

Vol. 6, No. 43

COUNTY NEWS

Nov. 4, 1974

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

Washington, D. C. 20006



Fun and Games during Recess

The best show in town has gone on the road, leaving Washington, D. C. residents to enjoy a quiet Indian Summer, one of the warmest and most superb ever. With Congress back home campaigning, only children and tourists roam the hallways of officialdom. These children enjoy their school recess by engaging in a relay race and all of Washington is hoping the weather will never end.

THEY MIGHT BE OVER

Hatch Act Problems?

The recently enacted Federal Election Campaign Act contains a provision exempting state and local officials from the provisions of the Hatch Act. The new laws permit state and local officials to participate in federal elections even if all or part of their salaries are paid from federal grant funds. The law becomes effective January 1, 1975.

The new law provides that local officials may take an active part in political campaigns except that they may not be a candidate for political office.

The legislation does not affect state and local laws or regulations prohibiting political activity. In effect, this issue now is completely dependent on state and local law.

The U.S. Civil Service Commission and the courts previously had interpreted the Hatch Act to include state and local officials funded by federal grants. This provision has been irksome and confusing to state and local employees with widely varying administrative rules from different federal agencies.

Federal Officials To Help Counties on Aid Programs

Federal officials will provide in-depth information about major assistance programs for counties at the NACo Council of Intergovernmental Coordinators Federal Aid Briefing in Washington, Dec. 9-10 at the Quality Inn on Capitol Hill.

Registration will begin Sunday Dec. 8 at 8 p.m. at the hotel.

Douglas J. Bennet Jr., staff director of the New Senate Committee on the Budget, will be the keynote luncheon speaker Dec. 9. He will describe the new budget process and its effects on federal funding.

The meeting will open at 9 a.m. Dec. 9 with an overall briefing by the NACo Staff on Federal aid programs. Three morning workshop sessions will run concurrently: LEAA Programs-Juvenile Delinquency; Human Services Programs - Aging, OEO Title IV-A; and Economic and Rural Development Programs.

Afternoon panels will focus on health programs, emergency medical services; the Community Development Block Grant Program; the Intergovernmental Personnel Program and the Bicentennial.

A cocktail party will be held Monday evening at the hotel. On Tuesday morning, panels will cover transportation programs and Environmental Protection Agency Programs. A luncheon that day will feature a revenue sharing presentation.

The afternoon sessions will feature a special session on Grants Management Circulars (A-87 and A-102) and a special training session on the job of the intergovernmental coordinator under the chairmanship of Michele Schrecker of Fairfax County (Va.).

Workshop participants will be able to discuss these federal programs with federal officials and NACo staff specialists. A registration fee of \$40.00 includes the reception, two luncheons and all conference materials including an updated report on the status of categorical grant programs.

Those attending the Federal Aid
(Continued to page 2)

Pass Revenue Sharing Now, Brock Urges

Sen. Bill Brock (R-Tenn.) says Congress must extend the Revenue Sharing Act so that "local governments may know now whether they will receive funds in the coming years for the continuation of programs begun with shared dollars."

Brock has introduced a measure to extend the State and Local Fiscal Assistance Act (Revenue Sharing) for seven more years. The current Act will expire Dec. 31, 1976. Brock's measure would adjust language in the current law extending the Act until 1983.

"Revenue sharing has been perhaps the greatest boost to local governments in many, many years. Without new legislation, we would be asking them to hold their breath, not knowing whether they will have those dollars they are now receiving after two years. This puts them in an impossible planning posture," Brock stated. "While they have the dollars today to perform programs, many governments have been reluctant to make long term commitments simply because they don't know if they can continue them in two more years."

IN HIS remarks on the floor of the Senate upon introduction of his measure, Brock quoted many state and local government officials who have voiced the conviction that revenue sharing works, and that it is needed if their governments are to respond to the needs of the people.

Brock pointed out that many governments have elected to place revenue sharing dollars into capital
(Continued to page 5)

the Ballot Box by Richard G. Smolka

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

An Office of Federal Elections study advocates a greatly increased role for the Federal government in voter registration activity.

The study done by the E.F. Shelley Co. is entitled, "A Study of State and Local Voter Registration Systems," and was completed in August and released recently.

Recommendation #1 calls for consideration by the Federal government of a "National Clearing-house of Registration Cancellations" to which all interstate cancellation notifications would be sent for sorting and forwarding to the appropriate officials in a form suitable to each locality.

In conjunction with this activity, the United States Postal Service "should provide to all registration jurisdictions, free of charge, notifications of changes of address for those persons who have filed such changes with the post office."

This, together with the clearing-house function "would supplement pre-election canvasses and be of particular benefit to jurisdictions which conduct frequent elections," according to the report.

The following activities or studies to be performed by the Clearing-house on Election Administration were suggested.

1) Establishment of a "shared experience bank" into which any registration official or researcher may deposit information which might be of assistance to others.

2) A study to determine the feasibility of producing a standardized package of computer programs and documentation for generating lists and other commonly used computer outputs which would be provided to automated jurisdictions by the clearinghouse.

3) A study of the uses and misuses of procedures involving signature verification on election day which could compare the budgetary and

staff expenditures and offer alternative methods and procedures.

4) A study to assess the techniques and methods employed to prepare maps which delineate the boundaries of precincts, election districts, and federal, state, municipal and special-purpose districts.

The federal government, according to the report, should:

1) Provide earmarked funding to promote new registrations through such outreach activities as increased registration locations, mobile units, absentee registration programs, and payments to deputies.

2) Provide increased funding for the training and compensation of volunteer deputy registrars.

3) Provide training assistance through seminars, formal training and self-study courses designed to provide data processing and registration staffs with insight into each other's fields of expertise, and into the relationships between methods and the daily problems of understanding, using, and maintaining the overall registration system.

States should also engage in the above activities and, in addition, "pass laws prohibiting the use of registration records for purposes not related to the conduct of elections." This recommendation was made when it was found that all administrators interviewed believed that a sizable number of people, 2 per cent to 5 per cent of the potential voter registration, failed to register for fear of being called for jury duty.

States should also enact legislation eliminating dual registration for voting in different types of elections and eliminate any dual forms used for obtaining voter registration and party preference.

The study is available to local officials upon request through the Office of Federal Elections, General Accounting Office, 441 G Street, N.W., Washington, D.C. 20001.

Steering Committee Nominations Sought

NACo President Stan Smoot has advised state associations of counties that he would like nominations for NACo's twelve policy steering committees by Nov. 15.

Steering committees members serve one year, from January through December. The members will be appointed by President Smoot early next month.

The steering committees are responsible for assisting in 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.

Appointments will be made to the following 12 steering committees:

- Community Development
- Crime and Public Safety
- Environment and Energy
- Health and Education
- Labor-Management Relations
- Land Use
- Local Determination
- Manpower
- Regionalism
- Taxation and Finance
- Transportation
- Welfare and Social Services

County officials wishing to serve on a steering committee should contact their state association executive director. In addition, nominations will be made by each of NACo's affiliate organizations.

NACo Reviews, Comments on Proposed Federal Regs

by Carol J. Shaskan
Legislative Research Assistant

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

Due to the size of some of the regulations, NACo is unable to provide copies of all issues. At the end of each description it is noted if

copies are available. If copies are available, please write to Carol Shaskan at NACo. As an added service, we will separately be listing final issuances which are available from the agencies.

74-99 - LEAA - "Guideline for Discretionary Grant Program" — This guideline manual provides information on programs and projects for which "discretionary funds" are available. It also provides guidance to prospective applicants about steps to be taken in making application for such funds, and guidance to grantees on their responsibilities for accounting for funds. Copies are available.

74-101 - HUD "Environmental Review Procedures" — These proposed regulations specify the policies and procedures that applicants must comply with in carrying out the environmental review activities under Title I of the Housing and Community Development Act of 1974.

74-102 - HEW - "Securing Social Security Numbers for Applicants and Recipients" — The purpose of these proposed regulations are to implement sections 137 of P.L. 92-603, Social Security Amendments of 1972. States are required to assist applicants and recipients to obtain Social Security numbers if they do not have them and to verify with the Social Security Administration any number previously issued.

Aid...

(Continued from page 1)

Briefing are also invited to participate in the National Association of Counties Manpower Officials' (NACMO) Meeting on Wednesday morning, December 11 at the Washington Hilton without additional registration fee. This meeting will cover such manpower programs as Public Service Employment Proposals, Vocational Rehabilitation and CETA. A joint NACMO-CIC luncheon with a speech by a member of Congress on Public Service Employment will be held on Wednesday, December 11. A ticket must be purchased by those wishing to attend this luncheon.

Room reservations should be made directly with Quality Inn on the attached reservations form. For additional information, please call Vera Schmidt at NACo.

Don't miss this important briefing!

NACo/CIC Federal Aid Briefing
Quality Inn Capitol Hill
December 8-11, 1974
Washington, D.C.

Please Reserve:
Single room (\$26.05)
Double room (\$30.30)

Twin room (\$30.30)
Other (please specify)

(Including Tax & Free Parking)

Date of Arrival _____ Hour _____

Date of Departure _____

Name _____

Title _____ County _____

Address _____

City _____ State _____ Zip _____

Meeting begins 9 a.m. December 9. Meeting closes 4:30 p.m. December 10.

MAIL TO: Quality Inn — Capitol Hill
415 New Jersey Avenue, N.W.
Washington, D.C. 20001

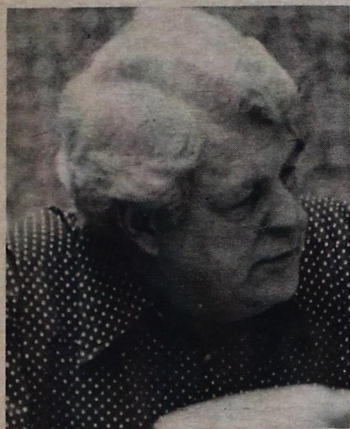
(Phone: 202-638-1616)



Jack Christensen, executive director of the Utah Assn. of Counties and president of the National Council of County Assn. Executives, talks with associates at Carefree. Left to right are Jack Tanner, management specialist with the Utah Assn. of Counties; Christensen; Tony Hiesberger, executive director of the Missouri Assn. of Counties; and Philip Larragoite, executive director of the New Mexico Assn. of Counties.



John T. Morrissy Sr., executive director of the North Carolina Assn. of County Commissioners.



Jack Rogers, executive director of the Washington State Assn. of Counties.

Association Executives Meet

Twenty-four state association executive directors attended the National Council of County Assn. Executives seminar at Carefree, Ariz., Oct. 24-26.

It was a hard-work session from start to finish as the executives and NACo staffers exchanged views on common problems and planned for the coming year.

In all, 25 state associations were there, and they represented 24 states. Washington state's two associations were both represented.

NACo Executive Director Bernie Hillenbrand headed the D.C. staff of five.

Several field representatives also attended.

Carefree is a community near Phoenix.



Jack Lamping, executive director of the New Jersey Assn. of Chosen Freeholders.



Rap session during seminar break includes, left to right, Clark Buckler of Colorado, Tony Hiesberger of Missouri, Lyle T. Watson and Jack Rogers of Washington state. All are executive directors. Watson heads the Washington State Assn. of Elected County Officials and Rogers the state's Assn. of Counties.



Donald Cleveland, executive director of the Iowa State Assn. of Counties, left, and Ralph T. Keyes, executive director of the Assn. of Minnesota Counties.

Guest Editorials

A Tough Fight Looms

Local administrations that think they are comfortably and almost effortlessly launched on a long ride with Federal revenue sharing are deluded.

Though the program was initiated for five years — through 1976 — its proponents are having to paddle hard to keep up with currents of disfavor. Many in Washington are not content to watch no-strings spending. A strong block in Congress hopes to anchor revenue sharing with controls and guidelines that would put it in the same inefficient boat with much of the other categorical aid Washington hands out.

The strongest attack on revenue sharing seems to be coming from Congressmen who would like to have the opportunity annually to approve its appropriation. If they get their way, localities can wave goodbye to long-range plans and commitments based on revenue sharing dollars. They'll be back in the guessing game wondering whether or not Congress will appropriate as much as last year, and if so, when will the President release it. Such a practice would merely encourage the use of revenue sharing money for quick purchases — spend it today because they may take it away from you tomorrow!

In the very middle of the five-year program, debate is heating up over continuance of Federal revenue sharing. Localities like it best. Some state governments seem lukewarm to the policy. It puts more revenue in state coffers, but it bypasses state agencies, too, as it gives decisionmaking power directly to local elected officials.

We expected critics of revenue sharing to dig up a host of small abuses of the system with which to flay public opinion. Actually, there has been little said about unwise spending on the part of localities or misappropriation of these funds. In Georgia where we have kept an eye on the spending, revenue sharing has fared especially well. County commissioners, at least, are spending it on capital improvements more than anything else. We see more new

and improved courthouses and jails than in any other era of the state's history. We are getting parks and libraries, improved roads and a lot of projects to protect the environment. Progress toward these goals was painfully slow before revenue sharing came along to prompt action by helping provide the funds.

More importantly, we see localities at last able to deal directly with deficiencies they themselves identify. Many have problem areas that were never eligible for Federal grant programs or that would have involved so much embellishment to qualify that their purpose would have been lost in the preparation. Revenue sharing has been the solution of hundreds of these circumstances.

Public officials and their constituents who like revenue sharing ought to be paying attention now to the direction Congress is taking regarding non-categorical aid. It can be a bright reform in the federal grant system, or it can become just a short experiment that was allowed to phase out.

ACCG and the National Assn. of Counties will be emphasizing revenue sharing's renewal for the next two years; it will be one of their principal efforts. But they must work through the membership. It isn't ACCG or NACo that receive the quarterly increments. Congress needs to hear from the localities that get the money. Congress needs to see the fine examples of revenue sharing application as it builds stronger local governments and gives states revenue to focus on certain broad priorities.

If revenue sharing is good, we can't afford to let it expire for the lack of recognition. Those mandatory reports in the local papers make pretty cold reading. Let's be sure the public and the Congress see revenue sharing labels on all the fine public improvements it is helping provide.

Reprinted from "Georgia County Government Magazine," a publication of the Assn. County Commissions of Georgia (ACCG).



Planning the year's program for NACo Council of Intergovernmental Coordinators are, left to right, Jas S. Sikhon, Blue Grass Area Development District of Lexington [Ky.]; Gordon Hobbs, Oakland County [Mich.]; Vince Connerat, CIC president of Charlotte-Mecklenburg County [N.C.]; Darold Main, Topeka-Shawnee County [Kans.]; Victor Miller, Hennepin County [Minn.].

South Carolina Association Firm on Home Rule Stand

Although relatively unnoticed by South Carolina's press, the annual meeting of the state's Association of Counties in Myrtle Beach recently didn't back down from their stand of supporting home rule enabling legislation for their counties.

And their stand is an admirable one, indeed. For the General Assembly has ignored the mandate of the people in failing to enact enabling legislation this year to put home rule for the state's 46 counties into effect.

Voters of South Carolina passed a Constitutional amendment in 1972 prescribing home rule for their counties. And all that's standing between the Constitution and the public is the General Assembly, which must pass a bill which

outlines the five forms of home rule government allowed under the Constitution. So far, the voters have been treated to the news that the so-called Old Guard in the Senate insists that one of those forms be the old legislative delegation, where the financial affairs of a county are run from Columbia; that form is clearly unconstitutional now, but that makes little difference to some senators, apparently.

The Association of Counties is to be commended for not backing down from its position that the General Assembly must live up to the law.

If it weren't for the association, we'd shudder to think what might happen to the Constitution.

Reprinted from an editorial in *The Georgetown, S.C., Times*

47 JURISDICTIONS

Co-op Aids Hennipin Fuel Buying

Hennipin County, Minnesota, eases fuel-buying headaches through its cooperative purchasing plan arrangement.

The co-op consists of 47 jurisdictions in the county. Under the plan, the county does all the bidding and contracting for the group on purchases ranging from fuel to office supplies to automobiles.

When the fuel shortage hit last winter, members felt that co-operative fuel buying would keep individual members from being at the mercy of suppliers, so 19 members agreed to let the county buy for the group. (The remainder of the members weren't eligible to participate because they had not been co-op members during 1972; Federal regulations required that during 1973 suppliers provide fuel to 1972 customers.)

The co-operative buying arrangement worked especially well during the crisis, county officials said.

For one thing, one set of forms, not nineteen, had to be filled out to

comply with Federal regulations.

Administrative costs were reduced since the county handled billing and payments.

Most importantly, the plan assured maximum fuel for the area. Through its computer the county closely monitored fuel supplies in all the jurisdictions, switching around surpluses and deficiencies.

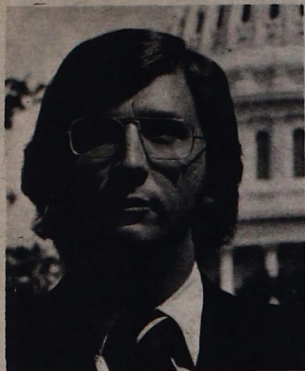
County News

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Charles Stoffel is the new Washington, D.C., representative of Onandaga County (N.Y.). Stoffel, a native of Syracuse, is 27 and first came to Washington in 1969.

Brock ...

(Continued from page 1)

investments rather than on-going programs because of the uncertainty of the future of revenue sharing. "I certainly am not finding fault with those governments which have chosen to do this, because physical improvement is needed. But, it would be of much greater value to our citizens if these dollars were used for community programs," Brock asserted.

"I HAVE long favored revenue sharing as a means of assisting our local governments. It is an answer to many of the financial problems which our local governments face. It returns those dollars to the local communities and allows those who best know their problems to deal with them.

"It takes the federal government out of the business of attempting to tell local government how to solve problems which the communities know much more about than the federal government could possibly ever know.

"I think it is time that Congress eliminated the state of uncertainty which now exists on the local government level. We should act now to extend revenue sharing."

Things To Write For

"National Survey of the Appointed Administrator in County Government" — Twenty-seven million citizens are governed by counties operating under the commission-appointed administrator form of county government, making the administrator the fastest growing position in county government today. This 50-page document compiled from questionnaires received from 350 county administrators details the responsibilities, county functions, state enabling legislation, and administrator salaries, accompanied by 15 tables and charts. NACo members \$3.00; non-members \$4.00.

To order, write NACo's Publications Desk, 1735 New York Avenue, N.W., Washington, D.C. 20006.

Letters to the Editor

Dear Bernie:

Your lead article entitled "Gasoline Vapor Recovery Cuts Pollution" which appeared on the front page of the September 2 edition of *County News* cannot be left unanswered for fear that other counties considering a vapor control rule for fueling vehicles may be led astray.

The article sets forth several points as facts, when in truth they are only opinions of the San Diego County APCD, not shared by other APCD's in California, the State of California Air Resources Board or, according to the Federal Register of Nov. 12, 1973, by the Environmental Protection Agency.

The collection efficiencies of displacement systems versus vacuum assist systems cited in the article apparently came from the testing program performed this spring and summer in San Diego County by TRW Corp. under EPA contract. As is always the case when only portions of a reference are cited, such selected citations can give rise to erroneous conclusions by the reader. I would therefore like to bring to your attention some further details of that testing program.

The TRW program tested two displacement systems and three vacuum assist systems. Results were obtainable on only one of the vacuum assist systems because of leaks and equipment failure in the remaining two systems which raises a question of their reliability at this stage. The one vacuum assist system for which results were obtained uses catalytic combustion for control and yields no recovery of vapors since they are incinerated rather than collected. This one system tested out to 89.4 per cent efficiency, but this figure excluded the losses due to spillage of liquid gasoline caused by spitback at automatic nozzle shutoff when the vehicle fuel tank reached full. This spitback occurred on 14 per cent of the cars tested, and had these losses been measured and included in the efficiency calculations, the collection efficiency would have suffered an appreciable drop.

Unlike vacuum assist systems, displacement systems rely on minimum pressure drop in the vapor return piping to prevent excessive losses when the interface between the fill nozzle and the fuel tank filler pipe is not completely vapor tight. The TRW testing procedure required the use of a dry gas meter to measure displaced vapor flow and introduced a significant pressure drop into the vapor return system. An analysis of the TRW figures adjusting the results to account for the reduction in efficiency due to this added pressure drop was made by Dr. Edward M. Liston of Stanford Research Institute. This adjustment raised the collection efficiencies of the two vacuum assist systems to 81 per cent and 91 per cent. While these results are not exact, they do indicate that when all factors are taken into consideration, the difference in effectiveness be-

tween vapor displacement and vacuum assist systems is slight, if any.

In addition to the actual testing program, TRW performed random inspections of vapor recovery systems installed at service stations in San Diego County for a period of approximately three weeks. During this three-week period, TRW reported that approximately 25 per cent of the vacuum assist systems had been found to be out of service for mechanical difficulties for a period of one day or more. This emphasized, again, the question of reliability, for a system which is not working all the time will have greater overall losses than even a poor displacement system.

Despite the San Diego County APCD recommendation that the vacuum assist systems operate at a 0.5 to 1.0-inch water column vacuum at the fill nozzle, the actual vacuums observed during the TRW testing program ranged from 4 to 27-inch water column. Even at these high vacuums, the vacuum assist systems were unable to effect 100 per cent capture of displaced vapors on all cars. These high vacuums ensure that there will be periods during the vehicle filling operation when the gasoline vapor/air mixture handled by the control system will be in the explosive mixture range.

While San Diego County did not regulate hydrocarbon vapor losses until 1972, Los Angeles County has had vapor control regulations controlling the storage of gasoline since 1953 (Rule 56) and the bulk loading of gasoline into delivery tank trucks and trailers since 1956 (Rule 61). In 1964, Rule 65 was enacted which further reduced gasoline vapor losses by requiring underground storage tanks at service stations to be filled through submerged fill tubes.

Because of these measures, reactive hydrocarbon emissions from gasoline marketing constitute only a small fraction of the total daily reactive hydrocarbon emissions in Los Angeles County — approximately 5 per cent. In June, 1973, our Board of Supervisors amended Rule 65 requiring return of the vapors displaced from service station storage tanks to the tank truck during gasoline delivery. On Sept. 10, 1974, our board enacted Rule 65, which will require 90 per cent control of vehicle fuel tank filling losses but does not specify 100 per cent capture of the displaced vapors. The incremental increase in gasoline vapor control attainable by a vacuum assist system over control by a displacement system is insignificant. When compared to the very large tonnages of reactive hydrocarbon losses from motor vehicle operation the additional cost of a vacuum assist system no longer shows favorable cost benefits in reducing photochemical smog.

Because of the rapid developments in the technology of vapor control of service station operations, the majority of the APCD's in

California have proposed or enacted rules similar to Rules 65 and 65.1 of Los Angeles County. These APCD's include the Bay Area APCD and the APCD's comprising the Metropolitan Los Angeles Air Quality Control Region, which includes Santa Barbara, Ventura, Los Angeles, Orange, San Bernardino and Riverside counties. The state of California Air Resources Board has proposed a rule similar to the above counties and the EPA promulgated a similar rule on Nov. 12, 1973.

Essentially, these rules require 90 per cent control of vehicle fueling losses but do not specify 100 per cent capture. This permits a flexibility in approach to the control problem denied by the San Diego County requirement of 100 per cent capture which virtually mandates a vacuum assist control system and is the basis for the San Diego denial of approval for displacement systems. Enforceability would further be difficult in San Diego as, in recognition of the difficulty of achieving 100 per cent capture, only 80 per cent of the vehicles fueled need meet the requirement.

Pete Schabarum
Supervisor, First District
Los Angeles County, California

Dear sir:

In regard to the federal health insurance program which was prepared at the direction of Congressman Wilbur Mills: we know that this proposed program will be much more expensive with fewer benefits than the insurance we presently provide for our employees. According to our experience and knowledge, Blue Cross-Blue Shield (which would be involved in the underwriting and administering of benefits) is one of the most inefficiently operated insurance companies in the country and this would also tend to increase costs and decrease benefits.

We fail to see any advantages this program could provide for government of any level and wish to voice our strong objections to such a potentially wasteful, ineffective program.

Glenn K. Billings, Commissioner
Weld County, Colorado

Hillenbrand's

Washington Report

(202) 785-9591

A two-minute, 50-second capsule

TRAFFIC VOLUME TRENDS

Motor vehicle travel has been gradually increasing since March of this year. Figures now available for August show 122.7 billion vehicle miles of travel — main rural, 47.3 billion; local rural, 13.8 billion; and urban, 61.5 billion.

New Directions

by
Scott Franklin
 Research Intern
 New County, U.S.A. Center

INTERN PROGRAM YIELDS BENEFITS FOR COUNTIES

Volusia County (Fla.) completed its third year of a student-oriented work program which County Manager Thomas Kelly terms "very successful." Three years ago the county began employing junior and senior year college students with an interest in government to be administrative interns for county department-division heads. To date, the program has proved extremely valuable in two broad aspects: certain county projects receive special attention and extra research, and the participating interns benefit from local government exposure and the career experience. The administrative intern program flourishes in the summer with as many as 15 carefully selected students hired; however, several of them are able to retain their positions as part-time employees during the school semester.

COUNTY CHOSEN FOR FEDERAL PROGRAM

Adams County has been selected as one of five Pennsylvania counties and one of fifty counties in ten states across the nation to qualify for participation in the Department of Agriculture's 1974 Pilot Public Access Program. The purpose of the program is to enable public access to private farmlands in order to create new recreational opportunities. The pilot program is in its third year to test the feasibility of such programs on a broader scale in future years. Recreational activities available on these farms will include hunting, hiking and fishing.

HEALTH SCREENING CENTER OPENED

The St. Louis County Department of Community Health and Medical Care (Mo.) has initiated a senior citizens' health screening clinic free of charge and open to county residents 60 or older. Patients will be tested for heart disease, hypertension, diabetes, anemia and other chronic diseases. Those showing any suspicious results will be referred to their own doctor or to available medical facilities. These screening tests, which take about an hour, are not a substitute for physical examinations but they can detect the probable presence of certain diseases.

SENIOR CITIZEN OFFICE CREATED

Anne Arundel County (Md.) now has an Office of Elderly Affairs to coordinate the multitude of programs and services for county senior citizens. A spokesperson for the county stated that the wide range of programs for the aging has caused confusion for the elderly when trying to locate a service or program. With the new office a senior citizen can call one central number for any needed information.

SEPARATION OFFICE URGED

The Los Angeles County Board of Supervisors (Calif.) have begun a move to divide the office of treasurer-tax collector, often called the second most powerful position in county government. The offices of treasurer and tax collector were separate until 1934 when county voters approved the merger.

PROPOSED CHARTERS

Eight New Jersey counties, taking advantage of the state's broad home rule power, will present charters for the approval of county voters this November. Four of the counties, Atlantic, Bergen, Hudson and Mercer are proposing a county executive type of government. Camden, Union and Middlesex County opted for a county manager form. Passaic County has recommended to the voters a board president plan. If the county charter changes recommended by the study commissions are adopted in November, all eight counties will elect completely new freeholder boards.

SAFETY WORKSHOP

Safety officials of all major departments in Westchester County (N.Y.) attended a special three-day institute to build safety consciousness within all county operations and broaden existing safety management expertise among key county administrative personnel. Sponsored by the Liberty Mutual Insurance Company which has worked closely for 19 years with the county on accident and safety prevention, the program covered responsibilities and functions of safety directors, establishment of employee safety education programs, standard accident control procedures, and control of potentially hazardous operations. A spokesperson for the county stated that "a total safety program requires active involvement in not only maintaining accident prevention procedures, but also having effective safety management in each department."

County Government Job Opportunities

Director-Monterey Bay Unified Air Pollution Control District, Monterey County (Calif.) — Salary: \$1778-2212/mo. Requires equivalent to degree in administration, engineering, public health or related and five years increasingly responsible experience in air pollution control, environmental protection, public health or closely related field, including two years supervisory experience. Apply by 11-15-74 to Personnel Office, P. O. Box 180, Salinas, Calif. 93901, telephone (408) 424-8611, ext 284. E.O.E.

Director of Mental Health Services, Stanislaus County (Calif.) — Salary: \$1860-2260/mo. Master's degree in hospital, public health-hospital or public health care administration with three years experience preferred. Write Stanislaus County Personnel Office, Room 305, 1100 "I" Street, Modesto, Calif. 95345 before 12-20-74.

Executive Director, Industrial Development Authority, Seminole County (Fla.) — Salary: \$12,500-\$17,000. Responsible for directing and coordinating the county's industrial development program. Works directly with industrial organizations, corporate and governmental leaders to promote industrial development. Collects and prepares statistical data for presentations. Extensive experience in industrial development activities with a degree in business administration or engineering preferred. Contact Lois Hare, Courthouse, N. Park Avenue, Sanford, Fla. 32771 E.O.E.

County Manager, Talbot County (Md.) — Salary: Open; manager responsible for finance office, preparation and administration of budget, personnel, purchasing and central services. Send letter of application and resume to County Council of Talbot County, Courthouse, Easton, Md. 21601 before 12-31-74.

Health Officer, Sonoma County (Calif.) Salary: \$29,720 - \$36,252. Responsible for the total county public health program and services. License to practice medicine in California required. Two or more years with public health program desirable. Contact Department of Personnel, 2555 Mendocino Avenue, Room 101E, Santa Rosa, Calif. 95401.

County Administrator, County of Isle of Wight (Va.) Salary: Commensurate with ability and background. Fast developing rural county in Tidewater, Va. approximate

population 20,000. County administrator form of government with limited staff. Governmental experience preferred. Send resume to County Administrator, Isle of Wight County, Isle of Wight, Va. 23397.

Police Planner, Toledo/Lucas County, Criminal Justice Regional Planning Unit, Toledo, Ohio — Responsible for planning, project monitoring and evaluation for local and regional police programs. Requires masters degree and three years planning and programming experience. Practical experience in field may be substituted for masters degree. Send resume to Toledo/Lucas County Criminal Justice Regional Planning Unit, 316 North Michigan, Suite 800, Toledo, Ohio 43624. E.O.E.

Researcher, Toledo/Lucas County, Criminal Justice Regional Planning Unit, Toledo, Ohio — Responsible for developing and conducting research and evaluation of various projects in the components of the criminal justice system. Requires bachelors degree and background in related statistical research. Masters degree and criminal justice experience. Send resume to Toledo/Lucas County Criminal Justice Regional Planning Unit, 316 North Michigan, Suite 800, Toledo, Ohio 43624. E.O.E.

Corrections Planner, Toledo/Lucas County, Criminal Justice Regional Planning Unit, Toledo, Ohio — Responsible for planning, project monitoring, and evaluation for institutional and community correctional programs. Requires masters degree and three years planning and programming experience. Practical experience in field may be substituted for masters degree. Send resume to Toledo/Lucas County Criminal Justice Regional Planning Unit, 316 North Michigan, Suite 800, Toledo, Ohio 43624. E.O.E.

Planning Director, Allegheny County (Pa.) (metropolitan Pittsburgh). Salary: \$28,600. Qualifications include advanced training in planning, public administration, engineering, architecture or related disciplines and a minimum eight years professional experience; four years as a principal planner or executive in a public agency, civic organization or professional firm dealing with metropolitan planning or development. Liberal fringe benefits provided. Submit resume in confidence to: David M. Matter, Allegheny County Commissioners' Office, Pittsburgh, Pa. 15219, EOE.

DATES TO REMEMBER — 1975

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

People, Local Government Suffer Brunt in Disasters

R. Hal Silvers, Director
Civil Defense and Emergency
Preparedness
Prince Georges County, Md.

The emergency preparedness mission is vastly intricate and may be considered on four levels of interlocking responsibility: (1) the individual is responsible for prudent actions to be taken for himself and his family, as well as his responsibilities as a citizen; (2) local government is a proper part of emergency preparedness and response; (3) state government has its inventories of resources that can be brought to bear as appropriate; and (4) the Federal government provides leadership, guidance and assistance.

Emergency Preparedness must be relevant to the pressing daily needs of counties, towns and cities. Disaster first impacts on people and then on local government, which must respond. The local government stands alone during those first hours or perhaps days; and it is during this initial period of time when communications, decision-making, emergency systems and preparedness planning pay off in lives and property saved.

A flexible emergency operational capability at all levels of government is the objective of today's civil defense. Primary emphasis is now being placed on upgrading the ability of local government to respond positively to emergency situations. Emergency Preparedness must work at the community level when disaster strikes — whether it be natural or manmade, national or localized.

Emergency operational capability means having realistic plans for alerting and keeping the populace informed, saving lives, alleviating suffering, protecting property, assessing damage and speeding recovery in any disaster. It means having an emergency operating center where heads of government can gather their staff to direct emergency operations and coordi-

nate available resources.

Emergency Operating Center: An Emergency Operating Center is a protected site within an existing building or specifically constructed facility planned and equipped so that emergency responsibilities of government can be met. The Defense Civil Preparedness Agency (DCPA) encourages local governments to establish such sites where their key officials can assemble for close-liaison and centralized control of emergency activities during times of crises.

As an incentive, DCPA through the use of Federal matching funds will pay up to 50 per cent of the costs for planning, design, construction and/or equipping Emergency Operating Centers that meet Federal standards. Further, DCPA advocates and recommends integration of a centralized communications complex within the facility and encourages daily day-to-day use of the facility by public safety components of local government.

Anticipated Consequences or Outcomes

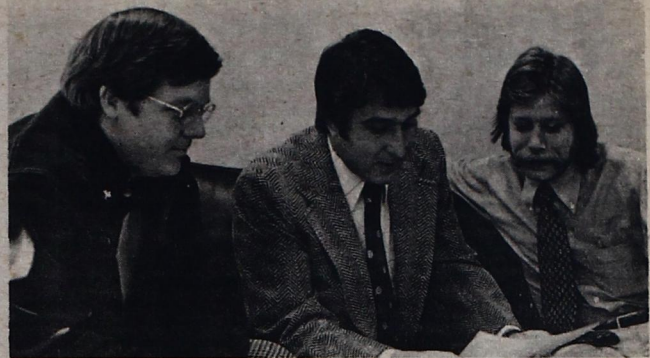
There is an unhappy rhythm to many of nature's — and man's disaster spectaculars, frequently out of key with a community's capability to cope with them.

Expecting the worst that can befall a community and planning the response is the business of emergency preparedness. No one can predict what disasters large or small will confront our constituents and the officials of government. The importance of emergency preparedness is that it provides a proven way to cope with many and varied disasters no matter how complex or involved they become, with local, state and Federal agencies working together.

Emergency Preparedness is professional planning designed to adopt a flexible methodology which exists to mobilize our people and resources for recovery. Preparedness of cope with the effects of disasters include many diverse but interrelated elements that must be woven into a comprehensive program involving all levels of government, plus individual citizens.

Programs developed through this cooperative effort provide the best chance to avert or minimize the effects of all disasters, protect life and property, and restore the stricken area, with a minimum of social and economic disruption.

Local plans and procedures to cope with disasters are, of course, the keystone to the protection of life and property. Properly and effectively developed plans, utilizing the readily available resources of local, state and federal jurisdictions, can prevent severe property and life loss at the time of emergency or disaster and provide the foundation for rebuilding and restoring a viable economy for the adversely affected community.



J.R. McPhersen, center, of the Wyoming Municipal League met with NACo staff members Jim Evans, left, and Gary Mann, right, to discuss NACo growth management in areas of recent energy discoveries and training for local government officials.

RURAL REPORT

Minnesota Project Moves in Many New Directions

Editor's Note: This is the fourth article in the current series on the Rural Human Resources Project. Its author is the project director for and a staff member of the Assn. of Minnesota Counties.

by Larry Granger
Assn. of Minnesota Counties

The Rural Human Resources project in the pilot state of Minnesota has moved in five major directions during its first five months.

First, Human Resources Coordinator Bob Andre has attempted to involve Community Action Agency center directors and their board members.

Information bulletins on both the Human Services Act and the Community Corrections Act were sent to all Minnesota human service agencies and county commissioners.

Andre had attended monthly meetings of the CAP Directors Assn., keeping them up to date on project activities and urging their involvement in local human service planning efforts.

A project advisory committee has also been formed. It consists of five CAP Agency directors, three county commissioners and two county welfare directors. They focus on the future role of community action agencies in local integrated human service delivery systems.

CAP directors have — for the first time become directly involved with the Assn. of Minnesota Counties. They attend meetings of the Human Services Committee (an association advisory committee).

At the Assn. of Minnesota Counties annual meeting in November, six hours of workshops will be devoted to presenting "The Most Effective CAA Programs for Low Income Families." Nine community action agencies are involved in these presentations.

A portion of the human services project time has been devoted to working with voluntary human services integration efforts in West-

Central Minnesota.

Five counties have met regularly for two years to better coordinate their health, welfare, and correctional services. County commissioners, professional staff and CAP personnel in the five counties attend these informational and working sessions. Andre attends to report on other human service happenings in the state.

In the coming months, Andre will be involved in similar efforts in other counties.

Andre has served as a resource to individual county commissioners and to county boards regarding the future role of community action agencies.

Since Minnesota is divided into 13 sub-regions to which both state and local planning and service delivery efforts must conform, numerous meetings have been held to discuss the possible readjustment of CAA boundaries to conform to these regional development boundaries.

This had been a controversial situation and the state Economic Opportunity Office has achieved only limited success in realignments.

Both the State Planning Agency and private consultants performing work for those 16 counties under the Human Services Act have used the human resources coordinator as a consultant regarding CAP's future in human service delivery systems.

Andre has also served as an extension of the human service activities already provided through the Assn. of Minnesota Counties. He has served as staff and program planner for the AMC Human Services Committee, and as an advisor and resource person to staff persons preparing for Human Service boards.

The Minnesota Project will expand as it builds upon the growing contacts between CAPs and counties. It will look at not only the future role of CAPs but their linkage and working relationship with the changing county-based delivery system.

Gas Shortage Looms in NW

In the Pacific Northwest the natural gas situation is bleak for this winter. The major gas supplier for the region, British Columbia Petroleum Corporation, has announced that it may cut deliveries by 200 to 250 million cubic feet (mcf) per day. It has contracts to sell 800 mcf daily to serve the Pacific Northwest.

In June, 1974, the Federal Power Commission projected a national curtailment (shortage) of 59 per cent for customers on interruptible supply and 10 per cent for customers on firm supply for the coming heating season (November 1974-March 1975).

Why Revenue Sharing Extension Is Urgent

Q: What is the future of general revenue sharing?

A: The general revenue sharing program established by the State and Local Fiscal Assistance Act of 1972 will expire Dec. 31, 1976 unless county officials make a concerted effort to have the program reenacted by the 94th Congress. It is by no means certain that the present program will be extended by Congress.

Q: Who are the most severe opponents of general revenue sharing and what are their criticisms of the program?

A: Opponents include most of organized labor, some civil rights groups, some social welfare groups and many federal, state and local bureaucrats responsible for categorical programs. Major criticisms have been:

- Local governments have made tax cuts and there are state and local surpluses while there are federal deficits.
- Too much money is being used for capital expenditures.
- Revenue sharing funds have not been used to replace cuts in federal categorical programs.
- Citizens have not participated in the program.
- Revenue sharing funds have been used in a discriminatory manner as far as hiring practices and in provisions of programs.
- The formula does not reflect the severity of need in many jurisdictions.

Q: Is it true that state and local governments (a) have a surplus (b) have used revenue sharing to cut taxes of funds and (c) do not need revenue sharing funds?

A: In 1972 it was widely reported that states and localities had significant budget surpluses. This is a myth. These so-called surpluses include retirement and pension funds which are held in trust and are in no way part of governmental revenues or assets. In actual fact, state and local accounts, excluding retirement funds, almost broke even in 1973 and were in deficit during two quarters of 1973. The first quarter figures for 1974 show a \$6.2 billion deficit.

Some jurisdictions have used revenue sharing funds to keep down property taxes. But, tax cuts are allowed and in fact were encouraged by the Nixon Administration. Cutting the property tax may be viewed as alleviating the inequalities associated with that tax and shifting the tax burden to the fairer federal income tax.

If revenue sharing is not enacted counties will be forced into a financial squeeze. County expenditures have nearly doubled during the five year period of 1967 to 1972. In all likelihood this trend will continue. The loss of revenue sharing money would force counties to reduce their services and/or collect additional revenue from local tax sources which are much less progressive than the federal income tax.

Over the last year, county costs of maintaining services at current levels have been jumping 10 per cent or higher. These increases, coupled with inability to generate greater revenues will leave no choice but to cut back expenditures and levels of service.

Q: Why are counties using large amounts of revenue sharing funds for capital expenditures?

A: First, it should be noted the data on the use of general revenue sharing funds covers only the start of the program through June 30, 1973, less than a third of the funds.

It should also be noted that in 1966-67 to 1971-72 county expenditures for public welfare increased 121 per cent; for public health increased 150 per cent and for hospitals increased 88 per cent.

With no assurance that revenue sharing will continue counties are fearful of using the funds for recurring, long-term operating and maintenance expenses. Local officials have been encouraged to use funds for highly visible one-time projects as well as projects that are separate for accounting and auditing purposes. Often the capital expenditure is for a social program e.g., building a hospital. This fact should be taken into account.

In the most recent report to the Congress by the GAO, counties surveyed reported spending 22.6 per cent of their revenue sharing funds on health, 10.3 per cent for social services and 41 per cent for public safety. Although critics have been fast to point out that more of these revenue sharing funds were utilized for capital projects than for human services, revenue sharing expenditures cannot be examined in a total vacuum. In many cases, revenue sharing has freed up other local funds to be spent on human service programs. Due to the cutbacks in other federal categorical programs and federal impoundments, revenue sharing funds were not really free of "strings."

Q: Has revenue sharing money been used to replace cuts in categorical federal programs?

A: Although the revenue sharing program was never meant to be a

substitute for cuts in categorical programs, it has been used for that by some governments because of presidential impoundments and other cutbacks. The program was designed to allow local elected officials to expend relatively "string-free" federal funds on the highest priority needs of their communities. Special revenue sharing proposals were supposed to cover the areas which had been cut. However, only two of the so-called "special" revenue sharing programs were adopted for manpower and community development. Federal funds still make up only a small percentage of the total state and local budgets. In fiscal year 1975, it is estimated that state and local expenditures will reach approximately \$238 billion of which \$51 billion or 23 per cent will come from federal contributions. While the dollar amount of federal aid has increased during the last several years, it has actually decreased as a percentage of state and local funds over the past few years.

Q: How do citizens participate in the general revenue sharing program?

A: A copy of each Planned Use Report and Actual Use Report must be published in a local newspaper having areawide circulation. In addition, recipient governments must inform the local news media (including minority and bilingual media) that the reports have been published and that information is available to the public to explain the data submitted in these reports. Public disclosure is also made through public hearings at the time the budget is submitted.

Q: Have revenue sharing funds been used in a discriminatory fashion?

A: Charges have been made that hiring practices or program content have discriminated against some group or groups of individuals. Critics must be able to prove "real" discrimination in these instances. Furthermore, it is possible to apply the discrimination principle too far and lose sight of the purpose of a program e.g. a senior citizen program.

Q: Does the revenue sharing formula direct funds to areas of greatest need as categorical grants do?

A: First, several studies have shown that categorical grant funds do not necessarily go to areas of greatest need but rather to localities where there is the greatest expertise in preparing applications and "grantsmanship." One OEO study revealed that the 10 richest counties received more money from categorical grants on a per capita basis than the 10 poorest counties.

The present three-factor formula takes into account population relative tax effort, and per capita income which provides an objective measure of localities' needs in comparison to other localities' needs.

Q: What possible amendments may be anticipated in the 94th Congress?

- The program may be extended for two or three years instead of five.
- An annual or biennial appropriations review of the program might be required.
- There could be a requirement to maintain tax effort, eliminating the use of tax cuts.
- There could be changes in distribution formula to: eliminate states as recipients, change the per cent of state/local share, remove the 145 per cent maximum limitation on average per capita income, remove the minimum 20 per cent on average per capita income, set aside a percentage of funds per areas of high need based on local tax effort or tax burden, set a minimum population eligibility for recipient government of 1,000 or 2,000 persons, or to eliminate mid-western townships and New England counties as recipients.
- Incentives could be established for government modernization
- Incentives could be established for intergovernmental cooperation.
- Incentives could be established for states to raise more revenues.
- Money could be provided to regional councils.

Energy Information

NACo is establishing a list of those county officials who have been designated as the principal person dealing with energy matters for the county.

Please fill out and return to NACo.

Name _____

Title _____

Dept. _____

Address _____

Ford May Not Okay Vets Bill

President Ford has indicated he has reservations about a bill increasing veterans' education benefits and says he has not decided whether to sign it.

The Veterans Education Bill would increase by some 20 per cent aid to ex-GIs attending college. The Senate held onto it before recessing for the election, apparently fearing the President might veto it as inflationary.

NACo has urged President Ford to sign the Veteran's Bill when it reaches the White House. NACo pointed out that without the benefits increase, many of the veterans would be dependent on other state and local assistance programs.

FORD SAID at a news conference he wants to help Vietnam veterans but noted that Congress had added extra loan and length of eligibility benefits beyond what had originally been planned.

"Until it arrives at the White House, I am not going to prejudge what I am going to do," he said, adding that he had helped write the original version of the bill as a member of the House.

"I hope that we can find a way for me to sign it because I want to help the Vietnam veterans particularly," said Ford. "But until it comes down to the White House, I think it is premature for me to make any decision."

FORD CITED a proposed cost-of-living increase for veterans without comment.

"But in addition, they (Congress) did add a \$600 loan provision. . . They did add nine more months of eligibility beyond what either World War II or Korean veterans got in the way of educational benefits," he said.

"So, when they, the Congress, send the conference report down to me, we will staff it out; I will make an honest judgement. I hope it is a piece of legislation that I can sign," he said.

In a Veterans Day speech last week, Ford said veterans using the education benefits "are feeling the pinch of inflation and feeling it badly."

"With this in mind, the Administration has proposed that their wide range of benefits be increased to keep up with the cost of living."

Correction

The Oct. 28 issue of **Outlook** contained a typographical error on page 7. In the article on highway safety programs, we stated that 5,000 people had been killed in highway crashes last year. The figure should have read 55,000.



The State, City, County Public Health Coalition met in the NACo offices to map out strategy concerning the future of public health programs and discuss improving intergovernmental relations in the field. Shown from left to right are Noble Swearingin, executive director of the Assn. of State and Territorial Health Officials; Dr. Eugene Fowinkle, Tennessee state health officer; Mel Berghem, staff to the U.S. Conference of City Health Officers; Dr. Maury Rizen, Michigan state health officer; Mike Gemmill, staff to the National Assn. of County Health Officials; Dr. Kim Buttery, Portsmouth (Va.) Health Officer; Dr. Al Randall, Houston (Tex.) health officer; and Dr. George Hardy, Jefferson County, Birmingham (Ala.) health officer and NACHO vice-president.

75 PER CENT ARE BOTH

County Lawyer: Prosecutor or Adviser?

by Aurora Gallagher
NACo Criminal Justice Project

"I guess a prosecuting attorney should be like William Jennings Bryan," said a former municipal attorney, "snapping his suspenders." By this, presumably, he meant prosecution requires special skills, and years of practice.

But the prosecutor's job is not all crime and punishment. The surprising results of a nationwide survey conducted by the National Center for Prosecution Management and National District Attorneys Assn. reveal 75 per cent of all prosecutors also represent their local government in civil matters, other than those that grow out of a criminal process.

Whether the local elected prosecutor (only two states appoint this official) is called a district attorney, state's attorney, prosecuting attorney, commonwealth attorney, or county attorney, 62 per cent serve a judicial district with the same boundaries as a single county. And this means that the local elected prosecutor is also the chief legal adviser to the county in zoning, water and sewer policy, pollution control, labor-management problems, fiscal responsibility — all the old and new responsibilities of county government.

IN MANY STATES, e.g., California, counties can exercise the option of creating a county civil counsel office. The duties of the prosecutor to advise county government are then automatically transferred to this new county attorney.

In other states, county attorneys have attempted other solutions: hiring civil and criminal deputies, for example, or sharing the caseload with city attorneys.

This dual function of the prosecutor was recently debated at a national conference sponsored by the American Judges Assn., Multnomah County (Oreg.) and NACo. "We are extremely concerned," William J. Haley, president of the National Assn. of County Civil

Attorneys (a NACo affiliate) led off, "with the conflict between prosecution work, and representing county government — not a conflict in the legal-ethics sense — but a conflict in the amount of work one does. I've found this out from my own experience, and I don't believe that a prosecutor who is also the civil attorney can spend equal time on both, and do justice to both." Haley is county civil attorney for Columbia County (Fla.).

Preston Trimble, an Oklahoma district attorney headquartered in Norman and president of the National District Attorneys Assn., disagreed. "The NDAA does not have a policy on the separation of the prosecutor as to his civil or criminal functions," he stated, "but my personal experience is that I handle both, for three separate counties, as a district attorney, and I've yet to find a conflict between the prosecution function and the civil function other than those instances in which a local employee hired by the board of county commissioners got a traffic ticket."

THE REAL difficulty, he suggested, is budgetary. "Generally

what a prosecutor is, is the poorest-funded, most-important agency in the system," Trimble went on, "of course, the prosecutor would like to do more of these civil things, like pollution control."

Donald C. Brackett, Spokane County (Wash.) prosecutor, and president of the Washington State Prosecuting Attorneys Assn., agreed that funding is an obstacle to providing the best of both civil and criminal services. "The counties are a political subdivision of the state, but they are not funded as one. All of our states, to my knowledge, are fiscally irresponsible. They mandate programs without supplying any funds. The counties then have to pick up not only the legal advisory function, but they also have to pick up the people to do it." In Brackett's state, all 39 counties down through 4th class (between 18,000 and 40,000 in population) have full-time prosecutors, with separate civil divisions.

The National Association of County Civil Attorneys will continue discussions of these and other issues at its mid-winter meeting in February.

Counties And Cities In Partnership For The People



40th Annual Conference
City and County
Of
Honolulu, Hawaii
June 21-25, 1975



Please send me your Conference Information Kit.

NACo Conference Coordination Center
Group Travel Unlimited
36 So. Wabash Avenue, Suite 1105
Chicago, Illinois 60603

Your name _____
Address _____
City _____ State _____ Zip _____



"Matter and Measure"

IOWA ASSN. OFFICERS

The Iowa County Engineers Assn. elected officers (terms expiring October 1975). They are: President Bob G. Sandy, Warren County engineer; Vice President Martin H. Noonan, Muscatine County engineer; and Secretary-Treasurer Carl F. Schnoor, Boone County engineer.

STATE ROAD-USER REVENUES

FHWA estimates that, in 1974, the states will collect about \$13.2 billion in revenues from state road-user taxes — 0.7 per cent increase over the 1973 figure of \$13.1 billion. Increases in motor-vehicle and motor-carrier receipts are expected to balance out the decline in motor-fuel tax revenues caused by decreasing gasoline consumption.

State motor-fuel taxes will total \$8.1 billion, or approximately 61 per cent of the 1974 state road-user revenues — representing the first decrease in fuel tax receipts since 1943. Combined motor-vehicle and motor-carrier receipts will come to about \$5.1 billion — a 7.3 per cent increase over 1973.

PAVEMENT DESIGN

Papers are being solicited for a "Pavement Design Specialty Conference" June 1-3, 1974 at Georgia Tech. in Atlanta. The conference is sponsored by the American Society of Civil Engineers' Committee on Structural Design of Roadways. Papers in the following areas are requested: flexible pavement design, overlay design, effect of ecology on pavement design, rigid pavement design, performance of rigid and flexible pavements, and materials and material specifications.

Persons wishing to present papers should submit abstracts (of about 200 words) by Jan. 15, 1974, to: Committee on Structural Design of Roadways, P.O. Box 80730, Atlanta, Ga. 30341.

Completed copies of accepted papers (typed on available model paper) will be due March 1, 1975. Proceedings of the conference will be published.

For complete information on conference registration and paper submission, contact the committee at the above address.

Staff Contacts

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

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

RAILROADS AGREE

Virginia County Nears Goal of Reviving Commuter Trains

Prince William County (Va.) is in the home stretch of its battle to revive commuter rail service from the northern Virginia suburbs into Washington, D.C.

A final snag over daytime storage of the trains in Washington is almost resolved.

The county achieved an historic "first" earlier this year when officials of the Southern Railway and the Richmond, Fredericksburg and Potomac Railroad agreed to operate daily roundtrips on lines from Manassas and Woodbridge.

Prince William County officials claim this was the first time in recent history rail firms have worked with a local jurisdiction to revive a previously-curtailed commuter service.

The unique situation was attained when county officials proposed a "bare-boned transportation operation designed to meet specific needs at specific hours."

According to County Supervisor Ralph Mauller (who is spearheading the county rail effort), an extensive study by county staff members proves the operation will be self-sustaining.

Prince William County Board Chairman Charles Colgan anticipates a Federal grant of \$1.5 million will be solicited to cover acquisition of coaches and construction of station improvements. The Federal money would be matched by a 15 per cent contribution from the state and/or county.

Colgan says the county plans to save \$200,000 per car by purchasing used coaches. The county has located some, in good mechanical condition, available for \$10,000. Colgan says \$40,000 in refurbishing costs will produce a vehicle as good as a new coach, priced at \$250,000.

Stanford Seeking MBA Candidates

Stanford University's Graduate School of Business is recruiting students for its Public Management Program.

The program is an option within the Graduate School of Business and leads to an MBA degree upon completion of the two-year course. The program focuses on public policy analysis, decision-making and implementation.

First-year courses include political processes, economic, finance, accounting, quantitative analysis, computer technology, information systems and organizational behavior.

Students in their second year select from a wide variety of public sector electives. For further information, write: Public Management Program, Graduate School of Business, Stanford University, Stanford, California 94305.

on today's market.

County officials are estimating a \$3.50 tab for the 80-mile round-trip. A poll conducted by Rep. Stanford Parris (R-Va.) estimates a daily average of 700 persons on each of the two trains.

Public Information Officer Jack Dabney maintains the county's effort is a major precedent for every local government considering commuter rail as a solution to transportation problems.

"Almost every city or county with more than 75,000 population can find a worthy application of the commuter rail concept," Dabney claims. "The important thing is that we've exploded the 'impossibility' myth that has been perpetuated by those who would be inconvenienced by commuter train operation. If a city or county really wants commuter rail, it can have it. It is as simple as that."

Census Bureau To Hold Meetings Throughout U.S.

At the invitation of the U.S. Bureau of the Census, open public meetings are being planned by community organizations in about 60 U.S. cities to involve the public closely in getting ready for the 1980 Census of Population and Housing, Bureau Director Vincent P. Barabba announced.

These conferences will be aimed at getting suggestions from users and potential users of census data to improve the 1980 census.

The first meeting was held Oct. 30 in New Orleans at the Chamber of Commerce. The entire series is expected to continue into mid-1975.

At each meeting, Bureau officials will describe current planning, answer questions, and compile reports of local suggestions.

A list of the cities for which meetings are tentatively planned follows: Albany; Albuquerque; Atlanta; Baltimore; Billings, Mt.; Birmingham; Boise; Boston; Burlington, Vt.; Charleston, W.Va.; Charlotte; Chicago; Cincinnati; Cleveland; Columbia, S.C.; Dallas; Denver; Des Moines; Detroit; Fargo; Fresno; Harrisburg; Houston; Indianapolis; Jackson; Kansas City; Las Vegas; Lewiston, Me.; Little Rock; Los Angeles; Louisville; Madison, Wis.; Manchester, N.H.; Miami; Milwaukee; Minneapolis-St. Paul; Nashville; New Haven; New Orleans; New York City; Oklahoma City; Philadelphia; Phoenix; Pittsburgh; Portland, Ore.; Providence; Racine, Wis.; Raleigh; Richmond; Sacramento; Salt Lake City; San Diego; San Francisco; Sioux Falls; St. Louis; Seattle; Syracuse; Tallahassee; Tulsa; Washington, D.C.; Wichita.

HEALTH ROUNDUP

NACo Calls For Action on Rural Health

• The Subcommittee on Rural Development of the House Committee on Agriculture has held three days of hearings on health care in rural areas. Appearing on behalf of NACo and NACHO was Dr. Brett Lazar, health officer of Howard County, (Md.) and NACHO President. Dr. Lazar's testimony called for multi-jurisdictional cooperation in solving America's rural health services delivery problems. Needed is a comprehensive rural health program that addresses public, private, regional and local interests. Needed is a national program that provides incentives to promote multi-jurisdictional approaches to the solution of rural health problems.

• NACo has available copies of a "Guide to Assessing Ambulatory Health Care Needs in Your Community." This guide is one product of a demonstration study of ambulatory health care recently conducted in Boston, and is designed for health services planners and decision-makers on the local level who need a relatively short-term and low-cost method of assessing ambulatory health care services in their areas.

• NACo also made a statement on the impact of inflation on health care. Participating in the national "summit" on inflation last month, NACo said that Congress should enact a national health insurance plan which will stem the rising cost of health care as well as guarantee comprehensive health care for all Americans. A national health insurance system must have controls to prevent new funding from merely adding to the factors influencing the upward spiral of medical costs. Alternative lower costs of health care services must be included as reimbursable benefits, with incentives for such utilization. As in all of our recommendations, to combat inflation, planning for services and financing those services is essential. Regulatory functions must be consolidated to promote better regulation rather than additional piecemeal regulations. Such improved regulations must reflect 1) careful advance planning, 2) pre-determined budgeting, 3) reasonable and appropriate ceilings on cost, and 4) development of principles reflecting equitable reimbursement of justified costs.

• HEW has issued additional standards for Skilled Nursing Facilities under Medicare and Medicaid. When the regulations go into effect 60 days after publication (Oct. 3 "Federal Register") facilities will have to have a registered nurse on duty seven days a week, a patient's "bill of rights," and a discharge planning program. The requirement for a medical director has been delayed one year.



From left to right, Senator Harold E. Hughes (D-Iowa) meets with Dr. Robert DuPont, director of the President's Special Action Office on Drug Abuse Prevention, and Dr. Morris E. Chafetz, director of the National Institute on Alcohol Abuse and Alcoholism, to plan the North American Congress on Alcohol and Drug Problems, December 12-18, San Francisco, California. NACo will co-sponsor the congress with about 40 other organizations involved in alcoholism treatment and prevention. Planners anticipate the meeting will be the largest international drug-and-alcohol-abuse forum ever held in the United States, drawing about 3,000 specialists.

REHABILITATION SAVES MONEY, TOO

Erie Helps Alcoholics Regain Health

by Gary Jacobs
Research Assistant
Alcoholism and Alcohol
Abuse Project

About 10 million Americans are alcoholics. About 20,000 of them live in Erie County (Pa.), including those few hundred homeless and jobless men living and drinking near the heart of the city of Erie.

But Erie County is doing something about them.

Its comprehensive alcohol program is a meaningful experiment serving as a model for counties across the nation.

Serenity Hall, Inc. is the umbrella organization. Its components are Center, Serenity East, Serenity West and Crossroads Outreach.

Attempts to get the project started were helped along by three 1966 events; a series of newspaper articles on Erie's alcoholism problem and two murders involving indigent alcoholics.

LARGELY AS A result of public indignation and concern over this newly exposed world of the chronic, skid-row drunk, an investigative committee was established to review the situation. This group recommended that Crossroads be created with about \$50,000 provided by the county, city, local foundations and private interests.

In 1965, the mayor and county commissioners realized that public intoxication arrests were increasing alarmingly, clogging their already over-extended criminal justice system. In addition, existing or tradi-

tional practices and policies relating to public intoxication did little to aid alcoholics.

Arrests for public intoxication by the Erie Police Department increased 124 per cent from 1965 to 1970 (909 arrests in 1965 and 2,075 arrests in 1970).

In 1965, Erie jails were filled with alcoholics. They made up three-fourths of the jail population.

On Dec. 1, 1966, the first meeting of the mayor's committee on "Human Rehabilitation in the Greater Erie Area" conceived two facilities: an overnight dormitory for homeless men and a half-way house for sober alcoholics striving to get back into society.

Rev. Richard F. Fitzgerald proposed further rehabilitation programs and was appointed acting chairman by the mayor.

The city of Erie allocated \$20,000, and the county \$16,000.

In addition, \$4,000 came from the Erie Endowment.

The 1968 allocation from the city and the county was \$20,000 each. Many contributions were received.

Under the leadership of Rev. Fitzgerald and William G. Downey, executive director appointed Feb. 1, 1967, Serenity Hall opened in May 1967, and the dormitory in October 1967.

Then, the county and city decriminalized alcoholism. Now when the police find a drunk, all they do is "maintain" him and The Crossroads van picks him up and takes him to Crossroads Center. There, he receives a bath, a shave, a medical

examination and spends the night.

HE IS FREE to leave the next morning, but it is strongly recommended by the staff and by the other patients that he stay there for further treatment and rehabilitation. Crossroads Center takes in about 65 drunks a month. Of these, 10 leave the next day, 20 stay a few days, 25 stay a few weeks, and 10 stay until they are rehabilitated. Officials estimate this saves 5,000 policemen-hours a year.

Next, another residence was established called Serenity East. This became a transitional, residential group home for people recovering from alcoholism and working in the community. Serenity Hall then incorporated and established two more treatment facilities.

Serenity West was established as a 30-day rehabilitation residential program aimed at intensive treatment of detoxified male and female alcoholics. Crossroads Outreach was established in the inner city for poor people.

The Erie program is viewed by many as one of the leading alcohol rehabilitation programs in the country. WQLN-Channel 54 in Erie has been awarded a grant of \$19,640 from the Corporation for Public Broadcasting for the production of a 30-minute color film documentary on the rehabilitation program.

Case studies in the field of alcoholism and alcohol abuse are being encouraged for 1975 achievement awards.

AMERICAN COUNTIES TODAY

Dear County Official:

Multnomah County (Ore.) Commissioner Mel Gordon wants to know "Who's in charge" on energy matters these days. Mel is NACo's member of the Environmental Advisory Committee of the Federal Energy Administration (FEA) which met last week. Mel now asks if FEA is in charge of energy any more?

President Ford in his inflation message announced the creation of a National Energy Board with Interior Department Secretary Rogers Morton in charge. On Oct. 11 he dissolved that order and instead activated the Cabinet level Energy Resources Council with Morton as chairman.

Now John Sawhill has been fired from directorship of the Federal Energy Administration and replaced by Andrew Gibson (former assistant secretary of commerce).

The President has signed the Energy Reorganization Act which created the Energy Research and Development Administration.

Does this proliferation of agencies again signal that no one will take the blame if energy mismanagement raises its head again? Remember last year? Or is it an effort by Congress to force the Administration to organize the energy mess?

COAL SHORTAGE

This winter may well see a devastating coal shortage. When the United Mine Workers' contract expires Nov. 12 there is a very strong possibility of a long and bitter miners' strike lasting two months or more. The UMW mines 75 per cent of the nation's coal, so the effect would be disastrous. Hardest hit would be supplies for steel plants, utilities, 8.8 million

homes which use coal for heat, and many institutions (such as hospitals, prisons, schools, old age homes).

The price of coal is already skyrocketing (\$75 a ton in some areas) and would become outrageous with a strike.

The Office of Management and Budget recently assigned coal policy planning to FEA with Interior Department to collect coal data. FEA has done absolutely nothing and is not planning on doing anything regarding a coal supply and price crisis. Recent meetings with FEA have only confirmed the worst.

A coordinated high level policy effort would thus seem necessary along these lines. Here's what's needed:

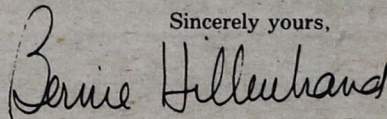
1. Action directed toward Congress to get legislation directing FEA to control coal prices and/or to allocate coal.

2. Action directed toward President Ford to encourage him to order FEA to use its allocation powers to step up contingency planning.

3. Action directed toward the states and counties who will be most affected to make them aware of the problem, to encourage them to make plans early and to enlist their support in getting the Feds, the President and Congress moving.

To sum up, NACo believes that the energy crisis continues to be very real and the efforts so far to meet the crisis are very faint.

Sincerely yours,



Bernard F. Hillenbrand
Executive Director

Flood Series To Open in Maryland

The first of a series of regional forums on flood plain management will be at the Urban Life Center in Columbia, Md., Nov. 19-20.

"The Water's Edge: A Policy Forum on the Future of the Flood Plain with Emphasis on Open Space and Outdoor Recreation" will be the theme of the series.

The two major speakers at the conference will be ecologist John Clark, a senior associate with the Conservation Foundation in Washington, D.C., and Daniel J. Snyder III, the Mid-Atlantic Regional administrator of the Environmental Protection Agency.

The forums are sponsored by the Department of the Interior, Bureau of Outdoor Recreation, the National Assn. of Counties and the League of Women Voters of the United States, in cooperation with the Baltimore District of the Corps of Engineers. Emphasis will be on environmental protection, conservation, outdoor recreation, and land use planning aspects and potentials of the flood plain.

If you are interested in attending, please request information from Kathy Shaw or Jim Rienhardt, of the Department of the Interior, (215) 597-7385.

Registration should be completed by Nov. 7 so please contact them immediately. The contact on the NACo staff will be Jayne Seely (202) 785-9577.

Coming Events

November

- 13 - 15 *North Dakota County Commissioners Annual Meeting* - Williston - Roy Young - 701/663-9831.
- 14 - 16 *Nevada Association of County Commissioners Annual Conference* - Tonapah, Nevada - Harold Dayton, Box 159, Zephyr Cove, Nevada 89448.
- 17 - 20 *Association of Minnesota Counties Annual Conference* - Rochester, Minnesota - Ralph Keyes - 612/222-5821.
- 18 - 19 *Missouri Association of Counties Annual Conference* - Jefferson City, Missouri - Tony Heisberger - 314/634-2120.
- 18 - 20 *County Commissioners Association of Ohio Winter Meeting* - Neil House, Columbus - A.R. Maslar - 614/221-5627.
- 19 - 20 *Flood Plain Management Forum* - Urban Life Center, Columbia, Maryland - Jim Rienhardt or Kathy Shaw - 215/597-7385.
- 20 - 22 *Virginia Association of Counties Annual Conference* - John Marshall Hotel, Richmond, Virginia - George Long - 804/977-7770.
- 20 - 22 *Hawaii State Association of Counties Annual Conference* - Oahu Island, Hawaii - Ron Bennett - 808/537-4811.
- 20 - 22 *Association of Oregon Counties Annual Conference* - Portland, Oregon - Jerry Orrick - 503/585-8351.
- 19 - 23 *County Supervisors Association of California Annual Conference* - Royal Inn, Anaheim, California - Richard Watson - 916/441-4011.
- 21 - 22 *Montana Association of Counties Workshop on Local Government Study Commissions* - Colonial Hilton, Helena - Dean Zinnecker - 406/442-5209.

December

- 2 - 6 *Second Annual National Jail Managers Seminar* - Woodlake Inn, Sacramento, California - Harold Guerin - 916/441-3441.
- 3 - 4 *North Carolina Association of County Commissioners 1975 Legislative Goals Conference* - Raleigh, The Hilton Inn - John T. Morrissey, Sr. - 919-832-2893.

- 4 - 6 *Nebraska Association of County Officials Annual Conference* - Omaha, Nebraska - Arnold Ruhnke - 402/477-8291.
- 5 - 6 *Association of County Commissions of Alabama - Mid-winter Conference* - Park Lodge, Baldwin City, Alabama - O.H. Sharpless - 205/263-7594.
- 5 - 6 *Association of Indiana Counties Annual Conference* - Indianapolis, Indiana - Shirl Evans, Jr. - 317/632-7453.
- 9 *New Jersey Association of Chosen Freeholders - Mid-winter Meeting* - Smithville, New Jersey - Jack Lamping - 609/394-3467.
- 10 - 14 *Colorado Counties, Inc. Annual Meeting* - Brown Palace, Denver, Colorado - Clark Buckler - 303/534-6326.
- 9 - 11 *NACo/Council of Intergovernmental Coordinators Meeting* - Quality Inn-Capitol Hill, Washington, D.C. - Aliceann Fritschler - 202/785-9577.
- 11 - 13 *National Association of County Manpower Officials Meeting* - Washington D.C. - Jon Weintraub - 202/785-9577.
- 11 - 13 *Association of Arkansas Counties* - Little Rock, Arkansas - Carl Madsen - 501/372-7550.
- 12 *Massachusetts Association of County Officials Board Meeting* - Boston, Massachusetts - Heyworth Backus - 617/775-4400.
- 12 *Maryland Association of Counties New County Officials Conference* - College Park, Maryland - Joseph Murnane - 301/268-5884.
- 12 - 18 *North American Congress on Alcohol and Drug Problems* - San Francisco - Mike Benjamin - 202/785-9577.