

## This Week

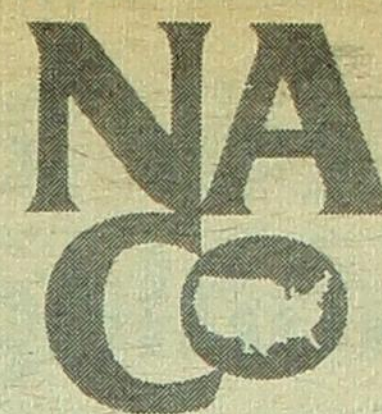
- Five-year recreation plan, page 2.
- Hope for older workers, page 3.
- No progress on solid waste, page 5.

Vol. 10, No. 1

# COUNTY NEWS

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

Jan. 2, 1978



Washington, D.C.

## EEOCC Selection Guidelines Ready

WASHINGTON, D.C.—Two months after issuing a draft version of its new Uniform Guidelines on Employee Selection Procedures, the Equal Employment Opportunity Coordinating Council (EEOCC) has released the final guidelines. Publication in the *Federal Register* is expected soon.

Under the A-85 preconsultation procedure, once the guidelines appear in the register, anyone wishing to comment will have 60 days.

These guidelines will have particular impact on county governments

since the Office of Revenue Sharing plans to incorporate them into its final revenue sharing regulations after completion of the A-85 period.

**THE ORIGINAL** late November target date for release of the guidelines was postponed several times as EEOCC staff reviewed the numerous comments received on the draft by state, county and municipal governments, public interest groups and other federal agencies, and attempted to address the issues that were raised.

While a great deal of material in the October draft was similar to the Federal Executive Agency (FEA) Guidelines issued by the EEOCC in November 1976, several new provisions concerning affirmative action, adverse impact of selection procedures on minorities, test validation methods and the transportability of selection instruments from one jurisdiction to another caused considerable concern.

NACo staff has worked closely with the EEOCC to assure that the

concerns expressed by county governments were taken into consideration.

Substantial changes are expected in the final guidelines as a result of these efforts.

Copies of the Uniform Guidelines for Employee Selection Procedures will be available directly from the Equal Employment Opportunity Commission (EEOC) after publication in the *Federal Register*. *County News* readers will be alerted as soon as the guidelines appear.

Anyone who would like more information on the guidelines should contact Deborah Shulman at (202) 785-9577.

Comments can be made either to her or directly to the Equal Employment Opportunity Coordinating Council through EEOCC staff member, David Rose, Employment Section Chief, Civil Rights Division, U.S. Department of Justice, 10th St. and Constitution Ave., N.W., Washington, D.C. 20530.

—Deborah Shulman, NACoR

## DOE Plans for Winter Problems

WASHINGTON, D.C.—What can counties do to ease an energy crisis caused by extreme cold weather, a prolonged coal strike, or another oil embargo? What are the options, besides shutting down schools? What programs are available to help the elderly and those laid-off because of factory closings?

The Department of Energy (DOE) has prepared a planning guide to help state and local governments deal with energy-related emergencies that might occur this winter. The guide identifies about 50 measures for local governments to use to minimize adverse impacts that might be caused by an energy shortage.

The planning guide is the first product of an interagency task force set up early last summer to develop strategies for winter energy emergencies. A NACo winter energy emergency planning task force met with DOE representatives last September to comment on a draft of the guide and to suggest additional measures which DOE should consider to ease energy supply disruptions.

If the energy shortage is only moderate, state and local governments can promote conservation through such measures as mandating lower thermostats and banning the use of decorative lighting. Under a serious crisis situation, the federal government would consider fuel allocation and use of strategic petroleum reserves.

The guide includes recommendations on crisis management at all levels of government and suggests measures to deal with energy shortages by fuel type. Many of the suggestions have already been implemented at the state and local level, while others will require congressional authority.

In a further attempt to relieve possible hardships, DOE is establishing an energy crisis center that will be manned 24 hours a day if an emergency situation develops. It is also working on a step-to-step handbook for local and state governments that will be updated regularly to include new assistance programs.

Copies of DOE's "Energy Emergencies Planning Guide: Winter 1977-78" are available to counties. Please write to the NACoRF Energy Project, 1735 New York Ave., N.W., Washington, D.C. 20006.



Sen. Russell B. Long and Rep. James Corman (far right) discussed chances for meaningful welfare reform at a meeting of the New Coalition. Seen across the table are county representatives (from left): NACo president, Bill

Beach; Richmond County commissioner, Richard Conder; Sacramento County supervisor, Sandra Smoley; and NACo executive director, Bernard F. Hillenbrand.

## WELFARE REFORM, BUDGET

# Leaders Brief New Coalition

WASHINGTON, D.C.—The members of the New Coalition met here Dec. 19 to discuss welfare reform with Sen. Russell Long (D-La.) and Rep. James Corman (D-Calif.), and the fiscal '79 budget with budget director James McIntyre.

Representing NACo at the meeting were William O. Beach, NACo president, Montgomery County, Tenn.; Sandra Smoley, supervisor, Sacramento County, Calif.; and Richard Conder, chairman, board of commissioners, Richmond County, N.C.

The New Coalition consists of four governors, four elected city officials, four state legislative representatives and four county officials. Coalition members identify, discuss and agree on policies that represent a consensus of state, county and city officials. The chairman is the head of the National Governors' Association, William J. Milliken of Michigan.

The current priority concern of the New Coalition is welfare reform, and the key House and Senate committee chairmen were asked to discuss the prospects for 1978.

**REP. CORMAN**, chairman of the special House welfare reform subcommittee, spoke optimistically

about sending a "meaningful" welfare reform measure to the Senate by March or April. The welfare reform subcommittee has completed work on the overall concepts of the cash assistance portion of the President's welfare reform bill, and staff is now drafting legislative language which the subcommittee will review and mark up when Congress returns this month.

Corman said that the jobs portion of the welfare reform bill will be taken up Jan. 23.

Saying the subcommittee's bill is bipartisan and better than the one recommended by the President, Corman urged the New Coalition to support the bill and not to require "absolute perfection, or nothing would get done this session."

He said state, county and city officials' help will be especially important in obtaining a restricted rule on debate when the bill finally reaches the House floor. Corman warned that if there is unlimited opportunity for debate and amendment on the House floor, members "will spend too much."

Following the subcommittee deliberations, its version of the bill will be considered by three more committees: Ways and Means, Agriculture, and Education and Labor.

Some members of each of these committees make up the welfare reform subcommittee. Chairmen of Ways and Means, Al Ullman (D-Ore.), and Agriculture, Thomas Foley (D-Wash.), have already expressed disagreement with the subcommittee's bill.

**SENATE FINANCE** Committee Chairman Russell Long told the New Coalition: "All of us favor welfare reform, but I think that it will be difficult for us to get together."

Long spoke first of his concern about the cost of the President's proposal, adding that in the past he has supported programs to aid the needy and then found the cost estimates to be completely unreliable.

Long would like the President's program to be pilot-tested by giving grants to the states to be used at their discretion.

Massachusetts Gov. Michael S. See **WELFARE**, page 2

## IRS Extends Filing Date

WASHINGTON, D.C.—Internal Revenue Service officials have agreed to extend the date for filing annual returns for public pension plans to July 31. Government units with employee benefit plans were to have filed returns by Dec. 31.

IRS has taken the position that the Employee Retirement Income Security Act (ERISA) applies to public plans for reporting and taxing purposes.

NACo and other public interest groups have questioned IRS authority to regulate state and local retirement plans and, in a recent meeting, asked IRS officials to postpone the filing deadline indefinitely.

IRS contends they now realize some of the difficulties involved with the reporting requirements and plans to publish the form in the *Federal Register* for review and comment.

This new extension gives NACo an opportunity to work toward congressional action on the passage of bills which will make clear that Congress did not give IRS jurisdiction over state and local plans when it passed ERISA in 1974.

Counties with inquiries should call the IRS hotline, 202/566-4300, or contact Ann Simpson of the NACo staff.



# 5-Year Recreation Planning Begun

WASHINGTON, D.C.—Interior Secretary Cecil Andrus has urged governments at all levels, organizations and concerned citizens to participate in preparing a 1978 Nationwide Recreation Plan. He addressed a group of representatives from many federal agencies and organizations, including the National Association of County Park and Recreation Officials, a NACo affiliate.

"One of the goals of this Administration is to address the many national policies and programs that affect and are affected by recreation." He added that the 1978 Nationwide Recreation Plan "will examine recreation policy and its relationships to energy and transportation, human access and services, employment, and other high priority national interests." Target date for completion is Nov. 1.

**THE NATIONWIDE** Recreation Plan must be submitted to Congress every five years. The 1978 plan will outline the status of recreation and make recommendations for resolution of issues, thereby setting priorities for the Interior Department's Bureau of Outdoor Recreation (BOR).

Chris Delaporte, BOR director, assured the group that the 1978 Nationwide Recreation Plan will be action oriented, referring to the disappointment of some with previous plans.

Bob McIntosh, who will be heading the development effort, explained that any action on the plan will be taken in the context of several factors:

- President Carter's desire to balance the federal budget by 1981;
- Federal agency reorganization;
- The National Urban Policy now under development at the White House.

**THE FIRST** phase in development of the plan will be the identification of issues to be addressed. BOR is soliciting ideas from other federal agencies, national organizations and the interested public. Meg Maguire, BOR deputy director for planning, explained that the issues should be national in scope, and capable of being addressed by federal action. However, BOR officials recognized that regional differences will be important. They also urged that participants be as wide-ranging as they wished in the issue identification, as any national issue affecting the total recreation spectrum could potentially be included in the plan.

The National Association of County Park and Recreation Officials will be submitting issue papers to BOR. NACPRO welcomes the participation of any park or recreation or other county official. Issue papers should be a maximum of two pages, and include a statement of the issue, some background, and any information available on attempts to resolve the issue or research being done. Submit all ideas to the chairman of NACPRO Issues Committee by Jan. 13: William Landahl, Jackson County Department of Parks and Recreation, Lake Jacomo, Route 2, Box 408, Blue Springs, Mo. 64015.



# ECHO Offers Noise Abatement Advisers

WASHINGTON, D.C.—For the third year in a row, the Annual Housing Survey by the Bureau of the Census has revealed that one-half of the households in the United States consider their neighborhoods to be too noisy. Some 93 million Americans are exposed to urban traffic noise which may adversely affect their hearing, and generally makes every day life unpleasant, according to Douglas M. Costle, administrator of the Environmental Protection Agency. Without measures to reverse current trends, noise levels are expected to increase markedly in the future.

EPA's Office of Noise Abatement and Control (ONAC) is working to quiet communities across the country. As a part of its effort, a new program called ECHO (Each Community Helps Others) has been initiated.

ECHO will link communities requesting assistance with selected community noise advisers who can

provide the type of advice and expertise each community needs. To begin ECHO, ONAC has chosen 10 communities in need of assistance and assigned a noise adviser to each. By the end of September, ONAC will match 20 more recipient communities with qualified noise advisers who can help them solve the particular problem faced by the community. Thus, a technology transfer will take place from the adviser to the recipient community, based on demonstrated need.

The ECHO program includes no grants or staff funding. However, ONAC will make small amounts of money available through a contractor who will subcontract with the advisers' and recipient communities to cover travel and out-of-pocket expenses. Noise advisers will be donating their time while participating in ECHO, and will spend approximately 10-15 days per year in the recipient community.

Through ECHO, the advisers will help recipient communities overcome difficulties in program development, implementation, and operation. Organizational meetings among recipient communities, advisers, EPA regional noise representatives, and ONAC headquarters staff will determine activities and estimate expenses. ONAC will provide support as needed to the recipient communities and the advisers.

ONAC will continue to fund the ECHO program into the foreseeable future. Approximately 20 ECHO recipient communities per year will be identified. If your county is interested in becoming involved in ECHO, or if you would like more information, please contact Don Spangler, Noise Control Project, NACo, (202) 785-9577.

—Don Spangler, NACoRF  
Noise Control Project

# Welfare Reform Discussed

Continued from page 1

Dukakis said to Corman and Long that he thought they had both said the same thing, "instead of guaranteeing a check, guarantee a job." All members of the coalition agreed that they were united in wanting welfare reform with a work component now and that the President's bill has state, county and city support.

In answer to a question by Sandra Smoley about fiscal relief, Long said, "We will give you as much fiscal relief as the Administration will allow. The Senate would have provided \$1 billion this year."

When James McIntyre, director of the Office of Management and Budget, appeared before the coalition, NACo Director Bernard Hillenbrand asked him to relay to the President county, city and state support

for immediate fiscal relief and passage of H.R. 7200, the Public Assistance Amendments of 1977, while overall welfare reform is being decided. Hillenbrand said support for welfare reform would continue even if fiscal relief were provided.

**MCINTYRE SAID** the fiscal '79 budget would be "tight" but the federal government would try not to disrupt the flow of funds to states, counties and cities. In an effort to help states and localities, he announced that he would seek advanced funding for three programs: maternal and child health, vocational rehabilitation and programs for the aging. Recipient governments could make better plans since fund availability would be known in advance.

New Coalition members passed a resolution urging President Carter "in fiscal '79 and thereafter, as he moves toward his objective of a balanced federal budget, to avoid budget decisions that shift costs to state and local governments."

In addition to county officials, those attending the coalition meeting were: Govs. Milliken, Dukakis, Ella Grasso (Conn.), and Robert Ray (Iowa); Mayor David Vann, Birmingham, Ala.; state legislators Fred Anderson (Colo.); Martin Sabo (Minn.); Leo McCarthy (Calif.); and Elaine Bloom (Fla.).

The other county member of the New Coalition, Seth Taft, president, board of commissioners, Cuyahoga County, Ohio, was represented by Gwen Baskett.

## COUNTY NEWS

EDITOR: Bernard Hillenbrand  
MANAGING EDITOR: Beth Denniston  
NEWS MGR.: Christine Gresock  
PRODUCTION MGR.: Michael Breeding  
GRAPHICS: Robert Curry, Mary Duncan, Barry Leviten and Robert Redding  
PHOTOGRAPHER: Lee LaPrelle  
CIRCULATION MGR.: G. Marie Reid  
Published weekly except during Christmas week and the last week of July by:

National Association of Counties  
1735 New York Avenue, N.W.  
Washington, D.C. 20006  
(202) 785-9577

Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription is \$15 per year for non-members, \$7.50 per year for county personnel in member counties. Send payment with orders to above address. While utmost care is used, County News cannot be responsible for unsolicited manuscripts.



# 1978 Awards Program

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

## National Association of County Park and Recreation Officials

### Friend of Recreation Award

One or more awards presented to an individual or organization that has responded in an unusual manner to benefit the parks and recreation programs or facilities at any level from national to a local county organization. Last year's recipients included park commission members, county commissioners and the host of a national conservation television show.

### Fellow Award

One or more awards presented to a professional staff member who has performed an outstanding job over a period of years. Nominees should be members of NACPRO.

### Organizational Award

Presented to an organization conducting activities in the parks and/or recreation field whose programs are considered to be exemplary during the past year. Only one award is generally presented.

### Procedures

- Each NACPRO member may submit up to two nominations. Deadline for receipt is Jan. 27. Submit to: Donald Hull, Director Accomack County Parks and Recreation Department, Box 134, Accomack, Va. 23301.
- Nominations will be evaluated by the Awards Committee and selections made by the NACPRO Board of Directors at its NACo Legislative Conference meeting in March. Award presentations will be made at the NACo Annual Conference in July.
- In submitting nominations, you must include the **name, organization and address** of the **nominee, and your own as sponsor**. Please indicate the award category.
- Nominations should be supported by the following, as well as any other pertinent information:

### Fellow or Friend Award

- Professional or related experience of nominee including examples of meritorious service, dates and place
- Publications: subject, date and publisher; copies if possible
- Research: academic programs, facilities, etc.
- Affiliations: offices held, memberships, etc.
- Honors received
- Education
- Personal information: hobbies, family background.

### Organization Award

- Description: purpose, history, growth
- Exemplary contributions to parks and recreation
- Honors



# Job Prospects for Elderly Aired at Hearings

WASHINGTON, D.C.—The Department of Labor would like to see counties, cities, and states play a larger role in the employment program for the elderly funded by Title IX of the Older Americans Act.

Deputy Assistant Secretary of Labor for Employment and Training Robert J. McConnon testified before the House subcommittee on retirement income and employment that "we are convinced that a broader role for states and localities is essential if the needs of older workers are to be met."

The subcommittee, chaired by Rep. Fred B. Rooney (D-Pa.), is conducting hearings on Title IX of the Older Americans Act which is up for reauthorization this year. The full Select Committee on Aging is conducting

hearings on the other titles of the act.

IN HIS testimony, McConnon praised the performance of national organizations that have operated 80 per cent of the Title IX programs under contracts with the Labor Department.

However, he envisioned a larger "complementary role" for the public sector in the future.

Gene Handelsman, director of the Office of State and Community Programs at the federal Administration on Aging, agreed that the public sector must play a role in providing jobs to the elderly.

"We feel," he testified, "that it is very important for state and local governments to become directly involved in programs designed to open

up opportunities for older persons."

Handelsman also praised the recent change in CETA (Comprehensive Employment and Training Act) regulations that require CETA prime sponsors to justify programs that are not serving identified groups of unemployed people such as older workers.

Handelsman noted that the new regulations do not help those who have given up looking for a job, but said that the new regulations "would go a long way" in influencing prime sponsors to consider the elderly when planning their programs.

Dolores Davis, executive director of the National Center on Black Aged, was not so optimistic.

Davis said that because no national organization representing minority elderly had been given any

Title IX funds, many unemployed minority elderly would remain without jobs.

MANY MINORITY elderly, she explained, do not trust non-minority organizations and, therefore, remain unemployed.

Black elderly people, she added, now hold about 17 per cent of the jobs funded by Title IX, but, in light of the higher unemployment rates among black elderly, this is insufficient representation.

Larry Curley, liaison specialist for the National Indian Council on Aging, expressed similar doubts about the responsiveness of the program to American Indians.

American Indians, he said, hold 2.6 per cent of the jobs funded by the

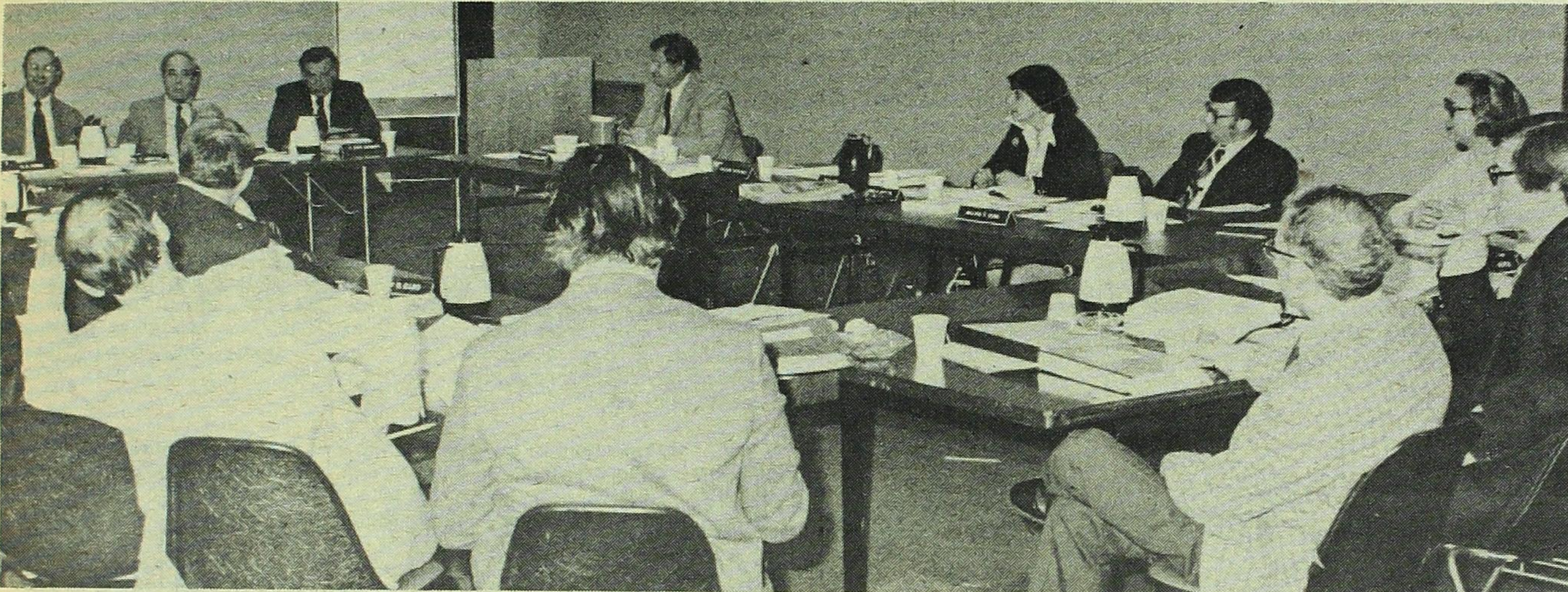
program, but "when you consider the low income levels of elderly Indian people, you see that this is not an adequate share of the Title IX jobs."

Other topics discussed at the hearing include a proposal to lengthen funding from the current level of one or two years to four or five years and whether or not the Department of Labor should remain responsible for the program.

Later this month NACo will address Title IX in its testimony on the reauthorization of the Older Americans Act.

Reports of county experiences with the employment programs funded through Title IX should be shared with the aging program staff.

Phil Jones  
NACoRF Aging Program



COUNTY OFFICIALS PARTICIPATE IN ACIR ROUNDTABLE—County officials discuss countercyclical aid with representatives of other levels of government at the Dec. 15 meeting of the U.S. Advisory Commission on Intergovernmental Relations (ACIR). Addressing the group (at table from left) are: Wayne Anderson, executive director, ACIR; Robert Merriam, chairman, ACIR; and John Shannon, assistant director, ACIR.

County representatives on the commission are (from left to right): Lynn Cutler, supervisor, Black Hawk County, Iowa; William Dunn, commissioner, Salt Lake County, Utah; and Doris Dealaman, freeholder, Somerset County, N.J. The group also discussed staff reports on federal assistance programs and intergovernmental grants, and government influence on regional development.

## Learning to Put Regulations Plainly

WASHINGTON, D.C.—Approximately 800 persons learned about writing regulations in plain English at a half-day conference here last month. As one panelist put it, "The name of the game is communications."

Panelists emphasized three needs: public participation in the rulemaking process, clear policy behind regulations and comprehension of regulations.

The program was sponsored by the National Center for Administrative Justice with the Office of the Federal Register and the Department of Health, Education and Welfare. Fred J. Emery, director of the Office of the Federal Register, was moderator.

A HISTORY and overview of drafting programs used in government agencies was presented by James Minor of the American Bar Association's Standing Committee on Legal Drafting. Minor pointed out that federal regulations now affect individuals; in the past, regulations mainly affected business and industry. According to Minor, the Coast Guard was the first agency to issue regulations which applied to the steamboat industry.

Minor believes that 80 per cent of the time devoted to drafting regulations should be spent on research—determining what is needed and receiving input; only 20 per cent of the time should be devoted to writing the regulation. Minor maintains that the federal agency must consider if the regulation is indeed necessary, and that the ideal regulations drafter presents alternatives for public consideration.

Language simplification and design of bank forms and other consumer documents was discussed by Alan Siegel, Siegel and Gale of New York. He said that precision and brevity are not the same; some simplified insurance policies are longer than the ones they replaced. Siegel believes that policies and procedures must be simplified before an attempt is made to simplify their written form and that attempts to cover every contingency should be discouraged.

Dr. Roger Shuy, Center for Applied Linguistics and Georgetown University, Washington, D.C., discussed the problems of simplifying complex language. He believes major problems are: use of the wrong language for the wrong audience and the explicitness of each sentence in federal regulations. He said that simplicity and clarity aren't the same and that a short regulation is not necessarily better than a long one.

CONSULTANT to the Office of the Federal Register Ivan Horabin discussed management skills in the rulemaking process. Horabin outlined three important management tasks to help assure a successful regulations project:

- Statement of objectives;
- Work plan to accomplish objectives by a certain date;
- Definitions of responsibility for project staff: the identification of who will review regulations and who will resolve conflicts.

Horabin said that much regulatory language is a cloak to reassure the regulations writer.

Office of Management and Budget Associate Director for Management

Policy Wayne Granquist discussed the Administration's viewpoint on writing and issuing regulations. Granquist talked about the need for voluntary compliance with rules and the fact our government operates according to the principle of consent of the governed. He said that consent has turned into frustration; the citizens of the United States are disappointed that the federal government, by virtue of its intricate regulations, treats them as unintelligent.

Granquist emphasized that compliance is based upon understanding and outlined the provisions of President Carter's Nov. 18 draft executive order. This order details procedures agencies will have to follow in simplifying the regulation process.

During the question and answer period, panelists made the following

suggestions to help improve the federal rulemaking procedures:

- Legislation passed by Congress should be comprehensive and comprehensible so agencies can issue understandable regulations;
- Lawyers who draft regulations should worry about legal issues and not language;
- Proposed rules should educate and not confuse the reader.

The Office of the Federal Register will sponsor another conference March 16-17 in Washington, D.C. on the need for federal regulations to be written in plain English. Both the Office of the Federal Register and NACo welcome your ideas for conference topics. Please send them to NACo care of Linda Church, grantsmanship and regulations coordinator.

## Officials Alerted to Russian Flu Signs

WASHINGTON, D.C.—County health officials are being notified by the Center for Disease Control (CDC) in Atlanta to keep close tabs on symptoms from a new strain of flu that has caused epidemics in Hong Kong and the Soviet Union.

Dr. William Elsea, Fulton County, Ga. health director and vice president of the National Association of County Health Officials (NACHO), attended a recent meeting that attracted health officials from around the country. The purpose of the meeting was to discuss prevention steps and monitoring strategies which must be employed to combat the disease. This new virus has in-

fecting an estimated 30 to 35 million people.

Experts predict that the Russian flu virus will begin infecting Americans this winter. The new strain, known as A/USSR/H1/N1/77, has symptoms of fever, chills, headache, dry cough and soreness of back and limbs—classic symptoms of influenza. Pharmaceutical firms are now manufacturing vaccine to combat the new virus.

County health officials will again be called on to lead prevention efforts as they did during last year's swine flu program. The program was halted in December because no cases were reported after the initial breakout.

Critics of the swine flu program are asking whether the public would willingly participate in another federal government sponsored mass immunization program so soon after the "swine flu fiasco."

In hearings this spring, a congressional committee praised the prevention efforts of state and local health officials and hailed their participation in the national program as exemplary.

County health officials wanting more information on CDC's program to combat the Russian flu should contact Dr. Alan Hinman, CDC, Atlanta, Ga. 30333.

## Rural Affairs Committee Being Formed

NACo President William Beach has proposed that a special Rural Affairs Committee be established to serve as a focus for rural county concerns. The NACo Board of Directors, at its December meeting, enthusiastically endorsed creating the proposed committee whose members will be appointed by Beach.

The committee will enhance the ability of counties to mobilize support or opposition to specific rural issues and legislation. The committee will work to implement the rural policies contained in the *American County Platform* as well as reach positions on other particular issues crucial to rural counties.

President Beach will base his appointments on recommendations received from state associations of counties and NACo steering committees. All county officials interested in serving on this committee should contact their state association and ask that their names be submitted. All recommendations should be received by Jan. 16 so that appointments can be made shortly thereafter.

The new Rural Affairs Committee will work closely with the respective NACo steering committee, which will continue to set NACo policy. The committee will be comprised of approximately 40 county officials.

The Community Development Steering Committee has established two priorities to guide the rural development effort: full funding for the grant and loan programs of the Rural Development Act and the attainment of equity for rural assistance programs. The equity issue involves not only increases in absolute funding, but includes raising the percentages of grants available to rural areas and eliminating unnecessary requirements in the regulations.





## The Search Is On

# Announcing the 1978 County Achievement Award Program Deadline for Entry: Feb. 17, 1978

**Purpose:** To give national recognition to progressive county developments that demonstrate an improvement in the county's structure, management and/or services.

**NACo Seeks:** 1) to recognize the county government rather than individuals; 2) to solicit programs representing counties with various populations, administrative structures, population mixtures, economic structures, geographic distributions, and various historic and cultural traditions; 3) to elicit a wide range of case studies including an assortment of particular interest to the NACo functional affiliates; 4) to select achievement award recipients on the basis of general recognition of the progressive development in their county rather than on the basis of a national contest.

**Case History:** 1) Case studies must be accompanied by completed entry form which has been signed by the county elected executive, board chairman, or president of board. 2) The decisive role of the county in developing and implementing the program must be detailed. 3) Evidence of the program's accomplishments over a significant time period must be documented for adequate evaluation for an award. 4) Case studies should be no longer than 10 double spaced, 8-1/2" x 11" pages and must include all information requested on the following outline. When including supportive data, please place it in a 9-1/2" x 12" manila folder to ensure it does not become separated from the case study.

- I. Historical Background (use exact dates)
  - A. Need for program
  - B. Responsibility for program development
  - C. Role of the county
  - D. Role of other governments, civic groups and press (if applicable)
  - E. Means of financing
  - F. Law under which program exists
- II. Summary of Program's Accomplishments
- III. Prospects for Future of Program

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

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

### 1978 New County Achievement Award Entry Form

County \_\_\_\_\_ State \_\_\_\_\_

Mailing address and name of: Board Chairman/President/Elected County Executive

\_\_\_\_\_

\_\_\_\_\_

Signature

Title of Case Study/Program to be considered for NACo County Achievement Award:

\_\_\_\_\_

Case Study prepared by:

Name \_\_\_\_\_

Department \_\_\_\_\_

Title \_\_\_\_\_

Address \_\_\_\_\_

Phone Number \_\_\_\_\_

Date Submitted \_\_\_\_\_

Please return to:

New County, U.S.A. Center  
National Association of Counties  
1735 New York Avenue, N.W.  
Washington, D.C. 20006  
202/785-9577

**Please Note:** All materials sent with achievement award entry become property of NACo.

Deadline for all entries to be received by New County, U.S.A. Center is Feb. 17, 1978. For more information call Joan Paschal or Linda Ganschietz.

## Letters to NACo

To the Editor:

The Dec. 12 issue of *County News* reported on an opportunity I had to discuss the work of the Education Study Team of the President's Reorganization Project (PRP) with NACo's Health and Education Steering Committee. I'd like to clarify the purpose and content of my presentation.

My intent, in accepting an invitation to address the committee, was to keep NACo informed as to the status of our two-phase study. The purpose of the first phase was to advise the President on the relative desirability of three general approaches to restructuring federal programs related to education. The three options the President was presented with were: (a) a narrowly based new department comprised mainly of what is now the Education Division of Health, Education and Welfare (HEW); (b) a broadly based new department encompassing education and other programs concerned with human development; and (c) strengthening the Education Division within HEW. The *County News* report that PRP recommended the third of these alternatives is incorrect; I did not report on the conclusions reached by our study.

During Phase I of our study, we consulted with more than 100 interest groups, including those representing local governments. President Carter has made it very clear that a major objective of federal reorganization should be to improve both the access that local officials have to federal decision making and the chances of cooperation among all levels of government in efforts to improve the quality of public programs. My discussion with the Health and Education Committee was aimed at fostering the attainment of these two related objectives by keeping NACo informed and expressing a sincere interest in soliciting future input to the formulation of the specific proposal for restructuring federal education-related programs that ultimately will go to the Congress.

During the second phase of the study, which will deal with such matters as specific organizational reforms and proposals for program consolidation, we will be consulting extensively with local government officials. The problems that are identified will be carefully studied and the solutions proposed will be seriously considered.

—Willis D. Hawley  
Director, Education Study

Dear Bernie:

Just finished reading the article in the Dec. 5 issue of *County News* explaining your protest against the proposed "community development regulations."

I wanted to express my complete support for your position on this issue and to express my own strong feeling that Housing and Urban Development (HUD) has gone far beyond the intent of Congress in its proposal. We have got to fight hard to ensure the continuation of local control in this program and I certainly urge you to keep up the good fight.

If I can be of assistance in any way, please do not hesitate to let me know.

—Don H. Clausen  
Representative in Congress

## Job Opportunities

**Civil Engineer II, Pima County, Ariz.** Salary \$14,172 to \$18,084, depending on experience. Responsible for a wide variety of civil engineering work requiring application of professional knowledge. Requires bachelor's degree in civil engineering, including two years of civil engineering work or an equivalent combination of training and experience. Resume to: Pima County Personnel Department, Health and Welfare Building, 4th Floor, 151 West Congress St., Tucson, Ariz. 85701.

**Supervisor, Youth Employment, Oakland County, Mich.** Salary \$15,758 to \$18,715. Develops and administers \$1.5 million program designed to provide jobs for unemployed young people. Requires a bachelor's degree in a social science, secondary or vocational education, business administration or related area and at least three years of full-time paid experience in job or career development programs, one year of which must have been in a supervisory capacity. To apply, contact: Oakland County Personnel Department, 1200 N. Telegraph Road, Pontiac, Mich. 48053, (313) 858-0530.

**Planning Director, San Mateo County, Calif.** Salary \$28,891 to \$36,109. Responsible for the planning division of the Department of Environmental Management. Budget in the neighborhood of \$1.3 million for fiscal '77-'78, with staff of 46. Requires three years in high level planning and/or community development experience or three years of high level managerial or administrative experience, preferably in a state or local governmental agency. Resume by Jan. 31 to: Gwen Aldridge, San Mateo County Personnel Department, County Government Center, 590 Hamilton St., Redwood City, Calif. 94063, (415) 364-5600, ext. 2355.

**Civil Engineer IV, Pima County, Ariz.** Salary \$18,984 to \$24,216, depending on experience. Responsible for review and provision of technical advice and requirements for all engineering related aspects of subdivisions and development, flood plain ordinances, and hillside developments zone ordinances. Requires bachelor's degree in civil engineering and six years of progressively responsible civil engineering experience or equivalent combination of training and experience. Registration as a professional engineer in the state or the ability to obtain same within the probationary period necessary. Resume to: Pima County Personnel Department, Health and Welfare Building, 4th Floor, 151 West Congress St., Tucson, Ariz. 85701.

**Water System Director, Pinellas County, Fla.** Salary \$20,000 to \$30,000. Requires degree in civil or sanitary engineering and five years responsible administrative experience in utility field. Resume to: G. Melvin Douglass, Director of Personnel, 315 Haven St., Clearwater, Fla. 33516.

**Personnel-Purchasing Director, Eaton County, Mich.** Salary commensurate with experience. Responsible for establishing and implementing countywide personnel and centralized purchasing programs; responsible to county controller; also will require working with federal-state grants programs in personnel and purchasing areas. Requires general administrator with personnel training and experience. Previous government experience helpful but not required. Accounting and financial background and experience desirable, but not required. Resume to: Personnel Committee, Eaton County Board of Commissioners, 1045 Independence Boulevard, Charlotte, Mich. 48813.

**Director, Housing and Community Development, San Mateo County, Calif.** Salary \$24,420 to \$30,528. Responsible for directing the activities of the Housing and Community Development division of the Department of Environmental Management. Staff of 11, approximately \$8 million budget. Requires combination of experience, education or training equivalent to possession of a bachelor's degree in planning, business administration, public administration or a related field and five years of progressively responsible experience in administrative or managerial position in an agency engaged in housing rehabilitation and community development. Apply by Jan. 31 to: Gwen Aldridge, San Mateo County Personnel Department, County Government Center, 590 Hamilton St., Redwood City, Calif. 94063, (415) 364-5600, ext. 2355.

**Social Workers, Oswego County Community Mental Health Center, Oswego, N.Y.** Salary \$12,805 to \$14,118. Two vacancies exist in out-treatment unit. Duties include both direct services to a full range of individuals and work in the community to build an effective community support network. Requires master's degree in social work from a graduate school of social work approved by the New York State Department of Education. Resume to: James W. Wright, Director of Personnel, 46 East Bridge St., Oswego, N.Y. 13126.



# Little Solid Waste Progress Seen

by Dennis Koehler

Stepping into the Sixth National Congress on Waste Management Technology and Resource and Energy Recovery recently in Washington, D.C. was like stepping out of a time warp.

Back in December 1972, when I was working as the Environmental Protection Agency's first "garbage lawyer," John Erlichman personally killed an ambitious EPA proposal that might have gotten the nation moving toward resource recovery.

Five years later, little if anything has changed. Even though an impressive new law (Public Law 94-580, the Resource Conservation and Recovery Act of 1976) has been passed, solid waste management as a federal objective seems destined to continue indefinitely its role as the "forgotten stepchild" of the environmental movement.

SEN. JENNINGS Randolph (D-Va.), chairman of the Senate Committee on Environment and Public Works, stated flatly in his keynote address to the convention: "There will never be a general federal construction or capital assistance program in the solid waste area."

Tom Jorling, EPA's assistant ad-

ministrators for water and hazardous materials and overseer of the solid waste program, sees the act as beginning nothing more than a "slow and arduous progression" toward reversing this country's "grossly inefficient and uneconomical utilization of our natural resources base."

And the only provision of the act that holds out any hope to local governments struggling with the problem of solid waste disposal—financial assistance for local planning—is so badly underfinanced by an insensitive Congress that Sen. Randolph recently declared in a letter to the Senate Appropriations Committee: "Fiscal year 1978 funding (under Section 4008 of the act)... allows nothing for support of local and regional solid waste management planning efforts... Without adequate funding in fiscal year 1978, this (planning effort) will be impossible."

LOCAL GOVERNMENTS don't want or need massive federal construction grants programs that tie them to unproven, costly energy or resource recovery programs that may prove to be terrible burdens to local taxpayers.

What we do need is a federal and state commitment to a policy that:

- Recognizes that the decision to go to resource and energy recovery

*Palm Beach County Commissioner Dennis Koehler is a Florida environmental lawyer who was staff attorney for EPA's Office of Solid Waste Management Programs in Washington, D.C. in 1972-73. He is currently vice chairman of the solid waste subcommittee of NACo's Environment and Energy Steering Committee, and serves as a member of Palm Beach County's intergovernmental Solid Waste Authority.*



Koehler

programs must be made by local elected officials, after carefully assessing the local costs and benefits of such programs;

- Requires this assessment to consider the true environmental and natural resource costs of land disposal; and

- Establishes and vigorously enforces realistic, reasonable sanitary landfill standards.

We must pressure Congress and our state legislatures to get serious about this subject, so that we at the local level, who have to deal with solid waste problems on a daily

basis, qualify for and receive the planning aid we have coming to us under the act.

LET ME BE specific. First, the Congress must appropriate sufficient funds to get this program off the ground. That means that we in local government must individually and through our state associations petition members of the Congress to act on Sen. Randolph's request and appropriate the full \$30 million authorized for local and regional solid waste management planning under the act.

Second, we've got to make sure that our state legislatures and state environmental bureaucracies are authorizing enough money and expending enough planning effort to meet the minimal federal criteria for "passing through" federal grant dollars for this type of local planning assistance. That means working with our local state legislative delegations to qualify our states for federal assistance by adopting the solid waste planning requirements spelled out in Subtitles C and D of the act. (The hazardous waste element is the biggest hurdle; no states have yet qualified!)

Those of us who were looking for new federal initiatives in resource recovery under P.L. 94-580 now know the truth: there will be none. After more than 11 years of intensive federal study, nothing's changed in solid waste. The federal government will continue to pay lip service to resource and energy recovery, leaving the decision to make this major shift in resource conservation philosophy to local government and free market forces.

Progressive counties, cities and other local authorities that want to see an end to the incredibly wasteful practice of burying our used natural resources are going to have to do it—and pay for it—themselves.

## An Educational Bill of Rights?

by Neal R. Peirce

DENVER—Playing the proverbial skunk-at-the-tea-party role, Vermont's Republican Gov. Richard A. Snelling chose the recent meeting here of the Education Commission of the States to suggest that U.S. schools and colleges are performing their role so poorly that President Carter should call a constitutional convention on education in America.

Snelling quickly modified his proposal to say such a convention wouldn't be "for the purpose of tampering with the U.S. Constitution, but more on the model of the Atlantic Charter for the United Nations."

The convention's role, said Snelling, would be to challenge long-accepted ideas about education, to draw up an "Educational Bill of Rights" that states and school districts might ratify as a "yardstick" to guide their future course.

Basic educational rights, ignored by many schools across the country in recent years, would be affirmed, Snelling proposed. One would be to assure young people "the fundamental skills of communication, challenge and calculation." A second would be to provide them "with a sense of history and a social perspective of their own culture," thus correcting the alarming loss of historic consciousness and preparation for citizenship that's stemmed from dilution of basic history and civics instruction in recent years.

IT COMES AS something of a shock that any U.S. governor could make a proposal as radical as Snelling's after 20 years in which national budgets for education have multiplied sevenfold, two and a half times the rate of inflation, to \$144 billion this year.

But the upward spiral in education costs has produced anything but the millennium Americans might have expected from massive injections of money. Rather, says Snelling, "the system is failing to such an enormous extent that those who are serious about education would want to cry."

The hard facts are that in schools from coast to coast, verbal and mathematical scholastic aptitude test

scores have fallen steadily since 1963—almost without regard to whether the school system is poor or rich, center city, suburban or rural. Reputable surveys have shown that 12 of every 100 17-year-old high school students are functionally illiterate, that scarcely 50 per cent know each state has two senators or that the President can't appoint members of Congress.

Colleges complain that entering students come unequipped to read or write properly, graduates say their educations don't equip them for real world jobs and employers contend they have to educate the products of the schools all over again.

No one believes the schools' problems will be quickly or easily solved. But across the nation, the ferment for change is growing rapidly. And some common themes are emerging:

- A call for a return to basics, to the three R's. A recent poll showed 83 per cent of the American people favor that course.

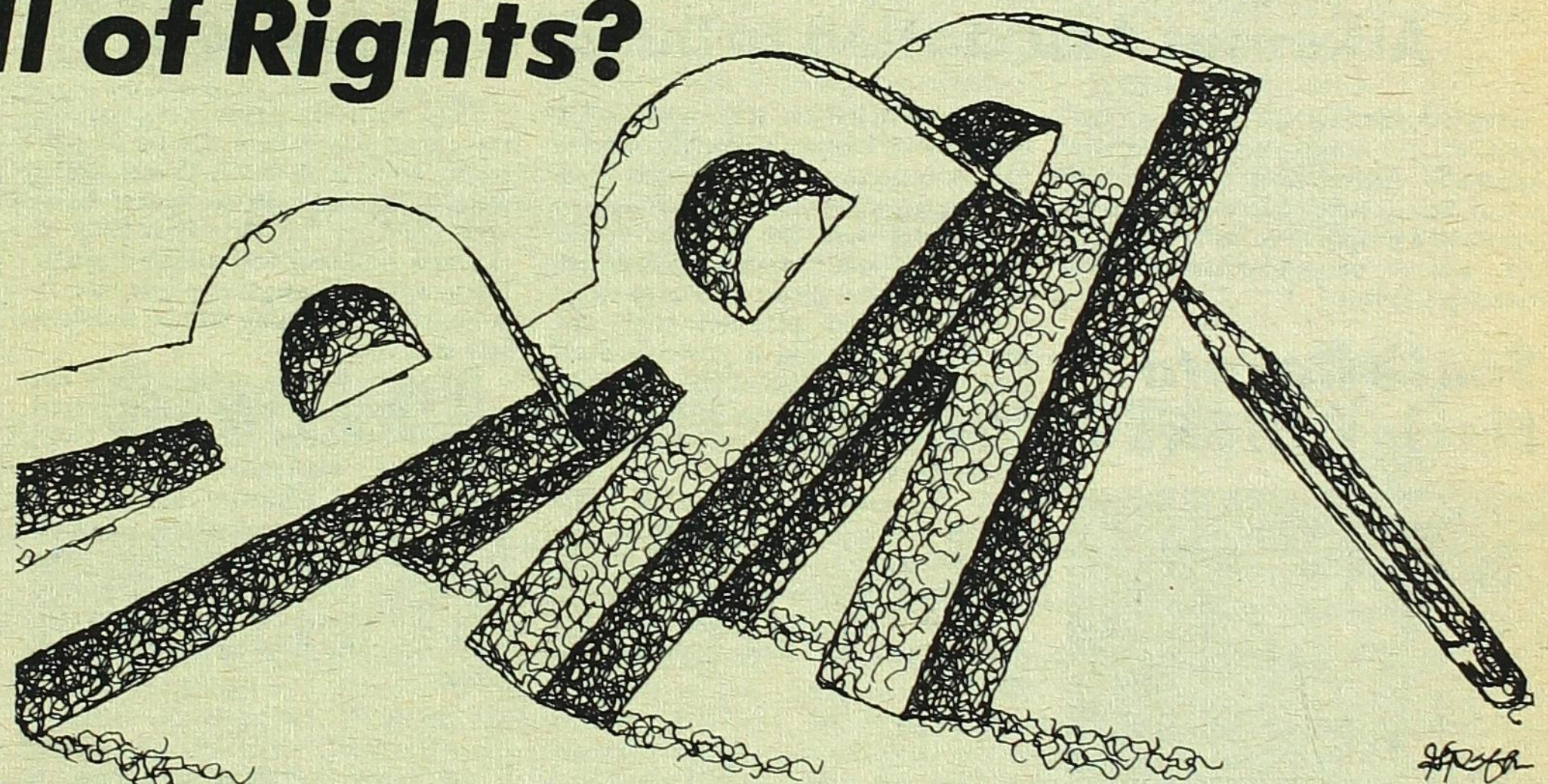
- A demand for stricter school discipline.

- A demand for "minimal competency" testing, so that students won't receive high school diplomas unless they've learned to read, write and compute at a minimal level. Twenty-six states have adopted some form of competency testing program.

- A questioning of whether more money means better education. Surveys indicate little if any correlation between dollars spent and educational attainment. They cast doubt on the benefits to be expected from the programs in many states—often court-ordered—to equalize spending levels between school districts.

- Pervasive resentment against an educational establishment that constantly seeks more funding but steadfastly resists outside monitoring. Education, Snelling alleges, "has become the most traditional, the most hidebound, the most status quo preserving structure in all of American organizational systems. Professional educators have compressed themselves into tight, narrowly defined domains."

Says Maine's Independent Gov.



James Longley: "Society has defaulted and the experts have taken over. They resist input and challenge from the outside."

- Sharp criticism of teachers' training that's heavy on "how to teach" and light on the basic subject matters the teachers will teach.

- Resentment that teachers, while their average salaries have risen to solid middle-class status, have often become lazy, refusing to take work home, to stay after school to talk with students, to participate in extra-curricular activities without extra pay. Unionization of teachers has created or aggravated this situation, critics complain.

"PROGRESSIVE" educators and teacher unions take issue with most of these points and have their own set of scapegoats, ranging from a breakdown in the family structure and indifferent parents to the debilitating effects of excessive television watching.

National Education Association president John Ryor criticizes "unmotivated, apathetic, and hostile students who make little effort to learn and expect to be held blameless while the accusing finger is pointed at schools."

There's doubt whether Snelling's constitutional convention could do

more than set down generalized principles for educational reform. Despite some federal funding, education remains overwhelmingly a state and local responsibility.

But by reaching deep into citizen ranks, states, school districts and neighborhoods can provide powerful impetus for change and increased school accountability.

Kentucky this autumn held what amounted to its own constitutional convention on education, assembling hundreds of citizens from every corner of the state to debate and act on a 359-page reform document drawn up by 632 members of task forces that spent an entire year looking into every aspect of public education from kindergarten through graduate school.

Typical recommendations of the project, sparked by Democratic Gov. Julian Carroll: competency testing at four grade levels, with minimum standards for high school graduation; remedial help at regional service centers for lagging students; special programs for particularly gifted children; a strong emphasis on teaching history and civics; requiring that teachers teach (and thus be tested) for a year before certification; in-service teacher training centered on basic subject matters rather than teaching methodology.

THE KENTUCKY citizens also urged that judges be instructed to discipline delinquent children with more than a slap on the wrist, and that delinquents be sent to special schools, with parent involvement, before they're reintegrated into regular classes.

The next step, if Kentucky's legislature approves, will be to require similar citizen-directed evaluation processes at the local level, so that each community—with broad state goals—can adopt programs to match its special needs, including actual local post-graduation employment opportunities.

"People generally feel ignored by the school system," says Gov. Carroll. "But now we've drawn in so many citizens that they feel involved."

Kentucky is not alone: Virginia and Florida already have tough statewide and local accountability systems in place; Oregon, Georgia, Colorado and California are among other states encouraging localities to undertake the same process. Given the public's deep skepticism about present-day education, the accountability movement seems likely to spread rapidly across the nation.



# State Association Wrap-up



1978 OFFICERS of the County Supervisors Association of California are, from left: first vice president, Clayton A. Record, Riverside County supervisor; president, Sandra R. Smoley, Sacramento County supervisor; and second vice president, Ted Galletti, Mendocino County supervisor.

## 'Carter, Congress and California' Was Theme

SACRAMENTO County, Calif.—The 83rd annual meeting of the County Supervisors Association of California took the form of a federal forum in the town hall tradition.

The keynote address was delivered by Lou Cannon, *Washington Post* correspondent, who spoke on the meeting's theme, "Carter, Congress and California Counties." Also speaking on the theme was Sen. S.I. Hayakawa. Gov. Edmund G. Brown Jr.

attended the conference to exchange views with the delegates.

During the meeting six policy committees reviewed the association's County Platform and discussed 1978 county legislative priorities. Committees meeting were Administration of Justice, Housing and Community Development/Government Operation, Public Employment, Resources, Revenue and Taxation, and Transportation and Public Works.

Federal, state, and county experts led discussions on welfare reform, land use and energy, highways and airports, and major health proposals. A tax reform briefing featured Assembly Speaker Leo McCarthy and Finance Director Roy Bell.

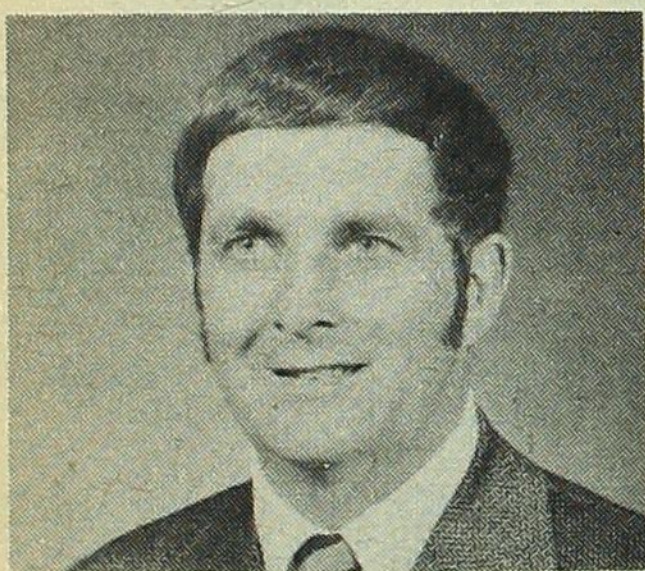
Regional associations and officials also met during the meeting held in Sacramento.

Richard E. Watson is executive director of the association.

## Arkansas Association to Build Headquarters

GARLAND COUNTY, Ark.—During the 1977 annual meeting of the Arkansas Association of Counties (AAC), the membership unanimously endorsed a proposal to build association offices one-and-a-half blocks from the Capitol.

## South Dakota Elects Officers



Melgaard

PENNINGTON COUNTY, S.D.—The 63rd annual convention of the South Dakota Association of County Commissioners (SDACC) took the form of a county chautauqua.

Speakers included South Dakota Gov. Richard Kneip and NACo Immediate Past President Dan Lynch of Douglas County, Neb.

Resolutions passed by the convention and the panel discussions carried the theme of "a need to return to local control."

Also meeting during the three-day event in Rapid City were the South Dakota Association of County Officials and the South Dakota Highway Superintendents Association.

James Melgaard, Yankton County commissioner, was elected president of SDACC. Serving his seventh year as a commissioner, Melgaard is a member of the County Extension Board, chairman of the District III Criminal Justice Commission, member of the Law Enforcement and Training Commission representing SDACC, and a member of NACo's Criminal Justice Steering Committee.

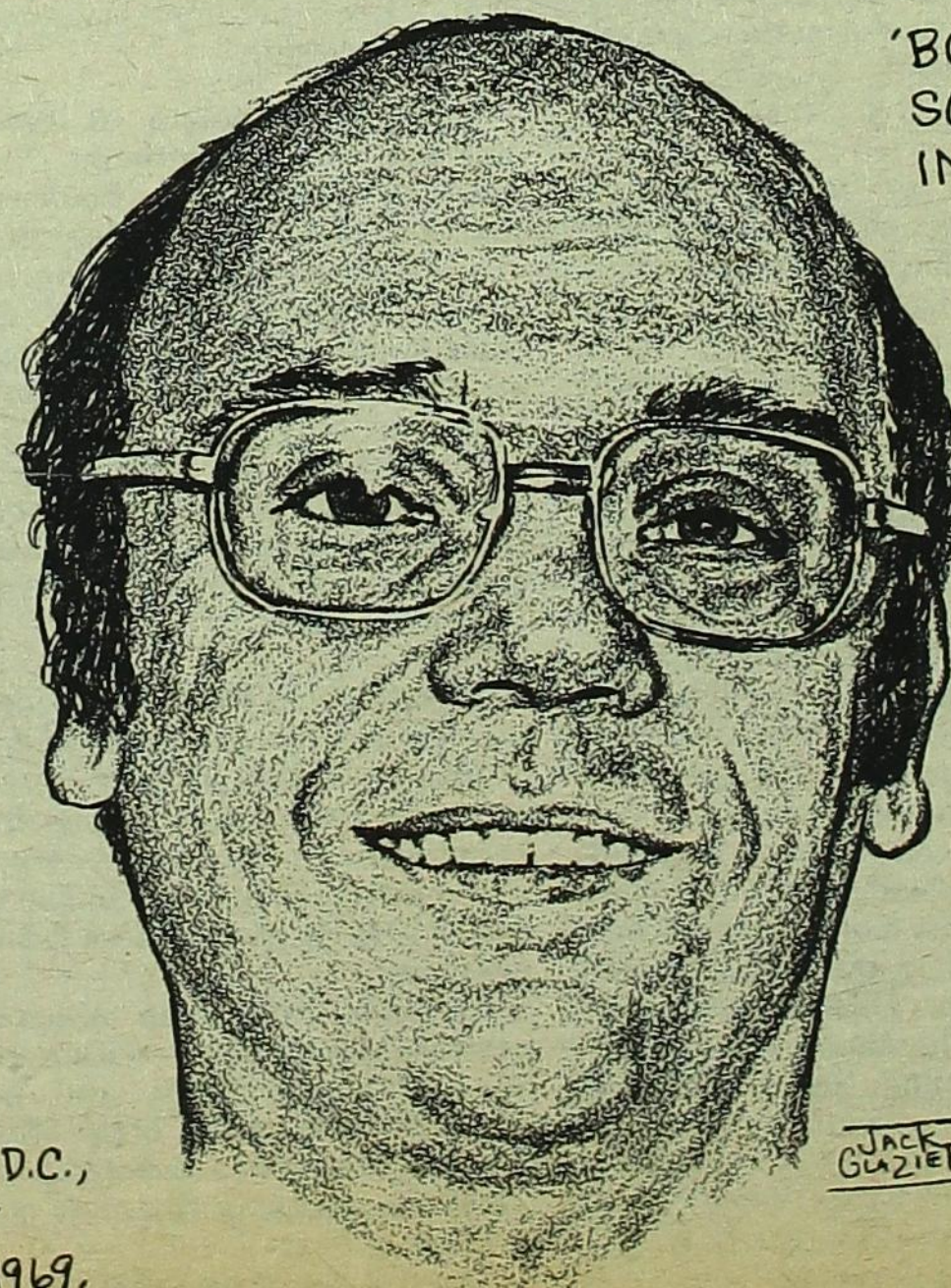
Neal Strand is executive director of SDACC.

## Russell B. 'BO' SHETTERLY

EXECUTIVE DIRECTOR  
SOUTH CAROLINA  
ASSOCIATION OF COUNTIES

WAS BORN SEPTEMBER 3,  
1940 IN CONWAY, ARKANSAS.  
HE IS A GRADUATE OF CENTRE  
COLLEGE OF KENTUCKY-B.A.,  
AND WASHINGTON COLLEGE OF  
LAW (AMERICAN UNIVERSITY)-J.D.

HE WAS A REAL ESTATE ATTORNEY  
FOR SOUTHERN RAILWAY COMPANY  
AND LEGAL ASSISTANT TO FIRM OF  
LA ROE, WIN, MOERMAN, WASHINGTON, D.C.,  
PREVIOUS TO BECOMING ASSISTANT  
DIRECTOR, S.C. ASSOC. OF COUNTIES, 1969.



JACK GLAZIER

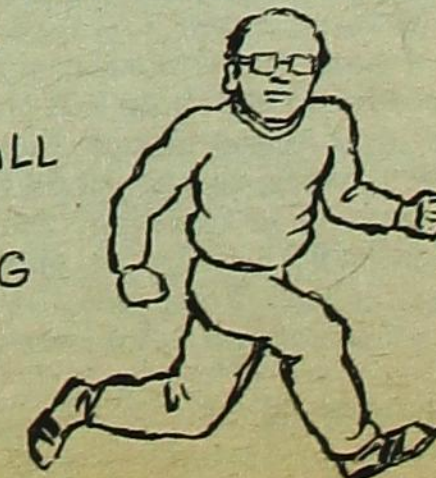
'BO' BECAME EXECUTIVE DIRECTOR OF  
SOUTH CAROLINA ASSOCIATION OF COUNTIES  
IN SEPTEMBER, 1970.

HE IS MARRIED TO THE FORMER  
BARBARA ANN VIERIS OF ROCK-  
VILLE, MARYLAND. THEY HAVE  
FOUR CHILDREN:

BARBARA ANN - 8  
KRISTA COLLEEN - 7  
MICHAEL MONTGOMERY - 5  
ELISABETH JOAN - 4

HIS HOBBIES AND INTERESTS:

FOOTBALL  
LACROSS  
BASKETBALL  
TENNIS  
SWIMMING  
JOGGING



## Texans Seek New Revenue Paths

BEXAR COUNTY, Tex.—Commissioner Clyde Anderson of El Paso County was elected president of the County Judges and Commissioners Association of Texas during the 55th annual conference held in San Antonio.

County Judge W.O. Hatfield Jr. of Bandera County was elected first vice president. Commissioner Roy Nail of McLennan County was elected second vice president.

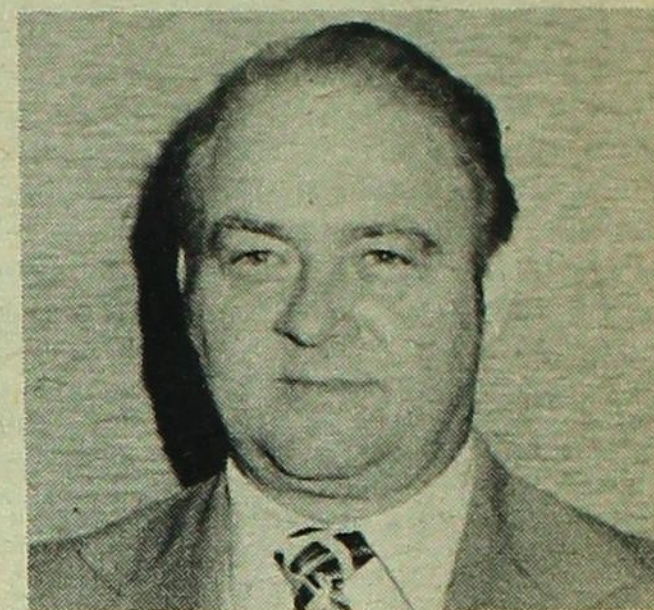
Almost 1,000 delegates and guests attended the meeting keyed by Texas Gov. Dolph Briscoe.

Several resolutions adopted by the officials seek new revenue sources to finance local government. Specifically, counties want the state to assume costs of some operations, from maintenance of farm-to-market roads to some portion of foster home care for juveniles. Elected officials representing the 225 Texas counties also voted to seek new laws allowing them to raise county property taxes.

Other resolutions:

- Seek more authority for county officials to control growth in unincorporated areas.

- Urge that fiscal notes be attached to every new law that requires spending of local tax funds.



Anderson

- Object to any move to place the regulation of land in federal hands.

- Urge creation of a county jail administrator post subject to commissioners court authority.

- Ask that the state assume the cost of district court-appointed attorneys—now paid by counties.

Joe Brigance, president of the Texas Association of Counties (TAC), presented an engraved plaque to W.E. Henson, who retired recently as Dallam County judge. Henson was honored as one of the founders and first president of TAC.

## Arizona to Firm Operations

MARICOPA COUNTY, Ariz.—Greenlee County Recorder Elizabeth "Liz" Tea will head the Arizona Association of Counties (AACo) for the coming year following her election as president during the association's 11th annual conference held in Scottsdale.

Other new officers are: First Vice President John Grace, Coconino County attorney; Second Vice President Arlo B. Lee, Apache County assessor; and Secretary-Treasurer Jay Turley, Navajo County recorder.

During the two-day conference, the membership ratified a proposal by the Committee of the Future to strengthen AACo through increased funding and a reorganization of internal operations.

Increased funding will hinge on the efforts of AACo to change the statutory dollar limitation placed on the association by state law. This

change was endorsed as part of the AACo priority legislative program approved during the conference. Other priorities the association will take to the legislature when it convenes in January are: shift payment of teachers' retirement from the counties to the state; obtain enabling authority for counties to self-insure; allow the boards of supervisors budgetary and management authority over employees of superior courts; and give counties the permissive authority to pay the group insurance premium of the dependents of county employees.

The association postponed a decision on whether to begin an initiative petition campaign to place the question of county home rule before state voters in the 1978 general election.

An estimated 200 officials from Arizona's 14 counties attended the conference. Richard Casey is executive director of AACo.

## Newsmakers



## The Latest Word

### ...A Look at NACo/NACoRF Publications

**Alcoholism Prevention and Treatment Services in Counties: Report on a National Survey**, 64 pages, \$2.

A national survey conducted by NACoRF's Alcoholism and Alcohol Abuse Program confirms that counties—more than any other local unit, public or private—either provide some type of basic alcoholism services directly or contract with a private agency to do so.

This survey, the first comprehensive study of local governmental alcoholism services in the nation, reveals that almost all (93 per cent) of reporting counties say alcoholism services are available to their residents. However, the survey shows that county governments must rely heavily on noncounty sources of funding.

The results of the survey appear in *Alcoholism Prevention and Treatment Services in Counties: Report on a National Survey*. It includes over 30 easy-to-read charts and tables, and offers a wide range of information on the county effort to combat alcoholism. Topics include service availability, responsibility, coordination and planning, funding sources, criminal justice involvement, and barriers to service provision.

The survey consisted of 34 questions and was sent to 2,245 chief elected officials and designated alcoholism program authorities in each county with a population of 10,000 or more; 1,143 (51 per cent) were returned. In addition, telephone surveys of the respondents obtained more precise information on funding and occupational programs for county personnel.

Almost 60 per cent of those counties responding report that county government has the responsibility

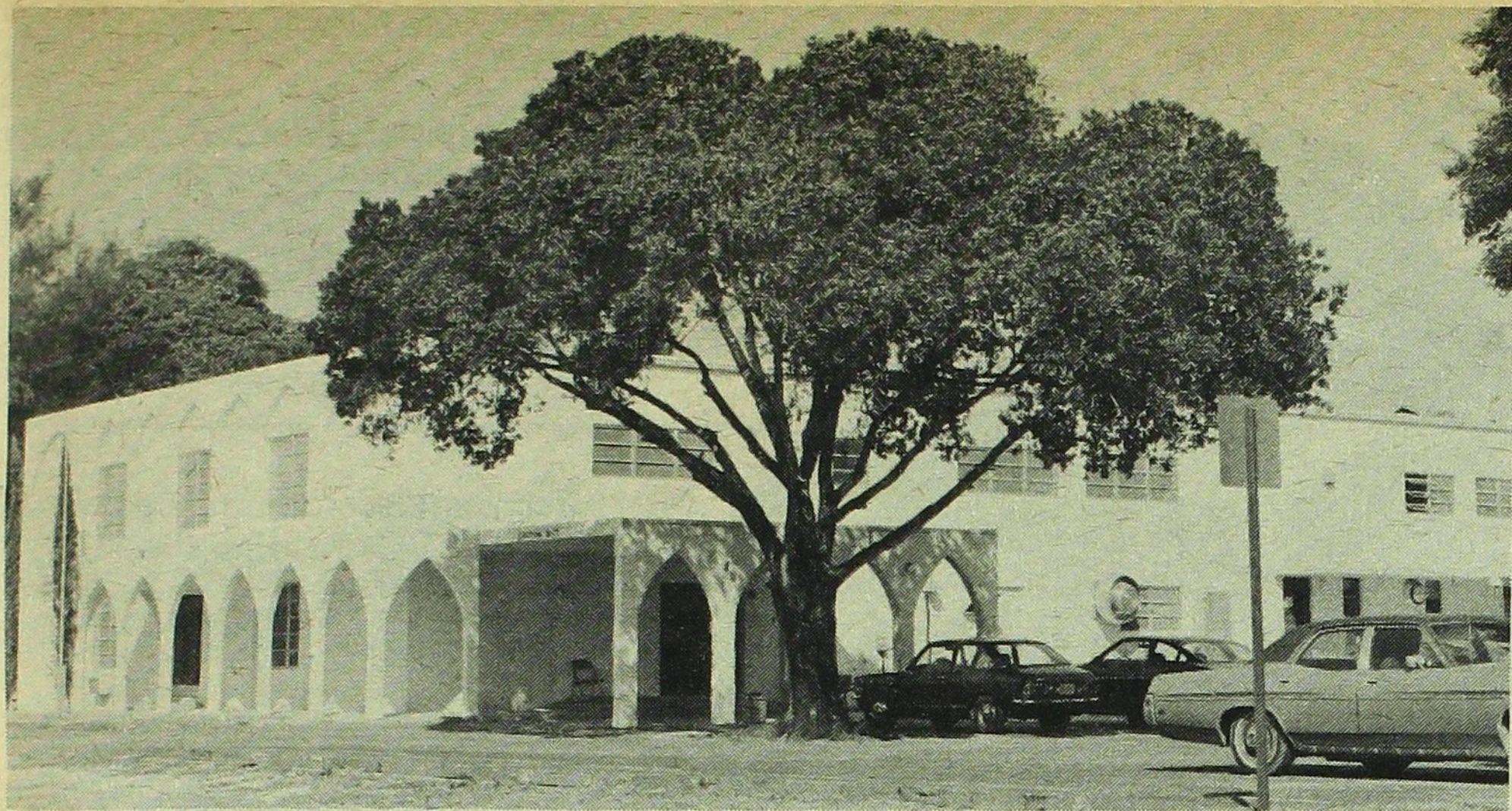
for alcoholism treatment and prevention within their jurisdiction. The report also indicates that the provider of alcoholism services among county agencies is most frequently the mental health department. General public hospitals and alcohol-abuse agencies are also major providers. Among private agencies, Alcoholics Anonymous is mentioned most as a provider.

In the area of public funding, the vast majority of counties reveal a heavy dependence on state and federal dollars to operate their alcoholism programs. According to telephone survey results, 80 per cent of funds used for county programs come from noncounty sources, with the National Institute on Alcohol Abuse and Alcoholism and general state revenue mentioned most frequently. Reimbursements under Title XX of the Social Security Act also make up a sizable contribution. Most county dollars spent for alcoholism programs match federal and state grants.

Drug-abuse programs rarely exist independently of alcoholism programs the survey found. The report suggests this may be due to a trend in many states and counties to combine or coordinate administrative and service-delivery mechanisms for alcoholism and drug-abuse programs.

Counties consider scarce public funds the single largest barrier to delivering adequate alcoholism services.

Copies of *Alcoholism Prevention and Treatment Services in Counties* are available for \$2 from the Publications Desk, National Association of Counties Research Foundation, 1735 New York Ave., N.W., Washington, D.C. 20006.



**EXPANDING SERVICES**—The Broward County Commission has purchased this facility as the new home of the Broward County Alcohol and Drug Abuse Services Division in Fort Lauderdale, Fla. The center has a 50-bed detoxification center and a 24-bed area for extended 28-day therapy.

## Alcohol Unit Gets New Home

FORT LAUDERDALE, Fla.—Broward County's Alcohol and Drug Abuse Services Division has opened a new alcoholism rehabilitation center that will allow it to expand several of its comprehensive services.

The two-story structure, which opened in mid-October, was purchased by the Broward County Commission.

"Although most of our operating expenses are provided by the state, the purchase of this facility by the commission provides us with the 'nuts and bolts' to increase our effectiveness," said Marie Reynolds, director of the Broward County Alcohol and Drug Abuse Services Division.

The center, formerly a church, is located near Fort Lauderdale and contains a 50-bed detoxification center and a 24-bed area for extended 28-day therapy.

"We are delighted that this new facility will help us to expand our programs, especially in the areas of diagnosis and assessment, outpatient services and a 28-day inpatient therapy program," Ms. Reynolds added.

**BEFORE THE** move to the new rehabilitation center, the division's detoxification center was located several blocks away from the administrative and outpatient offices.

"Before, we could take a patient only so far, then we would have to say 'go four blocks down and take a left.' People tended to get lost along the way.

"Because we had no facilities for extended inpatient therapy, it was frustrating to us to detoxify a patient for three to five days and then to have to send the alcoholic back on the streets again," she added.

Through the new center the division now can offer an intense four-week inpatient program with individual counseling, group lectures and educational programs to help the alcoholic restructure his or her life. The division has some 100 employees operating out of the center and several outreach centers in the community.

"It is crucial that we try to reach the alcoholic before detoxification is necessary. That is why our diagnosis and assessment unit, outpatient

treatment unit and community outreach programs are so important to the success of the program," Ms. Reynolds said.

**THE DIVISION** offers a multifaceted program to help alcoholics and their families. Services include a variety of education, outreach and counseling programs. In addition, a rescue team, consisting of a driver and a nurse, operates from 8 a.m. to midnight. The crew will go anywhere in the county to evaluate the condition of an alcoholic and determine if detoxification is necessary. Emergency service is available at the center around the clock.

Broward County, like other communities in Florida, is mandated by the state to have an alcoholism rehabilitation program.

## Matter and Measure



The Federal Highway Administration (FHWA) has issued an advance notice of proposed rulemaking on its skid accident reduction program (Nov. 10 *Federal Register*). FHWA would like comments on the effectiveness of current policy on skid accident reduction as outlined in Volume 6, Chapter 2, Section 4, Subsection 3 of the Federal-Aid Highway Program Manual (IM 21-2-73, dated July 19, 1973). The deadline for comments is Feb. 8. Send them to FHWA Docket No. 77-16, Federal Highway Administration, Room 4230, 400 Seventh St., S.W., Washington, D.C. 20590.

Please send a copy of your comments to Marian Hankerd at NACo.

Comments are requested to assist in evaluation and possible revision of the current skid accident reduction program. Comments are specifically requested, but not limited, to the following:

- Skid inventory requirements;
- Methods of skid measurements;
- Need for skid test calibration centers;
- Skid resistance criteria for the design of pavement surfaces;
- Programs to reduce skidding accidents on existing highways;
- Relationship of pavement characteristics to skid resistance.

FHWA plans to update its present skid accident reduction policy on the basis of current operational experience, new research findings, and user comments. Copies of the Federal-Aid Highway Program Manual and Highway Safety Program Standard 12 on Highway Design, Construction and Maintenance are available from the Office of Highway Safety, Federal Highway Administration, Washington, D.C. 20590, (202) 426-2131.

For further information, contact (Monday-Friday, 7:45 a.m.-4:15 p.m. EST): Mr. Carlton Hayden, Office of Highway Safety, 202/426-2131 or Mrs. Kathleen S. Markman, Office of the Chief Counsel, 202/426-0790.

Please send a copy of your comments to Marian Hankerd at NACo.

### COUNTY ACHIEVEMENT AWARD PROGRAM

NACo is now accepting 1978 County Achievement Award entries.

Our annual county achievement award program is designed to give national recognition to progressive county developments that demonstrate an improve-

ment in the county's structure, management and/or services. We seek case studies describing completed projects that represent an achievement within your own county.

We know that you have many accomplishments and hope you will share them with us and thus, with all counties. We're interested in case studies on all types of transportation projects from airports to public transportation and highways and bridges. The case studies can describe technological or managerial and training accomplishments. If you have completed any efforts to reduce red tape or simplify procedures for county-funded projects, please consider these for achievement awards.

See page 4 for entry forms and more information on the achievement award program. The deadline for submitting entries to NACo is Feb. 17.

—Marian T. Hankerd  
Transportation Project Director

### HIGHWAY PHOTOMONTAGE

FHWA will present a Demonstration Project on "Highway Photomontage No. 40" on Jan. 24 at the Pennsylvania Department of Transportation in Harrisburg, Pa. Contact John Zivos, chief, Engineering System Section, Bureau of Design, 717/783-3820, for information.

The photomontage method was designed by FHWA to aid the public in understanding what is proposed in highway location and design decisions. The techniques combine a computer perspective drawing with a photograph of the alignment that, according to FHWA, will result in an understandable picture of how the road will look after completion.

The demonstration is conducted in two parts. Part one is a one-half hour slide show providing an overview of photomontage and its uses. Part two is a two to three hour workshop on the process of photomontage. Computer programs and users manuals on this demonstration are provided during part two of the demonstration.

### REGULATIONS IN PLAIN ENGLISH

Please see this issue of *County News*, page 3, for a story on federal efforts to write regulations in plain English.

### 1978 NACo Conference Schedule

Feb. 7-10	Western Interstate Region	Palm Springs, Calif.
March 11-15	Legislative Conference	Washington, D.C.
April 6-7	County Modernization Conference	Memphis, Tenn.
April 30-May 3	Labor Management Conference	Florida (city to be announced)
May 17-20	Jail Crisis Conference	Minneapolis, Minn.
July 8-12	Annual Conference	Atlanta, Ga.
September	Taxation and Finance Clinic	To be announced—West
November	Urban County Community Development Conference	To be announced

## Bulletin Board

**January 19**—Association of County Commissioners of Georgia, annual legislative breakfast, Peachtree Plaza, Atlanta. Hill Healan, 404-522-5022.

**February 7-9**—County Judges and Commissioners Association of Texas, 20th annual A&M conference, Ramada Inn, College Station. Sam Clonts, 512-478-8753.

**February 7-10**—Western Region Conference, Riviera Hotel, Palm Springs, Calif. NACo contact, Jim Evans, 202-785-9577.

**February 22-24**—Utah Association of Counties, annual meeting, St. George. Jack Tanner, 801-359-3332.

**March 11-15**—NACo legislative conference, Sheraton Park Hotel, Washington, D.C. Contact Jo Crichton, 202-785-9577.

**March 15-17**—West Texas County Judges and Commissioners Association, annual conference, Rodeway Inn-Gateway West, El Paso. Sam Clonts, 512-478-8753.

**April 16-18**—Association of County Commissioners of Georgia, annual convention, Jekyll Island. Hill Healan, 404-522-5022.



# YOU DON'T HAVE TO RE-INVENT THE WHEEL...

## NACo NACoRF NACoR INC. PUBLICATIONS

**Modern County Government** by H. Sydney Duncombe—\$8.95 hardcover/  
\$5.95 softcover  
300 pages

In this definitive textbook, H. Sydney Duncombe, professor of political science at Idaho University, looks at the behavior and administrative aspects of metropolitan and non-metropolitan counties. Professor Duncombe examines county functions, services, politics, role in federalism, history, finances, and the future.

**Decade for Decisions: 1976-1986—**  
\$7 for NACo and NACA members/  
\$9 nonmembers  
200 pages

This is a complete report on the Symposium on the Future of County Government held in Boston, Mass. September 1976. County officials, private industry leaders, academicians, and citizens offer their views of organization, functions, finance, intergovernmental relations, and the future. A set of objectives for counties to pursue in the next 10 years were developed.

**Consolidation: Partial or Total—**  
\$2 members/\$4 nonmembers  
93 pages

This is an edited transcript of a national conference on city-county consolidation: what it is and how it works. It contains participants' comments on partial and total consolidation and its effects on administering environmental problems, public safety, central services, and the relationship between legislative and executive branches of local governments.

### AGING

**Reports on Services to the Elderly**  
(Order Separately or as a  
Group)—Free

1. Transportation—A low-cost fare-free transportation system for the elderly and handicapped in Cape May County (N.J.) is described (8 pages).
2. Housing—Programs for the elderly in Dade County, Fla. are described. Development methods such as "turnkey," "conventional," "congregate housing," and "design-and-construct" are explained (23 pages).
3. Health—This report describes Pima County's (Ariz.) attempts in establishing a comprehensive long-term health care system: "a continuum of care" that includes nursing homes, congregate housing, and eleven supportive services (39 pages).
4. Organization—This report details the results five years after Nassau County (N.Y.) raised its office for the aging to full departmental

status. Several of the department's innovative programs are described (29 pages).

5. Security—Crime is the greatest fear of our nation's elderly. This report describes Cuyahoga County's (Ohio) crime prevention program, and includes a list of practical crime fighting suggestions taken from the program's publications (13 pages).

**A Report on Services to the Elderly:**  
Priorities—Free  
30 pages

What improvements can be made in local-level services to the elderly? Participants at three National Conferences on County Resource Development for Aging Citizens offer suggestions in the areas of administration, day care, funding, health, housing, information and referral, in-home services, jobs and income, public education, senior centers, taxes, and transportation.

### ALCOHOLISM AND ALCOHOL CONTROL

**A Practical Manual for County Officials**  
on the Treatment of Alcoholism—\$1  
40 pages

Alcoholism and its treatment are discussed in this manual. It also includes sections on reevaluating alcoholism, surveying assets, designing programs, marshaling resources, references plus invaluable appendices.

**Alcoholism Prevention and Treatment**  
Services in Counties: Report on a  
National Survey—\$2  
64 pages

In this first-of-a-kind report, the results of NACoRF's national survey on alcohol-related services in counties are presented. Responses from 1,143 counties supply information on the availability and types of alcohol-related services in counties, their coordination and planning, funding, criminal justice involvement, and the existing barriers.

### HEALTH PLANNING

**County Official's Guide to the National**  
Health Planning and Resources  
Development Act of 1974—Free  
35 pages

Area and state planning agencies for health were set up under the National Health Planning and Resources Development Act of 1974. This report discusses the ways the new agencies help and hinder counties, and how counties can offer their input in decisions made by the agencies.

### CRIMINAL JUSTICE

**Local Alternatives to Arrest,**  
Incarceration, and Adjudication—\$1  
24 pages

This study examines alternatives to criminal-justice processing in the earliest stages—arrest, pre-trial detention, and prosecution. Accused people are diverted to supervised release, alcoholism treatment, or employment programs.

**Programs to Reeducate, Readjust,**  
and Restore Inmates of the County  
Jail—\$1  
21 pages

Overcrowding and a high rate of recidivism are common problems in county jails. This report outlines seven types of inmate programs designed to relieve these problems and includes specific model examples.

**Integrated Services for Victims of**  
Crime: A County-Based  
Approach—Free  
24 pages

This study characterizes victims of crime and describes programs now offering services to them. It concludes that counties are ideally situated to deliver services to victims of crime and describes alternative organizational models.

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

Name \_\_\_\_\_

Title \_\_\_\_\_

County/Dept. \_\_\_\_\_

Address \_\_\_\_\_

City, State, Zip \_\_\_\_\_

Please send payment with your order

Title	Quantity	Price Ea.	Total
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____
_____	_____	_____	_____

Enclosed \_\_\_\_\_