

# County News

NACo - Celebrating 60 years of service to counties!

National Association of Counties • Washington, D.C.

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## Senate restores most FY95 funding rescissions

Programs of importance to counties, such as 1995 Summer Youth Jobs Program, do better in Senate

As expected, the Senate scaled back the House's FY95 budget in its emergency supplemental appropriations bill, which passed April 6.

The Senate bill, which has a different mix of cuts than the House version, would rescind \$16.1 billion of already approved FY95 funding. The House measure proposes \$17.4 billion in cuts. Funding was restored fully or partially for all of the rescissions proposed by NACo.

Funding for the Summer Youth Jobs Program (\$867 million) would be restored for the summer of 1995; the level of funding for 1996 would be determined later in a regular appropriations bill. The bill restores full funding

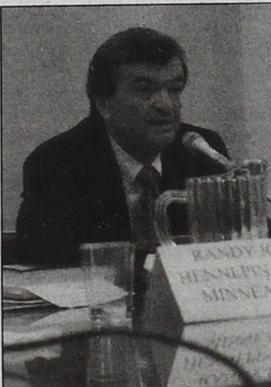


Photo by Jay A. Sevidal

NACo Third Vice President Randy Johnson testifies recently before the House Budget Committee on proposed spending rescissions.

(\$1.3 billion) for the Low-Income Home Energy Assistance Program (LIHEAP) for next year. The House-passed rescission of \$350 million for the Community Development Block Grant (CDBG) Program would also be restored.

Senate lawmakers agreed to a reduction in the overall rescission for housing assistance programs from \$7.2 billion to \$4.8 billion. Full funding of \$480 million would be provided for the Safe and Drug-Free Schools Program.

However, the Senate bill does rescind \$2 billion of previously appropriated, but unobligated Airport Construction Funds. This was not in the House-passed bill.

Other transportation funds to

be rescinded by the Senate include \$1 billion from the Local Rural Technical Assistance Program and \$5.3 million from the Essential Air Service program for

small communities.

A Senate-House conference committee is scheduled after the Easter congressional recess to reconcile the two bills.

## Proposed Clean Water Act, less burdensome

By Diane S. Shea  
associate legislative director

The House Transportation and Infrastructure Committee has voted out a bill to reauthorize the Clean Water Act (CWA), April 6. The final vote was 42-16.

The bill, H.R. 961, reduces regulatory mandates on industry and local government, increases the emphasis on voluntary approaches to controlling water pollution, and grants a great degree of flexibility to states in manag-

ing their water programs.

EPA water quality standards, criteria or effluent limitations would be required to undergo a cost-benefit and risk analysis, and could not be established where the costs are not reasonably related to the anticipated benefits.

For non-point sources of pollution, like stormwater and runoff from agricultural sources, the bill includes an unfunded mandates safeguard — compliance dates to meet water quality stan-

See CLEAN WATER ACT, page 3



Photo by Traci Dove

NACo President Randy Franke relaxes on the set of "Mobilizing Communities for Children," with moderator, Rhea Fieken (l) and fellow panelist, Cathy Garland, director, Commission on Children and Families, Marion County, Ore. The satellite broadcast, April 6, highlighted community efforts on behalf of children.

## Wisconsin: the national model for welfare reform

By Susan D. Grubb  
senior staff writer

How will your welfare system change under the proposals being hammered out in Washington? You need look no further than the state of Wisconsin, the state whose welfare system is hailed by many in Washington as a national model.

Many of the proposed reforms have already been tried and tested there, and Governor Tommy Thompson, who's administration is credited with the innovative

changes, has been a major player in helping Congress shape national reforms.

The numbers tell all. According to Jean Rogers, administrator of the state's Division of Economic Support, at the time of Governor Thompson's election in 1986, there were 95,158 cases receiving AFDC benefits. As

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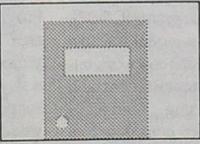


The CDBG Program celebrates 21 years of restoring battered neighborhoods.



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The Department of Housing and Urban Development releases the latest version of its reorganization plan. How many block grants can you find?



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In an in-depth report, which explores the ramifications for county government, County News examines welfare reform — its history and current debate.



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Hometown lobbying now critical for flow control measure.

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# CDBG celebrates 21 years of healing neighborhoods

By Haron N. Battle  
associate legislative director

During the week of April 10-16, counties, cities and states throughout the country will commemorate the 21st anniversary of Community Development Block Grants (CDBG) — a program with unparalleled success in revitalizing distressed neighborhoods.

This celebration is particularly critical this year as Congress looks for ways to reduce the federal deficit, and as some attention is being given to changing the formula for allocating CDBG funds.

During CDBG Week, county officials are highlighting projects that address critical community development needs — infrastructure improvements, housing, homeless shelters, daycare for children, hot meals and health screening for elderly persons, and loans to businesses — to name a few.

Because CDBG addresses such a wide range of needs, citizens often are unaware that CDBG is the funding source for these vital services and serves as a catalyst for other investment. CDBG Week properly commemorates this program as the premier federal development tool for neighborhood stabilization, revitalization and economic development.

Key components of CDBG's success is the flexibility it gives to local officials to prioritize development needs and its predictability of funding so that communities can plan for and undertake long-term, comprehensive strategies.

In planning activities, officials must address one of three national objectives, the primary one of which is to benefit low- and moderate-income persons. Counties exceed the 70 percent income targeting requirement with more than 92 percent of total expenditures benefiting low-income persons. According to the most recent reports by the Department of Housing and Urban Development (HUD), urban counties expended 37 percent of CDBG funds on public works projects, 29 percent for housing-related activities, and approximately eight percent for economic development activities.

Local government officials are not alone in proclaiming the stunning success of the CDBG Program. A recently completed two-year study of the program by the Urban Institute concludes that, in its 21 year existence, CDBG has brought "important contribution(s) to community development, including demonstrated successes in achieving local neighborhood stabilization and revitalization objectives."

The Urban Institute believes that in virtually every city, neighborhoods would have been affected detrimentally had CDBG not been imple-



mented. The institute states that "the CDBG Program works most effectively when communities practiced concentrated investments, linked housing, economic development and social service spending, and invited citizen participation in neighborhood planning efforts."

Following five consecutive annual increases in funding, because of overwhelming bipartisan congressional support, CDBG is appropriated at \$4.6 billion in FY95. Seventy percent of funds are allocated to entitlement communities, of which 138 are urban counties. Hundreds of smaller counties receive funds through state-administered programs.

## Options to cut CDBG under consideration

However, maintaining this level of CDBG funding is not guaranteed. The pending House-passed rescission package for disaster assistance would cut \$349 million of FY95 appropriated funds for CDBG.

Similarly, the House Budget Committee has approved legislation that would reduce discretionary spending caps by \$100 billion over the next five years.

Although cuts in specific programs must be made by the Appropriations Committee, the Budget Committee suggests ways to implement spending cuts. These include scaling back CDBG by \$3 billion over the next five years by targeting funds to the poorest areas. This would amount to a 20 percent cut in this program.

The House Budget Committee derives support for this position from a Congressional Budget Office (CBO) report on options to reduce the deficit. In that report, CBO said that "an argument in favor of such a cutback is that no pressing interest is served by supporting jurisdictions that have above-average ability to fund projects themselves. For example, 15 of the 20 counties that had the highest per capita income in the nation in 1989 received funds in 1993 under the CDBG entitlement component. "Eliminating funding for

those types of jurisdictions, rather than reducing grants across the board, would ensure that the most distressed jurisdictions retained the same level of aid. However, a reduction in federal funds for affluent jurisdictions would probably curtail activities designed to aid low- and moderate-income households in any pockets of poverty in those areas, because local governments would probably not completely offset the reduction."

The House is not expected to vote on the FY96 budget resolution until May.

## CDBG formula change under review

On another track, HUD has completed along-awaited study requested by Congress of the formula for allocating CDBG funds.

The report concluded that the formula continues to target funds to communities on the basis of need, but indicated that further targeting could be achieved by making adjustments in the formula. However, HUD cautioned that adjusting the formula to improve targeting would result in large changes in funding levels for most communities. About 62 percent of suburban cities and 83 percent of urban counties would experience funding reductions if the formula revisions were adopted. The allocations for about 20 percent of all entitlement communities would decrease by 20 percent or more from their 1993 levels.

Although HUD proposes four formula changes, the department does not recommend these changes unless they are undertaken by Congress as part of a comprehensive revision of HUD programs. NACo and its affiliate, the National Association for County Community and Economic Development, are analyzing the report and preparing a position.

## CDBG is the prototype for new federal-local partnerships

As Congress replaces categorical programs with block grants, CDBG, more than ever, is a model for how these delivery systems can work under appropriate circumstances and with sufficient funding. With all of these changes under consideration, counties are banding together to proclaim — CDBG Works!

The following are a few examples of how CDBG addresses critical community development needs of American citizens.

### Franklin County, Ohio

A community pulling together saved two of Columbus, Ohio's nationally registered historic buildings in need of major renovation and increased the supply of low-income housing.

The city of Columbus contributed \$2.5 million towards renovation of the YMCA using HOME Investment Partnership funds and a CDBG Section 108 loan guarantee, and \$2 million towards the YWCA using CDBG and HOME funds.

Franklin County contributed \$500,000 towards the YMCA project through the CDBG and HOME programs and general county funds. The county also contributed \$650,000 in HOME funds (for the residential portion of the project) along with county general funds for the YWCA.

**According to the most recent reports urban counties expended 37 percent CDBG funds on public works projects, percent for housing-related activities, a approximately eight percent for economic development activities.**

The total cost for the residential renovation was \$13.7 million for the YMCA and \$8.5 million for the YWCA.

Both facilities respond to the need for single-room occupancy (SRO) housing, which decreased by 85 percent (from 3,259 to 483 units) between 1960 and 1990, and provide shelter for persons who are homeless or at risk of being homeless.

The project involves renovating approximately 102 SRO units at the YWCA and refurbishing or constructing 404 SRO units in the YMCA. City and county officials agree that this project would not have been undertaken without a creative federal-private partnership.

### San Bernardino County, Calif.

The county recently used CDBG funds to assist in the acquisition and rehabilitation of a triplex apartment building to provide housing for mentally ill people in Redlands, Calif. Because CDBG funds helped cover acquisition and rehabilitation expenses, monthly rents for several of the disabled residents are greatly discounted. CDBG funds of \$102,743 and county housing authority funds of \$50,000 leveraged significant private sector investment in this project.

The Redlands Senior Nutrition Program, located in a low-income area with a high concentration of senior citizens, serves over 200 meals a day to seniors. The program is supported by a combination of private donations — \$560,197 in CDBG funds and \$400,000 in city developer fees.

### Suffolk County, N.Y.

The Flanders/Riverside Head Start Project serves approximately 100 preschool children, all of whom are from families whose income is 50 percent or below the area median income. Sixty-seven percent of the residents in the neighborhood where the facility is located have low to moderate incomes.

The county, in cooperation with the town of Southampton, uses a million of CDBG funds for the acquisition and construction of the facility. CDBG was essential to finance this project in a targeted "area of poverty" where building costs are nevertheless high because of the demographics of the county as a whole.

### Cobb County, Ga.

The county used CDBG funds to build a senior center in Smyrna. Last year the 16,000-square-foot facility served 60,000 senior residents. CDBG funds of \$1 million leveraged at least that amount in private

and corporate grants to cover construction costs.

### Somerset County, N.J.

For the last three years, the county has financed a comprehensive sewer structure improvement program in the Borough of Bound Brook. CDBG funds have repaired and replaced primary sewers for more than 200 miles.

The CDBG grant often does not cover the entire cost of the project but leverages municipal resources to complete the improvements. For example, in 1993, the project cost \$98,465 in CDBG was applied towards the aggregate cost of \$130,739. Although the borough was able to fill the gap with its own funds, this project would not have been initiated without CDBG.

### Los Angeles County, Calif.

In 1990, the Los Angeles County Community Development Commission used \$240,000 of CDBG funds to purchase a vacant site. The commission entered an agreement with Habitat for Humanity in 1994 for the development of three single-family homes. These homes will be available for families earning less than 80 percent of median income.

One house has been completed as a prototype for a 31-unit project at a different site. Program participants are typically from the community and are paying a disproportionate share of their income for housing. They are residing in overcrowded or standard dwellings. The purchase of the three-bedroom home was alongside volunteers who completed construction in less than one year.

## County News invites Letters to the Editor

If you have a compliment, complaint or different point of view, let us know. Please include a phone number with your letter. Mail or fax to: County News, NACo, 440 First St., N.W., Washington, DC 20001-2080, 202/393-2630.

# NACo identifies transportation mandate roadblocks

By Robert J. Fogel  
associate legislative director

**"I believe that there is a silent earthquake rumbling in this country, that, if unattended, will become devastating. That earthquake is a transportation system which is not receiving enough investment."**

Andy Warren  
chairman

NACo Transportation and Telecommunications Steering Committee

proven, and which is likely to add costs to a highway project; and the conversion to metrics for highway construction and signage.

Commissioner Warren also documented a number of federal mandates and regulations which had caused specific counties problems.

Rigid design standards, paperwork requirements environmental regulations, and the Americans with Disabilities statute were the most frequently mentioned concerns that counties faced.

Among the counties referred to in the testimony were: Sandusky, Ohio; Maricopa, Ariz.; Racine, Wis.; Douglas, Colo.; Multnomah, Ore; and Bucks, Pa.

"No county official would ever suggest that we build substandard roads and bridges. However, "we all want to make the most cost-effective use of the limited federal funds received by counties and see a certain amount of flexibility in

federal regulations," concluded Warren.

Commissioner Warren also testified before the House Transportation Appropriations Subcommittee, appearing for the first time before its new chairman, Representative Frank Wolf (R-Va.).

He told the subcommittee that there remains an important role for the federal government in trans-

portation infrastructure and that all the transportation trust fund money collected from the users of our transportation systems have made a real difference to the nation's mobility and economy. "However," he added, "I believe that there is a silent earthquake rumbling in this country, that, if unattended, will become devastating. That earthquake is a transportation system which is not receiving enough investment." He informed the subcommittee that counties were doing their share by spending \$16 billion to \$17 billion annually on transportation.

As one of seven legislative priorities for 1995, NACo calls for maximum funding of the highway and transit programs. In the current budget climate,

NACo would hope that at least the current funding level of \$17.2 billion would be provided for the

highway program. Warren specifically called on the subcommittee members to reject the Administration's proposal to reduce transit operating assistance from \$710 million to \$500 million, which could lead to a reduction in service or fare increases in many systems, particularly in small and medium-size counties.

Also included in the testimony was NACo's support for funding for Essential Air Service and Amtrak. Both allow Americans in smaller communities to have a long-distance transportation option to the automobile.

Finally, Warren reaffirmed the importance of the Airport Improvement Program and its role in containing airport congestion.

Copies of both statements are available from NACo by calling Bob Fogel, associate legislative director, at 202/942-4217.

## Flow control lobbying needed at home over spring recess

By Diane S. Shea  
associate legislative director

Subcommittee action in the House Commerce Committee on an interstate/waste flow control bill is expected the first week in May — after Congress returns from a three-week Easter recess.

A "discussion draft" bill had been circulated among subcommittee staff for their comments last week, leading to speculation that a vote was imminent. After review of the flow control section of the draft, subcommittee staff agreed with NACo that its coverage was far too narrow to be acceptable and decided to postpone action until revisions could be made.

The unnumbered House draft bill was even more restrictive than the Senate bill, S. 534, which was voted

out of the Environment and Public Works Committee on March 23. Whereas S. 534 allowed flow control authority for only those facilities that had been in operation or under construction on May 15, 1994, or if revenue bonds had been presented for sale by that date, the House "discussion draft" eliminated flow control authority for a facility under construction unless revenue bonds had also been issued.

NACo staff will be meeting with House subcommittee staff during the Easter recess to urge them to draft bill language that will permit flow control authority to be exercised by any local government that relied upon flow control to direct waste to solid waste facilities. The bill that is closest to NACo's position is H.R. 1085, sponsored by Representative Chris Smith (R-N.J.).

As representatives and senators leave for the recess, it is crucial that county officials use the three weeks as an opportunity to schedule meetings with them in their home offices to explain why meaningful flow control legislation is needed.

Members of Congress, particularly representatives, need to become knowledgeable about the specific solid waste situations in their districts and states. Examples of outstanding debt, investments in landfills and other facilities, state recycling mandates, and other state requirements for solid waste management need to be brought to their attention with as much specificity as possible.

Only if they understand why flow control is necessary to protect the taxpayers' investments can we hope to gain sufficient support for a bill that helps the majority of counties.

## CLEAN WATER ACT from page 1

dards are delayed one year for each year that Congress fails to appropriate 100 percent of authorized funds.

H.R. 961 also repeals the current federal stormwater management program and replaces it with a state-managed program based on specific watershed conditions. States would be required to consult with local governments to develop the state program.

Local governments that are not currently required to obtain a stormwater permit would not be obligated to apply for a permit. Instead, states would be allowed to regulate discharges from municipal storm sewers if water quality standards could not otherwise be reasonably reached or maintained.

The State Revolving Loan Fund (SRF) for construction of wastewater treatment plants and sewer projects is authorized at \$3 billion annually through the year 2000.

The bill restricts federal efforts to place wetlands off limits to development. It classifies wetlands into three categories, with Type A being the most valuable in terms of performing wetlands functions.

Federal permits would be required to develop Type A wetlands, but "less valuable" wetlands would generally not be subject to a permit requirement.

A property owner who has a portion of his or her property value diminished by a wetlands determination has a right to be com-

pensated by the federal government, or the property purchased outright if the value is diminished by 50 percent or more.

Despite strong votes in the committee, there is much opposition to the bill, primarily from environmentalists who charge that the bill "guts" the CWA in favor of major industry polluters. The bill now goes to the House floor, where action is expected in May or June.

Senate interest in a comprehensive reauthorization of the CWA appears to be less strong; the Senate Environment and Public Works Committee has no immediate plans to tackle a bill, but is likely to consider some short-term "fixes" for stormwater runoff and wetlands.



Photo by Tom Goodman

NACo President Randy Franke (r) reads the inscription on NACo's Legislator of the Year Award, as he prepares to present the award to Senator Dirk Kempthorne (R-Idaho) during a reception held to celebrate President Clinton's signing of the mandates legislation Kempthorne sponsored.

## Szalay named new Calif. state exec.

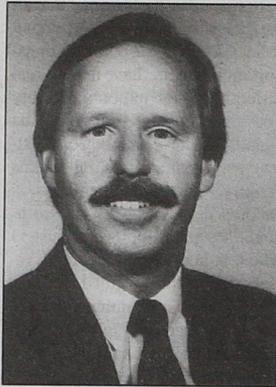
Alameda County (Calif.) Administrator Steve Szalay has been named executive director of the California State Association of Counties (CSAC), effective June 5, according to CSAC President Mike Graves.

Szalay, whose career in county government spans 20 years, has been county administrator of Alameda County for six years. He served as assistant county administrator for nearly three years before being appointed to the top post in 1989.

He previously served as county administrative officer of Tuolumne County and assistant county administrative officer of Kings County.

As executive director, Szalay will head CSAC's legislative and policy efforts as well as oversee its day-to-day operation. CSAC is a non-profit corporation that promotes the interests of California's 58 counties and 296 county supervisors before the California Legislature and Congress.

"Steve's background in working for counties of various sizes lends credibility to his under-



Steve Szalay

standing of local government," said Graves, a San Benito County supervisor.

"Alameda is a diverse county with urban, suburban and rural problems. Steve's strong management skills will be extremely important as the role of local government and the state is restructured and reformed, and his vision will be beneficial to all elected and appointed officials."

He has been an active member of the County Administrative Of-

ficers Association of California and involved in a number of statewide projects of significance to counties, including the Task Force on Restructuring Library Services in 1994, the Governor's Task Force on Restructuring in 1993, the Trial Court Funding Budget Committee since 1992, and the City Manager/County Administrative Officer Committee on Restructuring Local Government in 1992 and 1993.

Szalay served as county administrative officer of Tuolumne County from October 1978 to April 1986, and as assistant county administrative officer of Kings County from February 1975 to October 1978. He was assistant city manager of Hanford from 1971-75 and an administrative intern for San Diego State University. He holds a bachelor's degree in political science from the University of California, Santa Barbara. He is married and has two daughters.

Szalay replaces Steve Swendiman, who left CSAC last December to accept a position with the National Association of Counties Financial Services Center.

## Clerks plan full agenda at WIR

National Association of County Recorders, Election Officials and Clerks (NACRC) members who attended the NACo/NACRC Legislative Conference in Washington, D.C. in March, have pronounced it a great success. The tours on Friday, March 3, to Fairfax County, Va. and to three election offices in Washington, D.C. were the definite

highlights of the conference for most attendees.

NACRC has similar plans for NACo's next conference—Western Interstate Regional Conference (WIR). It will begin its activities at WIR with a 7:30 p.m. reception in the Holiday Inn in St. George, Utah on May 10.

During WIR, NACRC will once again be offering tours.

Russell Shirts, Washington County (Utah) recorder, and Cal Robison, Washington County clerk/auditor, will conduct tours of the land records, election administration and court administration offices on Thursday morning, May 11.

On Thursday afternoon at 1 p.m., Evelyn Harmon, certification chair, will lead a Certification Interest Group meeting to review applications for Certified Public Officials for 1995; Margene Isom, Davis County (Utah) clerk/auditor is arranging for a speaker to explain Utah's unique system of managing land records at 2 p.m.; and Ernie Hawkins, Election Interest Group chair, will report on the status of the National Voting Rights Act and the National Change of Address Process at 3:30 pm.

On Friday, May 12, from 9 a.m. to noon, Kelle Stephens, coordinator of Dixie College in St. George, will present a workshop on "How to Motivate Us to Motivate Our Employees." NACRC invites all NACo/WIR Conference attendees to join us for this program.

There will be a combined NACRC Board and General Membership Meeting from 2-4:30 p.m. on Friday afternoon, prior to the annual WIR banquet.

(For more information, contact NACRC President Mary Harkrader, Peroria County (Ill.) clerk, at 309/672-6059.)

# NACo

on the move

◆ At a hearing before the House of Representatives Economic and Educational Opportunities subcommittee on job training, March 28, NACo Third Vice President **Randy Johnson** reminded members of the importance of the local role in job training.

◆ During a county investment officer's training program, March 28, in Austin, Texas, Dallas County (Texas) Treasurer **Bill Melton**, chair of NACo's Taxation and Finance Steering Committee, and NACo's Public Relations Director **Tom Sweet** made a presentation on a report produced by NACo's Task Force on the Investment of Public Funds, which recommends guidelines for county investment practices in light of the crisis experienced by Orange County, Calif., involving derivative investments.

Sweet made the same presentation before a group of municipal treasurers and finance officers from the United States and Canada in Washington, D.C. on March 28.

◆ NACo served as host for the EPA Region III Radon Conference, March 31, where members of the NACo/EPA partnership program focused on outreach efforts to the real estate community to influence the tie in radon testing to real estate transactions. Research Associates and **Witt** staffed the meeting.

◆ At a meeting of the Advisory Commission on Intergovernmental Relations, March 24, Immediate Past President **John Stroger** and Policy Director **Ralph Tabor** joined other participants in a discussion on how mandates will be handled under the guise of the newly passed law restricting Congress' ability to pass on unfunded federal mandates to state and local governments.

Tabor and NACo Fellow **Phil Rosenlund** took part in a meeting of the Rural Development Partnership in Washington, D.C., March 30. Several county officials who serve on state rural development committees were in attendance for this annual meeting to talk over issues affecting rural communities.

◆ Over the last few weeks, Associate Legislative Director **Bob Johnson** has met with the staff of several members of Congress to promote NACo's position on telecommunications legislation, including: Representatives **Michael Oxley** (R-Ohio), **Dennis Hastert** (R-Ill.), **Cliff Stearns** (R-Ohio) and **Scott Klug** (R-Wis.).

◆ Legislative Director **Reggie Todd** and Associate Legislative Director **Larry Jones** represented NACo at a GOP-sponsored reception at the Capitol Hill, March 29, celebrating the passage of the unfunded mandates bill.

◆ NACo President **Randy Franke** was in Springfield, Ill., March 28, to address delegates to the United Counties Council of Illinois annual meeting.

# County News

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

NACo President: **Randall Franke**

Publisher: **Larry Naake**

Public Affairs Director: **G. Thomas Goodman**

Editor: **Beverly A. Schlotterbeck**

Editorial Staff:

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

**Jay Sevidal**, graphic artist

Advertising Staff:

**Beverly A. Schlotterbeck**, national accounts representative

202/942-4249 • FAX 202/393-2630

**Angela Sides**, Job Market representative

202/942-4256 • FAX 202/393-2630

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SIMPLE  
SOLUTION.**

# HUD reorganization — one, two, three or no block grants?

By Haron N. Battle  
Associate legislative director

Housing and Urban Development (HUD) Secretary Henry Cisneros has released an extended summary of the Administration's plan to consolidate 60 HUD programs into three block grants, which essentially updates the blueprint that was unveiled last December, including a timetable for achieving the bulk of consolidation by 1998. Congressional hearings are underway which will shed some light on how the plan is being received on Capitol Hill.

The Community Opportunity Fund (COF) would be modeled on the Community Development Block Grant (CDBG) Program and retain the 70/30, local/state allocation. Emphasis is given to use of COF for job creation and economic development. For example, cleaning up polluted or industrially contaminated sites (brownfields) would explicitly be an eligible activity. As with CDBG, counties would be able to use COF for housing activities as well.

Building on the HOME Investment Partnerships Program, the Affordable Housing Fund (AHF) would consolidate HOME, Section 8202 housing for the elderly and Section 811 housing for the disabled.

A homeless assistance block grant (with a 75/25, local/state allocation) that the Administration proposes would be merged into the AHF in the year 2000, and Housing Opportunities for Persons with AIDS (HOPWA) would be folded into this block grant in 1998. HOME's local/state allocation of 80/40 would be retained.

Jurisdictions could choose to use AHF for project-based assistance and to modernize public housing. The 15 percent non-profit set-aside under HOME would increase to 30 percent so that more money is reserved for traditional sponsors of elderly and disabled housing as well as community-based non-profit organizations.

A Housing Certificate Fund

(HCF) would consolidate Section 8 certificates and vouchers and other project-based assisted housing. HCF would be administered by public housing authorities (PHAs) instead of by state and local governments as previously proposed.

Funds could be used for mortgage payments as well as to pay rent, and good-performing PHAs would be able to transfer up to 15 percent from HCF to the jurisdiction's Affordable Housing Fund for project-based operating subsidies for very-low-income households.

The Administration envisions two block grants for public housing in 1996—a capital fund to upgrade and replace units and an operating fund. These accounts would be phased out over three years for small PHAs (six years for larger PHAs) and converted into tenant-based assistance through the Housing Certificate Fund.

## Congressional reaction

Congressional reactions generally have been positive towards the HUD plan. Members recognize CDBG as a model for program delivery. In his address during the NACo Legislative Conference, Representative Rick Lazio (R-N.Y.), chair of the House Subcommittee on Housing and Community Opportunity, said "CDBG is one of the few successful HUD programs and has been since its creation in 1974. CDBG is a model on which we can base much of our efforts in reinventing HUD—it is a successful community-driven program that bases its success on the capabilities of local initiatives. Following this model, local government will take on more of a partnership role."

## Plan criticisms

The greatest criticism has come over HUD's desire to withhold a portion of each block grant in order to allocate performance bonuses to jurisdictions based on a post-audit review. Critics of this provision agree with NACo that it could lead to excessive micromanagement by HUD and restrict local flexibility.

Consideration is being given on

which programs should be consolidated. Rep. Lazio said his subcommittee will review the feasibility of using the existing HOME and CDBG programs to administer the consolidated homeless program.

Others have suggested a need for a special housing block grant for the elderly and disabled, whose needs require combining housing and supportive services. Senator Christopher Bond (R-Mo.), chair of the Appropriations

Subcommittee for VA, HUD and Independent Agencies, has not ruled out retaining housing for seniors and the disabled and HOPWA as separate programs.

Sen. Bond, who also is a member of the Senate Banking, Housing and Urban Affairs Committee, which

authorizes HUD programs, also is considering a Community Development Block Grant which would consolidate the existing CDBG and HOME programs and the homeless assistance programs. Although the CDBG funding formula would be retained, Sen. Bond suggests that 40 percent instead of 30 percent of the funds be allocated to the states, and 60 percent instead of 70 percent be allocated to entitlement counties and cities.

## Summary of HUD's Program Consolidation

### Current Major Programs

CDBG  
Economic Development Initiative  
Empowerment Zones/  
Economic Development  
UDAG Recaptures  
Youthbuild  
Colonias  
Early Childhood Development  
Neighborhood Development  
Community Adjustment Planning  
HOME

National Homeownership Fund  
Housing Counseling  
Section 202 Elderly Housing  
Section 811 Housing for the Disabled  
HOPE 2  
HOPE 3

Lead-Based Paint Hazard Reduction  
Shelter Plus Care  
Section 8 Single Room Occupancy  
Emergency Shelter Grants  
Supportive Housing  
Innovative Homeless Initiative  
Rural Homeless Grant/Safe Havens

Housing Opportunities for Persons with AIDS  
Public/Indian Housing Development

Public/Indian Housing Amendments  
Severely Distressed Public Housing  
PH Major Reconstruction  
Public Housing Coordinators  
PH Vacancy Reduction  
Tenant Opportunity Program  
Urban Youth Corps  
PH/TH Modernization  
Family Investment Centers  
PH Youth Apprenticeship  
PH/TH Operating Subsidies

Drug Elimination Grants  
Youth Sports  
PH Service Coordinators  
Section 8 Certificates  
Section 8 Vouchers  
Section 8 Contract Renewals  
Section 8 Family Unification  
Section 8 for Persons w/Disabilities  
Section 8 for Persons w/AIDS  
Section 8 for Homeless  
Section 8 Opt-Outs  
Section 8 Counseling  
Section 8 Pension Fund Certificates  
Section 8 Veterans Affairs Supportive Housing  
Section 8 Headquarters Reserve  
Lease Adjustments  
Family Self-Sufficiency Coordinators  
Flexible Subsidy

Title VI Preservation Program  
Section 8 Property Disposition  
Section 8 Loan Management Set-Aside  
Elderly Housing Service Coordinators  
Project-Based Service Coordinators  
Congregate Housing Services

### FY96

Community Opportunity Fund

Affordable Housing Fund

Homeless Assistance Fund

Housing Opportunities for Persons with AIDS

PH/TH Operating Subsidies

PH/TH Operating Subsidies

Housing Certificate Fund

FHA Multifamily Housing Resolution Activities

### FY98 and Beyond

Community Opportunity Fund

Affordable Housing Fund

Housing Certificate Fund

## Keep The Home Fires Burning

Build a secure future with U.S. Savings Bonds, a competitive, safe investment. Buy them where you bank or work.



# NACo members critical to mandate-relief victory

By Cynthia E. Featherston  
membership marketing director

March 22 marked a historic victory for counties and county officials throughout the country.

On that date, President Clinton signed into law the Unfunded Mandates Reform Act of 1995, culminating a 15-month effort launched by NACo and other public interest groups on National Unfunded Mandates Day (NUMDay), Oct. 27, 1993.

Although most of you were not present for the president's signing of this historic piece of legislation, you were well represented by NACo, your membership organization.

Eighty-nine counties joined NACo during 1994 as the effort to stop unfunded mandates was in full swing. Their added strength, coupled with the thousands of other member counties who have supported NACo for years, proved to tip the balance in favor of mandate relief.

For all those who rallied, wrote, called, voted and paid their dues to make real what many thought was only a pipe dream, we thank you and applaud your efforts.

The journey from conception to law, which the Unfunded Mandates Reform Act of 1995 traveled, was only made possible by a

strong and committed membership.

As NACo continues its 60th anniversary celebration, legislative victories such as mandate relief, the authorization of increased Payment-In-Lieu-of-Taxes (PILT) funding, and the passage of anti-crime legislation prove the merits of a strong and active county presence on Capitol Hill.

There can be more historic dates to come. As NACo steps up the fight for welfare reform, rural development, the authority to direct the flow of solid waste, and funding for infrastructure development,

NACo needs the continued growth and commitment of its membership.

The National Association of Counties proudly thanks its members for the opportunity to serve for 60 years. We are aggressively working to continue to provide superior legislative representation, informative conferences, research data, program services and entrepreneurial opportunities which counties rely on.

Our mission is clear, NACo, with the creative involvement of its members, will develop the leadership, programs and services necessary to

enable counties to meet the challenges of the 21st century, manage rapid change, and assist their citizens in achieving a better quality of life.

You are the membership that enables NACo to accomplish its mission. To our 1,751 member counties, thank you for your participation and support.

## County News polls conference delegates

By Beverly Schlotterbeck  
editor

Delegates participating in an informal *County News* survey at the 1995 Legislative Conference may not have agreed on much else, but they were certain that state and local taxes were sure to rise if Congress is successful in transferring responsibility to the local level.

Nearly 75 percent believed that state or local taxes would need to be raised if welfare, environmental regulation or other federal programs were returned to the local level. Respondents were evenly split on whether the state or the local taxpayer would take the bigger hit, while 17 percent believed no taxes would need to be upped at the state or local level to accommodate the change.

Survey participants also agreed almost overwhelmingly (93 percent)

that returning power to state and localities is a good idea. However, their support was qualified. Only 30 percent supported the so-called devolution of power and responsibility, 50 percent thought it was a good idea if there were an adequate federal stream.

A smaller number (36 percent) supported the power give-back regardless of whether any strings came attached. Only two percent believed the federal government should continue in its current form while nearly five percent wanted a smaller role.

And what position did those who took the survey want NACo to take in the current debate? A little less than 50 percent believed NACo should support all efforts to reduce state and local government power and responsibility to the local level. A strong minority, however (39 percent), believed NACo should only analyze and communicate the impact of federal proposals to its members.

### NACTFO schedules WIR activities

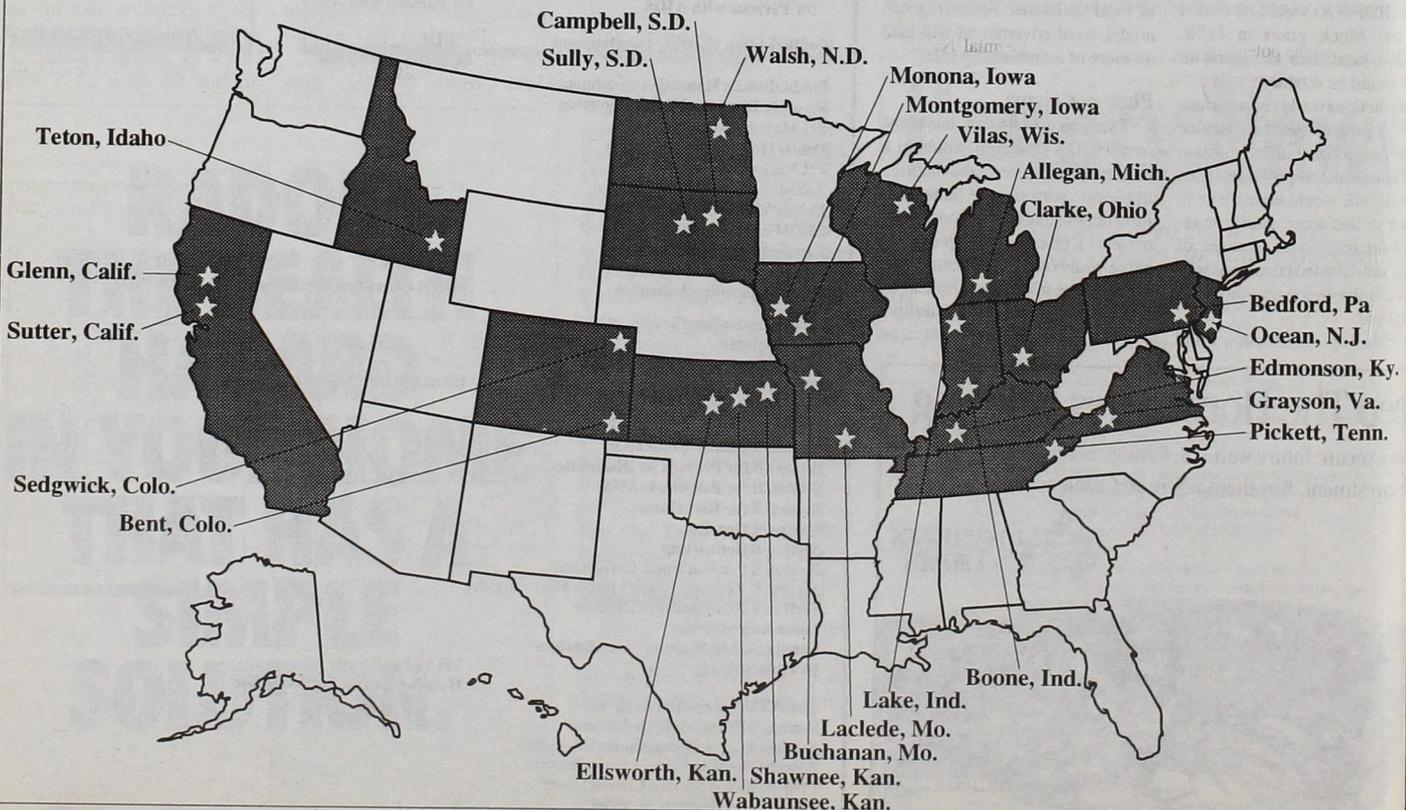
The National Association of County Treasurers and Finance Officers (NACTFO) has scheduled one day of training, Thursday, May 11, in conjunction with NACo's Western Interstate Region (WIR) Conference in St. George, Utah, May 10-13.

NACTFO sessions will take place in Room 4 of the Dixie Center. Scheduled are: "Utah Money Management Act and Internal Controls" from 10:30 a.m.-12:30 p.m., and "Team Building and Problem Solving" from 2:30-5 p.m.

In addition, a half-hour education credit will be available for the presentation by Tom Allen, Utah State auditor, on Friday, May 12, at the 8:30 a.m. General Session on the Governmental Accounting Standards Board.

For more information, call Mark Alton, Davis County, Utah treasurer, at 801/451-3243.

NACo welcomes the 25 new member counties that joined between January and March 1995. Thank you for becoming part of the NACo family.



# Annual Conference host, strong advocate for citizen service

As you can imagine, a county as large as Fulton, site of this year's Annual Conference, also has increased public responsibilities that dwarf those of any other local government in Georgia.

That includes the city of Atlanta, whose residents comprise roughly one-third of Fulton's population, and for whom the county handles a wide range of services — courts, elections and voter registration, property assessment and tax collection, health services, libraries, and senior citizens programming, among others.

Policy guidance for these undertakings comes from a seven-member board of commissioners — five elected by districts and two countywide, including the chair — whose present roster includes Board Vice Chairman and NACo First Vice President Michael Hightower, now entering his third term in office.

Adhering to a set of firm values — people, ethics, innovation, customer service, resource management, equal opportunity) in support of its basic mission (to serve, protect and govern in concert with local municipalities), the board sets policies and enacts rules, orders and regulations to be executed by a board-appointed county manager through his direction of the county's 1,000-plus employees grouped into 10 county departments.

Here are some of the ways Fulton County fulfilled its mission of service to its citizens last year. First, it made Fulton safer:

- Rescue vehicles will respond faster to medical emergencies, thanks to an overhaul of the county's ambulance dispatch system.
- A new truancy intervention program kept first-time offenders in school and off the streets, while a new curfew law sponsored by Hightower curbed the potential for

crimes after dark.

- The public defender began a program to counsel victims of domestic violence.

Perhaps most important of all, the county set a national precedent as the first local government in the United States to require gun sellers to post signs in their stores and hang tags on their weapons telling prospective buyers about the hazards of firearms.

Next, it made people healthier:

- An AIDS Alert Program offered testing and education to at-risk youths for AIDS and other sexually transmitted diseases.

Formation of a new department better coordinated the county's response to mental health, mental retardation and substance abuse challenges.

- New satellite health clinics extended care to previously underserved areas.

Fulton took care of its young:

- A new playground rose up in a public housing community on the site where three teens were killed in drug-related shootings.

The Super Summer Program of expanded arts, education and recreation opportunities enrolled 35,000 children.

And, the county took care of its young at heart, but advanced in age:

- Senior citizens got aboard the new "Fulton Express" fleet of air-conditioned vehicles for comfortable transport to and from the county's senior centers. And the county began building the first of five planned multipurpose senior centers.

Fulton slaked its citizens thirst for knowledge and culture:

- Neighborhood arts programs opened up a hands-on dimension to the arts, and the world came to the county's fourth biennial National

Black Arts Festival.

- Scholars and the community cheered the opening of the long-awaited Auburn Avenue Research Library on African American culture.

The infrastructure to support new growth was firmed up:

- Construction ended on the second leg of the South Fulton Parkway, which should open up the southern end of the county to high-quality residential and industrial development.

Design work accelerated on the second phase of the county's water treatment plant, whose ultimate capacity would make it the state's largest.

To ensure that home meant a roof overhead and a decent place to live for its citizens, Fulton began a housing program that helped nearly 1,100 families get housing rehabili-

tation, rental and downpayment assistance, and special-needs housing.

Even with all this on its plate, and more, Fulton County managed to roll back the millage rate and reduce taxes, a feat which has helped the county hold onto its ranking in the top one percent of all U.S. counties for sound financial management.

## Olympic preparation

Looking towards '96, Fulton County is involved in Olympic preparations on a grand scale.

Not only is it hosting the shooting venue at its Wolf Creek Skeet and Trap Range, but it is also playing an important role through the membership of three board members on the Atlanta-Fulton County Recreation Authority, which coordinates the use of the Olympic Sta-

dium (opening and closing ceremonies, track and field, soccer, equestrian jumping finals) and Atlanta-Fulton County Stadium (baseball) venues.

Commission Chairman Mitch Skandalakis sits on the Metropolitan Atlanta Olympic Games Authority, which is charged with overseeing all major operational aspects and the financial accountability of the Atlanta Committee for the Olympic Games. He also belongs to the Corporation for Olympic Development of Atlanta, which is pursuing an ambitious master plan of neighborhood redevelopment projects in advance of the Games.

Finally, several Fulton County departments will help plan and coordinate delivery of police security, traffic control, fire fighting, health inspection and emergency medical services during the Games.

## Volunteers: making your county better

### National Volunteer Week — April 23-29

Below are just some of the ways volunteers have enriched the counties they've served. If you have volunteers, don't forget to thank them. And if you don't, consider starting a program in your county. Call NACo's Volunteerism Project at 202/942-4288.

**Lake County, Fla.**  
In the volunteer program's first year of operation, volunteers contributed approximately \$60,000 worth of service to county operations. Volunteers play a key role in the county's probation office, animal control department and tourist bureau. Plans are underway to train volunteer mediators.

**DuPage County, Ill.**  
The Volunteer Center of DuPage, Division of Human Services, recruited more than 200 volunteers and interns to serve at the historical museum, forest preserve, sheriff's Community Resource Program, and the health department. Last year, 87 volunteers in the Mental Health Division of the county's health department provided services to more than 250 clients each quarter. Volunteers served in mentoring roles, at drop-in counseling centers, and assisted with the Women's Substance Abuse Program. Volunteer service in the Mental Health Division was estimated at more than \$50,000.

**Henrico County, Va.**  
Last year, citizens donated services valued at more than \$3 million to county government programs. More than 4,000 volunteers worked in 25 departments and provided nearly 300,000 hours of service. "Volunteers make Henrico County a better place for all," noted David A. Kaechele, chairman, board of supervisors.

**Anoka County, Minn.**  
Volunteers in the county's Department of Human Services worked one-on-one with at-risk parents, helped families with basic budgeting, and provided respite care in 1994. Citizens donated more than 96,000 hours of service. This figure includes hours worked by Retired Senior Volunteer Program (RSVP) volunteers in several county departments, including the sheriff's office.

**San Mateo County, Calif.**  
Last year, volunteers with San Mateo County's AIDS Program, a project of the county health department, provided health and social services to nearly 900 clients, and reached more than 40,000 individuals with prevention and HIV testing services. In its 10th year of operation, the program relies heavily on volunteers to provide AIDS education for youth, pediatric AIDS services, and staffing for the only HIV/AIDS community clinic in San Mateo County.

**Warren County, Ky.**  
Warren County supports the Mayor's Council for Youth Services, which promotes and rewards youth service. Youth members of the council are required to attend monthly meetings and contribute 25 hours of volunteer service to the community.

## NOBCO sponsors economic development conference

The National Organization of Black County Officials (NOBCO) will convene in San Francisco, Calif. for its 11th Annual National Economic Development Conference. The conference will be held May 25-28 at the San Francisco Hilton & Towers.

NOBCO conferences bring together national audiences of African American county officials, federal and state representatives, entrepreneurs, and consumers to examine strategies and viable solutions to critical national and economic development issues facing black America. The focus of this conference will be "Vision and Leadership for Community Empowerment."

San Francisco City/County Supervisor Willie Kennedy and San Francisco City/County Assessor Doris Ward will serve as the host county officials for this conference. Many stimulating discussions of current issues and several exciting events are being planned.

For the past 10 years, NOBCO has continued to provide a national forum for openly and aggressively addressing frontline issues in economic and personal development. Throughout the conference, experts will conduct "nuts and bolts" workshops on issues of particular interest to African Americans.

NOBCO is a 501(c)(3) non-profit organization that provides targeted information in the areas of AIDS education, economic and community development, health care planning, and public services delivery.

For additional information, please contact Christal Murray, conference coordinator, at NOBCO at 202/347-6953.

# State associations attend national corrections conference

By Donald Murray  
associate legislative director

Representatives from more than half of the nation's state associations of counties participated last week in a national meeting with state and federal officials to discuss boot camps, truth-in-sentencing requirements and state-county collaborative strategies for implementing the correction's provisions (Title II) of the Violent Crime Control and Law Enforcement Act of 1994.

The conference was unique in that it requested each state to invite, as part of its delegation, a representative from the state's association of counties. John Hoff, executive

director of the West Virginia Association of Counties, praised the Department of Justice for sponsoring the event and for highlighting the importance of state-county partnerships in managing correctional resources.

The Justice Department has made it clear that it will carefully monitor state plans to ensure that they reflect collaboration with local governments prior to states receiving federal funds.

Title II of the act authorizes \$7.9 billion in funding over the next six years to provide funds to enable states to create bed space for violent offenders.

The states, in turn, are required to consult with counties and to share

funds with counties in developing and implementing a comprehensive state-county correctional plan. The plan must be approved by U.S. Attorney General Janet Reno.

Although the conference devoted considerable attention to boot camps, it featured panel sessions on truth-in-sentencing and state-county

partnership programs in the states of North Carolina and Washington.

In FY95, Congress appropriated \$24.5 million for a discretionary grant program to fund the construction-related costs of boot camps for non-violent offenders. The objective is to use these camps to free up space in jails and prisons for violent

offenders.

Major funding authorization Part II of the act is not authorized until FY96.

The meeting was held in Atlanta, Ga., March 31-April 2 and was sponsored by the Office of Justice Programs of the U.S. Department of Justice.

## Transition from welfare to work: small grants program

The Annie E. Casey Foundation, the Rockefeller Foundation and the Foundation for Child Development have announced a number of small grants related to the transition from welfare to work.

The grants are intended to: 1) encourage the continued development of innovative service programs, 2) disseminate information on "best-practices" and exemplary programs, and 3) expand the base of knowledge through policy analysis and research.

Five grants of up to \$30,000 each will be awarded under each of the three categories.

### Category 1: Program Development and Innovation Grants

Much of the innovation in assisting low-income individuals and families to achieve economic self-sufficiency has been developed at the state and local level.

Programs in public, private, and non-profit agencies and institutions are encouraged to apply for grants that can be used for a) planning, designing and developing new service delivery models or approaches; and/or b) enhancing or improving existing models or approaches that are particularly promising.

This year's grant will be limited to programs that focus on family-oriented employment assistance, strategies that promote long-term economic mobility, or strategies to alleviate long-term welfare dependency and/or intergenerational poverty.

### Category 2: Program Recognition and Dissemination Grants

Many exemplary programs and models already exist, but administrators often lack visibility or have insufficient resources to disseminate information about their innovative efforts.

The purpose of the grants made in this category is to recognize promising programs by raising their visibility and providing means for the preparation and dissemination of materials and information about their program. Public, private and non-profit organizations at either the state or local level are encouraged to apply.

This year's grants will be limited to programs which focus on family-oriented employment assistance, strategies that promote long-term economic mobility, or strategies to alleviate long-term welfare dependency and/or intergenerational poverty.

### Category 3: Policy Analysis and Research Grants

Analysis and research in the area of poverty, welfare, labor market activity and self-sufficiency supplements operational knowledge and program development. Analysts are encouraged to apply for grants that can be used to fill current gaps in knowledge and make a timely contribution to policy development.

A range of proposals will be considered for funding, including quantitative or qualitative analysis or the synthesis of existing research on important policy issues.

Proposals will be accepted from any individual analyst, research or academic organization, or public agency.

For each category, there will be a two-stage application process with initial abstracts due May 15, 1995. Selected applicants will be invited to submit full proposals. To obtain guidelines for applying under any of the above categories, please send your request and mailing address to: Transitions, The Urban Institute, 2100 M St. N.W., Washington, DC 20037; email: "kolson@ui.urban.org"; or call: 202/857-8734.

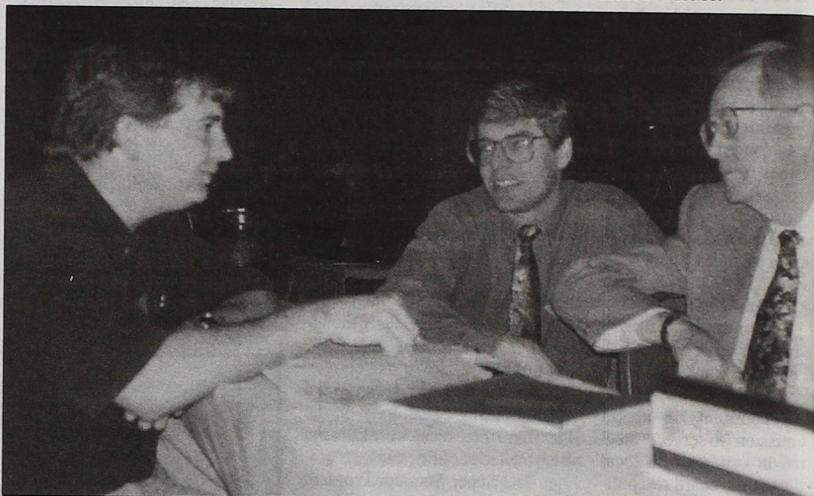


Photo by Donald Murray  
Pasquetank County (N.C.) Commissioner Zee Lamb (l), chair of NACo's Subcommittee on Corrections, discusses North Carolina's new sentencing guidelines with Terry Traynor (center), assistant director of the North Dakota Association of Counties, and John D. Hoff, executive director of the West Virginia Association of Counties.

## Celebrate Earth Day, April 22

The following is a list of suggested activities, courtesy of NACo's Environmental Programs, for celebrating Earth Day in your communities. These ideas can be initiated on Earth Day, and continued, as appropriate, throughout the year.

Please call NACo's Environmental Programs for additional suggestions on solid waste management, composting/recycling, pollution prevention, radon and indoor air, coastal watershed protection, and sustainable development activities.

1) Replace old, inefficient water fixtures with state-of-the-art counterparts to save water, energy and money. Water-efficient appliances can save thousands of gallons of water each year — and can save you dollars.

2) Replace light bulbs with energy-efficient bulbs. They may initially cost a little more, but will pay for themselves in lower electricity bills.

3) Contact your local utility company for information on energy audits of county facilities.

4) Encourage a car-free commuting day on Friday, April 21. Motor vehicles release more than 50 percent of the hazardous air pollutants and up to 90 percent of the carbon monoxide found in urban air.

5) Meet with the principals of county schools to discuss implementation of recycling programs.

6) Encourage residents with sep-

tic systems to have them inspected and pumped out regularly. Septic tanks can leak nitrates, bacteria and chemicals into groundwater.

7) Begin a county-wide backyard composting campaign. Consider distribution of sample composting bins.

8) Begin a voluntary pollution prevention program through which you distribute technical pollution

prevention information to industries.

9) Plant a tree in conjunction with a local elementary school.

10) Organize and develop county-wide volunteer monitoring programs to monitor water quality.

11) Organize a local beach stream cleanup and have prizes for the group who collects the most trash.

## ACIR seeks suggestions for federal mandate relief

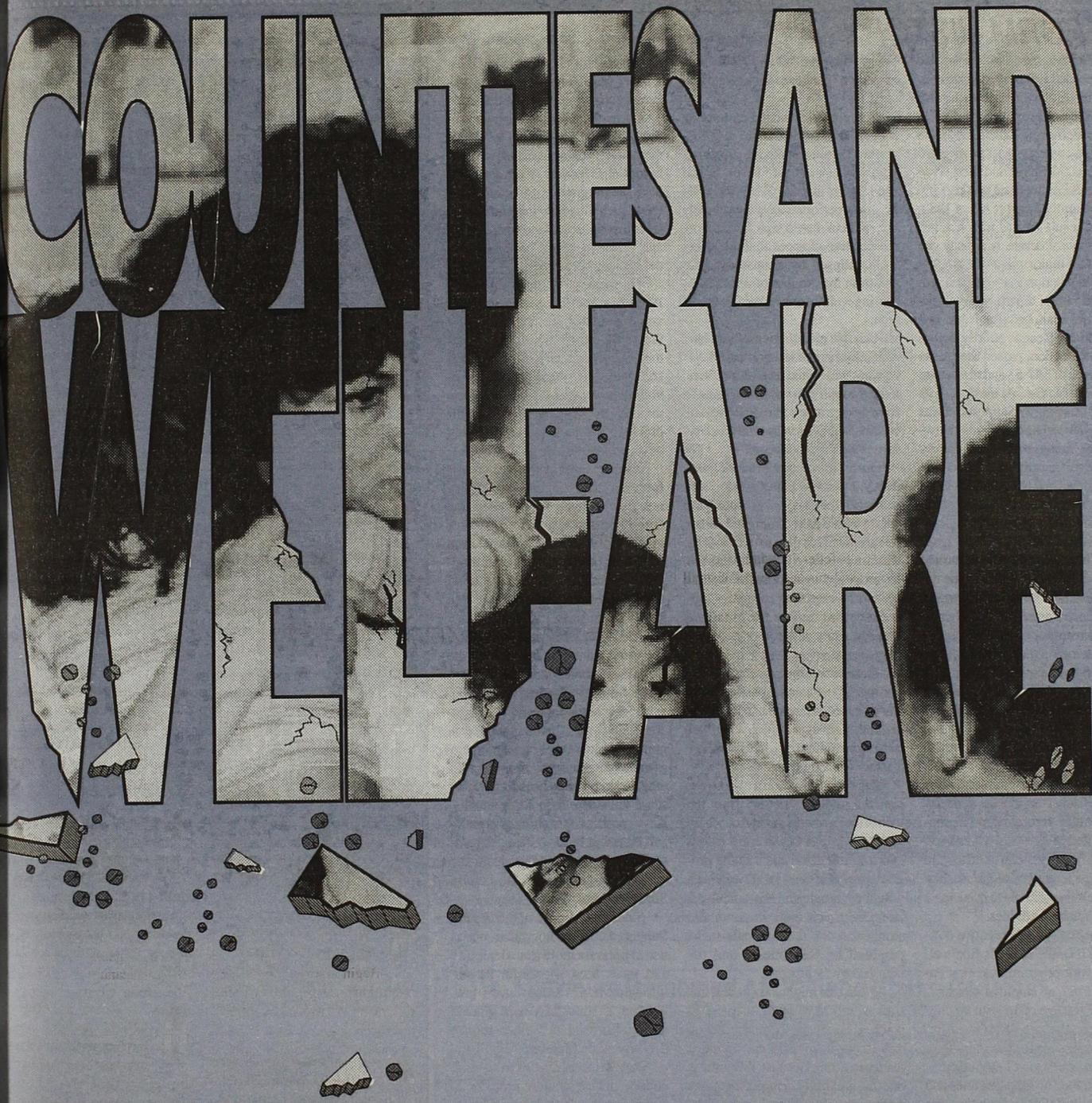
The Advisory Commission on Intergovernmental Relations (ACIR), as part of the Unfunded Mandates Reform Act of 1995, has been directed to make recommendations to the president and Congress regarding relief from existing federal mandates for state, local and tribal governments. The recommendations are to be based on criteria established by ACIR. Proposed criteria must be issued for public comment within 60 days after enactment.

In general, there are three possible recommendations: keep, modify or terminate. ACIR is asking for suggestions about how it should determine, or upon what criteria it should base, its recommendations.

ACIR is also asking local officials to identify the mandates most in need of ACIR review, and among those, the ones that should be given top priority. Suggestions should be received by ACIR no later than Friday, April 28.

ACIR also is directed to study judicial mandates, and would welcome information on mandates currently in federal courts with identification of the court and case number if possible.

For further information, call Bruce McDowell, Phil Dearborn or Charles Griffiths, ACIR, at 202/653-5540. Send suggestions to Charles Griffiths, ACIR, 800 K St., N.W., Suite 450 South Washington, DC 20575.



## Welfare Reform: How we got here

By LaDonna Pavetti  
research associate  
The Urban Institute

**O**n Friday, March 24, 1995, the House of Representatives approved welfare reform legislation, the Personal Responsibility Act (PRA), that would substantially alter the Aid to Families with Dependent Children (AFDC) Program as well as numerous other social programs that provide services and cash assistance to low-income families and individuals. The vote count, largely along party lines, was 234-199.

See *REFORM HISTORY*, page 10

# REFORM HISTORY from page 9

While this vote and the debate that preceded it clearly indicate considerable disagreement over how to reform the welfare system (as well as how to define it), when placed in historical context, these events also highlight how fragile and short-lived consensus on this issue can be.

The Family Support Act of 1988, the end-result of the nation's last welfare reform debate, is actually one of the few major pieces of welfare reform legislation to be enacted into law with strong bipartisan support.

The legislation, signed into law by President Reagan shortly before the 1988 election, passed the House with a vote of 347-53 and the Senate with a vote of 96-1. At the time of its passage, the Family Support Act was hailed as sweeping legislation. However, for many states, the Family Support Act simply formalized programs they already had in place.

The act focused on making broad changes in only two areas — employment and training and child support. The consensus that was formed around child support during the debate that led to its passage remains one of the few areas in which there is broad agreement on both the scope and substance of the types of reforms that need to be put into place.

However, the consensus that was forged around requiring AFDC recipients to participate in employment and training programs has proven to be much more fragile.

Policies linking welfare and work have been key components of nearly every welfare reform proposal considered since the 1960s. Over time, there has been a general trend toward requiring a larger and larger fraction of the welfare caseload to participate in work-related activities.

When the Work Incentive Program (WIN), the nation's first welfare-to-work program, was first enacted in 1967, all employable recipients over the age of 16 with no children under the age of six were required to sign up for job training or work as a condition of eligibility.

When the Job Opportunities and Basic Skills (JOBS) Program was created some 20 years later as a part of the Family Support Act, only families with children under three were exempted from the participation requirement and states were given the option to require families with children as young as one to participate.

In addition, for the first time, the Family Support Act set out specific participation standards that states were required to meet. Because the WIN Program had been vastly underfunded for most of its history, this represented a major departure from prior practices.

As has been the case with numerous other attempts at reform, the

Family Support Act did not result in sweeping changes in the welfare system.

Some employment and training programs were successful in reducing welfare expenditures for those who participated. However, as had been true historically with the WIN Program, performance was extremely uneven from state to state. In addition, the positive changes that did occur were eclipsed by a substantial increase in the number of families receiving welfare during the last recession.

This rise in welfare caseloads (and expenditures), following on the heels of what was billed as major reform, led the country on yet another search for a new strategy to reduce welfare caseloads and increase the work effort of welfare recipients.

During his campaign for the presidency, President Clinton responded to this call for change with a pledge to "end welfare as we know it." When he submitted his plan to overhaul the welfare system to Congress last fall, he proposed to reform the welfare system by requiring recipients who had received welfare for 24 months to work as a condition of receiving cash assistance.

This work requirement was accompanied by harsh sanctions, making it one of the most stringent work requirements ever included in a welfare reform plan supported by a large number of Democrats.

This proposed reform also represented a radical departure from the tone of the Family Support Act, which emphasized placing welfare recipients into education and training programs and had been largely run as a voluntary program. Historically, it has been much more common for stringent work requirements to be proposed by Republicans and denounced by Democrats.

While one might expect that this shift would have made it easier to reach a bipartisan compromise on this issue, it actually has made it harder to do so. Because this issue is one that is extremely important to the American public, there is much to be gained politically by proposing a solution that will dramatically alter the nature of the current system. Thus, when the Republicans took control of Congress, they included reform of the welfare system as one of their top legislative priorities.

However, to distinguish their approach to reform from that proposed by the president, they defined reform in much broader terms. Thus, the most recent debate has focused on ways to bring about broad changes in the government's response to the poor rather than more narrowly on how to reform the welfare system with work, a strategy similar to that pursued by the Reagan Administration during the early 1980s.

The complexity of the federal/state/county relationship in the AFDC program almost guarantees that the appropriate role for federal, state and local governments will always figure prominently in debates over how

to reform the welfare system. Thus, it is not surprising that this issue has been central to the current debate.

Currently, states set their own standards of need and benefit levels for the AFDC Program, but federal regulations define many of the details of how the program must be administered, including how income and assets must be defined and whose needs and resources must be counted in determining benefits.

The proposal to "block grant" the AFDC Program included in the PRA would shift the balance of control for the AFDC Program from the federal to state governments, and, in doing so, would also eliminate the individual entitlement to cash assistance, thereby removing a safety net for children that has remained intact during other previous attempts at reform.

If enacted into law, this shift from federal to state control would clearly represent a major change from the current operation of the AFDC Program. However, when placed in a historical perspective, this shift appears to simply accelerate a trend toward greater state flexibility that began in the early 1980s.

The WIN Demonstration Authority provided to states through the Omnibus Reconciliation Act of 1981 placed numerous state welfare departments at the forefront of designing employment and training programs to help welfare recipients gain a foothold in the labor market, a role they had previously been required to share with state labor departments. As a result of this shift, governors and state and local welfare commissioners played a major role in the design and passage of the Family Support Act of 1988.

Since the passage of the Family Support Act, governors have continued to press for more state flexibility and have been successful largely through waivers from federal law. To date, 25 states have been granted waivers to conduct welfare reform demonstration projects.

These projects, ranging from small county demonstration projects to major statewide reforms, aim to change the welfare system through a variety of means:

- time-limiting cash assistance, allowing working families to keep more of the income they earn
- denying additional assistance to children born to families already receiving welfare, and
- requiring more of recipients to participate in employment-related activities or to work in exchange for their benefits.

Many of these welfare reform experiments intend to fundamentally restructure the social contract between the government and poor families—a contract that has been altered numerous times in the past.

However, giving states greater flexibility to alter this social contract by eliminating the individual entitlement to AFDC benefits represents an extremely radical departure from past attempts at reform.

For example, the major propos-

## The Facts About Welfare



Approximately five million families received AFDC and nearly 28 million people received food stamps in March 1994. The AFDC caseload represents five percent of the total resident U.S. population. The majority of AFDC recipients are children, comprising 67.7 percent of the caseload in 1992.



Most AFDC families include only one (42.5 percent) or two children (30.2 percent). (The average AFDC family size has steadily decreased in the last two decades.)



Of all AFDC parents in 1992, 38.9 percent were white; 37.2 were African American; and 17.8 percent were Hispanic. The majority of adult recipients are between 22 and 35 years old. About half of AFDC parents have not completed high school.



The proportion of never-married single women receiving AFDC more than doubled, increasing from about 21 percent in 1976 to about 53.1 percent in 1992. (In the general population, the proportion of those never married almost tripled during the same period.)



In 1992, 7.6 percent of AFDC mothers were teenagers. Forty-two percent of all single AFDC mothers are or were mothers in their adolescence.



Current and former teen mothers combined make up 42 percent of the single AFDC mothers.



About half of all mothers who leave welfare do so because they have become employed, while others leave because they marry or their children grow up.



The average welfare family receives AFDC continuously for fewer than six months, drawing an average monthly payment of \$373. In 39 states, the AFDC grant equals less than half of the federal definition of poverty. Mothers receiving AFDC in 1992 were poorer than in 1976 because of the decline in the value of earnings and AFDC benefits. Beyond the AFDC cash grant, typical AFDC family is likely to receive food stamps and Medicaid, but not public housing assistance.



Half of all single parents applying for welfare leave within a year, and almost three-quarters leave within two years. However, forty-five percent of those leaving welfare return within the first year. About 40 percent of those who leave AFDC continue to live below the federal poverty line.



"Long-term" welfare recipients, those that receive AFDC continuously for five years, make up less than 15 percent of the caseload.



One in 10 parents who receive AFDC are participating in the Job Opportunities and Basic Skills (JOBS) Program — the education and training program that targets those most at risk of being a long-term welfare recipient.



Nineteen percent of AFDC mothers report having disabilities that prevent them from working; approximately eight percent are caring for a disabled child.



Total state and federal FY94 welfare costs are estimated at \$26 billion, representing approximately one percent of the federal budget and two percent of state budgets.

Source: American Public Welfare Association

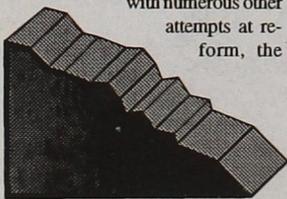
als to reform the welfare system that were seriously considered during the 1970s, President Nixon's Family Assistance Plan and President Carter's Program for Better Jobs and Income, both focused on trying to develop strategies to guarantee families a minimum income, while minimizing any work disincentives.

The Family Support Act of 1988 did not include any provisions to guarantee a minimum federal benefit, which some of the more liberal

members of Congress had hoped but did after a long battle, expand guarantee of benefits to two-parent families.

The PRA eliminates the guarantee to a minimum level of cash assistance in a number of different ways. First, the PRA "block grants" AFDC Program, making it a discretionary, rather than an entitlement program. Because states will receive

See REFORM HISTORY, page 9



# Action on welfare reform moves to Senate

President Clinton threatens to veto any bill that's tough on children

By Marilina Sanz  
Associate legislative director



Photo by Marilina Sanz

In testimony before the House Human Resources Subcommittee last August, Somerset County (N.J.) Freeholder Michael Pappas, chair of NACo's Human Services and Education Steering Committee, objects to certain welfare reform proposals that place a heavier burden on counties.

larly in the area of child care.

One expected change is guaranteed access to child care services for caregivers who are mandated to participate in work programs. Under current law, the Job Opportunities and Basic Skills (JOBS) Program includes such a guarantee, which was eliminated in the House bill.

It is unclear whether the Senate will agree to the Child Protection Block Grant, which includes foster care and adoption assistance, or the two nutrition block grants that include the Women, Infants and Children Feeding Program (WIC) and the School Lunch Program.

The programs in the Child Protection Block Grant fall under the jurisdiction of both Sen. Kassebaum's and Sen. Packwood's committees. The programs in the nutrition block grants, as well as the food stamp program, fall under the jurisdiction of the Agriculture Committee.

### Deficit vs. tax reduction

Another issue that will continue to plague the welfare bill is the debate over using its savings for deficit reduction or using them for tax cuts. The House bill is estimated to save more than \$60 billion over five years. The bill that was written by the leadership would have originally used these savings for deficit reduction.

At the request of Budget Committee Chairman John Kasich (R-Ohio), the Rules Committee voted to consider an amendment that deleted that provision and allowed the savings to be used for the tax bill. It was part of a technical amendment offered by Ways and Means Committee Chairman Bill Archer (R-Texas). The debate on the amendment was among the most contentious, and it was adopted by a narrow margin of 228-203.

### House bill means cost shifts to counties

Many of the provisions of the House-passed bill would result in significant cost shifts to counties. Some of the most problematic include capping funds; denying federal assistance to immigrants, teen mothers, and children born to parents on welfare; and eliminating Supplemental Security Income (SSI) eligibility, and, therefore, Medicaid eligibility for some disabled children, drug addicts and alcoholics.

Individually, these provisions

### Maximum Monthly AFDC Benefits in States Where Counties Administer AFDC\*

State	One-Person Family	Two-Person Family	Five-Person Family
Alabama	\$111	\$137	\$225
California	299	490	824
Colorado <sup>1</sup>	214	280	512
Iowa	183	361	548
Maryland	162	286	511
Minnesota <sup>1,2</sup>	250	437	697
Mississippi	60	96	168
Montana <sup>1,3</sup>	235	318	567
Nebraska <sup>2</sup>	222	293	506
New Jersey	162	322	552
New York			
(Suffolk County <sup>4</sup> )	446	576	949
(New York City/County <sup>4</sup> )	352	468	800
North Carolina	181	236	324
North Dakota <sup>1,2</sup>	221	333	569
Ohio	203	279	493
South Dakota	293	368	512
Virginia <sup>5</sup>	220	294	518
Wisconsin <sup>6</sup>	248	440	766

\* As of January 1994.

<sup>1</sup> States that also have a children-only schedule.

<sup>2</sup> These states pay 100 percent of the need standard.

<sup>3</sup> Montana has two payment schedules, one with shelter expenses and one without.

<sup>4</sup> New York has payment schedules for each Social Service District. Shown are the Suffolk County and New York City/County amounts. The figures include energy payments.

<sup>5</sup> Virginia has three payment schedules. The figures shown are from Area 3, which has the highest benefits.

<sup>6</sup> Wisconsin has two regions - one for urban areas (shown above) and one for rural areas.

Source: Published in the House Ways and Means Committee Green Book

could result in increases in county general assistance programs. Even in counties that do not have general assistance programs or do not oper-

ate welfare programs, there could be increased use of county hospital emergency services. See HOUSE REFORMS, page 12

### Maximum Combined AFDC/Food Stamp Benefits\*

State	Maximum AFDC Grants <sup>1</sup>	Food Stamp Benefit <sup>2</sup>	Combined Benefits	Combined Benefits as a Percent of 1993 Poverty Threshold <sup>3</sup>	AFDC Benefits as a Percent of 1993 Poverty Threshold <sup>3</sup>
Alabama	\$164	\$295	\$459	48	17
California	607	214	821	86	63
Colorado	356	289	645	67	37
Iowa	426	268	694	72	44
Maryland	366 <sup>4</sup>	295	661	69	38
Minnesota	532	236	768	80	55
Mississippi	120	295	415	43	13
Montana	401	276	677	71	42
Nebraska	364	287	651	68	38
New Jersey	424 <sup>4</sup>	276	700	73	44
New York					
(Suffolk County <sup>5</sup> )	703 <sup>4</sup>	201	904	94	73
(New York City/County <sup>5</sup> )	577 <sup>4</sup>	239	816	85	50
North Carolina	272	295	567	59	28
North Dakota	409	273	682	71	43
Ohio	341 <sup>4</sup>	295	636	66	36
South Dakota	417	271	688	72	43
Virginia	354	290	644	67	37
Wisconsin	517	241	758	79	54

\* As of January 1994.

<sup>1</sup> In states with area differentials, figure shown is for area with highest benefits.

<sup>2</sup> Food stamp benefits are based on maximum AFDC benefits shown and assume deductions of \$338 monthly.

<sup>3</sup> This column is based on the Census Bureau's 1993 poverty threshold for a family of three persons, \$11,521, converted to a monthly rate of \$960.

<sup>4</sup> In these states, part of the AFDC cash payment has been designated as energy and is disregarded by the state in calculating food stamps.

<sup>5</sup> New York has payment schedules for each Social Service District. Shown are the Suffolk County and New York City/County amounts. The figures include energy payments.

Source: Published in the House Ways and Means Committee Green Book

# Ohio commissioner recalls her welfare journey

By Commissioner Martha Dorsey  
Clermont County, Ohio

The welfare system in the 1990s is very different from the one in place in the 1960s. I've seen both systems, and for a few years in the early 1960s, I lived within the welfare system. Job training lead me out of that system. I will never forget what I learned.

In a sense, my experience is a perfect example of the difference between welfare then and now. Then, in the 1960s, it was embarrassing to be on public assistance. Now, too often, just being on welfare can be a career. More and more children grow up expecting the government to support them. This needs to change.

My family's history was of the "poor but proud" variety. When I was born in 1930, my father owned a small grocery store in Mt. Adams (a Cincinnati neighborhood). Our family lived above the store. My mother left a job as a registered nurse to raise four children.

Life was hard. By the time I was born, my mother had carried four children in five years, with two of those five arriving stillborn. (And, in those days, another mouth to feed wasn't necessarily a cause for joy.)

In 1940, my parents had moved to Bellevue, Ky. with four children, and my father bought another grocery store.

Then World War II started and life changed dramatically. My father moved our family to the country where we could be assured, at least, that we'd have enough food while he worked in a war plant in Cincinnati. I was a teenager during the war and it was an adolescence few teens would want today. Food, gas and tires were



Martha Dorsey

rationed. We were allowed just two pairs of shoes each year.

I graduated from high school in 1947 and worked in department stores until my marriage in 1948 to a "tall, dark and handsome" Texan construction worker. We had four children between 1949 and 1956, and the romance eventually turned to abuse, infidelity, alcoholism, and an inability to hold a job and support a family. During this difficult time, I also cared for my mother at home, who was dying of cancer.

Divorced in 1961, I found myself with four children to support. I had no income and no job skills. Devastated by the failure of the marriage, I also was disgraced and embarrassed to be on welfare. Even when times were hard during the Depression, my father never took government assistance.

It was a tough time. My father came to live with us after my mother's death. There were six people in four rooms, with four children in one set of bunk beds.

I had turned to public assistance so my children would have the food and shelter they needed. They were growing up without a father in the home, and without any type of child support. I feared welfare would give them something they didn't need — the expectation that the government owed them a living.

Council of Governments, where I've been a member since 1987, serving three years as president from 1989 to 1991.

Statewide, I've been on the County Commissioners Association of Ohio (CCAO) Board of Trustees since 1988 and am serving as first vice president this year. I was chairman of

some time in their lives. Public assistance is properly used at these times. It is not meant to be a way of life. There are those who are incapable of making their way because of circumstances beyond their control. No one begrudges that help.

A hand up, not a hand out, rings true. No job that pays a living wage should go begging for someone to do it. Many low-paying, seasonal, temporary jobs are good training grounds for establishing good work habits. Most of us have had these at some time in our lives, and people still do, to make ends meet.

The government can work as a gap filler for those who are willing to start somewhere in the workforce. Subsidizing as needed: jobs, day care, transportation, health care, food.

The public and private sectors need to restore opportunities for people to help themselves get back to the best place to start, where a person knows their neighborhood and where they are willing to help those they know. There are many local agencies and organizations well suited to this endeavor.

The federal government is considering sending block grants back to the states for disbursement and delivery of services at the local level. The state needs to invest in local governments, agencies and organizations from the beginning to plan delivery of needed services. Much has been said about people's self-esteem. The more self-esteem you have, the more self-esteem you have. Our challenge is to help people attain this goal.

(Dorsey is president of Clermont County (Ohio) Board of Commissioners.)

**Then, in the 1960s, it was embarrassing to be on public assistance. Now, too often, just being on welfare can be a career. More and more children grow up expecting the government to support them. This needs to change.**

My aim was to earn a living and get off welfare, so I turned to the government for a better kind of help — job training. Through the Manpower Development Training Act, I received training in business administration, bookkeeping and accounting courses taught in Jackson, Ohio.

With further training at the University of Cincinnati and other institutions, I continued my education, eventually being hired as a secretary and case aide for the Clermont County Salvation Army.

I went on to work with Clermont County Community Services (formerly Human Services), a public sector community action agency, where I was an assistant to the director of a medical clinic and a youth services director, and eventually became executive director of the agency before I left to run for commissioner in 1986.

I am now in my third term as a county commissioner. As a county commissioner, I'm involved in how our local community serves the public. I'm also involved in regional concerns through participation in the Ohio, Kentucky, Indiana Regional

the CCAO Human Services Committee from 1988-1993.

As a commissioner, I've worked with Republicans and Democrats to solve problems facing government. I was appointed by Governor Richard Celeste to serve on the Ohio Retirement Study Commission from 1989 to 1991 and by Governor George Voinovich to serve on the State and Local Government Commission from 1992 through 1998.

Now, in the spring of 1995, I can see the welfare system through eyes that lived in the system in the 1960s, and have seen it slowly change since then. Here are some of my observations:

- The change began in the 1960s pregnancy in progress at that time.

- These government programs are paid for by taxes taken from the wages of working people. Working people have a right to expect their housing to be up to the same standards and their ability to purchase goods and services to be on the same level as those benefitting from welfare programs paid for by taxes taken from the workers.

- Anyone can need assistance at

## REFORM HISTORY from page 10

a fixed amount of money to provide cash assistance to needy families, they will no longer be required by federal law to provide cash assistance to all families who meet the eligibility criteria set by the state.

In addition, the AFDC Program will lose its ability to respond to any increased need for assistance that may occur during economic down-

turns. The legislation does include a provision that would allow states to borrow funds from the federal government during times of high unemployment, but the fund is small and the requirement that states return the money with interest within a short period of time creates disincentives for states to actually use the funds set aside for this purpose.

For the first time in history, the legislation also prohibits states from providing benefits to persons who engage in behaviors that are perceived to lead to long-term welfare dependency. While concern over long-term dependency is not new, denying benefits as a strategy to reduce long-term dependency represents a major departure from previ-

ous efforts to achieve the same goal.

During the early 1960s, a service strategy was proposed to reduce long-term dependency. Later, in the decade, work became the dominant strategy for reducing welfare dependency.

In an effort to more directly target resources to persons at risk of long-term dependency, the Family Support Act required states to spend 55 percent of their employment and training dollars on groups that had a high probability of long-term welfare receipt: teen mothers, younger recipients with limited education and work experience, and recipients who had been on welfare for 36 out of the last 60 months.

In a renewed effort to end long-term welfare dependency, the PRA would deny cash assistance to families headed by a teen mother, children born to families already receiving cash assistance, and families who have received cash assistance for more than 60 months.

Although there is currently no evidence that indicates that this strategy will actually reduce long-term

dependency, underlying these provisions is a belief that the welfare system fosters behavior that is undesirable to the American public.

The current welfare debate departs from earlier welfare debates, it is also remarkably clear.

There does appear to be a spread consensus that welfare recipients should be required to engage in work or work-related activities in exchange for cash assistance. However, because today's debate evolved into a much larger question over how to reduce government spending, whether government responsibility to guarantee a net for poor children, and what the federal, state and local governments should play in providing assistance to low-income families, it is unlikely that a final consensus will have much impact on the result.

In the end, the outcome of the current debate may do little more than define the terms of the debate.

## HOUSE REFORMS from page 11

agency rooms and in more uncompensated care because of reduced Medicaid eligibility.

There is also a cumulative effect to these provisions. For example, if a disabled child who is in out-of-home care is denied SSI coverage, the county will probably need to pay for the child's care out of the County



Protection Block Grant, a program that will now have funding limits.

Another example concerns a family that has an additional child while on welfare. Since the family will not receive federal assistance for that child, there could be added stress in the family, which could, in turn, lead to neglect or abuse.

A good example of these potential cost shifts is Los Angeles County, Calif. In 1992, California implemented a five percent AFDC cut. Since then, the number of children in the county needing out-of-home care increased 10 percent.

The county has 622,000 chil-

dren receiving AFDC and 60,000 abused and neglected children under the supervision of the Department of Children and Family Services. The county estimates that if just one out of 20 children on AFDC requires protective services, there would be an increase of 15,550 children in that system at an additional cost of \$185 million a year.

In addition, the increased number of children in protective services would result in increased caseloads for children's social workers, which would in turn reduce the standard of care given to these vulnerable children.

# View from Merced County, Calif.

## House welfare reform bill doesn't play well

By John Cullen  
human services director  
Merced County, Calif.

As the Personal Responsibility Act (PRA), the House version of welfare reform, moves to the Senate, county boards and appointed staff can greatly help the debate by identifying PRA's impact in their communities. The bill projects \$66 billion in federal budget savings over five years. County governments need to decide whether these federal savings result in measurable welfare reform and how it will affect local budgets and constituents.

In Merced County, a rural central California county of approximately 200,000 people, we have identified some of the impact this legislation would have in our county.

It's important to note that the PRA departs philosophically and tactically from the many bipartisan welfare reform efforts that have occurred since the passage of the Family Support Act of 1988.

Under current law, public assistance recipients are required to move toward self-sufficiency via participation in education, training and employment preparation activities; while government, via entitlement programs, ensures basic services for the country's poor children and families. As it now stands, Merced County government relies on approximately \$100 million in federal entitlement funding to support the financial, nutritional and health care needs of its vulnerable populations.

The PRA drastically redirects this effort by dismantling the entitlement nature of the Aid to Families with Dependent Children (AFDC) Program, and establishing block grant funding to state governments for service provision.

In addition, it institutes many regulations and prohibitions within the proposed "block-granted" programs, which would further limit local flexibility.

PRA's restrictions on public assistance payments to many categories of legal resident aliens would be of great consequence to the county's immigrant population. This provision would deny essential services such as AFDC, Supplemental Security Income

(SSI), Unemployment Insurance, food stamps and Medicaid to approximately 15,000 people.

Unmarried teen mothers and their children would not be eligible for AFDC benefits under this bill. In Merced County alone, we have more than 600 teen mothers with approximately 800 children receiving AFDC.

Merced would lose more than \$3 million annually for basic "safety net" services which this population needs to keep from falling further into poverty, and enables their movement towards self-sufficiency.

The act also requires the establishment of paternity for any child as a condition of eligibility for public assistance. This provision would put at risk basic support/assistance to more than 2,500 of Merced's children whose paternity has not been established.

Eligibility for AFDC assistance would be limited to five years in a lifetime, regardless of the family's circumstances. The act does not provide work opportunities for parents who reach these time limits and are unable to find jobs.

PRA also diminishes the current emphasis on resources for education, skills development, job placement, child care or supportive services, which are all essential elements of welfare reform strategies which enable self-sufficiency instead of promote government dependence.

In a county like Merced, with unemployment rates often hovering near 20 percent, with over 30 percent of its current population on some form of public assistance, with limited industrial development and job growth, it becomes obvious that the public assistance safety net is required to prevent untenable social and economic impacts.

For the approximately 2,000 AFDC families who have received aid for more than five years in Merced County, the PRA would eliminate the \$16 million in annual assistance upon which these adults and children rely for basic subsistence.

In its block grant approach and discontinuance of cash assistance benefit to many, the PRA would also take away approximately \$15 million worth of medical care from vulnerable populations. Over one-quarter of Merced

County's population relies on Medicaid for their primary health care coverage.

If the PRA's proposal to deny SSI eligibility to people with drug or alcohol disabilities is approved, we will write off any opportunity

In California, Section 17000 of the Welfare and Institutions Code makes a county totally responsible for basic financial assistance, food/nutrition, housing, health and medical care for all of the populations that the PRA

ing responsibility for care of vulnerable populations to local government, and dampening the demand on the federal budget.

No one argues that we have a need to reform the welfare system. A more meaningful approach is summarized in the NACo position paper on "Guidelines for Income Maintenance and Child Welfare Block Grants" that was adopted at last month's Legislative Conference.

Under that proposal, counties point out the need to maintain basic federal responsibilities through entitlement in order to ensure a level of assistance and support services to children and families administered on an equitable basis nationwide.

The proposal also calls for a system of block grants that will provide state and local governments with the necessary resources and flexibility to tailor our programs to meet local needs. It also recognizes the need for a federal, state and county collaboration in the planning and implementation of programs which meet the basic subsistence and self-sufficiency needs of our populations.

(Cullen, is a past president of the National Association of County Human Services Administrators and a former NACo Board member.)

**From my view as a human services director, the PRA is not about welfare reform — it's about shifting responsibility for care of vulnerable populations to local government, and dampening the demand on the federal budget.**

to help these individuals develop self-sufficiency plans. The impact will likely result in more homelessness and crime. More than 300 of Merced's citizens are disabled due to alcohol or drug abuse and require various forms of assistance financed by SSI.

An underlying reality that is ignored by the PRA's approach to welfare reform is the fact that most states and many counties have a legal mandate to provide basic assistance to individuals who are eligible for federal and state safety net programs.

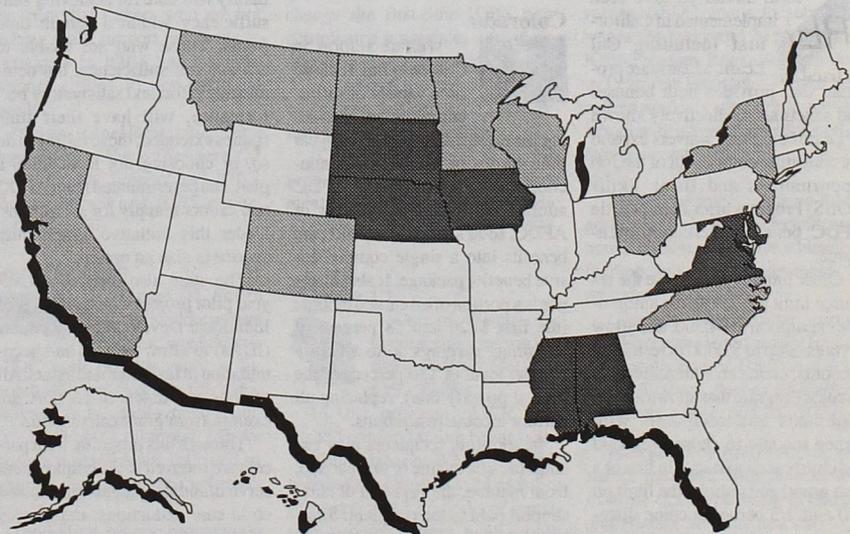
would cut.

Beyond these mandates, counties do not have the ability to ignore the needs of our destitute and most vulnerable residents. In Merced County alone, more than \$20 million in local dollars would be required to finance the impact of the PRA on our AFDC population. Where would these dollars come from? Cuts in law enforcement, libraries, parks, schools, or local tax increases?

From my view as a human services director, the PRA is not about welfare reform — it's about shift-

### County Participation in Public Assistance

In some states like counties, administer Aid to Families with Dependent Children (AFDC), in others they also pay for part of the AFDC benefits. There are also some states where counties are not responsible for the federal program.



-  Administer AFDC Program and pay benefits
-  Administer AFDC Program
-  No responsibility for AFDC

Source: House Ways and Means Committee Green Book; American Public Welfare Association's Public Welfare Directory



Register now for NACo's  
1995 Annual Conference!  
(See back page)

# States try their own hand at reform

All of the states where counties administer Aid to Families with Dependent Children (AFDC) have received waivers from the U.S. Department of Health and Human Services (HHS) to restructure or "reform" their welfare systems.

To give *County News* readers an overview of what welfare reform already means at the state level, NACo's Research Department has prepared the following overview.

## Alabama

As part of the Alabama welfare reform initiative, much emphasis has been given to how the state treats welfare recipients' earnings and assets. Through the ASSETS demonstration project, the asset limit has been increased to the food stamp level, and earned income disregards have been changed to 20 percent.

In addition, one vehicle per licensed driver is excluded, and the 100-hour rule and work history requirements have been eliminated. (The 100-hour rule prohibits two-parent families from receiving AFDC if either works more than 99 hours per month, even if the family earns so little that its income would still qualify the family for assistance.) Cashing out food stamps was also part of the demonstration, however, because of state budget constraints and the cost of sales tax add-on, cash-outs reverted to coupons effective last August.

(Contact: Joel Sanders, director, Alabama Department of Human Resources, Public Assistance Division, phone: 205/242-1950)

## California

A variety of welfare reform initiatives have been implemented in California, including Cal Learn, a Learnfare program that provides both bonuses and sanctions. Collectively known as Learnfare, these waivers expand the education component of the Job Opportunities and Basic Skills (JOBS) Program in an attempt to tie AFDC benefits to school attendance.

Other initiatives increase the resource limit to \$2,000, the automobile exemption to \$4,500, and allow savings of up to \$5,000 in restricted accounts; create an Alternative Assistance Program that allows AFDC applicants and recipients with earned income to choose Medicaid and child care assistance in lieu of a cash grant; and remove the limit on \$30 and 1/3 earned income disregards for recipients.

California has also implemented mul-

iple reforms to its Greater Avenues for Independence (GAIN) Program — the state's version of the Job Opportunities and Basic Skills (JOBS) Program.

In addition to these efforts, California is also seeking a federal waiver to expand its Work Pays Demonstration Project statewide and is adding provisions to: reduce benefit levels by 10 percent (but retaining the need level); reduce benefits an additional 15 percent after six months on assistance for cases with an able-bodied adult; and put a time limit on assistance to able-bodied adults for 24 months.

Another waiver would make AFDC and food stamp policies more compatible by making AFDC households categorically eligible for food stamps; allowing recipients to deduct 40 percent of self-employment income in reporting monthly income; disregarding \$100 per quarter in non-recurring gifts and irregular/infrequent income; disregarding undergraduate student assistance and work study income if payments are based on need; reinstating food stamp benefits discontinued for failure to file a monthly report when good cause is found for the failure; and simplifying vehicle valuation methodology.

Still other waivers would amend the Assistance Payments Demonstration Project by exempting certain categories of AFDC families from the state's benefits cuts and paying the exempt cases based on grant levels in effect in California on November 1, 1992.

(Contact: Delphine Sayles, Chief, California Health and Welfare Agency, AFDC Program Branch, phone: 916/657-2128)

## Colorado

Welfare reform in Colorado has focused on a variety of different initiatives, including the establishment of a two-year time limitation sanction for non-cooperative employable AFDC adults and the consolidation of AFDC, food stamps and child care benefits into a single comprehensive benefits package. It also disregards a portion of all earned income (the first \$120 and 58 percent of remaining earnings up to a family income level of 130 percent of the federal poverty line), replacing all current income restrictions.

In addition, recipients may exempt the asset value of one car and, from income, the first \$50 of child support paid to the recipient. Similarly related to changes in the treatment of earnings and assets, the resource limit has increased to \$5,000 for those families with an able-bodied adult who is employed or has been employed within the last six months, and \$2,000 for others.

Colorado has also received several education-related reform waiv-

ers from HHS to require all AFDC households with children under the age of 24 months to have current immunizations or face financial sanctions, and to provide incentives to participants who graduate from high school or obtain a GED.

Under the Personal Responsibility and Employment Program, Colorado now requires AFDC parent recipients to work or participate in a training program after receiving 24 cumulative months of benefits or lose their share of the grant.

Finally, welfare reform initiatives have eliminated the requirement that families must have received AFDC in three of the last six months in order to receive transitional child care or Medicaid, whose reporting requirements have been modified.

(Contact: Karen Studen, manager, Colorado Department of Social Services, Child Welfare Services, phone: 303/866-5937)

## Iowa

Recent welfare reform initiatives in Iowa have consisted of a multi-faceted proposal including: changes in income deductions (e.g., changed \$90 earned income deduction to a 20 percent deduction and replaced \$30 and 1/3 deduction with a 50 percent deduction that is not subject to a time limit); increased resource limits to \$2,000 for applicants and \$5,000 for participants, and increased vehicle equity exemption to \$3,000; limits JOBS exemptions, extends child care transitional benefit to 24 months; requires most parents to develop a self-sufficiency plan, which describes actions the family will take for achieving self-sufficiency within a certain time frame. Those who are unable to achieve self-sufficiency, but demonstrate effort and satisfactory performance, will have their time frames extended; those failing to do so, or choosing not to develop a plan, can be terminated from AFDC and cannot reapply for six months. Under this initiative, community service is also an option.

The state also enacted a five-year pilot project which consists of Individual Development Accounts (IDAs) to allow savings and accumulation of tax-benefited assets. All savings and assets in an IDA are exempt from grant calculation.

Through this program, both parents are referred to the employment service, and stepparents are allowed child care deductions; transitional child care has been extended from 12 months to 24 months; and the 100-hour rule is eliminated.

Through the Iowa Self-Employment Investment Demonstration and the Iowa Self-Employed Household Incentive Program, entrepreneurial training is provided and recipients may receive exemptions up to \$10,000 for tools of the trade for the

self-employed.

(Contact: Doug Howard, administrator, Iowa Department of Human Services, Division of Economic Assistance, phone: 515/281-8629)

## Maryland

Welfare reform initiatives in Maryland disregard all earnings of children, and sanction families \$25 per month for each child age seven or older who does not attend school 80 percent of the time.

In a pilot program that, pending waiver approval, could go statewide, full-family sanctions on cases where a JOBS non-exempt parent fails to comply with JOBS for nine months will be implemented.

(Contact: Katherine Cook, acting executive director, Maryland Department of Human Resources, Income Maintenance Administration, phone: 410/767-7113)

## Minnesota

Currently, welfare reform efforts include the diversion of AFDC grants to create jobs by subsidizing wages for recipients and providing training for recipients to become self-employed.

(Contact: Deborah Huskins, assistant commissioner, Minnesota Department of Human Services, Family Self-Sufficiency Administration, phone: 612/296-6955)

## Mississippi

The state of Mississippi has implemented a three-component demonstration — a statewide component and two components implemented in several counties as pilot programs.

The statewide component requires school attendance and immunizations, and eliminates work force and hours-of-work requirements for Unemployed Parent (UP) cases.

The Work First component (in six counties) cashes out food stamps and provides program participants with short-term subsidized public or private contributions at state minimum wage and supplemental payments to offset any loss of benefits; provides participants with workplace mentoring and other support services; creates employer-funded Individual Education Accounts; and distributes child support collections directly to custodial family.

Also, non-custodial, non-working parents may, by state law, be required to participate in JOBS and Work First.

The Work Encouragement Component (in two counties) removes the time limit on the \$30 and 1/3 earned income disregard and raises the percent of deficit paid in AFDC grant from 60 percent to 100 percent.

(Contact: Dale Adams, director, Mississippi Department of Human

Services, Division of Economic Assistance, Field Operations, phone: 601/359-4781)

## Montana

Over the past and-a-half, Montana requested several waivers for statewide system reform, including the Job Settlement Program, the AFDC Pathways Program and the Community Services Program.

The Job Settlement Program, consisting of a set of AFDC-reform benefits, would specifically target individuals at risk of becoming dependent on welfare.

Participants in the AFDC Pathways Program would see their benefits limited to a maximum of 12 months for single parents and 18 months for AFDC-UP families. Also, each participant must agree to a Family Investment Contract, particularly innovative part of the program is a requirement that recipients attend nutrition classes as part of their contract.

Thirdly, the Community Services Program would require individuals who have reached the AFDC time limit but have not achieved self-sufficiency.

(Contact: Penny Robbe, Montana Department of Social Rehabilitative Services, Family Assistance Division, Program Policy Bureau, phone: 406/454-4545)

## Nebraska

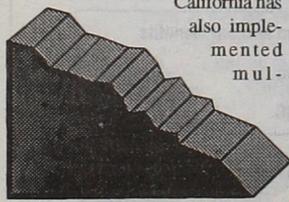
Statewide reform in Nebraska assigns recipients with mental, emotional or physical barriers to self-sufficiency, or those who do not have parental responsibility for children, to a non-time-limited program, and requires all other recipients to choose either a time-limited High Disregards Program or a limited Alternative Program.

Under all three programs, increases in benefits for children are received while receiving AFDC are eliminated, resource limits are raised to \$5,000 and the value of one vehicle is excluded, school attendance is required, and the income of parents living with a minor parent in excess of 300 percent of the poverty level is deemed to the family.

Under the time-limited High Disregards Program, cash assistance up to 24 months in a 48-month period (with certain exemption extensions) is provided; food stamps are cashed out; AFDC payments are reduced, but replaced with earned income disregard of 60 percent of earned income.

In addition, all adult wage earners are required to participate in education-related, job skills training, work experience, intensive search activity requirements,

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parents in two-parent families must participate in JOBS. Transitional Medicaid and child care is extended 24 months, and the 100-hour rule and workplace attachment requirements for AFDC-UP cases are eliminated.

Under the time-limited Alternative Benefit Program, the same provisions would apply, except that recipients of this program would receive somewhat higher benefits, but with the current earned income allowances.

*(Contacts: George Kahland and Margaret Hall, administrators, Nebraska Department of Social Services, Public Assistance and Food Programs Division, Public Assistance Unit, phone: 402/471-9264)*

## New Jersey

In 1992, New Jersey received a number of waivers to reform its welfare system, including allowances for additional earned income for families that did not receive benefit increases for children born more than 10 months after enrolling in AFDC; exemptions for the income of the spouse when a custodial parent remarries while on assistance; extensions on Medicaid benefits for months after AFDC termination because of increased earnings; and an allowance of recipients to serve as child care providers as their required JOBS activity.

Under current consideration by the New Jersey State Legislature is a proposal that could make New Jersey one of the first to implement statewide policy to suspend or deny renewal of professional occupational and/or vehicular licenses for delinquent child support obligators.

*(Contact: Rudolf Myers, assistant director, New Jersey Department of Human Services, Division of Family Development, Office of Planning and Operations Review, phone: 609/588-2414)*

## New York

Through HHS welfare system reform waivers, New York state has changed its welfare system in recent years to provide payments for one-time work-related expenses or other services, or child care, in lieu of AFDC benefits; modify allowable work experience, job training and other employment activities in addition to job search or AFDC and food stamp applications and recipients; consolidate and streamline food stamp and AFDC eligibility requirements, including expansion of AFDC-UP eligibility; require children in grades four through six to attend school, with bonuses for good attendance and sanctions for non-compliance; make unemployed, non-custodial parents of children of AFDC applicants eligible for JOBS services; and encourage the start-up of microenterprises.

Food stamps are paid in the form of cash to participants in the Child Assistance Program, which offers increased earnings disregards and higher asset limits in exchange for a reduced AFDC benefit to employed recipients with child support orders.

Pending approval, waivers would allow the state to remove asset tests for public assistance recipients employed for an average of at least 30 hours per week, and allow unemployed, non-custodial parents who are not on AFDC, but have children in families applying for AFDC, to participate in the JOBS Programs.

*(Contact: Oscar Best, deputy commissioner, New York State Department of Social Services, Division of Economic Security, phone: 518/474-9222)*

## North Carolina

Enacted as part of the governor's comprehensive early childhood initiative, the North Carolina welfare system accepts a household's statement as verification of interest income when less than \$10 per month or \$120 per year is reported in order to expedite the application and approval process, and targets working, low-income families as eligible for subsidies through existing state or local programs.

*(Contact: Kay C. Fields, chief, North Carolina Department of Human Resources, Division of Social Services, Public Assistance Section, phone: 919/733-7831)*

## North Dakota

Current welfare reform in North Dakota makes women in their first and second trimester of pregnancy eligible for AFDC, and increases earned income disregards and assets limits for all applicants.

Pending approval and HHS waivers, future reform efforts would include exempting stepparents' income for six months and increasing resource limits to \$5,000 for one recipient and \$8,000 for families with two or more recipients.

North Dakota, with federal approval, could also be one of the first with a statewide program to suspend or deny renewal of professional occupational and/or vehicular licenses of delinquent child support obligators.

North Dakota also hopes to create a three-tier system of time limits — each tier would be dependent on the social contract and client responsibilities, and eligibility would change at the end of each limit.

The program would require 32 hours of community work under an alternative work program at the end of the first-tier time limit, as well as eight hours of job search, and provide alternative work experience sites for individuals who are unable

to find employment at the end of the first-tier time limit.

*(Contact: John H. Opp, director, North Dakota Department of Human Services, Economic Assistance, AFDC Division and SSI Liaison, phone: 701/224-4009)*

## Ohio

Ohio welfare reform consists of three demonstration components to test provisions which would: under the economic development initiative, divert AFDC and food stamp benefits to a wage pool to supplement wages for two years — wage supplement would be 50 percent of wages for the first year and 25 percent of wages for the second year; eliminate 100-hour rule for UP cases; provide fill-the-gap budgeting for 12 months from month of employment; increase child support passthrough from \$50 to \$75; provide a one-time bonus of \$150 for paternity establishment; extend transitional child care from 12 to 18 months; increase automobile asset limit to \$4,500 equity value; require regular school attendance by 16- to 19-year-olds, and through the Learning, Earning and Parenting Program, require AFDC teen parents to attend school, with bonuses for good attendance and sanctions for non-compliance; continue current LEAP demonstration waivers (i.e., eliminate many JOBS exemptions and provide incentive payments and sanctions); and disregard Job Training Partnership Act (JTPA) earnings without time limit.

In addition, the AFDC budget for a working family is calculated on 50 percent of the standard need, rather than on the payment standard. A specific program, Parents Fair Share demonstration, requires non-custodial fathers who are not making child support payments to participate in JOBS and provides support groups to non-custodial parents.

*(Contact: Joel Rabb, chief, Ohio Department of Human Services, Office of Family Support and JOBS, Welfare Reform and JOBS, phone: 614/466-3196)*

## South Dakota

As part of South Dakota's welfare reform initiatives, time limits on AFDC cash benefits place a 24-month cap on benefits for those assigned to an employment-readiness track and a 60-month cap for those in training track, followed by required employment or volunteer service.

In addition, other components to the program declare that full families are made ineligible for benefits for three months after voluntarily quitting employment; a one-month transitional allowance is provided after a case closes due to earnings; and earned income and other assets of full-time students are disregarded. The state also assigns parents on

AFDC to either an education track, which may not exceed 60 months, or an employment track, which may not exceed 24 months. Parents who fail to complete either track within the required time must perform volunteer service or part-time employment, or lose their portion of the benefits.

South Dakota waivers allow for \$1,000 of savings for teenagers and an auto with a cash value not to exceed \$2,500. Employer relations specialists do private sector outreach and job development.

*(Contact: Dennis Pelkofer, AFDC Program administrator, South Dakota Department of Social Services, Economic Assistance, phone: 605/773-4678)*

## Virginia

Welfare reform initiatives in Virginia include four project components: 1) Recipients on AFDC for at least two years who meet other criteria can volunteer to be considered for jobs expected to pay \$15,000 to \$18,000 per year. Training stipends equal to AFDC will be paid initially. 2) An additional 24 months in child care and Medicaid transition benefits is provided. 3) A child support insurance program for those leaving AFDC due to earnings has been established. 4) Changes have been made to the method of counting stepparent income when an AFDC recipient remarries, the resource limit for education and housing purposes has been increased to \$5,000, and AFDC eligibility has been extended to full-time students until age 21.

Pending approval and HHS waivers, the state would provide one-time diversion payments to qualified applicants in lieu of AFDC, change the first-time JOBS non-compliance sanction to a fixed period of one month or until compliance, remove the conciliation requirement, and allow \$5,000 savings for starting a business.

*(Contact: Constance Hall, program manager, Virginia Department of Social Services, Economic Assistance Unit, phone: 804/692-1730)*

## Wisconsin

One of Wisconsin's major welfare reform initiatives is Work Not Welfare (WNW).

In this program, AFDC and cashed out food stamp benefits are combined into one WNW payment, with benefits limited to 24 monthly payments and 12 months of transitional benefits within a 48-month period. After 24 months of payments, no additional cash payments are available for 36 months, unless an exemption is granted. The WNW benefit must be "earned" by participation in education, training or work-related activities, and in most cases, benefits do not change between eligibility determinations as

income changes.

The AFDC portion of the WNW payment for children conceived after first receiving a WNW payment is not increased unless a child was conceived after not receiving a WNW payment for six months; child support collections are paid directly to the family; the 100-hour rule is eliminated for AFDC-UP cases; and earned income disregard of \$30 and 1/3 is replaced by continuous disregard of \$30 and 1/6; and there is an emphasis on community service.

Wisconsin has also eliminated increased AFDC benefits for additional children conceived while receiving AFDC, and increased the vehicle asset limit to \$2,500 (includes combined value of all vehicles owned by AFDC family).

In post-AFDC determination, recipients are able to accumulate assets up to \$10,000 in a special resource account, use of which is restricted to educational advancement or improvement of employability.

Under the Parental and Family Responsibility pilot, first-time teen parents can disregard the first \$200 and 1/2 of additional earnings; couples 20 years of age or younger, who do not have work experience, may be eligible for AFDC; and recipients will receive half the normal amount grant size for a second child and no increase for any additional children.

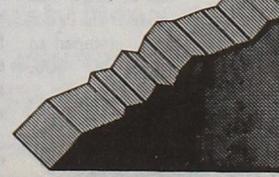
Under the Children First Program, a non-custodial parent referred to the program by the court must pay support or participate in job training and work experience necessary to secure work.

The state has also implemented a program that generates public and private employment through a partnership among business, local communities and government — by diverting AFDC grants to subsidize wages for recipients as part of the JOBS Program. It has also expanded its Learnfare Program — which penalizes students who don't stay in school with a loss of a portion of the family's grant — to children ages six to 12.

To help recipients achieve these goals, assistance, including child care, transportation, alternative education funding and case management, is provided.

*(Contact: Gary Kuhnen, director, Wisconsin Department of Health and Social Services, Division of Economic Support, Bureau of Welfare Initiatives, phone: 608/267-9022)*

*(Compiled by Kelly Mackie, research assistant, with information from the U.S. Department of Health and Human Services and the National Governors' Association.)*



## WISCONSIN from page 1

of December 1994, there were 73,714 cases — a 25 percent reduction. Plus, the state has saved the federal government "hundreds of millions of dollars," she added.

Rogers agrees that part of the program's success can be attributed to the state's low unemployment rates (Today, it is just under four percent). A strong economy "is a positive factor," she acknowledged, but believes a successful program relies on a combination of factors — "a vigorous economy and a strong emphasis on work and self-sufficiency."

Between 1989 and 1993, the nation experienced a 29 percent growth in welfare cases, explained Professor Lawrence Mead of Princeton University, who has studied Wisconsin's system. But Wisconsin, a state with AFDC benefit levels that are the 12th highest in the nation (\$517 per month), had a three percent annual decline. "They've driven down caseload in spite of generous benefits." Since Thompson's been in office, he added, the state is saving \$9 million a month on welfare.

What's amazing about its success, he continued, is: 1) the capacity to get it through the state legislature, 2) the capacity to get waivers from Washington, and 3) the ability to implement it. "It requires excellent bureaucracy up and down the line. ... Wisconsin has that," he said. "Very few other states can do what they do."

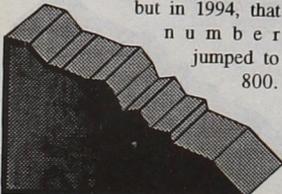
Rogers believe the reason why Wisconsin's program is so much more successful than those in other states is two-fold: 1) Since the beginning of the program, the state has fully funded the Job Opportunities and Basic Skills (JOBS) Program, where others have not. The national average rate of participation of AFDC recipients in the JOBS Program is 11 percent; in Wisconsin it's 54 percent. 2) Other states don't emphasize work as much as they do training.

In Wisconsin, goals are set for clients and are continually repeated, she said, and if they don't comply, "they know the benefit isn't going to be forthcoming."

Officials in two of the state's counties, Dane and Kenosha, are generally pleased with the work-based approach and the ensuing results, but are concerned about the increase in the bureaucracy and the lack of extended benefits for recipients who leave welfare, and are wary about the effect of anticipated changes at the federal level.

### Dane County

Dane County is a shining example of how Wisconsin's reforms have succeeded. Four years ago, 186 people moved off welfare into employment in Dane County, but in 1994, that number jumped to 800.



Plus, the General Assistance caseload has decreased 25 percent over the last three years.

Much of Wisconsin's success in lowering its caseload is credited to an intensive front-end approach that provides recipients with the tools they need to go to work, such as education and training, child care, health care, and transportation. That, coupled with an aggressive effort to "check up" on recipients to make sure they remain employed, has inevitably expanded the bureaucracy and increased the administrative costs that go along with it. (The state is responsible for covering all administrative costs.)

"We're spending more time on every case," said Helene Nelson, director of Dane County Human Services, whose department employs 69 economic support specialists whose average caseload is 150.

Although, the paperwork and red tape has intensified, the number of staff has remained constant. "It's increasingly stressful for the staff," she said, however, she believes this system of accountability is important.

"Some programs are more tracking-intensive than others," Rogers agrees, but thinks it balances out in the decreased volume of cases. "You can spend more time on fewer people."

More money as well as time is being expended. For example, before Governor Thompson took office, the state spent \$12 million per year on child care, and now spends \$64 million. The precursor to the state's JOBS Program (created in 1988) was funded with only \$10 million a year, today's JOBS Program uses \$54 million annually.

"It's important to make a front-end investment," urged Rogers, who doesn't expect administrative costs to decline. "You have to help people on the front-end in order to help them be self-sufficient."

Barriers to getting AFDC recipients into work still exist, Nelson added. Those who obtain low-skill jobs do not receive health care insurance and daycare expenses from their employer, so recipients are covered for one year after they're first hired. There is some recidivism after this coverage runs out, she said, but generally, people who want to get off welfare will "accept things that are harder and worse in order to get off."

Although Wisconsin has been given more flexibility by the federal government, county control has not increased. "It's a tightly state-controlled program," Nelson said, but agreed that "it's a fair relationship," one in which the state includes counties in the decision making process.

Talk at the federal level of handing over total control of welfare programs to the states has Dane County Executive Rick Phelps worried about the "huge disparity" that could result from a block grant approach that eliminates the federal safety net. Its absence could result in "refugees moving from state to state," he said.

Under the current system, Phelps explained, the federal and state government must help financially if the

## A Look at Wisconsin's Welfare Innovations

Following is an overview of the different programs Wisconsin is experimenting with:

- **Learnfare** — Ensures that more teenagers (ages 13-19) on AFDC complete high school or its equivalent through sanctions, i.e. reduction of the families' monthly AFDC benefits. Learnfare benefits include child care and transportation funding, alternative education funding and case management. (Operating in all 72 counties; Learnfare Expansion, a version of the program that also targets students ages six through 12, is a pilot in four counties.)

- **Children First** — Encourages and enables non-custodial parents who are delinquent in child support and have no means of paying it to meet their obligations by providing job training services, case management and monitoring to ensure they are active in job training activities and are paying child support, or they face a jail sentence. (Began as a pilot in two counties in 1990; expanded to 23 counties.)

- **Work Not Welfare** — A demonstration project (the first

in the nation) to test whether requiring recipients to work for their benefits in a time-limited program will reduce spells on welfare and foster self-sufficiency. Under it, able-bodied welfare recipients will be required to work in exchange for cash benefits for no more than two years. The program will provide temporary cash assistance, training, child care, health care, transportation and employment support to enable recipients to work and become self-sufficient. (Implemented as a pilot in two counties.)

- **Parental and Family Responsibility Demonstration Project** — Designed to promote and preserve families by removing disincentives in the system that prevent young couples from marrying and working by: 1) permitting welfare recipients to keep more of their earnings; 2) enrolling them in the JOBS Program; 3) encouraging low-income teenagers to complete school and delay pregnancy by removing financial incentives to have additional children; and 4) emphasizing prompt paternity establishment, the obligation to support children, and the education and work activities needed for non-custodial parents to meet their child

support obligations. (Implemented as a pilot in four counties.)

- **Two-Tier Welfare Demonstration Project** — A three-year project that will measure the impact of AFDC benefit level on migration among low-income families by giving AFDC applicants who are new to Wisconsin payments based on the benefit level of the most recent state residency for the first six months of Wisconsin residency. Other states' benefit levels will be compared to whether they are higher or lower than Wisconsin levels. (Implemented in four counties.)

- **AFDC Special Resource Account Demonstration Project** — A five-year project to encourage AFDC recipients to take charge of their own lives by lowering them to keep and use assets to improve employability. (Implemented statewide.)

- **AFDC Vehicle Asset Limit Demonstration Project** — A five-year project to raise the federal AFDC vehicle asset limit in order to enable AFDC families to own more reliable transportation. (Implemented statewide.)

welfare population increases. But under a block grant system, "if the economy dips ... all risk gets transferred to local governments. ... We will now be on the line."

"As a local, I can tell you it's not a good thing at all," he continued, reminding that in Wisconsin, the counties, not the state, operate the programs. Block granting is a "convenient cover for dumping it all on the counties," he believes. "The debate is far too much between the federal government and the states. ... They've got to engage the counties."

Funding for block grants in the House bill is higher than what we spend now, Rogers countered.

In the bill, for example, the state block grant for Title I (AFDC) is \$310 million per year; in 1994, Wisconsin spent \$287 million for Title I. On top of that, she added, the House bill also contains a "rainy day" fund that would allow some flexibility in the event of economic changes.

Overall, Rogers said, "How we design our programs [to enable people] to be more self-sufficient" is the key to making a block grant system work at all levels.

### Kenosha County

Kenosha County's welfare program posts some dramatic numbers as well. Since the late '80s, the county has dropped from 3,500 AFDC cases to 2,500. Of those referred to job training programs, 34 percent get part- and full-time jobs. The state average is 24 percent; nationwide it is 18-19 percent. Also, about 75 per-

cent are off of AFDC in 24 months.

The atmosphere in the welfare office used to be one of the "battle lines being drawn" between caseworkers and clients, explained Jerry Schroeder, Kenosha County economic support program manager. Clients were degraded and caseworkers viewed them as "worthless."

Now, between two to eight caseworkers, from an economic support specialist to a JOBS case manager to a motivational class teacher, work with each client. "They get more attention. ... We put a whole lot more money into them," he said. "We're not a punitive system," he explained, but, "we believe in tough love." Clients know "you have to keep your end of the bargain."

"Most people on AFDC want to get off the system," added Kenosha County Executive John Collins. "Our problem is, often, when they get off ... there's not an adequate support system for child care, health care and transportation. ... There needs to be a realization that people don't normally leave and become vice president of General Motors."

Naturally, time spent on administrative tasks has increased, but "it's offset [by our ability to] get people off quick," said Schroeder — 25 percent more than before the state reforms. He is concerned about the effect on caseworkers, who average 230 clients in their caseload. Describing his staff as "internal customers," he feels they need to be kept motivated. Staff levels have remained the same since 1987.

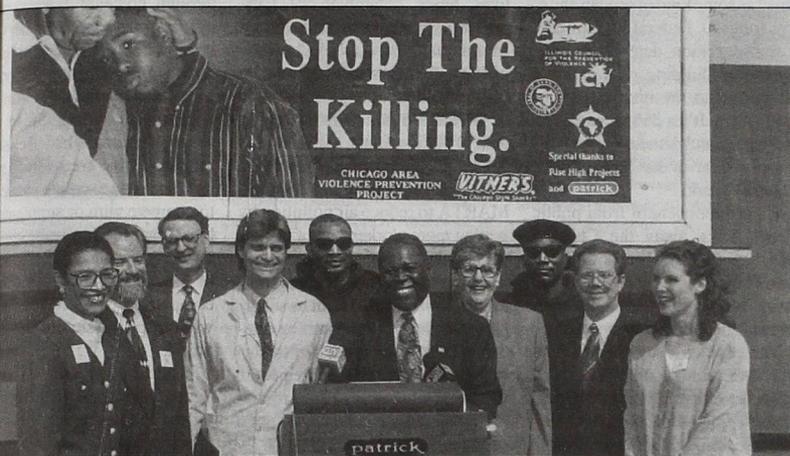
Schroeder agrees that although Kenosha has not gained more control over the program, the state has attempted to include local officials in the design of programs and guidelines. "In the old days, the state created in a vacuum and told us to implement it on Monday morning," he said. "Every idea does have to be implemented through a state agency, but the results in forming a new partnership," he said Collins.

Schroeder is disturbed by some of the proposals coming out of Washington and other states.

"The welfare bashing across the country isn't based in fact," he said. "I'm currently implemented about certain changes being proposed, such as time limits. The good system is set up with a lot of training, child care, health care, and other resources. People who are on welfare for two years, he claimed, citing national studies that show the average person leaving the welfare system within two years. "So why limit it?"

"The federal initiative in the House really spurns programs like ours," Collins said. The House legislation tells welfare recipients to get a job because their AFDC grant will be cut off, he explained. On top of that, Governor Thompson has proposed doing away with the state's General Assistance Program altogether. "What that occurs, where are they going to be?" If the goal is to get people off welfare and into jobs, then that should involve some societal, governmental effort, he maintains. "If you dump them out, untrained, unmotivated, it's not going to work."

# News from the nation's counties



## ILLINOIS

As part of an effort to curb the alarming rate of violence in Chicago, the **COOK COUNTY** Bureau of Health Services and the Chicago Area Violence Prevention Project have joined forces with Chicago-based Patrick Media Group and Vitner's Snack Foods to launch a billboard campaign to promote violence prevention. Ten billboards donated by Patrick Media are currently being displayed throughout the city promoting a message of peace. Pictured with Cook County Board President (at podium) are: Cynthia Henderson, M.D., Oak Forest Hospital; Robert Smith, M.D., Cook County Hospital; Jeff Dixon, Patrick Media Group; John May, M.D., Cook County Health Services; members of the rap group, The Slick Boys, Eric Davis and James Martin; Ruth M. Stein, chief, Cook County Bureau of Health Services; Tom Slawson, Vitner's Snack Foods; and Jennifer Patrick, Illinois Council for the Prevention of Violence.

## North

### PENNSYLVANIA

**ALLEGHENY COUNTY** Commissioners recently authorized intergovernmental cooperation agreement with the city of Pittsburgh providing for the consolidation of police training facilities and programs.

The consolidated police training academy will offer training for municipal police officers and other law enforcement institutions and authority positions in the areas of basic police entry level training, state mandated in-service training, and general law enforcement training in both urban and suburban policing.

"By pooling resources, the level of training will be even better than currently provided," said Tom Sturtevant, assistant superintendent and director of the Allegheny County Police Training Academy. "To take the best of both academies and merge their resources would seem to create unlimited potential."

Primary administrative responsibility for the operation of the academy will be assumed by the county. The Police Academy Advisory Board will be expanded to include representatives, one from the county of Pittsburgh and one representative from the Fraternal Order of Police, Lodge No. 1.

The joint academy will utilize existing facilities at the City of Pittsburgh Public Safety Academy and the County Police Training Academy. Additional satellite sites at various locations may be developed and used during the term of the agreement.

The original agreement will be for a term of two years. At the end of

the term, a special implementation committee will conduct an evaluation of the effectiveness of the effort.

## South

### FLORIDA

- The Board of Directors of 1,000 Friends of Florida presented the Successful Community Award to Assistant County Administrator Jake Stowers, on behalf of the **PINELLAS COUNTY** Board of Commissioners, March 16, in Tallahassee, at the Museum of Florida History.

The Florida Successful Community Award is given to a community that shows extraordinary effort to create a special place to live. Pinellas County is receiving the award because the citizens and public officials of Pinellas County have made extraordinary efforts to create a special place in the state.

Pinellas County is considered a successful community because it has: developed the very successful Pinellas Trail, which is used by millions every year; established one of the state's most successful affordable housing programs; protected the nearly 8,000 acre Brooker Creek Preserve; and developed state-of-the-art stormwater treatment systems to protect Tampa Bay's waters. These efforts are particularly outstanding because they took place in Florida's most urban county.

The award reads: The Board of Directors of 1000 Friends of Florida hereby presents the Successful Community Award to Pinellas County for creating a special metropolitan region through improv-

ing housing, expanding recreation and protecting the environment.

### VIRGINIA

- All new faces took command of **HENRICO COUNTY** government last week, and some of those faces belong to people who aren't old enough to vote.

Henrico's general government and school administration hosted the 38th Annual Student Government Day, April 6. This year's Student Government Day involved about 90 high school seniors from Henrico's seven high schools, who spent the day learning about how the government is run.

"This event gives students direct, firsthand involvement with real situations that happen in local government," said Public Information Director Coral Gills. "Students are assigned specific roles within the government structure and then work side-by-side with their counterparts," she said.

Students filled all of the top jobs in Henrico government, serving as members of the board of supervisors and the school board, as the county manager, the school superintendent, the police chief, fire chief, constitutional officers, and department heads throughout general government and school administration.

The day ended with a mock board of supervisors meeting and a mock school board meeting, with students in charge.

- PRINCE WILLIAM COUNTY** Executive Jim Mullen has begun a two-year term as chairman of the Virginia Innovation Group, a non-profit statewide organization comprised of local government officials that is committed to helping

governments improve their services and cut costs through the use of new technologies and ideas.

The Virginia Innovation Group, like its counterparts throughout the nation, assists its members by providing research, consulting services, newsletters, handbooks, conferences and product demonstrations. Other states with Innovation Groups include Arizona, California, Colorado, Florida, Nevada, North Carolina, South Carolina and Texas. Nationwide, more than 360 local governments in 22 states are members of a state or regional innovation group.

Thirty-six Virginia jurisdictions and eight Maryland local governments belong to the Virginia Innovation Group.

In addition to this position, the county executive is president-elect of the Northern Virginia chapter of the American Society for Public Administration and a member of the International City/County Management Association's Public Policy Committee.

ers will make loans and real estate transactions can be completed. Delays greatly inconvenience the buyers and sellers.

To remedy this situation, the new computerized system will eliminate a number of work stops, the frequency of handling documents, and the manual typing and comparing processes now used. In addition, it will reduce the turnaround time from weeks (or months) during an extremely busy time) to days. The immediate beneficiaries will be the owners of torrens properties, as well as lenders, real estate developers, title companies and real estate attorneys.

"This is an exciting project," said Ramsey County Commissioner Warren Schaber, chair of the Finance Committee. "Taxpayers will get a highly efficient, accurate service that is easily accessible, the county will reduce its operating costs, and it can potentially be used by other counties anywhere in the country."

## Midwest

### MINNESOTA

The electronic superhighway is about to zoom through **RAMSEY COUNTY'S** Property Records and Revenue Abstract, Title and Ownership (ATO) Division once again.

Ramsey County, in collaboration with **HENNEPIN COUNTY**, has received a grant from the Minnesota Board of Government Innovation and Cooperation to fully computerize their respective torrens recording systems. When completed, the torrens (or land title) systems will provide computerized on-line access that will offer fast and efficient service.

"Many of our operations have already been computerized," explained Dick Wendt, Ramsey County's ATO manager, "but the torrens records are still kept mostly by hand. The information is extremely accurate, but the recording, retrieving, typing and verification is slow."

Property owners whose property is registered by torrens are issued a "certificate of title." This information sits quietly in the ATO files until the property owner wants to sell or refinance. Then, accuracy and speed become extremely important. Property ownership needs to be firmly established before lend-

## West

### NEBRASKA

- HALL COUNTY** Supervisor Irene Abernethy was one of 12 individuals and six organizations to receive an Ike Friedman Community Leadership Award from the Knights of Ak-Sar-Ben. The award recognizes outstanding community involvement through professional or volunteer work.

Abernethy was honored for her volunteer work which helped persuade Boys Town to establish a shelter for runaway and homeless youths in Grand Island.

At a luncheon in Omaha, Abernethy was presented a \$1,000 check and a certificate.

- William Connolly, who began his legal career in the **ADAMS COUNTY** Attorney's Office, was recently sworn in as a Nebraska Supreme Court judge.

Connolly became a deputy attorney for Adams County a year after graduating from Creighton University Law School in 1963. Two years later, at age 29, he was elected county attorney and held that post from 1967 to 1973.

Connolly, appointed as one of the original justices on the state Court of Appeals in January 1992, replaces Judge Leslie Boslaugh, who retired Sept. 1.

**We invite readers to submit items for "News from the nation's counties."**  
 Mail to us: c/o County News, 440 First St., N.W., Washington, DC 20001, or FAX to: 202/393-2630.

# Mass transit, in trouble, gets new friends

By Neal R. Peirce  
Washington Post Writers Group

(Neal Peirce is a syndicated columnist who writes about local government issues. His columns do not reflect the opinions of County News or the National Association of Counties.)

How do communities keep the buses rolling when budget-cutting Republicans control Congress? It figured that mass transit would quickly be in peril.

And sure enough, the House's recent budget rescission package cut \$140 million out of transit.

More ominous, when House Budget Chairman John R. Kasich of Ohio rolled out his "illustration plan" to cut some \$100 billion over five years, he penciled in mass transit reductions of \$2.3 billion. Transit, a la Kasich, would suffer 36 percent of all federal transportation cuts, even though it already gets only 10 percent of Washington's transportation outlays.

The puzzle is — how to fight the fund-slashing juggernaut?

The transit authorities are gamely trying. The American Public Tran-

sit Association even commissioned a national poll, 1,600 telephone queries in January and February. By 61 percent to 30 percent, Americans disapproved of cutting train, subway and city bus systems as a budget-trimming strategy.

Asked why, most said they were worried about how the elderly could get around unhindered. Fifty-one percent cited a negative impact on working class people of modest means.

It's pretty easy, though, for Congress to dismiss mass transit operators as a self-interested lobby. So a new, informal alliance has taken shape — business executives, suburban officials and independent experts arguing that public transit is fundamental to the national public interest.

In a March foray on the House Appropriations Subcommittee, the charge was led by Elmer Johnson, a Chicago attorney and former General Motors executive vice president who sees a transportation crisis developing, and has written a report — "Avoiding the Collision of Cities and Cars" — for the National Academy of Sciences.

It's preposterous to look at mass

transit as some kind of orphan child, says Johnson. Federal investments in transportation date from early canals and building of a national rail system to the interstate highway system. It's a critical part of an integrated multimodal system of transport that makes the national economy work.

Auto riders benefit from public transit. Take away the Chicago Transit Authority, for example, and a crushing new burden of 700,000 autos would clog the already strained local highway system.

The problem, says Johnson, is excessive reliance on private cars. Autos are convenient; they have a big role to play. But oversubsidizing auto use through more and more roads and tax-free parking is creating ugly consequences. For all the breakthroughs in making cars more fuel-efficient, air pollution continues to mount as a problem. Autos are spawning incredible congestion — at least \$100 billion in lost American productivity each year. They increase our alarming dependence on Middle East oil. And they encourage wasteful sprawl development.

"The one policy we haven't tried," says Johnson, "is less auto use."

But to do that, we need alterna-

tives: buses, commuter rail. Citizens in a rich citistate such as Zurich have as many cars as we do, but they have quality transit alternatives, so they use autos less.

Glenn Cornell, senior vice president of NationsBank, testified with Johnson, insisting major employers need rapid rail systems like Atlanta's MARTA to reduce air pollution by getting more workers out of private cars on their daily commutes.

Now, said Cornell, reverse commuting — from cities out to suburban work sites — is becoming critical. "If the inner cities are to survive, we need to transport people who need jobs the most to surrounding areas. This is a business, not a social issue."

You have to wonder if congressional Republicans will believe any of this. Or if they'll even heed the argument that work-oriented welfare reform will never work if poor people have no way to get to jobs.

It's a lot easier for the new Capitol Hill crowd to discriminate against mass transit because it's public (as if that were a disease) and because it has the "wrong" constituency — low-income people who 1) often don't own cars, and 2) rarely vote Republican.

The emergence of a new lobbying coalition could be a break-

through, however. It adds credibility mass transit operators can't. It might help get federal relief from federal rules and regulations weigh down transit.

Example: When Steve Smith, Indianapolis' Republican mayor, tried to create some city franchises to create van services to compete with or supplement local transit authority, he ran into the so-called "13c" provision of federal law that says one can't compete with a transit authority without permission of the department.

Transit advocates say even reduced federal rules won't be enough unless 1) a decent level of national funding continues, and 2) some of the big disincentives against transit — tax-free, employer-provided parking, for example — are curbed.

The District of Columbia just struck a blow on this score imposing a \$20-a-month fee on parking in the city, not just to generate, but to encourage people to use mass transit or join carpooling.

But the same Congress salivating about mass transit may revoke D.C.'s parking fee. A lot more creative lobbying may be necessary before this bunch is up.

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## The Award for Excellence: Counties Serving Disabled Americans

Applications for the 1995 Award for Excellence Program, which honors counties serving disabled Americans, are now available from NACo's Research Department. Deadline for submission is May 15.

The two-year-old program is sponsored by NACo and the National Organization on Disabilities, in conjunction with the J.C.

Penney Co. The award is given to the member county that is the most outstanding or targeted at the quality of disabled Americans.

Programs will be judged on their measured to be replicated communities, including leadership, community involvement, and a panel of appointed judges will evaluate applications.

The selection will be made by July 1, 1995 and the award will be presented at the 1995 NACo Annual Conference in Fulton County (Atlanta) Ga.

Call the NACo Research Department today at 202/942-4246 to obtain the award application form and guidelines.



\$1,000 cash to a NACo county with standing project improving life for disabled Americans.

be judged on success, ability in other innovation, and commitment. A five judges, by NACo, at all. The selection will be made by July 1, 1995 and the award will be presented at the 1995 NACo Annual Conference in Fulton County (Atlanta) Ga.

## Notices . . . notices . . . notices

### CONFERENCES

■ President Clinton, First Lady Hillary Rodham Clinton and Health and Human Services Secretary Donna Shalala are among the scheduled speakers at the 1995 White House Conference on Aging in Washington, D.C., May 2-5.

Approximately 2,250 delegates will gather to create a national aging policy which will guide this country into the next century.

For more information, contact: Kim Giles, White House Conference on Aging, 501 School St., S.W., 8th floor, Washington, DC 20024, phone: 202/245-0106.

■ Harvard University's John F. Kennedy School of Government will host its national conference on "Strategic Information Technologies in the Public Sector" in Cambridge, Mass., May 10-12.

This conference will identify strategic options and applications for information technologies in the public sector and review frameworks for the implementation of strategic applications. The registration fee is \$990 for public and non-profit participants, and \$1,650 for private participants.

For more information, contact: Tom Fletcher, associate director, Strategic Computing and Telecommunications Program, John F. Kennedy School of Government, Harvard University, 79 JFK St., Cambridge, MA 02138, phone: 617/495-3036, fax: 617/496-1722.

■ "Fundamentals of Groundwater Contamination and Remediation

Techniques" is the theme of a workshop sponsored by the University of Wisconsin's Department of Engineering Professional Development in Las Vegas, Nev., May 15-17.

Session speakers will present practical approaches for investigating groundwater quality problems at industrial, municipal and hazardous waste sites; the latest remedial technologies for correcting soil and groundwater contamination; and the keys to integrating regulatory and technical factors in developing effective cleanup strategies. The course fee is \$995.

For more information, contact: Engineering Registration, The Wisconsin Center, 702 Langdon St., Madison, WI 53706, phone: 800/462-0876 or 608/262-1299, fax: 800/442-4214 or 608/265-3448.

■ The EPA will host its Fourth National Wastewater Treatment Technology Transfer workshop in Kansas City, Mo., May 17-19.

Session topics include: watershed and ecosystem management, nutrient removal in fixed-film processes, and effluent toxicity reduction. The workshop fee is \$20.

For more information, contact: Dr. Rao Surampalli, P.E., EPA, 726 Minnesota Ave., Kansas City, KS 66101, phone: 913/551-7453.

■ Are you interested in knowing more about the major opportunities and barriers to improve information technologies procurement and what should be done to manage the shift toward global electronic commerce?

Harvard University's John F. Kennedy School of Government will offer a workshop titled "Information Technologies and Procurement" in Cambridge, Mass., June 18-22. The registration fee is \$660 for agencies and \$1350 for private.

For more information, contact: Tom Fletcher, associate director, Strategic Computing and Telecommunications Program, John F. Kennedy School of Government, Harvard University, 79 JFK St., Cambridge, MA 02138, phone: 617/495-3036, fax: 617/496-1722.

■ The American Water Works Association will hold its Annual Conference & Exposition in Anaheim, Calif., June 18-22.

Sessions will cover a range of issues, including: information on drinking water quality, regulatory and management concerns, and groundwater and surface water treatment.

For more information, contact: Rosanne Makinen, senior public affairs specialist, American Water Works Association, 6666 W. Colfax Ave., Denver, CO 80235, phone: 303/347-6140, fax: 303/794-7310.

### PUBLICATIONS

■ Twelve pamphlets prepared by experts tips for teachers, county and others who work with youth have been published by The Bureau of Risk Youth.

Some of the issues addressed in the "For Teachers Only" series include preventing discipline problems.

See NOTICES, next page

# Job market

**DIRECTOR — SAGINAW COUNTY, MICH.:** The Saginaw County 9-1-1 Communications Center is seeking a qualified candidate for position of Director. The Authority

is comprised of 35 local governmental units serving a population of 212,000. Reporting to the Authority Board of Directors, the 9-1-1 Director shall implement, coordinate, and administer all 9-1-1 operations including: the budget, labor relations, financial management, coordination of Authority meetings, supervising all staff, and implementing Authority policies. Candidates must have managerial experience at the Director or Assistant Director level, in the operation of a consolidated 9-1-1 Center includes: police, fire, and emergency medical services. Knowledge of computers and communication equipment is required. An undergraduate degree is preferred. Specialized training and experience in emergency communications may be substituted. Salary range \$50,000 to \$60,000 with benefits. Applications with resume and three references will be accepted until July 31, 1995 by: Administrative Services Manager, Controller's Office, Saginaw County, 111 South Michigan Avenue, Saginaw, MI 48602. For a copy of the job description please call (517) 790-5214. The 9-1-1 Authority is an Equal Opportunity Employer.

**DIRECTOR OF PUBLIC WORKS — DENTON COUNTY, TEXAS.:** Reports to the Commissioners' Court & represents the Court as directed. Directs the overall operation of Public Works, Centralized Road & Bridge, Plat, and E911 Mapping. Must have BS in Civil Engineering & be registered as

Professional Engineer with the State of Texas. Minimum of 5 yrs. exp. in Civil Engineering field in a management position. City/County exp preferred. Ability to communicate effectively orally & in writing. Comprehensive knowledge of the principles & practices of Engineering, Construction Work, writing specifications & all phases of flood plain management. Ability to deal with government officials, local committees & state organizations in area of Public Works, Transportation & Highways. Salary \$60,000 to \$85,000 plus benefits. Apply Denton County Personnel Dept., 301 E. McKinney St., Denton, TX 76201 817/565-8553 Att: Fred Rozell EEO/AA M/F.

**JOB TRAINING (JTPA) DIRECTOR, COASTAL GEORGIA REGIONAL DEVELOPMENT CENTER — BRUNSWICK, GA.:** Highly responsible and experienced individual with extensive knowledge of job training programs and federal rules/regulations of the Job Training Partnership Act (JTPA). Minimum Bachelor's Degree with five years progressive supervisory experience directly related to management of JTPA program. Must be proficient in managing multiple priorities, personnel management, program management, fiscal management, and familiarity with computer programs. Responsible for development of departmental budget, prepare/modify plans, negotiate/write contracts, and work with service providers. Starting salary approximately \$40,000 DOE. Excellent fringe benefits. Office located in Brunswick, Georgia and the Golden Isles, one

of the southeast's premier vacation destinations. EOE, MFH, 60+. Send resume and salary history/requirement ASAP to Human Resources Director, CGRDC, P.O. Box 1917, Brunswick, GA 31521.

**RISK MANAGER, UTAH ASSOCIATION OF COUNTIES — SALT LAKE CITY, UTAH:** Intergovernmental agency seeks a qualified administrator with experience in loss prevention techniques, insurance loss sharing administration, third party administrators, and all facets of property/liability insurance. Minimum qualifications for the position includes a Bachelor's Degree in Public Administration, Risk Management or related field or work experience. Legal education and experience preferable. Qualified applicants should forward their re-

sume to: UACIM, 4021 South 700 East, Suite 180, Salt Lake City, Utah 84107.

**SOLID & HAZARDOUS WASTE MANAGEMENT DIRECTOR — LAKE COUNTY, FLA.:** Salary Range: \$53,371 - 74,724/YR. Bachelor's Degree in Finance, Management, Marketing, Engineering, the physical or natural sciences, Public Administration or related field and six (6) years experience in upper level management and administrative experience in the Solid & Hazardous Waste Management field. NOTE: Preference may be given to applicants with a Master's Degree in one of the above disciplines. Apply by 5-15-95, Lake County Personnel, 315 W. Main St., Bldg. B, Rm. 400, P.O. Box 7800, Tavara FL 32778. EOE/M/F/V/D.

## Job Market - Classified Rate Schedule

Rate: \$5 per line.  
You can figure the approximate cost of an ad by counting the number of characters, including spaces and punctuation marks, in your copy. One line consists of approximately 38 characters. Divide 38 into the number of characters in your ad. The resulting figure will give you the approximate number of lines. Multiply that figure by 5 to figure the approximate cost.  
Display Classified: \$30 per column inch.  
Billing: Invoices will be sent with publication.  
Mail advertising copy to: Job Market, County News, 440 First St., N.W., Washington, DC 20001.  
FAX advertising copy to: Job Market, County News, 202/393-3130.  
Be sure to include billing information along with copy.  
For more information, call County News, National Association of Counties, 202/942-4256.

## Notices . . . from previous page

ding angry/disruptive students, organizing the classroom for improved instruction, and stress management for teachers.

For more information, contact: The Bureau for At-Risk Youth, 645 New York Ave., Huntington, NY 11743, phone: 1/800/99-YOUTH.

■ The W.K. Kellogg Foundation has released two free publications, titled "Young People Creating Community Change" and "Adults as Allies."

"Young People Creating Community Change" assists those who

want to make a difference at the community level, and it features a variety of learning activities, including individual and small group exercises, as well as hands-on materials for problem solving and program planning.

"Adults as Allies" serves as a resource for adults who work closely with young people.

Requests for copies must be received by April 15.

For a free copy of each, contact: W.K. Kellogg Foundation, Attn: LeAnn Spranger, P.O. Box 5518, Battle Creek, MI 49017-5518.

# What about them?



Public employees can help their families plan for the unexpected, by signing up for the universal life insurance option offered within the National Association of Counties Deferred Compensation Program. The insurance is underwritten by Providian Corp. (formerly Capital Holding).

The program's savings and life insurance options can help employees replace lost income should they retire or die. The options represent key elements in your plan for financial security.

For family peace of mind, ask about the universal life insurance option. Contact your local representative of PEBSICO (Public Employees Benefit Services Corporation), Plan Administrator of choice for the NACo Program. Or, call 1-800-545-4730.





# National Association of Counties 60th Annual Conference

Georgia World Congress Center • Fulton County, Georgia • July 21-25

Conference Registration Postmark Deadline - June 16, 1995

Please type or print clearly all applicable information requested below. Information following asterisks (\*) will apply to the conference badge. Please make a copy of this form for your records.

\*Name \_\_\_\_\_ \*Name \_\_\_\_\_ Mr./Mrs./Ms.  
 (LAST) (FIRST)  
 \*Title \_\_\_\_\_ \*County \_\_\_\_\_  
 Address \_\_\_\_\_  
 City \_\_\_\_\_ \*State \_\_\_\_\_ Zip \_\_\_\_\_ \*Nickname \_\_\_\_\_  
 Telephone (\_\_\_\_) \_\_\_\_\_ Fax (\_\_\_\_) \_\_\_\_\_ (Please include FAX # to receive conference badge)

**REGISTRATION FEES:**

Check box that applies	Earlybird postmarked by 6/2	Advance after 6/2 & ON-SITE
Member county attendee	<input type="checkbox"/> \$250	<input type="checkbox"/> \$295
Non-member county attendee	<input type="checkbox"/> 325	<input type="checkbox"/> 375
Other government attendee	<input type="checkbox"/> 300	<input type="checkbox"/> 350
Other private sector	<input type="checkbox"/> 350	<input type="checkbox"/> 400
Spouse	<input type="checkbox"/> 50	<input type="checkbox"/> 75
Youth	<input type="checkbox"/> 30	<input type="checkbox"/> 50
<b>TOTAL</b>	<b>\$ _____</b>	<b>\$ _____</b>

**AFFILIATE INFORMATION - Check box that applies**

- |                                    |                                     |                                     |                                    |
|------------------------------------|-------------------------------------|-------------------------------------|------------------------------------|
| <input type="checkbox"/> 01 NACRC  | <input type="checkbox"/> 07 NACCA   | <input type="checkbox"/> 013 NCECE  | <input type="checkbox"/> 019 NACHF |
| <input type="checkbox"/> 02 NACP   | <input type="checkbox"/> 08 NACTFO  | <input type="checkbox"/> 014 NACE   | <input type="checkbox"/> 020 WIR   |
| <input type="checkbox"/> 03 NACHO  | <input type="checkbox"/> 09 WON     | <input type="checkbox"/> 015 NACTEP | <input type="checkbox"/> 021 NCCAE |
| <input type="checkbox"/> 04 NACA   | <input type="checkbox"/> 010 NACHSA | <input type="checkbox"/> 016 NABCO  | <input type="checkbox"/> 022 NACAP |
| <input type="checkbox"/> 05 NACITA | <input type="checkbox"/> 011 NACCED | <input type="checkbox"/> 017 NACIO  | <input type="checkbox"/> 023 ICMA  |
| <input type="checkbox"/> 06 NACPRO | <input type="checkbox"/> 012 NACIRO | <input type="checkbox"/> 018 NACS   | <input type="checkbox"/> 024 NACMR |

**POLITICAL AFFILIATION**

- Republican  Democrat  Independent

Spouse Full Name \_\_\_\_\_ Youth Full Name(s) \_\_\_\_\_

**ADDITIONAL MEETING ACTIVITIES**

Additional fees must accompany meeting registration fee. All tour registration fees must be received by **JUNE 30, 1995**.

**SPOUSE/YOUTH TOURS**

- 028 A Sip in Tea ..... \$25  032 Take a Walk on the Wild Side ..... \$25  
 030 International Flair ..... \$25  034 Shopping World Class Style ..... \$25

**ALL ATTENDEE EVENTS**

- 036 The One and Only NACo Fun Run ..... Free  
 038 Golf at Sugar Creek ..... \$50

**PAYMENT METHOD:** Select one, please  CHECK  VISA/MC  P.O. or Voucher  Money Order

**CREDIT CARD INFORMATION:** (Check one)  VISA  MasterCard

Card # \_\_\_\_\_ Exp. Date: \_\_\_\_\_  
 Cardholder's Name: \_\_\_\_\_  
 Signature: \_\_\_\_\_

**PAYMENT POLICY** - Conference registration fee **MUST** accompany this form and must be received before a registration can be processed. Send a check, voucher or county purchase order, made payable to the National Association of Counties. Purchase order only will hold registration. Purchase order must be paid before conference badge will be issued.  
**CANCELLATION POLICY** - Refund of conference registration fee, less an administrative fee of \$50 (or 1/2 of spouse/youth fee), will be made if written notice of conference registration cancellation is received postmarked no later than **June 16, 1995**. Cancellation requests postmarked June 16 or later will be subject to an administrative fee equal to one-half of the registration fee.

**NOTE: ALL REGISTRATION FORMS POSTMARKED AFTER JUNE 16, 1995 WILL BE PROCESSED AT THE ON-SITE REGISTRATION DESK.**

## HOTEL RESERVATION

**HOUSING REGISTRATION** - Housing reservations must be made by completing this form.

Room Reservation Name \_\_\_\_\_ Arrival Date \_\_\_\_\_  
 Roommate Name \_\_\_\_\_ Departure Date \_\_\_\_\_  
 Do you have a special housing request? \_\_\_\_\_  
 Please describe any special disability or handicap needs? \_\_\_\_\_

**PLEASE NUMBER YOUR DESIRED HOTELS**

Indicate first choice with 1. Number other hotels from 2 to 3 in order of preference. Each reservation requires a one-night deposit.

Hotel codes: W=walking distance to Headquarters Hotel; S=shuttle necessary.

	Single	Double
Atlanta Marriott Marquis (Headquarters) ..... S	\$114	\$124
Atlanta Hilton & Towers ..... S	\$104	\$120
Atlanta Hilton & Towers (Towers Level) ..... S	\$131	\$147
Omni Hotel at CNN Center ..... W	\$113	\$123

**NOTE: A portion of these guest room rates will be used to offset transportation cost related to conference**

Please circle - No. of Persons: 1 2 3 4 No. of Beds: 1 2

Do you wish to rent a suite?  NO  YES (You will be contacted)

**HOUSING DEPOSIT** - Your room reservation can be reserved by either of the following methods:

- Complete Credit Card Authorization below. This is fast and easy; your room will be reserved and guaranteed. Some hotels will charge your first night's room charge to your credit card immediately.
- Send no payment now. We will reserve your room and send you an acknowledgement of your room reservation that will instruct you to pay the hotel directly in order to guarantee your room. Your reservation will not be guaranteed until the hotel receives your payment.

**NOTE: The NACo Conference Registration Center** will send you an acknowledgement within two weeks of receipt of this form. The hotel will also send you an acknowledgement when your credit card is confirmed or payment is received. **Do not** send payments for hotel reservations to **NACo Registration**; send them to the hotel indicated on your acknowledgement.

**CREDIT CARD AUTHORIZATION** MasterCard Visa American Express

Card Number \_\_\_\_\_ Exp. Date \_\_\_\_\_  
 Cardholder's Name \_\_\_\_\_

The NACo Housing Center is authorized to use the above card to guarantee my hotel reservation. I understand that one night's room charge will be billed through this card if I fail to arrive for my assignment at the confirmed date, or if I depart earlier than I have confirmed, unless I have canceled my reservation with the hotel at least 48 hours in advance. The card may be debited as soon as the hotel receives my payment.

**Return completed form to:**

**Office Use Only**

Date Rec'd. \_\_\_\_\_  
 Check No. \_\_\_\_\_  
 Amt. of check \_\_\_\_\_  
 Total \_\_\_\_\_  
 Date entered \_\_\_\_\_  
 Entered by \_\_\_\_\_