

Community Development Regs Draw Protest

WASHINGTON, D.C.—NACo last week expressed strong opposition to proposed Department of Housing and Urban Development (HUD) regulations requiring at least 75 per cent of a community's community development block grant funds be spent for activities directly benefiting low and moderate income persons, and mandating an elaborate

citizen participation process beyond what is required by the recently enacted Community Development Act Amendments of 1977.

In a letter to HUD Assistant Secretary for Community Development Robert Embry, NACo Executive Director Bernard F. Hillenbrand took issue with a requirement in the regulations applying an inflexible

percentage test in determining whether community development funds principally benefit low and moderate income persons.

"Our objection," stated Hillenbrand, "stems in part from a belief that a percentage test has no legal basis in the law or its legislative history. Percentage requirements were specifically not included in the

law in favor of a comprehensive strategy which principally benefits low and moderate income persons or aids in the prevention or elimination of slums and blight.

"A percentage test contradicts the philosophy underlying the block grant concept—that of flexibility and local decision-making in the develop-

ment of community development and housing programs to meet diverse local needs. The 75 per cent benefit test is a return to the categorical grant programs which the block grant program replaced," said Hillenbrand.

The regulations, published Oct. 25 for a 30-day comment period, also set

See NACo, page 10

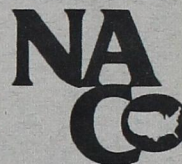
This Week NACo Visits Russia

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COUNTY NEWS

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

Dec. 5, 1977



Washington, D.C.

Carter Airs New Ways to Set Regs

WASHINGTON, D.C.—Fulfilling an earlier promise to improve public and government participation in the development of regulations, President Carter recently issued a draft Executive Order to establish a new system for regulatory review and comment. The system includes regulations that implement financial assistance programs.

In keeping with the spirit of the order, public comment is solicited by the Administration by Dec. 18. This is the first time in history an Executive Order has been issued in draft form.

The new system is designed to increase public and government participation in the development of regulations, permit oversight of regulations by agency managers and improve agency analysis and awareness of consequences of their rules.

THE ORDER requires agencies to publish regulations through a process which: clearly identifies the purpose of the regulation; provides for early participation for review and comment; considers and analyzes alternative approaches; and ensures compliance costs, paperwork and other burdens on the public and units of government are minimized.

The process would require that agencies each January and July publish an agenda of proposed regulations describing the regulation, giving the name and telephone number of the responsible agency official to contact, and, when possible, stating whether a regulatory analysis would be required. Notification of the agenda would be printed in the *Federal Register* as well as other appropriate publications. The agenda would list the status of pending regu-

lations within the agency.

Furthermore, the order requires that an internal work plan be developed by the agency for each regulation. This plan would outline alternative approaches in implementing the program, indicate the impact of reporting requirements, give tentative dates for completion and tell how comments are solicited and reviewed. A strong emphasis is placed on the opportunity for early comment.

A REGULATORY analysis would be required for regulations which have a major impact on the general economy, and levels of government. This analysis would involve an examination of alternatives early in the decision-making process and would

See CARTER, page 12

Welfare Reform Exchange Begins

WASHINGTON, D.C.—As promised, the special House welfare reform subcommittee began discussing the major issues in the President's welfare reform bill (H.R. 9030) on Nov. 29. Rep. James Corman (D-Calif.) announced that the subcommittee will continue meeting until the major provisions of the bill are agreed to, hopefully before Christmas.

During the opening days of the "issues markup," committee staff and representatives of the Departments of Health, Education and Welfare (HEW), and Labor (DOL) discussed a 400-page "issues book" and noted areas where policy decisions have to be made before staff can draft actual language. There appears to be widespread skepticism among members that it will be possible to come up with a "concept" bill before Christmas.

Many subcommittee members commented on the complexity of the bill and called for detailed cost estimates. Numerous questions were put to Administration witnesses regarding administration of the jobs portion of the program that is expected to create up to 1.4 million public service jobs.

Members also said they needed to know the Administration's position on re-enactment of the Comprehensive Employment and Training Act (CETA); tax reform; economic stimulus and especially Medicaid reform before they felt prepared to vote for or against the welfare reform proposals.

Since the House-Senate conference on the energy bill is being conducted simultaneously with welfare reform markup, some key members, including Ways and Means Chairman Al

Ullman (D-Ore.), did not participate in the welfare reform session. Ullman has announced he will be proposing "a more modest" welfare reform plan than that of the Administration.

The welfare reform subcommittee is composed of members of the House Committees on Agriculture, Ways and Means, and Education and Labor. Following the subcommittee deliberations, each of the committees will consider the bill.

The *Washington Post* quoted a key staff member as saying, "At this point there isn't a hell of a lot of consensus on the welfare bill as Carter has proposed it."

It is essential that county officials contact members of Congress to push for swift action—especially swift fiscal relief to hard-pressed county budgets. Members of the special welfare reform subcommittee are:

Democrats. James C. Corman (Calif.); Carl Perkins (Ky.); Ullman; Thomas Foley (Wash.); Augustus Hawkins (Calif.); Frederick Richmond (N.Y.); James Burke (Mass.); William D. Clay (Mo.); Charles Rangel (N.Y.); and Forney (Pete) Stark (Calif.).

William Brodhead (Mich.); Joseph Fisher (Va.); Andy Jacobs (Ind.); Martha Keys (Kan.); Matthew McHugh (N.Y.); Richard Nolan (Minn.); Daniel Akaka (Hawaii); Joseph A. LeFante (N.J.); Jim Guy Tucker (Ark.); and Tom Weiss (N.Y.).

Republicans. Ronald A. Sarasin (Conn.); L.A. Bafalis (Fla.); William Ketchum (Calif.); Steven Symms (Idaho); William F. Goodling (Pa.); Bill Gradison (Ohio); Barber Conable (N.Y.); Guy Vander Jagt (Mich.); and William Wanpler (Va.).



FIELD HEARINGS ON WELFARE REFORM—Testifying before the House welfare subcommittee meeting in Miami on Nov. 22 were Dade County Manager M.R. Stierheim, right, and Assistant County Manager Dewey Knight (see story, page 10).

Social Security to Conference

WASHINGTON, D.C.—The House of Representatives appointed Nov. 30 their conferees for the Social Security financing legislation. The conferees, all members of the Ways and Means Committee, are: Al Ullman (D-Ore.), James Burke (D-Mass.), Dan Rostenkowski (D-Ill.), Joe Waggoner (D-La.), Abner J. Mikva (D-Ill.), Jim Guy Tucker (D-Ark.), William Cates (D-Conn.), Barber Conable (R-N.Y.), Bill Archer (R-Tex.), and William M. Ketchum (R-Calif.).

The House also rejected a motion by Rep. Archer by a vote of 209-183 which would have instructed the House conferees to stand firm on the

House position on the earnings limitations for persons 65 years and over. The House bill would remove the earnings limit entirely in 1982 for persons 65 and over. The Senate version removes the earnings limit after age 72.

The Senate conferees were appointed on Nov. 4. All conferees are members of the Senate Finance Committee. There have been two replacements for Senate conferees, Jack Danforth (R-Mo.) replaces Paul Laxalt (R-Nev.) and William Hathaway (D-Maine) replaces Floyd Haskell (D-Colo.). The other Senate conferees are: Russell B. Long (D-La.), Abraham Ribicoff (D-Conn.), Gay-

lord Nelson (D-Wis.), Daniel Moynihan (D-N.Y.), Carl Curtis (R-Neb.), and William Roth (R-Del.).

At press time the conferees were meeting on H.R. 9346. While there are a number of provisions in both House and Senate bills that will have to be resolved, including the financing aspects, counties, cities and states, as well as employees will feel the impact of increased liabilities for Social Security taxes above present law increases. A major difference between the House and Senate provision is that the Senate provision would impose a heavier tax burden on the employer as opposed to the

See HOUSE, page 11



DISTINGUISHED VISITOR—Prince Charles of England, left, who is interested in resource recovery, recently asked Los Angeles County Supervisor James Hayes for a personally conducted tour of the Palos Verdes Landfill, located in Hayes' district, to learn more of the world's first Methane Gas Recovery and Extraction Plant. In photo at right, John Pulice, an engineer with the Department of Energy, talks with an executive of the firm that operated the plant for Los Angeles County from a portion of the 300-acre landfill. Hayes told Pulice that not only is a new energy source tapped, but by extracting and purifying the methane gas that often escapes from landfills the danger of explosions is greatly reduced.

L.A.'s Methane Recovery Plant Is Worldwide Draw

LOS ANGELES, Calif.—Laws restricting outdoor burning of trash in many parts of the country have created a new problem—methane gas leaking from landfills. Two persons reportedly were killed in an explosion caused by methane gas seeping from a landfill in Denver; others have been seriously injured in similar explosions.

Los Angeles County, however, has developed a solution that not only eliminates the danger of explosions, but also has brought about an important new source of energy.

The county's Palos Verdes Landfill with its Methane Gas Recovery and Extraction Plant has garnered worldwide attention.

A RECENT VISITOR to the 300-acre site was Prince Charles of England who was hosted by Los Angeles County Supervisor James Hayes.

The Prince of Wales, who was touring the United States, commented on the efficiency of the landfill operations. He also said he was astonished by the fact that the landfill is surrounded by expensive homes and that completed portions of the site are being developed as a golf course and park for residents of the area.

Hayes, who is chairman of NACO's Environment and Energy Steering Committee, said that the prince privately told him that he expected the landfill to be "smelly" but it was not.

Food Costs Cut to Offset Fuel Bills

WASHINGTON, D.C.—Anticipating another severe winter and high fuel costs, the Department of Agriculture (USDA) recently announced it will lower food stamp purchase prices for households experiencing substantial increases in utility bills.

Last winter, many families were forced to choose between paying high utility bills and buying food stamps. Households pay for food stamps based on income after deductions, but many families did not receive a corresponding increase in their shelter deduction and decrease in food stamp purchase price.

THE PLANT went into operation in mid-1975 after Hayes decided that something innovative had to be done to control the methane gas and to capture a valuable new source of fuel.

A limited system of collection pipes had been installed by the Los Angeles County Sanitation District, which operates the landfill, and the collected gas was being burned off to reduce the potential for explosion and to keep down odor.

That was considered the best solution to the problem at the time, but Hayes said he was not satisfied, even when engineers told him there was no known process to recover and use the methane gas.

Hayes negotiated a contract with a fuel firm to set up a pilot plant to find out if the impure methane could be captured, cleaned, and used as a new source of fuel.

During the first year-and-a-half of operation plant production was sporadic, but by the first of this year the technology to do the job was developed and in place. For the first nine months of 1977 production surged to 100 million cubic feet of purified methane gas, which is delivered to existing pipelines of the Southern California Gas Co. to serve the needs of almost 2,000 homes in the Palos Verdes area of the county.

"THE RESULTS to date are remarkable," Hayes said, "and yet we are tapping only one-tenth of the total methane gas available to us. Once operations are completed at the landfill in about two years, I am going to expand the methane recovery operation to the entire landfill. I am convinced by data available to me that as many as 35,000 homes could have all natural gas needs met for 15 to 20 years by the methane available at the landfill."

The message of what is happening at the Palos Verdes Landfill did not escape Prince Charles. The heir to the British throne was extremely impressed, commenting at one point during his tour to Hayes that "in England people move away from landfills and here they stand in line to buy homes right on the edge of the landfill."

Hayes said that the Palos Verdes Landfill is one of several landfills operated by Los Angeles County and all are sources of methane gas.

When the full potential is reached, as many as 100,000 homes in the

county could be served with methane gas, a former waste that now has been turned into an asset.

Another recent visitor to the methane gas operation was John Pulice of the new Department of Energy. Pulice flew in to study what is happening in Los Angeles County after Hayes had urged President Carter to learn more about the unique project.

Pulice was impressed with the project, said Hayes, who personally guided him on a tour of the facility.

DOL Wants Public Hiring Goals Met

WASHINGTON, D.C.—The Labor Department has revised nationwide hiring plans of Comprehensive Employment Training Act (CETA) prime sponsors in order to fulfill the President's pledge to create 725,000 public service jobs by early 1978.

Counties that have not been able to meet their hiring goals can expect pressure to redo their plans to make use of extra funds available because of hiring delays. In some cases, unexpended funds may be withdrawn if the county cannot demonstrate its ability to use the total during fiscal '78.

Prime sponsor plans currently available show a peak of about 670,000 jobs in January and a gradual decline in the total through fiscal '78. According to Labor's calculations, however, funds appropriated earlier this year as part of the President's economic stimulus package are sufficient to reach and sustain the target of 725,000 jobs through the fiscal year.

Therefore, Labor is asking each prime sponsor to review the actual cost of public jobs in its area and revise its hiring plan (usually upward) to make full use of unexpended funds.

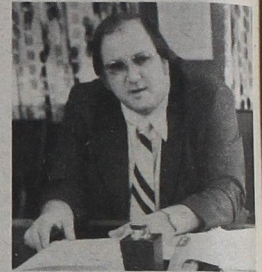
ALTHOUGH THE reprogramming effort appears to be a reasonable management step, other factors discourage prime sponsors from complying with Labor's request.

Bauer to Get APWA Prize

WASHINGTON, D.C.—Samuel P. Bauer, director of Ohio's Cuyahoga County Welfare Department, will receive one of the highest honors conferred by the social welfare field here Thursday.

Bauer will be recognized by the American Public Welfare Association (APWA) for "outstanding and continuing contributions to public welfare policy and programs" in an award ceremony at the Capital Hilton Hotel.

Bauer is a member of the NACO Board of Directors and the Welfare and Social Services Steering Committee.



Bauer

Community Planning of Cleveland—cites the leadership he has provided in building a network of essential services in Cuyahoga County, including:

- A coordinated community adoption project to find permanent homes for children who cannot live with their own parents;
- Major improvements in services for children with serious emotional and physical problems;
- The development of a community-wide system of services aimed at prevention and immediate reporting and treatment of child abuse and neglect;
- Expansion of a cooperative Community Information Service and Senior Information Center to help people obtain needed services;
- The institution, in cooperation with local banks, of a system that permits welfare recipients to have their checks deposited directly into bank accounts as a means of reducing the loss and theft of checks; and
- Implementation of a comprehensive program of community outreach and information to help explain welfare policies and reduce public misunderstanding about social programs and the people served.

BAUER IS described by colleagues as "a tireless advocate for human services." Among achievements noted by local officials and voluntary agency leaders in support of his nomination were his efficient management of the transfer of aged, blind, and disabled cases to a new federal program in early 1974; his determined and successful efforts to maintain community services during a period of fiscal crisis in 1974 and 1975; and his close work with state legislators that has helped to win their support for needed increases in public assistance benefits over the last two years.

As last year's president of the National Association of County Welfare Directors, a NACO affiliate, Bauer led an extensive study of the nation's welfare programs and presented recommendations for reform to President Carter and the Department of Health, Education and Welfare. He also has been active in the study and development of national social policy as a member of the American Public Welfare Association and the National Council of Local Public Welfare Administrators.

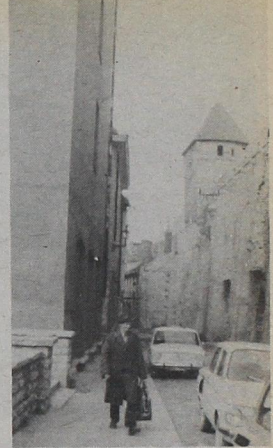
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NACo Visits Russia

...Impressions



by William O. Beach
NACo President

On Oct. 27 an exhausted but cheerful group of 180 county travelers completed an interesting and broadening experience—a fortnight's visit to the Soviet Union with, quite unexpectedly, a touch of Ireland when our plane was delayed.

Arrangements for our Pan Am 707 charter flight and our itinerary in the U.S.S.R. were made and expertly guided by our American tour agents Academic Travel Abroad who, in turn, were capably aided by the Soviet travel bureau Intourist.

We visited three cities in two of the 15 Soviet republics: Leningrad and Moscow in Russia and Tallinn in Estonia. We traveled within the country by rail and toured the cities mainly by motorbus.

Our exposure to Soviet institutions and culture was multifaceted. One of the purposes of our trip was to study Soviet local government structures and operations. To that end we attended seminars and field trips on legal planning, the legal system, environmental protection, education, health and social services, transportation, housing, agriculture, modernizing local government, and citizen involvement.

We exchanged official greetings and expressions of friendship with Soviet Houses of Friendship, roughly comparable to our Chambers of Commerce or civic clubs. We also were entertained with performances of folk music, opera, symphony, ballet, circus and night clubs.

We visited cathedrals and churches; spent several hours in impressive museums and art galleries; had a taste of the luxurious life of past nobility in several czarist palaces in the process of restoration; saw economic and industrial exhibitions proudly displaying the accomplishments of the past 60 years; shopped in their department stores and their Berioska shops (stores that take dollars, not rubles); rode their subways, trolleys, buses and taxis; filed by Lenin's well-guarded tomb; and toured the Kremlin.

Impressions of our study tour, really, are about all that could be expected of any of us, considering the fact that we were in Russia for only two short weeks and visited only three cities in a country that covers one-sixth of the land area of the globe and is inhabited by 257 million people.

But here are a few general observations which were shared by many of us.

Environment and Energy. There was no indication that the Russians are suffering from any shortage of energy. Everything was lighted, buildings were well-heated, often overheated, and bus engines ran constantly, moving or standing. They are well behind on controlling air pollution. Exhaust fumes from vehicles made it a near suffocating experience at times to be in the streets.

Housing. We saw practically no residential houses in the cities (except Tallinn). Rather, the vast majority of big city inhabitants are housed in thousands of large multi-storied, monotonously drab apartment buildings. They say they have many homes and dachas (small cottages) in the country and small towns, but those we could see from the trains were minute, substandard and rundown.

Transportation. Vehicular traffic is light, especially in Leningrad and Tallinn, but even in Moscow, where it is considerably heavier, they do not yet seem to have need of freeways, so indispensable in our cities. Their mass-transit systems (trolleys, buses, rail and subways) are excellent and inexpensive.

Planning. Planning is paramount. Everything is planned and everybody has a plan. For example, schools have a multi-year plan of study and implementation, and all plans are reviewed and monitored periodically by higher authority. And they are constantly being revised. The chief function of local government is to supervise the execution of the five-year plans.

Consumer Goods and Services. The streets are literally crammed with pedestrians and the stores with shoppers. Prices on the whole are reasonable, but the range, volume and quality of goods for sale are very limited. Marketing and merchandising techniques are cumbersome and tiring. You stand in line to make your selections and, if you are lucky enough to get what you want, you cross the room and stand in another line to pay the cashier. Then you bring your receipt back to the counter to pick up your goods. Clerks are generally indifferent, and you must hope the lunch bell doesn't ring or closing time doesn't come as you are consummating a purchase.



St. Basil's Cathedral
on the Red Square

Erected 1554-1560 on the orders of Czar Ivan IV
by the two master builders Barma & Postnik
Cathedral celebrates driving the Tartars out
of Russia and clearing the way to the Volga
and the Caspian, Memorial to battles

Illustrations by Norman Murdoch, director of Los Angeles County planning.

See IMPRESSIONS, page 8



Soviet streets are kept clean by seemingly legions of women of all ages.

The elderly: some comparisons

by Phil Jones
NACoRF Aging Program

Two weeks in three cities of the Soviet Union is hardly sufficient time to form solid conclusions about the life of the Soviet elderly. Yet some tentative observations can be made. And a few comparisons can be drawn between what is available to elderly people in Russia and in this country.

In the Soviet Union retirement is possible 5 to 10 years earlier than in the United States. Soviet women may receive a pension at the age of 55, men at 60.

Inflation has not chewed up pensions in the Soviet Union as it has in the West, but some Soviet pensioners have gone back to work to supplement their income.

Other Soviet citizens delay retirement in order to receive higher pensions. Delayed retirement also helps to alleviate a labor shortage in the Soviet Union. (Although the country seems awash in museum guides, traffic controllers, and street cleaners, some sectors—such as construction—have a serious lack of workers, according to several Soviet officials.)

Probably the largest expense for the Soviet elderly is food. Meat is relatively expensive. Cabbage and potatoes, on the other hand, seem cheap and abundant. Dairy products seem to cost about the same as in this country and are piled high on shelves and counters.

Mass transit within the cities is very cheap. One can travel anywhere in Moscow or Leningrad for less than a dime. However, one must step quickly on and off the subways

(buses and trolleys are more accommodating), and there were no visible facilities for the handicapped.

In the city of Tallinn county officials were told that 18 per cent of the population rely on private automobiles.

Major differences exist between housing for the elderly in the Soviet Union and in this country.

In the Soviet Union rent is cheap—no more than 10 per cent of a person's income goes for housing. In this country, some elderly people pay over half their income for housing.

Neighborhoods in the Soviet Union are not allowed to deteriorate as they have in this country. Elderly Soviets do not have to flee or endure unsafe neighborhoods.

Conversely, there seems to be no housing designed especially for the elderly in Russia. In Estonia, however, some apartment buildings are being built with some (undetermined) features for the elderly. These buildings will be made part of new residential districts so that the elderly will not be segregated completely from society.

Also in Estonia, we were told that lower-floor apartments are reserved for the elderly.

Like housing, health care for the elderly in the Soviet Union differs considerably from what is offered in the United States.

Most important among the differences: health care in the Soviet Union is free. And it seems rather accessible. "Polyclinics"—outpatient clinics—serve the residents of a district or neighborhood. Each adult, we were

also told, receives one health check-up a year at his or her polyclinic.

We did not find out if eyeglasses, hearing aids, prescriptions, and prosthetic devices are also free.

The level of health care in the Soviet Union seems somewhat unsophisticated by American standards. One county official was told, for example, that no doctor in Leningrad could perform a root canal operation. Russians apparently just lose the tooth.

Neither are there in-home health services as are found in England and, to a lesser extent, in this country.

Coordination of medical social services, which is being attempted in many communities in this country, does not seem to be a feature of Soviet health care. Two high-ranking health officials in Leningrad even seemed amused at the concept of a Department of Health, Education, and Welfare.

Nursing homes are operated by the same agency that dispenses pensions. This agency and the network of homes seem to compose an independent system—independent, that is, of the health, housing or transportation systems—and to comprise what Soviets mean when they say "services to the elderly."

In this system there seems to be few, if any, services to forestall "institutionalization" in a nursing home, but perhaps neighbors and family provide such assistance.



Elderly Russian Women
on street in Moscow.
(very typical)

Fanny and a visit to the Leningrad Library

by Bernard F. Hillenbrand
NACo Executive Director
assisted by:
Margaret Ray, La Habra, Calif.
Irene Saccende, New York, N.Y.
Dorothy Osborne, Fullerton, Calif.

Fanny Bartnoffsky is a Russian librarian who looks more like a female Santa Claus than one of the heroines of the city of Leningrad. Short and round, she blushes often, and radiates the good will of a person at peace with herself and the world.

It is difficult to imagine a shovel in the small hands of this librarian digging antitank trenches in the icy cold as the Nazi armies approached the outskirts of her beloved Leningrad. With her large size, it's a wonder she survived the 900-day siege of Leningrad on the 125 grams of bread (part sawdust) that became the daily food supply.

But survive she did, and fight back too, in her own way. Fanny and her colleagues kept the Leningrad Library open during the entire 900-day siege. There was no heat, and she and 250 fellow librarians lived in the library during the often daily rain of Nazi shells and bombs.

The library stalwarts began by opening one reading room for 25 people. As time went on, the areas available to the public became larger. Leningraders, among the world's most avid readers, were able to find some solace from war in their beloved books.

The ordeal was so overwhelming and so long that Fanny said it was many years after the end of the siege before she could get up enough courage to visit Piskarevskoye Cemetery where about 650,000 people are buried beneath the granite slabs.



Fanny

We met Fanny at a reception at the Friendship House in Leningrad and several of us accepted her invitation to visit the magnificent Leningrad Library, constructed in 1818 as a first major Imperial public library.

Fanny is extremely proud of "her library" and very reverent and protective of the vast book treasures that are contained in the 21.5 million library volumes.

She beamed as she showed our group U.S. Congressional Records, dating from the first Congress in 1789 to the present.

We saw the private library of Voltaire which had been acquired in 1788 by a far sighted czar. There were manuscripts dating from 1056 and Egyptian documents 3,000 years old. The prayer book of Mary, Queen of Scots,

which she took to her execution, was one of the treasures.

We heard about letters in the library from such illustrious Americans as George Washington, Benjamin Franklin, the two Adams, Thomas Jefferson, and Abraham Lincoln.

She showed us the now restored room that was blown out by a 1,000 kilogram bomb.

History aside, Fanny's library is a thriving concern with 1,400 employees and 4,000 visitors a day using the 24 reading rooms. The library, among the largest in the world, has book exchanges with 107 countries, including our Library of Congress.

She let us tip toe through the jammed reading room where Lenin studied daily for five years and proceed in hushed silence through the research section where scholars poured over century-old manuscripts.

How can 180 Americans, visiting three cities (Tallinn, Leningrad and Moscow) in 14 days, comprehend a country as vast as Russia (6,000 miles east to west or 11 time zones) with a diverse array of minorities and languages (over 100), and with dramatically different political, economic and social systems?

The huge array of impressions can, however, focus for an instant on a single human being, Fanny, and a single institution—the Leningrad Library.

The violent, bloody, exciting history of Russia—its revolutions, civil wars, invasions, defeats and victories—come together in the books, manuscripts, paintings, letters, works of art and architectural marvels of the Leningrad Library.

Education is a Soviet priority

by Ralph J. Harris, Executive Director
Tennessee County Services Association
From preschool through university,
education is a top priority in the Soviet Union.
There is usually no tuition and at the
university level students receive a salary from
the government while attending school.
Soviet children begin their education at age
3 when they are enrolled in a preschool/
kindergarten program. They remain in this
school until age 7 when they enter first grade.
(Babies ages 1 to 3 are cared for in other
places.)

The government provides preschool/
kindergartens for two major reasons. The first,
of course, is to educate the children and to
prepare them for the first grade. The second is
to provide a place for children to be kept while
their mothers work. This is an important part
of the Soviet system since there is a shortage
of labor and most women are employed.
Preschool/kindergartens are not just day-
care centers or play schools. Each school
program is approved by the minister of
education and is designed to educate the
student.

At age 3, the students have one short lesson
daily, including painting, physical education,
music, dance, etc. An effort appears to be
made to preserve the ethnic heritage of each
republic by teaching native folk songs and
dances as well as the language. (In the school
visit by the NACo group in Tallinn, Estonia,
the children performed a series of ethnic
dances in regional costumes and played some
singing and dancing games.)

Six-year-olds get two 30-minute academic
lessons daily. Their curriculum includes
mathematics, reading, foreign language
(many Soviets choose English), the native
language of each Soviet republic, physical
education, and music.

The children in the Estonian preschool were
divided by age into bright cheery groupings of
rooms with tables for food service. The 3-year-
old rooms included pull-down beds for
napping, a "house-keeping" corner, wooden

blocks and big puzzles. Four-year-olds had a
similar arrangement with no beds, slightly
larger furniture and more complicated puzzles.

The 5-year-olds help with food service and
clean up as part of their development. In the 6-
year-old room there were numbers and an
alphabet on display, simple reading books, an
alphabet kit for making words, and numbers
and the concept of shape through circles,
triangles, squares and rectangles.

Rooms had pictures of Lenin (also
quotations in the 6-year-old room) and a
"nature table" with pine cones, other seeds,
rocks, plants, etc.

Preschool kindergartens may be operated
two ways: directly by the state or by a
particular industry for the benefit of its
employees. Both types are under the
supervision of the minister of education and
offer basically the same program. Each serves
the children in a particular area and is open
from 7 a.m. to 7 p.m. for the convenience of the
parents. Three hot meals are served the
children each day.

In the Tallinn preschool, there was a staff of
21 for approximately 100 students. There were
seven to eight professionally trained teachers
and the remainder of the staff included
teachers' aides, food service personnel, etc.

Teaching is an honored and respected
profession even though teachers do not receive
the highest pay—some factory workers may
earn more. Many kindergarten teachers have
advanced degrees and must take professional
development courses each year.

While the Soviets love children, (the toy
stores are fully stocked and full of patrons)
they apparently take a "no-nonsense"
approach to education. Discipline is firm and
the children are taught from an early age to
love their country and to respect the
government. Discipline, according to a Tallinn
preschool teacher, involves "separating the
pupils for periods of time" and "talking with
the parents."



Uniformed Soviet children
(above) study in an Estonian
school that stresses their
ethnic heritage. Education is
free from preschool through
institutions of higher learning
such as Moscow University
(right).



The Estonian Research Institute of Agriculture

by Glen Stutzman, Commissioner
Park County, Wyo.
and by Herman J. Brandt, Supervisor
Winnebago County, Wis.

Forty-five persons involved in agriculture
visited a state farm outside of Tallinn operated
by the Estonian Research Institute of
Agriculture. Founded in 1946, the institute is
subordinate to the Ministry of Agriculture in
the Republic of Estonia.

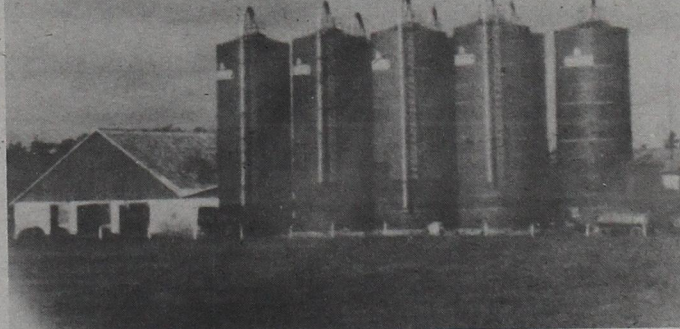
The institute, a complex research and
production center, works to solve the problems
of agriculture development by improving
production.

The institute has 20 research departments
and laboratories; a plant breeding station, six
experimental stations, an experimental work
shop and 14 farms with a total land area of
75,000 hectares, or approximately 18,000
acres.

There are about 320 other large farms in
Estonia, equally divided between state farms
and collective ventures. A few small—less than
80 acres—family-type farms still exist in
Estonia. Before 1940 there were 140,000 small
farms.

The state farms are run by the state through
a manager approved and appointed by the
state. All workers on the farm receive wages.
All income goes to the state. Salaries are
approximately 200 to 225 rubles, or \$226 to
\$275 per month. A quota of products is set for
each farm by the state and each worker is
required to work 42 hours per week the year
around.

In comparison, the collective farms are set
up on land rented from the state and operated
by local farmers who appoint a manager. The
state, however, sets a production quota. After
this quota is met, the surplus produce is
purchased by the state for a fixed amount.
Profits from the surplus go back into
improving the collective farms.



One advantage of the collective farms is
that the individual worker is given an incentive
to produce more. He is also granted the
privilege of owning a few head of livestock and
operates a small plot of land to produce
vegetables and fruits for his own household
needs. Workers on either of these farms are
allowed 15 to 24 days a year vacation,
depending on the length of time the worker has
been employed.

Thirty years ago the manager of the state
farm we visited was running a farm of less
than 80 acres. This state farm had 4,500 beef
cattle, 1,500 dairy cows, many hogs and a
vegetable section.

The dairy resembled a large dairy in the
United States. The barn housed 460 milk cows
in two units of 230 each. (Younger cows run in

herds of 400.) The dairy had a pipeline milking
system. Manure was pushed to one end of the
barn into a pit by a bulldozer designed for this
purpose. Peat-moss was used for bedding.
Most liquids are absorbed by the moss.

Women do the milking on this farm. Milking
time was 5 a.m. and 5 p.m. and each woman
milks about 53 cows. (Each Holstein cow
produces about 8,700 pounds of milk per year.)
The dairy employs 60 persons who put in 42.5
hours per week.

Forty per cent of the farm workers live in
individual houses; others live in apartment
complexes.

Five crops of hay and grass are harvested
per season. Most of the protein needed for a
balanced ration is secured by drying young
grasses and legumes.

Large silos are used to store silage and hay.
Machines used to till the soil and harvest the
crops are similar to those used on American
farms. There were four-wheel drive tractors
pulling up to eight plows.

The eight-bottom plow was designed to
work in the rocky soil. It was constructed with
three-point tractor hook-up for raising and
lowering the plow. Each plow had a hydraulic
cylinder mounted directly above it which
allowed the individual plow to clear rocks and
repentate the soil once the obstacle was
cleared. This design prevents damage to the
plow on very rocky land.

This state farm was reclaimed from timber
and swamp land by an elaborate system of
drainage, water salvage and land clearing
operation. Water is carried off through tile
drains and collected in lakes and ponds.
During the dry season (July and August), the
water is recycled by pumps through sprinklers
and irrigation ditches.

Adjacent to the farm is an experimental
station where researchers are attempting to
adapt crops to the short growing season—less
than 100 days—of Estonia and most of the rest
of Russia. They also are selecting and
introducing new and better seeds of all kinds.
American seed corn companies are working
with them in the production of better corn
silage hybrids. A plant, which appeared to be a
giant or hybrid type of grape, was developed
for silage and green feed. Improved barley and
rye varieties also have been introduced.

The institute conducts an agrichemical
program doing research work in the use of
fertilizers and soil analysis. It has a complete
computer center for work in chemicals and
soils to determine fertilizer needs.

Approximately 4,100 people are employed in
the research station.

The many faces of Estonia

by Charles L. Scarani
Executive Vice President
Southern New Jersey Freeholder
Director's Association

Slipping into Estonia at night gave us no glimpse of the local countryside. But once established in the deluxe Hotel Veru in Tallinn, the capital, we all noticed a considerable difference from Leningrad in atmosphere and, most certainly, in the decor, service, and modern architectural quality of the Finnish built and furnished hotel.

An area approximately the size of New Jersey and Maryland combined, Estonia has a population of 1.4 million and is one of the newest and smallest of the Soviet Republics.

Estonia's thousand islands and extensive coastline, bordering the Gulf of Finland, Gulf of Riga, and the Baltic Sea, has accounted for its almost continual history of invasions. Germans, Danes, Poles, and Swedes all have left marks of their occupations.

In 1940, after almost a quarter century of successful independence, Estonia was "included" as a state of the U.S.S.R.

The main industries are meat and dairy products; beer brewing; petrochemical, related to the country's great supply of oil shale; fishing and other seaport activities; and general manufacturing, especially machines.

The only chewing gum factory in the U.S.S.R. is in Tallinn. It is also a country noted for the breeding of race horses.

Bus tours of the Tallinn area revealed a beautiful landscape of rivers, lakes, streams,

rolling green valleys, and pine forests. Estonia has no high mountains.

The people are generally handsome with fair skin and light hair. Fiercely independent and proud of their heritage, we found the Estonians to be careful workers and active churchgoers. They were polite and friendly in all our dealings.

Generally good weather during the three days in Tallinn made it a pleasure to walk around the city, visiting the Citadel, the Old Town with its medieval houses, guild halls, the 14th century Town Hall, and the Lutheran and Russian Orthodox churches, both still in use.

Field trips included visits to the Black Hills Region of "new city" housing, all high-rise micro-districts with their own shopping centers. Here we visited one of the only supermarkets seen during our two week sojourn.

Also unusual and seen only in the rural countryside or Tallinn were numerous one-family residences of five rooms, some new.

Since all the land in the U.S.S.R. is owned by the state, structures privately owned on that land are leaseholds; that is, they can be owned, inherited, and sold by the owners (with the permission of certain state committees). Nothing is owned in fee simple as is common in most American home ownership.

Taxes are paid on both the land and the structures. Judging from the varied neighborhoods, some with large homes and some with more modest homes, things are somewhat different in Estonia than in the neighboring Republic of Russia.

Estonians refer to the new micro-districts as "dormitories." We were told privately that the majority of persons occupying the "new cities" were Russians, not Estonians, and that many Estonians are being sent to new frontiers or into the Armed Services in the eastern farming fronts of the U.S.S.R.

Meanwhile, Russians are being brought into Estonia in an attempt to dilute the population and to force an increased use of the Russian language in Estonia, which pretty much sticks to its own tongue (much to the discomfort of our Tourist and Russian-speaking guides).

The Soviet Armed Services can be pressed into manual labor in public works "in an emergency," such as Tallinn's installation of new water lines to the suburbs.

This chandelier (right) is one of the many treasures in the Hermitage Museum in Leningrad.

Some Estonians believe that since they had developed an excellent school system during their period of independence, their system now is being "exported" to Russia, although not with quite the same success.

Bus tours took us to Rocca-al-Mares, an open-air ethnographical museum. It preserves original examples of native buildings, such as a beautifully crafted log Lutheran Church, a windmill, and thatch-roofed barns with living area. All were situated in a lovely seacoast park looking across at the bayside site for the 1980 sailing Olympics.

The local Tallinn Society for Friendship was unable to accommodate all 180 persons on the NACo tour, so a 30-person delegation met with the Tallinn representatives: three female officers of the society and the president, who was also a deputy of Tallinn's city Soviet.

A report stressed the society's art and theater exchanges with neighboring republics, Norway, Sweden, Syria and others.

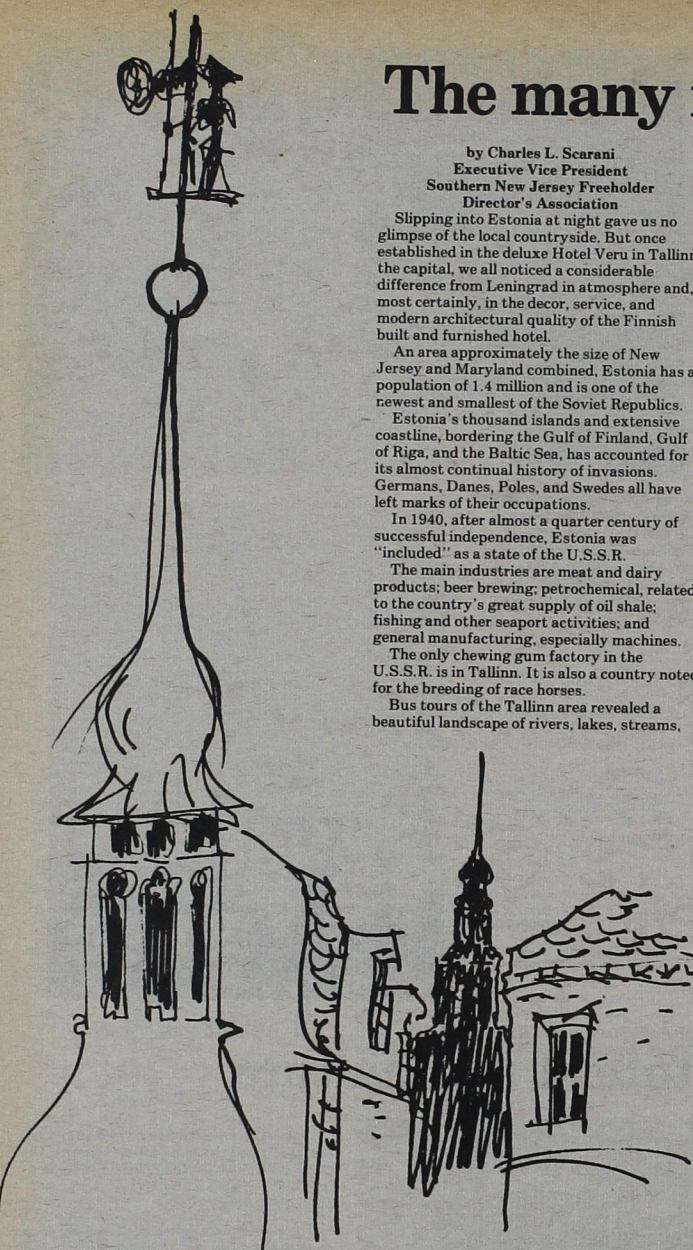
Each NACo guest was given a souvenir book of Estonia and a society pin. NACo "Diplomat-President" William Beach, after extending thanks for the society's graciousness to our representatives, presented, in return, a plaque of souvenirs from the United States and individual items brought by the NACo group for the occasion.

Our Estonian host, the deputy, agreed to be photographed with individuals in our group for their hometown news media. Some of us came from areas with large populations of Estonian immigrants.

A feature of the Estonian tour was the House of Consumer Services, a display of all the items produced in Estonia.

There also was a stop at the overlook of the huge hillside stadium where the great outdoor Estonian Song Festival is held. Annually 30,000 people in full ethnic regalia sing acapella together. The conductor of this festival is spoken of with a reverence usually reserved for a national hero.

The NACo study trip left Tallinn about 7 p.m. by four-berth Pullman train for an overnight trip to Moscow. We all took a little piece of Estonia with us in our hearts, represented for many by the warm glow of amber purchased to remember a lovely visit to a brave country.



A tale of two cities

by Bernard F. Hillenbrand
NACo Executive Director

Washington, D.C., one of America's most beautiful cities, and Leningrad, a most beautiful Russian city, could be twins, or at least first cousins.

Physically, both are located on important rivers, subject to periodic flooding—the Potomac and the Neva. Both are connected to the important international waterways—the Chesapeake Bay and the Gulf of Finland.

Historically, each city was created by the will of a single person—American General George Washington and Russian Czar Peter the Great. Both cities are presently named after the father of their countries—George Washington and Alexi Lenin. Both cities are dominated by a stone shaft, the Washington Monument on the Mall, and Alexander's Column before the Czar's Winter Palace (now the Hermitage Museum).

Unlike most of the great cities of the world, both Washington and Leningrad were built from scratch in uninhabited swamps. They were constructed on master plans heavily influenced by the French.

Leningrad, first called St. Petersburg, was constructed as a capital beginning on May 16,

1703. It was the center of government from 1712, until the capital was moved back to Moscow by the Soviets in 1918. Washington remains our capital, in spite of periodic half-hearted efforts to move it to a more centrally located place.

Both cities served as ports to capitalize on their location near the sea. Leningrad led, and continues to lead, in ship building and as an important world harbor. Washington's Port of Georgetown, however, is scarcely used.

Both cities know war. Leningrad was the center of bitter fighting in January 1917 in the revolt against the Czar Nicholas. In October 1917, Leningrad was again the center of many of the critical events in the Civil War between the "Bolsheviks and the Mensheviks."

Washington was captured and the Capitol and White House burned by the British in the War of 1812. Washington was again threatened with direct assault or siege on three occasions during the Civil War (the First and Second Manassas and General Robert E. Lee's invasion of Maryland). Leningrad was besieged and one-third destroyed by the Nazis in a 900-day siege in World War II.

National cemeteries figure prominently in

both cities. Many of our national heroes rest in Arlington National Cemetery; and 200 years of Romanov czars, from Peter the Great to Alexander III, lie in rest in the cathedral in the Fortress of Peter and Paul.

On the outskirts of Leningrad at Piskarevskoye Cemetery in mass graves are interred hundreds of thousand Leningraders who were killed or starved to death in the 1941-1944 siege.

Art flourishes in both places. Washington is the home of the National Gallery of Art, a major world museum. Leningrad's Hermitage, built around the Winter Palace of the czars, is filled with vast art treasures.

Both cities are major centers of learning. There is Leningrad University and many smaller schools. Washington has several major universities and both cities have world-famous libraries—Leningrad Library and our own Library of Congress.

The challenges of modern living confront both cities. Leningrad is busy expanding its subway system, as is Washington, D.C. Both are wrestling with height restrictions on their buildings, and face major housing challenges. Leningrad continues to rebuild the one-third of the destroyed city and to renovate the



remainder. Washington is well advanced in its gigantic urban renewal and new construction plans.

One comparison seems unique. A Leningrader attending the opera at the Kirov Theater, and a Washingtonian attending the opera at the Kennedy Center, share a grim realization: Both of these world-famous cultural facilities were named after two leaders who were assassinated—President John F. Kennedy (1963) and Sergei Kirov (1934).

While these similarities (and many differences) were discussed by many of the participants in NACo's Russian Study Tour, an interesting idea surfaced: Wouldn't it be exciting to have a "sister city" or "twinning" between Washington and Leningrad?

Let's explore the idea.

Improved housing ahead for Russians

by Bette Salmon, Supervisor
Dane County, Wis.

"It's much more comfortable to live in a Stalin flat. The kitchen is larger and my family likes to congregate there while I'm making dinner. And the bath and toilet facilities are separate which helps when we're all trying to get ready to go somewhere."

This observation of an Intourist guide provided insight into both the universality of family living and to the standardization of housing during each Soviet planning period, like the "Stalin type," in a totally planned economy.

Soviet housing is available through several channels. One can apply to the city Soviet for lower cost units. A housing bureau screens applications and awards space on the basis of persons in the family unit. The cost is standard—13 kopecks per square meter has not been increased since 1928. (At the exchange rate of about \$1.35 per ruble, which is the official rate, a kopeck is about 1.35 cents.)

Heating is provided by a central plant at a charge of 1.5 kopecks per month. Gas is provided for 15 kopecks per person per month and electricity costs 4 kopecks per kilowatt hour.

An alternate housing source for workers is through their factory or business enterprise. These vary in size, quality and cost but are all centrally heated as are the state owned units. The commercial ventures pay for the units originally from the "profits" of the venture and also provide civic improvements like theaters.

The third source of housing is cooperatives which are occupant owned and which may be sold or inherited. The owner pays 40 per cent down and takes out a mortgage from the state for the remainder which goes for 15 years at an interest rate of .5 per cent. Building materials, it was explained, are a factor in the cost with the concrete structures costing less than the brick ones.

A Leningrad planner noted that the newer construction was not as picturesque as the older construction. (Since the master plan for the city provides for one flat to be built every 10 minutes, there may be much of Leningrad

which will eventually not be picturesque.) Currently the "old" (18th and 19th century) city of Leningrad is charming with brightly hued and richly embellished facades offering variety and color at every turn.

The city Soviet is working to restore the housing in the old city by gutting interiors and beginning again. Restoration of both the housing and the many palaces which now house museums and offices promises an area that will attract tourists for generations to come. The restoration is done painstakingly, as a movie in the Leningrad House of Friendship depicted. Monuments and landmarks receive special treatment. Nothing can be changed in or around these, the planner explained.

In the modern vein, a new area is under development on the shores of the Gulf of Finland. There, huge construction cranes, which are ubiquitous in each of the cities (Leningrad, Tallinn and Moscow), are busy lifting wall and floor slabs to form high rise apartment buildings.

Surveys conducted among residents of state-owned housing have been used to design the apartments to avoid the too small kitchen problem of the post Stalin designs and to add to the convenience of the resident families, according to the guide.

Resident preferences are reflected in the new designs. One unique feature in one development is extra large window areas and north lighting. These are reserved for artists.

Regular apartments in the development the NACO group toured were attractive and convenient, although, it should be noted, these were experimental units and not readily available to the average Russian.

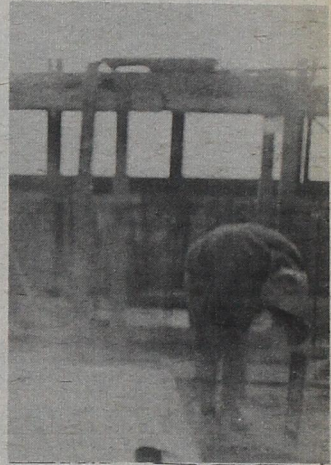
Each housing area, called a "micro district," has schools, shopping and laundry areas. One development visited also had a polyclinic for medical needs of adults.

Older housing districts are more densely occupied than new units. The plan is that as the newer districts are completed, families will move there from the more densely populated areas. For example, a decrease of about 30 per cent in Leningrad's population is expected from the moves.

During reconstruction of older housing, about 10 to 15 per cent of the living space is lost due to different design standards. Thus, either more families must move to outlying areas or the existing areas will become more dense per unit.

In response to a question, a Soviet architect said the main problem in housing is quality control of the building components during transit and assembly. Damage was evident in exterior walls which were covered with thin tiles that were beginning to flake off in some places.

Sealing the joints between the wall slabs has been difficult in the extreme climatic conditions of the Soviet Union. New filling materials are now being used which may help to alleviate the draftiness previously a problem in these units. The planner said that quality housing is a luxury which now can be afforded. Our group was told that 2 million square meters of housing was destroyed and another 2.2 million damaged by the German siege during World War II. Units had to be provided quickly as well as factories and other facilities that also were destroyed. An extensive effort over the past 35 years to restore and to provide new housing seems to be entering a new phase of providing higher quality and better living conditions.



Assembly line production of apartment buildings.

A Moscow apartment factory

by Herman J. Brandt, Supervisor
Winnebago County, Wis.

A Moscow factory for prefabricated apartment buildings, some to be the 1980 Olympic Village, was an informative part of the NACO study tour.

The factory was the center of a total organization that produced the basic components of apartments and then erected them. Everything is done by this organization from the first wall until the time when the keys to a finished apartment are presented to the new tenants.

The organization employs 4,200 persons produces and erects 12,000 single-family apartments per year. The basic apartment unit is 16 stories. Plans are now being readied to build 22-story structures, the manager reported.

The average apartment produced consists of bathroom, kitchen, two bedrooms, a living room and connecting halls. The bedrooms and living room is from 500 to 600 square feet.

The precast slabs for these apartments are produced on an endless belt. Outside perimeter forms are placed on the belt, then reinforcing rods, sewage and water lines, and passage for other utilities are added. Provisions are also made to install doors and windows, including the glass.

As the form moves on the belt, a machine deposits the concrete, vibrates it and smooths the surface of the concrete slabs. Women

employees patch any irregularities in the slab, then with the aid of a troweling machine they apply a smoothing and sealing coat. Next, a machine spray paints the slab with a paint designed to last 25 years.

The finished slab then enters a drying kiln. In about two hours the slab is removed and ready for door and window installation. Then it is moved by cranes to storage areas until needed at the building site.

The manager said there are six other large factories in the Moscow area producing different prefabricated buildings for various uses in the area. There are about 30 other smaller factories also engaged in prefabrication of buildings in the area.

The factory NACO visited runs three seven-hour shifts per day, winter and summer. About half of the workers are women. The average pay is about \$275 per month, plus various fringe benefits.

Fringe benefits include child care centers and health facilities which provide treatment for minor ailments even when the worker is not on the job.

Vacations are from 18 to 24 days per year. When workers achieve a certain level of production, they receive an extra month wage as a bonus.

Russia is conducting a massive program to provide its people with more adequate housing. It is hard to find an area in any of the three cities visited by NACO where there are not several large cranes erecting buildings.

Soviet system of justice

by Jack Roderick, Former Mayor
Anchorage Borough, Alaska

The Soviet system of justice, not surprisingly, reflects the basic philosophical differences of the U.S.S.R. and the U.S.—our system is designed to protect the individual from society; theirs views the interests of the individual and society as one and the same.

This became evident during discussions between NACO study tour participants and five Soviet lawyers at the Leningrad House of Friendship.

Leo Pevsner, a Leningrad defense attorney, translated. (Pevsner pointed out that he had translated for a summer visit of Chief Justice Warren E. Burger to the Soviet Union.)

During the hour-long session, several questions centered around who goes to jail and for how long. NACO participants learned that jails in the Soviet Union are used to house inmates awaiting trial. Many low-risk individuals, however, are released to their work collective or factory on their own recognizance.

For those detained in jail, the stay is short, generally less than 72 hours, but in no case, we were told, could an individual be detained in jail in excess of two months without special permission.

After sentencing, offenders are usually sent to correctional "colonies" where they engage in a variety of "work" activities.

As Pevsner explained, "We have rehabilitation in imprisonment or with a provision of labor."

He said there are two types of correctional institutions for "graver or lighter" offenses and the "high task of the judge" is to have "deep insight. We imprison with the idea of release as soon as possible," adding there are a variety of "conditional discharges" for first offenses.

The Soviet attorney said there is a death penalty in the U.S.S.R. for "murder with aggravating circumstances, but it is an exclusive punishment." A maximum penalty for theft is 10 years, he stated.

The NACO group learned that courts are separated into criminal and civil, with theft and traffic violations the most numerous criminal offense. Family and divorce matters occupy most of the civil courts' time. Problems connected with living space create most of the family conflicts, Pevsner observed. Public intoxication is not considered a crime, but being intoxicated during the crime does not "mitigate" the offense.

One legally trained judge presides in the Soviet "people's courts" with the assistance of two lay assessors. Judges are elected by secret ballot and serve terms of five years; the lay assessors for two years. (The vote is actually a ratification of a pre-arranged slate.) There are juries as well as judges.

A defendant is entitled to counsel either privately engaged or appointed by the court. He may confront witnesses and need not testify against himself.

"Cessation," Pevsner explained, is the principle used on appeal. Decisions of city, regional, or republic courts may be appealed, but only on the facts (not procedure), and the upper court does not reverse the lower courts' decision. The case is sent back to the lower court for re-examination of the facts for a final decision. Procedural review is provided by a special section of the Procuracy, which may request a retrial.

Juvenile offenders (under 18 years) may be brought to trial, but most juvenile matters, particularly truancy, are handled by local commissions composed of citizens and local officials, he said. Parents may be fined for infractions committed by their children, Pevsner added.

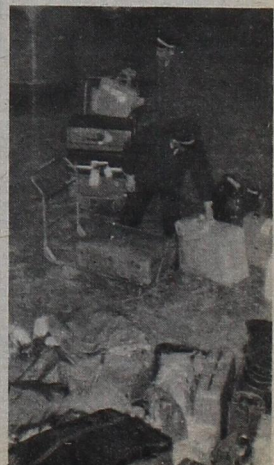
A level of courts exists in the Soviet Union, the Leningrad lawyers explained, that takes care of "least offenses." Called Comrade Courts, they are composed of three "equal members who are workers." They solve disagreements over noisy neighbors, placement of trash, pets, etc.

Leaving our gifts behind



Steve Bucksbaum of Linn County, Iowa (right) presents a souvenir hat to the Soviet deputy of Leningrad.

Going Home



Impressions of Russian visit

Daily Living. The cities do not seem to be rampant with crime; the streets are safe. The cinemas are popular, and we were told there were no x-rated movies. Pornography, if it exists at all, is certainly not apparent. (We were told by our guides that customs officials are on the lookout for pornographic materials and if found will not allow them to be brought into the country.) We saw ample evidence of the Soviet love of children. Radio and television program content is of good quality, and the excellent cultural offerings of their many theaters, museums and art galleries are enjoyed by many people who could not afford them if the admission prices were not reasonable. Education is free to all, but students must prove and maintain their competence throughout their schooling.

Dining. The food is adequate but their cuisine is unimaginative. The bread, dairy products, soup, coffee, tea and ice cream are as good as ours. They are especially short on fruits and green vegetables, except for apples and cabbage. Their beer is all right, the table wine flat. Vodka is always readily available. (Alcoholism is a major problem, we were told, in the Soviet Union.)

Employment. There is apparently no unemployment. In fact, there seems to be a great deal of "overemployment." Everybody seems to work at something, although many jobs seem to be of the "make work" variety, involving two or more workers where one would seem to suffice. Many women work in construction and restoration projects, doing traditionally male jobs.

The Churches. Under the czars the churches had become allied with the monarchy and



NACo President Bill Beach presents a gift to the president of the Leningrad Friendship Society.

played a major role in the subjugation of the masses. But the need for religious faith and the institutionalized observance of it reveals itself today in growing church attendance, a phenomenon frowned upon but necessarily tolerated by the state. We were told that 15 per cent of the population now attends church services, a marked increase in recent years.

PERSONAL IMPRESSIONS

Generalizing about the Soviet people and their system is difficult and may be unfair. But a few impressions seem to emerge and congeal. The Russian people, while notably lacking in exuberant good cheer, are proud of their country, patriotic, seriously busy and anxious

to develop and realize greater material progress. While nearly all aspects of their lives are subject to considerable control by centralized authority, it would be a mistake to assume that they do not have some influence on that authority, or that they are sufficiently resentful of it to arouse them to resist it significantly. Having enjoyed 20 years of peace and progress, after a century of violence and tragedy, they are today in no mood for rebellion.

In the mind of the average Soviet citizen, the emphasis is on their responsibilities rather than on their rights. The welfare of society, or the state is more important than individual

freedom. They are conditioned to this frame of mind by their history and by the propaganda propounded by their leadership. They are constantly bombarded by radio and billboard reminders of the glories of the Revolution and of socialist achievements. (Brides and grooms in Moscow traditionally visit Lenin's tomb immediately following the marriage ceremony.)

To all appearances, the Soviets are generally a decent, stable and law-abiding people. If theirs is a more disciplined society than ours, we have to note that much of that discipline is imposed. They cannot suffer the excesses of freedom as we sometimes do because they don't have the freedom that we have.

If we are to understand the Russians it is important for us to try to understand the difference between our background and conditioning and theirs. While they are years behind us in economic and technological development (except in the realms of space and military), they are striving for and gradually realizing greater affluence. Their economic leaders assiduously study Western methods and techniques, especially those of the United States, the one nation which, because of its size and history, they regard as truly comparable and relevant to their own development.

Perhaps it would not be unrealistic to predict that as their affluence grows, they will insist upon and achieve greater personal independence and more democratic participation in their lives and their institutions. In the meantime, the imperative hope of both the U.S.S.R. and the U.S., and of the world, is that a carefully guarded and vigilant detente be maintained.

A fast descent into the Leningrad Metro

by William R. MacDougall, Chairman
Orange County, Calif.

Planning Commission Fifth District

Down, down, down went the wide-eyed, rail-gripping NACo adventurers, feeling somewhat like the fictional Dorothy descending to the Land of Oz!

It was their breath-taking introduction to the Leningrad Metro, the first of the two Russian subway systems our group was to inspect. The escalator was fast—and it was steep and deep. Even the bored Russian commuters looked up and eyed the strangers with curiosity.

At the bottom appeared one of the world-famous stations, so different from the half-dozen other systems most people had experienced. Cleanliness vied with design

excellence and beauty for the first attention of the visitors. It was all it had been cracked up to be. It just didn't look like a subway station.

The sleek cars, the frequent trains, the smooth ride and the expected crowding were all candidates for notice—and all were duly observed. The speed was moderate but adequate at a 60 kilometers per hour rate. The schedule frequency was most impressive with a train to be expected every two minutes.

The fare was extremely reasonable—at 5 kopecks (just under 7 cents) even though bus fare at 4 kopecks and streetcars at 3 kopecks provide even cheaper transportation.

The system is heavily used with 20 per cent of all public transit passengers riding on the metro. Put another way, usage is such that 2 million of Leningrad's 4 million residents are estimated to be Metro riders. (And how that must help during those long winters.)

The Leningrad system well covers the central city. It will eventually be extended to the suburbs—the goal being a system totaling 130 kilometers of lines.

What strikes the observer as most significant is that Leningrad seems about to attain the goal of all metropolitan areas—a balanced transportation system. The Metro, the street cars, the electric trolley buses, the standard buses, the taxis and private cars all play a definite part in a system that does not overemphasize any one means.

If NACo's delegates return to Leningrad in 5 or 10 years, they may see this transportation balance threatened, as it has been in the U.S. by the problems of private car proliferation. Signs of this are not evident in Leningrad today, although they are detectable in Moscow (two different traffic jam experiences).

Leningrad hopes to hold down the increased use of private cars by further development of its fine public transportation facilities. A ratio of 200 private cars per 10,000 population is viewed as proper.

The miles of small garages near every housing district prompts only: We wish them luck!

Attempting to control pollution in the Baltic

by Ruth Kretschmer, Board Member
DuPage County, Ill.

"Lenin first showed concern for ecology in 1917."

These were the opening remarks of Dr. Harold A. Velnor, professor of Sanitary Engineering and head of the research laboratory at Tallinn, Estonia Polytechnic Institute, when he and two assistants met with 30 persons on the NACo study tour.

Dr. Velnor explained in English that all of the nations that border the Baltic Sea met in 1976 to agree to criteria and standards for protecting the environment of the Baltic.

Dr. Velnor indicated that the Baltic is comparable in hydrological form to our Great Lakes. There are many peaks and valleys on the sea floor which inhibit efficient water exchange rates, therefore, pollution is a serious problem. The water is completely exchanged every 30 years.

Dr. Velnor said that the prime sources of pollution are:

- The paper industry;
- The shale oil industry;

- The chemical industry;
- Inadequate sewage treatment.

There are five ministries (national departments) in the U.S.S.R. that are concerned with water quality: Water Management and Reclamation (deals with water quality and sewage treatment); Ministry of Water Resources (inspects and reports every two months on water quality in rivers and streams); Ministry of Health (inspects drinking water in reservoirs); Ministry of Fishery and Ecosystem; and Ministry of Coordination.

Sweden, according to Dr. Velnor, is in the forefront of water management. All of their sewage is given secondary treatment and construction is in progress in much of Sweden to provide tertiary treatment.

At the conclusion of his remarks, Dr. Velnor answered our wide-ranging questions frankly and completely. Areas covered were:

Disposal of Domestic Sanitary Wastes: Presently the domestic sewage generated by Tallinn receives no biological or mechanical treatment before being discharged into the

Baltic Sea and only one-third of Leningrad's sewage is given treatment before being discharged into the Bay of Finland. The sewage from the large towns situated along the great rivers is simply discharged into these waterways and the natural self-purification processes of the rivers are used to assimilate the domestic nitrogen, BOD, ammonia, and other pollutants that are associated with the sewage. The maximum allowable discharge of sewage into the receiving waterbody is defined by the natural self-purifying limits of that water feature. Violations of water quality standards are not measured where the sewage is discharged into the waterway but at the mouth of the rivers. Some recent efforts have begun to establish secondary biological/chemical treatment facilities. The degree of treatment, however, still relies upon substantial river dilution.

Disposal of Industrial Wastes: The Soviet government is beginning to recognize the harmful impacts that many industrially related pollutants such as phenols and petroleum impose. Special attention is given to

requiring industrial pretreatment to remove carcinogenic substances and other hazardous materials before discharging the liquid wastes into the waterways or into new secondary treatment facilities.

Control of Agricultural Runoff Pollution: The Soviet government is imposing stringent control to reduce the toxic-substance discharge into the nation's waterways from agricultural lands. DDT has been banned and agrotechnical measures for reducing the flow of phosphorus, nitrogenous and other fertilizers into water reservoirs are being undertaken.

Reduction in Water Consumption: Water-related wastes that must be accommodated by the Soviet Union's hydrologic systems is a function of the amount of water used. To reduce waste consumption, the Soviet government has sought to limit the use of water per unit of industrial output by recycling and reusing water in industrial operations.

Dade Testifies on Welfare Proposal

DADE COUNTY, Fla.—Dade County Manager M.R. Stierheim and Assistant County Manager Dewey Knight discussed both the positive and negative impacts of proposed federal welfare reform at a public hearing in Miami, Nov. 22 before the special House subcommittee on welfare reform.

The hearing was the final of seven field hearings conducted throughout the nation on President Carter's welfare reform bill, H.R. 9030.

Stierheim said the subcommittee and Administration were on target by attempting to combine welfare and job components into an integrated national system.

"A POSITIVE step is the decategorization of assistance programs and the establishment of national standards of assistance," Stierheim testified.

He called the HEW-DOL partnership in the proposal a "visionary aspect which, hopefully, will assist in the reduction in the number of individuals totally dependent on public assistance and will instill a sense of self-worth in those who legitimately need assistance."

"The effort to involve the private sector in the jobs program is not only visionary, but crucial," Stierheim said. He cautioned that the proposal as it is currently structured will make the public sector the "employer of first resort," as well as the employer of last resort, "as a result of what Stierheim termed as insufficient incentives for the private sector to become involved."

Stierheim voiced other concerns to the subcommittee. He said if assistance payments are not set minimally and realistically, recipients will have to seek additional help in services from local government.

THE POSSIBILITY of decreasing local level decision-making authority while increasing the governor's and state Manpower Council's authority as it relates to the jobs component, Stierheim said, "causes us serious concern." He feels this could diminish responsiveness to the unique character and needs of the local community.

The subcommittee said this concern had been raised at other hearings by both local and state administrators. Stierheim said the challenge is to structure the program so states, as well as counties and cities, are involved permitting beneficial, grass-roots responsiveness.

Federal and local governments and the private sector need to achieve an understanding that can assure a commitment by the private sector to participate, and Stierheim cited the National Alliance of Businessmen as an example. He said he considers it critical that the legislative and administrative expectations be delineated at the national level, with the federal government taking the lead to provide for sufficient incentives that secure a commitment to employment policy and participation from the private sector.

Other concerns voiced by the manager involved the right of older Americans to be provided part-time employment opportunities, consideration for creating a separate CETA title specifically designed to assist welfare recipients, review of both the funding and the delivery of health care services, and the critical need to maintain the federally assisted housing program.

Members of the House subcommittee on welfare reform, led by Rep. Joseph A. LeFante (D-N.J.), said it was appropriate to hold a hearing in Miami where 22 per cent of the permanent population is over 65.



Murphy



Magazine



Forman

NOISE CONTROL

Task Force Outlines Needs

WASHINGTON, D.C.—The Noise Task Force, a group of county and city officials with experience and expertise in noise control programs, held its first meeting here Nov. 14-15.

The task force is part of the Noise Control Project, an Environmental Protection Agency (EPA)-funded effort conducted jointly by NACo and the National League of Cities. The project is designed to provide technical assistance and information on noise abatement and control to counties and cities with noise pollution problems, and to provide EPA with advice on the kinds of noise control programs that would best meet the needs of local governments.

NACo TASK FORCE members in attendance were Robert Close, director, Office of Air Quality and Management, Nassau County, N.Y.; Howard C. Forman, commissioner, Broward County, Fla.; John Hector, supervisor, Noise Pollution Control Section, Oregon Department of Environmental Quality; Alan Magazine,

supervisor, Fairfax County, Va.; Daniel T. Murphy, executive, Oakland County, Mich.; John W. Spell, industrial hygienist, Noise Pollution Office, St. Louis County, Mo.; and Robert Stone, director, Division of Environmental Health, Orange County, Calif.

Task force members sought to determine the elements of a good noise control program, the issues involved in establishing a noise program, and what technical assistance is necessary in order to realize such a program.

Members listed enforcement and public support as critically important to the success of any effort to abate excessive noise. Other essential ingredients of a noise control program identified by members include:

- An assessment of a community's problems and needs;
- Political support for the program;
- An overall plan of action;
- An on-going communitywide effort

to educate the public about the hazards of noise pollution and the benefits of a quieter environment.

In addition, EPA representatives briefed the task force on programs aimed at providing assistance to local governments on noise control. Task force members then discussed the merits of these programs, and gave EPA their impressions of how these programs were viewed at the local level.

Much discussion addressed the soon-to-be-published new product standards for motorcycles, and what actions counties and cities could take in order to complement this federal regulation.

The second meeting of the Noise Task Force will be held in late January when the task force will attempt to devise a local strategy to quiet excessive noise from motorcycles.

—Don Spangler
Noise Control Project

Packet on Solar Incentives Available

Many local governments throughout the nation are investigating methods to encourage solar energy in their communities. Some are involved in solar commercial demonstration projects, while others are offering direct financial incentives to homeowners willing to invest in solar.

The NACoRF Energy Project has recently completed an information packet on incentives to encourage the commercialization of solar energy.

There are three major types of incentives that local governments can provide. First, local demonstration projects can educate the public by supplying background data on the feasibility of different systems and by increasing solar energy by providing consumer protection for solar users and by encouraging utility rate restructuring to reward energy conservation. Finally, local governments can offer direct incentives, such as sales and property tax exemptions.

The packet includes information on these three different kinds of financial incentives. Please mail the coupon below to the NACoRF Energy Project if you would like a copy.

Clip and mail to NACo Energy Project, 1735 New York Ave., N.W., Washington, D.C. 20006.

Please send the information packet on solar energy incentives to:

Name _____
Title _____
County _____
Address _____
City _____ State _____ Zip _____

Rural Planning Regs Issued

WASHINGTON, D.C.—The Rural Development Service (RDS) is currently refining the regulations for the new rural planning grant program. The agency is planning to issue the regulations along with applications early this month.

The planning grant program is authorized by Section III of the Rural Development Act of 1972. The fiscal '78 appropriation of \$5 million is the initial funding for the program.

The agency issued proposed regulations Oct. 14, but they were not placed in the *Federal Register*. Therefore, the refined regulations will appear in the register and will be subject to the 30-day comment period.

The program will provide grants of up to 75 per cent of project cost for planning and demonstration programs. The average grant, according to the agency, will vary between \$10,000 and \$50,000.

NACo HAS expressed a number of concerns to RDS regarding the proposed regulations. The primary concern is that all applicants be treated equitably. Specifically, rural counties should be permitted to perform planning as well as demonstration projects. RDS proposals would limit local governments to one-time demonstration projects, while funneling planning funds to regional units.

NACo has recommended that RDS link the planning and demonstration programs. This could be accomplished by providing a one-time planning grant, to be followed by a demonstration grant carrying out the planned program. Priority funding would be given to applicants that have the power to implement.

NACo has also suggested that the agency not automatically exclude from participation those rural counties that are included within an SMSA (Standard Metropolitan Statistical Area). The definition of "rural area" contained in the act limits eligibility to communities outside SMSAs. It is recommended that this be modified by considering a county's participation in other Farmers Home Administration (FmHA) programs or by using statistics indicating the predominantly rural nature of many of these counties.

The program will be administered as part of the new Farm and Rural

Development Administration. The agency is being created by merging FmHA and RDS and will become official in January.

Comments should be referred to the Assistant Administrator for Area Development Assistance Programs, Rural Development Service, USDA, Washington, D.C. 20250, and to Alex Mercuri, Assistant Secretary for Rural Development, USDA, Washington, D.C. 20250. Copies should also be forwarded to NACo. Additional information can be obtained by contacting Elliott Alman of the NACo staff.

NACo Protest Community Development Regulations

Continued from page 1

forth additional citizen participation requirements which NACo contends go beyond the requirements of the new community development act. Those requirements direct applicants to prepare and follow a written citizen participation plan which affords adequate opportunity for affected citizens to receive information about and submit alternative recommendations on the use of community development funds.

HUD has interpreted this to mean that applicants must establish a citizen participation mechanism at the communitywide level, the project area level and for areas where multi-component projects are proposed. No such process is provided for in the act. HUD also proposes to mandate that technical assistance, through staff or funding, be made available to and selected by citizen

organizations. The act authorizes, but does not mandate such technical assistance.

"HUD must not, through these regulations, create a situation where neighborhood organizations are put in competition with counties and cities or are given a legitimacy that may not be appropriate or put applicants in the position of funding technical assistance activities disproportionate to the amount of their grant," said Hillenbrand.

Hillenbrand did, however, express NACo's support for a provision in the regulations permitting urban counties and metropolitan cities to pool community development funds for joint projects. This provision was included in the regulations at NACo's recommendation.

Final regulations are expected by mid-December.

ADDITIONS, CORRECTIONS

Steering Committees

The following is a list of additions and corrections in names and addresses of members of NACo's 12 steering committees, published in the Oct. 31 issue:

Welfare and Social Services

Rodney L. Hurst, Councilman
Jacksonville-Duval County
Room 1000, City Hall
Jacksonville, Fla. 32202

William L. Hutchinson
Commissioner
Salt Lake County
407 City-County Building
Salt Lake City, Utah 84111

Labor-Management Relations

U.T. Moore, County Judge
El Paso County
212 City-County Building
El Paso, Tex. 79901

Joash Paul, Supervisor
Stanislaus County
2128 Hawkeye Avenue
Turlock, Calif.

Jim M. Hoskinson, Chairman
Board of Commissioners
Lake County
P.O. Box 892
Clermont, Fla. 32711

Robert Lamping, Supervisor
Waukesha County
N84 W17222 Menomonee Avenue
Menomonee Falls, Wis. 53128

Mark C. Wawro, Commissioner
2448 Nolan Drive
Genesee County
1926 Windsor Lane
Flinn, Mich. 48502

Norma M. Felix, Clerk of the Court
Pima County
1610 North Saddleback Lane
Tucson, Ariz. 85705

Taxation and Finance

Robert Rowell, Chairman
County Council
Spartanburg County
P.O. Box 5707
Spartanburg, S.C. 29304

Philip Storck, Supervisor
Waukesha County
N84 W16106 Menomonee Avenue
Menomonee Falls, Wis. 53051

Home Rule and Regional Affairs

Sanford Wool
Deputy General Counsel
Maryland National Capital Park and Planning Commission
8787 Georgia Avenue
Silver Spring, Md. 20907

Employment

Paula MacIlvaine, Commissioner
Montgomery County
451 West 3rd Street
Dayton, Ohio 45402

Community Development

James LeBlanc, Police Juror
Lafayette Parish
523 St. Julian
Lafayette, La. 70501

Health and Education

Brenda Taylor, Commissioner
Polk County
P.O. Box 60
Bartow, Fla. 33830

R.R. Greive, Councilman
King County
Courthouse
Seattle, Wash. 98104

W.W. Kemmerer Jr., M.D., Director
Health Department
Galveston County
P.O. Box 939
LaMarque, Tex. 77568

Harry Hufford
Chief Administrative Officer
Los Angeles County
713 Hall of Administration
500 West Temple Street
Los Angeles, Calif. 90012

Vice Chairman for Alcoholism
Liane Levettan, Commissioner
DeKalb County
P.O. Box 1087
Decatur, Ga. 30031

Vice Chairman for Health Services
Edward J. Loback, Commissioner
Hillsborough County
Loback Drive
Peterborough, N.H. 03458

Peter G. Stewart
Essex County Council
Hall of Record, Room 511
Newark, N.J. 07102

Job Opportunities

Executive Director, Santa Clara Valley Employment and Training Board. Salary negotiable. A nonprofit agency under contract with the Department of Labor to allocate some \$50 million annually in CETA money. Requires ability to coordinate and direct a large staff and establish effective community contact and public relations. Resume by Dec. 9 to: Councilman Joseph Perez, Post Office Box 10, Mountain View, Calif. 94042.

Planning Director, Orange County, N.C. Salary \$18,300 to \$24,324. Requires thorough knowledge of planning principles and practices. Considerable work experience in responsible planning position necessary. Graduate degree in planning or closely allied field highly desirable. Resume to: S.M. Gattis, Orange County Manager, 106 East Margaret Lane, Hillsborough, N.C. 27278.

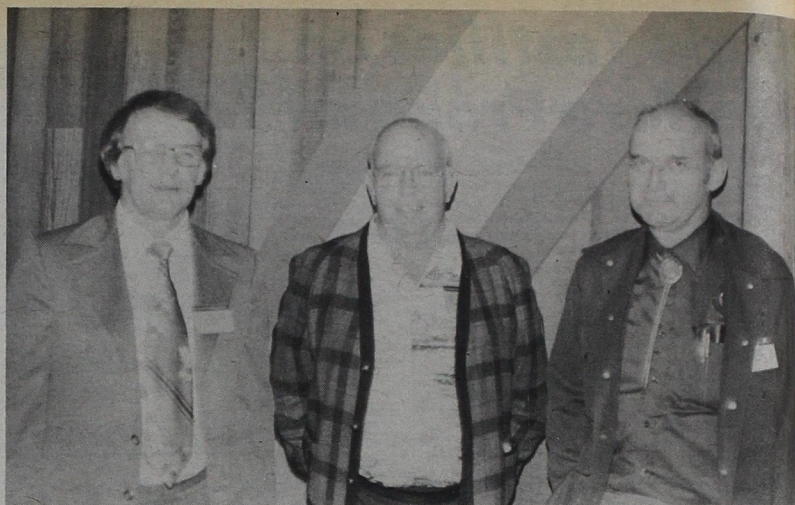
Administrator of Social Services, Lancaster County, Neb. Salary \$1,243 to \$1,723 per month. Provides social services to eligible clients in county of 190,000. Works under the director of public welfare and supervises a unit of approximately 60 workers and supporting personnel. Requires bachelor's degree with emphasis on behavioral science, social work, psychology, sociology or closely related fields. Apply to the Nebraska Merit System, Fifth Floor, Northeast, 301 Centennial Mall South, Lincoln, Neb. 68509.

Director of Planning, Central New York Regional Planning and Development Board (Syracuse). Salary \$19,032 to \$24,288. Supervises professional staff of 10. Current agency contract responsibilities include: HUD 701, EPA 208, FAA Aviation Study, UMTA/FHWA Transit Studies, LEAA Crime Control, etc. Strong program emphasis on local assistance to county

governments. Requires master's degree in planning and five years experience, at least two of which has been at a supervisory level. Resume by Jan. 1, 1978 to: Gary G. Hays, Executive Director, CNY Regional Planning and Development Board, 700 East Water St., Syracuse, N.Y. 13210.

Commissioner of Mental Health, Broome County, N.Y. Salary \$34,087. Directs community mental health and mental retardation services; planning, coordinating and operating programs within the county. Must have license to practice medicine in State of New York and three years supervised training in inpatient or outpatient mental health program, plus two years clinical or administrative experience in mental health, of which two years must have been in a supervisory or clinical administrative capacity in community mental health; or New York State certification as a psychologist and a doctor in psychology, plus five years progressively responsible experience in programs for mentally ill, retarded or alcoholic, two years of which must have been administrative. Must be a Broome County resident within six months of appointment date. Resume to: Kenneth R. Meade Jr., Personnel Officer, Broome County Department of Personnel, County Office Building, Binghamton, N.Y. 13902.

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



OREGON ASSOCIATION OF COUNTY ENGINEERS AND SURVEYORS OFFICERS FOR 1977-78—From left are: president elect, Al Driver, Lane County director of public works; president, Nile Hoover, Douglas County assistant director of public works; secretary-treasurer, Willis Grafe, Linn County engineer.

Matter and Measure

The Federal Highway Administration (FHWA) continues to provide information about, and to promote Demonstration Project No. 44, Traffic Management Planning for Construction and Maintenance.

The workshop is based on preparing, implementing, and enforcing traffic management plans for major highway rehabilitation projects. The initial workshop was presented to FHWA regional and headquarters personnel last February. Lesson plans and visual aids based on the material presented at the workshop have been developed and are included with a sample traffic management plan in an Instructor's Guide.

The workshop provides a systematic approach for addressing temporary traffic control during all phases of project design, contract administration and project construction. This concept is significant in view of the proposed directive published in the Aug. 25, 1977 *Federal Register* on Traffic Safety in Highway and Street Work Zones.

Reviews conducted by FHWA Washington headquarters indicated that some areas are having problems with traffic safety in construction zones. These problems may be attributed to the fact that not enough attention is given to early project planning for traffic control in construction areas and the reinforcement of controls during construction.

County representatives who feel that the Demo 44 might be helpful to their needs and would like to initiate workshops in this area should contact their state highway department or their FHWA Division Administrators.

PRIORITY TREATMENT FOR HIGH OCCUPANCY VEHICLES

A report titled "Priority Treatment of High Occupancy Vehicles: Project Status Report" has been released by the Federal Highway Administration (FHWA).

The report discusses the current status of 14 projects for use of buses and carpools. The range of projects include bus and carpool lanes physically separated from the flow of other traffic, contra-flow lanes, exclusive median with-flow lanes, bypassed of metered freeway ramps and toll reductions for carpools. Key events in the development of each project are cited and observations made on the effectiveness of each. Several of the 14 projects, as well as additional projects, will be given detailed evaluation in the near future.

Copies for official use may be requested from Dr. W.W. Wolman, Chief, Traffic Systems Division, HRS-33, Federal Highway Administration, Washington, D.C. 20590. Additional copies of the report are available at a small cost through the National Technical Information Service, Springfield, Va. 22161, order No. FHWA-RD-77-56.

House Social Security Conferees Named

Continued from page 1

House version which calls for an equal tax burden on both the employer and employees. The House bill maintains the parity concept as has always existed in the history of the Social Security system.

There is a provision in the Senate's bill to reduce the impact of the higher employer wage base for state and local governments and nonprofit organizations that participate in the system. It provides that no increase in taxes would take place in 1979 for state and local governments

and nonprofit organizations and in 1980 and thereafter reduces by 10 per cent the increased employment tax on those units. This means that state and local governments would pay only 90 per cent of increased cost as opposed to 100 per cent. Sen. Danforth won a second amendment authorizing funds from the general revenues to make up for the cost of fiscal relief.

County officials should contact Senate and House conferees and also their own congressional delegations to urge support for the following

NACo-supported provisions in H.R. 9346:

- The Fisher amendment, maintaining the provision deleting universal coverage;
- Sen. Danforth's amendments providing a delayed increase in employer social security taxes;
- Sen. Moynihan's amendment to provide fiscal relief to counties and states to help pay for welfare cost.

For additional information on the Social Security Financing Amendments of 1977, contact Ann Simpson of the NACo staff.

Knowing Your Federal Regulations

As a county official, how many times have you read some federal regulation and thought, "This doesn't make sense!"? Federal grants-in-aid totaled \$72 billion in fiscal '78 and made up about 25 per cent of all state and local expenditures. However, the Commission on Federal Paperwork has estimated the cost of satisfying administrative requirements for these funds at between \$3 and \$5 billion annually.

Counties that know how to get information and make comments on proposed rules have the chance to change or eliminate unworkable guidelines. The following questions and answers have been prepared to help counties better understand the federal government's process of rulemaking.

Why do federal agencies issue regulations?
Because of the scale of the national government, it is not possible or even desirable for Congress to involve itself in every detail of implementing legislative programs. Thus, it delegates much of the specific authority for carrying out laws to federal agencies. These agencies then develop regulations (administrative law) to accomplish the intent of the original legislation. When these regulations are adopted in final form, they have the force of law.

How did the present regulatory system evolve?

Until the 1880s, there was little administrative law, because there was little need for it. Legislation contained specific instructions on how programs were to be run. Since the government was smaller, Congress was able to oversee a broad range of federal activities.

With the creation of civil service and the concept of professional administrators, agencies were given greater discretionary powers. The growth of government during the New Deal prompted the federal government to establish the present system for cataloging federal regulations in 1935. The Administrative Procedure Act of 1946 went further by requiring that those affected by regulation be given the chance to comment before rules were adopted.

But until the mid-1960s, only a limited number of people were interested in administrative law. Private citizens seldom concerned themselves with specialized areas like aviation, interstate commerce, or communications.

In the last decade, new legislation on consumer protection, environmental, and safety issues, to name a few, has prompted a larger segment of society to become involved in government programs. And as agency responsibilities were broadened, other requirements for public participation, disclosure, and appeal rights that now are key elements in the formulation of federal rules came about.

Why are these regulations often so cumbersome?

Part of the problem can be attributed to the fact that the mediation of disputes between parties is a primary purpose of our legal system. Lawyers (who write regulations) are trained to "fill in the loopholes" so that most situations likely to occur are covered by the laws and rules. Thus, much of the difficulty lies in the conflict between adjudication needs (to prevent lawsuits) and rulemaking needs (for achieving program goals).

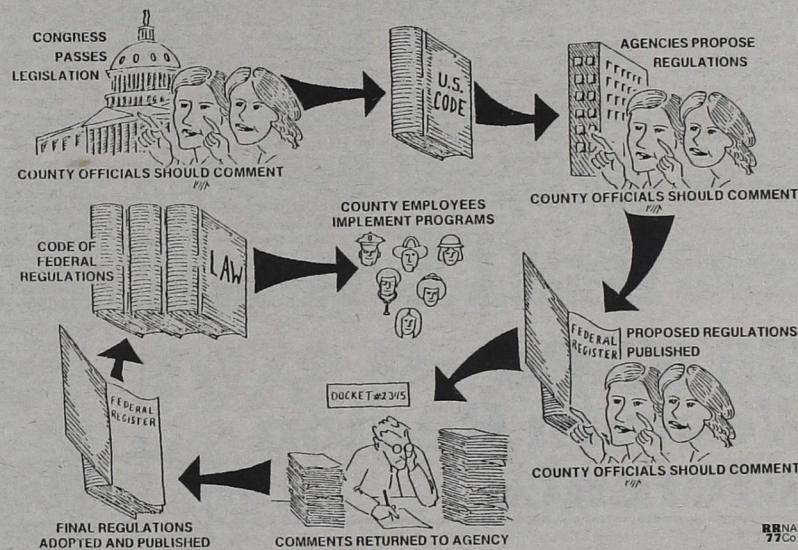
Good management practice requires some degree of flexibility to do a job effectively. According to Fred J. Emery, director of the Office of the Federal Register, too much preoccupation with adjudication can result in regulations which are "absolutely accurate and totally useless."

Emery's office holds monthly workshops to teach federal employees the art of regulation-writing. He feels, however, that much of the problem could be solved if government lawyers who write regulations would work more closely with those who make policy and implement programs.

Are there any plans to reform the ways that regulations are proposed and adopted?

The White House is working on an Executive Order which details specific procedures agencies will have to follow to improve their regulatory practices. On Nov. 18, for the first time in history, this order was published in the *Federal Register* (see story, page 1) in draft form for comment before taking effect.

It calls for semiannual publication of a "regulations agenda" where federal agencies will outline all proposed regulations on which they are working. Analysis of the impact of regulation and alternative courses of action will be required before new rules are adopted.



Existing regulations, especially those that have often prompted complaint from affected groups, will be subject to review. Extensive public and state and local government participation will be warranted where regulations have major economic impact.

Is there anything being done to simplify the content of federal regulations?

Last Feb. 25, in an Executive Memorandum, President Carter said there should be more emphasis on state and local government input when structuring programs involving all three levels of government. Each federal agency now has explicit responsibility for making certain other levels of government take part in decisions affecting them and their programs.

Carter followed this up Sept. 9 when the White House announced reforms in the grants-in-aid system aimed at improving the federal-state-local partnership. These reforms include the development of uniform civil rights, environmental, and citizen participation guidelines for all federal agencies, standardized audit and reporting procedures, and some assurance that program requirements would not be changed half-way through their implementation. Additionally, the A-85 review process which NACo participates in is to be revised.

What is the A-85 process, and what is NACo's role in it?

"A-85" is a review of federal regulations sent out in the Office of Management and Budget (OMB) Circular #A-85. Its purpose is to give state and local governments the chance, in some instances, to review drafts of proposed regulations.

The circular asks federal agencies to send copies of their proposed rules to the Advisory Commission on Intergovernmental Relations (ACIR), which consists of representatives from local, state, and federal government organizations. ACIR then distributes these to NACo and others for comment.

NACo sends the proposals to various county officials active in the particular area involved. Notices are run in *County News* briefly listing regulations that are currently being reviewed. Recommendations from counties are coordinated through NACo and given to the agency.

How well does this process work?

There have been some problems with A-85 reviews, mainly because there is currently no way OMB can compel agencies to submit regulations for review, much less act on comments. If regulations are not acceptable, ACIR can schedule a meeting between the agency and NACo to discuss the disagreement. Unfortunately, this is the limit of their A-85 enforcement powers.

NACo is working closely with the Administration to improve this process. There are legal problems, under the Advisory Committee Act, concerning the federal government's ability to consult with associations representing other levels of government, such as NACo, because of requirements that such meeting

(however informal) may have to be announced in advance and opened to the public.

It is possible that the final version of the Executive Order published Nov. 18 may supersede the A-85 circular. Although changes in present law may be necessary, it should be possible to make either of these a viable voice for state and local interests at the national level.

How can comments now be made on proposed regulations?

Any proposed rule published in the *Federal Register* now includes the address and phone number of a contact in the agency who can answer questions and receive comments. The docket number (found at the end of the notice) should be included when submitting a written response.

Staff of several of NACo's research projects review federal regulations through input from county officials. These regulations deal with subjects like transportation, solid waste management, and others. For more information on these projects, contact Linda Church at NACo.

Where can the text of federal laws and rules be obtained?

Legislation passed by Congress is found in the United States Code (USC). Similarly, administrative laws (final regulations) can be located in the Code of Federal Regulations (CFR).

The CFR is divided into 50 titles, each dealing with a broad subject area (such as Title 23, "Highways"). Every three months, one-fourth of the CFR volumes are updated. Thus, all titles are published in their latest form over the period of a year.

Titles are divided into chapters, parts, and sections. The section is the unit containing the regulations on a specific topic within a subject area. Revisions of the CFR are made through the *Federal Register* (FR).

What is the Federal Register?

The publication is the means by which the federal government informs the public about all final rules or proposed changes in administrative law. Any new regulations must be published in the FR at least 30 days before they can be adopted. Presidential documents (such as Executive Orders and Proclamations) are also included, as are notices of important agency meetings and hearings.

The *Federal Register* is published by the Office of the Federal Register (a division of the National Archives) and was set up under the Federal Register Act of 1935. The number of pages published annually has grown from 2,619 in 1936 to 57,072 in 1976.

Recently, the inclusion of a summary of the regulation, why it is needed, the effective date of the rule, and whom to contact for more information were required to make the FR easier to use. Agencies now have to pay for the space they use, which could serve as an incentive for brevity. One major project currently under way is development of a computerized index which should make it easier to locate regulations dealing with a specific issue.

How can current proposals and final rules be found in this system?

All CFR sections changed since the last annual revision are listed in the "Cumulative List of Sections Affected (LSA), which comes out monthly. Daily issues of the FR also contain this listing for the current month to date.

For example, suppose that the current status of a regulation contained in Title 23, concerning Highways, was needed Dec. 5. The CFR volumes including that title were last revised on March 30, but more recent information would be desired. The next step would be to consult the Nov. issue of LSA (published at the end of the month), which lists changes occurring during the period from April 1 through Nov. 30.

Finally, the latest revisions would be noted under the heading "Cumulative List of Parts Affected During December" in the Dec. 5 issue of the *Federal Register*. The regulation would be listed in one of the three publications, depending on when it was issued.

Regulations can be found in the Code of Federal Regulations and the *Federal Register* by the citation given. "23 CFR 650.403" refers to Title 23 of the Code of Federal Regulations, Part 650, Section 403. For example, this section tells what projects are eligible under the Special Bridge Replacement Program.

Federal Register citations are given in the form, "42 FR 59540." This means that in the 42nd year of publication (1977), this notice (President Carter's draft Executive Order on regulatory reform) was published on page 59540 (Nov. 18). Page numbers run consecutively from the beginning of the year. A table relating them to issue date is contained in each issue for the current month.

A regulations index is cumulated monthly, quarterly, and annually and contains a more complete list of page numbers and issue dates. A table which corresponds USC sections to CFR sections is given in the index.

How can these publications be obtained, and what other services does the Office of the Federal Register offer?

All of the publications that have been discussed are available from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Prices vary from 75 cents for a single copy of the *Federal Register* (\$50 annually) to \$350 for a complete set of the Code of Federal Regulations.

There is a special telephone number (202/523-5022) that is answered by a recording of the highlights of the next day's issue of the *Federal Register*. For those who would like more detailed information on the use of their publications, workshops are held weekly in Washington and once a year in the major federal regional offices. General inquiries or requests for workshop schedules and reservations can be answered by writing the Office of the Federal Register, Washington, D.C. 20408, or by calling (202) 523-5240.

—Andrew Fusso
Transportation Intern

Funds for Labor-HEW Die

WASHINGTON, D.C.—In a legislative ping pong match over federal funding of abortions for poor women, Congress last week failed again to enact a \$61.1 billion appropriations bill (H.R. 7555) for the Departments of Labor, and Health, Education and Welfare (HEW).

The House and Senate have been battling for the past five months over the precise wording of the abortion language in the appropriations bill and have passed several temporary continuing resolutions to keep the departments functioning.

The delay and controversy over abortion wording, however, has frustrated efforts of counties applying for HEW and Labor grants. The deadlock has also severely limited

the ability of federal officials to provide on-site technical assistance to counties in areas such as health, education, social services, manpower training and development.

The Senate sent the House a compromise bill that would have allowed Medicaid-funded abortions: when a woman's life is in danger if the fetus is carried to term; in the case of rape or incest if the attack is reported to police; and if the woman would suffer long and lasting physical health damage as a result of pregnancy.

Rep. George Mahon (D-Tex.), chairman of the Appropriations Committee, spoke in favor of the compromise.

House Majority Leader James Wright (D-Tex.) said the bill was

"imperfect but it's the best we've got now." Both leaders pleaded with their colleagues to support the bill. However, the House voted Nov. 29, 205 to 183 to reject the Senate compromise.

Rep. Henry Hyde (R-Ill.), leader of the anti-abortion forces, said that the Senate version was a "cosmetic measure full of loopholes."

He said that the House would like a bill with the existing abortion language.

The current law specifies that no federal money can be used for abortions except when the fetus endangers the life of the mother if carried to term.

The 22 vote margin against the compromise has not drastically

changed since early November. This means "right to life" groups have been able to hold on to the votes blocking compromise.

In the House, leaders are talking about a possible continuing resolution which would allow the departments to spend money at the fiscal '77 level in December.

If a compromise is not reached or if a continuing resolution is not adopted, HEW and DOL programs, such as CETA, aging, alcoholism, elementary and secondary education, health services, and immunization, will lose authority to spend money.

For counties this means that contracts will not be finalized, services will not be funded, and federal staff will not be paid in time for Christmas.

Carter to Redesign Rulemaking

Continued from page 1

describe why a particular alternative was chosen. The order establishes a set criteria for the analysis, and requires that analysis be available for public review and comment.

Final approval of a regulation for publication is made by the head of each agency or the official with statutory responsibility, who would ensure before publication that the direct and indirect effects of the proposed rule have been adequately weighed and the least burdensome alternative chosen.

The order also provides that existing regulations are to be reviewed with set guidelines for selection. Existing regulations under review would also be included in agency's agenda. By Feb. 15, agencies would have to report to the Office of Management and Budget (OMB) its procedures for implementing the new process as well as a list of existing regulations selected for initial review. By May 1980 OMB would have to report to the President about the effectiveness of the new process and make any suggestions for improvement. The White House has indicated that the Executive Order will be officially issued by the end of this month and would take effect by January or February of next year.

IN ADDITION to an improved regulatory review process, county officials can anticipate a number of other reforms which will affect the grant programs.

OMB is reviewing a number of federal management circulars affecting grants administration, such as A-102 and A-95. President Carter in September issued a memorandum to the heads of agencies and departments that outlines a number of reforms in the grants system and would significantly streamline and simplify the grant process.

A comprehensive grant reform bill is being drafted by congressional and White House officials and will be introduced early next year. This omnibus reform bill would significantly simplify the application process and reduce many of the reporting requirements for compliance.

A steering committee was developed by the now defunct Commission of Federal Paperwork to establish a citizens committee to oversee Administration's implementation of the commission's recommendations. The citizens committee will have a two-year life and be supported by a voluntary fund to work with NACo and other interested groups to ensure paperwork reduction.

In addition, the Federal Program Information Act, a bill to establish a computerized information system and include some financial information, is expected to be passed by the end of the year.

NACo supports the Administration's efforts and that of Congress to improve regulatory review and the grants-in-aid system. NACo staff will be working with Congress and the Administration to ensure that these reforms come to pass. For further information regarding the Executive Order or reforms mentioned, contact Linda Church of the NACo staff.

1978 NACo Western Region Conference

Sponsored by NACo Western Interstate Region

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

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

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

(Complete a separate form for each delegate.)

Conference Registration (Make payable to NACo)

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

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

Please print:

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

Hotel Reservations (Make payable to Riviera Hotel)

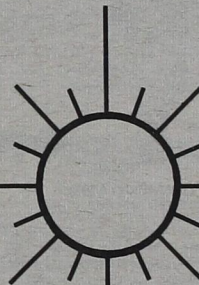
- To guarantee hotel reservations, requests must be postmarked by Jan. 7. (No housing reservations made by phone.)
- Guaranteed housing in the Riviera Hotel will be available only to those who preregister for the conference.
- A one night room deposit is required by the hotel and a check made payable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

Please print:

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

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

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



Tentative Schedule Outline

Tuesday, February 7

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

Wednesday, February 8

9 a.m.-12 noon
Steering Committee Meetings
WIR Resolutions Committee
2-4 p.m.
Affiliate Meetings
NACo Board Meeting
5-6 p.m.
Opening General Session
6-7:30 p.m.
WIR President's Reception

Thursday, February 9

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

Friday, February 10

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

Call
(202) 785-9591
NACo's Hotline for a legislative update.