

County News

Vol. 22, No. 4 • February 19, 1990

Washington, D.C.

Official Publication of the National Association of Counties

INSIDE

Senate adjourns without a consensus on the clean air bill.
See page 2

The National Literacy Act, signed to wipe out illiteracy by the year 2000, is adopted by Senate.
See page 4

Thirteen local health departments will serve as demonstration sites for NACo's public health assessment project.
See page 4

NACo's Executive Committee meets with members of the Cabinet and Congress.
See page 6

Mecklenburg County, N.C., takes AIDS education into the home.
See page 10

Special Report on Human Services

Most counties will soon be confronted with immigration issues.
See page 12

County employee policies for eldercare are still in early stages.
See page 13

Computerized literacy program teaches inmates at theernalillo County, N.M., Detention Center how to read.
See page 14

Counties can still have a hand in shaping their JOBS program.
See page 15

Coordination is the key to success in Baltimore County's, Md., drug prevention program.
See page 16

The deadline for implementing JOBS programs is down on local officials. What are their concerns?
See page 17

Counties can do more in child support collection enforcement.
See page 18

RESPONDING TO 1990 FARM LEGISLATION

Ag committee proposes new policies

The Agriculture and Rural Affairs Steering Committee has tentatively adopted a comprehensive set of recommendations that address the 1990 farm legislation, and cover four major areas of concern: agricultural income, environment and conservation, international trade, and food safety.

The draft policy recommendations were approved at a recent three-day meeting in Wichita, Kan. that was attended by nearly 60 county officials, including NACo Second Vice President Kaye Braaten, a Richland County, N.D. commissioner.

"The 1990 farm legislation will have a major impact on county governments," said Joe McClure, steering committee chair and a Wabaunsee County, Kan. commissioner. "The legislation will affect the economy and tax base of many of our counties because our ability to provide services financed by property and other local taxes is dependent on maintaining overall farm income."

The draft policy will be further considered by the steering committee at the NACo Legislative Conference in March in Washington, D.C. The committee's final recommendations will be submitted to the NACo Board of Directors for approval as the association's policy.

The proposed policy supports the basic approach of the 1985 Food Security Act with certain refining amendments. On maintenance of farm

income the committee recommended that price support levels should be frozen at current levels and future support levels should be based on the cost of production and inflation rates.

Also, target prices and loan rates should be kept at the 1990 levels with adjustments for inflation. The committee maintained that federal crop insurance should be continued, but changes should be made allowing the program to be optional with premiums and benefits made more realistic.

On the issue of international trade, the committee asserted that the competitive position of U.S. agriculture in world markets would be enhanced by the removal of certain barriers to trade in some foreign markets, and by the termination of subsidies by foreign competitors. Included in the proposed policy were these provisions:

- The Export Enhancement program should be promoted more vigorously as an export trading tool;
- Uniformity in product grade and quality standards for all imports and exports should be provided; and
- Emphasis should be given to transferring research that would enhance the competitive position of U.S. agricultural products.

See POLICIES, page 3



'Motor-voter' bill passes House

By Robert Fogel
associate legislative director

After a long debate, the House of Representatives, on Feb. 6, passed the National Voter Registration Act. This legislation is designed to increase voter participation by establishing uniform voter registration procedures. NACo has opposed this legislation on the grounds that it preempts the authority of state and local government and would create a series of new and costly federal mandates which county governments can ill-afford at this time.

The legislation's centerpiece, the motor voter section, provides for voter registration in each state in connection with driver's license renewal and application. The bill requires counties in all states to accept voter registration by mail. Additionally, locations would have to be designated throughout every county in a variety of county, state and private sector sites for the purpose of distributing and processing voter registration applications. Finally, federal standards would be set for the conditions under which individuals could be removed or "purged" from voter registration lists. The bill provides \$50 million in 1992 for this function.

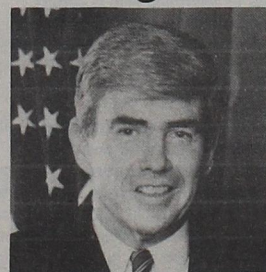
NACo's effort to try to amend

this bill ran into a problem when the House Rules Committee and subsequently, the full House, by a vote of 254-166, rejected efforts by those wanting to amend the bill to allow an "open rule." An open rule would have allowed any member of the House who wanted to offer an amendment to do so. Those wanting to amend the bill were allowed only one opportunity when the bill was debated on Feb. 6. That amendment, supported by NACo, was offered by House Minority Leader Robert Michel (R-Ill.) and Representative Pat Roberts (R-Kan.). It addressed the most serious flaw of the bill from NACo's perspective; that is, it provided \$120 million in funding over the next three fiscal years. Secondly, it would have strengthened the fraud provisions of the legislation. Third, it would allow the states to select the sites for agency registration. Finally, it would remove the mandatory nature of the measure and make its requirements discretionary. This amendment was defeated.

The next step is in the Senate where a companion bill, S. 874, has been approved by the Rules Committee and is awaiting consideration by the full Senate.

NACo urges you to let your senators know your views on this legislation.

Kemp, Lujan sign on for leg. conference



Jack Kemp, secretary
Housing and Urban
Development



Manuel Lujan, secretary
Department of the Interior

Housing and Urban Development (HUD) Secretary Jack Kemp and Secretary of the Interior Manuel Lujan are among the top national leaders who will address NACo Legislative Conference delegates this March.

As HUD secretary, Kemp serves as the nation's top community development and housing offi-

cial, with responsibility for a wide variety of federally-assisted housing, economic development and fair housing enforcement activities throughout the country.

His major responsibilities include helping local communities provide housing assistance for low-income families; helping first-time

See SPEAKERS, page 2

America's counties Spotlighting human services

By Hilda Pemberton
councilmember
Prince George's County, Md.

As the new decade begins and the nation's priorities shift from defense and pressures for human rights lessen around the world, we must focus on the basic values that made our nation great -- the family. What has been referred to as the "peace dividend" will provide an opportunity to strengthen the family and provide for a sound economic development plan and an educational system that's second to none.



Hilda Pemberton

We are witnessing unprecedented and some have said revolutionary changes throughout the world. In Eastern Europe, we see the crumbling of the Berlin Wall, the fall of many dictatorships in the Soviet block, and within Russia, itself, the Soviet Union's Communist party approved a constitutional change to permit the formation of competing political parties. In South Africa, that government's recent release of Black nationalist leader Nelson Mandela pushes new hope that South Africa will end the era of apartheid and give political rights to the country's Black majority.

Yet, the Children's Defense Fund, a national non-profit, non-partisan organization which gathers data about children, observes that one child in four in the United States is born in poverty; one in five is likely to be a teen parent; one in six has no health insurance; one in seven is at risk of being a school dropout; and one in two has a mother in the work force with only a small number having safe, affordable daycare.

Additionally, many of our urban communities are experiencing severe problems with crack cocaine boarder babies and those with fetal alcohol syndrome and other drug-related diseases. In all parts of the country -- rural, urban and suburban -- the impact of drugs on our young people is devastating. The lack of quality, affordable health care, particularly for 37 million citizens (including 7.4 million children) who have no health insurance at all, has major political, economic and social consequences to the nation -- do we pay now or do we pay later?

At NACo's Human Services and Education Steering Committee's December meeting in Charlotte, N.C., we committed ourselves to a more "holistic approach" and better coordinated strategies in addressing social problems confronting families and our nation. The committee agreed that drug and alcohol abuse underlined many of our social and community problems facing our families. We need to attack these problems in a coordinated fashion -- from prenatal care to eldercare services.

In Prince George's County, we are working with the school district to improve the educational services at the primary and secondary levels. We are particularly concerned about young Black students. The school system released a report in December that showed Black males make up 33 percent of the schools' 106,000 students but represent almost 60 percent of the dropouts. We are searching for ways to improve academic achievement of these students. At the same time, Prince George's is co-sponsoring, in March, a national symposium on minority aging issues including health care, housing, economic security, community services and family support and social needs. We are struggling to find the solutions.

In March at the NACo Legislative Conference, the steering committee will meet with representatives of the National School Boards Association to begin discussing ways in which we can build partnerships with social service agencies and the education communities -- partnerships that provide each person with real opportunities for self-sufficiency. The '90s can be the beginning of the revival of a strong family unit regardless of its make-up, i.e. single parent, two parent or foster care. With programs that advocate prevention, intervention and promotion, our nation will remain strong, viable and great.

(Hilda Pemberton is chair of NACo's Human Services and Education Steering Committee.)

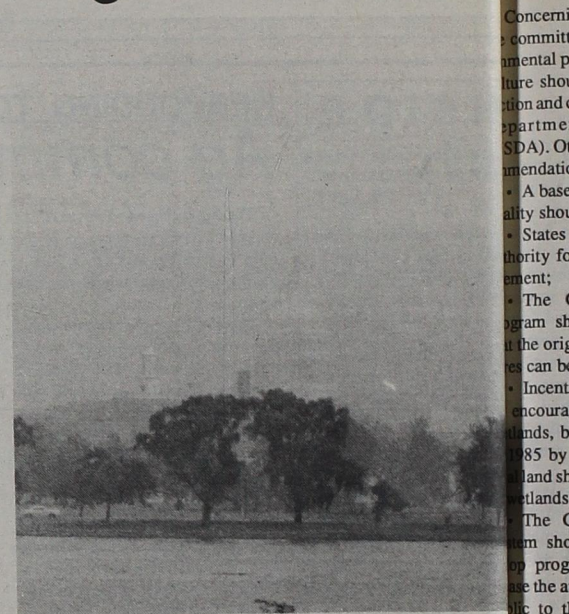
Clean air legislation stalls

By Barbara Paley
associate legislative director

After three weeks of intense debate, the Senate adjourned for its Lincoln's Birthday recess without coming to any conclusion on S. 1630, the major, new clean air bill it is considering. Although Senate Majority Leader George J. Mitchell (D-Maine) had originally hoped to complete action on the measure before the February recess, controversy over the bill's far-reaching provisions proved to be too difficult for an early resolution.

For the past two weeks, Sen. Mitchell, the leadership of the Senate Environment and Public Works Committee and representatives of the administration have held marathon sessions behind closed doors to seek out compromises on the most controversial and divisive issues of the legislation. By the time the Senate went home for the holiday, agreement had been reported on sections of the bill dealing with ozone non-attainment and toxic air pollutants. Negotiations continued without much progress on the more controversial issues of motor vehicle emissions and acid rain.

The comprehensive clean air bill under consideration in the Senate contains provisions to combat acid rain, toxic air pollution and the pollutants which result in urban smog: ozone, carbon monoxide and fine particles (PM10). By and large, the measure is more stringent than either the bill pending in the House or the Bush administration's proposal. As a result, it has been the target of an aggressive campaign by



Although the smog on Capitol Hill is no longer as dense as this 1965 photo shows, the nation's capital remains a non-attainment area.

industry groups and by the Environmental Protection Agency (EPA).

Controversy over costs

Much of the debate has centered on the cost of the new program for private industry and the public sector. The range of conflicting cost estimates from both opponents and proponents of the bills make it difficult to determine who is correct. A Senate Environment Committee

staff member said at a news briefing that the committee's best guess is the cost of the S. 1630 is approximately \$16 billion a year. However, Bush administration officials estimate that the bill will cost more than \$40 billion a year, and industry analysts claim that the real cost is between \$80 to \$104 billion. The numbers game is further complicated by a charge by an American Lung Association official

See CLEAN AIR, page 8

SPEAKERS from page 1

and inner-city homebuyers obtain financing for home purchases; and assisting towns, cities and counties meet development needs through public/private partnerships and federally-assisted economic development.

Prior to his appointment to President Bush's cabinet, Kemp served in the U.S. House of Representatives for nine terms, from 1970 to 1988. He served seven of those years as the chairman of the House Republican Conference. Kemp was a member of the House Appropriations Committee and a ranking member of the Foreign Operations Subcommittee. He was also a member of the Select Committee on Children, Youth and

Families, and served on the Budget, Education and Labor, and Select Small Business Committees.

Kemp came to Congress in 1970 after 13 years as a professional football quarterback for the San Diego Chargers and the Buffalo Bills. Kemp will address conferees at Monday's Delegate Luncheon.

The 46th Secretary of the Interior, Manuel Lujan, will speak to NACo Legislative Conference attendees at Tuesday's Delegate Luncheon.

Lujan was first elected to the U.S. House of Representatives from New Mexico in 1968. When he left Congress in January 1989, he ranked 15th in seniority among all Republicans and 52nd in senior-

ity among all House members.

From 1969 to 1988, Lujan was a member of the House Interior Insular Affairs Committee -- The Committee on the Interior and Over the land which has jurisdiction over all activity in the Department of the Interior. He was also the senior Republican on the Energy and Environment Subcommittee, sponsoring seven major environmental protection bills, including the Clean Air Act of 1970 and the Clean Water Act.

A proponent of scientific research, Lujan served as vice chairman of the House Science and Technology Committee. He was also a member of the Subcommittee on Science and Applications Subcommittee which oversees NASA.

POLICIES

from page 1

Concerning the environment, the committee proposed that environmental programs affecting agriculture should be under the jurisdiction and coordination of the U.S. Department of Agriculture (USDA). Other environmental recommendations included:

- A baseline data base on water quality should be developed;
- States should retain primary authority for water resource management;
- The Conservation Reserve program should be continued so that the original goal of 45 million acres can be reached;
- Incentives should be provided to encourage the restoration of wetlands, but land classified prior to 1985 by the USDA as agricultural land should not be reclassified as wetlands; and

The Cooperative Extension program should be funded to develop programs designed to increase the awareness of the general public to the relative impacts of agricultural and non-agricultural activities on the environment.

Two recommendations on food safety were adopted which relate to pesticides. The committee said that the import of commodities from countries that use pesticides or chemicals not approved by the U.S. government should be forbidden. The other recommendation called for prohibiting the domestic production of these banned pesticides. The committee also recommended that funding for biotechnology research should be expanded.



Think of them as your new home... Think recycle.

Look closely.

What do you see?

We see a convenient and economical means of packaging—a resilient resource that can be brought back to life in any number of forms. Like insulation board for the walls of your home. Or products for your office. Or playground equipment.

That's because polystyrene is recyclable.

To make polystyrene recycling as common and as easy as recycling glass, aluminum and newspaper, Huntsman Chemical along with other polystyrene manufacturers, has

formed the National Polystyrene Recycling Company.

Our plant in Leominster, Massachusetts is already collecting foam plates, trays, cups and clamshells from thousands of people in hundreds of schools, communities and businesses all over New England and New York.

We clean, pelletize and eventually transform these items into a variety of durable consumer products, from flower pots to cafeteria trays to trash cans.

By the end of 1990 millions more will be recycling polystyrene at

facilities located in Brooklyn, Los Angeles, Chicago, San Francisco, Philadelphia, and Portland, Oregon.

To further conserve natural resources, we've established the Huntsman Environmental Research Center at Utah State University. The Center will advance environmental technology in key areas of air and water quality, reforestation, degradability and recycling.

So next time you see a polystyrene product, think of it as a new home. And think recycle.

HCC HUNTSMAN CHEMICAL CORPORATION

Welfare workshop planned

The Consortium on Implementation of the Family Support Act, which includes NACo, is sponsoring a seminar on Management Information Systems, May 14-16 in Nashville, Tenn. The conference will cover a variety of management issues ranging from MIS systems, to case management, to information flow within and outside the welfare agency to meeting participation as vice-chairs. For program information, call Sharilyn Fallis at NACo, 202/393-1226. For registration information, contact Debbie Woods, National Governors' Association, 202/624-1355.

Congress responds to illiteracy problem

By Neil E. Bomberg
research associate

On Feb. 6, the U.S. Senate unanimously adopted S. 1310, the National Literacy Act of 1990. The bill, which was introduced by Senator Paul Simon (D-Ill.), is designed to eliminate illiteracy by the year 2000 and strengthen and coordinate local, state and national literacy programs.

Senator Thad Cochran (R-Miss.) urged his colleagues to adopt this bill because it would increase authorization levels for adult education programs, including workplace literacy partnerships, and because it would strengthen the role of state advisory councils on adult education and literacy. Senator Jeff Bingaman (D-N.M.) said: "For too long, we as a nation have ignored the needs of

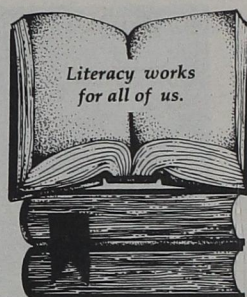
those in our society who cannot read or write. Now we are faced with rising illiteracy rates, high school dropout rates, lost productivity, weakened economic growth and deteriorating social stability. If this Nation is to reverse these alarming trends and continue as a competitive force in the 21st century, we must no longer turn our backs on these critical problems."

Like those who spoke before him, Senator John Breaux (D-La.) pointed to the relationship between the economy and literacy. He said, "The United States must compete in an international economy that is more competitive and interconnected than it has ever been before. The United States must be assured of a work force to deal with the coming high-tech world of the 21st century. To do this, we need a commitment at all levels in this country to stamp out illiteracy."

And Senator Thomas Daschle (D-S.D.) said, "Our nation cannot afford to ignore the potential economic contributions of 13 percent of its adult population if we are to remain the world's economic leader. To do so would be a real threat to both our national security and to our economic stability as a nation."

The bill establishes a National Literacy 2000 Federal Interagency Council composed of the secretaries of Education, Health and Human Services and Labor, the attorney general, the director of the Office of Personnel Management and the director of ACTION, the nation's volunteer management organization. Its purpose is to "devise, coordinate and mentor existing and other government initiatives" to eliminate illiteracy.

The National Literacy Act also establishes a National Center for



Literacy in the Department of Education which would act as a clearinghouse for research, technical assistance, policy analysis and program evaluation in the area of literacy.

At the state level, the bill mandates the establishment of State Literacy Resource Centers. Its purpose is to assist state and local, public and private efforts to address literacy issues, and to act as a link between state and local government and the National Center for Literacy.

Title II of the National Literacy Act addresses workforce literacy. It authorizes Congress to provide financial assistance to improve educational opportunities for adults who lack the level of literacy skills requisite for productive employment. It amends the Adult Education Act by granting more

program oversight to local education agencies, and expanding state advisory council to include representatives from the state education, job training, human services, public assistance, library and economic development agencies.

Title III establishes the family literacy program. It authorizes funds to provide assistance to nonprofit agencies, business consortium, and state and local education and public agencies to develop and implement programs and services for children aged three and under and their parents. The program targets those households in which there are teenaged, illiterate, economically disadvantaged, offender, unemployed, learning disabled and non-English speaking parents.

Title IV provides books to families through distribution of inexpensive books to economically disadvantaged households, and establishing literacy programs within local public libraries. Title V amends the Higher Education Act's Work Study program to enable students to work in literacy tutoring, outreach and training. Finally, Title VI would help increase public and private agency voluntary efforts to combat illiteracy.

The bill will be referred to the House of Representatives for consideration.

Public health dept. project enters final testing phase

By John M. Grease
NACHO staff

Thirteen local public health departments have been selected to serve as demonstration sites in the final testing phase of the Assessment Protocol for Excellence in Public Health (APEX/PH) Workbook. The APEX/PH project is developing a self-assessment instrument, in the form of a workbook, designed to help local health departments identify organizational strengths and weaknesses, assess the health of the community and identify their appropriate public health leadership role in the community.

The National Association of County Health Officials (NACHO) is collaborating on the APEX/PH project with the following major public health agencies: American Public Health Association, Association of Schools of Public Health, Association of State and Territorial Health Officials, Centers for Disease Control and the U.S. Conference of Local Health Officers. The project is funded by the Public Health Practice Program Office of the Centers for Disease Control, U.S. Department of Health and Human Services.

The 13 test sites and their respective health officials are:

Linda McElwee, R.N., acting administrator, Caldwell County, Mo., Health Department; Dolly Lind, R.N., health officer, Big Horn

County, Mont., Health Department; John Welch, health officer, Bergenfield Board of Health, N.J.; Ronald E. LaNeve, administrative director, Randolph-Elkins Health Department, W.Va.; John Pickering, M.S., administrator, Ford-Iroquois Public Health Department, Ill.; Joan Ellison, M.P.H., director, Livingston County, N.Y., Health Department; Ardys Boostrom, M.D., director, San Patricio County, Texas, Health Department; Jeffrey R. Davis, administrator, Marion County, Ore., Health Department; Richard Staiman, M.D., J.D., director, Chatham County, Ga., Health Department; David Lurie, M.B.A., commissioner of health, Minneapolis Health Department, Minn.; Diana M. Bonta, director, Long Beach Department of Health/Human Services, Calif.; Guadalupe Olivas, Ph.D., director, Pima County, Ariz., Health Department; Richard Levinson, M.D., D.P.A., director, Detroit Health Department, Mich.

Participants for the demonstration testing phase were selected following a national request for applicants. Applications were received from local health departments in over 30 states, serving county, multi-county, city and township jurisdictions. One of the major goals of the demonstration phase is to ensure that the APEX/PH Workbook is useful to all local health departments and not just

those of a certain staff size or population served. For this reason, applicants were selected to be representative of the national distribution of local health departments ensuring that the right mix of urban, suburban and rural health departments from all regions of the country would test the workbook. Frequency distributions obtained from the National Profile of Local Health Departments, a comprehensive national database of local health departments developed by NACHO, were applied to these criteria to generate the nationally representative sample.

Monthly telephone interviews over the six months of the demonstration are being conducted by NACHO staff. Though still early in the demonstrations, interviews thus far have generated positive reactions. One participant with 25 years of experience working in public health said: "The APEX/PH process is one of the most important things we've done, and is a type of approach we really like. We are finding the organizational assessment to be a very thought provoking as well as enjoyable activity."

After the demonstrations are completed, the APEX/PH Workbook will be further revised with publication anticipated in early 1991. For more information contact Jani Bigelson, deputy project director, APEX/PH, NACHO 440 First St., NW, Suite 500, Washington, D.C. 20001.

County News

"THE WISDOM TO KNOW AND THE
COURAGE TO DEFEND THE PUBLIC INTEREST"

NACo President: Ann Klinger

Publisher: John P. Thomas

Public Affairs Director: G. Thomas Goodman

Editor: Beverly Anne Schlotterbeck

Editorial Staff:

Jill Conley, staff writer Susan D. Grubb, staff writer

Graphics:

Chris Whatmore, graphic artist

Advertising Staff:

Catherine H. Botts, national accounts representative
Job Market representative

Published biweekly except August by:
National Association of Counties Research Foundation, Inc.

440 First Street, N.W.

Washington, D.C. 20001-2023

202-393-6226 FAX 202-393-2630

(ISSN: 0749-7978)

The appearance of paid advertisements in County News in no way implies support or endorsement by the National Association of Counties for any of the products, services or messages advertised.

Second class postage paid at Washington D.C. Mail subscriptions are \$75 per year for non-members, \$50 per year for members purchasing multiple copies. Educational institution rate, \$37.50 per year. Member county subscriptions are \$15 each. Send payment with order and address changes to NACo, 440 First St. N.W., Washington, D.C. 20001. While utmost care is used, County News cannot be responsible for undelivered manuscripts.

POSTMASTER: send address changes to County News, 440 First St. N.W., Washington, D.C. 20001
(USPS 704-620)

IF THE WORLD WERE INDEED

A PERFECT PLACE...

CLIENTS WOULD ENTHUSIASTICALLY

APPROVE EVERY PROPOSAL,

THE COPY MACHINE WOULD NEVER BREAK DOWN,

THE CHECK WOULD, IN FACT, BE "IN THE MAIL,"

PROFITS WOULD CONSISTENTLY EXCEED

EVEN THE MOST OPTIMISTIC PROJECTIONS,

AND EMPLOYEES WOULD NEVER NEED

TO REQUEST TIME OFF TO SERVE WITH

THE NATIONAL GUARD AND RESERVE.

BUT, THEN AGAIN, IF THE WORLD WERE INDEED

A PERFECT PLACE...WE WOULDN'T NEED

THE NATIONAL GUARD AND RESERVE.

FOR THE TIME BEING, HOWEVER, WE DO.

THE NATIONAL GUARD AND RESERVE MAKES UP

MORE THAN 40% OF OUR NATION'S DEFENSE.

THAT'S IMPORTANT. TO ALL OF US.

BE A HERO. GIVE YOUR EMPLOYEES

THE FREEDOM TO PROTECT OURS.



NACo officers meet with Cabinet and Hill officials

By Beverly Schlotterbeck
editor

It was a relaxed and confident EPA administrator who met with Executive Committee members, Jan. 31, at the first in a series of two-day caucuses between NACo and Capitol Hill leaders.

Bill Reilly, who may become the Cabinet's first secretary of the environment, spent the meeting in a broad discussion that ranged from the president's clean air bill, to the impact of herbicide and pesticide controls upon farm-based economies, to a controversial proposal about municipal waste combustion, known in the trade as NSPS (New Source Performance Standards).

One NSPS provision would require local jurisdictions to reduce the amount of waste going into their incinerators by 25 percent. As critics point out, this pre-incinerator standard creates an additional waste disposal problem — a problem made even more difficult by weak markets for recycled materials.

In his conversation with the Executive Committee, Reilly conceded that the problems presented by NSPS were legitimate ones and invited NACo to offer its ideas on a model municipal waste combustion rule, voicing his intention to make a "workable rule," one presumably acceptable to all parties.

NACo Executive Committee members also peppered Reilly with their concerns about the need for local flexibility in all regulatory areas. "Let us help in the regulations, but let us do it in that very Frank Sinatra fashion — our way," Mike Stewart suggested.

Elaborating upon Stewart's remarks on local flexibility, Kaye Braaten raised the issue of banning certain herbicides and pesticides from the market — proposals now appearing in Congress. "Rural counties don't want those products taken off the market. That could put us out of business," she explained. Reilly encouraged Braaten to press her viewpoint, saying "I think you should wade-in on that issue."

The Committee next met with Representative Tom Downey (D-N.Y.) about the chances for child care legislation in this session of Congress. "We can do child care this year, but it will be very tricky," he said.

Downey, a House Ways and Means Committee member, said he is backing legislation that would earmark Title 20 monies for child care, thereby guaranteeing funds, via entitlement, to support a child care program. Downey explained that these earmarked funds would be "new money," and would not affect existing Title 20 funds. Admitting that the initial fund levels would be low — \$200

See MEETINGS, page 8



Photo by Traci Eckert
President Ann Klinger and First Vice President Mike Stewart confer during their meeting with U.S. Representative Newt Gingrich (R-Ga.).



Photo by Traci Eckert
(l-r) Mike Stewart, U.S. Representative Jamie Whitten (D-Miss.), Past President Jim Snyder, Ann Klinger and Second Vice President Kaye Braaten in Congressman Whitten's office.

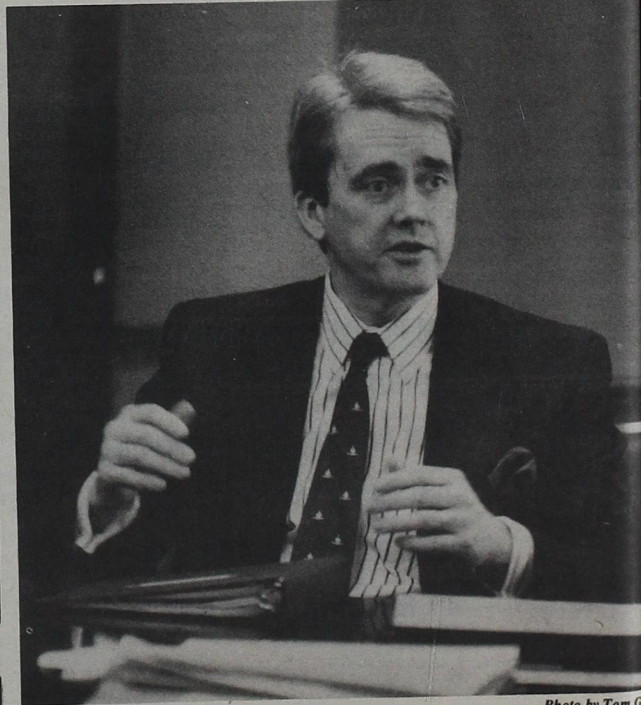


Photo by Tom G...
EPA Administrator Bill Reilly discusses a variety of local environmental concerns with NACo officers, including the clean air bill, herbicide and pesticide controls and municipal waste combustion.



Photo by Tom Goodman



Photo by Traci Eckert

Rep. Whitten, chairman of the House Appropriations Committee, speculates about the U.S. economy.

Mike Stewart (l) listens as U.S. Representative Tom Downey (D-N.Y.), member of the House Ways and Means Committee, talks about the chances of child care legislation passing this session.

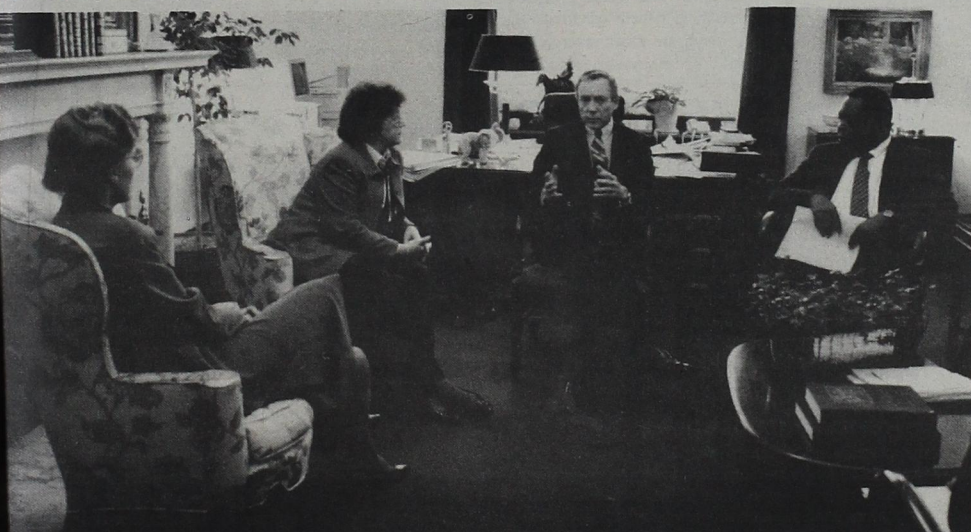


Photo by Tom Goodman

Kaye Braaten, Ann Klinger, U.S. Senator Orrin Hatch and Third Vice President John Stroger discuss the "ABC" child care bill, which Hatch supports. Hatch said the Senate would not accept child care as an entitlement program.

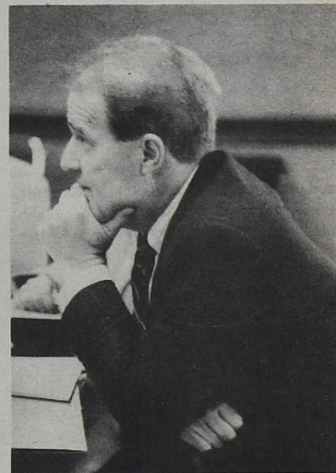


Photo by Tom Goodman

Mike Stewart listens at the Executive Committee's meeting with EPA Administrator Bill Reilly.

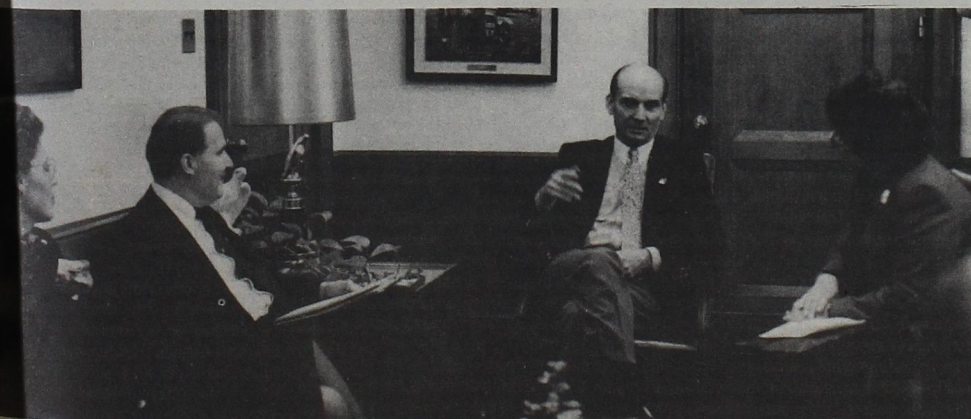


Photo by Traci Eckert

Kaye Braaten, Mike Stewart, U.S. Senator Jake Garn (R-Utah) and Ann Klinger talk about tighter targeting of DBG funds and increased flexibility for local government with federal programs.



Photo by Traci Eckert

Rep. Gingrich asks for help in dealing with local mandate concerns.

CLEAN AIR from page 2

health costs traceable to air pollution amount to nearly \$100 billion annually.

The continuing disagreement over costs has led Senate Minority Leader Robert Dole (R-Kan.) and a group of forty other Senators to send a letter to congressional agencies — such as the Congressional Research Service of the Library of Congress and the Office of Technology Assessment — to develop detailed state-by-state, industry-by-industry cost estimates for the bill.

In the interim, the debate has focused on the bill's two-tiered tailpipe standards, the definition of major stationary sources, health standards for toxic air pollutants, the banning of certain chemicals thought to destroy stratospheric ozone and cost sharing of acid rain controls. Threats of a filibuster when Congress reconvenes led the leaders of the environment committee to seek discussions with the bill's opponents in an informal setting.

Preliminary agreements reached

Although the negotiations have taken place behind closed doors, parties to the talks have indicated that preliminary agreements had been struck to scale back the bill's sections on toxic air pollutants and urban smog. However, there has been no meeting of the minds on mobile source emissions or acid rain as yet.

- **Air toxics** — Both sides agreed to loosen the requirements in S. 1630 that could cause some plants emitting toxic air pollutants to shut down if they were not able to reduce the risk of cancer from their carcinogenic emissions to less than one in 10,000. The new proposal would substitute a real-world risk test that would analyze the actual health threat to the plant's neighbors, rather than one that would estimate the risk to a theoretical "most exposed individual" who lived an entire seventy-year lifetime at the plant's boundary.

- **Urban smog** — Negotiators agreed to limit control requirements to stationary sources emitting at least 100 tons of pollutants rather than target sources as small as 25 — or in some instances 10 — tons, as specified in the Senate bill. Both sides also agreed to a requirement for four percent annual reductions in pollution emissions in non-attainment areas for the first six years after enactment, and three percent a year beyond that.

- **Sanctions** — Consensus was also reached on the imposition of sanctions for failure to abide by the bill's requirements. Although sanctions would not be imposed for failing to reach attainment, at least one sanction would be mandated for not submitting or implementing an attainment plan. An inability to meet the percentage reductions would require the submission of a new plan providing for achieving the reductions. Sanctions would be applied for not submitting or implementing the new plan. NACo has long opposed the use of sanctions for lack of attainment. We have supported sanctions for ignoring the planning and implementation requirements.

NACo enters controversy over auto emissions

One of the most contentious portions of S. 1630 deals with strict tailpipe emissions standards to be imposed in two steps. The bill calls for imposition of the California tailpipe emission levels in model year 1993, and a second round of tougher emission standards to go into effect in 2003. Critics of the second tier controls charge that the cost of developing the necessary technology would add \$500 or more to the cost of a car while achieving only marginal additional reductions in emissions. Defenders of the proposal counter that motor vehicles are still the largest single cause of pollution problems, and that the cost of the proposed new controls should amount to no more than \$125 per car.

The administration joins industry in opposing the second round of controls. However, it probably would be willing to accept the compromise reached in the House committee which calls for additional controls only if the EPA determines that it is necessary, cost-effective and technologically feasible.

In a letter to all Senate members, NACo President Ann Klinger voiced the organization's support of the two-tiered tailpipe standards. "Currently, mobile sources contribute to 50 percent of our hydrocarbon pollution, 34 percent of our nitrogen oxide pollution, 75 percent of our carbon monoxide pollution and 50 percent of the cancer deaths blamed on air toxics," she said. "For many areas, attainment will be impossible in the absence of strong and effective controls on mobile sources of pollution." President Klinger also noted that

"to the extent mobile sources are not required to assume their share of emissions reductions, stationary sources — many of which have already been subject to strict and expensive controls — will have to do even more. This can only adversely impact both growing and stable communities all over the nation and result in the imposition of severe lifestyle changes."

Deadlock over acid rain

With Midwestern Senators in the lead, the negotiators have been attempting to reach a compromise on cost sharing of acid rain controls. The Midwesterners have been trying to develop an acid rain amendment that would give cost sharing help to their coal-fired utilities which are most severely targeted for emissions reductions

under S. 1630. That proposal is also expected to be favorably received by Senator Robert C. Byrd (D-W.Va.) who is concerned about protecting his state's high sulfur coal mining industry. During the public debate on the bill, several senators took to the Senate floor to oppose proposals for cost sharing. Among them was Republican Whip Alan K. Simpson (R-Wyo.) who predicted a "bloodbath" over acid rain issues.

The administration has also waded into the debate. President Bush sent a letter to Sen. Dole indicating that an acceptable clean air bill "must not include a national electricity tax to pay for controls, which would penalize consumers in those states which have already undertaken reductions." NACo "polluter pays" policy similarly opposes cost sharing.

Although the Senate is in recess, Majority Leader Mitchell said he would continue on the staff and senators would return to negotiations the week of Feb. 19. It is unclear how long the private negotiations will continue or when the bill will return to the Senate floor.

However, the progress that has been made so far has been the subject of sharp criticism from environmental groups. Charging that changes have significantly weakened the bill, environmental leaders criticized the entire process because "deals were being cut behind the scenes, out of public view."

Meanwhile in the House, there has been little movement since the Subcommittee on Health and Environment reported its version of the clean air bill (H.R. 3030) to the full Energy and Commerce Committee last October.

MEETINGS from page 6

million in the first year — Downey went on to say, "You have my promise that I would continue to try to increase it in every way possible."

On the Senate side, Orrin Hatch (R-Utah), senior Senate minority member who met with the Committee later in the day, stood by last session's "ABC" child care bill, characterizing it as a bill that "is now in the center." Responding to Downey's Title 20 proposal, Hatch told Committee members that the Senate would not accept child care as an entitlement program. In other matters, Hatch promised to have his staff meet with NACo on its "real work for real pay" proposal.

The next day's series of meetings kicked off with House Minority Whip Newt Gingrich (R-Ga.) and a fast-paced discussion that touched on spending transportation trust funds (he's for it); on the "bureaucratic welfare state" (he's against it); on "freeing up local government to make local decisions" (he's for it); on Washington's inability to create solutions (he believes it); and on "life being too complicated for intellectual solutions."

Gingrich, who has a Ph.D. in history, pressed hard for local officials to give Congress the tools they need to craft legislation more in tune with local government needs. He especially mentioned the cost of mandates, "Tell us, here is what requirements and restrictions are costing us."

And finally, on the need to spend

transportation trust funds and an administration proposal for a new aviation tax, Gingrich warned, "we won't give [the administration] an aviation tax unless they're willing to spend it."

Spending federal dollars falls squarely under the jurisdiction of Representative Jamie Whitten (D-Miss.), chairman. House Appropriations Committee, the next stop on the Executive Committee's schedule.

Whitten, who expressed serious concerns about America's position in the world economic community and the country's monetary system in his conversations with the executive committee, also speculated about the need to have other industries replace military spending as an engine driving the American economy. "You know, the move is on to slow military spending and we need to have some activity to take its place," Whitten told the Committee.

On its final stop of the two-day

visit, the Committee received a sympathetic hearing from Sen. Jake Garn (R-Utah), a former mayor and water commissioner from Salt Lake City.

Responding to questions raised by Ann Klinger and Mike Starnes about tighter targeting of federal funds as proposed by Jack Klinger, Garn recalled his experience as a local official in agreeing that flexibility is a key component of federal programs. "The more strings, the better ... If you trust your local official, who do you trust? ... When I was a mayor we told HUD to forget the housing projects. We told them we'd put in a million, you put in a million, and we got housing. There are too many guidelines. It's flexibility."

During their Capitol Hill visit, Committee members also took a base with J. Michael Quinlan, Federal Bureau of Prisons, and John Gersten from the Office of Residential Resettlement.

NACo names new fellow

NACo has appointed David J. Zimet, Ph.D., assistant professor and area economist, Food and Resources Department, University of Florida, to a six-month term as a NACo Fellow.

Zimet, on loan to NACo from the Florida Agricultural Extension Service, will act as a policy advisor to the Agriculture and Rural Affairs Steering Committee, and as a liaison between NACo and the U.S. Department of Agriculture's Extension Service.

Zimet is a senior agricultural economist who has advised policymakers in Peru, Bolivia and El Salvador. In Florida, he has worked with the aquaculture food fish industry, specializing in market development and production research. The author of more than 25 articles in the field, Zimet speaks fluent Spanish and French. He served as a Peace Corps volunteer in Columbia.

Guess who had a bad day at work?



**Too often, kids get the worst of their parents' bad day at work.
In the form of verbal abuse at home. If that's been happening to you,
you've got to work to change things. Words can hit a child as hard as a fist.
And leave scars you can't see. Think about what you're saying.
Stop using words that hurt. Start using words that help.**

stop using words that hurt.



For helpful information, write: National Committee for Prevention of Child Abuse, Box 2866E, Chicago, IL 60690.



County successful in reaching AIDS-vulnerable group

The threat of AIDS has caused local health care agencies throughout the nation to rethink the public health needs of their communities. Discussions about HIV infection and prevention were once the concern only of individuals in high-risk groups. Today, AIDS has become a part of the common household vocabulary.

The household is a key element in the current success of an innovative risk reduction project taking place in Mecklenburg County, N.C. By drawing on the concept of the popular "in-home demonstration party," local health educators are opening the minds of at-risk individuals by opening the doors to their homes.

The project targets intravenous (IV) drug users, their sexual partners and the individuals who live in neighborhoods with a high prevalence of drug use. The neighborhood outreach campaign, designed for information sharing, provides a setting that is conducive to frank discussions about sexual and drug-related issues.

Through the party concept, the host and participants learn about the transmission of HIV and other diseases. Follow-up meetings are arranged to provide participants with on-going support for creating positive change in behavior. In keeping with a party atmosphere, refreshments are served and door prizes designed to promote low-risk behavior are given away.

The Risk Reduction Project also uses individuals from the target population to conduct door-to-door outreach programs in high-risk neighborhoods. These volunteers are trained by AIDS education professionals to answer questions

and make referrals for people concerned about HIV infection.

AIDS education block parties are also planned in these high-risk neighborhoods. Creative activities are planned to foster community awareness of HIV and AIDS. A disc jockey is used during the party to facilitate educational activities and serve as an information source. Games, such as an AIDS Wheel of Misfortune, challenge participants to ask questions and learn answers to AIDS-related topics.

Reaching out to the community is the top priority of Mecklenburg County's AIDS education plans. The health department works closely with the Metrolina AIDS Project (MAP), a community program that offers emotional support to patients who have been tested HIV positive or have AIDS. MAP activities, including services such as the AIDS Hotline and a buddy system for AIDS patients, are reviewed and monitored by the health department.

In an effort to reach substance abusers, Mecklenburg County's Seventh Street Detoxification Center initiated the AIDS Awareness Project in 1988. Recovering drug users are educated about safe sex practices, the hazards of needle sharing and the health department's procedures for AIDS testing. Seminars, videos and in-person demonstrations are used in the education process. The project is now also working with residents of the community's homeless shelters.

The health department's latest AIDS-related project is the implementation of the HIV infection/AIDS Education and Prevention program. This program, under the

supervision of Medical Director Stephen Keener, M.D., will take the lead in developing new community-wide education projects. A program director and office assistant, along with Dr. Keener and four current employees, will comprise an HIV/AIDS control unit for Mecklenburg County.

They will design new programs to target special groups of individuals in the community, including the business community and medical professionals. According to Keener, continuing skill-building programs for health professionals are vital in helping meet the needs of persons infected with HIV and their significant others.

Plans to conduct a community survey are currently being implemented. The survey is designed to help determine the educational needs of citizens in Mecklenburg

County. It will focus on identifying new target groups for education, including adolescents.

Currently, the health department makes use of innovative workshops to reach adolescents. An AIDS rap song was developed to help teens and others learn the importance of safe behaviors.

Future plans include the publication of an AIDS education newsletter. This newsletter will publicize AIDS-related programs offered by the health department and other agencies. Through the use of this newsletter, the department hopes to form strong alliances with community organizations.

The health department also plans to create an advisory committee with volunteer members from churches, schools and businesses. It will offer advice on existing and proposed HIV/AIDS prevention

activities. This group will provide a community voice to decide where activities need to be initiated.

Mecklenburg County is experimenting with many innovative ideas for battling HIV infection/AIDS, focusing on the total community.

Targeting differing groups for education and risk reduction activities is the key to the success of the programs. The prevention of HIV infection and AIDS begins with education and is fostered by quality services for information and training.

For more information about Mecklenburg County's AIDS education programs, contact Aron Levin, Mecklenburg County Health Department, 220 Billingsley Rd., Charlotte, N.C. 28211, 704/336-4741.

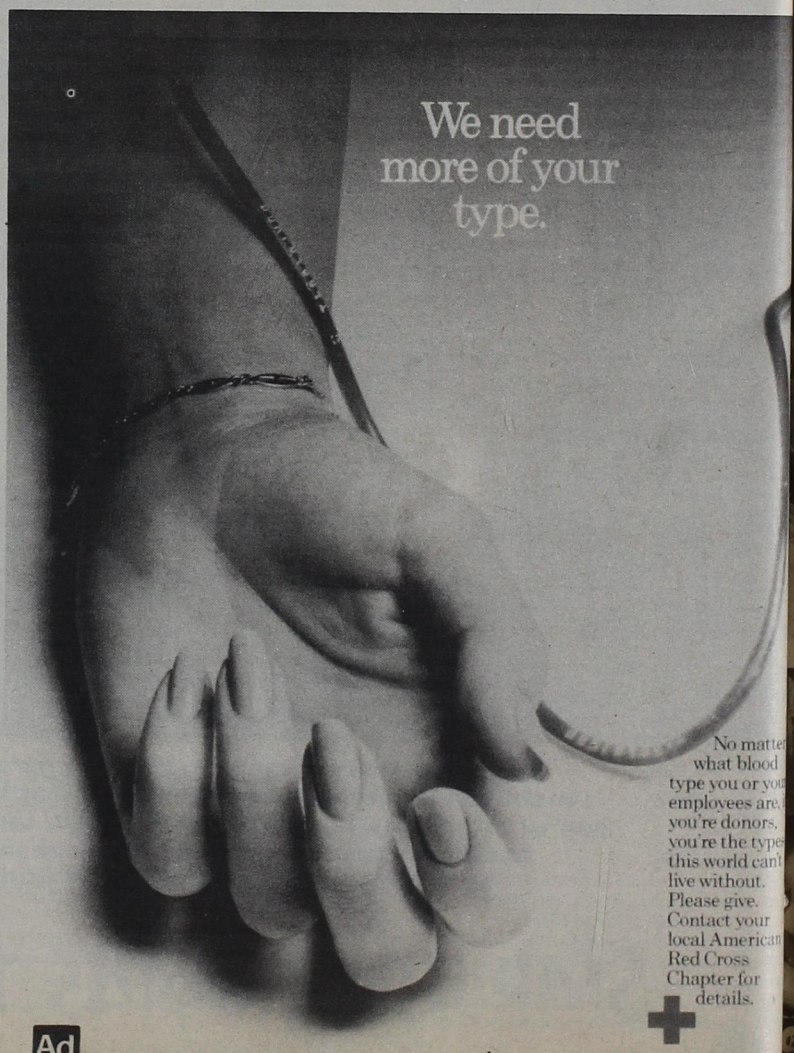
Earth Day update

By D'Arcy Philips
NACo staff

The official 20th anniversary of Earth Day is April 22. However, it appears that so many activities are being planned around Earth Day that April may well be proclaimed "Earth Month." Typical of this enthusiasm is York County, Va.

York's month-long activities include a class entitled, "Turning Black to Bold, Composting Yardwaste for Beginners," and the production of a home video on the same topic for those unable to attend the class. Other events include: displays and teach-ins at the county libraries; a petition drive lead by the Boy Scouts; a county-wide display of green ribbons on mailboxes and antennas symbolizing Earth Day; discounts at local nurseries for trees; "Happy Earth Day" T-shirts for sale by the county; a county-wide school contest challenging students to invent something using recycled materials; and to top everything off, a grand opening of the county's first manned recycling site.

NACo remains interested in collecting information about your county's Earth Day activities. Also, still available is NACo's Earth Day packet, full of history, facts, planned events and program ideas. For a free copy, call D'Arcy Philips at NACo, 202/393-6226.



No matter what blood type you or your employees are, you're donors. You're the type this world can't live without. Please give. Contact your local American Red Cross Chapter for details.



American Red Cross



Special Report on Human Services



County role in immigration grows in '90s

By Jana Mason
American Public Welfare Association

Question: What do Los Angeles County, Calif., Dade County, Fla., La Crosse County, Wis., and virtually every large, medium or small-sized county in the country have in common? Answer: They all are or will eventually be affected by immigration.

That we are a nation of immigrants is not argued. That we should continue to be so is one of the most fiercely argued topics of recent time. Like most good debates it involves money, power and politics. But wait — there's more — it also involves ethnic pride, territoriality, bigotry, xenophobia and our identity as a nation. It affects foreign relations, defense, trade, economics, the work force and domestic spending. Not bad for an issue many counties are not yet worried about.

Immigration has evolved into an increasingly complex field since the turn of the century when so many of our ancestors spilled onto these shores. Generating much confusion are the various classifications which new (or sometimes not-so-new) arrivals are given. These include:

Immigrants — persons who arrive under a system of preferences involving family ties, job skills and other criteria. Significant reforms to the current U.S. legal immigration system are currently being considered by Congress.

Refugees — persons fleeing persecution based on race, religion, ethnicity, membership in a particular social group or political opinion. Their admittance to the U.S. is governed by the Refugee Act of 1980 — an act now up for reauthorization by Congress. Refugees are entitled to special federally-funded cash assistance and social services.

Parolees — individuals allowed to enter the U.S. because of humanitarian reasons or because they are of special interest to the U.S. Unlike refugees and asylees, they are not eligible for special federal benefits and are not on a pre-determined path to permanent residency and, potentially, citizenship.

Cuban/Haitian Entrants — persons from Cuba and Haiti who arrived during a specified time period and are entitled to refugee benefits. They were allowed to adjust to permanent residency under the Immigration Reform and Control Act of 1986.

There is also a status known as Extended Voluntary Departure (EVD) which is granted on a temporary basis to individuals who are present in the U.S. and would be required to leave the country, but circumstances in their homelands prohibit a safe return.

The granting of EVD says to an individual, "You're supposed to go home, but you can take your time." The distinction between EVD and humanitarian parole status is much the same as that between asylees and refugees (i.e. location at the time the status is granted). Those on EVD status, like parolees, are not on a track to permanent residency, but it may be pursued through other immigration channels.

Newly Legalized Aliens — those individuals granted "amnesty" under the Immigration Reform and Control Act of

1986, either by virtue of continuous illegal residence in the United States since before to Jan. 1, 1982, or by having performed agricultural work. These persons are first granted temporary residency then, 18 months later, have a one-year period to apply for permanent residency or face reverting to illegal status.

Thus, an individual with a "green card" may have come through the immigration preference system, may have been a refugee or asylee, or may have gone through the legalization program. In addition to these existing categories, there are a number of categories currently proposed by Congress and the Administration to address particular circumstances. Pending legislation (S. 458, H.R. 45) would grant temporary "safe haven" (a stay of deportation) and work authorization to undocumented aliens from El Salvador, Nicaragua and China. A "special immigrant" category is being proposed for individuals whose admittance is determined to be in the best foreign policy interests of the United States, such as Soviet Jews.

An understanding of this complex system of immigration categories is important to county-level decision makers for a number of reasons. First, the obvious one — money. Some categories come with federal dollars attached while others do not. The "unfunded" statuses ensure no burden on the federal treasury, with obvious implications for states and localities. Even those which are funded are subject to a shrinking fiscal commitment at the federal level.

One example of the reduced federal commitment is the refugee resettlement program. In response to the massive influx of Southeast Asian refugees after 1975, Congress enacted the Refugee Act of 1980. Whereas previous refugee emergencies had been handled through piecemeal legislation, the 1980 Act established an ongoing mechanism for refugee resettlement and created a federal-state partnership for these efforts. Congress recognized that because refugee policy is a federal responsibility, the funding to implement this policy should be as well — at least in the early stages of resettlement. Recently, however, federal budget decisions have transferred costs to the state and local governments, reducing the level and quality of services provided to refugees.

The creation of a federal-state covenant and its subsequent erosion can also be seen in the passage and implementation of the Immigration Reform and Control Act of 1986 (IRCA). This legislation provided for, among other things, a legalization program for certain undocumented aliens. A portion of the state and local costs associated with providing public assistance, public health and educational services to these individuals is to be reimbursed by the federal government, through State Legalization Impact Assistance Grants (SLIAG). Congress originally appropriated SLIAG funds at a level of \$1 billion per year for four years, FY88-FY91. However, the FY90 appropriations process saw a reduction of \$555 million in SLIAG funds (with the shaky promise of a payback in FY92), and the president's budget which was unveiled Jan. 29 proposes a \$537 million cut for FY91.

Since much of the SLIAG-reimbursed costs in the president's budget occur at the local level, this action has serious consequences for county budgets. It is certainly more of an issue for counties with large numbers of newly-legalized residents, but it should not be overlooked by any locality. Why should a state or county bear any costs that are a federal responsibility? The SLIAG issue, like that of reduced federal funding, sets a dangerous precedent for federal-state-local partnerships.

A second factor of importance to counties concerns the placement and flow of arrivals. For example, placement of refugees is governed largely by family reunification, i.e. refugees are placed where their relatives live. However, care of placement of "free cases" (those without family ties) is at the discretion of voluntary resettlement agencies which operate under contract to the State Department. Certain populations — Amerasians — are intentionally placed in "cluster sites" in order to facilitate resettlement.

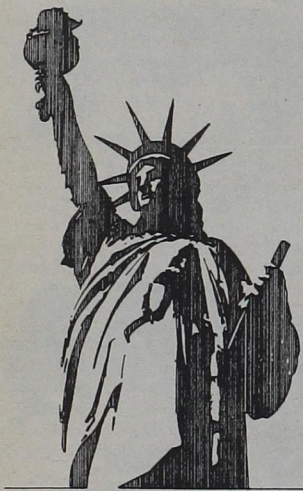
These policies, however, do not preclude "secondary migration" (movement from one state to another) which can occur for a number of reasons such as climate, housing, transportation, the job market or the attraction of public benefits. Any significant in- or out-migration from a county, particularly sudden influx such as that which often occurs in the refugee program, can have a significant impact in terms of budget, service delivery and general community operations.

The long-term presence of immigrant refugee groups has shaped the very character of many cities. The "new immigrants" are different in ways from those of the past century, but their impact on society is no less significant. Thus, to the extent that counties are aware of and lend their voice to decisions on placement, they can help predict and even determine the policy impact.

A third reason for counties to care about immigration: community harmony. Other locations that have witnessed race riots, excessive or racially motivated crime or the presence of "hate groups" can attest to their devastating effects. We have seen in recent years an increase in ethnic and racial tensions in many areas.

Violence and hatred targeted at refugees and immigrant groups is not uncommon. Often it is motivated by perceived preferential treatment of the foreign-born for terms of access to services, such as welfare. A great deal of misinformation, fear, and misunderstanding abounds. A concerted attempt must be made at the local level to dispel the myths and diffuse the tensions for the good of the entire community. If all workers are not to refuse entrance to refugees and immigrants but to work seriously to successfully integrate them into our communities.

One way to do this is to ensure that funding for vital services remains available. In addition to refugee and SLIAG issues, the debate over legal immigration reform should also be of interest to counties. The Senate-passed version of this legislation



Like most good debates it involves money, power and politics. But wait — there's more — it also involves ethnic pride, territoriality, bigotry, xenophobia and our identity as a nation.

'90 Eldercare, a growing workplace issue

By Susan D. Grubb
staff writer

Almost 30 million Americans today are over age 65. By the early 21st century, this age group will number more than 50 million. In its study "Eldercare in the Workplace," the National Association of State Units on Aging of the National Council on the Aging, Inc., found that while 39 percent of the 65+ group are over age 75 today, 45 percent will be 75 and over by the year 2000.

The study also claims that about one-third of all over age 85 cannot perform at least one daily living activity, i.e. bathing, eating or dressing, on their own. Most of this type of daily care (80 percent) is provided by family members, and most of these caregivers are women (60 percent) averaging between the ages of 40-45.

Their role as caregivers has a significant impact on the workplace today, and will intensify in the coming years. More than half the women in today's work force are over 35, and by 1995, 57 percent of all women will be employed. Those with a caregiving role are unlikely to give it up.

Research shows the mounting problem. In 1985, the Travelers Corporation found that 9 percent of its employees had some form of eldercare responsibility. Research on several corporations by the University of Bridgeport, 1987, showed that 25 percent of workers over age 40 were caregivers. More recently, a 1988 IBM study found that 30 percent of its employees are caregivers.

Labor costs

The effects of elder caregivers on many areas in the workplace have also been measured. An average five work days per year are lost per caregiver, a 1987 study by the National Association of Area Agencies on Aging and Wang Laboratories shows. A 1987 study claims that in 1987 the cost of policy impacts lost equaled \$2 million per year for a 10,000 employee work force.

Other costs are measured by tardinesses, excessive use of the telephone, and the physical and emotional effects on employees' health. In addition, employees' changing schedules, taking time off without pay, turning down promotions and taking early retirement all result in difficulties for the employer in retraining and replacing uncommitted.

"Employers must realize that people don't just go away from taking care [of their relatives], they quit [their job]," said Meridy Rachor, director of eldercare for The Partnership Group, Inc., a nationwide local level dependent care information and referral network. "Surveys show that 12 percent of all workers can be expected to leave," she explained. "Employees that want to seriously retain their employees must provide into options."

Corporate action

Private sector employers were the first to respond to the needs of their caregiving employees. Their most frequently used eldercare strategies have been providing information and education, and easing time constraints.

The Travelers Corporation conducted a caregiver fair where company representatives and service provider agencies provided information on community services. Pitney Bowes and Mobil have conducted informational forums on the aging process and service delivery systems.

Pitney Bowes offers flexible leave for family emergencies as well as arrangements to change work shifts as needed. Atlantic Richfield allows six paid days off for tending sick family members. And, in 1988, IBM instituted a policy allowing three-year leaves for dependent care.

Counseling, support and referral services are other widely used options. Employee Assistance programs at Levi Strauss and Co., Honeywell and Blue Cross and Blue Shield offer counseling. IBM, in 1988, implemented a nationwide eldercare consultation and referral service for employees, retirees and their families.

Financial assistance is another option. Remington subsidizes half the cost of a home aide or senior companion, during weekend or evening hours, through the area Visiting Nurse Association. Ford and General Motors are presently testing a new type of long-term care insurance covering in-home, non-medical custodial care for employees and retirees.

Some employers offer Dependent Care Assistance Plans, allowing employees to pay for caregiving expenses with pre-tax dollars. Under the plan, employees determine, in advance, their annual caregiving costs for the coming year.

Based on that amount, they may convert a portion of their income (up to \$5,000) into a special reimbursement account through payroll deductions. Each month, employees present a receipt of expenses and are reimbursed with tax-free dollars from their account balance.

The program is more widely used for child care purposes rather than eldercare needs, however, because of the restriction requiring that the person receiving care be a dependent.

Services created and supported directly by the employer is another option. This year, Stride Rite will expand its existing on-site child daycare center to create an inter-generational daycare center.

In Illinois

In December 1987, the Illinois Department on Aging surveyed state employees in 16 different agencies on caregiver needs. Of the 1,700 completing the poll, roughly 30 percent said they had some responsibility for caring for older relatives or friends.

In response to the survey, the Aging Department decided to promote support services by holding caregiving fairs exclusively for state employees.

Exhibitors provided information on financial assistance, health and legal services, housing, meal and transportation programs, and local support groups. The state's personnel agency gave out information on sick leave and family responsibility leave policies, flexible work schedules, health insurance, employee

assistance programs and financial assistance.

At the fairs, state Employee Assistance program coordinators, who traditionally help employees with drug or alcohol problems, were trained to counsel workers experiencing stress from caregiving responsibilities.

In addition to holding annual caregiving fairs, the department is considering forming an employee caregiver support group where participants would meet on a regular basis to share experiences and resources. An adult daycare center is also being investigated.

Los Angeles County, Calif.

Los Angeles County saw no need to survey its employees about eldercare needs. Relying on existing data gathered by the private sector, the county found that more than 20 percent of public and private sector employees nationwide help care for elderly family members. Given this scenario in Los Angeles County, approximately 16,000 county employees would be affected.

The county also found that, in general, caregiver needs should be addressed by modifying existing benefits and coordinating present programs and services. "We've got programs, but we need to package them," said Lynn Bayer, director of the county's Agency on Aging.

Late last month, the county's chief administrative office recommended several proposals to the board of supervisors: promote alternative work schedules and telecommuting; expand job sharing options; promote the dependent care reimbursement option; support legislation providing matching state funds for developing privately operated adult daycare centers; develop a public/private eldercare information and referral program; and explore the expansion of insurance options to include long-term care coverage for employees.

These proposals are now underway, Bayer said, and the board is expected to review them in six months.

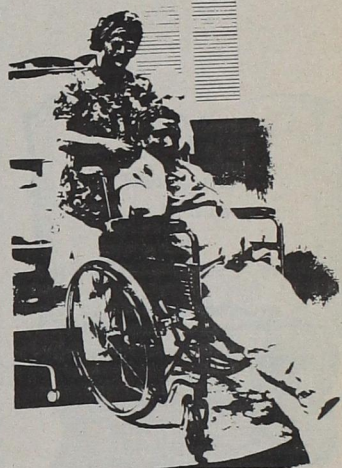
County possibilities

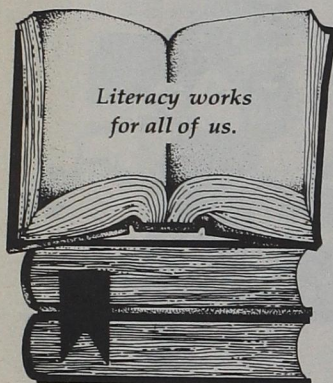
Eldercare services for county government employees are just in the beginning stages. As with both the private and public sector, most programs and resources already exist, but need to be promoted to employees.

"Local governments should look to see what's around," advises Meridy Rachor. "One option isn't perfect for all. [Counties] should check all options in both the public and private sector."

The National Association of State Units on Aging (NASUA) has several publications about eldercare and the workplace, including "Eldercare in the Workplace," "Building Responsive Systems for Public Employee Caregivers: State Eldercare Initiatives," and "Building Responsive Systems for Public Employee Caregivers: Eldercare Program and Policy Options."

For price and ordering information, contact Penny Jackson, NASUA, 2033 K St., NW, Suite 304, Washington, D.C. 20006, 202/785-0707.





Computer teaches inmates to read

By Susan D. Grubb
staff writer

Thirty-five year old Henry Nieto didn't know how to read before he went to jail. Sentenced to the Bernalillo County, N.M. Detention Center last October on a DWI charge, he will be released this month, and will take with him reading skills that have improved four grade levels.

Henry and several other inmates are enrolled in a computerized literacy program, called Autoskill, that teaches reading skills from Kindergarten to the 10th grade level. At the Bernalillo jail, Autoskill increases reading levels by one grade after 20 hours of training.

The program is "beautiful," said Henry, who, prior to Autoskill, was unable to read street names and addresses. He plans to return to his mechanical plumbing job to help support his wife and three boys. "Before," he said, "I couldn't read blueprints, and now I can advance and get promotions."

Autoskill is part of the hardware/software ICON reading program packaged by Unisys. At first, inmates are given a variety of tests, including visual matching, auditory/visual matching, reading aloud and visual scanning. Upon completing the tests, the level of reading disability is determined based on a profile generated by the computer.

After the specific disability is identified, the user then works with the appropriate program, and is again tested by the computer before moving on to the next level.

Currently, 12 men and eight women are enrolled in the program. Four work stations are set up for the men and two for the women in the center's day room. Inmates are requested to spend at least half an hour a day, five days a week with the computers, explained Gordon Bernell, education and volunteer coordinator at the center, but many work every day voluntarily.

Before ICON, Bernell said, getting inmates, particularly men, to attend literacy programs was difficult because of the "macho mystique" attitude. "Now they think, 'Who works with computers? Bright people work with computers.'" A majority of the jail population are substance abusers, he added, who are used to instant gratification. "With a tutor, they may not see any progress until six months later."

One of Bernell's favorite success stories is that of 26-year-old Robert, whose arrest resulted from his inability to read. Robert was arrested for stealing food shortly after being fired from his construction job where he entered a "hard hat area" without a hat because he could not read the warning sign. After 11 years of school, Bernell said, Robert could not read the words "and" or "the," but after 26 days with Autoskill he was reading a fourth-grade level book.

Since the program's start in June 1988, he explained, 93 inmates have advanced to and graduated from the jail's GED program, and none have returned. Ordinarily, he said, about 50 would return.

This decrease in the return rate of inmates helps illustrate the link between illiteracy and crime.

Sixty percent of the people in jails are functionally illiterate, according to the

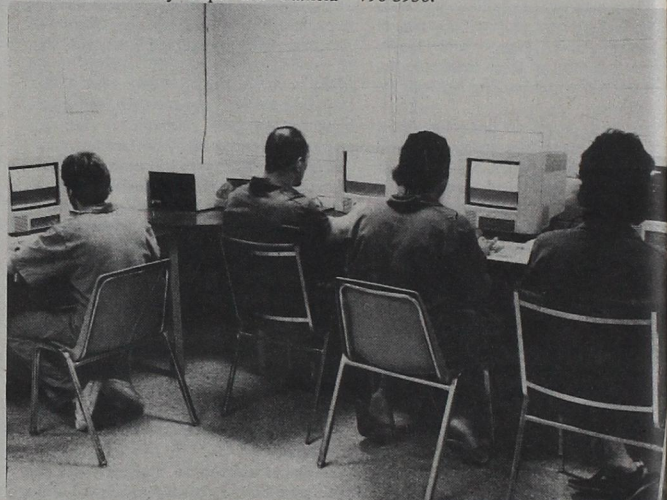
American Jail Association (AJA), which endorses and promotes the ICON program. The typical scenario, said Stephen J. Ingley, director of professional services for AJA, is "an individual can't read, can't look for a want ad, can't fill out an application. He finds drugs and alcohol and commits crime to support his habit. Building more jails isn't the answer."

Bernalillo County and the city of Albuquerque each paid half of the \$73,000 start-up costs. Outside volunteers and literate inmates help supervise the program.

Bernalillo County Supervisor Patricia

Cassidy is so pleased with the program that she is supporting a bill to obtain more space for the program. "We really need to expand [the program]. It's just not reaching all the people we want it to reach."

The AJA is helping start another ICON program in the Central Parole Violator Facility in San Antonio, Texas, and has another 14 proposed sites pending. If your county would like to find out more about the ICON reading program, contact Stephen Ingley, American Jail Association, 1000 Dabbs Rd., Suite 100, Hagerstown, MD 21740, 301-790-3930.



Inmates at the Bernalillo County, N.M. Detention Center use computers to learn reading skills.

Pinellas County, helping its own

Nearly 80,000 adults (15 percent) in Pinellas County, Fla. are functionally illiterate, according to the 1980 Census. Fearing the lack of reading skills could cause a high job turnover rate, explained Sherry Oliver, director of the county's Adult and Community Education, the county developed a literacy program for its employees.

The Pinellas County Adult and Community Education program started last April when county employees were surveyed about their interest in entering a literacy program. Out of approximately 3,000 responses, 150 expressed an interest in taking an assessment test. Of those tested, 72 were recommended for the program.

The program aims to improve the reading, writing, spelling and basic math skills of the Pinellas County work force to the point where they can qualify for a GED certificate.

Administered by the county personnel department, classes are conducted by Pinellas School Board teachers, whose salaries and materials are paid for by the district school board. Six employee volunteers also help out.

Classes began in September, and are scheduled from 3:30 p.m. to 5:30 p.m., two days a week at three locations around the county. Participants are given an hour of administrative leave for each hour spent in class.

Thirty-two employees are presently enrolled in the program, and the first high school diploma was presented to Tony Rodwell of the Highway Division in December.

Before ICON, Bernell said, getting inmates, particularly men, to attend literacy programs was difficult because of the "macho mystique" attitude. "Now they think, 'Who works with computers? Bright people work with computers.'" A majority of the jail population are substance abusers, he added, who are used to instant gratification. "With a tutor, they may not see any progress until six months later."

Putting JOBS to work, a local concern

By Marilou Fallis
research associate

"A well-known politician liked to say, 'politics is local.' Well, implementation of it is up to the local players to form their own strategic partnership or consortium to guide the planning and implementation of the JOBS [Job Opportunities and Basic Skills] program. The local partners include not only those federal programs already established to do education and training (i.e., Job Training Partnership Act, Adult Education, Vocational Training), but local elected officials, local area businesses, local voluntary organizations and local education systems. For those of us who have already bought up programs, we know the challenges you face." (Quoted from a speech by NACo President Ann Klinger at the U.S. Department of Health and Human Services (HHS) Conference, "Supporting America's Families: Implementation of the Family Support Act," Nov. 6, 1989.)

Local areas are to play a role and not just to a program already in place, it is important that discussions and action happen.

While 25 states have already implemented an interim JOBS plan, final regulations will require many to change their plans. Twenty-five states have yet to develop a plan. Time is of the essence as all states must submit a plan by Aug. 15, 1990. It is important to remember that this is a time of beginning. Many states may find that adjustments will be important as they go along with the program. Amendments can be made.

Planning can continue at many levels. This, for instance, passed on some of its flexibility to its counties, allowing each to decide if it would contract out various components of the JOBS program. In addition, plans are good for only two years and then must undergo review. Comprehensive coordination is a process that never ends.

The Family Support Act was developed to provide education, training and employment for individuals on welfare so they can achieve self-sufficiency. It outlined three target groups to be served; required that all states implement an Unemployed Parent component that would serve two parent families; called for programs that address the needs of the whole family; and outlined the need for effective, efficient programs that utilize resources already available in the state and community. One of its major components is the development of the new education, training and employment program called Job Opportunities and Basic Skills training program (JOBS).

It does not outline a specific role for local areas beyond requiring coordination with the local Private Industry Councils and calling for consultation with a variety of agencies. For several reasons, it is likely that local areas will be called upon to participate in the program.

The first is a concern about the whole family. Welfare agencies will not be able to address all the needs of the family and the AFDC (Aid to Families With Dependent Children) participant with the resources they have available. If the state decides it wants a

broad program, it will have to look at all state and local resources available and determine if new ones are needed. No one program can provide all the services and expertise necessary to serve the whole family.

Another reason is *funding*. Each state must provide a funding match if programs are to go beyond a very simple program. While each state receives a 90 percent federal match up to the WIN (Work Incentives program) amounts that were available in FY87, this will be a fairly small amount for most states. They will have to find match dollars through other state and locally funded programs and seek out ways to expand services at the lowest cost. Use of the Job Training Partnership Act (JTPA) program and education grants, such as the Pell grant, allows provision of services to participants for the cost of child care and supportive services alone. It also helps ensure that there is no duplication of effort.

Analysis

Another major player, both in providing money and enabling legislative changes, will be the state legislature. While some states have entered the new JOBS program with no additional state funds, most have looked to the state legislature for at least part of the match.

Finally, the *participation rate* will put pressure on the state welfare agency to involve other programs, though this may not occur at first. States face two requirements on participation that will encourage them to track individuals who found training on their own — so called "self-initiated" training opportunities.

The requirements include meeting yearly participation rates starting at 7 percent in FY90 and increasing to 20 percent by FY95. The state must also show that 55 percent of its funds are spent on participants from the three target groups in JOBS: young mothers under the age of 24 who have not completed high school, are not enrolled in an equivalency program and have little or no work experience in the past year; long-term recipients who have aid for any 36 of the last 60 months; and members of families where the youngest child is two years from becoming ineligible for AFDC. If one of these participation requirements are not met, the state's matching rate is increased to 50 percent for all expenditures. If there are not enough funds in JOBS itself to ensure this participation, states could look to other programs to track the welfare recipients who may be counted as participants.

Federal commitment

At the HHS-sponsored conference on the Family Support Act last November, key themes on the implementation of the act were stressed repeatedly.

Coordinate programs at all levels

At a policy summit during the conference, Department of Labor Secretary Elizabeth Dole, Health and Human Services Secretary Louis Sullivan and Education Secretary

Lauro Cavazos spoke of the importance of working together. They signed an interagency agreement, combining their funds (\$7.5 million) to provide technical assistance for creating the JOBS program.

Dole pointed out that for the program to work, "everyone must sing from the same sheet of music. The bottom line must be to work smarter, more efficiently and together. Bringing down the barriers to be able to eliminate duplication is very hard. It is not the sexy stuff that the media will pay attention to but it must be done."

Cavazos said that there are three deficits in America — trade, budget and education. There are four basic steps that can lead to success in helping America's families with this education deficit:

- raising awareness of every citizen about the education deficit. Problems can't be solved if they are not understood;
- caring that people are failing and children are lost;
- raising expectations of those that need our help. Help them understand that "Yes I can do it!"; and
- working together to address the need and problems.

Sullivan said, "making the program available to as many welfare recipients as possible is the main goal." He strongly urged welfare administrators to meet regularly with their counterparts in the variety of programs designed to serve the needs of families — JTPA, employment service, vocational education, community-based organizations — to ensure that all services are available.

Flexibility to meet local and regional differences

In the development of the final regulations, flexibility for the state was a guiding principle according to Howard Rolston, associate administrator, Office of Program Evaluation, Family Support Administration. This flexibility means that there are many decisions that the state must make in determining what the program will look like. This includes the actual philosophy that will guide the rest of the decisions about program structure, actual program components, the type of program that will be provided in various parts of the state, supportive services provided and which organizations will provide the range of JOBS components.

Where is the flexibility in the JOBS structure?

The JOBS program is large and complex, but in many areas, states have the flexibility to decide. In some cases the decision has been left wide open, in other areas, states can choose between a number of well-defined options. The areas of flexibility for each state within the program include:

Philosophy: What will be the major goals for the program in your state? There are four options that many states are considering — job placement, basic education leading to high school credentials, training for an occupation with long-term potential, or combining all three goals.

Coordination: The regulations discuss coordination at a minimum among state

See JOBS, page 19

No one program can provide all the services and expertise necessary to serve the whole family.

Md. county, winning the drug war

By Jill Conley
staff writer

The war against drugs is no new battle for Baltimore County, Md. which has, for several years, been armed with a strategy that has been pegged as a model for fighting substance abuse. The results have been impressive.

- Since 1984, Baltimore County has seen 12th grade adolescent substance abuse decrease by 10.8 percent.
- A chapter of SADD (Students Against Driving Drunk) has been established in every high school. More than 2,000 students participate.
- Drug arrests, convictions and asset seizures have increased significantly.
- Demand for substance abuse treatment has all 10 county treatment programs filled to capacity.

• No alcohol- or drug-related automobile accidents have occurred during high school prom seasons in the past five years.

"We'll never stop this drug problem until we somehow deal with this nation's thirst for drugs."

Michael M. Gimbel

Why has Baltimore County's substance abuse strategy been so successful?

According to Michael M. Gimbel, director of Baltimore County's Office of Substance Abuse (OSA), the success of the program can be traced to one simple concept — coordination. OSA was created by County Executive Dennis Rasmussen in 1986 to coordinate substance abuse efforts across county department lines.

OSA, which reports directly to the county executive, is responsible for evaluating and monitoring county law enforcement, prevention and education, treatment efforts, and ensuring that various departments are working with each other and not duplicating services.

By consolidating efforts, Baltimore County has given its anti-substance abuse troops distinct leadership, says Gimbel, who was once a substance abuser himself.

"The way our program is structured enables the left hand to know what the right hand is doing at all times," he said. "This coordinated effort ensures that various departments are not duplicating services or competing for the few dollars that are available."

Education is a key element in the Baltimore County strategy. Comprehensive anti-drug

programs are taught in every grade in county schools.

Resource centers at public libraries have been established to provide citizens with up-to-date literature on substance abuse that includes lists of treatment resources in the county.

These centers also check out county-produced educational videos on drugs and alcohol. A local cable television station airs five-minute anti-drug segments three times each day. Six times each year Gimbel hosts a one-hour drug prevention program for the same television station.

Law enforcement officials are also involved in the community education effort. The police department teaches courses to junior high school students and also runs alternative recreation programs.

Drug counselors attend court hearings to provide judges with evaluations of whether a

"We now have active Substance Abuse Advisory Councils in every area of the county. These are citizens who we design uniquely local approaches to uniquely local aspects of the problem," Gimbel added.

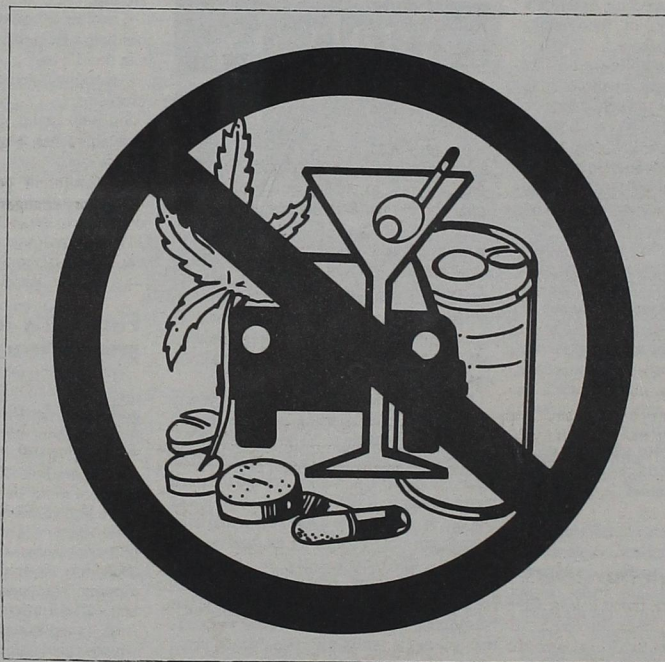
According to Gimbel, Baltimore County substance abuse program success is due related to the county executive's commitment to the war on drugs in addition to giving OSA the ability to cross departmental lines, "he has also put his commitment with dollars," Gimbel said.

Last year alone, the county spent more than \$1 million of its own funds on these programs to supplement the \$3 million available from state and federal sources. "Now we're hoping for further assistance coming from the federal government," says Gimbel. "We've got the foundation in place necessary when it comes to administration."

Gimbel also criticized President Bush's new roader plan, saying it raised in counties — training for were not dis opportunity represented in individual policy-making process — to work, into the JO 0 percent federal d he amount strategy."

Gimbel said that he believed the \$110 million requirement for establishment of AFDC-NACo Drug year, will Alcoholic Abuse funds Force, on which U.S. Dep serves, will services that the county inspection is heard in the Family discussions identified issue.

Gimbel also said that focusing on drug trafficking are finding primary cause some state drug problem additional United States legislature other programs are staff Partnerships system to provide child care for JTPA mandated, The F "That's not a war," says Gimbel, currently believes that too little of that funding is addresses at prevention and treatment. "That's not a police action."



person requires treatment. Counseling and treatment services are provided to inmates at the county jail.

Baltimore County has also taken its message to the workplace, offering substance abuse educational programs to local businesses.

According to Gimbel, these presentations focus not only on substance abuse in the workplace, but also offer information about detection and treatment of adolescent drug use through a program called, Employees are Parents Too!

Community involvement has been an essential ingredient in keeping an upper hand in the Baltimore County drug war. "Without question, our greatest accomplishments have been in the areas of community involvement and resource coordination," says Rasmussen.

not do the trick.

"You could dry up all the cocaine coming into this country from Latin America if we'd have a new drug to replace it," he said. "We'll never stop the drug problem until we somehow deal with this nation's thirst for drugs," he added.

The key to accomplishing this, according to Gimbel, lies in reducing the demand for drugs through education and by making treatment, on demand, available to anyone who needs it.

President Bush recently increased federal control funding by more than \$2 billion. "That's not a war," says Gimbel, currently believes that too little of that funding is addresses at prevention and treatment. "That's not a police action."

wa JOBS: six months down, six to go

By Marilou Fallis
research associate

The Job Training and Basic Skills (JOBS) program was first implemented in 15 states in July 1989. By October, half of the states in the United States had started the program and by October, all the states must implement the program.

After more than six months of experience, what are the key issues of implementation that programs are facing? A survey of county human service administrators identified four key implementation issues — funding levels, linkages with education and other programs, local area involvement and data collection available issues.

Funding levels

State and local money will always be necessary to operate the JOBS program. The administration has asked for \$1 billion for FY91 (which begins Oct. 1, 1990), but the state match requirements range from 10 percent to as high as 50 percent for various parts of the JOBS program. If a state wants a broader program that addresses the concerns raised in the law about basic education, training for jobs that provide both long-term opportunities and enough income to get off welfare, and supportive services to help the individual make the transition from welfare to work, it will need to put additional funds into the JOBS program. The 10 percent state/40 percent federal funding split is limited to the amount each state received from the WIN (Work Incentives) program in FY87. That year, the overall national funding was only \$110 million. The participation requirements, with an increasing percentage of AFDC recipients who must be served each year, will also push states towards having to find funds for the program. A report by the U.S. Department of Health and Human Services (HHS) Office of Analysis and county inspections, titled "State Implementation of the Family Support Act," found that 18 states identified budget levels as a problem.

Twists in financing JOBS

There have been some twists to how states are finding additional funds for JOBS. In some states, where there have been no additional funds appropriated by the state legislature, the welfare agency is looking at other programs to provide the needed training. One state, which has not yet begun its program, is considering using its funds to hire staff and looking to the Job Training Partnership (JTPA) program and education system to provide all the training from its own funds.

This raises interesting questions. Both programs serve specific populations. It is doubtful they will be able to add many additional slots for JOBS participants, and provide the supportive services (including child care) needs on their very limited (and for JTPA, that limitation is federally mandated) funds set aside for those services.

The Family Support Administration is currently working on a field memo that addresses state and local match. One key issue about match has already been

addressed. JOBS, unlike most earlier programs, looks to working with education systems and other local programs to provide a wide array of services such as substance abuse and family literacy. Some believe that linking with these programs, often funded through state and local funds, and having specific slots identified for JOBS participants would provide much of the required match.

Commentary

However, this may not be the case. HHS has decided that match funds must go directly to, and be administered by, the state welfare agency. In South Carolina, the state legislature had decided to appropriate an additional \$250,000 for the state education department as state match to provide education services for JOBS participants. It did not expect that the funds would be required to go to the welfare agency. This raises questions on whether state and local agencies will look at providing new slots for JOBS that can be counted as match or, will instead, just continue to provide the same number of slots for welfare recipients they were providing before the new program. HHS's decision on match funds may not be the best way to encourage coordination of many programs. State legislatures may have to provide state match from general funds and encourage other programs to create new services for AFDC (Aid to Families With Dependent Children) recipients from these funds.

Linkages with education and other programs

While almost all states have been operating a welfare-to-work program under the WIN program, most of these programs have been small, and limited to programs in only a few counties. Both the HHS study on implementation and a report by the National Governors Association, "The Provision of Education and Other Services in State Welfare to Work Programs," indicate that developing these linkages for state-wide programs may be one of the largest barriers states will face.

This linkage can be done several ways. The HHS survey found that 40 states will be contracting for a variety of services. In eight of those states, counties will choose the contractors. There may also be linkages developed through non-financial agreements that discuss referral and special services. This may be especially true for substance abuse services — often necessary, but not an allowable JOBS expense.

Though many states indicated that they would contract out some services, the services range greatly. Tennessee and Texas plan to only contract out child care brokering while eight states plan to contract out service delivery. A question of duplication must be raised in states that plan to contract out very small parts or none of the JOBS program.

The Texas decision reflects the complications of state funding. The state legislature, which meets once every two years, provided funding for only a minimum

JOBS program. So while there will be no contracts, Texas has been working on successful demonstration projects that link welfare, education and JTPA funds to address basic education and long-term training needs of welfare clients.

Iowa, where PROMISE JOBS began in July with a new structure, is linking with JTPA, Employment Service and Human Services to provide the program. They have already identified several implementation concerns that range from the mechanics of payment to the lack of needed components to provide the best service. Most states will discover these sort of problems and needs for adjustments as they implement the program.

Local area involvement

Local area involvement comes in two different ways — through counties in the 16 states where counties have a role in administering welfare, and through the need to use local programs to provide a true statewide program or to provide other services not funded directly by JOBS.

California, New Jersey and Ohio, all with county-administered welfare programs, have had JOBS-like programs in place for more than three years. Adjusting to the new JOBS programs has been fairly simple in those states.

California counties are working on necessary changes to the county GAIN plan so that it will meet JOBS requirements. John Cullen, director, Merced County, Calif., Human Services Agency, said the majority of the changes in his county focused on who would be served. Three new programs have been added. A teen parent program, to be operated through the JTPA program, is designed to help the parents remain in school and/or become self-sufficient through gainful employment. A Secondary Wage Earner project will focus on refugee families to develop two wage earners within each family for self-sufficiency. A concurrent enrollment demonstration project will provide a process for evaluation of the program.

New Jersey is still in the process of transition. Ann Baran, director, Union County, N.J., says that its contract with the state is still a REACH contract. The major differences between the programs lie in activities, reimbursement rates and reporting elements. The REACH program was funded totally through state money, but the legislature is cutting the funds available and how JOBS will be implemented with less money is not yet known.

Dannetta Graves, coordinator of Montgomery County, Ohio's INVEST program, said that the only changes they had to make up-front were to add pre-employment services and testing. They are working on including more extensive assessments, substance abuse, mental health services and remedial education. The county already had a demonstration project under WIN that served parents with children as young as one year old. "It is best to sit down with various service providers within your area and decide how participants can be best served through the funds available. You must

State and local money will always be necessary to operate the JOBS program.

Child support, taking new directions

By Ellen Morgan
U.S. Office of Child Support Enforcement

Poverty affects a child's total well-being. Studies show that inadequate support means more child abuse and neglect, more teenage runaways, more juvenile delinquency and incarceration, and more teenage pregnancy.

Child support in our society is a problem, but it is a problem that something is being done about, and it is a problem that county governments can do more about.

The problem is such that many Americans are concerned about the crippling effects of poverty on the children of our society and the direct and indirect tax burdens that poverty imposes on the society itself.

Most Americans agree that parents should be responsible for the support of their children. In keeping with that principle, the Child Support Enforcement program was established in 1975, and under 1988 legislation, the program is being strengthened.

We all share the cost of unpaid child support

Most welfare dependency results from a lack of parental support for children. Some 90 percent of the children in households receiving public assistance are eligible.

However, only 61 percent of potentially eligible parents who have been awarded payments receive the full amount owed. Absent parents (typically fathers) not paying, or not paying the full amount, are frequently capable of assuming their obligation. Absent fathers, for example, earn about the same amount as other men.

Look at the problem another way. More than nine million mothers live with their children in homes without the children's father, and 3.2 million of those households live in officially defined poverty.

Poverty affects a child's total well-being. Studies show that inadequate support means more child abuse and neglect, more teenage runaways, more juvenile delinquency and incarceration, and more teenage pregnancy. It lowers the quality of child care purchased by a single mother, the medical care provided for the children, and the early development of the children.

Enforcing child support

The Family Support Act of 1988 intends to beef up the means provided by federal and state laws to establish and enforce child support orders.

It provides for immediate income withholding to cover child support, guidelines for the amount of support, periodic review and, if warranted, modification of the support orders.

For children born out of wedlock, it requires the states to work harder to establish paternity and gain support from the fathers. Other provisions are intended to improve record-keeping and, for the first time, establish standards for program operations.

Direct child support enforcement is the responsibility of the state, usually acting through its human service agency, and by

contract through the counties and such officials as prosecuting attorneys, court clerks and sheriffs.

County governments routinely decide the accessibility and adequacy of support enforcement activities by directly accessing the Federal Parent Locator Service, a national resource for finding absent parents and/or their employers.

Fiscal impact of child support enforcement

The Child Support Enforcement program is unique in that it generates significant revenue for state and local governments while helping children.

It is becoming viewed similar to other state and county revenue collection activities. For fiscal 1989, the Child Support Enforcement program yielded almost \$1.8 billion in revenue to states and localities.



Child support collections on behalf of welfare recipients reimburse government for the cost of the families' assistance. In fiscal 1989, child support collections for recipients of Aid to Families with Dependent Children (AFDC) represented 10.2 percent of AFDC assistance payments nationwide.

Idaho and Alabama each recouped more than 30 percent of their AFDC costs through child support collections. By increasing collections, local governments can prevent welfare dependency as well as recover larger percentages of welfare costs that are incurred.

Federally-funded incentive payments are another inducement to improvements in program operations. The incentive payments are scaled to increased child support collections and operational efficiency. There are no federal restrictions on use of such money.

During FY89, the incentive payments amounted to \$266 million. Many states pass on part of that money to their counties.

The federal government shares with the states the cost of operating the Child Support Enforcement program.

Sixty-six percent of the ongoing

administrative costs for the program are paid by the federal government. However, the federal government also pays up to 10 percent of the cost of statewide information management systems and that percentage of the laboratory costs of paternity establishment.

Even before the Child Support Enforcement program was further strengthened in 1988, many states discovered big financial advantages to the operations under the program. And, in FY88, states and counties had a direct "profit" from support enforcement of some \$400 million after deducting their share of program operating costs.

Child support collections also bring job welfare savings by keeping families eligible for AFDC, food stamps and Medicaid. A recent study estimates that in the absence of support enforcement services an extra \$150 billion a year would have been spent on AFDC, food stamps and Medicaid in the early '80s.

Collection potential

As an indication of how much higher child support collections could be, academic researchers estimate that \$27 billion would have been due in 1984 from noncustodial parents if payments had been imposed for everyone, under either of the accepted guidelines and considering economic ability to pay. In 1985, on the other hand, only \$11 billion was actually due under support awards and only \$7 billion of that was collected, according to the Census Bureau.

Steps to take now

To realize the child support collection potential, each state and local jurisdiction should take steps to strengthen its child support enforcement program:

- Measure performance. Elected and appointed officials should set goals and continually assess the performance of agencies involved in the support enforcement program.
- Allocate sufficient resources. Like private business, a jurisdiction may have to spend money initially to later collect more money. Reinvesting the "payoff" from the support enforcement program is one way to provide the staff and resources needed to establish paternity and to collect child support. If overall staff expansion is impossible or unwarranted, the movement of resources from elsewhere in government may make the child support program more effective.

With the commitment of those in leadership positions, the Child Support and Enforcement program can ensure that more children receive the support to which they are legally and morally entitled.

For more information about child support enforcement, contact the Office of Child Support Enforcement, Family Support Administration, 4th Floor, Aerospace Building, 370 L'Enfant Promenade, SW, Washington, D.C. 20447, 202/252-5343.

JOBS from page 15

agencies and with JTPA's State Job Training Coordinating Council and Local Private Industry Councils. However, the regulation preamble up to and other federal material mention more intensive coordination.

Program components: The choice of components is probably the most flexible part of the JOBS program. The mandatory components (orientation, assessment, employability plan, education, job readiness, job skills training and job development/ placement) are broadly defined. The state must choose two of four optional components (on-the-job training, community work experience, work supplementation or job search), and can also include self-initiated training, postsecondary education and other of support activities in the state plan. There is extra \$1.50 flexibility in determining definitions of participation and good/satisfactory progress.

State structure: Program components can be provided in different ways in different parts of the state. By 1992, all states must have implemented a statewide JOBS program. The state can operate a full JOBS program from north through the whole state, set up a half-behavior program with minimum full JOBS program, or request a waiver with justification covering the number of adult recipients that would be excluded, a

comparison of costs and local economic conditions.

Contracting: All the program components in JOBS may be contracted out to various agencies to provide. Eligibility and exemption determination, sanctioning and overall program administration, such as determination of specific program design and establishment of program participation rates cannot be contracted out.

Supportive services/child care: The Family Support Act includes a guarantee for child care services both for participants within the JOBS program and for AFDC recipients who have found employment or approved training on their own. There are also supportive services, such as transportation and work-related expenses for JOBS participants. Transitional child care and medical benefits are available to assist an AFDC recipient in making the transition from welfare to work.

State plans: There must be a state plan for both JOBS and supportive services/child care. These are the vehicles for outlining the choices each state has made.

Is it important to be involved with this new opportunity for a broad, comprehensive approach to the problems of family, self-sufficiency, or is it too complex and too troublesome to bother with?

NACo would suggest that it is important because of the challenges faced by all human resource programs — shrinking resources, a labor market where entry level jobs require more education and better skills, and individuals who have many varied barriers to overcome before they can become part of the labor force. It is to everyone's advantage to attack the problem by working together.

How to be involved

One of the largest problems of linking with JOBS is that it is a state-focused program while many of the other service programs are locally controlled and have local flexibility to create changes. This state focus also means that local areas should talk to many players at the state level to have the broadest impact on JOBS. These include the state welfare (IV-A) agency, the state Job Training Coordinating Council, members of the state legislature, as well as the

committees with authorizing and funding responsibility, local elected officials and the various state associations who have an interest in JOBS, such as JTPA, counties and welfare administrators.

The process of working with welfare

Implementing JOBS will be a major task for all states. While some states have a great deal of experience in this type of program, many have only been doing programs in limited sites, for volunteers only or have had no program at all. To make the program work for participants, many agencies can provide help. Some of the steps that could provide help and support for welfare agencies as they struggle with this important program include:

- information sharing to help avoid duplication of programs and effort;

- understanding putting together the jigsaw puzzle of services to be able to serve the whole family;
- letting each other in on each one's turf, both through formal staff meetings and informal gatherings;

- cross-training on what programs can do and accomplish;
- developing a community focus on the needs and possible ways to help participants towards self-sufficiency; and
- sharing expertise and remembering that no one program knows all there is to know about serving the family.

A more complete explanation of the areas of flexibility and some state options has been developed by NACo. For a complete copy of "Get Involved in Job Opportunities and Basic Skills Training Program (JOBS): What Local Areas Need to Know," contact Marilou Fallis, NACo, 440 First Street N.W., Washington, D.C. 20001, 202/393-6226.

SIX MONTHS from page 17

take advantage of each group's expertise."

Another concern of local involvement is how much states will look to local programs, especially in rural areas, to provide services so that they can have a statewide JOBS program.

Last March, John Wallace, Manpower Demonstration Research Corporation, made it clear at a seminar on starting JOBS that welfare agencies had to speak with local service providers — education, JTPA, mental health providers and other human service programs — before plans to use them for services were finalized. Without those connections, there may not be the number of slots available that are needed, nor may

there be the type of services that will be important.

Part of the question is how much of a learning curve is involved in implementing a program as extensive and comprehensive as JOBS? Those states with many years of experience have mentioned the importance of local area service providers as programs grow.

Data collection/information management

Data collection and information management involves a series of decisions and problems. The first is coordination of the data required by HHS with data systems (such as

FAMIS) already in place. The tracking of target groups, linkages with data systems at Employment Service and JTPA, and the data needed to meet performance standards not yet defined are just some of the challenges that must be faced by those struggling with their computer system.

Another major concern will be the tracking of participants' activities as they are served by a number of agencies. This has to include tracking time in activity, final results, movement from one component to another and need for supportive services. Thirty-five states have already decided that they will implement a case management system to address this concern.

IMMIGRATION from page 12

(S. 358) would establish a first-ever cap on immigration and would create a point system for new visas. It would also reform the family preference system and make other changes which would likely affect the labor market and the flow of new arrivals. One amendment to this bill concerns "family fairness" (i.e., not deporting the undocumented spouses and children of newly-legalized aliens), and other amendments address the census count and federal benefits as they concern illegal aliens. These issues are of obvious significance to counties and should be followed closely. Another specific issue of note is the proposal of the Immigration and Naturalization Service (INS) that certain categories of aliens only be permitted to work in certain areas of the country.

When these issues are spelled out and understood, it becomes apparent that their consideration at the county level is not only warranted but is imperative. The funding issue is of obvious importance — when federal funds are reduced, states and localities suffer. Working to retain the federal financial commitment to

services for refugees and other foreign-born populations should be of first concern. This does not mean reducing the number of refugee arrivals; it means ensuring that the dollars are available to match the numbers — both of which are a federal responsibility. In addition, the creation of new "unfunded" categories should be discouraged. It is understandable that refugee and immigration policy are largely driven by political concern, but this should not be used as a tool to renege on the federal funding commitment.

In addition to funding, other important issues emerge — placement policy, the timing and flow of new arrivals, criteria for admission, characteristics of the populations (i.e., success in becoming self-sufficient), acceptance by the community, and numerous others. The issues are being hotly debated by Congress, the executive branch, states, counties, private agencies and advocates. The debate must continue, with all parties lending their voices equally. We can't be apathetic, too much is at stake. The identity of counties and cities shapes the identity of the nation.

1990 Achievement Award Applications Due March 1

Time is running short, but it's not too late to apply. If you have not received a 1990 NACo Achievement Award application form and would like to submit an entry, call the NACo Research Department at 202/393-6226.

Job training report

Literacy: jobs of the future depend on it

By Neil E. Bomberg
research associate

Noting that there are between 23 and 27 million adult Americans who are functionally illiterate, the U.S. Senate unanimously passed, on Feb. 6, 1990, S. 1310, the National Literacy Act of 1990.

The impetus for this bill is clear. Changes in the nature of work which occurred during the '80s — the export of millions of manufacturing jobs overseas to developing countries throughout the third world, the dislocation of millions of American workers and dramatic increases in the numbers of jobs in the service sector — have given way to dramatic changes in the workplace itself. These changes require a more educated and adaptable work force. However, that type of work force may not be available to us. The number of illiterate Americans is increasing dramatically, due, in large part, to the increasing numbers of school dropouts, especially among minority populations.

We as a nation have responded to the needs of hundreds of thousands of workers dislocated by plant closings and other mass and individual layoffs through job training programs like the Economic Dislocation and Worker Adjustment Assistance Act (EDWAA) and the Trade

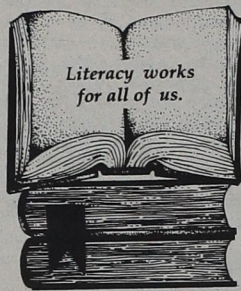
Adjustment Assistance Act (TAA). In most instances, those who were laid off from their jobs were literate and "retrainable."

And though the jobs they often accepted were not as high paying as the ones from which they were terminated, most could reenter the work force and remain productive.

Now we are confronted with increasing numbers of persons wishing to enter the work force who are neither educated, trainable or literate. At the same time we face a work force shortage. How America responds will determine whether or not we can remain competitive into the 21st century.

Those concerned with the workplace have begun to focus on the types of changes which are emerging and what those changes mean for the nation's work force. In a Rockefeller Foundation publication entitled "Literacy and the Marketplace: Improving the Literacy of Low-Income Single Mothers," several experts in workplace literacy discuss literacy skills which are currently needed in the work force and those skills that will be required in the future.

They also look at alternative strategies for assessing literacy skills and measuring progress for low-income single mothers and how adult literacy programs can most effectively meet the needs of single



mothers?

What they report is that the workplace is going through fundamental changes. This, they argue, must result in fundamental changes in the skills which future workers must have, that new methods of assessing literacy skills are necessary in order to insure that literacy skills match workplace needs, and that adult literacy programs be workplace oriented in order to succeed.

Sue E. Berryman, director of the Institute on Education and the Economy, at Teachers College, Columbia University, New York, describes the changes in the manufacturing and service sectors as changes "from mass production to flexible production." Flexible production, according to Berryman is "somewhere between mass production and craft production."

It combines the customized work implicit in craft production with the cost savings of mass production. "In both the service and manufacturing industries we are moving from a production-oriented to a product-oriented world, from mass production to flexible production," writes Berryman. These changes, she concludes, will have significant impacts on workers. No longer will workers be able to respond in prescribed ways. Computers and robots will be available to do the repetitive jobs. Rather, workers will find that their "jobs ... are more likely to demand varied and unpredictable responses to a variety of stimuli and information."

What does this mean for poorly educated persons who attempt to enter the workplace? For Berryman, it suggests that those with literacy and skills deficits will need more than good basic skills. They will need to be trained in higher-order thinking skills, even for those jobs conceived as lower-skilled and especially in the more fluid and fast-paced service and manufacturing industries which are emerging today.

How then does government and the private sector respond to this? Benita Somerfield, special advisor to the Division of Adult Education, U.S. Department of Education, argues that any literacy program must be learner-centered. She

points to the conclusions of D. Harman, who writes in his "Illiteracy: A National Dilemma" that: "An appropriate education program is one that caters to a specific group of participants deriving its content and methods from the group's needs. Such a program would seek to address topics that are meaningful and desirable for its participants and would focus on helping them realize the objectives they have for themselves. Once achieved, initial goals will be supplanted by others. Since the learning process is an unending one, adult learning should not be considered in terms of single, discrete courses, but rather as a lifelong undertaking continually defines and redefines its objectives, always on the basis of the learners' needs."

For Somerfield, learners' needs are seen as synonymous with employers' needs. Somerfield writes, "employers should be brought in to help clarify the needs of the community, to develop the job slots should be marketed in advance. The skills requirements of the community should then be determined and curriculum built on that basis, with artifacts and simulations of tasks to be performed."

This view is shared by two other writers in this publication. Thomas Sticht, president of the senior scientist of Applied Behavioral and Cognitive Sciences at the University of California, San Diego, Calif., writes "to improve the capability of people to teach basic skills embedded in job materials. Basic skills can be learned while you apply the task." And Lori Strumpf, president of the Center for Remediation Design in Washington, D.C., writes "The future of the workforce must combine work and learning." She adds that combining learning and work means that the program "makes it easier for young people to see connections for young people about what the program teaches and how that relates to work. In a specific sense, it means designing basic skills curricula more instructional methodologies to teach basic academics that are functional or work- and life-related activities."

This will not be an easy task. Changes in the work force will require market participation by those whose education has not prepared them effectively for employment. It will take a substantial investment of resources and a commitment of new initiatives to insure that those who are economically and academically disadvantaged obtain the basic workplace skills they need to become economically sufficient.

Training program focuses on literacy

By Jana Wardle
Davis County, Utah, Office
of Employment and Training

The Davis County Employment and Training Literacy Grant is a cooperative effort between the local Job Training Partnership Act (JTPA) program, a Job Corps center and vocational education to link a basic literacy component to skills training programs and direct job placement.

In recent years, the priority of literacy training has been designated at the national, state and local levels. Employment and training professionals, educators, and private employers have recognized the importance of providing a work force with basic educational competency levels. The Davis County Employment and Training staff worked with Management Training Corporation (contractor for the Clearfield Job Corps Center) and the Davis School District to develop a literacy training program for JTPA summer youth participants. A math and reading component was incorporated into the Summer Youth Employment and Training

Program (SYETP) in 1986, and continues to provide youth an opportunity to upgrade their basic academic skills during the summer months while also working part-time at a work site.

Based on the success of the SYETP literacy component, the Davis County Office of Employment and Training has expanded the literacy component. In July of 1989, the Department of Labor awarded a literacy grant to Davis County Employment and Training to increase basic workplace literacy levels of the JTPA population in Davis County. The literacy grant now provides the hard-to-serve, economically disadvantaged population (adult and youth) opportunity to achieve basic education skills to prepare for the labor market and vocational training, earn high school credit, or prepare for the GED.

This project has incorporated a vocational math and reading component into the JTPA system and utilizes the expertise, talents and resources of the employment and training system, Private Industry Council, Job Corps Center and vocational education providers.

Qualified instructors at the Davis Area Vocational Center and the Clearfield Job Corps Center provide individualized instruction to accommodate the specific learning needs of clients. Both training centers utilize an open entry/open exit enrollment system which facilitates the self-paced learning approach.

This has proven to be successful, particularly for participants who failed previously in the traditional classroom setting. Flexibility featured in the program allows clients to participate concurrently in literacy, classroom or on-the-job training.

The literacy grant has enabled clients who did not meet vocational education admission requirements to upgrade their math and reading levels, and successfully make the transition into a skills training program. Upon completion of literacy training, clients may also choose to pursue full- or part-time employment.

This program serves as a feeder program to all JTPA programs, JTPA education projects and other training programs in Davis County. It promotes cost effective benefits through better use of training

dollars by routing clients through the literacy system rather than enrolling in more costly skills training programs that they may not have the basic academic skills to successfully complete.

Linkages have been established with local agencies, volunteer literacy projects and Adult Basic Education programs offered through the school district in an effort to satisfy the needs of individuals who are not eligible for JTPA, or whose needs cannot be satisfied by this program. Coordination with agencies also serves as a constant source of referrals to the literacy grant. Several agencies now view this literacy program as a valuable resource when developing employment plans for their clients.

This coordinated literacy program has successfully expanded beyond the SYETP to include all JTPA clients, especially single heads of households, dislocated workers, older workers, youth, limited English speaking individuals and JTPA education program participants. It has strengthened linkages of all entities in targeting what has become an at-risk population in our society.

News from the nation's counties

North

INDIANA

AB 1240, the local government waste bill, recently passed the Assembly Ways and Means Committee by a vote of 25-1. The bill would give counties, cities and towns greater flexibility in assessing solid waste funding options. Some of these options include a revolving loan fund, solid waste taxing districts and optional local fees. Flow control was removed from the bill. The Indiana Association of Counties supports the bill, which goes to the House floor.

OHIO

SUMMIT COUNTY Executive Tim Davis was recently elected to serve as chairman of the Corrections Task Force established by the County Commissioners' Association of Ohio. The purpose of the task force is to develop solutions to the problems of jail overcrowding and to find funding throughout the state of Ohio.

The task force will focus its efforts on alternatives to incarceration, community corrections, capital and operating costs, jail standards and juvenile corrections. Davis will assemble a task force from a group of county commissioners and will represent them from such venues as the Juvenile Judges' Association, Buckeye Sheriffs' Association, and the Ohio Association of County Commissioners.

PENNSYLVANIA

• **The ALLEGHENY COUNTY** Commissioners recently authorized the acceptance of a \$68,000 grant from the U.S. Department of Labor's Veteran's Employment and Training Service for the continuation of the county's Homeless Veteran's Reintegration Project.

The project is designed to assist veterans in becoming reintegrated into mainstream society. Two peer counselor specialists work directly with veterans, federal, state and local agencies in job development, job search and job placement.

• **The BUCK COUNTY** Planning Commission's recently published "Village Planning Handbook" has received an award from the American Planning Association.

The handbook, one of 114 entries in 14 categories of the annual competition, received the 1990 National Award for Comprehensive Planning. The award will be presented to Robert E. Moore, executive director of the County Planning Commission, in Denver, Colo., during the American Planning Association's Annual Conference in April.

South

MARYLAND

• **BALTIMORE COUNTY** Executive Dennis Rasmussen recently unveiled a new program to

make it easier for local firms to conduct business in the county.

The Business Economic Response Team (BERT) is a coordinated effort to assist small and medium-sized firms in areas such as business planning, facility expansion, financing and employment and training.

The executive characterized BERT as the "door to county government" for businesses needing virtually any type of county assistance.

The program, which will be staffed by specialists from the county's Economic Development Commission, is expected to be fully operational by mid-February. It will be funded through existing county resources.

• **PRINCE GEORGE'S COUNTY** has announced the initiation of a new program to increase the number of homes available to individuals with disabilities.

The program, called the Community Integration Program, will be operated under the direction of the Commission for Persons with Disabilities.

The development and implementation of this program resulted from the work done by the Group Living Facilities Task Force. Comprised of 34 citizens, the task force spent the past year studying the issue of community-based residential programs for individuals with disabilities and proposed the Community Integration Program.

It will focus on developing and conducting community education

programs; coordinating resources, services and information; and recruiting a Citizens Advisory Committee to assist with developing strategies for integrating persons with disabilities into the county.

VIRGINIA

• **Attorney General Dick Thornburgh** recently announced the appointment of **FAIRFAX COUNTY** Sheriff M. Wayne Huggins as director of the National Institute of Corrections (NIC).

NIC, an agency of the Department of Justice, provides training and technical assistance to local, state and federal correctional institutions and programs. A division of the agency, the National Resource Center in Boulder, Colo., serves as an information clearinghouse and correctional research center.

Huggins is the current chairman of the American Correctional Association's Commission of Accreditation for Corrections and serves as chairman of the National Sheriff's Association Detention and Corrections Committee. He also serves in numerous other leadership positions in civic, professional and charitable organizations.

Mid west

MINNESOTA

• For the second consecutive year, **BLUE EARTH COUNTY** has received an award for Excellence in Financial Reporting

from the Government Finance Officers Association (GFOA).

This certificate of achievement is one of the highest forms of recognition in the area of governmental accounting and financial reporting and represents a significant accomplishment in the effort to clearly communicate the county financial story and prompt persons to read the financial report.

West

CALIFORNIA

AB 1853, the County Supervisors Association of California (CSAC)-sponsored California Child Care Partnership bill, recently passed the Assembly Ways and Means Committee on a bipartisan vote of 20-3.

The bill, which is expected to clear the assembly without much difficulty, calls for the creation of a high level State Child Care Partnership Council with 20 members.

The council's role would be to plan and coordinate the state's child care activities.

The bill also includes a provision that requests boards of supervisors to take the lead in creating a county-wide child care planning and coordination body.

While there are no funds to assist the counties in carrying out this responsibility, it is hoped that some funding mechanism can be developed to help counties complete the local planning process.

Notices . . . notices . . . notices

CONFERENCES

The future public finance needs of state and local governments and legislative initiatives affecting the public and utilities markets are two of the topics to be addressed at a conference sponsored by the Securities Association of America (SAA), March 1-2 in Washington, D.C.

For more information, and to register, call PSA at 202/440-9449.

The Urban Mass Transportation Administration, in cooperation with the National Council on Urban Economic Development, is conducting a conference on the value of the metropolitan area development of employment and transit.

Three different dates and locations have been chosen for the meetings: March 15 in Miami, Fla.; March 30 in San Francisco/Alameda, Calif.; and April 12 in Boston, Mass.

For registration information, call

202/223-4735.

• **"The Well Connected Community"** is the theme of the **Public Technology Institute's (PTI) Second Annual Workshop for Local Government Officials & Managers on Citizen Access Issues and Technologies**, March 29-30 in Tampa, Fla.

New opportunities for local governments to use communications technology to improve public access, such as computer bulletin boards, voicemail and cable TV, will be discussed.

The cost for PTI members is \$50; \$125 for non-members. To register, call Jackie Simon at PTI at 202/626-2426.

• **"Sports & Events Management '90: A Conference for Local Governments"** is taking place on April 4-6 in Charlotte, N.C. Sponsored by the **Sports and Convention Center Consortia of the International City**

Management Association (ICMA), the meeting will offer local government officials the opportunity to learn more about the competitive, complex businesses of owning and operating convention, trade and exhibition facilities and managing sports facilities, teams and events.

The registration fee is \$280 per person and \$200 for each additional person from the same organization. Those registering before March 7 will receive a 10 percent discount.

For more information, contact Steve Mountain at ICMA, 777 North Capitol Street, NE, Suite 500, Washington, D.C. 20002-4201, 202/962-3652.

• **The Transportation Research Board (TRB) Committee on Intergovernmental Relations in Aviation** is sponsoring the **Air Service Development Conference**, April 19-21 in Santa Fe, N.M.

Workshops will address the concerns and opportunities of the

nation's uncongested airports, including attracting and maintaining scheduled air service, changing governmental roles in developing and preserving airport facilities and using the airport as a local economic catalyst.

For more information, contact Larry Jenney at TRB at 202/334-3206.

• **The National Volunteer Fire Council (NVFC) Board of Directors** will meet April 20-22 in Coralville, Iowa. The agenda includes the discussion of legislative initiatives and the presentation of the NVFC's annual Firefighter of the Year Award.

For more information, contact the NVFC, 1325 Pennsylvania Ave., NW, Suite 500, Washington, D.C. 20004, 202/393-3351.

• **"Building a Quality Workforce for the '90s"** is the theme for the 10th Annual Yankee Swap, a conference of New England employment and training

professionals, April 22-24 in Hyannis, Mass.

Workshops will focus on meeting the challenge of training the present and coming workforce to master the skills necessary to succeed in the increasingly complex workplace of the '90s and beyond.

Conference co-sponsors include: the **Employment and Training Administration** and the **Women's Bureau of the U.S. Department of Labor**; the **National Alliance of Business**; the **New England Employment and Training Council**; and the **U.S. Department of Health and Human Services**.

For more information, contact Ms. Geri Scott at the National Alliance of Business at 617/235-1332.

PUBLICATIONS

• The newly published **"The Louisville Enterprise Zone: A Benchmark Report"** reports on the Louisville Enterprise Zone, the

See NOTICES, page 19

Neal R. Peirce

Development threatens America's farm valley

STOCKTON, Calif. — Chances are the grapes, tomatoes, cabbage, cauliflower or broccoli you eat this winter come from the great Central Valley of California — that fruited plain that stretches 400 miles from Redding to Bakersfield.

The good news is that the Central Valley each year turns out \$11 billion worth of farm products. Many — pistachio nuts and almonds, for example — simply can't be grown elsewhere.

The bad news is that spreading suburbia, extending its tentacles out from the San Francisco Bay Area, Sacramento and "growth centers" of the valley itself, is gobbling up huge chunks of the Valley's richest land for subdivisions and strip commercial development.

So scarce and expensive are closer-in Bay Area homes that thousands of middle-income people have seized the chance to buy an affordable house (new definition: \$100,000 or less) — even if it means getting up at 4 or 5 a.m. for a round-trip commute of up to 200 miles a day, all the way from remote Central Valley towns to jobs near San Francisco, Oakland,

or San Jose and the Silicon Valley.

Close to 200,000 acres of productive Central Valley farmland have been paved over in the last dozen years. By 2010, another 350,000 acres may well be lost. That equals all the farmland in Stanislaus County, rated America's 12th most productive.

The American Farmland Trust has been banging the alarm about the loss of one of America's rural treasures. Not only are bulldozers ripping through and paving over the Valley's rich farmland, the trust reports. Groundwater is being consumed much faster than rain and snow replenish it. High soil salinity, from farm-drainage problems, is affecting millions of acres. And then there's California's most drastic 20th century problem — air pollution:

"Ozone pollution is causing reduced yield of California's most valuable agricultural crops — many of them grown under the increasingly smoggy skies of the southern San Joaquin Valley." The trust blames emissions from automobiles, foul air blown in from coastal areas, plus a wave of new tire, coal- or garbage-cogeneration

plants. The ozone pollution and acid fog, its says, creates "a smog problem that rivals that of Los Angeles."

San Joaquin County Farm Bureau manager Robert Cabral says it is ironic that all this is occurring just as it's becoming clear the future potential of specialty crop sales to Japan is "enormous."

Farmland is vulnerable because — relatively — it's so cheap. Zones for agriculture, it may be worth \$2,200 to \$5,000 an acre. Ones for residential use, the market value soars into the tens of thousands of dollars per acre. So developers buy farmland and get it rezoned for subdivisions. And they ignore good "infill" sites in and close to valley cities like Stockton.

The result: Development crowds onto prime lands, while many urban neighborhoods suffer from underuse and poverty. Even in this overwhelmingly rural, cornucopia region of America, the wasteful and perverse land-use patterns of our time multiply.

Some farmers, intent on selling their land for a fortune one day, resist any land-use controls. But a growing number, Cabral reports,

"are becoming quite concerned." They worry about new residential neighbors campaigning against the manure, flies and spraying that comes with farming. So, says Cabral, they're anxious to slow down the sellouts and "talk about farmland preservation and greenbelts — subjects that if you'd raised five years ago, they'd have looked at you as if you were crazy."

Take George Barber, a fourth-generation farmer on land his family has held since just after the Civil War. Barber sees "development running our way — right up the interstate" toward his 125-acre ranch on the Mokelumne River.

So Barber, who also is chairman of the San Joaquin County Board of Supervisors, has taken the lead in forming a farmland trust. He vows the trust will buy or sell land, trade development rights, do whatever it can to protect prime agriculture land. And then go a step further to "protecting open space because we'll need wild lands, wetlands, marshes, places for wildlife to go — areas that really shouldn't be developed anyway."

It will be the Central Valley's

first major experiment with trusts — a new tool preservationists nationwide. Cabral's progressive Farm Bureau chapter is pressing for agricultural preservation elements in the county's general plan. But the Central Valley's wondrous land resources remain imperiled until a powerful partner — the state government — takes government steps in. State Sen. Will Shafroth of the American Farmland Trust office in San Francisco, could coax governments to write careful laws including land preservation environmental protections. The state could underwrite purchase of farmland development rights or subsidize favorable local treatment. It could, in short, help the local preservationists the way they need to do their job well.

California, in times past the harrow innovator in the American West, has done none of the above. The great Central Valley, that irreplaceable asset for America from coast to coast, falls in deepening jeopardy.

(c) 1990, Washington Post Writers Group

Job market

MENTAL HEALTH/MENTAL RETARDATION PROGRAM DIRECTOR — PHILADELPHIA, PA.: \$87,928-\$106,583 plus complete benefits. City of Philadelphia seeks an Administrator to direct a \$150 million plus urban MH/MR program. You will plan, develop, and implement innovative community service delivery system, as well as interact with City, State, community and advocacy health and welfare agencies. Requires demonstrated strong managerial and administrative skills with extensive experience at the Director level for a major MH/MR program. Must have professional qualification. At least a related master's. Send detailed resume to: Joseph McNally, Public Health Personnel Office, 11th floor, 1321 Arch Street, Philadelphia, PA 19107. An EOE.

RETIREMENT SYSTEMS MANAGER — COUNTY OF SAN DIEGO, CALIF.: The County of San Diego invites applications from executive-level professionals with extensive experience in administering benefit services to members of public retirement plans and in managing investment portfolios. The County's retirement system consists of 22,200 enrolled members with assets in excess of one billion dollars. \$62,067 to \$85,384 annually; negotiable depending on background. The recruitment materials detailing the background requirements, application process and executive benefit package, please contact: Executive Recruiter, County of San Diego, Department of Human Resources, 1600 Pacific

Highway Room 207, San Diego, CA 92101 or telephone: (619) 236-2191 or 531-5139. Filing deadline is Friday, March 2, 1990.

EXECUTIVE DIRECTOR — COUNTY OF KERN, CALIF.: Kern, the third largest county in California, is seeking an Executive Director to manage the Departments of Planning and Development, Building Inspection, Environment Health, and Air Pollution Control, with a staff of 248 and a budget of \$14.4 million. Candidates will have the demonstrated ability to direct a large and diverse organization and will be familiar with complex personnel, financial, and administrative issues. To be considered for this unique opportunity, please submit your resume (with current salary and five work-related references) to Kathy Schroeder, Ralph Andersen & Associates, 1446 Ethan Way, Suite 101, Sacramento, CA 95825, (916) 929-5575. (Resumes accepted until a well-qualified pool of candidates is obtained.) Salary: DOQ; current range to \$80,668.

DIRECTOR OF PUBLIC WORKS — LINCOLN COUNTY, N.C.: Population 50,000. Salary open DOQ's. Adjacent to Charlotte, Lincoln County is a rapidly growing, highly desirable community. Director of Public Works reports to County Manager, responsible for staff of about 25 and budget of \$2.3 million. Functional responsibilities include water and sewer, CIP, garage, landfill, engineering, administration. Requires North Carolina P.E. or ability to obtain

one within 1 year, 5 years engineering experience, 2 years administrative experience, management ability and team orientation. Send confidential resume immediately to: Robert E. Slavin, President, MSN, Inc., 2801 Buford Highway, N.W., Suite 470, Atlanta, Georgia 30329, (404) 248-1800 FAX: (404) 248-1800. An EEO Recruiter.

FACILITY MECHANICAL ENGINEER — DUTCHESS COUNTY, N.Y.: Professional position which provides technical expertise in the field of mechanical engineering for the Facilities Division of the Dutchess County Department of Public Works. Salary: \$33,347-41,647 with an excellent benefits package. Requires either a Bachelor's degree in mechanical engineering, energy management closely related field PLUS four years of experience in heating and ventilating engineering, plumbing or facility energy management; or an Associates degree with six years of same experience. Must possess NYS driver's license. Submit copy of transcript with application by 2/28/90 to: Dutchess County Personnel, 22 Market Street, Poughkeepsie, NY 12601. (914) 431-2172 or 2166. An EEO/AA employer.

COUNTY ENGINEER — HARDIN COUNTY, IOWA: Hardin County, Iowa has an immediate opening for a County Engineer position. Minimum qualifications: professional engineer, licensed to practice in Iowa; highway design, construction, maintenance & budget

experience desirable. Salary negotiable. Excellent fringe benefits. Send resume to Hardin County Board of Supervisors, Courthouse, Eldora, Iowa 50627 by March 1, 1990.

DIRECTOR OF MENTAL HEALTH / MENTAL RETARDATION SERVICES — COUNTY OF LOUDOUN, VA.: (\$51,887-\$66,224/yr) The County of Loudoun is searching for a professional administrator to oversee the operations of County mental health and mental retardation activities. This position would serve as the head of a 190-person department offering a full-range of mental health, mental retardation, residential, substance abuse treatment and support services. Responsibilities include directing assessment of community needs, development of programs and resources to meet identified needs, administration of approximately \$6.6 million departmental budget and all related management functions. Position requirements include: Master's Degree in a health service delivery field, five or more years of progressively responsible experience in the field of mental health and mental retardation service delivery, including considerable administrative and supervisory experience. Closing date March 23, 1990. To receive an application, please contact: The Department of Human Resources 102 Heritage Way, NE, Suite 305, Leesburg, VA 22075. (703) 777-0536. An EEO.

DIRECTOR OF FINANCE —

QUEEN ANNE'S COUNTY, MD.: Salary commensurate with experience. Includes an extensive fringe benefit package. This is a new position in a fast-growing rural county with a population of 30,000. Currently has an operating budget of \$26M+. CPA desired but will consider all qualified and experienced candidates. Extensive knowledge of financial planning, budget preparation, analysis, cash fluctuations and auditing procedures required. Interested parties contact: Mrs. J. Miles, Office of Personnel, 21617 (301) 758-0322. Deadline applying is May 5, 1990. Queen Anne's County is an Equal Opportunity Employer.

ASSISTANT COUNTY RECORDER — SANTA CLARA, CALIF.: Salary range \$44,000 to \$56,312 plus approx. 7% retirement contribution. Comprehensive Executive Management Package. The County of Santa Clara is seeking an experienced professional for the position of Assistant County Recorder. The Assistant County Recorder is responsible for supervising the department in the recording, maintaining of all legally acceptable documents and collection of rough grade property transfer taxes and fees. Qualifications: The candidate would normally possess (4) training, education and experience equivalent to graduation from a college or university. See JOB MARKET, next page.

Notices from page 17

greatest urban enterprise zone in the country to become the first to reach and surpass the \$1 billion capital investment mark. Since its designation in 1983, 721 companies have been certified in the enterprise zone; 9,221 new jobs have been created; more than 100,000 jobs have been saved or retained; and a total of \$68,070,000 has been invested. For a copy of the report, contact the Louisville/Jefferson County Office for Economic Development, 100 Brown & Williamson Tower, 100 S. Fourth Ave., Louisville, KY 40202-3470, 502/625-3051.

"Diversity in Aging: Challenges Facing Planners and Policymakers in the 1990s" is a new book designed to help planners and professionals in the field of aging understand the diversity within the aging population before wise, effective policy decisions can be made about the future.

The hardcover book can be ordered by sending \$27.95, plus \$3.75 for postage and handling to: Valley, Scott, Foresman Professional Books on Aging, Dept. AP2, 1865 N. Lincoln St., Des Plaines, IL 60016.

The Education Funding

Research Council and Government Information Services (GIS) have published two guides for financial aid programs funded by the federal government.

"1990 Federal Funding Guide" details 189 federal programs of financial assistance for state and local governments, public agencies, non-profit organizations and community groups. This guide is supplemented with monthly updates to provide the latest grant information. The guide plus the update and two binders is \$189.95, plus \$7.50 for shipping.

"1990 Guide to Federal Funding for Education" lists more than 230 programs which make federal aid available to elementary and secondary schools, school districts, colleges and universities, state education agencies and non-profit organizations. This guide is also supplemented with monthly updates. The guide, along with the updates and two binders, costs \$187.95, plus \$7.50 for shipping.

To order, contact GIS, 1611 North Kent St., Suite 508, Arlington, VA 22209, 703/528-1082.

The Johnson Institute has released a book and videotape about support groups for teenage

substance abusers.

The book, **"Conducting Support Groups,"** provides comprehensive support group plans designed to meet the specific needs of students with chemically-dependent parents, students who abuse chemicals themselves and students recovering from chemical dependence.

"Different Like Me" is a videotape for educators and counselors to help bring teens out of isolation. The tape helps viewers understand the impact of parental alcohol and drug addiction, and helps teenage children of alcoholics understand how their parents' addiction is affecting them and how they can get help from a support group.

For price and ordering information, call the Johnson Institute at 1/800/231-5165.

"Plant Closures and Community Recovery," published by the **National Council for Urban Economic Development (CUED)**, is a new report on how communities have coped when major civilian and military plants and installations closed or sharply reduced their operations. The report details 28 "success stories" from communities nationwide

during the 1980s, and summarizes the best economic development practices that could help other communities deal with major economic loss.

The cost of the report is \$33.50 for CUED members and \$39.50 for non-members, plus \$2 postage. To order, contact CUED, 1730 K Street, NW, Washington, D.C. 20006, 202/223-4735.

The Environmental Protection Agency (EPA) has compiled a directory of environmental information, both within EPA and non-government sources. **"EPA Information Resources Directory"** lists names and addresses of EPA contacts; programs by subject area, along with a contact name; non-governmental environmental interest groups; and a glossary of environmental terms.

The cost of the guide is \$29.50, plus \$3 postage. To order, contact National Technical Information Service, U.S. Department of Commerce, Springfield, VA 22161, 703/487-4650. When ordering, ask for: PB90-132192KOF, EPA Information Resources Directory Fall 1989.

The International City

Management Association (ICMA) has published its **"1990 Municipal Year Book."** This year's edition provides a variety of updated information including social, technological and economic changes that may raise important questions for local governments; data on local government finances, structure and programs; as well as 11 directories listing nearly 70,000 local government officials.

For price and ordering information, contact ICMA, 777 North Capitol St., NE, Washington, D.C. 20002-4201, 202/289-4262.

MISCELLANEOUS

The National Conference of State Legislatures (NCSL) is offering a series of videotapes featuring national experts discussing major policy issues such as banking, health care, liability insurance and education. Each tape focuses on a specific issue and presents perspectives from the private sector, public interest groups and lawmakers.

Tapes are available in 1/2" VHS format only and may be rented or purchased. For price and ordering information, contact: NCSL, Video Order Department, 1050 Seventeenth St., Suite 2100, Denver, CO 80265, 303/623-7800.

Job market from previous page

credited college with a degree in Business or Public Administration and sufficient administrative and/or management experience to demonstrate the possession and application of the required knowledge and abilities. Closing period is open — anticipate reviewing applications mid-March. For information and application contact: County of Santa Clara Personnel Department, 70 West Hedding Street, East Wing, 8th Floor, San Jose, California 95110. (408) 299-3355 EOE

MENTAL HEALTH SUBSYSTEM DIRECTOR — COUNTY OF SANTA CLARA, CALIF. Salary Range \$57,997-\$65,499 annually plus approx. 7% retirement contribution. Performance adjustments available up to \$74,040. Comprehensive Executive Management Benefits Package. The County of Santa Clara is seeking an experienced professional for the position of Mental Health Subsystem Director. Under the direction of the Santa Clara Director is responsible for planning, directing, administering and coordinating the program activities of the Mental Health Subsystem. Other duties include the Community Support or for assistance in Mental Health Subsystem. Qualifications: The knowledge and abilities would normally be attained through graduation from an accredited college with a degree in a health field. The qualified candidate must have four (4) years administrative and experience in a mental health setting. Filing deadline — open — anticipate reviewing applications mid-to late

March. For information and application contact: County of Santa Clara, Personnel Department, 70 West Hedding Street, East Wing, 8th Floor, San Jose, California 95110. Telephone (408) 299-4355. An EOE.

COMMUNITY DEVELOPMENT DIRECTOR — LEE COUNTY, FLA.: (Population: 293,000) Salary range \$44K to \$66K. Located on the Southwest Florida coast, Lee is one of the fastest growing

counties in the nation. Responsible for overseeing the following activities: code & building services, zoning, development review, planning, water resources, concurrency management and environmental services. Total budget \$11,000,000. Lee County offers educational, cultural, entertainment, and leisure opportunities with a public school system cited as outstanding by the U.S. Department of Education. Edison Community College and the University

of South Florida campuses sharing a modern performing arts hall, civic center, regional parks, public beaches, marinas, and championship golf and tennis clubs. Send resumes immediately to: Robert E. Slavin, Senior Vice President, MERCER, SLAVIN & NEVINS, INC., 2801 Buford Highway, N.E., SUITE 470, Atlanta, Georgia 30329, (404) 248-1800 FAX (404) 248-1121. Applications subject to disclosure under the Florida Public Records Law.

JOBS AVAILABLE

A listing of job vacancies in local government. Published every two weeks. Excellent recruitment and placement publication. Advertisers receive a free subscription. Subscription rate \$15 per year. Send job openings or subscription to: JOBS AVAILABLE, Midwest/Eastern Edition, P.O. Box 1222, Newton, IA 50208.

(515) 791-9019

Assistant City Manager for Human Services
City of Pasadena

Salary range \$70,674-\$88,343 plus merit bonus up to 12 percent and other excellent management benefits.

The City of Pasadena is seeking a dynamic, resourceful and innovative manager to become the city's first Assistant City Manager for Human Services. This newly created position reports to the City Manager and is responsible for all the city's human services programs. The Assistant City Manager will direct the functions of the Health Department and the Employment Development/Community Services Department. He/She will coordinate all city-wide human services including relationships with regional social services agencies and non-profit providers in the community.

This position requires a Bachelor's degree and eight years of management experience in a public agency or community-based social service organization. A Master's degree in Business Administration, Public Administration, Sociology or the Humanities is desirable. AA/EOE.

Send resume by March 23, 1990 to:

Dr. Richard Garcia
RJA MANAGEMENT SERVICES, INC.
550 W. Duarte Rd., Suite 6
Arcadia, California 91007
(818) 447-3318

MSN

Mercer, Slavin & Nevins, Inc.

**Local
Government
Management
Consultants**

- Organization and Management Studies
- Executive Search
- Human Resources (Pay & Class)

2801 Buford Highway, Suite 470
Atlanta, Georgia 30329
(404) 248-1800
(404) 248-1212 (FAX)

We Guarantee Satisfaction!

NACo WESTERN INTERSTATE REGION CONFERENCE

MAY 9 - 12, 1990

CAPTAIN COOK HOTEL

Municipality of Anchorage, Alaska

CONFERENCE REGISTRATION - POSTMARK DEADLINE - APRIL 18, 1990

Return completed form with payment by April 18 to NACo, 440 First Street, NW, 8th Floor, Washington, D.C. 20001

NAME _____

NICKNAME _____

TITLE _____

COUNTY _____

ADDRESS _____

CITY _____ STATE _____ ZIP CODE _____

TELEPHONE _____

Are you attending the WIR Conference for the first time? YES _____ NO _____

To register your spouse or youth, please complete the following:

Spouse Name _____

Youth Name _____

REGISTRATION FEES FOR THE WIR CONFERENCE

POSTMARKED BEFORE APRIL 18

POSTMARKED AFTER APRIL 18 & ON-SITE

MEMBER	\$195	\$225
NON-MEMBER	225	275
OTHER GOVT. ATTENDEE	225	275
PRIVATE SECTOR	250	300
SPOUSE	50	50
YOUTH	30	30

Conference registration fee MUST accompany this registration form before registration or housing can be processed.

CANCELLATION POLICY

Refund of conference registration fee, less an administrative fee of \$50, will be made if written notice of conference registration cancellation is postmarked no later than April 11, 1990.

HOTEL RESERVATION

ROOM OCCUPANT _____ COUNTY _____

CO-OCCUPANT _____ COUNTY _____

ADDRESS _____ CITY _____

STATE/ZIP CODE _____

SPECIAL HOUSING REQUESTS _____

HOUSING DISABILITY NEEDS _____

ACCOMMODATIONS: _____ SINGLE..... \$74 _____ DOUBLE.....\$84 SUITES AVAILABLE UPON REQUEST.

ARRIVAL DATE _____ DEPARTURE DATE _____

Hotel check-in time is 1 p.m. All reservation requests must be accompanied by check or credit card number for one night's deposit. Please add 8% state tax to total. This deposit will guarantee your reservation for late arrival. NACo is authorized to use my credit card for this guarantee. I understand that I will be billed for one night's room charge unless I have cancelled my reservation with the hotel by 6:00 p.m. All reservations received after April 18 will be confirmed subject to availability.

AMOUNT ENCLOSED \$ _____ CREDIT CARD COMPANY _____ CARD # _____

SIGNATURE _____