

# County News

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## Reno to speak at Annual

The nation's first woman attorney general, Janet Reno, will share her views on the role of counties in delinquency prevention and corrections reform at the Opening General Session of NACo's Annual Conference in Cook County, Ill., July 18.

Reno, who was appointed to the top post at the Justice Department in March by President Clinton, is the former state attorney for Dade County, Fla. She was originally appointed to that position by the governor of Florida and was subsequently re-elected five times.

During her 15 years with Dade County, Reno earned a reputation as a tough-minded, straight-shooting individual dedicated to finding solutions to domestic violence, children's issues, drugs and violent crime. Her record reflects a strong emphasis on prevention and rehabilitation for non-violent offenders.

From 1976 to 1978, Reno was a partner in the Miami-based law firm of Steel, Hector & Davis. Prior to that, she served as an assistant state attorney and as staff director of the Florida House Judiciary Committee.

Reno was born and raised in Dade County, where she attended Dade County public schools. She received a bachelor's degree in chemistry from Cornell University in 1960 and a law degree from Harvard Law School in 1963.



U.S. Attorney General Janet Reno

## Local governments, environmentalists reach Superfund compromise

By Diane S. Shea  
associate legislative director

Relief from Superfund liability may be well in sight for counties and cities as the result of a compromise reached late last month between local government representatives, including NACo, and environmental groups.

The compromise, now incorporated in new legislation sponsored by Senator Frank R. Lautenberg (D-N.J.), would provide meaningful relief from the often monumental costs of cleaning up old Superfund sites. It would also maintain the underlying foundation of the Superfund law—the concept of “polluter pays,” supporters say.

Lautenberg's bill has two prime components.

The first limits the liability of counties and cities that only generated or transported garbage and sewage sludge to a Superfund site. Third-party contribution suits by industrial and other responsible parties against local governments would be barred. EPA-assessed liability would be capped at no more than four percent of total cleanup costs.

The second component provides relief for local governments that owned or operated landfills placed on the Superfund list. These include counties which owned or op-

erated a site in the past, but no longer accept waste at the site, or in the portion that is now a Superfund site. Also, the site must be one that contains predominantly municipal garbage and/or sewage sludge. Approximately 30 counties in 14 states throughout the country are currently listed as Superfund site owners.

Like the “generator/transporter” counties, qualifying “owner/operator counties” are entitled to a block on third-party lawsuits from others who disposed of waste at the site. Also, EPA cannot demand an amount which exceeds the county's “ability to pay.” The ability to pay is determined by a variety of factors, including the county's overall financial health, its legal limitations on incurring debt, raising revenues or binding future legislative bodies.

In addition, the county is deemed to be unable to pay if such payment would create a significant risk of default on debt obligations, or if it would be forced to make budgetary cutbacks that unduly impede its protection of health and safety. “Health and safety” activities covered under the bill include most of the functions that counties perform.

A significant component of the bill is a provision that allows the county to show EPA that it has other environmental obligations besides its potential Superfund liability, and requires EPA to take

such obligations into account when determining whether or not the county is able to pay.

Sen. Lautenberg's sponsorship of the bill is critical to its success. He chairs the subcommittee through which all solid waste legislation in the Senate must travel. He is also a strong proponent of the current liability scheme for cleaning up Superfund sites, and agreed to work with the local governments only if they were committed to the concept of “polluter pays.” NACo's policy on Superfund has supported such a principle for several years.

It was also under his auspices that local government and environmental organizations first met to hammer out the compromise, which was reached after several months of negotiation.

The bill, however, faces strong opposition from chemical companies, the insurance industry and organizations representing industrial interests. They have adamantly argued for a total revamping of Superfund, and some have expressed the opinion that the public at large should shoulder the costs of cleaning up the industrial waste they generated.

The next step is for co-sponsors for the bill to be sought in the Senate, and for a House sponsor to be identified. County officials are urged to contact their congressional representatives.

## INSIDE

□ In a guest article, Representative Rick Boucher (D-Va.) urges county officials to support the Local Government Interstate Waste Act. See page 2

□ County News defines the latest health care lingo coming out of Washington in a health care glossary. See page 6

□ How are counties coping with rising numbers of immigrants? See page 9

## NACo wraps up health care reform hearings

By Beverly Schlotterbeck  
editor

NACo wrapped up its nearly yearlong series of hearings on health care reform with sessions in Pinellas County, Fla., April 15, and New York City, April 29.

In many ways, testimony at the two hearings had a familiar ring, underscoring the similarity of health care concerns in different regions of the country. There were repeated calls for beefing up health care services in rural areas, preserving the traditional role of public health services and including a strong prevention component to any universal benefit package.



Photo by Tom Goodman

(l-r) Jacksonville-Duval County (Fla.) Councilmember Terry Wood, NACo President John Stroger, Borough of Queens (N.Y.) President Claire Shulman, and New York City Deputy Mayor for Health and Human Services Cesar Perales were panelists at NACo's last in a series of hearings on health care reform.

However, with President Clinton's deadline for reform fast approaching, testimony at the last two hearings took on an added edge.

During the public comment period at the Pinellas hearing, Paul Williams, a medical equipment representative from Clearwater, Fla.,

took the podium to accuse his industry of price gouging and lining up. See HEALTH HEARING, page 5

# "Motor-voter" bill nears destination

By Larry Jones  
associate legislative director

By a vote of 259-164, the House approved the conference agreement on the National Voter Registration Act, H.R. 2, May 5. The measure was sent to the Senate where it is expected to be considered during the week of May 10.

After several weeks of negotiations, House and Senate conferees finally reached agreement, April 28, on the so-called "motor-voter" bill, a proposal aimed at boosting voter participation by increasing access to registration.

Under the compromise, state and local governments will be required to permit citizens to register to vote by mail and make voter registration available at motor vehicle registration agencies, welfare offices, agencies serving disabled individuals and armed services recruitment centers.

During deliberations on the compromise, Senator Dave Durenberger (R-Minn.) was successful in getting language added to the bill to protect

individuals from coercion.

The new language requires state and local officials to notify clients that their benefits will not be affected if they decide not to register. Further, they must be told how to contact state election officials if they believe they have been pressured into registering.

For most states, the legislation will take effect Jan. 1, 1995. Some exceptions are available for states with constitutional issues or state laws that must be modified to comply with the new law. The compromise must now be adopted by the full House and Senate before it is sent to the president, who has indicated he will sign the measure into law.

Although the House and Senate had hoped to speed up passage of the proposal by adopting identical proposals, the Senate leadership was forced to modify its version after partisan debate threatened to delay action on the bill.

The key change in the Senate version was to drop mandatory registration requirements at welfare

agencies, unemployment offices and agencies serving disabled individuals. Registration at these agencies would be optional.

Senate Republicans argued that the agency-based registration requirement was politically motivated, since clients served by these

agencies would most likely favor Democrats. Democrats countered by arguing that the change would expand access to registration and make it easier for the poor, unemployed and disabled individuals to participate in elections.

In reaching a compromise, con-

feres agreed to drop unemployment offices and add armed services recruitment centers as one of the agencies that must make registration available to clients. Registration at armed service recruitment centers is expected to favor Republicans.

## Proposed legislation would empower localities to halt out-of-state garbage

By Representative Rick Boucher  
(D-Va.)

The United States produced roughly 180 million tons of garbage last year, or almost four pounds per person each day. Eighty percent of our trash is buried in landfills, many of which are quickly reaching capacity. Due to increases in the amount of municipal waste we generate and decreases in landfill space available, interstate shipments of trash are increasing dramatically.

Almost 15 million tons of garbage were shipped across state lines for disposal last year. That is enough garbage to fill a convoy of 10-ton trash trucks more than 11,600 miles long. All too often, this garbage has been dumped in private landfills in rural communities, frequently over local opposition.

By and large, local governments have found themselves powerless to halt that practice. The 1992 U.S. Supreme Court decision in *Fort Gratiot vs. Michigan Department of Natural Resources* highlighted the inability of localities to protect themselves from unwanted waste. The Supreme Court struck down a Michigan law that allowed local governments to ban the importation of any waste generated outside their jurisdictions. The court reiterated that the Constitution prohibits states and localities from discriminating against the commerce, including garbage, of another state, unless authorized to do so by Congress. At present, Congress has provided no such authorization.

This situation has given rise to a powerful national effort to give communities some say in the initial decision to create private landfills for out-of-state garbage importation. This effort is based on two fundamental beliefs:

1) In instances where a proposed landfill is not consistent with the public interest, the local government should have absolute authority to prohibit the disposal of out-of-state waste, and

2) In those circumstances where the local citizenry is willing to receive out-of-state waste, the terms and conditions under which waste is deposited in landfills should be negotiated between the local government and the party seeking to operate the landfill.

### COMMENTARY

These concepts are embodied in legislation I have introduced, the Local Government Interstate Waste Control Act, H.R. 963. The measure would give local governments the power to decide whether a proposed waste disposal facility, otherwise permitted under state law, should be allowed to import out-of-state waste. H.R. 963 recognizes the legitimate interests of the state in protecting the environment, while recognizing local governments' traditional roles of managing solid waste disposal and making local land-use decisions. The legislation has been developed with the assistance of NACo, and I am pleased that NACo supports the concepts in my bill.

Under the measure, out-of-state waste may not be deposited in new landfills until the landfill operator receives specific authorization from the local governing body to receive the waste. The measure would not halt all interstate commerce in garbage. Instead it would provide balance by assuring that waste only goes where it is wanted.

And plenty of areas want it. Numerous private landfills receiving out-of-state garbage are operated today with the blessing of local governments. These landfill operators, as a matter of sound business practice, negotiate contracts with the host communities where their facilities will be located. The terms and conditions of locating and operating the landfill are fully negotiated in advance. By giving counties leverage at the bargaining table, the legislation provides localities with another option for funding the modern, state-of-the-art landfills which new federal regulations require. In essence, communities will have the option to accept waste from other locales to pay for their own waste disposal facilities.

For example, the government of Charles City-County, Va. negotiated a contract with Chambers Development Company, Inc. to operate a landfill for disposal of both local waste and waste imported from New York and New Jersey. By bargaining with Chambers, the county not only gained a landfill it desperately needed but could not afford,



Representative Rick Boucher  
(D-Va.)

but the fees generated by the contract permitted the county to build a new school while reducing property taxes by approximately 23 percent. Scores of other examples exist.

But while some landfill developers negotiate with the host communities, many do not.

Localities, which bear the burden of large out-of-state waste landfills, should be given the right, rather than the occasional opportunity, to negotiate the terms for accepting out-of-state waste. Such an approach is also in the interest of garbage-exporting communities which would benefit from a legally certain standard and the proven ability of reputable landfill operators to negotiate agreements for garbage importation with receiving localities.

Given the public furor in many areas around the country over the importation of unwanted garbage, it is clear that some legislation addressing that concern will pass during this Congress. Rather than building legislative barriers to commerce, the Congress should guarantee for localities a place at the bargaining table and allow the parties in an open discussion to weigh all relevant issues, an approach which best serves both urban and rural interests.

If you agree that local governments should be given the power to protect themselves from unwanted garbage and the right to negotiate favorable agreements with landfill operators, urge your congressman to co-sponsor H.R. 963, the Local Government Interstate Waste Control Act. Additional information is available by writing to Rep. Rick Boucher, 2245 Rayburn House Office Building, Washington, DC 20515, or by calling 202/225-3861.

## Loan program for safe water moves in House

By Diane S. Shea  
associate legislative director

The full House Energy and Commerce Committee has voted out a bill (H.R. 1701) that would create a state revolving loan fund (SRF) for financing improvements to drinking water systems.

The bill would provide up to \$599 million in 1994 and \$1 billion annually in 1995, 1996 and 1997 for funds to capitalize each state's SRF so that monies for loans could be made available to local governments.

Swift action on the bill was due in part to the recent outbreak of bacterial contamination in Milwaukee's water supply.

In addition, the General Accounting Office issued, in April, a critical report of state inspection programs of public water supply systems.

Similar to the waste water treatment SRF's for sewers and plant construction, the program would authorize EPA to distribute money to states which would establish revolving loan funds.

In turn, the states would loan the funds to communities at low interest for construction, rehabilitation and improvement of water supply systems. As the loans are paid back, the money would be "revolved" to other local governments.

The bill has some features that, from a state and local government perspective, are more attractive than

the existing SRF for wastewater treatment.

For example, H.R. 1701 allows states to identify public water systems which are experiencing financial hardship, and allow such systems to qualify for grants rather than loans.

States would also have the discretion to require very small systems to consolidate in order to be eligible for loans or grants. In some cases, counties may be the appropriate level of government to manage such consolidations.

Members of the House Public Works and Transportation Committee objected to a drinking water bill being considered by the House Energy Committee, arguing that water construction plant programs fell under their jurisdiction, so they introduced and approved their own measure (H.R. 1865).

The public works bill contains the same amount of money as the Energy Committee bill but authorizes funds only through 1996.

Both bills fall far short of the funds EPA estimates is necessary for local governments to implement mandated Safe Drinking Water Act (SDWA) regulations.

Although no national needs study has been done, EPA has published a draft report that states that drinking water treatment systems nationwide will invest \$1.4 billion to \$1.7 billion annually by the year 2000 when all the current SDWA rules have taken effect.

# Enterprising County

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Washington, D.C.

Prepared by Public Technology, Inc. for the National Association of Counties

## The Last Mile in the Information Highway: The Well-Connected Community™

What is the "Information Superhighway"? It is a national initiative to deliver voice, video and computer data simultaneously to and from each American home, business, school, and public agency by increasing our current connection capacity. This goal, developed by Vice President Gore, is consistent with PTI's own efforts to create the "Well-Connected Community™", a vision of connecting local governments to each other and to citizens for the purpose of education, training, peer networking, economic activity, and the many other benefits provided by our information age.

How will the National Information Highway change our lives? From the county perspective, an information highway can completely change physical traffic patterns and service delivery functions. Citizens may access county and business services at home, reducing the necessity to get in their cars and drive downtown. Telecommuting as an employment option will be more popular and flexible than it is now. A sick or disabled child can receive multimedia education and health care treatment at home.

The "roads" defining an Information Highway network are familiar technologies already in place: Coaxial cable is used by cable firms, fiber optic technology by telecommunications carriers, the telephone industry uses both copper (twisted pair) wire and fiber, and beepers and other wireless applications (e.g. personal communication systems) use over-the-air spectrum allocations.

Local governments can contribute to the Electronic Superhighway through what is known as "The Last Mile". Counties and cities represent the Last Mile, or the access roads connecting the homes, businesses, schools, libraries and public agencies in each jurisdiction to the highway connecting the rest of the U.S. Every county, city and town controls rights-of-way that carry cables and telephone wires to their constituents. *Your rights-of-way are among the greatest assets in the Last Mile.* And it may not be long before the definition of rights-of-way change to include airwaves.

So, how do counties benefit? In order to participate in the multiple economic advantages, you need knowledgeable, solid representation, in regulation and standard setting, as well as in funding and investment opportunities.

The roles of local governments in creating, building, and using the electronic infrastructure are to:

- Identify needs and technology requirements, and set standards.
- Conduct and participate in demonstration projects.
- Evaluate technology products and services and provide advice on improvements to private industry.
- Participate in entrepreneurial co-investment opportunities in telecommunications strategies where the public good is served.

### The Well Connected Local Government

Many of the connecting technologies envisioned as part of the National Information Highway are already available and operating in the local government environment, and the major local government associations (including NACo and PTI) are using these breakthrough technologies.

■ **LONG DISTANCE TELECOMMUNICATIONS NETWORK:** PTI and its Urban Consortium Telecommunications and Information Task Force worked with MCI to design PTS 2000, a long distance telecommunications network, to meet the unique needs of local governments. The program has been a cost-cutting tool, en-

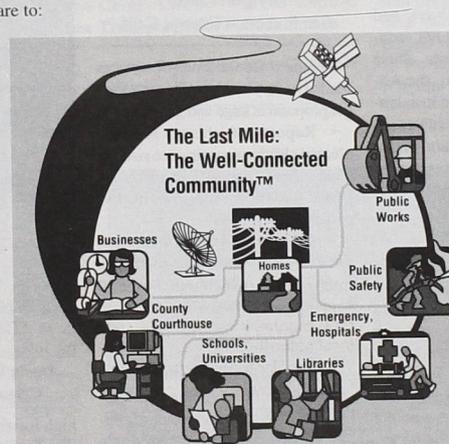
abling the smallest and largest cities and counties to communicate effectively with one another, state associations and leagues, states and the federal government.

PTS 2000 is a software-defined platform that may be used in the future to provide many other

products and services. A big computer system that currently acts as a switch sending long distance traffic onward to its destination can now be used to provide new services at reduced costs and with significant service level improvements. For information on joining PTS2000, call 1-800/365-4688.

■ **MULTIMEDIA:** Acclaimed as a tremendous tool for education and training, multimedia is already being used by local governments. Multimedia combines the power of computer graphics, animation, sound, full-motion video, text and

See *LAST MILE*, page 12



### IS YOUR COUNTY READY?

The next time you read or hear about plans by telephone, cable and fiber optic companies to invest and participate in the National Information Highway, remember, it represents an opportunity for you **IF YOU ARE READY FOR IT!**

- You probably already have a cable TV franchise and telephone lines in your rights-of-way. Do you also have fiber optic cable laid either privately or by the County, and how much?
- Private and non-profit corporations in your community also have communications networks. A simple check on permit requests should identify public and private networks.
- What are each of these communications networks being used for, and does your county share in the use of the system or the revenues generated by it?
- Have you updated your right-of-way policies to reflect changing federal regulations and technologies, and have you recently audited your franchisees for compliance?
- If federal funding were available to upgrade your equipment or pilot new applications such as distance learning or delivering government services to residents in their homes, are you prepared to put such pilots in place quickly?
- Have you developed a set of goals for your community's information and communication infrastructure? Have you analyzed what role your county can play in bringing together public and private sector organizations interested in building such a system?
- How much would be required to train and educate users of the new information system, including residents, tourists, county employees, teachers, businesspeople?
- Are you checking into taking advantage of the convenience, time and money savings afforded through the national local government technologies described here: Videoconferencing, local government training and information videos (GSTN), long distance telecommunications network (PTS 2000)?

Be prepared to participate when the opportunity is made available to upgrade the capability of the last mile. Watch for a PTI Report on Local Government Participation in the National Information Highway.

PTI's *Enterprising County* is a bi-monthly feature of County News. PTI is the technology organization of NACo, the National League of Cities, and the International City/County Management Association. Call Taly Walsh, PTI at 202/626-2412 for more information. PTI's President is Dr. Costis Toregas.



# Proposal could expand county child welfare role

By Amy Wilkins  
associate legislative director

For counties that administer child welfare programs, legislation passed out of the House Ways and Means Subcommittee on Human Resources, April 27, could expand the services counties offer to vulnerable children and their families.

The proposal, part of President Clinton's overall budget plan, would create a new capped entitlement program that would provide services to reduce the demand for foster care and reduce the time that children in foster care would spend in temporary placement.

The program would be funded at \$1.34 billion over five years, and help correct the funding imbalance between family support and preservation services, and foster care services.

"Family preservation services" are designed to help families (including adoptive, foster and extended families) at risk or in

crisis, including:

- programs designed to help children return to their families, when appropriate, or be placed for adoption with a legal guardian, or in some other permanent living arrangement

- preplacement preventive services programs, such as intensive family preservation programs, designed to help children at risk of foster care remain with their families

- service programs designed to provide follow-up care to families where a child has been returned following a foster care placement

- respite care of children to provide temporary relief for parents and other caregivers (such as foster parents), and

- services designed to improve parenting skills.

While the proposal, now under consideration by the Ways and Means Committee, does not contain monies for substance abuse prevention and treatment, the Administration has indicated its intention to seek new funds for substance abuse prevention and treatment for

pregnant women and mothers in separate legislation.

Comparable legislation, S. 596, the Child Protection Services Act, was introduced in March by Senators Jay Rockefeller (D-W.Va.) and Christopher S. Bond (R-Mo.) in March.

The Rockefeller/Bond bill does contain funding for substance abuse prevention and treatment for pregnant women and mothers, and would provide \$2.2 billion over five years.

Both bills are based on family preservation legislation which passed both houses of Congress last year, H.R. 11, which was eventually vetoed by then-President Bush be-

cause it was incorporated into the urban aid tax bill. Because of President Clinton's strong support for the House measure, child welfare

advocates are confident that this session of Congress will yield legislation which will help counties help children.

## Counties Care for America

County governments administer welfare programs in the following 15 states:

Alabama  
California  
Colorado  
Georgia  
Maryland  
Minnesota  
Montana  
New Jersey

New York  
North Carolina  
North Dakota  
Ohio  
South Carolina  
Virginia  
Wisconsin

## Need for family services, growing

By Doris Ward  
San Francisco County, Calif.

The need for the kinds of services funded under President Clinton's budget proposal is large and growing:

- Reports of abused and neglected children continue to rise. In 1991, there were 2.7 million reported cases, an increase of 150 percent over 1979.

- An estimated 429,000 children were in temporary out-of-family care in 1991, an increase of over 50 percent since 1986.

The reasons for the sharp increases in abuse, neglect and out-of-home placement are multiple and complex; falling incomes and rising poverty rates among young families, the increasing number of single parent families, and the increased rates of substance abuse all play a role in the increased incidents of child abuse.

For example, the American Public Welfare Association has estimated that over 50 percent of reports of child abuse and neglect involve the deprivation of basic necessities such as food, shelter, health care and clothing — all of which can be traced to poverty.

Additionally, the increasing rates of out-of-wedlock birth to young women and teens results in infants being cared for by a single young persons ill-equipped to deal with the stresses and responsibilities of parenthood.

Finally, the contribution of substance abuse to increased rates of child abuse and neglect can not be overstated. Los Angeles County, Calif. estimates that 80 percent of its cases in which children are in substitute care involve parental substance abuse.

While poverty, out-of-wedlock birth, and substance abuse have together propelled reported cases of child abuse and neglect to historic levels, they alone do not account for the record-breaking increases in the removal of children from their families.

A key contributor to our nation's



Doris Ward, San Francisco County (Calif.) assessor

high foster care caseload is the federal funding pattern of child welfare services.

While the federal government

provides an open-ended entitlement to pay for services for children in foster care, they only make a very small pool of money available for services to help families avoid the kinds of crisis that precipitates the need for foster care or crisis intervention. Therefore, states and counties often find themselves unable to invest in preventative services — counseling, parenting training, substance abuse prevention and treatment — which could keep families together.

Instead, social workers must all too often just sit by and watch as conditions in families deteriorate to the point at which children must be removed from their families and be placed in foster care funded with open-end federal dollars.

(Doris Ward, San Francisco County assessor, chairs NACo's Human Services and Education Steering Committee.)

## NACo ON THE MOVE

◆ Associate Legislative Director **Haron Battle** participated in a luncheon meeting with Housing and Urban Development (HUD) Secretary Henry Cisneros, April 30, where participants went over creative strategies to prevent homelessness through supportive housing. ... Later that day, **Battle** attended the swearing-in ceremony of HUD Deputy Secretary Terrence R. Duvernay. ... **Battle** and Legislative Assistant **Jennifer Ryan** were in Chicago, Ill., May 1-5, as representatives for the National Association of County Planners at the annual meeting of the American Planning Association.

◆ NACo President **John Stroger** was in Jekyll Island, Ga. for the Association County Commissioners of Georgia meeting, April 17-21. Associate Legislative Director **Tom Joseph** was also there to speak on the county role in health reform.

◆ At a meeting co-sponsored by NACo and the U.S. Forest Service in Huntsville, Ala., April 25-27, First Vice President **Barbara Todd** moderated a panel of speakers addressing community planning. Garfield County (Utah) Commissioner **Louise Liston**, chair of NACo's Public Lands Steering Committee, spoke at a workshop on the county role in community planning, and **Tom Mainwaring**, NACo's Forest Service liaison, was on hand to promote NACo membership. ... On April 30, **Todd** was in Concord, N.C. to speak before a meeting of the North Carolina/South Carolina Coalition, a group of county officials from the two states involved in the issue of regionalism.

◆ Associate Legislative Director **Tom Joseph** fielded questions on health reform from listeners in the Chicago, Ill. area during a live radio talk show on radio station WBEZ, April 20.

◆ PEBSCO held its national sales meeting in Litchfield Park, Ariz., May 21-25. Representing NACo at the meeting were **Larry Naake**, executive director; **Lee Ruck**, director of member services and programs; **Tom Sweet**, director of corporate relations; **Kaye Braaten**, NACo county service representative; and **Fred Zeldow**, financial/marketing analyst.

◆ Research Assistant **Peter Lane** is the newest addition to the NACo staff. A former training coordinator for the Washington, D.C.-based Whitman-Walker Clinic, Lane will be working with Project Director **Sandy Markwood** on the County Volunteerism Project. Lane earned a bachelor's degree in international development from Clark University and a master's degree in adult education from the University of Massachusetts at Amherst.

### County News invites Letters to the Editor

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

## County News

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

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# Warren testifies on ISTEA implementation

By Traci Dove  
media relations assistant and  
Robert Fogel  
associate legislative director

Bucks County (Pa.) Commission Chair Andrew Warren testified April 20 before the U.S. House Surface Transportation Subcommittee on the implementation of the Intermodal Surface Transportation Efficiency Act (ISTEA), urging the federal government to move ahead with full funding.

Representing NACo as the chair of the Transportation Steering Committee, Warren said that county governments across the country have been disappointed by the level of funding for both the highway and transit provisions of ISTEA.

"Expectations were high with the passage of the act and failure to fully fund the legislation may dampen counties' enthusiasm for ISTEA," he said.

Warren suggested three actions



Photo by Traci Dove

**Bucks County (Pa.) Commission Chair Andrew Warren testified April 20 before the House Surface Transportation Subcommittee.**

should be taken immediately to help the funding situation:

- adopt the funding levels contained in the Administration's FY94 budget request for highways and transit, and
- recapture the 2.5 cents in gasoline tax for transportation purposes which, since 1990, has gone to deficit reduction.

Also during his testimony, Warren covered metropolitan planning organizations (MPO), enhancements, the transit program and rural issues pertaining to ISTEA. "The MPO process appears to be working in those areas which have had well-established MPOs," he said. "In some other areas which have less experience with MPOs or where the MPO has had little to do, they are not yet operating as envisioned by the law."

Warren added that it is very important "that the non-metropolitan counties or rural counties be brought into the process of statewide planning particularly as it relates to project selection."

According to Warren, the transit program "seems to be doing well,"

but the program needs substantially more funding in order to provide a reasonable level of service and to meet the requirements of the Americans With Disabilities Act and the Clean Air Act.

In rural areas, there continues to be a concern in some states that counties are not receiving a fair share of the highway funds through the surface transportation program. "With the elimination of the secondary highway program, there is no longer a program which specifically targets those types of roads which rural counties often own and maintain," he said.

Warren recommended a clarification in the law which would specify that the existing set-aside of surface transportation program funding for areas of less than 5,000 population be restricted to use on secondary system-type roads, such as major rural collectors.

Copies of Warren's testimony are available by calling Bob Fogel at NACo at 202/942-4217.

## HEALTH HEARING from page 1

its pockets with the help of Medicare.

Williams explained that a piece of equipment which costs \$17 to make is listed for sale at \$65. Compounding this pricing practice is Medicare's reimbursement policy which will pay for renting the same piece of equipment for up to \$400 over 15 months.

To make matters worse, he said, Medicare often rents reusable equipment over and over again. His favorite example is the decubitus care bed, a special type of bed used for dying patients who can't move and are prone to bed sores. On average, four patients a year will use the same bed. Through rental fees, Medicare provides the manufacturers about a 1,000 percent profit in a year's time.

"There are a lot of people driving Rolls Royces because of the way Medicare pays for medical equipment," Williams said.

At the New York City hearing, the president of the greater New York Hospital Association, Kenneth Baske, warned that health care reform could undermine the economic vitality of the area. "Policy-makers often point to health care spending as the single largest drain on federal and state budgets, but, in fact, I contend that health care contributes to the economy of New York. ... The economic buoyancy contributed by this sector simply cannot be maintained if the hospital community is further destabilized through the health care reform plan that is ultimately proposed," Baske claimed.

Another New York hearing witness, Larry Brown from Columbia University School of Public Health, reminded panelists that the birth of the political problem over health

care had its roots in the concerns of the insured about rising costs, not in concerns about giving care to the uninsured. "Giving care to the uninsured and controlling costs to the insured are in tension."

He also warned against the temptation to expand the health care services net too wide. "We can't medicalize everything in health. Nutrition, education, employment, housing all affect health."

Some witnesses, however, used the hearings as an opportunity to praise county government efforts in the health care arena.

Harry Neidlands, executive vice president of the South Pinellas (Fla.) Senior Citizens Club, Inc., said the residents of Pinellas County are fortunate because Pinellas County commissioners authorized and funded a complete review of the county's health care needs last year. The findings were published last fall in the "McManis Report."

"Their program analysis, alternative strategies and recommendations could be used as a model for a needs assessment for other counties. The "McManis Report" showed us we don't need bigger health care programs, but better ones." He added that the report cost taxpayers less than \$150,000 and has already saved millions through the county's implementing an integrated managed care system.

Pinellas County seems to inspire health care innovation.

Karl Tague, president and CEO, Manatee Memorial Hospital, told panelists about a program his hospital had developed which offers medical benefits at a 40 percent to 60 percent discount to the nearly 67,000 uninsured workers in the county.

By way of background, Tague



Photo by Traci Dove

**(l-r) Marjorie Eskenas, volunteer, Alliance for the Mentally Ill, poses questions to panelists Terry Wood, Jacksonville-Duval County (Fla.) councilmember; and Barbara Shipnuck, Monterey County (Calif.) supervisor at NACo's health care reform hearing in Pinellas County, Fla., April 15.**

explained that a survey by the local chamber of commerce found that a third of its member businesses did not offer workers any form of health insurance, leaving an estimated 67,000 county residents — most of them hard-working, lower middle class families — medically indigent. For Manatee Memorial, those numbers seemed to spell doom.

But the hospital decided to tackle the problem even though their paying customers were demanding larger discounts at the same time Medicare and Medicaid were telling it to cut costs. "We had to find a way to get the uninsured to pay something because we are hemorrhaging over here."

Essentially, the hospital brokered a three-way deal involving itself, local doctors and an insurance company out of Green Bay, Wis. Working together, the insurance company, the hospital and a network of participating doctors will offer a managed-care product that should go a long way toward solving a

problem of the uninsured.

Primary savings, Tague said, should come from an agreement by Manatee Memorial and local doctors to substantially discount their services to patients covered by the plan. The doctors have agreed to accept the same fee schedules the federal government sets for Medicaid and Medicare patients — far below the "retail" — most small businesses pay. The insurance company passes along the savings to its customers and also gains access to a new market and an opportunity to sell other forms of insurance as well.

If it works, Tague said, the solution Manatee Memorial devised could provide a model for communities across the country.

NACo's examination of health care reform has also prompted counties to hold their own health care hearings.

Among them was Lehigh County, Pa., which reported on the findings of its hearings in New York. Fifty people attended the Lehigh

hearing on long-term care, April 26, sponsored by Lehigh County Executive David Bausch. He reported that the testimony targeted the need for universal coverage which included prevention and education services, and suggested that "long-term care policy must include a federally mandated and financed basic health package that would be state-regulated and monitored. Counties can administer these policies through the application of flexible dollars so that services are delivered through community agencies."

Over the course of the hearings, the NACo Health Care Systems Reform Task Force has heard testimony from 200 witnesses.

A report on the findings of the committee and its recommendations is expected to be released later this month.

(Contributors to this report included Traci Dove, media relations assistant, and Tom Joseph, associate legislative director.)

# NACo presses health positions at White House

By Tom Joseph  
associate legislative director

Political realities and the need for county elected officials to evaluate the Clinton health reform package was stressed by NACo officials in a recent meeting with leaders of the President's Task Force on National Health Reform.

Led by NACo President John H. Stroger, Jr., the NACo elected officials urged White House working group leaders, including Judy Feder, the lead health representative for the Department of Health and Human Services, to carefully consider the support needed from local officials to pass a bill and implement it successfully.

Among the critical issues facing county governments and health care reform is the definition of essential community provider (ECP) status.

This unique status would be

given to traditional providers of health services to the poor. The status would enable these providers to continue serving individuals and receive reimbursement for them even if they belonged or have been assigned to another health plan. The status recognizes that during the transition to reform, traditional providers must be supported and low-income individuals must be protected.

At issue is which entities will receive ECP status. While it is fairly certain that federally funded providers such as community health centers will receive the status, less clear are the numerous local government health agencies.

There is some indication that those entities would be required to be designated through a process separate from the federal programs.

NACo officials insisted that counties which serve the uninsured

or medically indigent be treated the same as other providers, such as community health centers and migrant health centers. This is particularly important given the billions of dollars counties commit each year to health. Without that equal recognition, the NACo representatives expressed strong reservations over the success of the proposal.

Joining Stroger at the meeting were: Monterey County (Calif.) Supervisor Barbara Shipnuck, St. Louis County (Minn.) Commissioner Marilyn Krueger, Jacksonville-Duval County (Fla.) Councilmember Terry Wood, Cuyahoga County (Ohio) Commissioner Mary O. Boyle, and Hennepin County (Minn.) Commissioner Peter McLaughlin. NACo Executive Director Larry E. Naake and staff members Tom Joseph and Mary Uyeda also attended the meeting.

## Rural health care: making a difference

By Michael L. Sowell  
NACo fellow

"How are you gonna' keep them down on the farm?" the World War I song asked about American soldiers. It could just as well have been asked about doctors and other health care workers in rural America today.

In rural communities where health care is already inadequate, small-town physicians are leaving for the big city, adding to the many problems already facing rural communities trying to address the health care needs of their citizens.

To combat this decline in rural health care service, Mississippi has initiated a federally funded education and training pilot program called the Mississippi Rural Health Corps, according to Norine Barnes, Mississippi Cooperative Extension Service.

The project, started in December 1992, will ultimately guarantee that state health care professionals and support staff remain in rural areas where they are needed. It will also empower rural communities to implement health care strategies and procedures by using the Extension Service and other outreach services.

The Rural Health Care Project is designed so that states with similar rural health care problems will be able to replicate the Mississippi model.

The state's 15 community colleges, the Mississippi Health Department and six private partners, including the Mississippi Farm Bureau, the State Nursing Association and the Mississippi Health Care Association are cooperating on the project, says George Wynne, director of the Mississippi Community College Foundation.

The program operation is straightforward. Students enroll in the pro-

gram through their local community colleges. After receiving the necessary education and training, they are obligated to serve in rural communities for at least three years.

Wynne explains that "we try to match students to education and training facilities near or in their home community. People tend to live close to where they work and if this is the neighborhood they know best, they are less likely to leave."

There are approximately 135 students enrolled in the rural health care track statewide. A minimum of 400 RN and LPN candidates are expected to enroll in the project by this fall. The state is planning to match the \$2 million in federal funds which will boast participation in the project by 350-400 students.

A high-tech component of this rural health care project will eventually link each of the participating community colleges with Mississippi State University (MSU), through the INTERNET computer network. This educational system will allow the community colleges to access health care and medical information from colleges and universities across the globe.

Project staff are also developing a proposal for a Rural Electrification Administration grant which would install an "interactive" television network linking the 15 colleges, the Medical Center (in Jackson) and MSU.

For more information on Mississippi's Rural Health Corps, contact Norine Barnes, Mississippi Cooperative Extension Service, 601/325-3032, or George Wynne, director, Mississippi Community College Foundation, 601/857-3560.

## Health reform glossary: prescriptions for change

**Managed Competition** — This concept is the broad framework for the Clinton task force; it is different from managed care (see below). Managed competition creates mechanisms to enable every individual to choose and receive health coverage at similar prices for similar services from various health plans in the area. All plans would have to offer the same basic/standard benefits package set by the national board (see definition below). Information would be collected on the health plans' quality of medical care and consumer satisfaction so consumers could make informed choices. Health plans would compete on price, quality and additional services above the standard benefit.

**Managed Care** — This approach refers to a method/structure through which health services are delivered. Examples include health maintenance organizations (HMO) or preferred provider organizations (PPO) that "manage" the services and cost of care provided to an individual by monitoring doctors, controlling referrals to specialists and requiring preauthorization for hospital care. County health facilities could either contract with managed care plans or create a county-sponsored plan. Managed care would be one of the key methods to provide care under managed competition.

**Purchasing Cooperatives/Health Insurance Purchasing Cooperatives** — These state or substate entities under managed competition would collect the premiums from individuals and employers and negotiate prices and services from area provider networks, also known as Accountable Health Plans (see below).

**Accountable Health Plan (AHP)** — AHPs utilize a network of providers (e.g., HMOs, PPOs) who compete with each other for individuals to enter their plan. AHPs would contract with doctors, hospitals and care. The purchasing cooperative would tion available on the quality C o u n t i e s as an AHP. **Play** — This is a financing require all em- health insurance or federal government insure individuals. This approach received a great deal of attention in the late 1980s up through part of last year.

**Single Payer** — This financing proposal gives complete purchasing control to federal or state government. Price controls on hospitals, doctors and other providers would be imposed. Private insurance would be next to non-existent. Discussions are modeled after the Canadian system, where each province has a given health budget to work from.

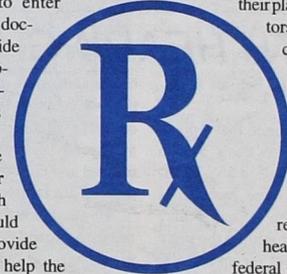
**Insurance Reform** — A number of reforms of the existing insurance system seem to have bipartisan support and would be instituted under any board financing or delivery framework. They include:

- **Pre-existing conditions** — This prohibits insurers from refusing insurance to an individual based on an existing medical condition. There may be, however, a short period of time (months) where the insurer would not have to pay for that specific condition. County facilities should be relieved of some of the services provided to uninsured persons with pre-existing conditions.
- **Portability** — Portability allows individuals to carry their insurance with them when they change jobs.
- **Experience rating** — This prohibits insurance companies from "red-lining" certain individuals or occupations, thereby effectively denying them coverage. (Antonym is: "Cherry picking," where healthy, young persons are desired because of their low health costs.)

**Essential Community Providers** — These are entities such as public hospitals, county health departments, mental health clinics and county nursing homes which have been traditional providers of services to the medically indigent. During transition to reform, it is anticipated that these providers will be used and needed. Special technical and financial assistance will be needed for those providers during transition.

**Maintenance of Effort** — This concept measures a state's and possibly a county's current financial and services efforts in health. During the transition to a reformed system, and perhaps thereafter, various units of government would be expected to continue a level of financial and/or services contributions.

**National Board** — Depending on its powers and membership, the national board could be expected to do a number of things, including: establishing the standard benefits package; establishing price controls; determining health expenditure goals; and designing future federal, state and local financing formulae. These powers will most likely be determined by how much control Congress and the executive branch would like to dictate in legislation and regulations.



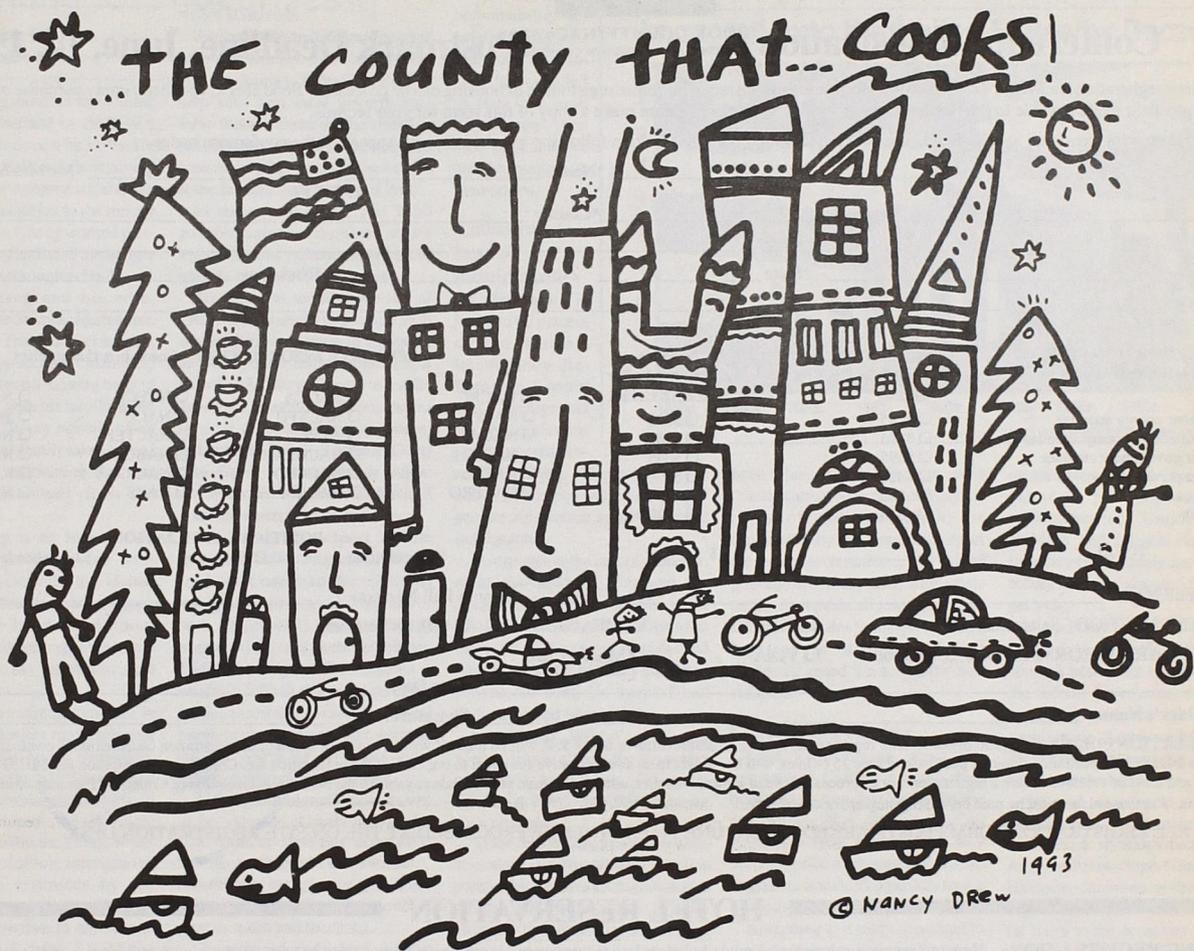
## Health officials to meet in Chicago

The National Association of County Health Officials (NACHO) is holding its Fifth Annual Conference, titled "Positioning for Change: Partnerships for Public Health," July 15-18 in Chicago, Ill.

Concurrent workshops will focus on issues such as women and children in Medicaid managed care, environmental health assessment, marketing public health and building linkages with community-based minority organizations.

In addition to workshop sessions, the conference will also feature a 22-booth exhibit, roundtable discussions and the presentation of NACHO's 1993 annual awards: J. Howard Beard Award, Environmental Health Award and Primary Care Award.

For registration materials or exhibitor information, call Cecilia Miranda at NACHO, 202/783-5550.



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Chicago Hilton & Towers  
Chicago, Illinois  
July 16 - 20, 1993



# Conference Registration COOK COUNTY/NACo '93 NATIONAL ASSOCIATION OF COUNTIES Postmark Deadline, June 14, 1993

Conference registration fee **MUST** accompany this form and must be received before registration or housing can be processed. Send check, voucher, county purchase order, claim or the equivalent made payable to the National Association of Counties. Please make a copy of this form for your records.

Please type or print clearly all applicable information requested below. Information following asterisks (\*) will appear on the conference badge.

\*Name \_\_\_\_\_ \*Name \_\_\_\_\_ Mr/Mrs/Ms \_\_\_\_\_  
 (LAST) (FIRST)  
 \*Title \_\_\_\_\_ \*County \_\_\_\_\_  
 Address \_\_\_\_\_  
 City \_\_\_\_\_ \*State \_\_\_\_\_ Zip \_\_\_\_\_ \*Nickname \_\_\_\_\_  
 Telephone \_\_\_\_\_ Fax \_\_\_\_\_

### REGISTRATION FEES: Check box that applies

Member county attendee  
 Non-member county attendee  
 Other government attendee  
 Other private sector  
 Spouse  
 Youth

### Early Bird postmarked by 5/28

\$245  
 \$295  
 \$295  
 \$320  
 \$50  
 \$30

### Advance postmarked after 5/28 & ON SITE

\$275  
 \$345  
 \$345  
 \$370  
 \$50  
 \$30

### AFFILIATE INFORMATION - Check box that applies

NACRC  NACCA  NCECE  NACHFA  
 NACP  NACTFO  NACE  WIR  
 NACHO  WON  NACTEP  NCCAE  
 NACA  NACHSA  NABCO  NACAP  
 NACITA  NACCED  NACIO  ICMA  
 NACPRO  NACIRO  NACS  NACMHD

TOTAL

\$ \_\_\_\_\_

\$ \_\_\_\_\_

### POLITICAL AFFILIATION

Republican  Democrat  Independent

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

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

CREDIT CARD INFORMATION: (Check one)  VISA  MasterCard

Card # \_\_\_\_\_ Exp Date: \_\_\_\_\_

Cardholder's Name: \_\_\_\_\_ Signature: \_\_\_\_\_

**CANCELLATION POLICY** - Refund of conference registration fee, less an administrative fee of \$50, will be made if written notice of conference registration cancellation is postmarked no later than **June 14, 1993**. Cancellation requests postmarked June 15 or later, will be subject to an administrative fee equal to one-half of the registration fee. Conference registration fee **MUST** accompany this form and must be received before a registration can be processed. Send a check voucher, county purchase order, made payable to the National Association of Counties. Purchase order only holds registration. Purchase order must be paid before registering for conference.

**NOTE:** ALL REGISTRATION FORMS POSTMARKED AFTER JUNE 14, 1993 WILL BE PROCESSED AT THE ON-SITE REGISTRATION DESK.

## HOTEL RESERVATION

**HOUSING REGISTRATION** - Housing reservations must be made by completing this form. Note: Please do not send housing deposit with conference registration payments

Room Reservation Name \_\_\_\_\_ Arrival Date \_\_\_\_/\_\_\_\_/\_\_\_\_ AM  
 Roommate Name \_\_\_\_\_ Departure Date \_\_\_\_/\_\_\_\_/\_\_\_\_ PM  
 Do you have a special housing request? \_\_\_\_\_ Arrival Date \_\_\_\_/\_\_\_\_/\_\_\_\_ AM

Please describe any special disability or handicap needs: \_\_\_\_\_

### PLEASE CHECK YOUR DESIRED HOTEL

Indicate first choice with 1. Then number other hotels from 2 to 3 in the order of preference. You will be assigned the first available room rate, closest to the rate you requested, based on availability at the time your request is processed. Each reservation requires one night's deposit.

<u>Single/Double</u>	<u>Single/Double</u>
____ Hilton & Towers (Headquarters) ..... \$ 119	____ Palmer House ..... Shuttle . . . \$ 104
____ Hilton & Towers - Towers Level ..... \$ 150	____ Palmer House - Towers Level .. Shuttle ..... \$ 140
____ The Congress Hotel ..... Walk ..... \$ 79/89	

Please check one of the following: \_\_\_\_\_ 1 person, 1 bed \_\_\_\_\_ 2 persons, 1 bed \_\_\_\_\_ 2 persons, 2 beds

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

Office Use Only	
Date Rec'd	_____
Check No.	_____
Amt of check	_____
Total	_____
Date entered	_____
Entered by	_____

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

- Guarantee your room:** Complete credit card authorization, the hotel will send confirmation of your reservation within two weeks of receipt.
- Reserve your room:** Indicate housing needs above. We will notify the hotel of your reservation. The hotel will send you confirmation of your reservation and request payment made directly to them. Your reservation will be guaranteed once the hotel receives a one night's deposit.

**CREDIT CARD AUTHORIZATION**  MasterCard  Visa  American Express

Card Number \_\_\_\_\_ Exp. Date \_\_\_\_\_

Cardholder's Name \_\_\_\_\_

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

# Immigration in the '90s: a test of fiscal responsibility

By Susan D. Grubb  
staff writer

Virut Chang came to the United States from Thailand in 1969 on a student visa. He lived with a friend in Los Angeles, Calif. while studying for his bachelor's degree at Cal-State University. In addition to the money sent from home, Chang worked part-time as a bus boy and hotel messenger to pay his way through school.

Today, Chang and his wife, Rapana, own the Siamese Restaurant, specializing in Thai food, in Laverne. He has not applied for citizenship because he plans on moving back to Thailand to be with his family when he gets older. "In my culture, when you get old, your family takes care of you," he said, explaining that one does not take money from the government.

Virut Chang is an immigration success story. Using his own resources, he came to the United States for an education and to launch a successful business without becoming dependent on government programs for his transition into society.

But for many immigrants, this is not the case. And as the number of new immigrants keeps increasing, governments at all levels are becoming more financially strapped in helping them make the transition.

During the 1980s, the United States admitted 9.5 million immigrants, according to estimates by the Immigration and Naturalization Service — more than in any decade since 1900-1910, when 8.9 million

where allowed in.

Although the federal government set policy to allow more immigrants into the country, federal funding to help state and local governments serve them decreased. The situation has been exacerbated by the sluggish economy and reduced tax revenues at the federal, state and local level.

In some cases, state and local governments are required under legislative and judicial mandates to provide services to immigrants.

For example, the Refugee Act of 1980 requires states to provide cash and medical assistance to refugees; the Immigration Reform and Control Act of 1986 allows access to public assistance, health and educational services to newly legalized aliens; and the 1982 U.S. Supreme Court case *Plyler v. Doe* extends public education benefits to the children of undocumented immigrants.

According to a report by the Immigrant Policy Project of the State and Local Coalition on Immigration, the federal government has never been forthcoming with substantial resources for immigrant resettlement. The aid it does provide is targeted at narrowly defined groups, i.e. refugees and legalized aliens. Undocumented immigrants, or illegal immigrants, are not permitted to access most federal government programs.

Although immigrants have proven to be valuable contributors to the U.S. economy and pay taxes (\$90 billion, according to one estimate), two-thirds of the revenues goes to the federal level, while only one-third goes to states and localities.

Given the reduced federal role, the

responsibility for helping immigrants integrate into society has been left to state and local government, private organizations and the immigrants themselves.

## California — land of immigrants

California is home to 60 percent of the nation's Immigration Reform and Control Act immigrants (those illegal immigrants granted amnesty in 1986), 40 percent of the nation's refugees and more than 50 percent of the nation's undocumented immigrants.

In response to the lack of money to meet the growing demand for immigrant services in his state, California Governor Pete Wilson has taken the lead in requesting federal reimbursement of federally mandated services to both documented and undocumented immigrants.

Last January, Wilson's office sent a letter, signed also by the governors of Florida, New York, Texas and Illinois, to President Clinton stating their concerns:

"If the federal government wishes to sustain a humanitarian foreign policy which fosters immigration and refugee admissions, then it must allocate the financial resources required to support this population

## Immigration to the United States by Decade



once it has arrived," the letter says. "States cannot be expected to pay the costs of policies which are fundamentally the responsibility of the federal government. ... The federal government must take immediate action to provide all reimbursement owed to the states for the provision of services to documented and undocumented immigrants and refugees."

## Los Angeles County

Like Virut Chang, most immigrants to California make their home in Los Angeles County. By the end of the 1980s, 40 percent of all Angelenos were foreign-born, 49.9 percent spoke a language other than English at home; 35.3 percent spoke Spanish.

According to a study presented to the Los Angeles County Board of Supervisors last November, in FY92, a total of \$946 million was spent on health services (68 percent), justice services (23 percent), social services (21 percent) and mental health services (16 percent) for the immigrant population. However, the county received only \$139 million back in revenues — 3.2 percent of the \$4.3 billion total revenue they generated.

Where did the remaining 96.8 percent go? Sixty percent of revenues went to the federal government, 28.6 to the state of California and 8.2 percent to other local entities.

Although immigrants make up 25 percent of the county's population, the study found them to be responsible for 31 percent of the county's costs, yet they provide only 10 percent of its revenue.

Supervisor Michael D. Antonovich, who proposed the study, is particularly concerned about the financial burden undocumented immigrants pose on the county.

Illegal immigrants (7.6 percent of the county population, according to the study) are causing a "catastrophic fiscal crisis," he said, which is "devastating Los Angeles County taxpayers."

The study, he points out, shows that 63 percent of all mothers giving birth in county hospitals are un-

documented. Eleven percent of the county's jail population are undocumented. Undocumented children and citizen children of undocumented immigrants cost the school districts almost \$1.5 billion per year.

His primary complaint is that the county is mandated to provide these services and is not reimbursed, yet the federal government doesn't do enough to stem the tide of illegal immigration. Antonovich has called for federal legislation that will "stem the tide at the border."

"It's a mistake to scapegoat immigrants," countered Joel Bellman, a spokesperson for Los Angeles County Supervisor Edmund Edelman, chairman of the board of supervisors. "Immigrants contribute far more to the economy than they take out. ... Unfortunately, at the local level, revenue benefits don't stay here," and, he added, "we don't get anywhere near reimbursed for mandates."

## San Diego County

Situated on the U.S.-Mexican border, San Diego County is often the gateway into America for many immigrants, particularly those who are undocumented.

According to a 1991 report by the California Senate Office of Research, approximately 200,000 undocumented immigrants reside in San Diego County — nine percent of the total county population.

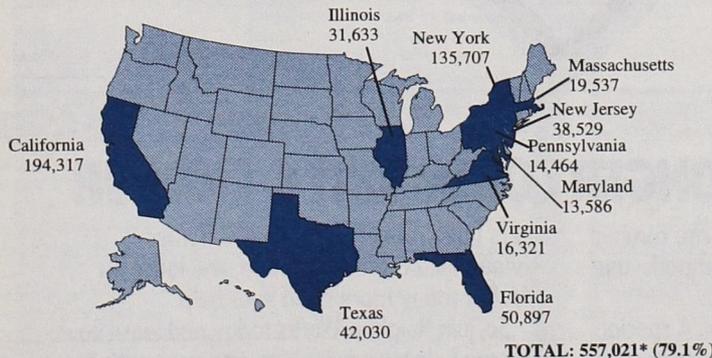
The study shows that the cost to state and local governments of processing undocumented immigrants through the criminal justice system and with providing health services, education and social services is \$206,411,969. State and local government tax revenues were \$60,490,124. The excess of costs over revenues is equal to \$145,921,845.

San Diego County Supervisor John MacDonald describes the situation as "disastrous." The county is facing a \$50-\$70 million deficit this year, he said, due to the large indigent population which is made up mostly

See IMMIGRANTS, page 11

## Where they come from — Where they go

The majority of legal immigrants in 1991 were from Mexico, Central America or Asia. Below is a list of the 10 principal countries of origin and a map of the 10 most popular states of intended residence for legal immigrants. In 1991, the top 10 countries of origin accounted for 62.9 percent of all legal immigrants to the United States; the top 10 states of intended residence received 79.1 percent of all legal immigrants to the United States.



### TOP 10 COUNTRIES OF ORIGIN

Soviet Union	56,839	India	31,165
Philippines	55,376	Dominican Republic	30,177
Vietnam	55,278	Korea	21,628
Mexico	52,866	Jamaica	18,025
China	31,699	Iran	18,019
<b>TOTAL</b>	<b>443,292*</b>	<b>TOTAL</b>	<b>443,292*</b>
	<b>(62.9%)</b>		<b>(62.9%)</b>

\*Figures do not include estimates of illegal immigrants or amnesty immigrants under the 1986 Immigration Reform and Control Act. In 1991, there were 1,123,162 amnesty immigrants, mostly Mexicans, and most of this population settled in California.  
Source: Immigration and Naturalization Service



# NEIGHBORS AT WORK

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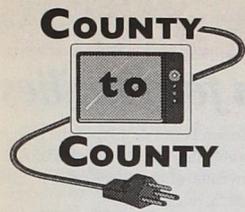
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NACo's VIDEO TELECONFERENCING NETWORK

# PROGRAM GUIDE

May 18 - May 27

(All times are Eastern Standard)

\*Note: Programming now begins on May 18. The demonstration period will run through August and an extended program schedule for July and August will be added.

	WEDNESDAY	THURSDAY	FRIDAY
<p><b>TUESDAY</b></p> <p><b>18</b></p> <p><b>1:30 p.m. KICKOFF* WELCOME TO COUNTY-TO-COUNTY</b></p> <p>NACo kicks off with interviews, programming overviews, site identifications, a greeting by NACo Executive Director Larry Naake, and more.</p> <p><b>2:00-4:00 p.m. SPECIAL TOPICS BUILDING CARING COMMUNITIES: COUNTIES RESPOND TO THE AGING OF AMERICA</b></p> <p>In this program, elected county officials and administrators describe the elements of a caring community for the aging; representatives from the Administration on Aging and from PROJECT CARE communities discuss how they're making our communities better places in which to grow old.</p>	<p><b>19</b></p> <p><b>2:00-5:00 p.m. EMPLOYMENT AND TRAINING</b></p> <p><b>SUMMER JOBS AND EDUCATIONAL ENRICHMENT</b></p> <p>This features a dialogue with U.S. Department of Labor officials about the greatly expanded summer youth employment program. The lateness of the summer jobs stimulus will likely provoke a lively exchange with Administration officials.</p>	<p><b>20</b></p> <p><b>2:00-3:00 p.m. LEGISLATIVE FORUM</b></p> <p><b>THE LATEST LOWDOWN ON ECONOMIC STIMULUS</b></p> <p>Ralph Tabor, legislative affairs director, updates us on the latest happenings on Capitol Hill. Following is an exploration with federal agency insiders of how a revised economic stimulus plan affects county governments. Together, they field questions from the nine sites.</p> <p><b>3:00-5:00 p.m. TRANSPORTATION/ INFRASTRUCTURE COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)</b></p> <p>The CDBG Program is a flexible tool for wide-ranging neighborhood revitalization projects. While 132 urban counties receive direct allocations, hundreds of smaller counties are funded through state administered CDBG programs. This session highlights creative uses of CDBG in urban and small counties.</p>	<p><b>21</b></p> <p><b>2:00-4:00 p.m. SKILL ARENA</b></p> <p><b>EMPOWERMENT: WHAT ARE THE BOUNDARIES?</b></p> <p>Performance improvement experts from Coopers and Lybrand, Pat Keehley and Tony Yowell, explain "empowering" workers. They take the perspectives of employees, supervisors, and top level management, showing what empowerment is, how to become empowered, and its relationship to total quality management. A basic tool for managing county personnel in the 90's.</p>
	<p><b>26</b></p> <p><b>2:00-4:00 p.m. COUNTY AS EMPLOYER</b></p> <p><b>AMERICANS WITH DISABILITIES ACT (ADA)</b></p> <p>This features a discussion of requirements of the ADA from the perspectives of both county employers and disabled county employees. Physical construction and service requirements imposed by the act will be addressed.</p>	<p><b>-27-</b></p> <p><b>2:00-3:00 p.m. LEGISLATIVE FORUM</b></p> <p><b>MANDATES AND WASTE TRANSFER</b></p> <p>Ralph Tabor updates us on NACo's hot legislative priorities, followed by interviews with Representative Gary Condit (D-Calif.) on his mandate bill and Representative Rick Boucher (D-Va.) on his intersate transfer of waste bill.</p>	<p><b>3:00-5:00 p.m. MEDIA/PUBLIC AFFAIRS</b></p> <p><b>TURNING THE MEDIA FROM FOE TO FRIEND</b></p> <p>Dale Weiss, a communications expert and former television anchor and reporter, helps county officials learn to stop fearing and to love media exposure. He guides you through the basics of presentation techniques, so you shine...rather than shudder. A must-view for anyone exposed to the press.</p>

## IMMIGRANTS from page 9

of illegal immigrants.

Under the state's tax structure, because San Diego's property tax rate is so low, the county does not receive as much state money as other counties.

It does, however, receive sales revenue, but only in unincorporated areas (Only \$12 million was generated last year.) "So [illegal immigrants] contribute virtually nothing to the county," he said, but admitted the county had no data to prove his claim.

"We've had a difficult time getting Congress' attention," he said. MacDonald believes congressmen shy away from the issue because they are concerned about losing Hispanic votes. The sentiment is "let the local

governments deal with it. ... It's a federal responsibility."

MacDonald has been actively lobbying the California congressional delegation in Washington, D.C. as a member of a nationwide coalition called the Immigration Funding Project (IFP). The purpose of IFP, made up of state and local officials, is to bring to the attention of Congress the hardships federal immigration funding policies cause state and local governments.

"If Congress doesn't react proactively, it will be a national crisis within the next five years," he predicted.

### The federal response

The Clinton Administration seems to understand the tight

financial situation state and local governments are in.

In his second supplemental bill, \$27 million is slated for providing eight months of cash and medical assistance to refugees. If it does not pass by June 1, however, the eligibility period for such assistance would be reduced to only three months.

Clinton's FY94 budget request calls for the full \$812 million original appropriation for 1994 for the State Legalization Impact Assistance Grant (SLIAG) — a program created to reimburse states for the public assistance, public health and education services they provide to the illegal immigrants that were granted amnesty under the Immigration Reform and Control Act

of 1986.

Since 1990, large portions of the promised SLIAG appropriations had been deferred to later fiscal years. After the FY93 SLIAG appropriation of \$325 million, states were still owed \$812 million in SLIAG funds for FY94.

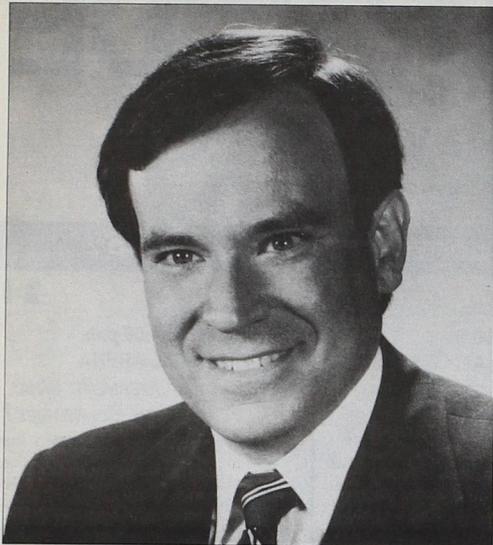
Clinton's budget also proposes increased funding for refugee resettlement programs — from \$408 million in FY93 to \$420 million in FY94.

Supervisor MacDonald described Clinton's budget proposals as "good, but I don't see any reaction on the horizon to continue federal funding for [illegal] immigration coming across the border."

Cassie Perry, a spokesperson for California Governor Pete Wilson,

said the governor is pleased with the increases in the Clinton budget. "We did well," she said. "Some thought that we wouldn't get anything." However, she continued, "We'll continue to press for full funding of all programs."

"These programs have been inadequately funded and administered on a piecemeal basis," said NACo Executive Director Larry Naake. "While we are pleased that the Administration has recognized the need for additional funding, dollars alone are not enough. We as a nation need to rethink our immigrant and refugee policies. We must develop a vision and then establish and fund the policies we need to reach that vision."



NACo President John H. Stroger, Jr. has appointed Dennis Greenhouse, New Castle County (Del.) Executive, to chair the Justice and Public Safety Steering Committee, which was chaired by Gladys McCoy, until her death last month. Greenhouse, a committee vice chair, had been serving as acting chair during McCoy's illness.

## ANNUAL CONFERENCE PREVIEW

### Cook County buzzes with fun for families

Thinking about taking your family to Chicago in July? Worried that they're not going to have anything to do while you're busy discussing and debating the complex issues of county government? Well, worry no longer — we have plenty of things for them to do! So much, in fact, that we have activities planned straight through Tuesday!

Here's just a sampling of the rest of the activities we have planned for registered spouses/companions and youths for July 16-20:

- Children of NACo delegates will be treated to a behind-the-scenes tour of the beautiful "state of the art" Comiskey Park, followed by a baseball clinic led by White Sox coaches and former players. Call 708/268-8900, ext. 3332 to register for this activity.

- On Saturday, NACo delegates and their families are invited to join the "Saturday Safari" expedition at the Brookfield Zoo, one of the largest zoos in the country. Don't miss their



COOK COUNTY/NACo 93  
NATIONAL ASSOCIATION OF COUNTIES

new, conversation-oriented exhibit, Habitat Africa!

- Your family could spend a day with the masters as they peruse the Art Institute, one of the world's premier art museums on the "Lasting Impressions" tour.

- Green thumbs are not required for the NACo tour of some of Chicagoland's most spectacular gardens. Picturesque estates (several designed by Frank Lloyd Wright) and gardens will be featured. A visit to the world-famous Chicago Botanic Gardens will wrap up this rosy tour.

- A "Who's Who of Chicago" tour will take them past the TV studio of Oprah Winfrey; the former home of Muhammad Ali; the site where

Enrico Fermi developed the atomic bomb; the home of George Pullman, inventor of the "sleeping car"; and much, much more.

- A trip to Six Flags Great America, one of the country's premier entertainment centers, will give them a chance to test their courage on rollercoasters and other fun rides. With more than 130 rides and a number of stage shows, Six Flags Great America is guaranteed to give everyone a thrill!

- If your NACo companions have a flair for furniture/fashions, the Merchandise Mart Tour will be perfect for them! They can see how the designers do it when they explore some of the 1,800 showrooms in the Merchandise Mart, the world's largest wholesale design center.

Lunch will be provided for each of these activities, so encourage your companions to "make a day of it." To register for these activities, please call 312/626-6773. Spaces are limited for some events, so please register early.

## LAST MILES

from page 3

touch-screen technology to keep citizens more closely connected and better informed. PTI has entered into partnership with several providers of this technology to support applications for local government needs.

■ **VIDEOCONFERENCING:** NACo and the National League of Cities (NLC) are providing videoteleconferencing capabilities

for local government and state association use in several locations across the country. This is a good foundation to which new sites may be added.

■ **VIDEO TRAINING, NEWS AND INFORMATION:** The Government Services Television Network, recently launched by PTI, NACo, the International City/County Management Association (ICMA)

(ICMA) and NLC in partnership with Westcott Communications, produces training videos for public officials and establishes needed capacity for local governments in video production and distribution. The monthly videos will provide news, training and information and will be offered in the near future.

■ **ON-LINE INFORMATION AND SERVICES:** Many counties provide access to their databases (such as real estate files, court dockets, and library card catalogs) directly to computers in homes and businesses.

■ **NATIONAL LOCAL GOVERNMENT VIDEOTEX SERVICE:** NACo recently joined the local government videotex service, Local Exchange, offered through PTI and NLC, which provides access to information via electronic databases and bulletin boards.

■ **TRANSPORTATION TECHNOLOGIES:** Another example of an application of electronic highways is the Intelligent Vehicle Highway Systems (IVHS), bringing together computer and telecommunications technologies to monitor and manage traffic flows and provide transportation information directly to the driver inside the vehicle. Counties have begun to explore these applications and PTI is working to ensure local government representation in the federal government's plans for IVHS.

It is important that local governments participate in these technology platforms. Whether driven by cost reduction or service improvement concerns, efforts to "re-engineer" the way we do business at the local level can be strengthened by technology.

PTI's Urban Consortium has resolved to seek partnership opportunities with the Clinton administration to develop the Information Highway. The UC Steering Committee and the UC Telecommunications and Information Task Force have invited prominent administration and Congressional officials to their June meetings to discuss the importance of local government representation in the planning and implementation of the Information Highway and its "Last Mile."

Counties have a vested interest and an opportunity to help shape the future of the Information Superhighway. Your suggestions or comments are invited. Please call PTI, 1-800-852-4934 or 202/626-2400, or fax to: InfoHighways, 202/626-2498.

*The next time you read or hear about plans by telephone, cable and fiber optic companies to invest and participate in the National Information Highway, remember, it represents an opportunity for you IF YOU ARE READY FOR IT!*

1) You probably already have a cable TV franchise and telephone lines in your rights-of-way. Do you also have fiber optic cable laid either privately or by the County, and how much?

2) Private and non-profit corporations in your community also have communications networks. A simple check on permit requests should identify public and private networks.

3) What are each of these communications networks being used for, and does your county share in the use of the system or the revenues generated by it?

4) Have you updated your right-of-way policies to reflect changing federal regulations and technologies, and have you recently audited your franchisees for compliance?

5) If federal funding were available to upgrade your equipment or pilot new applications such as distance learning or delivering government services to residents in their homes, are you prepared to put such pilots in place quickly?

6) Have you developed a set of goals for your community's information and communication infrastructure? Have you analyzed what role your county can play in bringing together public and private sector organizations interested in building such a system?

7) How much would be required to train and educate users of the new information system, including residents, tourists, county employees, teachers, businesspeople?

8) Are you checking into taking advantage of the convenience, time and money savings afforded through the national local government technologies described here: Videoconferencing, local government training and information videos (GSTN), long distance telecommunications network (PTS 2000)?

*Be prepared to participate when the opportunity is made available to upgrade the capability of the last mile. Watch for a PTI Report on Local Government Participation in the National Information Highway.*

## WE'RE MAKING A CHANGE— AND WE NEED YOUR HELP!

The National Association of Counties (NACo) has always used a system that operated with 12 separate member anniversary dates — each county's yearly dues were required to be paid in the same month as when the county first joined the association.

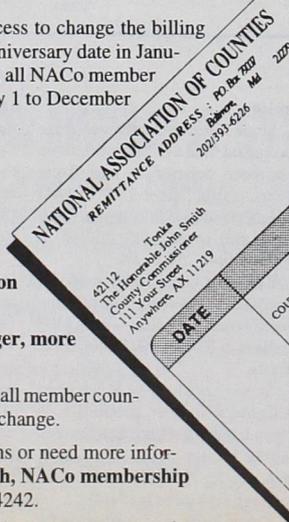
NACo has begun a process to change the billing cycle and have a single anniversary date in January of each year. By 1995, all NACo member dues will run from January 1 to December 31.

### The change will:

- end confusion about when membership payments are due
- increase opportunities for communication on dues issues, and
- make NACo a stronger, more effective association.

Letters have been sent to all member counties notifying them of the change.

If you have any questions or need more information, call Susan Parrish, NACo membership coordinator, at 202/942-4242.



# Counties busy during '93 County Government Week celebration

By Tom Goodman  
public affairs director

With support from President Clinton, counties across the nation were busy during National County Government Week, April 17-24, raising public awareness of county government by highlighting their achievements and responsibilities.

Nearly 1,500 counties celebrated County Government Week this year with a wide range of activities. There were open houses, tours, recognition of volunteers, employee picnics, health screenings, voter registration, essay contests and proclamations. Some programs involved students, while others focused on radon awareness, the environment, crime prevention, the governmental process and county history.

President Clinton acknowledged County Government Week in a letter in which he praised "the accomplishments and hard work of America's counties."

Clinton wrote, "Although counties continue to face fiscal dilemmas, they employ innovative and creative means to maintain quality in their delivery of service. By making tough decisions and sacrifices, counties are rising to meet the challenges that now face them."

"I commend everyone who works in county government and applaud their tremendous efforts and achievements. Thank you for your contributions to our country's well-being," he concluded.

This is the third year County Government Week has been celebrated and imaginations ran wild. One of the programs that

## Nearly 1,500 counties celebrated County Government Week this year with a wide range of activities.

Lehigh County, Pa. focused on was the Trexler-Lehigh County Game Preserve Adopt-an-Animal Program. Using the theme, "Wild Thing, You Make My Heart Sing!" the county encouraged residents to adopt an animal at the preserve to defray the cost of feeding an animal that brings joy to thousands of children. Among the animals available for adoption are Rocky Mountain elk, reindeer, black yak, emu, muntjac and wallaby.

Highlands County, Fla. celebrated its "birthday" on April 21 as part of County Government Week activities, while Sargent County, N.D. held a pancake dinner one day during the week. The dinner was free to the public with a donation to the county food pantry.

Neighboring Wilkin County, Minn. and Richland County, N.D. cooperated to produce an eight-page special section that was inserted in their local newspaper. Mecklenburg County, N.C. also worked through its newspaper producing a four-page section on county services that was inserted in the *Charlotte Observer*.

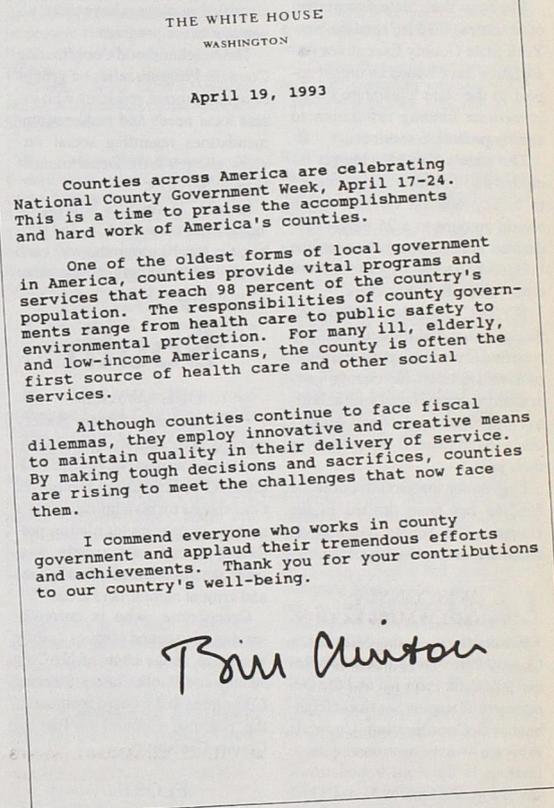
Some counties received good coverage in their local media about their activities: Hill County, Mont.; Vanderburgh County, Ind.; Somerset County, N.J.; Sumter County, S.C.; Sheridan County, Wyo.; and Howard County, Md.

In fact, the *Baltimore Sun* praised Howard County in an editorial for its County Government Week activities and for bringing the local bureaucracy closer to the people. Talking about the county's efforts to improve public access to county government, the editorial said, "All of these things suggest a county government that is trying to push the notion of service beyond style to substance. Restoring the faith that so many have lost in their local governments requires a host of efforts be made to open the doors of officialdom."

Hubbard County, Minn. used the theme, "Counties Care About Your Future," in all of its activities. San Diego County, Calif. held a number of programs during the week including broadcasting the county's video, "California's First County," on many local television stations.

Among the many activities held by San Mateo County, Calif., the county's employees sponsored the 10th Annual April Showers 5K Fun Run and San Mateo County Community Day at Candlestick Park to see the San Francisco Giants play the Atlanta Braves — both events to benefit the San Mateo County Children's Fund.

Enthusiasm for this year's celebration was outstanding and some counties are already planning



THE WHITE HOUSE  
WASHINGTON

April 19, 1993

Counties across America are celebrating National County Government Week, April 17-24. This is a time to praise the accomplishments and hard work of America's counties.

One of the oldest forms of local government in America, counties provide vital programs and services that reach 98 percent of the country's population. The responsibilities of county governments range from health care to public safety to environmental protection. For many ill, elderly, and low-income Americans, the county is often the first source of health care and other social services.

Although counties continue to face fiscal dilemmas, they employ innovative and creative means to maintain quality in their delivery of service. By making tough decisions and sacrifices, counties are rising to meet the challenges that now face them.

I commend everyone who works in county government and applaud their tremendous efforts and achievements. Thank you for your contributions to our country's well-being.

*Bill Clinton*

for next year. The dates for the 1994 celebration of National County Government Week have

not been set, but it is likely it will again be held during the third week in April.

# Department of Labor issues "Summer Challenge" policies

By Neil E. Bomberg  
senior research associate

Released to coincide with the Department of Labor's (DOL) "Summer Challenge" Conference that was held in Washington, D.C. last month, the DOL issued its first guidance for the 1993 Summer Youth Employment and Training Program last month. Known as a training and employment guidance letter, it provides local job training programs with "a policy framework" in which to operate the expanded and enriched 1993 summer jobs program.

DOL has decided to forge ahead with guidance to the job training system even though the economic stimulus supplemental appropriation is in legislative limbo. The "Summer Challenge" program and the \$1 billion supplement will only become reality if Senate Republicans and Democrats and the Administration are able to work out their disagreements. The \$1 billion summer youth supplement and the

"Summer Challenge" program are part of the stimulus package that Republican senators defeated last month.

The department expects that youth enrolled in the summer employment and training program will be placed in well-supervised and meaningful jobs that:

- demonstrate the importance of work
- provide youth with basic work competencies
- reinforce the relationships between education and job skills
- provide income for work
- reach as many youth as possible, and
- include an academic enrichment component.

### Academic enrichment funds earmarked

If enacted into law, funding for the "Summer Challenge" is expected to include an earmark for academic enrichment activities. Before its defeat in the Senate, the House approved \$300 million for this activity. The Labor Department

has made it clear that these funds may only be used for academic enrichment. They may not be used for participant wages (although other summer youth funds may be used to pay wages for both work and time spent in work and education activities) or as part of the 10 percent of summer youth funds that may be transferred to the year-round youth program. Moreover, DOL has indicated that it expects all funds will be used during the 1993 summer program.

Among the services that local job training programs will be expected to provide to each participant enrolled in the summer youth program are:

- basic skills assessment
- skills-based instruction in reading and math
- curricula matched to the learning levels and interests of each participant
- the appropriate use of educational technology
- a minimum of 90 hours of academic enrichment, unless fewer hours are indicated by a partici-

ant's assessment, and • pre- and post-testing of participants' skills so that academic gains may be measured.

### Technical assistance programs available

To assist summer youth program operators, the departments of Labor and Education have established technical assistance programs and a joint national practitioners work group that includes persons who have implemented highly successful summer youth programs. This group will advise Labor and Education on the most effective ways of assisting local programs implement the "Summer Challenge." States, in turn, are expected to do the same. Each state is expected to establish a state practitioners network that will be able to provide guidance and technical assistance to local programs on summer youth program implementation.

The letter also outlines the importance of state involvement,

program oversight and monitoring, data collection, and private sector involvement. States will be expected to adequately administer the program, provide technical assistance and oversee the program's operation.

Labor has made it clear that program oversight and monitoring will need to take place at the federal, state, service delivery area and service provider levels and that these activities will have to take place during the program design and implementation phases. Data on program participation, expenditures, and pre- and post-program achievement will have to be gathered if there is to be any way of assessing its impact, the letter states. Finally, the letter calls on the private sector to match the federal commitment to summer jobs by generating hundreds of thousands of private sector summer youth jobs.

For a copy of the DOL's guidance letter, please contact NACo's training and employment programs, 202/942-4236.

## News from the nation's counties

### North

#### NEW YORK

The New York State Association of Counties (NYSAC) and the New York State County Executives Association have issued an urgent appeal to the state legislature for an immediate funding restoration to county probation services.

The state's FY93-94 budget included a \$17 million cut in state aid to local probation services which would amount to a 25 percent reduction in county probation service budgets and a loss of jobs for more than 400 probation staffers.

NYSAC President Diane A. Keane noted that these cuts, if not rectified, "present a potentially explosive situation for county governments already faced with a shortage of probation staff and dangerously overcrowded conditions in their jails."

Legislation that would restore the funding has been drafted in the House. The Senate has not yet taken any action on the matter.

#### WISCONSIN

Two MILWAUKEE COUNTY initiatives — the Milwaukee County Parks Department Job Reclassification Program and the Department of Human Services Neighborhood Coordinating Councils Program — have been named semifinalists in the Ford Foundation's Innovations in State and Local Government Awards Program. They are among the 76 semifinalists chosen from 1,642 contenders nationwide.

The Job Reclassification Program originated with the downsizing of the Parks Department two years ago. Instead of simply eliminating positions, the department elected to reduce job classifications from 38 to 19 and create a Reclassification and

Training Center. Employees can now receive training, enabling them to upgrade their skills and ascend pay levels. Since its inception, 129 classified employees have taken advantage of the program.

The Neighborhood Coordinating Councils Program relies on groups of neighborhood residents who assess local needs and make recommendations regarding social services delivery to the Department of Human Services.

In July, 25 finalists will be selected from the pool of 76. In October, the top 10 programs will each receive \$100,000 grants; the other 15 will receive \$10,000 each.

### South

#### DELAWARE

The Delaware Nature Society recently presented its Annual Conservation Award to NEW CASTLE COUNTY Executive Dennis E. Greenhouse for his administration's success in passing legislation protecting ground water supply, wetlands, steep slope areas, flood plains and critical natural land areas.

Greenhouse, who is currently serving his second term as county executive, is the chair of NACO's Justice and Public Safety Steering Committee and a board member of the National Council of Elected County Executives.

#### FLORIDA

In response to a dramatic increase in illegal dumping since Hurricane Andrew, the DADE COUNTY Department of Solid Waste has stepped up enforcement and education activities with a new program called "Waste Watch."

The program, a cooperative effort between the department, the Florida Game and Fresh Water Fish

Commission, and other state and local agencies, uses targeted ground and air surveillance combined with community participation to catch illegal dumpers in the act.

Calls from citizens have resulted in the arrest of 38 illegal dumpers and seizure of nine trucks since January. In addition, more than 175 citations and 58 warning notices have been issued.

The increased coordination between government agencies has also resulted in tougher penalties for illegal dumpers, including arrest, felony charges, fines up to \$5,000, vehicle seizure and imprisonment.

## Sweeping state health plans: genie out of the bottle

By Neal R. Peirce  
Washington Post Writers Group

America's state governments have plunged into a wave of health care reform that is without precedent.

Recent or imminent action is reported in at least 20 states, some of it breathtakingly broad in scope.

Oregon has just received the federal government's OK to go ahead with its revolutionary plan to expand Medicaid to all the state's poor. Simultaneously, health services will be limited to 568 items selected from a list of 688 procedures. The choice was painstakingly made by a commission of physicians, nurses, hospital administrators and ordinary citizens.

Florida, in early April, passed a plan that attempts to guarantee health coverage for all Floridians through "managed competition" — the same formula Hillary Clinton's health policy task force is said to favor.

Minnesota, which last year took giant steps to extend health care coverage to its "working poor," especially hard-pressed families with children, will soon decide on its independent health care commission's recommendation to go for a full-bore managed competition system.

Washington state may also be poised for action on managed competition — the idea of letting networks of health care buyers, including corporations, governments and individuals pick between the health care packages offered by competing networks of providers (hospitals, clinics, physicians and insurers).

A three-member commission created by Vermont's legislature is trying to decide which of four models of managed competition to suggest. One would be close to the Canadian single-payer model, with the state government acting as a single health-plan-purchasing co-

operative out to find the best deal among health care providers that it can obtain for the state's citizens and businesses.

Tennessee Governor Ned McWherter has just gone on record for what he calls "the most radical health plan care in America." It would withdraw Tennessee from the federal Medicaid system, then pool federal money and other resources to cover one-half million uninsured people.

Maryland seems intent on extending health coverage to many of the state's 600,000 uninsured people by such steps as requiring HMOs (health maintenance organizations) and insurance companies to provide uniform benefits to all small businesses. The state is also poised to regulate physicians' fees, even while making it harder for doctors to be sued for malpractice.

And in Kentucky, the legislature meets in special session May 10 to take up sweeping proposals from Governor Brereton Jones. He'd limit health care cost hikes to the consumer price index; expand health coverage to 450,000 now uninsured people; apply a 3.75 percent payroll tax on employers who don't give their workers adequate health insurance; and slap a provider tax on doctors, hospitals and clinics.

Colorado, Maine, Montana, New Jersey and New York are among the other states with active health-care commissions or new programs rolling out.

But why all this action, right now? Do the states want to get ahead of the "feds," to be the first in line for waivers and experimental freedom if a national health care plan is passed this year or next?

Are they trying to save their fiscal skins because Medicaid is depleting their budgets, freezing out almost any other kind of initiative? Is it to feed gubernatorial egos or what some now call the "brochure effect" — the allure of glitzy write-ups of what competitor states have done, propelling additional states to

built by recreating the wetland in nearby compatible soils.

### West

#### IDAHO

The BOUNDARY COUNTY Commission and Sheriff Bruce Whitaker have warned local officials in Waco, Texas not to extend credit to federal officials for expenses incurred in the David Koresh/Branch Davidian incident.

According to a report in an Idaho Association of Counties publication, Boundary County still has unpaid bills generated from federal involvement in the Randy Weaver shootout last summer.

try their own versions?

Maybe it's some of all three. It's certainly not because the states know precisely what to do: Health care reform bristles with vicious politics, no one knows just what will work, and some big failures seem inevitable.

If the states, as Justice Louis Brandeis once wrote, are "laboratories of democracy," then today we seem to have laboratories exploding all over the place.

The reasons are obvious. Health care inflation is at 14 percent a year, the bill approaches one-seventh of our gross national product. Overwhelming numbers of Americans are getting nervous about losing some or all of their health coverage. Thirty-seven million Americans have no coverage at all.

And for states, Medicaid is like a poison pill. Last year its costs zoomed by another 30 percent; by 1995, 28 percent of all state budgets will go for this single program. Medicaid forces tax increases.

Individual states may now be rushing to get ahead of the curve so that if a terribly unwanted federal system is imposed, they'll be seen as leaders of the pack, logical candidates for some super-waivers from national rules.

My bet, though, is that this wave of state activity won't slow down — even if national health action is delayed by the Clinton Administration's political problems, as it's now rumored in Washington. State action could in fact accelerate. Oregon, Florida and Minnesota reforms show that the genie's out of the bottle. Physicians, hospitals, insurance companies can no longer quash reform. And suddenly, for governors, the course of tolerating more budget crises, sitting helpless as health care goes through the roof, leaving vast numbers of their citizens uninsured, no longer looks like state politics. It looks like the riskiest politics of all.

### NOBCO to convene in Memphis

More than 2,000 elected and appointed county officials from across the United States who are members of the National Organization of Black County Officials, Inc. (NOBCO) will hold their 9th Annual National Economic Development Conference in Memphis, Tenn., May 13-16.

County officials will gather with mayors, state officials, local legislators and entrepreneurs to discuss vital economic development issues critical to all Americans — particularly, African-Americans. "Our conferences bring nationally known minority politicians together to share knowledge and experiences. It also affords an opportunity to bring special attention to the business progress of African-Americans by region and across the nation, commented NOBCO Chairman Webster J. Guillory.

Among the conference highlights are the "braintrust" discussions featuring notable experts and elected and appointed black county officials from across the nation.

For registration, or additional conference information, call NOBCO headquarters at 202/347-6953.

# Notices . . . notices . . . notices

## CONFERENCES

■ **The International City/County Management Association (ICMA)** is hosting the Sixth Annual Local Government Communities & Tourism Conference, June 3-5 in Park City, Utah.

*Communities & Tourism '93* provides a forum for attendees to share experiences, communicate ideas and learn more about distinctive issues associated with the tourism industry.

For more information, contact Beth Miller at ICMA, 777 North Capitol St., N.E., Suite 500, Washington, DC 20002-4201, or call 962-3652.

■ *"Technology & Education: New Engines for Economic Growth,"* is the title of a **National Conference for Urban Economic Development (CUED)** conference, June 7-8 in Pittsburgh, Pa.

Workshop topics include: "Building a Local Technology Base," "Creating a World Class Workforce," "The Role of Higher Education in Fostering Innovations" and "Upgrading the Skills of Existing Workers."

For more information about the con-

ference, call 202/223-4735.

■ **The National Alliance to End Homelessness** is presenting a conference titled, *"The Income Solution: Ending Homelessness Through Benefits and Employment,"* June 9-11 in Los Angeles, Calif.

The conference will break down into three sections, each focusing on a different set of issues: 1) Benefits, 2) The Transition to Employment, and 3) Employment.

For more information, contact the National Alliance to End Homelessness, 1518 K St., N.W., Washington, DC 20005, or call 202/638-1526.

■ **The International City/County Management Association (ICMA)** is holding its 79th Annual Conference, Sept. 19-22 in Nashville, Tenn.

*"Leadership and Professionalism in a Changing World"* is the theme and sessions will focus on four areas: "Leadership"; "Making it Work"; "Rebuilding Our Communities"; "Meeting the Global Economic Challenge"; and "Personal, Social and Human Development."

To register, or to receive a preliminary program packet, contact Michele Frisby at 202/962-3658.

■ *"Community Policing for Safe Neighborhoods: Partnerships for the 21st Century,"* is the title of a conference sponsored by the **National Institute of Justice (NIJ)**, Aug. 23-25 in Arlington, Va.

Conference themes include: 1) "Building Partnerships in the Community to Combine Efforts to Prevent and Combat Crime and Neighborhood Deterioration"; 2) "Finding Out What Works in Community Policing: Reports on Research and Evaluation"; and 3) "Creating Community-Based Collaborations Among Government, Business, Community Groups, Neighborhood Residents and Others to Make Neighborhoods Safer."

For more information, contact Lisa Covan, NIJ, 1018 Duke St., Alexandria, VA 22314, or call 703/684-5300, or fax: 703/739-5533.

## PUBLICATIONS

■ **The American Correctional**

**Association (ACA)** has released two publications. The *"1992 State of Corrections,"* features papers from ACA's 1992 Winter Conference in Portland, Ore. and the 122nd Congress of Corrections in San Antonio, Texas.

*"Reclaiming Offender Accountability: Intermediate Sanctions for Probation and Parole Violators"* offers a comprehensive view of intermediate sanctions and their diverse applications.

To order, or for more information, call ACA's book order department at 1/800/825-2665.

■ Now available through the **National Coordinating Council on Emergency Management (NCEM)** is the *NCEM "Training Resources Guide."* The publication content includes areas on education, disaster planning, mitigation and disaster research with bibliographies.

The guide is packaged in notebook form, and costs \$40. For more information, contact Barbara A. Busser at 703/533-7672.

■ *"Caring Prescriptions: Comprehensive Health Care Strategies for Young Children in Poverty"* is a new report that assesses the health care needs

of America's poorest children.

The report was compiled by the **National Center for Children in Poverty (NCCP)** at Columbia University's School of Public Health.

The programs in the report were not research or demonstration projects, but real, ongoing programs that, through a blend of public and private partnerships, offer quality care for the most vulnerable children in the community.

*"Caring Prescriptions"* is available for \$15.95, prepaid, by writing to NCCP, 154 Haven Ave., New York, NY 10032.

■ **The Community Information Exchange** has released a new publication titled *Community Jobs Initiative*, offering solutions to putting people back to work.

The book covers job search assistance, job training, job creation and job retention — four major ways to improve the employment outlook at the local level.

*Community Jobs Initiatives* is a special issue of the Community Information Exchange's quarterly "Alert" report. The cost is \$7, prepaid, from the Community Information Exchange, 1029 Vermont Ave., N.W., Suite 710, Washington, DC 20005, or call 202/628-2981.

## Job market

**COUNTY ADMINISTRATOR — BALDWIN COUNTY, ALA.:** 100,000+ Population; Salary Range: \$50+. Automobile furnished. Competitive benefits. Administrator serves as chief administrative officer under the direction of the County Commission. Approximately 450 full-time employees. Popular resort with ideal weather, located on Gulf of Mexico. County has experienced tremendous growth while being aesthetically and environmentally conscientious and expects significant development in the future in both residential and commercial areas. Required bachelor's degree in public administration or related field and three (3) years of governmental management experience. Strong affinity for financial planning and creative management while maintaining the county's healthy fiscal condition. Must possess ability to motivate and direct a highly skilled management team and show assertiveness and self-confidence in representing the County at all levels of government and business. Residency within county required. Please list all national certification related to job. Send resume, introductory letter and salary expectation to Byron Calhoun, Personnel Director, Post Office Box 1488, Bay Minette, AL 36507 by July 1, 1993.

**COUNTY ADMINISTRATOR — BUTLER COUNTY, KAN.:** (pop. 50,400) accepting application for this new position. Complete job description available. Reports to three member commission. One of the fastest growing areas of the State. \$14 million budget. Requires Bachelor's degree in business/public admin. or accounting; 5 years responsible administrative/government experience; thorough knowledge of government, budgeting, computers, and accounting; excellent interpersonal, and oral/written communication skills. Salary range \$40,000-\$50,000. Send resume to: Board of Commissioners, Courthouse, El Dorado, KS 67042.

**COUNTY ASSISTANCE PROGRAM ADMINISTRATOR — UNIVERSITY OF TENNESSEE:** The University of Tennessee is seeking applicants for the position of Executive Director of its County Technical Assistance Service. This 20-year-old operation annually responds to thousands of

requests for assistance from county government officials in Tennessee. Nashville-based position requires extensive statewide travel and is non-faculty and non-tenure track. Minimum requirements include bachelor's degree (master's preferred) in political science, public administration or related field and at least 10 years of progressive experience involving appropriate combinations of the following: (1) service in state and/or local government, preferably in Tennessee; (2) service as a technical assistance provider, preferably from a higher education base; and (3) broad leadership and administrative experience in the public sector with some higher education work preferred. Nominations and applications will be accepted until the position is filled. Initial screening will begin June 1, 1993, and interviews will be scheduled thereafter. To apply, send resume along with letter detailing salary requirements and ways in which applicant's experience matches requirements outlined above to: Mr. Thomas B. Ballard, Assistant Vice President for Public Service; the University of Tennessee; Suite 105, Student Services and Administration Building; Knoxville, TN 37996-0213. An Equal Opportunity/Affirmative Action/Title IX/ADA Employer.

**COUNTY ENGINEER — ADAIR COUNTY, IOWA:** Seeks qualified applicant for the position of County Engineer. Iowa P.E. licensed or ability to obtain Iowa license required. Salary negotiable. Based on qualifications/experience. Excellent benefits. Please send resume with cover letter by May 28, 1993 to: Board Chairman, Adair County Supervisors, Auditors Office, 400 Public Square, Greenfield, IA 50849.

**DIRECTOR OF ADMINISTRATION — DANE COUNTY, WIS.:** Manages Dane County's Department of Administration which provides planning, budgeting, payroll, personnel and labor relations, purchasing, information management, risk management, real estate-facilities planning and printing services. Reports directly to the County Executive, county's CEO, and has five division managers with a staff of 80 positions providing support services to the county's elected officials, management and employees (39 member county

board of supervisors, 1,800 employees and an operating budget of \$217 million). Requires equivalency to a bachelor's degree in business or public administration or related field and five year experience managing administrative support services preferably including budget analysis and long-term debt financing functions. Must have demonstrated strong management skills with proven interpersonal, leadership and fiscal abilities. Salary negotiable in a \$55,000 to \$62,000 annual range under a five-year contract with excellent benefits. Selection will be under a merit system including the grading of application papers based on the extent and relevance of applicant training, education and experience. Dane County offers a quality of life unsurpassed in most of the nation's urban areas. The county seat and state capitol, the City of Madison has received awards and wide recognition as one of the finest locations to live in America. This city of four lakes and the surrounding area offers a unique diversity of urban and rural interests. It is also the home of the University of Wisconsin, offering an excellent environment for educational opportunities and advancement. Recruitment ends 4:30 p.m. MONDAY,

MAY 17, 1993. For job description and application contact: Dane County Employee Relations Office, Room 418, City-County Building, Madison, Wisconsin 53709, 608/266-4123, TDD 608/266-4529. An Affirmative Action Employer.

**DIRECTOR, PARKS & RECREATION — BEAUFORT COUNTY, S.C.:** Beaufort County is seeking a Parks & Recreation Director to administer a county-wide Recreational Program. **MINIMUM REQUIREMENTS:** Bachelor's degree in recreation or related field and five (5) years experience. **APPLY:** Beaufort County/City Human Resources Department, 1000 Ribaut Rd., Beaufort, or send resume to Beaufort County Human Resources Department, PO Drawer 1228, Beaufort, SC 29901. Applications accepted until 5-28-93. **SALARY:** \$33,954-\$37,346 (DOQ). **NOTE:** All applicants tentatively selected for this position will be required to submit to urinalysis to screen for illegal drug use prior to appointment.

**EXECUTIVE DIRECTOR — ST. LOUIS-JEFFERSON SOLID WASTE MANAGEMENT DISTRICT, MO.:** The newly created St. Louis-Jefferson Solid Waste Management District is seeking its first Executive Director. The District includes the

City of St. Louis, St. Louis County and Jefferson County, Missouri with population of 1.5 million. Responsibilities will include: assist in solid waste management planning; direct and administer District recycling and waste reduction grant program; provide staff support to District Executive Board and committees; make presentations to the public and conduct public hearings. Requires knowledge and experience of solid waste management, recycling and waste reduction principles and practices; contract negotiation; public speaking; administrative principles and practices; and supervisory and management skills. Salary from mid \$30,000 to low \$40,000. Candidates should have a bachelor's degree from an accredited university with emphasis in public or business administration, environmental planning or related field with a minimum of 4 years experience in the above areas. Masters degree is preferred. Combination of education, training and experience will be considered. Submit resume and salary history by May 21, 1993 to: St. Louis-Jefferson Solid Waste Management District, c/o East-West Gateway Coordinating Council, 911 Washington Avenue, St. Louis, MO 63101-1295.

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**FAX advertising copy to:** Job Market, *County News*, 202/393-2630.

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

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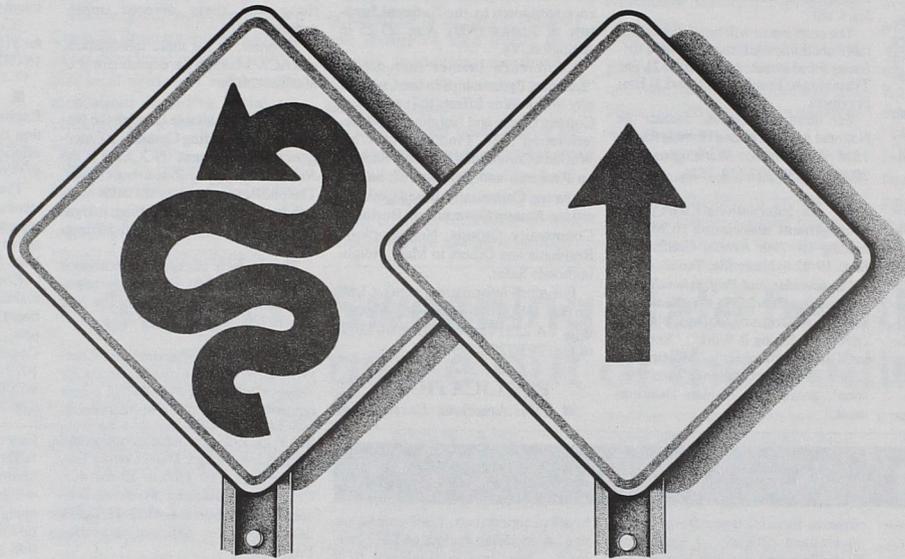
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