

County News

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NACo to produce county video

By Tom Goodman
public affairs director

NACo is launching a new effort to gain visibility and recognition for counties by producing a video on county government.

"This is an important step in our efforts to spread the word about county government," says NACo President Ann Klinger. "We want

people all over the country, especially schoolchildren, to be able to recognize the work of county government."

Although the video will touch on areas like history, structure and the future of counties, the emphasis will be on what counties are doing today and how they are coping with the changes they face. A documentary-style format will be used, supplying all types of information

about counties and recognizing the similarities as well as the differences.

The audience for the video is the general public. One copy will be provided to every member county of NACo for use at local community meetings — Kiwanis, Lions Club, PTA, League of Women Voters and civic associations. Copies will also be made available to state associations of counties, school systems, colleges, members of Congress and the Bush administration.

Klinger said, "We are hoping that the reaction by someone viewing the video will be, 'Wow, I didn't know that.'"

Plans are for the video to be

shown for the first time in July at the Annual Conference in Dade County (Miami), Fla. Work began on the video, which will be approximately 15 minutes in length, shortly after the Legislative Conference in March.

Funding and production assistance is being provided by Waste Management of North America, Inc. In a letter to President Klinger, Waste Management President William P. Hulligan said, "We believe that the corporate community has a responsibility to support good government, and we see this joint effort with you as a part of that commitment. We are pleased, therefore, to join with you in this very worthwhile endeavor."

Barker spends full day on Capitol Hill talking transportation

By Robert J. Fogel
associate legislative director

Bart Barker enjoys talking about transportation. And lately he has had ample opportunity to engage in this pursuit.

On April 24, the Salt Lake County, Utah commissioner testified on transportation issues before two House of Representatives committees. Even after testifying, Barker continued to discuss the county position on transportation in the halls of the Rayburn House Office Building.

Chair of NACo's Transportation Steering Committee, Barker spoke to the House Surface Transportation Steering Committee on the reauthorization of the federal highway and mass transit programs and to the House Appropriations Subcommittee on Transportation on the transportation budget for FY91.

In a morning appearance, Commissioner Barker presented the NACo policy on transportation in the "Post-Interstate Era" which was recently approved by the Board of Directors. Barker told Surface Transportation Subcommittee Chairman Norm Mineta (D-Calif.) and subcommittee members that, "The new surface transportation program must make economic development of our urban, suburban and rural areas the key factor in making transportation decisions. The economic health, vitality and competitiveness of our nation is being threatened by increasing



Bart Barker, commissioner
Salt Lake County, Utah

urban/suburban congestion and failure to meet the access needs of rural areas."

Barker explained that one of the keys to a new program would be a stronger role for local officials in the federal highway program. "A mandatory and statutory process must be created," he said, "to ensure that local elected officials are consulted and their views fully considered as planning, funding allocation, and project selection decisions are made on the use of federal-aid highway funds."

Barker called for three major programs aimed at solving local highway concerns. They were an urban/suburban mobility program, a rural access program replacing the urban system and secondary road programs, and a bridge program. In addition there would be a 4-R/primary program which would

See BARKER, page 4

Supreme Court ruling threatens local tax control

By Lee Ruck
legal counsel

In a potential threat to federalism and the separation of powers, the Supreme Court ruled late last month in *Missouri v. Jenkins* that federal courts may order local governments to levy taxes specifically to fund the requirements of a court order.

Missouri v. Jenkins originated from school desegregation efforts in Kansas City, Mo. After traditional busing remedies failed to desegregate the schools, the federal trial court turned to a proposal from

to \$4 per \$100 valuation.

At that point, the state of Missouri appealed the trial court's order, asking that the Supreme Court review both the remedy proposed to desegregate the schools and the federal judge's tax order.

In its decision, however, the Supreme Court did not rule on the substance of the remedy — the construction plan — but confined its decision to the judge's procedural action — the taxation order.

It found, in a 5-4 decision, that the federal trial judge was wrong to have ordered the tax increase himself, but rather should have set-

Analysis and Commentary

aside the referendum requirement and directed the local officials, themselves, to increase the taxes.

Justice Byron R. White, writing for the majority, stated: "Authorizing and directing local government institutions to devise and implement remedies not only protects the functions of those institutions but, to the extent possible, also places the responsibility for solutions . . . upon those who have themselves created the problem." Justice White also pointed out that the majority was not substantively re-

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America's counties

Spotlighting rural issues

By Joe McClure
commissioner

Webb County, Kan.

NACo's Agriculture and Rural Affairs Steering Committee is now four years old. The committee has come a long way in developing sound policies on rural development, food safety, international trade and the 1990 omnibus farm legislation.

The committee membership keeps growing each year. While there always is some turnover in elected officials, it does not seem to affect the Agriculture and Rural Affairs Steering Committee. There now are more than 100 county officials serving on the committees.

This year the committee has been actively involved in three major legislative issues — rural development, the farm bill and food safety.

Under the leadership of David Fields, Bienville Parish, La., NACo has been in the center of the legislative debate on rural development. Jack Foresman, Cherokee County, Iowa, has led NACo's efforts to develop a comprehensive policy on the 1990 farm bill. Ann Goodnight, Collier County, Fla., has been pushing NACo for several years to have policies on food safety and trade. I am very fortunate to have these three outstanding officials as chairs of our subcommittees. In addition, we have two experienced leaders as vice-chairs of the steering committee: Grady Hunter, Yakim County, N. C., and Rolland Starn, Stanislaus County, Calif.

As you have read elsewhere, both the U.S. Senate and the U.S. House have passed rural development bills. We now are waiting for the appointment of a conference committee to work out compromise legislation. There are provisions in each bill which we like. We particularly feel strongly about the flexibility provided to state and local officials in the House bill. County officials attending the Legislative Conference worked hard to defeat an amendment on the House floor which would have eliminated this flexibility. The sponsor of the House bill, U.S. Representative Glenn English (D-Okla.), was particularly complimentary of NACo's efforts in getting the legislation passed.

Since its start, the steering committee has spent a lot of time discussing agricultural policy. It was not until last year, however, that our deliberations had to become serious — Congress was gearing up to address the five-year reauthorization bill.

A small group met last fall in Washington, D.C. and spent two days listening to the experts and all the farm organizations. We outlined a number of issues that should be in a NACo policy position. Our overall guidelines were to speak only to the issues that directly affect county government and issues that affect overall farm income.

Last January, 60 county officials met in Sedgewick County, Kan. to hammer out a NACo policy. Meeting in small groups and as a committee, we came up with a detailed draft statement. The proposed policy was further reviewed and slightly refined by the steering committee at the Legislative Conference. The NACo Board of Directors approved it unanimously.

The steering committee has developed a number of policies on food safety, use of pesticides and water quality. Many of these issues will be debated as part of the farm bill. In a separate resolution approved at the Legislative Conference, the committee urged support for legislation prohibiting the transport of food in trailers contaminated by the backhauling of garbage and toxic wastes.

There is a lot at stake in this session of the Congress for rural and agricultural counties. NACo has become a critical and credible voice in these deliberations.

(Commissioner McClure is chairman of NACo's Agriculture and Rural Affairs Steering Committee.)

Rostenkowski looks to simplify tax law on bonds

By Susan White
associate legislative director

U.S. House Ways and Means Committee Chairman Dan Rostenkowski (D-Ill.) will introduce legislation later this year to simplify the Tax Reform Act of 1986 and is expected to include in his bill, proposals for easing some of tax reform's bond curbs. Chairman Rostenkowski began his tax simplification effort in February when he called on the public for suggestions to make the tax code simpler and more workable.

The committee held a series of hearings, at which NACo was represented, on how to simplify the code for individuals, the corporate sector, state and local government. However, he did not, at that time, indicate whether he would offer legislation this year.

Such a tax bill would most likely be part of a larger package which must be drafted to address the \$15 billion in new revenues estimated to be needed in order to meet overall FY91 budget needs and the Gramm-Rudman-Hollings requirements.

NACo, the National League of Cities, Government Finance Officers, U.S. Conference of Mayors, National Conference of State Legislators, the National Association of State Treasurers and the National Governors' Association have joined together to develop a list of priorities in the tax-exempt bond area for possible inclusion in the chairman's bill.

Last week, the tax staff of these groups convened in a meeting organized by the White House Inter-

governmental Relations Office with Department of Treasury officials and staff from the President's Council of Economic Advisors. The purpose of the meeting was to share the public interest groups' tax-exempt bond priority list with the administration and to begin discussions to determine its level of support for these proposals as tax legislation moves forward. It was agreed that discussions would continue with the administration in anticipation of the simplification measure.

Specifically, the state and local priority list targets provisions that affect the demand for tax-exempt debt and the supply of state and local debt — how many bonds and what types of bonds are issued.

Within these categories the groups developed a consensus about nine issues that will serve as the lobbying guide for this year's tax legislation. (See p. 3)

In the meantime, the Ways and Means Committee staff is working to address both demand and supply side issues, especially the corporate sector's decreased activity in the tax-exempt bond market caused by tax disincentives authorized under the 1986 Tax Reform Act. Some relief will probably be included in the bill.

Corporate demand for state and local bonds has declined steadily since 1986, primarily because of the inclusion of tax-exempt interest in a corporation's calculation of the alternative minimum tax and the near-elimination of the 80 percent deduction banks took for purchasing and carrying tax-exempt securities.

The bank deduction remains

only for debt purchased from issuers expecting to sell less than \$10 million in governmental bonds annually.

Another area Rostenkowski is likely to address in his legislation is the arbitrage rebate requirement. Although this issue was addressed and some relief to counties and others was included in last year's tax bill, it is becoming clearer that there are some technical problems still remaining and the requirement to spend arbitrage earnings within two years is not realistic for many public projects.

Many facilities, including federally mandated wastewater treatment projects, take up to 48 months to complete and the state and local groups are urging the federal government to take this into account as legislation is drafted.



U.S. House Ways and Means Committee Chairman Dan Rostenkowski (D-Ill.) will introduce legislation later this year to simplify the much maligned 1986 Tax Reform Act.

Study will analyze role of elected officials in justice administration

By Donald Murray
associate legislative director

The Advisory Committee on Intergovernmental Relations (ACIR) will launch a major study on the roles played by local, state, and federal legislators and chief executives in the administration of criminal justice, according to ACIR Chairman Robert B. Hawkins, Jr., who announced the study's start-up, May 7.

In his announcement, Hawkins

said, "Local officials especially are at the center of a collision in the criminal justice system between the public's desire to crack down on crime and government's limited budgetary resources. This collision is particularly evident today because of the many stresses facing the criminal justice system, including the corrections crisis, escalating costs, and the drug problem."

Ann Klinger, NACo president, said that such a study is "sorely needed because it is the chief elected official who formulates

governmental policy and commits public resources, but amazingly the roles of government and the roles of the elected officials who direct these governments have been largely overlooked."

Although the President's Commission on Law Enforcement and Administration of Justice in 1969 and the National Advisory Commission on Criminal Justice Standards and Goals in 1972 produced exhaustive examinations of the nation's criminal justice system,

See ACIR STUDY, page 6

Locals form united front on needed tax reforms

(Ed. Note: The following statement details the agreement reached by state and local government groups about reforms needed to change the negative impact of the 1986 Tax Reform Act on the municipal bond market. They have been made to U.S. House Ways and Committee Chair Dan Rostenkowski (D-Ill.), and are presented here to fully brief NACo members.)

1) Increase the small-issuer exception for the bank interest deduction from \$10 million to \$25 million.

The loss of the bank interest deduction has increased the cost of financing for many smaller governmental issuers. We support providing the bank qualification to more issuers because it simplifies the financing process, permitting issuers to go directly to their local banker to borrow, rather than the more costly and time-consuming bond market.

2) Remove private-activity bond tax-exempt interest from the individual and corporate alternative minimum tax (AMT).

The inclusion of the private-activity bond interest in the AMT has caused corporations, mostly banks and insurance companies, to drop out of the market and to purchase bonds not subject to the tax. The additional cost of borrowing to state and local governments goes directly to investors and does not benefit the federal government.

3) Remove tax-exempt interest from the corporate AMT-adjusted current earnings preference.

The tax-exempt bond market is now dominated by individual investors as corporate investors are no longer net purchasers of tax-exempt debt, due, in large part, to the taxation of all tax-exempt interest earned by these institutional investors under the AMT-adjusted current earnings preference. This presents a serious risk that the market will be unable to support future volume without forcing state and local governments to increase their borrowing costs.

4) Raise the small-issuer arbitrage rebate exception from \$5 million to \$25 million.

The arbitrage rebate should be repealed. If it is not, then we support changes in the tax code to limit the impact of this requirement which is overly burdensome. To provide relief to small communities that are least able to handle the complex rebate regulations and

penalty requirements, we support raising the small-issuer rebate exception to \$25 million.

The current \$5 million limit is too restrictive as local borrowing needs for infrastructure grow and federal financial involvement diminishes. Small governmental units issue bonds and notes infrequently, and when they do they often borrow for multiple projects. This practice of aggregating borrowing should not be curtailed because of an exceedingly low rebate exception limit. It is inefficient and unnecessarily increases costs of issuance.

5) Provide rebate relief to issuers that sold bonds before the enactment of the two-year rebate exception.

The burdens and complexity of the arbitrage rebate which Congress recognized and responded to in 1989 by enacting the two-year rebate exception should not be imposed on any bond issuer. Congress should provide relief to issuers who must comply with an unworkable mandate in the absence of a complete and workable set of rules. We support giving issuers the option to comply with the two-year rebate relief provision if they sold bonds between the effective dates of the present law rebate and the date of enactment of the 1989 Omnibus Budget Reconciliation Act.

6) Permit a greater number of issuers to avail themselves of the two-year rebate exception.

The current two-year exception is not available to many construction bond issues that either (a) physically take more than two years to construct, e.g., wastewater treatment facilities, or (b) take longer than two years to complete, due to state or local financing laws based on sound fiscal policy. Permitting a greater number of issuers to avail themselves of the expenditure provisions without providing opportunities for abusive arbitrage earnings would greatly simplify the compliance burden on state and local government borrowers.

7) Bonds for government-owned facilities should be categorized as "governmental" bonds.

The current law is inconsistent in its treatment of government-owned facilities. Some of these facilities are inappropriately categorized as private activities and are subject to most private-activity bond restrictions.

8) Increase the 10 percent

threshold in the security interest test and trade, or business test and eliminate the unrelated or disproportionate use test.

The 10 percent threshold complicates and increases the costs of governmental financing because significant effort is required to substantiate compliance. Furthermore, it ignores the need for public-private partnerships on critical public projects. We support returning to the 25 percent level in prior law, which provided the necessary flexibility without permitting abusive transactions. Additionally, the five percent unrelated or disproportionate business use test adds un-

necessary complication. We support the repeal of this test.

9) Provide an exemption from the volume cap for mortgage revenue bonds and multifamily housing bonds sold to purchase foreclosed properties under the affordable housing provisions of the Financial Institutions Reform, Recovery and Enforcement Act (FIRREA).

The 1986 Tax Reform Act subjects multifamily housing bonds and single-family mortgage revenue bonds to the private-activity, state-by-state volume caps. These bonds are thus forced to compete against all other private-activity

bonds, severely limiting their potential as a means to raise capital to finance the acquisition of affordable housing under the FIRREA legislation. With the federal government trying to dispose of up to \$400 billion worth of property, that portion of the property meeting the low-income housing restrictions set in the law and financed through single-family or multifamily bonds, should not count against the cap.

Rather, the tax code should work in concert with the federal goal and objective of prompt disposal with emphasis on meeting the nation's low- and moderate-income housing needs.

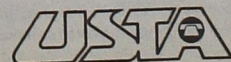
Cable TV Legislation

The NACo Board of Directors has adopted a Cable TV Resolution which calls for:

- Competition, including the telephone company;
- Restoration of rate regulation where there is no effective competition;
- Technical standards;
- Restoration of real franchise authority; and
- Universal service, especially in rural areas.

Contact your senators and representative today and tell them you want NACo policy enacted!

For more information call:
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BARKER

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provide federal funds to upgrade and maintain the interstate and primary systems.

In terms of financing, the baseline for these programs would be no less than the funds currently authorized for the programs they would replace. The bridge program would receive \$1.6 billion, the urban/suburban mobility program \$750 million, the rural access program \$650 million and the 4-R/primary program \$5.1 billion. The interstate construction program is

eliminated, and the \$3 billion presently going to that program is reallocated with no less than 50 percent going to the urban/suburban mobility, rural access and bridge programs, with the 4-R/primary receiving the remaining funds.

The transit program, Barker told the subcommittee, would retain its separate identity. He did urge that more flexibility ought to be given to recipients of transit funding about whether they spend allocated funds on capital or operating needs. Transit

financing, Barker suggested, should come from a dedicated source of revenue, and an increase in the gasoline tax should be sought in order to ensure a dependable source of revenue for transit.

The afternoon took Commissioner Barker to the hearing room of the Transportation Appropriations Subcommittee. While the morning hearing was about a multi-year program for the future, the afternoon's testimony concerned one year — FY91. Barker told Chairman Bill Lehman (D-Fla.) that it was time for the federal government to start paying its share of transportation costs. He informed the subcommittee that the local share of highway funding increased from 23 percent in 1980 to 29 percent in 1987, and in transit from 34 percent in 1980 to 41 percent in 1987. The federal share has decreased in those years.

Barker asked for more spending in FY91 for the federal highway program. He said, "The obligation ceiling proposed by the administration is simply inadequate. With our nation's highways and bridges requiring substantial investments, and with a \$10.6 billion balance in the highway trust fund, it makes little sense to reduce spending in the highway program by \$245 million."

Barker told the subcommittee that the \$13.3 billion recommended by the House Budget Committee was a good place to begin, though NACo and six other state and local government groups believe that the obligation ceiling ought to be set at \$15 billion, approximately \$2.7 billion above the current year's level.

Moving on to mass transit, Barker stated that, "NACo appreciates what the members of this sub-

committee have done to try to hold the line on reductions to the transit program." He added that "It is now time for mass transit funding to turn around."

Aside from the general need of transit systems for more federal dollars, Barker cited two pieces of federal legislation that are likely to be enacted this year — the Clean Air Act and the Americans with Disabilities Act — which will require substantially higher levels of spending on transit. He asked that transit funding be at least at the current services level which is this year's funding adjusted for inflation.

Copies of NACo's statement on the future of the Surface Transportation Program and the testimonies discussed in this article are available by contacting the Legislative Department at NACo, at 202/393-6226.

NACo ON THE MOVE

◆ NACo has received approximately 1,400 Achievement Award entries which are now being evaluated. Winners will be announced at the beginning of June.

◆ Scottish housing officials stopped by NACo headquarters, April 30, to talk about community development issues with legislative staff **Haron Battle**. Public/private partnerships, creative financing and intergovernmental relations were among the items discussed. The following day, U.S. Housing and Urban Development Secretary Jack Kemp met with Battle and NACo Executive Director **John Thomas** on proposed housing legislation.

◆ Legislative Director **Ralph Tabor** and several Louisiana county and private sector officials stopped by U.S. Senator John Breaux's (D-La.) congressional office, May 1, to speak about the wetlands portion of the farm bill. Later that day, Tabor spoke to a group of U.S. Forest Service extension officials about economic development.

◆ Arapahoe County, Colo., Commissioner **Tom Eggert** was honored, March 23, for his efforts to promote regionalism and metropolitan cooperation with the Denver Regional Council of Governments' (DRCOG's) John V. Christensen Memorial Award. The award is named after the late John V. Christensen, who once served as an Arapahoe County commissioner and one of the DRCOG's founders.

◆ On April 30, Research Associates **Marilou Fallis** and **June Garrett** attended a statewide conference on job training in West Virginia. Fallis spoke to the group on changes in JTPA performance standards. Job training officials traveled to Washington, D.C. for a workshop, put together by Research Associate **Neil Bomberg**, on negotiating skills, April 24-25.

◆ U.S. House Energy and Commerce Committee staff met with legislative staff **Tom Joseph** late last month on the reauthorization of the National Health Service Corps. The legislation is expected to be considered by the committee in mid-May. During a meeting at the American Public Health Association, Joseph got the latest information on appropriations for the Centers for Disease Control (CDC), and heard from CDC Administrator Dr. William Roper who spoke.

◆ Legislative staff **Barbara Paley** participated in a work group, May 1 in Arlington, Va., called by the Environmental Protection Agency to help update its solid waste management strategy.

◆ **Jerry Streichert**, field construction engineer, Shiawassee County, Mich., and newly elected president of the National Association of County Engineers (NACE), met with legislative staff **Bob Fogel** and Executive Director **John Thomas**, May 2, at NACo headquarters. NACE Executive Director **Milt Johnson** was also in attendance.

Correction: In the April 30 issue, the House version of the clean air bill was incorrectly reported to have passed the House. The bill was approved by the House Energy and Commerce Committee and is pending floor action.

Georgia now requires training for newly elected commissioners

By Ann Klinger
special correspondent

All new county commissioners in Georgia must receive training before they take office as a result of legislation passed during the recent session of the Georgia General Assembly.

The legislation, sponsored by the Association of County Commissioners of Georgia (ACCG), also mandates certification for county clerks. John Jeffreys, newly elected president of ACCG, noted "Alumni of the Georgia training program provided the impetus for the unanimous vote in the state legislature."

According to Jerry R. Griffin, state association executive director, the only criticism from many commissioners was that the legislation didn't mandate continuing education and training for all commissioners.

The state association has assumed a leadership role by providing training to help equip county commissioners meet the challenges they face in the 1990s. Hal Holtz, director of governmental training for the University of Georgia, points out that training has provided comprehensive orientation to the tremendous job county commissioners have to do. "New county commissioners who have this training are better able to be-

come more productive immediately as understanding of county government is increased and enhanced."

ACCG has established a commissioner certification program in partnership with the Carl Vinson

Institute of Government of the University of Georgia. The course requires 45 hours of instruction, part of which is required and part of which is elective. The first class graduated in April, at the association.

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County News

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

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GEORGIA

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tion's 76th annual meeting in Chatham County. The president of the university presented the certificates. Currently 327 of Georgia's 735 county commissioners are enrolled in this program.

This fall ACCG will institute the first class of a leadership academy, an intensive three-day leadership development course. According to ACCG Past President Fred Deloach, about 30 county officials will participate each year. "We believe the leadership academy will pay real dividends to the citizens of the state," Deloach predicted. Each day the leadership academy training will focus on a major theme: 1) how leadership style affects people the commissioner interacts with; 2) team building and goal setting; and 3) leadership development in the county, the community and the state.

He pointed out that counties in Georgia can provide any service a city can. The latest estimate is that 58 percent of Georgians live in unincorporated areas, so most of the population looks to the county for a full range of urban services.

In Georgia, as elsewhere, counties have responsibilities for some of the less popular functions of local government including tax collecting — not only for county government, but also for the schools and cities — property assessment, and the siting of less popular public facilities such as jails and landfills.

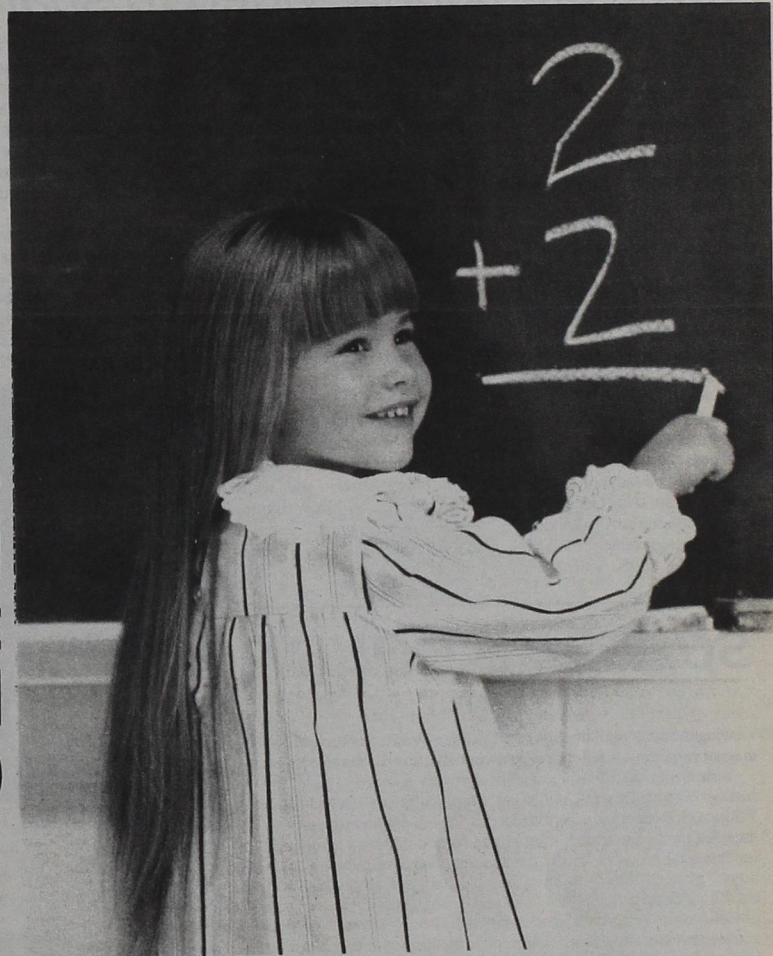
According to Executive Director Griffin, historically counties have had political clout in Georgia and are now recognized fully at the state level as major players in today's society.

This last session, ACCG played a key role in every major bill that passed the state legislature affecting local government. This included a comprehensive solid waste management act, impact fee legislation, property tax assessment changes and comprehensive planning standards.

Georgia counties have demonstrated the willingness and ability to take on controversial issues and face difficult challenges. Griffin stated "since most of the growth is taking place in unincorporated areas, it is counties that are first facing the fact that state and federal governments are no longer providing the traditional 75 percent grants which helped cover the cost of sewage treatment facilities. Today they are having to be financed 100

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New York county video to share limelight with top films

By Jill Conley
staff writer

Sam David, director of the Chemung County, N.Y. Office for the Aging, and Constance Barone, director of the Chemung County Historical Society, weren't aware of their cinematic talents when they set out to produce an educational video that ending up winning a top video award.

Their 28-minute video, "A Heritage Uncovered: The Black Experience in Upstate New York," which began as one prong of a larger project concerning the elderly, is now leading the two first-time filmmakers to Chicago where they will accept a National Media Owl award presented by the Retirement Research Foundation May 17.

Hosted by film critic Gene Siskel and advice columnist Ann Landers, the annual awards honor producers of outstanding films, videos and

television programs on aging. Winners were judged on the basis of technical quality, accurate presentation and potential social impact by a jury of media professional and experts in the field of gerontology. Of the more than 425 producers vying for the 1990 prizes, only 13 were selected to receive awards.

"A Heritage Uncovered" shares the spotlight with "Dad," which stars Jack Lemmon and Ted Danson, and the Academy Award-winning "Driving Miss Daisy," starring Jessica Tandy and Morgan Freeman, both winners in the Television and Theatrical Film Fiction category. The Chemung County video will receive first prize in the Community Video category.

Influenced by a major exhibit on upstate black history and scant written material on black culture, "A Heritage Uncovered" features oral histories from elderly black residents of Chemung County.

Targeting an intergenerational audience, issues include education, employment and discrimination, touching on post-Civil War amendments and the Civil Rights movement. The project, which was sponsored, in part, by a grant from the Elmira-Corning Bicentennial Commission on the U.S. Constitution and the New York State Office for Aging, was a true example of a successful community effort, according to David.

Paragon Cable, a local television station contributed equipment and technical support to the effort. A

professor at a local college volunteered expertise on the historical context of the production. An employee of the Corning Glass Company allowed David and Barone the use of her music library and offered advice on background music. Many others were involved.

When the project was first launched, David and Barone never dreamed it would draw in the kind of recognition it has. "We went into it sort of wide-eyed and bushy-tailed," said David. "Neither one of us had any experience in video production, consequently, neither one of us had any ego invested."

After taping 15 hours of interviews and editing the footage down to 28 minutes, David and Barone still didn't know what a winning film they had. It wasn't until the video, in its final format, was first shown to its subjects and their families that David and Barone

began to see how good it really was. "We knew that if we were going to get criticism, it would be from the participants," said David. "They loved it. We knew then that it was good."

After completing the video, a memo from the Retirement Research Foundation requesting nominations and submissions for the National Media Owl awards happened to land on David's desk. Reluctantly, the two first-time filmmakers submitted their film. On May 17, David and Barone go to Chicago to be honored alongside the big names in show business for a job well done.

"Why don't you go to Hollywood? The walk would do you good," David's father would tell him when he was misbehaving as a child.

"I guess I've finally begun to take his advice," said David.

SUPREME COURT

from page 1

viewing the content of the trial court's order — the construction and magnet program — but was only reviewing its order to raise taxes.

Writing for the minority, Justice Anthony Kennedy, joined by Justices Sandra Day O'Connor, Antonin Scalia and Chief Justice William H. Rehnquist, asserted that this "casual embrace of taxation imposed by the unelected, life-tenured federal judiciary disregards fundamental precepts for the democratic control of public institutions." Justice Kennedy warned that the Court's decision may well extend far beyond that issues of school desegregation: "There is no obvious limit to today's discussion that would prevent judicial taxation in cases involving schools, prisons, hospitals or other public institutions, or indeed to pay a large damages award."

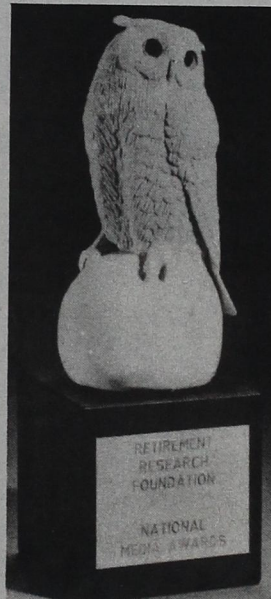
Equitable enforcement to secure compliance with school desegregation requirements has long been a particular concern of the federal judiciary; perhaps in no other area has there been as creative and complex an exercise of judicial authority over the decision process of local government. Nowhere, however, has a federal court directly linked taxing authority with desegregation remedies. In this respect, *Missouri v. Jenkins* can be viewed as unique.

However, given the Court's assumption that the federal supremacy clause allows federal judicial intrusion into state and local financial legislation, counties are faced with the possibility that more and more local governments will be subject to a similar threat.

The extensive, almost palatial nature of the award (planetarium construction, movie theaters, robotics labs, interactive computer wiring for most classrooms, etc., all going far beyond the current norm for most school districts) and the cavalier unwillingness of the Supreme Court to consider the substance of this order, demonstrates the inherent danger for local governments.

No longer does it appear that financial limitations stand in the way of a court-ordered remedy. The federal court may attempt to ignore or overrule any political or legal limitation — making problems with the environment, jails or transportation, for instance, ready targets for litigation.

In particular, this concept invites the "collusive" lawsuit, where certain public agencies join with citizens to sue other public agencies for greater funding. Whether such litigation will be filed, or if filed, will be successful, cannot be predicted. However, given the public's pressure on local government for increased service and local government's continuing inability to fund these desires, it is reasonable to assume that *Missouri v. Jenkins* and the newly assumed power taxation by judicial fist will be heard from again.



Chemung County, N.Y. will claim its National Media Owl award, May 17.

GEORGIA from page 5

percent with user fees." This is only one of the very expensive infrastructure needs counties are having to meet — transportation, solid waste, indigent health care, indigent defense, jail overcrowding and land use controls are all areas that can create challenges, and potential negatives for county commissioners.

The Georgia Association, which will soon begin its 77th year of operation, has 159 member counties — more than any other state except Texas.

Georgia is the largest state in land area east of the Mississippi, and two of Georgia's metropolitan

counties have been among the fastest growing counties in the nation for the last several years. After the 1990 census, Georgia expects to add two new congressmen to its delegation.

As the new ACCG President John Jeffreys said, "The old false image of county commissioners being concerned only with roads has changed as county governments in Georgia, and elsewhere, have developed dynamic strategies to cope with complex problems. The dramatic change in county government in the last 10 years is evident in Georgia and in counties in every state in America."

ACIR STUDY from page 2

some have argued that they, nevertheless, failed to provide any detailed investigation and analysis of the roles, functions and interrelationships among general purpose governments in the administration of justice. Their focus instead was on the "practitioner" and "exemplary practices," as opposed to political leadership and intergovernmental reform.

"The elected officials of general purpose governments have to create for themselves decision-making opportunities," Hawkins added. "We need to improve intergovernmental cooperation and consultation in the administration of criminal justice. As we do this study, therefore, we look forward to input from NACo and other local and state officials."

In a resolution passed in 1989, NACo formally recommended that ACIR be commissioned to undertake this study. The resolution was the product of a NACo Justice and Public Safety Steering Committee retreat on the administration of justice. Maricopa County, Ariz. Supervisor Carole Carpenter chairs the committee.

ACIR has entered into an Interagency Agreement with the National Institute of Justice in the U.S. Department of Justice for the primary funding of the 18-month study.

Harvey Ruvin, former NACo president and ACIR research committee chair, said he was, "very pleased that the project would begin working with elected officials from across the country." He added

that U.S. Attorney General Dick Thornburgh, an ACIR member, has sought to promote better intergovernmental cooperation in criminal justice.

The study's key goals are to help general elected officials develop a better understanding of criminal justice, make better policy decisions and develop better mechanisms for coordination and cooperation in administering the system.

ACIR is the bipartisan commission established by the Congress in 1959 to monitor the American federal system and make recommendations for change. Its 26 members include private citizens, members of Congress and the executive branch, governors, state legislators, county officials and mayors.

Special Report: Rural Development



U.S. senator looks at rural health care

By Tom Harkin
U.S. Senator (D-Iowa)

If the residents of rural communities are going to have quality health care in the 21st century, we have to get the systems in place now that will be able to respond to the shifting rural environment.

After years in the shadows, rural health care has come onto center stage in the Congress. That's right where it belongs. As chairman of the Senate Appropriations subcommittee that funds the Department of Health and Human Services and its rural health care programs, I want to keep the focus on rural health.

When I joined as a founding member of the Senate Rural Health Caucus in 1985, only a few in Congress were aware of the great need in rural communities. Now, the Senate Rural Health Caucus is more than 70 Senators strong. Even the administration is getting involved in rural health care issues. That's like moving Mohammed to the mountain — or to the Heartland, in this case.

What would it take to make our health care system equitable for people who live in rural areas? One of the most important steps is to make Medicare's Prospective Payment System (PPS) a fair system. Medicare pays health care providers, like hospitals and doctors in rural areas, less than the providers in cities. That just doesn't make sense, and we've made a lot of changes to fix the system.

PPS isn't perfect yet, but it's getting better. I introduced a resolution last year calling for elimination of the urban-rural differential as soon as possible. Rural hospitals and physicians deserve equity now.

In the Senate Appropriations Committee, I'm going to use this year to follow up on work I started last year as chairman of the subcommittee that funds the Departments of Labor, Health and Human Services, and Education.

Even with the urgent drive to reduce the deficit and limit federal spending, I knew we could redirect federal spending to give the programs that serve rural Americans' top priority.

My 1990 "Action Plan for Rural America" targeted \$150 million to rural health and education programs. The National Health Service Corps got a raise, and so did primary care health professions and nursing education programs like family medicine, general dentistry, physician assistants and nurse practitioners. The plan increased funding for Area Health Education Centers, and provided first-time funds to Border Health Education Centers, grants for interdisciplinary training for rural health providers, and for training allied health professionals. Funding for rural health transition grants doubled to \$18 million.

To address the pressing mental health problems in rural areas, we set aside \$10 million for rural and Native American mental health research and demonstration projects. The National Institute of Mental Health has established a new Office of Rural Mental Health to oversee work.

The Action Plan increased rural health research funds for the Office of Rural Health Policy and for the National Center for Health Services Research for work on the rural health services research agenda. We got the National Institute of Health involved in rural health research as well, with new initiatives in cancer, environmental health, rural aging and nursing research.

One of the most important projects of the Action Plan was a new initiative at the Centers for Disease Control on farm safety and agricultural injury. There were about 534,000 nonfatal injuries in agriculture annually during 1979 and 1980. Agricultural workers incur 90,000 disabling injuries a year. They are more likely to develop work-related diseases and certain types of cancer. We added more than \$13 million for surveillance, research and intervention activities.

Finally, we added funds for two projects in rural education to boost the linkages between isolated rural schools and the mainstream of American education.

I'm proud of the start we made last year in the Appropriations Committee. This year I'm going to work to build and strengthen rural health programs, and I want to work with the National Association of Counties on that goal.

But I don't think we should stop at rural health programs: transportation, education, telecommunications and other advances are vitally important to rural areas. I'm working on a bill now to boost the communications infrastructure in rural areas. "Access" means more than just being near a health facility. We need to keep rural areas in the technology loop also.

The farm bill will tailor programs like Women, Infants and Children (WIC) and Food Stamps to serve more rural families. We need to put an agriculture safety expert in the U.S. Department of Agriculture and to provide support for state offices in rural health.

The National Association of Counties has been involved in the National Health Services Corps reauthorization. As a member of the Labor Committee, I'm going to make sure that the National Health Services Corps is strong enough to continue bringing doctors, nurses and other health professionals to underserved rural and inner-city areas. We need this program more than ever in rural America.

We've now entered the last decade of this century. By the year 2000, we're going to need a different health care system in this country, especially in rural areas. This rural population is continuing to age, and the out-migration of younger people appears to be on the rise. The census will show that, come the



U.S. Senator Tom Harkin

21st century, rural America is going to be a little older, a little quieter, and people will be a little further away from services.

If the residents of rural communities are going to have quality health care in the 21st century, we have to get the systems in place now that will be able to respond to the shifting rural environment. That means maintaining facilities and the professionals to staff them. And it means getting back to the foundation of all health care: primary, preventive services. They're the best care money can buy.

Recently, I introduced the Health Objectives 2000 Act to implement the National Health Objectives for the Year 2000 by building states' capacity to provide key preventive health services.

The costs of preventable disease is over \$680 billion each year in this country. If we could reduce those costs by just 1 percent through greater efforts to reduce preventable disease and disability, we'd save almost \$7 billion.

We could use those critical dollars in rural America right now to develop transportation and communications systems, boost emergency medical services, rebuild our hospitals and nursing homes, and ensure the future of quality rural health services.

That's my goal for rural health care. If you work with me, I know that we can get the job done for rural America.

New legislation seeks to revitalize rural America

By Glenn English
U.S. Representative (D-Okla.)

"Cultivators of the earth are the most valuable citizens. They are the most vigorous, the most independent, the most virtuous, and they are tied to their county and wedded to its liberty and interests by the most lasting bonds." (Thomas Jefferson)

Thomas Jefferson, himself a man devoted to agriculture, knew well the bonds which rural Americans throughout history have felt toward the land and farming as a way of life. One cannot help but wish that Farmer Jefferson were around today to assist us in confronting the challenges which today's

"cultivators of the earth" are struggling to overcome.

Rural America during the last decade, witnessed the exodus of more than five million of its residents at a time when the rest of this nation experienced steady growth. While there was no short supply of well-intentioned rural development initiatives during the 1980s, they have had little effect in bringing about the revitalization which rural areas so desperately need.

On March 22, 1990, the U.S. House of Representatives passed major legislation I authored with Congressman Tom Coleman (R-Mo.) to inaugurate a new era of

See REVITALIZATION, next page



Rural partnerships, building the future

By Patrick Leahy
U.S. Senator (D-Vt.)

was born and raised in Vermont, one of the most rural states in the country. I know the quality of rural living — a style of self-sufficiency, neighborliness and friendliness that is often difficult to find elsewhere.

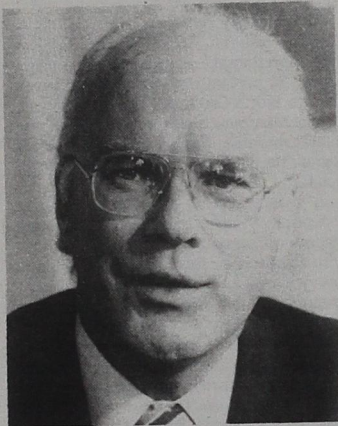
As chairman of the U.S. Senate Agriculture Committee, I have traveled across the country and talked to people living in rural America. I have seen a rural America that is too often in trouble. I have seen a rural America with too many main street storefronts emptied by poor economic conditions.

For this reason I introduced the Rural Partnerships Act of 1989. This legislation passed overwhelmingly in the Senate last August with 40 Senate co-sponsors. The House of Representatives has recently passed rural development legislation, and we now begin work to resolve the differences between the two approaches. The Senate took three basic steps in developing a revitalized agenda for rural America.

First, we are investing in economic growth by creating new businesses and jobs.

In 1988, rural unemployment rates were 28 percent higher than rates in urban areas. Unemployment rates in rural America are a third higher than in non-rural areas.

While agriculture is very important, we often forget that rural America is less and less dependent on agriculture — only 10 percent of rural Americans live and work on farms. That is why we must not only look at agriculture — we must look beyond and



U.S. Senator Patrick Leahy

provide new and struggling businesses with the needed capital to create jobs, opportunity and economic growth. The Rural Partnership Act provides \$300 million over five years for local revolving funds to make loans to stimulate local businesses. Loans must be matched dollar for dollar by local banks. This partnership program is not government driven; it's locally driven.

Second, we are investing in human resources by improving schools and health care. Students in rural America want to learn, but too often they do not have the same educational resources that students in the big cities have. The Rural Partnership Act invests \$110 million over five years for rural

"star schools." That means the student attending a school in a very small rural school district has the chance to use telecommunications to take a math, science or foreign language course not offered at his or her school.

In 1988, more than half of hospital closures were in rural areas. Since 1980, 190 rural community hospitals have closed and another 600 are in danger of closing. This means that rural residents often must travel hundreds of miles for specialized health care.

The Rural Partnership Act provides \$90 million over five years to link rural hospitals to modern medical centers. This means that a physician in a small town wanting a second opinion when treating a patient with a heart attack could send the patient's EKG by satellite and consult with doctors in a major medical center. This means state-of-the-art heart care in rural communities.

Third, we are investing in quality of life by helping rural communities provide safe drinking water and waste disposal. A 1989 Environmental Protection Agency (EPA) survey found that 70 percent of our nation's substandard waste water facilities were in rural areas. In 1984, EPA found that two-thirds of rural water supplies violated federal drinking water standards. If we follow current EPA and U.S. Department of Agriculture spending, it would take 66 years to bring clean water to rural America. That's not good enough.

The Rural Partnership Act provides \$315 million over the next five years for loans and grants to rural communities to meet federal clean water standards. It is an important step that gives rural America the tools it needs to build for the future.



While agriculture is very important, we often forget that rural America is less and less dependent on agriculture — only 10 percent of rural Americans live and work on farms.

REVITALIZATION

from previous page

operation and self-determination in rural communities. Our first point of departure in crafting this landmark legislation, was to listen to individuals most immediately affected by rural development efforts in their communities.

My subcommittee conducted 14 hearings throughout rural America at which a record of 242 witnesses testified. Clearly, the common denominator expressed in nearly every hearing was that in the face of tight budgetary constraints, flexibility should be provided within existing rural development programs to utilize available funds in the most cost-effective manner.

As a result, the Rural Economic Development Act of 1990 is regarded by rural organizations, members of Congress and administration officials as an unprecedented attempt to empower rural residents with this flexibility to determine their most urgent priorities while plotting an economic future which extends the greatest promise for growth and revitalization.

Through the creation of a Rural Development Administration within the Department of Agriculture, a new delivery system for dispersing existing funds would be established. In this way, the limited federal funds available could be maximized and channeled to those initiatives that will realize a community's fullest potential.

The legislation further requires local areas to establish short and long-range plans for developing their economies through a cooperative and regional effort.

In order to qualify for available funds,

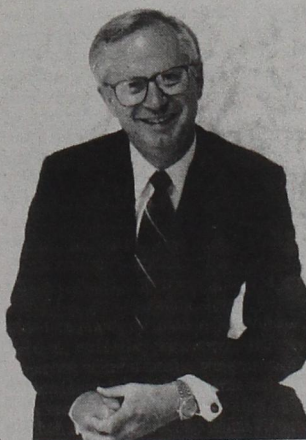
states would be required to establish a technical review panel, known as the Rural Economic Development Review Panel. This panel would consist of representatives from statewide organizations that deal with rural development issues and who are, themselves, residents of rural America. One of the panel members, in particular, would be appointed by the statewide association of counties to further ensure that the local needs of a state are adequately addressed. These review panels would have the responsibility of evaluating rural development applications in light of the priorities established by the communities from which the applications originate.

The funding allocations affected by H.R. 3581 involve the rural water and waste grants and loans, community facility loans, and business and industry loans. For the first time, these vital programs would be able to work in concert as opposed to the scatter-gun approach which has undermined their effectiveness in years past.

The U.S. Senate passed its version of rural development legislation last August. It will now be the task of a conference committee to reconcile the differences between the two bills prior to the president's signature.

Indeed, while the problems facing rural areas will never be solved overnight, I am confident that the Rural Economic Development Act offers the necessary tools to build a more promising future for Americans who choose to live and work in rural areas.

The support we have received from the



U.S. Representative Glenn English

National Association of Counties has been a key element in devising alternatives that rural communities can look to in plotting a course that achieves the most for every dollar spent on behalf of their residents. I look forward to working with your association in the months ahead to build on the progress we have made, and to moving rural economies in a new and more vibrant direction.

We realize that many of the problems faced by county governments are now multi-jurisdictional and that they, all too often, are growing.

Extension, poised to help local govt.

John Kenneth Galbraith once said that the federal government gets the money and local government gets the work. As an intergovernmental institution, the Cooperative Extension System (CES) of the U.S. Department of Agriculture has always been committed and motivated to meeting the needs of county governments. From an organizational standpoint, Extension is well-positioned to respond to the problems faced by the thousands of local government units.

Since 1914, the CES has served citizens and leaders at the county level. From the outset there has been a special relationship. To respond to the needs of both urban and rural constituencies, the CES was designed as a cooperative federal, state and local partnership. The work of Extension is practical, problem-centered and situation-based. CES education helps people identify and understand their needs and problems and helps them to use technology and information to address them.

CES is comprised of the Extension Service, the 1862 Land Grant Colleges, plus 16 1890 Land Grant Colleges and Tuskegee University, and more than 3,150 county offices. There are 177 staff at the federal level and more than 16,000 Extension agents and specialists delivering educational programs at the state and county level in agricultural productivity, 4-H Youth programs, home economics, human nutrition and community development.

CES funding reflects its intergovernmental nature. Of its \$1 billion budget, about one-third is paid for by federal dollars, one-half by state funds and one-fifth with county money. In addition, more than 2.5 million volunteers contribute in-kind services and time. The total value of the monetary and non-monetary support is approximately \$5.4 billion. Unfortunately, funding has remained level for the past 10 years, yet educational needs continue to grow and inflation has taken a progressively greater toll on available funds. Despite the budget constraints that all public officials face, CES has embarked on a system-wide agenda involving development of educational programs in three related areas: 1) environmental quality; 2) economic diversification; and 3) social concerns.

Within these themes the system has undertaken six national initiatives that reflect the concerns of county governments across the nation. The six initiatives are: competitiveness and profitability of American agriculture; improving nutrition, diet, and health; revitalizing rural America; water quality; youth at-risk; and waste management.

Waste management is of vital concern to county government. CES is positioning itself to provide a nationwide educational program in waste management alternatives under the leadership of Pat Walsh of University of the Wisconsin Extension. This program is a hands-on effort and will be available directly to local governments.

Regarding the other initiatives, Extension faculty at Land Grant colleges are initiating interdisciplinary research and issue-based programming. This trend reflects the fact that county government officials face problems that require attention from a variety of disciplines.

The priority given water quality is showing results. State Extension Services report that they plan to increase water quality efforts 75 percent over the next two years. Florida, North Carolina, Indiana, Michigan, Texas, Minnesota and Nebraska are pushing hard in this area. Pennsylvania has acquired a grant for public policy education in water quality.

A recent survey shows that 37 state Extension Systems have interdisciplinary teams working on nutrition, diet and health, with emphasis on food safety. Colorado is developing a model interdisciplinary program for use throughout the Extension System focused on improving public awareness of risks and benefits associated with chemicals used in food.

The youth at-risk initiative is creating major opportunities for innovation. North Chicago has created an office to work with city youth and is reviewing funding from local government. Also in Chicago, half the buildings of the Robert Taylor Housing Project, the largest housing project in the world, have 4-H projects.

In North Dakota, the economic development incubator program — a joint project of CES, the Electric Cooperative, and the Lake Agency Regional Council — is providing a growth environment for small business in the greater Fargo area.

Similar innovative business incubator programs are found in Utah, New Mexico, Texas, Illinois, Alabama and New York. There are also a number of core programs carried out by CES that are of direct benefit to county governments.

Extension provides orientation programs for newly elected county officials in a

number of states. Seminars, workshops and technical assistance in support of county officials concerned with specific issues are regular features of all state extension programs. The Rural Information Center, operated jointly with the National Agricultural Library, offers county officials rapid and flexible access to current information on a wide variety of problems faced by county government.

Another NACo-Extension Service Interaction is the NACo Fellowship Program. David Zimet from Florida Extension is the current Fellow. The fellow provides staff support to NACo, especially the Agriculture and Rural Affairs Steering Committee. This program of exchange personnel is a strategy that enriches NACo and the CES.

We in Extension remain thankful for the financial support given us by counties and also for the policy support counties give through NACo. We recognize that the agendas of local government officials are crowded. We realize that many of the problems faced by county governments are now multi-jurisdictional and that they all too often are growing. These problems create an immense demand on county government. The CES is your partner through the Extension System. It will continue to respond to county government needs in the ways that county government suggests and in whatever way the Extension Service can.

(Ed. Note: Adapted from the presentation made by Dr. Myrin D. Johnsrud, director of Extension Service, at the workshop entitled "Your County and the Cooperative Extension System," at the NACo 1990 Legislative Conference.)

Risk management training materials now available from the Extension Service

The Extension Service, U.S. Department of Agriculture, in collaboration with the Public Risk Management Association, has developed an educational program in risk management geared to the needs of smaller communities.

In response to the ongoing tort liability crisis, the Cooperative Extension System in the various states is undertaking a training program for local government officials. If you are interested in the training, contact the Cooperative Extension director at the Land Grant University in your state. You can also purchase the educational materials and videotapes directly.

The written package includes:

- Risk Management Manual — \$7
- Risk Management Workbook — \$5
- Risk Management Instructor's Guide — \$3.50
- Risk Management Techniques — \$8

Order these materials from the Southern Rural Development Center, P.O. Box 5446, Mississippi State, MS 39762, 601/325-3207.

Videotapes include:

- Risk Management for Small Communities (VT248) — \$30
- Emergency Response and Community Right to Know (VT249) — \$30
- Risk Management Training Seminar M83 (available in the spring of 1990)

Order these materials from: Oklahoma State University Agricultural Communications, 112A Public Information Building, Oklahoma State University, Stillwater, OK 74078, 405/744-4050.

An additional videotape is available:

- Leaking Underground Storage Tanks — \$35

Order this from Ag Bulletin Center, Room 245, 30 North Murray St., Madison, WI 53715, 608/262-3346. Checks are payable to University of Wisconsin Extension.



Wabaunsee: Profile of a rural county

By Carlin T. Murphy
Wabaunsee County, Kan.
Extension Service

Two issues being addressed at this time to improve our economic potential, as well as improving and securing our quality of life, are how to dispose of solid waste and develop a secure, quality water supply for the county.

Fire protection for Wabaunsee County is provided through volunteer fire departments and rural fire districts. These fire districts receive support from the county for maintaining and upgrading equipment, and general operation.

However, these groups would not operate without the strong volunteer support of individuals from within the towns and the surrounding rural areas.

Volunteerism plays a vital role in the success of our communities. There is a strong drive and feeling of commitment throughout our communities that helps people to work together, sacrificing time and money to assist others.

Also senior citizen centers and low cost housing have been established in six communities. To supplement this housing and to provide more opportunities for the elderly, an adult transportation system has been developed with county funding. This has been a particularly successful venture.

The county has worked through the County Health Department to administer an extensive Women, Infant and Children (WIC) program for families with limited resources. A recent addition to the services offered by the health department is the home health care program which allows elderly individuals who need some limited medical attention to stay at home rather than be admitted to a hospital or a long-term care facility.

An ongoing problem of health care and emergency service has been improved by the building of a clinic in the county seat of Alma and the formation of ambulance districts for the various parts of the county. Each of these districts are funded by the county.

Most recently, the county is considering a 911 emergency services number. In counties with a large population base or large industrial development, the cost of this system would run 20 to 30 cents per household per month. In Wabaunsee County, the per household cost will approach \$1 per month.

Wabaunsee County is blessed with an excellent system of schools with the major portion of the county being serviced by two unified school districts. Schools in Wabaunsee County serve a larger function for their communities by providing a focal point for many of its citizens.

True economic development activities in Wabaunsee County have centered around supporting small developing businesses, home based businesses and existing agricultural operations.

In the area of small business development, we have seen a tremendous participation of our county businesses in the "From the Land of Kansas" promotional program.

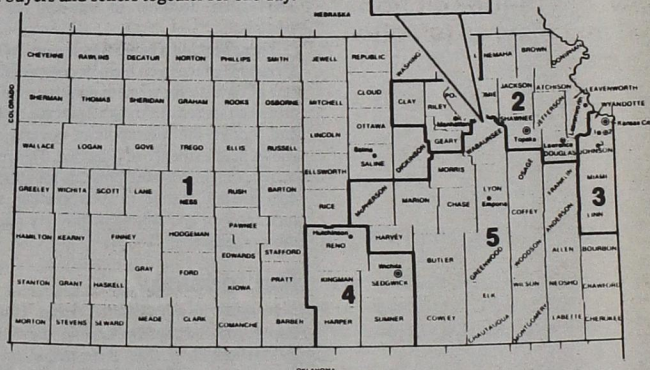
With support from Cooperative Extension Service personnel, two businesses have been able to grow and thrive. Warfels Homemade Fudge and Pastries have become known statewide and nationally

along with Prairieland Popcorn Products and Pies.

Also participating in the Land of Kansas promotion are Alma Cheese, Flint Hills Foods and Briarwood Farms Jelly. At least five different operations are distributing under this promotional program. For the number of businesses in the county, this is a tremendous participation level.

Cooperative Extension is also leading the way to help develop local markets for the diverse crafts industry found in the county. Many individuals around the county practice some art or craft.

Efforts are underway to begin an annual festival at the county fairgrounds to bring both buyers and sellers together for one day.



This is an attempt to bring the crafts of the county together and encourage residents of the surrounding large population centers, such as Manhattan, Topeka and Emporia, to spend a day enjoying the beauty of Wabaunsee County and the talent of its residents.

This leads to another venture that will be pursued further in the future — the development of individual communities into "commuter centers." As mentioned before, the borders of the county are each within 10 miles of three separate labor centers. Also three state universities lie within easy commuting distance.

Finally, an area that has a tremendous amount of potential for Wabaunsee County is the development of tourism within its borders. This part of the Flint Hills has a rich history from Indian to cowboy to railroad, business and agriculture.

A major push is underway to establish antique and collectible merchants in the quaint town of Paxico. Currently, five separate antique stores are located in the old downtown area. Original store fronts give the shops a "good old days appeal."

Historic stone homes and barns along with other attractions, such as Lake Wabaunsee and the miles and miles of stone fences, provide an excellent opportunity for countryside tours. These resources are being explored by various groups within the county to determine the best possible way to promote them.

Finally, a wonderful museum, the Wabaunsee County Historical Museum, is home of the colorful history of this area. Truly, Wabaunsee County is a unique spot in today's fast-paced world.

Cooperative Extension is also leading the way to help develop local markets for the diverse crafts industry found in the county.

Poverty expands in the western region

By Douglas Gwynn, Refugio I. Rochin
and Ed Dolber-Smith

The rate of poverty for western non-metropolitan areas had soared to almost 19 percent by 1986 and, unlike the metropolitan poverty rate, shows little evidence of a decline.

In the 19th century, Horace Greeley advised those who wished to make a better life for themselves to "go west." Today, he would say "go anywhere but the west, and especially avoid the rural west."

As recently as 1980, the rate of poverty in the western region was significantly lower (11.4 percent) than in the United States (13 percent), but poverty has been growing three times faster in the western region, and by 1986 the poverty differential between the western region and the United States had declined to one-half of one percent.

Those seeking a better life in western rural areas today face even bleaker prospects. The rate of poverty for western non-metropolitan areas had soared to almost 19 percent by 1986 and, unlike the metropolitan poverty rate, shows little evidence of a decline. This report on research in progress presents longitudinal data on the change in metropolitan, non-metropolitan and aggregate poverty rates in the west since 1980.

Methodology

Poverty was calculated from Current Population Survey tapes using the federal guidelines for the determination of poverty. Although this definition of poverty has serious flaws, it is the only widely accepted standard for the measurement of poverty.

The Current Population Survey (known as the CPS) is a nationwide survey conducted by the U.S. Department of Commerce Bureau of Labor Statistics to provide monthly labor force data. The CPS March Demographic File provides demographic characteristics of the labor force (U.S. Bureau of the Census).

In the present study, the March Demographic File for the years 1981 through 1987 were used to chart changing trends in poverty. March Demographic File income data is based on the income of the survey household for the previous calendar year, providing income data for the years 1980 through 1986.

The relative distribution of poverty in the western United States

Since 1980, poverty in the United States has increased. While the proportion of persons in poverty increased by 0.5 percent, the absolute number of those in poverty increased by 10.5 percent between 1980 and 1986.

Poverty in the western region increased three times more rapidly than the national average, both proportionally and in absolute numbers.

In 1980, 13 percent of the U.S. population and 11.4 percent of the western population were in poverty. By 1986 the poverty rates had increased to 13.5 percent for the U.S. and 13.1 percent for the western region. Poverty

in the western region increased 1.7 percent. Poverty in the U.S. increased only 0.5 percent.

The incidence of poverty reached a peak in 1983 for both the United States (15 percent) and the western region (14.1 percent). The severe recession of 1980-82 caused poverty rates to increase dramatically by 1983. According to economist Kenneth Deavers of the United States Department of Agriculture's Economic Research Service, there were three major factors contributing to this increase in poverty.

First, the economic decline from 1980 to 1982 forced people into poverty.

Second, eligibility requirements for social programs were tightened, moving others from social welfare programs and into poverty.

Third, high inflation caused persons whose incomes were just slightly above poverty to fall into poverty.

Between 1980 and 1986, the number of westerners in poverty increased from 5 to 6.4 million, a 28 percent increase. During this period, the population of the western region expanded from 43.5 million to 48.7 million (12 percent).

Metropolitan and non-metropolitan poverty trends

Non-metropolitan poverty rates have long been higher than metropolitan poverty rates. "The official Census non-metropolitan poverty rate in 1987 [United States] was one-third higher than the metropolitan rate" (Lerman and Mikesell, 1989), however, the rapid increase in rural poverty in the western region has been especially striking.

Although non-metropolitan poverty has increased nationwide, it has increased more

rapidly in the western region. In 1980, metropolitan poverty was 15.5 percent for the nation and 13.6 percent for the western metropolitan area. In 1986, western metropolitan poverty exceeded the national level of non-metropolitan poverty (18.9 percent) to 18.2 percent).

While poverty has increased in both metropolitan and non-metropolitan areas, non-metropolitan poverty shows the largest increases. While metropolitan poverty, well as total poverty, both rapidly increased from 1980 to 1983 and then declined, metropolitan poverty declined only slightly since 1983.

Summary

1) Poverty in the western region increased more rapidly than in the rest of the country.

2) Between 1980 and 1986, poverty in the western region increased 1.7 percent, from 11.4 percent to 13.1 percent.

3) The incidence of poverty in the western region reached a peak of 14.1 percent in 1983.

4) This high rate of poverty in 1983 was probably due to the severe recessions of 1980-82, tightened eligibility requirements for social programs early in this decade, and high rates of inflation.

5) Following 1983, poverty declined largely due to increased employment, although it has not yet declined to levels existing prior to 1982.

6) The absolute number of persons in poverty increased from about 5 million to about 6.4 million between 1980 and 1986, or about 28 percent, while the total population grew by 12 percent.

(Reprinted from "Western Wire," Winter 1989, a publication of the Western Rural Development Center, Oregon State University.)



Technical assistance publication now available from MRI

Midwest Research Institute (MRI) has just completed the fifth in a series of technical assistance publications on rural economic development. After one and a half years of research, "Recouple — Natural Resource Strategies for Rural Economic Development" is now available as a 230-page guidebook and source book.

"Recouple" is written for rural development specialists, rural community leaders, and natural resource specialists who are seeking ways to add value to a region's natural resources. Examples of presentations include how to use forest and wildlife resources in rural economic development, how to use the forest industry park as a strategy, how to organize a food industry association, and how to use agricultural development as a rural development strategy.

Copies are available by writing Margaret Thomas, Midwest Research Institute, 425 Volker Blvd., Kansas City, MO 64110. The cost is \$25.

Study shows impact of recession on rural counties

(Ed. Note: When a major recession rocked the agricultural community in the early '80s, local governments in ag-dependent economies faced severe declines in real estate values. Purdue University researcher, Larry DeBoer, set out to study the recession's impact on county government and its tax bases by analyzing data from 12, ag-dependent, north central states. His findings were recently published by

The U.S. Advisory Committee on Intergovernmental Relations (ACIR) in a "Staff Report on Local Revenue Diversification and Rural Economies."

The following tables are excerpted from the report and present an overview of the recession's impact. To obtain a copy of the full, 60-page report, send \$8 to ACIR Publications, 1111-20th St., NW, Washington, D.C. 20575.)

Average Value of Farmland and Buildings Per Acre, North Central States, 1981 and 1986

(dollars)

State	1981	1986	Percent Change
Illinois	2,133	1,143	-46.4
Indiana	1,972	1,058	-46.3
Iowa	1,941	841	-56.7
Kansas	590	387	-34.4
Michigan	1,232	936	-24.0
Minnesota	1,231	609	-50.5
Missouri	941	606	-35.6
Nebraska	660	364	-44.8
North Dakota	423	317	-25.1
Ohio	1,727	1,013	-41.3
South Dakota	290	215	-25.9
Wisconsin	1,105	711	-35.7

Source: U.S. Department of Agriculture, *Agricultural Statistics 1987 and 1984* (Washington, D.C.: Agriculture, 1987 and 1984.)

Percent of Non-Property Taxes in Total County Taxes, North Central States, 1981-86

	Big Counties (a)		Small Counties (a)	
	1981	1986	1981	1986
Illinois	25.6	22.1	19.3	13.8
Indiana	7.6 (b)	9.9 (b)	31.2	34.0
Iowa	3.0	2.6	2.4	1.8
Kansas	25.3	28.0	6.4	19.0
Michigan	3.8	4.3	5.1	3.8
Minnesota	1.1	1.8	2.1	2.3
Missouri	57.1	63.9	9.5	45.3
Nebraska	15.2	12.7	13.0	10.3
North Dakota	-	-	-	-
Ohio	26.8	30.7	24.6	29.3
South Dakota	24.0	14.2	11.2	8.8
Wisconsin	1.5	1.3	1.0	1.1

(a) Big counties defined as having 100,000 or more people in 1981; small counties less.

(b) Excludes Marion County-Indianapolis City unified government.

Sources: U.S. Department of Commerce, Bureau of the Census, *Governmental Finances*, 1980-81 (1985-86), U.S.G.P.O., Washington, D.C., 1981 (1986) and *County Government Finances* 1980-81 (1985-86), U.S.G.P.O., Washington, D.C., 1981 (1986).

Changes in Gross Assessed Value North Central States, 1981-1986

Percent Change in Assessed Value

	Big Counties (a)	Small Counties (a)	Farm Counties (b)
Illinois	13.0	-4.0	-13.9 (c)
Indiana	10.8	13.9	4.5
Iowa	18.8	18.9	15.0
Kansas	23.4	-3.6	-6.1
Michigan	14.8	17.4	20.0
Minnesota	31.8	0.5	-16.1
Missouri	73.4	66.1	48.7
Nebraska	44.1	8.0	2.4
North Dakota	-	6.1	1.9
Ohio	14.1	13.1	-2.8
South Dakota	41.5	19.2	12.6
Wisconsin	59.8	53.1	62.4

(a) Big counties defined as having 100,00 or more people in 1981; small counties fewer.

(b) Farm-dependent counties were those with 20 percent or more income derived from agriculture, averaged over 1975-1979.

(c) Excludes DeWitt County, which increased assessed value 91 percent, an atypical experience.

Source: U.S. Department of Commerce, Bureau of the Census, *1987 Census of Governments*, preliminary data, 1989.

Percentage Changes in County Property Tax Revenue North Central States, 1981-86

	Big Counties (a)	Small Counties (a)
Illinois	75.7	34.1
Indiana	58.5 (b)	64.4
Iowa	36.3	36.2
Kansas	59.4	47.2
Michigan	37.9	52.3
Minnesota	60.8	49.2
Missouri	25.8	-10.9
Nebraska	2.4	38.8
North Dakota	-	11.4
Ohio	44.3	37.8
South Dakota	76.7	41.6
Wisconsin	74.2	58.8

(a) Big counties defined as having 100,000 or more people in 1981; small counties less.

(b) Excludes Marion County-Indianapolis City unified government.

Sources: U.S. Department of Commerce, Bureau of the Census, *Governmental Finances*, 1980-81 (1985-86), U.S.G.P.O., Washington, D.C., 1981 (1986) and *County Government Finances* 1980-81 (1985-86), U.S.G.P.O., Washington, D.C., 1981 (1986); Bureau of Economic Analysis, *Survey of Current Business*, July 1988 and earlier issues.

News from the nation's counties

North

NEW YORK

• SUFFOLK COUNTY kicked off the recent Earth Day celebration by announcing the largest single land acquisition in the county's history.

The county has reached an agreement to buy the Hampton Hills property for \$17.8 million. With this purchase, Suffolk County will be protecting more than 1,600 acres of pine barrens through the Clean Drinking Water Protection Program, which was approved by 83 percent of the voters in 1987 and 1988.

Joined by leaders of nearly every environmental organization on Long Island, County Executive Patrick G. Halpin said, "The purchase of the Hampton Hills property is far and away the most important purchase the county has ever made in its land acquisition program because of its size, its habitat and its ecological value."

PENNSYLVANIA

• ALLEGHENY COUNTY commissioners recently instructed the county law department to prepare legislation to amend the Home Rule Charter and Optional Plans law. The amendment would permit changes in the structure of Allegheny County government so

that three currently elected positions may be consolidated into one appointed position of administrator of court records.

The three elected positions are the row offices responsible for records of the Court of Common Pleas; the register of wills; the clerk of courts; and the prothonotary. Under the current structure, the register of wills also serves as clerk of Orphans' Court.

Once legislation has been drafted, it will be presented to members of the Allegheny County delegation to the General Assembly for action this summer. The legislation would enable citizens to vote directly on the change in the form of government.

The commissioners announced that they would like the referendum to be on the November 1990 ballot, as the row offices will be up for election next year.

South

FLORIDA

• The SARASOTA COUNTY Housing Office was presented with a regional award by Jim Chaplin, manager of the U.S. Department of Housing and Urban Development's office in Jacksonville, Fla. in late February.

The award was given for outstanding administration of

Sarasota County's Section 8 rental assistance program. The county was the only Section 8 program winner in all of the southeastern states.

NORTH CAROLINA

• Citizens of MECKLENBURG COUNTY can now watch televised coverage of the regular meetings of the Mecklenburg Board of County Commissioners six times each month.

The meetings are now being televised live on a local cable channel at 8 a.m. on the first and third Monday of each month. Gavel-to-gavel coverage of the sessions is broadcast from the meeting chamber of the Charlotte/Mecklenburg Government Center.

Another television station will rebroadcast the first three hours of each meeting beginning at 9 p.m. on the meeting day, and the cable channel will rebroadcast each meeting in its entirety beginning at 9 a.m. on the Wednesday immediately following the meeting.

The Mecklenburg County Public Service and Information Department produces the programs.

VIRGINIA

• FAIRFAX COUNTY Sheriff Carl R. Peed was recently selected by the American Jail

Association as the Jail Administrator of the Year for 1990.

This award is presented annually to a correction administrator who has excelled in his/her field. Candidates compete on a national level and are considered on the basis of their leadership capability contributing to the professional growth of their jail operation.

Sheriff Peed was selected by a committee of correctional experts upon review of credentials from candidates throughout the country.

Midwest

IOWA

More than 120 county auditors, recorders and treasurers have just completed the very first continuing education class offered by the Iowa State Association of Counties (ISAC) to county officials.

The class, which included five written assignments and four class meetings, covered problem and decision analysis as well as situation appraisal techniques and potential problem analysis.

MISSOURI

• The ST. LOUIS COUNTY Animal Control program was recently named "the most outstanding animal control agency" in the nation by the National Animal Control

Association (NACA), organization of more than 400 members representing hundreds of agencies in all 50 states.

The award was based on number of criteria, including progressive training programs, animal control officers and shelter workers; outstanding and innovative public education programs; and active community involvement.

The St. Louis County Animal Control program handles nearly 15,000 animals each year in its shelters. The section investigates over 2,000 animal bite cases each year and works closely with county police, parks department and other local animal agencies. More than 250,000 animals are registered with the county Animal Control Office.

West

CALIFORNIA

The County Supervisors Association of California (CSA) is conducting a survey of all associations of counties to determine how they operate whether or not a weighted vote is used at general members meetings.

CSAC is asking state association directors to mail copies of the bylaws or voting procedures to its office as soon as possible so the material can be evaluated prior to its next board meeting in June.

Please send bylaws and voting procedures to the County Supervisors Association, California, 1100 K Street, Suite 101, Sacramento, CA 95814-3800.

WASHINGTON

• SNOHOMISH COUNTY has received approval from Washington State Department of Ecology for its revised Comprehensive Solid Waste Management Plan which examines different programs and disposal methods to handle the county waste over the next 20 years. The document must be updated every five years.

The new plan includes a substantial waste reduction recycling element and provides the export of county wastes as well as in-county landfilling. Snohomish County uses an integrated waste management system, including a new regional landfill, recycling drop centers, and curbside collection recyclables within an urban and suburban service zone.

The plan was two and a half years in the making under the direction of Karen Nakhjiri, project manager and Tom Farrell, solid waste director.

Notices . . . notices . . . notices

CONFERENCES

■ "Paying for Safe Drinking Water" is the theme of a conference sponsored by the Council of Infrastructure Financing Authorities and the Office of Drinking Water of the U.S. Environmental Protection Agency. Scheduled for May 16-17 in Austin, Texas, the program is designed to inform officials from municipal and privately-owned public water systems of useful practices and ideas to pay for safe drinking water.

For more information, contact the Council of Infrastructure Financing Authorities, 300 Metropolitan Square, 655 15th St., NW, Washington, D.C. 20005, 202/347-6333, FAX: 202/347-6109.

■ The Chesapeake and Potomac Conference of the Association of Records Managers and Administrators is sponsoring a conference on records and information management June 7-8 on the campus of the University of Maryland in College Park. Session topics include: "Conducting a Records Management Audit," "Files

Conversion" and "Records Management in State and Local Government."

For more information, call Deborah Marshall at 202/457-7869.

■ Pittsburgh, Pa. is the site for the Air & Waste Management Association's "Right Choices for a Cleaner Tomorrow" conference, June 24-29. The conference program covers waste, air and environmental issues to help attendees make the right choices in environmental management.

For more information, contact Lisa Zavacky, P.O. Box 2861, Pittsburgh, PA 15230, 412/232-3444.

PUBLICATIONS

■ The American Youth Work Center now distributes youth service books from Australia, Canada, the United Kingdom, Sweden and France, in addition to American titles. Topics include studies on juvenile prostitution, independent living, and treatment programs for juvenile sex offenders. Several titles are aimed at the youth service administrator in areas such as management,

evaluation and supervision.

A total of 33 new titles are available from the American Youth Work Center, 1751 N St., NW, Suite 302, Washington, D.C. 20036, 202/785-0764.

■ A publication summarizing events at the 1989 National Association of State Telecommunications Directors (NASTD) is available. "Telecommunications - A Key To Knowledge," contains presentations made before the NASTD membership, as well as the top four technical papers submitted to the 1989 NASTD Call for Papers program.

Copies cost \$25, plus \$3.75 for shipping and handling. To order, contact NASTD at 606/231-1876.

MISCELLANEOUS

■ The Social Security Administration is seeking applications for cooperative agreements and grants for a Supplemental Security Income (SSI) Outreach Demonstration Program.

The program's goal will be to demonstrate effective, transferable approaches for identifying

potentially eligible individuals, helping them understand their rights under the SSI program, and assisting them in the application process.

For more information on application criteria, and the various workshops set up to help applicants apply, call the grants management staff of the U.S. Department of Health & Human Services at 301/965-9502.

■ NACo has joined with the U.S. Conference of Mayors, the National League of Cities and the American Transit Association to promote May 16 as National Transit Appreciation Day. This marks the third year NACo has participated in the event.

Transit Appreciation Day highlights the important contribution made by public mass transit and its need for continued federal support. NACo, along with the other organizations supporting Transit Appreciation Day, has been working to see that the federal government continues to make its contribution to this important service, and urges its members with public transit systems to participate on May 16.

Neal R. Peirce

State-Local Taxes: Should courts play judge?

Are federal judges, who are already calling the shots on how school systems, prisons and mental hospitals should be managed, poised for a new lunge for power? Are they getting ready to use the cloak of purported constitutional prohibitions to order state and local governments to raise taxes — even against the will of their citizens?

That's the doomsday scenario many conservatives — including the Supreme Court four-judge minority in the recent Kansas City school desegregation decision — are espousing.

The Court ruled, 5-to-4, that federal District Judge Russell Clark had full power to waive a proposition 13-like state tax limitation and order local officials to raise taxes. The money was needed to finance an expensive desegregation plan for Kansas City's inner-city schools, ordered by the judge with the goal of luring back white students.

Proponents say the district court had no choice, that it had to order the taxes imposed to defend the children's rights under the desegregation order. But the Supreme Court's minority — the four conservative judges appointed

by President Reagan — saw something far more sinister.

"Today's casual embrace of taxation imposed by the unelected, life-tenured federal judiciary disregards fundamental precepts for the democratic control of public institutions," they wrote. With the decision, the four judges warned, "judicial taxation" could be applied to prisons, hospitals, all manner of other cases. They predicted "a process that over time could threaten fundamental alteration of the form of government our Constitution embodies."

One wonders if their Honors do not protest too much. It's well established that federal courts can order states and localities to undertake expensive programs — improving prison conditions, for example — to satisfy constitutional rights. Generally the court leaves it up to the state or locality to figure out what other programs might be cut, or taxes raised, to pay the bill.

But in the Kansas City case, with the school board ordered to spend \$100 million or more on improvements, there was no other place the board could look for funds. And in order to raise taxes, it needed, under Missouri law, a two-

thirds vote in a local referendum. Six times it had taken that case to the people; six times it had lost.

So the judge plunged ahead and doubled the local property tax. The Supreme Court unanimously told him that was going too far — that he couldn't assume for himself "the fundamental and delicate power of taxation." But the five-judge majority, all appointed before the advent of Reagan, said the judge would be within his rights to order the school board to raise taxes itself, without a popular referendum, even if state law mandates the popular vote.

The school board, technically a defendant in the case, didn't mind the solution at all. "I'm delighted," said school board president Julia Hill.

None of this smacks of power-hungry judges, in King George III style, imposing onerous taxation on courageous, voteless colonials. If you believe in majority rule, a two-thirds vote requirement for local property tax hikes is far more anti-democratic.

Even if a majority say "no" to increased taxes, the supremacy of federal law and constitutional guarantees has been clear since

John Marshall's time. Applying the doctrine has, admittedly, become far more intrusive in this century.

But ultimately, to say a constitutional right can't be guaranteed because state or local taxpayers don't like the taxes to finance it is to make a mockery of the Constitution itself.

Whether Judge Clark was fashioning the best remedy is another matter — one the Supreme Court in fact chose not to consider. To make the Kansas City schools sufficient "magnets" to draw in suburban students, Clark ordered a plan including such embellishments as 15 microcomputers in every high school classroom, a 25-acre wildlife area and a model United Nations wired for language translation.

What ever happened to the idea of hiring superbly qualified teachers whose skills, not frills, ought to make for true educational excellence? For a remedy that thinks first of kids and second of administrators, Clark might consider another case before his court. It calls for a voucher system that would let children attend parochial or other qualified schools

outside the "official" Kansas City system.

The broad question the Supreme Court case raises is whether plaintiffs will try to engineer cases involving schools, prisons and mental treatment centers to force states to lift some of their stiffest tax limitation measures. Is there a back door here to make freer spenders of instinctively conservative state and local governments, and their taxpayers? Will constitutional law be the final undoing of the era of tax lids that exploded across the political landscape in the late '70s and early '80s?

In selected cases, the answer may be yes. But don't look for a broadside impact. The Kansas City case rests on very special circumstances. The addition of a single Bush-appointed justice, replacing one of the older liberals, could reverse it.

What we have is an extension to two centuries of court decisions expanding federal power. At most, the new decision may discourage state and local officials who think they can mousetrap a federal court, just by withholding money.

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Job market

ADMINISTRATOR — RICE COUNTY, MINN.: Rice County, County seat, Faribault, Minnesota, 35 miles south of Mpls/St. Paul area on Interstate 35, seeks candidates for newly established position of County Administrator. Will serve as chief executive officer for County with population of 50,000 and 250 employees. Salary range: \$47,885-\$79,994, fringe benefits. Minimum requirements: substantial

administrative experience and BA degree. Application deadline: May 31, 1990. For further information inquire: Joseph E. Flynn, Rice County Search Consultant, 30 East Seventh Street, St. Paul, Minnesota 55101; Phone: (612) 222-2811. An Equal Opportunity Employer.

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— MARTIN COUNTY, FLA.: Negotiable Salary Range: \$45,118 - \$67,677 plus benefit package. Martin County, located on Florida's East Coast, has a newly established position responsible for the general administration, planning and direction of the Departments of Growth Management, Building and Zoning, Parks, Waterways and Libraries under the direction of the County Administrator. Qualifications include graduation from an accredited college or university with a Bachelor's degree (Master's preferred) in Public or Business Administration or closely related field and a strong progressive background in the listed areas. Please submit resume to: County Administrator, 2401 S.E. Monterey Road, Stuart, FL 34996. EOE.

COUNTY LIBRARIAN — CONTRA COSTA COUNTY, CALIF.: (\$63,132-\$76,740 annually) Tenth largest California County located in San Francisco East Bay Area offers Department Head position responsible for managing a county-wide system with 175 employees, including 65 Master of Library Science professionals, which serves a population of 700,000. The Library includes a Central Library and array of 17 branches plus three smaller outlets and a bookmobile, serving communities ranging from rural to urban, with a circulation exceeding 3 million. The budget for FY 1990 is 10 million, coming primarily from a dedicated share of the property tax. An access catalog is imminent. The library is a member of the Bay Area Library and

Information System (BALIS), which provides a full range of cooperative services. The County Librarian reports to the County Administrator and to the Board of Supervisors. Applicants should have a broad background in library work, at least three years of which must have been in an administrative capacity (division head or above) in a public library serving a population of 100,000 or more or as the Director of a Library serving a population of 50,000 or more. Possession of a Master's of Library Science degree from American Library Association accredited library school is required. Official applications and supplemental questionnaire must be in the Personnel Department no later than June 1, 1990. Apply to: Contra Costa County Personnel Department, 651 Pine Street, Martinez, California 94553. Phone (415) 646-4047. EOE.

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National Association of Counties

55th Annual Conference
The Fountainebleau Hilton, Dade County (Miami), Florida
July 14-17, 1990



✓ CONFERENCE REGISTRATION / Postmark Deadline June 8, 1990 (PLEASE READ CAREFULLY BEFORE COMPLETING AND RETURNING FORM)

Conference registration fee MUST accompany this registration form and must be received before registration or housing can be processed. Send a check, voucher, county purchase order, claim or the equivalent made payable to the National Association of Counties. Return completed form with payment by June 8, 1990 to: NACo Conference Center, P.O. Box 17413, Dulles International Airport, Washington, D.C. 20041.
Please type or print clearly all applicable information requested below. Information following asterisks (*) will appear on the conference badge.

*Name (first, last name) _____
*Nickname _____
*Title _____
*County _____
Address _____
City _____ State _____ Zip _____
Phone _____
Registered Spouse (first, last name) _____
Registered Youth (first, last name) _____
Registered Youth (first, last name) _____

☐ YES, I would like travel assistance from the NACo Conference Travel Center.

✓ REGISTRATION FEES

Check the box that corresponds with your registration category.

	EARLY-BIRD REGISTRATION Postmarked by May 15, 1990	ADVANCE REGISTRATION Postmarked May 16-June 8 and on-site Registration
Member county attendee	<input type="checkbox"/> \$225	<input type="checkbox"/> \$255
Nonmember county attendee	<input type="checkbox"/> \$275	<input type="checkbox"/> \$325
Other government attendee	<input type="checkbox"/> \$275	<input type="checkbox"/> \$325
Other attendee (private sector)	<input type="checkbox"/> \$300	<input type="checkbox"/> \$350
Spouse	<input type="checkbox"/> \$50	<input type="checkbox"/> \$50
Youth	<input type="checkbox"/> \$30	<input type="checkbox"/> \$30

NOTE: ALL REGISTRATIONS POSTMARKED AFTER JUNE 8, 1990 WILL BE PROCESSED AT THE ON-SITE REGISTRATION DESK.

✓ HOUSING REGISTRATION / Postmark Deadline is June 8, 1990

- ☐ Please make my hotel reservations as indicated below.
☐ I do not require hotel accommodations.

Room occupant (first, last name) _____
Co-occupant (first, last name) _____
Arrival date _____ Time: AM _____ PM _____
Departure date _____ Time: AM _____ PM _____
Special housing request _____
Housing disability needs _____

PLEASE CIRCLE YOUR DESIRED ROOM RATE:

INDICATE YOUR FIRST CHOICE HOTEL WITH NUMBER 1. THEN NUMBER OTHER HOTELS FROM 2 TO 8 IN THE ORDER OF PREFERENCE. IF YOUR FIRST CHOICE IS UNAVAILABLE, RESERVATION WILL BE MADE AT THE NEXT AVAILABLE HOTEL ACCORDING TO YOUR RANKING.

HOTEL		SINGLE	DOUBLE	
— Fountainebleau Hilton	F	\$ 99	\$109	DO NOT SEND HOUSING DEPOSITS WITH REGISTRATION PAYMENTS. Follow the "Housing Deposit" Instructions.
— Eden Roc	F	\$ 70	\$ 70	
— Doral Ocean Beach	F	\$ 95	\$ 95	
— *The Alexander	F	\$100	\$150	
— Clarion Castle	S	\$ 85	\$ 85	HOTEL LOCATION CODE: F-Within walking distance of the Fountainebleau Hilton S-Shuttle bus provided.
— Omni International	S	\$ 80	\$ 80	
— Marriott Biscayne Bay	S	\$ 89	\$ 89	
— Inter-Continental	S	\$ 90	\$ 90	

* All suite hotel - one bedroom suites \$100, Two bedroom suites \$150

☐ Please contact me regarding suite information and availability.

✓ CANCELLATION POLICY

Postmark deadline: June 29, 1990
Refund of conference registration fee less an administrative fee of \$50 will be made if written notice of conference registration cancellation is postmarked no later than June 29, 1990.

✓ CREDIT CARD AUTHORIZATION

Credit card company _____
Card number _____ Expiration date _____

The NACo Housing Center and/or the NACo Conference Travel Center is authorized to use the above card to guarantee my hotel reservations and/or to issue airline tickets reserved by me to attend this conference. I understand that one night's room charge will be billed through this card if I fail to arrive for my assigned housing at the confirmed date unless I have cancelled my reservation with the hotel at least 48 hours in advance. I also understand that I may return any unused tickets for travel purchased by this card for full refund as a result of this cancellation unless the fare terms published by the airline carry a cancellation penalty.

Cardholder's signature _____ Date _____

For further registration or housing information, call the NACo Conference Registration Center (703) 471-6180. No registrations or reservations can be accepted by telephone.

✓ HOUSING DEPOSITS

A mandatory room deposit is required in an amount equal to one night's room charge. It is hotel policy that each room reservation be guaranteed by either of the two following methods:

1. Complete the Credit Card Authorization section of this registration/housing form. The NACo Conference Registration Center can guarantee your room with the hotel by your credit card.

2. Forward a check, money order, claim, purchase order or voucher directly to the hotel indicated on the Conference Registration/Housing Acknowledgement you will be receiving from the NACo Conference Registration Center.

✓ SPECIAL DISCOUNTED AIRFARES

Special discounted airfares are available for attendees to the Annual Conference through the NACo Conference Travel Center. These special discounts begin at 40% off coach without restrictions and are not available through your local travel agent. Phone (800) 368-3239 or (703) 471-0460 to make your reservation.

✓ AFFILIATE INFORMATION

Please check the affiliated groups to which you belong.

- ☐ NACRC ☐ NACCA ☐ NCECE ☐ NACHFA ☐ NACP
☐ NACTFO ☐ NACE ☐ NACIO ☐ NACHO ☐ WON
☐ NACTEP ☐ NCCAE ☐ NACA ☐ NACHSA ☐ NABCO
☐ NACAP ☐ NACDPA ☐ NACCED ☐ NAMHDADDPD
☐ NACPRO ☐ NACIRO ☐ NACS ☐ WIR ☐ ICMA

Political Affiliation

- ☐ Republican ☐ Democrat ☐ Independent

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PSMRK: _____ RCVD: _____
PYMT: _____ T: _____ S: _____
DESC: _____

County Health REPORT

National Center for County Health Policy: Vol. 1, No. 1, May 7, 1990

WELCOME

Welcome to the first issue of County Health Report, the National Center for County Health Policy's bimonthly supplement to County News.

County Health Report aims to be the voice of NCCHP - keeping you informed on the issues, initiatives and policies that will shape the health agenda for our nation's counties as we prepare for the 21st century. Our thanks go to the W.K. Kellogg Foundation for the resources that make NCCHP and this newspaper possible.

To be effective, however, we need to be your voice, also. NCCHP and County Health Report want your involvement; please feel free to suggest or submit articles. Let us know how we can best serve you.

MARY UYEDA
EDITOR

INSIDE

Counties across the country are turning to managed health care to control escalating medical service costs **PAGE 2**
Health in Congress **PAGE 4**
Measles and mumps making a comeback **PAGE 4**

HEALTH BRIEFS

Washington State Creates New Health Department

The Washington State Legislature has created a new State Department of Health, a cabinet-level agency headed by Kristine M. Gebbie, who had previously been Oregon's state health director. Washington thus became the first state to reorganize its health agency in line with the recommendations of the Institute of Medicine's 1988 "Future of Public Health" report.

COSSMHO REORGANIZES

The National Coalition of Hispanic Health and Human Services Organizations (COSSMHO) has reorganized into four major divisions under Helen Munoz, MSW, **CONTINUED ON PAGE 2**

Purpose and mission:

National Center for County Health Policy

By MARY UYEDA AND BRUCE SPITZ

The National Center for County Health Policy aims to be a focal point and clearinghouse for information and resources that will help county governments resolve health care financing and organizational issues.

The Center was established last summer by the National Association of Counties and Brandeis University's Bigel Institute for Health Policy under a four-year \$1.3 million grant from the W.K. Kellogg Foundation. Kellogg's core funding will support two major health policy initiatives.

The first is a definitive national survey of county health care programs, whose results are expected to be available in early 1991.

The survey will be used to build a na-

tional database on county health care programs and issues.

The second is a program of intensive work with four demonstration counties to create detailed profiles of their health care activities, expenditures and issues, develop action agendas with their elected officials and target technical assistance to address the priority issues revealed by the assessment process. The demonstration counties program will be the basis for reports, data, and strategic planning information on health care issues designed for use by counties across the nation.

The Center will also be an educational resource for county, state, and federal health policy makers.

County governments are being asked to do more and more in health care.

Elected officials are hearing every day about unmet health care needs. Decisions must be made between competing needs in the face of taxpayer revolts, increasing demands for services, and state and federal policymakers who often have little understanding of the impact their decisions have at the local level.

Counties across the nation spend more than 15 percent of their budgets on health care and hospitals. Yet these national figures do not show us the true impact of these expenditures at the local level - how the monies are spent and what resources counties use to respond to health care needs in their communities.

County officials are at a disadvantage in working with policymakers because there is no national database on county health

CONTINUED ON PAGE 3

NACo Welcomes County Health Report



ANN KLINGER

County governments across the nation have coped over the years with a myriad of issues and constant change in the delivery of health care. This inaugural edition of County Health Report is an important milestone for us all.

The development of the National Center for County Health Policy was a true collaborative venture. Key players, in

addition to top NACo management, included NCCHP Co-directors Mary Uyeda, of NACo, and Bruce Spitz, of Brandeis University's Bigel Institute for Health Policy, and Susan White, formerly NACo's legislative representative for health issues and now associate legislative director for tax and finance.

The project was made possible by the W.K. Kellogg Foundation. **CONTINUED ON PAGE 2**



BARBARA SHIPNUCK

This inaugural issue of County Health Report marks an exciting development for NACo and county health systems nationwide. The information gleaned from the database of the National Center for County Health Policy, the lessons learned from the Center's urban and rural demonstration projects, and the Center's close links with NACo's policy deliberations will all be covered in these bimonthly reports. The coordination

between the Center's research and the Health Steering Committee policy process will make NACo an even stronger and more authoritative voice in health policy debates. Drug abuse, AIDS, health care for the uninsured, mental health, long-term care, Medicaid, the shortage of health professionals in rural areas and the inner cities are all issues Congress is wrestling with today. They are tough issues, **CONTINUED ON PAGE 2**

N.Y. Seniors Angry About Health Care

Senior citizens in upstate New York are hopping mad about health care.

That's what Len Lenihan, who represents Tonawanda and Kenmore townships in the Erie County (NY) legislature found out when he polled 5,800 of his elderly constituents by mail. Lenihan was appointed chair of NACo's Subcommittee on Long Term Care, Home Health and Medicare late last year.

First the numbers, then the gripes: Lenihan found that 81 percent of the 740 elderly singles and couples who re-

sponded to his questionnaire had supplementary or Medigap coverage beyond Medicare. Despite this additional coverage, barely half - 53 percent - of the seniors felt their health coverage was adequate.

"They are fearful that at some point they are going to be without adequate health care coverage," Lenihan said. "The system does not seem to be addressing their needs real well right now; they're very uncertain, and this is raising their anxiety level."

"This is a middle-class district - as middle America as a place can be. It's clear

the government has to do some more work on assuring people they will have health care," he said, adding that he plans to hold hearings at the county level this summer or fall to assess the best way to begin meeting seniors' health care needs.

Those seniors want government to take a stronger hand in running the health care system: an overwhelming 93 percent of Lenihan's respondents told him government should do more to control the nation's health care industry. **CONTINUED ON PAGE 3**

Counties turn to managed health care for savings

BY WESTLEY SHOLES

Counties across the country are turning to managed health care systems as more cost-effective way of serving the more than 60 million Americans who lack health insurance.

County governments have traditionally been medical care providers of last resort for the uninsured poor. This is becoming an increasing burden for resource-strapped local governments as both the number of uninsured and underinsured and the expense of treatment grows.

New afflictions - such as AIDS - and growing indigent populations of homeless people, or infants born to drug-addicted mothers are driving public health costs skyward. Counties have little choice but to find more cost-effective ways of delivering care - or cut back on services and let the poor suffer.

The full dimensions of this problem have not yet been charted. The National Center for County Health Policy, under a grant from the W.K. Kellogg Foundation, has begun the process of gathering data to provide a policy baseline on county health care programs and the burdens they face in providing care for the uninsured.

The survey is expected to be completed in early 1991.

Meanwhile, many counties are turning to managed care systems that add efficiency and cost-effectiveness criteria to the medical care decision-making process. Managed care systems such as health maintenance organizations and preferred provider organizations are growing quickly in the private sector as a way of controlling rising health insurance costs.

HMOs and PPOs set parameters for treating health problems. They limit such cost-raising practices as extensive testing by setting guidelines for "usual, customary, and

reasonable practices" for most illnesses and injuries, and establishing fee schedules for treating them.

Centralized management also facilitates collecting the standardized and reliable data health care providers such as counties need to measure effectiveness and efficiency and plan for the future.

The federal government and a number of state governments see managed care as an effective means of controlling the escalating costs of treating indigent populations. At the federal level, a number of Medicaid regulations are being eased to encourage states to include Medicaid beneficiaries in their managed care systems.

At NACo's 1990 Legislative Conference the Health Steering Committee adopted a resolution supporting explicit federal legislation to ease those regulations and provide incentives to counties participating in managed care programs for Medicaid beneficiaries.

The resolution will be recommended for adoption at NACo's annual conference this summer.

A number of counties are already getting good results from managed health care systems. In California, health departments in Los Angeles, Contra Costa, and Santa Clara counties have operated HMOs for several years.

The Community Health Plan, Los Angeles County's federally qualified HMO, uses four county hospitals and a network of walk-in clinics and contract physicians to deliver services to more than 9,000 Medicaid beneficiaries.

The Contra Costa Health Plan - also federally qualified - serves 7,000 Medicaid beneficiaries, 1,100 Medicare members, and 4,100 commercial enrollees. Santa Clara County's Valley Health Plan has en-

rolled 3,000 county employees and their families.

Nearby San Diego County's County Medical Services Program provides managed care to 25,000 medically indigent people who do not qualify for Medicaid. San Diego has no county hospital, and contracts out program administration and regulation. Santa Barbara County's Health Insurance Organization contracts with the state to manage the county Medicaid program, which it contracts out to a number of providers, including county-operated ambulatory care clinics.

Three Minnesota counties have used a federal demonstration program to establish managed care systems. Hennepin County's Metropolitan Health Plan serves 4,500 Medicaid beneficiaries and 5,000 county employees. Dakota County, which does not directly provide health care, offers Medicaid beneficiaries enrollment in a number of local private health plans. Rural Itasca County has set up the Health Insuring Organization that contracts with the state to manage the care of Medicaid beneficiaries, then contracts those services out to local health providers.

In Arizona, the Maricopa County Health Plan has won 29 percent of the market in competition with four other health care providers. The county health organization is part of the Arizona Health Care Cost Containment Program that requires Medicaid beneficiaries to belong to managed care programs.

Westley Sholes is Deputy Director of Administrative Services at the Los Angeles County Department of Health Services. Paulette Drake and Sharon Mayer, both of the Los Angeles Community Health Plan, also contributed to this article.

how dynamic America's counties are in providing health care as well as the challenges we face in the future. You can help us set the nation's health care agenda through the end of the century.

Congratulations to all of you for what you have already done as the government of last resort holding out a safety net for millions of Americans.

Let's work together to serve our counties better through the National Center for County Health Policy.

Ann Klinger is president of the National Association of Counties.

Shipnuck, from Page 1

with costly solutions, that affect county budgets and their ability to serve the less fortunate.

I believe the bimonthly issues of *County Health Report* will inform readers both on Capitol Hill and among NACo's membership on the integral role counties play in health delivery.

Policy makers are already aware

that something must be done about our health systems - one major function of this newsletter will be to provide them with the facts upon which they can make rational and cost-effective decisions. The National Center for County Health Policy could not have been established at a better time.

Barbara Shipnuck, a Monterey County (Calif.) Supervisor, chairs NACo's Health Steering Committee

COSSMHO, FROM PAGE 1

MSW, Vice President for National Programs. In addition to her oversight of the four divisions, Munoz is undertaking a key role in the development of the new Mental Health and Human Services Division.

The other three divisions are AIDS and Chronic Disease Programs, headed by Carlos Ugarte, MPH; Alcohol and Other Substance Abuse Programs, headed by Paul Cardenas, MSW, and Maternal and Child Care/Sexuality Programs, headed by Mary Thorngren, MS.

RESOURCES: Managed Health Care

For more information on establishing county-operated managed health care programs, contact:

LOS ANGELES COMMUNITY HEALTH PLAN
Westley Sholes, Executive Director
(213)974-8136

CONTRA COSTA COUNTY HEALTH PLAN
Milt Camhi, Executive Director
(415)646-4653

SANTA CLARA VALLEY HEALTH PLAN
Roger Wells, Director
(408)299-8100

HENNEPIN COUNTY METROPOLITAN HEALTH PLAN
John Bluford III, Executive Director
(612)347-2340

SAN DIEGO COUNTY MEDICAL SERVICES PROGRAM
Paul Simms, Deputy Director, Physical Health Services
(619)285-8452
Ron Threatt, Medicus Systems Corporation
(619)236-3102

SANTA BARBARA COUNTY HEALTH INITIATIVE
Steven Krivit
(800)421-2560

Klinger, from Page 1

dition's recognition of the importance of this initiative and its willingness to provide \$1.3 million to this effort over the next four years.

Accurate, reliable and comprehensive data that the administration and Congress can have confidence in is the most persuasive tool America's counties can have for promoting the policies we must have to deliver the health services our citizens our citizens require

The power of well supported facts can be a powerful change agent at both the state and national levels.

This is why the National Survey on County Health Care that the Center is planning to conduct this year is so important.

I urge county officials to recognize the survey's importance to all our citizens, and take the time to fill it out accurately so that our database can be a true health policy and planning resource.

Your responsiveness will determine the accuracy and success of the survey.

Please take this opportunity to show

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Health Care: Report From Erie County (NY) Seniors

No: 127	Yes: 557
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Do You Have Supplemental (Medigap) Health Coverage?

No: 321	Yes: 357
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Is Your Health Care Coverage Adequate?

Less: 48	More: 621
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Should the Government Control Health Care More?

Emergency Needs: 233	Day-to-Day Health Concerns: 363*
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Which Health Needs Should Get Priority?

Nursing Home Care: 237**	Home Care: 355
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Should Home Care or Nursing Homes Be Given Priority?

No: 88	Yes: 585
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Should Cigarette and Liquor Taxes Be Raised to Pay for Seniors' Health Care?

*71 Respondents Answered "Both"

**83 Respondents Answered "Both"

Seniors, From Page 1

"We went through a big de-regulatory phase in the '80s," Lenihan said. "This is clearly one area they want to be regulated even more."

Where's the money for more senior health care to come from?

A full 87 percent of those who responded said they would support higher taxes on cigarettes and alcohol if the funds were earmarked for their health needs.

Even more impressive than the raw numbers was the emotion in the ad-

ditional answers Lenihan's respondents typed and hand-wrote on the fronts and backs of many of his survey forms.

One constant theme in the responses was having to support "the no gooders."

"We worked too hard to get where we are today to be paying for others who could have saved for their old age but instead chose having a good time, gambling, big cars, etc.," one couple wrote Lenihan.

Erie County's seniors are not very happy about doctors, either.

One respondent wanted the govern-

ment to control health care more "because doctors are getting too far out of line."

Another said doctors are "living high on the hog" and should "absolutely" be more controlled.

"I think more than enough money is being spent on our health," this respondent said. "We are just not getting value for our dollars."

A few were philosophic. "No one knows," one couple wrote in response to a question as to whether their health coverage was adequate.

Mission, From Page 1

care programs and problems. The congressional perspective is that counties are so diverse that it is impossible to make meaningful conclusions about their role in health care systems. NACo's legislative staff is often frustrated at having to put together testimony based on quick telephone surveys.

Yet, across the country, counties have state-mandated responsibility for the public health of their communities. In more than 30 states counties are the providers of last resort for the indigent. In 14 states they share a hefty portion of the non-federal Medicaid matching funds that states must pay for the pro-

gram that is now touted as the major federal mechanism for expanding health care access for the poor.

These realities demand a response. Counties have a lot to offer in resolving the broader health care policy issues in this country. There must be a national database that focuses on county governments and their role in health care.

There must be a way for counties to know what their peers do to respond to health care problems. There must be a resource to which counties can turn to obtain the information, assistance, and technical understanding they need to resolve health care issues.

NACo does not have the capacity by itself to respond to all these needs. Linking with

the Bigel Institute for Health Policy at Brandeis University - an established health policy research center - provides us with the analytic expertise to understand county health care systems and develop the technical approaches and mechanisms to respond to problem areas.

These activities will be the basis for an on-going resource at NACo that will respond to county needs in health care policy and program areas. This is a critical need - meeting it will be a tremendous challenge that we look forward to.

NACo's Mary Uyeda and Brandeis University's Bruce Spitz are co-directors of the National Center for County Health Policy

TIMETABLE:
THE NATIONAL SURVEY
OF COUNTY HEALTH PROGRAMS

Pretest: May, 1990

Survey Instrument
Ready: July, 1990

Survey Mailed:
September, 1990

Surveys Returned:
October, 1990

Results Published:
May, 1991

HEALTH IN CONGRESS

S2240: Comprehensive AIDS Resources Emergency Act of 1990

Kennedy (D-Mass), 31 cosponsors

Status: Reported favorably April 4 by Labor and Human Resources Committee
Title I: Direct impact aid to the chief elected officials of the 13 urban counties or cities with the highest incidence of HIV/AIDS, who would appoint and serve on planning councils to distribute funds. Title I funding could be used for services, including those provided by public hospitals, clinics, and outpatient and ambulatory care centers. Authorization: \$300 million.

Title II: Would provide funding to states to develop consortia of public and private health agencies to provide a continuum of health care to HIV sufferers. Services eligible for funding include home health care, therapeutics, insurance, and early intervention. Authorization: \$300 million.

Title III: Directs the Federal Agency for Health Care Policy and Research to research, evaluate, and assess AIDS care service, delivery and financing mechanisms.

HR-4080: Medicaid AIDS and HIV Amendments of 1990

Waxman (D-Calif), 49 cosponsors

Status: Subcommittee hearings held in February

Title I: Allows states to use Medicaid to pay for drugs, physician services, and laboratory and X-ray services for low income persons with positive HIV tests and abnormally low immune functions.
Title II: Requires states to increase Medicaid payments to hospitals serving disproportionate numbers of AIDS sufferers.

Title III: Allows states to use Medicaid to pay premiums of income eligible persons with HIV who have lost their jobs.

Title IV: Allows states to use home or community-based care for children with AIDS.

HR4181; S1878: Medicaid State Share Amendments of 1990; A Bill to Amend Title XIX to Allow for State Matching Payments Through Voluntary Contributions and State Taxes

Cooper (D-Tenn), 15 cosponsors; Graham (D-Fla), 1 cosponsor

Status: Referred to House Energy and Commerce and Senate Finance Committees
Permits using voluntary donations of as much as 10 percent of total state shares and specific provider taxes as state share of Medicaid. The bill would nullify recent proposed HCFA regulations that would base federal financial participation on a state's net expenditure less revenues received from donations and provider taxes.

HR4487: A Bill to Amend the Public Health Service Act to Revise and Extend the Program for the National Health Service Corps

Richardson (D-New Mex), 27 cosponsors

Status: Referred to House Energy and Commerce Committee

Includes provision for scholarship and loan repayment programs, slots for mid-level practitioners, attempts to retain more HSC members and increase focus on candidates more likely to enter primary care fields. In the Senate, there are concerns that additional criteria - such as infant mortality, AIDS, drug abuse - suggested for designating Health Manpower

Shortage Areas may slant program towards urban HMSAs.

HR2207: A Bill to Amend the Internal Revenue Code of 1986

Donnelly (D-Mass)

Status: Referred to House Ways and Means Committee

Amends the IRS code to limit the ability of nonprofit hospitals that provide insufficient services to low-income people to \$150 million, the same as for-profit hospitals.

SR2056: The Health Objectives 2000 Act

Harkin (D-Iowa), 26 cosponsors

Status: No hearings or markups scheduled. NACo urging clearer support for partnership role of local governments and health departments and has concerns over state funding allotments based on set population levels, rather than proportion of national population.

Implements the Institute of Medicine's 1988 Future of Public Health report and provides funding to achieve the report's Year 2000 objectives. Bill creates a nine-member National Health Objectives Advisory Committee - including a representative from the National Association of County Health Officials - to advise HHS on national health priorities. States would submit State Health Objectives plans, including core priorities identified by HHS, to receive funds. State budgets would identify the funds to be used at the state and local government levels and describe the mechanisms to be used to distribute and monitor funding to local health agencies. Authorization: \$300 million for FY91, rising to \$400 million by FY95.

HR3931; S2198: A Bill to Amend Social Security Act to Reduce Infant Mortality

Collins (D-Ill), 29 cosponsors; Bradley (D-NJ), 10 cosponsors

Status: Referred to House Energy and Commerce Committee, Senate Finance Committee

Extends mandatory Medicaid coverage to pregnant women and infants whose incomes were 185 percent of poverty level.

HR3932: Medicaid Child Health Amendments of 1990

Slattery (D-Kans), 29 cosponsors

Status: Referred to House Energy and Commerce Committee

Phases in coverage of all children up age 18 up to 100 percent of poverty level.

HR3933; S785: Medicaid Frail Elderly Community Care Amendments of 1990; Medicaid Home and Community Care Options Act of 1989

Wyden (D-Ore), 84 cosponsors; Rockefeller (D-WVa), 11 cosponsors

Status: Referred to House Energy and Commerce and Senate Finance Committees

Would provide states an option to offer community habilitation and support service to the Medicaid-eligible mentally retarded.

Compiled by Tom Joseph, NACo associate legislative director

Mumps, measles coming back as vaccinations falter

Measles - normal and German - and mumps are staging a comeback. And influenza, pneumonia, and hepatitis B are not far behind.

The resurgence in vaccine-preventable diseases has public health officials concerned - and trying out new approaches their vaccinations.

The number of mumps cases fell 98 percent after a vaccine was licensed in 1967. In 1983, however, that decline halted, and the number of cases reported to the Centers for Disease Control in Atlanta quadrupled over the next three years.

Vaccinations against German measles - formally known as rubella - began in 1969. While incidence of the disease has fallen 99 percent, public health workers are now seeing some outbreaks among young adults.

Influenza and pneumonia still cause 60,000 deaths a year, most of them among the unvaccinated elderly. Hepatitis B is endemic in Southeast Asia and many immigrants and refugees from that area are

carriers; U.S. infection rates rose by a third between 1980 and 1985 even though an effective vaccine became available in 1981.

Public health workers and the American Academy of Pediatrics are focusing their anti-measles thrust on preschool children. More and more of these children are in group care situations that expose them to communicable diseases at earlier ages than children of previous generations. Inner-city preschoolers are at particular risk, as they receive less pediatric care than their middle-class counterparts.

Public health workers are reaching out to fill this vaccination gap. The pediatricians academy and other agencies are recommending that cities and counties identify high-risk areas and administer monovalent measles vaccine before 15 months of age. Some local governments advise emergency rooms to offer the vaccine to eligible children brought in for any reason, and others are setting up vaccination programs in schools and churches, or dispatching mobile vans to undertake programs in neighborhoods and shopping malls.

Rubella is coming back particularly among women of childbearing age who were born before the vaccine was commonly available. Health workers are encouraging the health care system to offer vaccinations to women in this age group and as part of post-natal care. They are also asking colleges to provide vaccination programs.

Many people over 65 are not aware of the importance, safety, and effectiveness of flu and pneumonia shots; only a fifth of that age group get annual vaccinations. A major barrier to effective delivery of the vaccine seems to be organizational, and institutions such as veterans centers and retirement homes could raise participation levels significantly by offering routine programs at convenient times and places.

Health care workers battling hepatitis B are focusing on screening pregnant women and vaccinating infants in refugee transit camps and mounting education programs to make entering Southeast Asians aware of the risks of the disease. The Centers for Disease Control recently began its first federal grant program for hepatitis B vac-

nations through 63 state and local health agencies.

Health care workers themselves are also at risk from such blood-borne diseases. The CDC says many health care workers who work with carriers or blood products are ignoring recommendations that they be vaccinated because they are not aware of the risks and the institutions at which they work lack employee immunization programs.

Measles, Mumps, 1980-1990 (est.)

