statler Hilton Hotel

The Land Use Steering Committee will review the NACo policy on federal land use legislation. Particular attention will be given to developing policy recommendations regarding the county role in the "land use planning" provisions that may be included in future federal legislation.

### MANPOWER STEERING COMMITTEE

John V.N. Klein, chairman  
County Executive  
Suffolk County, N.Y.

9 a.m.-4:30 p.m.

*Pan American Room*  
Statler-Hilton Hotel

The session will include a briefing and question and answer session on the status of manpower-related legislation, particularly including appropriations for public service employment, legislation to extend Title VI of the Comprehensive Employment and Training Act, the rewritten Full Employment Act and legislation to extend unemployment insurance to county government employees. The committee will hear policy recommendations from NACo's unemployment insurance task force, review the manpower platform and take action on any of the issues discussed.

### PUBLIC LANDS STEERING COMMITTEE

George Buzianis, Chairman  
Chairman of the Board of Commissioners  
Tooele County, Utah

9 a.m.-4:30 p.m.

*Ohio Room*  
Statler Hilton Hotel

The Public Lands Steering Committee will be holding a strategy session for a national coalition in support of payments-in-lieu of taxes legislation. This legislation would provide payments to counties to compensate for the immunity of federal natural resource lands. A status report on other public lands legislation will be discussed in preparation for the Steering Committee meeting to be held at the NACo Western Region District Conference in April.

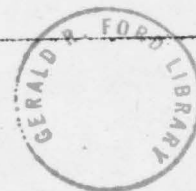
### TAXATION AND FINANCE STEERING COMMITTEE

Elisabeth Hair, Chairman  
Chairman Board of Commissioners  
Mecklenburg County, N.C.

9 a.m.-4:30 p.m.

*South American Room*  
Statler Hilton Hotel

The committee will discuss and adopt policy concerning removal of general revenue sharing; federal legislation concerning a taxable bond option for states, counties and cities; federal legislation requiring additional disclosure for issuers of municipal bonds; the increased number of pollution control bond issuances; and improvement of the federal grant in aid system.



TUESDAY, MARCH 30, 1976 continued

TUESDAY, MARCH 30, 1976 continued

**TRANSPORTATION STEERING COMMITTEE**

Daniel D. Mikesell, Chairman  
Supervisor  
San Bernardino County, Calif.

9 a.m.-4:30 p.m. *New York Room*  
Staller-Hilton Hotel

The committee will consider resolutions and proposed platform changes for presentation to membership at the Annual Conference. These matters will include aircraft noise and aviation regulatory reform, intergovernmental relations issues in highway legislation, urban and rural public transportation operating subsidies and labor-protective requirements, and related transportation issues. There will be a status report on pending airport construction grant and highway legislation.

**WELFARE AND SOCIAL SERVICES STEERING COMMITTEE**

Frank Jungas, Chairman  
Commissioner  
Cottonwood County, Minn.

9 a.m.-4:30 p.m. *State Room*  
Mayflower Hotel

The major legislative issues which the committee will be discussing will be social services, AFDC Reform and Food Stamps. The committee will be briefed on three HACOBE projects concerning counties and rural poverty, the aged and social services. The committee will work on platform changes to be taken to the members at the Annual Conference in Salt Lake City.

*Sub  
disc  
attend*

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**LUNCHEON:  
THE ADMINISTRATION'S PLANS**

12:30 p.m.-2 p.m. *Grand Ballroom*  
Mayflower Hotel

**PRESIDING:** Louis Mills, HACO 3rd Vice President, County Executive of Orange County, N.Y.

**SPEAKERS:** Dr. ~~X~~ David Mathews, Secretary, U.S. Department of Health, Education and Welfare.

~~Honorable Elliot Richardson,  
Secretary, U.S. Department  
of Commerce~~

*Dr. Mathews*  
~~Mathews~~ will discuss the Administration's plans and goals regarding legislation and programs in the coming year.

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TUESDAY, MARCH 30, 1976 continued

WEDNESDAY, MARCH 30

COUNTY ASSISTANCE CLINIC

INTRODUCTION AND DISCUSSION *Ball Room*  
*Mayflower Hotel*  
2 p.m.-4:30 p.m.

Rodney L. Kendig, NACo County Resource Department—which is NACo's educational and research arm and is involved with the subject areas most important to county government. The County Assistance Clinic provides an opportunity for delegates to become informed of the information, assistance, technical aid and resources available to them.

Each of NACo's project areas will give short presentations followed by direct delegate assistance at subject designated discussion tables. The areas to be covered are: energy, waste water facilities, transportation, solid waste, manpower, unemployment insurance, functional consolidation, alcohol abuse, management improvement, county modernization, labor management personnel, tax and finance, higher education, rural human resources, aging, criminal justice and Title XX.

RESOLUTIONS COMMITTEE *Grand Ballroom*  
*Mayflower Hotel*  
4 p.m.-7 p.m.

The Board of Directors will meet as a Resolutions Committee to consider any proposed interim policy resolutions from the NACo steering committees. All of these interim policy resolutions will have to be reaffirmed by the NACo member counties voting at the Annual Conference in Salt Lake City, Utah. The Resolutions Committee will only consider interim policy resolutions on legislative issues requiring immediate action.

REGISTRATION *Promenade*  
8 a.m.-10 a.m. *Mayflower Hotel*

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LEGISLATIVE BREAKFAST *Grand Ballroom*  
7:45 a.m.-9 a.m. *Mayflower hotel*

MODERATOR: William O. Beach—NACo  
Second Vice President,  
Judge, Montgomery County,  
Tenn.

In preparation for county officials' visits to their members of Congress, NACo committee chairmen will brief conference participants on specific legislation pending before Congress which will have a major impact on counties. A NACo NACo Legislative Priorities List will be given to each county official.

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TRANSPORTATION  
9:15 a.m.

Buses leave from the DeSales St. entrance of Mayflower Hotel for Capitol Hill. (See transportation explanation p. 3 of this program.)

REPORT BACK ROOMS *Senate*  
10 a.m.-3 p.m. *154 Russell Building*  
*House.*

1310 ~~LN~~ 101

Information and materials for reporting the results of young organizational calls.



WEDNESDAY, MARCH 31, 1976 continued

NATIONAL ASSOCIATION OF  
COUNTY ADMINISTRATORS (NACA)  
George Gaekle, President  
Stanislaus County, Calif.

9 a.m.-11:30 a.m. *Pennsylvania Suite*  
Mayflower Hotel

Discussion of trends in Labor Management: A question and answer session with some of the top people in labor relations today. A panel of experts representing the various aspects of labor management/relations will discuss the role of the county today.

WEDNESDAY, MARCH 31, 1976 continued

NATIONAL ASSOCIATION OF COUNTY  
CIVIL ATTORNEYS (NACCA)  
Aloysius J. Suchy, President  
Corporation Counsel  
Wayne County, Mich.

COURT DECISIONS AND *New York Suite*  
JAIL STANDARDS Mayflower Hotel  
9:15 a.m.-10:45 a.m.

In a number of states a growing body of cases have emerged imposing standards on counties for the operation of county jails. The panel will discuss these cases, the legal issues they present and their impact on county government.

MODERATOR: William J. Haley, NACo  
Board Member, County  
Attorney, Columbia County,  
Fla.

PANELISTS: ~~Melvin T. Axilbund~~, Staff  
Director, American Bar  
Association's Commission  
on Correctional Facilities  
and Services, Washington,  
D.C.

James W. Webb, Counsel,  
Association of County Com-  
missioners of Fla.

George Cross, Chief Assis-  
tant Corporation Counsel,  
Wayne County, Mich.

Paul Silver, AIA, Gruzen and  
Partners, Architects, New  
York, N.Y.





WEDNESDAY, MARCH 31, 1976 continued

CONSUMER FRAUD— *New York Suite*  
CIVIL REMEDIES *Mayflower Hotel*  
11:00 a.m. - 12:00 Noon ~~11:00 a.m. - 12:00 Noon~~

Counties are successfully using civil procedures instead of criminal sanctions in some consumer fraud cases. The public is more efficiently served at a lower cost by avoiding complicated criminal court actions. This session highlights some successful programs and provides information on instituting civil remedies.

MODERATOR: Francis Patrick McQuade, Vice President, National Association of County Civil Attorneys, County Counsel, Essex County, N.J.

PANELISTS: Ted Garrish, Deputy General Counsel, Office of Consumer Affairs, Department of Health, Education, and Welfare;

Barbara Gregg, Director of Office of Consumer Affairs, Montgomery County, Md.

August Bequai, Exp. Chairman of Federal Bar Association's Committee on White Collar Crime

WEDNESDAY, MARCH 31, 1976 continued

BUSINESS MEETING *New York Suite*  
Noon-1 p.m. *Mayflower Hotel*

GENERAL REMARKS: E. Barrett Pretyman - Jr., Esq. Senior Partner, Hogan & Hartson, Washington, D.C.

NACCA's Supreme Court amicus brief on the Fair Labor Standards Act Amendments of 1974 will be discussed by William Bertera, Legislative Representative, NACCA. Also, the Western Region District Conference program and Resolutions will be considered

1:30-3:30 p.m. *Pennsylvania Suite*  
*Mayflower Hotel*

Prob. of the county in today's Health System: An informal discussion. Robert Jones, H.F.W. Health Expert, will lead discussion on what new health systems mean for counties.

*This should not be part of county action health effort*



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TUESDAY, MARCH 30 continued

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**LUNCHEON:  
THE ADMINISTRATION'S PLANS**

12:30 p.m.-2 p.m. *Grand Ballroom  
Mayflower Hotel*

**PRESIDING:** Louis Mills, NACo 3rd Vice  
President, County Executive  
of Orange County, N.Y.

**SPEAKERS:** Dr. David Mathews, Sec-  
retary, U.S. Department of  
Health, Education and Wel-  
fare;

Dr. Mathews will discuss the Administra-  
tion's plans and goals regarding legislation  
and programs in the coming year.

★ ★ ★ ★ ★ ★ ★ ★ ★ ★





NACo

# THE AMERICAN COUNTY PLATFORM

1975-1976 OFFICIAL POLICY  
STATEMENT OF THE NATIONAL  
ASSOCIATION OF COUNTIES

*American*

*County*

*Platform*

**NATIONAL ASSOCIATION OF COUNTIES**  
**1735 New York Avenue, N.W.**  
**Washington, D.C. 20006**

**Official National Policy Of The  
National Association Of Counties  
Adopted At The  
Annual Conference, June 25, 1975  
Honolulu, Hawaii**

The NACo official policy is in every sense the product of democracy in action. It is the condensation of policy resolutions approved after careful deliberation and by majority vote of the membership of the National Association of Counties, but more than that, it is the method for implementing this policy.

This document was carefully formulated by the NACo Steering Committees and Board of Directors and involved the full participation of the affiliate organizations, state associations of counties and the Western Region District. It is a complete revision and updating of previous policy statements.

The *American County Platform* provides direction and guidance for the entire membership of NACo for aggressive and skillful action on a program for the improvement of county government and enabling it to meet the needs of the 1970s. We have here the means to achieve all that was envisaged by the Association when it was founded as a nonprofit membership organization dedicated to the service of American counties. By rendering such service to counties NACo becomes the effective, organized spokesman for the greatest segment of the American people.

NACo can be proud of this revised policy statement and sure of its effective implementation.

**BERNARD F. HILLENBRAND**  
Executive Director

# *NACo Action Program*

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# Action Program to Support the American County Platform

## Role of Member County Governments

The National Association of Counties (NACo) is the only national organization representing county government in the United States. Its membership spans the spectrum of urban, suburban and rural counties which have joined together for the common purpose of strengthening county government to meet the needs of all Americans. By virtue of a county's membership, all its elected and appointed officials become participants in an organization dedicated to improving county government, serving as the national spokesman for county government, acting as a liaison between the nation's counties and other levels of government, and achieving public understanding of the role of counties in the federal system. Meeting in annual and special meetings the membership acts on policy questions and chooses the Association's Board of Directors.

The NACo bylaws were amended in 1971 to provide for a system of weighted voting based on the population of each member county. Each county is entitled to one vote for the first \$499 of dues paid (approximately 80,000 people), and one additional vote for every additional \$500 or fraction thereof paid in the year in which the meeting is held. The county determines which of its elected or appointed official(s) shall cast its votes. The weighted voting procedure is used when requested by at least 10 percent of those voting at business sessions.

## Role of the Board of Directors

As representatives of the voting membership, the Board of Directors, including Officers, serves as the policy-making arm of the Association. In that role and sitting as the Resolutions Committee, the Board receives

policy recommendations from the respective steering committees and, upon approval, submits such recommendations to a vote by the general membership.

Interim policy decisions arising between annual NACo meetings may be made by the Board of Directors, but such policy is subject to revision at the next annual meeting. The Board of Directors also has the responsibility for the general supervision, management and control of the Association, including approval of the Association budget and selection of the Executive Director. The Officers (President, four Vice Presidents and the Fiscal Officer) and Directors (48 at large plus representatives from each affiliate and regional district) are elected for one year terms by the member counties at the annual NACo meeting.

### Role of NACo Steering Committees

*Purpose:* NACo steering committees, under the direction of the President and membership, are responsible for assisting in the formulation and execution of policy as contained in the *American County Platform*. They carefully study federal, state and local issues in their respective subject areas and recommend policy for consideration by the membership. The membership is the final policy determining unit of the Association. Once policy is approved, the steering committees assume the major responsibility for supporting it at the local, state, and national levels.

*Program:* In helping formulate policy, the steering committees conduct research into common county problems, explore issues through discussions and debates at NACo conferences and other committee meetings, counsel and consult with nationally recognized experts on government problems, foster similar inquiries at the state association level, draft proposed policy statements for action by the voting delegates, and support the committee policy recommendations on the floor of the convention.

In helping implement policy, steering committee members support the *American County Platform* in their own counties; promote the Platform in their state associations and before the state legislature; and support the Platform at the national level by providing information at the request of the Congress and federal Administrative agencies.

*Powers and Duties:* The general scope of the respective steering committees is as follows:

*Community Development Steering Committee:* All matters pertaining to general community development in urban and rural areas; residential, commercial and industrial development; public facilities, financing and development; housing in rural and urban areas; development of new communities, building and housing codes; and subdivision regulations.

*Criminal Justice and Public Safety Steering Committee:* All matters pertaining to the criminal justice system including law enforcement, courts and corrections; civil disturbances; firearm control; juvenile delinquency; alcohol and drug abuse; and emergency preparedness.

*Environment and Energy Steering Committee:* All matters pertaining to air, water and noise pollution control; solid waste management and disposal; soil conservation; flood prevention and control; mining and mineral resources; the preservation and proper utilization of land and water resources; and energy.

*Health and Education Steering Committee:* All matters pertaining to health care and health insurance systems; comprehensive health planning; local health services; mental health; elementary, secondary and adult education; community colleges and vocational and technical education.

*Labor-Management Relations Steering Committee:* All matters relating to employer-



employee relations including: personnel policy and practice, merit systems, equal employment opportunity, bilateralism and collective bargaining, negotiations, arbitration, mediation, retirement systems, and occupational health and safety.

*Land Use Steering Committee:* All matters pertaining to the use of land, including comprehensive planning, coastal zone management, recreation, regional issues, federal role in land use, state enabling legislation, intergovernmental relations, and techniques for managing growth.

*Local Determination Steering Committee:* All matters pertaining to regional cooperation, strengthening county government, governmental reorganization, interlocal agreements and contracts, city-county mergers, transfer of responsibilities, sharing facilities and staffing, and elimination or consolidation of special districts as alternatives in solving regional problems.

*Manpower Steering Committee:* All matters pertaining to manpower planning and programs, implementation, public service employment, vocational education, vocational rehabilitation, affirmative action, equal opportunity in employment, migrant programs, rural manpower, and employment security.

*Regionalism Steering Committee:* The Committee is composed of the five NACo board members serving on the board of directors of the National Association of Regional Councils plus representatives of each of NACo's policy steering committees. The Committee's functions are coordination and review of NACo's policies on regionalism and advising the NACo board on regional developments and implications.

*Taxation and Finance Steering Committee:* All matters pertaining to the financial

resources of counties and other local governments, federal and state revenue sharing, capital projects, tax reform, alternative revenue sources, federal grant-in-aid programs, and payments-in-lieu of taxes.

*Transportation Steering Committee:* All matters pertaining to comprehensive transportation planning, highway improvements, highway safety, public transit, airport development, railroads, waterways, and research and development of new modes of transportation and improvements in present transportation systems.

*Welfare and Social Services Committee:* All matters pertaining to immediate and long range welfare reform, income maintenance, administration of county welfare programs, planning and coordinating.

*Public Lands Steering Committee:* All matters relating to federally owned public lands including: tax immunity problems and federal land management programs. (This Steering Committee was created at the 1975 Annual Conference).

*Duties of the Steering Committee Chairperson:* The Chairperson is responsible for providing leadership and direction to the program of the steering committee. He or she determines the times and meeting places of the committee; proposes the agenda; presides over the sessions; and reports on behalf of the committee at annual conferences and other special conferences and meetings. In cooperation with the Washington office the chairperson presents testimony on behalf of NACo when requested by congressional committees, federal administrative and regulatory agencies and other governmental and private groups, maintains liaison between the committee and the state associations, functional affiliates, regional districts and others; makes recommendations on committee programs and NACo meetings; and performs other duties as assigned by the President or

the Board of Directors.

*Committee Members:* The success of a steering committee is contingent upon the effective participation of each of its members. Committee members should attend committee meetings whenever possible and participate actively in the discussion; provide the local press, state association magazines and other publications with NACo policy positions, keep fully informed on all matters within the scope of the committee; maintain adequate files of committee reports, communications and other relative material distributed by NACo; deliver speeches in support of the *American County Platform* through action in the respective state associations of counties (including participation in state association programs, service on comparable state committees, preparation of text material for state publications, and presentation of verbal reports on the program of the national committee); report on developments of interest in their state to the committee; work in their respective counties to implement committee policy wherever appropriate; testify at the request of national and state legislative and administrative agencies; and perform such other duties as assigned by the Chairperson.

*Committee Procedures:* Except for executive sessions, meetings of the steering committees are open to all NACo members. A quorum for conducting committee business shall consist of a majority of the committee members registered for the meeting. Robert's Rules of Order shall govern all committee meetings.

*Committee on Committees:* The chairpersons of each of NACo's thirteen steering committees meet periodically to resolve any jurisdictional questions and to initiate joint study and action by two or more steering committees. The NACo president presides over meetings of the committee on committees.

## **Role of the State Associations of Counties**

The state associations can best support the *American County Platform* by the following action program:

- Carefully recommend the most outstanding officials in their state for NACo committees;
- Create state committees comparable to each national steering committee;
- Provide on the program of the various state meetings time for speakers to discuss the position of the Association;
- Carry material in state publications on issues supported in the *American County Platform*;
- Make studies and reports in the state on the states aspects of the national issues;
- Promote at the state legislature those measures which will facilitate our national policy;
- Reproduce and distribute in the state, copies of NACo *County News* and other legislative material;
- Prepare and circulate NACo policy positions for the media on aspects of the *American County Platform*;
- Provide state association speakers to present NACo policy positions to interested groups;
- Promote a large attendance of state delegates at NACo meetings to make sure that the state position is adequately represented when NACo policy is under discussion.

## **Role of the Regional Districts**

The Western Region District is the only district which has so far elected to take advantage of that provision of the bylaws which provides for the creation of a special unit composed of the officials from the states in a given region. At separate meetings held in conjunction with NACo meetings, the Western Region District program has been devoted to subjects in the *American County Platform* of particular regional interest (e.g. payments-in-lieu of taxes).

Regional districts can hold regional district meetings at time other than the main NACo meetings; approve special resolutions memorializing those most interested in their support of the items contained in the *American County Platform*; circulate special mailings emphasizing the regional impact of some of the matters covered by the *American County Platform*; and, in general, conduct a support program similar to that carried on by a state association.

### **Role of the Functional Affiliates**

In order to be a member of one of NACo's functional affiliates, a person's county must first be a member of NACo. Therefore, everything that applies to a NACo member also applies equally to the member of a functional affiliate. These organizations, however, do have a particular responsibility in that they are the source of most of the technical information that must be evaluated in order to arrive at sound national policy positions.

Members of functional affiliates advise NACo steering committees; keep fully informed on all local issues; support the program at their state association meetings and in their own county; prepare technical studies and make reports on subjects covered in the *American County Platform*.

The newest member of NACo's family of affiliated organizations is the National Association of County Manpower Officials (NACMO), which was created at the 1974 annual conference in Miami Beach. NACMO will provide a communication and self-help forum for the hundreds of manpower professionals who have joined county staffs to plan and administer local programs under the Comprehensive Employment and Training Act of 1973.

NACo's fourteen functional affiliates are:

- National Association of County Administrators (NACA)
- National Association of County Civil Attorneys (NACCA)

- National Association of County Engineers (NACE)
- National Association of County Health Officers (NACHO)
- National Association of County Information Officers (NACIO)
- National Association of Counties/Council of Intergovernmental Coordinators (NACo/CIC)
- National Association of County Manpower Officials (NACMO)
- National Association of County Planning Directors (NACPD)
- National Association of County Park and Recreation Officials (NACPRO)
- National Association of County Recorders and Clerks (NACRC)
- National Association of County Treasurers and Finance Officers (NACTFO)
- National Association of County Welfare Directors (NACWD)
- National Council of County Association Executives (NCCAE)
- NACo Council of Elected County Executives (NCECE)

### **Role of NACo**

NACo, acting through its Officers and the staff of the Washington office, concerns itself primarily with keeping the membership fully informed on all national legislative, administrative and judicial actions affecting county governments. NACo:

- Reports to the entire membership major happenings in Washington and throughout the country which are of common concern to counties. This is done through the weekly newspaper, *County News*, and other publications and reports.

- Sends special bulletins on fast-breaking developments to the Officers and Directors, functional affiliate leaders, presidents and executive directors of the 48 state associations of counties and to the members of the steering committees.

- Informs the press and other media of county government positions on national issues.

- Assists state associations in arranging briefings by state congressional delegations at

state association meetings and by arranging meetings in Washington for state association officers and their congressional delegations.

- Develops and implements, in cooperation with state associations, Congressional Action Teams (CATS) as a means of maintaining and increasing county government's influence in Washington.

- Distributes to key NACo representatives copies of testimony of county officials delivered before Congress and administrative and regulatory agencies.

- Makes every effort to see that key county leaders are appointed to appropriate national advisory and study groups to ensure adequate representation of the county viewpoint.

# 1. Local Determination

## 1.1 Statement of Basic Philosophy

The National Association of Counties affirms its enthusiastic support of the following basic governmental philosophy:

"Leave to private initiative all the functions that citizens can perform privately; use the level of government closest to the community for all public functions it can handle; utilize cooperative intergovernmental agreements where appropriate to attain economical performance and popular approval; reserve national action for residual participation where state and local governments are not fully adequate and for the continuing responsibilities that only the national government can undertake."

## 1.2 Strengthen County Government

This Association affirms its basic objective of strengthening county and local government. As a statement of principle, the National Association of Counties asserts its belief that counties are more than local branches of the state government. As the local government that reaches all the people, the county officials pledge themselves to accepting the responsibility for strengthening and improving county government. Within their counties, officials will continually strive to lead effectively in matching county government performance to the challenges of their constituents. In addition, county officials will recognize the importance of state associations of counties and the National Association of Counties as a resource in these modernization efforts. In each state, county officials will make every effort to obtain legislation allowing counties the authority to support the activities of the state and National Association of Counties.

## 1.3 County Home Rule, a Keystone

We in county government believe that home rule, or the right of local self determination, is the keystone of our American democracy. More and more state legislatures have

recognized this and have delegated increased authority to local officials to solve local problems.

In some states, counties remain hamstrung by antiquated state statutes and constitutional provisions that make it extremely difficult for county officials to act effectively in response to citizens' petitions for problem solving.

We advance the following principles as the basis for an effective home rule movement and urge that every county officials support these principles before his state legislature:

*1.31 State Law on County Government* — State constitutions and statutes should provide for flexibility of form, function and finance. In this manner, the authority of the county government will be based on implied powers and thus allow it to function in all areas except those expressly prohibited.

*A. Flexibility of Form* — Counties should be free to devise their own internal organizational structure either under charter or under general law.

*B. Flexibility of Function* — Counties should be free to determine the scope and the extent of the governmental service each will render, subject to the recognized need for some uniformity in the standard of delivery of services of national or statewide import.

*C. Flexibility of Finance* — Counties should have the ability to employ means of financing county government other than the traditional and inadequate property tax.

*1.32 Statewide Standards* — Statewide standards and state supervision are justified where counties act as agents of the state and do so with substantial state financing.

*1.33 Operation Policies* — Counties should be free to devise their own operating policies in all governmental programs not financed wholly or substantially by federal or state funds, subject to a requirement that such policies be definitely set forth in writing.

## 1.4 Role of the States

State government is the creator of local government. States must recognize the necessity for a regional, general purpose

government and have a special responsibility to use counties as the key link between state and municipal levels of government. In addition to granting county home rule, the states should enact the following:

*1.41 Transfer of Functions* — Authority for the transfer of functions from local units to counties, or vice versa, by mutual action of county and other appropriate governing boards.

*1.42 Contracting* — Authority for local units of government to contract with one another for the performance of particular functions and to conduct joint enterprises.

*1.43 Restrict New Corporations* — Rigorous standards to limit the establishment of new public corporations within the metropolitan areas.

*1.44 Study Commissions* — Authority to establish and financially support official study commissions on local government.

*1.45 State Assistance* — State programs of financial and technical assistance to county government.

*1.46 Special Taxing Areas* — Authority to create subordinate taxing areas within portions of their territory to finance specific governmental services.

*1.47 County Advice* — Procedures for including county officials' input in any state program which impacts county government.

*1.48 Funds Passthrough* — All federal funds received by states to be passed through to counties shall be immediately released in the full amount.

*1.49 State Financial Support* — All state mandated requirements having a fiscal impact on county government must be accompanied by sufficient state provided funding sources.

## 1.5 Roles of Cities and Towns

The National Association of Counties, recognizing the brotherhood of cities and counties in the family of local government, urges the strengthening of cities and towns so that they may be adequate partners. The changing demands of county government in urban and rural America require cities and

towns to coordinate effectively their activities with counties.

Working together, city and county officials should explore areas of cooperation including interlocal contracting, transfer of area-wide functions to the county level and joint city-county projects.

Annexation, when it takes place through citizen approval in the area affected, should be undertaken to provide services and not merely to expand the fiscal base of a community.

The National Association of Counties calls upon cities and towns to join the effort to obtain county self determination through home rule.

## 1.6 Regional Cooperation

This Association affirms the urgent need to solve regional problems through different workable approaches designed to ensure coordinated actions and to minimize the overlap of regional agencies. County officials should be guided by four principles:

*1.61 Strengthening Local Governments* — Local general purpose governments are basic building blocks in solving regional problems. Any consideration of a regional approach must be based on the need to strengthen and improve the capability of local government to serve the people. Every effort should be made to strengthen the ability of county government to respond to the needs of the citizenry by improving the counties' financial resources and their functional authority.

*1.62 Recognition of Regional Issues* — In strengthening local government it is crucial that there be recognition of issues which cross city and county boundaries. These issues must be dealt with on a cooperative basis among cities in counties and among several counties and cities. Local governments must recognize and cooperatively develop a regional-multi-jurisdictional approach.

*1.63 Support of a Regional Council of Local Governments* — Local elected officials of counties and cities should support regional councils as the forum where they can discuss and seek solutions to regional problems. Local

elected officials in each area should decide the questions of mandatory or voluntary membership and the basis for voting and funding. The regional council, in this context, is not another layer of government, shall not have taxing authority, nor be an agency having operational or service delivery responsibilities, and thus be advisory only. The regional council is a means for local governments to identify regional issues, to examine possible solutions and to decide what agencies should be responsible for implementation.

*1.64 Means to Solve Regional Problems* — Local elected officials have a wide range of structural and functional alternatives to consider for solving regional problems, such as: governmental reorganization; interlocal agreements and contracts; city-county mergers; strengthened counties; transfer of responsibilities; shared facilities and staffing; elimination or consolidation of special districts. In weighing these alternatives, local elected officials of each area should determine their own policies and procedures for implementing regional decisions.

This Association strongly urges federal and state governments to recognize and follow these principles in determining the organization and authority of regional structures and to support decisions made by local elected officials on regional issues. NACo particularly stresses the need for elected county and city officials to control all regional agencies and to determine regional boundaries.

## 1.7 Special Districts

State constitutions and statutes should contain provisions to control the proliferation of special districts and take measures to increase their visibility and political accountability and require them to coordinate their operations with counties and municipalities.

States should require the creation of a city-county agency in each county to review and approve all proposals for the creation of special districts in order to ensure that this unrestrained growth of special districts does not have an adverse effect on local

government. The legislation should require disapproval of a proposed district where an existing county or city, acting singly or jointly, or an existing special district performing the same service, is willing and able to provide the service.

In order to provide an effective and practical alternative to the creation of a special district and, at the same time, permit residents of the community to obtain governmental services, counties should be authorized to establish subordinate taxing areas.

Where a special district exists or seems appropriate, safeguards should be present to ensure that the activities of the district are properly coordinated with the activities of general government. User charges levied by special districts should be reviewed by an agency of state government for purposes of ensuring their reasonableness in those instances where such charges are not reviewed by the governing body of a municipality or county.

States should also enact legislation establishing simple and easy procedures for the merger, consolidation, or dissolution of a special district upon finding that the service performed by the district is (1) no longer needed, or (2) can be more effectively performed by an existing unit of general local government or a consolidated special district.

### **1.8 Role of the National Government**

Strong county government is an essential component and partner in the effective operation of national-state-local government activities. Recognizing this need, national government officials should make every effort to elicit and incorporate the views of county officials in the development and implementation of federal programs.

## **2. Community Development**

### **2.1 Statement of Basic Philosophy**

The National Association of Counties encourages county governments to recognize and act upon their responsibilities to their constituents in the field of total community development, both rural and urban. Elected officials should be held accountable for promoting and implementing comprehensive county plans including management techniques for the appropriate land use, housing, neighborhood facilities, transportation systems and supportive community facilities to serve all socio-economic needs represented in the total county population.

The most recent census indicated a significant shift in the population from rural areas and cities to the suburbs, which generally constitute county jurisdictions. As the population has relocated, so have industry, many commercial establishments and community facilities. This has resulted in a new role for many county governments. They are being required to provide many of the same services to their residents as cities once did, but on a much larger scale.

Many other counties are not suffering from the intense pressures promoted by population densities as observed in urban centers. Available land areas offer broader flexibilities in meeting the demands of land usage by this new population.

Counties are the natural geographic entity to provide for new community development. They generally have a broader range of revenue, resources and responsibilities shared more equitably by a larger population base.

Pursuant to the new federal and state emphasis on regional approaches to community development (housing, planning, community facilities, law enforcement, environment, transportation), the county is the unit of government to be singularly the appropriate

region or to participate collectively in a larger regional mechanism.

Further, counties have as a responsibility, and in many states are statutorily required, to serve as an intergovernmental coordinating agency for all governments and districts within the county.

This situation mandates them to review, analyze and implement interjurisdictional arrangements which offer expanded capabilities for meeting the needs of the diverse population.

## **2.2 Urban and Rural Development**

It is apparent to the National Association of Counties that there is a strong interrelationship between urban and rural community development and planning. The tremendous migration of people from rural areas to large urban complexes has resulted in a substantial loss of financial and manpower resources in rural communities. In urban areas, the increased population has caused congestion, social unrest and fragmentation of public policies and of services. Neither the problems or urban America nor those of rural America can be solved without balanced growth of the two areas on a coordinated basis. The resources of our urban and rural areas must be utilized to meet the social and economic needs existing within them. In order to address the social, economic and development needs of urban and rural areas, it is imperative that federal programs be fully funded at levels commensurate with national needs. In addition, the federal government and appropriate departments and agencies must encourage and foster effective integration of programs which are separate but of a complimentary nature.

*2.21 Community Development Block Grants* — The National Association of Counties strongly supports the concept of federal block grant funding for community development activities embodied in the Housing and Community Development Act of 1974. The program provides increased opportunities for and places new responsibilities on elected county officials for the planning, implementation and evalua-

tion of local community development and housing assistance programs. Under the Act, county officials, and particularly those whose county receives "urban county" designation, are afforded additional resources to address many of the long-range physical, social and housing needs of their jurisdiction in a comprehensive manner.

NACo fully endorses the concept of targeting community development program funds to those areas of most critical need: areas which are blighted, deteriorating or improperly developed. Maximum effort should be placed on identifying these areas and in improving the living conditions and addressing the needs of families of low and moderate income.

NACo endorses the linkage provided in the Act between community development and housing assistance programs. Counties, as part of their community development application are required to submit a housing assistance plan, outlining the need and timetable for use of federal housing assistance funds in conjunction with their local community development program. Additionally, local jurisdictions are provided the opportunity to review and comment on all assisted housing development applications to ensure consistency with the housing assistance plan. This provision will give counties increased leverage in addressing not only the housing needs of those residing, or expected to reside, in their jurisdictions but also in determining housing location and evaluating the growth implications of such developments.

In order that the potential of the Community Development Block Grant Program be fully realized, these programs must be fully funded and properly administered. Additionally, we urge the Congress, the Department of Housing and Urban Development and the Office of Management and Budget to review comprehensively the adequacy of present and future program levels so that all counties, not just those which receive a direct entitlement, can participate in this important program area.

In addition, NACo supports the following HUD administrative changes which would:

—Provide an urban county, unable to maintain its urban county status during



future program years, with a preferred status for receipt of discretionary monies — Foster cooperation in community development planning and programming among entitlement cities and urban counties instead of present administrative interpretations which impede such attempts at cooperation and coordination.

*2.22 Rural Development* — The Rural Development Act of 1972, given overwhelming support by the Congress at the time of passage, was hailed as being the major vehicle to revitalize and sustain rural areas. This program is designed to assist local government in the areas of business and industrial development, together with the provision of essential community facilities. The Rural Development program has fallen far short of these expectations, however, due to serious underfunding, impoundments and administrative withholding of program funds.

The most recent census data indicates that rural areas, for the first time in decades, are experiencing an in-migration of population. Many of these individuals are fleeing the pressures of urban areas and are seeking to make a new life in our nation's less densely settled regions. Unfortunately, the opportunities which exist in rural areas presently are severely limited. Unemployment and underemployment are common; unsafe and unsanitary housing exist in proportions unknown to other areas; credit resources, even for those who are financially able to pay, are limited. Full implementation of the Rural Development Act would significantly increase present job opportunities and facilities better utilization of existing rural resources.

In addition, rural areas suffer from a lack of technical personnel and expertise. It is imperative that the Department of Agriculture provide adequate and competent field staff support for this program to be effective.

NACo strongly urges that the Rural Development Act be funded at Congressionally authorized levels to meet the pressing needs of counties and cities in rural areas.

*2.23 New Communities* — Creation of planned new or revitalized communities is

recognized as a necessary part of an overall approach to the physical and social well-being of the nation and its urban-rural balance. Despite recent financial problems and the temporary administrative suspension of the new communities program, NACo strongly believes that new communities should embody the following concepts:

A. Be economically feasible — either self sufficient or totally integrated into the existing and projected economic framework of the region;

B. Provide balanced employment and housing opportunities, health, education and social services for all socio-economic segments of the community.

C. Be assisted by the federal government through incentives for new housing and community facilities design and technology; and

D. Be developed whenever possible by the private sector.

A viable new communities program must involve the utmost efforts of state and local government. A major part of the task of planning for and coordinating the development of such communities should be performed by agencies established by the state and local government. An imaginative effort on the part of private enterprise and on the part of all levels of government will be necessary if the on-going potential of the nation is to be recaptured and a significant portion of it redirected to new or revitalized communities.

States should encourage private developers to undertake new community development by all reasonable and appropriate measures to ease the financial strain during early stages of development without undermining the local tax base.

Counties are a natural agency for coordinating and/or sponsoring new communities. This would afford them the advantages of well-planned use of land, preserved open space, less urban sprawl, coordination of planning efforts, and more efficient public services.

Governmental resources should be used to cover gaps left by uncoordinated private development, both in terms of the location of such communities, and their viable planning

and financing.

Federal aid for new community development should be channeled through counties for them to decide which course the development should take in accordance with areawide comprehensive plans, until the new community receives its charter and elects its governing board.

*2.24 Balanced Distribution of Population and Economic Growth* — A more balanced national distribution of population and economic growth is needed to help assure development consonant with the social and economic health of both rural and urban areas. To further this objective, the federal government is urged to establish a program of incentives for locating new business and industry and provision of the necessary concomitant public facilities in new and revitalized communities as well as principal growth centers of rural America.

*2.25 State Role in Economic Growth* — The states are urged to develop programs which compliment and supplement existing federal assistance programs in the area of economic development.

In all cases, states should coordinate their activity with those of the county and other local governments.

*2.26 Land Acquisition Policies* — The states are urged to consider appropriate legislation which would provide a sound method for acquiring land for future public urban and rural development uses.

*2.27 Consultation with Local Officials on Adequacy of Public Services* — The federal and state governments, before leasing or constructing new facilities or installations in a county, should consult with the affected county and other local governments on the adequacy of housing and other public facilities necessary to support such facilities or installations, and that the federal and state governments should provide to local government adequate funds to correct adverse impact of such activity. Present provisions which require this consultation are inadequate.

## 2.3 Housing

County governments have a moral obligation and should assume the responsibility to help

assure decent housing for all segments of their population. With the advent of the Housing and Community Development Act of 1974, counties have new opportunities to meet that responsibility. The Act's emphasis on providing housing assistance for persons of low and moderate income is consistent with NACo policy.

Counties should continue to identify and meet the need for low and moderate housing, including publicly assisted housing, housing for the elderly, housing for migrant families, and housing for people who because of income, race, age, economic status, family size, sex, marital status, or occupation have unusual difficulty in obtaining adequate housing in the normal housing market. Counties should also develop an awareness of the interrelationship of social issues in the field of housing.

Concentrations of assisted housing for low and moderate income families in one geographic area should be avoided. Social service facilities must be accessible to these families in particular and should be expanded to include all residents of the county.

Counties should support innovations in housing technology, design, approval and construction in order to lower the cost of decent, safe and sanitary shelter.

*2.31 Housing Element in the Local Plan* — Counties should prepare and adopt a housing element as part of their comprehensive plan. The housing element should include the need for and a survey of the quantity, type, cost, and distribution of housing reflecting the needs of the total community. In addition, it should set realistic annual goals for the number of units or persons to receive housing assistance and make provision for the public facilities, in accordance with other elements of the comprehensive plan, necessary to meet those needs. The housing element should be coordinated with all other related plans supportive to the housing element (such as utilities, human services programs, open space, recreation, trails, schools, churches, commercial areas, agriculture, transportation, and other community services and facilities). It should also set forth a program for implementation employing available federal,



state and private sector resources and programs. Procedures should be developed to emphasize citizen participation in the development of the housing element.

*2.32 County Housing Agencies* — Counties should consider establishing or participating in local housing agencies. In some states a resolution by the county legislative body will suffice, while in others appeals to the state legislature may be required. Alternatively, corporate entities may be utilized in cooperation with the private sector.

*2.33 Federal, State and Local Government Role in Housing* — The federal government, through its fiscal and monetary policies, should follow a national housing policy which ensures adequate housing construction and investment programs in a partnership between government and the private sector. Such a federal policy should provide the necessary federal assistance and incentives, such as adequate long term mortgage financing and incentive taxes for conservation and rehabilitation of existing housing stock. Special subsidized programs should be utilized to assist those who are unable to obtain adequate housing on the open market.

All levels of government in cooperation with the private sector, should take necessary actions to provide an adequate supply of decent, safe and sanitary housing for all segments of the community. County governments in particular are strongly encouraged to develop and fund programs that permit a variety of methods of providing a variety of housing opportunities. Counties should provide incentives which will promote and encourage such housing development (such as financial and zoning incentives). In addition, state governments should assist, through financial resources, in the provision of needed housing for low and moderate income persons.

*2.34 Federal Assistance to County Housing Agencies and Programs* — The federal government should come forward with a balanced approach for the provision of needed housing including, but not limited to:

A. Adequate financial assistance to counties for the provision of low and moderate income housing;

B. Distribution of subsidized housing units in such a way as to maximize income mix in a given geographic area and thereby avoid undue concentrations of low income persons;

C. Provision for the voluntary adoption of "fair share" housing programs on a metropolitan area basis;

D. Provision of the necessary and supporting community facilities and services to meet the needs of low and moderate income families;

E. Adoption of a program encouraging home ownership for low and moderate income families, and other segments of the housing market;

F. Evaluation of the housing allowance experiment to determine its feasibility as an element in an overall housing strategy;

G. Sufficient funds (including operating assistance) for a flexible public housing program to serve a cross-section of families with incomes insufficient to afford conventional housing;

H. Expansion of the existing program of counselling in home management for persons occupying subsidized housing;

I. Adoption of programs helping tenants faced with the uncertainties and the problems associated with condominium and cooperative conversions; and

J. Maximum utilization of the private sector.

*2.35 Equal Housing Opportunity* — County governments should take whatever steps are necessary to remove all discrimination in the housing market within their jurisdictions and to ensure open housing for all citizens. In this regard, exclusionary zoning practices should not be allowed.

*2.36 Building Code Reform* — To ensure adequate maintenance and improvement of the nation's existing housing stock and to ensure sound new construction with due regard to the safety of occupants, the federal government should be urged to finance:

A. The development of national performance criteria and minimum standards for building materials and practices in cooperation with appropriate professional and scientific organizations, such as the National Association of Home Builders, American Institute of Architects and National Bureau of Standards;

B. Expanded research on building construction, including the concerns for energy efficiency;

C. The preparation of a national model building code, in cooperation with appropriate professional and scientific organizations such as the Building Officials Conference of America, Code Advisors, Inc., and the International Conference of Building Officials; and

D. Separate building codes of modular, mobile and other forms for factory-built housing, providing that the public safety and survival is guaranteed.

State governments should be encouraged to (a) prepare and issue model state building codes, including a products approval procedure, for permissive adoption by county governments; and (b) improve the efficiency and technical expertise of local building code administration by establishing professional qualifications, licensing and training for building inspectors.

Local governments should be encouraged to review their existing codes in light of federal and state recommendations.

*2.37 Home Owners Warranty Programs* — Home owners warranty programs should be encouraged. Counties should support the development of home owners warranty programs, such as that developed by the National Association of Home Builders, which are financially sound, and applicable to both existing and new housing.

*2.38 Landlord/Tenant Relations* — State governments should adopt legislation clarifying the respective rights of owners-occupants, landlord-tenants.

*2.39 Federally-owned Residential Property* — The federal government, due to recent foreclosures and abandonment of federally-insured houses, now owns thousands of residential properties throughout the country. These properties are not only a tax burden for local government but also contribute to rapid neighborhood deterioration and decline. Most are vacant and subject to vandalism; becoming breeding grounds for crime and delinquent behavior.

NACo strongly believes that the federal

government, in cooperation with local governments, should provide mechanisms for returning these homes to sound condition. All local efforts to rehabilitate and occupy these properties should be supported. Counties should cooperate with HUD in returning these properties to the housing market by such methods as urban homesteading and rehabilitation. In no case, however, should the federal government ignore its responsibility for the condition of these homes and shift the burden for reclaiming these properties to state, county or city government.

# 3. Criminal Justice and Public Safety

## 3.1 Statement of Basic Philosophy

The National Association of Counties recognizes the current problems encountered by counties in the field of crime and public safety and urges its member counties to be mindful of their responsibilities and to chart positive courses of action designed to strengthen their attack on these problems and thereby protect and promote the public interest.

It is only through a county partnership with the other levels of government in the American system of federalism that a full scale comprehensive approach may be taken to crime and public safety problems. Counties must increasingly look to the federal government for substantial amounts of financial assistance; to the states for coordination of state crime and public safety programs with those of local areas, for appropriate statutory authorizations and a measure of financial assistance; and to their sister municipal governments and regional agencies for cooperative and coordinated local approaches to these problems.

The need for comprehensive planning in order to bring about a more rational approach to problem-solving in both enforcement and crime prevention is evident. Counties must exercise a strong leadership role in this regard.

Federal and state agencies are encouraged to increase efforts to secure a high degree of consultation with local elected officials in the formulation of crime prevention and control programs. This could be accomplished by increasing membership of local elected policy-making officials on state and regional criminal justice planning bodies.

Additionally, members of NACo are encouraged to interact with one another frequently, engaging in information exchanges through discussions and seminars, as a means of keeping abreast of current developments in the field and development of policies relating to crime and public safety.

## 3.2 Criminal Justice System

Modern crime control calls for more "system" in the country's state-local criminal justice systems. Too often disorganized courts, part-time prosecution, poorly trained and badly organized police and uncoordinated penal systems impede effective crime control in many states and localities.

*3.21 Law Enforcement* — The control of crime and the improvement of criminal justice are basically state and local concerns, and, as such, all efforts to alleviate and prevent crime must begin at the local level. Counties must be increasingly aware of their role in crime prevention by making every effort to eliminate the social conditions closely associated with crime; by improving the ability of the local criminal justice system to detect, apprehend, judge and reintegrate into their communities those who have committed crimes; by reducing the situations in which crimes are most likely to be committed; and by strengthening the family unit, improving schools and vocational programs and enlarging employment opportunities.

To improve local law enforcement, NACo supports the following:

*A. Revenue Sharing and Block Grants* — Federal financial assistance for direct and indirect crime prevention programs and law enforcement purposes should be in the form of block grants or revenue sharing to state and local governments with provisions of a "pass through" of funds directly to counties under crime prevention and control programs.

*B. Coordinated Programs* — Crime prevention and control programs exhibiting local coordination on at least a countywide basis should receive priority consideration for funding.

*C. County Consultation* — Federal and state programs relating to crime control on a local level should be initiated and implemented only after consultation and participation by elected county officials.

*D. Police-Community Relations* — County law enforcement agencies should establish strong community relations programs.

*E. Quality of Personnel* — Counties should

improve the strength and caliber of law enforcement personnel through a revision of personnel practices, requiring minimum standards and by raising education and training requirements emphasizing the need for continuing education and training.

*F. Coordination of Police Services* — Local governments should utilize countywide and regional police services and specialized supportive services such as communications, records, crime laboratories and training.

*G. Municipal Contracts for Police* — States should authorize and provide financial incentives to municipal governments to contract for county police services affording them a higher level of service to meet their individual needs.

*H. Assault Penalties* — Increased penalties for assault upon a law enforcement officer in the performance of his duty should be provided.

*3.22 Courts* — A number of important reforms are necessary to enable state and local courts to operate with effectiveness. Substantial changes in the processing of criminal cases and increased utilization of qualified judges and court administrators are essential to more effective and efficient administration of justice.

To improve state and local courts, NACo supports the following:

*A. Unified, Simplified State Court System* — States shall establish and fund a unified, simplified court system with professional administration to enable state and local courts to function as a system in a coordinated and consistent manner aimed at fair and expeditious justice.

*B. Judicial Quality* — States shall adopt better procedures for judicial qualification, selection, training, discipline and tenure.

*C. Prosecution* — States shall consolidate local prosecutorial functions where appropriate in order to provide full-time prosecutors.

*D. Defense Counsel for the Indigent* — States shall participate in the funding of a system for defense of the proven indigent. More strict standards should be established for determination of indigency.

*3.23 Corrections* — An overall strengthening of community treatment for offenders and a much greater commitment of resources to their

rehabilitation are the main areas where action is needed to make correctional treatment more effective in reducing the crime return rate.

To improve state and local corrections, NACo supports the following:

*A. Community-Based Treatment* — States and counties should place increased emphasis on correctional programs within local communities aimed at flexible treatment programs including the provision of job training, educational and counseling services.

*B. Rehabilitative Programs* — Federal and state programs should be established with adequate funding to counties in improving correctional programs with a view toward establishing practical and relevant work experiences. In these programs greater use should be made of work release and education release programs, half-way houses and similar rehabilitative programs to ease the offender's reintegration into society and prevent recidivism.

*C. State and Local Correctional Responsibilities* — States should assume full financial responsibility for correctional institutions and supportive activities. However, counties should continue to administer short term adult institutions and jails, adult and juvenile detention, and misdemeanor and juvenile probation.

*D. Establishment of Standards* — States and counties should jointly plan and develop state standards for adequate adult and juvenile detention services, personnel and facilities.

*E. Regional Correctional Facilities* — States should authorize and encourage local governments through financial incentives and technical assistance to contract with counties for the custody of their prisoners, or enter into agreements with other local units for the joint establishment and administration of regional correctional facilities to handle such offenders.

*F. Quality of Personnel* — State and county governments should improve recruitment, compensation and specialized training to attract and provide sufficient numbers of high quality personnel to the corrections system. Minimum standards of qualification and training should be established and greater use made of paraprofessional and volunteer aides.

### 3.3 Civil Disturbances

County programs should be developed in advance for the effective handling of civil disturbances recognizing that law and order must be preserved and also balanced with individual constitutional rights of speech and assembly. To accomplish this, counties are encouraged to establish appropriate training programs, appropriate emergency laws and "mutual aid" pacts with surrounding jurisdictions. The federal government and the states should provide financial assistance to counties to pay the costs resulting from such disturbances.

### 3.4 Control of Firearms

NACo supports the enactment of appropriate federal, state and local legislation which would strengthen criminal sanctions relating to the illegal possession or sale of firearms. NACo further supports legislation providing for mandatory prison sentences for the use of dangerous weapons in the commission of a felony. In addition, legislation designed to prohibit the possession of firearms by persons who have been finally convicted of a crime of violence, fugitives from justice, mental incompetents, drug addicts and persons while adjudicated habitual drunkards, should be enacted.

### 3.5 Organized Crime

NACo recognizes that any success in combating organized crime will require a greater commitment of resources and imagination at all levels of government. Coordination at the local level is essential, with the necessary legal tools for gathering evidence and the power to grant witness immunity. Investigations must be carried out with a broader focus than merely the prosecution of individual cases.

*3.51 Investigation* — Special grand juries should be impanelled by the appropriate U.S. District Court for the sole purpose of investigating organized crime within its jurisdiction.

*3.52 Witness Immunity* — Federal and state

statutes should be enacted which grant general witness immunity.

*3.53 Organized Units* — State or regional organized crime intelligence units should be established and their activities coordinated.

### 3.6 Juvenile Delinquency

Effective crime prevention results from full opportunities for juveniles to participate in the benefits and responsibilities of society. Counties should strengthen social institutions which can be influential in making young people adequate members of the community.

*3.61 Juvenile Programs* — Counties should participate in the formation and implementation of needed juvenile programs.

*3.62 Juvenile Justice* — The formal juvenile justice system should concentrate on those cases where court authority is needed. Juvenile cases should be diverted from the criminal process wherever appropriate. Detention pending court determination should be based on clearly enunciated standards and reduced to a minimum.

*3.63 Separate Juvenile Detention Facilities* — Counties should administer separate juvenile detention facilities in such a manner as to screen and separate dependent and delinquent juveniles by appropriate age groups and types. Such facilities would reduce added inducement to crime by association with hardened offenders.

*3.64 Police Training* — County law enforcement agencies should provide intensive specialized preparation and training for their personnel in working with juveniles.

*3.65 Education* — Continued public school education should be provided for juveniles during detention.

### 3.7 Alcohol and Drug Abuse

A broadly based attack must be carried out by counties to combat the problems of alcoholism and, to an even greater extent, that of drug abuse, both of which are mounting at an alarming rate. Programs emphasizing rehabilitation together with punitive measures for violators of the criminal codes are

needed.

**3.71 Alcohol Treatment** — Counties should increase present efforts to find alternatives to the treatment of alcoholism within the criminal justice system. Criminal treatment of drunkenness when not accompanied by unlawful conduct should be eliminated. Counties should investigate the possibility of conducting detoxification therapy for short term detention; after-care services, including psychiatric care and half-way houses, should be established to which referral could be made after diagnosis at a detoxification center.

**3.72 Alcohol Abuse Prevention** — Increased federal funding shall be provided for adequate alcohol prevention and rehabilitation programs on the state and county level.

**3.73 State Legislation** — States are encouraged to adopt uniform alcoholic treatment legislation to remove alcoholics from the criminal justice system and place them in the social and mental health care system of state and local governments.

**3.74 Narcotics and Drug Abuse** — The growing problem of narcotics and drug abuse must be attacked by strengthening all approaches — law enforcement, rehabilitation and treatment of users and public education of the dangers involved.

**3.75 Federal Assistance** — The federal government shall give special assistance to counties for the purpose of halting the flow of dangerous drugs, for programs dealing with drug and narcotic prevention, addiction and treatment and crimes related to the use of drugs and narcotics.

**3.76 Federal Responsibility for Drug Control** — Narcotics and dangerous drug traffic transcend state lines and international borders; therefore, regulation and control are a major federal responsibility.

**3.77 Control of Drug Manufacturers** — The federal government is encouraged to exercise its legal power to strengthen and enforce regulations and controls over manufacturers and distributors of dangerous drugs and narcotics.

**3.78 Manpower for Drug Abuse Control** — The federal government is hereby petitioned to provide sufficient manpower to control the

traffic in narcotics and dangerous drugs particularly at international border crossings.

### **3.8 Emergency Preparedness**

Emergency preparedness makes possible the mobilization of the nation's human, natural and industrial resources to meet all conditions of national emergency, including natural disasters and enemy attack upon the United States. Preparedness measures must be compatible with each other and with local economic and social policies and objectives.

**3.81 Federal Leadership** — The federal government should continue to provide leadership for emergency preparedness by providing adequate funding to federal, state and local governments to aid them in carrying out their emergency preparedness responsibilities.

**3.82 County Responsibility** — Counties should recognize their responsibility as a regional unit of the nationwide emergency preparedness organization and should restructure the operation of their civil defense units to reflect emergency preparedness in events of emergency and natural disasters.

**3.83 Emergency Aid** — Federal emergency aid to citizens should be reexamined in order to provide more expeditious, practical and substantial economic aid to citizens who suffer from natural disasters.

### **3.9 County Coordination of Private Agency Programs**

Federal and state financial assistance for such programs as drug abuse and juvenile delinquency prevention to private agencies should be channeled through county governments in order to avoid duplication and to achieve better coordination of local governmental and private programs.



## 4. Education

### 4.1 Statement of Basic Philosophy

The crisis in our schools is a national problem of equal concern to federal, state and county officials. However, because public education is administered at the local level, county officials have a particular responsibility to assure that education opportunity is available to all citizens of the community.

Several issues have surfaced as national concerns. The level of functional literacy, number of dropouts from the education system, inadequacy of education facilities, poorly trained teachers and emphasis on academic education combine to jeopardize the national educational system.

Further, local financial resources are exhausted and are insufficient to meet any additional demands. While states will be required by court mandates to assume greater financial responsibilities for education, the federal government must take immediate action to substantially increase federal aid to education.

### 4.2 Federal Aid

*4.21 Elementary and Secondary Education* — Congress should fully fund and expand the Elementary and Secondary Education Act to assure:

A. Concentration of aid to school districts having the greatest proportion of disadvantaged students.

B. Improvement of the quality and effectiveness of teachers.

C. Support of programs to motivate disadvantaged students to stay in school.

*4.22 Early Childhood Programs* — Congress should expand early childhood education programs, including Headstart, Follow Through and Title I ESEA, to include every disadvantaged child in the country and provide both health care and education training for these children and their families.

*4.23 Adult Basic Education* — Congress should expand the Adult Basic Education Act

with priority given to the unemployed, underemployed, welfare families, high school dropouts and parents of handicapped children.

*4.24 Discrimination Costs* — Congress should provide increased funding to assist local communities in meeting all extraordinary costs in their efforts to eliminate discrimination.

*4.25 Impacted Areas* — NACo urges the Congress to continue to recognize the additional burdens placed on local communities having a large number of federal employees and facilities and to continue to provide federal aid to impacted areas to meet these extra costs involved in educating children of federal employees.

*4.26 Professional Health and Related Personnel Education* — NACo supports the specific appropriation of use of federal funds for the education and training of physicians, nurses and paramedical personnel and for the construction of facilities.

*4.27 Federal Aid to College Students* — NACo encourages the federal government to re-examine the financial assistance programs for college students. Loans and grants should be based on economic need and academic ability and should require that a certain grade average be maintained for continued assistance.

*4.28 Vocation and Technical Education* — The federal government should place increased emphasis on the promotion of vocational and technical schools as necessary educational facilities. Programs should be developed to help students identify careers in vocations other than traditional college placements.

*4.29 Program Consolidation* — NACo supports consolidation of major categorical education programs and other proposals to reform the methods of federal, state and local aid to education. However, the integrity and funding levels of the consolidated programs must be maintained. We encourage the adoption of methods allowing the opportunity for better planning and budgeting by local officials, flexibility in local priority setting and capacity building in the administration of education programs.

### 4.3 State Responsibility

Since the structure and financing of the local education system is primarily within the control of state governments, states should:

*A. Quality Education* — Provide responsible leadership to ensure quality educational opportunity for all children in public schools wherever they reside in the state:

*B. Financial Responsibility* — Consider, as a long-range objective, the assumption of substantially all financial responsibility for public education. In the meantime, states should re-examine state school aid formulas and other fiscal and administrative measures including: levels of support which accurately reflect the educational needs and local tax effort of local districts; and special programs for those pupils with unusual educational needs.

*C. Evaluation* — Re-evaluate and redefine the goals and purposes of educational programs within the state, including administrative techniques to determine if current programs are producing desired results. Methods of instruction, curriculum, teacher effectiveness and the entire educational system should receive a periodic comprehensive overview. Delivery of services should receive special consideration.

*D. New Education* — Along with local school systems, try new innovations in the educational process which have proved to be successful. Such techniques as open classrooms, team teaching, ungraded testing devices, aptitude grouping, etc. should be considered.

### 4.4 Institutions of Higher Learning

Community colleges, technical and vocational institutions fill a crucial need at the local level and can play an important role in meeting the nation's manpower needs. NACo urges county governments to assume leadership where necessary in the development and financing of new community colleges, technical and vocational schools.

### 4.5 Community-School Relations

While the educational system must constantly strive to improve the quality of its programs, individual schools must reflect the needs of the community they exist to serve. Local governments and school districts should:

*A. Encourage community participation* in the educational process at the neighborhood level, by adopting specific mechanisms for seeking the advice and consultation of community residents, and where appropriate, redistributing responsibility for certain aspects of educational policy.

*B. Make schools a center of community activity* by having school facilities available year round and during and after normal school hours for a variety of community service functions, delivery of social services by local agencies, adult and community training and educational programs, community meetings, and recreational and cultural activities.

Federal policies must encourage these local efforts by providing fiscal support for experimental programs to utilize fully facilities and services partially or totally financed from federal funds.

# 5. Environment and Energy

## 5.1 Statement of Basic Philosophy

The National Association of Counties believes that the responsible protection and use of the nation's environmental resources is an obligation shared by citizens, private enterprise, and government at all levels. County governments have a critical role in and responsibility for providing both local and national leadership in developing programs for the wise conservation and utilization of our country's natural resource potential.

The federal government also has the critical responsibility to develop, comply with and fund national programs for the enhancement of our environment.

We urge Congress and the Administration to fulfill their past and future program commitments to the American public by fully funding those programs they have enacted or will enact.

We feel that the major role of the federal government in protecting the environment is in the fields of research, technical and financial assistance and setting of uniform minimum standards related to public health and the quality of the environment. The role of elected county officials is to determine what programs shall be used to attain these standards. The role of the state should be one of final review and approval of local measures designed to meet their environmental responsibilities.

The protection of the quality of our natural resources requires coordinated environmental planning by all levels of government. We support coordinated regional planning under the control of local elected officials for protection of our air, water and land resources.

Within these parameters, the National Association of Counties offers the following programs and policy positions in the fields of pollution control, water resources, energy, and solid waste.

## 5.2 Water Resources

The availability of an adequate supply of clean water is vital to our nation. NACo urges sufficient steps be taken through research, planning and positive action to ensure that our water resources are protected and preserved.

Because water pollution is often a multi-county or interstate nature, we believe that there is justification for federal assistance to counties and other local agencies in the planning and construction of local wastewater treatment facilities and collection systems. There must also be an integrated and cooperative program for controlling water pollution that involves each level of government in the federal system.

*5.21 A National Program* — Any federal water pollution control program should set as a national "goal", elimination of the discharge of pollutants into our nation's waterways. In order to achieve this goal, the national program should provide:

A. Authorization of sufficient funds for the construction grant program of waste treatment facilities. Because some of the 1985 standards of the 1972 Water Pollution Control Act may be unrealistic, we must approach standards at a reasonable pace with Federal funds focused as a priority on the upgrading of existing treatment plants and improvement of sewage collector systems which contribute to pollution through storm overflow and combined storm and sanitary sewers. Low priority should be given to the extension of sewage lines except to meet serious health conditions.

B. Full appropriations by Congress and expenditures by the Administration under these authorizations.

C. A federal matching share of at least 60 per cent and as much as 75 per cent.

D. Increased authorizations for assistance grants to develop state and local plans and

implement water quality standards and effluent requirements, and enforcement measures therefor.

E. Enforcement measures, including meaningful fines, and effective monitoring systems.

F. Contract authority which would authorize the federal government to incur long term obligations to local governments for the construction and interest costs of these projects.

G. Reimbursement to states and localities for projects initiated after 1956, which meet the requirements of previous water pollution control acts and would have been eligible for reimbursement if funds had been available.

H. Greater financial assistance and incentives to multi-jurisdictional, multi-county and water-shed-wide planning and construction programs.

I. That where an approved area-wide comprehensive plan or adopted land use plan exists, no water-sewer projects be approved which are not in compliance with such a plan.

J. A program to insure control of interstate and international pollution problems.

K. Financial incentives for research into and the development and implementation of innovative waste water recycling projects.

L. That federal and state enforcement agencies be encouraged to work with local agencies, where long range construction plans have been developed, in seeking interim solutions which would allow the development of adequate package treatment and collection systems to be tied into systems to meet the 1985 goals.

*5.22 State and Local Roles* — State and local governments should play a cooperative role in any federal water pollution control program by:

A. Establishing responsible effluent standards and creating enforcement procedures, both of which would be subject to the review and approval of the federal government.

B. Making state and local agencies responsible for over-all state water resources

planning and program coordination.

C. Strengthening existing legislation to permit states and localities, singly or jointly, to control pollution of lakes, rivers, or streams.

D. Providing state and local agencies with effective regulatory authority over individual wells, water treatment plants, septic tank installations, and other water treatment facilities.

E. Providing state grants to supplement the non-federal matching share of local treatment and collection projects. Towards this end, we recommend the encouragement, where feasible, of the use of sewerage and comprehensive programs to ensure environmentally sound treatment and disposal of sewage, industrial scavenger and toxic waste.

*5.23 Safe Drinking Water* — We support minimum drinking water standards which prescribe maximum limits for contaminants as well as standards for surveillance, monitoring, site selection and construction of public water systems to assure safe, dependable drinking water.

A. Primary responsibility for monitoring and enforcement should remain with state and local governments, while all levels of government should be engaged in coordinated water resources management planning.

B. Greatly increased federal research of major water supplies is needed in terms of dangerous pollutants as carcinogens.

### **5.3 Air Pollution Control**

Air pollution is a national problem both in urban areas and in agricultural areas. The economic damage from air pollution, its threat to health, the rapid growth of the population and of the national economy, with the attendant increases in the quantities of air pollution — all of these factors indicate the need for intensified action at the national, state and local levels.

*5.31 Local Government Responsibility* — The solution of the national air pollution control problem will depend on, and we

encourage, effective inter-governmental relationship between the agencies of the federal, state and local governments. But, the basic responsibility for formulating and carryout air pollution abatement programs rests with local governments. The abatement authority should be extended to state, interstate, or federal jurisdiction as appropriate, when the problem extends beyond local boundaries.

For the purpose of ensuring and improving proper consultation between all levels of government, states shall detail a process for intergovernmental cooperation, including consultation with elected officials of units of general purpose local governments in the formulation of guidelines, rules, and regulations for the Administration as well as implementation, maintenance and enforcement of those plans which affect local land use and resource allocation decisions.

*5.32 County/Multi-County Control* — We urge state legislation that will enable individual counties or groups of counties to control their air pollution problems within one state or on an interstate basis in accordance with their needs, ensuring adequate representation of county government.

*5.33 Federal Research and Assistance* — On the federal level, NACo recommends the broadening and strengthening of the existing air pollution program to provide:

A. Establishment of a permanent federal air pollution research and assistance program;

B. Expansion of federal research programs in cooperation with state and local governments, related to the causes, effects and control of air pollution;

C. Federal technical and financial assistance to states and localities for research programs and for the development and administration of regulatory control of air pollution;

D. Guidance to all federal agencies and state governments, by definition of policies and standards to be observed, in the construction and operation of federal and state facilities and equipment;

E. Matching federal funds for developing, establishing, improving, and maintaining local air pollution control programs.

*5.34 Motor Vehicle Contamination* — We

urge the automobile industry to meet, and the federal government to enforce, the motor vehicle emission standards established under the "1970 Clean Air Amendments." In an effort to achieve a balance between energy conservation and clean air, we encourage the production of lower pollution vehicles as well as positive programs to reduce vehicle miles traveled, including but not limited, to mass transit and car pools.

#### 5.4 Solid Waste Management

Improper solid waste management is a national problem which can contribute to air, water, and land pollution and endanger the public health. On the federal level we recommend the expansion, strengthening, and acceleration of a national solid waste management program, which would provide:

A. Improved, efficient methods of solid waste management, including and especially recycling.

B. Properly managed environmentally sound sanitary land filling as a viable means of solid waste disposal.

C. Technical assistance to states and local governments for all phases of solid waste management including hazardous waste and materials handling.

D. An intensive program of review by EPA on methods of solid waste management and dissemination of technical data as requested by local government.

E. Continued financial assistance on a matching basis to assist the establishment of demonstration projects.

F. The use of a portion of grant funds awarded to local governments for public awareness activities.

G. Training of professional and technical personnel.

H. Grants and loans through local governments for public or private development, establishment and maintenance of solid waste management programs on a countywide and multi-county basis.

I. Federal and state programs to provide resource recovery incentives for the gather-

ing, salvaging, and re-use of metal, minerals, and other solid materials and to stimulate action for markets for reusable materials where resource recovery is determined by local elected officials to be economically feasible.

J. Financial assistance for energy recovery.

K. National legislation prohibiting non-returnable beverage containers and requiring a refundable deposit for all beverage containers.

L. For the elimination of disincentives for the use of reusable goods, including, but not limited to, discriminatory freight rates for recyclable materials.

*5.41 Recycling* — We endorse the concept of solid waste recycling and suggest significant federal financial incentives to promote this form of waste disposal.

*5.42 Land Acquisition* — Grants for construction of facilities for the treatment of solid waste should include monies for the acquisition of land for sanitary landfill purposes. In addition, the federal government through various federal land acquisition programs, should encourage the use of sanitary landfill where appropriate.

## 5.5 Energy

The National Association of Counties strongly believes that a national energy management program must be developed which focuses attention upon a balance between energy resource development and energy consumption levels that is consistent with efficient utilization of our natural resources and continued concern for protection of the environment.

It is clear that it will not be feasible to significantly expand domestic energy production in the immediate future. What we must do now is develop a program for managed growth of energy consumption.

NACo encourages the creation of a dialogue between all levels of government, the public, and the private sectors of the economy to plan now for future energy uses and resource development that will commit this country to rational and efficient energy consumption.

This dialogue should lead to the establishment of a national energy management program founded on strong federal leadership through appropriate legislation and federal programs developed in coordination with state and local elected officials.

*5.51 National Program* — NACo recommends that a national energy management program include the following elements:

A. Establishment of a conservation program emphasizing the critical importance of reduced energy consumption growth rates.

B. Creation of a reliable energy information system available for public review.

C. Coordination of various federal programs and agencies which are related to energy including, but not limited to, mass transit, environmental quality, resource management and development, land use, and housing.

D. Incentives to increase production of domestic energy sources and adequate funding for research and development of more efficient utilization of such sources.

E. Incentives to increase research and development, of alternative uses of existing energy sources as well as exploration of new energy sources.

F. Encouragement of programs to review the efficiency of existing energy consuming devices (such as the internal combustion engine and all types of appliances) and for research and development directed to the creation of more efficient energy utilization systems.

G. Careful consideration of the social, economic and environmental impact of energy decisions; and

H. An active program for resource and energy recovery.

I. Development of resources on public lands (both on shore and off shore) in conformance with a national energy plan and an intergovernmental process, including an active decision-making role for local elected officials, and those local agencies responsible for planning and controlling environmental risks.

J. Incentives to increase research, development and implementation of alternate energy sources, especially those in the renewable

resource area.

K. Energy facility siting legislation which considers land use and environmental factors and does not pre-empt local interests.

L. Provisions for assistance to "boomtown" communities (communities impacted by energy development) in the form of financial, management, planning, technical and implementation aid.

*5.52 Delineation of State and Local Roles* — Elected officials of local government should participate in the initial decision making processes leading to the planning and development of national energy policies and programs. Elected local officials should also participate in the planning and development of implementation processes for all energy regulatory, conservation and economic impact programs. Elected officials should:

A. Provide data on local and regional requirements for energy consumption and on social and economic impact of energy shortages;

B. Establish guidelines for conservation efforts within their jurisdictions;

C. Be provided with grants to fund energy information exchanges, promote conservation measures, and alleviate unemployment and economic dislocations within their communities.

*5.53 Automobile Efficiency* — Any comprehensive program of energy management must recognize the key factor of automobile efficiency and use, and should include federal adoption of minimum fuel economy performance standards for new cars so as to achieve an average fuel economy of at least 20 miles per gallon and incentives for the manufacture and purchase of efficient vehicles.

## **5.6 Noise Pollution**

Because noise pollution is a serious national problem, we support the passage of appropriate federal, state, and local legislation which would reasonably abate such pollution.

## **5.7 Environmental Education**

Federal assistance should be given to schools, colleges, and technical and vocational institutions for the purpose of developing curriculum, furnishing laboratories, training staff, and teaching staff, and teaching students in environmental fields, and to the local governments for public awareness programs.

## **5.8 Pesticides**

State and federal programs are needed to regulate the use and sale of pesticides.

## **5.9 Federal-State Water Rights**

NACo urges cooperation among all those interested in water resources development, including federal assistance for coordinated planning. Congress should also ensure that any impairments of such rights by the federal government or its licensees shall be only as authorized by Congress and in accord with eminent domain proceedings assuring just compensation for any such rights which may be adversely affected.

## **5.10 County Voice in Flood Control**

States and other local government units should be given maximum voice in determining the necessity or advisability of all water projects proposed by the federal government.

# 6. Health

## 6.1 Statement of Basic Philosophy

NACo recognizes and endorses a progressive, broad definition of health and stresses the interdependency of health services with other human resource programs. Since counties are primary providers of public health and medical care, county health care agencies and public health departments should be involved in the planning and development of the health and mental health aspects of related services and programs, including but not limited to: welfare, education, hospitals, sanitation, air quality, water quality, transportation, social services, etc.

Counties further recognize the inadequacies of personal health services and health care delivery and have given these matters a great deal of study and evaluation. Since people and health services, or their lack, meet at the local level, there should be a significant county role in any federal programs that are enacted. Counties have an additional concern to be involved in any national health legislation, since they must provide health protection coverage for over 2,000,000 county employees, plus their families. Counties also provide health services directly, serve citizens with limited financial resources, provide specialized services not generally available, and train health manpower for their own institutions and serve the general public and private sectors.

Counties therefore endorse finding new approaches to health care delivery which will help solve the nation's health care problems, meet citizen needs and provide a significant role for county governments. Counties also recognize that improved socio-economic conditions will improve the health of our people.

NACo asks for legislative review by the Congress of each program periodically to assure that the intent of the program is being carried out. This review should give full

consideration to the views expressed by each level of government.

## 6.2 National Health Care and Health Insurance Programs.

Comprehensive health benefits must be made available to the whole population regardless of residence or socio-economic differences. Any national health insurance program should provide universal, comprehensive, personal health services including preventive, ambulatory, inpatient, mental, dental, prescription, and restorative care, with emphasis on "wellness care" in addition to "sickness care." Needed services should be phased in gradually and constantly evaluated so that quality is assured and waste, duplication and red tape are minimized.

*6.21 Integration of Local Health Services* — New health legislation must foster and encourage integration at the local level of health and social services to secure more comprehensive health care including personal and preventive health services, hospitals, environmental health, programs for the elderly, maternal and child health programs, ambulatory care centers, health maintenance organizations, emergency health services, dental care, mental health care, alcohol and drug abuse, family planning, rehabilitative services, education services, prescription services, and home health care. Counties should be eligible to receive federal funds to plan, operate, coordinate, and contract for these services. Health maintenance organizations could be the first step toward providing the needed health care delivery mechanisms at the local level.

*6.22 Health Manpower* — Existing and future comprehensive health manpower training programs must provide sizable, financial incentives to medical schools and other health educational institutions (public health, allied health, nursing and other related programs) to increase their enrollment and to make the length and content of their curriculum more flexible. During the years of formal medical training, medical students should be required to secure experience in



community medicine and public health programs. Medical students should also become familiar with problems of health care financing and administration. Increased emphasis should be placed upon training and use of allied health and other professional health personnel in providing health care.

The training of medical professionals is of great national importance and many counties have extensive programs in this area. A national health insurance program will increase the demand for skilled medical manpower. The cost of operating these medical education programs should not be a county obligation. County health departments participating in formal training programs should be eligible for reimbursement. NACo endorses expanded roles of nurses and other professionals in providing health care. Efforts to secure better distribution of health manpower (such as the National Health Service Corps) should be endorsed. Emphasis should be given to programs designed to improve the geographic and specialty distribution of health providers and to ensure equal access to health professions.

*6.23 Facilities Construction and Capital Financing* — A reappraisal is indicated for all types of county health facilities construction, especially acute care hospitals. The maintenance and refurbishment of present health and hospital facilities should be carefully appraised to determine where the facilities are needed. Congress and the Administration should also fully fund health and hospital construction grant programs on a continuing basis. Highest priority should be given to new construction projects for public health centers and to modernization and renovation projects for existing facilities.

Counties also are faced with a special problem in obtaining adequate modern health care facilities in which to provide services. Counties do not have the availability of all of the normal sources of capital financing which are available to non-public organizations and therefore are in need of federal assistance.

An appraisal of requests from individual health facilities for expensive equipment should be made by a comprehensive health

planning organization to determine actual need and to prevent duplication. Regional comprehensive review of proposed new facilities should be strengthened.

*6.24 Utilization and Review of Health Services* — The establishment of effective utilization, evaluation, and review mechanisms for all health services at the local level should be mandated for any new type of health insurance or health care program, with encouragement given for the experimental use of multi-disciplinary, outside review groups. The concept of peer review is endorsed with the provisions that all mechanisms are to be subjected to periodic study and review. Local officials must be involved in the evaluation effort.

*6.25 National Funding for Health Care* — We support block grants and grant consolidation to obviate multifunding for health programs. Such block grants must contain a mandated pass through from the state level to those counties that meet approved health standards.

All federal health care programs must be fully funded and must not increase the burden on the local property tax base for funding purposes, except as it applies to employer responsibility. NACo maintains that present federal funding mechanisms for local health programs are inadequate to meet the health care needs of our citizens. NACo urges the adoption of legislation to replace the present services authorization of the Public Health Service Act with a new provision authorizing the federal payment of a certain percentage of expenditures incurred by state and local public health departments and health care agencies in carrying out public health programs. NACo advocates the development of a cost-sharing funding mechanism for a defined universe of health services with the federal government contributing to a percentage of state and local health expenditures up to a ceiling. The percentage would be based on a state's per capita income, with no state having a percentage less than 40 percent or more than 60 percent. This cost-sharing proposal would complement national health insurance. A national health insurance plan would finance



personal health services; the cost-sharing proposal would finance public or community-wide concerns relating to disease control, health hazards, and preventive health services impacting on all the people or particular segments of the population.

NACo declares the issue of a comprehensive Federal National Health Insurance (NHI) program to be the top priority health care issue facing counties today. County government has a large and multi-faceted role in any national health insurance system. Therefore, any national system must reflect a consideration of the responsibilities of counties in assuring the positive health status of their citizenry.

In order to be truly responsive to the complete health care needs of the country's residents, NACo believes that any national health insurance program must reflect the following principles:

A. The insurance program must pay for preventive and ambulatory care, as well as for institutionalized treatment of illness. There must be no economic deterrent to early detection and treatment of health conditions. The financing mechanism for national health insurance must be a broad based national tax system and should not rely upon local tax structures to finance a portion of the federal NHI program. It is not justifiable nor equitable to use the widely varying local tax bases to finance any portion of a federal national health insurance effort.

B. A national health insurance program must provide compulsory coverage to all residents of the United States, through one system, with no exclusions of any individuals or population groups.

C. The financing method must be at a level of spending responsive to the health needs, neither freezing expenditures at current levels nor leading to excessive future investment in health services.

D. Wherever possible, relatively low-cost ambulatory and home care facilities, rather than high cost in-hospital care, must be called for and used.

E. The insurance program must have a system of effective cost control, with at least three elements: (1) careful, advanced planning;

(2) pre-determined budgets; (3) reasonable and appropriate ceilings on cost.

F. The insurance program must have a system of effective quality control, which ensures that professional standards for the delivery of care are met. This demands adequate professional and peer review. The insurance program should contain necessary cost control provisions and should provide incentives for the efficient provision of health care services, but must not impose inflexible payment ceilings which do not reflect consideration of the justifiable costs of delivering care. Reimbursement principles must reflect the widely varying conditions under which different types and sizes of providers operate.

G. The insurance program must contain incentives to improve facilities, health delivery systems, and should allow multiple types of systems providing people with free choice of alternative care. The present fragmented delivery of services by independent, free-standing facilities and individuals must lend encouragement and incentive to organizing programs of delivery where the full range of services are provided.

H. The insurance program must assure, through various incentives, an adequate supply of primary physicians and other health professionals and para-professionals and also assure fair geographic and speciality distribution of providers.

I. Benefits and services provided under an NHI program and the cost-sharing proposal (See Section 6.25 of the American County Platform) must be truly comprehensive in nature, covering all personal health care services, including specialty programs — preventive medicine, rehabilitation services, mental health care, and similar specialty care programs which traditionally have become responsibilities of county government. The insurance program must include but not be limited to coverage for: hospital services, health professional and physician services, lab, X-rays, prescription drugs, long-term care, home health care, inpatient and outpatient mental health care, maternal and infant care which includes preventive prenatal care,

well-baby care services; eye care, dental services, ear care, nutrition, family planning, blood, emergency medical services, physical exams, medical devices, alcoholism and drug abuse treatment, immunization and communicable disease control.

J. There must be no arbitrary limitation on the quantity of services available to a patient, such as through limitations on number of days of inpatient care, or on number of outpatient visits. Any needed service for which there is no NHI reimbursement mechanism will become a responsibility of counties to provide and finance.

K. The insurance program must assure the financing and provision of preventive health services and other services unique to public health.

L. The insurance program must provide for support of health education, especially in the use of preventive services.

M. Providers should be reimbursed for the cost of medical audits, utilization and review and other quantity and quality control programs of the NHI program. Local governments should not be required to finance the eligibility process.

N. Because of the responsibility which county governments have for the health and welfare of their constituencies, it is essential that counties have an integral role in the development, as well as the ongoing administration, of any federal national health insurance program.

#### *6.26 Health Information and Communication*

— We support the President's Committee on Health Education which was established to provide information and communication with the public and the providers of health care services for the proper utilization of health services. Community health education programs should be coordinated with health services being provided and with existing school health programs.

*6.27 Rural Health Care* — A special national program must be designed to provide total comprehensive health care services in rural areas. NACo advocates the provision of health care services to be made available to all residents of every county in the United States,

especially in rural areas as well as in inner cities.

### **6.3 Local Health Programs**

Counties accept the concept that each county should assume the responsibility for providing a broad scope of continuous, comprehensive health services and resources at the local level as determined by local needs, realizing that these needs will vary from county to county. NACo endorses cooperation between counties, through formal agreement or joint organizations, to provide a full range of services to all residents where this is not possible through individual county efforts. (See Section 1.6 of the American County Platform)

### **6.4 Health Planning and Resources Development**

We support the need for county, regional and state comprehensive health planning. Congress must increase the role and involvement of county elected officials or their qualified representatives so that planning and implementation are more responsive to both public and private health programs.

Health planning agencies should be responsive to state and local governments and not only to the federal government. The legal structure of health planning agencies should be determined at the option of the governor in consultation with local elected officials, from either a multi-jurisdictional regional planning agency, a single unit of general local government, or a nonprofit private corporation governed by elected officials, consumers and providers appointed by locally elected officials. Federal agencies should comply with the appropriate regional, state, and county health plans.

## 6.5 Mental Health

Counties will continue to act in partnership with municipalities, other counties, state government, and with local private citizens to develop and operate community programs for the treatment of mentally ill and mentally retarded, as part of a comprehensive health planning approach.

In cases where the "county line" does not define a functional service area, regional cooperation may be necessary to plan, develop, finance and control mental illness treatment programs serving groups of counties. NACo endorses the concept of the integration of mental health and retardation, alcohol and drug abuse, and public health programs where feasible at the local level.

While counties must have local program control, state governments should establish standards for such programs and federal and state governments should provide a substantial proportion of the financing of construction and staffing of these programs. NACo endorses increased emphasis on mental health care by all levels of government.

## 6.6 Alcohol Abuse and Alcoholism

NACo recognizes that alcohol abuse and alcoholism constitute one of the most serious health problems facing counties today, and effective services when made available have successfully combatted the personal and economic drain in our communities. We support efforts to provide comprehensive alcoholism services to all citizens through the integration of such services with other community based health and social services. NACo fully supports the decriminalization of public intoxication and endorses a community oriented approach to alcohol abuse and alcoholism.

## 6.7 Drug Abuse

We will continue to support community based programs aimed at combatting drug abuse. Counties should be directly involved in state planning and implementation of drug abuse programs, so that community based programs are properly developed, local needs are addressed and local priorities met. Local drug abuse programs must also be integrated into the total health and social services delivery system.

## 6.8 Family Planning

County family planning programs should be in harmony with the religious beliefs of the clients or recipients. The present voluntary programs of family planning giving emphasis to low-income persons should be strengthened through such measures as increased appropriations, employment and training of appropriate staff, and increased acceptance of governing bodies. In the absence of substantial reasons to the contrary, all project and planning grants for family planning services should be made to public agencies composed of officials appointed by and responsible to the elected officials of the local governments participating in such family planning programs.

Either public or private programs that will reach low-and moderate-income groups who are not currently being served should be encouraged.

## 6.9 Environmental Health

We maintain that a need exists for a federal health-related agency to set minimal standards and provide technical assistance to counties on programs to reduce the problems of environmental health.

We maintain that the preventive aspect of health should be given equal status with the curative system of health. Prevention of

problems through planning and through preventive and environmental efforts is a way to reduce the overload on the curative system.

### **6.10 Occupational Health**

We will continue to support federal efforts to set standards and conduct research related to occupational safety and health. States should be encouraged to take on more of the regulatory responsibility for enforcement of occupational safety and health standards. In turn, counties and other units of local government should be allowed to play a larger role in consultation and in enforcement activities. In order to accomplish this, the Congress is urged to allocate increased funding for state and local implementation plans.

Local governments are also encouraged to play a greater role in health protection of their employees.

## **7. Labor-Management Relations**

### **7.1 Statement of Basic Philosophy**

NACo is opposed to national legislation requiring that state and local governments bargain collectively. This is a question which should be decided solely by each state. Some 36 states have enacted laws providing for collective bargaining with public employees. National legislation is not only unnecessary, but there remains a question of its constitutionality. National legislation is inappropriate because it usurps local prerogatives, it dictates use of revenues raised by states and local governments, and it violates intergovernmental partnership and smacks of federal paternalism. NACo urges states to review the adequacy of their current laws on collective bargaining. NACo urges all states to pass legislation adequately covering the following points.

### **7.2 Purpose**

The law should contain specific language (a) granting to public employees certain rights to organize and freely choose their representatives; (b) requiring public employers to meet and negotiate with public employees in the appropriate bargaining unit and providing for written agreements evidencing the result of such bargaining; and (c) establishing special rights, responsibilities, procedures and limitations regarding public employment relationships which will provide for the protection of the rights of the public employer, the public employee and the public at large.

### **7.3 Coverage**

The employee relations law should cover all

permanent, non-supervisory employees of the state or local government, including school teachers, police officers, fire fighters and employees of special districts or authorities. Excluded should be temporary, supervisory, managerial, confidential and elected employees.

#### **7.4 Administration**

A specially appointed representative panel should administer the law. Members of the panel should be selected for staggered terms, and be chosen to represent in equal number the interests of public employers and employees, with a member representing the public at large. Adequate funds should be provided for the necessary staff to administer the law.

#### **7.5 Scope of Bargaining**

Public employees should be given the right to bargain collectively for wages, hours, fringe benefits and related conditions of employment, provided such right to bargain shall not include matters of inherent managerial policy which include, but are not limited to, such areas of discretion or policy as the functions and programs of the employer, its overall budget, utilization of technology, the organizational structure and selection, direction, classification and number of personnel.

#### **7.6 Procedural Mechanisms**

In order to create an effective bargaining relationship, the law must provide several procedural mechanisms to ensure a smooth, reasonable process to recognition and bargaining:

*7.61 Unit Determination* — In determining the appropriate units, criteria should be followed that will ensure the broadest, most comprehensive units practicable. Excessive

multiplicity of units should be avoided.

*7.62 Recognition Procedure* — An employee organization should be required to demonstrate a show of interest in order to be considered for recognition as the official negotiating agent for an employee unit. In all cases where a showing of interest has been made, a secret selection procedure should be conducted, supervised by the administrative panel.

*7.63 Impasse Resolution* — In the event that the parties cannot reach an agreement, a procedure should be set forth for mediation and, if necessary, advisory arbitration on the issues in dispute.

#### **7.7 The Right to Strike**

Regardless of the good faith efforts of both parties, impasses are apt to arise which require the severest of sanctions. However, the government must be able to meet the needs of the citizens — even while a dispute exists with employees. Therefore, NACo believes that a collective bargaining law must include language prohibiting strikes by all public employees. At the same time, we recognize the need to offer a reasonable means to the settlement of disputes, as recommended in subsection 7.63.

#### **7.8 Local Ordinance**

In the absence of adequate state law, counties are urged to establish ordinances which address coverage, administration, scope of bargaining, procedural mechanisms, and right to strike, in line with the above sections.

#### **7.9 Pending Legislation**

NACo urges its members to support state and local laws governing public employee bargaining.

## 8. Land Use

### 8.1 Statement of Basic Philosophy

NACo recognizes that the comprehensive planning process is essential to all counties, whether they are urban or rural, as a means for providing the management framework within which necessary, efficient, economic and satisfying decisions can be made and implemented.

The planning process is concerned with and involved in the assessment of the social, economic and physical characteristics of the community as these characteristics relate to present and future development and redevelopment. NACo further believes that the planning function is an advisory role to the executive and legislative branches of county government which requires close working relationships. The challenge which planning presents to county government necessitates the application of modern planning methods to preserve local control and to provide for an attain the most balanced development in rural, suburban and urban areas.

### 8.2 Planning

*8.21 County Planning* — The planning process should be comprehensive in area and participation as well as in content, and involve all areas, agencies and jurisdictions which have a community of interest in the subject matters involved in the planning process. Since county government is the only areawide government at the local level, it must accept the responsibility and exercise initiative in the development of a comprehensive planning program for the entire county area.

*8.22 Regional Planning* — Counties must recognize the planning needs of multi-county regions and encourage all governmental units within such regions to cooperate and participate in a comprehensive regional planning program. County governments,

through their elected officials, should accept the responsibility for and exercise the initiative in the organization and operation of institutions and mechanisms for the voluntary solution of regional problems.

*8.23 Federal and State Recognition* — The Congress, state legislatures and federal and state agencies are hereby called upon to recognize county governments as responsible and viable planning bodies and afford them full participation in planning and development programs at all levels of government.

*8.24 Federal and State Program Coordination* — Federal and state objectives are inextricably intertwined with those of county and municipal governments. Coordination of federal, state and local programs through the comprehensive planning process is therefore essential and should provide the necessary flexibility to accommodate local priorities as established by local elected officials.

*8.25 Federal Grant Program for Community Facilities* — Federal grant programs which are earmarked for the development of community facilities should have a percentage of the grant set aside for the planning of such facilities. This planning money must not jeopardize the total amount of the grant, nor should it be viewed as a part or in lieu of the Comprehensive Planning Assistance grant program.

*8.26 State Legislation* — The states are hereby called upon to enact legislation which permits and encourages county and regional comprehensive planning and which authorizes counties to adopt and periodically review land use and adequate controls, programs, and implementation measures to promote the wise use and development of land. When state legislation is inadequate, state associations of counties should work to obtain adequate statutory authority.

*8.27 National Land Use Policy Legislation* — There is a critical need to promote sound planning for and management of land on the state, county and city levels.

The National Association of Counties supports land use legislation at the state and local level, developed and implemented by

local governments. NACo believes that there is no need for further federal land use controls whether in the form of regulations, restrictions or similar promulgations.

Because NACo supports the concept of local determination, nothing in any federal land use legislation should be construed to require states and/or local governments to formulate and implement land use plans.

Any federal land use legislation should be consistent with the following policy statements:

A. that there be the broadest possible majority role for county and other local units of general purpose governments in the development of state land use guidelines and criteria and that these guidelines and criteria be established by legislation, not administrative regulations;

B. that counties be utilized to the maximum extent for the detailed planning and implementation of state land use plans;

C. that there be a mandatory allocation of federal funds by the state to counties for planning and implementation;

D. that areawide planning agencies (including Councils of Government) composed of local elected officials be used only for the review and comment procedures on local land use plans which may have regional implications. Such agencies should *not* be used for the implementation of state land use plans with respect to zoning and similar regulatory controls;

E. that the imposition of sanctions for permits and non-compliance by state governments be made *only* with the understanding that the flow of federal funds to local governments will not be threatened or terminated because of state non-compliance;

F. that there be sufficient appropriations level for the program;

G. that the definition of "regional impact" for land use actions be determined only by the states after consultation with counties, rather than determined arbitrarily by the federal government, for application uniformly on a nationwide basis;

H. that if a "one stop" or simplified permit system is going to be required for approval of

projects determined to be of regional or state concern, this permit system should be administered by a county and/or city government.

*8.28 Rural Multi-County Planning Agencies* — In recognition of the urgent need for economic and community development in rural areas, such areas should establish multi-county planning agencies. These agencies would conduct comprehensive areawide planning, bring professional leadership to rural America, and serve as a communications link between federal and state agencies administering assistance programs. Such agencies should be voluntary associations of contiguous counties and their municipalities with mutual economic, social and natural resource interests and should be governed by local elected officials.

*8.29 Reevaluation of Multi-State Planning Agencies* — The President and Congress should reevaluate policies and structures of existing as well as proposed multi-state planning and development agencies insofar as they relate to and affect the geographic distribution of population and economic growth. Such agencies should be mandated to take national policies into account in the formulation of their respective county and regional plans and to develop county and regional components for the formulation of national urbanization policy.

*8.210 Citizen Participation* — The development of comprehensive plans should include effective opportunities for citizen participation in all stages of that process. Innovative techniques should be used to solicit citizen views on problem identification as well as development of goals, objectives, and standards.

### 8.3 Land Record Improvement

The national Association of Counties recognizes the special role of land record management as a functional bridge unifying all aspects of county service. Also recognized is



the eventual impact of regional, statewide, and eventually national application of a uniform system of land parcel identification provided at minimal cost through an initial pilot project with almost immediate universal transferability. NACo recognizes its leadership role in coordinating the efforts toward realization of a pilot project of uniform land record keeping, which, through careful monitoring and evaluation, will provide the technical base needed by all interested units of government. Such a project should consist of: a large scale mapping of all real property in selected counties; centralization of all land records in the counties; and creation of an on-line information sub-system for land records.

#### 8.4 Public Lands

Counties across the nation have long been interested in legislation which affects the 775 million acres of federally owned land within their boundaries. Interest has been high not only in the 13 western states, but also in the midwestern, southern and eastern states, which contain large portions of federal lands. NACo has, therefore, closely studied the report of the Public Land Law Review Commission and has a number of policy recommendations which would provide for:

A. The sale, at fair market value, of federal lands for commercial, industrial, and other uses, where the sale is not in conflict with federal agency land use plans and where it is in the public interest and important public values will not be lost. Disposal should be the preferred policy in meeting the need for occupancy uses that require substantial investment, and should be consistent with the planning and zoning requirements of the states, counties and municipalities affected.

B. The sale or transfer of federally owned lands, when not required for a federal purpose, to states, counties, and municipalities for public purposes. The sale should be at nominal prices. Such disposal should be deferred until comprehensive local govern-

ment plans and enforceable zoning regulations have been adopted. The use of such lands should be restricted to an agreed upon public purpose and period or title to such lands should revert to the United States.

C. The use of federal lands for the expansion of existing communities and for the development of new communities and towns.

D. The formulation of long-range land use plans on federally-owned lands. States and local governments should be given an effective role in this planning process, and federal use lands should be compatible with state and local zoning.

E. The continued recognition of environmental quality controls, by law, as an important objective of public land management with the understanding that they should be consistent with the plans and zoning requirements of the states, counties, and municipalities affected.

F. A "multiple use" concept, by area, of public lands management over the so-called "dominant use" approach.

G. The acquisition by federal agencies of additional recreation areas east of the Rocky Mountains.

H. A requirement for review by state and county planning authorities for changes in use of federal or state lands.

*8.41 Termination of Federal Responsibility Over Indian Tribes* — The United States should work with the appropriate local governments in matters involving the federal termination of responsibility over Indian tribes and property; if they decide to terminate responsibility, the federal government should ensure that the local government is providing such services similar to those provided in the surrounding community.

*8.42 Increased Investments for the Public Lands Resources* — Federal and state governments should increase their investments in the development of resources on the existing, publicly owned lands, in accordance with the principle of multiple use and in a manner which will provide a maximum contribution to their communities.

*8.43 Federal Property At a Minimum* —

Federal real property holdings should be maintained at a minimum level. Acquisition of new land by any federal agency should be subject to congressional approval.

*8.44 Condemnation of Lands by Higher Levels of Government* — Local political subdivisions should be compensated for lands and/or facilities condemned by state or federal governments.

*8.45 Forest Access and Grazing Lands Roads* — The federal government should increase its participation in the construction and maintenance of forest roads and roads on grazing lands. Road construction, within these areas, by timber purchasers should be directed toward only those roads required or flexibility in their operations. These forest access roads should be constructed and maintained to the appropriate standard for harvesting timber and for maximum utilization of other resources and these forest lands.

*8.46 Environmental and Economic Concerns* — We urge the makers and managers of public land policy to ensure that decisions dealing with environmental issues be carefully and objectively weighed to avoid any unnecessary sacrificing of local economic and social goals.

## 8.5 Coastal Zone Management

NACo supports a National Coastal Zone Management Program which would:

A. Encourage the development and implementation of a coastal zone management program by state and local governments within federal goals.

B. Preserve local zoning and planning responsibilities by including local governments and councils of governments in the development of state programs.

C. Delegate planning and implementation authority to units of general purpose local government.

D. Provide adequate grants to local agencies to properly perform the planning and implementation function.

E. Provide a reasonable period of time to

prepare state plans.

F. Restrict or reduce the flow of specified federal funds for other programs to state governments for non-compliance, but not to local governments if they comply.

G. Provide that federal standards are only minimum, and that states and local governments may adopt more stringent rules and regulations.

## 8.6 Recreation

County governments can and must aid in meeting the challenge of increased leisure time by providing well-planned parks, open space, and quality recreational opportunities, as well as educating the public to use these facilities. County governments have both the opportunity and the responsibility to work with private enterprises and other levels of government to fill recreational needs by helping to provide a balanced program of parks, recreational opportunities and environmental education which serves every segment of society.

*8.61 The County Role* — The county's role in the field of parks and recreation is to acquire, develop, and maintain parks and to administer public recreation programs that will serve the needs of all segments of the county citizenry. These needs should conform to nationally recognized standards. In implementing a meaningful park and recreation program, county governments should:

A. Coordinate with and assist other local government bodies with their neighborhood park programs, insuring conformance with existing county plans;

B. Work with local school boards to include the part-school concept of recreation facilities;

C. Employ a parks and recreation director and a professional staff qualified by education and experience;

D. Establish programs of environmental education utilizing the natural setting of recreation and park resources;

E. Use cooperative agreements between

two or more concerned units of government and/or private concerns, where there are park and recreational programs serving a community larger than an individual county, but of less than state-wide scope, always ensuring that the final responsibility for park programs be vested in the elected county governing bodies involved.

*8.62 Financing County Programs* — County park and recreation programs should be financed principally through general county appropriations. However, funds for capital programs should be supplemented by general obligations bonds, revenue bonds, donations of land, money and services, or through one or more of the many existing federal assistance programs. We support the continued and increased funding of such programs as the "Land and Water Conservation Fund" and the "Legacy of the Parks Program."

Where appropriate, the users of public parks and recreational facilities and programs should assist in paying for the cost of maintenance and operation of these resources through a system of user fees. Such fees should not deny persons with modest incomes the benefits of public park and recreational programs and facilities.

Counties should pursue the use of less-than-fee acquisitions, such as scenic and conservation easements.

*8.63 Planning* — Parks and recreation should be an integral element of all county land use planning and zoning, with emphasis on conserving open space, protecting scenic values, and otherwise enhancing recreational opportunities in private developments.

*8.64 Land Acquisition* — Emphasis in local planning and federal programs should be given to the need to purchase park lands for both present and future requirements, especially in and around urban areas where such lands are scarce.

*8.65 State Role* — In addition to providing park and recreation facilities and services of state-wide significance, state governments should provide:

A. Appropriate enabling legislation so that counties and other units of local government

will have full authority to provide balanced park and recreation programs and to finance them adequately.

B. Technical assistance to local governments.

C. Opportunities to consult formally with involved units of local governments, before making decisions to acquire land from tax roles for state park and recreational projects.

D. An opportunity, by cooperative agreement, for county and other local governments to operate state park and recreation areas.

*8.66 Parks to the People* — NACo supports the concept of "Parks to the People," which provides for the acquisition and development of additional urban park lands; increases the annual appropriations for the Land and Water Conservation Fund; and alters the state grant program under the Land and Water Conservation Program to direct additional funds to local governments in urban areas.

*8.67 Surplus Real and Personal Property* — NACo supports federal programs which would make surplus federal real and personal property available at 0 to 50 percent of fair market value to local governments for park and recreational purposes.

# 9. Manpower

## 9.1 Statement of Basic Philosophy

The National Association of Counties recognizes and endorses the principles of prime sponsorship and the accountability of local elected officials, particularly county officials, in the planning, administration and supervision of comprehensive local systems of manpower training and employment, with a minimum of federal regulations. Counties first participated on a national basis in federal manpower programs as a result of emergency public service employment legislation. Authority to operate a broad range of manpower services has now been passed to county elected officials under the Comprehensive Employment and Training Act of 1973 (CETA). The National Association of Counties views CETA as a commitment to the principles of decentralization and decategorization, and as the basic vehicle for responding to the manpower needs of county residents.

The National Association of Counties supports the following principles and legislative proposals designed to assure the successful implementation of decentralized manpower programs throughout the country.

## 9.2 Discrimination in Employment

NACo strongly supports the elimination of discrimination on the basis of sex, race, age, religion and national origin in the use of federal funds to maximize employability. NACo supports the ratification of the Equal Rights Amendment as a necessary step to achieve the above goal, as well as the development and implementation of affirmative action programs.

## 9.3 Prime Sponsorship and Consortia

The basic principle behind prime sponsorship is the accountability of the local elected official. NACo supports the CETA provisions that extend prime sponsorship to units of general purpose governments with 100,000 population, and that provide incentive payments to units of government that combine to plan and operate manpower programs under consortium agreements. While labor market area consortia are desirable and a suitable subject of federal incentives, consortium arrangements should be encouraged, but never mandated.

## 9.4 "Balance of State" Counties

While some arbitrary cut-off population is necessary to limit the number of prime sponsors, smaller counties are no less "accountable" units of government to their residents. Therefore, NACo urges governors systematically to involve such counties in planning and operating manpower programs for the balance of the state. Regardless of population, counties or consortia of counties with exceptional need, particularly in rural areas of high unemployment and substantial outmigration, should be eligible for prime sponsorship under exceptional circumstances.

## 9.5 Scope of CETA

CETA consolidates a range of previous manpower programs under a "prime sponsor" state or local government as a flexible, special purpose block grant. Yet three-fifths of the federal funds available for solving manpower problems remain outside such block grants.

The National Association of Counties urges further legislative and administrative action to consolidate manpower resources under prime sponsor governments. Special national pro-

grams under Part A of Title III should, to the maximum extent feasible, be funded through Title I prime sponsors. Further, the Social Security Act and the Wagner-Peyser Act should be amended to bring the Work Incentive Program (WIN) and State Employment Service activities under the purview of CETA prime sponsors. Local elected officials should be given at least an equal voice with state education agencies in the local use of adult basic education, vocational education and vocational rehabilitation monies by appropriate amendments to Title II of the Elementary and Secondary Education Amendments of 1966, the Vocational Education Act of 1963 as amended, and the Vocational Rehabilitation Act of 1973, respectively.

### **9.6 Supportive Services**

Although prime sponsors may use any proportion of their Title I allocations for supportive services, both cost and priority considerations dictate that the level of support will be relatively low. Lack of child care and/or transportation, particularly, stand out as costly barriers to employment which cannot be removed with CETA funds alone. Preferential child care services should be provided to CETA participants under an expanded program of federal assistance. Further, NACo supports an increased CETA allocation that takes into account the true transportation and support needs of enrollees. Such an increase must not be mandated for any single purpose, but should be used at the discretion of prime sponsors to improve or expand the services available to their residents.

### **9.7 Summer Youth Program**

Special funds for a summer jobs program for young people should be provided annually under CETA. However, prime sponsors

should have the option of using such funds year round for youth.

Prime sponsors should be allowed flexibility in providing programs, not just for low income youth, but for youth from all income levels. In addition, NACo urges Congress to amend minimum wage law for youths under 18 years old to provide as many jobs as possible from available resources. We favor an exemption in the protective legislation in relation to youth to increase the flexibility of job opportunities available to youth during the summer.

### **9.8 Public Service Employment**

NACo supports both the inclusion of public service employment as one of the options available to prime sponsors under Title I of CETA and the provision of extra public service employment funds to areas of high unemployment under Title II. Public service employment funds should be provided solely through the available CETA apparatus in order to avoid problems of conflicting regulations and administrative provisions.

NACo supports sufficient flexibility in authorized use of public service employment funds to allow for the purchase of equipment and materials necessary for performance of public service jobs.

### **9.9 Adequate Funding**

By decentralizing program control to units of state and local government, CETA is an important precedent in federal domestic legislation. As such, future domestic legislation will take into account the performance of counties, cities and states. It is only fair that comparisons between federal and state or local administration of manpower services be based on comparable funding levels. In addition, the recent economic decline coupled with erratic and still emerging effects of the energy crisis demand that more money be spent combating

manpower problems.

Further, to facilitate rational planning, the National Association of Counties endorses the principle of a minimum of two-year appropriations. NACo urges the Congress and the Manpower Administration to implement the provision of CETA which allows the manpower appropriation for the subsequent fiscal year to be included in the Department of Labor's current fiscal year appropriation request.

### **9.10 Manpower Data**

NACo encourages the federal government to develop and make available to local government accurate and timely unemployment statistics and labor market projects on a quarterly basis to guarantee the best use of federal manpower funds. Manpower forecasts must be developed for labor market areas based on future requirements, not historical trends. Sponsors of manpower programs cannot plan effectively, particularly for training and retraining, without the benefits of labor market forecasts spread over relevant time periods. Recognized discrepancies in census or unemployment figures should be justified at federal expense. Manpower data must be interpreted on a timely basis if responsible program design is to be achieved.

### **9.11 Program Performance**

Under CETA all levels of government are to be involved in program evaluation. NACo feels that it is important that a prime sponsor's comprehensive manpower program be evaluated in terms of actual program performance relative to stated prime sponsor program objectives. Moreover, criteria for program evaluation should be established in terms of specific activity and service objectives of each prime sponsor. Nationally determined program objectives and evaluation criteria should

not be developed or applied indiscriminately without adherence to local prime sponsors' programs.

### **9.12 Cooperative National Decision-Making**

Assuming there is intent for a total federal effort — a coalition of national, state and local governments — to make CETA work, NACo encourages the Manpower Administration to convene at least on a quarterly basis, a cross-section representation of county, city and state manpower planners for the purpose of improving policy development, program planning and operations.

### **9.13 State Employment Security Reform**

The methods and techniques of screening and referral of unemployed people fail to recognize the requirement for timeliness and relevance. Without doubt, the system of D.O.T. (Dictionary of Occupational Titles) codes needs overhaul to broaden and make more realistic the categorization of an individual's skills. The system of national job opportunity information exchange must be expedited and supported by relocation assistance when unemployed candidates for job vacancies cannot afford the expense of relocation. The absence of such financial aid only compounds the level of unemployment and the burden of welfare in regions of high technological displacement.

### **9.14 Public Works and Economic Development**

NACo supports the Job Opportunities Program, as created by Title X of the Public Works and Economic Development Act of 1965. The program should be administered in such a way as to provide prime sponsors the first opportunity to submit economic develop-

ment proposals for funding. If declining to propose, prime sponsors should be given authority prior to funding to review and comment on those Job Opportunities Program proposals for areas within the geographical jurisdiction of the prime sponsor.

### **9.15 County Government — A Model Employer**

In line with counties' new responsibilities under federal manpower legislation, the National Association of Counties shall encourage and assist its members to reform their own personnel practices to conform with the principles of equal employment opportunity and merit staffing, specifically including the elimination of non-job related recruitment, selection and up-grading practices. Federal funds should be provided to assist in this effort.

## **10. Taxation and Finance**

### **10.1 General Revenue Sharing**

In order to help solve what is a serious fiscal crisis among our states, counties and cities, we call upon the federal government to enact a permanent general revenue sharing program which would provide:

A. An automatic, annual appropriation of a designated portion of the federal income tax base.

B. Continuation of the distribution of funds directly to the states and general purpose local governments using the existing formula.

C. No program or project restrictions on the use of the funds.

D. Public hearings on general revenue sharing funds be conducted by counties and other recipients as part of their normal budget procedures.

E. Adequate enforcement of civil rights provisions of the act to guarantee the non-discriminatory expenditure of general revenue sharing funds. In order to obtain compliance with civil rights provisions, responsibility for enforcement should be given to a single existing federal agency. This agency's authority should be clearly defined by Congress.

F. Additional support to the current efforts of many states and local governments to update their operations and incentives to improve the quality and effectiveness of their operations.

G. States should only have the option of establishing an alternative distribution formula if county officials approve of the proposed change.

### **10.2 Capital Financing**

*10.21 Criteria for Municipal Bond Legislation* — When considering any legislation which

would have an impact on the municipal bond market, Congress should adhere to the following criteria:

A. Access of state and local governments to the existing tax exempt market should not be impaired;

B. Any credit assistance program should be automatically applicable to all legitimate state and local borrowing;

C. Such assistance should not be subject to elaborate administrative procedures.

**10.22 Expanding the Municipal Bond Market** — There is a need to expand the access of state and local governments to the bond market. However, proposals to establish a national development bank (the so-called UrBank) are not the proper vehicles for such expansion. We do, on the other hand, support federal legislation which would:

A. Compensate private or public pension funds if they purchase tax exempt bonds from state and local governments.

B. Allow regulated open end mutual investment funds which invest their money in state and local government tax to pass the exemption on to their shareholders.

C. Improve existing statutes relating to the issuance of tax exempt bonds by state and local government.

**10.23 Tax-Exempt Municipal Bonds** — County government opposes any action which would directly or indirectly tax, under the federal income tax, interest on state or local government municipal bonds, or would place these bonds in an inferior competitive position with federal debt instruments and corporate securities.

**10.24 Restrictions on Local Debt** — States should repeal constitutional or statutory restrictions limiting county government debt by reference to local base for property taxation. Any new restrictions enacted in their place should relate realistically to the ability of counties to meet debt requirements.

**10.25 Industrial Development Bonds** — There is a need to define more adequately through federal legislation, the components and uses of industrial development bonds, with a view toward protecting the present

tax-exempt status of true public purpose issues. We further urge serious study and consideration of giving local government the authority to piggy-back the state income tax.

### **10.3 Authorization for Additional County Revenues**

To supplement the revenues of counties where the property taxes do not provide adequate funds for necessary county functions, we urge the states to authorize counties to levy appropriate taxes, fees, rents, tolls or excises.

### **10.4 Real Estate Transfer Tax**

By repealing the federal documentary stamp tax on real estate transfers, the Congress of the United States has opened up this tax field for the exclusive use of state and local governments. Since the transfer of property titles is recorded primarily by county officials, a real estate transfer tax is particularly well suited to enforcement at the county level.

We therefore urge all states to authorize their counties to adopt real estate transfer taxes, or enact state real estate transfer taxes, sharing the proceeds with their counties.

### **10.5 Personal Income Tax**

NACo urges all states without a personal income tax to give early and careful consideration to enacting such a tax. Those states with a relatively ineffective income tax should strengthen it. States should also bring their income tax laws into harmony with the provisions of the federal Internal Revenue Code. We further urge states to give local government the authority to "piggyback" the



state income tax.

Congress should amend the Internal Revenue Code to provide federal income taxpayers with a partial tax credit to enable them to "write off" a large share of the state and local income tax payments against their federal income tax liability.

### 10.6 Coordination of Nonproperty Taxes

States should promote inter-local cooperation in local nonproperty tax policies and practices to minimize competition between local governments to reduce taxpayers' compliance burdens and government's enforcement costs by:

A. Granting local governments uniform taxing powers and authority for cooperative tax enforcement.

B. Accompanying such authority with specifications respecting the structure of such taxes and administrative practices.

C. Providing technical assistance to local governments by organizing training facilities for their tax enforcement personnel, advising them on the usefulness of state tax records in local enforcement, and by serving as a clearinghouse of information on tax experience elsewhere, particularly within the state.

D. Encouraging the consolidation of all tax assessing and collection agencies within counties.

### 10.7 The Federal Budget Process

NACo recommends that the federal government provide a mechanism for state and local participation as follows:

A. During the early stages of preparation of the federal budget, consultation should be undertaken with appropriate state and local officials on major programmatic fiscal and economic objectives of the federal budget.

B. The federal budget process should include in-depth analysis of the intergovernmental fiscal and program impacts of new

programs and any substantial modification in ongoing programs. Summaries of these analyses should be included in the budget document.

C. Appropriations for federal assistance programs should be requested on a multi-year basis.

D. The federal budget should insure adequate transition time and procedures for any major shift in funding or administration of a federal assistance program; particularly where shifts are from categorical to block grants, or involve phase-out of an ongoing program.

E. Where impoundment or reservation of funds for federal assistance programs becomes an absolute necessity, procedures should insure pre-consultation with appropriate state and local officials.

### 10.8 Equalization in Federal Grants

The distribution of federal grants should reflect relative inequalities among recipient governments in program needs and in the fiscal capabilities to meet these needs by:

A. Requiring the several departments and agencies administering federal grant programs to review periodically the adequacy of the need indices employed in the respective grant programs and the appropriateness of their equalization provisions.

B. Requiring the appropriate agencies of the national government to examine those grant programs which distribute funds directly to local governments or support local projects in order to: assess the extent to which variations in local fiscal capabilities should be recognized in their distribution; and appraise the feasibility of administering effective and equitable equalization provisions in such grants.

C. Requiring the states to recognize, to the extent practicable, disparities in fiscal needs and resources among local governments in the redistribution of federal grant funds.

## 10.9 Flexibility in Federal Grants

The Congress and the Administration must realize that local governmental agencies are better equipped to implement federal programs in their local communities than are remote federal officials. The Congress and the Administration must therefore provide more flexibility to counties and other local agencies in the administration and utilization of federal grant programs and monies by:

A. Consolidating existing grant-in-aid programs into general, "program area" block grants.

B. Developing new programs based on the "block grant" concept, which requires comprehensive short and long range planning as the only criteria for grant utilization.

C. Reducing the complexity of grant application and reporting procedures.

D. Reducing the number and/or type of "strings attached" to federal grant programs.

E. Requiring all agencies to comply with the federal government regulations which call for simplification and standardization of grant applications, procedures and recovery of direct and indirect costs.

## 10.10 Federal Air Travel Tax

The Congress should exempt state and local governments from the federal air travel tax.

## 10.11 Payments-In-Lieu of Taxes

Where a system of payments does not adequately replace state and local taxes on federally-owned, tax-exempt lands, a payment-in-lieu of taxes should be made by the federal government directly to the states for automatic and unimpeded distribution to counties where federally-owned lands are located to provide full tax equivalence as though the property were in private ownership. Extraordinary benefits and burdens should be treated separately and payments made accordingly.

## 10.12 The Property Tax in a Balanced County Revenue System

The property tax is a regressive and inequitable tax which has become burdensome to all property owners and those on fixed incomes.

However, the property tax, at this time, must be regarded as a necessary part of an overall tax system because it raises a substantial amount of money and is in fact the largest single source of local tax revenue. The assessment of property should be performed on a timely basis utilizing the most accurate procedures and in accordance with the standards of the International Association of Assessing Officers. Due to the magnitude of revenue from the tax, it is unreasonable to replace it at this time.

The property tax base is not adequate to support local government. The demands of education and public assistance have been the most rapidly expanding elements in recent years, and removal of one or both would have an immediate beneficial effect. However, from a long-range standpoint, it is doubtful, even then, that the property tax base is elastic enough to meet local financial needs.

In conclusion, the property tax is no longer the best measure of a person's ability to pay.

Therefore, NACo recommends the following policies to relieve and reform the property tax:

A. Full federal financing of public assistance and income maintenance.

B. The financing of public education from non-property tax sources.

C. A review by NACo (through federal or foundation grants) to establish guidelines for the reform of property taxation, with an eye toward local and state implementation.

## 10.13 Tax Reform

NACo supports legislation which would lead toward comprehensive tax reform.

# 11. Transportation

## 11.1 Statement of Basic Philosophy

Our nation's transportation network is a basic force molding urban and rural development. In that development, federal, state and local governments each share a responsibility in providing a balanced and coordinated transportation system.

The county elected officials represent all the county's citizens in working toward a balanced transportation system, which includes highways, public transit, airports, waterways, railroads. To achieve the goal of a coordinated transportation system, the county officials should:

A. Take the lead in coordinating transportation planning for all units of local government below the state level.

B. Be recognized as the single point of contact in the local area in statutes and regulations of state and federal transportation agencies.

C. Provide leadership in developing regional councils of government or other regional institutions, with the elected county and municipal officials determining when multi-county planning and coordination are necessary. County representation and responsibilities of regional policy bodies must be weighted to reflect the county's areawide responsibility.

D. Make joint powers agreements, contractual agreements, or other cooperative arrangements with municipalities (and with other counties when suitable) to provide transportation facilities and services in the most efficient and economical manner.

Responsible local officials should be defined in federal and state law as those local officials who are elected and directly accountable to the public whom they serve and who have jurisdiction over matters relating to highways, transit, and airports. Such officials have capability to raise the required matching money for federal funds. These official may

delegate their authority to act to subordinates or to regional or state associations. Congress and the Administration should review federal bureaucratic red tape and take decisive action to minimize the detailed federal surveillance of transportation improvement projects.

## 11.2 Comprehensive Planning Support

To achieve an integrated and coordinated transportation system which meets basic community and statewide goals, local areas must develop a comprehensive community planning process which is continuous, cooperative and comprehensive. The elected county official must actively participate in the process so the plan has official sanction and can promptly be translated into realistic programs. Where such power is lacking, states should provide counties with powers to plan as well as control development through such devices as the zoning power.

The amount of funds devoted to comprehensive planning should be reasonably related to identifiable beneficial results through a benefit-cost analysis.

The transportation plan is an essential part of the comprehensive plan. It should include continuous evaluation and reevaluation of all transportation facilities and services on county or area highways, public transit, traffic control, parking, airports, and terminal facilities for waterways. The transportation plan should be fitted into comprehensive county or areawide development which includes other functional plans such as land use, water supply, sewers, schools, fire control and so forth.

The state should work closely with county and municipal officials and citizens in planning primary transportation projects under state control as part of the transportation planning process.

All levels of government should cooperate in setting minimum standards for highway improvements.

### 11.3 National Highway Program

Since the transportation system provides mobility between destinations which may be national, interstate, intrastate or local, there should be a working partnership among the several levels of government in developing a system of highways which will be national in scope. Each level of government has a clear and distinct role to perform.

**11.31 Federal Role** — The federal government should primarily assist in financing improvement of a mutually agreed upon system of highways determined to be in the national interest.

**11.32 State Role** — States, with local governmental review and approval, should develop multi-year plans and programs for highway improvements. The federal review and approval process should be limited to these annual state plans and programs and not extend to review and approval on a project-by-project basis.

**11.33 Regional Role** — Regional planning organizations in cooperation with state and local governments should be limited to planning for services and facilities of regional significance only.

**11.34 Local Role** — The local government should be permitted to make a distinction between projects which are statewide and local in character, with requirements for the latter projects much less complex.

**11.35 Highway Classification** — Based on a national functional classification study, conducted jointly by federal, state and local officials, Congress should authorize the establishment of designated highways with implementation of the classification system as rapidly as possible. Legislation should also provide for periodic review and updating of the classification systems. The systems should be:

A. A federal aid primary highway system comprising major highways (including the Interstate System) in both rural and urban areas.

B. A federal aid secondary system comprising collector roads in rural areas.

C. A federal aid urban system comprising collector streets in urban areas.

**11.36 Apportioning Funds** — Based on national highway needs and functional classification studies Congress as soon as possible should divide available funding among the revised federal aid systems in proportion to their respective total nationwide highway documented needs.

**11.37 Increased Non-Interstate Funding** — To help meet the backlog of needs on the primary, secondary and urban systems, Congress should reduce the amounts authorized for the Interstate System when a substantial portion of the original mileage of that system is completed. Congress should then increase the funds available to the other federal aid systems in proportion to their needs.

**11.38 Highway Trust Fund** — Due to the significant impact of the automobile and highways on public health, land usage, air quality, and community environment, the highway trust fund should provide funds for a total public transportation program. It should not be limited to the financing of highways and roads but grant local determination by locally elected officials for the use of such monies for other modes of transportation.

**11.39 Other Special Local Needs** — Congress should fund some special emergency programs on projects off the federal aid or state aid systems, such as:

A. Greatly increase funds for replacing critically deficient bridges, with particular emphasis on needs of bridges under county control which may not be on the federal aid or state aid systems.

B. Authorize a major program to eliminate or grade separate the most serious hazards among the 165,000 rail-highway grade crossings not on the federal aid or state aid systems.

**11.310 County Self Help Program** — States and counties should provide technical assistance and training to upgrade and improve county and local highway management and engineering capability in those counties with greatest need and least resources.

*11.311 Vehicle Size and Weight* — The maximum gross on the interstate system should be 18,000 lbs. single axle, 32,000 lbs. tandem axle, and 73,280 lbs. maximum gross weight.

#### **11.4 Highway Safety**

Substantial progress must be made toward solving the nation's highway accident problem. Local initiative, channeled through county, municipal and state governments can provide leadership in reducing the carnage on our highways.

Augmented by funds available from the federal and state governments, local governments should provide programs in traffic engineering, driver education, traffic law enforcement, spot improvement projects, uniform laws and ordinances, uniform traffic control devices, countywide accident records systems, pedestrian safety programs and alcohol's relationship to safety.

The governor of each state should give strong leadership in developing statewide safety programs with full consultation and cooperation from local governments; each state should have an advisory committee of county and municipal officials to assure that the programs are responsive to local needs.

The federal government should require that all trucks have underride protection devices as recommended by the National Motor Vehicle Safety Advisory Council.

#### **11.5 Public Transit**

Many urban areas have generated a need for public transit due to the national energy crisis, congestion of highways, air pollution, environmental concerns and those people who cannot or prefer not to drive automobiles. Congress should provide funds in partnership with state and local governments to improve existing transit systems and to establish new transit systems where needs and benefits have

been determined by responsible local elected officials.

An effective public transit trust fund should be established initially using funds already appropriated for public transit purposes. This trust fund should specify that a minimum of 50 percent be used for capital investment purposes. The transit trust fund should be apportioned annually without cutback or delay among the several states equally according to population within urbanized areas.

Congress and the Administration should develop a policy to insure that all eligible projects in the states are reviewed before obligating most of the funds to one project in one state.

*11.51 Interlocal Cooperation* — States should enact legislation enabling counties and municipalities in metropolitan areas to join together to establish areawide public transit authorities. Enabling legislation should:

A. Specify the authority must be under the control of county and municipal elected officials and should reflect areawide needs.

B. Permit interstate compacts where metropolitan areas cross state lines.

*11.52 State Assistance* — States should assume greater financial responsibility in assisting counties to meet transit development and operating needs. States and counties should provide financial assistance to maintain and improve existing rail commuter services. States and counties should coordinate joint development of highway and public transit in the same rights of way wherever possible.

*11.53 Operating Assistance* — In view of the rapid deterioration of many public transit systems, caused by increased fares to meet increased operating costs, Congress should authorize an emergency program to assist local governments to stabilize transit fares.

*11.54 Rural Transit* — Congress should establish a substantial pilot program for developing transit service in small urban and rural areas. Such pilot transit projects should be developed jointly by state and local governments. Funds should be available for both capital purposes and transit operating expenses.

## 11.6 Airport Development

Increasingly, counties are assuming enlarged responsibility for meeting regional aviation needs not only by providing airports serving U.S. scheduled airlines but also commuter and general aviation airports. Federal and state governments should more fully recognize the ability of counties as areawide governments to plan and coordinate aviation with other modes of transportation and to control land use for future airport development.

*11.61 Aviation Trust Fund* — Long range budget planning and programming are dependent on the steady flow of authorized funds from the airport/aviation trust fund without cutbacks or delays. Therefore:

A. Congress and the Administration should authorize an expanded program for airport capital development and thereafter annually obligate funds from the trust fund without delay.

B. Trust fund monies being contributed by aviation system users should be expended only for airport and airway capital development projects and should not be diverted to cover the administrative, operating, or maintenance costs of the Federal Aviation Administration.

C. States should better synchronize their funds with available federal funds in providing assistance to counties for airport development.

*11.62 Federal Funding* — Congress should increase the federal share on airport development projects to the greatest extent possible to help local governments with inadequate local revenue sources to take greater advantage of available funds.

*11.63 Local Control* — Federal bureaucratic surveillance over the management and control of airports should be discontinued in the cases where the local governments are capable of operating and maintaining the facility. Subject to requirements for a National Airport System Plan, public airport sponsors should be given increased flexibility in dedicating available airport grant funds to finance projects

determined to be of highest priority by the sponsoring county/community.

*11.64 Military Airports* — The federal government should work cooperatively with counties in developing joint use of existing military airports. Considerable public savings could result since military airports usually have established controls over surrounding land use and have developed surface transportation.

*11.65 Operating Assistance for Airlines* — Federal and state governments should conduct pilot programs with subsidies for assisting airlines serving small communities.

*11.66 Air and Noise Pollution Control* — The federal government should vigorously continue research of air and noise pollution caused by civilian and military aircraft and enforce existing standards, rules and regulations. Regulation by land use should be the last resort in noise pollution control, with attention directed to control of noise at its source, the aircraft itself and through safe noise abatement aircraft operating procedures.

*11.67 Airport Accessibility* — All public airports should be open to all aircraft, except in some cases where segregation is necessary for general aviation aircraft with inadequate navigation and communication equipment or pilots with inadequate training and experience.

## 11.7 Railroads

Because railroads provide an essential link in the transportation of raw goods, finished products, and passengers, there should be a coordinated federal-state-local effort to return rail service to its appropriate place in a balanced national transportation system, including needed regulatory reform.

In this effort, long distance passenger service should be expanded and improved, with service to more parts of the country, and no abandonment of service in major urban centers.

In dealing with bankrupt freight lines, reorganization, rehabilitation, and moderniza-

tion must be accomplished with minimal possible disruption of main-line service; light density lines should be abandoned only after thorough cost/benefit analyses based on accurate data and appropriate methodologies which consider the social costs to communities affected and the national interest in preserving service, including maintenance of service in areas where energy resources such as coal are located.

Specific concerns of counties which must be addressed in the reorganization of bankrupt lines include: the disposition of property taxes owed to counties by railroads in reorganization; the impact on county revenues of possible "nationalization" or federal ownership of rights-of-way, or of abandonment; the potential social and economic impact from possible abandonment of freight service; and alternative uses of rights-of-way of lines which are abandoned.

The railroads should give counties the first option to purchase abandoned rail rights-of-way to be used for riding and biking trails, busways and to meet the other possible transportation needs.

### **11.8 Waterways**

Relief is afforded our overland systems by the transportation of millions of tons of materials over inland waterways. These waterways and terminal facilities must be properly developed and maintained to protect one of our great economic resources.

All levels of government should include this system in their transportation planning process.

County officials should take the lead in developing effective measures for planning, developing, operating and controlling the terminal facilities.

### **11.9 Research and Development**

The federal government, in cooperation

with state and local governments and industry, should undertake more research and development for new transportation modes and improve present transportation by developing new technology, improving coordination of current research and development, providing funds for more demonstration programs, and providing funds for research to integrate better existing and new modes of transportation.

## 12. Welfare and Social Services

### 12.1 Statement of Basic Philosophy

The current welfare system involves great inequities and disproportionate burdens among the states and counties of our nation. While the issue of welfare reform has to center on adequately meeting the needs of the poor, we believe that equally important is the viability of local government to continue to function.

The National Association of Counties believes that financing public assistance is a national problem requiring a national solution.

A. Large shifts of population have taken place over the last three decades and our society continues to be highly mobile.

B. Economic and social problems resulting in millions of people being unable to adequately support themselves are clearly national in scope.

C. Under the present welfare system, gross inequities have developed between the different states and programs on payment levels and program coverage.

D. Successive annual cost increases of 20 to 30 percent to maintain the current welfare system have caused a fiscal crisis for states and counties with limited tax sources — especially for counties who are primarily dependent on property tax revenues.

We therefore call upon Congress to establish a national program for full federal financing of public assistance and income maintenance. Only under a national program can inequities in the current system be eliminated and an adequate level of subsistence be maintained for all.

Relieved of the costs of financing public assistance programs, states and counties will be able to develop and coordinate comprehensive programs of human services to assist people in attaining economic self-sufficiency

and personal independence.

### 12.2 Long Range Public Assistance Reform

There should be a clear separation of current public assistance programs into two separate and distinct systems: a national program focused upon work and wage security for all who can be in the labor market or who have potential to become available for the labor market; and a national program to assure basic necessities of life for those who are unable to work.

It has become evident that goals and objectives for the employable versus the unemployable are different. Mixing these two groups creates public confusion and unnecessary criticism.

The purpose for a program aiding employable but unemployed persons should be to get them into jobs, whereas the purpose of a program for unemployables should be to insure that their continuing needs for healthy and decent living are adequately met and to minimize the problems of family disruption and disorganization caused by lack of an adequate income. Government should be better able to attack problems of poverty with such a separation.

We stand solidly behind the work ethic. People who can work but have been unable by their own efforts to enter the labor force should receive the help needed to get a job so they can provide for their needs through wages. Help to get a job, or financial support when there are no wages, should be provided from this same source, focused on employment problems. Only in this way can our country see, understand and take necessary steps to support the work ethic. Such separation of the employable from the unemployable should minimize the public questioning of today as to why certain persons receive welfare benefits. Those who would receive the "welfare benefit" would clearly be the unemployable or persons unable to be in the labor market for other reasons.



**12.21 National Program for Employable Persons** — A national program of work security should wholly replace public assistance in any form for employable persons who are available for the labor force, for persons who are potentially available, and for the working poor whose earnings are below the poverty level index. The thrust of this program should be to place employables in jobs in the labor market. Those persons who have handicaps preventing placement in jobs in the labor market, or who lack the skills necessary to get a job, should be provided with a full range of manpower services needed to enable them to get work.

A. Where jobs in the labor market cannot be found, meaningful and productive public service jobs, both to the people and to the community, should be developed.

B. Unemployment insurance benefits should be the primary source of income during temporary periods of unemployment.

C. Direct cash income maintenance should be provided when necessary during periods of training, unemployment, or when unemployment insurance benefits are inadequate.

D. Benefits for unemployed, whether unemployment insurance or direct income maintenance should at least equal the poverty level indices.

E. Wages and payments to the working poor should be sufficiently above the poverty level indices so there is no disincentive to work using the following approaches:

1) A work incentive type wage supplement.

2) A raise in the level of minimum wages and people covered by such laws, and

3) A system of exemption or rebate of income and social security taxes for persons with low paying jobs.

F. Firm sanctions must be built into the Work Security Program for persons refusing appropriate work or training.

G. The Work Security Program should be administered by the U.S. Department of Labor and coordinated with state and county human resource agencies providing supporting services such as child care, job

placement and job training.

H. Costs of the Work Security Program should be wholly financed by the federal government, except for unemployment insurance.

**12.22 National Program for Persons Unable to Work** — A national program of income security should be available for persons unable to work, the aged, blind and disabled, and persons required to stay home and care for minor children or other dependents:

A. The income security program should provide a uniform standard of income maintenance throughout the nation at the poverty level with variations as necessary to account for regional differences in the cost of living.

B. The current public assistance programs for the aged, blind and disabled should be combined into a single program of adult assistance administered by the Social Security Administration. Need should be the single criterion of eligibility.

C. Social Security should become the primary income maintenance program for those who are aged, blind, disabled or family survivors of a deceased wage earner. The program should be expanded, both as to coverage and benefits, so that other supplemental public assistance is unnecessary.

D. Persons who are unemployable, do not have potential for employment, and other persons required to remain in the home to care for dependents should receive cash payments under a totally federally administered and financed program.

E. The U.S. Department of Health, Education and Welfare should purchase necessary social services for people in income security programs from state and county human resources agencies.

### **12.3 Interim Public Assistance Reform**

The National Association of Counties recognizes that establishing separate national

programs for employables and unemployables and achieving full federal financing cannot be accomplished immediately. However, Congress should authorize the following provisions while these programs are being established:

A. Timetable for full federal assumption of costs.

B. Immediate fiscal relief through a "hold-harmless" provision of for current state and county public assistance and medicaid costs.

C. Additional fiscal support for states and counties providing benefits above the minimum federal payments.

D. Maintenance of current state standards of need should be a condition to receive federal fiscal relief.

E. Uniform national eligibility standards with the major criterion being current need.

F. Minimum federal payment levels, with a timetable for increasing payments to poverty subsistence levels based on regional cost of living variations.

G. Timetable for federal administration of income maintenance programs with provision for contracting administration with states during the transition and requiring close coordination with states and counties during transition or in the event of mutual problems.

H. Include single adults and childless couples in federal assistance programs.

I. Protection of benefits and rights of state and local income maintenance employees transferring to federal employment.

## 12.4 Comprehensive Human Services

Important as are adequate income maintenance programs, they alone will not achieve the full objectives of encouraging self-support, self-reliance and the strengthening of family life. Real welfare reform also must involve an expansion and increase of comprehensive human services. Over 1000 counties currently are providing social services. With the separation of income maintenance programs

from social services, counties have an even greater opportunity to be the major local government in providing comprehensive human services.

*12.41 Local Coordination* — The planning and delivery of comprehensive human services, provided by both public and private agencies, should be coordinated by states and by counties at the local level.

Single counties should be the primary local coordinating unit, but federal and state incentives should be provided for smaller counties who voluntarily join together to form multi-county planning agencies.

To assure that planning goals are met, counties also should have responsibility for reviewing all services provided in the community both public and private, allocating resources, and measuring the effectiveness of the services.

Local communities should be responsible for the planned development of comprehensive human services. The concept of the integrated delivery of services, as embodied in the proposed Allied Services Act, should be encouraged and local units of general purpose government recognized as the coordinating unit for state and federal funds. Local initiative and determination must be accented and communities given direct access to funds.

Services integration planning grants should mandate the joint efforts of all in realizing the ultimate objective of better services to people. This objective would be fully realized in community-wide acceptance of a comprehensive services plan, designed within the interests of service recipients, service providers and public officials.

*12.42 Purchase of Services* — To avoid duplications and reduce costs, counties should consider making greater use of the purchase of services from private agencies.

*12.43 Availability of Services* — Human services should be available to all people, and where appropriate, fees should be charged to persons having the ability to pay.

Human services should be voluntary except for those services necessary to protect children and adults unable to protect

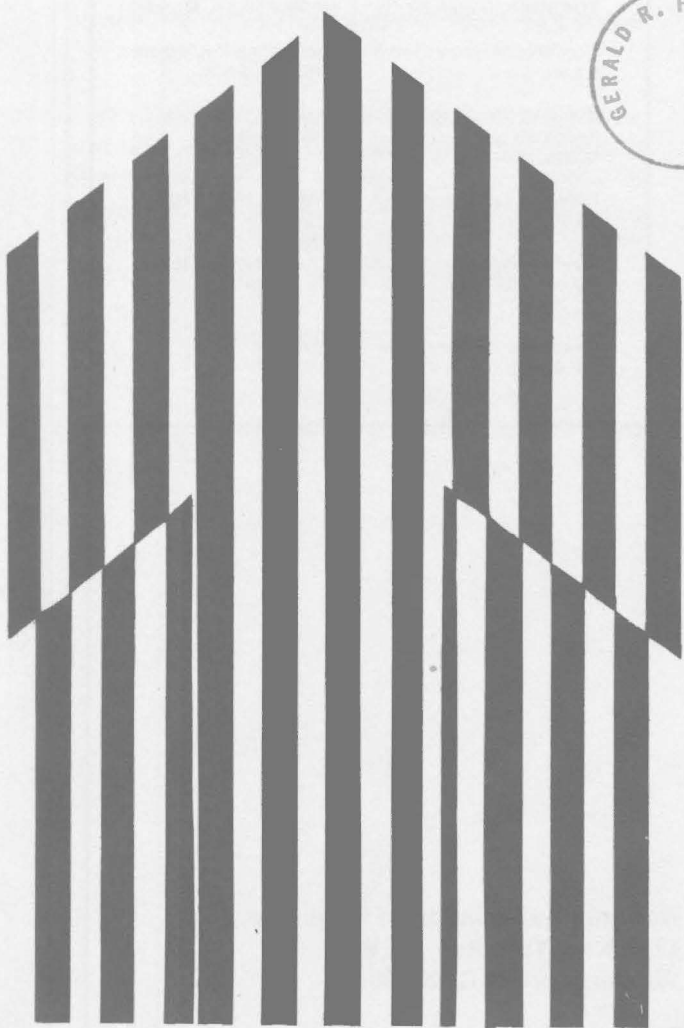
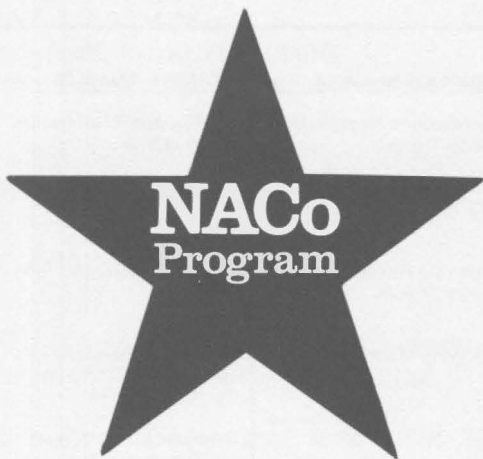
themselves.

*12.44 Federal Government Support* — Comprehensive human services provided by states and counties should be adequately supported by the federal government. While a minimum floor of services supported by the federal government should be clearly defined, states and counties should be provided flexibility in planning additional services to meet particular local needs.

Federal agencies with responsibility for national income maintenance programs should coordinate and make full use of necessary supporting services provided by states and counties. These federal agencies should not duplicate the provision of services which are available from states and counties.



National Association of Counties  
Legislative Conference 1976  
Washington, D.C.



**CALENDAR OF PROGRAM FOR  
LEGISLATIVE CONFERENCE 1976**

<b>SUNDAY, March 28</b>	<b>MONDAY, March 29</b>
<p>Conference Registration Noon-7 p.m.</p> <p>Rural County Rally 3 p.m.-5 p.m.</p> <p>Opening Reception 6 p.m.-7 p.m.</p> <p>Affiliate Meetings</p>	<p>Conference Registration 8 a.m.-4 p.m.</p> <p>General Session 9 a.m.-10 a.m.</p> <p>Affiliate Meetings</p> <p>Workshop Sessions 10:30 a.m.-12:15 p.m. 2 p.m.-4:30 p.m.</p> <p>Delegate Luncheon 12:30 p.m.-2 p.m.</p>
<b>TUESDAY, March 30</b>	<b>WEDNESDAY, March 31</b>
<p>Conference Registration 8 a.m.-4 p.m.</p> <p>Steering Committee Sessions 9:30 a.m.-4 p.m.</p> <p>Delegate Luncheon 12:30 p.m.-2 p.m.</p> <p>County Assistance Clinic 2 p.m.-4:30 p.m.</p> <p>Resolutions Committee 4 p.m.-7 p.m.</p>	<p>Conference Registration 7:45 a.m.-9 a.m.</p> <p>Breakfast Rally 7:45 a.m.-9 a.m.</p> <p>Boarding of Buses 9:15 a.m.</p> <p>Congressional Visits 10 a.m. on</p>

**NATIONAL ASSOCIATION OF COUNTIES  
LEGISLATIVE CONFERENCE  
WASHINGTON, D.C.  
SUNDAY, MARCH 28-  
WEDNESDAY, MARCH 31, 1976**

**WELCOME!**

In this bicentennial year, it is a pleasure to greet all of you in the nation's capital.

It seems to me that this **1976 NACo Legislative Conference** exemplifies one of the greatest stories of our 200 years as a nation. That story is the growth of county government in scope and numbers of people it serves.

We have a great challenge in these three and one-half days of meetings. That historic challenge is to evaluate, to learn, to represent and to influence the future course of our nation through its vital link in the federal system—county government.

Sincerely,

Vance Webb, President  
National Association of Counties

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## GENERAL INFORMATION

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### REGISTRATION

Registration will take place in the Promenade area of the Mayflower Hotel:

- Sunday, March 28 Noon-7 p.m.
- Monday, March 29 8 a.m.-4 p.m.
- Tuesday, March 30 8 a.m.-4 p.m.
- Wednesday, March 31 8 a.m.-10 a.m.

The registration fees are \$95 for NACo members, \$125 for nonmembers, \$50 for spouses of delegates and \$25 for youth.

#### The registration fee covers:

- Sunday Opening Reception (includes two beverage tickets)
- Monday "Salute to Freshman County Congressmen" Luncheon
- Tuesday "Administration View" Luncheon
- Wednesday Legislative Breakfast Rally
- Registration Packet
- Conference Program
- National Legislative Issues Booklet
- Updated Legislative Status Sheet
- Revenue Sharing Principles of Renewal
- Capitol Hill Map with General Information Guide
- Congressional Directory and "Report Back" Questionnaires
- 1977 Budget Analysis
- Rally Button
- Transportation
- Attendance at All Sessions
- Opportunity to Affect Policy Decisions
- Legislative Priorities List
- "County Assistance" Book
- Coffee Breaks

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## GENERAL INFORMATION continued

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### TRANSPORTATION

#### TO CONFERENCE

NACo will operate a **complimentary** shuttle bus service between the Mayflower and Statler Hilton Hotels on the following schedule:

- Monday, March 29 (inclement weather only)  
8 a.m.-10:30 a.m.
- Tuesday, March 30  
8 a.m.-Noon  
1:45 p.m.-4:30 p.m.
- Wednesday, March 31  
7 a.m.-9:15 a.m.

All buses will load and unload passengers at the following points:

Mayflower Hotel—DeSales Street entrance  
Statler Hilton Hotel—16th Street entrance

#### TO CAPITOL HILL

Bus transportation will be provided Wednesday, March 31 between the Mayflower Hotel and Capitol Hill. Buses will depart from the DeSales Street entrance of the Mayflower Hotel at 9:15 a.m. for your Capitol Hill appointments. No return transportation is scheduled.

#### HOMETOWN NEWS CENTER

NACo is providing service to Hometown news media for Conference delegates. The Hometown News Center is located in the Pan American Room, Mayflower Hotel and is open from noon to 6 p.m. Sunday; 8:30 a.m. to 6 p.m. Monday and Tuesday and 8:30 a.m. to noon Wednesday. Delegates should complete the form in their conference packet and bring it to the Hometown News Center no later than noon, Wednesday, March 31, 1976.

**INFORMATION/MESSAGE CENTER**

NACo will operate an information/message center throughout the conference in both the Mayflower and Statler Hilton Hotels.

Mayflower: Promenade Area  
Statler Hilton: Main Lobby

A message board in these locations provides a center for posting and receiving messages from other delegates.

**CAPITOL HILL APPOINTMENTS**

Wednesday, March 31 is open for you to meet with your Congressional delegation or their staff immediately following a breakfast rally. If you have not yet set up your appointments, call **224-3121** (the main Capitol Hill number) and ask for the particular office. If you are not able to get appointments to see your Senators or Representatives, please set up appointments with the administrative assistants, or legislative assistants of your Congressman.

**LEGISLATIVE PRIORITIES LIST**

A listing of NACo's legislative priorities will be available at the Breakfast Rally to assist you in your Congressional appointments.

**"REPORT BACK" ROOMS**

Also on Wednesday, NACo staff will operate "**Report Back**" rooms in each of the House and Senate sides. These rooms will be available to report the results of your Congressional appointments and will be in operation from 10 a.m. to 3 p.m. They are:

Senate: 154 Russell Building  
House: 1310 Longworth Office Building

**SUNDAY, MARCH 28**

**REGISTRATION**  
Noon-7 p.m.

*Promenade*  
Mayflower Hotel

**NATIONAL ASSOCIATION OF COUNTY  
MANPOWER OFFICIALS (NACMO)**  
Gary Evans, President  
Executive Assistant to the County Executive  
Milwaukee County, Wis.

Noon-3 p.m.

*New York Suite*  
Mayflower Hotel

Program Committee Meeting to design program sessions for NACMO annual conference in New Orleans, Nov. 22-24, 1976.  
Board of Directors Meeting begins at 3:30 p.m.

**NATIONAL ASSOCIATION OF COUNTY  
RECORDERS AND CLERKS (NACRC)**  
Cecil Holstead, President  
District Clerk  
Jefferson County, Texas

**JOB DESCRIPTION  
COMMITTEE**  
1 p.m.-2 p.m.

*District Room*  
Mayflower Hotel

**BOARD OF DIRECTORS  
MEETING**  
2 p.m.-on

*Concord Room*  
Mayflower Hotel





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SUNDAY, MARCH 28 continued

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**URBAN AFFAIRS COMMITTEE**  
Alfred B. Del Bello, Chairman  
County Executive  
Westchester County, N.Y.

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1 p.m.-3 p.m. *Maryland Room*  
Mayflower Hotel

One of the functions of the Urban Affairs Committee is to **make recommendations to the appropriate steering committees** on policies of particular interest and concern to urban counties. The committee will consider several resolutions for presentation at steering committee meetings Tuesday.

**COUNCIL OF INTERGOVERNMENTAL  
COORDINATORS (CICs)**  
Vic Miller, President  
Intergovernmental Coordinator  
Hennepin County, Minn.

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**BOARD OF DIRECTORS** *Virginia Room*  
**MEETING** Mayflower Hotel  
2 p.m.-5 p.m.

**NATIONAL ASSOCIATION OF COUNTY  
PARK AND RECREATION OFFICIALS  
(NACPRO)**  
Richard Bryant, President  
Director, Department of Recreation and Parks  
Montgomery County, Ohio

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2 p.m.-5 p.m. *Senate Room*  
Mayflower Hotel

The NACPRO Board of Directors has invited John Crutcher, the director of the Bureau of Outdoor Recreation, Department of Interior, to attend its business meeting.

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SUNDAY, MARCH 28 continued

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**NATIONAL ASSOCIATION OF COUNTY  
PLANNING DIRECTORS (NACPD)**  
William O. Thomas, President  
Planning Director  
Syracuse-Onandaga County, N.Y.

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**BOARD/BUSINESS** *Potomac Room*  
**MEETING** Mayflower Hotel  
3 p.m.-5 p.m.

NACPD will discuss its role as an affiliate organization and discuss recommendations regarding structure, role, conduct and relationship with other professional planning associations.

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**RURAL COUNTY RALLY**

3 p.m.-5 p.m. *East Room*  
Mayflower Hotel

A rally will be held to declare NACo's Fair Share program for rural counties. This will be a landmark meeting to present NACo's Rural Manifesto ensuring rural counties receive their fair share of government programs.

NACo President Vance Webb will preside along with Robert Harbison, Chairman of NACo's Rural Development Subcommittee.

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**COMMITTEE ON COMMITTEES**

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3:30 p.m.-5 p.m. *District Room*  
Mayflower Hotel

The chairmen of NACo's 12 steering committees periodically meet with President Vance Webb to resolve possible jurisdictional questions and to initiate joint study and action by two or more steering committees.

**OPENING RECEPTION**

6 p.m.-7 p.m. *Grand Ballroom*  
Mayflower Hotel

**URBAN AFFAIRS COMMITTEE**  
Alfred B. Del Bello, Chairman  
County Executive  
Westchester County, N. Y.

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Planning Director  
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**OPENING RECEPTION**

6 p.m.-7 p.m. *Grand Ballroom*  
Mayflower Hotel

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# MONDAY, MARCH 29

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**REGISTRATION**  
8 a.m.-4 p.m.

*Promenade*  
Mayflower Hotel

**NATIONAL ASSOCIATION OF COUNTY  
ADMINISTRATORS (NACA)**

George Gaekle  
Chief Administrative Officer  
Stanislaus County, Calif.

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**BOARD OF DIRECTORS** *Pennsylvania Suite*  
7:30 a.m.-9 a.m. Mayflower Hotel



**OPENING GENERAL SESSION**

**CONGRESS AND  
THE COUNTIES—  
THE OUTLOOK FOR 1976**  
9 a.m.-10 a.m.

*Grand Ballroom*  
Mayflower Hotel

**A REPORT ON THE EXPANDED VOICE  
IN WASHINGTON**

Vance Webb, NACo President  
County Supervisor  
Kern County, Calif.

**AN OVERVIEW OF THE 94TH CONGRESS**  
Ralph Tabor, NACo Federal Affairs Director

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NACo's **expanded voice in Washington** keeps abreast of all the issues affecting county government. From the time legislation is written to the time it becomes law, **NACo stays on top.** And NACo legislative "**watchdogs**" continue their scrutiny through the writing and issuing of federal regulations. Our **eleven legislative representatives**, specializing in revenue sharing, jobs, welfare and social services, payments-in-lieu of taxes, law enforcement, health, transportation, rural development, air and water pollution, fair labor standards and community development will discuss legislation before Congress.

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# MONDAY, MARCH 29 continued

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**WELFARE REFORM:  
A Proposal for Change**  
10:30 a.m.-12:15 p.m.

*Presidential Room*  
Mayflower Hotel

**NACo's Welfare Reform Task Force** has developed a program for reforming the present welfare system. Both the interim and long range proposals will be presented and the panel members will discuss the proposals and possibilities for enactment by Congress.

**MODERATOR:** Frank Jungas, Chairman, NACo Welfare and Social Services Committee, and Commissioner, Cottonwood County, Minn.

**PRESENTOR:** Sam Bauer, President, National Association of County Welfare Directors and Director, Cuyahoga County, Ohio Welfare Department.

**PANEL:** Art Quern, Deputy Director of the Domestic Council, the White House;

William Farrell, New York Times Reporter, Chicago Bureau.



**GENERAL REVENUE SHARING:** *East Room*  
**Status of Legislation** Mayflower Hotel  
10:30 a.m.-12:15 p.m.

**The State and Local Fiscal Assistance Act** will expire in December 1976, unless Congress acts to renew it. Although the President is supporting renewal and the Democratic leadership has indicated support, the battle for renewal has been a difficult and extended one. The outcome is still uncertain, but this workshop will bring county officials up to date with the latest information on the legislation now under consideration.

**MODERATOR:** **Elisabeth Hair**, NACo Chairman for Taxation and Finance and Chairman of Board of Commissioners, Mecklenburg County, N.C.

**PANELISTS:** **Rep. Clarence J. Brown** (R-Ohio), Member of the House Intergovernmental Relations Subcommittee, Committee on Government Operations;

**Peter Milius**, Financial Writer, *Washington Post*.

**TRANSPORTATION:** *Chinese Room*  
**Airports, Highways** Mayflower Hotel  
**and Public Transit**  
10:30 a.m.-12:15 p.m.

**Extension of the Airport Development Aid Program**, near final passage, will provide funds for air carrier and general aviation airport construction. **A two-year extension of the Federal-Aid Highway Program and Trust Fund**, also near final passage, is of importance to many counties. Those bills along with possible future legislative proposals dealing with public transportation, will be addressed in this session.

**MODERATOR:** **Daniel D. Mikesell**, Chairman NACo Transportation Steering Committee and Supervisor of San Bernardino County, Calif.

**PANEL:** **Rep. James J. Howard** (D-N.J.), Chairman, Surface Transportation Subcommittee, House Committee on Public Works and Transportation;

**Norbert T. Tiemann**, Administrator, Federal Highway Administration, U.S. Department of Transportation;

**John L. McLucas**, Administrator, Federal Aviation Administration, U.S. Department of Transportation.



**SPECIAL LUNCHEON**  
honoring former county officials in the  
"Freshman Class" of Congress

12:30 p.m.-2 p.m. *Grand Ballroom*  
Mayflower Hotel

**PRESIDING:** **Rep. Jerome Ambro** (D-N.Y.), chairman of the "Freshman Caucus", former NACo Transportation Steering Committee Chairman and County Supervisor from Suffolk County, N.Y.

**AWARDS:** **Dan Lynch**, NACo 2nd Vice President; and **Charlotte Williams**, NACo 4th Vice President, will present the awards.

**Former county officials elected as new members to the 94th Congress of the United States House of Representatives who are to be honored are:**

Clifford Allen . . . . . Davidson County, Tenn.  
Jerome Ambro . . . . . Suffolk County, N.Y.  
Don Bonker . . . . . Clark County, Wash.  
Thomas Downey . . . . . Suffolk County, N.Y.  
Joseph Fisher . . . . . Arlington County, Va.  
Herbert Harris . . . . . Fairfax County, Va.  
Philip Hayes . . . . . Vanderburgh County, Ind.  
Jack Hightower . . . . . Wilbarger County, Tex.  
Allan T. Howe . . . . . Salt Lake County, Utah  
William Hughes . . . . . Cape May County, N.J.  
John Krebs . . . . . Fresno County, Calif.  
Matthew McHugh . . . . . Tompkins County, N.Y.  
Henry Nowak . . . . . Erie County, N.Y.  
James Santini . . . . . Clark County, Nev.  
Richard Schulze . . . . . Chester County, Pa.  
Gladys Spellman . . . . . Prince Georges Co., Md.  
Paul Tsongas . . . . . Middlesex County, Mass.  
Edward Pattison . . . . . Rensselaer County, N.Y.  
Bob Traxler . . . . . Bay County, Mich.



**CETA:** *Chinese Room*  
**Jobs and the Future** *Mayflower Hotel*  
2:15 p.m.-3:15 p.m.

**Funding for all titles of the Comprehensive Employment and Training Act**, particularly the public service employment, is under debate. Key congressional leaders discuss the possibilities for immediate funding to avoid layoffs of public jobs participants and their projections for future funding of CETA.

**MODERATOR:** **John V.N. Klein**, NACo Manpower Steering Committee chairman, county executive of Suffolk County, N.Y., and member of the National Commission for Manpower Policy.

**PANELISTS:** **Rep. Marvin Esch** (R-Mich.), ranking minority member, House Subcommittee on Manpower, Compensation, Safety, and Health;

**Rep. Parren J. Mitchell** (D-Md.) chairman of the Human Resources Task Force of the House Budget Committee.

**WATER POLLUTION PROGRAM—The Effect of Extensive Amendments** *Presidential Room*  
*Mayflower Hotel*  
2:15 p.m.-3:15 p.m.

The 1972 Federal Water Pollution Control Act created the largest public works program in the country with \$18 billion available for the construction of municipal sewage treatment plants. Because of increasing estimate of funding need, administrative red tape, recommendations by the Water Quality Commission, the Administration has introduced **extensive amendments** to this program to reduce federal share of funding. A discussion of these amendments and ones to be introduced by Congress will be the major thrust of this panel.

**MODERATOR:** **Jim Hayes**, Chairman of NACo Environmental and Energy Steering Committee, Supervisor, Los Angeles County, Calif.

**PANELISTS:** **Rep. Jim Wright**, (D-Tex.), Chairman of Subcommittee on Investigation and Review of House Public Works Committee;

**John Quarles**, Deputy Administrator, Environmental Protection Agency;

**Jim Smith**, National Water Quality Commission.

**LEAA:** *East Room*  
**Prospects and Prospectives** Mayflower Hotel  
2:15 p.m.-3:15 p.m.

**Counties budget for every functional area of criminal justice:** police, prosecution, indigent defense, courts and corrections. Counties receive almost no federal or state aid for criminal justice **except through LEAA**. With the pending reauthorization of LEAA, counties are asking Congress to provide adequate LEAA funding and make some basic changes in the legislation.

**MODERATOR:** **Phil Elfstrom**, Chairman, Board of Supervisors, Kane County, Ill., and Chairman of NACo Crime & Public Safety Steering Committee.

**REACTORS:** **Rep. Robert McClory** (R-Ill.), member of the House Judiciary Committee;

**Dan Cohen**, Chief Counsel, House Judiciary Committee;

**Ron Ostrow**, Justice Department Reporter, Los Angeles Times Washington Bureau.

**HEALTH BLOCK GRANTS:** *Chinese Room*  
**A Congressional Prognosis** Mayflower Hotel  
3:30 p.m.-4:30 p.m.

There are over 30 categorical health grant programs of interest to counties. Each one has its own complicated set of regulations, time schedules, reporting forms, evaluation procedures, etc. The Administration is proposing to consolidate 15 of these programs into a \$10 billion health block grant to states. What role will counties play in the new program? Will there be a pass through of funds to counties? Before we attempt to answer these questions the Congress must take action on the proposal. What is the congressional prognosis? What are the chances of passage this year? Will such a proposal ever be enacted? Panelists will address themselves to these questions.

**MODERATOR:** **Jack Walsh**, Supervisor, San Diego County, Calif., and Chairman of NACo Health and Education Steering Committee.

**PANELISTS:** **Lee Hyde, M.D.**, Professional Staff member, Interstate and Foreign Commerce Committee, House of Representatives;

**Nancy Hicks**, Health Issues Reporter, *The New York Times* Washington Bureau;

**Mike Gemmell**, NACo Legislative Representative for Health and Education.

**RURAL DEVELOPMENT:** *Presidential Room*  
**Problems and Opportunities** Mayflower Hotel  
3:30 p.m.-4:30 p.m.

This workshop will explore a wide range of problems and opportunities facing rural counties today. Prominent among these concerns are the Rural Development Act and the Administration proposed termination of its grant programs. Attention will be focused on federal programs and policies that can help rural counties meet their most pressing needs.

**MODERATOR:** **Robert Harbison**, Chairman of NACo Subcommittee on Rural Development;

**PANELISTS:** **Rep. Charles Rose** (D-N.C.), Chairman of House Subcommittee on Family Farms and Rural Development;

**James Risser**, Correspondent for Des Moines, Iowa, *Register and Tribune*;

**Elliott Alman**, NACo Legislative Representative for Community Development.

**GENERAL REVENUE  
SHARING: Status of  
Legislation**  
3:30 p.m.-4:30 p.m.

*East Room  
Mayflower Hotel*

The **State and Local Fiscal Assistance Act** will expire in December 1976, unless Congress acts to renew it. Although the President is supporting renewal and the Democratic leadership has indicated support, the battle for renewal has been a difficult and extended one. The outcome is still uncertain, but this workshop will bring county officials up to date with the latest information on the legislation now under consideration.

**MODERATOR:** **Lois M. Parke**, NACo Chairman for State and Local Borrowing and Councilman, New Castle County, Del.

**PANELISTS:** **Rep. John W. Wydler** (R-N.Y.), ranking minority member of the House Intergovernmental Relations Subcommittee, Committee on Government Operations;

**Rep. John Burton** (D-Calif.), member of the House Intergovernmental Relations Subcommittee, Committee on Government Operations;

**Ron Shafer**, Urban Affairs Reporter, *Wall Street Journal* Washington Bureau.

**UNEMPLOYMENT INSURANCE  
TASK FORCE**

**Edmund Edelman, Chairman  
Supervisor  
Los Angeles County, Calif.**

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3:30 p.m.-6 p.m.

*New York Suite  
Mayflower Hotel*

**This task force**, composed of members of NACo steering committees on Manpower, Taxation and Finance, Welfare and Social Services, Labor-Management Relations and others, will hold its initial meeting. **First priority will be the development of NACo policy on legislation which would extend permanent unemployment insurance coverage to local government employes.** Other issues considered will be the linkage between the unemployment insurance system and manpower and income maintenance programs.



**REGISTRATION**  
8 a.m.-4 p.m.

*Promenade*  
Mayflower Hotel

## **STEERING COMMITTEES**

Some meetings held in  
Statler Hilton Hotel

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**9 a.m.-4:30 p.m.** Meetings open to  
(Luncheon break 12:30 p.m.- delegates  
2 p.m.)

## **COMMUNITY DEVELOPMENT STEERING COMMITTEE**

**James M. Scott, Chairman**  
**Supervisor**  
**Fairfax County, Va.**

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**9 a.m.-4:30 p.m.** *Presidential Room*  
Mayflower Hotel

The committee will focus on a number of key issues. The **progress of community development programs** as well as **housing issues**, accented by recent judicial decisions, will be addressed.

A pressing **need for rural development programs**, in light of insufficient funds and an attempt to terminate grants programs, will be major items. In addition, the status of **economic development programs and legislation** will be covered. **NACo's community development team and its expanded rural development effort** will also be discussed.

## **CRIMINAL JUSTICE AND PUBLIC SAFETY STEERING COMMITTEE** **Philip Elfstrom, Chairman** **Kane County, Ill.**

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**9 a.m.-4:30 p.m.** *Virginia Room*  
Mayflower Hotel

The committee will address issues in **criminal justice, juvenile justice, and fire prevention and control**. The **Law Enforcement Assistance Administration (LEAA) programs** must be reauthorized in Congress this year. Changes recommended by the committee last year will be reviewed and the progress of legislation will be assessed. The major recommendation is to provide block-grants to local planning regions to give local officials more discretion in the allocation of LEAA funds. A report of a survey of local officials taken by the Advisory Commission on Intergovernmental Relations will be given by **Carl Stenberg**.

The status of the **Juvenile Justice and Delinquency Prevention Act** will be discussed. Also, plans will be announced for a committee meeting in April to consider changes in NACo's juvenile justice and delinquency prevention policy.

The status and objectives of the **National Fire Prevention and Control Administration** will be reviewed by Administrator **Howard Tipton**. The current status of privacy and security regulations for criminal history information will also be presented.

**ENVIRONMENT AND ENERGY STEERING  
COMMITTEE**

**Jim Hayes, Chairman  
Supervisor  
Los Angeles County, Calif.**

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**9 a.m.-4:30 p.m.** *Senate Room  
Mayflower Hotel*

**Jim Hayes** will be taking positions on amendments to the 1972 Federal Water Pollution Act. Amendments to the 1970 Clean Air Act, energy and solid waste legislation will be analyzed and discussed.

**HEALTH AND EDUCATION  
STEERING COMMITTEE**

**Jack Walsh, Chairman  
Supervisor  
San Diego County, Calif.**

---

**9 a.m.-4:30 p.m.** *Pennsylvania Room  
Mayflower Hotel*

This NACo policy committee will focus on major issues surrounding **health planning and \$3.3 billion education block grant proposals**. Key officials will brief committee members on the implementation of the health planning program. Details of the controversial health and education consolidation proposals will be discussed. Other issues will center around Medicaid, county hospitals, alcoholism and drug abuse, and emergency medical services, as well as education concerns such as impact aid, higher education, and vocational education.

**HOME RULE AND REGIONAL AFFAIRS  
STEERING COMMITTEE**

**Frank A. Francois, Chairman  
Councilman  
Prince George's County, Md.**

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**9 a.m.-4:30 p.m.** *California Room  
Statler Hilton Hotel*

This committee will perform an **oversite service for all of NACo policy**. The purpose of this oversight is to assure that NACo policy reflects the integrity of local control over county policy. It must be emphasized that this committee is to **review and suggest alternatives** in conjunction with the other policy committees of NACo, rather than performing a veto role. The committee will review policy related to county structure, county organization, and regional concerns.

**LABOR MANAGEMENT RELATIONS  
STEERING COMMITTEE**

**Charles Mulcahy, Chairman  
Supervisor  
Milwaukee County, Wis.**

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**9 a.m.-4:30 p.m.** *Maryland Room  
Mayflower Hotel*

The committee will address issues related to NACo's policy on **collective bargaining**; the formulation of an approach and policy regarding **public pension plans** and pending federal legislation affecting public pensions; and a policy position on the voluntary compliance provisions of the **Equal Employment Opportunity Guidelines**. The committee will also be briefed on labor management related legislation currently before the Congress, the Fair Labor Standards Act, and the application of the National Labor Relations Act to public sector employment (H.R. 77).



**LAND USE STEERING COMMITTEE**

**Robert Rusk, Chairman  
Commissioner  
Washoe County, Nev.**

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**9 a.m.-4:30 p.m.**      *Massachusetts Room  
Statler Hilton Hotel*

The Land Use Steering Committee will **review the NACo policy on federal land use legislation.** Particular attention will be given to developing policy recommendations regarding the county role in the "land use planning" provisions that may be included in future federal legislation.

**MANPOWER STEERING COMMITTEE**

**John V.N. Klein, chairman  
County Executive  
Suffolk County, N.Y.**

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**9 a.m.-4:30 p.m.**      *Pan-American Room  
Statler-Hilton Hotel*

The session will include a briefing and question and answer session on the status of **manpower-related legislation**, particularly including appropriations for public service employment, legislation to extend Title VI of the Comprehensive Employment and Training Act, the rewritten Full Employment Act and legislation to extend unemployment insurance to county government employes. The committee will hear policy recommendations from NACo's Unemployment Insurance Task Force, review the manpower platform and take action on any of the issues discussed.

**PUBLIC LANDS STEERING COMMITTEE**

**George Buzianis, Chairman  
Chairman of the Board of Commissioners  
Tooele County, Utah**

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**9 a.m.-4:30 p.m.**      *Ohio Room  
Statler Hilton Hotel*

The Public Lands Steering Committee will be holding a strategy session for a **national coalition in support of payments-in-lieu of taxes legislation.** This legislation would provide payments to counties to compensate for tax immunity of federal natural resource lands. A status report on other public lands legislation will be discussed in preparation for the Steering Committee meeting to be held at the NACo Western Region District Conference in April.

**TAXATION AND FINANCE  
STEERING COMMITTEE**

**Elisabeth Hair, Chairman  
Chairman Board of Commissioners  
Mecklenburg County, N.C.**

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**9 a.m.-4:30 p.m.**      *South American Room  
Statler Hilton Hotel*

The committee will discuss and adopt policy concerning: renewal of general revenue sharing; federal legislation concerning a taxable bond option for states, counties and cities; federal legislation requiring additional disclosure for issuers of municipal bonds; the increased number of pollution control bond issuances; and improvement of the federal grant in aid system.

**TRANSPORTATION STEERING COMMITTEE**  
**Daniel D. Mikesell, Chairman**  
**Supervisor**  
**San Bernardino County, Calif.**

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9 a.m.-4:30 p.m. *New York Room*  
Mayflower Hotel

The committee will consider resolutions and proposed platform changes for presentation to membership at the Annual Conference. These matters will include **aircraft noise and aviation regulatory reform, intergovernmental relations issues in highway legislation, urban and rural public transportation operating subsidies and labor-protective requirements**, and related transportation issues. There will be a status report on pending airport construction grant and highway legislation.

**WELFARE AND SOCIAL SERVICES**  
**STEERING COMMITTEE**  
**Frank Jungas, Chairman**  
**Commissioner**  
**Cottonwood County, Minn.**

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9 a.m.-4:30 p.m. *State Room*  
Mayflower Hotel

The major legislative issues which the committee will be discussing will be **social services, AFDC Reform and Food Stamps**. The committee will be briefed on three NACoRF projects concerning counties on rural poverty, the aged and social services. The committee will work on platform changes to be taken to the members at the Annual Conference in Salt Lake City.

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**LUNCHEON:**  
**THE ADMINISTRATION'S PLANS**

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12:30 p.m.-2 p.m. *Grand Ballroom*  
Mayflower Hotel

**PRESIDING:** **Louis Mills**, NACo 3rd Vice President, County Executive of Orange County, N.Y.

**SPEAKERS:** **Dr. David Mathews**, Secretary, U.S. Department of Health, Education and Welfare;

Dr. Mathews will discuss the Administration's plans and goals regarding legislation and programs in the coming year.

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**COUNTY ASSISTANCE CLINIC**  
Rodney L. Kendig  
Director  
NACo County Resources Dept.

**INTRODUCTION AND DISCUSSION** *East Room*  
Mayflower Hotel  
2 p.m.-4:30 p.m.

NACo's educational and research arm is involved with the subject areas most important to county government. The **County Assistance Clinic** provides an opportunity for delegates to become informed of the information, assistance, technical aid and resources available to them.

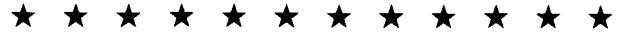
Each of NACo's project areas will give short presentations followed by direct delegate assistance at subject designated discussion tables. The areas to be covered are: energy, waste water facilities, transportation, solid waste, manpower unemployment insurance, functional consolidation, alcohol abuse, management improvement, county modernization, labor management personnel, tax and finance, higher education, rural human resources, aging, criminal justice and Title XX.

**RESOLUTIONS COMMITTEE** *Grand Ballroom*  
4 p.m.-7 p.m. Mayflower Hotel

The Board of Directors will meet as a Resolutions Committee to consider any proposed **interim policy resolutions from the NACo steering committees**. All of these interim policy resolutions will have to be reaffirmed by the NACo member counties voting at the Annual Conference in Salt Lake City, Utah. The Resolutions Committee will only consider interim policy resolutions on legislative issues requiring immediate action.

**REGISTRATION**  
8 a.m.-10 a.m.

*Promenade*  
Mayflower Hotel



**LEGISLATIVE BREAKFAST** *Grand Ballroom*  
7:45 a.m.-9 a.m. Mayflower Hotel

**MODERATOR: William O. Beach**—NACo  
Second Vice President,  
Judge, Montgomery County,  
Tenn.

In preparation for county officials' visits to their members of Congress, NACo committee chairmen will brief conference participants on specific legislation pending before Congress which will have a major impact on counties. **A NACo Legislative Priorities List** will be given to each county official.



**TRANSPORTATION**  
9:15 a.m.

Buses leave from the DeSales St. entrance of Mayflower Hotel for Capitol Hill. (See transportation explanation p. 3 of this program.)

**REPORT BACK ROOMS**  
10 a.m.-3 p.m.

Senate:  
*154 Russell Bldg.*  
House:  
*1310 Longworth  
Off. Bldg.*

Two rooms will be available for reporting the results of your congressional calls.



**CONSUMER FRAUD—** *New York Suite*  
**CIVIL REMEDIES** *Mayflower Hotel*  
**11 a.m.-12 Noon**

Counties are successfully using civil procedures instead of criminal sanctions in some consumer fraud cases. The public is more efficiently served at a lower cost by avoiding complicated criminal court actions. This session highlights some successful programs and provides information on instituting civil remedies.

**MODERATOR:** **Francis Patrick McQuade**, Vice President, National Association of County Civil Attorneys, and County Counsel, Essex County, N.J.

**PANELISTS:** **Ted Garrish**, Deputy General Counsel, Office of Consumer Affairs, Department of Health, Education, and Welfare;

**Barbara Gregg**, Director of Office of Consumer Affairs, Montgomery County, Md.;

**August Bequai**, Esq. Chairman of Federal Bar Association's Committee on White Collar Crime

**BUSINESS MEETING** *New York Suite*  
**Noon-1 p.m.** *Mayflower Hotel*

**GENERAL** **E. Barrett Prettyman Jr.**,  
**REMARKS:** Esq. Senior Partner, Hogan & Hartson, Washington, D.C.

NACCA's Supreme Court amicus brief on the Fair Labor Standards Act Amendments of 1974 will be discussed by **William Bertera**, Legislative Representative, NACo. Also, the Western Region District Conference program and resolutions will be considered.

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**1976 NACo CONFERENCES &  
FUTURE ANNUAL CONFERENCES**

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**1976 NACo CONFERENCES**

**Western Region Conference**  
**EL PASO COUNTY**  
Colorado Springs, Colorado  
April 21-23, 1976

**41st Annual Conference**  
**SALT LAKE COUNTY**  
Salt Lake City, Utah  
June 26-30, 1976

**FUTURE ANNUAL CONFERENCES**

**Wayne County,**  
Detroit, Michigan  
July 23-27, 1977

**Fulton County,**  
Atlanta, Georgia  
July 8-12, 1978

**Jackson County,**  
Kansas City, Missouri  
July 14-18, 1979

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

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**NACo AFFILIATED ORGANIZATIONS**

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- **NACA**—National Association of County Administrators
- **NACCA**—National Association of County Civil Attorneys
- **NACE**—National Association of County Engineers
- **NACHO**—National Association of County Health Officials
- **NACIO**—National Association of county Information Officers
- **NACo/CIC**—National Association of Counties/Council of Intergovernmental Coordinators
- **NACMO**—National Association of county Manpower Officials
- **NACPD**—National Association of County Planning Directors
- **NACPRO**—National Association of County Park and Recreation Officials
- **NACRC**—National Association of county Recorders and Clerks
- **NACTFO**—National Association of County Treasurers and Finance Officers
- **NACWD**—National Association of County Welfare Directors
- **NCCAE**—National Council of County Association Executives
- **NCECE**—National Council of Elected County Executives
- **WRD**—Western Region District



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---

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continued**

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Allegheny County Deputy Director  
Office of Manpower  
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Pittsburgh, Pennsylvania 15219

**Wes Uhlman, NARC**  
Mayor  
City Hall  
Seattle, Washington 98101

**Robert Zapsic, NACPD**  
Executive Director  
Planning Commission  
Beaver County Courthouse  
Beaver, Pennsylvania 15009



THE WHITE HOUSE

WASHINGTON

March 29, 1976

MEMORANDUM FOR:

JIM CANNON  
JIM CAVANAUGH  
ART QUERN  
MARGO BOYLE  
PAT DELANEY  
RAY HANZLIK  
JUDY HOPE  
GEORGE HUMPHREYS  
SPENCER JOHNSON  
PAUL LEACH  
DAVID LISSY  
SARAH MASSENGALE  
LYNN MAY  
ALLEN MOORE  
PAUL MYER  
DICK PARSONS  
KATHLEEN RYAN  
GLENN SCHLEEDE

*Kathy Conahan  
CA for:*

FROM:

STEVE McCONAHEY

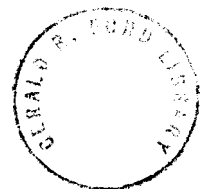
SUBJECT:

NACo Legislative Conference

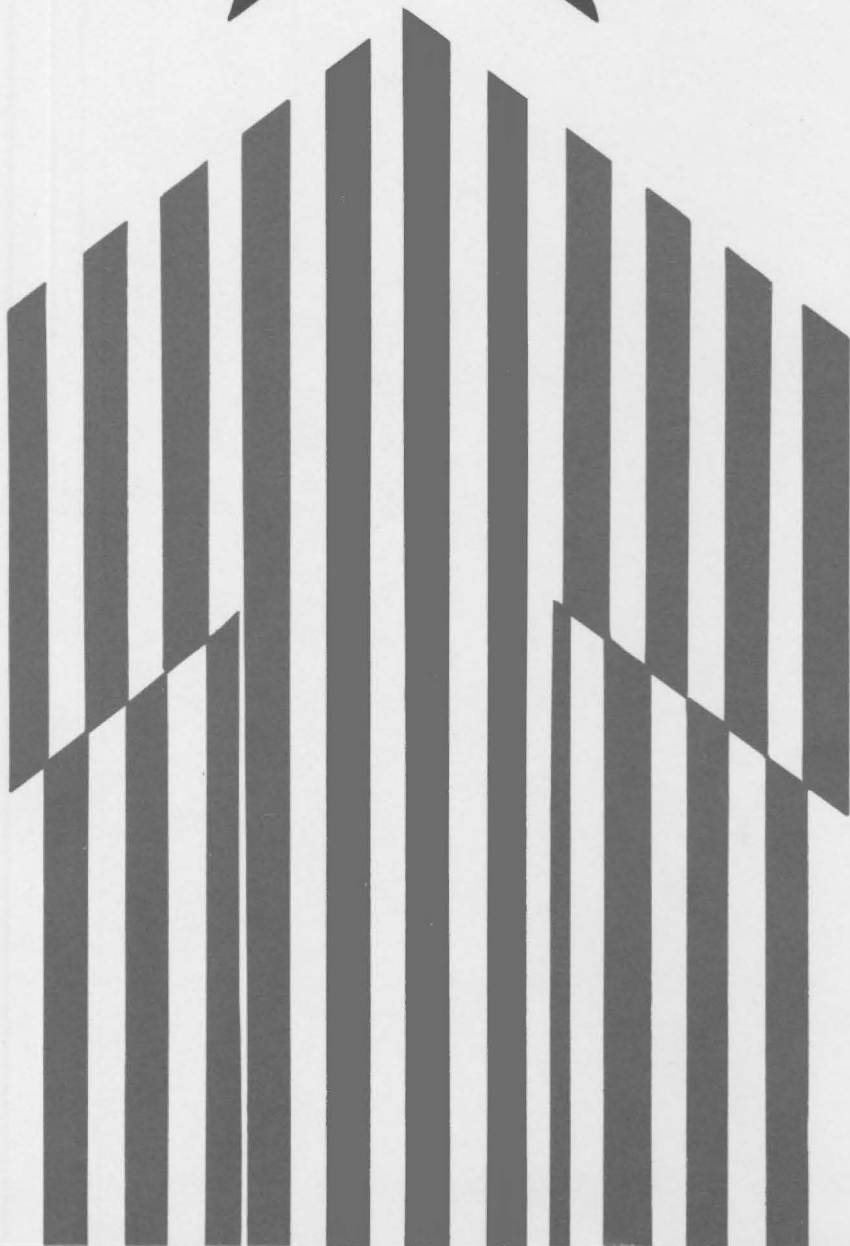
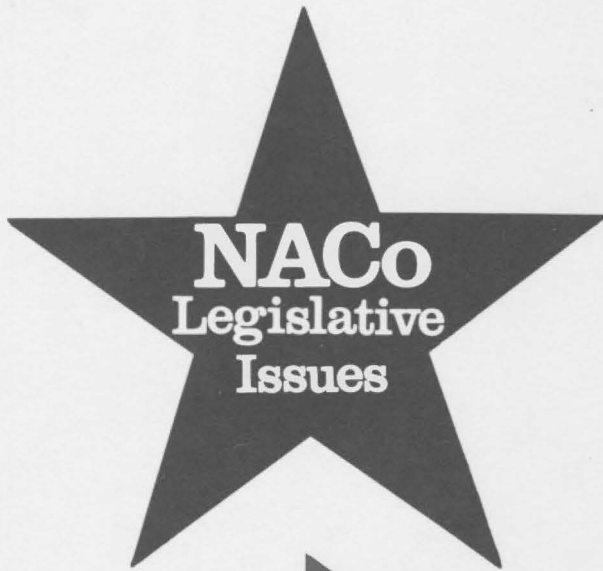
Attached is a fairly detailed statement on the domestic policy of the NACo. This booklet outlines in detail the issues that will be discussed at this week's legislative conference, and suggests what issues NACo will be working with over the next year.

I think this should be a useful reference for you. We hope to get similar documents from the cities and the states.

Attachment



National Association of Counties  
Legislative Conference 1976  
Washington, D.C.



# ISSUES BOOKLET INDEX

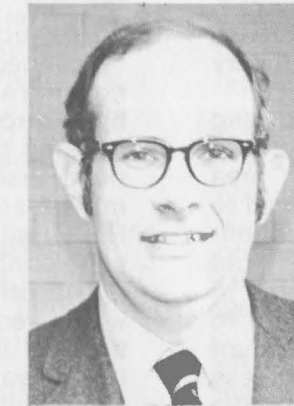
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# COMMUNITY DEVELOPMENT STEERING COMMITTEE

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## COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

### BACKGROUND

The passage of the Housing and Community Development Act of 1974 opened a major new area of opportunity for all counties, particularly urban counties. The act recognized the growing needs of areas outside of the center cities and the significant role which county governments must assume in addressing the issues of growth, economic and community development, and housing.

The community development block grant program incorporated seven categorical programs: urban renewal, the neighborhood development program, Model Cities, water and sewer facilities, open space grants and housing rehabilitation loans. The Congress provided, over a three year period, \$8.4 billion to fund the program.

Of the amounts appropriated each year, 2 per cent is reserved for the secretary's discretionary fund. Eighty per cent of the amount remaining is earmarked for standard metropolitan statistical areas

(SMSA's) and 20 per cent for nonmetropolitan areas (non-SMSA's). Funds are distributed on the basis of a formula including population, poverty, and overcrowded housing.

Urban counties are those over 200,000 in population, excluding the population of metropolitan cities within them, and having the authority to undertake essential community development and housing activities. These counties receive a formula share of funds. Other counties are eligible for discretionary funds.

During fiscal '75, the first year of the program, 73 urban counties received \$119 million. The high level of urban county participation astounded Congress and the Department of Housing and Urban Development (HUD). A 1974 House of Representatives' committee report estimated urban county participation at 10 to 15 during the first year with a prognosis of a total of 50 urban counties participating

[continued on page 2]

by the sixth program year. Early estimates for fiscal '77 indicate that three additional counties will achieve urban county status, bringing the estimated funding level to \$200 million.

In addition, over 100 nonentitled counties, metropolitan and nonmetropolitan, received community development funds during fiscal '75. Overall, county participation is expected to increase substantially in future years as more discretionary money becomes available.

The high level of urban county participation during the first program year created a substantial decrease in funds available for the metropolitan area discretionary fund in fiscal '75. This was resolved to some degree through a supplemental appropriation. However, an anticipated shortfall in the hold harmless communities led to an amendment in committee by Sen. Edward Brooke (R-Mass.) to H.R. 9852 in December 1975. This amendment provided that any loss of funds for hold harmless communities would be taken from the formula entitlements of urban counties.

NACo staff worked closely with the Senate Banking Committee and other organizations to successfully achieve a compromise for fiscal '77. The compromise recommended by NACo calls for replacing the Brooke amendment with: \$200 million off the top of the total appropriation for fiscal '77 is set aside, with up to \$100 million available for hold harmless purposes and at least \$100 million available for SMSA balances (the House-passed version of the bill so provides).

If, after this, a deficit still remained in hold harmless, HUD must use the secretary's special 2 per cent discretionary fund (also off the top of the appropriation).

## ECONOMIC DEVELOPMENT ACT

### BACKGROUND

The Public Works and Economic Development Act of 1965 established the Economic Development Administration (EDA). The agency funds programs designed to reduce the incidence of substantial and persistent unemployment in economically distressed areas. The nation's unemployment level is currently at 7.6 per cent.

In fiscal '76, the agency administered the Job Opportunity Program, Title X. The program allocated \$375 million to finance "labor intensive projects." Almost 100,000 people were employed as a result.

The Public Works and Economic Development Act expires in June 1970. The Administration has proposed a three year extension of the act, at reduced funding levels.

The Administration is requesting a budget of \$223 million for fiscal '77 for EDA, a significant reduction from fiscal '76. Last year the Administration requested \$290 million and Congress appropriated \$360 million. That is almost \$140 million above this year's request.

Moreover, last year's total was increased by the \$375 million Title X program, for which no new funds

If a deficit still exists after this, HUD must then reduce, pro rata, the formula entitlements for metropolitan cities and urban counties. Senators Alan Cranston (D-Calif.) and Brooke offered the compromise as a floor amendment to H.R. 9852 on Jan. 23, 1976. It was approved by voice vote, as was the bill. Although the Senate has requested a conference with the House, the House has not responded. Instead, the chairman of the House housing and community development subcommittee has introduced H.R. 11769 extending various housing programs, the planning program, 701 and flood insurance. In addition, it includes the \$200 million set aside for fiscal '77. After hearings, the House will then decide whether to report this bill, or go to conference with the Senate on H.R. 9852.

The other major community development issue which requires congressional action is appropriations. HUD requested the full amount of authorizations available for fiscal '77. If approved, the community development program will be funded at \$3.245 billion.

### NACo POSITION

NACo supports passage of H.R. 9852 as amended by the Senate as well as congressional action approving the Administration's request for the full authorization to adequately fund urban counties besides providing assistance to discretionary counties.

### ACTION NEEDED

- A House-Senate Conference on H.R. 9852 and final adoption of the Cranston-Brooke amendment;
- Appropriation of the full community development authorization for fiscal '77 of \$3.245 billion.

were requested.

A major bill, the Public Works and Employment Act of 1975, was killed when the Senate failed to override the President's veto. This bill would have provided \$2.5 billion in public works assistance.

The Senate subcommittee on economic development will consider the Administration's three year extension proposal and funding level in March. This will be followed by hearings in the House.

NACo has testified at these hearings.

### NACo POSITION

The **American County Platform** states that "In order to address the social, economic and development needs of urban and rural areas, it is imperative that federal programs be fully funded at levels commensurate with national needs."

### ACTION NEEDED

- Urge reauthorization of EDA for three years;
- Support a level of funding at least equal to last year's level;
- Develop a broadened economic development policy.

## 701 COMPREHENSIVE PLANNING AND MANAGEMENT PROGRAM

### BACKGROUND

The 701 Comprehensive Planning and Management Program was authorized by the Housing Act of 1954 and revised by the Housing and Community Development Act of 1974. The grants which may equal up to two-thirds of project costs are utilized for planning and management activities and may go to states, counties, municipalities, areawide planning organizations and Indian tribes.

Participants in the program must carry out an ongoing planning process aimed at the development of a comprehensive plan. Participants are allowed flexibility in program but must include a housing plan and a land use plan.

The 1974 Housing and Community Development Act authorized urban counties to apply directly to the Department of Housing and Urban Development (HUD) for 701 grants. However, the appropriations committees decided that urban counties should use their Community Development Block Grant, instead of 701 grants, to fund planning and management activities, and used this as a rationale for reducing the appropriation.

In fiscal '76, \$150 million was authorized for 701 programs. The program only received \$75 million in funding, however, a reduction from the \$100 million

level of fiscal '75.

The Administration is requesting only \$25 million for 701 programs for fiscal '77. This is a two-thirds reduction.

### NACo POSITION

NACo recognizes that the comprehensive planning process is essential to all counties, whether they be urban or rural, as a means for providing the management framework within which necessary, efficient, economic and satisfying decisions can be made and implemented.

NACo supports funding for the 701 Comprehensive Planning and Management Program, sufficient to meet the needs of states, counties, cities and regional organizations.

### ACTION NEEDED

- Urge Congress to authorize the 701 program at the fiscal '76 level of \$150 million;
- Urge the appropriations committees to follow the intent of the 1974 act and permit urban counties to receive 701 funds;
- Urge the appropriations committees to appropriate the full amount authorized for fiscal '77.

## PUBLIC WORKS EMPLOYMENT LEGISLATION

### BACKGROUND

Despite a gradual reversal in various economic indicators signaling that the nation is beginning to pull out of the recession, unemployment still remains at an unacceptably high 7.6 per cent. Excessive unemployment such as this causes a shortfall in revenues for state, county and city governments and causes many to defer or eliminate capital projects and to reduce services, layoff personnel or increase taxes.

In February, the Congress passed, but the President vetoed and his veto was sustained by three votes, H.R. 5247, a \$6.2 billion package of public works construction grants and countercyclical anti-recession assistance for hard-pressed state and local governments to help them cope with the recession. The \$2.5 billion in 100 per cent public works construction grants was intended to reduce unemployment in the devastated construction industry, while at the same time funding construction of urgently needed public facilities. The countercyclical anti-recession provisions were intended to help those state and local governments whose unemployment rate exceeded 6 per cent to stabilize their operating budgets, avoiding fiscal actions (tax increases, layoffs or service cuts) which would contradict federal efforts to stimulate the economy (through income tax reductions).

The vetoed bill also contained \$500 million for the Title X Job Opportunities Program, \$125 million for business and industrial loans and an additional \$1.4

billion authorization for 33 states for sewage treatment plant construction grants.

In vetoing the bill, the President called it "election year pork barrel" legislation which would be ineffective in combatting unemployment and incapable of creating the 600,000 jobs it sponsors predicted. The Administration instead proposed a \$700 million supplement to the Community Development block grant program administered by the Department of Housing and Urban Development to stimulate job creation at the local level. Congress, however, is not expected to act favorably on this proposal, preferring instead to use the Economic Development Administration. EDA has been administering job creating programs since 1965. Congress is expected to provide more funding than the Administration proposed.

To this end, the Senate Public Works Committee is proceeding with consideration of a less-costly public works bill, including construction grants, Job Opportunities Program funding and business development loans. The committee is not expected to attach the countercyclical provisions or the additional funding for sewage treatment plant construction to its new bill. However, they are expected to be offered as amendments when the bill reaches the Senate floor. The House is awaiting action by the Senate.

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NACo POSITION

NACo supports congressional enactment of public works and countercyclical antirecession assistance legislation, but recognizes that combining the two measures will only succeed if a two-thirds majority is obtained.

ACTION NEEDED

- Urge the Congress to promptly enact public works and countercyclical legislation to help states, counties and cities construct needed public facilities and stabilize their operating budgets.

RURAL DEVELOPMENT

BACKGROUND

The Rural Development Act of 1972 was enacted to revitalize rural areas of America. It contains major grant and loan programs to assist rural communities. The grant programs, envisioned as the bedrock of the effort, authorized the following annual grants:

- \$300 million for water and waste disposal grants;
- \$30 million for water and waste disposal planning grants;
- \$50 million for business and industrial development;
- \$10 million for comprehensive rural development planning grants;
- \$7 million for Rural Fire Protection Grants;
- \$397 million . . . Total Annual Grants.

This funding level has never been attained. The program has also been subjected to repeated deferrals and rescissions.

For fiscal '77, the Administration requested zero funding for the grants programs. The water and waste disposal grants currently have a \$489 million waiting list.

The Administration's position is that the loans programs are sufficient for rural development. The fiscal '77 budget request for loans is at last year's level, \$1 billion. There is presently a waiting list of \$2.2 billion for the loans. Many rural counties contend they cannot afford to finance these projects solely with loans.

An additional \$500 million was appropriated for FmHA housing loans. These monies have been rescinded.

NACo POSITION

The American County Platform urges full funding and implementation of the Rural Development Act and that the United States Department of Agriculture (USDA) provide adequate and competent field staff support for this program to be effective.

ACTION NEEDED

- Reaffirm NACo's commitment to full funding and implementation of the Rural Development Act;
- Urge the defeat of all pending rescissions and the immediate obligation of the funds.

CRIMINAL JUSTICE AND PUBLIC SAFETY STEERING COMMITTEE

Chairman



Philip Elfstrom  
Kane County, Ill.

Chairman for Courts



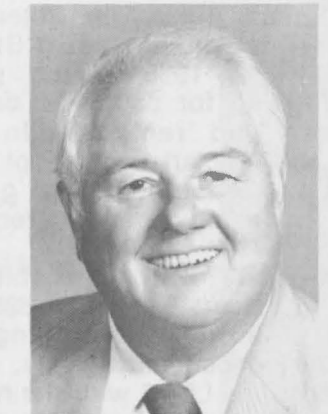
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Genesee County, Mich.

LAW ENFORCEMENT ASSISTANCE ACT

BACKGROUND

In 1968, Congress perceived crime as a national emergency and wanted to speed relief to the front lines—to the law enforcement, judicial and

correctional agencies that could register the most immediate effect on crime rates. As a result, the

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Omnibus Crime Control and Safe Streets Act of 1968 was enacted.

Eight years and \$4.5 billion dollars later, the 94th Congress is now re-evaluating reauthorization of LEAA. Re-enactment of this block grant program so crucial to counties, faces a gauntlet of critics. Many advise Congress to divide the block grants into smaller units—categorical grants—and exercise more control over how the money is spent.

NACo contends that states are already dividing the block they receive from LEAA into tiny bricks; frustrating local governments which often cannot fit them into their plans. The block grant program has now become a categorical grant program at the state level.

NACo notes that the LEAA program stimulated development of local criminal justice planning. This new capacity enables local governments to look at their criminal justice agencies as a system, to test and evaluate new ideas and to work out some coordinated projects.

A number of pending bills reflect the thinking of Congress on reauthorization of LEAA:

**H.R. 8967 (Rodino Bill).** Rep. Peter Rodino has introduced legislation entitled "State Courts Improvement Act of 1975" which provides for independent funding for courts to determine the delays, causes and remedies in litigation; encourages state judiciaries to adopt coordinated planning; and authorizes additional grants to the state courts to improve and strengthen their operations.

**S. 3043 (Kennedy Bill).** This bill combines provisions of the Court Bill, H.R. 8967, with the establishment of a judicial planning committee operating as an independent agency, representing the courts. It provides LEAA with the responsibility of providing direction and leadership to the states and locals and authorizes the mini-block grant approach, awarding grants directly from the State Planning Agency (SPA) to cities, urban counties and local government units. The bill continues high impact funding, earmarks funds for reducing court

congestion and asks for funding for three years for \$3 billion. Extensive congressional oversight also is called for.

**S. 2212 and H.R. 9236—The Administration bills.** These bills reauthorize the Omnibus Crime Control and Safe Streets Act of 1968 with five year funding for \$6.5 billion; funding of state and local criminal justice planning and requires 40 per cent of the state planning grant passed through to local government to help them plan for criminal justice needs. They mandate state planning boards to be representative of criminal justice agencies and units of local governments; provide for grants to states and units of local governments to fund specific projects; and states must pass through a certain percentage of grants to units of local government to carry out local programs and projects conforming to priorities established at the state level. Programs are to be approved at the state level.

A one-year reauthorization with minor changes is a real possibility. Although the President's budget subtracts \$100 million from the fiscal '76 budget appropriating \$707.9 million to LEAA for fiscal '77, NACo is proposing reinstatement of this amount bringing the funding back up to \$880 million.

**NACo POSITION**

NACo has testified before the Senate subcommittee on criminal laws and procedures and House subcommittee on crime requesting: reauthorization of LEAA for another five years; awarding block grants to local planning units for cities and counties; increasing the share of planning funds local governments receive from 40 per cent to 50 per cent; increasing representation of local elected officials on planning unit boards of directors.

**ACTION NEEDED**

- Contact members of the House and Senate Judiciary Committees as well as your own representatives urging their support for NACo's recommendations for reauthorization;
- Urge Congress to re-enact LEAA at full funding level and reaffirm NACo's policy.

**ENERGY AND ENVIRONMENT STEERING COMMITTEE**

Chairman



James A. Hayes  
Los Angeles County,  
Calif.

Chairman for Energy



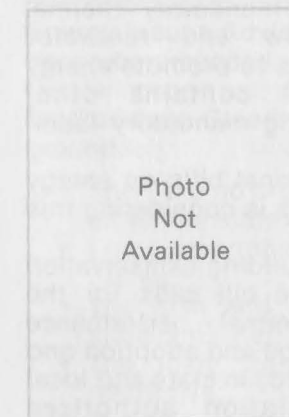
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Neal Potter  
Montgomery County,  
Md.

Chairman for Solid Waste



Bay Haas  
Mobile County, Ala.

Photo  
Not  
Available

Chairman for Air Quality



Dick Brown  
San Diego County, Calif.

**AIR POLLUTION**

**BACKGROUND**

Over the past ten months, the House and Senate have been considering major amendments to the 1970 Clean Air Act. The Senate has reported a bill out of committee though the actual text is not yet available. The House Commerce Committee is about to complete markup on their amendments to H.R. 10948.

The major changes in the National Clean Air Act affecting local governments will probably occur in the following areas:

**Automobile Emission Controls.** Extensions for auto industry from statutory standards established under the 1970 Act.

**Local Consultation.** A larger role for local governments in planning and implementing air pollution abatement programs.

**Indirect Sources.** Studies to determine effectiveness of indirect source controls as an air quality control measure prior to requiring its use.

**Prevention of Significant Deterioration.** Specifying

the levels to which clean air areas of the country will be allowed to deteriorate and the intergovernmental process by which each area will be classified.

**Transportation Controls.** Extensions for cities and counties to comply with primary air standards where transportation measures would cause the area social or economic disruption. The Senate bill authorizes local governments to adopt new transportation plans through Metropolitan Planning Organizations, established under Federal Aid Highway Act of 1973, or air quality maintenance planning organizations. President Ford requested only \$51 million dollars to fund states and local air programs.

**NACo POSITION**

NACo strongly supports amendments to the Clean Air Act which would give local elected officials a

[continued on page 8]

more active role in the formulation, implementation and enforcement of those air pollution programs affecting land use and transportation controls.

NACo believes that the automobile industry should meet the automobile emission standards established under the 1970 Clean Air Amendments as soon as possible.

NACo is opposed to any overall relaxations of national clean air standards and supports increased funding for state and local pollution control

**ENERGY CONSERVATION PROGRAMS**

**BACKGROUND**

On Dec. 22, 1975, the President signed into law the country's first comprehensive energy bill, "The Energy Policy and Conservation Act." The bill contains a state conservation program which offers \$50 million dollars per year for three years to assist states in development and implementation of energy conservation programs.

To be eligible for federal assistance, the state program must include: mandatory lighting efficiency standards for building; programs to promote car pooling and public transportation; mandatory standards for energy efficiency governing procurement practices of the state; mandatory thermal efficiency standards for new and renovated buildings; traffic law regulations to promote energy efficiency usage. The bill contains other conservation measures including mandatory labeling of major energy appliances.

There are a number of additional bills on energy conservation which the Congress is considering this session.

The House has passed the Building Conservation Standards Act, H.R. 8650. The bill calls for the development of national thermal performance standards over a three year period and adoption and implementation of these standards in state and local building codes. The legislation authorizes \$10 million to aid states and localities in developing implementation plans.

A vote on the companion bill in the Senate is expected any day. The Senate version, however, contains harsh sanctions (cutoff of all direct and indirect housing funds) to governments which are not certified as having adopted the national standards. Amendments are expected to be introduced on the floor to delete the sanctions.

Another bill currently being considered is the Energy Conservation Act of 1976, S. 2932 introduced by Sen. Edward Kennedy (D-Mass.) in the Senate and Rep. Timothy E. Wirth (D-Colo.) in the House.

This bill establishes a program to facilitate conservation investments in residential housing, commercial and public building, and industrial plants. The program is designed to be coordinated through the states, which are required to develop and administer energy conservation programs. Ten billion dollars of financial assistance in the form of loan guarantees, interest subsidies and grants are available to help states implement the conservation programs.

The conservation program would be geared towards providing financial incentives to residential consumers and small businessmen to better insulate their homes and businesses. The program, if enacted, would be incorporated as a part of the

agencies.

**ACTION NEEDED**

- Pressure must be put on Congress to oppose relaxations and unnecessary deadline extensions for automobile industry;
- Pressure must be put on Congress to increase role of local governments in devising air abatement programs.

state energy conservation plans developed under the Energy Policy and Conservation Act, P.L. 94-163. The program does not duplicate the current Weatherization Act incorporated under the Community Service program which is geared towards low-income housing.

**NACo POSITION**

The Federal Energy Administration is presently drafting the regulations which guide the state conservation program. NACo is concerned that the FEA office charged with the development of these regulations has not been responsive to the need for an active local governmental role in the planning and implementation of the state programs.

NACo believes that the states must work in conjunction with local governments in developing state energy conservation programs and that funds should be passed through to local governments implementing those programs consistent with the state program.

NACo supports thermal efficiency performance standards, but strongly opposes any federal sanctions such as withholding funds to penalize local governments which have not implemented thermal efficiency standards. A positive approach utilizing technical assistance grants to states and local governments for implementing the standards is favored.

NACo supports the basic intent of S. 2932. However, the bill needs to include a more active role for local governments. NACo stresses that local governments can most directly promote energy conservation measures through education and information exchange programs. The bill must be broadened to actively include and promote solar energy usage.

In general, NACo has been appalled by the Federal Energy Administration's continued lack of recognition for the role that local governments must play in our national efforts to conserve and develop energy. In almost every bill or initial guidelines that have generated from this agency, there has been no mention of local governments. A NACo Energy Advisory Committee has been established to work more closely with FEA to ensure a continuing dialogue between federal government representatives and officials of county governments.

**ACTION NEEDED**

- Oppose any FEA proposal that does not include an adequate role for county officials;
- Oppose any sanction in thermal efficiency bill;
- Urge Congress to establish more active roles for local government in any future energy conservation bill.

**ENERGY IMPACT LEGISLATION**

**BACKGROUND**

There are three basic categories of energy impact legislation that would provide planning and energy related development impact funds to states and local governments. The first category relates to a sharing of OCS (outer continental shelf) leasing revenues. This includes the Senate approved S. 586 (Rep. Hollings, D-S.C.) and the House approved bill H.R. 3981 (Murphy, D-N.Y.) The legislation now goes to Conference Committee.

The second category relates to a sharing of mineral leasing revenues from activities on the federally owned lands. This includes the Senate approved S. 391 and the House approved H.R. 6721.

The third category is the Administration's proposal (S. 3007) for a loan and loan guarantee program, rather than a sharing of leasing revenues. This bill was introduced in February 1976 as an apparent substitute for the Senate and House approved bills.

OCS Bills S 586 and H.R. 3981 would establish planning and impact funds for onshore development of energy related government facilities, such as roads, schools, and hospitals. Funds would come from OCS lease revenues that could ultimately reach \$7 billion annually.

In the Senate bill, grants to states would be determined by estimating "net adverse impact" of energy related activities. In the House version, there would be a combination of impact and source of oil factors to distribute \$200 million annually. Both versions have "pass through" provisions for local governments impacted by developments (in the Senate bill it is a "permissive" pass through and in the House bill it is mandatory).

The program would be administered through the Coastal Zone Management program now being implemented by states, counties and cities. This is an important provision since the Coastal Zone Management Act provides that federal agencies and their licensees must prove their actions are "consistent" with approved state Coastal Zone Management plans. This would apply to OCS leases and permits. It would also require public hearings and environmental impact statement.

The Administration opposes these bills on the issues of funding and the consistency provisions.

Mineral Leasing. S. 391 and H.R. 6721 would amend the Mineral Leasing Act of 1920 to provide additional funds to states, counties and cities for government facilities and services impacted by energy developments on the federal lands. Following is a comparison of the mineral lease revenue sharing provisions:

	Current Act	S. 391	H.R. 6721
(in percentages)			
General Treasury	10	10	10
Reclamation Fund	52½	30	40
State Share for Schools and Roads	37½	--	37½
State Share for any Government Purpose	--	60	12½

For the additional funds available for any government facility or service, both bills require states to give a priority to communities impacted by energy developments on the federal lands.

Differences between the bills include the following: the Senate version includes coal strip mining regulations for the federal lands and the House version does not. The House version includes features not in the Senate bill for geothermal developments, public hearings, prohibitions of coal leasing in national parks, a mandatory exploration program and a provision for states to hold up leases for six months for reconsideration.

The Administration opposes both bills on the issues of strip mining regulations and funding.

**Administration Proposal.** The Administration has introduced a loan and loan guarantee proposal (S. 3007) for states and local governments impacted by energy developments. A \$1 billion revolving fund would be established from OCS lease revenues. Planning grants would also be made to the states.

The proposal has been reviewed by the NACo Energy Issues Advisory Committee. The committee has recommended opposition of the Administration's proposal to the NACo Energy and Environment Steering committee on the following grounds:

- There are no provisions for local consultation at either the state or federal level;
- Local governments are not eligible for planning grants;
- The loan and loan guarantees would require state constitution changes in some states;
- The loan "forgiveness" provisions are too restrictive;
- There is no allowance made for "net adverse impacts" (an assumption is made that local governments always benefit by energy development impacts).

**NACo POSITION**

NACo has actively supported the bills approved by Congress on the grounds that they provide a meaningful local voice in the decision making process and they provide a reasonable sharing of energy leasing funds. In addition, the OCS bills provide that federal actions must be consistent with approved state Coastal Zone Management plans now being developed by states, counties and cities.

**ACTION NEEDED**

- Reaffirm NACo support for congressional efforts to provide a local voice and local sharing in the federal energy development leasing programs;
- Oppose the Administration's proposal for a substitute loan and loan guarantee program.

# SOLID WASTE LEGISLATION

## BACKGROUND

During the past two years, Congress has been unsuccessfully trying to enact a more comprehensive solid waste bill than the existing 1970 Resource Recovery Act. Last year the House Commerce Committee held comprehensive hearings on solid waste legislation. NACo was a key witness.

A comprehensive draft bill has been completed by the committee which authorizes grants for construction and evaluation of solid waste resource recovery demonstration projects; grants for development of state comprehensive solid waste plans incorporating local regional plans; loan guarantees for local resource recovery systems; a solid waste disposal charge on projects; mandatory solid waste labeling requirements; and a hazardous waste program.

The Senate Public Works Committee which had considered adding a solid waste bill as Title II of the Clean Air Amendments, is expected to begin working on solid waste one the clean air bill is taken up on the floor.

## WATER POLLUTION

### SECTION 208—AREAWIDE WASTE MANAGEMENT

#### PLANNING

##### BACKGROUND

Section 208 of the Water Pollution Control Act provides local governments with an opportunity to plan and manage their future waste water treatment needs on an areawide basis. After a hesitant start caused by the Administration's lack of commitment to the 208 requirement, the program finally seems to be getting off the ground. One hundred forty nine agencies have been designated to undertake 208 planning.

Recently a U.S. District Court ruled that states must adopt 208 planning for all other areas in the state not yet designated under section 208. The court decision changes the current interpretation of the law that 208 planning is a process for areas of urban-industrial concentrations. It also enables states to compete for 208 funding.

EPA issued regulations requiring all designations to be completed by April 26, 1976.

The Administration only requested \$15 million for the 208 program for fiscal '77. This is a decrease of \$38 million from the fiscal '76 budget request of \$53 million. So far \$163.5 million has been spent for the 208 program.

Complicating the funding problem is the level of federal funding for 208 agencies. The 1972 water law provided that the federal government pay 100 per cent share of the federal funding for the first 2 years of newly designated 208 agencies through June 1975. After June 30, the law mandated that federal share of funding be reduced to 75 per cent.

Because EPA delayed implementation of the law

### CONSTRUCTION GRANT PROGRAM

#### BACKGROUND

One of the major issues facing the Congress will be amendments to the 1972 Federal Water Pollution Control Act. The act created the largest public works program in the country with \$18 billion dollars authorized for the construction of municipal sewage

## NACo POSITION

Last year, NACo urged the enactment of comprehensive solid waste legislation with strong emphasis on resource recovery and energy conservation as one of its top priorities. Emphasis should be placed on source reduction programs rather than restructuring intergovernmental relationships to deal with solid waste management. Effective solid waste legislation must include: firm packaging standards and other measures to promote source reduction of solid waste; stabilized markets for the use of recycled goods; equalization of freight rates so that shipment of recycled materials can be competitive with shipment of raw materials and prohibition of nonreturnable beverage containers.

#### ACTION NEEDED

Continue to urge Congress to enact comprehensive solid waste legislation with strong emphasis on resource recovery and energy conservation as soon as possible.

by nearly 18 months, many communities have not had the period of time that Congress provided for in the law to participate in the program at the 100 per cent federal funding level.

H.R. 9560 provides for an extension of the 100 per cent funding for newly designated agencies for two more years. It provides an authorization of \$150 million for fiscal '76 and '77.

The Senate has passed a bill, S. 2710, which extends the 100 per cent funding for newly designated 208 agencies.

#### NACo POSITION

NACo believes that all local governments must be involved in 208 planning and implementation. We therefore think it is vital that the 100 per cent federal funding should be extended so that all communities have this opportunity to participate.

In view of the fact that states will be competing for limited 208 funds, NACo strongly believes that the 208 authorizations must be increased.

States should not be allowed to nondesignate 208 agencies where local governments want to be designated in or as 208 agencies.

#### ACTION NEEDED

- Urge House to pass 100 per cent extension of program for two additional years;
- Urge Congress to increase authorization of 208 program;
- Urge local governments to work with states in the 208 program.

treatment plants. The law requires these treatment plants to meet national secondary treatment standards by July 1, 1977 and best practicable technology, the ultimate clean water goals of

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## WATER POLLUTION—CONSTRUCTION GRANT PROGRAM continued

fishable and swimmable waters, by 1983.

Because of the complexity of the law, impoundments by the Nixon Administration of \$9 billion dollars of the federal construction funds, and bureaucratic delays in developing and implementing regulations, the law has not moved as quickly as Congress anticipated. There have been substantial difficulties obligating and spending the \$10 billion dollars by state and local governments. Moreover, the 1974 Needs Survey estimates that at least \$342 billion will be needed to fund the construction grant program to meet all the demands of state and local governments.

The Administration failed to request any fiscal '77 funds for the Construction Grant Program. The Administration assumed that the \$10 billion unobligated from the \$18 billion dollars would be sufficient to keep the program moving. However, at least 21 states will run out of their funds during the coming year.

Sen. Edmund Muskie (D-Me.) has introduced a bill, S. 3037, to continue the program funding for an additional year at a \$7 billion level.

The National Commission on Water Quality, which was created to study and make recommendations to this law, recommended the program should have an annual authorization of from \$5 to \$10 billion for at least five years, and perhaps as many as 10 years.

The Administration has introduced amendments to the law to reduce the estimated federal share of funding. The Administration's amendments would change the uniform 75 per cent federal share of funding to:

- 75 per cent for treatment plants, interceptors, correction of infiltration and inflow;
- 60 per cent for correction of storm water problems in combined sewer systems;
- No funding for separate storm sewers; replacement or rehabilitation of sewers or new collection systems;
- Limit amount of funds for reserve capacity of future growth in projects.

The bill would also permit case-by-case extensions of the July 1, 1977, deadline for

municipal treatment plants meeting secondary treatment standards up until July 1, 1983.

The House Public Works has a bill pending action, H.R. 9560, which offers amendments to the Water Act. H.R. 9560 provides for:

- Case by case extensions of 1977 deadlines;
- State certification of Title II responsibilities of the law;
- Use of ad valorem tax as means of financing operation and maintenance of waste treatment plants as long as industry pays proportionate share;
- Extension of 100 per cent share of federal funding of 208 program at \$150 million dollar level.

## NACo POSITION

NACo believes that the federal government must provide fiscal '77 authorization of sufficient funds to ensure continuity of this program as well as the abilities local governments have to meet water standards. NACo supports the amendments outlined in the bill H.R. 9560.

The Environment and Energy Steering committee will be taking positions on several questions such as what kind of funding changes are appropriate—given a limited amount of federal/state/and local resources? Should these be established at the national level—or at the state level in cooperation with local governments?

Other considerations are to what extent should future growth be funded, if any; should the federal government eliminate funding for storm water sewers; and, should the federal government reduce the share of funding for combined sewers?

Lastly, the committee will determine whether the 75 federal share needs to be increased given the apparent difficulty local governments are having meeting their share of funding?

#### ACTION NEEDED

- Urge Congress to pass legislation with authorization for fiscal '77 funds for construction grant programs;
- Urge Congress to pass H.R. 9560 as soon as possible.

# HEALTH AND EDUCATION STEERING COMMITTEE

**Chairman**



**Jack Walsh**  
San Diego County, Calif.

**Chairman for Health Services**



**Terrance L. Pitts**  
Milwaukee County, Wis.

**Chairman for Health Resources**



**Harold Colburn**  
Burlington County, N.J.

**Chairman for Alcoholism and Drug Abuse**



**Ann Basker**  
Josephine County, Ore.

**Chairman for Mental Health**



**Frank Raflo**  
Louden County, Va.

**Chairman for Education**



**L.J. Hollenbach III**  
Jefferson County, Ky.

## EDUCATION CONSOLIDATION

### BACKGROUND

The Administration has sent to Congress a proposal to consolidate 27 federal education grant programs into a \$3.3 billion a year "education revenue sharing" program. The legislative proposal,

called the "Financial Assistance for Elementary and Secondary Education Act," includes various categorical elementary, secondary, vocational, adult  
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## EDUCATION CONSOLIDATION continued

and library programs. The proposal is based on the rationale that state and local education officials know best the problems at the local level.

Like the other consolidation proposals, there are no matching requirements. Funds would be distributed through a "simplified" formula. According to the Administration, states would receive approximately the same amount of fiscal '77 funds that they received in fiscal '76.

The proposal focuses on the special needs of the poor and handicapped. Seventy-five per cent of the money would have to be spent to help handicapped and low-income students, and 75 per cent of the block money would have to be passed on to local education agencies.

Local elected officials must be consulted in the state plan development process.

## HEALTH CONSOLIDATION

### BACKGROUND

President Ford has sent Congress a proposal to consolidate sixteen federal health grant programs into a \$10 billion a year "health revenue sharing" program. The legislative proposal, which includes the \$9 billion plus Medicaid program, is called the "Financial Assistance for Health Care Act."

According to the President, the proposal is designed to improve access to quality health care, increase state and local governmental control over health programs, control federal spending, and achieve equitable distribution of federal health dollars among states.

The proposal includes a requirement for the development by states of a state health care plan. Public participation in its development is required to ensure that increased state responsibility is coupled with expanded public accounting of state health policies. Local elected officials are to be consulted in the state planning development process.

The sixteen consolidated programs include the following: community mental health centers, alcoholism, V.D., immunization, rat control, lead-based paint poisoning, developmental disabilities, health planning and resources development, Hill-Burton hospital construction, community health centers, 314(d) programs, maternal and child health, family planning, migrant health, emergency medical services, and Medicaid.

Under the proposed \$10 billion block grant program, funds will be distributed according to a formula based on a state's low-income population, per capita income and a state's "tax effort." No state or local match is required under the block grant proposal.

The proposal mandates that at least 90 per cent of federal funds must be spent on personal health care services. At least 5 per cent of federal funds must be spent for community health protection (e.g., disease control, environmental health, health education, community based mental health services, including alcoholism and drug abuse treatment, and

### NACo POSITION

NACo supports consolidation of major categorical education programs and other proposals to reform the methods of federal, state and local aid to education. However, the integrity and funding levels of the consolidated programs must be maintained. We encourage the adoption of methods allowing the opportunity for better planning and budgeting by local officials, flexibility in local priority setting and capacity building in the administration of education programs.

### ACTION NEEDED

- Urge Congress to enact the Administration's Financial Assistance for Elementary and Secondary Education Act (H.R. 12196).

developmental disabilities programs. The remaining 5 per cent may be spent on other state-selected health activities including state and sub-state planning, rate regulation, data acquisition and analysis, and resources development.

A state health care plan must be developed annually as a condition of receiving federal funds. It is important to note that the planning requirements of this proposal supersede those mandated by the new Health Planning and Resources Development Act (P.L. 93-641). Observers are saying that inclusion of that law in the proposal indicates White House assurances to governors for more control over the health planning program.

Although not containing a true "pass-through" of funds from the state to the local level, the bill does include assurances that the funds for services included in the state plan will be passed by the state "to those units of general purpose local government that provide such services."

NACo is predicting a \$1 billion shortfall under the consolidation proposal. The total amount appropriated for consolidated programs during fiscal '76 was more than \$10 billion.

If the consolidation program is adopted by Congress, which seems doubtful, states and local governments and other health service providers will be faced with a \$1 billion shortfall. This shortfall is projected by using the Congressional Budget Office (CBO) estimated base of the federal share for Medicaid of \$9.5 billion. HEW conservatively estimates a \$9.3 billion federal share for Medicaid during fiscal '77. Medicaid is an uncontrollable program, not subject to normal annual appropriation procedures.

Furthermore, the Administration does not include, due to their proposed termination, such basic county-based programs as 314(d) comprehensive public health grants, home health services, hypertension and Hill-Burton, and reduction in funds

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for alcoholism, maternal and child health, family planning, and emergency medical services.

**NACo POSITION**

NACo would support the concept of formula block grants through grant consolidation to obviate multi-funding for health programs. Such block grants, however, must contain a more defined "pass through" from the state level to counties.

The proposal should not include Medicaid. NACo supports total federalization of Medicaid.

NACo advocates the consolidation of all federal health promotion and disease prevention programs into a single funding source to support preventive health services at the state and local level. NACo advocates the adoption of comprehensive "health revenue sharing" in which states and local governments can determine what services will be provided, which people will be eligible, and where and how the services will be provided.

NACo advocates the development of a formula funding mechanism for a "defined universe" of health services with the federal government contributing to a percentage of state and local health expenditures up to a ceiling. Federal and state/local

matching amounts would be legislatively set and determined by an agreed upon formula (per capita, poverty, disease factors, etc.).

The "health revenue sharing" proposal would complement national health insurance. A national health insurance plan would finance personal health services; the health revenue sharing proposal would finance public or communitywide concerns relating to disease control, health hazards, and preventive health services impacting on all the people or particular segments of the population. Furthermore, this proposal would permit states and local governments to set their own priorities within a "defined universe" of services.

**ACTION NEEDED**

- Urge adoption of legislation to replace the present services authorization of the Public Health Service Act with a new provision authorizing the federal payment of a certain percentage of expenditures incurred by state and local public health agencies in carrying out public health programs that are designed to promote health and prevent disease.

**HEALTH MANPOWER****BACKGROUND**

Over the past twelve years Congress has tried hard and failed to solve the discouraging problem of physician maldistribution in the country. Congress, states and counties have tried institutional support, scholarships and loan programs, and construction assistance. These efforts have failed to alter the distressing shortage of health professionals in rural America and in the inner cities.

The major health manpower problems facing counties are: high dependence on foreign medical graduates (FMGs) to provide health care in public (county) hospitals and clinics; heavy concentration and maldistribution of medical specialists that minimally impact on the real health care needs of underserved areas; geographic maldistribution of health manpower; and restrictive state medical practice laws and licensure programs that prohibit the provision of health care by alternative means.

Congress is presently considering several health manpower bills. Action is expected this summer. With the eventual enactment of national health insurance, it is imperative that we begin now to address the problem of health care in medically underserved areas.

**NACo POSITION**

Existing and future comprehensive health manpower training programs must provide sizable, financial incentives to medical schools and other health educational institutions (public health, allied health, nursing and other related programs) to increase their enrollment and to make the length and

content of their curriculum more flexible. During the years of formal medical training, medical students should be required to secure experience in community medicine and public health programs.

NACo endorses expanded roles of nurses and other professionals in providing health care. Efforts to secure better distribution of health manpower (such as the National Health Service Corps) should be endorsed. Emphasis should be given to programs designed to improve the geographic and specialty distribution of health providers and to ensure equal access to health professions.

**ACTION NEEDED**

- Urge Congress to enact a comprehensive health manpower program that would address the following problems contributing to the lack of adequate medical care in rural and inner-city areas;
- High dependence on foreign medical graduates (FMG's) to provide the bulk of services in state and local hospitals and clinics;
- Overabundance of physicians in several medical and surgical specialties which minimally impact on primary health care needs in underserved areas;
- Geographic maldistribution of physicians with heavy concentration in urban areas;
- Restrictive state medical practice laws and licensure programs that inhibit the provision of care by para-professionals (nurse practitioners, physician extenders, medics, etc.).

enrollments are affected by federal installations and other activities.

Impact aid is provided for the following categories  
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of children: "A" children or those whose parents live and work on federal property; and, "B" children or those whose parents work on federal property but live in the community.

The Administration will introduce a bill that calls for an elimination of aid for the education of children whose parents work on federal property, but live in the community and pay local taxes for the support of the schools ("B" children) and who therefore do not represent an "adverse" federal impact. It also will eliminate aid based on parents who live and/or work in low rent public housing and do not represent a "federally imposed" burden.

However, the Administration will continue to seek assistance to local education agencies for children of parents who work and live on federal property and therefore pay no local property taxes. Assistance

**NATIONAL HEALTH INSURANCE****BACKGROUND**

No action was taken in 1975 on national health insurance (NHI) because of concern over the impact of NHI on the country's economy; apprehension over costs of NHI; administrative problems involved in existing federal, state and local health programs which will have to be folded into a broad NHI program; a major jurisdictional dispute between two House subcommittees over NHI; and the reluctance of the Administration to sponsor new domestic spending programs.

All major NHI proposals, except the Administration's Comprehensive Health Insurance Plan (CHIP), have been introduced. Many believe NHI will be an important election issue in 1976. The initiative rests with Capitol Hill.

The main issue is control of rising medical and health costs. Inflation, including rising hospital and doctor prices after cost controls were lifted in 1974, has pushed up the cost of health programs.

Medicaid, the federal-state-county matching program of health care for the poor and Medicare, the insurance program for those over 65, increased 25 and 30 per cent, respectively, in fiscal '75. Both programs are increasing \$5 billion a year, yet state after state is cutting back services under Medicaid due to increasing cost. Counties are left with providing those services that the states cut. Some counties are reporting that on the average, 20 per cent of their general budgets is being allocated to Medicaid.

Not only inflation, but the recession have added to rising costs. High unemployment rates make more people eligible for Medicaid and persons who normally used private care are now relying on county clinics and hospitals.

Federal cost control attempts, such as screening hospital admissions and PSRO's which are peer review organizations to monitor health services, have not been fully operational. The recently enacted Health Planning and Resources Development Act (P.L. 93-641) has the potential to influence cost control. The program, however, is not yet off the ground.

**NACo POSITION**

Counties must provide health services to all residents who need them. NACo endorses the principle of a single universal comprehensive health insurance system. The system should pay for preventive and ambulatory care as well as for institutionalized treatment of illness and provide

also will be sought for local agencies under various minor provisions related to specific burdens imposed by federal presence including funds for construction assistance in those areas adversely affected by federal activities.

**NACo POSITION**

NACo urges the Congress to continue to recognize the additional burdens placed on local communities having a large number of federal employes and facilities and to continue to provide federal aid to impacted areas to meet those extra costs involved in educating children of federal employes.

**ACTION NEEDED**

- Urge Congress to reject the Administration's proposal to phase down the impact aid program.

compulsory coverage to all residents through one system, with no exclusions of any individuals or population groups.

The financing must be at a level responsive to health needs, but with effective cost and quality control.

The program must contain incentives to improve facilities and health delivery systems. It should allow multiple types of systems providing people with free choice of alternative care.

Benefits and services in NHI must be truly comprehensive, covering all personal health care services, including such speciality programs as preventive medicine, rehabilitation services, mental health care and similar specialty care programs which are traditional responsibilities of county government. There must be no arbitrary limit on the quantity of services available to a patient.

Counties must have an integral role in the development and administration of a national health insurance program and financing communitywide services (e.g., environmental health, nutrition, immunization) must be continued as a complement to NHI-funded "personal care" services.

**ACTION NEEDED**

- Reaffirm NACo policy that comprehensive health benefits must be made available to the whole population regardless of residence or socio-economic differences; and that any national health insurance program should place emphasis on "wellness care" as well as on "sickness care";
- Urge the Congress, in preparation of national health insurance passage, to increase the supply of health manpower, especially in the public health, allied health and nursing professions field;
- Urge the adoption of a program that would finance public health services not covered under national health insurance. A national health insurance plan would finance personal health services; the public health services proposal would finance public or communitywide concerns relating to disease control, health hazards, and preventive health services impacting on all the people or particular segments of the population;
- Urge adoption of cost and price control measure.

# HOME RULE AND REGIONAL AFFAIRS STEERING COMMITTEE

Chairman



**Francis Francois**  
Prince Georges County, Md.

Chairman for  
Organization and  
Structure



**George Reinke**  
Dane County, Wis.

Chairman for  
Regionalism



**Jack Simmers**  
Polk County, Fla.

## GROUNDWORK FOR ACTION

### BACKGROUND

The Home Rule and Regional Affairs Steering committee is a recent consolidation of two former committees—Local Determination and Regionalism. There are several factors which have brought about this change:

1. One committee needs lead responsibility to develop policy on local government relations. Such policy should particularly concern inter-governmental relations among the county, its subdivisions in one direction and the county and its state and federal activities in the opposite direction.
2. NACo needs to be in a position to present alternatives to regional problems. These alternatives can take the form of both functional and structural arrangements. That is, we should not be locked into any institutional organization, i.e., COG, Planning District. There are many organizational arrangements at the county level. At the same time, there are numerous possibili-

ties regarding the delivery of functional services in regional areas. NACo needs to be in a position to discuss in an open manner those alternatives.

3. NACo needs increased visibility on the subject home rule and regionalism. This visibility needs to be external in that all the publics with whom NACo deals should be aware of our position and what it implies. At the same time, there needs to be internal visibility for this subject. Internal being recognition on the part of officials of county governments. Internal also refers to the NACo staff. It is important to develop a county powers and regional perspective on all issues with which the staff is working.
4. It is important that NACo have a firmly fixed view on the above issues. In development of those it should give us a better ability to develop sound policy relations.

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## GROUNDWORK FOR ACTION continued

5. NACo needs to institutionalize its policy review (oversight) of steering committee policy from a home rule perspective. The intent of this is to develop compatible statements concerning regional and home rule matters.

The overall premise for the new responsibilities of the Home Rule/Regional Affairs Committee is that the committee will perform an oversight service for all NACo policy. The purpose of such oversight is to assure that NACo policy reflects the integrity of local control over county policy. It is emphasized here that the purpose of this committee is to review and suggest alternatives in conjunction with the other policy committees of NACo. It is not intended that this committee perform a veto role over the

other committees. All policy issues would continue to be resolved at the level of the Resolutions Committee or perhaps the membership.

### ACTION NEEDED

- In addition to its first organizational effort, the committee will review whatever policy issues are presented from other steering committees. A specific legislative issue already before the group is the proposed Intergovernmental Cooperation Act of 1976.
- The committee is also concerned with the Intergovernmental Personnel Act. It will be taken up by the Labor-Management Steering Committee. (See p. 19 for statement.)

# LABOR-MANAGEMENT RELATIONS STEERING COMMITTEE

Chairman



Charles Mulcahy  
Milwaukee County

Chairman for Equal  
Employment  
Opportunities



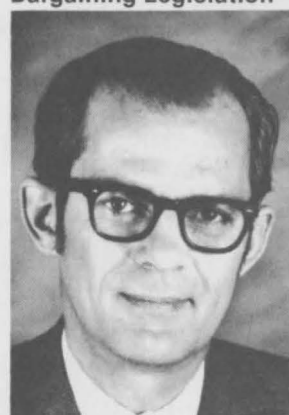
Jean Oxley  
Linn County, Iowa

Chairman for Federal  
Mandated Programs



Jan Gauger  
Lancaster County, Neb.

Chairman for Collective  
Bargaining Legislation



Fred Cooper  
Alameda County, Calif.

## COLLECTIVE BARGAINING

### BACKGROUND

A year ago it appeared likely there would be an effort to push legislation through the Congress mandating collective bargaining for state and local public employees. The economy, the Fair Labor Standards Act (FLSA) suit and labor's inability to agree upon an approach have all contributed to the postponement of that effort.

While there are a number of factors inhibiting activity at this time, an unfavorable ruling by the Supreme Court in the FLSA suit could change the political climate. There is considerable activity regarding federal collective bargaining legislation for federal employees and for postal employees. Most authorities do not expect a real push for state and local employees until next year, if then.

Unrest among organized labor, however, could lead to legislative activity this year. The American Federation of State, County and Municipal Employees (AFSCME) has been formally suspended from the Public Employee Department (PED) of the AFL-CIO for nonpayment of dues. AFSCME refused to pay its dues because it charged that PED was

dragging its feet on a federal collective bargaining law for state and local government employees. AFSCME may now be forced to press the issue of a federal law regardless of other factors dictating delay.

### NACo POSITION

The **American County Platform** strongly opposes a federal law mandating collective bargaining for state and local government employees. NACo does support the enactment of individual state and local legislation encompassing certain essential ingredients, all of which should be tailored to local circumstances and needs.

### ACTION NEEDED

- NACo's policy on collective bargaining has not been seriously reviewed in two years. It is proposed that a rewriting process be initiated to improve and add new and more explicit provisions;
- Items for consideration include a stronger state-

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## COLLECTIVE BARGAINING continued

ment of overall basic philosophy; the inclusion of pension benefits as a negotiable item in state and local legislation; a re-examination of the suggested elements of state laws; and an expansion of the "Procedural Mechanism" section of the **American County Platform**; Alternative legislative strategies must be

developed to anticipate steps to be taken should the Supreme Court open the door to federal collective bargaining activity with the FLSA decision. In this regard, a careful analysis of proposed legislation (H.R. 77) which extends the provisions of the National Labor Relations Act to public employees should be conducted.

## INTERGOVERNMENTAL PERSONNEL ACT

### BACKGROUND

The Intergovernmental Personnel Act (IPA) was enacted in 1970 as the first comprehensive Federal aid program for improving and strengthening state and local government personnel systems. IPA seeks to improve personnel administration, training, and recruitment by funding the development of merit personnel and local government employees.

The act requires that 80 per cent of all grant funds be allocated among states by a weighted formula and stipulates that a minimum of 50 per cent of each state's total grant be distributed to local governments. Within certain guidelines, the Civil Service Commissioner may apportion the remaining 20 per cent.

Federal funds for personnel administration and training programs are authorized to cover up to 50 per cent of state and local program costs. Legislation is currently before the Congress to restore the federal local match to the 75 per cent level that was provided during the first three years of IPA. The match, by law, reverted to 50 per cent on July 1, 1975.

Current activity regarding IPA revolves around

appropriations for fiscal '77. Funding for each of the last two years has been \$15 million. At that level more than 800 qualified applications for assistance have been turned down for lack of funds. It is estimated that an annual appropriation of \$30 million is necessary to fill current requirements.

The Administration has, however, recommended that the IPA program be cut by \$5 million. This one-third cut in funds would allow for only \$10 million for fiscal '77. Such a cut would seriously hamper the scope and effectiveness of the IPA program.

### NACo POSITION

NACo has historically supported the IPA program and has vigorously fought for past appropriations.

### ACTION NEEDED

- Strongly urge reinstatement of 75 per cent of funding match for an additional three years;
- Support, at a minimum, restoration of the \$5 million cut by the President;
- Urge a total appropriation of \$30 million to allow fulfillment of outstanding qualified applications.

## PUBLIC PENSION PLANS

### BACKGROUND

In 1974 Congress enacted the Employee Income Security Act (EISA) to improve the security of pension plans for workers in the private sector. A provision of that law mandated a special two year 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 study is due in December of this year.

The Congress has conducted preliminary hearings into public pension plans using ERISA as a point of departure. Additional hearings are scheduled. There are presently over 2,300 public pension plans that have been identified by the census bureau. Hundreds, perhaps thousands of others may exist—mostly small plans covering 50 workers or less. Those of which we are aware have assets of \$90 billion and pay out \$6 billion per year in benefits to 1.8 million beneficiaries. Pensions are potentially significant budget items for county governments as unions continue to stress "fringe" benefits in lieu of over the counter pay increases.

Public pension plans have drawn increased attention in recent months as a result of the prominent role the pension funds of New York City public employees played in that city's fiscal crisis. Reports of underfunding and management abuses in other cities, counties and states have since received

wide distribution in the press.

Additionally, public employee organizations such as the American Federation of State, County and Municipal Employees (AFSCME) and the Public Employee Department of the AFL-CIO have hinted federal regulation is necessary.

Enactment of ERISA took seven years. Even at that, massive problems have surfaced during the year since ERISA became law (some suspect because Congress acted precipitously in a highly complex area).

Yet, the fiscal crisis of local governments, the fact that some public pension plans are indeed unsound, and pressure from the unions seems to point toward the inevitability of federal legislation being seriously introduced sometime in the future. It will not happen this year, however.

### NACo POSITION

NACo does not have a position on either public pension programs in general or the prospect for federal legislation. We have testified before the House Labor Task Force urging that they carefully study the issue prior to deciding whether to initiate a federal legislative effort. Given the complexity of the issue and its potential impact on county budgets, a NACo position is warranted.

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**ACTION NEEDED**

An intensive, highly technical study is needed of the health and extent of county pension plans before a policy position can be established. The study should include:

- The frequency and existence of pension plans in county government;
- Vesting rights and time required for vesting;
- Benefits (kind and amount levels);
- Contribution levels (both employe and employ-er);
- Post retirement adjustment features (for infla-

- tion, etc.);
- Administrative mechanisms and safeguards;
- Supplemental benefits and effects (i.e., social security);
- Investment policies of funds;
- Funding reserves;
- Upon completion of the study, the results should be evaluated and policy considerations identified;
- Policy formulated by Labor-Management Relations Steering Committee.

**LAND USE STEERING COMMITTEE**

**Chairman**



**Robert Rusk**  
Washoe County, Nev.

**Chairman for Planning**



**George Akahane**  
Honolulu County, Hawaii

**Chairman for Recreation**



**Joseph Haines**  
Greene County, Ohio

**Chairman for Coastal Zone Management**



**Ben Marsh**  
Anchorage County, Alaska

**FEDERAL LAND USE LEGISLATION**

**BACKGROUND**

Comprehensive federal land use legislation is dead! That's the consensus for 1976 and the 94th Congress.

The proposed national Land Use Policy Act (S. 984 and H.R. 8932) was killed last year in the House Interior Committee. Although it is still technically "alive" in the Senate, no action is contemplated due to other legislative priorities.

The proposed act would have provided for federal grants to help states establish statewide planning systems. State or regional mechanisms would have been required for areas of critical environmental concern and for land use actions identified as "more than local concern."

NACo opposed the federal land use proposals last year due to policy established in 1974. However, NACo policy was amended in 1975 that would allow for re-evaluation of proposed land use legislation based on specific criteria contained in the **American County Platform**.

Since reconsideration by Congress appears unlikely, the proposed focus of the 1976 steering

committee should address what has been referred to as the "piece meal" approach to federal land use legislation. "Piece meal" land use controls, including required local, regional and/or land use mechanisms, are included in the following federal acts:

- Section 204 of the Demonstration Cities and Metropolitan Development Act of 1966;
- Section 701 of the Housing Act of 1954 as amended;
- Section 302 of the Public Works and Economic Development Act of 1965 as amended;
- Section 9 of the Urban Mass Transportation Act of 1964 as amended;
- Section 104(f) (1) and 307 of Title XXIII of the United States Code;
- Section 208 of the Federal Water Pollution Control Act as amended;
- Section 13 of the Airport and Airways Development Act of 1970 as amended;
- Section 305 (g) and 306 (f) of the Coastal Zone [continued on page 22]

- Management Act as amended;
- Section 1516 of the Public Health Service Act as amended;
- Title I of the Comprehensive Employment and Training Act as amended;
- Section 207 of the Solid Waste Management Act as amended; or
- Section 105 of the Clean Air Act as amended.

In addition, proposed legislation now being considered by Congress for energy facility siting and energy development impacts would establish additional land use procedures and controls for local and state governments.

At the same time, counties across the nation are facing population growth and land use challenges. Many counties are striving to improve their land use

planning capabilities and are attempting to develop and utilize new growth management techniques.

**NACo POSITION**

It is time that NACo, through the Land Use Steering Committee, addressed the collective implication of the federal acts listed above on the role of county governments in the land use planning process. Other NACo steering committees concerned with these acts should be notified of this effort.

**ACTION NEEDED**

- Amend NACo land use policy so that it pertains to all federal acts requiring land use planning at the local, regional and state levels.

**MANPOWER STEERING COMMITTEE**

Chairman



John V.N. Klein  
Suffolk County, N.Y.

Chairman for Public Service Employment



Herman Ivory  
Muskegon County, Mich.  
Chairman for Unemployment Insurance

Chairman for CETA Impact and Scope



John Driscoll  
Rockingham County, N.H.

Chairman for Manpower Data

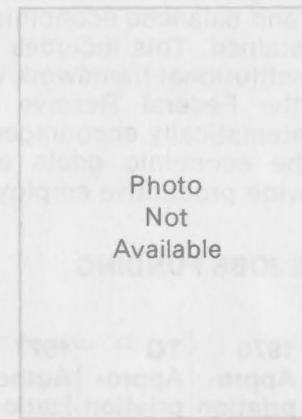
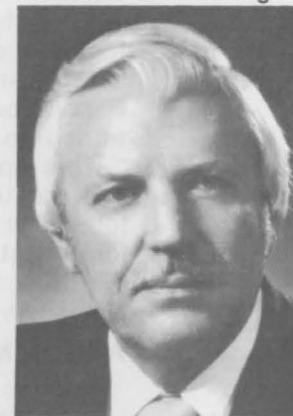


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Gerald Weston  
Walworth County, Wis.

Chairman for Funding



Hal Anderson  
Jefferson County, Colo.

Chairman for Rural Manpower Programs

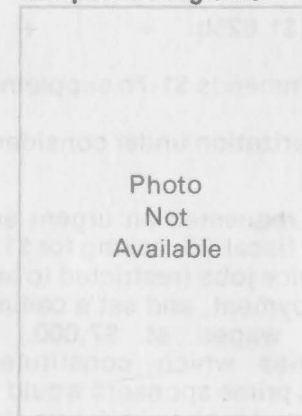


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Lawrence F. Haygood  
Tuskegee, Ala.

**MANPOWER LEGISLATION — CETA TITLE I FUNDING BACKGROUND**

The CETA Title I request for fiscal '77 of \$1.58 billion remained at the same level as the current fiscal year. It remained so despite increased costs

due to inflation and a 9.5 per cent increase in the minimum wage from \$2.10 to \$2.30 per hour (as of [continued on page 24])

Jan. 1, 1976).

	1975 Appropriation	1976 Appropriation	TQ Appropriation	1977 Author- ization	1977 Pres. Budget Request
CETA Title I	\$1.58b	\$1.58b	\$395m	open	\$1.58b

These increased costs were coupled with the proposed transfer of responsibility for WIN work and training services to CETA Title I. DOL projects that there will be 2.2 million people

**FULL EMPLOYMENT AND BALANCED GROWTH OF 1976**

**BACKGROUND**

The Full Employment and Balanced Growth Act of 1976, H.R. 50, establishes the right of all adult Americans able, willing, and seeking work to opportunities for useful paid employment at fair rates of compensation. To support that right, the act commits the U.S. government to fundamental reform in the management of the economy so that full employment and balanced economic growth are achieved and sustained. This includes the creation of a permanent institutional framework within which the President, the Federal Reserve Board, and Congress are systematically encouraged to develop and establish the economic goals and policies necessary to provide productive employment for all

**PUBLIC SERVICE JOBS FUNDING**

**BACKGROUND**

	1975 Appropriation	1976 Appropriation	TQ Appropriation	1977 Author- ization	1977 Pres. Budget Request
CETA Title II	\$400m	\$400m*	\$100m	open	\$400m
CETA Title VI	\$875m	\$1.625b	+	+	0

\*Pres. Ford recommends \$1.7b supplemental  
 \*\*H.J. Res. 499  
 + extended authorization under consideration (H.R. 11453)

The President requested an urgent supplemental appropriation for fiscal '76, asking for \$1.7 billion for title II public service jobs (restricted to areas over 6.5 per cent unemployment, and set a ceiling on federal contribution to wages at \$7,000. Under this proposal, counties which constitute the large majority of CETA prime sponsors would be forced to raise local property taxes to make up the difference between \$7,000 and the current ceiling of \$10,000 to sustain some public service jobs.

The House passed Rep. Dominick Daniels' (D-N.J.) H.R. 11453 with a 61 per cent majority. This

exhausting unemployment insurance benefits (FSB and SUA combined) by the end of calendar year 1976. These individuals will be in desperate need of Title I training and placement services.

**ACTION NEEDED**

- These staggering totals demand that CETA Title I funds be significantly increased to meet the needs of the unemployment insurance recipient and exhaustee. Urge members of the House and Senate appropriations committees to provide increased funding for CETA Title I in fiscal '77.

adult Americans, as well as the mandating of specific employment programs to achieve the goal of 3 per cent unemployment as soon as possible, but within not more than 4 years after enactment date.

**NACo POSITION**

NACo testified on H.R. 50/S. 50 last year at the invitation of the Congressional Black Caucus. Currently, we are reviewing the new draft prior to developing a strategy. We have participated in meetings sponsored by the Full Employment Action Council in New York and Washington, D.C., over the last year.

bill extends the authorization for Title VI public service jobs for fiscal '76 and '77. It creates a new part B to Title VI which mandates a project approach. Sen. Gaylord Nelson is currently developing a rewrite of S. 1695 which is expected to be marked up by early April.

**NACo POSITION**

NACo has strongly supported the \$2.4 billion level for public service jobs (assuming new Title VI authorization) set by the Second Concurrent Budget Resolution for the remainder of fiscal '76 and the transition quarter.

This appropriation would sustain current levels and create a significant increase of public service jobs. The appropriation for fiscal '77 public service jobs must be increased to sustain the higher levels. We think a minimum appropriation of \$5.2 billion is necessary.

**ACTION NEEDED**

- Urge an urgent Title II fiscal '76 supplemental appropriation of a minimum of \$300 million to cover prime sponsor shortfalls and avoid PSE layoffs prior to June 30, 1976;
- Urge your Senators to support and expedite immediate action on a Title VI extension.

**SUMMER YOUTH EMPLOYMENT, TRANSPORTATION AND RECREATION PROGRAMS**

**BACKGROUND**

1975 Appropriation	1976 Pres. Budget Request	1977 Pres. Budget Request
\$473.35m	\$440m	\$400m

For the first time, a President has chosen to give an early indication of his plans for the summer youth employment program in his annual budget request. We applaud this policy and hope that it continues in future years.

However, the presidential request of \$400 million for fiscal '77 summer programs represents a drop from 840,000 jobs in fiscal '75 to 672,000 jobs in

fiscal '77. In addition, no money was requested for summer recreation.

**NACo POSITION**

NACo supports a strong program specifically designed to provide summer jobs for youth.

**ACTION NEEDED**

- Urge a minimum, hold harmless appropriation of \$525 million for the 1976 summer youth employment, transportation, and recreation recreation programs. This should be appropriated as part of an urgent PSE supplemental.

**Chairman**



**George Buzianis**  
Tooele County, Utah

**Chairman for Payments-in-Lieu**

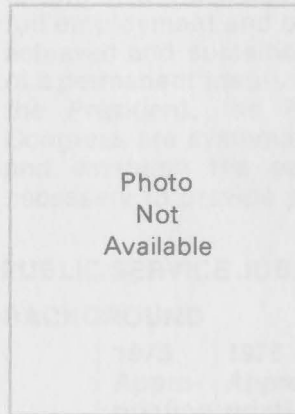
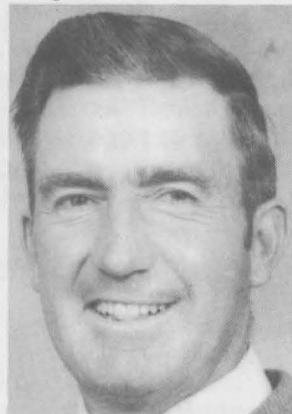


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**J. Coleman Jarrard**  
Rabun County, Ga.

**Chairman for Bureau of Land Management Programs**



**Eyer Boise**  
Elko County, Nev.

**Chairman for National Forest Programs**



**Ray Doerner**  
Douglas County, Ore.

**Chairman for Indian Affairs**



**Al Meyers**  
Lake County, Mont.

**PAYMENTS-IN-LIEU OF TAXES**

**BACKGROUND**

Payments-in-lieu of taxes legislation has been approved in subcommittee and is now before the House Interior Committee. This legislation recognizes the inequities and burdens of large holdings of federally owned tax exempt lands.

H.R. 9719 (Evans, D-Colo.) would provide minimum payments to counties and other local governments to partially compensate them for the tax immunity of natural resource lands including: national forests, national parks, wilderness areas, BLM lands and water resource lands such as Army Corps of Engineers projects and Bureau of Reclamation projects.

Payments would be based on the amount of acreage within a county and limited by a per capita population factor. NACo supports this approach as an equitable and easily administered system.

A county would receive the greater amount of either 75 cents per acre of entitlement lands or 10 cents per acre in addition to current payments.

These payments would be limited to \$50 per capita for counties under 5,000 population with a sliding scale to \$20 per capita at 100,000 population.

In hearings held this session and last, payments-in-lieu legislation has been supported by representatives of state and local governments, environmental and industry groups and citizen and taxpayer groups.

Payments-in-lieu legislation was also recommended as a high priority to Congress by the Public Land Law Review commission which said, "If the national interest dictates that lands should be retained in federal ownership, it is the obligation of the United States to make certain that the burden of that policy is spread among all the people of the United States and is not borne only by those states and governments in whose area the lands are located. Therefore, the federal government should make payments to compensate state and local

*[continued on page 27]*

governments for the tax immunity of federal lands."

The cost estimate of \$130 million annually for this legislation falls well within the overall funds derived from the federal leases on the natural resource lands. Leases for timber, grazing, minerals, etc. are estimated at more than \$750 million annually. The cost is also considerably less than property tax equivalency if the lands were not tax exempt.

Studies have shown that no state or county receives payments equal to revenues it would receive if the federal lands were taxed as though they were privately owned. H.R. 9719 would provide increased payments to all public lands counties. In no case would payments to a county be reduced.

There is one major problem with the bill. The subcommittee excluded the boroughs in Alaska from receiving any payments. This was done due to the large acreage of federal lands. However, the population factor would limit payments in Alaska to

a reasonable level. NACo is urging the Interior Committee to delete this exemption.

In the Senate, two payments-in-lieu proposals have been introduced, S. 1285 (Humphrey, D-Minn.) and S. 2471 (Abourezk, D-S.D.). These bills would call for payments based on an assessment of value. A bill similar to the House version is expected to be introduced in March so that Senate hearings can be held in April.

**ACTION NEEDED**

- Reaffirm NACo support for the minimum payment concept based on acreage and population factors;
- Protest the exclusion of Alaskan boroughs from receiving payments;
- Urge the Senate to consider similar legislation and begin hearings.

**Chairman**



**Elisabeth Hair**  
Mecklenburg County,  
N.C.

**Chairman for Federal Budget Impact**



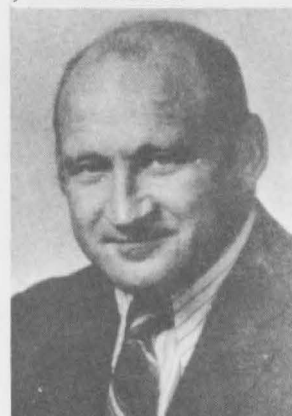
**Seth Taft**  
Cuyahoga County, Ohio

**Chairman for State and Local Borrowing**



**Lois M. Parke**  
New Castle County, Del.

**Chairman for Grants Administration**



**John Herrity**  
Fairfax County, Va.

**Chairman for Tax Policy**



**Jim Flaherty**  
Allegheny County, Pa.

**GENERAL REVENUE SHARING**

**BACKGROUND**

The State and Local Fiscal Assistance Act (general revenue sharing) expires in December 1976. Under the present act, 39,000 states, counties, cities and other local governments will have received \$30.5 billion since Jan. 1, 1972.

The legislative subcommittees with jurisdiction, the House Government Operations Committee's subcommittee on intergovernmental relations and the Senate Finance Committee's revenue sharing subcommittee, have held extensive oversight hearings on the program.

The House intergovernmental relations subcommittee [L.H. Fountain (D-N.C.) chairman] is marking up a revenue sharing bill.

The Senate Finance Committee, Sen. Russell Long (D-La.), chairman, will not act until the House passes a bill. Sen. Long has assured states, counties and cities that he will move the legislation quickly.

President Ford's bills, S. 1625 and H.R. 6558, call for extension of the program for 5 1/4 years with \$39.5

billion.

Among the major issues to be resolved will be: the formula and allocation of funds; priority categories and program restrictions; civil rights enforcement; citizen participation; and congressional funding procedures.

Funds are allocated one third to states and two thirds to local governments including counties, cities, townships, Indian tribes and Alaskan native villages. The present formula takes into account population, local tax effort and relative poverty which complies with policy. The present law provides a ceiling and a floor. No municipality may receive more than 145 per cent of the average of the revenue sharing funds for all municipalities on a per capita basis and no less than 20 per cent of the per capita average of the state.

The Administration has proposed that the ceiling be raised to 175 per cent at the rate of six per cent a year. It is important to remember that there is a fixed

[continued on page 29]

amount for each state and if the upper ceiling is raised, other localities will receive less.

Proposals have been made to eliminate the states, to raise the ceiling to 300 per cent, and to eliminate the floor which would cut out many governments. There is also a minimum payment requirement that government will receive funds if its entitlement is less than \$2,000. Proposals would raise the minimum payment from \$2,500 to \$5,000.

The present law allows localities to spend funds for capital projects and for programs in public safety-environmental protection, public transportation, health, recreation, libraries, social services and financial administration. No revenue sharing funds may be used for matching other federal funds.

Critics have urged more specific categories and that recipients be prohibited from spending more than a certain percentage in a single category. To prevent lowering of taxes and replacement of locally collected funds with federal revenue sharing, some have proposed that maintenance of effort provisions be included. Another proposal makes minimum wage requirements apply to all revenue sharing funds.

The present law prohibits recipients from using revenue sharing funds for programs that discriminate. The Administration has proposed that ORS be authorized to accept findings of courts or state agencies that recipients are using funds to discriminate. The Justice Department could then seek a court order to withhold funds. Some groups argue that ORS is not enforcing equal rights provisions and have asked for greatly increased staff and suspension of payments when the attorney general finds noncompliance.

Citizen groups have complained that they have not had sufficient input into local decision making on the use of revenue sharing funds. The Administration has proposed that localities permit the same citizen participation in determining the use of revenue sharing as in decision making on local revenues. Some proposals would require elaborate citizen participation bodies and procedures.

States, counties and cities would prefer a permanent revenue sharing program exempt from the annual appropriations process in order that

recipient governments may have assurance of long-term federal funding to plan and implement long-term programs.

The present act provides a five-year authorization and appropriation in a state and local fiscal assistance trust fund. The present program was specifically exempted from the annual appropriations and budget review process in Congress. Members of Congress have indicated their desire to bring the program under annual appropriations committee review and the new budget review procedures established by the Budget Reform Act. In 1972 both House and Senate appropriations committees attempted to restrict the program to two years.

**NACo POSITION**

State and local officials support renewal according to the following principles:

- Continuation of the distribution of funds directly to states and general purpose governments using the existing distribution formula which reflects needs, population and tax effort;
- No additional categorization or program or restrictions on the use of the funds;
- Long term, multi-year funding;
- An increase in annual funding level to compensate for inflation;
- Enforcement of civil rights provisions of the act to guarantee nondiscriminatory expenditure of funds with adequate provision for due process for all individuals and governments involved. Enforcement responsibility for all civil rights provisions consolidated in a single federal agency;
- Guarantee of public hearings providing for citizen participation in revenue sharing expenditures should be conducted by recipient governments as part of their normal budget process.

**ACTION NEEDED**

- Reaffirm NACo's principles for renewal;
- Continued contact with members of Congress to press for early reenactment so that jurisdictions with a mid-year fiscal year can make sound budget decisions.

[See next page for chart—Legislative Hurdles for Revenue Sharing]

**DISCLOSURE REQUIREMENTS FOR ISSUERS OF MUNICIPAL BONDS**

**BACKGROUND**

In recent months there has been much turmoil in the municipal securities market. To a great degree, this has been due to the financial problems of New York City, the state of New York and its agencies, and other governmental issuers about whom investors are becoming increasingly concerned. In part, this concern relates to the adequacy of information that is provided about the financial condition of governments and its availability to investors. The market's response to the financial problems of various large borrowers has placed a premium on those issues and issuers that provide good information and who are considered to be of the highest quality in terms of credit risk.

Other elements of uncertainty in the municipal bond market have been injected by the recent

passage of the Securities Acts Amendments of 1975. These amendments, signed into law on June 5, 1975, represent the most important changes in the regulation of the securities industry in the last 40 years.

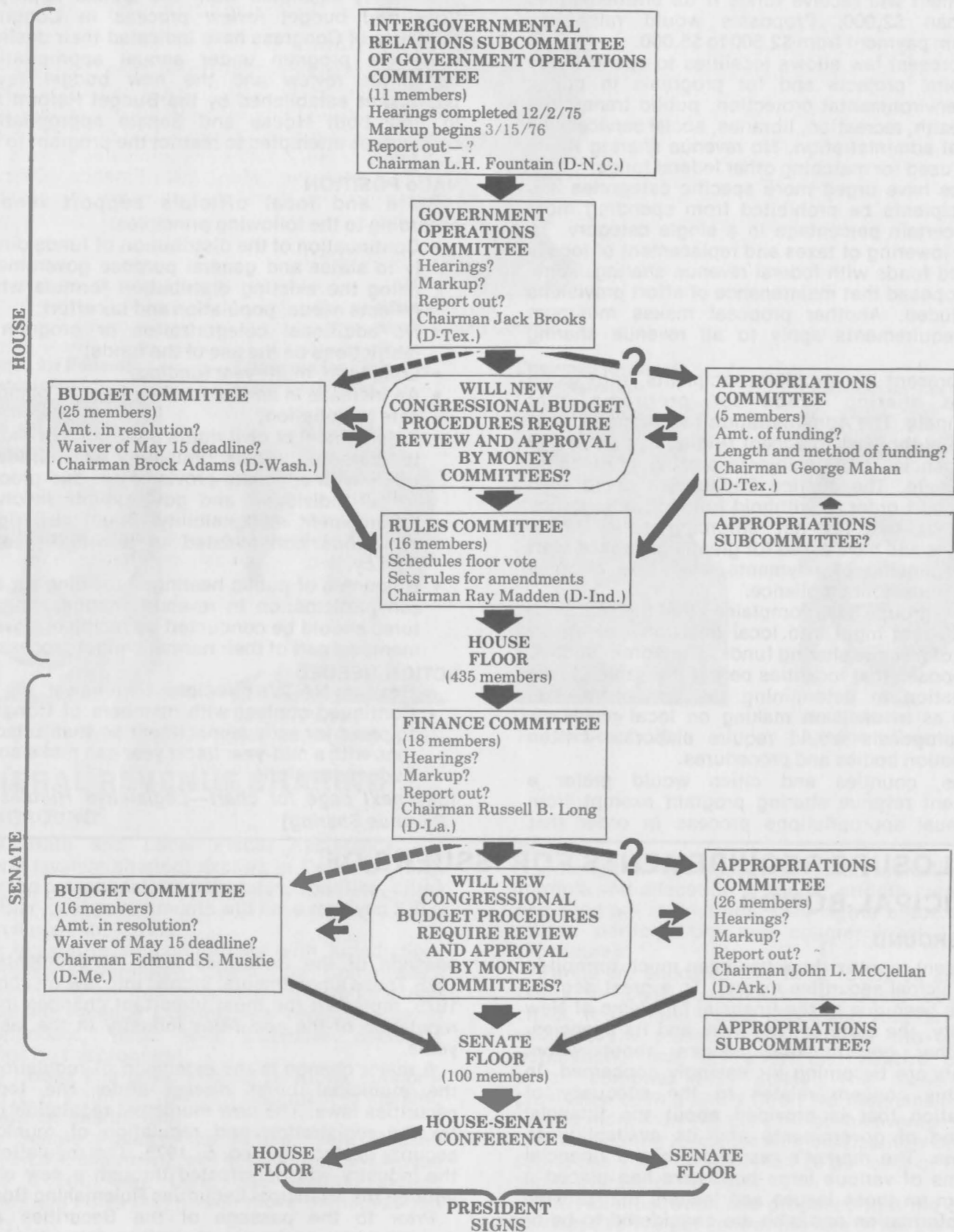
A major change is the extension of regulation to the municipal bond market under the federal securities laws. The new municipal regulation calls for the registration and regulation of municipal security dealers by Dec. 5, 1975. The regulation of the industry will be affected through a new entity entitled the Municipal Securities Rulemaking Board.

Prior to the passage of the Securities Acts Amendments, brokers and dealers doing business solely in municipal securities were not subject to

[continued on page 31]

# Legislative Hurdles for Revenue Sharing

MONDAY, FEBRUARY 9, 1976



NEW REVENUE SHARING PROGRAM BEGINS JAN. 1977

## DISCLOSURE REQUIREMENTS FOR ISSUERS OF MUNICIPAL BONDS continued

regulation by the Securities and Exchange Commission (SEC) or any other regulatory entity of the federal government. However, pursuant to the new act the Rulemaking Board will adopt the relevant regulatory provisions, subject to Securities and Exchange Commission, SEC, oversight.

An important aspect of the act is that it exempts issuers of municipal securities from regulation. In particular it prohibits the promulgation of information requirements for issuers in connection with the offerings of their securities, either directly or indirectly through disclosure requirements placed on underwriters (From the Municipal Finance Officers Association Analysis Dec. 5, 1975).

Two bills before the Senate Committee on Banking, Housing and Urban Affairs would require states, counties and cities to disclose more information when they issue bonds. Sen. Thomas Eagleton's (D-Mo.) bill, S. 2574, would extend to municipal issuers the same registration and disclosure requirements now applicable to private corporations.

The Eagleton bill would require each municipal issue to be cleared by the SEC prior to sale, just as those of private corporations are. However, there appears to be little support for this approach and even Eagleton gave support to S. 2969 introduced by Sen. Harrison Williams (D-N.J.), chairman of the subcommittee on securities, and Sen. John Tower (R-Tex.), ranking Republican on the full banking committee.

The Williams' bill calls for: annual financial reports by states, counties and cities which have outstanding bonds over \$50 million; "Distribution statements" and other information for investors

about issuers proposing over \$5 million in securities; exemptions from federal provisions for municipal issuers which receive prior approval by state agencies.

The agency responsible for implementing the act would be SEC. Both SEC and the Department of Treasury endorsed the Williams' bill (the Municipal Securities Full Disclosure Act of 1976).

### NACo POSITION

In recent testimony NACo cautioned Congress not to "overreact" to the New York City situation. Many state, county and city officials do not believe that there is a need for federal regulation of all state and local issuers. NACo and other interested groups are working with the Municipal Finance Officers Association to develop voluntary disclosure guidelines.

### ACTION NEEDED

- NACo will have to take a position on the two bills currently before Congress, the role of the states in the disclosure requirements for municipal issuers, and the need for voluntary guidelines. The National League of Cities, U.S. Conference of Mayors and Municipal Finance Officers Association are supporting voluntary guidelines only;
- Among the policy options are: support voluntary guidelines only; urge a more active state role in disclosure with voluntary guidelines; support the modified approach in the Williams' bill; support the Eagleton bill with strict regulation; oppose any change in the present system.

## INDUSTRIAL DEVELOPMENT FINANCING

### BACKGROUND

Federal law permits states, counties and cities to issue tax exempt bonds to pay for pollution control equipment in privately owned industries. Usually the equipment is leased to private companies with the lease payments designed to meet the debt costs for the bonds. In the past few years the number of pollution control issues has increased dramatically.

These pollution control bonds are competitive with traditional tax exempt issues and drive up the cost of borrowing.

*Fortune* magazine in a December 1975, article described the situation as follows: "... The pollution-control bond gives the corporations a triple or, in some cases, a quadruple subsidy. The company gets the benefit of the state's lower borrowing costs. It can also treat the pollution facility as its own property, and so depreciate it on an accelerated basis. And, under certain conditions, it may even be able to deduct a part of the lease payments as business expenses. As if that were not enough, in most states, pollution-control facilities are exempt from local property taxes.

Pollution-control revenue bonds represent a discriminatory handout, in that small companies usually cannot get states to authorize such bond issues, and even if they could, investors might be reluctant to buy the bonds. Perhaps most important,

the ready availability of long-term subsidized borrowing for pollution control tends to produce a bias in favor of highly capital-intensive waste treatment as opposed to alternative methods, such as adjustments in production processes, that might achieve the same results at lower capital costs. Hence, the pollution-control bond leads to a profligate use of capital...

Opponents of pollution control bonds claim that private corporations should not be permitted to have the same tax exempt borrowing privileges which the federal government confers on state and local governments.

### NACo POSITION

The *American County Platform* (Sec. 10.25) states: "There is a need to define more adequately through federal legislation the components and uses of industrial development bonds, with a view toward protecting the present tax-exempt status of true public purpose issues..."

### ACTION NEEDED

- NACo must determine whether to take a specific stand on pollution control bonds or whether the existing policy is sufficient guidance.

## TAXABLE BOND OPTION

### BACKGROUND

At the present time interest on state and local bonds is exempt from federal income tax. The traditional tax exempt municipal bond market has experienced difficulties recently, which experts say has been caused by New York City's financial problems and by an excess supply of bonds in relation to demand by traditional investors.

The Committee on Ways and Means is currently considering several proposals to provide interest subsidy payments to states, counties and cities for issuing taxable bonds. This is known as the Taxable Bond option (TBO). Sen. Edward Kennedy (D-Mass.) and Rep. Henry Reuss (D-Wis.) have introduced "The Municipal Capital Market Improvement Act," S. 2800 and H.R. 11214, which provides a 40 per cent federal interest subsidy for jurisdictions that elect to issue taxable bonds. Chairman of Ways and Means Rep. Al Ullman (D-Ore.) will also be introducing similar legislation.

Proponents of the legislation say it will provide an additional method of federal financial assistance to hard-pressed state and local governments to ease their current serious problems of obtaining capital. By offering a substantial federal interest subsidy for jurisdictions that elect to issue taxable bonds, sponsors believe that Congress can provide an effective new means of financial assistance to states and cities. The measure would not affect the currently available option of states and cities to obtain capital through the issuance of tax exempt bonds.

In addition to reducing the high cost of borrowing, proponents say the bill will also help to reduce the instability of the municipal capital markets. A further significant advantage of the bill is that it involves no federal approval or other intrusion into state and local affairs. The interest subsidy is automatic—all jurisdictions that elect to issue taxable bonds will qualify automatically for the 40 per cent federal subsidy of the interest cost.

The Treasury Department supports a TBO with a

federal subsidy rate of 30 per cent.

The American County Platform says (Section 10.21): "When considering any legislation which would have an impact on the municipal bond market, Congress should adhere to the following criteria:

- Access of state and local governments to the existing tax exempt market should not be impaired;
- Any credit assistance program should be automatically applicable to all legitimate state and local borrowing;
- Such assistance program should not be subject to elaborate administrative procedures."

The Platform (Sec. 10.23) also states: "County governments oppose any action which would directly or indirectly tax, under the federal income tax, interest on state or local government municipal bonds, or would place these bonds in an inferior competitive position with federal debt instruments and corporate securities."

NACo has requested the Committee on Ways and Means to ask the appropriate federal agency to prepare draft implementing regulations in advance of passage of the proposed legislation.

Before NACo can support legislation providing a taxable bond option for state and local governments, county officials must be certain that the rules and regulations that will be written by the appropriate federal agency will not violate NACo criteria.

### NACo POSITION

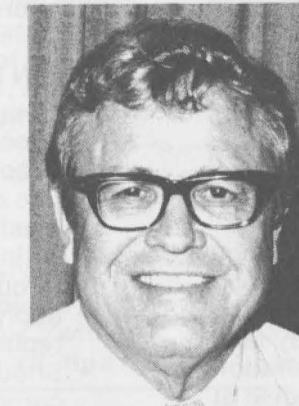
NACo does not have a policy actively supporting the Taxable Bond Option. If the proposed legislation meets the platform criteria above, NACo could support the TBO.

### ACTION NEEDED

- NACo needs to determine if the proposed TBO legislation meets the Platform criteria and whether it will support or oppose the Taxable Bond Option.

## TRANSPORTATION STEERING COMMITTEE

Chairman



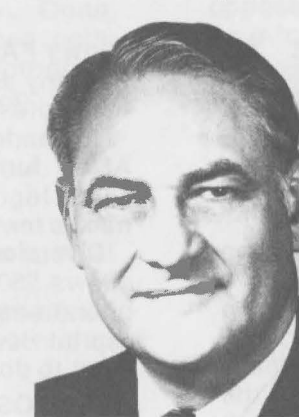
Daniel D. Mikesell  
San Bernardino County,  
Calif.

Chairman for Roads



Johnny Voudouris  
Travis County, Tex.

Chairman for Airports



Daniel T. Murphy  
Oakland County, Mich.

Chairman for Public  
Transportation



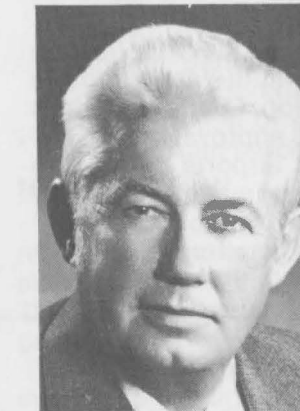
Ralph G. Caso  
Nassau County, N.Y.

Chairman for Highway  
and Traffic Safety



Robert B. Barkelew  
Broward County, Fla.

Chairman for Railroads



Wesley M. Schwengel  
Champaign County, Ill.

## AIRCRAFT NOISE

### BACKGROUND

The House aviation subcommittee of the Public Works and Transportation Committee has recently completed hearings and is writing a bill aimed at

alleviating noise problems. The proposal would involve: establishment of a federal goal to be [continued on page 34]



achieved over a period of years; establishment of regional agencies with authority to meet land use goals essential to the federal noise goals; local airport plans designed to meet the noise goals; approval by the Federal Aviation Administration based on safety, noise reduction, and interstate commerce criteria; option to airlines on how they intend to comply with plans approved by FAA.

The proposal focuses basically on the interests of airport managers in getting out from under homeowner suits and the airlines in interstate commerce. Consideration of the general interests and concerns of local elected officials is minimal.

#### NACo POSITION

The **American County Platform** calls on the federal government to "vigorously continue research of air and noise pollution . . . and enforce existing standards, rules and regulations. Regulation by land use should be the last resort in noise pollution control, with attention directed to control of noise at

its source, the aircraft itself and through safe noise abatement aircraft operating procedures."

In testimony before the subcommittee recently, NACo indicated serious questions about the nature of the proposal, strongly urged action on retrofit, and required adoption of safe but less noisy landing procedures to bring the problem down to proportions more manageable by local officials.

#### ACTION NEEDED

- Should NACo adopt a resolution indicating specifically how the federal government should accomplish NACo's retrofit proposal, such as use of aviation trust fund balances, currently at least \$1 billion, the approximate cost of retrofitting all airline aircraft?
- Should there be optional use for airlines to apply the federal share of retrofit to cost of replacement aircraft?
- Should the proposal also apply to military and corporate aircraft?

## AIRPORT DEVELOPMENT AID PROGRAM

### BACKGROUND

Extension of the Airport Development Aid Program, ADAP, beyond its expiration June 30, 1975, has been a top NACo transportation priority. H.R. 9771 passed the House Dec. 18, 1975. Hopefully S. 3015 will have passed the Senate before the end of March and conference sessions will be underway.

Key issues are:

**Length of extension of five years.** Extension limited to two years in House bill.

**Funding levels.** H.R. 9771 provides \$450 million total, including \$385 million for air carrier and \$65 million for general aviation for fiscal '76, an increase from current \$350 million total, and the same as the Budget Resolution recommends; S. 3015 is \$540 million total, including \$500 million for air carrier and \$40 million for general aviation. The House bill provides for reliever airports to be funded under general aviation; they would receive air carrier funds under S. 3015.

**Federal share.** H.R. 9771 allows one application for "one or more projects" with multi-year approvals (not clear whether the congressional budget process will permit this); S. 3015 permits approval of a capital development program for large airports entitled to formula grant funds, involving automatic approval of all projects included in the plan.

**State administration of general aviation.** H.R. 9771

allows FAA to turn over program administration to as many as 11 qualified states; S. 3015 restricts this to 3 states with stringent conditions.

**Expanded eligibility.** Both bills expand use of ADAP funds for public use terminal space, buffer zones for noise, snow removal equipment. H.R. 9771 makes terminal eligibility retroactive to 1970.

**Diversion of Trust Fund revenues.** H.R. 9771 allows \$50 million of user taxes to go toward FAA operations; S. 3015 provides no such diversion from capital development program, although an amendment to do so was to be offered during floor debate.

#### NACo POSITION

NACo has supported a five year extension at a \$600 million level with 80 per cent grants for large and medium-size air carrier facilities and 90 per cent for all others. NACo strongly urged streamlined procedures, supported state administration of general aviation where the state had a capacity and provided part of the match, supported the expanded eligibility, and opposed diversion of trust fund revenues.

#### ACTION NEEDED

- No additional ADAP policy is needed at this time, except possibly a resolution urging speedy final enactment and implementation.

air service, lower fees, etc. would stimulate local economies and better serve our constituents. The Senate Aviation Subcommittee has scheduled hearings in early April. The House aviation subcommittee is also expected to schedule extensive hearings beginning in April.

An issue of concern to counties is the possible  
[continued on page 35]

resulting loss in air carrier service. The Administration believes service probably would be picked up, by commuter lines which would better serve smaller communities. Although the bill does not provide for subsidies, a proposal is sure to come up in hearings.

Another issue is that many airport operations are financed entirely by the air carriers under long-term service agreements. The Administration's proposal does not deal with the potential impact of easier entry and exit from certain "markets," that is, service to specific airports by specific airlines, on these long-term agreements and financing of airport operations by specific airlines now serving specific airports.

#### NACo POSITION

The **American County Platform** calls for federal and state "pilot programs with subsidies for assisting airlines serving small communities" with no specific reference to the relationship of this

statement to the issue of regulatory reform. The **Platform** also suggests, "All public airports should be open to all aircraft, except in some cases where segregation is necessary for general aviation aircraft with inadequate navigation and communication equipment or pilots with inadequate training and experience." The intent of this section was related to the issue of access of general aviation to large airports rather than the issue of regulatory reform.

#### ACTION NEEDED

- Should NACo take a more specific stand on the issues of aviation regulatory reform? If so, should policy specify a program of subsidies to assure continuity of service through a conversion period to commuter airlines?
- Should NACo propose a solution to the issue of long-term commitment of airlines currently serving and financially supporting airports?

## HIGHWAYS

### BACKGROUND

NACo's top transportation priority for the past year has been extension of the Federal-Aid Highway Act beyond its June 30, 1976 termination. Quite different bills, H.R. 8235 and S. 2711 passed both houses in December 1975. Both extend the program two years. The bills also extend the highway trust fund through Sept. 30, 1979.

Although the conferees recessed on March 4, 1976 "to some indeterminate date," it was thought that the differences remaining were not so substantial as publicly stated. Hopefully the bill would go to final passage before the end of March.

Although the Administration last year threatened to veto a bill in excess of the Senate's \$7.1 billion total, veto now is considered very unlikely.

Key differences included:

**Apportionment date.** The House agreed to change date so that noninterstate funds could not be spent until Oct. 1, start of new fiscal year, instead of by Jan. 1 preceding fiscal year start. It held firm on wanting change delayed until fiscal '78, starting October 1977. The Senate would prefer to start immediately with transition relief for states which run out of money, allowing them to obligate funds in advance of October 1 this year only.

**One-half per cent of interstate funds.** Senate held firm wanting states which complete interstate to continue receiving minimum interstate funds for use on noninterstate roads. House supported only if funded from general revenues rather than Highway Trust Fund.

**Off-systems.** Senate opposes extension of this \$200 million category. House preferred to increase funding for other off-system categories, including bridge replacement and railroad crossings.

**Extension of Payback.** House conferees have insisted on stretching out repayment by states of nonfederal match, made available when legislation was enacted last year to allow temporary 100 per cent federal funding for highways to encourage rapid obligation of previously impounded funds. Senate wants states to pay interest on unpaid balance.

**Policy Study Commission.** Senate insists on

provision to establish an intermodal National Transportation Policy Study Commission. House opposes commission in current form: congressional Administration, interest group and "public" representation.

Agreements as of March 5 included:

- \$3.625 billion for interstates with at least 30 per cent per state to go for completing gaps in national system;
- Consolidated primary, priority primary and primary extension category at \$1.35 billion with \$50 million over total current level discretionary with DOT secretary;
- Extension of rural secondary at \$400 million and urban system at \$800 million as in current law; extension of most other categories as is;
- 6-month study by DOT of Metropolitan Planning Organizations and no change from current law in MPO powers;
- Increase from \$125 to \$200 million for special bridge replacement program;
- Expanded authority to transfer up to 40 per cent among most categories;
- Amend definition of construction to include "resurfacing, rehabilitation and restoration";
- Reinstitution of secondary road plans to eliminate certain procedures and cut red tape.

#### NACo POSITION

NACo policy calls for maximum flexibility by returning 3 cents of the 4 cent federal gasoline tax to states and counties for transportation purposes. That proposal, supported by the governors as well, got nowhere.

In regard to actual bill provisions, NACo supported the significant consolidation proposals in the original Senate bill and the MPO study, as a compromise with those who wanted greater MPO powers, in the House.

#### ACTION NEEDED

- Should NACo adopt a specific resolution urging speedy and flexible implementation of new provisions and NACo involvement in MPO study or Transportation Policy Study Commission?



## PUBLIC TRANSPORTATION

### BACKGROUND

Both the surface transportation subcommittee of the House Public Works Committee and urban affairs subcommittee of the Senate Banking and Urban Affairs Committee are expected to hold hearings in April to address general public transit issues. Although no major new funding proposals are expected, the subcommittees are likely to review sufficiency of current funding levels.

The National Mass Transportation Assistance Act of 1974 provided \$11.8 billion over the fiscal years '75 through '80. The American Public Transit Association has issued a survey which shows the need for an additional \$8 billion for capital purposes over the next five years. APTA also is urging UMTA to approve all approvable major rapid rail proposals on a first-come, first-served basis to increase pressure for additional funds.

The issue of operating subsidies is still hot. The Administration's fiscal '77 budget proposed a limit on Section 5 formula grants of no more than 50 per cent use for operating subsidies. Over 90 per cent of these funds are currently being used, at local option, for operating purposes. The Administration claims their proposal will force local officials to "exercise more responsibility," particularly in setting fares and negotiating labor contracts.

This raises the issue of procedures for securing labor protective agreements required by Section 13-C of the UMTA Act of 1964. APTA has a "model agreement" which unions use as their minimum agreement. Proposed agreements are submitted by UMTA to the Department of Labor which sends them to all relevant unions. In effect, unions have secured veto power over UMTA grants, for the Labor Department has been unwilling to sign off until the unions are satisfied with the agreements. Labor costs in 10 major transit operations have increased an average 10.8 per cent annually 1970-74. In 1974-75, the increase was 11.7 per cent. Small operators negotiating for the first time, in an effort to secure UMTA funds, may be experiencing even greater percentage increases. Los Angeles County Supervisor Pete Schabarum has raised this issue with the Administration, Labor Department, congressional leaders and others, and has urged NACo to work with him in reviewing the whole issue.

Some interest groups are pushing for total accessibility to all public transit for elderly and handicapped. Court cases are determining congressional intent on a case by case basis. One court has issued an injunction to prohibit Milwaukee County from purchasing 100 buses because they did not include wheelchair lifts in the bid specifications. UMTA is expected to issue regulations soon requiring "mobility" for all, with local determination of whether to retrofit existing systems or provide

special service for the wheelchair-bound.

UMTA has been severely criticized for red tape and has established an internal task force to simplify procedures. NACo staff has been briefed and asked for input.

Nonurbanized areas were provided \$500 million over the fiscal '75-'80 period in the 1974 legislation. To date, UMTA is spending that at a 3.5 per cent per year rate and has issued no special guidelines. UMTA is administering it in the same manner as its big urban program with complex application procedures. Some UMTA personnel have said that the money is not available at all. Total UMTA expenditures in nonurbanized areas continue to approximate one per cent of total UMTA funding levels although 48 per cent of the U.S. population lives outside census-defined "urbanized areas," that is, areas under 50,000.

### NACo POSITION

NACo has Platform and resolution language dealing with some of the above issues, calling for: increased funding levels (no specific amount—NACo originally called for \$20 billion in 1974) and a mandate that the federal government spend all money appropriated.

Existing policy calls for authority for rural areas to spend 50 per cent of the \$500 million for operating, not only for capital and increased funds for urban operating with at least 50 per cent of a NACo-proposed mass transit trust fund for capital. Mobility for elderly and handicapped with local determination of appropriate methods to serve all are sought by NACo along with federal review of all eligible projects prior to obligation of most funds to one project in one state.

### ACTION NEEDED

- Should NACo expand its policy to deal with 13-C labor protective requirements?
- Should NACo specifically address UMTA red tape, including simplified procedures for rural areas?
- Should specific policies be adopted dealing with the Administration proposal to limit operating subsidies?
- If we support 100 per cent subsidies for urban transportation, should that apply to rural as well?
- Should we specify how much additional money should be provided for urban and rural transit?
- Should we deal with the issue of "appropriate" fare levels, perhaps suggesting that lower fares, at lower option, may be appropriate to achieve such local and national goals as reduction of energy consumption and air pollution?

## WELFARE AND SOCIAL SERVICES STEERING COMMITTEE

Chairman



Frank Jungas  
Cottonwood County,  
Minn.

Chairman for Social  
Services



Elmer Daniels  
Nash County, N.C.

Chairman for Income  
Maintenance Programs



Thomas H. Cooke Jr.  
Essex County, N.J.

Chairman for Rural  
Poverty Programs



John Caldwell  
Jefferson County, Pa.

Chairman for Aging  
Programs



Doris Dealaman  
Somerset County, N.J.

## AID TO FAMILIES WITH DEPENDENT CHILDREN

### BACKGROUND

While the President recognized, in his State of the Union message, that there is need for major reform of the present welfare system, he stated this is not the "right time for massive and sweeping changes while we are still recovering from a recession."

Instead, the President is proposing legislation (the Income Simplification Act) "to achieve greater consistency in eligibility requirements, benefit levels and related organization structures in the present income assistance programs." Some of the proposed legislative changes in the Aid to Families with Dependent children (AFDC) are:

- An income disregard provision which allows disregard of the first \$60 of monthly earned income plus work-related expenses and one-third of the remainder;
- Elimination of the federal percentage option requirement that all states use only the federal

medical assistance percentage matching formula for AFDC;

- Require inclusion of step-parents contribution for determination of eligibility for AFDC payments.

In addition, the President will ask for five-year authority to make modifications to federal and federally assisted means-tested programs which provide benefits to individuals in cash or "in kind," for example, AFDC, Food Stamps, and the Supplemental Security Income Programs.

The Income Simplification Act would preserve congressional authority over all proposed modifications since Congress would have an opportunity for review and disapproval.

Federal expenditures for the AFDC program are expected to increase from \$5.9 billion with 11.5

[continued on page 38]

million recipients in 1976, to \$6 billion with 11.3 million recipients in 1977.

Major structural changes proposed for AFDC in NACo's **American County Platform** and in the Welfare Reform proposal would simplify the program administration and correct most of the abuses.

The AFDC and AFDC-U programs have continued to grow and costs to escalate as unemployment and inflation increase. Quality control regulations and lack of congruence between AFDC regulations and those of the numerous other programs the welfare department must accommodate have contributed to unnecessarily high administrative costs.

Complex overlapping and unrelated procedures imposed on the counties, together with unreasonable quality control review mechanisms, create high "errors rates."

The **American County Platform** recommends separation of welfare into three separate and distinct systems: Work Security Program for employable persons, Income Security Program for unemployable persons and Social Services, with uniform standards of eligibility and benefit level regionally adjusted for differences in costs of living and full federal financing.

In addition, the Welfare and Social Services Committee has developed a list of guidelines for interim reform of the present AFDC program. These proposals will be taken to the Board of Directors for consideration on Tuesday, March 30. If approved, the proposals will be available on Wednesday morning, March 31.

The committee's guidelines state that until a work security program can be established and a more effective income maintenance system developed, the following steps are necessary to make the AFDC program manageable, more cost effective and less subject to abuses and criticisms:

- A congressionally established council of national, state and local government representatives to review and simplify the eligibility requirements, benefit payment levels and overlaps and gaps among programs;
- A uniform standard of eligibility (regionally

adjusted for cost of living) including income, personal and real property limits, responsible relatives, strikers, child support requirements; A ceiling on earnings of welfare recipients to exclude welfare eligibility for families with extensive earnings;

- A simplified standard work expense deduction from gross income to replace the complex and inequitable 30 1/3 earned income disregard and itemized deductions;
- Simplified WIN referral and sanction procedures, especially where the unemployment rate is high;
- Federal financial participation for general assistance, for fraud activities and for noncourt ordered foster care cases;
- Require utilization of available resources such as unemployment insurance benefits and workers' compensation as a condition of eligibility for AFDC;
- Prohibit further extension of the UI periods of eligibility at state and local expense;
- Establish a federally supported incentive for banks and savings and loans to participate in the AFDC transfer, for example, replace warrants with individual letters of credit to recipients, who would in turn then be issued cash or check at the bank;
- Increase the limitation on restricted payments (protective payments) from 10 per cent to 25 per cent of caseload;
- Eliminate the use of sanction as a quality control tool.

**ACTION NEEDED**

- Reaffirm NACo policy that long range, major reform of welfare is needed;
- Seek legislation that supports separation of employables from welfare;
- Support legislation that meets any of the goals of the above guidelines;
- Urge establishment of the recommended council to review programs and ensure adequate county representation;
- Urge regulatory and administrative changes in HEW for those reforms not requiring legislation.

publicity given to abuses in the food stamp program the Administration and many in Congress are now proposing to make major changes in the program.

The Senate Agriculture Committee, on Feb. 24, reported out a compromise food stamp bill which should go to the Senate floor in late March or early April.

"Eliminate the greedy and help the needy" was the committee's goal, according to Sen. Robert Dole (R-Kan.) Both liberals and conservatives question whether the bill meets this goal and considerable debate is expected when it reaches the floor of the Senate.

Welfare experts predict up to three million of the  
[continued on page 39]

present 18.9 million food stamp recipients might be eliminated under the proposed legislation. The liberal-backed Dole-McGovern proposal to eliminate the purchase of stamps was abandoned after a 7-7 deadlock. This proposal was designed to ensure participation of the very poor who frequently lack the cash required for purchase.

The bill would limit participation to families whose net income is at or below the poverty line, due to go to \$5,500 in April 1976. College students who are, or can legally be, claimed as tax exemptions by families which are not themselves eligible for food stamps, would be expressly excluded from eligibility. Loans and scholarships used for tuition and mandatory fees would be excluded from the definition of income in determining eligibility.

The bill would substitute a standard deduction of \$100 per household or \$125 per household with a person over 60 years of age, for the current itemized expense deductions. Households with earned income could deduct Social Security, federal, state and local income taxes.

The proposed legislation would call for a 30-day retroactive accounting period. This means eligibility would be based on income over the previous 30 days, preventing newly unemployed persons from becoming eligible for at least 30 days.

The bill would stipulate a constant benefit reduction rate of 27 1/2 per cent to obtain their purchase price of \$41.25. The purchase price would be subtracted from the allotment to obtain the bonus amount of \$124.75. Under current law, benefit reduction rates vary from 18 per cent to 30 per cent.

On Feb. 27, 1976, the Administration proposed to make extensive changes in the food stamp program through regulatory changes rather than wait for Congress to enact new legislation. Most of the proposed regulations are in the Administration's food stamp reform bill and are more restrictive than the Senate committee bill.

The major provisions in the proposed regulations are:

- Redefine "income"; provide for determinations of gross household income to be made on the basis of the average income of the household during the 90 days preceding the day on which application is made to participate in the program; and, provide for standard deductions in lieu of itemized deductions in adjusting gross income for the purpose of determining eligibility and basis of issuance for households;
- Modify existing income standards for eligibility to provide, as a test of eligibility, the income poverty guidelines prescribed by the Office of Management and Budget (\$5,500 a year for a family of four as of April 1);
- Set the purchase requirements so that the share a household contributes toward its coupon allotment will be 30 per cent of its adjusted gross income; and, reduce the minimum bonus received by households categorically eligible by reason of participation in programs of public assistance including the SSI Program;
- Tighten coupon and cash (purchase requirement) accountability of state agencies and issuing agents;
- Limit participation by minors to those for whom no adult person is legally responsible;

- Require monthly income reports from participating households;
- Require job searches in addition to registration with the state and federal agencies by members of households subject to the existing work registration requirement and otherwise strengthen work registration requirements.

**NACo POSITION**

In addition to the following NACo approved guides for the future planning and development of the food stamp program, the Welfare and Social Services Committee will submit a more detailed resolution to the NACo Board of Directors on March 30, 1976, for their consideration. If approved, these additional guidelines will be distributed to the delegates at the legislative breakfast Wednesday, March 31.

Existing NACo approved guidelines for reform of the food stamp program are that for welfare recipients, it be "cashed out" in favor of an equivalent increase in the cash grant funded entirely by the federal government and until there can be total abolition in favor of a more adequate income maintenance system, the following is recommended:

- Extend the present "cash out" of the SSI/SSP recipients permanently;
- Transfer federal administrative responsibility to the Department of Health, Education and Welfare;
- Establish a single application process so that a person applying for AFDC or AFDC-U can be automatically certified for food stamps through the single process rather than a dual one as it is today;
- Establish a like recertification process;
- Permit states to use the same budget standards, the same income exemptions and the same payment periods for food stamps as they do for the cash grant program;
- Tie the food stamps and cash grant programs together in such a way that the authorization to purchase can be computerized as a simple by-product of the computerization of the AFDC cash grant process;
- Base food stamp benefits on gross rather than "adjusted net" income;
- For nonassistance cases, simplify the application form and process;
- Consider the establishment of a uniform nationwide issuance system (through the Post Office);
- Change the law to make public assistance withholding optional rather than mandatory;
- Seek 100 per cent funding of the administration cost of this federally mandated program;
- At such time as the food stamp program is "cashed out" for welfare recipients, if food stamps continue to be provided for non-assistance families, the federal government should assume 100 per cent of the cost of this program.

**ACTION NEEDED**

Support NACo food stamp reform resolution. The Senate may be considering the food stamp bill during the week of the Legislative Conference or the  
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following week. The House Agriculture Committee is holding hearings on March 30 and 31. NACo is scheduled to testify at 2:00 p.m. March 31 in Room 1301, Longworth House Office Building.

## SOCIAL SERVICES CONSOLIDATION

### BACKGROUND

President Ford has proposed a \$2.5 billion block grant program to the states for social services with no mandatory state matching. Presently, under Title XX of the Social Security Act, social services grants are made to states under a \$2.5 billion congressional ceiling limitation (federal matching for 75 per cent of all services, except family planning services which are federally matched at 90 per cent). Secretary of Health, Education and Welfare David Mathews stated that there would be a hold-harmless to states for fiscal '77.

Present state and local training programs (75 per cent match also) for public assistance and Title XX agency staff and services delivery personnel of provider agencies would be folded into the new block grant program.

The Administration's estimated fiscal '76 federal expenditures for social services is \$2.258 billion plus \$70.9 million for state and local training costs.

Following are some of the provisions in the new legislation:

- A \$2.5 billion block grant program is established with no mandatory matching by states;
- The goals of the Title XX program related to self-sufficiency, economic independence, protective services and de-institutionalization remain the same;
- There would be a greater focus on the poor than under Title XX. Seventy-five per cent of funds would go to those below the poverty line and/or those receiving AFDC, SSI and Medicaid;
- No bar to fee charging, or use of funds for health services;
- No federal day care standards, but will have HEW study and report. States, however, must have a day care licensing code or published state regulations, plus an agency responsible for monitoring;
- Retains requirements for a state plan developed through an open planning process;

Carry extra copies of NACo's food stamp resolution on food stamp reform which will be available Wednesday when you visit your congressional delegation.

- Most other requirements are eliminated, except for such things as fair housing procedures, prohibition against construction and purchase of land and buildings;
- States will be required to conduct evaluations of their programs, to have an audit of expenditures, and to publish annually an accounting of expenditures in accord with state plan; HEW will also be required to evaluate state performance;
- For noncompliance, state could be subject to full fund cut-off, or to penalty of up to 3 per cent of funds, at secretary's option.

### NACo POSITION

NACo supports the concept of the block grant proposal. However, when the Welfare and Social Services Committee reviewed the draft bill at its Feb. 23-24, 1976, meeting in Washington, it decided to withhold support of this legislation until three changes were made:

- Lifting of the \$2.5 billion ceiling on federal participation in social service programs;
- Assurances that the funds for services included in the program will be passed by the state to those units of general purpose local government that provide such services;
- Addition of a requirement that local government be involved in the development of the state plan.

The Administration did add wording in the bill introduced to Congress on February 26, requiring states to consult with "State, local, and other public and private agencies, organizations, and institutions within the State concerned with social services."

### ACTION NEEDED

- Work for inclusion of the above points in the legislation, H.R. 12175, now pending before the House Committee on Ways and Means.



NACo

# SPECIAL REPORT

## ON THE PRESIDENT'S BUDGET

# The Message to Counties: 'Tighten Your Belts'



President Ford's budget contains a clear message to counties and municipalities: "Tighten your belts even tighter."

Despite increased local taxes and service cuts caused by continued rising costs and revenue shortfalls, the proposed total amount of federal aid to state and local governments remains virtually unchanged.

**THE BUDGET** estimates that aid programs in the current fiscal year will amount to \$59.8 billion. The budget requests for fiscal '77 total only \$60.5 billion.

To stay within this budget limitation and still allow increases in some programs, the budget proposes a large number of fiscal shifts on partnership programs. It would be difficult, and in many cases impossible because of federal or state mandates, to cut back these programs at the local level.

If these budget proposals are approved by Congress, local governments have no choice but to reduce other services to maintain these partnership programs. Most counties and cities no longer have the option of further local tax increases and can expect little relief from state aid.

**WHILE MANY** congressmen are reflecting public concerns about taxes and spending, it is doubtful if they will go along with a large number of the President's proposed cuts. The debate over solutions to the recession and unemployment will continue to be intense. There also is the question of defense spending and whether shifts can be made to domestic programs.

Apart from congressional action, much depends on the recovery of the economy. The requested amounts for welfare, Medicaid, unemployment insurance and other uncontrollable programs are based on an expected drop in unemploy-

Continued on p. 11

# President Renews His Call for Revenue Sharing

The Administration renewed its call for renewal of general revenue sharing beyond the present program's expiration this December. Counties would receive approximately \$2.2 billion in fiscal '77 if the President's renewal proposal is enacted by Congress. The proposed legislation would continue the authorization and appropriation of specific annual amounts, increasing by \$150 million annually to \$7.2 billion in 1982.

This year the budget again contains an analysis of "tax expenditures." Tax expenditures are defined as "revenue losses attributable to provisions of the federal tax laws which allow a special exclusion, exemption, or deduction from gross income or which provide a special credit, a preferential rate of tax or a deferral of tax liability."

## \$176 MILLION NON-FEDERAL

### Land and Water Request Stays Firm at \$300 Million

The Administration's budget request includes \$300 million for the Land and Water Conservation Fund in fiscal '77. This is the same amount as fiscal '76.

The amount distributed from this fund to state and local governments will also remain the same (\$176 million). Counties are eligible for these funds if they put up 50 per cent matching grants for recreation plans, for acquiring land and water areas and for developing outdoor recreation facilities.

The remainder of the \$300 million is available to federal agencies to expand the nation's park, forest, wildlife, rivers and trails systems.

The Land and Water Conservation Fund is a special fund with a balance available of \$564 million. The fund derives mainly from Outer Continental Shelf leasing receipts. Proposals are expected to be introduced in the 94th Congress to spend more of the fund and to change the distribution formula to favor urban areas where the need for parks is greatest. Requests for \$76 million are included for the transition quarter for the Fund.

#### DEPARTMENT OF INTERIOR — LAND USE LEGISLATION

No funds are included in the budget for implementation of federal land use legislation. Legislation was killed in the House last year that would have provided assistance to states to establish statewide planning programs. The budget request confirms that the Administration will not support land use legislation this year.

#### DEPARTMENT OF COMMERCE — COASTAL ZONE MANAGEMENT

The Administration requested \$23 million for fiscal '77 (compared to \$18 million for fiscal '76) for grants to states for the development and administration of comprehensive coastal zone management programs. This program is administered at the federal level by the National Oceanic and Atmospheric Administration pursuant to the Coastal Zone Management Act of 1972.

It is estimated that 14 states will have developed their coastal zone management program by the end of fiscal '77 so they will be eligible for Administration grants. States are required to involve counties and other local governments in the administration of the program in each state.

## NACo Analysts

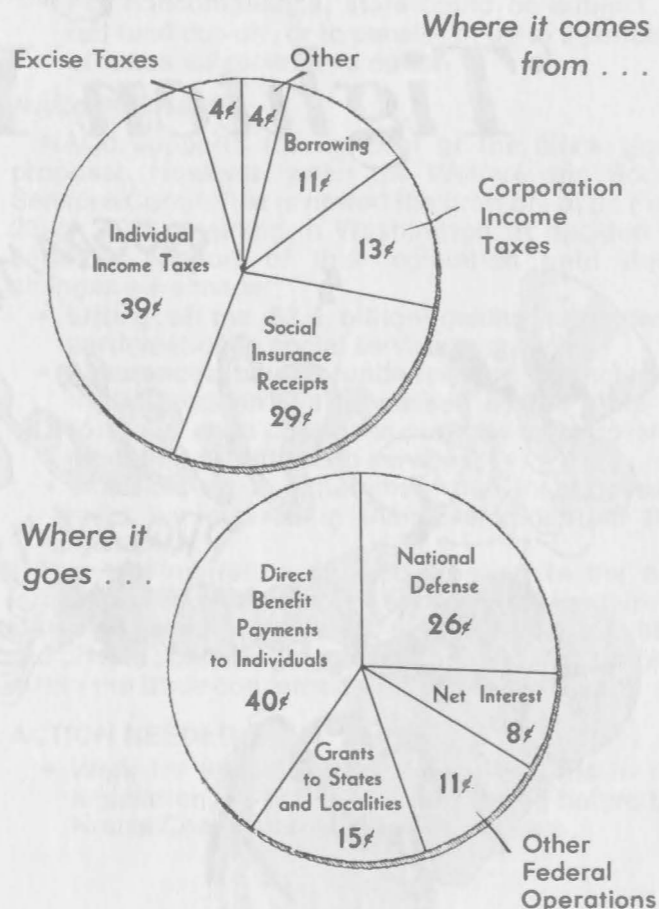
Budget analyses were written by the following NACo staffers, whom you can call for further details.

- |   |                     |
|---|---------------------|
| Aging .....   | Mary Brugger Murphy |
| Alcoholism, Drug Abuse and Mental Health .....              | Mike Benjamin       |
| Criminal Justice .....                                      | Tony McCann         |
| EDA .....   | Elliott Alman       |
| Education .....   | Mike Gemmell        |
| Energy .....  | Sue Guenther        |
| EPA .....   | Carol Shaskan       |
| HUD .....   | Connie Maffin       |
| Interior .....  | Jim Evans           |
| IPA .....   | Gary Mann           |
| Manpower, WIN, Voc. Rehab. ....                             | Jon Weintraub       |
| CSA .....   | Scott Forsyth       |
| Revenue Sharing .....                                       | Aliceann Fritschler |
| Rural Development (Agriculture, EDA, FAA, Appalachia) ..... | Elliott Alman       |
| Social Services & Welfare .....                             | Dottie Stimpson     |
| Transportation .....  | Sandy Spence        |
| Labor Management & OSHA .....                               | Bill Bertera        |
| CZM .....   | Jim Evans           |
| Health .....  | Mike Gemmell        |

The budget notes the impact of the exclusion of interest on state and local securities from federal taxable income which permits these jurisdictions to borrow at reduced interest rates. The tax expenditures for the exclusion of interest on state and local general purpose debt is estimated to be \$4.5 billion in 1977, with a somewhat smaller benefit going to these governments. The budget analysis points out that "interest on industrial revenue bonds—which are nominally governmental debt, but are backed only by revenues from private industry—is also excluded from income. Benefits from this tax-exempt borrowing go largely to private companies. The exclusion on debt to finance pollution control facilities will reduce federal receipts by \$0.2 billion; the exclusion on general-purpose industrial development borrowing will cost \$0.3 billion."

## THE BUDGET DOLLAR

Fiscal Year 1977 Estimate



### Special Federal Workshops Scheduled at NACo Legislative Conference and Western Region Conference

NACo staff and the NACo Council of Inter-governmental Coordinators will combine efforts in special workshops on the fiscal '77 federal budget at the NACo Legislative Conference March 29-31 in Washington, D.C. and at the NACo Western Region Conference April 21-24 in Colorado Springs, Colorado.

The impact of the fiscal '77 federal budget on county governments will be discussed in detail. An explanation of the new federal budget process will be included.

Watch for conference registration forms in County News, or contact NACo Conference Coordinator Rod Kendig at (202) 785-9577.

# Not the 'Right Time' for Reform of Welfare

While the President recognized in his state of the union message that there is need for massive reform of the present welfare system, he stated that this is not "the right time for massive and sweeping changes while we are still recovering from a recession."

Instead, the President proposed legislation "to achieve greater consistency in eligibility requirements, benefit levels and related organization structures in the present income assistance programs."

Some of the proposed legislative changes for fiscal '77 in the Aid to Families with Dependent Children (AFDC) are:

- An income disregard provision which allows disregard of the first \$60 of monthly earned income plus work-related expenses and one-third of the remainder.
- Elimination of the federal percentage option and requirement that all states use only the federal medical assistance percentage matching formula for AFDC.
- Require inclusion of stepparent contribution for determination of eligibility for AFDC payments.

In addition, HEW is working closely with the states through its quality control effort to reduce errors and abuses in the administration of benefits.

Federal expenditures for the AFDC program are expected to increase from \$5.9 billion (with 11.5 million recipients in 1976) to \$6 billion (with 11.3 million recipients in 1977).

#### FOOD STAMPS

The Administration's Food Stamp program for fiscal '77 is based on legislation (S. 2537) submitted to Congress last October. The Administration's proposal would cut program costs \$1.2 billion and eliminate 5.5 million people from the present program. The major provisions would:

- Establish a standard deduction for all program participants—\$100 plus \$25 for elderly (monthly). Present participants may deduct a variety of costs from gross income amounts such as taxes, alimony, child support, and medical care over \$10 a month.
- Set maximum income limitations at the poverty level (\$6,250 for a family of four annually) for eligibility.
- Base eligibility on previous 90 days instead of the present basis of projected future income.
- Set a 30 per cent purchase requirement instead of the present sliding scale from 22 to 28 per cent of net income.

#### SOCIAL SERVICES CONSOLIDATION

A new \$2.5 billion block grant program to the states for social services with no mandatory state matching is proposed. Presently, under Title XX of the Social Security Act, social services grants are made to states under a \$2.5 billion congressional ceiling limitation (federal matching for 75 per cent of all services, except family planning services which are federally matched at 90 per cent). There would be a hold-harmless to states for fiscal '77.

Present state and local training programs (75 per cent match also) for public assistance and Title XX agency staff and service delivery personnel of provider agencies would be folded into the new block grant program.

The Administration's estimated fiscal '76 federal expenditures for social services is \$2.258 billion plus \$70.9 million for state and local training costs.

#### SUPPLEMENTAL SECURITY INCOME

There are no major changes proposed in the Administration's fiscal '77 budget for the Supplemental Security Income (SSI) program. The Administration is working to improve the management of the program and cut error rates.

Beginning Jan. 1, 1974, SSI replaced the state administered programs of assistance for the aged, blind and disabled. SSI provides a minimum income of \$157.70 per month for an eligible individual.

The budget estimate for federal payments for fiscal '77 is \$5.2 billion as compared to \$4.5 billion for fiscal '76.

#### HEAD START

The Administration requests \$434 million for the Head Start program for fiscal '77 as compared with \$441 million for fiscal '76. While there are no new legislative proposals indicated, the Administration states that it will "continue to focus attention on the improvement and innovation efforts to convert Head Start into a more flexible system for delivering services that are both cost effective and responsive to the real needs of children, and to improve local capacity to plan and manage children's services."

#### ALLIED SERVICES

The Administration again has included \$20 million in the budget for the Allied Services Act (H.R. 9981). This legislation, to encourage coordination of all human service delivery programs at the state and local levels, has been introduced in the past three Congresses, but has never gotten beyond the hearing stage. Under this act, states could receive grants for projects to demonstrate how the delivery of health, rehabilitation and other human service programs could be brought together to improve service to state and local residents. They would also be able to transfer limited amounts of federal funds among specified programs to facilitate integrated service



## Ford Seeks To Terminate Rural Development Funds

The Administration proposes to terminate the grant programs of the Rural Development Act of 1972. If adopted, this would have significant adverse impact on rural communities.

No funds were requested for several basic program categories. These included water and waste disposal grants, rural development grants, community fire protection grants and a number of housing programs.

NACo policy has consistently advocated full funding of the Rural Development Act as a valuable aid to rural communities.

#### WATER AND WASTE DISPOSAL GRANTS

Zero funding was requested for the water and waste disposal program. However, there is \$488 million worth of back applications.

In fiscal '76, the President requested \$150 million for the program. Congress authorized \$250 million. Attempted presidential deferrals, which NACo strongly opposed, were promptly defeated. There is still a \$100 million rescission pending, which is also likely to be reversed.

#### RURAL DEVELOPMENT GRANTS

No funding was requested for this category, which was designed to stimulate development of private business. In fiscal '76, \$11.9 million was authorized.

#### RURAL COMMUNITY FIRE PROTECTION

No funding was requested for this program designed to aid rural communities to organize, train and equip volunteer fire departments. In fiscal '76, the program contained \$3.5 million.

#### RURAL WASTE PLANNING

No funding was requested. It was authorized by the Rural Development Act to have an annual level of \$30 million, but has never been funded.

#### COMPREHENSIVE PLANNING

No funding was requested. Originally intended to have annual authorizations of \$10 million, it has never been funded.

#### RURAL HOUSING FOR DOMESTIC FARM LABOR

No funding was requested. In fiscal '76, \$7.5 million was authorized for this program to provide housing and facilities for domestic farm labor.

#### MUTUAL AND SELF-HELP HOUSING

No funds were requested. In fiscal '76, \$9 million was authorized to aid groups of families to build their own housing.

#### SELF-HELP HOUSING LAND DEVELOPMENT FUND

No funds are planned for this revolving fund program. Two loans for \$234,000 were obligated in 1975.

#### RURAL HOUSING INSURANCE FUND

This revolving fund is the basic housing program of Farmers Home Administration. It functions as a loan-guarantee program.

The Administration plans to continue it at a level of \$2.716 billion in fiscal '77, an increase from \$2.706 billion in fiscal '76.

However, it was also announced that the President is proposing to rescind

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Continued on p. 12

# Ford Challenges on Jobs, Training

Despite continuing high unemployment, the Administration requested a stand-still appropriation of \$2.39 billion for Comprehensive Employment and Training Act (CETA) for fiscal '77, and proposed the phaseout of Title VI public service jobs by the end of fiscal '77. By not requesting a continued authorization for Title VI public service jobs in fiscal '76 and '77, the Administration is lining itself up against the current congressional thrust for a Title VI extension.

In its request for a supplemental appropriation for fiscal '76, the Administration asked for \$1.7 billion for Title II public service jobs, restricted to areas over 6.5 per cent unemployment. Coupled with this request is the stipulation that no part of this appropriation would be used to pay wages in excess of \$7,000 per year. The current public service job wage ceiling is \$10,000. The difference would have to be made up by CETA prime sponsors.

In playing out outlays for the \$1.7 billion Title II request, the Administration estimates that \$150 million is necessary to continue public service jobs through the remainder of fiscal '76, with \$485 million to be spent in the July-September transition quarter. The remaining \$1.065 billion, budgeted as an outlay for fiscal '77, will allow prime sponsors to phase out and end the program no later than Sept. 30, 1977.

The \$1.7 billion supplemental appropriation request would sustain less than 243,000 person years of temporary public service jobs at \$7,000 per job. The Administration suggests that these funds would sustain 245,000 jobs for six months, followed by a gradual nine month phase out.

By targeting the supplemental request to Title II, 15,000 jobs are effectively eliminated since individuals can only be sustained in public service jobs if they reside in an area with an unemployment rate over 6.5 per cent. Early Labor Department (DOL) figures show that 15 CETA prime sponsors would be ineligible for these funds and 40 prime sponsors would receive a minimal formula allocation.

The CETA appropriation request of \$2.39 billion for fiscal '77 represents a cut of \$70,000 from the revised fiscal '76 level. This cut coincides with a 10 per cent increase in the minimum wage, continued inflation, as well as the increasingly large numbers of unemployment insurance (UI) exhaustees and individuals coming off public service employment in need of transitional training and placement services. Given the Administration's desire to phase out public service employment, a logical approach would have been to add funds to Title I for the necessary training, counseling and placement services for those individuals.

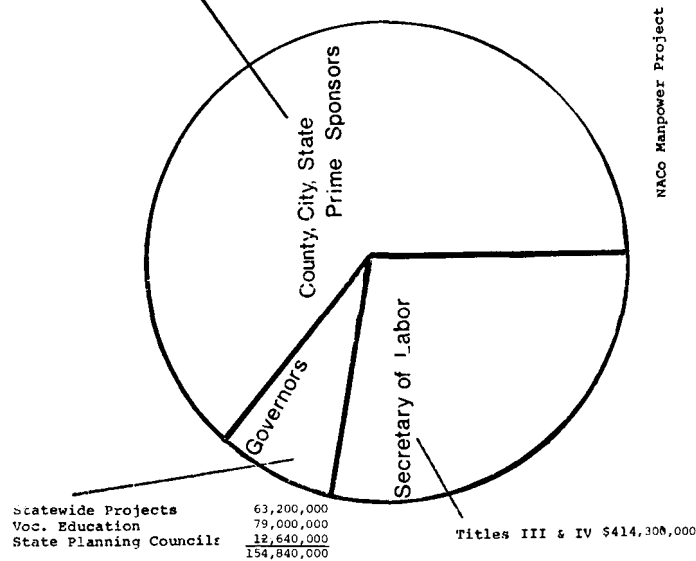
The projected breakdown of this CETA appropriation request includes \$1.58 billion for Title I, \$400 million for Title II, and \$414.33 million for Titles III (national emphasis) and IV (Job Corps). The \$400 million for Title II in fiscal '77 is in addition to the previously mentioned \$1.7 billion for fiscal '76 and is not confined by the \$7,000 salary maximum which only applies to the supplemental request. Early indications from the Department of Labor indicate that the \$175 million allocated for the Title IV Job Corps program in fiscal '76 will be raised to approximately \$190 million to account for increasing costs associated with the program. This would suggest a comparable reduction for Title III national emphasis programs for the coming year.

For the first time, the President has chosen to surface early plans for the summer youth employment program for fiscal '76 and '77. The request for '76 is for \$440 million and will be transmitted later in this fiscal year to

### COMPREHENSIVE EMPLOYMENT & TRAINING ACT OF 1973

FY 1977 APPROPRIATIONS

Prime Sponsor Grants	\$1,251,360,000
Consortia Bonuses	79,000,000
Title II P.S.E. (formula grants)	320,000,000
Title II PSE (discretionary)	80,000,000
Title I (6% discretionary)	94,800,000
	1,825,160,000



Congress. This will not be part of the \$1.7 billion public service jobs urgent supplemental request. The budget projects summer program outlays at \$75 million in fiscal '76, with \$365 million to be spent in the transition quarter. This request is below last year's expenditure level of \$456.35 million. DOL estimates that summer youth employment program funding would create 740,000 job opportunities in '76 and 672,000 in '77. When compared with the 840,000 jobs created during fiscal '75, fiscal '76 and '77 levels represent a marked decrease in summer jobs created. No money is requested for fiscal '76 or '77 through the Community Services Administration for the summer youth recreation program.

#### COMMUNITY SERVICE EMPLOYMENT FOR OLDER AMERICANS

The Administration did not request additional funds for the transition quarter or fiscal '77 for Title IX of the Older Americans Act, despite authorization levels of \$37.5 million and \$150 million for those respective periods. The \$30 million appropriated for fiscal '76 created approximately 12,400 job opportunities for unemployed low income persons aged 55 and over. (For further details, see section on Aging programs.)

#### JOB OPPORTUNITIES PROGRAM

The Administration did not request a continued authorization for Title X of the Public Works and Economic Development Act, commonly known as the Job Opportunities Program. In fiscal '76, \$375 million was appropriated with projected outlays of \$175 million during fiscal '76. This leaves \$80 million to be spent during the transition quarter with a projected \$222 million remaining for fiscal '77. (For details, see section on Economic Development.)

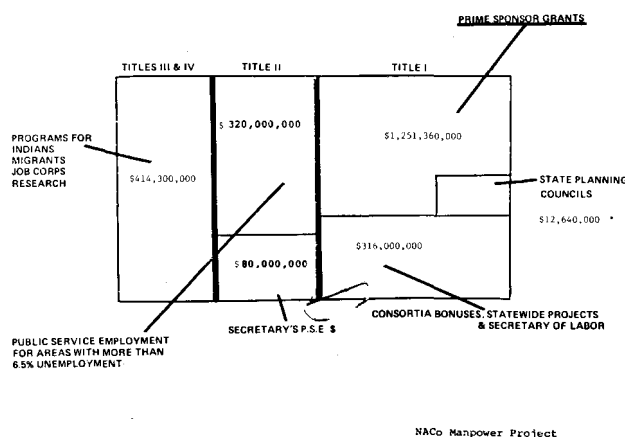
#### WORK INCENTIVE PROGRAM

The Administration requested \$315 million for the Work Incentive Program for fiscal '77. Only \$70 million has been appropriated for WIN for fiscal '76 but an additional appropriation request of \$330 million is pending for fiscal '76. Also in that pending appropriation request is \$80 million for the transition quarter. Thus, when you add the existing appropriation of \$70 million to the pending request of \$330 million for fiscal '76, the President's request for \$315 million for fiscal '77 represents a potential reduction of \$85 million.

The \$315 million is projected to be divided with \$206.5 million going to the Labor Department and \$108.5 million going to the Department of Health, Education and Welfare. The Administration is proposing legislation which would ensure that each employable AFDC recipient is engaged in an active job search. Under the proposed legislation, the WIN program would no longer fund work and training services. Registrants would still be eligible to receive such services under CETA.

Supportive services for WIN recipients funded separately through this program would be limited to those required for the job search and the first 30 days of employment. As a result of these legislative changes, outlays for the program are expected to be reduced by \$55 million in fiscal '77 and by a similar amount in '78. The omission of funding for work and training services through the WIN program with the projection that individuals should be served under CETA contravenes the fact that the projected request for Title I training services under CETA remains at \$1.58 billion despite increases resulting from minimum wage and inflation.

### COMPREHENSIVE EMPLOYMENT & TRAINING ACT OF 1973



# 'President Likes Highways'

"The President likes highways," an official of DOT stated recently. This opinion is clearly borne out in an analysis of the impact on counties of the proposed fiscal '77 transportation budget.

The program level for highways is \$6.7 billion, the highest in history. It is reported that this level was determined personally by the President after the Office of Management and Budget had proposed cutting \$2 billion from DOT's request.

On the other hand, airport development grants would be limited to \$350 million in obligations for fiscal '77. This is \$100 million below the level provided for fiscal '76 in the Congressional Budget Resolution.

Another move expected to seriously impact major urban counties is a proposed limitation on formula grants for mass transit to no more than 50 per cent for operating subsidies. Current law allows operating or capital grants with no percentage split.

With few exceptions, the overall DOT program level of \$14 billion represents essentially no change from fiscal '76 levels.

#### FEDERAL HIGHWAY ADMINISTRATION

After years of presidential attempts to impound highway funds as a means to juggle the federal budget, the Administration has a straightforward approach to funding highway programs during fiscal '77.

Recognizing the stimulating impact on the economy of the release of previously impounded funds, the President has proposed continuing a significantly increased highway spending level—\$6.7 billion for fiscal '77.

Although \$7.7 billion was actually obligated in fiscal '75, this was abnormally high as the result of the release of accumulated, previously impounded funds all during one fiscal year. The President's budget for last year had included only \$5.4 billion for highways.

The new budget includes direct obligatory authority of \$3.24 billion for Interstates, almost the same level as has been authorized for fiscal '76 in current law and in the Senate-passed highway bill (S. 2711). The House bill (H.R. 8235) would increase Interstates by an additional \$750 million.

Obligational authority for other major non-Interstate federal-aid highway programs would be \$2.633 billion for fiscal '77 compared with \$2.399 billion estimated obligations in fiscal '76. Non-Interstate categories include primary, urban, secondary and other federal-aid categories. There is no urban-rural breakdown because the Administration has proposed transfer authority between urban and rural categories.

No appropriations are requested for fiscal '77 for the rural highway public transportation demonstration program authorized under Section 147 of the 1973 Federal-Aid Highway Amendments, for bikeways or for the two-year "off-system" program authorized in 1973.

Grants to state and local units for highway-related safety construction are increased about 40 per cent to an obligational level of \$18 million.

The budget document states that the legislative proposal submitted by the Administration last year to permit state preemption of 1 cent of the 4 cents federal gasoline tax is withdrawn. The budget does, however, refer to proposed consolidation of the 30-odd non-Interstate highway categories. (See overview story on major program consolidation proposals.)

#### FEDERAL AVIATION ADMINISTRATION

The Airport Development Aid Program (ADAP) would be limited to \$350 million in budget authority under the proposed fiscal '77 budget. This is a slight increase over previous funding levels. It is, however, \$100 million below the amount provided in the fiscal '76 Congressional Budget Resolution and the House-passed extension of the authorizing legislation (H.R. 9771). H.R. 9771 provided \$475 million for fiscal '77.

The budget also proposes diversion of \$476 million in fiscal '77 for direct maintenance of air traffic control facilities. This proposal was also made in last year's budget. DOT says that balances in the trust fund are sufficient to finance this item. H.R. 9771 includes \$50 million for this purpose. NACO has strongly opposed diversion of aviation trust fund revenues until existing capital development needs are fulfilled.

A decrease in the passenger ticket tax, increase in general aviation fuel tax and international passenger embarkation tax is also proposed, as included by the Administration in last year's legislative package. The increases and decreases would balance out to no net change in total revenues to the aviation trust fund, but would redistribute the costs to users.

#### URBAN MASS TRANSPORTATION

The urban mass transit program level is proposed at \$1.7 billion. In addition, projected obligations of \$575 million of projects would be undertaken under Interstate transfer provisions of the Federal-Aid Highway Act.

The UMTA budget achieves a so-called "reasonable and responsible" level by assuming adoption of a proposed limit on use of Section 5 formula grants for operating purposes. Urbanized areas of 50,000 are eligible for these formula funds which may be spent for operating or capital purposes. The DOT proposal, which would require legislative action, would restrict grantees from using more than 50 per cent for operating purposes. Currently at least 90 per cent of the Section 5 funds go into operating subsidies.

Explaining the proposal, DOT Secretary William T. Coleman said that the restriction would force local units to exercise more "discipline and

responsibility," establish reasonable fares and take a closer look at labor contracts.

By reducing funds going to operations and increasing percentages of grants going into capital expenditures, DOT is able to project a lower level of obligations in fiscal '77 since actual outlays of funds from the federal treasury are usually delayed beyond the year of project approval.

#### OTHER

Other items in the transportation budget affecting counties are:

- Provision of \$70 million for grants to state and local units for rail service continuation subsidies on lines affected by restructuring the bankrupt companies in the Northeast and Midwest.

- \$72.2 million for state and community grants for improved highway safety. These funds would emphasize alcohol countermeasure programs and enforcement of the 55-mile speed limit, but cover a variety of other programs such as driver education and licensing, motor vehicle registration and emergency medical service.

#### TRANSPORTATION (PROGRAM LEVEL)

(In Millions of Dollars)

	1975 (Actual)	1976 (Revised)	TQ <sup>2</sup> (Estimate)	1977 (Estimate)
Airport Development Grants	349.5	350.0	87.5	350.0
Highways (including construction safety, etc.)	7,744.0	7,609.0	1,829.0	6,700.0
Interstate	4,081.0	4,580.0	1,115.0	3,240.0
Non-Interstate	2,950.0	2,399.0	558.0	2,633.0
State and Local Highway Traffic Safety Grants	57.2	72.9	24	72.2
Low Density Rail Line Subsidies	--	25.0	8.6	70.0
Urban Mass Transportation (Total)	1,438.0	1,078.9	355.0	1,739.0
Capital Grants	1,306.0	505.9	208.5	1,017.0
Formula Grants	35.7	490.3	112.9	610.0

<sup>2</sup>Due to enactment of the Congressional Budget and Impoundment Control Act of 1974, a new fiscal year period (Oct. 1 to Sept. 30) is established. TQ represents a 3-month transition quarter between fiscal '76 (ending June 30, 1976) and fiscal '77 (beginning Oct. 1, 1976).

## \$334 MILLION ASKED

# Anti-Poverty Programs Face Decreased Dollars

The President's budget for fiscal '77 proposes \$334 million for anti-poverty programs of the Community Services Administration (CSA), considerably below the \$495 million Congress voted for CSA in the vetoed fiscal 1976 appropriation measure.

The proposed budget would eliminate existing programs for emergency energy needs, emergency food and nutrition services, summer youth recreation and national summer youth sports. It would end federal support for state economic opportunity offices on March 31, 1976.

The budget would continue only two "national emphasis" programs of CSA, community economic development and senior opportunities and services, both at current funding levels.

The budget would not fund two CSA programs Congress proposed to initiate—rural housing development and rehabilitation and veterans' education and training services. Seven additional authorized programs would not be funded.

The Administration requested \$260 million for local community action agencies (CAAs), \$25 million less than last year's request and \$70 million less than Congress included for CAAs in the fiscal 1976 appropriations bill which is due for a veto override attempt this week.

#### LOCAL SHARE

For the second year, the President's budget proposed to cut federal contributions to the country's 889 CAAs. At present, counties and cities are major contributors of the non-federal share for local CAAs. Much of the contributions are in the form of in-kind goods and services. If federal cash payments to CAAs decrease, local programs will suffer unless the cash loss can be replaced by local supporters.

# Consolidated Health Program Urged

The Administration's fiscal '77 budget proposes to consolidate 16 federal health grant programs into a \$10-billion-a-year "health revenue sharing" program.

The legislative proposal, which includes the \$9-billion-plus Medicaid program, is called the Financial Assistance for Health Care Act. The proposal is designed to improve access to quality health care, increase state and local governmental control over health programs, control federal spending and achieve equitable distribution of federal health dollars among states.

The 16 programs to be consolidated include: community mental health centers, alcoholism, V.D., immunization, rat control, lead-based paint poisoning, developmental disabilities, health planning and resources development, Hill-Burton hospital construction, community health centers, 314(d) programs, maternal and child health, family planning, migrant health, emergency medical services and Medicaid.

The total amount appropriated for these programs during fiscal '76—assuming Congress overrides the veto of the fiscal '76 HEW money bill—was more than \$10 billion. If the consolidation program is adopted by Congress, states and local governments and other health service providers will face a \$1 billion shortfall. This shortfall is projected by the Congressional Budget Office (CBO) on an estimated base of the federal share for Medicaid as \$9.5 billion. HEW estimates a \$9.3 billion federal share for Medicaid during fiscal '77.

Again this year the Administration proposes to end the 314(d) Block Grant Program to state and local governments. Generally, requests for fiscal '77 health programs reflect the "hold-the-line" rationale found throughout the rest of the federal budget.

Last year President Ford requested a one-year moratorium on new domestic programs. This policy is continued. However, the budget does call for a token catastrophic health insurance program for Medicare beneficiaries.

In addition to providing catastrophic protection, the President proposes measures to contain health costs. A limit would be placed on increases in Medicare reimbursement for per diem charges to hospitals (7 per cent) and to doctors (4 per cent). The major flaw found in the proposal is that it fails to cover catastrophic long-term care costs.

The following analysis of federal health programs in terms of their impact on counties is based on the assumption that the consolidation proposal will not be enacted during this session of Congress. It is also based on the assumption that Congress will override the President's veto of the HEW money bill. (An attempt is scheduled Jan. 27 in the House.) Transition quarter (TQ) column is not used in comparing fiscal '76 funds to fiscal '77 levels requested.

## HEALTH SERVICES

Most federal health programs of concern to counties are administered by HEW's Health Services Administration. The majority of HSA programs are proposed to be folded into the block grant proposal. Less money is requested for those programs that are to be administered by state and local governments.

Again, the budget requests termination of the popular 314(d) program. This first "revenue sharing" program consolidated eight categorical health programs in 1966. Counties use this program to fund basic preventive and environmental health services.

The general tone and rationale of the fiscal '77 budget is reflected in the health programs chart. Comparing fiscal '77 requests with fiscal '76 appropriations points out the reduction course in federal spending which the Administration hopes to take.

## HEALTH RESOURCES

The Health Resources Administration of HEW is responsible for health programs dealing with the new Health Planning and Resources Development Act of 1974 (P.L. 93-641), health statistics and research, and the pending health manpower bill. P.L. 93-641 consolidated three programs utilized by or of concern to counties: health planning, regional medical program, and Hill-Burton hospital construction funds.

**Health Planning**—The budget folds the health resources planning program into the proposed block grant consolidation proposal. The budget proposes state and local officials have greater control over newly created health systems agencies (HSAs). No additional funding has been requested for health planning in fiscal '77.

**Hill-Burton Hospital Construction**—The President plans to end federal assistance to construction projects. Though the construction subsidies are not necessary due to the national excess of hospital beds, it should be noted that this excess is concentrated in urban areas. There still exists a real need for hospital type construction in many rural areas. This notwithstanding, however, if the program is discontinued, then 22 per cent of the \$85 million congressional appropriation earmarked for hospital modernization will be lost to county hospitals.

**Health Manpower**—The President will propose a major shift in federal policy regarding health manpower education and training. The budget focuses on redressing the imbalances in the specialty and geographic distribution problems of health professionals. Students agreeing to receive federal funds would agree to serve in medically underserved areas. Rural counties and county medical facilities in inner-city areas would stand to

benefit greatly from this proposal.

The budget requests \$319 million for health manpower, a \$5 million reduction from fiscal '76. HEW has forwarded this legislative proposal to the Congress. Passage seems certain.

**Preventive Health**—Basic Public Health services supported by the federal government (HEW's Center for Disease Control) did not fair well in terms of maintaining last year's appropriation levels. Project grants funding infectious disease control, rat control, and lead-based paint poisoning control suffered a \$7 million loss. These programs are proposed to be part of the block grant proposal. More than \$43 million is requested for disease prevention. A \$5 million addition is proposed for lab improvement (\$15 million). Health education is scheduled to receive \$3 million (no change). Occupational health also will get the same amount as appropriated for fiscal '76 (\$2 million). No additional funds are requested to keep these "hold-the-line" accounts in line with normal inflation rates.

Other health related programs of concern to counties include rehabilitation services and developmental disabilities. A \$40 million increase over fiscal '76 is requested for rehabilitation services grants and projects to states (\$738 million for fiscal '77) for mentally and physically handicapped people.

The Administration is requesting \$49 million to support services to mentally retarded and other persons with developmental disabilities (no change).

## ALCOHOL, DRUG ABUSE AND MENTAL HEALTH

The Alcohol, Drug Abuse and Mental Health Administration (ADAMHA) administers funds earmarked for alcoholism prevention and treatment, drug abuse and mental health programs. For fiscal '77 ADAMHA's total request of \$623 million is \$116.5 million less than last year's budget, which represents a decrease for all ADAMHA funded programs but drug abuse.

## ALCOHOLISM

The Administration proposes that project grant and contract support for prevention, education, and treatment programs at the local level be reduced to \$33.5 million (\$12 million decrease). The budget requests \$45.6 million\*, the same level as last year, for state formula grants.

In training it proposes a slash from \$5 million to \$2 million in fiscal '77. The budget reflects a phase out of financial assistance for training people in the

Continued on p. 12

### SELECTED HEALTH SPENDING

(In Millions of Dollars)

	1975 (Actual)	1976* (Appropriations)	TQ2 (Revised)	1977 (Estimate)	(Estimate)
<b>Health Services:</b>					
314 (d) grants to state & locals*	90	90	68	--	--
Maternal & Child Health	279	295	223	63	194
Community Health Centers*	200	196	155	48	155
Family Planning	107	101	101	7	79
Migrant Health*	22	25	19	4	19
HMOs	39	19	19	5	19
National Health Service Corps	8	15	20	9	25
Emergency Medical Services*	37	34	25	6	25
Hypertension	--	4	4	--	--
Home Health Services	--	3	3	--	--
<b>Alcoholism*</b>					
Community Programs	208	124	115	18	98
<b>Mental Health*</b>	555	404	379	55	264
<b>Drug Abuse</b>					
Community Programs	283	48	222	21	248
<b>Disease Control</b>					
Project Grants* (infectious diseases, rat control, lead paint poisoning)	67	41	41	7	34
Disease Prevention	42	43	43	12	43
Lab Improvement	10	10	10	3	15
Health Education	3	3	3	1	3
<b>Occupation Health</b>					
Grants	7	2	2	1	2
Health Manpower	506	324	406	97	319
Health Planning*	120	90	74	17	90
Health Facilities					
Construction (Hill-Burton)*	135	85	621	3	--
<b>Rehabilitation Services</b>					
Grants & Projects	710	720	695	174	738
<b>Developmental Disabilities*</b>					
Grants & Projects	51	49	52	13	49
<b>Medicaid*</b>	6,700	--	7,800	2,100	9,300
<b>Medicare</b>	12,500	--	1,400	3,600	15,700

\*Programs proposed to be consolidated into block grant proposal.  
 †Contains President Ford's deferral and rescission requests to Congress not to spend or delay spending selected fiscal '76 appropriations.

\*Due to enactment of the Congressional Budget and Impoundment Control Act of 1974, a new fiscal year period (Oct. 1 to Sept. 30) is established. TQ represents a 3-month transition quarter between fiscal '76 (ending June 30, 1976) and fiscal '77 (beginning Oct. 1, 1976).

# A \$53 Million Slash for EPA

Local governments would bear the major brunt of the Administration's proposed budget cuts for the Environmental Protection Agency (EPA). The Administration has proposed an operating budget of \$718 million, a decrease of \$53 million from 1976.

The budget will, however, according to the EPA administrator, "enable the agency to continue most of its programs at current levels. It also provides for increases in some high priority programs."

The most significant budget decrease for counties is the \$15 million request for grants for the 208 program of the 1972 Water Pollution Control Act. This is a decrease of \$38 million dollars from the 1976 budgetary request of \$53 million dollars, which NACo believed was far too low. To date \$165 million has been obligated for the program.

The 208 program, which provides local governments with the opportunity to plan and manage their water resources on an areawide basis, finally seemed to be getting off the ground. A court decision followed by EPA regulations has now mandated that 208 be conducted nationwide; states are now eligible for the limited 208 funding.

The EPA budget request will most certainly impede the momentum that has been started, if not cause an instant collapse of many of the current 208 agencies; \$15 million dollars is totally inadequate to cover the planning costs of the additional state and local designations to be made. It rules out the possibility of additional funding for existing 208 agencies.

The agency has explained the cut as a measure to ensure that states assume full management of the process. It seems unconcerned that it jeopardizes the future participation of any new local governments in the program.

While 208 is obviously not a high priority program, the Safe Drinking Water Program is, with a budget increase of \$10.6 million. This will now provide for \$20 million in grants to states (double the current level), to assist them in assuming primary responsibility for running the state water supply

## Aging Funding Constant in Ford's '76 Request

In general, the fiscal '77 budget for the Administration on Aging (AOA) funds used by counties to provide services to the aging are maintained at approximately current levels.

The Title III community service programs, with an estimated fiscal '76 level of \$96 million, will be extended through the transition quarter with \$24 million -- and given \$97 million for fiscal '77. This annual budget reflects a decrease from the actual expenditure of \$104.851 million in fiscal '75 for these programs.

Title VII nutrition programs, used in many counties, would be maintained at current levels (290,000 meals a day, five days a week, nationally). Requested for the transition quarter is \$24.9 million and for fiscal '77, \$88 million. The budget document states that this request plus funds appropriated in prior years will allow the services to continue at a program level of \$150 million.

In addition to AOA funds, there are proposed changes in other agency budgets which would provide services for older Americans:

- The Older Americans volunteer programs sponsored by ACTION, the federal agency for volunteer service, are being continued. The amounts increase from an estimated \$48 million for fiscal '76, with \$9,471 million for the transition quarter, to a request of \$55 million for fiscal '77.

- There are increases in housing--with funding for housing for the elderly available through the Section 8 Lower Income Housing Assistance Program and the Section 202 Direct Loan Program. (See Housing and Community Development section of analysis).

- Food assistance programs of the Department of Agriculture targeted for elderly feeding are increased from an estimated \$10.5 million in fiscal '76 with \$2.7 for the transition quarter which will have an effect on the personal income of the elderly. For example, legislation is being proposed to improve the short-run soundness of the Social Security Trust Fund by increasing revenues through a .3 per cent tax rate for employees and employers.

There are, however, some provisions in the proposed budget which would have a negative impact on services provided by counties and the aging themselves:

- The proposal of a block grant (with an actual decrease in the total amount) for social services in the proposed Financial Assistance for Community Services Act will mean a decrease in the federal amount available to state and local government for services to seniors under Title XX of the Social Security Act. (See Social Services Section of analysis).

- And, the recently amended Title IX of the Older Americans Act which charges the secretary of Labor to promote useful community service activities for unemployed, low-income individuals 55 and over has been killed in the budget. (See Manpower section of analysis).

- Medicare, the health coverage for all seniors, will have a direct effect on all seniors in the proposed 10 per cent co-insurance cost sharing by beneficiaries on charges covered by the Medicare hospital insurance program.(See Health section of analysis).

programs and underground injection control programs. EPA also proposes to reprogram 35 positions into this area so as to provide the necessary technical assistance to states in running this program.

Because the final regulations were just recently issued, no states are yet running the program. It is estimated that about 41 states will assume the primary enforcement responsibility for their public water systems by the end of fiscal '77.

## CONSTRUCTION GRANT PROGRAM

One of the most noticeable factors about the EPA budget is the lack of any request of funds for fiscal '77 for the municipal construction wastewater treatment program of the 1972 Water Pollution Control Act. EPA has estimated that the unobligated funds of the full \$18 billion authorized for the program will be sufficient to meet grant needs through Sept. 30, 1977. Approximately \$10 million has not been obligated. EPA expects obligations of \$4.5 billion in fiscal '76; \$1 billion in the transition period, and \$6 billion in fiscal '77. Outlays are expected to increase from \$2.3 billion in fiscal '76 to \$3.8 billion for fiscal '77.

Despite the \$10 billion of unobligated funds, the lack of budget request for fiscal '77 could present a major stumbling block for many local governments participating in the program. Construction funds are allocated by formula to states. About 20 states will have used up their fiscal '76 funds at least six months prior to the end of fiscal '77 and will have to wait until the end of fiscal '77 for unused funds to be reallocated or until fiscal '78 for a new budget authorization. In these states, local governments on state priority lists will have to temporarily halt any new construction until sometime in fiscal '78. Furthermore, the uncertainty of the future funding level will prevent many local governments from planning their participation in the program.

Although no new funds were requested, the Administration did propose several amendments to the 1972 Water Pollution Act to bring potential federal funding requirements in line with realistic budget projects and to strike a more appropriate balance between federal and state responsibilities. (The current needs survey estimates that federal requirements for this program total \$440 billion.) The amendments propose to:

- Focus federal funding on the construction of wastewater treatment plants and associated interceptor sewers as highest program priorities--federal share of funding would remain at 75 per cent.

- Reduce federal share of funds to 60 per cent for construction of combined sewers.

- Eliminate funding to separate storm sewers and collector sewers.
- Eliminate funds for that portion of any project designed to serve future populations.

- Limit federal funding to secondary treatment except where grant applicant demonstrates that water quality benefits to be achieved from higher levels are commensurate with their costs.

- Authorize extensions of '77 deadline for secondary treatment on a case by case basis, up to 6 years.

The proposed amendments are expected to reduce federal requirements to approximately \$67 billion. The amendments would not affect those projects currently receiving funds, or those applying for funds now. The majority of funding in the construction grant program has been for sewage treatment and interceptor projects. However, about 30 per cent of federal grants are now funding future growth of sewage projects.

Because of the strong impact these proposals will have on state and local governments' ability to meet water quality standards, Congress will most certainly hold extensive hearings on the proposed amendments.

## AIR AND SOLID WASTE

The agency has also proposed to strengthen the Air and Water Quality programs at the regional level by shifting nearly 80 positions from headquarters. The additional positions in the air program offer increased assistance to states with their state implementation plans.

The budget requests \$91.5 million to fund state and local control agencies, with \$40 million for water agencies and \$51.5 million for air agencies. The request is identical to both the fiscal '76 and fiscal '75 requests. However, Congress appropriated an additional \$13.8 million to these agencies last year recognizing the additional requirements and burdens that have been placed on them in implementing federal laws.

Given the overall 1977 budget constraints, the agency is pleased by this continued level of assistance to the environmental management needs of state and local governments. However, last year the agency also stated that "the resources of state and local air pollution control agencies are being strained by the increasing demands placed on them in implementing the Clean Air Act." The agencies were short approximately 3,000 employees.

The solid waste budget request is identical to the fiscal '76 request of \$15.7 million. Without additional solid waste legislation, solid waste will probably remain as one of the low priority areas for the agency.

## OTHER

Local governments participating in the construction grant program should be aware that the agency has requested an additional \$2.6 million to beef up its effort in auditing on-going construction projects. The pesticides program, the noise program, and the toxic substance program all received small budgetary decreases.

LEAA APPROPRIATIONS AND ACTUAL EXPENDITURES

	(In Millions of Dollars)				
	1975 (Actual)	1976 (Appropriation)	1976 <sup>1</sup> (Estimate)	TQ <sup>2</sup> (Appropriation)	1977 (Request)
<b>Comprehensive Planning Grants (Part B)</b>	55.0	60.0	60.5	12.0	60.0
<b>Matching Action Grants (Part C) Allocated to States by Population</b>	480.3	405.4	462.1	84.7	345.7
Discretionary	84.7	71.5	112.0	14.9	61.0
High Crime Area Programs	--	--	--	--	50.0
<b>Corrections (Part E)</b>	113.0	95.5	103.3	21.0	81.3
<b>Educational Assistance and Training</b>	44.5	43.3	49.1	40.6	5.0
<b>Juvenile Justice</b>	--	39.3	16.0	9.7	10.0

<sup>1</sup> actual or estimated expenditures of the agency.

<sup>2</sup> Due to enactment of the Congressional Budget and Impoundment Control Act of 1974, a new fiscal year period (Oct. 1 to Sept. 30) is established. TQ represents a 3-month transition quarter between fiscal '76 (ending June 30, 1976) and fiscal '77 (beginning Oct. 1, 1976).

# LEAA Could Face \$100 Million Slash

The President's budget cuts \$100 million from last year's Law Enforcement Administration (LEAA) appropriation. Last year's appropriation also cut LEAA back \$100 million for the previous year. The overall budget request for the agency this year is \$707.9 million—12.5 per cent less than last year. The President has requested \$10 million of the total to be used for juvenile justice programs. The Administration's budget reflects continued caution, pending further evaluation of LEAA's effectiveness.

In another area, the Administration decided to end free FBI training for state and local law-enforcement officers. Under the new budget, local and state agencies will have to pay one-half the cost of sending law-enforcement officers to the FBI Academy or bringing FBI trainers to local, regional and state academies. The program trained 325,000 local and state law-enforcement officers in 1975.

LEAA funds have been trimmed the last two years, but unspent funds from previous years helped make up the difference. In fiscal '76, for example, the agency expects to receive \$809.4 million, but spend \$839.7 million.

The impact of reduced funds will vary from state to state. States with a backlog of funds will be less affected than those who commit their funds each year. In these states, monies for new programs at the local level will be virtually nonexistent.

Within the LEAA (Safe Streets Act) program, planning funds (Part B) still total \$60 million. Nevertheless, proposed cuts will whittle down Part C action block grants, and Part E corrections grants. The President's budget also plans to reduce Part C discretionary funds.

### HIGH IMPACT PROGRAM

This year's budget contains a new category under the discretionary grant program: \$50 million to areas with high crime rates. This program would resemble the high-impact program of the early 1970's. The primary criterion for participation is crime rate. Most of the money would go to large cities. This proposal (as the old impact program) fails to recognize that counties provide most of the non-police, criminal-justice services. The Administration proposes to spend only \$5 million on this program during fiscal '77.

### JUVENILE JUSTICE

The President requested \$10 million for juvenile justice. He proposes to defer \$15 million from fiscal '76 to fiscal '77 -- making the appropriation for each year \$25 million. Of the \$60 million available in two fiscal years and transitional quarter, LEAA is expected to spend only \$44 million.

## NOTE TO READERS

All fiscal '77 budget estimates in our analyses are compared to the "revised" 1976 budget proposed by the Administration. The revised budget contains President Ford's deferral and rescission requests (see glossary) to Congress to delay or not to spend various fiscal '76 appropriations approved by Congress.

"TQ" means transition quarter. Due to enactment of the Congressional Budget and Impoundment Control Act of 1974, a new fiscal year is established. TQ represents a three-month transition period between fiscal '76 (ending June 30, 1976) and fiscal '77 (beginning Oct. 1, 1976).

# Extension Bid for EDA

The President is asking that the Economic Development Administration (EDA) be extended three years. However, the budget proposes reduced funding levels.

The fiscal '77 budget request for economic development assistance programs of concern to counties amounted to \$223 million. This is a reduction of more than half of EDA's budget. In fiscal '76, \$300 million was authorized (not including \$375 million for Title X).

The Administration proposes to reduce funds for public works and business development by one-third. While fiscal '76 included \$224 million for this category alone, only \$153.2 million is being requested for fiscal '77. These include Titles I, II and IV.

The President is requesting \$25.2 million in fiscal '77 for planning, technical assistance and research. In fiscal '76, \$38.5 million was included.

The economic adjustment program helps counties combat long-term unemployment or low income caused by disasters, employer relocation or foreign trade. This program faces a reduction from \$77 million in fiscal '76 to \$44.9 million in fiscal '77.

No funds were requested for the Title X Job Opportunities Program. This program infused \$375 million into labor intensive projects to stimulate the economy and combat unemployment in fiscal '76.

A bill is pending in Congress that would significantly increase funding to EDA.

It includes \$2.5 billion for 100 per cent construction grants. These are designed to stimulate private sector employment while contracting public facilities.

There is a provision for \$500 million for the Title X Program. It would extend the program for at least another year.

H.R. 5247 has been passed by the Senate. House passage is expected shortly. There is a strong possibility of veto.

### ECONOMIC DEVELOPMENT ADMINISTRATION

	(In Millions of Dollars)				
	1975 (Actual)	1976 (Appropriation)	1976 <sup>1</sup> (Revised)	TQ <sup>2</sup> (Estimate)	1977 (Estimate)
<b>Public Works and Business Development</b>	173.0	--	224.5	5.6	153.2
<b>Planning Technical Assistance and Research</b>	22.0	--	38.5	9.6	25.2
<b>Grants to States for Supplemental and basic Funding of Title I, II and IV Activities</b>	12.9	--	20.0	5.0	0
<b>Job Opportunities Program</b>	125.0	--	375.0	0	0
<b>Economic Adjustment</b>	38.7	--	77.0	19.0	44.9
<b>Total Including Title X</b>	371.6	--	735.0	--	223.3

<sup>1</sup> Contains President Ford's deferral and rescission requests to Congress not to spend or delay spending selected fiscal '76 appropriations.

<sup>2</sup> Due to enactment of the Congressional Budget and Impoundment Control Act of 1974, a new fiscal year period (Oct. 1 to Sept. 30) is established. TQ represents a 3-month transition quarter between fiscal '76 (ending June 30, 1976) and fiscal '77 (beginning Oct. 1, 1976).

### \$10 MILLION ALLOTTED

# Administration Asks One-Third Cut in IPA

The Administration has requested \$10 million for the U.S. Civil Service Commission to administer the Intergovernmental Personnel Act (IPA). The fiscal '77 request is a \$5 million reduction or a one-third cut in the fiscal '76 budget for IPA.

The purpose of the Intergovernmental Personnel Act of 1970 is to strengthen the management capabilities of state and local governments. Counties have had many successful experiences with IPA programs.

NACo testified in the last two sessions of Congress for appropriation levels of \$30 million for IPA. State and local governments have experienced such success from the IPA that requests for funding projects far exceed the number of projects IPA is capable of funding. Compounding this problem is the current matching ratio of 50-50 which became effective July 1, 1975 (A bill to restore the 75-25 federal-local match awaits action in the Senate).

The U.S. Civil Service Commission distributes the IPA funds to states on a formula basis. At least 50 per cent of the state's funds must be used to meet local needs.

The combination of the fiscal '77 budget request, the 50-50 matching requirement and inelastic administrative costs would limit participation in the program by smaller states.

Based on fiscal '74 and fiscal '75 figures, over 470 local projects did not receive IPA funds.

# Ford's Message: 'Tighten Your Belts'

Continued from p. 3

ment. If these forecasts prove wrong—as happened last year—federal spending will have to increase.

### Bright Spots

On the positive side, counties should be heartened by the President's continued strong commitment for revenue sharing. He has requested \$6.5 billion for fiscal '77 which would be the amount authorized under legislation proposed last year. This is a slight increase over the current year.

Ford also showed his commitment to another Administration initiative by asking for the full authorized amount of \$3.25 billion for the community development block grant program.

In another good note, the President requested \$6.7 billion for highway development and continued to press for consolidation of categorical road programs. This is the highest budgeted level in history. Transit funding would be increased by 16 per cent and airport aid would be held close to current levels.

As expected in an election year, all of the programs for senior citizens were either increased or held their own. Congress likely will jump these funding levels still higher.

### Block Grants

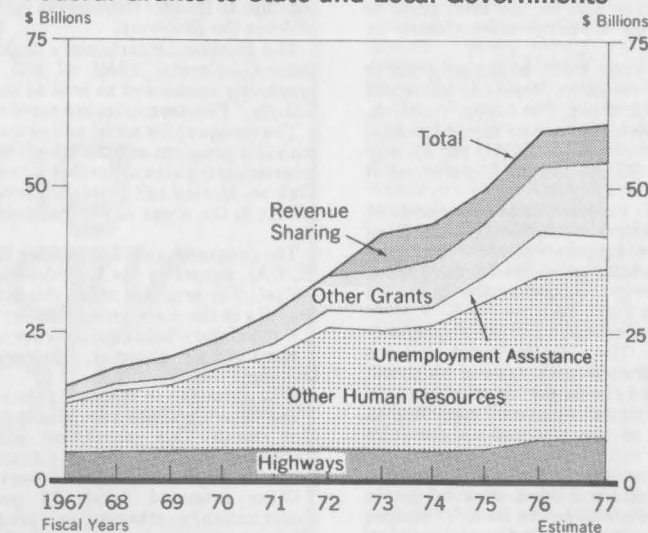
While awaiting more details, state and local elected officials' initial reactions to President Ford's four new block grant proposals have to be favorable. None of the proposals has been put into draft legislation. It could be several months before the Administration sends them to Congress.

County officials will have to study carefully the fiscal impact and the role of state governments before taking policy positions on the proposed block grant programs. The final legislation, if enacted, can be expected to be changed considerably by Congress. NACo will be consulted by the Administration in drafting the bills and will be working closely with Congress on county amendments.

Discussions with Administration officials raise several preliminary questions about the block grant proposals.

The health block grant proposal includes \$9.2 billion for Medicaid.

### Federal Grants to State and Local Governments



This amount may be underestimated. If more funds are needed, what amounts will be requested for other health categorical programs to be included in proposed block grants? Under the proposal, all of the block grant funds will go to states. What assurances will local governments have for funding their programs?

The social services (Title XX) block grant proposal will be held at \$2.5 billion with state option on matching. What will happen to states already using all of the funds allocated? Will these states be able to sustain current program levels without a required 25 per cent matching funds? The proposal folds in current aid (approximately \$70 million) for training public assistance personnel which will penalize states already using all of their available social services funds.

The impact on local budgets of the education block grant proposal is unclear. The \$3.3 billion block grant would consolidate 27 elementary and secondary, vocational, adult, handicapped and library programs. The proposal includes a phased-out of the impact aid program. Impact aid for the education of children whose parents work on federal property, but live in a local community ("B" children) would be eliminated.

The child nutrition block grant proposal would consolidate 15

programs and the current overall funding would be reduced by \$700 million. The impact on local budgets is unclear. It is doubtful if Congress will agree to this large reduction considering its support for these programs in 1975.

### No Major Reforms

Ford has decided to drop two major NACo legislative priorities—health insurance and welfare reform.

After proposing a curtailed national health insurance plan in his 1975 state of the union address, the President now has concluded that the nation cannot afford even that program. His only proposal this year is limited to catastrophic hospital coverage for older people. Without Administration support, the issue is dead in this Congress.

After flirting with several proposals for welfare reform over the last year, the Administration retreated to various proposals for tinkering with current programs. Legislation will be proposed to simplify the AFDC matching formula, to include step-parents' income in determining eligibility, and to revise and simplify work-related income disregards. Ford also said he might appoint a welfare czar to pull together the several departments dealing with income maintenance programs.

In fairness to the Administration, neither health insurance nor welfare reform have gained great congressional support.

### Program Cuts

The biggest disappointment in the budget is the proposed phasing out of emergency public service jobs after January 1977. Beyond maintaining existing job levels of the next 12 months, no funds are requested for additional new jobs. The Administration also proposes to limit salary levels to \$7,000. This would mean an average increase of 18 per cent in local costs to maintain current salary levels.

Rural areas are particularly hard hit in the proposed budget. The Administration proposes to terminate most of the rural development grant programs. No new funds are requested for water and sewer grants, rural development grants, community fire protection grants and several housing programs. The water and sewer loan program is not being increased to meet the additional demand.

While the Administration has agreed reluctantly to continue economic development (EDA) programs for three more years, funding is being cut by 25 per cent to a \$223 million level. The President reiterated his opposition to any additional emergency public works legislation.

The Administration proposes to cut the Law Enforcement Assistance Administration by \$102 million. The request of \$708 million represents the second straight year the agency's budget has been reduced more than \$100 million. This reduction virtually will eliminate local control of plans and programs.

The Administration proposes to cut food stamps \$1.2 billion and eliminate 5.5 million people from the program. Under legislation submitted in October (S. 2537), food stamps would be available only to those below the poverty line and current deductions would be reduced and standardized.

Anti-poverty funds of the Community Services Administration would be reduced by \$143 million reflecting a statutory drop in the federal matching share in fiscal '77. Congress is expected to keep the matching share at 80 per cent.

Only \$25 million is requested for the Housing and Urban Development Department's 701 planning program. This is a cut from \$75 million this fiscal year. Regional agencies will get priority in allocating the funds. Most of the newly eligible urban counties can expect no funding unless Congress increases the appropriation.

The highly successful Intergovernmental Personnel Act training program continues to be starved. The Administration proposes to further reduce the program from \$15 million to \$10 million.

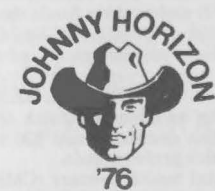
Requests for community based alcohol treatment and prevention and mental health programs are almost halved. On the other hand, community based drug abuse programs would be increased.

### Action Needed

County officials have to study the impact of the President's proposals on local budgets very carefully. Contact the appropriate NACo staff (see page 4) if you need more information on a particular program.

It is vitally important that counties let their congressional delegation know about the impact on your budget and tax rates. Please send copies of such letters and reports to NACo.

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# Energy Costs for Counties: Up, Up, Up

The Administration's fiscal '77 energy budget will result in an estimated 30.4 per cent increase in proposed outlays—from \$7.9 billion in fiscal '76 to \$10.4 billion in fiscal '77. These expenditures will, for the most part, be directed toward achieving the President's goal of energy independence by 1985.

Counties will continue to see increased energy costs, as the program to encourage development of domestic energy resources begins to phase out price controls on petroleum products and natural gas. The energy research, development and demonstration budget, which cuts across several federal agencies including the Federal Energy Administration (FEA), the Energy Research and Development Administration (RDA) and the Department of the Interior, provides \$2.9 billion for fiscal '77.

This includes \$1.4 billion for nuclear research and development \$0.9 billion for non-nuclear research and development (including solar, fossil fuels and geothermal); and \$.6 billion for support research (including conservation research and development). Despite extensive rhetoric about balanced development of all potential energy resources, the proposed budget allocates 55 to 60 to 65 per cent over fiscal '76.

By comparison, the increase in fossil energy research and development is 20 per cent and solar is only 40 per cent. The solar budget includes a projection of 236 heating and cooling demonstration units, a few of which will be commercial. NACo strongly supported balanced development of alternative energy sources to prevent an irrevocable national commitment to one new energy technology before all of the alternatives are fully explored.

Counties will be directly affected by these research and development programs, because the majority of the projects and demonstration plants will be located in unincorporated areas of the country. The fiscal '77 budget allocates no funds for increased services that will be required by the projects and the growth they bring to communities. Some programs, such as the

proposed synthetic fuels programs, may include local impact money if passed by Congress; however, the majority of energy impacted areas will have to continue to fend for themselves in the maze of federal funding programs that address the problems.

The Interior Department's fiscal '77 budget plans for "continuation of Outer-Continental Shelf oil and gas leasing at the accelerated rate previously announced as well as for expansion of onshore oil and gas lease activity." Fourteen sales are currently scheduled by the end of fiscal '77.

The demands for social and economic services by the county will increase with this program as with other research and development impacted areas. Interior anticipates no further action in the coal leasing area until the Sierra Club vs. Morton suit is settled; however, they are increasing their research efforts in the areas of environmental baseline studies on mineral resource areas.

The programs called for under the Energy Policy and Conservation Act (EPCA), signed by the President in December aren't reflected fully in the budget. The program under this act that will have the most direct effect on counties is the state energy conservation program, which must include:

- mandatory lighting efficiency standards for public buildings;
- mandatory thermal efficiency standards for new and renovated buildings; and
- adjustments in traffic regulations to consider energy conservation.

The above activities require a budget amendment which will be ready next month. This amendment will include the costs of standby energy authorities and contingency planning, the accelerated petroleum reserve program and the expanded conservation programs under the EPCA.

Other proposed fiscal '77 programs affecting counties include a winterization/weatherization program for home insulation, thermal efficiency standards for new buildings and coordinated energy facility siting. Each of these programs will require further enabling legislation before implementation.

## No Welfare Reform Now

Continued from p. 5  
demonstration.

### CHILD NUTRITION

The proposed Child Nutrition Reform Act is a consolidated block grant program to the states to help feed needy children. It would replace 15 programs now administered by the Department of Agriculture. The present programs to be included in the block grant are: Basic School Lunch; Special Assistance (Free and Reduced Price Lunch); non-food assistance (equipment); school breakfast (basic, reduced and free); special milk (basic and free); summer food; child care food (basic, reduced and free); special supplemental food for women; infants and children; supplemental feeding for women, infants and children; commodity distribution; and state administrative expenses (basic and summer).

The Administration is requesting \$2 billion for fiscal '77 for the new block grant program. The fiscal '76 expenditures for the individual programs to be included in the consolidated program is \$2.8 billion.

Similar legislation was proposed in 1975.

## Ford Asks Consolidation of Major Health Programs

Continued from p. 9

field of alcoholism. The burden of training is left to state and local government resources.

### DRUG ABUSE

Drug abuse programs administered by the National Institute on Drug Abuse (NIDA) received a boost. The Administration proposes an increase of \$25.4 million in project grants over the revised estimate for 1976.

Also, grants to states will remain at the same 1976 level of \$35 million\*. Federal funds for research and training are increased slightly: research up \$2.4 million to \$34 million and training increases \$1 million to \$4 million. However, NIDA will match state funds (based on a predetermined formula) for operational costs of treatment activities which offer detoxification, institutional (medical, psychological, educational) and community-based aftercare services.

### MENTAL HEALTH

National Institute on Mental Health (NIMH) requests \$83 million for research (\$2.7 million decrease) and \$30 million (\$15 million decrease) for training mental health professionals.

Community mental health centers (CMHC) are hardest hit in fiscal '77. The Administration proposes \$110.5 million (\$25 million decrease) for CMHC staffing and \$20 million (\$4 million decrease) for child mental health services. It is clear that the Administration expects states and local governments to assume the cost of supporting these programs.

\*No authorization for transition quarter.

## EDUCATION

# Consolidation Repeats

A major goal of the Administration's education budget last year was to consolidate certain categorical education programs and to carry forth the advance funding concept for most elementary and secondary education programs as authorized in the 1974 Education Act Amendments. The proposal is again advanced in the fiscal '77 budget.

The rationale behind the proposal is that state and local officials know best the problems at the local level. The Administration is proposing a new \$3.3 billion Financial Assistance for Elementary and Secondary Education Act block grant program that consolidates 27 elementary and secondary, vocational, adult, handicapped and library programs. The proposal focuses on special need population of the poor and handicapped.

States and locals would be able to spend their allocations for a broad range of education services. No matching is proposed.

More than \$539 million has been included in the budget for vocational education to fund fiscal '77 programs. The estimate for fiscal '77 is in addition to the \$539 million in the block grant proposal which would place this activity on the same advance funded basis as the other programs included in the proposed consolidation.

Several special purpose elementary and secondary education programs have not been included in the consolidated proposal. These activities include: \$325 million for impact aid (\$111 million decrease from fiscal '75); \$250 million for emergency school aid (\$8 million increase); \$42 million for bilingual education (no change); among others.

Of major concern to county officials is the the Administration's attempt to phase down the impact aid program. Under this program, federal aid is provided to local school districts in which enrollments are affected by federal installations and other activities. Payments-in-lieu of taxes are made for the following categories of children; 1) "A" children or those whose parents live and work on federal property and 2) "B" children or those whose parents work on federal property but live in the community.

The fiscal '77 education budget calls for an elimination of further subsidies under this program for the education of children whose parents: 1) work on federal property, but live in the community and pay local taxes for the support of the schools ("B" children) and who therefore do not represent an "adverse" federal impact; 2) live and/or work in low rent public housing and do not represent a "federally imposed" burden.

However, the budget continues to provide assistance to local education agencies for children of parents who work and live on federal property and therefore pay no local property taxes (\$249.4 million), assistance to local agencies under various minor provisions related to specific burdens imposed by federal presence (\$13.1 million) and funds for construction assistance in those areas adversely affected by federal activities (\$10 million).

For higher education, the budget focuses on providing assistance to students, rather than to institutions. The Administration will submit a legislative proposal to achieve this policy objective. The policy places priority on assuring that all qualified students have funds to obtain at least a low-cost, postsecondary education.

The principal form of federal aid is the "basic grant" program. The budget proposes \$1.1 billion to provide a flow to assist needy students. This represents a \$50 million increase over fiscal '76.

The Administration proposes to end institutional assistance and will propose to increase institutional matching for work-study programs from 20 to 50 per cent.

No funds are requested for drug abuse education and environmental education.

## Job Opportunities

Deputy County Engineer, Greene County (Ohio). Salary open. Responsibilities for roads, bridges, ditches, subdivision regulations, meeting the public in this rural/urban county, as delegated by the county engineer. Professional registration in civil engineering required with ability to become registered in Ohio essential. Land surveying experience desirable. Resume and salary history to Greene County Engineer, 615 Dayton-Xenia Road, Xenia, Ohio 45385 by March 15.

Chief Accountant, King County (Wash.). \$20,888-\$26,338. Degree in accounting and considerable experience in governmental accounting and fiscal operations including management experience. Responsible for staff of 35. Resume to Andrea Torland, Personnel, 301 King County Administration Building, Seattle, Washington 98104.

This column is provided as a free service to local governments.

Public Health Educator, Ottawa County (Mich.). \$12,000-\$14,000. Immediate opening with county health department serving a population of 143,000. M.P.H. with experience preferred. Contact John Niederhauser, M.P.H., Administrator, Ottawa County Health Department, 414 Washington, Grand Haven, Mich. 49417 (616) 842-0100, E.O.E.

## Proposed Reg

The following regulation is being reviewed by NACo staff and county officials. If you would like a copy, please contact Teresa Petrovic at NACo. 78-5 LEAA Comprehensive Data Systems Program M. 6640.1. This guideline manual describes the Comprehensive Data Systems (CDS) Program as authorized by the Law Enforcement Assistance Administration (LEAA). sets forth guidelines for the preparation of CDS Action Plans; and indicates the purpose, available funding and criteria by which subsequent grant applications for CDS component development from participating states will be evaluated. Copies are available.

## Staff Travel

California—William R. Mastin, Marian Hankerd, Sandy Spence and Mariene Glassman will attend the annual Spring Research Meeting of the National Association of County Engineers (NACE) Feb. 11-13 in San Francisco.

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# Federal Budget Glossary

**Authorization**—Basic substantive legislation enacted by Congress that sets up or continues the legal operation of a federal program or agency. Such legislation is normally a prerequisite for subsequent appropriations, but does not usually provide budget authority.

**Budget Amendment**—A proposal, submitted to the Congress by the President after his formal budget transmittal, but prior to completion of appropriation action by the Congress, that revises his previous budget request.

**Budget Authority (BA)**—Authority provided by law to enter into obligations that generally result in outlays. It may be classified by the period of availability (1-year, multiple-year, no-year), by the timing of congressional action (current or permanent), or by the manner of determining the amount available (definite or indefinite). The basic forms of budget authority are:

**Appropriations**—budget authority provided through the congressional appropriations process that permits Federal agencies to incur obligations and make payments.

**Borrowing authority**—statutory authority, not necessarily provided through the appropriations process, that permits federal agencies to enter into contracts or incur obligations and make payments from borrowed moneys.

**Contract authority**—statutory authority, not necessarily provided through the appropriations process, that permits federal agencies to enter into contracts or incur other obligations in advance of an appropriation.

**Budget Receipts**—Money, net of refunds, collected from the public by the federal government through the exercise of its governmental or sovereign powers and as premiums from voluntary participants in federal social insurance programs closely associated with compulsory programs. Excluded are amounts received from strictly business-type transactions (such as sales, interest, or loans) and payments between government accounts. (See offsetting receipts.)

**Concurrent Resolution on the Budget**—A resolution passed by both houses of Congress, but not requiring the signature of the President, setting forth, reaffirming, or revising specified congressional budget totals for the federal government for a fiscal year.

**Continuing Resolution**—Legislation enacted by Congress to provide budget authority

for specific ongoing activities when a regular appropriation for such activities has not been enacted by the beginning of the fiscal year.

**Deferral**—Any action or inaction by an officer or employe of the United States that temporarily withholds, delays, or effectively precludes the obligation or expenditure of budget authority. Deferrals may not extend beyond the end of the fiscal year and may be overturned at any time by either house of Congress.

**Fiscal Year**—Through fiscal year 1976, the yearly accounting period for the federal government that begins on July 1 and ends on June 30. Beginning with fiscal year 1977, fiscal years for the federal government will begin on Oct. 1 and end on Sept. 30. The fiscal year is designated by the calendar year in which it ends, e.g., fiscal year 1977 is the fiscal year ending Sept. 30, 1977.

**Impoundment**—Any action or inaction by an officer or employe of the federal government that precludes the obligation or expenditure of budget authority provided by the Congress (see deferral and rescission).

**Obligations**—Amounts of orders placed, contracts awarded, services rendered, or other commitments made by federal agencies during a given period that will require outlays during the same or a future period.

**Outlays**—Checks issued, interest accrued on the public debt, or other payments made, net of refunds and reimbursements.

**Rescission**—Enacted legislation canceling budget authority previously provided by the Congress. Rescissions proposed by the President must be approved by the Congress within 45 days to become effective.

**Supplemental Appropriation**—An appropriation enacted as an addition to a regular annual appropriation act. Supplemental appropriations provide additional budget authority beyond original estimates for programs or activities (including new programs authorized after the date of the original appropriation act) for which the need for funds is too urgent to be postponed until the next regular appropriation.

**Transition Quarter**—The 3-month period (July 1 to Sept. 30, 1976) between fiscal year 1976 and fiscal year 1977 resulting from the change from a July 1 through June 30 fiscal year to an Oct. 1 through Sept. 30 fiscal year beginning with fiscal year 1977.

## \$3.248 BILLION FOR CD BLOCK GRANTS

# Ford Proposes Mixed Bag for HUD Programs

For Housing and Urban Development (HUD), the Administration's fiscal '77 budget proposes:

- Full funding for the community development block grant program;
- Direct subsidies for over 500,000 housing units;
- Reduction of inventory of HUD owned properties; and
- Additional staff to meet program work load requirements.

Some disappointments in the proposed HUD budget include a two-thirds reduction in the 701 Comprehensive Planning Program and reduced operating subsidies for public housing.

Also, in early January, the Administration requested a \$60 million rescission in the Section 312 Rehabilitation Loan Program for fiscal '76 despite HUD opposition. Since the authorization for the Section 312 program expires in August 1976, there is no request for fiscal '77 funds. NACo has strongly opposed the rescission and will seek extension of the program and appropriations during the coming year.

### COMMUNITY DEVELOPMENT

The Administration has requested \$3.248 billion for the Community Development Block Grant Program. This amount represents the full balance of authorizations available and assumes passage of additional legislation. The necessary legislation has been sought by HUD to eliminate a short fall which was anticipated for metropolitan hold harmless communities and to ensure the availability of funds in the SMSA balance, for non-entitled local governments within metropolitan areas. It is anticipated that the legislation will be passed by Congress shortly.

The Administration proposes that \$100 million of the \$3.248 billion available for community development would be reserved for urgent needs not adequately met due to the transition from the categorical grant programs to the block grant program. From the total amount, \$200 million would be set aside for metropolitan areas in fiscal '77. This provision requires additional legislative authority. Without such legislation, a substantial shortfall in hold harmless would occur and no funds would be available for the SMSA balance. The secretary's discretionary fund, which provides for innovative projects, disaster assistance and new community funds, would total \$58.9 million.

The remaining \$2.889 billion would be distributed as required by the formula: 80 per cent to metropolitan areas and 20 per cent to non-metropolitan areas. Under the Administration's budget proposal, urban counties would receive full formula funding as they enter their third program year in fiscal '77. Non-urban counties will find substantially higher amounts available in the SMSA and non-SMSA balances.

### 701 COMPREHENSIVE PLANNING

The Administration's budget request for the 701 Comprehensive Planning Program reflects a desire to shift planning costs to local governments under the Community Development Block Grant Program. Only \$25 million has been requested for 701 in fiscal '77. The planning

program was funded at \$75 million in fiscal '76 and \$100 million in fiscal '75. Priority for funding of 701 grants would be given to states and areawide planning organizations and counties and cities which do not receive an entitlement under the block grant program. Urban counties as well as cities funded under the community development program would be expected to utilize those funds for comprehensive planning.

### SUBSIDIZED HOUSING

The Administration proposed to assist 506,000 units of subsidized housing during fiscal '77. Four hundred thousand units would be financed under the Section 8 Lower Income Housing Assistance Program which can be utilized for new construction, substantial rehabilitation and existing housing. The Administration is confident these figures could be met despite the low level of builder interest in the Section 8 program to date and difficulties which state and local governments have experienced in financing.

One hundred thousand units would be subsidized under the revised Section 235 homeownership program suspended by the Administration in January 1973. The remaining 6,000 units would be for Indian housing.

The Administration also proposes to make \$375 million available for permanent financing of about 14,800 units of housing for the elderly and handicapped under the Section 202 program. In addition, HUD would utilize all available resources to save troubled subsidized housing projects from default and to liquidate the inventory of federally owned properties.

Payments to local housing authorities for operating subsidies would be reduced by \$71.4 million in fiscal '77 despite soaring maintenance and utility costs. HUD expects to eliminate the deficit in operating subsidies by seeking legislation which would redefine tenant income and raise rents for low income residents of public housing.

### COMMUNITY DEVELOPMENT

(Dollars in Thousands)

	Actual 1975	Estimate 1976	TQ*	Estimate 1977
<b>Metropolitan Areas (SMSA)</b>				
Entitlement/hold harmless	1,948,931	2,087,977	NA	2,392,147
Discretionary balances	54,642	91,623	NA	119,085
Subtotal	1,003,573	2,179,600	NA	2,511,232
<b>Non-Metropolitan Areas</b>				
Hold harmless	269,799	265,397	NA	259,649
Discretionary balances	199,694	254,003	NA	318,159
Subtotal	469,493	519,400		577,808
Secretary's Discretionary Fund	26,934	53,000	NA	58,960
Urgent Needs Fund	50,000	50,000	NA	100,000
<b>TOTAL</b>	<b>2,550,000</b>	<b>2,802,000</b>	<b>NA</b>	<b>2,248,000</b>

### 701 COMPREHENSIVE PLANNING

Budget Authority	100,000	75,000	NA	25,000
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\*Due to the funding cycle for the community development and 701 program, additional funding for the transition quarter is not necessary.

