

County News

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Negotiations underway on '94 budget bill

● Speaker of the House Tom Foley predicts bill will be passed before August

By Ralph Tabor
legislative director

A conference committee will meet next week to start negotiating compromises between the different versions of the omnibus budget reconciliation legislation passed by the House and the Senate.

Despite the well publicized difficulties conferees will have in reaching agreement, House Speaker Tom Foley (D-Wash.) predicted that a bill will be passed. "I'm very confident we're going to finish this process," he stated, "and President Clinton is going to have on his desk before the beginning of August the basic concept that he wished to see in this deficit-reduction bill."

The Senate passed its version of the bill on June 25, exactly four weeks after the legislation cleared the House.

States, counties and cities achieved a major victory on the Senate floor when Senator Hank Brown (R-Colo.) offered an amendment to dedicate the new 4.3-cent

transportation fuels tax to the highway trust fund. The amendment passed 66-32. The Senate also agreed by voice vote to exempt aviation fuels from the new tax.

Earlier, states, counties and cities were successful in the Senate Finance Committee in getting an exemption from paying the tax on transportation fuels. States and local governments were not exempt from the energy tax measure passed by the House.

The NACo Board of Directors passed a resolution on May 14 urging "Congress to respect the traditional standards of reciprocal tax immunity between federal, state and local levels of government and exempt states, counties and cities from paying the tax."

It was estimated by the Congressional Joint Committee on Taxation that the cost of the tax to states and local governments would be more than \$3 billion a year. Many counties did their own cost estimates of the Btu energy tax and sent them to their members of Congress. The costs for urban counties ranged from \$500,000



House Speaker Tom Foley
(D-Wash.)

to more than \$2 million annually. Cost estimates for small to medium-sized counties were more than \$50,000 to \$200,000 annually. The cost impact clearly would be significant to all counties and other local governments.

Issues affecting counties

There are a number of differences between the House- and Senate-passed bills that have a major impact on counties. These issues include:

- transportation fuels tax versus a broad-based energy tax, and whether counties will be exempted
- dedication of transportation fuels tax to highway and transit trust funds
- final language on entitlement spending caps and discretionary

spending limitations

- extension to 1996 of restrictions on Medicaid payments to disproportionate share hospitals
- permanent versus 24-month extension of tax-exempt bond and tax-credit programs
- passage of Family Preservation Act, food stamp expansion, and enterprise and empowerment zones (all of these provisions are only in House bill), and
- increase in Social Security payroll tax for election workers.

Energy tax

There appears to be general agreement that the House-passed Btu en-

See **BUDGET BILL**, page 4

EPA extends Subtitle D deadline

EPA has formally proposed extending the deadline for compliance with Subtitle D landfill regulations until April 9, 1994 for so-called small landfills only. The agency had initially recommended a six-month extension for all landfills, regardless of their size.

The proposed extension, announced May 12, came in the wake of intensive lobbying by NACo and county officials across the country. However, EPA's plan immediately

drew heavy fire from environmental, industry and other advocacy groups. (See *County News*, June 7, 1993, page 1.) Compromise was reached late last month among all parties and involved narrowing the scope of the extension to small landfills, defined essentially as those that accept less than 100 tons of solid waste per day. They must also be located in a state which has submitted an application to EPA for approval of its permit program by

Oct. 9, 1993; and not be on the Superfund National Priorities List.

The proposed rule would also:

- delay financial assurance requirements for one year, from April 9, 1994 to April 9, 1995

- require arid or remote landfills that accept less than 20 tons per day to monitor for groundwater contamination, but extend the effective date of their compliance with Sub-

See **SUBTITLE D**, page 11

Groups ax Clinton logging plan

By Richard E. Keister
associate legislative director

Even as President Clinton formally announced his Administration's proposal for solving the timber crisis in the Pacific Northwest last week, his plan was being denounced by both environmental and timber group interests.

The plan, implemented as a response to a court injunction in the Northwest, calls for restricting logging in spotted owl habitats within national forests to an average of about 1.2 billion board feet (bbf) a year over the next 10 years. It would immediately allow about two bbf to be cut next year, compared to three bbf that was authorized last year.

The economic portion of the plan, which must receive congressional approval, recommends more than \$1 billion dollars in economic relief in the form of economic assistance and job training for distressed communities over the next five years.

Timber receipts to counties would steadily decline by three percent per year over the next 10-year period. The county portion of timber receipts would no longer be restricted to roads.

Estimates of job losses in the Northwest range from the Administration's claim of about 12,000, to a timber industry projection of 85,000 jobs lost.

Congressional delegations in California, Oregon and Washington have expressed grave concerns over the Clinton proposal. Early indications are that adjustments will be needed to secure congressional approval.

RDA funding eliminated

By Michael Sowell
NACo fellow

After considerable debate on the House floor, the House agreed to overturn an Appropriations Committee decision to eliminate funding for the Rural Development Administration (RDA).

As part of a compromise, funding for the agency's newly created several regional offices will be eliminated by April 1, 1994. RDA officials will be collocated in the state offices of the Farmers Home Administration.

In an amendment offered by Agriculture Committee Chairman Kika de la Garza (D-Texas), RDA's funding was restored for FY94. The amendment was accepted by the Appropriations Committee and passed by voice vote. The amendment leaves the decision on RDA's

future role and structure within the Department of Agriculture to Secretary Mike Espy. The secretary has been studying an overall reorganization of the department and expects to announce his plans later this year.

The committee appropriated \$450 million for water and waste disposal grants, an increase of \$60 million over FY93 funding levels. Language in the bill earmarked \$25 million in grants for water systems to benefit the "Colonias" (dilapidated housing developments) along the U.S./Mexican border.

Rural Development Grants, which are used to facilitate development of private enterprises in rural areas, including the construction and acquisition of land, buildings, plants, equipment, roads and utility extensions, was appropriated \$35 million, an increase of \$14 million over

See **RDA**, page 2

INSIDE

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□ Candidates for NACo third vice president present their campaign platforms.

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□ Get a glimpse of the proposed resolutions to be taken up by steering committees at the 58th Annual Conference in Cook County.

See pages 6-7

House committee approves \$22 million for delinquency prevention

By Donald Murray
associate legislative director

The House Appropriations Committee, on June 24, approved \$22 million to implement Title V, the newly authorized prevention title in the Juvenile Justice and Delinquency Prevention Act (JJDP).

The objective of Title V is to empower the community via a network of county-wide policy boards whose focus is prevention. The boards are composed of representatives of the schools, the business community, government agencies, citizen groups and the non-profit sector.

The funding for Title V was the major portion of a \$46 million increase for the JJDP, the largest increase in more than 15 years. It also represented a sharp departure from the Administration's original budget request which sought only level funding for the act in FY94. The original budget request, prepared prior to the confirmation of Attorney General Janet Reno, contained no funds for Title V.

The overall increase in the juvenile justice appropriations, as well as the new emphasis on prevention, was an important victory for county government. Two years ago, NACo played a major role in designing Title V. The association also waged an intensive lobbying campaign to get the program funded.

One senior House staffer said the funding of Title V had the support not only of the chairman of the subcommittee, Representative Neal Smith (D-Iowa), but the blessings of the Department of Justice as well. It reflected, he said, Attorney General Janet Reno's desire to shift more resources into prevention.

To offset the increased funding for the act and what appeared to be several other smaller programs, the subcommittee cut the law enforcement block grant programs by \$102 million—from \$473 million in FY93 to \$371 million in FY94. This cut in the block grant, however, was somewhat softened by the infusion of an additional \$200 million in block grant funding for community policing under the revised stimulus package. The legislation is expected to be signed by the president shortly.

Predicting favorable action in the Senate, New Castle County (Del.) Executive Dennis Greenhouse, chair of NACo's Justice and Public Safety Steering Committee, said that "The counties will demonstrate that the money is well spent by bringing the schools, social service, health and the business community together for front-end investments."

In testimony last month before a House Appropriations Subcommittee, Greenhouse called the committee's attention to the local policy board structure that would be established if the title were imple-

mented. "What is so exciting about the new title is the incentive language to collocate existing services and to encourage states to develop or enhance statewide subsidy programs to local governments which are dedicated to early intervention and delinquency prevention," he said.

A number of national organizations joined forces with NACo to support Title V. They included: the National School Boards Association, YMCA of the USA, the National Collaboration for Youth (made up of 15 national youth-serving organizations) and the National Assembly of National Voluntary Health and Social Welfare Organizations.



Photo by Traci Dove

New Castle County (Del.) Executive Dennis Greenhouse (right) chats with Representative Jim Moran (D-Va.), a strong supporter of Title V.

Assistance for dislocated workers gets \$500 million boost

The Job Training Partnership Act's (JTPA) dislocated worker and summer jobs programs would receive significant increases in FY94 under the House Appropriations Committee markup of the Labor, Health and Human Services, and Education appropriations measure (H.R. 2518). The \$215.7 billion measure includes a \$551 million increase in funding for Title III of JTPA which provides training and employment services for dislocated workers.

The increase represents nearly a doubling of funds, although it remains far short of meeting President Clinton's goal of a \$2 billion dislocated worker assistance package. This initiative, which has yet to be unveiled, is expected to consolidate several existing training and employ-

ment programs directed toward particular sets of dislocated workers, such as those in the defense, trade and environment fields. Under the new program, equal services would be made available to dislocated workers regardless of the reason for their dislocation.

The appropriations measure is expected to be passed by the House with the existing funding levels for dislocated workers. The Senate Appropriations Subcommittee on Labor, Health and Human Services, and Education has completed hearings on its version of the appropriations legislation and is expected to send it to the full Appropriations Committee in July.

The summer jobs program under JTPA (Title IIB) also gained a significant increase of funding, making

it nearly a \$1 billion program. This represents an increase of \$318 million over regular 1993 funding (not taking into account any supplemental appropriations).

While overall appropriations for JTPA programs increased, Titles IIA and IIC for the training and job placement of economically disadvantaged adults and youth, respectively, were trimmed slightly. The adult program was decreased by \$57 million over last year, leaving \$988 million for 1994, while the year-round youth program was reduced by \$38 million, leaving \$658 million.

According to Secretary of Labor Robert Reich, the decrease of funding for these programs is due to current uncertainty of their overall success, in particular, programs for economically disadvantaged youth.

RDA from page 1

FY93 funding.

An array of rural development loan programs received significant increases for direct and guaranteed loans. For example, the committee provided \$800 million for direct water and waste disposal loans, an increase of \$200 million over FY93; \$250 million for direct community facility loans, an increase of \$150 million over FY93 available funding; and over \$298 million for industrial development loans which was nearly \$200 million over last year's appropriations.

The chart below highlights funding for various programs recommended by the House Appropria-

tions Committee.

In other committee action, it provided \$10 million for the Distance Learning and Medical Link Program, a \$5 million increase over funding available in FY93. This program is administered under the Rural Electrification Administration.

The Cooperative Extension Service also saw an increase of \$11.8 million over funds available in FY93. Specific areas that received increases for section 3(d) under the Smith-Lever Act included: \$8.4 million for pest management, \$11.2 million for water quality, \$2.6 million for farm safety and \$938,000 for rural development centers.

Farmers Home Administration Loan and Grant Levels (\$ in thousands)

Loan programs	FY93	FY94
Water and Waste Disposal		
Direct	\$600,000	\$800,000
Guaranteed	35,000	35,000
Community Facility		
Direct	100,000	250,000
Guaranteed	100,000	75,000
Industrial Development		
Guaranteed	100,000	298,762
Rural Development Loan Fund	32,500	100,000
Grants		
Rural Water and Waste Disposal	390,000	450,000
Rural Community Fire Protection	3,500	3,500
Rural Development Grants	20,750	35,000
Solid Waste Management	3,000	3,000
Emergency Community Water Assistance	10,000	10,000

NACo supports EDA and ARC reauthorization

By Haron N. Battle
associate legislative director

In a June 24 hearing before the House Economic Development Subcommittee, Carroll County (Md.) Commission President Donald Dell supported reauthorizing the Economic Development Administration (EDA) and the Appalachian Regional Commission (ARC). The hearing was scheduled to elicit comments on the Administration's bill (H.R. 2442) which is a straightforward one-year reauthorization at \$223 million for FY94.

Dell told the subcommittee that NACo is heartened over President Clinton's support for EDA and ARC. Their authorization expired in 1982, but Congress has kept them alive through the appropriations process. Dell said these programs are as critically needed now as when they were created.

Referring to NACo's fiscal surveys of rural America and urban counties, Dell emphasized that communities cannot compensate for reduced federal and state aid and pay for unfunded mandates.

In the last three years, Carroll County "has had to balance budgets in the face of about \$18 million in five or six



Carroll County (Md.)
Commissioner Donald Dell

rounds of revenue reductions that have been rolled down to us from the state of Maryland and that we have lost in local sources." In FY80, 81 percent of Carroll County's operating budget was funded by local sources. In the upcoming budget, that figure has grown to 92 percent, Dell said. He admonished Congress that "if you tell us to do something, consider the fiscal

impact and consider that local governments have experienced decreasing flexibility to respond."

Dell outlined NACo's recommendation that local governments be permitted to use EDA funds for local priorities, including making loans or grants to businesses that utilize former military bases. Any loan repayments under such a scheme should go into a revolving loan account for use by local governments in financing additional base-conversion activities, he said.

Subcommittee Chairman Bob Wise (D-W.Va.) was particularly interested in Dell's comments about the distress formula used in determining eligibility for EDA funds. He indicated that the subcommittee will consider whether communities like Carroll County (they have distressed areas, but also high percentages of upper-income commuters who raise the county's per capita income) should qualify for EDA funds.

The subcommittee will begin drafting a reauthorization bill that includes changes in EDA and ARC.

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.

Publisher's Perspective

Mandate Madness

By Larry E. Naake



Under the Safe Drinking Water Act Amendments, Greene County, Ohio must test its drinking water system for 68 "priority pollutants" at a cost ranging from \$100-\$1,000 per test. Included on this list of 68, is a pineapple pesticide used only in the state of Hawaii.

Under the Americans With Disabilities Act, Mayor Ed Rendell's City and County of Philadelphia must cut a new curb on all corners of an

intersection every time its road crew fills a pothole or repaves a street at a cost of tens of millions of dollars per year.

Because of a quirk in the Fair Labor Standards Act, state and local government management employees making \$80,000 to \$90,000 to \$100,000 per year are eligible for overtime pay.

This is "Mandate Madness"!

These and many other causes advocated in federal legislation are very worthy ones -- a clean environment, access for persons with disabilities, protection of employee's rights -- but the solutions are often absurd, naive and outrageously expensive.

The Environmental Protection Agency, for example, has estimated that its environmental mandates cost public and private sectors at least \$150 billion per year.

When we had general revenue sharing and greater financial support for health, immigration, community development and many other programs, the mandates were more bearable.

But now the money is gone or reduced, and the mandates remain.

The pressure for additional mandates grows daily. The latest example raised its ugly head during the course of the debate over the President's FY94 budget.

One solution being offered to help reduce the deficit is a "cap" on federal spending for Medicaid. This is a wonderful quick fix for the federal budget in the eyes of its proponents, but is no solution to rapidly escalating health care costs, and merely shifts at least \$75 billion in costs over the next five years to private, state and county health providers. What shall we do?

Over the years, organizations like NACo, representing state and local governments, have rallied against federal mandates. Mandate reform is one of NACo's eight "most pressing legislative priorities" this year. NACo campaigned against the "Dirty Dozen" mandates a number of years ago. The National Conference of State Legislatures has for many years published a "Mandate Watch List" that monitors federal mandate legislation that is particularly threatening to state and local governments.

Obviously, this has not been enough. The "Mandate Madness" has continued.

If we, the associations representing state, county and city governments, are serious, then we need to begin an aggressive, well-funded, sustained national campaign against unfunded mandates with the goal of passing federal legislation that has teeth. Such legislation must either require the full funding of federal mandates or declare that such programs are optional. If there is no money, then there should be no mandate.

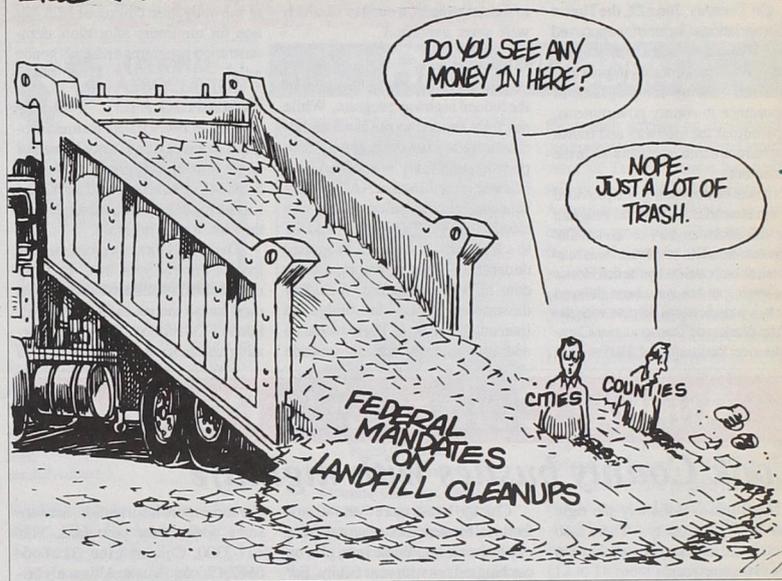
This national campaign must:

- bring states, counties, cities and the private sector together into a powerful coalition
- be well-funded
- be sustained over at least a three- to five-year period
- document in a consistent and credible way the impact of federal mandates
- educate national, congressional and Administration leaders, and the general public concerning the absurdity of mandates, and
- translate the mandate issue into basic terms so that citizens and taxpayers understand how it affects their daily life, their community and their pocketbooks.

I believe we have the beginnings of such a campaign. The leadership of NACo, the National League of Cities, the U.S. Conference of Mayors and the International City-County Management Association have agreed to come together and develop a strategy for such a campaign. We will be reporting more specifically at our upcoming annual meeting and hope to kick off a campaign this fall with a "National Mandates Day."

Only by working together can we end this Mandate Madness!

ERIC SMITH CAPITAL-GAZETTE



Reprinted from *The Capital*, Annapolis, Md., May 9, 1993

EPA proposes "fixes" for Superfund

By Diane Shea
associate legislative director

The EPA will propose administrative changes to the Superfund Program before recommending legislative changes to Congress, according to EPA Administrator Carol Browner.

She told a subcommittee of the Senate Environment and Public Works Committee that she had created an EPA work group to suggest improvements that the agency can make without seeking new statutory authority. Browner agreed with the subcommittee that several issues needed to be addressed, among them municipal liability, risk assessment, data quality, prioritization of sites and coordination.

The EPA work group referred to by Browner subsequently developed a series of options for making changes, and invited "stakeholders," including NACo, to meet and comment on the list. The Municipal Settlement Strategy, which was proposed last year but killed by the White House, was listed as one of the items to be discussed, but was missing from a revised list distributed at the meeting.

Local government organizations were told that there was no consensus among members of the work group regarding the settlement strategy, and that the agency was unsure whether to go forward with it.

The administrative reforms currently being considered by the work group are as follows:

- 1) greater use of alternative dispute resolution and non-binding preliminary allocations of responsibility during Superfund settlement at some pilot sites
- 2) evaluation of "mixed" funding settlements at some pilot sites
- 3) revision of EPA's *de minimus*

policy to allow small contributors of waste to the site to settle out earlier

4) more flexible interpretation of "innocent" landowners who unknowingly acquired sites later found to be contaminated

5) development of generic, rather than site-specific, performance specifications to streamline the cleanup process

6) development of soil "triggers" to identify contaminant levels below which there is no concern

7) setting of appropriate cleanup goals "up-front" for all sites rather than for each individual site

8) an analysis of the populations living near some of the Superfund sites to see whether they are disproportionately affected

9) implementation of a new

Superfund public participation plan

10) development of a voluntary cleanup strategy for sites not contaminated enough for Superfund status, and

11) deferral to states on the cleanup of several sites which are potential candidates for the Superfund list.

In addition, EPA would continue management and enforcement initiatives which are already underway.

The EPA work group intends to make a public announcement shortly as to which items on the list can be implemented by September 1994, and which should be given priority. Based partly on how well the administrative changes work, EPA will recommend to Congress their proposed amendments to the statute.

Superfund committee created

Superfund reforms will also be examined by a newly created committee of the National Advisory Council for Environmental Policy & Technology (NACEPT). NACEPT is an ongoing advisory group to EPA Administrator Carol Browner, and the Superfund Evaluation Committee will be charged with evaluating the performance of the current Superfund Program, understanding constituencies' concerns, identifying administrative and legislative options to improve the program, and assessing the advantages and disadvantages of each option.

The committee will hold five public meetings each focusing on a particular set of issues. The schedule is as follows:

June 28-29, Arlington, Va.

July 19-21, Arlington, Va.

Aug. 16-18, Washington, D.C.

Sept. 8-10, Washington, D.C.

Sept. 20-21, Raleigh, N.C.

Superfund Overview

Remedy Selection, Cleanup Standards

Liability Scheme

Municipal Liability

Public Participation,

Equity, Voluntary Cleanups

For more information about the public meetings, please contact Diane Shea at 202/942-4269.

Transportation subcommittee approves FY94 funding

On Tuesday, June 22, the House Appropriations Committee approved the FY94 transportation appropriations bill. In general, it provides increased funding for programs of importance to county governments, in particular the highway and transit programs are treated quite well in the House bill.

However, no funding was provided for the Essential Air Service Program that subsidizes air service to smaller communities. The measure was expected to be voted on by the full House this week, but has now been delayed due to a jurisdictional dispute with the Public Works and Transportation Committee over the funding of \$305 million

in special projects, a number of which were never authorized.

Highways

A sizable increase was given to the federal highway program. While not fully funded to the level authorized in the Intermodal Surface Transportation Efficiency Act (ISTEA) legislation, something that NACo policy supports, the obligation ceiling was raised from the FY93 level of \$15.3 to a FY94 level of \$17.2. Programs under the obligation ceiling are the core highway programs, including the surface transportation, bridge and interstate programs. There would be additional highway spending outside

of the obligation ceiling of \$2.2 billion for minimum allocation, demonstration programs and emergency relief.

Transit

The Section 9 transit formula program receives a substantial boost of approximately 40 percent going to \$2.4 billion, with big increases slated for the capital formula program and the rural transit program.

The capital formula program goes from a current year level of \$758 million to \$1.4 billion for FY94, and rural transit increases from \$91 million to \$130 million. However, operating assistance is cut by \$50 million

to a level of \$752 million.

Section 3 is reduced slightly but within that program, rail modernization and the bus program receive increases.

Aviation

The major decrease for transportation programs occurs in the aviation programs. The Airport Improvement Program, designated for capital improvements at airports, is decreased from a FY93 level of \$1.8 billion to a FY94 level of \$1.5 billion. The Essential Air Service Program that

provides a subsidy for air service to small and rural communities receives no money in the bill.

The Senate is expected to begin action on its version of the Transportation Appropriations bill after the July 4 recess. Some of the programs, such as operating assistance and Essential Air Service, which were underfunded in the House bill, may fare better in the Senate as more funding has been allocated to transportation programs through the budget process.

ANNUAL CONFERENCE PREVIEW

Cook County bustles with nightlife

Nighttime is definitely the right time in Cook County. There's so much to see and do, you may have to stay the entire year!

With more than 7,000 restaurants, Chicago provides a wonderful blend of culinary creations, from Chicago-style pizza, sushi and southern-style barbecue to tacos, pasta and international cuisine. Tempt your tastebuds with authentic old-world specialties as served in "Little Italy," "Germantown" or "Chinatown." You'll see why we're "The County That Cooks!"

Chicago boasts more than 140 professional theaters, more than any other city in the nation. While here, plan on catching a show with your family. For ticket information, we recommend that you call Ticketmaster at 312/902-1500, Hot Tix at 312/977-1755 or your hotel's concierge, in advance.

If you love music, there's no place like this city: classical, jazz, gospel, country, rock and reggae, we've got it all. And as the Blues Capital of the World, Chicago offers more blues than anywhere else on the planet!

For more information, here are some hotlines for you: Jazz, 312/427-3300; Concert Line, 312/666-6667; Chicago Music Alliance (classical), 312/987-1123.

If you'd like to dance the night away, you've come to the right place. From rock to country, salsa or high-energy "hip-hop," we have it all!

How about laughing the night away at any of our famous comedy clubs? National headliners as well as comedy's brightest young stars are waiting for you!

BUDGET BILL from page 1

ergy tax is dead. The problem is finding another broad-based energy tax or some combination of energy taxes that would produce \$70 billion in revenues (over five years). The Senate-passed 4.3-cent transportation fuels tax would bring in \$24 billion. There is little support, however, in western and rural states for increasing the fuels tax. One possible compromise being considered is to keep the Senate-passed fuel tax, but add on an electric utility tax. Depending on the rate, this combination could produce a total of \$40 billion to \$50 billion.

NACo's major concerns are the exemption of states, counties and cities from a utility tax and dedication of fuel tax revenues to the highway and transit trust funds.

Spending caps

The House bill contains an entitlement cap procedure that requires the president to offer spending cuts or new revenues if entitlement spending, including Medicaid, Aid to Families With Dependent Children, and Medicare, exceeds the president's budget projections in past or future years. An overall cap on discretionary spending was also adopted. The Senate debated a similar entitlement cap which was defeated more for procedural reasons than substantive ones. An overall cap on discretionary spending also is in the Senate bill.

Depending on entitlement growth, this amendment could be extremely costly to states and counties. If caps are exceeded, it is likely that the costs will be shifted to state and counties.

Medicaid cuts

Both the House and Senate have cut \$2.25 billion over five years in payments to hospitals serving a disproportionate share of Medicaid and uninsured individuals. The amendment attempts to alleviate perceived abuses of the program, but in so doing, hurts many legitimate programs benefiting state and county hospitals.

The Senate accepted the House language, but delayed the effective date by one more year to FY96.

NACo is urging the conferees to expand the definition of reimbursable costs for county systems and facilities which truly serve the indigent. In return, NACo would support tightening of the definition of eligible disproportionate share hospitals and application of the new cost language to private and non-profit hospitals.

Bond provisions

The House-passed bill permanently reauthorizes small-issue development and mortgage revenue bonds as well as tax credits for low-income housing and targeted jobs programs. The Senate-passed bill extends three of the programs through June 30, 1994 and permanently reauthorizes low-income housing tax credits.

The House bill also authorizes 10 empowerment zones and 100 enterprise communities in urban and rural areas, and permits an expanded use of tax-exempt financing within these economically distressed areas. In addition, the House bill exempted high-speed rail bonds from state vol-

ume caps. The Senate bill does not include either provision.

NACo will be urging the conferees to include all of the House-passed bond provisions in the final legislation.

Human services

The House-passed bill includes the Family Preservation Act and a major expansion of the food stamp program. Both measures were passed last year as part of a tax bill (H.R. 11) that subsequently was vetoed by President Bush. The Family Preservation Act would revise foster care and child protection programs. The food stamp changes originally were titled the Mickey Leland Childhood Hunger Relief Act and were reported by the House Agriculture Committee in 1991.

NACo has supported both measures in the past and continues to urge their enactment as part of the budget reconciliation legislation. NACo is urging the Senate conferees to recede to the House in the conference committee.

Election workers

The House-passed bill includes a provision increasing the amount election workers can earn without paying the Social Security payroll tax. The earnings amount would be increased from \$100 a year to \$1,000. The change would be effective Jan. 1, 1994. The provision was not included in the Senate bill.

NACo is urging the Senate conferees to defer to the House in the conference committee.

NACo

on the move

◆ Welfare reform was the topic of several meetings Associate Legislative Director **Tom Joseph** and Legislative Assistant **Brian Lagana** participated in last month. To find out how the Clinton Administration will go about fashioning its welfare proposals, they met with John Monahan, director of the Department of Health and Human Services (HHS) intergovernmental office, and Kathi Way, domestic policy staff for the White House working group on welfare reform, on June 16, and with David Ellwood, HHS assistant secretary for planning and evaluation, June 22. Ellwood is a co-chair of the Administration's welfare reform working group. On June 24, they met with representatives of the National Governors' Association, National Conference of State Legislatures, National League of Cities and the American Public Welfare Association to draft joint state and local principles on welfare reform.

◆ Calvert County (Md.) Commissioner **Michael Moore** traveled to Warsaw, Poland for a 52-nation Conference on Security and Cooperation in Europe (CSCE). Moore participated in CSCE's National Minority Issues Seminar that examined the role of minorities in the decision-making process, participation of minorities in public affairs, and binational and multi-national cooperation.

◆ Executive Director **Larry Naake** represented NACo at the board of directors meeting of Public Technology, Inc. in Toronto, Canada, June 17-18. He then traveled to New York City for the U.S. Conference of Mayors' board of directors meeting, June 19-20, where he spoke to the executive committee on working with NACo on a sustained program against mandates.

◆ NACo Associate Legislative Director **Larry Jones** met with staff from the White House Office of Management and Budget and the Labor Department Wage and Hour Division to urge that changes be made in the Fair Labor Standards Act regulations to curb liability for overtime pay for highly paid management employees in the public sector.

County News

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

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Candidate Platforms

MICHAEL HIGHTOWER

Michael Hightower, commissioner from Fulton County, Ga., is a candidate for the office of NACo Third Vice President.

He was recently interviewed in Georgia about his candidacy. The following is that interview.

Commissioner Michael Hightower is a second-term commissioner from Fulton County, Ga. The county seat of Fulton is Atlanta, the largest city in Georgia. Atlanta is also the capital of Georgia, making Fulton County home to lawmakers from around the state during the legislative season.

"It is an exciting county to be a part of. I have had the opportunity to vote on a variety of issues that may never face county commissioners in other parts of my own state," says Hightower. "At the same time, as urban as we are, we have a rural aspect to the county. Mind you, we don't have a major agricultural base, but Fulton County still has what could best be described as 'country-side.'"

The commissioner has been involved in government almost from the very beginning, having been elected to the city council in one of Fulton's smaller incorporated areas just after his college graduation.

Hightower explains, "I have had a fondness for government from an early age. I saw that it was the commissioner, the councilman, the decision-maker, they were the ones who could really help the people and the community."

"Yes, I ran for office early in my life. And it has been a mixed blessing. Some say all I know is government, others have commended me for knowing what it is I want to do with my life. They both make good points, but I have a tendency to agree with the second group."

The commissioner has a few areas that have his attention. One of those areas is health care and health care reform. "We are in store for a change in this country. Health care reform is going to happen. We have to be prepared, as local governments, to be a part of that change." Hightower went on to say, "We need to make sure there is a local focus on health care reform from the very beginning. This is one area where NACo needs to take a lead and let our national lawmakers know where we stand on this issue."

But Commissioner Hightower is quick to add that there are issues facing counties in this country that will have to familiarize himself with. "That is where I have to really hand it to the NACo staff. They are hard-working, dedicated, and they know what they are doing."

Hightower went on to credit the NACo staff with keeping the county



Michael Hightower
commissioner
Fulton County, Ga.

agenda in front of national policymakers. "Working with a staff such as this, an officer can stay informed on the issues and in tune with wishes of the membership. I'm not going to say they make the work easier, NACo staff makes the work smarter."

Another of the issues that has Commissioner Hightower's interest is economic development and jobs programs.

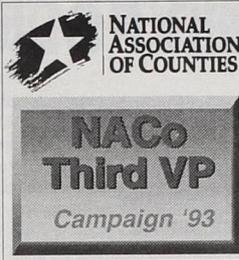
"To say the least, the area of economic development effects us all. We have to make our national leadership understand what such development can do for local government."

Hightower lauds NACo for the positions already adopted, "CDBG [Community Development Block Grants] and ISTEA [Intermodal Surface Transportation Efficiency Act] are only two areas that can and will help local government in development. At the same time, we have to have assistance in job training programs, especially in the areas of youth employment. I feel NACo should press hard for assistance from the federal government."

The area of transportation is another the commissioner feels can aid with local economic development. "I feel it is of the utmost importance for us to recapture the lost 2.5 cents that is headed for deficit reduction." He went on to say, "That money was originally dedicated for highway use and there was a reason for that. That reason is still there, but the money isn't. I fully support the NACo position to regain those funds."

When asked about other specific issues that are currently facing the NACo membership, Hightower began going down a laundry list.

"PILT [Payments-in-Lieu-of-Taxes] is an issue I feel I can support. Though it doesn't affect us to that great a degree in my own county, it can have an immense impact on a good number of counties around this nation." The commissioner continued, "This is one area where our federal government seems unwilling



(Each year, as a service to NACo members, County News publishes information about the candidates for NACo third vice president. The information is furnished to County News by the candidates' campaign staff and appears in County News as submitted.)

to admit there has been an inflation since 1976 and we have to make sure that wrong is righted."

Hightower next took a look at the environmental issues. "I am most concerned about the Subtitle D regs coming out of the EPA. We have to ensure those deadlines will be extended simply because local government is caught between the garbage and the no-place-to-put." He went on, "Overall, those regulations are intended to do good and they will, we just need the time to get them into place effectively. I feel a good faith effort on the part of local government should be enough, at this point, for the feds."

When specifically asked about tax policy, Hightower was quick to respond with an "I don't know." He went on to explain, "This is one of the most complicated issues to confront any government. I myself still haven't come up with the answer, least ways an answer I am comfortable with." The commissioner continued, "I feel we need to hear from the membership in great detail about this one. That's when the decision should be made."

In concluding his comments about the issues, the commissioner had a two-pronged message. "Simply put, the issues facing NACo are immense. That is why the association was formed in the first place. They track the issues and they understand what the membership feels about those issues."

Hightower then went on to his other point. "Secondly, and most importantly, I or anyone else would be foolish to tell you they have a position on every issue. It is virtually impossible to know the depth of each issue and act accordingly at this stage of the election."

As the interview came to a close, Hightower had one last thought. "I am a consensus builder. I don't think it is right to come in with a preset agenda and try to force your goals and objectives without understanding the needs of everyone involved. That is what I will do on any and all issues facing this association."

REED MADDEN



Reed Madden
commissioner
Greene County, Ohio

focus their review on the broader program aspects. The Ohio Department of Transportation has made this request to the Federal Highway Administration (FHWA), which has been approved. This change in federal philosophy may logically be extended to allow the federal government to enter into programs directly with local governments.

For example, President Clinton's Infrastructure Improvement/Economic Recovery/Job Program should direct \$5 billion to counties, townships and municipalities for highway repairs, resurfacing, safety widening, shoulder improvements, and bridge repair and replacement. Local governments would be required to utilize these funds within a short period of time (12 to 18 months) with any unused funds returning to the federal government. Penalties would apply for failure to comply with the provisions of the program.

This innovative approach would cut time from completion of projects. The average length of time for a federal construction project from start to finish is seven years in Ohio. Some projects must undergo up to 94 steps in the approval process. Local government officials are trusted public officials elected by the same constituents that send members to Congress. I believe that local governments act responsibly as stewards of the public trust and can develop direct partnerships with the federal government without a 94-step, seven-year process.

Military support

Montgomery County, Ohio is the "birthplace of aviation." Both Montgomery and Greene counties are home to Wright Patterson Air Force Base, one of the largest military bases in the world, and the U.S. Air Force Museum. I was selected to represent Wright Patterson Air Force Base at the 1993 National Security Forum at Maxwell Air Force Base in Alabama. I believe that a strong military, even in peace, can benefit the nation. The transfer of technology from our nation's successful military accomplishments can be applied to improve our quality of life. For example, if the radar on the F-16 fighter planes is accurate enough to keep pilots from hitting each other in combat, this technology could be transferred to vehicles giving warning signs of approaching vehicles, and avoiding collisions. The rich and varied technological expertise our military has amassed can be plugged into many areas such as medical research, environmental

County government is the government of the future. Development and economic growth are outstripping city and town boundaries. The interests and needs of cities and suburbs, even surrounding rural areas, are interrelated. Only county government covers a broad enough range geographically and administratively to provide the comprehensive, coordinated direction and management necessary to compete in today's global economy. We must be prepared to seize the leadership role both at our individual local levels and as a national association if we are to meet this opportunity. I am prepared to take such an active leadership role in the National Association of Counties.

Federal mandates

Mandate seems to be the "buzzword" of the 1990s. Members of Congress and state legislators say they tire of hearing about mandates, but no more so than local officials do of dealing with them. Counties believe that federal mandates should be funded. While financially burdened counties understand the reality of not having enough money to fund all budget requests, the federal government must prioritize its issues and fund what it determines is important.

Intergovernmental relations

County government is an arm of state government, but county government should not be kept at arms length by the federal government. The federal government must maintain a partnership with local government if our local communities are to grow and thrive.

Specifically, the federal government, under the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, has withdrawn its previous position of reviewing, in detail, all projects using federal funds. States now have the option of requesting the federal government to curtail project review and to



1993 ANNUAL CONFERENCE PROPOSED POLICY RESOLUTIONS

The NACo policy resolution is the guiding star of the association's legislative efforts on Capitol Hill. Policy resolutions determine NACo's reaction to proposed legislation or regulation, and direct its efforts to introduce legislation on Capitol Hill.

Listed below are the resolutions that have been submitted to NACo's steering committees for review and adoption during NACo's Annual Conference.

Steering committee meetings are open to any NACo member, however, voting is reserved to committee members.

Agriculture and Rural Affairs Steering Committee

Beginning Farmer Program

The resolution encourages NACo to support an agricultural policy that is aggressive, pragmatic and equitable, so that a stable food supply can be assured in the next century. With the continuing decline of individuals and families involved in farming, action needs to be taken to encourage younger professionals into the profession of farming and agribusiness.

Sugar Industry — NAFTA Agreement

The resolution calls for President Clinton, U.S. Trade Representative Mickey Kantor and the Louisiana congressional delegation to make changes in the sugar section of the North American Free Trade Agreement (NAFTA), as recommended by the U.S. sugar industry, so that its impact on the American market is minimal.

County Role in Forest Service Rural Development

The resolution calls for amending the 1990 farm bill Subtitle G Rural Revitalization Section 2374, the Forest Service rural development program. The amendment would allow counties to act on behalf of unincorporated communities in need of economic development programs currently authorized under the farm bill.

Community and Economic Development Steering Committee

(The Department of Housing and Urban Development (HUD) has released a package of legislative amendments concerning the Community Development Block Grant (CDBG), HOME and Homeless Assistance programs. If consensus can be reached among a number of interested groups, including county governments, HUD will urge Congress to enact its proposals or some versions thereof. A number of resolutions are being offered that address the HUD proposals.)

HOME Program Matching Requirements

One proposed change would replace the current two-tiered, non-federal matching requirement under HOME (30 percent for new construction and 25 percent for rehabilitation and tenant assistance) with a uniform 10 percent cash match.

The NACo resolution calls for replacing the match with a leveraging requirement and opposes only recognizing cash as a local contribution.

CDBG Allocation Carry-Over

HUD proposes that the current requirement that communities have no more than 1.5 times their annual CDBG allocation in their letter of credit 60 days prior to receipt of their next year's grant be reduced to an amount equal to the current-year grant. Funds not used would revert to HUD for redistribution to other communities that are able to use the funds.

In opposing this proposal, the NACo resolution says that money in the pipeline can be used appropriately and in a timely fashion given the nature of the activities which usually involve construction.

Homeless Assistance Program

HUD also is proposing an innovative homeless assistance program that would allow localities to address the full continuum of care from emergency shelter to permanent housing, along with supportive services leading homeless individuals to self-sufficiency.

While endorsing the concept, the NACo resolution opposes taking \$45 million from the HOME Program

and \$45 million from CDBG to fund a portion of this new initiative.

Empowerment Zones and Enterprise Communities

A resolution endorsing the concept of the Administration's "empowerment zones" and "enterprise communities," but urging that additional communities be designated in subsequent rounds, that eligibility not be based solely on poverty, and that funds for zones/communities not diminish HUD resources that other communities now receive.

Policy Statement on International Trade

This statement discusses the importance of international trade as part of a county's comprehensive economic development program. It examines the North American Free Trade Agreement, focusing particularly on issues that need to be addressed in the side agreements with Mexico and Canada concerning import surges, the environment and labor standards.

Policy Statement on Closing Military Bases

The statement identifies obstacles that communities are confronting in their efforts to implement reuse plans for closing military bases. It outlines a series of legislative and regulatory changes which will facilitate reuse of these facilities. These include better coordination of conversion activities by the Department of Defense, expansion of economic adjustment assistance and clarification of federal environmental indemnification law.

Environment, Energy and Land Use Steering Committee

Wetlands Development

A resolution to support H.R. 1330, which eases restraints on wetlands development.

Local Government Land Use Procedures

A resolution to urge that local government land use procedures be respected and considered in any legislation attempting to provide environmental "equity" to low-income and minority communities.

Mandate Dumping

A resolution regarding environmental mandates which urges that Congress and federal agencies refrain from imposing mandates on local government without also providing funds to pay for them, and that federal environmental statutes and regulations be based upon good science, risk analysis, local government participation, flexibility and performance standards.

Environmental Risk Assessments

A resolution in support of legislation that would require federal departments and agencies to provide fair, scientifically sound, and consistent assessments of purported health, safety or ecological risks.

Reauthorization of the Safe Drinking Water Act

A resolution that supports the reauthorization of the Safe Drinking Water Act with clear and flexible implementation provisions which take into account local government fiscal constraints and local decision-making.

Health Steering Committee

Health Systems Reform

Adopted in February as interim policy by the NACo Board, the resolution speaks to the importance of primary and preventive care and the county government role, among other issues. Revisions will be made to call attention to maintenance of effort and the designation of county systems and facilities as essential community providers requiring federal recognition during the transition to reform.

Immunizations

Adopted as interim policy, the resolution supports an increased federal commitment to the purchase of childhood vaccines and funds for local health department outreach and administration.

Long-Term Care

Adopted as interim policy, the resolution supports relief from the punitive proposed federal guidelines which allow little to no flexibility to quality compliance by long-term care facilities.

Medicaid Policy Development

Resolution calls for increased state attention to public health responsibilities in Medicaid.

Medicaid Prenatal Care for Undocumented Immigrants

Resolutions cites and supports a Health Care Financing Administration ruling concluding that all states receive federal Medicaid match funds for prenatal care provided to undocumented immigrants who are income-eligible.

Strengthening Public Health Expertise

Resolution calls for additional federal initiatives to train and provide tools to public health officials to improve public health services.

Human Services and Education Steering Committee

Earned Income Tax Credit

Resolution supports expanding the Earned Income Tax Credit to provide a full-time/full-year minimum wage worker with income sufficient to rise above the poverty line.

Electronic Benefits Transfer System

Resolution supports the continued use of the Electronic Benefits Transfer (EBT) System and the permanent exemption of government EBT systems from Federal Reserve Board Regulation E, which would hold local government EBT programs liable for benefit loss; and, making permanent the 1987 exemption of public assistance benefit programs from Regulation E.

Head Start

Resolution supports the expansion of Head Start to reach all eligible children, providing enrollment at age two for two years of service, and providing families full-day/year-round services.

Early Childhood/Parent Educational Programs

Resolution supports federally funded initiatives to develop volun-



1993 ANNUAL CONFERENCE PROPOSED POLICY RESOLUTIONS

tary early childhood/parent educational programs.

Child Welfare Services Reform

Resolution supports comprehensive child welfare services reform.

President's Youth Service Awards

Resolution supports the President's Youth Service Awards to encourage young people to serve in their communities or counties.

Justice and Public Safety Steering Committee

Re-establishing Federal, State and Local Partnerships

Recognizing that the problems of crime and punishment do not exist in isolation and cannot be effectively addressed without also confronting such related problems as illiteracy, physical abuse and substance abuse, this resolution calls for a new inter-governmental partnership to focus on prevention. It also calls on the federal government to collect and disseminate information on successful programs and to give priority consideration to those initiatives that demonstrate state/local partnerships as well as a holistic approach to corrections and sentencing reform.

Juvenile Justice and Delinquency Prevention Act

This resolution calls for the full implementation of the recently reauthorized Juvenile Justice and Delinquency Prevention Act. The resolution highlights the importance of county-wide prevention boards, including their role in fostering collaboration among county boards, school boards, municipalities, the business community, citizen groups and the private, non-profit sector.

Handgun Control

This resolution, advanced by the National Association of County Health Officials, calls for the promulgation of federal, state and local policies that reduce: the prevalence of handgun ownership, the incidence of firearms carrying by adolescents aged 14 through 17, the proportion of people who possess firearms that are

inappropriately stored, and the likelihood of persons using guns to commit acts of violence.

Federal Disaster Assistance

This resolution proposes major reforms for strengthening federal disaster assistance. It calls for a reduction of political appointees, the creation of a Domestic Crisis Monitoring Unit in the White House, management reforms to allow for a more proactive and responsive federal presence, and a change in the Federal Emergency Management Agency's focus from nuclear attack to civil emergencies and national disasters.

Family Unity Demonstration Project Act (H.R. 569)

H.R. 569 is modeled after the Mother-Infant Care Program currently operating in California. It authorizes the National Institute of Corrections to make grants available to five states for the establishment of demonstration projects where eligible non-violent incarcerated parents can serve their sentence in a strictly supervised residential program with their children.

Labor and Employee Benefits Steering Committee

Exempting EMT Workers From the 40-Hour Overtime Rule

This resolution calls for changes in the Fair Labor Standards Act (FLSA) regulations to permit emergency medical technicians (EMT), regardless of whether or not they are an integrated component of firefighting services, to work longer hours before time-and-a-half overtime pay is required. Instead of requiring overtime pay after 40 hours per week, it would be required after 212 hours every 28-day period. This exemption is currently available only to firefighters and EMT technicians who are an integrated component of firefighting services. In many counties, these services are not integrated.

Suspensions Without Pay for Public Employees Exempt From the Overtime Pay Requirement

Under current FLSA regulations, a public employee who is subject to

disciplinary suspensions without pay for less than a week is not exempt from the time-and-a-half overtime pay requirement. Many executive and administrative employees in the public sector are subject to suspensions without pay of less than a week. This resolution would permit public employers to discipline their employees through such suspensions and permit them to be exempt from the overtime pay requirement.

Exempting Public Employees From the Overtime Pay Requirement for Volunteer Service During Periods of Disaster

This resolution calls for amending the FLSA regulations to exempt public employees from the time-and-a-half overtime pay requirement during periods of disaster declared by the president or a governor to permit public employees to volunteer their services without imposing a financial hardship on state and local budgets.

Public Lands Steering Committee

Below-Cost Sales

A resolution will be presented to urge the Administration and Congress to refine their definition of "below-cost" sales and to require that socioeconomic impacts of timber sales be considered.

Forest-Dependent Counties

Resolution asks that the forest plan for the Pacific Northwest guarantee sufficient funding for counties, provide certainty in timber harvest levels and allocate additional funds for economic diversification.

Federal Energy and Tax Policy

Resolution supporting the Btu tax as the energy tax method and exempting county governments.

RS 2477 Rights-of-Way

Resolution presented to encourage counties and states to protect their valid rights-of-way on public lands from encroachment.

Population Formula for PILT

Resolution urges that NACo support a third formula for Payments-in-Lieu-of-Taxes (PILT) which takes

into account transient population use of public lands.

Fiscal Accountability Act

Resolution urges support of Congressman William Orton's (D-Utah) bill to require federal agencies to assess economic impacts of mandates and regulations prior to enactment.

Private Property Protection Act

Resolution urges support for a bill which will require federal agencies to consider the impact of their regulations on private property rights before they are implemented.

Opposing Wilderness Designation for Arctic Coastal Plain

Resolution from Alaska requesting NACo to support Alaska in opposing wilderness designation for the Arctic Coastal Plain.

Amending Eligibility for Forest-Dependent Program

Resolution requesting that Congress amend the eligibility requirements for counties to participate in the Forest-Dependent Communities Program adopted under the 1990 farm bill.

Taxation and Finance Steering Committee

Exempt Counties From Energy Taxes

A resolution adopted by the NACo Board of Directors on May 4, 1993, supporting the exemption of counties, states and local governments from proposed energy taxes will be reviewed.

Oppose Proposed Transportation Fuel Tax

A resolution will be considered by the Taxation and Finance and Transportation steering committees opposing a transportation fuels tax, or a gasoline tax, that is not dedicated for transportation projects. This would reaffirm existing policy.

Urge Counties to Comply with FIRREA

A resolution will be considered urging counties to meet the requirements of the Financial Institution

Reform, Recovery and Enforcement Act (FIRREA) to protect security interests and funds of county governments.

Federal Interest-Free Loans for Funding Capital Projects (Sovereignty Proposal)

A resolution will be presented urging support for federal interest-free loans to state and local governments for building capital projects. This proposal would replace the current system of local financing projects with tax-exempt bonds. The proposal is sponsored by an organization called Sovereignty. NACo passed a resolution in 1991 opposing the Sovereignty proposal.

Interim Policy Resolutions Approved

The following resolutions were approved by the NACo Board of Directors at the Legislative Conference and will be considered:

- **Credit Card Costs** — resolution urging credit card issuer not to prohibit or limit counties in collecting a fee for the use of the credit card, and

- **Exemption of Property Taxes From a Federal Bankruptcy Stay** — resolution exempting property tax from federal bankruptcy stays. This action would retain the secured status of tax lines during bankruptcy proceedings.

Transportation Steering Committee

Resolution on Recapturing 2.5-Cent Gasoline Tax

This resolution calls upon Congress and the Administration to support legislation which would recapture the 2.5-cent portion of the federal gasoline tax currently used for deficit reduction and return it to the transportation trust fund. In 1990, as part of a budget agreement, Congress increased the gasoline tax by five cents, and 2.5 cents of that increase went for deficit reduction, the first time this tax had been used for anything other than highway or transit funding. If the 2.5 cents is not returned to the trust fund, beginning in 1995, the Intermodal Surface Transportation Efficiency Act (ISTEA) would not be able to be fully funded.

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cleanup and development of new technologies.

Environmental issues

A generation after the United States responded to poisoned streams and filthy air with the world's first comprehensive strategy to protect the environment, many scientists, economists and governmental officials have reached the dismaying conclusion that much of America's environmental program has gone seriously awry. Experts say that in the last 15 years environmental policy has too often evolved in reaction to popular panics, not in response to sound scientific analyses of environmental hazards. As a result, many scientists and public health specialists say billions of dollars are wasted each year in battling problems that are no longer considered dangerous, leaving little money for others that pose a greater risk.

I believe there must be a balance between business and industry, as well as economic development and environmental issues. Federal funds need to be spent where the money would do the most good for state and local government, and offer greatest protection to the public.

Job training/retraining

Education of our nation's youth is the backbone of the United States. Children need to be taught from birth that education is the key to success. Several innovative programs address the varied needs of children. For example, drug abuse resistance education (DARE) begins in the elementary grades and teaches our youth the danger involved with drugs. Head Start programs help build character and let disadvantaged youth know they

can succeed in life. Vocational and higher education programs need support. Education is the key to a better life.

Reinventing public service

The Ohio Commission on the Public Service, located at Cleveland State University, recently published findings of a three-year study of public service in Ohio. Ohio is in the forefront of states in addressing this critical public management issue. Among the three states with commissions, Ohio has the only one mandated by the legislature. The report, "Preparing State and Local Government for the 21st Century," contains 45 recommendations that the commission felt were the most critical, yet practical enough to implement. The results were what many have already suspected: State and local governments need to enhance performance and productivity. The best employees and job candidates often are barred from public service. Better customer service and employee evaluation are needed to boost local government effectiveness. The lack of civic education hampers the public and media understanding of government. I believe that government can no longer operate with the "business as usual" attitude and needs to be entrepreneurial, not bureaucratic. Government needs to do more with less and work harder and smarter.

Community corrections

Our nation's state and local correctional facilities are on the brink of crisis. Overcrowding plagues a system in which crime is punished either by prison or probation. As a result, judges sentence more non-violent criminals to jail or prison,

only to have dangerous offenders released early to make room for yet more offenders. The jail population is exploding in Ohio. Currently, Ohio has more offenders on waiting lists than we have in jails. With Ohio counties spending an average of one-third of their general revenue fund dollars on the criminal justice system and urban counties spending over 50 percent, we must manage our scarce resources more effectively.

Community corrections, which range from stringent residential programs to financial sanctions, can curb institutional overcrowding and stretch dollars. For example, many programs such as electronic monitoring or day reporting centers are less expensive to operate than county jails, and have the added advantage of keeping offenders employed. An offender who is working can pay part of the program cost, restitution to his victim, as well as court-ordered fines and taxes. These programs are not "alternatives" to punishment, they are punishment that is focused, graduated, enforced and coordinated to the offender's problems.

Ohio passed its Community Corrections Act of 1981, giving Ohio the means to develop comprehensive planning at the county level. Local boards in 17 counties design, set up and evaluate community corrections programs to divert offenders from state prisons and county jails. Eighteen states have formal community corrections acts, while other states have programs developed under some existing law or administrative mechanism.

I support the expanded funding of community corrections in Ohio and across the nation to better use state and local dollars for more effective and appropriate punishment of offenders. I will work to channel more federal dollars into community corrections initiatives to ease institutional crowding in local jails to make room for truly dangerous criminals.

Health care reform

This country can no longer afford to spend 14 percent of its gross domestic product on health care or to have over 36 million people without any basic health care coverage. Not only is the cost of uncompensated care shifted to those of us who pay insurance premiums, but the lack of primary and preventive care causes increased cost to provide acute and chronic care for those people down the road. We need a nationwide network of primary basic medical care available to all citizens. The overall federal policy should drive state-level programs which provide such coverage through managed competition among private providers. Each state's plan should provide basic benefits to all and should plan and manage all health-related services,

without placing additional burdens on county government. Avoiding burdensome maintenance of effort on the part of current county programs and facilities should be a major goal in developing the federal and state system. We must provide basic medical care to all, not only because it is morally right, but because it is an issue of economics and international competition. Counties must remain a major player in this issue to ensure that solutions are workable and affordable for counties both as employers and as providers of medical programs.

Human services

Human services programs in the United States should be structured to encourage intact families, work and self-sufficiency. Current programs are fractionalized, present barriers to two-parent families and disincentives to work. Grant programs, medical programs, food programs and social services programs are developed, regulated and supervised by different divisions, even different departments, of the federal government (e.g., AFDC by Social Security within Health and Human Services and food stamps by the U.S. Department of Agriculture). These different programs have different rules and eligibility requirements, which often conflict (e.g., an increase in AFDC benefits triggers a decrease in food stamps benefits). Two-parent families must meet requirements for previous work experience which single parents do not. Families often split or fail to form to gain eligibility. Not enough earned income is disregarded in determining AFDC and medical eligibility to make working at minimum wage jobs attractive to welfare recipients. In many cases, families are better off on assistance. We need to allow families to keep more of what they earn and retain medical and child care benefits so that they can afford to work and gain the experience to better themselves.

We also need to streamline the child support system and make parents, not government, responsible for their children.

Agriculture

Agriculture and agri-business comprise the leading industry in Ohio and the nation. In order to maintain an abundant, safe supply of food for the United States and the world, the efficient production of the American farmer must be supported and maintained.

A significant example of balancing agriculture and the environment is Ohio's Big Darby Creek. This watershed is the most diverse aquatic system of its size in the Midwest and is among the top five warm freshwater habitats in the nation. The environmental interests of six central Ohio counties are preserved in harmony with a \$69

million annual agriculture industry that produces corn and soybeans, Big Darby's economic base in central Ohio. Twenty public agencies and private organizations cooperate to implement strategies to preserve Big Darby well into the future. I will work to create more of these cooperative efforts which protect both agriculture and the environment.

Economic and community development

There is no aspect of county government where partnerships play a more critical role than in community and economic development. Partnerships must exist between the federal, state and county governments, and between the public and private sector on community and economic development issues.

The trend toward suburbanization has placed new responsibilities and burdens on counties. Counties are faced with new demand for services as the population shifts from rural and urban areas to suburbs. In addition to shifts in population, counties face an ongoing transition from an industrial to a service-based economy. While service-based employment is critical to employment growth in most communities, it is difficult to replace the high-paying jobs and rich industrial tax base that supported many of our citizens and communities for so many years.

As part of the federal-state-local partnership, I strongly support continuation of federal block grant funding for community development activities under the Community Development Block Grant Program. The program provides counties with the flexibility to meet local priorities in addressing development, housing, economic infrastructure and low-income needs.

The public-private partnership is vital in formulating economic development plans that provide for increased private investment in new and expanded industry. We must also increase public investment in infrastructure to provide fertile ground for the growth of commerce. Ohio's Issue II infrastructure program is an excellent example of state-local partnerships that is pumping hundreds of millions of dollars in state and local funds into infrastructure improvements in my home state each year. This is accomplished through issuance of state bonds and distribution of the funds to local governments based on priorities established under comprehensive regional infrastructure plans.

Suburbanization and growth around and between America's central cities have set the stage for counties to lead us into the 21st century. We must rise to the occasion at home and as a national association. I am ready to lead counties into the next century. Together, we must seize the day.

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County Infrastructure Improvement, Economic Stimulus and Jobs Program

This resolution proposes that a certain specific dollar figure be designated as part of a federal economic stimulus program to be spent on county highways and bridges. Local design, contracting and bidding standards would be followed, and time limitation on the spending of the funds would be established.

Intermodal Surface Transportation - Railroads

This resolution supports America's rail system. It requests that the Department of Transportation (DOT) include railroads, including shortlines, as eligible for funding under the ISTEA Program. Specifically, it asks for funding for intermodal facilities serving rail-to-truck transportation and rail-to-barge transportation.

Fuel Tax for Deficit Reduction

This resolution opposes increasing the federal fuel tax for use in reducing the deficit. The budget-reduction/tax bill, known as the reconciliation legislation, contains a proposal that would increase the fuel tax for deficit-reduction purposes. Traditionally, the federal fuel tax has been used only for transportation purposes with the exception of 2.5 cents that has gone for deficit reduction since 1990.

Resolution on Equitable Funding Distribution for ISTEA Dollars

A number of counties in different states have complained that the state DOTs are not treating them fairly in the distribution of ISTEA highway and bridge funds. This resolution addresses this issue and asks the secretary of transportation to intervene on behalf of local governments and support clarifying legislative language on distribution of federal ISTEA dollars to local government.

NACo scholarship: turning point in woman's life

By Beverly Schlotterbeck
editor

When Connie Stevens of Magna, Utah applied for the NACo Presidential Scholarship in 1991, she prayed for success, but was not very confident of the outcome. An unhappy marriage had rocked the 39-year-old's self-esteem and left her as the sole support and parent for five children.

But Stevens' determination to overcome these circumstances impressed then-NACo President Mike Stewart, and he awarded the \$2,000-per-year scholarship to her during ceremonies at the 1991 Annual Conference in Salt Lake County, Utah.

It was just the encouragement Stevens needed. Last month, she graduated from the University of Utah with a bachelor of science degree in sociology and has applied for admission to the University's Graduate School of Social Work.

In a letter thanking Stewart, now Utah Department of Human Services executive director, Stevens talked about the critical role the scholarship played in her life.

"Because of the circumstances of my marriage, my self-esteem was extremely low as I proceeded to start life on my own and to provide for my

family. I went back to school (at the Salt Lake Community College) and I did very well.

"At the end of that first year, I started working on an application for the drug and alcohol program offered through the Graduate School of Social Work. I remember thinking, 'Why should I try? I'm not going to make it anyway.' I thought it was a great opportunity, but I didn't think I stood a chance. I discounted all that I had achieved, attributing it [to] a fluke.

"Then I heard about the NACo scholarship. I put aside the drug and alcohol application while I applied for the NACo scholarship. I really wanted it and prayed very hard that I would get it. I was very much surprised when I received it, and it seemed to be the key that has transformed my perception of myself," she wrote.

Stevens decided against applying for admission to the drug and alcohol program, a decision that was based on her needs and not on fear of failure, she pointed out. "I noticed this difference as I returned to finish the drug and alcohol application. I realized that my attitude was different. I now was thinking: 'Do I really want to apply for this [because] I really might get it? Do I want it right now?' I decided not to apply for it at the time, not because I didn't think I could get it, but because I didn't think the time was right."



Photo by David Hathcox

Pictured after accepting her scholarship at the 1991 Annual Conference are Connie Stevens and then-NACo President Mike Stewart.

Stevens eventually did apply and was accepted in the program. She also began volunteering for a rape crisis center and assisting the homeless with housing and daycare issues.

The future continues to look bright for the scholarship winner, who told Stewart in her letter, "I just wanted to take a few minutes to thank you for the scholarship you gave me. It has meant much more than the much

needed financial aid. It has been a turning point in my life."

The NACo Presidential Scholarship Program awards \$2,000 per year for four years to a candidate selected by an outgoing NACo president. The program is underwritten by David Davenport, PEBSCO founder and chairman of the Landmark Financial Corporation based in Oklahoma City, Okla.

Date set for 1994 celebration of County Government Week

In 1994, National County Government Week will again be celebrated in April. The dates for the celebration are April 16-23.

NACo will work with counties to plan and coordinate activities. Thousands of counties held activities to celebrate County Government Week this year and hopes are high that it will grow even bigger in 1994. Information packets with ideas and suggestions for celebrating the week will be mailed in late fall.

A few counties mailed in information about their activities after the list was published in the May 24, 1993 issue of *County News*. Those counties are Muskegon County, Mich.; Polk County, Fla.; Ashland County, Ohio; and Delaware County, Pa.

Both Ashland and Delaware counties had programs informing school students of the activities of county government. Ten departments of the Polk County government were featured at the two largest malls in the county for two days at each location. In those four days, an estimated 3,000 people learned more about county government services. Muskegon County, using the theme, "County Government Works for You," held programs for elementary and high school students, scheduled a community forum on the Clean Air Act and displayed services of 20 county departments at the local mall.

NACo Voting Credentials Update

As of June 23, 297 counties have returned their credentials identification forms to the NACo office. Credentials are identification that allows a county's official to cast that county's vote for NACo's officers and on resolutions.

If your county has not returned its identification form, please bring a letter addressed to the Credentials Committee from your county's chief elected official stating that you are the designated or alternate person to pick up your county's credentials to the Annual Conference. Present the letter at the Credentials Desk to receive your county's credentials.

Member counties are required to designate one of its county officials to pick up and cast the county's ballots. A county may designate an alternate county official or its state association to pick up the credentials materials.

For more information, please contact Membership Coordinator Susan Parrish at 202/942-4242.

County Government Trivia Quiz

Many state and local governments have begun turning to the touch-screen information kiosks as a way to better serve the information needs of their citizens.

IBM will be demonstrating the concept at the Annual Conference in Cook County, but with a fun twist — testing delegates' knowledge of county and NACo trivia.

NACo staff have put together a list of questions that should challenge even the most expert NACo member.

We've pulled 16 of the questions from the list, so that our readers who aren't attending the Annual Conference will also have a shot at testing their knowledge.

Answers appear on page 10. Good luck, and no peeking.

1. How many counties are in the United States (excluding city/county consolidations)?

- 2,837
- 3,552
- 1,675
- 3,043
- None of the above

2. How many cities and counties have consolidated their governments?

- 35
- 12
- 28
- 17
- None of the above

3. According to the 1990 census, which is the most populous county or consolidated city/county government?

- Cook County, Ill.
- Los Angeles County, Calif.
- New York City, N.Y.
- None of the above

4. Everyone knows that Loving County, Texas registered the smallest population in the 1990 census. What county was second smallest?

- Kenedy County, Texas
- King County, Texas
- Petroleum County, Mont.
- Mineral County, Colo.
- None of the above

5. How many residents were counted in Loving County by the 1990 census?

- 98
- 107
- 208
- 113
- None of the above

6. By square mileage, the North Slope of Alaska is the largest county in the United States. How large is it?

- 106,416 square miles
- 227,559 square miles
- 98,057 square miles
- 122,654 square miles
- None of the above

7. Do all states have county government?

- Yes
- No

8. What is the median population of counties in the United States, according to 1990 census figures?

- 78,000 residents
- 45,000 residents
- 22,000 residents
- 67,000 residents
- None of the above

9. When all counties are listed in alphabetical order, which county is listed last?

- Zephyrhills County, Fla.
- Zion County, Ill.
- Zealand County, Mich.
- Ziebach County, S.D.
- None of the above because none of these are real counties.

10. More counties are named Washington than any other name. How many Washington counties are there in the United States?

- 37
- 27
- 42
- 31
- None of the above

11. There are two counties in the United States named Kennedy but none named Roosevelt or Jefferson Davis.

- True
- False

12. For county fiscal years ending between July 1, 1989 and June 30, 1990, how much revenue did county governments in the United States collect, according to census reports?

- \$132,968,000,000

- \$119,836,000,000
- \$110,242,000,000
- \$105,864,000,000
- None of the above

13. As of October 1991, how many individuals were employed full-time by county government, according to the Census Bureau?

- 1,807,653
- 1,827,089
- 2,196,263
- 2,166,701
- None of the above

14. Most individuals know that Texas has the most counties. How many does it have?

- 179
- 245
- 192
- 254
- None of the above

15. Which state has the second-most counties?

- Georgia
- Kansas
- Kentucky
- Missouri
- None of the above

16. Believe it or not, there's a county named Transylvania and it's located in Pennsylvania.

- True
- False

Source: Research Department, National Association of Counties, 440 First St., N.W., Washington, DC 20001, 202/942-4285.

Counties take lead in office paper recycling effort

By Karen Nozik
National Office Paper
Recycling Project

When the concept for the National Office Paper Recycling Project first surfaced during the spring of 1990, the principal founders intentionally created it as a public/private partnership to include local governments. Counties and cities, after all, were the first to grapple with landfill closures, recycling mandates and citizens organizing NIMBY protests.

With all sides equally represented at the table—corporations that manufacture paper, produce office machines that put images on paper, and those that collect office wastepaper—the project took off on a mission to unite with state and local governments and develop a national strategy on office paper recycling. Its goal: to triple office paper recycling by 1995.

Housed at the U.S. Conference of Mayors and co-sponsored by NACO, the project has issued a challenge to

employers across the country to close the recycling loop. Governments and businesses are asked to make a three-step commitment to: 1) collect office wastepaper, 2) purchase products made from recycled fiber, and 3) begin a recycling education program for employees or members of the community. Collective data on the nation's progress is then reported to the EPA several times a year.

Thus far, the challenge strategy seems to be making a considerable splash and county government is leading the way among public sector participants. Of the 220 organizations, representing more than two million workers and 50,000 facilities, that have accepted the challenge, 39 counties, 29 cities and five states have made the commitment.

"Counties are the oldest form of local government in the United States and can set an important example in demonstrating how to reduce what is disposed of in landfills and incinerators," says Greene County (Ohio) Commissioner Reed

Commercial paper recycling programs offer enormous economic opportunity for local government.

Madden, NACO's representative at project meetings.

Counties from coast to coast seem to agree with Madden. In Pulaski County, Ark., employees have taken the challenge and have committed to collecting 100 percent of county offices' wastepaper this coming year. They also plan to close the loop with 100 percent of their total paper purchases devoted to recycled products. Kalamazoo County government in Michigan signed up its eight buildings with the same goals.

San Diego County's (Calif.) 17,000 employees managed to collect an impressive two million pounds of paper for recycling in 1991, but this year they have upped

that figure by 70 percent for the next year. And in Clark County, Wash., employees have stepped up to the plate and diverted 35 percent (61 tons) of wastepaper from their landfill this year, with the goal increasing to 75 percent next year.

County governments are stimulating the recycling industry by altering their own disposal and procurement practices as well as by encouraging local businesses and institutions to do the same.

Washington County, Minn., for example, collected 50 tons of office paper in its recycling program, sending a clear message to other organizations in town that the savings made in landfill space from just six office buildings can

be significant. Additionally, the county spent \$35,000 on recycled products, also sending an important message: "What good is separating, collecting, hauling and recycling paper if we don't create new products and a demand for them?"

Commercial paper recycling programs offer enormous economic opportunity for local governments. Harvesting such a voluminous and weighty discard in centralized locations is easier than making residential pickups. Since many commercial establishments pay for their own refuse (and recycling) service, county governments can make progress toward meeting local recycling goals without the added expense of collection. Furthermore, the steady supply of high-quality office paper can attract local end-users of such material to locate in the region.

"By registering for the challenge program, organizations make a public pronouncement of their commitment to close the loop," says Chris Denniston, staff director for the National Office Paper Recycling Project. "The program can help create a workplace recycling ethic across the country, saving resources, landfill space and creating new markets."

Ideally, government officials will see this recycling trend as a way to not only satisfy state mandates and gain landfill savings, but also as an opportunity to create new industries and jobs, and provide leadership within the community.

For more information on how to accept and register for the National Office Paper Recycling Challenge, call the National Office Paper Recycling Project at 202/223-3088. Registrants receive a certificate of recognition and are included in reports to the nation and to EPA on the nation's office paper recycling progress.

(Nozik is the outreach coordinator for the National Office Paper Recycling Project, U.S. Conference of Mayors.)

Clean Water Act reauthorization bill introduced

By Diane Shea
associate legislative director

A comprehensive Clean Water Act reauthorization bill was introduced two weeks ago by Senate Environment Committee Chairman Max Baucus (D-Mont.) and Senator John H. Chafee (R-R.I.), the committee's ranking minority member. The bill was presented at a hearing before the Subcommittee on Clean Water, Fisheries and Wildlife, which has scheduled weekly sessions throughout the summer to prepare for reauthorizing the act. Baucus has set reauthorization as the full committee's environmental priority for 1993.

The major provisions of the Baucus-Chafee bill which affect

counties are as follows:

Funding

The state revolving fund (SRF) for wastewater treatment facilities would be authorized at \$2.5 billion annually, beginning in FY95. The SRF would increase by \$500 million every year until the year 2000 if deficit-reduction targets are met. States would be permitted to set aside up to 20 percent of their federal funds for direct grants to "hardship" communities where sewer fees exceed 1.5 percent of the median household income.

Uses of the SRF would be expanded beyond sewage plant construction and non-point pollution control to include all Clean Water Act activities, such as combined sewer overflow projects and

stormwater control and watershed management programs.

In addition, SRF money could be used for obtaining land easements and rights-of-way associated with wastewater treatment projects.

Combined Sewer Overflows (CSO)

Counties with combined sanitary and storm sewers systems would have up to 15 years to comply with CSO requirements. EPA's draft CSO guidance would be codified by the bill, and would authorize 15-year permits.

Stormwater

The bill would remove the obligation of communities with populations of less than 100,000 (outside of urban areas) to develop a stormwater

control program. For urbanized areas with a central city of 100,000 population or more, a stormwater management program would be required, but delayed until six years after enactment of the bill.

Permits for such areas would be based on best management practices rather than numerical effluent limits. Non-urbanized counties of more than 100,000 in population would be subject to stormwater control requirements, but end-of-pipe treatment would be delayed for 10 years.

Wetlands

No wetlands provision is included in the Baucus-Chafee bill, however Senator Baucus indicated that a separate wetlands bill is being developed and would be incorporated into the bill at markup.

Answers to the County Government Trivia Quiz (from p. 9)

1. Preliminary results of the 1992 Census of Governments, conducted by the Bureau of the Census, indicate the presence of **3,043** counties in the United States.
2. **28**. The first consolidation involved New Orleans and Orleans Parish, La. in 1805. In 1990, the City of Athens and Clarke County, Ga. became the latest communities to consolidate.
3. With 8,863,164 residents, **Los Angeles County** is the largest. New York City (a consolidated city/county government) is second with 7,322,564 residents and Cook County occupies third place with 5,105,067 citizens.
4. **King County** is the second-smallest county, with a popula-

tion of 354, according to the 1990 census. Kenedy County follows with 460. Petroleum County had 519 citizens, and Mineral County recorded 558.

5. **107**.

6. **227,559 square miles**.

7. **No**. Under the definitions used by the Bureau of the Census, organized county governments are found throughout the United States, except for Connecticut, Rhode Island, and limited portions of other states where certain county areas lack a distinct county government.

Effective October 1, 1960, Connecticut county government was abolished and county functions were transferred to the state government. County boundaries are retained, however, for election of county sheriffs and for judicial pur-

poses. In Rhode Island, counties are geographic subdivisions used only for the judicial administration of the state. They have no associated governmental structure and, therefore, are not counted as governments.

8. **22,000 residents**. The average population of counties, according to the 1990 census, was 78,000 residents.

9. **Ziebach County, S.D.** Give yourself extra credit if you knew that the only Ziebach was a county. The others are cities in the states mentioned.

10. **31**. Other common county names are Jefferson (26), Franklin (25), and Jackson and Lincoln (24).

11. **False**. Although there is a Kenedy County, Texas, no county in the United States is named

Kenedy. There are two Roosevelt counties (Montana and New Mexico) and two Jefferson Davis counties (Louisiana and Mississippi). Two counties also are named Jeff Davis (Georgia and Texas).

12. **\$132,968,000,000**. The other figures listed are for the three previous fiscal years.

13. **1,827,089**. The third figure listed represents total employees for that date. In addition, 369,174 individuals were counted by the Bureau as part-time employees.

14. **254**.

15. **Georgia (157)**. Deduct a point if you marked Kansas. It has 105 counties, not 169.

16. **False**. There is a Transylvania County, but it is located in North Carolina.

Source: Research Department, National Association of Counties, 440 First St., N.W., Washington, DC 20001, 202/942-4285.

Scoring:

13-16 correct
They should name a courthouse after you.

9-12 correct
Contact NACO's Research Department. They could use a mind like yours.

5-8 correct
You can keep your county car, but you need to do some studying.

1-4 correct
You lose the car. The mandatory tutorial begins tomorrow at 8. Be there!

News from the nation's counties

North

NEW JERSEY

- The first natural gas filling station in the state was recently dedicated at the **UNION COUNTY** government complex.

The station, which cost about \$100,000, was paid for by a local gas company. The county currently has four paratransit system vans and one sheriff's K-9 vehicle that have been converted to use natural gas. It plans to purchase dedicated natural gas vehicles in the future as those in its fleet need replacement.

South

GEORGIA

- **DEKALB COUNTY** employees are getting in shape through a newly formed aerobics class offered in one of the county's administrative buildings.

The classes are taught by a certified aerobics instructor and are offered at no charge to county employees four times a week.

There are currently 50 regular participants in the program which

grows daily. "We think this is a good morale builder and stress reliever for our employees," said class co-organizer Ida Moore. "And it's also a convenient way for them to get physically fit."

MARYLAND

- The **MONTGOMERY COUNTY** Department of Family Resources and a local telecommunications firm have announced a cooperative effort to help homeless individuals find jobs by providing them with a free voice mail service.

Comm Vox, Inc. is providing the service to homeless persons who have completed the first phase of employment training at the county's career center. Potential employers are able to leave messages on the system 24 hours a day. Job training participants can gain access to their messages at any time.

"People who have lost access to a telephone have lost a critical connection to the community and to potential employment," said Walter Wolfe, developer of the Kensington Center Career Project. "The message center will also minimize the stigma that is often associated with

job seekers who receive their phone messages at homeless shelters."

Midwest

MINNESOTA

- Vice President Al Gore recently visited **RAMSEY COUNTY** to learn about the county's Electronic Benefits System (EBS).

The county hosted Gore, whose visit included joining welfare recipients for a training class on the system, and a packed town hall meeting with grocers, bankers, welfare recipients and elected officials. Gore told the group that the county's program typifies the kind of innovation in government that he and President Clinton are advocating. He also said they would like to see EBS expanded nationally.

Under the system, recipients are issued account cards that can be used at grocery stores in lieu of food stamps or to collect cash welfare benefits from automated teller machines.

NEBRASKA

- **DAWSON COUNTY** recently received national recogni-



Vice President Al Gore at a town hall meeting in Ramsey County, Minn.

tion when it was named as one of the 10 All-American City competition winners.

The lone county winner joined nine cities from across the nation to receive the award which is presented annually by the National Civic League. This year, more than 150 cities, counties and city-county combinations entered the competition, with 30 advancing to the finals.

West

CALIFORNIA

- On June 3, the *Fresno Bee* reported that **TULARE COUNTY** Sheriff Melvin Coley had handed out layoff notices to 40 full-time

employees in the Tulare County Jail and reiterated his threat to release 420 prisoners.

"I wish I could do more right now," Coley reportedly said after notifying 15 corrections officers, 17 deputies, a kitchen manager, four cooks, one clerk and two sergeants that they would be laid off in 30 days.

"I will continue to remind the board [of supervisors] of the critical need for police protection," he added.

The board is on record giving law enforcement top priority in the budgeting process. But the county is faced with a \$12 million deficit as the fiscal year draws to a close.

America's drug war: the tide shifts, at last

By Neal R. Peirce
Washington Post Writers Group

Six years ago, when Baltimore Mayor Kurt Schmoke said the unsayable — that America's war on drugs was failing, that we had to think about legalization — he was scorned.

Today the hot button isn't legalization. Indeed, the "L" word is hardly used. Instead, Schmoke talks almost exclusively about drugs as a public health problem. European reformers focus on "harm reduction" — conceding some people will use drugs, and that society's first priority has to be to mitigate the fallout.

But the big story is that on both sides of the Atlantic, people are coming around to Kurt Schmoke's view.

President Clinton has appointed as his drug czar, with Cabinet rank, former New York City Police Com-

missioner Lee Brown — one of America's most progressive law enforcement officers. Brown, a community policing pioneer, says it's time to put treatment and prevention on an equal par with law enforcement — a dramatic break with the positions of his tough-talking predecessors, William Bennett and Bob Martinez.

Janet Reno, the new attorney general, has openly criticized the Bush Administration emphasis on interdiction of drugs entering the country, saying it stopped only 25 percent of the flow — only a third of what would be needed to have a measurable impact on drug use.

Reno favors taking a hard look at the mandatory sentencing laws that have landed hundreds of thousands of drug users and small-time dealers in prison, at staggering public cost.

She wants alternative sentencing and making sure "that every person in America who wants drug

treatment, who's asking for it, gets it."

With increasing boldness, critics are dissecting and discrediting the country's "war on drugs." "Our present policy is one of monumental failure," says U.S. District Judge Robert Sweet in New York.

"Seventy billion dollars has been spent on the drug war. If you can't succeed with that kind of money, it's obvious you can't win that way," says Kevin Zeese, vice president of the Drug Policy Foundation.

Since 1989, more than one million Americans have been incarcerated on drug charges, Sweet notes. The number of cases continues to spiral. Today, 30 million Americans use drugs, 7.5 million are seriously addicted.

"If we were fighting any other war this long, with these results, we would want not only new generals but a new strategy," says Schmoke.

What's more, the mayor adds, today's policy is "strangling" the cities. He cites a study showing that on any given day in 1991, 56 percent of young Baltimore black men (aged 18-35) were under arrest, incarcerated, on parole or probation — with drugs involved in all but a small number of the cases. Schmoke calls the statistic "devastating and shameful."

He could add that it comes perilously close to overt racial targeting. By contrast, suburban white drug buyers are arrested far less frequently.

"The use of drugs is not a criminal problem. It is a social problem, and a health problem. By treating it as a criminal justice problem we are losing the war," says Herbert Klein, the judge who fathered Dade County's remarkably successful drug program to divert offenders to treatment in place of jail.

Schmoke suggests we clear our heads by understanding we have three problems — addiction, crime related to drug trafficking, and AIDS. Addiction and AIDS need to be treated as health problems, and only the trafficking as a crime problem, he says.

The truth seems to be that almost no one argues the drug war can ever be won by its two chief tools — interdicting drugs entering the United States, and tough street-level enforcement. The country seems to be in transition to new approaches.

The easiest change could be federal — flipping the national government's outlays from 70 percent on enforcement, 30 percent on treatment to precisely the opposite. Brown and Reno seem almost certain to move in that direction.

But will either Congress or state legislatures be willing to abolish or even relax the mandatory sentencing laws they passed in the hysteria of the '80s, laws that literally doubled our incarceration rate?

The answer here is not so clear. The thoughtless political rhetoric of mandatory sentencing still has

an appeal — even if, ironically, it means we often keep minor drug offenders behind bars while we start releasing truly dangerous criminals too early.

Maybe we'll have the courage to look at successful foreign models, like the Netherlands, where a "soft policy" — decriminalizing marijuana, pushing needle exchange programs, emphasizing education and prevention in the schools — seems to be working.

Drug use is falling, the population of junkies has stabilized and is aging, and deaths from drug use are falling, says Rotterdam Police Chief R.H. Hessing. And, he adds, the spread of AIDS has slowed.

Some 16 U.S. cities now have needle exchange programs, such as New Haven, Conn., where two mobile vans cruise neighborhoods where intravenous drug users are concentrated. And the Dade County drug court model is starting to spread to other cities.

On the political front, Schmoke is considering a 1994 run for governor of Maryland. If he does, drugs and a lot of the subterranean issues — public health, mandatory sentencing, incarceration rates, inordinate law enforcement on minorities — will inevitably get top play.

The public needs to think hard about these questions. The Maryland race could be a major first opportunity.

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SUBTITLE D

from page 1

title D regulations until Oct. 9, 1995 (A recent court ruling challenged EPA's authority to exempt arid or remote landfills from the groundwater monitoring requirements under Subtitle D.)

- extend the period of time to complete capping and regrading of all landfills that closed by Oct. 9, 1993 to April 9, 1993, and

- grant no more extensions beyond those now being proposed.

After the proposed rule's publi-

cation in the *Federal Register*, there will be a 30-day comment period. EPA's target date for publication of the final rule is Sept. 1.

For more information, contact Diane Shea at NACo, 202/942-4269, or the RCRA Hotline for a recorded daily message.

The Hotline operates Monday-Friday, 8:30 a.m.-7:30 p.m. EST. The national toll-free number is 800/424-9346; TDD (for hearing impaired) 800/553-7672

Notices . . . notices . . . notices

CONFERENCES

■ "National Land Trust Rally '93" will take place Sept. 29-Oct. 3 in Big Sky, Mont. Rally '93 is the Land Trust Alliance's sixth national land trust conference for land trust staff, allied conservation and historic preservation groups, government conservation personnel, land planners, and others.

The national rally is a unique opportunity to build expertise at dozens of workshops, have questions answered by leading land conservation experts, and learn about critical issues facing land trusts and how they may affect your work.

For more information, or to register, contact Land Trust Alliance at 1319 F St., N.W., Suite 501, Washington, DC 20004-1106, or call 202/638-4730.

■ The American Public Transit Association (APTA) will hold its annual meeting and EXPO-93, Oct. 3-7 in New Orleans, La.

For more information, contact APTA, 1201 New York Ave., N.W., Washington, DC 20005, or call 202/898-4000.

■ "Managing for Results: Performance Measures in Government," is the theme for a national conference, Oct. 27-29 in Austin, Texas, to review the use of outcome-oriented performance measures in government. Among the many attractions is keynote speaker Ted Gaebler, co-author of *Reinventing Government*.

The conference is designed for state, local and federal managers and will consist of workshops featuring additional city and state officials who have been utilizing performance-based budgeting, citizen surveys, trained observers and other techniques for improving the performance of government.

For more information, contact Barry Bales, director, Office of Conferences and Training, LBJ School of Public Affairs, Drawer Y, University Station,

Austin, TX 78713-7450, or call 512/471-0820.

■ The Engineering Society of Detroit (ESD) is sponsoring the Second Annual Environmental Vehicles Conference and Exposition, Jan. 25-26, 1994 in Dearborn, Mich.

The conference will focus on providing a clearer understanding of the national challenges for the commercialization of electric/hybrid, compressed/liquefied natural gas, methanol, propane, ethanol and other primary fuels.

For more information, call Rich Moizio at ESD at 313/995-4440.

PUBLICATIONS

■ "Marketing Government Geographic Information: Issues and Guidelines" will be available from the Urban & Regional Information Systems Association (URISA) after July 30.

The book provides practical information about the legal setting, policies

and strategies for establishing a business; setting prices; and marketing data. The cost is \$25 for URISA members, \$35 for others.

For more information, contact the URISA secretariat at 202/289-1685.

■ The Interagency Council on the Homeless (ICH) has released "Federal Programs to Help the Homeless," which lists more than 100 federal programs and activities that homeless providers can tap to help provide emergency food and shelter, transitional and permanent housing, and a variety of supportive services. The publication costs \$4.

For more information, contact HUD USER, P.O. Box 6091, Rockville, MD 20850, or call 1/800/245-2691.

■ "Community-Based Planning Under ISTEA: A Handbook for Citizens and Agencies," is a 70-page guide published by the Bicycle Federation of America.

The guide describes how citizens and public agencies can adopt new approaches to transportation and land-use

planning in which the public agencies provide support and technical assistance to citizen-led plans. The guide costs \$20.

For more information, call Andy Clarke or Bill Wilkinson at 202/332-6986.

FREE SUPPLIES

■ Government agencies that serve the ill, needy or minors can get brand new supplies at minimal cost, through an unusual national corporate donations program. Materials include office and computer supplies, tools, clothing and personal care products.

The products are collected by the National Association for the Exchange of Industrial Resources (NAEIR), a non-profit organization. NAEIR redistributes the supplies to non-profits and schools across the United States. Recipient organizations pay NAEIR \$645 in annual dues, plus shipping and handling.

For a free information package, call 1/800/562-0955 or write NAEIR, Dept. NG-6, 560 McClure St., Galesburg, IL 61401.

Job market

CHILDREN'S HOME DIRECTOR — LEE COUNTY, FLA.: (#935296) Salary Range \$35,074-\$52,598. Administrators, coordinates and supervises the operations of Lee County's emergency shelter care facility for abused and neglected children and the therapeutic shelter unit. Upon hire, the applicant will be required to successfully complete all screening and background checks as required by Florida Administrative Code Chapter 10M-9. Requires a master's degree in social work, behavioral science, social science or a related field and two years of experience in residential therapeutic care, OR a bachelor's degree in social work, behavioral science, social science or a related field and four years of experience in residential therapeutic care. (Qualifications per Flor. Admin. Code Chap. 10M-9 Licensing Standards.) Send resume w/SS# by July 30 to Lee County Human Resources, PO Box 398, Ft. Myers FL 33902. EOE.

COASTAL GEORGIA REGIONAL DEVELOPMENT CENTER: seeks a senior level planner with extensive, practical knowledge of local comprehensive planning techniques and principals, development regulations, code enforcements, zoning and regional planning experience; must have at least five-to-seven years related experience, prefer Masters degree in Planning or related field. Position requires strong analytical and quantitative skills, excellent writing skills, computer, and GIS familiarity and experience. Grant writing, data analysis and projection of long-range trends a plus. Individual would be expected to work closely with local elected officials, and planners, must be able to handle multiple priorities, and be able to work without a great deal of direct supervision, display self-initiative and have a strong sense of accomplishment. Office is located in historic Brunswick, Georgia. Living environment unequalled. Agency serves entire coastal area of Georgia, 26 cities and 8 counties. Excellent fringe benefits, beginning salary mid-30's DOE, EOE, MFHA 604. Send resume and salary history/expectations to Human Resource Administrator, CGRDC, P.O. Box 1917, Brunswick, GA. Closing

Date: July 16, 1993.

COUNTY ADMINISTRATOR — DINWIDDIE COUNTY, VA.: The County of Dinwiddie is seeking a highly qualified professional for the position of County Administrator. Projected employment date is November, 1993. Under the general direction of a five-member Board of Supervisors, individual shall administer the affairs of a rural and suburban county with population of approximately 23,000; shall be responsible for overall county planning — including economic development, financial projects, preparation of a \$32 million budget; shall serve as advisor to the Board, purchasing agent, and personnel director, supervising general county projects and agencies under the direct control of the Board of Supervisors. Utilities and airport activities are directed by separate authorities. Requirements: Graduation from an accredited four year college with major emphasis in business, management, public administration, planning or engineering and five years of responsible management experience in a related field. Experience and training in economic development preferred. Related experience may be substituted for educational requirements. Salary: Commensurate with experience. Interested applicants should send resume and brief salary history to: Chairman, Board of Supervisors, P.O. Drawer 70, Dinwiddie, VA 23841 (804) 469-4500. Closing Date: 4:00 P.M., D.S.T., Monday, August 16, 1993. Dinwiddie County is an equal opportunity employer and does not discriminate on the basis of handicapping conditions.

COUNTY ADMINISTRATOR — MARTIN COUNTY, FLA.: Prior salary \$78,000 + benefits. Administer full-service urban, growing County on Florida southeast coast. Experience and strength in financial management, growth management, employee development, organizational restructuring to enhance efficiency and communications. Responsibilities include managing public works, engineering, parks and recreation, growth management, utilities, solid waste, community development, public safety, budget & finance,

human resources and public information management. Reports to a 5-member board of commissioners; \$160 million budget; 630 employees. Masters Degree in Business or Public Administration preferred or 5 years of chief/senior administrative experience. Filing deadline 9/1/93. Resume with references to Personnel Director, Martin County Administrative Center, 2401 SE Monterey Road, Stuart, FL 34996. Phone 407-288-5437; FAX 407-288-5439. Under Florida's Open Records Law, resumes are considered public documents and must be provided to the media upon request.

COUNTY ADMINISTRATOR — MESA COUNTY, COLO.: Population 95,000 (Hiring range: \$4759-5711, plus benefits). County Administrator serves under a three-member Commissioner Board with an operating budget of \$45M; 425 employees. Requires a background in local government to include fiscal and budgetary experience, intergovernmental relations, community economic development and personnel administration. Master's degree in public administration, business or related field and six years of progressively responsible public administration experience preferably at the level of Administrator. An equivalent combination of education and experience will be considered. Send resume, cover letter and salary history to: Mesa County Personnel Division, P.O. Box 20,000-5021, Grand Junction, CO 81502 by July 23, 1993. EOE/ADA.

COUNTY ENGINEER — PICKENS COUNTY, ALA.: Seeks qualified applicant for position of County Engineer. Registered Professional Engineer in Alabama. Must be approved by the Alabama State Highway Department. Will work under a 5 member Board of Commissioners using the district system. Salary-\$40,000.00/negotiable. Excellent Benefits, including Family Health Insurance, Life, Employee Dental, State Retirement, Vacation, Sick Leave, Disability Insurance, and Holidays. Please send resume with cover letter by July 9, 1993, to: Commission Chairman, Pickens County Commission, Admin-

istrators Office, P.O. Box 460, Carrollton, Alabama 35447.

EXECUTIVE DIRECTOR — THE NATIONAL ASSOCIATION OF COUNTY ENGINEERS (NACE): is accepting applications for a full-time Executive Director. NACE is headquartered in Washington, D.C. and is a growing professional organization with 1,700 plus members. The ideal candidate must have experience in federal, state or local government. Past service as a County Engineer is desirable, but not required. Salary negotiable, dependent upon qualifications. Send resumes to NACE, 440 First St., N.W., Washington, DC 20001. Closing date for applications will be July 10, 1993.

HUMAN SERVICES DIRECTOR — LEE COUNTY, FLA.: (#935308) Salary Range \$45,968-\$68,952. Administers activities of the Human Services department including a 108 bed nursing home; a children's home for abused and neglected children; the Community Improvement and Social Services divisions consisting of family services; state mandated programs and community agency support programs. Responsible for efficient operations, use of grant monies, and compliance with federal, state and local ordinances and regulations. Requires 4-yr degree in behavioral sciences, social sciences, public administration or a related human ser-

vices field, and 5 yrs of professional experience in the social services field, including 3 yrs in a supervisory capacity. Send resume w/SS# by July 30 to Lee County Human Resources, PO Box 398, Ft. Myers FL 33902. EOE.

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