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Naake testifies before President's Task Force on Health Care Reform

NACo executive director outlines county role in health care, offers specific recommendations for reform

By Beverly Schlotterbeck
editor

From the beginning, NACo President John H. Stroger, Jr., wanted to assure counties a "place at the table" during the emerging national debate on health care system reform.

Late last month, NACo was "at the table" during the first public hearing of the President's Task Force on Health Care Reform held at George Washington University in Washington, D.C., March 29. Chaired by Vice President Al Gore, the task force heard testimony from members of 12 panels, including NACo Executive Director Larry Naake.

Naake, who appeared on the day's third panel, briefed task force members about the extensive role counties play in the nation's health care infrastructure, highlighting the county commitment to serving the uninsured.

He pointed out that counties spend more than \$30 billion a year on health; bear responsibility as providers of the last resort in 36 states; and own or operate 4,500 health facilities, including 581 hospitals.

He introduced task force members to the concept of "stealth health" services — those public health services traditionally located in county health departments. "These ... protect the entire community but are not noticed unless there is a breakdown in this underfunded infrastructure."

Finally, Naake recommended three principles to be included in any national health care system reform:

- A specific percentage of health care expenditures should be set aside for traditional, community-based public health services.

- A reformed system should eliminate the current service pay inequities that are based on the type of facility providing care. "The fo-

See **HEALTH HEARING**, page 3



Photo by David Hathcox

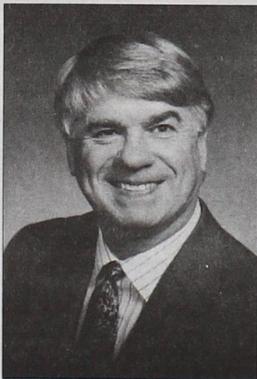
NACo Executive Director Larry Naake (foreground) responds to questions from (l-r) health care reform task force members Janet Reno, U.S. attorney general; Ira Magaziner, White House senior policy advisor; and Carol Rasco, head of the White House Domestic Policy Council, at a hearing, March 29.

Schmidt addresses Forest Summit

By Gill Riddel
Oregon Association of Counties
and Rick Keister
associate legislative director

Commissioner Dave Schmidt, Linn County, Ore., was one of 50 persons who testified before President Bill Clinton and Vice President Al Gore at their Northwest Forest Conference, April 2 in Portland, Ore. President Clinton convened the conference as a first effort to break the legal and philosophical logjam that has threatened thousands of timber and related jobs in Northern California, Oregon and Washington. The conference included representatives of labor, timber companies, environmental organizations and private citizens.

Commissioner Schmidt, who is also a member of NACo's Western Interstate Region Board of Directors, told the president, participants, and a national radio and TV audience that counties had a special and unique partnership role with the federal government in the management of the nation's public natural re-



Linn County (Ore.) Commissioner
Dave Schmidt

sources. "Counties have an enormous stake," he said. "Oregon counties, for example, received over \$200 million of federal shared forest receipts in 1992." Those receipts fund county roads and schools and are important to counties which provide services that are even more critical during this period of signifi-

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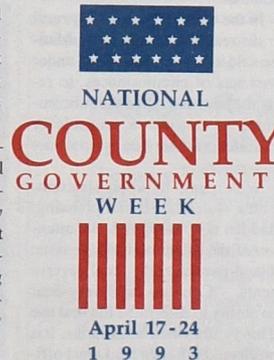
Clinton, putting finishing touches on County Government Week declaration

National County Government Week is less than a week away and counties across the country are finalizing their plans as President Clinton is putting the finishing touches on a letter recognizing the week.

County Government Week is being celebrated April 17-24 at all three levels of government — federal, state and local. As *County News* was going to press, President Clinton was in the process of preparing a statement acknowledging the accomplishments of county governments and the role counties play in serving America.

1993 marks the third year for County Government Week and this year's celebration is eight days long, giving counties two Saturdays to schedule activities. And they are taking full advantage of it.

Counties in all parts of the country are scheduling programs to raise awareness and understanding of county government. Among the



activities are programs for radon awareness, voter registration, elementary and high school students, volunteer and employee recognition, and recycling waste. There will be proclamations, open houses, health screenings, exhibits in malls, essay and poster contests, blood drives, and historical displays.

State associations of counties are also actively encouraging and coordinating programs. Among the associations that have sent information to NACo about their activities are Virginia, Texas, North Dakota and Kansas.

Here are the counties that have

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INSIDE

☐ **County News takes an in-depth look at financial issues facing county governments in its special report on taxation and finance.**

See pages 5-9

☐ **Register now for NACo's Annual Conference.**

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FHWA anticipates new funding under stimulus package

By Robert J. Fogel
associate legislative director

Not waiting for Congress to complete action on the economic stimulus package, the Federal Highway Administration (FHWA) has sent out a memorandum to its regional and district offices listing activities these offices should be undertaking in anticipation of the additional funding (\$3 billion) from the stimulus package. At press time, the stimulus package had passed the House but was being held up in the Senate in the face of a filibuster by Republican senators.

The FHWA memorandum provides some guidance for counties on what actions they can take in anticipation of additional federal funds being available for highway

and bridge projects in FY93. However, it should be noted that the legislation is not expected to include any waiver of existing requirements under the Intermodal Surface Transportation Efficiency Act (ISTEA) and the money will be distributed to the states under the existing formula. What is likely to be in the final legislation is a mandate that the new money must be obligated and bids received within a certain time period, probably 60 or 90 days.

The memorandum mentions first that the states should identify local government projects which could be advanced with these funds. NACo recommends that counties should not wait for the state to identify a project, but rather counties should aggressively insist now that their highway and bridge projects

be included on the list of projects to be funded with these funds.

Additionally, the memorandum states that all proposed projects should be included in the statewide or metropolitan planning organization Transportation Improvement Plan (TIP). If a project is not currently in the TIP, it should be added immediately.

Also, submission of completed project plans subject to FHWA for oversight should be done now, as well as obtaining other approvals and clearances. Finally projects that can be developed quickly and will not involve unresolved environmental and other issues should be identified. Examples given are safety work and resurfacing projects.

For a copy of this memorandum, call Yvette Calcote at NACo, 202/942-4209.

Congress completes budget resolution in record time

By Lela E. Harris
legislative assistant

Congress completed work on President Clinton's five-year, \$1.5 trillion budget resolution in record time. The House passed it on March 31 by a vote of 240-184 (12 Democrats voted against it) and Senators passed their resolution the next day (55-45), with two Democratic defections, Senator Richard Shelby (D-

Ala.) and Senator Bob Krueger (D-Texas). Not since the budget process began in 1974 has Congress completed action this early.

The president's stimulus package is stalled in the Senate. Members of Congress returned to their districts for the Easter recess without completing action on the \$16.3 billion package. Republican senators successfully sustained a filibuster because Democrats did not have the 60 required votes to end debate.

The budget resolution, a blueprint of the Administration's goals for the next five years, contains a mixture of investment spending offset by tax increases and spending cuts. The final package estimates a \$496 billion reduction in the deficit over the next five years, \$4 billion short of Clinton's stated goal. This is because Congress limited the reduction in cost-of-living increases for federal employees and, at the president's request, dropped \$1 billion in user fees from mining and grazing on federal lands.

Overall, the House estimates a total decrease of \$249 billion in net spending and a net tax increase of \$247 billion over five years. The Senate calculations show a \$223 billion reduction in spending and \$273 billion in tax increases. This difference is due to different classifications of the portion of the earned income tax credit that is refunded to low-income taxpayers. The House considers it a tax reduction and the Senate counts it as spending.

According to Senate Budget Committee Chairman Jim Sasser (D-Tenn.), a total of \$81 billion is cut from domestic non-military programs and \$91 billion from entitlement spending. Defense spending is cut by \$110.8 billion over five years. Medicare is cut by \$48.4 billion.

The resolution assumes an increase in the Food Stamp Program of \$7 billion and full funding of Head Start, the Women Infants and Children (WIC) Program, the children's immunization program, and the Ryan White AIDS Program.

This bill sets broad deficit reduction targets and directs congressional authorization, tax writing and appropriations committees to meet them.

The committees, more than 50 are involved, work on their plans and fold all of them into a budget reconciliation bill. The deadline for House committees is May 14. Senate committees have until June 18. The Administration would like for the bill to be enacted by the August recess.



FCC issues cable TV rate regulation rule

By Robert J. Fogel
associate legislative director

The Federal Communications Commission (FCC) issued its long-awaited rate regulation rule on April 1 which should provide for significant reduction in current cable rates and more authority to county and other local franchising authorities to determine cable rates. It has been estimated that two-thirds to three-fourths of all cable subscribers will be affected.

Many of the items NACo requested in its filing with the FCC were included in the rule.

Under the FCC's approach, every cable system that is not in a competitive marketplace will have its basic cable rates and equipment rental rates determined by a formula based on the pricing practices of systems that do face competition.

The county cable franchising authority or the FCC will be able to reduce the rates of cable systems whose rates are above this level by up to 10 percent. Unjustified rate increases will be rolled back to Sept. 30, 1992, just prior to the Cable Act's adoption, and the rate reduction will be applied to that level. Caps for future rate increases have also been put into place.

Additionally, the FCC will be establishing a system for rate regu-

lation for cable programming not in the basic tier and not provided on a per-channel or per-program premium basis.

In a related action, the FCC is freezing, for 120 days, all cable rates in effect on April 5, 1993, other than rates for premium and pay-per-view program services and equipment.

This is because the FCC anticipates that its cable rate regulations will become effective in approximately 75 days and it will take additional time for local franchising authorities to become certified to regulate basic service rates. The freeze assures that during the period between adoption and implementation of the rules cable systems will not be able to raise rates.

The mechanics of the process are that local authorities wishing to regulate basic service and equipment rates need to be certified by the FCC. Under certain circumstances, the local authority may ask the FCC to regulate its basic rate. Rate regulation for non-basic service will be done by the FCC on the basis of receiving a complaint that a particular cable operator's rates are unreasonable.

While the entire rule will not be available for at least several weeks, a press release and a summary are available by contacting Yvette Calcote at NACo, 202/942-4209.

Madden testifies on Clean Water Act reauthorization

By Traci Dove
media relations assistant

Greene County (Ohio) Commissioner W. Reed Madden, appearing before the House Subcommittee on Water Resources and the Environment, April 1, supported the goals of the federal Clean Water Act and urged its reauthorization. The subcommittee is chaired by Representative Douglas Applegate (D-Ohio).

Testifying on behalf of NACo, Madden, chair of NACo's Environment, Energy and Land Use Steering Committee, reminded subcommittee members that local elected officials know better than anyone else that there must be a continued investment in pollution prevention and remediation.

"We see firsthand the effect of environmental degradation on our communities and we feel the impact on our budgets when property values are diminished from environmental damage to lakes and streams. Priorities must be set. We simply cannot expect local governments to rely entirely on their own limited dollars to solve all of the environmental problems that face us," Madden said.

To help foot the bill, Madden called upon Congress to maintain

the State Revolving Loan Fund and to reauthorize the program at no less than \$3 billion per year for its implementation, and change the program to allow states flexibility in meeting the needs of smaller communities.

In the case of these small, rural or distressed communities, Madden said it will be impossible, under most sets of circumstances, to repay the loan and asked the subcommittee to consider a set-aside or separate program for special circumstances.

With regard to proposals establishing watershed-based planning, Madden also brought to the attention of the subcommittee the issue of land-use control by local governments. "Counties hold very dear the ability to determine the best use of land within their boundaries. It is the elected officials who must officiate at those contentious zoning hearings when citizens object to use of their property being limited by governmental regulations."

While Madden agreed that there are necessary restrictions on the use of private property for environmental protection, he said county officials want to be intimately involved in developing those restrictions because they "will certainly be blamed for them."

NACo Executive Committee delivers county message to top national leaders

NACo President John H. Stroger, Jr. and Health and Human Services Secretary Donna Shalala were panelists at a Robert Wood Johnson Foundation-sponsored hearing on health care reform, March 26. A week later, Stroger and other Executive Committee members met with Shalala to discuss health care and welfare reform.



Photo by Tom Goodman

Former county judge tapped to head FEMA

Former Yell County (Ark.) Judge James Lee Witt has been appointed by President Clinton to head the Federal Emergency Management Agency (FEMA).

Formerly director of the Arkansas Office of Emergency Services, Witt revitalized the state's emergency management structure, pioneering programs for transportation of hazardous waste and served as then-Governor Clinton's representative during more than 30 major disasters.

"This is one of the most important areas of government, one that people look to for leadership and expertise when their lives and property are at risk," said President Clinton. "That's why I've asked Mr. Witt to take this important post. I've worked with Mr.

Witt for over 16 years in Arkansas and I know him to be a true leader, an innovator, and someone who not only is an expert at emergency management, but also cares so deeply about the human element, about people."

Witt was elected Yell County judge in 1980. At age 34, he was the youngest elected official in the state. In that office, he served as the chief elected official for the county with judicial responsibilities for county court and juvenile court.

After being re-elected six times to county office, in 1988, Witt was appointed director of the state's Office of Emergency Services by Clinton.

Witt was sworn in as FEMA director on April 6.

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cus," Naake said, "should be on services, not providers. Counties should receive the same reimbursement as federally funded facilities."

- Reform must acknowledge the coordinating and service brokering roles of county government.

After all panelists had presented their testimony, the agenda moved to questions from the task force members.

Attorney General Janet Reno asked Naake specifically about how the health care system should be involved in preventing violence. Reno, former Dade County (Fla.) prosecutor, was well known for her innovative alternative sentencing of drug offenders. Their sentences often involved undergoing intensive substance abuse treatment.

Naake replied that so-called prevention programs — geared to avert drug use or experimentation at an early age — certainly needed to be included in any health care reform plan seeking to address the roots of violence in the country.

In other developments on county governments and health system reform, at least seven county representatives and two NACo staff have been busy in Washington attending and representing county interests on the "working groups" charged by Hillary Rodham Clinton with formulating a health care reform package.

Joseph Garcia and Marcia Egbert, Cuyahoga County, Ohio; Irene Riley, Los Angeles County, Calif.; Robert Benedict, Pennsylvania Association of County Commissioners; Ellen Benavides, Hennepin County, Minn.; Herbert A. (Pete) Holt, Montgomery County, Md.; and Mary Uyeda and Tom Joseph, NACo staff, have been volunteer consultants with the working groups.

Late last week, this primary team briefed a contingent of county officials from across the country who flew into Washington to attend an afternoon meeting with leaders of the health reform working groups.



Photo by Susan D. Grubb

Speaker of the House Thomas S. Foley (D-Wash.) (left), in his meeting with the NACo Executive Committee, April 1, briefs NACo President John H. Stroger, Jr. (center) and NACo Executive Director Larry Naake on the status of President Clinton's economic stimulus bill.



Photo courtesy of the Justice Department

(l-r) Donald Murray, associate legislative director; Larry Naake, executive director; Barbara Todd, first vice president; Janet Reno, U.S. attorney general; John H. Stroger, Jr., president; Randy Franke, second vice president; Dennis Greenhouse, vice chair, Justice and Public Safety Steering Committee; Gerald Nichols, aide to Commissioner Stroger, at a meeting at the Justice Department, Thursday, April 1.

Welfare Reform Task Force to update NACo policy

Because President Clinton has made reform of the nation's welfare system one of the goals of his presidency, NACo has created a Welfare Reform Task Force.

Chaired by Doris Ward, San Francisco County (Calif.) tax assessor, one of the task force's goals is to update NACo's policy on welfare reform and present it to the Board of Directors at the Annual Conference in July.

The group also hopes to provide input to the president's welfare reform task force, which is yet to be formed.

The first meeting of the task force was held at the Legislative Conference in February. Its next meeting will be on May 1 at NACo headquarters.

NACo Radon Project sponsors educational meeting

Two days of educational seminars and workshops for model county radon program directors were held, March 25-26 in Washington. The NACo Radon Project sponsored the meeting which was attended by representatives from 20 urban counties in 13 states.

Representatives met with EPA Radon Division staff to discuss con-

cerns over local radon issues; particularly radon testing in residential real estate transactions and the adoption of radon-resistant building codes and standards at the local level.

EPA Radon Division staff made presentations on detailed aspects of initiating and administering radon programs, including specific information on radon's health effects, rationale for targeting different at-risk groups, and home test kit reliability and availability.

The meeting's initial session was opened by NACo Executive Director Larry Naake, who welcomed the counties' representatives and emphasized the important role counties have in helping to reduce the risks associated with one of the nation's most serious environmental health threats.

"We at NACo are very pleased with the interest shown by counties concerning radon. The national radon program is voluntary and can be designed at the county level to fit

the risk and resources available. Unfunded mandates don't sell well here at NACo or back home in the counties," said Naake. He concluded by acknowledging the strong partnerships formed between NACo, the National Association of County Health Officials and the EPA. "I hope this partnership will be a model for other federal/local initiatives."

EPA Radon Division Director Steven Page presented an extensive overview of the nation's radon problem and EPA's past and current activities to reduce that problem. A lively question and answer session followed where many widely shared county concerns were addressed.

Representatives from the following counties attended the two-day meeting: Allegheny, Pa.; Bernalillo, N.M.; Dane, Wis.; De Kalb, Ga.; Denver, Colo.; Douglas, Neb.; Erie, N.Y.; Fayette, Ky.; Fulton, Ga.; Hennepin, Minn.; Jefferson, Colo.; Kane, Ill.; Montgomery, Ohio; Olmsted, Minn.; Onondaga, N.Y.; Salt Lake, Utah; Santa Barbara,



Steven Page, director, EPA Radon Division

Calif.; Spokane, Wash.; Summit, Ohio; and Ventura, Calif.

For additional information on the NACo Radon Project's model county program or what your county can do to promote radon awareness and testing, please call Lou Witt, 202/942-4261, or write to the NACo Radon Project, 440 First St., N.W., Washington, DC 20001.

FOREST

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cant economic change, Schmidt said. "We are close to the people affected. They are knocking on our doors, and we're knocking on yours, he elaborated."

Schmidt suggested that revenue stability is essential for counties. He noted that opportunities exist to put people to work by investing in the forest, through thinning, brush control, stream and stream bank enhancement, and other projects. He also recommended that existing federal programs aimed at rural, resource-dependent communities should be streamlined and that preference on projects be given to displaced workers. He added, "Counties will help the Administration resolve this crisis."

The impasse in the Northwest has been brought about by a sometimes bitter debate over protection plans required for the Northern Spotted Owl which was listed as endangered under the Endangered Species Act. A federal court injunction has virtually halted logging in the areas under dispute, thereby throwing workers out of jobs and placing stress on counties which must provide human services to those affected.

In addition to the president and vice president, Cabinet Secretaries Bruce Babbitt of Interior, Mike Espy of Agriculture, Robert Reich of Labor and Ron Brown of Commerce also participated in the panels at the conference. They were joined by EPA Administrator Carol Browner and Office of Management and Budget Deputy Director Alice Rivlin. The number of high-level Administration officials attending the conference reflected the president's promise during the election campaign to call a "summit" to begin resolving the owls vs. jobs dispute.

In closing remarks to the Forest Conference, the president said that he is committed to finding a balanced solution which will protect the nation's physical and biological resources while providing a measure of stability to the workers of the region. "It is not an either/or question," he declared.

President Clinton ordered his Cabinet secretaries to present a plan within 60 days to resolve the crisis in the Northwest. The Forest Conference was seen as not an end of the crisis, but perhaps a beginning to an end.

NACo ON THE MOVE

◆ In addition to meetings with Speaker of the House Tom Foley, Attorney General Janet Reno and Health and Human Services Secretary Donna Shalala, the Executive Committee met with other officials during their stay in Washington, March 31-April 2. First Vice President **Barbara Todd** met with Joseph Westphal, executive director of the Congressional Sunbelt Caucus; Keith Geiger, president of the National Education Association; and Diane Lowrie of the Global Tomorrow Coalition. Also, she and Second Vice President **Randy Franke** attended a meeting of the National Commission on Children where Todd participated on a panel addressing the local government role in children's programs.

◆ Greene County (Ohio) Commissioner **Reed Madden**, chair of NACo's Environment, Energy and Land Use Steering Committee, has been appointed to Ohio's Solid Waste Advisory Council (SWAC) by Governor George Voinovich. SWAC is responsible for helping the Ohio Environmental Protection Agency (OEPA) in the preparation, approval and annual review of the state solid waste plan. It also monitors implementation of the state and solid waste district plans and reports its findings to OEPA. **Madden's** term on SWAC expires in June 1994.

◆ At the American Society on Aging (ASA) Conference in Chicago, Ill., March 26-27, **Sandy Markwood**, project director for NACo's aging and volunteer programs, coordinated and spoke at a workshop on the county role in aging issues and attended a meeting of national organizations participating in the National Eldercare Campaign. **Markwood** also made presentations at a pre-conference training session, co-sponsored by NACo. Also attending were: Milwaukee County (Wis.) Commissioner **Larry Kenney**; Lake County (Ill.) Commissioner **Bob Buhai**; and former NACo president **Kaye Braaten**. ... On March 27, **Markwood** attended a meeting of the Suburban Mobility Consortium. ... At a meeting of the Federal Transit Administration (FTA), March 15-16, she participated in meetings to help set FTA's 1993 agenda.

◆ The county role in health care was the topic of meetings legislative staff **Tom Joseph** and NACo Executive Director **Larry Naake** had with Representative Jim Slattery (D-Kan.), March 30, and Faye Drummond, Senator Daniel P. Moynihan's (D-N.Y.) chief staff person for health issues for the Senate Finance Committee, March 29. Moynihan chairs the Senate Finance Committee. ... **Joseph** was at the University of Wisconsin at Milwaukee, April 2, where he spoke on the county role in health reform at the university's annual conference on health issues.

◆ Legislative staff **Diane Shea** was in Springfield, Ill., March 27, to speak to the Illinois Solid Waste Association on solid waste issues facing counties.

◆ In Jefferson City, Mo., NACo Executive Director **Larry Naake** spoke before delegates to the Missouri Association of Counties meeting, March 22-23.

◆ Bruce Katz, chief of staff for Housing and Urban Development (HUD) Secretary Henry Cisneros, met with legislative staff **Haron Battle** and other local government representatives to discuss how HUD can help local governments quickly spend the Community Development Block Grant money contained in President Clinton's economic stimulus package. The group also discussed legislative and regulatory changes to the HOME Program.

◆ **Dick Johnson**, director of NACo's job training programs, and **Neil Bomberg**, research associate, attended a briefing by the Manpower Demonstration Research Corporation, April 2, on findings from its studies on serving economically disadvantaged populations through job training efforts. ... On March 27, **Bomberg** attended a meeting of the Interstate Conference of Employment Security Agencies in Washington, D.C.

◆ **Celeste Murphy** is the newest addition to the NACo staff. As an intern in the Research Department, she will working on two projects. The first will be to conduct a study that examines the reduction of federal assistance to counties. The second is assisting with the logistics and promotion of the NACo national videoconference that will be held during the Annual Conference. **Murphy** is currently enrolled at George Washington University and is working on a master's in public policy and program evaluation.

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sent information about their week's programs: Hill County, Mont.; Vanderburgh County, Ind.; Cabarrus County, N.C.; Montgomery County, Mich.; Franklin County, Tenn.; Clay County, Mo.; Collier County, Fla.; Pike County, Miss.; Burke County, N.C.; Bonner County, Idaho; Chatham County, Ga.; Pottawatomie County, Okla.; Frederick County, Md.; El Dorado County, Calif.; Somerset County, N.J.; Licking County, Ohio; Sierra County, Calif.

And, Mercer County, Pa.; Mecklenburg County, N.C.; Taylor

County, Texas; Calvert County, Md.; Cass County, N.D.; Stafford County, Va.; Carson County, Texas; Nemaha County, Kan.; Elk County, Pa.; Howard County, Md.; San Mateo County, Calif.; San Diego County, Calif.; Island County, Wash.; Maui County, Hawaii; Lincoln County, Wash.; Lehigh County, Pa.; and Rockingham County, Va.

Send in information about your county's interesting and innovative activities and any photos that show what you have done to NACo Public Affairs, 440 First St., N.W., Washington, DC 20001.

County News

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

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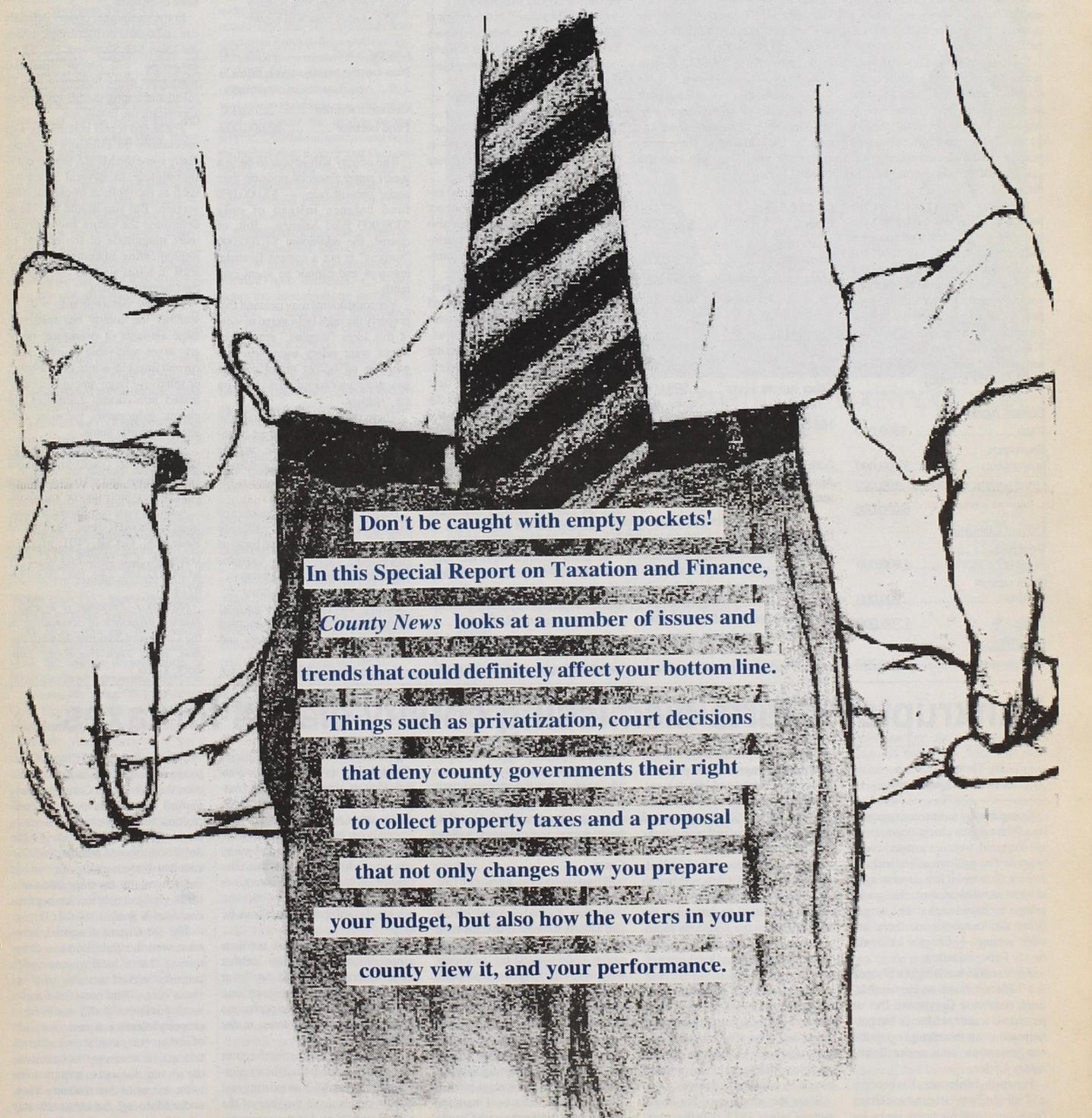
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TAXATION & FINANCE



Don't be caught with empty pockets!

In this Special Report on Taxation and Finance, *County News* looks at a number of issues and trends that could definitely affect your bottom line.

Things such as privatization, court decisions that deny county governments their right to collect property taxes and a proposal that not only changes how you prepare your budget, but also how the voters in your county view it, and your performance.

TAXATION & FINANCE

Proposed accounting rules dramatically shift budget picture

By Robert J. Freeman
Texas Tech University

Not all controversies are created equal. There's Woody and Mia, for instance. Allegations of child abuse. Incest.

Then there's the Governmental Accounting Standards Board's (GASB) Statement No. 11. Just doesn't have the same ring as Woody and Mia, does it. Yet Statement No. 11 could have far more impact on your life as an elected county official, than all the Woodys and Mias in the world.

Statement No. 11 changes the rules about how you configure your county's budget. It would require a shift from cash-basis to accrual-basis accounting. In some cases, this could mean a financial picture that confuses, rather than clarifies the perception of your bottom line — especially with the general public.

Consider a pre-Statement 11 summarized General Fund balance sheet data for a county:

| | |
|---------------------------------|------------------|
| <u>Current Assets</u> | |
| Cash | \$900,000 |
| Short-term investments | 5,000,000 |
| Other current assets | 100,000 |
| | <u>6,000,000</u> |
| <u>Current Liabilities</u> | |
| Vouchers payable | 4,800,000 |
| Other current liabilities | 900,000 |
| | <u>5,700,000</u> |
| <u>Fund Balance</u> | |
| Unreserved | \$300,000 |

Assume that this county typically reports this financial position at each year's end.

Now assume that the county implements GASB Statement 11 — and accordingly, must reclassify its accumulated vacation and sick leave liability (\$1,500,000) from the General Long-Term Debt Accounting Group to the General Fund.

Its post-Statement 11 balance sheet data would be the same as its pre-Statement 11 balance sheet except for the addition of some non-current or long-term debt into the General Fund.

| | |
|------------------------------|------------------|
| <u>Current Assets</u> | |
| Cash | \$900,000 |
| Short-term investments | 5,000,000 |
| Other current assets | 100,000 |
| | <u>6,000,000</u> |

| | |
|----------------------------|------------------|
| <u>Current Liabilities</u> | |
| Vouchers payable | 4,800,000 |
| Other current assets | 900,000 |
| | <u>5,700,000</u> |
| Net current assets | 300,000 |

| | |
|---|-----------|
| <u>Non-current Liabilities</u> | |
| Accumulated vacation and sick leave | 1,500,000 |

| | |
|---------------------|---------------|
| <u>Fund Balance</u> | |
| Unreserved | \$(1,200,000) |

The financial and economic condition of the county has not changed. But the newly reported (\$1,200,000) fund balance deficit is in sharp contrast to the \$300,000 positive fund balance reported in the pre-Statement 11 example.

And the public and other county constituencies may have a very negative impression of the financial management and stewardship of county officials.

One might argue that the deficit is appropriate, that current taxpayers should pay higher taxes to achieve "interperiod equity" — a key objective of GASB Statement 11.

But the notion of "interperiod equity" espoused in the statement — that current revenues should be sufficient to cover current services — is biased if applied in the expenditure context of Statement 11.

Recall that governmental fund expenditures typically are incurred not only for current operations, but also for capital outlay, debt service principal and interest, and perhaps intergovernmental purposes.

From an interperiod equity perspective, should current taxes and other revenues be expected to cover capital outlay for fixed assets expected to benefit many years into the future? Likewise, should current revenues be expected to cover debt principal retired, even though the debt is being paid off faster than the related fixed assets are being used up?

County officials must consider the possible effects of this type of Statement 11 impact on their tax policies and tax rates as well as Statement 11's effects on the impressions of and reaction of their constituents.

In sharp contrast with the fund balance deficit effect discussed above, some counties may have a much larger reported fund balance after implementing GASB 11.

For example, assume that our illustrative county does not have any long-term "operating" debt (e.g., ac-

cumulated vacation and sick leave), but instead has \$1,700,000 delinquent property taxes — all of which will ultimately be collected, with interest, over many future years.

The county now will report:

| | |
|---------------------------|--------------------|
| Current assets | \$6,000,000 |
| Non-current assets | 1,700,000 |
| | <u>7,700,000</u> |
| Current liabilities | 5,700,000 |
| Fund balance | <u>\$2,000,000</u> |

The county will appear to be in a much better financial position than under present rules — \$2,000,000 fund balance instead of only \$300,000 fund balance. But, of course, the additional \$1,700,000 "surplus" is not a current financial resource and cannot be spent currently.

Yet constituents may demand that property tax rates be lowered in view of this large "surplus," employees might want salary increases, and program advocates might suggest new program expenditures based on the "surplus."

These two scenarios illustrate the heart of the controversy over Statement No. 11. Some have cast the players into "pro-accrual" and "anti-accrual" camps. But the issue is not accrual-basis accounting.

Both opponents and supporters of Statement No. 11, known officially as "Measurement Focus and Basis of Accounting (MFBA) — Governmental Fund Operating Statements," favor accrual over cash-basis accounting. But they differ regarding where and how to report accrued revenues, expenditures, assets and liabilities.

As a result, GASB has proposed

delaying the effective date — once scheduled for June 15, 1994 — until two years after several MFBA-related projects and statements have been completed.

In the meantime, county officials can and should do two things: assess the impact of Statement No. 11 by preparing "pro forma" financial statements using Statement No. 11 rules; and letting GASB know how significant the results are.

These pro forma statements will necessarily be estimates — especially since the MFBA Statement is incomplete in several respects, such as recognition of capital debt service. But you should be able to determine the nature and approximate magnitude of the effects of implementing Statement 11 — at least in terms such as "no significant negative effect."

The key determinants will be whether the county has relatively large amounts of delinquent property taxes receivable or other non-current financial assets, on one hand, or relatively large amounts of estimated non-current liabilities for claims, judgements, vacation, sick leave or similar items.

Whatever the outcome, it's important that you let GASB know about your findings, and offer suggestions on how the system may be improved.

Address your comments or questions to: David R. Bean, Director of Research, GASB, 401 Merritt, Norwalk, CT 06856-5116, 203/847-0700, ext. 244, fax: 203/849-9714.

(Robert J. Freeman is a distinguished professor of accounting in the College of Business Administration, Texas Tech University, Lubbock, Texas.)

Bankruptcy courts dismissing county claims for taxes

By Thomas C. Ford
Sonoma County, Calif.

Going bust is a destructive activity. When a firm closes down, lives are shattered, fortunes lost and talent wasted. For millions of individuals and small firms, it is a depressingly straightforward matter: The only course is liquidation. For larger firms and corporations, there are other options — Chapter 11 Bankruptcy Reorganization.

Anyone who has bought a Slurpee at a 7-Eleven, flown on Eastern Airlines, rode on a Greyhound Bus or purchased a shirt at Macy's has participated in an increasingly popular reorganization plan under Bankruptcy Codes.

However, bankruptcy has become a "Twilight Zone" where these larger firms can dwell for many years, legally avoiding payment of debt, including real property taxes. Many firms enter bankruptcy trying to

postpone their tax liability, and are now finding ways to avoid payment of legally assessed and levied taxes.

In recent decisions, the 2nd, 3rd and 9th Circuit Courts of Appeal have ruled that local real property tax liens are subject to the automatic stay provisions of Section 362 of the Federal Bankruptcy Codes. Although each circuit court decision imposes a different standard to determine the affected taxes, the decisions represent an unprecedented application of the automatic stay to local tax revenue.

These decisions will further restrict the ability of local governments to collect post-petition taxes (taxes that arise after the filing of a bankruptcy case), otherwise due and payable with respect to real property owned by a bankrupt debtor.

Since the adoption of the Bankruptcy Code of 1978, both the courts and practicing attorneys have generally assumed that the filing of a bankruptcy petition had no effect upon the

annual and regular imposition of real property tax liens. It was also generally agreed that the automatic stay prevented local government from utilizing any provisions to sell or foreclose on real property without authorization from the Bankruptcy Court.

Despite this general acknowledgement of post-petition tax collection, the 2nd, 3rd and 9th Circuit Courts have held that the automatic stay provisions of the bankruptcy code prevent tax collectors' liens from attaching to real property. The three decisions have involved the bankruptcy courts' authorizing the sale of bankrupt debtor's real property, free and clear of all liens and encumbrances. The subject properties include a racetrack in Suffolk County, N.Y.; a steel plant in West Virginia; and a boat manufacturing facility in Snohomish County, Wash.

In a Suffolk County, N.Y. case, known as *In re Parr Meadows Rac-*

ing Association, the 2nd Circuit Court denied an appeal by the Suffolk County treasurer that the post-petition tax lien held a superior position to other secured creditors. The circuit court held that the automatic stay was designed to assure equity among creditors, and that this concept of equitable treatment requires that all creditors, both public and private, be subject to the automatic stay.

The county argued that tax liens arose as a matter of state law, and that as a sovereign, it held an "ever present" interest in real property, and its tax liens were merely a perfection of such pre-existing interest in the subject property.

It is important to note that the court accepted the concept that the municipality could establish an existing real estate interest as of the date of the bankruptcy filing, but the automatic stay ruled out those liens for taxes accruing after the bankruptcy petition was filed.

Shortly after the 2nd Circuit Court rendered its decision in *Parr Meadows*, the 3rd Circuit Court similarly applied the automatic stay to post-petition real property tax liens in *Makoroff vs. City of Lockport*. The 3rd Circuit agreed with the 2nd Circuit that the automatic stay would indeed prohibit the imposition of a tax lien, subject only to the exceptions contained in Section 362 (b) (3).

The 3rd Circuit disagreed, however, with the 2nd Circuit in determining that a local government's property interest arose as of a tax status date. This court held that a local government did not have a property interest in a particular piece of real property until it took affirmative action necessary to determine the amount due and to acquire a lien to the extent of that amount. Thus, under *Makoroff*, the automatic stay ruled out those liens based on taxes that had not already been assessed as

TAXATION & FINANCE

Get the scoop on contracting from the Contract Services Association

By Gene Swearing
Contract Services Association

The Clinton Administration has put a high priority on rebuilding the infrastructure of America. Officials at all levels recognize that a strong public and private partnership will be required to tackle these infrastructure projects.

Many state and local governments see that they need to find new ways of delivering necessary services — the times simply demand such ideas.

In those localities where efforts toward increasing competition, in the form of competitive contracting or actual privatization, are most evident, the officials charged with the details of making contracting or privatization work are expressing three specific concerns:

- How do we develop good work statements to ensure that the projects are well defined and accurately state the results desired?

- How do we find bidders for our projects who are both experienced and qualified to perform the work?

- How do we set performance standards that are fair both to the local government and the contractor and that ensure the quality desired?

Recognizing the critical importance of these very practical issues, the Contract Services Association (CSA), a non-profit association located in Washington, D.C., is providing assistance to localities interested in strong work statements and performance standards, and is establishing a mechanism for broader dissemination of RFPs than is now commonly the case.

Among the areas CSA President Gary Engebretson stresses as being most central to the process are:

Work Statements — CSA's membership of more than 140 private companies has been providing contract services to federal, state and local government for more than 30 years. That experience has given CSA a wealth of knowledge in developing work statements that work.

CSA is seeking opportunities to work with governments in the development of effective work statements. In developing those statements, Engebretson says, "Write work statements that focus on results, not activities. State the type of building you want built, not the type of nails to use in building it!"

Finding Qualified Bidders — Governments often find it difficult to locate private contractors capable of providing the scope and level of service desired. The reverse situation is also true: qualified contractors are often unaware of bidding opportunities.

CSA has developed a "Clearing-House Program" to help governments and contractors find each other. Free to

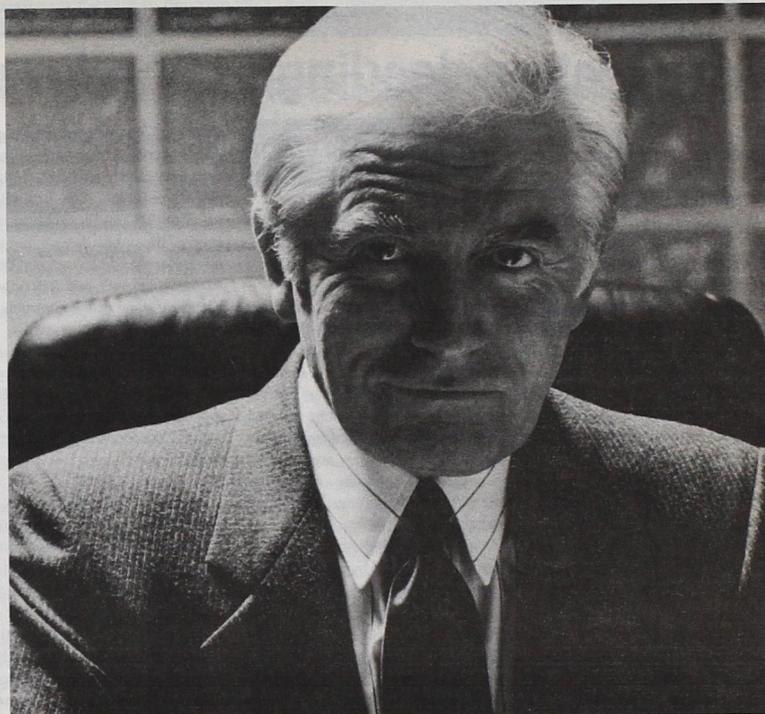
state and local governments nationwide, the clearing-house provides access to more than 140 contractors with specialties ranging from software development to the turnkey management of major public works projects.

Performance Standards — Performance standards are the tools used to ensure the quality of the project. Good standards protect both the contracting agency and the contractor. Building on the years of experience of its membership, CSA has developed guidelines for effective performance standards.

As with work statements, performance standards should stress results. While most governments are familiar with penalties, CSA believes that incentives are just as important. "Build in the opportunity and incentive for the contractor to perform even beyond what the contract requires," said Engebretson.

Contracting and privatizing have become important options for state and local governments. The tools for implementing a competitive process, ones which protect the interest of the local government and serve the best interests of the taxpayers, are in place. They are tools which enable a county to make reasoned and thoughtful decisions as to how services can be delivered in the most cost- and quality-effective way.

For more information on the clearing-house and other services provided by the Contract Services Association, contact Gary Engebretson, president, Contract Services Association, 1200 G St., N.W., Washington, DC 20003, 202/347-0600.



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Heat turned up on tax-exempt bond restrictions

Thirty national organizations, including NACo, are urging the Clinton Administration to adopt legislative proposals about tax-exempt bonds contained in the final report of the Anthony Commission on "Public Finance, Preserving the Federal-State-Local Partnership: The Role of Tax-Exempt Financing."

In their letter, the organizations advised President Clinton and members of Congress that "It is imperative in the face of federal budget constraints that this financing tool (tax-exempt bonds), which permits governments to leverage scarce resources, be strengthened to enable state and local governments to make investments in infrastructure that are essential for national economic growth and jobs creation."

In particular, the organizations targeted the following bond law changes as critically important to state and local government officials.

Modify the rules defining "public purpose"

The current law impedes the fi-

ancing of true governmental projects, inappropriately classifies some publicly owned and operated facilities as "private activities" and prohibits financing in which appropriate private use of the facilities being financed can materially assist in the efficiency of providing public services.

To encourage cooperative efforts between governmental units and the private sector, to eliminate unjustified restrictions such as the \$15 million private-use limit on output facilities, and to recognize the proper role of bonds issued by non-profit organizations, we support a new category of public-purpose bonds, which includes governmental bonds, private-activity bonds and 501(c)(3) bonds.

Repeal the arbitrage rebate requirement for governmental facilities

The arbitrage rebate requirement was adopted to curtail the issuance of bonds for the purpose of earning

"arbitrage profits" rather than financing projects. That practice was the result of weak enforcement of existing laws on the part of federal officials. Other new tax restrictions have prevented this practice, further justifying elimination of the excessively burdensome rebate requirement.

The repeal of the rebate requirement would allow the capital invested in infrastructure financing to be spent on infrastructure projects rather than being sent to Washington for rebate payments.

Restore the bank interest deduction for tax-exempt bonds

Restoration of the bank interest deduction will ensure a diversified and efficient market for tax-exempt municipal bonds, lower borrowing costs for state and local governments, and provide capital for community reinvestment in enterprise zones and other distressed areas.

Address the volume cap problem

In recent years, a number of states

have used up their annual volume cap and have been forced to postpone or cancel critical investment projects because tax-exempt financing was not permitted. Our recommendation to modify the rules defining public purpose address this problem in part.

In addition, we support the repeal of provisions that subject any portion of a government bond to the volume cap and the indexation of the cap for inflation retroactive to 1988 to ensure that borrowing capacity does not erode over time.

Extend the MRB and Small-Issue IDB programs permanently

The Mortgage Revenue Bond (MRB) and Small-Issue Industrial Development Bond (IDB) programs should be extended permanently because of their strong records for making home ownership possible for first-time home buyers and low- and moderate-income families, and promoting economic development and jobs creation.

TAXATION & FINANCE

Privatization, leading option for cutting county budget

By John O'Leary
The Reason Foundation

Throughout the United States, public officials are looking for innovative ways to cut the cost of government. Revenues are down, budgets are tight and demand for services is at an all-time high. Privatization, which can balance budgets without raising taxes, has emerged as a leading policy option for streamlining government.

Privatization means using the private sector to provide services. In addition to contracting out, privatization can refer to leasing a public golf course to a private management firm, or providing vouchers for human services, or bringing in a private company to operate a wastewater treatment facility. Privatization is just another option for managers, an innovative way to "get the job done."

Privatization is a management tool for government, and like any tool, it is well suited to certain tasks and ill-suited for others. Government does some things well and other things poorly. Where appropriate, privatization can result in

PRO-PRIVATIZATION

high-quality service and cost savings of between 20 and 50 percent.

The issue is not one of public versus private, but of monopoly versus competition. It is sometimes tempting for critics to attribute the failures of government to public employees, but that is a mistake. Government often fails to deliver services in a cost-effective manner not because government workers are lazy or incapable (they are not), but because they work in an environment that fails to reward productive behavior.

In our daily lives, the bulk of our needs are supplied by profit-making firms in a competitive market. Competition spurs these companies to provide the best for the customer at the lowest possible cost. A business that fails to serve its customers goes out of business.

In a public monopoly, there are no such incentives. In fact, bureaucratic barriers often frustrate the efforts of employees to improve operations. Privatization can unleash the creative potential of government

workers. This was true in Phoenix, Ariz. where garbage collection was competitively contracted. Initially, private providers won virtually all the contracts. But competition soon spurred the public department to innovate and reduce the number of workers per truck, and they now win a healthy share of the contracts.

Likewise, in Indianapolis, Ind., when road maintenance was competitively contracted, the transportation department won the job. In the process, said Mayor Stephen Goldsmith, "We found out that a pothole can be repaired with four city workers instead of eight."

Competition is the key to successful privatization. Without an incentive to perform, government agencies are often inefficient and understaffed, displaying an alarming knack for doing less with more. The Chicago public school system, for example, has 28 times more administrators per student than Chicago's parochial schools, yet fails to serve its students.

Public employee unions don't like the idea of introducing competition into the deliver of services. They don't like the idea that four workers might accomplish what eight are

doing now, or that non-union private sector employees might be doing work now done by unionized public employees. Though the arguments raised against privatization typically cite concern for the public welfare, unions depend on membership, and they have a vested interest in monopolizing the supply of labor.

County officials should remember that government exists to serve the needs of citizens and taxpayers, not government employees. In striving for excellence, officials should dedicate themselves to examine all options for providing the highest quality service at the lowest possible cost.

Government does have a responsibility to deal fairly with its workers, however, any privatization should be structured so as to minimize the negative impact on public employees. One approach is to require private contractors to give first consideration to current public workers. Another strategy calls for introducing privatization gradually, working within the normal rate of attrition, and shifting workers in privatized functions to other work. This was the approach in Los Angeles County, Calif., where the chief administra-

tive office estimates that contracting saves \$53.1 million annually with virtually no layoffs.

When does it make sense to privatize? There should be competition among private providers — it makes little sense to replace a public monopoly with a private one. The activity should lend itself to monitoring. Officials hoping to benefit from privatization would do well to introduce controls that ensure a competitive, public process. And the bottom line of providing quality services at the lowest possible cost should be the primary concern.

Vouchers helped Montgomery County, Md. improve its operation. In the early 1980s, Montgomery County closed its county-run daycare centers and began relying on private providers, Charles Short, director of the county's Department of Family Resources, estimates that 60 percent of his \$19 million budget is now contracted out.

Instead of providing daycare directly, the county gives eligible parents a voucher and allows them to select from among any licensed provider. Short says that response to the

See **PRIVATIZATION**, page 9

Privatization, no quick fix for county fiscal problems

By Al Bilik
AFL-CIO

ANTI-PRIVATIZATION

Jackson County, Ore., located in the middle of timber lands, was hit hard by a recession in the mid '80s. When the housing market bottomed out, Jackson County witnessed a large decline in its lumber industry. It lost 60 percent of its revenues and had to cut more than half of its work force including half of the public works department.

Numerous projects were turned over to private contractors, but county managers also tried an innovative experiment in the road maintenance division.

Management and the union representing employees in public works realized that neither could solve the problem alone. Together they turned to the front-line workers. Their mission? To find ways to become cost competitive, and at the same time, maintain quality in road maintenance.

Through a joint labor-management committee, employees, union representatives and management worked together to deliver better services and become more cost-effective. By modifying a major piece of road equipment, they accomplished their goals. Additionally, managers and employees proved that quality service delivery, improved productivity, cost savings, and a better work place are attainable through labor-

management cooperation.

The last dozen years have been difficult ones for federal, state, county and city governments, unlike any other time in recent memory. Governments are grappling with inordinate fiscal pressures, while at the same time striving to maintain the highest level of public services. Governments have used a wide variety of techniques to meet the challenge, ranging from outright abdication by contracting out traditional services to for-profit enterprises, to solving problems from within through labor-management cooperation. We advocate the latter.

Privatization is not the quick-fix wonder drug that its proponents claim. Many public managers and citizens have learned from painful experience that so-called savings are made through substandard wages and inadequate health and fringe benefits that place the major burden on workers and the community.

Additionally, sometimes hidden costs to be factored into contracting out include poor quality of work, corruption, lost accountability, destabilization of government, reduced investment in people, diminished public policy debate, and increased discrimination against women and people of color who are generally employed in larger percentages in

the public sector. Contracting out further isolates those on the margins of society because service delivery in poor or rural areas is not profitable for the private contractor.

Labor-management cooperation, on the other hand, is making great strides in improving public programs, service delivery and the government workplace. President Bill Clinton promotes the goals and methods of labor-management cooperation in both the private and public sectors as a way "to improve the quality and efficiency of the workplace by working with employees and their unions."

Responsive and efficient government depends on creative and innovative public management and workers. Public employees who are on the front lines of service delivery every day, often with many years of experience and untapped ideas, must become active players in a campaign to improve our government.

Public sector labor-management committees are an important vehicle to achieve this end, and as such, serve as a proactive alternative to contracting out. On all levels of government, workers and managers are beginning to sit down together to work cooperatively to bring taxpayers the services they want more efficiently and cost-effectively.

KPMG Peat Marwick, an accounting firm with close ties to state and local governments across the country, and a former sponsor of the

Privatization Council, began encouraging labor-management committees as an alternative to contracting out several years ago.

Jack Miller of KPMG wrote, "Labor-management cooperation is an attractive alternative to privatization because it involves the contributions of employees who would be most directly affected by a decision to privatize. They're the very people that are close to the problem at hand and often make recommendations that are even more cost-effective than privatization."

Many elected officials and citizens are bringing the work back "in-house." Some jurisdictions have outright banned contracting out or instituted standards which require public contractors to provide the same wages and benefits to their workers that public workers receive.

Indianapolis public employees in the department of transportation formed a labor-management committee and formulated a budget and plan that was better and more cost-effective than contracting out. Elmhurst Hospital Center employees in Queens, N.Y. successfully redesigned the renal dialysis unit, after two contractors in 10 years failed to do so.

On the federal level, the Bush Administration indicted privatization in its final days. Richard Darmon, former director of the Office of Management and Budget, issued a report shortly before leaving office titled,

"*Summary Report of the Swat Team on Civilian Agency Contracting*," chronicling how billions of tax dollars were squandered by corrupt federal contractors.

The issue is not public versus private; of competition between public agencies and private entrepreneurs. It is one of quality of service and of product in both public and private enterprise. Further, it is an issue in our democratic society of the quality of our lives as citizens and as workers in the workplace.

If we have learned anything at all from the experience of others, essential to our success as a modern democratic society and as a player in the world economy is a commitment to cooperation between sometimes adversarial forces — business and government, labor and management.

When public employees are legitimately involved in determining their work environment and the quality of their product, good things happen. Successful labor-management cooperation results in increased job satisfaction, improved productivity and more cost-effective work. The privatizers promise this, but rarely deliver.

Privatization misses the target completely.

(Al Bilik is president of the Public Employee Department, AFL-CIO, and labor co-chair of the State and Local Government Labor Management Committee.)

Infrastructure finance: an issue in need of a new approach

By Daniel V. Flanagan, Jr.
The Commission to Promote
Investment in America's Future

With tax revenues becoming increasingly scarce and demands for infrastructure increasing, what can government do to close the gap between the growing need for improved infrastructure and its limited ability to pay for it?

The authors of the 1991 transportation bill, chief among them Senator Daniel Patrick Moynihan (D-N.Y.), saw this as an important issue and included a provision creating The Commission to Promote Investment in America's Infrastructure to examine new approaches to infrastructure finance and development.

The commission's report — delivered to Congress and the Administration on Feb. 23, 1993 — points to evolving trends and creative solutions for complex financial problems in other sectors — such as secondary educational facilities construction — as a path to be followed in infrastructure.

New financing trends

One important trend is the fi-



Daniel V. Flanagan, Jr.

nancing of projects with taxable securities backed by specific user fees either in place of or in concert with tax revenues, thereby generating rates of return attractive to new sources of investment, such as pension and mutual funds.

The commission also examined several agencies that help innovative projects move through the riskiest stages of development in completion and concludes that a similar approach can be used in infrastructure.

Models for smoothing the ride

One agency is the College Con-

struction Loan Insurance Association (Connie Lee), authorized by Congress to help bring college building bonds up to AAA calibre. Connie Lee, a self-sustaining organization that earns fees for its services, uses credit enhancement techniques to help lesser rated projects gain access to capital markets.

Another is the Overseas Private Investment Corporation (OPIC), which provides financial assistance and insurance against political and other risks for American companies investing in more than 120 foreign countries. The commission says a domestic version of OPIC should be created to encourage investment here at home.

Congress can expand upon this trend and use these examples to create a National Infrastructure Corporation (NIC) to provide a new option for state and local authorities to utilize in financing infrastructure projects.

The NIC would provide various forms of credit (including subordinated loans), bond insurance and other services to projects (such as those supported by user fees) which eventually would become self-sustaining. In so doing, these projects could be absorbed by large pools of

capital represented by the tax-exempt market or by pension funds in the case of taxable projects.

By offering such financial services, the NIC would spread (or leverage) its resources to position a group of projects for investment from commercial banks, mutual funds or pension funds rather than committing federal tax revenues to pay for only one project. For each dollar of federal resources, the NIC's goal would be to stimulate up to \$20 worth of infrastructure investment by attracting new sources of private capital, including the highly disciplined capital of pension fund investors.

The NIC also could work with states that are establishing their own revolving funds (such as those financing wastewater treatment facilities) to evaluate project potential and shepherd the best through the riskiest developmental stages.

As with Connie Lee and OPIC, the NIC would be staffed with experts whose knowledge of infrastructure would provide confidence to the investment community that projects offered to them meet exacting performance standards.

The NIC could be capitalized by an increment of the gasoline tax, by

direct appropriation or through investments from existing government entities (for example, the Department of Transportation and Environmental Protection Agency as shareholders). Even though the federal government would provide seed capital, the NIC's goal would be to become self-sustaining in the same manner as Connie Lee and OPIC. The federal government's risk would never exceed the amount of its seed monies.

Helping the tax-exempt sector improve its ability to provide for infrastructure is one objective Congress can achieve. Creating a new entity that would be self-sustaining to encourage greater innovation in new infrastructure projects that ultimately would earn the support of local, state or federal authorities is another.

By taking both steps, Congress and the Administration would go a long way to help position America for long-term growth in an increasingly competitive world economy even as it reduces the federal budget deficit.

(Daniel Flanagan, president of The Flanagan Group, Inc., serves as chairman of the Infrastructure Investment Commission.)

COUNTY CLAIMS from page 8

of the filing date.

The last of the three circuit court rulings is from the 9th Circuit, known as *In re Glasply Marine Industries, Inc.* In this matter, Snohomish County, Wash. requested repayment of real property taxes from proceeds of a Chapter 11 debtor's liquidation sale.

The county argued on three primary fronts: that the automatic stay violated the constitutional rights and authorities of state and local governments to raise revenues; that its property tax interest was an exception to the automatic stay and must be paid first out of proceeds; and finally, it contends that Washington state law creating the property tax lien post-petition merely established Washington's pre-existing interest in collecting its tax revenue. The county's theory was that Washington's constitution created an "ever present" interest in real property. The 9th Circuit rejected all three arguments.

The court held that property taxes had not yet attached to the debtor's property upon the date of filing, and thus the automatic stay prevented perfecting of the lien; property taxes on the debtor's property did not directly protect and preserve collateral, and thus were not recoverable by the county as reasonable expenses of preserving the estate, and finally that the county did not have an "ever present" interest in real property

dating back to formation of the state of Washington.

Despite the contrasting conclusions, it is evident the three courts agree that the automatic stay is generally applied to post-petition taxes. The differences in the decisions relate to interpretations of local law. But no matter, these decisions spell big trouble for local government tax collectors.

Thanks in part to the recent recession, California experienced a 28 percent increase in the number of bankruptcy filings in 1992 over 1991. This represented more than 140,000 bankruptcy filings.

It is estimated that the potential loss of property tax revenue, as a result of these recent court decisions, could exceed \$1 billion dollars in California. Moreover, this figure could grow to several billion in the western states alone.

These rulings change the stature of real property taxes from a first-priority lien against real estate to an unsecured claim. This problem can only worsen.

Today, companies are marching into Chapter 11 Bankruptcy filing at a brisk pace. Filings in most districts are running 25 to 30 percent ahead of last year's rate. Personal bankruptcies are up 16 percent ahead of last year, when an average of one in every 142 families went bust. It is estimated by *Forbes Magazine* that more than \$25 billion in debt was made

uncollectable by bankruptcy filings in 1991.

But, tax revenue losses are not the only local government concern from bankruptcy filings. Bankruptcy courts have become the dumping grounds for unsolved social problems. This is, in part, the high price we are paying for injuries caused by defective products; the cost of cleaning up hazardous wastes and the added expense of the federal programs insuring pension plans.

Bankruptcy has become the haven for companies seeking to delay or evade the handling of compensation of hundreds of thousands of people who have been made ill by asbestos over the past 50 years. Other companies have used the Bankruptcy Court to question whether environmental cleanup costs should upstage other worthy claims, and finally, retired workers cannot count on their pensions due to underfunded pension plans of bankrupt companies.

It is apparent that the final outcome of these bankruptcy issues will have a long and profound effect on local government. The final solution must involve local government at all levels. Already in California, Florida and Ohio, county tax collectors have joined together to assemble and publish manuals for the handling of taxes of bankrupt debtors. But, the final resolution can only be specific statutory

amendments to the current Bankruptcy Codes.

Recently at NACo's Legislative Conference, the Board of Directors passed a resolution requesting exemption of local governments from the federal bankruptcy codes. Next month, bankruptcy will be the subject of several seminars at the NACo Western Interstate Region Conference in Maricopa County, Ariz.

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program has been "very, very positive." By cooperating with private and non-profit groups, the county has been able to leverage its spending in human services.

This competitive approach has also helped to expand the options for parents seeking child care. In 1980, there were 140 licensed daycare centers in Montgomery County. In 1990, that number has grown to 287. The number of registered home-based centers also just about doubled during the 1980s.

There are potential pitfalls to privatization. Just as the public sector has long been plagued by fraud, no-show jobs and nepotism, without proper oversight and controls, corruption can occur. But such problems are rare, and techniques exist to structure the privatization process to maximize benefits and minimize problems. There is no reason not to

consider privatization in a wide range of activities.

Privatization is not just a fad or the latest buzzword, but an increasingly popular management tool with a proven track record of success. While not appropriate for every function of government, in any instance where the private sector can provide quality service for less money, privatization should be pursued.

(Thomas C. Ford is the assistant tax collector for Sonoma County, Calif.)

(John O'Leary is a policy analyst at the Los Angeles-based Reason Foundation, a non-profit, non-partisan educational foundation that provides state and local officials with information to make successful use of privatization. The Reason Privatization Center operates an Information Hotline, and officials are invited to call 310/391-6525 or 310/391-2245 for more information.)

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If you love art, you'll love Chicago's museums and galleries

Discover 40 centuries of human creativity at the Art Institute of Chicago, one of the world's leading museums. From ancient Chinese bronzes to the latest work by today's artists, from Rembrandt paintings to African wood carvings, the collections include some of the finest art ever produced.

Especially noteworthy is the internationally acclaimed collection of Impressionist and Post-Impressionist pictures, with many outstanding examples by Monet, Renoir, Degas, Van Gogh and other painters of the period.

During your stay, the Art Institute will feature a special exhibit, "The Gates of Mystery: The Art of Holy Russia," where Russian icons and pieces of art objects from St. Petersburg will be on display.

For a more unique museum experience, head over to the Museum of Contemporary Art.

There you can witness some of the finest and most provocative of the contemporary visual and related

arts — painting, sculpture, photographs, video, dance, music and performance.

Chicago's rich cultural diversity is reflected in its museums. For a glimpse into another culture, or to learn more about your own, you can take your family to: The Balzekas Museum of Lithuanian Culture, DuSable Museum of African American History, Mexican Fine Arts Center Museum, Oriental Institute Museum, Polish Museum of America, Swedish American Museum Center, Terra Museum of American Art or the Ukrainian National Museum.

Children (and the young at heart) will enjoy the Chicago Children's Museum. This museum offers the fun of learning through creative, interactive exhibits and workshops that arouse curiosity as well as satisfy it.

Rehabbed loft buildings in the River North neighborhood house many art galleries, including the Douglas Dawson Gallery, the Perimeter Gallery, Inc., and for a more international feel, the Oskar Friedl Gallery. This neighborhood is also known for its fine auction houses, antique dealers, jewelers

and clothing boutiques.

As you can see, Chicago was

practically made for art lovers like you! Be sure to visit some of these

places while you're in Chicago during NACo '93, July 16-20.



Photo by Tom Cinoman

The Roger McCormick Memorial Court at the Art Institute of Chicago

1993 ANNUAL CONFERENCE PRELIMINARY AGENDA

Friday, July 16

| | |
|---|-----------------|
| PILT Subcommittee | 9-10 a.m. |
| Base Closure Task Force | 9-11 a.m. |
| Federal Land Management Subcommittee | 10-11 a.m. |
| Regional-County-City Relations Subcommittee | 10-11 a.m. |
| Courts and Corrections Subcommittee | 10-11:30 a.m. |
| Federal-County Relations Subcommittee | 11 a.m.-Noon |
| State-County Relations Subcommittee | 12-1 p.m. |
| Long-Term Care, Home Health, Medicare Subcommittee | 12:30-1:30 p.m. |
| NACCED Housing Committee | 1-2 p.m. |
| Highway Safety Subcommittee | 1-2 p.m. |
| Air Quality Subcommittee | 1-2 p.m. |
| Mental Health, Substance Abuse, Disabilities Subcommittee | 1:30-2:30 p.m. |
| Airport Subcommittee | 2-3 p.m. |
| Rural Development Subcommittee | 2-4 p.m. |
| Large Urban County Caucus | 2-4 p.m. |
| World Trade and Food Safety Subcommittee | 2-4 p.m. |
| National Assoc. of Black County Officials Executive Committee | 2-4 p.m. |
| Water Quality Subcommittee | 2:15-4 p.m. |
| HIV/AIDS Subcommittee | 2:30-3:30 p.m. |
| Mass Transit-Railroad Subcommittee | 3-4 p.m. |
| Medicaid/Indigent Care Subcommittee | 3:30-4:30 p.m. |
| International Trade Task Force | 3:30-5:30 p.m. |
| Telecommunications Subcommittee | 4-5 p.m. |
| Energy Subcommittee | 4:15-5:15 p.m. |
| Public and Environmental Health Subcommittee | 4:30-5:30 p.m. |
| Policy Coordinating Committee | 5:30-6:30 p.m. |

Saturday, July 17

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| Joint Economic Development Meeting: Steering Committee and NACCED | 8:30-10:15 a.m. |
| Federal-State-Local Fiscal Relations Subcommittee | 9-10 a.m. |
| Agriculture and Rural Affairs Steering Committee | 9 a.m.-Noon |
| Western Interstate Region Board of Directors | 9 a.m.-Noon |
| Justice and Public Safety Steering Committee | 9 a.m.-Noon |
| Transportation Steering Committee | 9 a.m.-Noon |
| Research and Technology Focus Group | 9 a.m.-5 p.m. |
| Deferred Compensation Advisory Committee | 9 a.m.-5 p.m. |
| Education, Children and Families Subcommittee | 9:15-10:45 a.m. |

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|---|-----------------------|
| Land Use and Growth Management Subcommittee | 10-11 a.m. |
| Labor and Employee Benefits Steering Committee | 10 a.m.-1 p.m. |
| Tax-Exempt Bond Subcommittee | 10:15-11:15 a.m. |
| Joint Housing Meeting: Steering Committee and NACCED | 10:30 a.m.-Noon |
| Parks and Recreation Subcommittee | 11:15 a.m.-12:15 p.m. |
| Fiscal Management Subcommittee | 11:30 a.m.-12:30 p.m. |
| Welfare and Social Services Subcommittee | 1-2:30 p.m. |
| Public Lands Steering Committee | 2-5 p.m. |
| Health Steering Committee | 2-5 p.m. |
| Employment Steering Committee | 2-5 p.m. |
| Intergovernmental Relations Steering Committee | 2-5 p.m. |
| Community and Economic Development Steering Committee | 2-5 p.m. |
| Human Services and Education Steering Committee | 3-5 p.m. |
| Policy Coordinating Committee | 5:30-6:30 p.m. |

Sunday, July 18

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|---------------------------------------|-----------------|
| Continental Breakfast in Exhibit Hall | 8 a.m. |
| Workshops | 9-10:15 a.m. |
| Opening General Session | 10:30 a.m.-Noon |
| Workshops | 1:30-3 p.m. |
| Resolutions Committee | 1:30-3 p.m. |
| Workshops | 3:15-4:45 p.m. |
| Conference-Wide Event | 6 p.m. |

Monday, July 19

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| Mini-General Sessions (4) | 8:45-10:15 a.m. |
| Second General Session | 10:30 a.m.-Noon |
| Exhibit Hall Luncheon | 12:15-1:30 p.m. |
| Workshops | 1:45-3:15 p.m. |
| NACo Board of Directors | 2-4 p.m. |
| Workshops | 3:30-5 p.m. |
| Caucus Receptions | Evening |

Tuesday, July 20

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| Third General Session | 9-10:30 a.m. |
| Annual Business Meeting-Election of Officers and Directors | 2 p.m. |
| NACo Board of Directors Reception | Immediately following business meeting |
| Inaugural Gala | 8 p.m. |

Job training report

By Robin Fernkas
research associate

With President Clinton determined to improve the nation's economy, job training has emerged at the forefront of the domestic agenda. Trailing right behind are a number of questions critical to the nation's economic health. Is the nation's work force prepared to compete in a global economy? Are there jobs for those who receive training? As the nation's economy is restructured and transformed from being largely dependent upon the defense industry to a peacetime economy, how will we train those displaced by the conversion?

NACo's Employment Steering Committee and the National Association of County Employment and Training Professionals sponsored a forum with congressional staff and officials from the Department of Labor (DOL) and the General Accounting Office (GAO) to discuss these questions and other pressing employment and training issues during the Legislative Conference.

The forum began with a discussion of the nation's only job training program for the economically disadvantaged, Title II of the Job Training Partnership Act (JTPA). The JTPA system has undergone intense scrutiny and substantial change in recent years. The system

is presently redesigning programs; rethinking contracting strategies; and restructuring monitoring systems, financial management and procurement procedures in response to the 1992 reform amendments.

Congressional staff expressed support for the modified JTPA programs and reflected upon the factors that led to recent changes: Omer Waddles from the majority staff of the House Education and Labor Committee asked "How do you measure a program which has never received the oversight, resources or assistance it needs?"

"Many of the findings of the JTPA audits resulted from the lack of regulations in the past," said Sigurd Nilsen, GAO assistant director of education and employment. The Department of Labor has issued interim final regulations for the new amendments. He urged county officials to get involved in the regulations process which will be critically important to future operation of the program.

As required by the reform amendments, DOL has instituted a new data system which will help Congress and DOL understand what is happening in the program to make mid-course corrections. The Standardized Participant Information Reporting requirement now asks for individualized data on each JTPA participant as opposed to the aggregate

data currently collected. "It took almost 10 years to discover problems due to the lack of data," stated Nilsen.

Implementing the new regulations in a short time causes some concern at the local level. "We are committed to running programs right, but we need time to do it right," said Hennepin County (Minn.) Commissioner Peter McLaughlin.

In recognition of this need, DOL has issued a "transition policy guidance" which gives local programs more time to experiment with program design approaches, and to develop the best practices for assessing participants and developing training plans. Fiscal, procurement and eligibility requirements will go into effect on July 1, 1993.

The Labor Department also recognizes that local program administrators and local officials are focused now on the immediate challenge of gearing up for a substantial expansion of the JTPA Summer Youth Program.

County leaders expressed support for the president's economic stimulus package, including the \$1 billion supplemental appropriation for the JTPA Summer Youth Program. "It's the best thing we've ever had from an elected official's point of view," said Wayne County (Mich.) Commissioner Kay Beard,

chair, NACo Employment Steering Committee.

As the new administration reviews the current programs to determine their effectiveness, there is much discussion over the consolidation of existing programs and the creation of new programs. With limited resources and issues such as economic conversion, skill certification and the implementation of the North American Free Trade Agreement, there was broad consensus that there needs to be some consolidation.

Mary Gardner Clagett, House Education and Labor Committee, stated that in the case of dislocated workers, her members believe that the 13 separate programs should be consolidated and administered through the existing JTPA Title III Program known as Economic Dislocation Worker Adjustment Assistance.

Having separate programs makes coordination at the local level difficult and causes confusion for the clients. Rosalyn Key, an employment and training administrator from Virginia, expressed her frustration stating, "Another new program adds another local player to figure out who is responsible for what while the client loses out."

Although job training issues involve the legislative jurisdictions of five House Education and Labor subcommittees, the committee's majority and minority members see

it as their responsibility to coordinate new proposals and bills in order to bring cohesion. "Speak out for a unified system, reach out to other politicians to build awareness that you do not want separate programs developed so that they will refer job training programs to the appropriate training committee," Waddles urged.

What's ahead for the future job training system? Clagett expressed the desire of the Republican members of the House Education and Labor Committee to "develop a system that takes one from birth through life-long learning." She said that these members of Congress are very supportive of the existing job training system and would like to maintain its emphasis on local flexibility and control as well as private sector involvement.

According to Beard, any new approach should deal with families as a unit and try to keep them as a unit. Nilsen of GAO believes that a single point of entry to the myriad social service programs is important.

Employment and training administrator Mason Jackson from Broward County, Fla., said that the JTPA infrastructure offers an excellent vehicle for a new system: "Private Industry Councils serve as local clearinghouses for many programs already and many local programs are doing a lot of things beyond JTPA."

News from the nation's counties

North

ILLINOIS

• The COOK COUNTY Board of Commissioners recently passed a county-wide Human Rights Ordinance to ensure that all people who live and work in Cook County are protected from unequal treatment due to bigotry and bias.

Referring to the ordinance as "one of the most comprehensive in the nation," Board President Richard Phelan explained that the law prohibits unlawful discrimination based on a person's race, color, sex, disability, sexual orientation, marital status, parental status, unfavorable military discharge, source of income, or housing status.

The ordinance creates an 11-member Human Rights Commission with the authority to investigate, adjudicate, and conciliate discrimination and sexual harassment complaints in employment, housing, credit transactions, public accommodations, access to county services, facilities and programs, and county contracting. The ordinance becomes effective May 24.

PENNSYLVANIA

• The ALLEGHENY COUNTY Health Department and the Western Pennsylvania Veterinary Medical Association are teaming up to promote Pet Immunization Month in April with 24 low-cost rabies clinics.

"Allegheny County is in the grips of

its first outbreak of raccoon rabies in nearly 40 years, with seven cases reported since last July," warned County Health Director Dr. Bruce W. Dixon. "Rabies is a growing threat to people as well as pets because the virus can easily spread from raccoons to pets, then from pets to people through an infected bite or wound."

Veterinarians participating in the campaign will offer rabies shots for \$5 per dog or cat. More low-cost rabies clinics are planned for May and June.

South

MARYLAND

• PRINCE GEORGE'S COUNTY Executive Parris Glendening recently praised his county council for passing a reduction of the county transfer tax rate. "This will be a great benefit to those families buying homes in Prince George's County by reducing the closing costs on homes," he said. "It will also be a spur to general development in the county."

The transfer tax will be reduced from 1.5 percent of the sale price to one percent over the next five years. In the past few months the county has also reduced its amusement tax in an effort to attract major collegiate sports tournaments and Glendening has proposed a reduction in property taxes for new construction or renovations in the county's older communities.

VIRGINIA

• You'd expect a county's emergency hazardous materials response team to play a large role in an oil spill. But what about a county's animal control unit.

FAIRFAX COUNTY'S Department of Animal Control played just such a role late last month when 336,000 gallons of diesel fuel erupted from a pipeline and spilled into a local creek which flows into the Potomac River.

Animal rescue teams pulled dazed wood ducks, geese, snapping turtles, muskrats and beavers from the creek and its bank, transporting them to the county's animal shelter where they were stabilized prior to yet another journey to a long-term rehabilitation facility in Delaware.

Three days after the spill, they had rescued 39 animals and were still combing the area for more, according to Barbara Snow, Fairfax County director of animal control. The worst patients — snapping turtles. "Have you ever tried putting eyedrops in the eyes of snapping turtles? It's not fun," Snow said.

Midwest

MINNESOTA

• The first week in April was declared Waste Reduction Week in HENNEPIN COUNTY and employees throughout county offices

were kept on the lookout for the mysterious Ream-O-Bond.

Clad in a trench coat and fedora, Ream-O-Bond made surprise visits to offices in search of evidence of waste reduction in the workplace as the county officially launched its START (Save Today's

Assets: Reduce Trash) Program.

The county's waste reduction goal is 10 percent of its waste by weight — to be achieved by Jan. 1, 1994. Individual waste-reduction plans have been developed by each county department and bureau.



West

KANSAS • In an effort to provide its citizens a wider door of information on county services, the SEDGWICK COUNTY Board of Commissioners has installed the "Sedgwick County Connection," a touch-screen computer kiosk in one of the local shopping centers.

Developed entirely by the Sedgwick County Public Affairs Office and the Department of Information Services, a simple touch of the screen allows users to select from a main menu featuring options such as Emergency Services, Parks and Recreation, Courts, Licenses and Permits, and The Most Frequently Asked Questions. The kiosk also allows users to select specific information that can be printed out.

Negotiations are currently underway to place kiosks in other shopping centers. The school district and members of the business community have contacted the public affairs office to express interest in becoming partners in future kiosk projects.

"Reinventing government" gets its own "network"

By Neal R. Peirce
Washington Post Writers Group

Starting with President Bill Clinton, this town's newest phrase is "reinventing government" — a tribute to author David Osborne, whose 1992 book, *Reinventing Government*, may be the first public administration book ever to make a best-seller list.

But it's not just "the feds" who have the problem of overlapping bureaucracies, antiquated personnel systems and turned-off workers. The best state and local government leaders also know that without radical changes in how they do business, there will be no way to finance the schools, road building, health, criminal justice and the myriad other challenges they face in the '90s.

Enter a new organization to help them out. Its chair is none other than David Osborne, who says governments must now go through the same radical restructuring that is sweeping through American business. The Alliance for Redesigning Government that Osborne is chairing will try to connect the thousands of government reformers who now — in his words — find themselves part of "a movement without a central nervous system."

Home for the new alliance is the congressionally chartered National Academy for Public Administration (NAPA), now shifting under a new president, R. Scott Fosler, to the kind of "entrepreneurial" mode Osborne recommends for government itself. As a journalist "fellow" of NAPA, this writer has been working with Fosler, Osborne and Alliance Director Barbara Dyer to launch the effort.

As a first move, we decided to assemble a balanced, bipartisan advisory committee of government officials, labor, non-profit and media leaders. Aiming for 20 acceptances, we sent out 40 invitations. To our astonishment, 37 people accepted.

Just a sampling of the list includes our vice-chairs, Oregon Governor Barbara Roberts (D) and former Indianapolis Mayor William Hudnut (R), U.S. Senator Joseph Lieberman (D-Conn.), Governors William Weld (R-Mass.) and Roy Romer (D-Colo.), and Mayors Sharpe James (Newark) and John Norquist (Milwaukee). We also have such "star" city managers as Camille Barnett (Austin) and Robert Bobb (Richmond).

Public employee unions, still suspicious about contracting out and worker layoffs under "reinventing government," have also signed on through such leaders as Albert Shanker of the American Federation of Teachers and Gerald McIntee of AFSCME.

Says Shanker, "The calls for school vouchers and privatization facing government are the equivalent

of Japanese trade challenges for private industry. Some services probably can be done better privately, and labor and management ought to acknowledge that. But for those who believe in government, the best defense is to show that government can work, and work well."

An early project suggested for the alliance, in fact, would be a "design lab" bringing together public employee union leaders with state-local level executives to design guidelines for less adversarial management-labor relations.

A "design lab" to design blueprints for "high performance" government organizations is already underway. Another is planned on a human investment budget for state governments. The solutions identified will be tested in specific governments, and if they work, publicized for others to try.

"Reinventing" sounds, of course, a lot easier than it is. When President Clinton announced his big federal reorganization task force under Vice President Gore, for example, Texas State Controller John Sharp was right on the platform, the clear implication being Washington would emulate the sweeping performance review of Texas state government Sharp executed in 1991.

Sharp recommended \$4.2 billion in savings; the Texas legislature approved \$2.6 billion. His report was full of exhortations to ply back layers of bureaucracy, turn to innovation, "re-engineer government." Among its best recommendations was a strategy-based, outcome-based budget to replace the rigid old line-item form.

But the exercise was a "top-down" one. State workers could phone ideas to an 800-hotline but weren't consulted extensively. Hal

Hovey of *State Policy Reports* discovered that of the ballyhooed \$4.2 billion, only six percent represented real spending cuts. Most of the rest was accounting sleight-of-hand to get the "feds" to pay Texas more Medicaid dollars, plus spending delays and fund shifts.

Like many government "reinvention" efforts, Texas' program got little in-depth treatment by the press. The problem is common, and one the new alliance hopes to address.

Typically, government reorganization efforts are overlooked as lacking reader appeal. Some get positive but superficial coverage. Others are prematurely discredited by reporters who try to make scandal out of something as simple as a tried but failed experiment.

So the new Alliance for Redesigning Government intends to launch a faxed biweekly bulletin

aimed first and foremost at "networking the thousands of government managers and legislators who are most anxious to overhaul government service delivery systems, motivate employees, and deal citizens more effectively into government decision-making."

The bulletin will recognize fresh experiments. But it will also tell about their shortcomings, the real bureaucratic and political obstacles they face. When reforms fall short, as many inevitably will, the plan is to explain why, so that reformers elsewhere can learn from the errors.

Indeed, a second prime audience for the alliance's faxed bulletin may well be the media itself — which, when you think about it, may need "reinvention" as much as the governments with which it so freely and continuously finds fault.

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Notices . . . notices . . . notices

CONFERENCES

■ **Community corrections researchers and practitioners** will meet with federal, state and county officials in an effort to find a more effective way to reduce crime and cut taxpayer cost during a three-day symposium titled, "*Community Corrections: Savings Dollars and Lives*," May 23-26 in Tampa, Fla.

The symposium is sponsored by the **Council of State Governments (CSG)** and the American Probation and Parole Association.

For more information, contact CSG, Iron Works Pike, P.O. Box 11910, Lexington, KY 40578-1910.

■ **The Department of Housing and Urban Development (HUD)** is sponsoring Enterprise Zone Development Training Programs, June 4-5 in Washington, D.C. and June 18-19 in Denver, Colo. The training is provided by **Partners for Economic Development**.

There is no cost, but participants must receive training on behalf of an organization that is an eligible recipient or subrecipient of CDBG/Title I Program funds in enterprise zones.

For more information, call Nancy McCreas at the National Council for Urban Economic Development at 202/223-4735.

■ **Experts focus on technology and education as new engines for economic growth**, June 6-8 in Pittsburgh, Pa. at a conference titled, "*Technology and Education: New Engines for Economic Growth*."

The conference is sponsored by the **National Council for Urban Economic Development**. For more information, call 202/223-4735.

■ **The American Public Transit Association** is holding its Annual Meeting and Public Transit Exposition, Oct. 3-7 in New Orleans, La.

For more information, call 202/898-4115.

PUBLICATIONS

■ "*The Commissioners Little Handbook: A Guide for Local Government Advisory Board Members*," is a new reference guide available to assist commissioners, elected officials and

staff in preparing for meetings, understanding roles and responsibilities and encouraging public participation.

For more information on ordering, contact Len Wood and Associates, 4228 Palos Verdes Drive East, Rancho Palos Verdes, CA 90274, or call 310/832-5652

■ **The American Association of Homes for the Aging (AAHA)** and the **Catholic Health Association (CHA)** have collaborated on the publication of "*The Social Accountability Program: Continuing the Community Benefit Traditions of Not-for-Profit Homes and Services for the Aging*." The book helps reaffirm the commitment of non-profit community services.

AAHA and CHA have distributed the book free of charge to homes and services for the aging that are members of each organization. Additional copies may be ordered through AAHA Publications (202/508-9442) or CHA's Book Order Department (314/253-3458.) The cost is \$9.95, plus shipping.

■ "*Technology, Innovation & Change: A New Reality, a Career Development Training Program for the Professional Counseling Community*," is the title of a new career development video package. The video is based on a career development satellite teleconference conducted during the **National State Occupational Information Coordinating Committee (SOICC)** Conference last year.

For more information on the video or training program, contact Kay Brawley, project director, National Occupational Information Coordinating Committee, 2100 M St., N.W., Suite 156, Washington DC 20037, or call: 202/653-7680, or fax: 202/653-2123.

■ **The 1993 Software Reference Guide** is now available through the **International City/County Management Association (ICMA)**. The guide makes finding the right software program simple by listing more than 900 computer programs developed specifically for local government operations.

The publication costs \$45, plus shipping. To order, contact ICMA Distribution Center, P.O. Box 2011, Annapolis Junction, MD 20701, or

call 1/800/745-8780.

■ "*You've Got the Power: A Recovery Guide for Young People with Alcohol and Drug Problems*," and "*Female Offenders: Meeting Needs of a Neglected Population*," are the titles of two new publications released by the **American Correctional Association (ACA)**.

The book "*You've Got the Power*," is written in language teens can relate to and it gives adolescent substance abusers the facts on how addictions can lead to criminal behavior, and "*Female Offenders*," illustrates how the system is dealing with a growing correctional female population.

For more information on the publications, or to order, call the ACA book order department at 1/800/825-2665.

■ **The U.S. Advisory Commission on Intergovernmental Relations (ACIR)** has released a publication titled, "*State Laws Governing Local Government Structure and Administration*."

The publication explains the relation between state laws on local government structure and administration, and highlights important constitutional provisions. It also explains the establishment of local governments, the authority exercised by each type of government and how they are created.

To order, contact ACIR, 800 K. St., N.W., Washington, DC 20575, or call 202/653-5540, or fax: 202/653-5429.

■ Seven new resources guides on alcohol, tobacco and other drug abuse are available from the **National Clearinghouse for Alcohol and Drug Information (NCADI)**. The guides include the newest topics concerning AIDS, older Americans and academic curriculum. They contain descriptions of available prevention materials; current research abstracts; and a listing of groups, programs and organizations relevant to the guide's topic.

Guides are free and available from NCADI at 1/800/729-6686.

■ **Research Grant Guides** has published the *Directory of Operating Grants*. It lists 640 foundations that support the general ongoing operating expenses that sustain an organization's

usual activities. Grants can underwrite salaries, rent, mortgage payments, utilities, office supplies and additional expenses.

The directory lists include address, phone number and areas of interest supported. The subject index includes AIDS, animal welfare, health and environment.

The directory costs \$42.50, plus \$4 shipping. For more information, contact Research Grant Guides, Dept. 3A, P.O. Box 1214, Loxahatchee, FL 33470, or call 407/795-6129.

MISCELLANEOUS

■ **The World Wildlife Fund** is offering grants to local, regional and statewide non-profit groups to help communities implement innovative strategies for the conservation of nature.

Preference will be given to projects that address conservation of wetlands, endangered species, migratory birds, coastal resources or protected natural areas.

Grants are expected to average between \$6,000-\$7,000. Funds must be spent and a final report submitted within a year. However, the project supported may be of longer duration.

Application must be postmarked by July 1, 1993. Announcement of awards will be made in October.

For more information or to order a grant order form, write to Innovation Grants, The Sonoran Institute, 6842 E. Tanque Verde Road, Suite D, Tucson AZ 85715.

■ For the 1994-1995 year, the **National Historical Publications and Records Commission** is offering two fellowships in archival administration. The fellowship positions will focus on hands-on experience in administration and management.

The application deadline is Sept. 1, 1993.

The commission is also accepting applications from archival repositories interested in serving as host institutions for the two fellows to be selected. Non-profit organizations and institutions, state and local government agencies and federally acknowledged or state-recognized Native American tribes or groups are eligible to apply. The two host institutions will be chosen by Dec. 1, 1993. For more information, contact Laurie A. Baty of the commission staff at 202/501-5610.

Job market

CAREER OPPORTUNITY — FREEBORN COUNTY, MINN.: Freeborn County, Mn. is seeking to establish a list of qualified candidates for the position of Public Health Nursing Director/Community Health Services Administrator. A recent vacancy has been filled by probationary promotion. A decision to permanently confirm the appointment will not be made before July 1, 1993 dependent upon the wishes of the incumbent and the approval of the Board of Commissioners. The County wants to be prepared to fill the position in the event the incumbent steps down. The position requires Minnesota RN Licensing as well as Public Health Nurse Certification. A minimum of 3 years of administrative or supervisory experience is preferred. The salary range is from \$34,362 to \$46,197 DOQ. 1992 Departmental Budget \$740K; total full time staff of 12. Interested persons should request an application from the Office of the Freeborn County Administrator, 411 S. Broadway, PO Box 1147, Albert Lea, MN, 55007-1147 or by calling 507-377-5116. Applications shall be submitted to that office by May 21, 1993.

COUNTY ADMINISTRATOR — CHAMPAIGN COUNTY, ILL.: (pop. 177,000) Appointed by 27-member county board. The county is located in Central Illinois, and is home to the University of Illinois, with a diversity of urban and rural interests. Annual budget of approximately 36 million. County Administrator is the chief administrative officer for the county, and performs administrative duties and policy functions as determined by authorizing board ordinance, and the board. Completion of bachelor's degree in business, public administration or accounting and 5 years public/private experience. Call the Champaign County Board office, (217) 384-3772 to request an application be mailed to you. All applications will be treated as confidential. All applications/resumes must be postmarked by April 30, 1993. EEO/AA.

COUNTY MANAGER/ENGINEER — LANDER COUNTY, NEV.: The Lander County Board of Commissioners has recently created this position to perform management and engineering duties for Lander County, population 6,500. Lander County has a staff of 100 employees and a budget of 10 million. The Manager/Engineer will report directly to the three member Commission. Job duties will include personnel management, fiscal responsibilities including preparation of annual budgets, coordinates operation of the public works departments, and other functions as assigned by the Commission. Qualifications required: Bachelor's degree in engineering, preferably civil, experience in local government management, and strong administrative, organization, oral and written communication skills. Salary range starting at \$40,000. Resume and salary history must be submitted to the Lander County Commission, 315 South Humboldt, Battle Mountain, NV 89820 by 5:00 P.M. May 3, 1993. For questions, please contact Heather Smith at 702-635-2885.

COUNTY MANAGER — GENESEE COUNTY, N.Y.: (Population 60,000) Competitive salary and benefits. 1 manager since 1981. 9 member County Legislature. 830 employees, \$60M budget. Requires B.A. degree, prefer MPA/MBA. Minimum 5

years progressive experience in local government management (prefer chief administrator) with strength in budget and fiscal management. Resume in confidence to Martha Standish, Personnel Director, County of Genesee, Main and Court Sts., Batavia, NY 14020 by May 1, 1993.

COUNTY MANAGER — JEFFERSON COUNTY, COLO.: A progressive, financially strong jurisdiction, seeks to fill the strongly endorsed position of County Manager. Jefferson County is located west of Denver, with plains from 5000 ft. to 11,500 ft. mountains. The county has a population of 455,000 (estimated 1992); is governed by a Board of 3 County Commissioners; and employs approximately 2100. The County Manager will supervise, plan, direct and manage the divisions under the jurisdiction of the Board of County Commissioners; ensure implementation of policies, procedures and resolutions in accordance with the administrative philosophy and direction of the Board; and initiate and conduct research and planning studies to identify short and long term needs. Requirements include a Bachelor's degree from an accredited college or university in business administration, public administration, or closely related field. Master's degree in public administration, business administration, or closely related field is preferred. Extensive management experience may be substituted for Master's degree. Seven years of directly related governmental, management experience involving administration, budget, management and supervision is required. Competitive salary and benefits package provided. Send resume in confidence to John P. Stone, Chairman, Board of County Commissioners, 1700 Arapahoe Street, Golden, CO 80419 by April 30, 1993.

COUNTY MANAGER — WARREN COUNTY, N.C.: population 17,265, operating budget \$11.1 million, 150 employees, is accepting applications for the position of County Manager. Manager serves as the Chief Administrator of county government and is appointed by a 5-member Board of Commissioners. Minimum qualifications: 4 yr. degree in public administration, city/regional planning/accounting/business administration or related field; 5 yrs. experience in city and/or county mgmt./personnel mgmt./program development/planning. Master's degree in public administration or related field preferred but not required. County residency required. Salary based on experience and ability. Applications/resumes to: Clerk to the Board of Commissioners, Warren County 130N. Main St., P.O. Box 619, Warrenton, NC 27589. Deadline: 4/30/93. EOE/AA.

COUNTY MANAGER — WASHINGTON COUNTY, N.C.: The Washington County Board of Commissioners is seeking candidates for the position of County Manager. This position serves as the chief administrator of county government appointed by a five member board of commissioners. Applicants should possess a degree in Public Administration, Business Administration, Political Science or a related field with a minimum of three years of responsible management experience, preferably in North Carolina local government management. Coastal Community. Salary negotiable. Excellent benefits. Submit letter of application and resume to: Andrew B. Allen, Chairman, Washington County Board of

Commissioners, P.O. Box 1007, Plymouth, N.C. 27962, no later than April 30, 1993. Equal Opportunity Employer.

DIRECTOR OF PLANNING & DEVELOPMENT — LINCOLN COUNTY, WYO.: (Salary: Negotiable, Depending on Qualifications) Lincoln County, Wyoming is seeking a qualified person to be the Director of the Office of Planning and Development. The County Seat (Kemmerer) is located in Southwestern Wyoming approximately 2 hours Northeast of Salt Lake City. To apply for this position: Send resume, five references, and salary history to: Board of County Commissioners, Lincoln County, Wyoming, P.O. Box 670, Kemmerer, Wyoming 83101, Phone: (307) 877-9056, Ext. 313, FAX # 877-3101, or (307) 886-3825 — Planning & Development Administrator. Closing date: April 16, 1993.

GENERAL MANAGER, SUN 'N LAKE OF SEBRING IMPROVEMENT DISTRICT — SEBRING, FLA.: Salary Range \$40K-50K. An Independent Improvement District governed by a Board of Supervisors. Central Florida location with 3,000 residents. Provides water, sewer, drainage, fire protection and road services; and owns and manages golf and county club and community center facilities. Accredited degree in engineering desirable and several years of supervisory and administrative experience. Assistant city manager or city manager experience desirable but not required. Send resume and work related references to President, Board of Supervisors, 5306 Sun 'n Lake Blvd., Sebring, FL 33872.

MANAGER-RECREATION/PARKS AND GROUNDS — CITY OF ROANOKE, VA.: Population approximately 100,000. Located in beautiful Western Virginia near the Blue Ridge Parkway, is seeking applicants to manage a full service, high profile Recreation/Parks and Grounds Department, with current operating budget of \$4.4 million and 113 employees. Major responsibilities include: recreation and athletic program administration and development; citywide beautification; parks and community facilities maintenance; grounds maintenance and street cleaning. The successful candidate will have completed a bachelor's degree with a focus on Parks and Recreation or related field with at least five (5) years experience to include the management of a major parks and/or recreation function; related master's degree preferred but not required; excellent management and interpersonal skills required. Beginning salary D.O.Q.; excellent benefits. Closing date: April 30, 1993. Send resume to: City of Roanoke, Department of Personnel Management, Municipal North Room 207, 215 Church Avenue, S.W., Roanoke, Virginia 24011. EOE/AA Employer.

RISK MANAGER — KITSAP COUNTY, WASH.: \$40,000 to \$51,102 annually. Minimum Qualifications: Bachelor's degree in Business or Public Administration or closely-related field, and five years of progressively responsible experience in Risk Management, including one year of supervisory or lead responsibilities; or equivalent combination of experience and education. Responsibilities: Responsible for County's overall risk management program including insurance procurement, loss control, claims management and self-insured workers'

AUDITOR-CONTROLLER LOS ANGELES COUNTY

The County of Los Angeles is currently recruiting for the position of Auditor-Controller. The Auditor-Controller has full responsibility for the administration of the Department of the Auditor-Controller for auditing and controlling the receipts, disbursements, funds and financial transactions of all departments and other agencies under the jurisdiction of the Board of Supervisors. The department has a budget of over \$52.8 million and a staff of 431 employees.

MINIMUM STANDARDS FOR THE POSITION

Demonstrated knowledge, skill and abilities required in managing or assisting in the management of the financial operations of a large complex governmental organization. Such management includes directing budget, personnel, fiscal, supply and other administrative functions of an organization as well as the direction of the line accounting, auditing, and related technical functions. Thorough knowledge of the application of accounting and auditing principles, practices, and techniques in a large complex governmental organization. Demonstrated knowledge, skills and abilities in directing or assisting in the direction of the continuing development, installation, and evaluation of new or modified fiscal control systems both computerized and non-automated. In addition, appointee must meet one of the following requirements: (a) Possess a valid license to practice public accounting in California, (b) Possess a valid certificate or diploma of graduation from a school of accountancy, or (c) Has had three years continuous service as a county auditor or deputy county auditor.

DESIRABLE QUALIFICATIONS

Knowledge of State and local law relative to the functions, duties and responsibilities of the County Auditor and ex-officio County Controller. Knowledge of the concepts of electronic data processing systems. Possession of a valid Certified Public Accountant license issued by the State of California, a valid Certified Internal Auditor certificate issued by the Institute of Internal Auditors, or a valid Certified Information Systems Auditor certificate issued by the EDP Auditors' Foundation Certification Board. Demonstrated knowledge, skills, and abilities required to work effectively with public officials, the management of County departments, outside agencies, and the public. Demonstrated knowledge, skills, and abilities required in developing specifications, letting bids, and awarding and administering contracts for the performance of County work by private business.

LICENSE: A valid California Class "3" Drivers License

ANNUAL SALARY: \$92,905-\$139,357. The Board of Supervisors may make an appointment at any point within this range. An excellent benefits package is available. For consideration, please send resume to:

**MR. SHIGEKI KIKKAWA
CHIEF ADMINISTRATIVE OFFICE
500 WEST TEMPLE STREET, ROOM 588
LOS ANGELES, CA 90012
NO LATER THAN JUNE 4, 1993
AN EQUAL OPPORTUNITY EMPLOYER**

compensation program. **To Apply:** To receive application package, call (206) 876-7169. Application and resume should be mailed to Kitsap County Personnel Department, 614 Division Street, M/S-23, Port Orchard, WA 98366, postmarked no later than May 12, 1993.

FOR SALE USED VOTING MACHINES

The County of Ottawa is soliciting bids on 74 - used AVM Non-Printing voting machines.

All machines are being offered with no warranty, expressed or implied, though we believe they were in very good condition when taken out of service in 1991.

Interested parties should contact the following office to obtain a bid form: Ottawa County Purchasing & Facilities, 414 Washington, Room 207, Grand Haven, MI 49417. Telephone: (616) 846-8371. Bid forms will be available until May 14, 1993.

Job Market - Classified Rate Schedule

Rates: \$3 per line. (A line consists of approximately 38 characters, including spaces and punctuation marks.)

Display Classified: \$30 per column inch.

Billing: Invoices will be sent after 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, 202/393-2630.

Be sure to include billing information along with copy.

For more information, call County News, National Association of Counties, 202/942-4256.

If you are interested in establishing a downlink site or would like to participate in NACo's National Videoconference on Health Reform, July 19, call Celeste Murphy at 202/942-4272. For content information, call Mary Uyeda at 202/942-4257.

NACo WESTERN INTERSTATE REGION CONFERENCE

May 12 - 15, 1993

The Pointe Hilton Resort on South Mountain, Maricopa County, Arizona

CONFERENCE PROGRAM

Wednesday, May 12

9 a.m.-noon WIR Board of Directors
 2-5 p.m. Public Lands Steering Committee
 Agriculture and Rural Affairs Steering Committee
 Environment, Energy and Land Use Steering Committee

Thursday, May 13

9-10:30 a.m. Opening General Session
 Bruce Babbitt, Secretary of Interior (invited)
 10:45 a.m.-12:15 p.m. ... Workshops
 * New Economies for Resource-Dependent Communities
 * Solid Waste Roundtable
 * Counties in a Managed Health Care System
 10:30 a.m.-5 p.m. International Trade Task Force
 12:30-1:45 p.m. WIR/NACo Board Luncheon
 2-3:30 p.m. Workshops
 * Economic Development: An Investment in Rural America
 * Water Quality and the Colorado River
 * Bankruptcy: Chaos in the County (NACTFO)
 6:30 p.m. WIR President's Reception

Friday, May 14

8:30-11:30 a.m. NACo Board of Directors
 8:30-10 a.m. Workshops
 * Ecosystem Management
 * Recycling Markets
 * Coping With Military Base Closings
 * NACRC Certification Program
 * Bankruptcy: What Can Finance Officers Do?
 10:15 a.m.-12:15 p.m. ... WIR General Session and Elections
 * Federal vs. Local Land Use Planning
 12:30-1:45 p.m. Delegate Luncheon
 Representative Karan English (D-Ariz.) (invited)
 Representative Ed Pastor (D-Ariz.) (invited)
 2-3:30 p.m. Workshops
 * Counties and RS 2477 Roads
 * The Utah Planning Experience: One Year Later
 * EDS Workshop
 * NACRC Certification Program
 6:30-9:30 p.m. WIR Banquet and Installation of Officers

Saturday, May 15

9 a.m.- noon Steering Committee Field Trips
 * Visit to Maricopa County Agricultural Center
 Noon Adjourn

REGISTRATION FORM

Name _____ Mr./Mrs./Ms. _____
 Title _____
 County _____
 Address _____
 City _____ State _____ Zip _____ Nickname _____
 Telephone _____ FAX _____
 Are you attending the WIR Conference for the first time? _____

To register your spouse or youth please complete the following:
 Spouse's Name _____ Youth's Name _____

| | Postmarked by April 16 | Postmarked After April 16 & On Site |
|----------------------|--------------------------------|-------------------------------------|
| Member | <input type="checkbox"/> \$245 | <input type="checkbox"/> \$295 |
| Non-Member | <input type="checkbox"/> \$295 | <input type="checkbox"/> \$345 |
| Other Govt. Attendee | <input type="checkbox"/> \$295 | <input type="checkbox"/> \$345 |
| Private Sector | <input type="checkbox"/> \$350 | <input type="checkbox"/> \$400 |
| Spouse | <input type="checkbox"/> \$ 50 | <input type="checkbox"/> \$ 50 |
| Youth | <input type="checkbox"/> \$ 30 | <input type="checkbox"/> \$ 30 |

PAYMENT METHOD

Conference registration fee must accompany this form and must be received before registration can be processed. You may reserve your registration with a voucher or county purchase order made payable to the National Association of Counties. However, purchase order only holds registration; payment must be made before a badge can be issued.

Select One: Check MasterCard Visa

Card Number _____ Exp. Date _____

Cardholder's Name _____

Signature _____

Cancellation Policy: Refund of conference registration fee, less an administrative fee of \$50, will be made if written notice of conference registration cancellation is made no later than April 16, 1993. Cancellation requests postmarked after April 16 will be subject to an administrative fee equal to one-half of the registration fee.

HOTEL RESERVATION

Housing reservations must be made by completing this form. All reservations received after April 16 will be confirmed subject to availability.

Room Reservation Name _____
 Roommate Name _____
 Arrival Date _____ Departure Date _____
 Please Check One: Single Double
 Special Housing Request _____
 Housing Disability Needs _____

The Pointe Hilton on South Mountain rates: Single/Double \$100/Night
 Hotel check-in time is 4:00 p.m.

DO NOT SEND HOUSING DEPOSIT WITH CONFERENCE REGISTRATION PAYMENTS. FOLLOW INSTRUCTIONS BELOW

1. Guarantee your room: Complete credit card authorization, the hotel will send confirmation of your reservation within two weeks of receipt.

CREDIT CARD AUTHORIZATION

Visa MasterCard American Express

Card Number _____ Exp. Date _____

Cardholder's Name _____

Signature _____

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 at the confirmed date unless I have cancelled my reservation with the hotel at least 72 hours in advance of arrival.

2. Reserve your room: Indicate housing needs above. We will notify the hotel of your reservation. The hotel will send you confirmation of your reservation and request payment made directly to them. Your reservation will be guaranteed once the hotel receives a one night's deposit.

MAIL TO: NACo Conference Registration, P.O. Box 79007
 Baltimore, MD 21279-0007

We Raise The Roof...

...To Lower The Risk

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