

COUNTY NEWS

Vol. 6, No. 46

Nov. 25, 1974

Outlook
(See Page 7)

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

Washington, D. C. 20006

House, Senate Pass Urban Transit Aid



The lame-duck Congress is back in town but Washington is also besieged by a horde of new congressmen and senators. The newcomers, who'll take office in January, are seeking places to live, schools for their children and — above all — office space. Everytime a new Congress is sworn in, every office gets shuffled. Office space is allocated by lottery. Here, C.M. Bates, second from right in front, and Fishbait Miller, right, supervise the lottery as Rep. Abraham Kazen (D-Texas) tries his luck. Bates is superintendent of the House office buildings and Miller is doorkeeper of the House. Photo by Dev O'Neill.

PROGRAM LACKING

Nation in Dark on Energy Plans

by Jim Hayes
Supervisor,
Los Angeles County

That this bodes ill for the nation's counties and other local governmental agencies is all too apparent.

I had great hopes that the Ford Administration and the Federal Energy Administration, under the leadership of John Sawhill, would be able to tackle and lead us to a realistic solution of this critical national problem.

But Mr. Sawhill is now out and the President's first pick for a successor to Mr. Sawhill had to withdraw because of an embarrassing conflict of interest. Thus, the bureaucratic maneuvering that now shackles the FEA.

UNWARRANTED haste on the part of the administration in dealing with petroleum and natural gas shortages has become apparent

in the Interior Department's headlong rush to increase offshore oil drilling.

And the preconceptions I mentioned above seem to have taken hold of White House thinking. The President — as far as I can determine — apparently believes that we can keep doing things in the "good old ways" of days gone by.

The Project Independence Blueprint, which was to have gone directly to the President, is at this writing on its way to being bottled up by the newly-created Energy Resources Council by Interior Secretary Rogers C.B. Morton. And the 780-page document is not really a "Blueprint" at all.

In the meantime the FEA, initially an agency with lots of muscle under now Treasury Secretary Simon and, later, under Mr. Sawhill, seems headed toward some kind of a wet-noodle existence in the
(Continued on page 2)



Mr. Hayes is NACo's Energy chairman and a member of the Project Independence Advisory Committee.

Response Comes Less than Week After Appeal

by
John C. Murphy
Staff Coordinator

Heeding a NACo committee's plea for immediate action, the House of Representatives Nov. 21 passed the urban transit system bill, 288-109.

The bill, S.386, was passed earlier by the Senate and now goes to the President.

NACo's Urban Affairs Committee, less than a week earlier, had told Congress that the six-year \$11.8 billion program of capital and operating assistance for urban transit systems was vital to the nation's urban counties. The bill had been bottled up by a jurisdictional dispute in the House.

"It represents a significant victory, a significant response to our action," the Urban Affairs Committee chairman said.

The committee met in Washington, Nov. 14 and 15, where it put enactment of mass transit during the lame-duck session as a top urban county priority. The committee is composed of elected county officials from the nation's 40 largest urban counties.

Committee Chairman Alfred B. DelBello, county executive from Westchester County (N.Y.), urged Congress to "put the needs of our urban areas ahead of jurisdictional

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REGISTER NOW FOR AID BRIEFING

The NACo/CIC Federal Aid Briefing Dec. 9-10 at the Quality Inn on Capitol Hill in Washington, D.C. will provide the latest information on federal aid programs for health, social services, economic rural development, law enforcement, grant management, bicentennial, outdoor recreation, transportation, environmental protection and intergovernmental personnel.

Use the coupon on page 6 for room reservation or telephone (202) 638-1616.

How HRCs Function at the Grass-Roots

Last week's COUNTY NEWS featured an article on a meeting of NACo's Human Resource Coordinators (HRCs) in Boulder, Colorado. The following is a brief breakdown of their activities and goals in eight states, as reported at the Boulder meeting.

In Iowa, HRC Bill Howard is focusing on the problems created by the anticipated shutdown of residential care facilities. Necessary alternatives and support services must be found for individuals who are abruptly displaced.

Specifically, the Iowa project is concentrating on a three-county joint effort to transform the county care facility crisis into a system which will provide more appropriate levels of care.

Howard has been instrumental in securing necessary federal funds.

In Pennsylvania, Gary Rossman also has encountered problems of de-institutionalization.

Taking advantage of strong state support, including a mechanism for intergovernmental cooperation, Rossman plans to center his attention on two target areas.

Both areas are rural regions attacking the problems in different ways. In one, a local community service center, in which 14 service agencies are located, was established; in the other, the county commissioners will examine services, but first center them in the county government.

In Alabama, Hugh Lasseter is working with a 10-county substate region as the project target. This

area has a total population of 50,000 and only one medium-sized city — Selma (Dallas County) with about 20,000 people.

Major problems in the area include housing (41.8 percent is substandard, 26 percent dilapidated), and health care (there is one physician in Montgomery who is the health officer for the region, one public health nurse, and no hospitals).

Caseloads are high in the social service agency, while available funds are going unspent by a number of other agencies. Inter-agency cooperation is slight.

The residents and county officials of the area showed strong interest in the project and made preliminary statements of support. They are now following through with concrete support and cooperation, and have made a commitment to identify problems and develop responsive action plans.

In Arkansas, HRC Arlen Jones has identified emergency medical services as a significant health problem. Therefore, one project target will be a state-wide survey on health services and funds-distribution in cooperation with the Community Council of Central Arkansas.

Another target, well underway, is a human services directory for Hot Springs County.

In Minnesota, HRC Bob Andre has received enthusiastic support from county officials and community action agencies in planning for more effective service delivery systems.



From left front, up and down the tables: Mary Brugger of NACo staff, HRCs Hugh Lasseter and Gary Rossman, NACo staff member Scott Forsyth, HRCs Pat Wall, Arlen Jones, Gordon Fultz, Bill Howard, OEO Project Officer Jane Checkan and HRC Chris Moraski.

This success is aided by state enabling legislation and a sub-state plan which incorporates the interests of local officials.

Andre has identified one problem common to the HRCs — conflicts in program development are experienced when areas have non-coterminus regional bounds.

In Oregon, the target, as described by HRC Mike Bateson, is an effort to evaluate the state-level delivery of mental health, public health and some children's services. Two state-level efforts at services integration include the development of multi-service centers and the use of a regional coordinator to handle top-level problem-solving. The HRCs in Oregon are considering a new system for the delivery of human services using: (1) a citizens' task force to work with the state to develop minimal goals and guidelines, (2) a 5-year service plan developed by each county within these guidelines, and (3) the county delivery of services which counties are capable of providing, with the remainder of the necessary services

provided by the state.

In New York, HRC Chris Moraski has isolated 3 target areas — each with its own focus.

In Clinton County, the public agencies will be working together on transportation (a major hindrance to effective service delivery in rural areas as identified by all the field people).

Orleans County's goal is the development of a coordinated information and referral system.

In Chemung County, there will be a critical appraisal of the coordination of services provided by county agencies and the community action agency.

In Montana, Pat Wall reported that within her multi-county target areas, Flathead County is especially active. The project advisory committee has improved communication between the state and counties. For example, the major state human service agencies will brief the county commissioners on the state association executive committee about their budget request for next year.

Nation in Dark on Energy Policy Says Hayes . . .

(Continued from page 1)
bureaucratic scheme of things.

And the spectre of our offshore areas becoming "Black Seas" frighteningly looms just over the horizon.

ONCE AGAIN we have seen the inability of the federal government to come to grips with a massive problem before it explodes into a full-fledged crisis.

We in NACo remember well the "energy crisis" of 1973 when our governmental gas pumps were going dry, when homes, schools and hospitals were without heat, when the energy industry made its first big lunge for the brass ring of enormous profit increases.

Well, the profits continue to skyrocket. A rational, workable energy policy has yet to be developed. Inflation still runs rampant. And the Administration continues to follow the old policies that led us into this mess in the first place.

When the "energy crisis" first surfaced, we in state and local government led the way in dealing with the problem. We in fact rammed solutions — band aid approaches but timely solutions nonetheless — right down the

throats of the Nixon administration.

To my mind, we're going to have to do the same thing again. Only this time, NACo, the cities and the states are going to have to get together and formulate a set of practical programs that have the wide support of the public.

And if we have to go so far as to organize a massive march on Washington in an effort to force the adoption of a sane energy policy, then I'm ready to lead it.

LET ME GIVE you just one example of how bad some of the current federal thinking really is:

The Interior Department wants to open up the Pacific outer continental shelf for full-bore offshore oil drilling. The question: what will be done with this oil?

It's going to be difficult indeed to try to handle the crude oil that will be shipped to the West from the North Slope fields in Alaska.

Add to that the problem of storing and refining Pacific offshore oil and you find an impossible situation. There is no pipeline system adequate to get this new crude over the Rockies to the Mid-West and East.

What, then, would be the solu-

tion? The only thing I can think of is that the Administration is seriously considering sale of this petroleum to foreign interests.

AND I CAN tell you right now that the residents of the Pacific states don't want to live under the imminent threat of massive oil spills just so the energy industry can fatten its already bloated coffers through the sale to foreign interest of oil that should be kept in national reserve.

In other words, the sanity of the proposed federal policy is more than questionable.

The challenge confronts us: the formation of a sound national energy policy for the immediate future and the long-range future.

FOR THE years just ahead, we must fully map our reserves of oil and natural gas and then decide how we can best use them. And we can't simply rely on "marketplace" economic theories to bring us through the next years, because there is no true marketplace any more. Therefore, the old theories — the old way of doing business — just won't work.

Long-range policies must — and undoubtedly will — center on

alternative energy sources. Work is underway in this field, although not nearly enough.

And the watchword through the end of this century must be conservation. For without continuing conservation of our finite and dwindling reserves of oil and natural gas, America as we know it today just might not make it to the year 2000.

NORTH AMERICAN CONGRESS ON ALCOHOL

The North American Congress on Alcohol and Drug Problems will be held Dec. 12 — 18, 1974. This Congress will be sponsored by NACo and over 50 organizations and associations.

Sessions will include presentations on: federal legislative and agency activities, the participation of state government, and the appropriate role and responsibility of local policy-makers to meet alcohol and drug problems at the community level.

For information on the conference, write to Michael Benjamin, NACo, 1735 New York Ave. N.W., Washington, D.C. 20006.



Urban Affairs Committee Chairman Al DelBello, Westchester County (N.Y.) executive, discusses urban county problems with other members of the committee. Left to right are Supervisor Joe Castillo, Pima County (Ariz.); Commissioner Charlotte Williams, Genesee County, (Mich.); DelBello; Commissioner Roy Orr, Dallas County (Texas); and Freeholder Director Tom Cooke, Essex County (N.J.).



the Ballot Box by Richard G. Smolka

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

The Colorado Supreme Court upheld a challenge against that state's two year purge law. Colorado removes from the rolls of registered voters all persons who fail to vote in a general election every two years. The challenge alleged that this was invidious discrimination which unlawfully added a new qualification to the right to vote.

The court disagreed and ruled that the purging process makes for a more authentic list of registered voters and protects against fraudulent voting practices and abuses of the franchise. This outweighs the "light burden of reregistration" said the court.

In Connecticut, a state court ruled that an absentee ballot for local office is not a constitutional right. The court observed that local referenda must sometimes be submitted to the voters rather quickly and that a requirement for absentee voting could delay the process. The requirement that voters physically present themselves at the polling place is not an unreasonable law, said the court.

Voters in New England town meetings must be present to vote and absentee votes or proxies are not allowed. Had the court ruled the other way on the town elections, the whole process of town meetings may have come under attack.

Cases involving various aspects of elections are occurring with increasing frequency in all parts of the country. Sometimes it seems that for every issue decided, two new issues are raised.

Ballot format has always been controversial. A federal court has recently upheld a Georgia law which

permits incumbents to be identified as such on primary election ballots. The court ruled that the word "incumbent" provided useful information for ill-informed voters and thus met the "rational basis" test of the law.

In other states, occupation, place of residence, political party, or even a political slogan may be placed on the ballot face under the candidate's name.

Courts in Wyoming and Michigan have upheld challenges to candidates who held one office while seeking another. In both instances, challenges were made against members of the state legislature who sought new positions while retaining their legislative seats.

Florida law requires a candidate to resign his office prior to becoming a candidate for any office other than for reelection. There are many uncompleted terms of office at the local level of government in Florida.

Urban Affairs...

(Continued from page 1)
squabbles."

S.386 includes \$3.9 billion to be distributed directly to urban areas over 200,000 in population on the basis of a formula to be used at the option of local officials for operating subsidies or construction of rail or bus systems. It also includes over \$7 billion in discretionary funds.

THE COMMITTEE also called on Congress to pass the program for public service jobs to combat rising unemployment.

The committee's other two top priority bills are on health planning and social services. DelBello said, "Congress, along with the Administration and many interested organizations, have put a great deal of effort into developing an acceptable social services bill.

In addition, the House of Representatives soon will vote on a new health planning bill (H.R. 16204).

The top urban county congressional priority for the 94th Congress will be the reenactment of the general revenue sharing program.

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
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Address _____
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Alcohol Abuse Project Plans '75 Handbook

by Michael Benjamin

Alcoholism
and Alcohol Abuse Project

The Alcoholism and Alcohol Abuse project at NACo was fully implemented in early October. The project, operating under a two-year grant from the National Institute of Alcohol Abuse and Alcoholism, will provide technical assistance and disseminate information to county officials in their efforts to establish comprehensive treatment and prevention programs at the local level.

Currently, the project team is compiling information on various county program strategies; providing technical assistance on federal legislation and funding; and collecting information on alternate funding sources. They are developing a "state of the art" survey on status of counties administering, sponsoring or contracting for services to treat and prevent alcoholism and alcohol abuse.

The team is also identifying people involved in successful county programs who will be available to assist other county officials develop comprehensive alcohol treatment and prevention programs.

These efforts will culminate July, 1975, in the production of an operational "how-to" handbook on the development and implementation of comprehensive alcohol treatment and prevention programs at the county or regional level.

This handbook will describe successful examples of county-administered, sponsored or contracted programs in the alcoholic field. Included will be single-county and multi-county regional approaches; rural, urban, and suburban counties; and representation from each section of the country. The handbook will be the major basis of our technical assistance program in the second year of the grant.

Additionally, our staff has prepared fact sheets on "The Uniform Alcoholism and Intoxication Treatment Act" which stresses the need to decriminalize public intoxication, and Public Law 93-282 which is the most current federal legislation on federal assistance for state and local alcoholism and alcohol abuse programs. Copies of the fact sheets are available upon request from NACo.

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County Opinion

Printed on this page are two recent letters to Don Cleveland, NACo's Rural Development Coalition leader. Every county official should read these letters and ask who is telling the whole story.

The NACo Rural Development Coalition was formed to let Congress and the Administration know the urgent need in our rural communities for rural water and sewer projects. The grant funds for these projects are contained in the Rural Development Act of 1972. Implementation of the Rural Development Act has been and will continue to be one of our top legislative priorities.

Since the act's enactment in 1972 it has been a frustrating experience in getting the rural water and sewer grant funds authorized by the act. An authorization of \$300 million for these grants is the backbone of the act. However, in 1973 the Administration impounded \$120 million in grant funds after they were duly appropriated. In 1974 the Administration released these funds with much fanfare about how much is being done for rural America. Now for fiscal '75 these same funds are being rebudgeted in an appropriation bill that has been vetoed, so they are back in limbo.

The Administration has once again pulled a "now you see it, now you don't" with these funds. It reminds us of the old shell game where the customer is tantalized by the "pea" under some moving shells. In this case we wonder if the \$120 million for rural America is under one of the shells, finally.

October 29, 1974

Dear Mr. Cleveland:

This is in response to your recent communication to the President regarding the rural water and sewer grant program as authorized under the Rural Development Act.

I believe that in assessing this Administration's effort to assist rural development, it is necessary to examine proposed funding levels for all of the major Rural Development Act programs which contribute significantly to this objective. The following table provides historical perspective for the Administration's commitment to rural development through these Rural Development Act programs.

APPROPRIATION LEVELS (RURAL DEVELOPMENT ACT)

	FY 71 (Actual)	FY 72 (Actual)	FY 73 (Actual)	FY 74 (Actual)	FY 75 (Actual)
Community Facility Loans	—	—	—	50	200
Community Facility Grants	—	—	—	10	10
Industrial Development Loans	—	—	—	200	350
Water & Sewer Loans*	262	300	400	470	470
Water & Sewer Grants*	44	42	30	24	127**
Total	306	342	430	754	1157

*Ongoing program which was liberalized by the Rural Development Act.

**Funded from prior year unobligated balance.

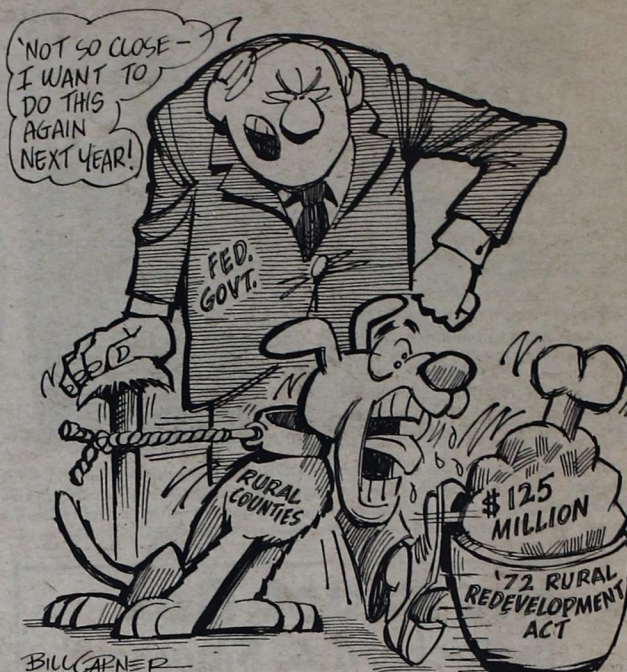
This table shows that Federal funding for Rural Development Act programs has increased by almost 300 per cent from fiscal '71 to fiscal '75, and by over 50 per cent from fiscal '74 to fiscal '75. While it is true that much of this assistance is in the form of loans, \$670 million of these loans for fiscal '75 have an interest rate to the borrower of 5 per cent which represents a substantial interest subsidy (a form of federal grant) in today's money market.

The Department of Agriculture has taken vigorous steps to "gear up" for the administration of the new community facility and business loan authorities, as well as seeking improved coordination of federal programs to increase their contribution to rural development. In addition, it has revised regulations for administration of the water and sewer grant program so as to assure that such assistance is targeted to the most financially needy communities.

Also, you referred to the recently enacted Housing and Community Development Act of 1974, which created a new community development block grant program. This act specifically allocates a portion of the funds for the block grant program to non-metropolitan areas. Assuming the passage of the pending appropriation request, \$470.4 million will be allocated for commitment to non-metropolitan areas starting Jan. 1, 1975. The amount of \$265.5 million will meet the "hold-harmless" requirements for localities that have participated in recent years in the HUD programs terminated by the act. The remaining \$204.9 million will be available to meet applications from non-metropolitan localities. These funds can be used for a wide range of community development activities, including financing new water and sewer facilities. HUD is currently preparing regulations and will begin considering applications Jan. 1, 1975.

You may be assured that this Administration will continue to accord high

(Continued on page 6)



BILL CARNER

November 11, 1974

Dear Mr. Cleveland:

I have received your letter regarding the rural water and sewer program and can understand your concern.

First of all, I hope it will be kept in mind that it is the White House, not Congress, which is responsible for the funding problems facing this program. It was established in 1965 with strong bipartisan support, but its serious difficulties began under the Nixon Administration.

In 1970, on the House Floor, I secured approval of an amendment providing the maximum available in grant funds under the authorization then in effect for the program. President Nixon, however, impounded more than half the funds. In 1971, together with Congressman Findley, I circulated a letter among House members which was sent to Mr. Nixon with about 80 signatures urging that the impounded funds be released. A copy of that letter is enclosed and, as you can see, every effort was made to impress upon the White House the importance of the program. Nevertheless, the funds were not released and the impoundments continued, even going so far as an illegal effort to abolish the grant portion of the program.

As you stated in your letter, the new fiscal '75 agriculture appropriations bill provides a total of \$150 million for the program and, of this, \$120 million has been reappropriated from funds appropriated earlier but not spent. The decision to fund the program at the \$150 million level was based on the fact that, while Mr. Nixon has left the White House, his economic philosophy remains there. In other words, cuts had to be made to avoid a veto. An argument can be made that the \$120 million is not "new money," insofar as it was appropriated earlier, but it has not yet been spent and the important thing is to provide as much funding under the circumstances, as possible.

It is true that the White House released \$120 million earlier this year. The announcement was made on May 7, but none of that money was spent during fiscal '74. The reason given was that the agency had to prepare new regulations, even though the program had been in operation since 1965.

I noted your suggestion about converting loan funds into grant money. There are at least two problems with this. First, the provisions of the Rural Development Act of 1972, which set up the revolving loan, would have to be amended by an act of Congress and I am not sure how a revolving fund of this sort could be kept in operation if money in the fund were diverted to grants. Secondly, as of Aug. 31, 1974, the Farmers Home Administration had outstanding applications of nearly \$920 million for loans, as compared to about \$250 million for grants. In other words, there is a greater need for loan money than for grant funds.

The obvious solution to this problem, which is what I have continually advocated, is to provide the needed money, or as much as is economically possible, and proceed with the program. I plan to keep working toward that objective and I would hope, as I said at the outset of this letter, that those supporting the program realize the troubles it faces are the result of actions by the White House.

Sincerely,
Neal Smith
Member of Congress
Fourth District, Iowa

ITMA Offers Home - Study Instruction

The Institute for Training in Municipal Administration (ITMA), a component of the International City Management Assn. (ICMA), is conducting a national program of in-service education for administrators of local government.

Courses are available for home study, providing the opportunity for self-development. Primary goals, according to ICMA, include strengthening the quality of urban governments through professional management and developing and disseminating new concepts and approaches to urban government and management.

Admission is open to all persons affiliated with local government. The program's instructors are professional full-time local government administrators. Students may begin a course anytime and can study at his or her own pace. Upon successful completion of the course, a nationally recognized certificate is awarded.

Present course offerings include: Managing the Modern City; Municipal Police Administration; Municipal Fire Administration; Municipal Public Relations; Principles and Practice of Urban Planning; Management Practices for Small Cities; Effective Supervisory Practices, and Managing Municipal Leisure Services.

New courses to be offered starting January, 1975 include: Policy Analysis in Local Government; Developing the Municipal Organization; Urban Public Works Administration, and Municipal Finance Administration.

For further information please contact Bruce Freeman, New County Center or Betty Cheatham at I.C.M.A. - 1140 Connecticut Avenue, N.W., Washington, D.C. 20036 (202/293-2200).

What Is Your County Doing?

The NACo Energy Project is compiling information on what county governments are doing about energy. We are interested in many aspects: local energy committees, conservation of energy, emergency services, and allocation services.

- Is your community involved in a conservation effort?
- Have you adopted changes in your building code to reflect conservation?
- Have you sought any changes in state law to conserve energy?

If you would please send information on your efforts to the NACo energy office, we can build a library of case histories.

The Energy Project has a limited number of guides and information in each of these areas which we will send you if you need assistance. Please call or write Chris Oynes or Kay Stouffer at NACo, (202) 785-9577.



FAREWELL TO MR. DEBS: NACo held a reception last week in honor of Ernest E. Debs, who is retiring after 32 years as supervisor of Los Angeles County and two years as chairman of NACo's health and education steering committee. Here, Debs (left) poses with longtime friends Congressman and Mrs. Chet Holifield. Coincidentally, Congressman Holifield, whose district includes part of Los Angeles County, has also served exactly 32 years.

ENERGY UPDATE

Energy Report Urges Cut In Consumption Growth Rate

By cutting the growth rate in energy consumption, the United States can balance its energy budget, safeguard the environment and protect the independence of its foreign policy. This is the principal finding of a two-year study of national energy issues by the Energy Policy Project, sponsored by the Ford Foundation.

The project's final report, **A Time To Choose**, concludes that the nation should trim energy growth from the current 4.5 per cent to about 2 per cent a year. This can be done without adversely affecting the economy or the amenities of our way of life. Neither jobs, nor growth rate in incomes, nor household comforts will suffer if the nation's energy growth rate is slowed by more efficient use of energy.

To achieve major energy savings, the project reported, the nation must adopt a consistent, integrated energy conservation policy.

To conserve energy, deliberate government actions are necessary to supplement market forces. Higher fuel prices alone will not induce builders, for example, to put insulation in new buildings, or impel automobile manufacturers to put their best efforts into improved gasoline mileage in new cars.

The greatest opportunities for improving energy efficiency lie in industry, in heating and cooling buildings, and in the automobile. The project makes four main policy recommendations for achieving slower energy growth:

- Adopt minimum fuel economy performance standards for new cars, in order to achieve an average fuel economy of at least 20 miles per gallon by 1985.
- Encourage more efficient space

heating and cooling. This includes making credit easily available for energy-saving investments in existing buildings; upgrading building codes and providing technical assistance to builders.

- Shape government programs to encourage technological innovation for saving energy. This includes shifting federal research and development funding toward energy conservation technology and stressing government purchases of energy-conserving equipment — thriftier cars, tighter buildings, recycled materials.

- Set prices to reflect the full costs of producing energy — this is especially important to encourage energy-saving in industry. This means eliminating energy industry subsidies; abolishing promotional discounts for big electricity users; levying pollution taxes to supplement pollution control regulation; and building oil stockpiles financed by tariffs on imported oil.

Even at a 2 per cent annual growth rate, energy supplies will need to be 28 per cent larger in 1985 than in 1973.

The Ford Foundation Project report is in sharp contrast to the announced direction of federal energy policy as discussed by President Ford in his nationwide speech of October 8, 1974. The President urged deregulation of the price of natural gas, improvement in gasoline mileage for automobiles, amendments to the Clean Air Act to allow burning of high sulfur coal, more use of nuclear energy, and voluntary conservation.

A small number of copies of the Ford Foundation report are available from the NACo Energy Project.

Good Plans Can Thwart Big Trouble

Disasters seldom give advance warning.

A tornado may whirl through county, an airplane may plummet from the sky, a river may overflow its banks, or widespread riots and civil disorders may break out.

San Mateo County (Calif.) realized it faced a high potential for civil disorders and decided to design an intensive training program for decision-making officials.

In order to obtain this training San Mateo officials took the Civil Disorder Management Course offered on a regular basis by the California Specialized Training Institute.

The county sent approximately 50 officials, who represented all local government jurisdictions in the county, to the week-long course.

The course is designed to study 1) the causes of organized dissent, 2) methods by which disorders can be prevented or reduced in scope and intensity, 3) the necessity of advance joint planning by all levels of local government involved in a confrontation, and 4) the control and management techniques and operational procedures to be employed during a civil disorder.

In addition, a practical exercise was conducted. While the exercise did not involve the actual deployment of personnel, it did provide the county officials with an opportunity for problem solving in a realistic control operation.

Humboldt County, Iowa, to date, has not experienced any major disasters. Yet there have been a number of serious storm and flood situations that have successfully tested the readiness of the county's civil preparedness program.

The elements of the program include: a simulated tornado disaster exercise (almost 100 per cent participation), use of tornado spotters, passage of a mobile home tie-down ordinance, distribution of Family Emergency Handbooks to every county home, trained radiological monitors, first aid and medical self-help training, and a county emergency planning project which listed all available manpower and resources in the county.

Both San Mateo and Humboldt counties have visibly demonstrated they are capable of coping with a disaster.

WHAT A BARGAIN!!!

You can receive a copy of NACo's comprehensive fact book on county government — "From America's Counties Today" — at an all-time low price of \$2.00 per copy. Regularly \$4.50 for NACo members, \$6.50 for non-members.

This 150-page book contains four main chapters on the history, structure, functions and personnel and current trends in county government.

Specifics of the Election Law

Dear Mr. Tabor:

This is in reference to your request for a statement on the implications of section 401 of the Federal Election Campaign Act Amendments of 1974, Public Law 93-443.

Section 401 amends section 1502(a)(3) of title 5, United States Code, to read: "be a candidate for elective office." Section 1502(a) will, after January 1, 1975, read as follows:

(a) A State or local officer or employee may not —

- (1) use his official authority or influence for the purpose of interfering with or affecting the result of an election or a nomination for office;
- (2) directly or indirectly coerce, attempt to coerce, command, or advise a state or local employee to pay, lend, or contribute anything of value to a party, committee, organization, agency, or person for political purposes; or
- (3) be a candidate for elective office.

Section 401, in effect, deletes 11 of the 13 specifically prohibited activities which are set forth at 5 CFR 151.122. Under section 401, State and local employees working in connection with federally funded programs will, after January 1, 1975, be permitted to:

- (1) Serve as an officer of a political party, a member of a National, State or local committee of a political party, an officer or member of a committee of a partisan political club;
- (2) Organize or reorganize a political party, organization, or political club;
- (3) Organize, sell tickets to, promote, or actively participate in a fund-raising activity of a partisan candidate, political party, or political club;
- (4) Take an active part in managing the political campaign of a partisan candidate for public office or political party office;
- (5) Solicit votes in support of or in opposition to a partisan candidate for public office or political party office;
- (6) Act as recorder, watcher, challenger, or similar officer at the polls on behalf of a political party or partisan candidate;
- (7) Drive voters to the polls on behalf of a political party or partisan candidate;
- (8) Endorse or oppose a partisan candidate for public office or political party office in a political advertisement, a broadcast, campaign literature, or similar material;
- (9) Serve as a delegate, alternate, or proxy to a political party convention;
- (10) Address a convention, caucus, rally, or similar gathering of a political party in support of or in opposition to a partisan candidate for public office or political party office;
- (11) Initiate or circulate a partisan nominating petition.

"Macing" of employees is still prohibited under section 1502(a)(2). Also, while covered employees may not be candidates for office in partisan elections, they will be free to actively campaign on behalf of, or in opposition to, partisan candidates. Further, an employee who does not wish to participate no longer has the protection of the prior management and campaigning prohibitions.

In our view, the limitations on coercion and misuse of official authority, standing alone, are wholly inadequate to protect employees from the subtle pressures that would impel them to engage in political activity in order to protect and enhance their employment situation, and that without the protection of a public policy that limits the political activities of public employees, an employee would be vulnerable to indirect influences to support the political party or candidate favored by those in a position to affect the employee's public service career.

At all events, this amendment to the Hatch Act represents a major change in the law which has been effected without the testimony of those who are viewed as expert in the subject matter.

Sincerely yours,
Lynn R. Collins
Acting Assistant General Counsel
U.S. Civil Service Commission

Letter to Don Cleveland ...

(Continued from page 4)

priority to meeting the needs of rural America during its consideration of funding levels for fiscal '75 and fiscal '76 in the context of our efforts to bring inflation under control. All Americans - rural and urban - stand to lose if we do not take necessary actions in the public and private sectors to bring our economy back into balance. This will require "belt tightening" in our federal spending programs if we are to achieve this objective.

I believe that the funding levels shown above are consistent with the high priority which your organization assigns to rural development.

Sincerely,
Norman E. Ross, Jr.
Assistant Director
Domestic Council

Arkansas Approves 'Good Guys' Measure

A revolution has occurred in the state of Arkansas and county government is at the center of it. As a result of passage of constitutional amendment #56, policies will be developed and budgets approved by county legislatures which will be composed of members elected from districts.

Currently, Arkansas is one of the only states where the county governing board is composed of representatives from each town in the county (Pulaski County's board has 400 members). By 1977, Arkansas governing boards, called Quorum Courts, will consist of a minimum of 9, and a maximum of 15 members from equally sized districts.

The presiding judge will continue to be elected at large from the county, and to have responsibility for general county administration. With amendment 56, which has the effect of strengthening separation of legislative and executive functions, the county judge will have veto power over actions of the quorum court, making all 75 Arkansas counties in effect council-elected executive forms of government.

Whereas quorum courts in Arkansas presently meet about once a year to approve the county judge's budget, under the new amendment, the governing body will have real policy-making responsibilities. The judge, rather than being the more or less one-man-band of policy-maker and executive, will become the head of a separate branch of government. The judge will have authority to hire professional help for administering the county, to suggest policy to the quorum court, and to prepare and execute the budget.

Supporters of Amendment #56 were concerned that it would not achieve voter approval because of a controversial amendment immediately preceding it on the ballot. "We thought people would just vote down every amendment to be on the safe side in eliminating the one they knew they didn't want," explained

Carl Madsen, acting executive director of the Arkansas Association of Counties.

To counteract this problem and to educate voters on amendment 56, supporters instituted a campaign centered around "Amendment 56 — The Good Guys' Amendment," featuring white hat lapel stickers. A brochure detailed the county government improvements the amendment would precipitate and there was a special toll-free number available for information on the amendment. Since the final vote was 238,000 to 222,000, it was fortunate for the amendment that such precautions were taken.

In approving an amendment which provides for strengthened county government, Arkansas became the 12th state in the past two years to do so. In the other 11 states, Georgia, Illinois, Kansas, Michigan, Minnesota, Montana, New Jersey, Pennsylvania, South Carolina, South Dakota and Utah, forms of county government, functions counties may perform and the manner these functions are financed were made more flexible through constitutional or statutory change.

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.

NACo/CIC Federal Aid Briefing

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November 25, 1974

OUTLOOK

On Issues Affecting Counties

Can we live with the mess we're making?



Changing times demand new technologies

by Roger Bason
NACo Staff

County government is changing rapidly in responsibility and function due to demographic pressures and evolving economies of scale in government.

The response to management of solid waste on a county level is an excellent example of this process of change.

While several states are develop-

ing large scale solid waste plans requiring multicounty and regional cooperation, the county remains an efficiently scaled political-geographic entity for regionalized and effective solid waste disposal systems.

RECENT LEGISLATION in Utah and Idaho, for example, places greatly increased solid waste responsibility on the shoulders of county government. Similar legisla-

tion in North Carolina increased countywide planning and resulted in a model of state-county cooperation in problem solving.

In 1968 the state of North Carolina had four of its 100 counties with solid waste responsibility operating countywide facilities. Today 94 counties have plans developed and 75 are actively involved in overseeing land disposal operations.

(Continued on page 8)

Patchwork will not fill growing gap

Joel Haggard
Practicing Attorney
Houghton, Cluck, Coughlin & Riley

The U.S. promised moon travel within the 1960s. It became reality.

A commitment to close open burning dumps also was made; but a performance gap has resulted.

The performance gap in solid waste is understandable when you realize that disposal technology is but one aspect of the total solid waste system. Institutionally, the solid waste system includes the structure under which you operate, its management and its operation; not just disposal operations. Functionally, the solid waste system includes generation, collection, disposal and re-use elements; not just disposal. Typically, solid wastes encompass garbage, industrial, demolition, hazardous, mining and agricultural wastes; not just garbage. Emphasizing disposal technology is no longer sufficient in light of the system with which we must deal.

WE CAN'T close the performance/promise gap merely by recognizing the total solid waste system. The executive director of the Minnesota Pollution Control Agency, Grant J. Merritt, says the public must not be allowed to be "brainwashed" into thinking that recycling alone is the panacea for all the energy in solid waste problems.

The system requires efforts at waste source reduction as well as disposal and resource recovery. Neither will an appreciation of system interrelationships close the gap unless we provide a program for all system components. One recent example of a limited view is reflected in EPA's regulations on solid waste in 40 CFR 241.100(a). The regulation

(Continued on page 10)

How some counties treat junk as a resource

Nashville-Davidson (Tenn.) has a \$16.5 million facility which uses solid waste as a primary fuel in an efficient, modern and economical central energy plant to heat and cool state, municipal and private buildings in the downtown community.

In 1974, the first year of operation for the pioneering Nashville Thermal Transfer Corporation (Thermal), heating and cooling customers will include at least 42 state and municipal buildings, and 24 private buildings. These original contracts have been executed for 30-year terms commencing with the initial delivery of service, and contracts with additional customers are being negotiated.

Projections show first-year revenues of \$1,600,000. Revenues are estimated to exceed \$2,600,000 by 1978. The revenue projections reflect the distinct advantage that Thermal has over individually

owned and operated cooling and heating systems. Thermal can produce steam for about 30 per cent of the cost of using fossil fuels, and chilled water for about 40 per cent. The district plant replaces at least 27 individual cooling and heating systems in its first phase alone, and will save some 20 million kilowatt hours (kwh) in electrical usage. When the plant is completed and fully operative, it will conserve more than 71 million kwh per year, or roughly the electric power consumption of a residential area of 15,000 people.

The corporation's rates for cooling, heating and incineration service will be the lowest in the United States for a system of comparable size. The use on no-cost fuel supplied by Nashville will enable the corporation's customers to purchase the heating and cooling for a price at least 25 per cent less than



their alternate cost of owning, maintaining and operating their own in-building boilers and chillers.

Under the Thermal-Nashville contract, Nashville retains title to all solid waste delivered to Thermal both before and after incineration. A recent study by the U.S. Bureau of Mines reveals that the recovery value of incinerator ash can equal two or three dollars per ton of solid waste. Sale of this residue may result in substantial profits to Nashville. Also, this system reduces Nashville's future cost for solid waste disposal by about \$3 per ton. This savings amounts to over \$1,250,000 annually through reductions in the estimated cost of transportation and future sanitary landfill operations.

The initial consumption and production capacity of the Thermal plant will be 720 tons of solid waste per day, producing about 395,000 pounds steam per hour and approximately 14,000 tons of air conditioning. Ultimately, the plant will consume 1,440 tons of solid waste per day (equivalent to the estimated total county-wide daily refuse col-

lection by 1976) to produce a steam output in excess of 500,000 pounds per hour and over 30,000 tons of refrigeration.

DUPAGE COUNTY (ILL.)

An environmental management project designed to utilize DuPage County's solid wastes in precise and careful construction of two 250-foot high skiing and recreational hills was begun several months ago at a 180 acre site of the Greene Valley Forest Preserve.

Heralded as an imaginative and constructive solution to both solid waste problems and recreational needs, the completed project will provide DuPage County residents with the two highest ski slopes and most complete outdoor recreational facility in Northern Illinois.

The final selection of 180 acres in the 1,400 acre Greene Valley Forest Preserve was based upon the availability of an adequate clay subsoil to provide an environmentally sound sanitary landfill, and upon its close proximity to adequate arterial and secondary roadways.

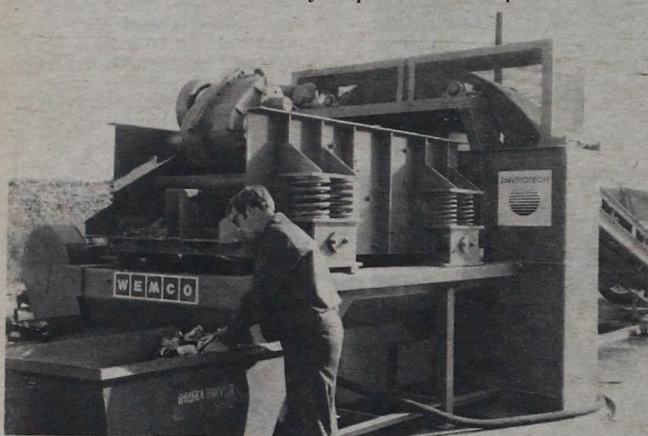
The entire development will conform with a highly technical and very detailed master plan which established final recreational contours and includes — for example — over 3 1/2 miles of underground tile to monitor and control the possible generation of liquid residue within the sanitary landfill construction site.

LANE COUNTY

The world's first energy system that will burn wood waste from the lumber industry plus household garbage on a regular basis to generate steam for electrical power is planned for Lane County (Oreg.).

In addition to conserving fuels such as coal and oil, the system will reclaim more than 10 million steel cans a year for recycling. The cans will be recovered magnetically before the shredded household refuse is fed into a utility steam boiler.

Wood waste (bark, pulp, etc.) — or "hogged fuel" as it is called locally — is used as a fuel in logging areas. As a result of the energy crisis, lumber mills are using a growing portion of hogged fuel for their own requirements. This has resulted in a shortage of the material for utility use. Eugene Water and Electric Board officials expect, however, that household garbage generated by Lane County's 230,000 residents will help meet the local public utility's fuel needs by 1976.



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Changing times...

(Continued from page 7)

Due to its growing responsibility in the disposal aspect of solid waste management, materials recovery and energy recovery from the waste stream are receiving much attention at the county level.

This is reflected in part by citizen pressure on local officials to explore new and different alternative disposal techniques, the growing involvement and increased capability of resource recovery technologies developed by industry and the vision and leadership of many decision makers on the local level seeking creative solutions in solid waste management through materials and energy recovery.

Over the past year NACoRF has sought to enhance problem solving in this field through workshop style conferences highlighting successful case studies and operational problems. Through active information exchanges by industry, consultants, state and local solid waste managers and decision makers, roadblocks hindering resource recovery programs have been identified.

THIS EFFORT will be continued through our active role in

continuing such exchanges with a currently scheduled three-day conference on energy conservation issues with an emphasis on energy recovery systems and increased productivity in solid waste management.

Examples of county commitment to resource recovery are diverse and numerous. The thermal transfer station developed by Nashville-Davidson County (Tenn.) consolidation is one outstanding example. The \$17.5 million dollar facility was totally locally financed. Using urban refuse as fuel, the system heats and cools 23 buildings in downtown Nashville.

Lane County (Oreg.) is similarly recovering energy by feeding shredded refuse as a mix in wood waste fired boilers for electricity generation. Whatcom County (Wash.) recently began operations of power generation from incinerated solid waste. Salt Lake County (Utah) has been contacted by northern California paper companies interested in recycling paper via rail haul across the Sierra Nevadas. The Los Angeles sanitation district has begun methane gas

recovery from their Pallas Verdes landfill.

Many counties throughout the nation are considering similar operations of methane gas recovery with the NRG Inc. Westchester County (N.Y.) is developing a management plan for countywide resource recovery. Upstate, Onondaga County has plans for a large-scale energy recovery plant to heat much of Syracuse University. In Dutchess County (N.Y.) the feasibility of a pyrolysis system to recover organic fuels is being studied and will carefully monitor results of urban systems being developed in San Diego County (Calif.) and Baltimore (Md.).

The recent and rapid changes in our nations economy and energy sufficiency have provided a climate of change and innovation in solid waste.

Much depends on the effectiveness of emergency energy recovery technologies often having no long record of operational performance. It also depends on the careful consideration by local decision makers of the most adequate solid waste system to meet their present and future needs.

Government has 'decision guide'

by Robert A. Colonna
Director
Systems Mgt. Div.
OSWMP — U.S. EPA

In many counties and urban areas, the decision-making process in solid wastes management is based on intuition or "seat-of-the-pants" judgments.

Although assessments in this field cannot be scientifically controlled, a great deal of data and expertise have been developed which permit a more structured approach to decision-making.

Many county officials have expressed the need to put this information in a form more readily accessible for decision making.

The Office of Solid Wastes Management Programs (OSWMP) of the U.S. Environmental Protection Agency decided to develop a solid wastes management guide based on its eight years of studies, demonstrations, and technical assistance, as well as the literature in the field. The project was begun in June 1973 by OSWMP's Systems Management Division.

The purpose of the Decision-Makers Guide is fourfold:

- To define typical municipal solid waste problems.
- To present system and technological alternatives to these problems.
- To show cost and performance trade-offs of these alternatives.
- To assist in identifying the best alternatives for local solid wastes management.

In developing such a document, there is the danger that the readers will expect it to do too much. Therefore, it is important to understand at the outset what the Decision-Makers Guide cannot accomplish. First, it cannot identify a single system which is best for every county.

While some degree of generalization is possible, it is clear that there is no one best system that applies to all municipalities. Second, it cannot be used as a "cookbook" for decision-making without professional assistance. Refuse management is not a simple problem. In fact, in a nationwide survey, elected municipal officials identified refuse as their number one problem.

Third, the guide cannot provide data which would eliminate the need for equipment designers and consulting engineers. Rather than replace these specialists, a thorough understanding of this document should increase the use of their services. The guide should also help local decision-makers frame their plans in terms of alternatives and trade-offs so that when one is selected, a clear-cut move to hire a consulting engineer or designer can be made.

The guide identifies the decisions to be made within each of the major functional areas of solid waste management (collection, transport, processing and disposal) and how they relate to each other. In



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addition, the institutional and organizational issues of financing of the system, which level of government will administer it, and whether a public agency or private firm should own and operate it, are examined.

The following list of the major sections and the issues presented in each section illustrates the range of topics covered in the Decision-Makers Guide:

Institutional and Organizational Approaches:

- Public and Private Operation of Residential Solid Wastes Collection

- Public and Private Operation of Processing and Disposal Facilities

- Multi-Jurisdictional Approaches

- Sources of Operating Revenues
- Capital Financing

Collection:

- Point of Collection
- Frequency of Collection
- Storage Containers
- Paper and Plastic Bags
- Collection of Bulky Items
- Source Separation for Resource Recovery

- Residential Collection Equipment and Crew Size

- Solid Waste Collection in Rural Areas

Transportation:

Processing:

- Baling
- Milling
- Energy Recovery and Thermal Reduction

- Materials Recovery

Disposal:

- Sanitary Landfilling

Special Wastes:

- Tires
- Abandoned Autos
- Wastes Oils
- Sewage Sludge

Appendices:

- Collection Costs and Productivity

- Residential Collection and Management Tools

- Closing Open Dumps
- Hazardous Wastes

For each section, the alternatives available to the decision-maker are identified and the advantages and disadvantages associated with each are presented. Wherever possible, cost data are included and other considerations which might affect the outcome are discussed.

Finally, conclusions are drawn, and OSWMP's recommendation is given.

For the past two years, the Office of Solid Wastes Management Programs has been engaged in a program of technical assistance to local governments. This is aimed at helping them overcome a broad spectrum of wastes management problems and search for new approaches.

As a part of this technical assistance program, over 20 major projects have been executed to date. These were aimed at developing new tools to assist municipalities in their management of solid wastes systems and in their decision-making processes.

The Office of Solid Wastes Management Programs believes that the guide will serve two important needs: first, to assist local decision-makers in developing an improved system for their county or city; and second, to present in one document, the OSWMP position on most of the major issues in solid wastes management.

The guide is available from both OSWMP and NACo's Solid Waste Project. Evaluations of its effectiveness and suggestions for changes are encouraged to update the work in its second printing. Also in the works at EPA is a Cost Estimates Handbook, which will attempt to regionally analyze cost information such as wages and equipment. This project is in the early stages of development and will not be available for some time. Suggestions forwarded to Cindy McLaren, Operations Research Analyst, (202) 254-7414.

The "Decision-Makers Guide in Solid Wastes Management" can be obtained from Solid Waste Information Material Control Section, U.S. Environmental Protection Agency, Cincinnati, Ohio.

We got into a mess, how do we get out of it?

(Continued from page 7)

ignores hazardous, mining and agricultural wastes because not enough is known.

For a system approach we must knowledgeably consider what information is needed to implement the total system; then we must develop it. Only then can you as responsible county officials provide the public with the required quality of services.

A system approach will help us to avoid an emphasis on immediate short-range problems. A system approach will direct our job performance to other than just perceived problems which often are only symptoms of system deficiencies. A system approach will permit us to implement practical answers, not just demonstrate possibilities.

A FUNDAMENTAL law of physics, the "lever," must be rediscovered and applied. By applying the lever concept, we will commit ourselves to pursuing maximum results for the limited manpower and dollars available. This might appear to suggest working on short-term leverage items only. But with the system analysis it means we are directing our attention at problems which are basic, not just symptomatic. The leverage approach then is but one method of establishing priorities.

Start your analysis of where the leverage is by rejecting present or historical assumptions; then identify the alternatives and system relationships which permit you to manage the system.

We are all concerned about **COSTS**. For managing your costs, you could use the concept of "zero budgeting." This concept permits annually questioning and reviewing the validity of each assumption and each cost element involved in last year's activities.

This approach rejects the notion that everything spent last year is needed in the ensuing year. Consider the system's functional element of collection: why not reject as but a "desire" — and not a needed system — the backyard pickup or the utilization of multiple personnel collection vehicles. These practices account for a significant portion of the 60 to 80 per cent of total disposal costs which are attributable to collection. Yet, the assumptions of historic low labor rates and "the public needs" this may be valid.

CONSIDER THE volume of solid waste which you handle. It may not make sense when analyzing the system to look at total per capita generation rates. Rather, segregate wastes by source and type so that recycling efforts may be directed at wastes which have low aggregation costs. Practically, the cost effective-



Environmental Action

ness of re-use depends upon the availability of a large enough volume. Identify and tabulate waste volumes in terms of waste aggregation so as not to pursue waste re-use when the cost of aggregation defeats the potential economic recovery.

Re-use of materials is an equally significant consideration. Begin by rejecting the euphoria of such single-answer concepts as incineration of all wastes from one area. Instead, look at the "heat versus re-use" value of individual wastes. Manufacturing paper from recycled instead of virgin fibers saves about 18,000,000 BTUs. Instead of recycling, if you burned one ton of fibers this would provide 15,900,000 BTUs in heat value. Recycling instead of burning can save 2,100,000 BTUs. Should not then Kraft paper be reused instead of burned?

If recycling is indicated, determine if the materials to be recycled are subject to a wide variance in market values. This type of consideration indicates the applications of a total systems approach to the solid waste problem. The pervasive use of such thinking and careful planning will result in a much improved condition of the solid waste dilemma facing our nation.

The chairman of the former National Commission on Materials Policy, Jerome L. Klaff, says, "it is unconscionable that present policies make it cheaper for a municipality to collect its waste and bury it in a landfill or burn it than to recover the resource assets — in spite of today's tremendous material and energy needs."

The Resource Recovery Act of 1970 emphasized the need for research and development in recycling and reuse of solid waste material. Yet results under this type of legislation have not been of great help to you in implementing a feasible system and in assuring a market.

Composting, an oft-discussed and tried system for reuse, was abandoned in many areas in the United States because there was no ade-

quate market. We need more than federal demonstration programs; we need viable systems which you can tailor to your own county.

Resource recovery must accept certain constraints. Financial constraints are obvious and depend upon the value and quantity of materials involved. The nature of reuse market and the ability to economically segregate wastes at their source are factors to recognize.

Public acceptance is an initial hurdle. Unfortunately, more people seem concerned about solid wastes than recycling. Initial capital costs for a reuse system can adversely inflate the current rate structure and increase public opposition to an extensive scheme for recycling. This is particularly true where the present or future shortage of materials is not clear and there are questions as to the practicalities of the scheme.

THERE ARE technical constraints on resource recovery. Scaling up pilot plant operations may cause so many problems that the system is abandoned before proven. Each waste material has different characteristics.

I would suggest that the Environmental Protection Agency sponsor research on the parametric options of reuse versus destruction for various type of wastes so that counties can, within the range of those parameters, make a knowledgeable selection as to available alternatives.

There are many examples of discriminatory legislation or regulations which inhibit resource re-

covery. A 6 cents per gallon tax on oil recycled for use in car and truck crankcases exists. With oil wastes being a principal water pollutant, removal of this tax may promote recycling of a scarce resource and inhibit water pollution. Freight rates for recyclable materials compared with rates for virgin materials are being critically examined in litigation and before the Interstate Commerce Commission.

Whatever restrictions are inappropriate should be removed since the choice of a plant using the technology for virgin versus recycled materials has a long-term influence and restricts our implementation of alternatives in the future.

I would recommend that the Environmental Protection Agency under presidential directive effect a study with other governmental agencies of our present institutional mechanisms for dealing with solid waste. Such a study could be patterned after the recent study of governmental institutions in the energy area. (See "Federal Energy Regulation, An Organizational Study," Wm. O. Doub, Ch: U.S. Government Printing Office, Stock No. 5210-00380; April 1974).

Local zoning interests today control the availability of solid waste sites. Yet, solid waste is not a local problem. Currently proposed land use legislation contains provisions for overriding local zoning for certain facilities needed for the general welfare. But a basic condition of any such legislation should be preestablished site selection criteria.

WITHOUT SUCH criteria to stabilize the judgmental process for acceptance or rejection of a particular site, the process becomes subject to the vagaries of immediate political concerns.

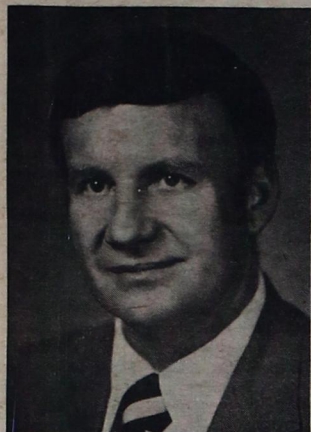
Where do we go from here? What goals for a functionally related solid waste system need be established? We can no longer comfort ourselves that we are doing the best job possible with the present system. The time is now to define how we might better manage solid waste on the county level.

This article is adapted from a speech entitled "Is It Not Time For A Functional Solid Waste System?" delivered as an opening address at a recent U.S. EPA and NACo sponsored Solid Waste Conference in Spokane, Wash. Mr. Haggard has worked closely with the King County Public Works Department on solid waste problems.

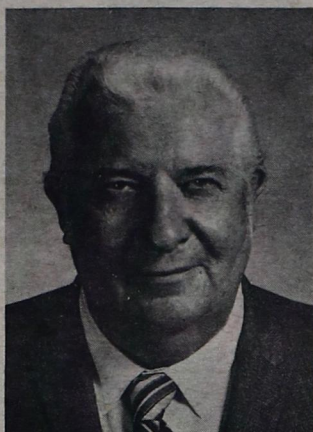
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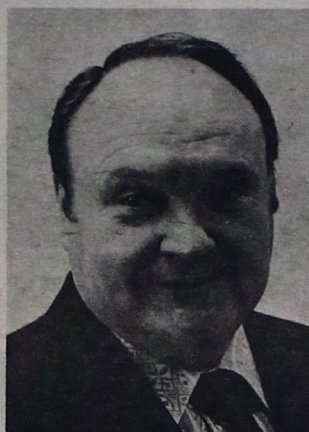
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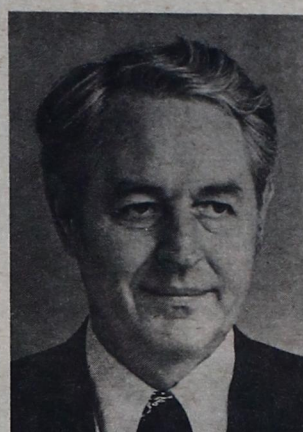
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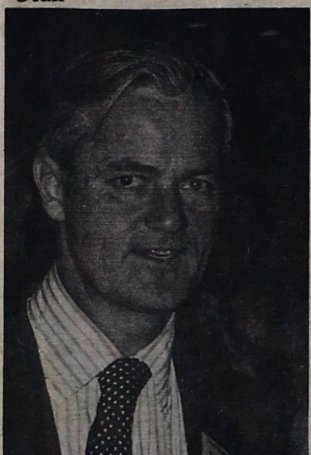
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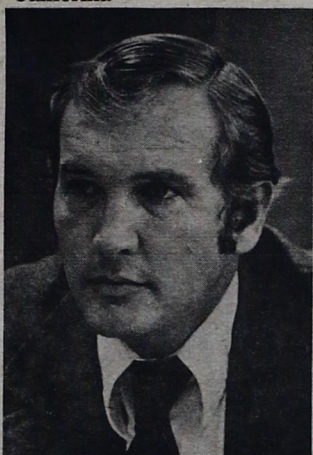
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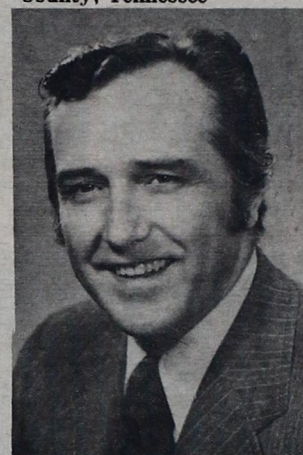
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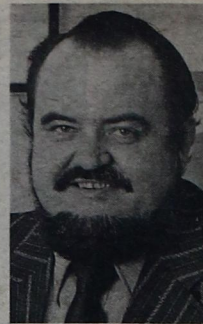
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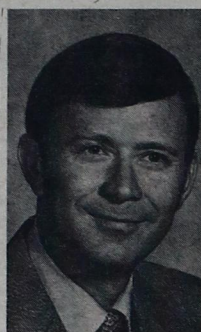
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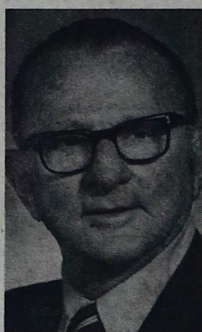
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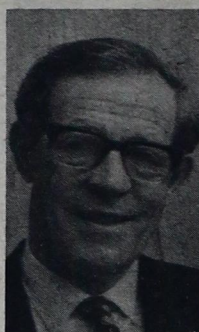
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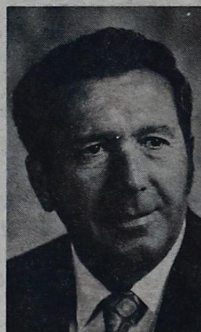
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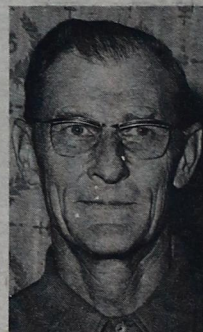
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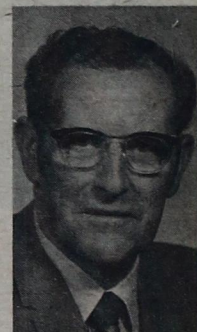
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John E. Mulroy
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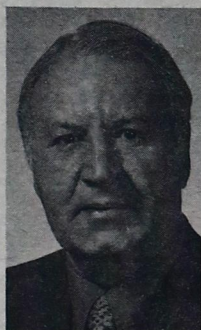
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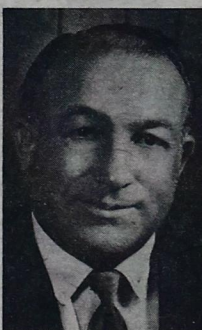
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Mrs. Beverly Parks
Jackson County,
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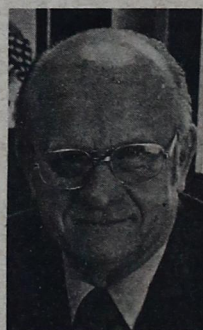
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Jack Petitti
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Frank Pokorny
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John Puryear
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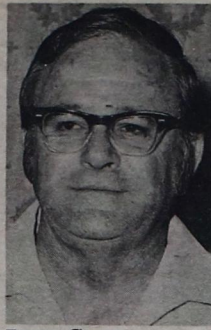
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Bernard Reynolds
Dallas County,
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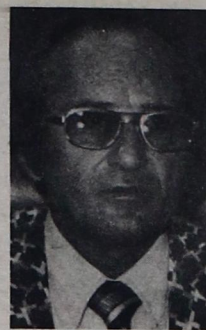
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California



Percy Sears
Guilford County,
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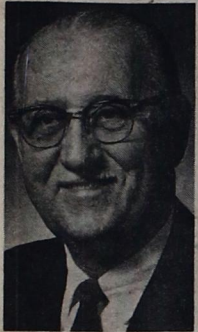
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Cumberland County,
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Jack Simmers
Polk County, Florida



John Spellman
King County,
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George Stahl
Lehigh County,
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Robert Stephens
Fayette County,
Kentucky



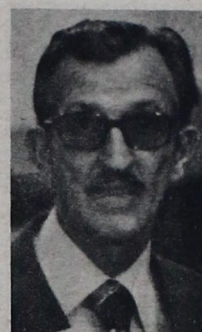
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W. L. Sterrett
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Mary Louise Symon
Dane County,
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Ralph P. Thiel
Tuolumne County,
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Jefferson County,
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Jerry Walley
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Charlotte Williams
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Lloyd Wood
Albermarle County,
Virginia

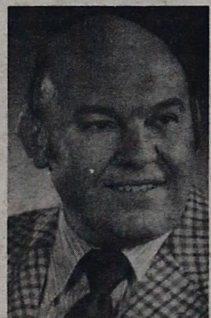
REPRESENTATIVES OF AFFILIATES



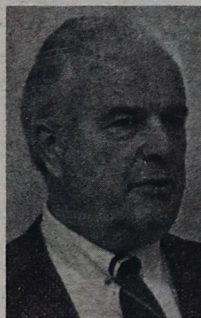
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Western Region
District



J. M. Bistowish
National Assn. of
Co. Health Officers



Jack Christensen
National Council of
Co. Assn. Executives



John Doyne
Natl. Council of
Elected Co. Officials



Gilbert Dulaney
National Assn. of
Co. Welfare Directors



Gary Evans
National Assn., Co.
Manpower Officials



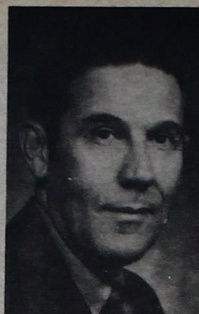
William Feldmeier
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Finance Officers



Eugene Gualco
National Assn. of
Regional Councils



Betty June Hayes
National Assn. of
County Recorders
and Clerks



William L. Landahl
National Assn. of
County Park and
Recreation Officials



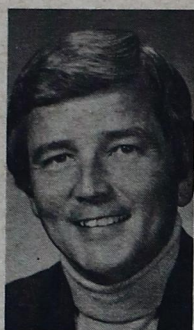
William Leone
NACo/Council of
Intergovernmental
Coordinators



Daniel T. Murphy
National Assn. of
County
Administrators



Clyde Murray
National Assn. of
County Information
Officers



P. Jerry Orrick
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of County
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Paul Van Roekel
National Assn. of
County Engineers



Glen Stutzman
Western Region
District



Robert Zapsic
National Assn. of
County Planning
Directors

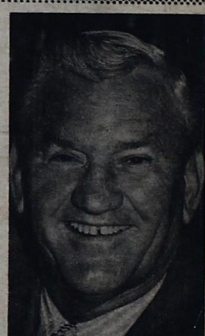
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Nashville-Davidson
County, Tennessee



Clesson Chikasuye
City and County
of Honolulu, Hawaii



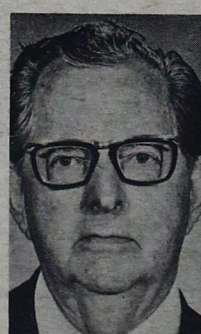
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East Baton Rouge
Parish, Louisiana



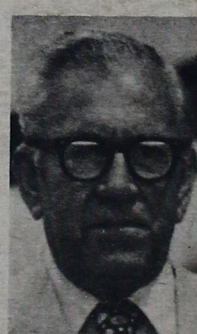
Conrad M. Fowler
Shelby County,
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M. James Gleason
Multnomah County,
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Dan W. Gray
Calhoun County,
Alabama



R. B. Jordan, Jr.
Montgomery County,
North Carolina



Richard Lugar
Indianapolis/Marion
County, Indiana



Gladys Spellman
Prince George's
County, Maryland

Local Alcohol Projects Seek Alternative Funding

by Gary Jacobs
Alcoholism and Alcohol
Abuse Project

Mounting inflation, coupled with massive cutbacks of federally funded social welfare programs, forces community-based programs to strive for fiscal independence. Local officials must explore alternative funding sources.

NACo's Alcohol Abuse and Alcoholism project staff have identified two major areas of funding alternatives for alcoholism programs: funds available through the private sector, and federal sources other than the Comprehensive Alcohol Act of 1974.

Private Funding Sources

- **Private Insurers** — Commercial and non-profit private insurers are interested in facilities that can provide quality service more economically than traditional institutions such as hospitals. Where cost-effectiveness can be projected, programs have been developed to demonstrate non-medical models to private insurers. An example is specialized residential treatment services for alcoholics.

Another way to attract private, non-profit and commercial insurers is to set up 30-day treatment programs operated in special homes; e.g. nursing homes.

The state could encourage these programs by establishing requirements for standards and licensing, and promoting the investment of private capital to expand services.

- **Labor-Management Relations** — Unions are beginning to include alcoholism prevention and treatment programs into their contract demands. Unions can use the collective bargaining process to integrate effective alcohol-oriented programs into their health plans.

- **Integrated Human Resource Delivery Systems** — Creation of liaisons with other health and human resource delivery agencies could provide indirect financing for alcohol projects (such as a half-way house for alcoholics).

One could negotiate a Title XVI contract with a welfare department, for example, to pay for program costs such as group therapy or socialization. Title XIX, Medicaid, could pay for a partial hospital program, if Medicaid covers the treatment.

- **Philanthropic Funds** — This funding source is important for the future of alcohol programs. It affords programs the opportunity to become self-sustaining and functional when federal monies slack off. Program people should contact local foundations to see what funds are available.

Existing Federal Legislation

- **Social Security Amendments** — Title XVIII (Medicare) and Title XIX (Medicaid) of the Social Security Act — States and local programs should examine which services in their alcoholism programs are medical, and let the Title XVIII and XIX dollars pay for these services, which are traditionally supported by federal or state dollars.

This would provide an opportunity to shift monies toward non-medically oriented services. Title XIX entitles those under 21 to Medicaid payments.

- **Title IV-A (aid to dependent children) and Title XVI (SSI)** — These acts are potential funding sources for alcohol programs, as long as the

service is incidental to a treatment plan and a treatment program. These dollars can purchase counseling, out-patient or residential care, or any of the usual range of services incidental to the treatment and/or rehabilitation of mental health or mental retardation problems, and alcohol addiction.

- **Federal-Aid Highway Act of 1973** — Title 402 and 403, highway safety programs and alcohol-oriented demonstration models — These acts offer various localities funds to set up highway safety programs and to do research on D.W.I. (Driving While Intoxicated) offenders. The research includes attempts to streamline the court process for D.W.I.'s.

- **State and Local Fiscal Assistance Act** — (Revenue Sharing) — Alcoholism is one of the special categories under existing revenue-sharing regulations. Where local policy-makers are aware of the problem, and concerned about it, alcoholism programs stand a good chance of support from revenue-sharing dollars.

Pending Legislation

- **Health Facilities Act (Hill-Burton), Title VI** — This act offers Federal funds for the modernization of health facilities and construction of hospitals or branches of health departments. Funds are available to hospitals and clinics to modernize or construct alcohol-treatment facilities, such as detoxification centers.

- **Health Services Act of 1974** — Under Title XIV, monies will be available for the planning, developing and building of three kinds of health centers: Community Health Centers, Migratory Health Centers and Community Mental Health Centers.

The first two centers are permitted to include health care services for alcoholics.

Mental Health Centers, under the act, should contain a broad array of alcohol-oriented services. These Centers should provide detoxification and referral service or contract with another facility to provide these services.

A variety of new bills in Congress could make new monies available for alcohol programs. We will keep you abreast of new developments.

Coming Events

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** — The Hilton Inn, Raleigh, N.C. — John T. Morrissey, Sr. — 919/832-2893.
- 4-5 **Association of Arkansas Counties** — Little Rock, Arkansas — Carl Madsen — 501/372-7550.
- 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.
- 9-10 **NACo/Council of Intergovernmental Coordinators Meeting** — Quality Inn-Capitol Hill, Washington, D.C. — Aliceann Fritschler — 202/785-9577.
- 9-10 **National Association of County Health Officials (NACHO)** — Washington Hilton Hotel, Washington, D.C. — Mike Gemmell, 202/785-9577.
- 10-14 **Colorado Counties, Inc. Annual Meeting** — Brown Palace, Denver, Colorado — Clark Buckler — 303/534-6326.
- 11-13 **National Association of County Manpower Officials Meeting** — Washington, D.C. — Jon Weintraub — 202/785-9577.
- 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.
- 17-19 **Energy Conservation/Solid Waste Conference** — Terrace Hilton Hotel, Cincinnati, Ohio — Chris Oynes — 202/785-9577.

January

- 15-17 **Maryland Association of Counties Annual Meeting** — Hunt Valley Inn, Baltimore, Maryland — Joseph J. Murnane — 301/268-5884.
- 15-17 **The Association of Minnesota Counties New Officials Meeting** — St. Paul, Minnesota — Ralph T. Keyes — 612/222-5821.
- 23 **Association of County Commissioners of Georgia Legislative Breakfast** — Hyatt, Atlanta, Georgia — Hill Healan — 404/522-5022.

February

- 4-6 **Texas County Judges and Commissioners Conference** — Aggeland Inn, College Station, Texas — Kenneth A. Douglas — 512/478-8753.
- 5 **Idaho Legislative Conference** — Boise, Idaho — Dean G. Huntsman — 208/345-9126.
- 25-27 **NACo 1975 Legislative Conference** — Shoreham Hotel, Washington, D.C. — Dorothy Sortor Stimpson — 202/785-9577.

NACMO

Conference of National Assn. of County Manpower Officials Dec. 11-13 Washington Hilton Hotel

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Rates will be extended through Sunday, Dec. 15, for registrants who wish to stay in Washington.

Administrators Map Goals at Chicago

by John Thomas
Director
NACo New County Center

The National Association of County Administrators (NACA) has developed an exciting and formidable work plan for the coming year.

At a recent meeting in Chicago, NACA officers and directors outlined the following areas as immediate goals: continuation of the self-development program; program sessions in conjunction with NACo meetings; enhancing the role of state associations of county administrators; expanding membership of NACA; policy issues of NACo as they relate to administration; openness in government; the future of county administration; and improved communications within the association.

At the NACo annual conference in July, administrators held work sessions coordinated by the National Training and Development Ser-



NACA officers and directors: Standing from left to right, George Gaekle of Stanislaus County (Calif.); Bernard Hillenbrand, NACo Executive Director; Dan Murphy of Oakland County (Mich.); Rodney Kendig of NACo; Dick Morton of Isabella County (Mich.); Paul Noland of Bernalillo County (N.M.); Gerry McFadden of Summit County (Ohio). Seated from left to right, Larry Brown of Rock County (Wisc.); Nick Meiszer of Forsyth County (N.C.); Dave Nichols of Sonoma County (Calif.); Guy Millard of Somerset County (N.J.); and John Thomas, NACA Secretary.

that personal and organizational (development should continue to be a vital goal for administrators. A committee was established to create a self-development program to be

available on a regional and national scale. Chairing the committee is Tom Batchelor of Albemarle County (Va.) with assistance from Ron Kerin of Camden County (N.J.) and Larry Brown of Rock County (Wisc.).

The NACA Board felt it is important that educational opportunities be available to administrators. As a result, the administrators decided to hold workshops in conjunction with NACo's annual conference, legislative conference and Western Region conference.

Workshop subjects will be developed by a special committee. Possible topics include OSHA, affirmative action, the fair labor standards act, personnel testing procedures and personal development. Named to chair the committee was George Gaekle of Stanislaus County (Calif.) with assistance from Stanley Cowle of Hennepin County (Minn.) and Paul Noland of Bernalillo County (N.M.).

There are now ten state associations of county administrators which have been a valuable asset to administrators. These associations offer assistance to state associations of counties and, in some cases, meet with city managers throughout the state.

The board committed itself to strengthening existing administrators associations and assisting in the development of new organizations. Committee members to accomplish this are Chuck Miller of Maricopa County (Ariz.), Chairman, and John Witherspoon of Guilford County (N.C.).

NACA itself now has 262 members. Eighteen new members were accepted by the board in Chicago.

NACo's New County Center and the International City Management Association Joint Data Center are compiling a master list of all administrator-type counties. There are approximately 450 such positions.

The board will strive to make all the administrators aware of the value of membership in NACo, NACA and ICMA. Larry Brown of

Rock County (Wisc.) was given the task of increasing the membership roster. Serving with him on the committee are Nick Meiszer of Forsyth County (N.C.) and Paul Noland of Bernalillo County (N.M.).

Since NACo steering committees recommend policy positions for NACo, the board felt it was vitally important for the administrative perspective to be included in the steering committee process.

To achieve such representation, NACA president Guy Millard of Somerset County (N.J.) will be submitting nominations of county administrators to NACo President Stan Smoot. These administrators would serve as full members of steering committees.

A discussion of issues which concern county officials revealed that little attention is focused on openness in government. Since the public has demonstrated a desire to know how their government works and why, NACA will develop a policy and program to ensure that county government indeed will be open to the public. Nick Meiszer of Forsyth County (N.C.) will chair the committee with assistance from Joseph Conaway of Sussex County (Del.) and Dick Morton of Isabella County (Mich.).

County administration and its future is also an important focus of NACA. The association plans to develop a major program in conjunction with the Bicentennial which would focus on modern county government. The board reported that no single source in the county may play a more important role in modernizing the county's operation than the administrator.

The program will culminate in a national meeting on modernized county government during 1976. Dave Nichols of Sonoma County (Calif.) is chairman for the program. He is joined on the committee by Dick Black of Charleston County (S.C.) and Gerry McFadden of Summit County (Ohio).

President Millard has set improved communication with all county administrators as a NACA priority. The board agreed that the membership needs to be made aware of current events in county administration. Named to head this effort is Gerry McFadden of Summit County (Ohio) assisted by Dick Morton of Isabella County (Mich.).

All NACA committees will be seeking additional aid through contact with NACA members. Each chairman will be requesting assistance and is inviting participation.

Other official actions taken by the board included introduction of a resolution by Paul Noland of Bernalillo County (N.M.) calling for the President of the United States to establish contingency planning for minimizing the effect of deteriorating economic conditions.

NACA's representative to the NACo Board of Directors, Dan Murphy of Oakland County (Mich.), was elected as Oakland County's first elected executive on Nov. 5.

COMMUNITY DEVELOPMENT

Block Grant Regs Published

by Bruce B. Talley
Community Development Project

On November 13, the community development block grant regulations for Title I of the Housing and Community Development Act of 1974 were published for effect and are "effective immediately."

NACo has forwarded the regulations to the 85 potential entitlement urban counties, many of which had input comments to the preliminary regulations.

There are, however, a number of changes and clarifications.

One of the most significant additions to the regulations, supported by NACo, was new language in Section 570.320 (c) "authorizing entitlement applicants to incur costs to plan and prepare for the implementation of eligible community development activities beginning with the effective date of these regulations, with reimbursement dependent upon the availability of appropriated funds."

This new addition recognizes and benefits those urban counties and metropolitan cities whose past efforts, if any, needed supplementing in application and planning stages.

Another significant change for counties is the section which deals with the county legal offices' certification of authority. In the final regulations, Section 507.105 (d) states that: "A county wishing to qualify as an urban county shall, at a time designated by HUD and in a form prescribed by HUD, describe its authority for undertaking essential activities. Such description shall include an opinion with respect to

such authority by the appropriate legal officer of the county."

The preliminary regulations stated that the opinion of the county legal officer would be presumed conclusive by HUD. HUD now infers that verification will be conducted.

Two other additions that require immediate attention are:

- Section 570.105 (c). In determining whether the county has the required powers, the Secretary of HUD will consider both its authority and, where applicable, the authority of its designated agency or agencies. This gets to the question of a local public housing authority or urban renewal agency designated to conduct community development programs by the applicant.

- As regards citizen participation, new language under Section 570.303 (e) (2) (iii) states that "no part of this paragraph shall be construed to restrict the responsibility and authority of the applicant for the development of the application and the execution of its community development program." The intent of this addition was to further clarify the responsibility of a unit of general local government in the area of citizen participation.

There are a number of other changes to the regulations which impact on the total community development application, program requirements and performance criteria. Should you require a copy of the Federal Register containing these provisions or have questions as to their application, please call Bruce Talley at NACo.