

County News

Welcome Delegates!

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Publication of the National Association of Counties

4,000 county officials will convene in Dade County

More than 5,000 county officials are expected at NACo's 55th Annual Conference, July 14-17, in Metro-Dade County (Miami), Fla. The debut of the NACo-produced county video and a close race for NACo third vice president between Yackin County, N.C. commissioner, Grady Hunter, and Pinellas County, Fla. commissioner, Barbara Todd, promise to make the conference one of the most exciting ones in years.

Major leaders from Congress, along with a political economist and a futurist/author, are scheduled to speak at the conference. Confirmed speakers include: Senator Bob Graham (D-Fla.) and Robert Reich, America's foremost political economist, author and professor at Harvard's John F. Kennedy School of Government.

Also, Patricia Aburdene, futur-

ist and co-author of "Re-Inventing the Corporation" and "Megatrends 2000"; Debra Anderson, deputy assistant to the president of the United States and director of Intergovernmental Affairs, The White House.

In addition to hearing speakers presentations, conference attendees will participate in workshops on issues of national importance.

An all-day, pre-conference workshop on Suburban Mobility on Friday, July 13, addresses the roles of the public and private sectors in alleviating suburban traffic congestion.

Sunday morning, July 15, marks the official opening of the conference which will run through Tuesday evening. Workshops will study and explore such topics as:

- "Women in Jails";
- "Alternative Revenue

Sources: Where will the Money Come From";

- "Education & Literacy Among Hispanics";
- "Roundtable on Bond Ratings";
- "Political Leadership in Managing the Drug Crisis";
- "Cash for Trash: The Cents and Nonsense of Recycling Markets";
- "Resolving Racial and Cultural Conflicts"; and
- "Child Care for the 1990s."

An integral part of the Annual Conference is the election of officers and directors and the adoption of NACo's official policy document, the "American County Platform."

Both activities are scheduled for Tuesday, July 17.

(Ed. Note: See conference highlights stories, page 16)



NACo President Ann Klinger, Merced County, Calif. supervisor, is briefed by Jim Benefield, video production crew director, during the taping of "The Challenge of Change - County Government Prepares for the 21st Century."

County video to debut at Annual Conference

By Tom Goodman
public affairs director

After 15 days of intensive shooting in June, script changes, hours of editing and a measure of nail biting, the NACo video, "The Challenge of Change - County Government Prepares for the 21st Century," has been completed.

The premiere of this video, the first produced by NACo, will be on Monday, July 16 at the 1990 Annual Conference in Dade County (Miami), Fla. Work on the video began shortly after the Legislative Conference in March.

NACo President Ann Klinger, who has been a major force in bringing this project to reality, hails the video as "an important step in our efforts to spread the word about county government."

The video focuses on the challenges facing county government, innovative programs and the broad range of services that counties provide. Among the issues covered are social services, transportation, health care, public safety, the environment, economic development and planning.

The production crew visited
See NACo VIDEO, page 5

Bush's tax shift gets budget rolling

By Kathy Gramp
budget analyst

President Bush has officially dropped his "no new taxes" campaign pledge, paving the way for a bipartisan agreement to reduce the growing budget deficit. Breaking the impasse became essential, as economic and budget indicators continued to worsen. His move resurrected the talks, but sparked an outcry from many Republicans up for re-election this fall.

The latest deficit projections were pushing the \$64 billion target in the Gramm-Rudman-Hollings (GRH) law even farther out of reach. Excluding the Savings and Loan (S&L) bailout, the Office of Management and Budget (OMB) now thinks that the FY91 deficit could reach \$158 billion (up from its May estimate of \$138 billion). The Congressional Budget Office's (CBO) revised estimate of \$162 billion is \$31 billion higher
See BUDGET, page 23

INSIDE

□ Candidates for NACo third vice president, Commissioners Grady Hunter and Barbara Todd, present their campaign statements.

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□ NACo's role in federal Indian policy is the subject of Wisconsin Counties Association President Kieth Ferries' letter in this issue's Letter to the Editor.

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□ Outgoing President Ann Klinger reviews her year as president and shares her future plans.

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□ Several well-known speakers, singer Tony Bennett and a seminar on suburban mobility await conference delegates.

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□ NACo honors 188 counties from 33 states with Achievement Awards.

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NACo launches major data collection effort

By Jennifer Fiedelholz,
Richard Kirk and Fred Zeldow

Recent years have seen major changes in county government, changes which are likely to continue into the next century. To document and measure their impact, NACo will be gathering information from counties across the country this year to assist county officials in developing new and innovative solutions to these problems.

"Counties find themselves faced with growing obligations, shrinking state and federal aid, and heightened voter intolerance for tax increases. They need all the help they can get to cope with national burdens placed on local shoulders.

"Data from these surveys can provide the muscle counties need to begin easing some of that burden off the backs of local taxpayers," said Jim Golden, research director.

Five surveys are currently scheduled to be sent out during the remainder of 1990. The National Survey of Counties is scheduled to be mailed in late September to all 3,107 county-type jurisdictions across the country. The remaining four surveys will be sent to a representative sample of counties.

The National Survey is the most comprehensive of the five and covers such areas as the management and administration of county government, the salaries of county officials and anticipated problem areas for counties. The primary feature of the National Survey, however, is a section on county services, which includes questions regarding the services provided by counties, sources of funding for these services, and means of delivery.

Because the National Survey has been conducted in past years (1975 and 1985), NACo can monitor

See SURVEY, page 13

America's counties *Spotlighting the future*

By Ann Klinger
NACo president

What do we need most to keep our country strong in the future? After attending numerous meetings around the country this year, it seems to me that investment in physical infrastructure and investment in "human capital" are key to the nation's future. And yes, I do mean education, training and re-training so the workers in the year 2000 have the skills needed in a world market. We need job training to continue and must effectively deal with the high school drop-out crisis. To borrow the name of a coalition, counties urgently need to work with federal and state governments and the private sector to "Rebuild America."

What does the future hold for you, me, our children and grandchildren?

At the recent annual meeting of the New Mexico Association of Counties, county officials heard fascinating answers to this question and also to the question: "What do our landfills actually hold?" The responses from two speakers — one a futurist and the other a "landfill archaeologist" — were outstanding.

William Rathje, the self-styled landfill archaeologist from the University of Arizona in Tucson, told New Mexico County officials that plastic isn't the problem at local landfills, but that paper and food wastes are.

According to Rathje, an expert on garbage and landfill composition, plastic foam and fast food containers make up less than one percent of the garbage in landfills. Further, disposable diapers make up only 1.8 percent with all plastics, totaling about 13 percent, less than half the amount estimated by other researchers. Most statistics on landfill composition compiled by researchers are based on what's been manufactured instead of what's actually been thrown away, he contends.

Rathje and his colleagues in his "garbage project" actually excavate landfills and survey what is in the sites. Twenty-five year old corn cobs with the kernels still intact have been found, as well as hot dogs and lettuce still intact after many years in landfills. Rathje estimates, we waste 15 percent of our solid food in this country.

The futurist, Lowell B. Catlett, is a professor in the Agricultural, Economics and Business Department at New Mexico State University. He teaches and conducts research in the areas of marketing, policy, future markets, management and futuristic issues.

Catlett points out that new technology moves in wave patterns. Artificial intelligence and biotechnology, both developed in the early 1970s, will affect us all dramatically by 1995.

Artificial intelligence's best known application occurs in robots. The United States already has about 39,000 commercial robots, while Japan has over 225,000. Growth will be rapid, Catlett said. NanoRobots, the very latest in robotics, are very small robots that will be used in medicine, agriculture and in surveillance. A microscopic NanoRobot in your home, for instance, may dial the sheriff directly when it discerns an intruder.

In the field of biotechnology, this country will see the use of microbes in environmental cleanups and product transformation, Catlett predicts. Microbes currently exist that will transform toxic wastes into inert compounds. Also, microbes will be used to transform low-value products (such as crop residues) into high-value products (such as an acid, oil or dye). Major impact to counties — solid waste and environmental cleanup technologies that will help solve some very tough problems.

A second effort in genetic engineering will transfer genes into plants to produce pharmaceutical products (over 100 currently identified), acids, oils, dyes and energy products. Major impact to counties — excellent economic development opportunities for agri-businesses.

In genetic engineering for medicine, many of the more than 3,000 genetic diseases that affect mankind will be removed by the early part of the 21st century. Major impact to counties — longer lives and changing medical profession. As Dr. Catlett says, "Imagine what lifespans of 120 years will do to county retirement systems." Want to know more? Invite Dr. Catlett to your association meeting. He'll keep you spellbound.

See you at the NACo Conference in Dade County.

Bill could take gas pipelines off tax rolls

By Brian K. Lagana
NACo staff

As *County News* went to press, the House Economic and Commercial Law Subcommittee was expected to mark up a bill to expanding the reach of the Railroad Revitalization and Regulatory Reform Act of 1976 (4-R Act) to include interstate gas transmission lines.

The bill (H.R. 2378) would permit federal district courts to enjoin, suspend, or restrain state and local property taxes on interstate gas transmission property. If the bill is approved, it would open the door for property tax exemption on other interstate industries such as trucking, shipping, and electric utilities.

The original 4-R Act was passed 14 years ago to aid a near bankrupt railroad industry through property tax relief.

In 1987, the assessed value of interstate railroads, pipelines, tele-

communications and public utility property was \$242 billion. Almost half the states would lose tax revenue if the 4-R tax breaks are extended to other industries. It is estimated that California alone would lose \$100 million a year if the telecommunications industry is exempted.

Opponents of the bill, including NACo, say the measure would:

- allow federal courts jurisdiction over property tax disputes which historically has been the realm of the states;
- provide injunctive relief to gas transmission lines while cases are pending in court, tying up millions

of dollars in property tax revenues

- allow interstate pipelines to bypass the normal appeals process that other property tax owners must follow;

- establish more inequities between different groups of taxpayers, and;

- cause other taxpayers, including home owners, farmers and small businesses, to pay higher taxes to make up for lost property taxes.

H.R. 2378 is sponsored by Representative Jack Brooks (D-Texas), chairman, Economic and Commercial Law Subcommittee and the full Judiciary Committee.

AIDS bill passes

By Thomas L. Joseph III
associate legislative director

After a relatively non-contentious debate, the House of Representatives passed, by an overwhelming vote of 408-14, the AIDS Prevention Act of 1990. Authored by Representative Henry Waxman (D-Calif.), H.R. 4785 authorizes \$400 million in state grants for testing, counseling and therapeutics such as AZT. Public and non-profit clinics would be the primary entities eligible for funds.

The House bill has an emergency assistance provision very similar to the AIDS legislation passed by the Senate last month (S. 2240). In the bill, \$275 million is authorized to assist the 16 urban counties and cities with cumulative AIDS cases over 2,000 or a per capita incidence of .0025. Funds under this section would go to the chief elected official with primary responsibility for public health who would appoint a community board to determine funding priorities. Non-profit hospitals, outpatient clinics, and other entities providing care would be eligible for funds. (See Health section of Issues Update for a list of the metropolitan areas.)

H.R. 4785 also authorizes a number of smaller programs, including \$30 million for states to buy AZT and other drugs, \$20 million for pediatric AIDS demonstrations, \$50 for comprehensive services demonstrations, and \$5 million to state and local governments to assist them in implementing guidelines to shield emergency response workers from HIV.

Although the House and Senate bills differ, the upcoming Conference Committee deliberations are expected to be rather smooth. The non-emergency aid section of the House bill focuses more on prevention, counseling, testing and outpatient care, while the Senate bill places its efforts on inpatient care and individuals who are already sick. These differences are expected to be resolved.

The White House is expressing concern over legislation they call "disease specific." The administration argues that a program solely for AIDS sets a dangerous precedent for creating other disease-specific programs. Members of Congress point to responses to other disease, such as polio, as instances that required specific national responses. Because of the overwhelming votes in both the House (408-14) and in the Senate (95-4), a conference bill is expected to be veto-proof.

Attention is also turning to the appropriations committees. Because these are completely new programs, there is no funding track record. The House budget resolution anticipated passage of a bill and allocated a \$700 million increase for AIDS programs. The appropriations committees typically do not appropriate funds unless a program is signed into law. NACo has joined with the U.S. Conference of Mayors in spearheading an effort by the most affected metropolitan areas to urge the appropriations committees to set aside funds for AIDS.

Health Corps revitalized

By Thomas L. Joseph, III
associate legislative director

The House Energy and Commerce Health Subcommittee on June 20, approved by voice vote, the revitalization of the National Health Services Corps (NHSC). The bill, which provides scholarships and loan repayments to health professionals pledging to serve in rural areas and inner cities, contains a NACo amendment making it explicit that county health departments are eligible to request corps personnel.

The bill, H.R. 4487, authored by Representative Bill Richardson (D-N.M.) has widespread support from a broad based coalition of health groups including NACo. During the 1980s, the corps was essentially gutted because national studies predicted that a physician surplus would force physicians to move to isolated rural areas and inner cities. The migration did not happen.

The field strength of NHSC professionals is diminishing rapidly, to fewer than 2,000 in 1989. The U.S. Public Health Service estimates that 4,000 physicians are needed to provide primary care in the 1,955 areas identified as health manpower shortage areas. While

See CORPS, page 9

Dear friends
and county family,

WELCOME TO DADE COUNTY.

More than one year ago, while we were all enjoying the Annual Conference in Cincinnati, Ohio, the folks in Dade County were already gathering information to create what we hope will be the greatest conference yet. We created the NACo Conference Planning Committee which included subcommittees specializing in special events, logistics, transportation, fundraising and a host of other groups, making sure that no detail was left uncovered.

For years I've been promising you the greatest conference in NACo history, and with the help of all the staff on our Planning Committee, that promise will be made good. However, none of the efforts of our committee could have been fulfilled had it not been for the generous contribution of the businesses listed below, all of which donated time and resources for the success of the conference.

Please join me in thanking our sponsors for all their efforts and financial support. They are to be applauded and appreciated. On behalf of the NACo Planning Committee and the 1990 conference sponsors, we hope you enjoy your stay in Dade County. We are truly proud to have you.

Harvey Ruvin

NACo board member

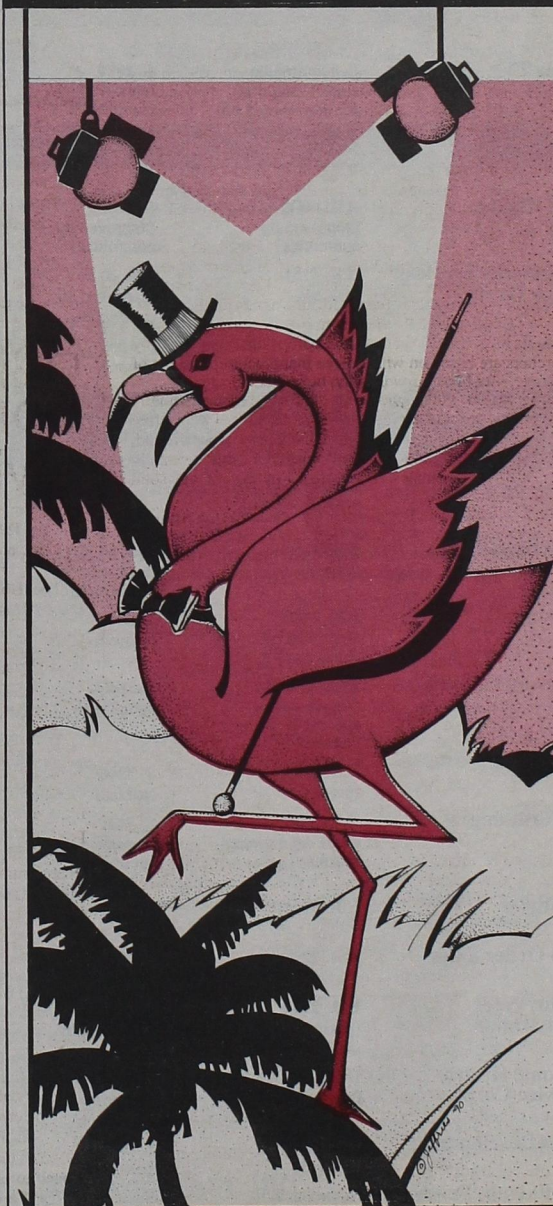
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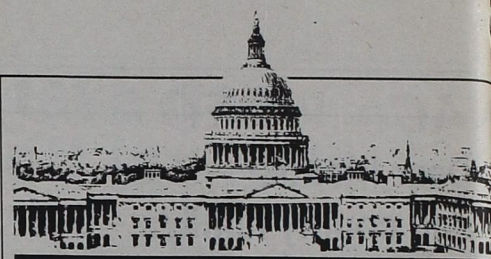
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SPOTLIGHTING AMERICA'S COUNTIES



Congressional Boxscore Status of Major Bills Affecting Counties (as of July 9, 1990)

	House	Senate	Comments
Airports	H.R. 4986 (approved by subcommittee)	S. 2268 (hearings held)	Reauthorization of airport programs
Anti-Drug	No comparable bills	S. 1970 S. 2649	Senate debating S. 1970; will consider S. 2649 in September
Budget Resolution	H. Con. Res. 310 (passed)	S. Con. Res. 129 (passed)	Conference Committee delayed pending budget summit negotiations
Cable TV	Subcommittee considering draft Markey/Dingel bill	S. 1880 (approved by committee)	Not clear if bill will be approved in 1990
Child Care	H.R. 3 (passed)	S. 5 (passed)	Conferees meeting; agreement reached on some issues
Civil Rights	H.R. 4000 (approved by committee)	S. 2104 (approved by committee)	Bills are similar; conference may not be needed
Community Services Block Grant	H.R. 4151 (passed)	H.R. 4151 (approved by committee)	Part of larger bill
Clean Air	S. 1630 (passed)	S. 1630 (passed)	Conference to begin in July
Food Security Act (farm bill)	H.R. 3950 (approved by committee)	No number (approved by committee)	Floor votes expected in July
Food Stamps	H.R. 3950 (approved as part of farm bill)	S. 2489	Senate expected to include its legislation in farm bill on floor
Head Start	H.R. 4151 (passed)	H.R. 4151 (approved by committee)	Part of larger bill
Housing	H.R. 1180 (approved by committee)	S. 566 (passed)	Conference will be difficult; bills dissimilar
Highway Funding	Appropriation Subcommittee approved increase	Hearings completed	NACo seeks funding increase from \$12.3 billion to \$15 billion
HIV/AIDS	H.R. 4785 (passed)	S. 2240 (passed)	Conference expected in July
Job Training	H.R. 2039 (mark-up expected mid July)	S. 542 (approved by committee)	If disagreement over formula not resolved, doubtful that bill will be approved
Mandates	H.R. 3144	S. 1537	No action expected in 1990
Mail Order Sales	H.R. 2230	S. 408	House hearings held in 1989
Motor/Voter Registration	H.R. 2190 (passed)	S. 874 (approved by committee)	Senate floor action not scheduled
National Health Service Corps	H.R. 4487 (approved by committee)	S. 2617 (approved by committee)	Likely to pass this session
Rural Development	H.R. 3581 (passed)	S. 1036 (passed)	Conference expected in July
Tax-Exempt Bonds	Numerous bills introduced	Numerous bills introduced	Action by tax committees awaits budget negotiations



FY91 Appropriations Bills Status (as of July 9, 1990)

	House	Senate
Agriculture (no bill number)	Hearings completed	Hearings completed
Commerce, Justice, and State (H.R. 5021)	Passed	Hearings completed
Energy & Water Development (H.R. 5019)	Passed	Hearings completed
Interior (no bill number)	Hearings completed	Further hearings expected
Labor, HHS & Education (no bill number)	Approved by subcommittee	Further hearings expected
Transportation (no bill number)	Approved by subcommittee	Hearings completed
VA, HUD & Independent Agencies (H.R. 5158)	Passed	Hearings completed

County News

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

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NACo VIDEO

from page 1

Eight counties in six states gathered hours of videotape for the 15-minute video. The wide variety of scenes that were shot included cowboys rounding up cattle in the Yellowstone National Grassland, N.D.; an historic trolley in San Jose, Calif.; a daycare center in Yonkers, N.Y.; doctors treating patients in Cook County Hospital, Ill.; sheriffs deputies burning marijuana and moonshine in Franklin County, N.C.; and inmates dispensing dinner at the Salt Lake County, Utah, jail.

County officials and employees from around the country will appear in the video—some recognizable, while others may be new to the video screen. An educational and informational production, the video is aimed at the general public—from those in their teens to those in their 90s. One copy will be provided to every member county of NACo for use at local community meetings to give the public a national view of county government. Copies will also be made available to state associations of counties, school systems, colleges, members of Congress and representatives of the Bush administration.

"We want people all over the country to be able to recognize the work of county government," Klinger says.

Interviews on specific subjects covered in the video were conducted with county officials at different locations:

- Social services — County Executive Andrew O'Rourke, Westchester County, N.Y.;
- Transportation — Supervisor Rod Diridon, Santa Clara County,

Calif. and Commissioner Kaye Braaten, Richland County, N.D.;

- Health care — Commissioner John Stroger, Cook County, Ill. and Dr. Agnes Lattimer, Cook County Hospital medical director;

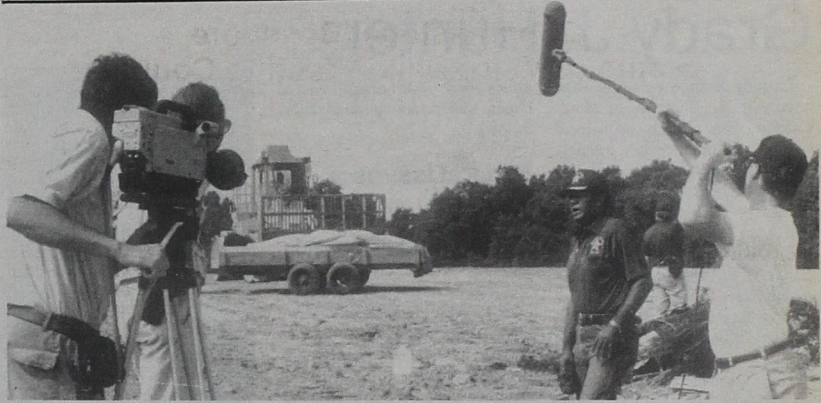
- Public safety — Commissioner Michael Stewart, Salt Lake County, Utah and Capt. Ralph Brown, Franklin County, N.C. Sheriff's Department;

- The environment — County Board President Jack Kneupfer, DuPage County, Ill.;

- Economic development and planning — Supervisor Klinger, Merced County, Calif.

The video begins with some history about county government, then moves into discussing the problems counties are facing and how they are coping and concludes with a look at the future. In that conclusion, County Executive O'Rourke calls county government "the government of the future" and Supervisor Klinger says counties have "had to become more efficient," coordinating and cooperating with agencies at all levels to meet the challenges today and the challenges of the year 2000.

Jim Benefield, manager of audiovisual services for Waste Management, Inc., lead the production crew. He was assisted by freelancers, Demetrius Bonin, production manager and Peter Biagi, grip (responsible for lighting and equipment.) Waste Management of North America has provided the funding and production assistance to produce the video. The scriptwriter for the project was Ken Bra-band of Business Communications, Cedarburg, Wis.



The video team captures Capt. Ralph Brown (second from r), Franklin County, N.C. Sheriff's Department, as he explains the county role in law enforcement—in this case, the incineration of some home-grown marijuana.

A New Video Available To NACo Members

THE CHALLENGE OF

CHANGE

A new video production, "The Challenge of Change - County Government Prepares for the 21st Century", is now available to NACo members. The video highlights innovative programs across the nation as county governments cope with tough issues in social services, transportation, health care, public safety, the environment, planning, and economic development. All in the face of declining federal financial support.

The Challenge of Change features several well-known county leaders along with examples of how flexible and innovative county groups are

working to improve service and efficiency while meeting both local and regional needs.

Funding and production services for "The Challenge of Change" was provided by Waste Management, Inc. as a public service and in support of the critical role of county government through the 90's and beyond.

One VHS videotape will be delivered free to each member county of NACo. Extra copies can be purchased. For more information, contact the Public Affairs Dept., NACo, 440 1st Street NW, 8th Floor, Washington, DC 20001 202/393-6226.



Santa Clara County, Calif.'s historic San Jose trolley will make its video debut in the "Challenge of Change."



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Helping the world dispose of its problems.

6

Candidate for NACo Third Vice President

Grady J. Hunter

Coming from a rural/suburban county in the foothills of North Carolina, I am often asked by local citizens and other county officials about my tremendous curiosity about what goes on beyond the borders of Yadkin County. I admit that I am very interested in what other counties are doing.

After all, the most valuable lesson I have learned in my 12 years as a county commissioner is that county government's survival depends, to a large extent, on our willingness to reach out beyond our own county. We must not only be curious, but also be willing to learn more about innovative solutions and emerging trends, and to understand all sides of complicated issues.

This sharing of ideas and concerns among people with common interests is the primary role of any association, but is a role that county officials increasingly rely upon NACo to provide as we attempt to do our jobs better. We will need more communication between the individual counties and between the state associations over the next 10 years.

The counties' almost insatiable need for more information will be a tremendous challenge for our national association. This challenge is a major component of my platform as a candidate for NACo third vice president, which is summarized in greater detail below.

We each have our own time-absorbing battles back in our home counties which frequently prevent us from being involved at the state or national level. Yet, our ability to serve effectively as county officials depends, to an increasing extent, on NACo's success in speaking out for counties across the nation. And, NACo cannot speak out loudly without my voice and your voice joined together.

Indeed, NACo cannot, on its own, solve the counties' problems with federal agencies and implement a nationwide information-sharing program. Part of our responsibility as elected county officials is to know how federal issues might affect us and communicate that to both NACo and our national leaders. It is not enough these days just to know that an issue exists. You must be willing to accept a role in making things happen.

In light of my primary concern — the counties' need for more information — and other more specific concerns, my campaign has focused on five basic federal

issues and four organizational issues. These are summarized as follows:

Federal issues

1) National environmental policy

A very fragmented, confusing national environmental policy seems to be developing around us, not with us. If indeed counties are partners in the intergovernmental process, it is time that we took more initiative through NACo in demanding that we have input into a comprehensive and workable national policy on the environment. At this point, the federal government seems to take the position that they will mandate what cannot be done, but will not tell us how to do it better.

As an example of unrealistic environmental policies, one should look at the new wetlands regulations proposed by the Environmental Protection Agency (EPA). While counties recognize the importance of preserving our nation's wetlands, the new regulations would severely restrict development and agriculture in these areas. Also, the very broad definition of "wetlands" would subject a much larger area of land to the regulations.

A national policy should be developed with the input of knowledgeable county officials, state officials, as well as key federal agencies, not just the EPA. The policy should advocate federal funding for costly federal waste management mandates and major cleanup programs.

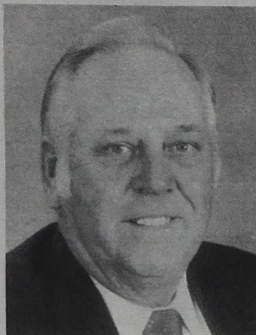
The federal government also should take a more active role in helping local governments reduce the waste stream, enhancing markets for recycled goods, and finding safer ways to dispose of the waste we cannot eliminate.

2) Infrastructure needs

According to research provided by NACo staff, this nation faces \$800 billion in infrastructure needs over the next 10 years, much of which will be the responsibility of county governments.

Counties traditionally have met these responsibilities, and no doubt they will rise to the task again. But, it is most disheartening when the federal government takes action that curtails our abilities to meet these needs.

The 1986 Tax Reform Act has seriously restricted the use of tax-exempt bonds to meet infrastructure needs. First of all, the market for tax-exempt bonds has been significantly reduced, since in



Grady J. Hunter

most cases commercial buyers (such as banks) no longer can deduct the interest earned on the bonds.

Secondly, counties are now seriously limited in the types of projects that can be financed through tax-exempt bonds. For instance, many components of industrial development, such as water/sewer service, cannot be financed through tax-exempt bonds.

Counties must join with municipalities and state governments in seeking amendments to the Tax Reform Act and in fighting any additional legislation that could further hamper the bond market for local governments.

3) Mandated services

Just as counties are accountable for meeting mandates of state governments, they also are accountable for a large number of federal mandates, especially in the area of environmental protection and health care. It seems that federal officials are unaware of the billions of dollars that counties spend each year to implement these mandates.

We should work with NACo in "educating" our federal officials about the counties' increasing role in funding mandates, and should seek federal support for these efforts. Counties most certainly should not be impeded by unwieldy, redundant federal regulations as well as tax reform legislation that reduces the counties use of bond revenues.

NACo's current policies do address these issues, but we must find better ways of communicating to federal leaders the funding role that counties now fulfill for federally-mandated programs.

4) Support for frail elderly and medically needy

Counties have always had compassion for those people in our

communities who truly cannot help themselves. There will always be a population of frail elderly, children in poverty, and those with mental and physical ailments who need our assistance.

The counties, in conjunction with state governments, are more and more involved in addressing the needs of this growing population. Even so, the federal government should maintain a firm policy of providing at least a minimum level of services throughout the nation. Then, the states and counties can step in and provide additional services as resources are available and needs are identified.

The issue of health care for those with acute problems, such as treatment and prevention of AIDS, is of special concern since many of our communities do not have the proper facilities or funding capabilities to take care of these citizens. Counties must work with NACo in advocating a strong national policy on acute health care.

Finally, the federal government should provide more support for state and local efforts to fight drug abuse. A problem of such far-reaching impact requires a well-coordinated, nationwide program to apprehend and punish drug dealers as well as more hard-hitting efforts to educate our citizens about the devastating effects of drug use. Because counties are so close to the people they serve, they can more readily identify potential drug sources and drug abusers. This is an important role in the fight against drugs and is worthy of increased federal support.

5) Public school dropouts

One of the most far-reaching crises for our nation, one which affects many other areas of public service, is the increasing dropout rate in our public schools. For every student who leaves the school system without successfully completing his/her education, it will cost our nation tens of thousands of dollars in services for that individual. Counties, like the state and federal government, pay dearly for the high dropout rate in terms of drug abuse, joblessness and often criminal incarceration and rehabilitation.

The federal government should provide the leadership and a basic amount of funding to help keep students in school. This will require special assistance for those students with unique problems.

It is important that such federal assistance not be contingent upon

compliance with undue federal regulations. Many of our most successful school programs are innovative and allow for flexibility at the local level.

The private sector already has recognized the need for innovation in our public schools. For example, the RJR Nabisco Corporation recently announced a program to provide grants to local school systems that are seeking new, better ways of educating our children. NACo must applaud that effort and seek similar partnerships in private industry.

NACo as an organization

NACo would be in a strong position to address the issues noted above and to benefit membership if we were able to accomplish the following:

1) State legislative efforts

As the issues above indicate, more county "battles" are occurring at the state level — state legislatures and administrative agencies. The state entities are setting policies allocating funds for programs that once were determined by Congress.

Counties must work with NACo's leadership in establishing better communications between NACo, its member counties and state associations so that counties are better prepared to deal with initiatives. We must further strengthen NACo's efforts to make counties more visible at the state level and to help provide research assistance on major state issues affecting counties.

2) Data collection and dissemination

As the counties' need for information escalates, NACo can provide an invaluable service to its member counties through development of an informal collection and sharing program. NACo is in the ideal position to serve as an information center on such issues as state/local initiatives, environmental protection programs, creating personnel benefits programs, use restrictions and other state issues. The state associations should play a major role in the program since they are in the most logical position to collect and share information with their member counties.

A major step in developing an information center has already been taken. NACo's leadership

Candidate for NACo Third Vice President Barbara Todd

Our National Association of Counties has significantly improved its service to its members and its effectiveness on Capitol Hill in recent years.

But as we encounter the problems and issues of the 1990s, we must be even more vigorous in the ongoing development of our organization and in the protection of local decision-making authority and revenue sources from intrusion by the federal government.

A team approach — with a balanced Executive Committee — is the best way for NACo to meet the challenges it faces. When NACo speaks, whether in the Congress or the courthouse, it must do so with one strong voice, resonant with the diversity and experience its individual members bring to it.

I believe that my background and local, state and national experience working for county government qualifies me to be part of that team as third vice president.

County government, the closest government to the people, forms the bedrock of our intergovernmental system. It is the foundation of our governmental process and it must be strengthened and preserved. Our Association must serve as the forum for expanding and improving the county role in the intergovernmental system.

As that role expands, we, as local elected officials, will be dealing with an expanding list of issues and challenges, and that's where I think my background and experience pays off.

With more than 15 years as a county-level elected official, as a school board member in a mid-sized county, and as commissioner of one of the state's largest counties, I became familiar with the variety of problems local officials face.

I also dealt with those concerns on a statewide level as president of the Florida Association of Counties, and deal with them now



Barbara Todd

as a NACo Board member and as president of Women Officials of NACo.

Florida's counties range in population from under 5,000 to more than two million. It is a rapidly growing state, though it's growth is not evenly dispersed. Thirty of the state's 67 counties have an essentially stagnant growth rate while the rest are having

difficulty coping with enormous development.

I have dealt with the problems that diversity creates, and with the pressures caused by rapid, unstructured development, and the need for strong environmental protection in those communities where such protection is needed.

During my term as state association president, Florida's counties were given increased flexibility to raise alternative sources of revenue to fund infrastructure. I have also actively supported a proposed constitutional amendment to restrict the state Legislature from passing unfunded mandates on to local government.

I have served on a wide variety of steering committees within our state association and currently sit on the Florida Advisory Council on Intergovernmental Relations.

Also at the state level, I have been appointed to numerous

councils and commissions, by both Democratic and Republican governors, covering such varied topics as economic development, transportation, land use planning, drug abuse, criminal justice and mental health. At the national level, my experience on the Board of Directors and steering committees has prepared me for the role of third vice president. I have served on the Board since 1987, chaired the Subcommittee on Solid Waste Management and have been the vice chair of the Environment, Energy and Land Use Steering Committee. I have also been a member of the task forces on Tobacco and Immigration and have served on the Health and Education Steering Committee.

I believe my background and experience working on the county, state and national levels on behalf of county government qualifies me for the office of third vice president. I ask you to give me an opportunity to serve you and speak with your vote in July.

NACo ON THE MOVE

◆ Speaking on congressional action on tax-exempt bonds and the budget, legislative staff **Susan White** addressed the California Treasurers and Finance Officers Annual Conference, in Santa Rosa, Calif., June 20-21 ... On June 26, White attended a meeting in Chicago, Ill. to help develop an Illinois public finance network to lobby Congress on bond issues. NACo Third Vice President **John Stroger**, commissioner, Cook County, Ill., hosted the meeting.

◆ At the Colorado Counties, Inc. Annual Conference, June 12-15 in Durango, Colo., legislative staff **Rick Keister** and NACo Public Lands Steering Committee Chair **Peter Kenney**, commissioner, Clear Creek County, Colo., drafted a proposal on bringing the Payment-in-Lieu-of-Taxes Program (PILT) up to full value, adjusted for inflation ... Keister also traveled to Denver for the final meeting of the NACo Indian Affairs Task Force. The task force's final report will be presented to NACo's Executive Committee at the Annual Conference.

◆ Legislative Director **Ralph Labor** was part of a tour, conducted by Allegheny County, Pa. officials, of transit/airport public works projects, June 29. Senator Arlen Specter (R-Pa.) also attended.

◆ California Supervisors Association of California President **Willie Kennedy**, City and County of San Francisco; First Vice President **Bob Dorr**, El Dorado County; and Executive Director **Larry Naake** stopped by NACo headquarters last month where they were briefed by NACo's lobbying team before meeting with congressional and administration officials on various issues.

◆ **Bob Fogel**, legislative staff, met with Representative Edward Markey (D-Mass.), chairman of the House Telecommunications Subcommittee, last month on cable TV legislation ... Fogel also met with staff from the House Public Works and Transportation Committee on the highway transit bill.

◆ In Salt Lake City, Utah, June 13-15, General Counsel **Lee Ruck** met with NACo's Volunteer Task Force. The task force, chaired by incoming NACo President Mike Stewart, assembled its preliminary report and organized workshops for the Annual Conference.

◆ Employment and Training Project (ETP) Research Associate **Chris Kulick** spoke, June 7, at the Garden State Employment and Training Association Annual Conference in Atlantic City, N.J. on Job Training Partnership Act (JTPA) legislative issues ... Job training

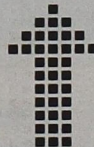
officials in Indianapolis, Ind. heard from ETP Research Associate **Neil Bomberg** at the statewide JTPA meeting, June 14, on JTPA legislation ... **Marilou Fallis**, ETP Research Associate, spoke in Boston, Mass., June 14, to a group implementing the New Futures Initiatives Program — a program de-

signed to help communities create policies addressing the needs of their youth. Fallis gave an update on vocational education, welfare and job training legislation.

◆ Meetings continue with **Michael Benjamin** and other public interest groups on lobbying the Senate on food stamps legislation.

◆ Public/private partnerships addressing suburban mobility have been the subject of recent meetings **Steve Lee**, research associate, has held with the National Association of Home Builders, Association for Commuter Transportation and the National Association of Industrial Office Parks.

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Letters to the editor

Call for national county voice on federal Indian policy

The Indian lobby in Washington, D.C. (and throughout the country) is the largest, most powerful and best financed and well organized of county governments are facing this federally-created problem which cries out for decisive federal action. Counties need Congress to sort through the morass of conflicting Indian policies and come up with something that works to reduce conflict between counties, tribes, and which resolves longstanding intergovernmental county/tribe problems.

Counties have the potential to be one of the most effective forces in our nation's capital. Individuals such as National Association of Counties (NACo) President Mike Klinger, NACo First Vice President Mike Stewart, Indian Affairs Task Force Co-Chair Les Reidhead, and Intergovernmental Relations Steering Committee Chair Les Eldridge are to be commended for the effort they have shown in their willingness to define the issue and its negative impact on counties.

However, it's also clear that NACo's voice on this issue needs to greatly improve. Many issues which have a tremendous impact on county/tribe relations and have not received federal attention. Some of the issues identified in Salt Lake City include tribal exemption from Environmental Impact Statement requirements relating to land use and incinerators, lack of a federal court appeal process for Indian and non-Indians prosecuted in tribal courts, provision of services to reservations without ability to tax and without adequate federal funding, tribal taxation of non-Indians without government representation, and Indian claim to county owned and managed natural resources such as timber. We county officials, cannot allow individuals wearing county hats to set the course of county government in this arena. A nationwide assembly of county interest must take its place from those striving to achieve the best for county government.

See LETTERS, next page

LETTER

from previous page

...me of county government inter-
 ...ts. As we all know, there already
 ...e some very effective lobbies
 ...advancing the interests of those
 ...posed to county government and
 ...the establishment of a workable
 ...ederal Indian policy. One need
 ...ok only to the recent Salt Lake
 ...ity conference, which brought
 ...together conferees from 13 states to
 ...discuss federal Indian policy, to see
 ...that interests opposed to county
 ...government were determined to
 ...prevent those 50 county officials
 ...from discussing federal Indian is-
 ...sues which affect their counties.
 ...This type of action by these other
 ...lobbies only worked to strengthen
 ...my belief that counties encounter-
 ...ing federal Indian policy problems
 ...need a strong and forceful national
 ...voice if we are ever to gain the
 ...federal action these issues deserve.
 ...Finally, it's my view that county
 ...officials need to take a united,
 ...strong and definitive position re-
 ...garding the issue of federal Indian
 ...policy. Further, the organization
 ...representing counties nationwide
 ...should carry that message to federal
 ...policy makers and spare no effort in
 ...achieving that county interests across
 ...the country are well served. It is
 ...time for counties to come to grips
 ...with the severe federal Indian pol-
 ...icy problems and issues.

Sincerely,
 Keith Ferries
 President
 Wisconsin Counties Association

CORPS

from page 2

...there is an average of 163 physi-
 ...cians per 100,000 U.S. residents,
 ...only 53 physicians exist for the
 ...same number of people in counties
 ...with fewer than 10,000 population.
 ...The bill clarifies that a variety of
 ...health professionals are eligible for
 ...the NHSC, including physician
 ...assistants, nurse practitioners and
 ...others providing primary health
 ...care, and sets aside at least five
 ...percent in scholarship and loan
 ...repayment funds for that purpose.
 ...The bill creates incentives to retain per-
 ...sonnel in shortage areas by offering
 ...counseling on corps services and
 ...temporary replacements from their
 ...local obligations for vacations or
 ...continuing education. Such sums
 ...may be necessary are authorized
 ...in the bill, with the intention that all
 ...shortage areas would be eliminated
 ...in the future. Also contained in the
 ...bill was a NACo-supported amend-
 ...ment by Representative Ed Towns
 ...of New York to reauthorize the state
 ...loan repayment program. The bill
 ...now awaits full committee action.
 ...A similar bill passed the Senate
 ...Labor and Human Resources
 ...Committee, May 16.



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Klinger reviews her year

(Ed. Note: County News interviewed Merced County, Calif. Supervisor Ann Klinger about her year as NACo president.)

CN: What do you feel were your greatest successes/accomplishments as NACo President?

Klinger: I'm most pleased about initiating face-to-face visits with top officials in the Bush administration as well as building a stronger NACo Executive Committee team — one well prepared to

provide consistency of vision and leadership for the nation's counties.

Of course, I didn't accomplish either of these things by myself. They were the result of a true team effort — generous support from the Board of Directors, impressive leadership from my fellow officers and hard, intelligent work from the NACo staff.

I wanted to make good use of the impressive array of talent and temperament that already existed

among my fellow officers and Board members when I took office. I believed (and still do) that effective team building, is essential for the success of a geographically dispersed and organizationally complex group like NACo. I also believe it can be best accomplished by spending time together in an atmosphere that promotes an open and honest exchange of ideas. I believe we've had that this year.

CN: What was the most chal-

lenging or difficult part of your role as NACo president? What was the most interesting or exciting?

Klinger: The most challenging and difficult part of my NACo presidency was scheduling — making certain I was in my own county when needed, and also at state association meetings when invited.

I found that speaking and learning in states across the nation and at the National Organization of Black County Officials Economic Development Meeting were my most interesting activities.

I also took great pleasure in continuing a successful program initiated by Past President Jim Snyder last year when, at the fall Board meeting, the steering committee chairs, focus group chairs and key staff members met with the Board of Directors to hammer out on a single page a list of 1989-90 priorities from our "American County Platform." This is quite a process and one that makes NACo stronger and, in my view, its program more understandable.

The most exciting part of the job to me is strategizing and building for the future, in addition to having the opportunity to meet with "news makers" to influence policy in a very direct way.

CN: When you took office, you saw gaining greater visibility for counties as one of NACo's most important goals. Has NACo made any progress in this area? If so, how has this been accomplished and what was your role?

Klinger: I believe that we collectively made gains for greater visibility for counties; greater credibility and recognition for what counties do. A full-page interview with the officers in *USA Today* was a good beginning. We provided photos for that newspaper and they now routinely include NACo Board members on the daily question page. All officers also participated in a lengthy published interview with the *National Journal*.

Mike Stewart and I did a 40-minute call-in program on C-SPAN which was very well received. County testimony at the Governors' Forum on Education and at congressional hearings were also telecast on C-SPAN. NACo's public affairs department set up interviews with editorial boards of major newspapers in the states where officers spoke. We included local county officials and learned much about the print media. We believe this was very successful. *Governing* and *American City & County* magazines devoted important space to county officials and issues. NACo officers met with President Bush on four occasions and met often with top staff in his Intergovernmental Affairs office.

CN: Do you see a return to a strong federal/state/local partnership occurring in American government? Why?

Klinger: A return to a strong federal/local/state partnership is essential for efficient, responsive



NACo President Ann Klinger

delivery of public services. We need to restore a true balance in federal/state/county partnerships. In the past decade, county government was treated at times as just another special interest group, instead of an intergovernmental partner.

I believe that is changing. Under the leadership of Deb Anderson and Bill Canary in President Bush's intergovernmental office and with strong leadership on the Advisory Commission on Intergovernmental Relations (ACIR), we have the forum to make progress in this area. ACIR Chairman Robert B. Hawkins, Jr. and John Kincaid, executive director, have been generous with their time.

CN: What do you see as NACo's most pressing challenge in the near future? How do you think the leadership "continuing plan" will enable NACo to rise to those challenges?

Klinger: The five-year plan developed under the leadership of Mike Stewart, highlights the need for more financial resources. The ability to keep pace with technology will also be key. Kay Braaten's focus group on media and technology has had important successes this year. I am confident we will be able to build on the committee's efforts. The 15-minute county video, expected to premiere at the Annual Conference, is one example.

CN: What will your role as NACo past-president be?

Klinger: As immediate past president, I will continue to serve on the NACo Executive Committee and hope to have the opportunity to work on some special projects such as the National Health Policy Center and the special issue of county government to be published by ACIR in the December issue of *Intergovernmental Perspective*.

CN: Is there anyone to whom you would like to extend special thanks for help in your year as NACo president?

Klinger: The NACo team of officers and the board of directors deserve special thanks for the time and effort they have given this year. All of the steering committee chairs and members have done an outstanding job.

The state association executives and state officers and the affiliates' leadership have worked closely with us this year. Most of all, I would like to thank the general membership for the opportunity to serve and to have a year that I will never forget.

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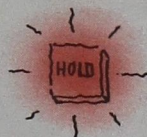


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"Public/Private Partnerships: A Road to Mobility" **1990 NACo Suburban Mobility Seminar** **Friday, July 13, 8 a.m. - 5:30 p.m. — Fontainebleau Hilton, Miami, Fla.**

PROGRAM
8:00 Continental Breakfast
8:30 Welcome
 Steve Lee, Suburban Mobility Project Manager
Opening Remarks: UMTA Region IV Administrator
9:00 Panel
Public and Private Roles in the Alleviation and Avoidance of Suburban Traffic Congestion
 Moderator: Commissioner Thea Powell, Cobb County, Ga.

Counties and Public Constituencies
 Gary Brosch, director, Center for Urban Transportation University of South Florida
Counties and Business
 J. Roger Glunt, vice president/secretary, National Association of Home Builders
Counties and Other Local Governments
 Nikki Clayton, attorney, Baker & Hostetler

Counties and Federal and State Governments
 Jennings Skinner, Florida Division Administrator, Federal Highway Administration
10:30 Questions and Discussion
11:15 Break
11:30 Lunch
Opening Remarks:
 Commissioner Michael Hightower, Fulton County, Ga., vice chair, NACo Transportation Steering Committee

Speaker: Servando Parapar, planning and program director, Florida Department of Transportation
1987 Growth Management Act: Lessons Learned from Concurrence
1:00 Break
1:15 Concurrent Roundtable Sessions
Privately-Owned and Operated Roadways
 Sawgrass Expressway Authority, Broward County, Fla.
 Commissioner Gerald Thompson, Broward County, Fla.

Lonnie G. Hurst, state government relations director, Motorola, Inc., Scottsdale, Ariz.
Developing a Corridor Management Strategy
 Lee County, Ga. Colonial Blvd. Partnership
 Marsha Segal-George, county administrator, Lee County Government
2:30 Break
2:45 Roundtable Reports and Wrap-Up
Facilitator: Commissioner Sandra Glenn, Seminole County, Fla., and president, Florida Association of Counties
3:30 Tour of Tri-County Commuter Rail System
 (Participants will be picked up at the seminar site and bused to the rail station. At the station, attendees will board trains, travel a portion of the route and be returned to the hotel by bus.)
Roundtable Discussion
Development of a Suburban Transit Corridor
 Commissioner Ed Kennedy, Broward County, Fla.
5:30 Return

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If you are an authorized voting delegate at the Annual Conference, be sure to review the following procedures for obtaining your voting credentials. It will probably make your life a little simpler.

After registering for the conference, you should proceed to the credentials registration area. The credentials desk will be adjacent to the general registration area. After showing proof of registration (conference badge or registration receipt), you will be asked to sign the ballot, indicating the hotel where you are staying. Each county should have designated one of their county officials as the authorized delegate to receive their credentials materials. If this designation was received prior to, or on the day of deadline (Friday, June 22), the delegate's name, title and county will appear on the ballot receipt for each county.

If the delegate's county did not submit an authorization letter, the delegate will be asked to complete a credential's authorization form, and leave it at the credentials desk. The authorization form is very brief, and simply asks for the name, title and county of the proposed delegate. A member of the Credentials Committee will sign off on the authorization forms received periodically throughout each day. If there are any discrepancies regarding credentials, the Credentials Committee will resolve them. After the authorization has been signed, the delegate will be given the credentials materials.

The credentials desk hours will be concurrent with those of general registration. They are: Friday, July 13, from 9 a.m. to 5 p.m., Saturday, July 14, from 9 a.m. to 6 p.m., Sunday, July 15, from 9 a.m. to 5 p.m., and Monday, July 16, from 9 a.m. to 5 p.m.

No credentials will be given to delegates after the close of credentials on Monday, July 16 at 5 p.m. The Credentials Committee will meet on Friday morning, July 13, prior to the opening of registration, and again after the close of credentials each day, concluding on Monday evening, July 16. Discrepancies will be addressed at these evening meetings.

SURVEY

from page 1

our trends in these areas as well as provide detailed information for a specific time period. In addition the data collected in the 1990 National Survey will be linked with data collected during the 1990 Census, thus expanding the research potential of the data base. Finally, the National Survey will also provide a basis for future research on specific topics such as those which are the focus of the other four surveys scheduled this year.

The Information Resources Management (IRM) study will address how county governments are managing and using information resources and technologies to improve the productivity of their operations while effectively responding to intergovernmental reporting and record-keeping requirements from state and federal agencies.

The study will address four specific issues: 1) the extent to which county governments have implemented IRM strategies and the types of strategies used; 2) the benefits and shortcomings associated with the various IRM strategies; 3) the impact of state and federal government reporting and record-keeping requirements on the information management systems and operations of county governments; and 4) the recommended guidelines that will ensure effective IRM strategies for county governments.

The IRM study, set to begin in January 1991, will include a survey of all counties, as well as an in-depth, on-site study of selected counties. The 18-month, \$500,000 project will be funded by corporate sponsors.

Syracuse University School of Information Studies will conduct the study in cooperation with NACo. The study comes on the heels of the school's August 1989 report on information resources management at the state level.

The principal investigator is Donald Marchand, Ph.D., dean of the Syracuse University School of Information Studies, and co-author of the book, "Infotrends: Profiting From Your Information Resources."

The Volunteers in County Government Study addresses the types of functions volunteers perform for counties, trends in the use of volunteers and how volunteers are recruited, managed and recognized by counties.

The study was commissioned by

See **MORE SURVEY**, page 14

GOVERNMENT TECHNOLOGY CONFERENCE AND EXPOSITION

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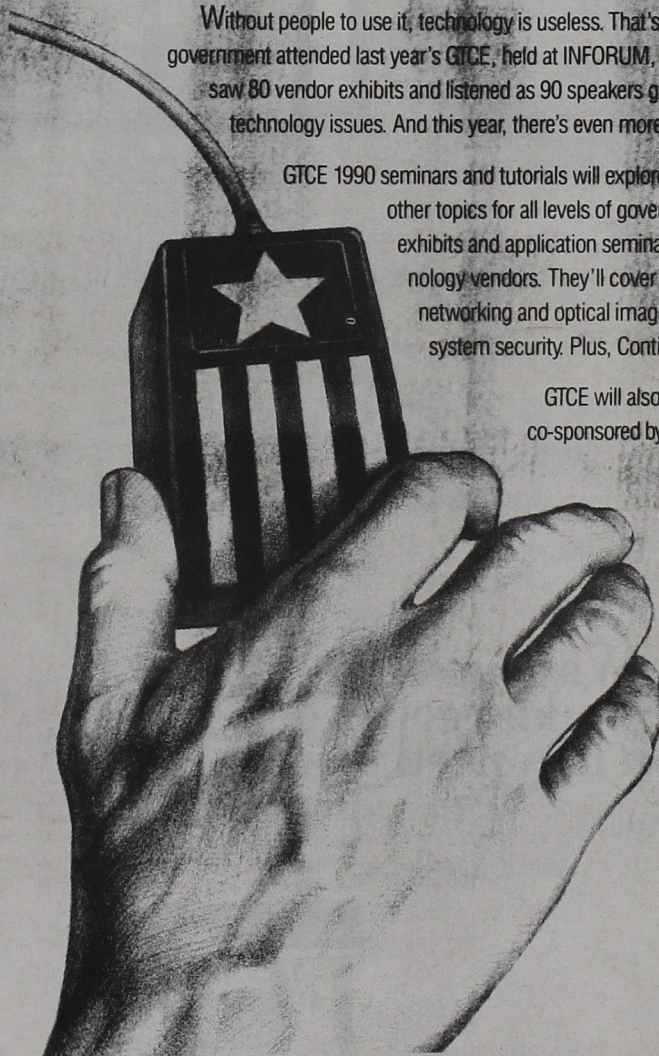
GTCE 1990 seminars and tutorials will explore recruiting, training, management and other topics for all levels of government employees. There will also be exhibits and application seminars from the nation's leading technology vendors. They'll cover all the latest technical issues, from networking and optical imaging to GIS, records management and system security. Plus, Continuing Education credits are available.

GTCE will also feature two awards ceremonies, co-sponsored by INFORUM and *Governing*. One honors the Southeast's most innovative technology users; the other acknowledges the vendors that support them.

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FGIC

MORE SURVEY

from page 13

Mike Stewart, incoming NAC president, as a way to better understand, encourage and appreciate the long-standing partnership between county government and volunteers. The study consists of a series of surveys that have been sent to selected counties.

The study will also be supplemented with questions on the 1990 National Survey of Counties. The final report will be released in 1991 that will describe effective county volunteer programs and recommend how counties can develop and implement model volunteer programs. A preliminary report will be presented at the NAC Annual Conference in December in Dade County to the NACo Board of Directors, and will be discussed in a series of workshops at the conference.

The provision of health care and hospital services is a major responsibility of county government, accounting for more than 15 percent of county expenditures nationally. However, because no national database on county government health care programs exist, it is difficult to determine the extent of county government commitments for health care services. NACo's National Center for County Health Policy, in conjunction with the Bigelow Institute for Health Policy at Brandeis University, is attempting to address this by conducting a survey of county health care programs.

The survey is designed to reveal how county expenditures on health care services are allocated and the resources counties use to respond to health care needs. The overall objective of the survey is to collect data to help formulate better health care policy at all levels of government.

The survey, which will be sent out to a sample of counties in September 1990, is divided into eight program areas: county health budget, public health, environmental health, mental health, drug and alcohol abuse treatment, long-term care, outpatient/home-based services, emergency medical services and correctional system health care. The data will not be presented in a report, but will be collected as a research source for health care policymakers. The data is scheduled to be available at the beginning of 1991. The survey is supported by

See SURVEYS, next page

SURVEYS

from previous page

a grant from the W.K. Kellogg Foundation.

In addition to the other data collection efforts, NACo is also undertaking a study of county finances that will investigate the different mechanisms counties use or could use to raise revenues. The study will create a data-base for tracking these revenues. Both the data-base and the survey's final report will provide NACo steering committees and members with information about counties' efforts to increase revenues.

The Finance Survey will be sent to a sample of approximately 800-900 counties. It will explore such topics as: the legal authority of counties to raise revenues in each state, and the extent to which such legal authority is used; which counties in each state use which revenue sources, and how much each source is used as a percentage of total revenue; a description of innovative revenue sources looking at where they are used and how they are used; and an evaluation of these innovative revenue sources according to criteria such as equity, ease of administration and political popularity. The survey is slated to be sent to counties in late July.

The Revenue Study will also rely on some data collected from the NACo National Survey, as well as data from other sources, such as the Census Bureau, the General Accounting Office and the Advisory Commission on Intergovernmental Relations.

An in-depth discussion of the importance and utilization of these data resources will be given Monday, July 16, at 3:30 p.m. in the Louis Phillippe Room at NACo's Annual Conference in the Fontainebleau Hotel.

(Ed. Note: This article was prepared by Jennifer Fiedelholz and Richard Kirk, NACo research interns, and Fred Zeldow, research associate.)

If you're going to Annual,

don't forget your best running and walking shoes for the 5K Fun Run/Fitness Walk, sunny and early on Sunday, July 15, at 7:30 a.m.

Watch for details in the Annual Conference's newsletter, the *Annual Daily*.

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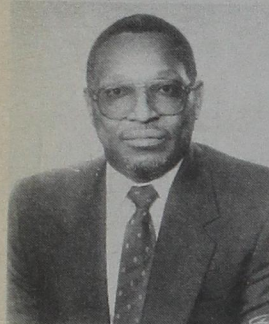
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Top national leaders head speaker list



Reggie B. Walton



Debra Andersom



Sen. Bob Graham (D-Fla.)



Robert B. Reich



Patricia Aburdene

Reggie B. Walton, associate director of the Office of National Drug Control Policy, and Debra Andersom, deputy assistant to the president and director of Intergovernmental Affairs, are among the top national leaders who will speak at NACo's 55th Annual Conference. Both are scheduled to speak at the 11 a.m. General Session, Sunday, July 15.

U.S. Senator Bob Graham (D-Fla.) and Robert B. Reich, one of America's foremost political economists will address conference delegates on Monday, July 16 at the 11 a.m. General Session and Patricia Aburdene, an internationally known social forecaster, will speak to county

officials at the 11 a.m. General Session on Tuesday, July 17.

Walton, who works closely with William Bennett, the national drug czar, serves as a liaison between the federal government, state and local governments, and private entities to ensure participation of each in the formulation and implementation of national drug control strategies.

Prior to his current appointment, Walton was deputy presiding judge of the Superior Court of the District of Columbia. He has also served as the executive assistant United States attorney for the District of Columbia. Walton has been the recipient of numerous awards. Included in those are the 1990 Secretary's Award presented by the

U.S. Department of Veterans Affairs and the 1989 Dean's Award for Distinguished Service to the Washington College of Law at American University.

Joining Walton on Sunday will be Debra Anderson, deputy assistant to the president and director of Intergovernmental Affairs. Before taking her post at the White House, Anderson served 12 years as a member of the South Dakota House of Representatives where she was speaker of the House from 1987 to 1988. She served eight years as chair of the Health and Welfare Committee during her tenure with the state legislature.

Anderson has been a member of the Advisory Commission on

Intergovernmental Affairs since 1989 and served on the executive committee of the Council of State Governments from 1985 to 1989. In 1987 she was named Outstanding Legislator of the Year by the National Republican Legislators' Association.

On Monday, delegates will hear from Sen. Bob Graham, who currently serves on the Banking, Housing and Urban Affairs Committee with assignments on the International Finance and Monetary Policy and Consumer Affairs Subcommittee; the Environment and Public Works

Committee with assignments on the Environmental Protection Subcommittee, the Water Resources, Transportation and Infrastructure Subcommittee, and the Hazardous Wastes and Toxic Substances Subcommittee; the Special Committee on Aging; and the Veterans Affairs Committee. He is also a member of the National Commission on Drug-Free Schools and is chair of the Department of Housing and Urban Development scandal investigation.

Before coming to Washington,

See **SPEAKERS**, page 20

Tony Bennett brings voice to Miami

The incomparable Tony Bennett will hit the stage concluding the conference-ending inaugural extravaganza planned for Tuesday evening in the Fontainebleau Grand Ballroom.

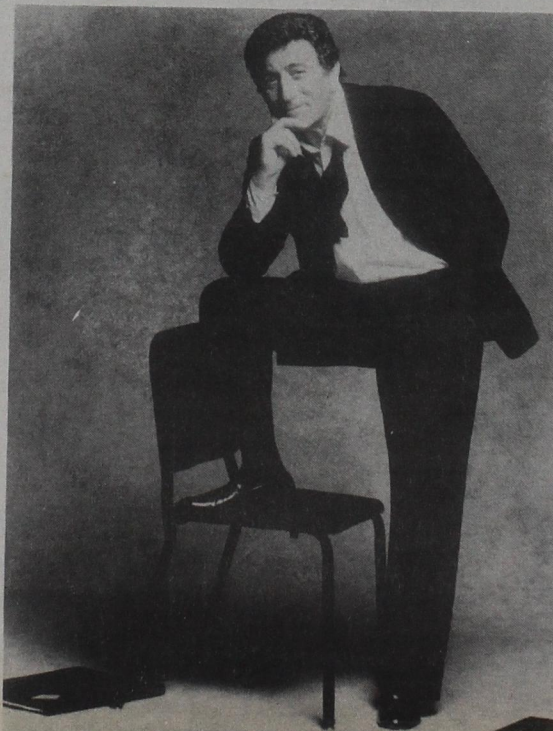
The evening will begin with inaugural ceremonies. If custom is followed, NACo First Vice President Mike Stewart from Salt Lake County, Utah, will be sworn in as the new NACo president, taking over the reins of authority from President Ann Klinger of Merced County, Calif.

After the ceremonies, Dade County has prepared a fantastic grand finale. First, an orchestral "Tribute to NACo," will be performed consisting of hit songs from around the country.

Then, a presentation entitled, "Proud Past/Bold Future," will be performed. This will be a multimedia, music and dance revue that will represent each decade beginning with the '20s and ending with the '80s. It promises to be moving, entertaining and informative.

Finally, Bennett, who has been called the best singer in the business by none other than Frank Sinatra

See **BENNETT**, page 20



Annual Conference Achievement Award Booth

Recipients of 1990 NACo Achievement Awards may pick up their certificates and recognition ribbons at the Achievement Award booth located in the Fontaine Room of the Fontainebleau Hotel. Duplicate certificate and plaque order forms will also be available. Please assign one person from your county to pick these up.

Photographs will cost between \$2.50 and \$6.00, depending upon size and print type (black & white or color).

The certificates will be available during the following times:

Sunday, July 15

Certificates: 8:00 a.m. - 11:00 a.m.

Noon - 5:00 p.m.

Photographer: 1:00 p.m. - 4:00 p.m.

Monday, July 16

Certificates: 10:00 a.m. - 5:00 p.m.

Photographer: Noon - 3:00 p.m.

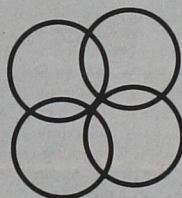
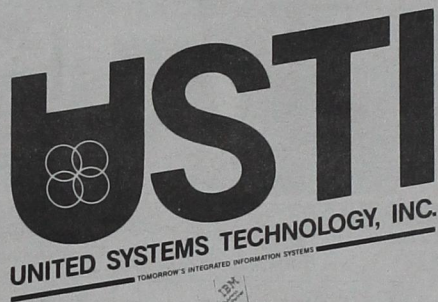
Tuesday, July 17

Certificates: 8:00 a.m. - Noon

Photographer: 10:00 a.m. - Noon

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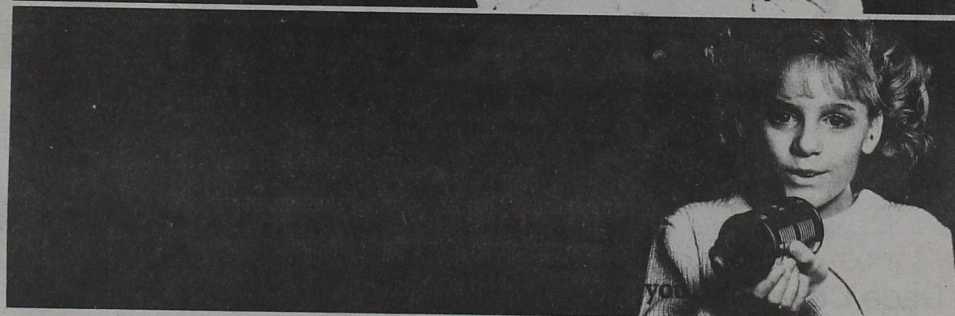


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STEEL CAN RECYCLING INSTITUTE

SPEAKERS

from page 16

Graham, who has worked closely with the Florida Association of Counties over the years, served two terms as governor of the state of Florida. Prior to that, he served two terms as a Florida state representative and two terms as a Florida state senator.

Graham believes in a personal style of governing. Starting in 1974, when he was serving in the Florida Senate, he started a personal program of "workdays" which he continues to follow today. Once each month, these workdays allow him to take different jobs, to meet and hear the concerns of the people he represents. His 235 workday jobs have included stints as a policeman, railroad engineer, construction worker, fisherman, factory worker, busboy and teacher.

Also addressing delegates on Monday will be Robert B. Reich, author of "The Next American Frontier," which launched a national debate about America's industrial strategy and "Tales of a New America," which calls for the nation to discard old economic myths in order to survive in a new global economy.

A professor at Harvard's John F. Kennedy School of Government, Reich is the author of many other books on government, business and the international economy and is a leading advisor to politicians, private firms and government agencies. Before coming to Harvard, he served as assistant to the solicitor general in the Ford Administration and was director of policy planning for the Federal Trade Commission in the Carter Administration.

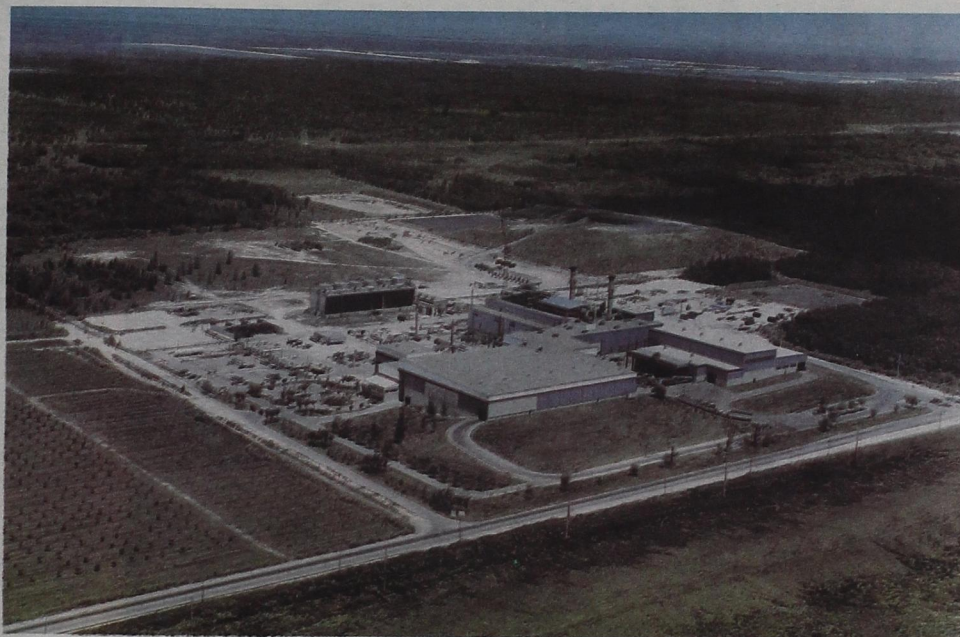
His articles appear regularly in the *Harvard Business Review* and *The Atlantic*. He is also a contributing editor to *The New Republic* and to *World Policy*; a regular columnist for *Nihon Keizai Shimbun*, one of Japan's most influential newspapers; a regular contributor to the op-ed pages of *The New York Times*; and a frequent guest on ABC's "Nightline."

Reich graduated from Dartmouth College and received his law degree from Yale Law School. He also holds a degree from Oxford University, where he was a Rhodes Scholar.

On Tuesday, best-selling author Patricia Aburdene, will address conference delegates.

Aburdene is co-author of "Megatrends 2000," a best-selling book identifying the ten new significant forces shaping the world of the 1990s. Written in collaboration with husband John

See SPEAKERS, page 20



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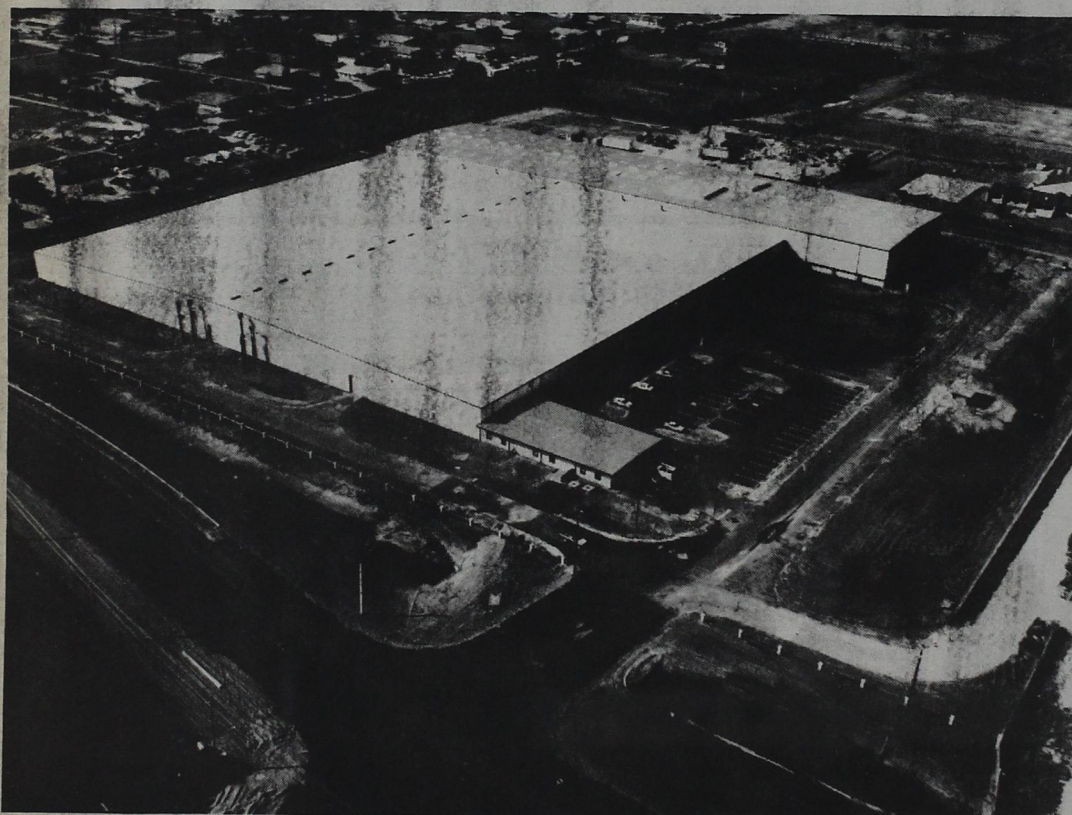
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SPEAKERS

from page 16

Naisbitt, the book presents a provocative, positive vision of economic prosperity, cultural rebirth and political reform. The book has been the #1 best-seller in both the United States and Japan.

"Megatrends 2000" is the successor volume to the authors' first collaboration, "Megatrends," published in 1982. The book appeared on *The New York Times* best-seller list for two years, was published in 18 countries and sold eight million copies worldwide.

Aburdene and Naisbitt's second work, the best-selling "Re-inventing the Corporation," published in 1985, was the only business book predicting the labor shortages of the late 1980s. It advised corporations to decentralize authority, to confront global competition, and respond to the changing work force of the information society.

She has lectured in France, the Netherlands, Finland, Sweden and Norway before audiences including global companies like Carrefour and Lever, and major associations such as the Swedish Tourist Bureau. Aburdene has also spoken throughout Australia and the Pacific Rim region where a key client has been IBM Corporation.

For more than five years she has served on the boards of two non-profit organizations devoted to social transformation — the Washington D.C.-based Search for Common Ground and Colorado's Telluride Institute.

BENNETT

from page 16

and Bing Crosby, will unleash his marvelous voice, singing the hits that have made him famous. Perhaps one of the reasons that Bennett has had such a lasting success and impact is the fact that he communicates a sense of excitement about his art.

"The thrill of performing hasn't changed in years," he says. "I learn something different every day. I've never gotten bored yet and I don't think I ever will."

Bennett is known for his ballads, although he is an avid admirer of jazz. Jazz legends Dizzy Gillespie, Dexter Gordon and George Benson have made guest appearances on his albums. His latest release, "Bennett/Berlin," which is his 90th record for Columbia Records, is a tribute to the great American composer, Irving Berlin.

Several years ago, Bennett received the Lifetime Achievement Award from the National Academy of Recording Arts and Sciences. Said the president of the academy, "The award is a valentine from the writers who are grateful to Tony for making great songs sound even better."

NACo announces Achievement Award winners

This year 188 counties from 33 states were recognized by the National Association of Counties for developing and implementing effective county government programs.

The NACo Achievement Award Program is a non-competitive program that recognizes counties for improving the organization, management, services and functions of county government.

Since its inception 18 years ago, the Achievement Award Program has served not only to recognize counties and their employees, but also to provide the Association and its membership with an extensive databank of successful county programs.

Since 1987, the program has been fully automated, allowing programs to be accessed by geographic region, state, individual county, program category and key index words. By contacting the NACo Research Department, member counties have access to the largest databank of new and significant county programs in the country.

Therefore, in addition to benefitting individual counties by recognizing them for their achievements, the Achievement Award Program benefits all counties by providing a central source of information on effective county programs.

Below is a list of the 1990 NACo Achievement Award recipients. The award certificates will be presented at the Annual Conference. Check the conference program for time and location.

Alabama

Madison

Alaska

Kodiak Island

Arizona

Maricopa

California

El Dorado
Los Angeles
Mariposa
Merced
Nevada
Orange
Sacramento
San Bernardino
San Diego
Sierra
Sonoma
Stanislaus
Ventura

Colorado

Adams
Boulder
El Paso
Jefferson
Summit
Weld

Delaware

New Castle

Florida

Alachua
Brevard
Broward
Citrus
Collier
Dade
Hillsborough
Lee
Manatee
Orange
Putnam
Sarasota
Volusia

Georgia

Cobb
De Kalb
Floyd
Fulton
Glynn
Gwinnett

Illinois

Cook
De Kalb
Du Page
Kane
Lake
Madison
Peoria

Indiana

Lake
Madison

Iowa

Cerro Gordo

Cherokee
Polk
Scott

Kansas

Johnson
Sedgwick
Wichita

Kentucky

Boone
Fulton

Louisiana

Caddo
Jefferson
Lafayette
St. James

Maryland

Anne Arundel
Baltimore
Baltimore City
Carroll
Charles
Frederick
Harford
Howard
Montgomery
Prince George's
St. Marys
Washington

Michigan

Delta
Ingham
Jackson
Kalamazoo
Kent
Macomb
Muskegon
Oakland
Ottawa
Wayne

Minnesota

Dakota
Douglas
Fillmore
Hennepin
Itasca
Ramsey
Scott
Washington

Mississippi

Lauderdale

Montana

Teton

Nevada

Clark
Washoe

New Jersey

Atlantic
Cape May
Gloucester
Hudson
Middlesex
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Morris
Ocean
Union

New York

Albany

Broome
Dutchess
Monroe
Onondaga
Orange
Oswego
Putnam
Rockland
Suffolk
Sullivan
Ulster
Westchester

North Carolina

Burke
Carteret
Catawba
Cumberland
Forsyth
Gaston
Guilford

Mecklenburg
Onslow
Orange
Wake

North Dakota

Richland

Ohio

Franklin
Greene
Hamilton
Mahoning
Montgomery

Oregon

Benton
Clackamas
Lane
Marion
Multnomah
Washington

Pennsylvania

Allegheny
Beaver
Mercer
Northumberland
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South Carolina

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Utah

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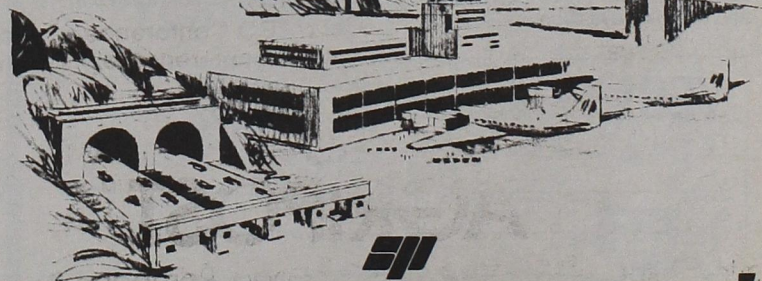
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From Indian settlement to world gateway: Dade County

By Susan D. Grubb
staff writer

The Florida Legislative Council created Dade County in 1836, naming it after Major Francis Langhorn Dade, who had been killed by Seminole Indians not long before.

County boundaries included all of the land south of Juno to Key West, with the original county seat located on Indian Key near Key Largo. In 1844, the county seat was moved to Miami. The 1850 census reported 96 residents living in Dade County, 58 of them foreign-born.

South Florida remained a remote wilderness, predominately inhabited by Indians, alligators and mosquitoes. Development came slowly. Following the Civil War, land was made available to newcomers who filed claims under the Homestead Act.

By 1896, railroad industrialist Henry Flagler extended his railroad south to Miami and built the Royal Palm Hotel at the mouth of the Miami River.

A town began to form nearby, and the city of Miami was incorporated with 343 voters. In 1904, a county courthouse was constructed on Flagler Street.

Wealthy industrialists, attracted by Miami's warm climate, exotic surroundings and frontier wilderness, built elaborate homes along Brickell Avenue, including Villa Vizcaya which still stands today overlooking Biscayne Bay. Dade County was well on its way to becoming one of the country's premier glamour spots.

As its population and prestige grew, so too did its desire for local control. Until 1957, local laws needed State Legislature approval before they were enacted. In elections that year, Dade County voters approved the Home Rule Charter which allowed the formation of Dade County government as it is known today.

Home Rule established the board of county commissioners as the "legislative and governing body" of the county, with the power to act as a central metropolitan government.

This reorganization gave Metro-Dade, as it is now called, a new "two-tier" government structure. Under this structure, the county is responsible for providing major metropolitan services county-wide (to both its municipalities and unincorporated areas) and providing city-type services (police protection and zoning, for

example) to residents of the unincorporated areas. There are 26 incorporated municipalities in the county.

The county board serves as the city-type governing body for the unincorporated areas, and is responsible for services including police and fire protection, zoning, and neighborhood parks.

Some of the county-wide services the board provides are transportation planning, road maintenance, and trash and garbage disposal.

The county is divided into eight equally populated districts, represented by one commissioner each. The mayor and eight commissioners are chosen in a non-partisan county-wide election. Commissioners serve four-year staggered terms, with elections scheduled every two years.

A full-time county manager is appointed by the commission and is responsible for the day-to-day operation of county government and the commission's policies.

Today, Dade County encompasses more than 2,000 square miles, with one-third lying in Everglades National Park. The population numbers approximately 1.9 million — 47 percent is Hispanic.



World-famous Miami Beach hotels line the sweeping 300-foot-wide beach that stretches more than 15 miles along the Atlantic Ocean.

The county leads the nation and the world in several areas:

- Dade County operates the busiest passenger cruise port in the world and one of the country's most frequented airports.

- The Miami Free Zone is the largest privately-owned and operated foreign trade zone in the world.

- Dade supports the highest rated, publicly-run hospital in the nation.

- The county operates the newest elevated mass transit system and first urban people-mover in the United States.

- Growers in South Dade produce more tropical vegetables than any other county in the nation.

- Dade County is the nation's third largest production center for the film and television industry.

- The Miami-Dade Community College has been ranked best in the nation.

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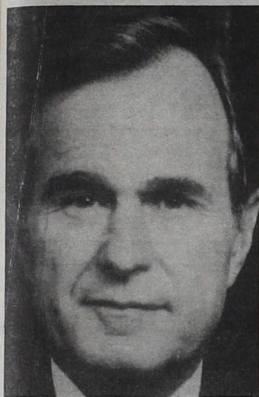
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NATIONAL
ASSOCIATION
of
COUNTIES



BUDGET

from page 1



In a three-paragraph statement, issued June 26, President Bush included "tax revenue increases" among several actions needed to arrive at a new budget.

than its March forecast.

To make matters worse, the estimated cost of financing the S&L bailout in FY91 has more than doubled. When these costs are added in, the deficit forecasts swell to \$222 billion (per OMB) to \$232 billion (per CBO).

OMB's new forecast meant that the FY91 deficit could surpass the GRH limit by almost \$80 billion, not counting the S&L money. If Congress fails to take the S&L costs out of the GRH calculations, the deficit would miss the mark by a whopping \$158 billion.

White House proposal

Armed with these new figures, OMB Director Richard Darman presented a proposal to the summit negotiators to cut the FY91 deficit by only \$50 billion. While savings of this magnitude fit within the range recommended by economists, they were smaller than some expected. Even the five year savings, estimated at \$444 billion, fell short of the \$500 billion to \$600 billion that the Democrats hoped for.

Darman's plan focused entirely on spending. OMB left its January revenue proposals unchanged at \$13.9 billion, but suggested lowering expenditures by an additional \$11 billion. Two-thirds of the new cuts (about \$7.3 billion) were aimed at domestic programs, both mandatory and discretionary. OMB also lowered its request for defense, proposing about half of the outlay reduction assumed by the

House. The list also included some new user fees.

Democratic leaders made it clear that the summit was dead unless the president offered new solutions. Darman's rehash of the January budget was criticized for its size and priorities. Now that the negotiators can talk about taxes, it is likely that a deficit reduction package will include a mix of spending cuts and revenues.

The summit leaders still have to agree on the size and composition of the deficit package. According to early reports, excise taxes may top the revenue options, while spending changes may focus on farm and Medicare programs. The president also called for "growth incentives," (e.g. a capital gains tax cut) and budget process reforms.

Defense spending promises to remain a stumbling block, however. On June 19, Secretary of Defense Richard Cheney told the negotiators that a 25 percent force reduction would translate into a meager \$1.3 billion in savings next year. Key lawmakers took issue with his estimate, noting that it assumed no cutbacks in related research and development, procurement, or operations and maintenance.

Senate budget

Unable to wait for the summit, Congress has begun to forge next year's budget through its usual legislative means. The Senate passed the first hurdle, adopting a budget resolution for appropriated discretionary programs on June 14. The House had passed its version in early May. Budget authority for discretionary programs would be capped at \$482.5 billion (the FY90 level) and outlays at \$503.4 billion (the amount originally proposed by the Senate Budget Committee).

Senate leaders hope the conferees can resolve their differences quickly, because Senate rules preclude action on appropriation bills until a budget resolution passes both chambers. In dollar terms, the Senate assumed roughly \$10 billion less than the House, but allocated more budget authority for defense. Style also may be an issue, because the Senate only set limits for discretionary appropriations.

'91 appropriations

Meanwhile, the House is on track to approve several appropriation bills before the July 4 recess. The committee has divvied up funding among its 13 subcommittees, assuming the levels in the House-passed resolution. Like the resolution, the allocations assume steep cuts in defense and real increases in programs funded by

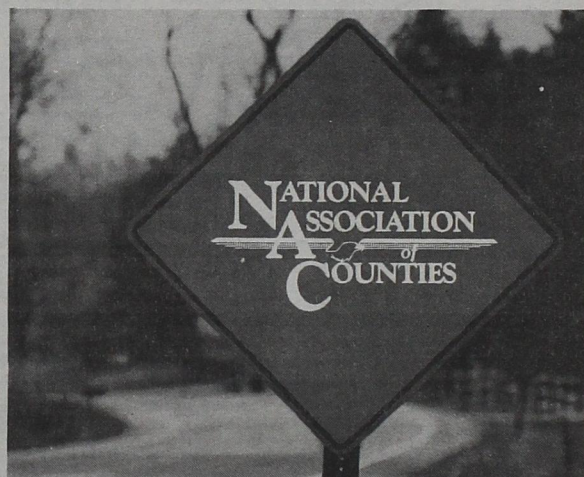
domestic subcommittees. As of June 27, the House had passed the Energy and Water Development bill, and the Commerce, Justice, and State, the Judiciary and Related Agencies bill. Two other funding bills, the Foreign Assistance and the VA (Veterans Administration), HUD (Department of Housing and Urban Development) and Independent Agencies bills, are also expected to pass before the recess.

Lawmakers have conceded that

most of these measures will have to be rewritten once the negotiators produce an agreement. Until then, the resolutions and appropriation bills are being drafted using OMB's old figures. The odds are good that the congressional budgets will overshoot the current \$64 billion deficit limit.

How far off the bills will be remains to be seen. One question mark is the target itself. Congress may have an opportunity to change

the GRH limits when it considers the treatment for Social Security and S&L costs. The Senate strongly endorsed removing the Social Security surplus from the GRH budget, June 19. If the House agrees, the GRH target would have to be raised by at least the amount of the surplus. Both the initial GRH law and its successor were tacked on to debt limit bills. Congress is expected to revisit the debt limit before the August recess.



DOWN THE ROAD

If you'd like to help your employees along the road to financially-secure retirement, then the route you should take is **The National Association of Counties Deferred Compensation Program.**

For maps and directions on how the Program can get them where they want to go, contact NACo (202-393-6226) or just return the completed coupon to PEBSCO, the Plan Administrator.

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Local governments gear up for postcensus review of 1990 housing and populations counts

Local government officials throughout the nation soon will receive preliminary 1990 census counts from the Census Bureau that can be checked for accuracy before the final results are announced.

Local officials will have 15 working days from the day they receive the counts to review them and send documented differences to their local census office for checking by census workers.

The object of the voluntary Postcensus Local Review Program is to provide local officials with an

opportunity to review the postcensus population counts by block, housing unit and group quarters for their communities.

To challenge the Bureau's counts, local officials need to send supporting documentation to the local census office as described in the technical manual sent earlier to all local governments. The documentation must show the date(s) and source(s) of the records used to create the local estimates.

After determining if the source used was appropriate and

comprehensive, Census Bureau workers will conduct office checks and/or field recanvasses, as necessary, to resolve housing count and group quarters population discrepancies. The Bureau will then update census files accordingly.

Additional details about the program are available from: Chief,

Decennial Planning Division, Bureau of the Census, Washington, D.C. 20233, or from Census Bureau Regional Census Centers in Atlanta, Boston, Charlotte, Chicago, Dallas, Denver, Detroit, Kansas City, Los Angeles, New York, Philadelphia, San Francisco and Seattle.

The Postcensus Local Review

Program is one of the last 1990 census operations designed to improve the accuracy and completeness of the census. During the Precensus Local Review Program, 16.4 percent of the eligible governments submitted comments on the Bureau's block-level housing unit counts.

Vote-by-mail, a hit

By Gayle Schuck
North Dakota Association
of Counties

Renville County became the first county in North Dakota to offer voters the chance to vote by mail in an experiment that took place during the June 12 primary election.

"We proved it could do what it set out to do, bring out more voters and address the costs. We're hoping it'll save a couple thousand dollars," said Susan Ritter, Renville County auditor. The number of voters was up from 839 in the 1988 primary to 1,319 this year. Of those, 81 percent voted by mail. Ritter said a turnout of 800 voters would have been exceptional for a primary election.

Only one precinct was open on election day. Normally the county has 12 voting locations. Ritter would like to see a few more polling places opened if voting by mail

continues, she said, so people aren't forced to drive to the county seat.

Another problem was that mail ballot counting couldn't begin until 5 p.m. and took until 5 a.m. to complete. Ritter thinks the amount of time might be cut by hiring more people to do the work. Two counting boards, with seven members each, were hired this year.

The cost is expected to run around \$5,000 compared with a normal cost of around \$7,000. In other elections, about 60 people have been hired. This year, 19 were hired to count both mail and walk-in votes.

The 1989 Legislature approved a bill providing for the experiment and setting aside state money to reimburse election expenses. Ritter plans to ask people in the county if they want to continue voting by mail, then make a report to the Elections Interim Committee in July. "It was encouraging to see the response, but now it's in the legislators' hands," Ritter said.

Dade County enacts land purchase program

By Mario Artecona
Dade County, Fla.

Responding to the motto of Earth Day, "think globally and act locally," the voters of Dade County, Fla. recently approved a referendum that would allow levying a special millage for the purchase of some of the county's environmentally-sensitive lands.

The two-year tax will raise an estimated \$90 million and will provide funds for purchases and create a fund for the maintenance of these lands. Forty tracts of lands, totaling about 64,000 acres will be affected by the program, including tropical hammocks, pinelands and wetlands. County biologists will select the land which will be

prioritized by a land management committee. The magnitude of the local program is reputed to be the largest of its kind in the nation.

Dade now becomes the 13th Florida county to enact a land purchase program to supplement state efforts, according to a survey done by Palm Beach County. Dade County Commissioner Harvey Ruvin spearheaded the effort to get the measure approved.

"Voters translated all the rhetoric of Earth Day into a real, tangible and lasting victory for Dade's environment," said Ruvin. Dade Countians can feel proud of their actions and can rest assured that the natural beauty of Dade County will be preserved for future generations of residents and visitors to enjoy.

Federal Highway Administration issues new truck access ruling

The Federal Highway Administration (FHWA) issued a final rule, June 1, that establishes the distances trucks may travel off the nation's designated truck system highways to reach terminals or other facilities. The rule also defines "terminal" and applies to vehicles with dimensions authorized by the 1982 Surface Transportation Assistance Act.

Under the ruling, states are

encouraged to assist local government, where needed, to develop access provisions that comply with the new ruling. However, only states are responsible for the implementation and enforcement of the access requirements for roads under the jurisdiction of local government as well as its own.

The final rule (June 1, 1990, Federal Register, page 22758)

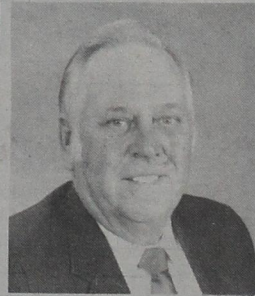
responds to the Transportation Research Board Special Report 223, "Providing Access for Large Trucks."

For further information from the FHWA, contact Kevin E. Heanue, Office of Planning, 202/366-2951; John F. Grimm, Office of Motor Carrier Information Management and Analysis, 202/366-4039; or David C. Oliver, Office of the Chief Counsel, 202/366-1356.



On Target With Hunter!

Grady Hunter for NACo 3rd Vice President



NACo and State Association Experience:

- Member, NACo Board of Directors, 3 years
- Vice-Chairman, Agricultural and Rural Affairs Steering Committee, 2 years.
- Member, Community and Economic Development Steering Committee, 1 year
- Outstanding County Commissioner, North Carolina, 1989
- Member, Board of Directors, North Carolina Association of County Commissioners, 5 years
- Candidacy Endorsed by North Carolina Association of County Commissioners

Grady Hunter's on Target with Federal Issues:

- NACo must advocate development of a strong national environmental policy, with counties involved in the development process
- NACo must enlist federal support of counties' responsibilities for infrastructure
- NACo should make federal officials more aware of the counties' increasing role in funding mandated services
- NACo should urge more federal support for citizens in need
- NACo should urge renewed federal support for public education programs which help keep students in school

Grady Hunter's on Target with Organizational Issues:

- Counties must be more potent at the state level, where key decisions have been shifted from the federal level; counties also must be more visible to local citizens
- NACo must serve as an information collection and dissemination center on major state initiatives, such as tax reform and waste management
- NACo must continue to take the lead on major issues and form effective coalitions with related groups

National Association of County Planners First National Conference October 4-6, 1990 Steamboat Springs, Colo.

The National Association of County Planners (NACP) invites you to spend three days in the clear, high air of the Rockies at Steamboat Springs, Colo. — 150 miles northeast of Denver — tackling the most important issues facing today's county planner. NACP's first national conference will focus on growth management, capital improvement programming, transferable development rights, flexible zoning and county/municipal relationships.

Preliminary Program (Partial Listing)

Wednesday, Oct. 3

Travel Day — Special arrangements for travel have been made with Continental Airlines. Call: 800/468-7022 and use Easy Access #EZ10AP21 for special rates to Steamboat Springs.

Thursday, Oct. 4

The Challenge of Growth Management

A full workshop on growth management with an introduction to the basic principles, and break-out sessions with audience participation.

Arterial Corridor Zoning

A presentation of DuPage County, Ill.'s unique intergovernmental approach to zoning along major transportation corridors.

Flexible Zoning

A participation workshop designed to address how zoning can be more responsive to the rapid changes in America's counties.

Agricultural Land Preservation

A session dealing with both the financial and public acceptance issues of preserving prime agricultural land in the face of urban growth.

Friday, Oct. 5

Capital Improvements Programming

A workshop of special interest to counties that need help in capital programming. Based on the NACP manual, "Guide to County Capital Improvements Programming."

Them & Us — City and County Planners

A candid panel discussion with our municipal colleagues on areas of common interests, differences, and how we can work together.

Building a Practical Geographic Information System

A discussion with county planners who have developed successful GIS programs that have resulted in successful applications.

Planning for Water Resources

A workshop on dependable supplies of clean water and the role of the planner.

Saturday, Oct. 6

Breakfast Roundtable

Network with your colleagues on the conference programs and other relevant issues.

Golf, Tennis, Fishing, Hiking

Relax and enjoy the varied recreational opportunities in Steamboat Springs — "America's Best Kept Secret."

Lodging will be at the Sheraton Steamboat Resort. For information and reservations, call 1/800/848-8878.

Special rates are available for \$65 per room, per night.

For more information about the conference, call Don Pepe at 202/393-6226, or Phil Sieber at 303/795-4450.

NACP National Conference Registration

Name _____
Agency _____
Address _____

Registration Fees

- NACP Member -- \$85
- Non-Member -- \$100

Make check payable to NACP.

Check enclosed _____

For conference planning purposes:

Which two sessions are you most likely to attend?

1) _____ 2) _____

Which recreational activities: Golf _____ Tennis _____ Fishing _____ Hiking _____ Tours _____

Return registration form to:

National Association of County Planners
440 First Street, N.W.
Washington, DC 20001

A wee bit of Ireland comes to Yadkin County

By Debra Holley
North Carolina Association of
County Commissioners

The luck and hospitality of Ireland graced Yadkin County, N.C., recently, with common interests shared by county officials from both countries. On May 30, Yadkin County played host to six county officials from County Donegal, a coastal county in the northwestern corner of the Republic.

The visit was initiated by Unifi, Inc., a textile manufacturer, which has plants in both counties. The Republic of Ireland helped to fund at least a portion of the visit.

The two groups of county officials sat down for several hours to discuss mutual issues of concerns. Within the first few minutes, it was clear that there were more similarities than differences.

Like counties in the United States, County Donegal is having problems dealing with environmental issues, such as waste disposal and water protection. The county has no industries that produce hazardous waste, but must provide landfills for household and commercial waste. The regulations adopted by the Republic of Ireland and the European community are very strict, said Deputy County Manager Mahon.

Ireland's counties are now allowed to charge households a flat fee of \$140 per year for garbage collection and another \$140 for water/sewer service.

Commercial businesses and industry pay according to the value of their business (an average of

\$600-\$1,000 per year, for a retail shop). Farmers are metered for water use, but still pay the same garbage collection fee of \$140. At this point, recycling has not been implemented by the government, but a private venture is in the planning stages.

Most other county funds (65 percent) come from grants from the Republic, which replaced property taxes several years ago. The Irishmen were unfamiliar with bond issues, as all county projects in Ireland must be done "pay-as-you-go." They wanted to know more about how bond financing works.

County Donegal, with a population of 130,000 spread over 2,000 square miles, is very concerned about its housing shortage and promoting tourism. Because the county is so close to Northern Ireland, it has experienced a dropoff in tourism over the past 15 years.

The county has its own planning board, separate from the town. Part of the responsibility includes maintaining roads built by the Republic.

Unlike American public schools, Irish schools are operated by churches with teacher salaries paid by the Republic. Also, Irish counties have no responsibility for law enforcement since this is handled by the Republic.

Like its American counterparts, the county is concerned about employment and is trying to establish a better relationship with its industries. "We want to be known as a good place to live and work in," said Des Mahon, County Donegal deputy county manager.

He said that the Irish local government system is under serious review by the Republic and is slated for major reforms. "This hasn't been done since the 1800s, which means that many procedures and structures are outdated," said Mahon. Mahon also said that public bodies can meet in private much more easily in Ireland, but minutes of those meetings are public.

The county manager form of government in Ireland has existed for 50 years and was modeled after the U.S. council/manager plan.

The town of Letterkenny is exploring a "Sister City" relationship with Yadkinville, the Yadkin County seat. In Ireland this is called "twinning."

The Irish officials also are exploring an exchange between

students at Appalachian State University, near Yadkin County, and colleges in County Donegal.

Before adjourning the meeting, the two groups exchanged gifts, with the Irishmen providing pieces of china embossed with the County Donegal seal and T-shirts promoting their annual summer dance festival. The North Carolinians offered flags and medallions with the Yadkin County seal.

The result of the meeting was an invitation for the Yadkin County commissioners to visit County Donegal in August during the dance and music festival.

The visitors from County Donegal were: Laurence Blake, chairman of the Urban District Council (the county/town council) who is a county employee; Liam

McCloskey, vice-chairman of the town council who is a school principal; Tadhg Culbert, a council member and post office employee; Des Mahon, deputy county manager for County Donegal; Colin Morrow, town clerk who reports to Mahon; and Peadar McRory, the town engineer. Also visiting was the Unifi plant manager from Ireland, Jim Kelly.

Many of the members of the town council for of Letterkenny also serve on the county council. However, there are county council members who live outside the urban district of Letterkenny and do not have a vote on town issues.

All five of the Yadkin County commissioners were in attendance: Chairman Grady J. Hunter; Mike Crouse; Thomas Y. Wooten; Dr. William Wood; and Ronald Ball.

\$0.00

Safety Board calls for bridge inspections, repair process reforms

The National Transportation Safety Board (NTSB) today issued 19 recommendations for improved inspection and maintenance procedures for more than 580,000 bridges in the nation. The recommendations resulted from the NTSB's investigation of the 1989 collapse of a Hatchie River bridge near Covington, Tenn. in which eight persons died.

The Safety Board's recommendations stress the need for dealing with the effects of channel migration and river course changes, overweight traffic loads and scour, or wear, on the integrity of bridge support structures.

The recommendations also call for raising qualification standards for evaluators for the creation of a prioritizing system for bridge repairs.

In late-July, when the Safety Board's complete report is printed, it may be purchased by mail from the National Technical Information Service, 5285 Port Royal Rd., Springfield VA 22161. It should be identified as PB90-916201.

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Job training report

Local officials can play major role in job training

By Timothy B. Berlekamp
commissioner
Seneca County, Ohio

Not long ago I had the pleasure of speaking to participants at a private industry council (PIC)/local elected official (LEO) training institute in Richmond, Va. As always, the turnout of local elected officials, to say the least, was light.

For several years now I have been trying to motivate LEOs to become more active in their local Job Training Partnership Act (JTPA) programs. While I have come to believe that many LEOs are interested in becoming involved in their local job training programs, I have also come to learn that they are still gun shy from their experiences with the Comprehensive Employment and



Timothy B. Berlekamp

Training Act (CETA).

As an elected official, I believe it is time to forget about our past

experiences and begin now to make the most of the job training program that is available to us. Job training programs have been around for most of this century and they are likely to continue in one form or another. Local elected officials can and do play an important part in job training.

If you trace the history of job training programs you will find that JTPA is the first job training program to use the word partnership.

The reason for this is clear. In today's changing world, a positive relationship between the public and private sectors is necessary if local government is to meet the needs of its citizens.

Historically, the communication between the public and private sectors has been adversarial in nature. That is, whenever the public sector is approached by the private sector, a question as to "What do they want now?" arises. It's time for the public and private sectors to begin open communications, to focus on each other's concerns in a professional manner. JTPA provides use with a method by which to accomplish this.

Let's look at the JTPA partnerships. There is the relationship between the federal and state governments and between state and local governments. There

is the relationship between local government and private industry, represented by the private industry council.

There is the relationship between grant administrator and service providers, and finally, there is the relationship between the service providers and the clients we serve.

These partnerships afford us an opportunity to achieve a great deal. Through them we can create new jobs, reduce welfare costs, improve interagency coordination, improve the accountability and performance of our public schools, expand our economic development efforts and improve communication between the public and private sectors. JTPA does provide the structure, the win-win environment, for us to realize these accomplishments and improve the lives of our economically-disadvantaged citizens.

Local elected officials can influence their local job training programs in numerous ways. Two of the most important include influencing the kinds of private sector representation on the PIC and influencing the directions the local job training program takes. The selection of the PIC members, and the agreements which are reached between local elected officials and PIC members over the direction of the program, can

determine whether or not a local program is dynamic and successful. As a local elected official, you must remember that the success of a program or an initiative rests on having "the right people, around the right table, for the right amount of time, applying the right methodology to the right information."

I have tried, over the years, to stimulate more LEO participation in JTPA. After all, since many of you are the designated grant recipients, you are liable for the funds which your local programs receive. Moreover, though partnerships are difficult, there are real benefits that can accrue to this kind of arrangement. These include a very strong local job training program that is able to make a difference in the lives of your economically-disadvantaged citizens.

It's time to realize that the partnership which JTPA affords, if based on trust, can make a true difference in our ability to meet the needs of our citizens. We must take advantage of this kind of opportunity by becoming key players in our local JTPA programs; it is our responsibility to insure the economic destiny of our local jurisdictions.

(Ed. Note: Berlekamp is also the president of COMDEV, Inc.)

Bureaucracy: justifying the costs of a records center

By Jan Blogett
St. Mary's County, Md.

Do your county government offices suffer from paper overload? Are piles of old records and ever-increasing computer printouts threatening to bury staff? Controlling the flow of paper is a perennial problem for county governments.

The traditional, and appropriate, answer is a records management program and a central storage facility. The cost of maintaining a staff and separate facility is easily justified for large and medium-sized counties.

But what about small county governments? How can they justify the initial costs and staffing of a Records Center?

Faced with a backlog of records and no available staff, St. Mary's County, Md. implemented a creative solution — it used the public library system.

Although the library staff could not undertake the massive reorganization and microfilming of records, it did agree to oversee the operation of a Records Center with its own staff. The county hired a full-time archivist and a part-time assistant, and refurbished storage space on the second floor of the library.

At the end of the first year of operation, 370 feet of records (approximately 46 legal-size, four-

drawer filing cabinets) had been transformed from offices, hallways and basements to the Records Center at a cost to the county of approximately \$48,000, including remodeling and equipment purchases.

Once the initial work of transferring and organizing the backlog of records is completed, the archivist/librarian will be available to assist county offices with filing system consultations, and the library with special projects.

For its money, the county gained improved working space, more efficient office files, better compliance with state records regulations and swifter access to inactive records. The library improved reference services, and increased professional staffing and more information for its patrons.

The tradition of service and knowledge of information systems makes libraries a logical choice for assisting small county governments with their records management needs.

Working together, libraries and government offices can improve their efficiency and their services to the public.

(Ed. Note: For more information, contact Jan Blogett, county archivist, St. Mary's County Records Center and Archives, 3011 475-7844.)



NACo's Human Services and Education Steering Committee and the National Association of County Aging Programs' work group met June 11 at NACo headquarters to draft recommendations on the reauthorization of the Older Americans Act, due to expire in 1991. Draft recommendations will be finalized at NACo's Annual Conference in Dade County, Fla. Pictured (l-r) are: Rimas Jasinevicius of Lake County, Ohio; Lynn Bayer of Los Angeles County, Calif.; and Frances Kramer of Dade County, Fla.

News from the nation's counties

North

WISCONSIN

• **MILWAUKEE COUNTY** Board Chairman F. Thomas Ament recently proposed that Milwaukee County offer an early retirement option to more than 1,000 eligible employees this year as a method of saving as much as \$7.4 million in tax levy during the 1991 budget year.

Based on an actuarial study, the county could save that much even if only half of those eligible chose to take the early retirement route and only 25 percent of the resulting vacancies were filled, according to Ament.

"This proposal is another attempt to address the very serious fiscal problems we face in 1991," said Ament. "We must look at many ways of reducing our costs, and downsizing the county's work force through an early retirement package is certainly an option we should consider toward that end."

Ament has already proposed that the county freeze the property tax rate for the next two years and enact a one-half percent sales tax as a way of stabilizing the county tax levy.

South

MARYLAND

• In an effort to reduce the incidence of teenage pregnancy in **BALTIMORE COUNTY**, County Executive Dennis F. Rasmussen recently announced plans to create a comprehensive adolescent health care program at a local health center.

The two-year pilot program, to be funded by a \$94,606 grant from the Governor's Council on Adolescent Pregnancy and approximately \$61,222 in county monies, would provide a full range of medical, social, educational, vocational and counseling services to adolescents at risk of becoming teen parents.

TENNESSEE

• The **SHELBY COUNTY** Correction Center has developed one of the nation's first documented treatment programs that substantially reduces DUI repeat offenses.

Launched in February 1988 as a cooperative effort between county government and Correctional Counseling Inc., a private company specializing in correctional treatment programs, the experimental program treats drunk drivers with multiple convictions and has reduced repeat offenses by almost



NEW YORK

• **WESTCHESTER COUNTY** Legislator Paul Feiner recently cycled 200 miles with 15 other bicyclists to raise \$25,000 for the Westchester Association for Retarded Citizens and the Westchester Special Olympics.

Feiner, a member of NACo's Employment Steering Committee, has participated in several cycling events for charity. Last year, he biked 150 miles to raise funds for an environmental group. In 1987, he rode from New York to Washington, D.C. to raise funds for the homeless. And, in 1986, Feiner biked 187 miles in two days to help a volunteer fireman who required a heart and lung transplant.

75 percent.

The program, known as Moral Recognition Therapy, focuses on educational awareness, Alcoholics Anonymous group therapy, and the need to increase offenders' "inherent sense of morality."

Since 1988, the program has treated 200 inmates per year. Its capacity is now being doubled.

The Oliver County commission will now vote on whether or not to make a formal request to DOT for the change.

MINNESOTA

• **ANOKA COUNTY**, which employs 1,200, recently received an award recognizing its achievement in reducing the number of accidents and injuries in the workplace.

The Meritorious Achievement Award, given by the Occupational Safety Division of the Minnesota Safety Council, is presented to those institutions that have maintained a better-than-average incident rate in reducing on-the-job accidents and injuries for three consecutive years.

Incident rates are computed by the number of employees, number of hours worked, and frequency and severity of accidents reported by like organizations.

Midwest

NORTH DAKOTA

• Neighboring counties, **MERCER** and **OLIVER**, voted in the June 12 primary on switching time zones.

The Missouri River, which angles through the western portion of North Dakota, is the boundary between Mountain and Central time zones.

Both counties lie to the west of the river and are currently on Mountain Daylight Time (MDT). However, many people who work at power plants within the counties live on the eastern side of the river — in the Central Daylight Time (CDT) zone.

Others live in the MDT zone and work in Bismarck, the state capitol, which is less than an hour from both county seats and is on CDT.

Mercer County voters, by a 53 percent margin, said they prefer to stay on Mountain time, while 56 percent of Oliver County residents voted to change to Central time.

Time zone boundaries are under the jurisdiction of the U.S. Department of Transportation (DOT).

West

CALIFORNIA

The County Supervisors Association of California is sponsoring AB 4272, introduced by State Legislature Member Dan Hauser. The bill would simplify the distribution of cigarette and tobacco tax (Proposition 99) funds to hospitals in small rural counties.

These funds are currently passed from the state to the counties, then on to the hospitals. The new measure would enable the State Department of Health Services to send funds directly to eligible

See NEWS FROM, page 30

Notices . . . notices . . . notices

CONFERENCES

■ **Ragan Communications** is conducting workshops on writing, editing and designing employee publications in July and August throughout the country: July 30-31 in Chicago, Ill.; Aug. 2-3 in New York, N.Y.; Aug. 6-7 in Detroit, Mich.; and Aug. 9-10 in Washington, D.C.

Attendees will learn, among other things, how to write and edit articles to reach their goals; how to take and display pictures that communicate; and how to simplify their job by mastering production details.

For more information, contact Ragan Communications Workshops, 407 S. Dearborn St., Chicago, IL 60605, 1/800/878-5331 (toll-free), 312/922-8267 (local), FAX: 312/922-3336.

■ **The National Mainstreet Center of the National Trust for Historic Preservation** is offering two days of hands-on training on how to strengthen downtown businesses and recruit new ones to complement a downtown area's retail mix. "Business Development on Main Street" is geared for both volunteers and professional staff of downtown revitalization programs.

Workshops will be held on Aug. 2-3 in Tempe, Ariz.; Aug. 6-7 in Indianapolis, Ind.; Sept. 6-7 in Hyannis, Mass.; and Sept. 10-11 in New Orleans, La.

For more information, contact the Center at 202/673-4219.

■ **"A Blueprint for the Future"** is the theme of the First Annual National Case Management Conference, being held Sept. 15-19 in Cincinnati, Ohio. Featured

speakers include Dr. Alvin Poussaint, Wilma Mankiller and Johnathan Kozol.

For more information, contact Carrie Larkin, Ohio Department of Mental Health, c/o National Case Managers Conference, Office of Education and Training, 30 E. Broad St., Suite 1123, Columbus, OH 43266-0414, 614/466-1570.

■ Oct. 17-20 are the dates scheduled for the **National Trust for Historic Preservation's** 44th Preservation Conference in Charleston, S.C. Led by Charleston Mayor Joseph P. Riley, Jr., the primary focus will be on community design from the mayor's perspective.

For more information, contact Connie Keys at the National Trust conference office at 202/673-4095.

PUBLICATIONS

■ **The Center on Budget and Policy Priorities** has published a report designed to help Job Opportunities and Basic Skills (JOBS) Program administrators use the research on employment programs under the Aid to Families With Dependent Children (AFDC) Program in developing JOBS programs in their states.

The report is organized around several issues including the link between education and earnings; targeting services to recipients who are most likely to benefit from them; and providing more intensive education and training services to less job-ready recipients.

Copies of "Making JOBS Work: What the Research Says About

See NOTICES, page 30

Neal R. Peirce

America's land trust interests garner support

A "National Land Trust Rally" was staged in Villanova, Pa., the other day. Over 400 people, from every region and most states of the Union, showed up. The nation needs and seems ready to support their ingenious strategies to save choice chunks of the American landscape, urban and rural, imperiled by development.

Ten or 15 years ago, most people would have pulled a blank if you asked them to describe a "land trust." But now, reports the Washington-based Land Trust Alliance, sponsor of the "rally" at Villanova, there are over 850 land trusts operating in 48 states. Half were incorporated in the past decade, a third since 1984. They've protected close to 2 million acres. Over 700,000 Americans belong to land trusts, says Alliance director Jean Hocker.

Most land trusts are neighbor-to-neighbor, privately financed arrangements to save some choice scenic farm, a wildlife habitat, a stream bed or copse of lovely trees from getting paved over.

But state and local governments are getting into the game in a big way, too. New York Gov. Mario Cuomo, even in the face of his

state's harsh 1990 budget squeeze, is asking voters to approve a \$1.9 billion environmental bond issue that includes close to \$1 billion for open-space acquisition. At stake, says Cuomo, is nothing less than "defining New York's landscape for the next millennium."

Dade County, Fla., voters this May handily approved \$100 million to buy open spaces. If you know Miami's sprawl and consumption of ecologically sensitive lands, you might mutter that the vote's like closing the barn door long after the horse has escaped.

But late or early, all sorts of jurisdictions are acting — California voted for \$770 million in 1988 for parkland/open-space acquisition, Maine has bond issues of \$35 million and New Jersey \$300 million, and Rhode Island has obligated to spend no less than \$147 million for open space.

Almost all the action is now state and local. Strategic land purchases by the federal government's Land and Water Conservation Fund are a quarter of what they were in the late '70s. And local land trusts are prime backers of statewide or local land purchases. Sometimes private

land trusts move faster than any bureaucracy to snap up a choice piece of property, and then resell it to a public agency.

The methods of local land trusts are almost beyond count. They include acquiring land by donation or bargain sale, buying rights of first refusal on prime chunks and obtaining scenic easements on properties the owners may still farm or live on.

And so are the issues. The Villanova sessions focused on every topic from appraising, tax law and land management, to greenways, fund-raising and the ties between land trusts and affordable housing.

Today there are also national groups, such as the San Francisco-based Trust for Public Land and the American Farmland Trust, ready to step in and help a local land trust become more technically proficient in land acquisition.

The Conservation Foundation's two-year old Successful Communities program advises towns in the path of heavy real-estate development how to guide growth rather than be its pawn.

Fort Mill, S.C., an old-fashioned

Southern mill town in the path of development radiating southward along I-70 from Charlotte, N.C., is a prime example. With Successful Communities counsel, it moved to protect its quaint downtown historic district. On Earth Day this spring, it dedicated the first section of what's hoped will be a multithousand-acre greenbelt being assembled by a newly formed land trust.

"Open space is much more than something nice to look at," says Tom Fox of New York City's Neighborhood Open Space Coalition. "It's our parks and parkways, community gardens, wetlands and woodlands, all the places where people relax and exercise. It increases the value and marketability of adjacent property. It benefits public health by reducing health-care and insurance costs. It makes cities and suburbs more desirable places to live and work."

Fox bemoans how slow many government and corporate interests are to get that message. But he and other advocates represent what's arguably the fastest-growth sector in America's increasingly powerful environmental

movement.

Along the way, though, the land-trust camp is having to learn some raw politics. "Yes" votes for public-land purchases aren't automatic, even if today's skeptical, penny-pinching voters are surprisingly amenable to open-space outlays.

The same day this May that Dade County approved its big open-space bond issue, a \$35 million proposal got squashed by a 2-1 vote in Leon County (Tallahassee). Luther Probst, field director of the Successful Communities project, speculates one reason was that the Leon County proposal, unlike Miami's, failed to tell voters just which lands would be purchased.

Another problem is that there can never be enough land-trust money — private or public — to buy up all the lands that need protection. Land trusts are effective tools. But let's not kid ourselves: They're a complement, not a substitute, for effective state and local growth management that determines when, how — and sometimes whether — development bulldozers get a green light.

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Job market

HOSPITAL DIRECTOR, MARICOPA MEDICAL CENTER — PHOENIX, ARIZ.: A 555-bed JCAHO accredited tertiary, non-profit, teaching hospital. Salary open DOQ. Reports to County Board of Health and the Director, Maricopa County Department of Health Services. A Bachelors degree is required in business, hospital, or healthcare management; or a related field. A Masters degree is preferred. Requires several years of progressively responsible senior executive hospital and/or healthcare experience with demonstrated success in strategic planning, financial and program analysis, budget preparation and administration, labor relations and operations management. Please send resumes by 7/31/90 to Norman Roberts & Associates, Inc., ATTN: Robert Neher, V.P., 12424 Wilshire Blvd., #850, Los Angeles, CA 90025-1042. AA/EEO Employer.

JTPA ACCOUNTANT — SARASOTA AND MANATEE COUNTIES, FLA.: The Manasota Industry Council, the Private Industry Council which administers Job Training Partnership Act (JTPA) funds for Sarasota and Manatee counties, Florida, seeks an accountant to establish and run an in-house financial system headquartered in Sarasota. Highly responsible, professional, administrative and technical management work involving the accountability of funds received under the JTPA and the dispensing, auditing,

and planning of such funds. Bachelor's degree in Accounting or Finance plus five years of responsible non-profit or fund accounting experience required. Knowledge of or ability to learn quickly all JTPA financial rules, regulations, reporting requirements, etc. necessary. Entry salary of \$25,000 plus comprehensive benefits. Application deadline open until suitable candidate found. Affirmative Action and Equal Opportunity employer. Send resume to Alice J. Cobb, Executive Director, Manasota Industry Council, Inc., 2831 Ringling Blvd., Suite F-121, Sarasota, FL 34237.

COUNTY LIBRARIAN — ORANGE COUNTY, CALIF.: The County of Orange is seeking a dynamic individual to direct the operations of the Orange County Public Library. Reporting to the Director of the General Services Agency, this highly visible executive management position is responsible for providing library services to a population of over two million Orange County residents. With a combined operating/capital projects budget of \$26 million, the system employs a staff of 368 at 27 branch libraries. Plans to build seven additional branches in the next decade are underway. Other responsibilities include public relations, cost containment, budgeting and personnel/facilities/equipment needs forecasts. Qualified applicants will have a graduate degree in Library Science plus considerable experience demonstrating thorough knowledge of

the principles/practices necessary to develop and direct a comprehensive public library system. This position offers an excellent benefit package which includes a transportation allowance, medical, dental, life and salary continuance insurance, and an optional benefit plan. For further information, call Yvonne Miller at (714) 834-5262. Candidates considered having the qualifications necessary for the position may be offered the option of being interviewed at a large city located close to their residence. To apply, call or write for a mailed application package. (714) 834-2844, COUNTY OF ORANGE, Personnel Department, 10 Civic Center Plaza, Santa Ana, CA 92701. Affirmative Action Employer M/F.

DIRECTOR, ALTERNATE PUBLIC DEFENDERS DEPARTMENT — SAN DIEGO COUNTY, CALIF.: The County of San Diego is seeking a criminal defense attorney with executive-level skills to direct services in a new department being established as part of reorganization plans to expand the County's public defense system. The existing system includes the Public Defender directing a staff of 315 (185 staff attorneys) and the Director, Alternate Defense Counsel with a staff of 12 administering contractual agreements with private bar attorneys. The new department will employ 25 staff attorneys providing legal services and representation to eligible defendants charged with offenses

triable in Superior or Municipal Court. Mental health conservatorship, guardianship cases and juvenile court matters are also referred from the courts. Approximately 2,600 criminal cases and 2,800 juvenile dependency cases will be referred. The recruitment period closes July 25, 1990. For resume submittal forms and recruitment brochure detailing the position, employment process, benefits and background desired, please contact the County Department of Human Resources, 1600 Pacific Highway - Room 207, San Diego, CA 92101: (619) 236-2191 or 531-5139. \$75,462-\$124,550 annually.

ENGINEER — CHASE COUNTY, KAN.: Chase County is accepting applications until August 1, 1990, for a licensed professional engineer. Applicants must be experienced and qualified in road and bridge design, maintenance, repair and construction, and administration. Salary is open. Send resume of job experience and references to: Chase County Commissioners, % Chase County Clerk, Cottonwood Falls, KS 66845, Attention: William Yeager, Chairman.

EXECUTIVE DIRECTOR, DEPARTMENT OF COMMUNITY CORRECTIONS — MULTNOMAH COUNTY, PORTLAND, ORE.: \$51,594-\$67,129 annually; this is an executive management position reporting directly to the Chair of the County

Commission and will be responsible for administrative coordination of the components of the County's Community Corrections system; plans, directs and supervises Department activities including Probation Services, Contract Services, Medical Examiner, Women's Transition Services, Alternative Community Services, Family Services and Administration and Planning; maintains effective relationships with elected officials and the legislature; and coordinates activities with other County departments, business and community leaders, and outside agencies; requires five years of increasingly responsible Community Corrections experience and a degree in Justice Administration or a related field; apply by July 20, 1990. WHERE TO APPLY: Multnomah County Employee Services, Room 1430, 1120 SW Fifth Avenue, Portland, OR 97204, (503) 248-5015. Multnomah County is an Equal Opportunity Employer offering an excellent benefit package.

DEPUTY DIRECTOR OF SOCIAL SERVICES PROGRAM ADMINISTRATION — RICHMOND, VA.: The City of Richmond is currently seeking qualified candidates for the position of Deputy Director of Program Administration within the department of Social Services. The successful candidate will plan and direct a staff of employees responsible for social

See **JOB MARKET**, next page

Effective Employment Programs for AFDC Recipients. are available for \$10. Contact the Center on Budget and Policy Priorities, 777 North Capitol St., NE, Suite 705, Washington, D.C. 20002.

■ Copies of "The Condition of Education," a report submitted to Congress by the Department of Education's National Center for Education Statistics, are now available to the public.

The two-volume publication is the Department's annual statistical report on the country's education system. Volume I (#065-000-00396-1) presents data on elementary and secondary education, and Volume II (#065-000-00397-0) presents post-

secondary education statistics.

The cost is \$9 for Volume I and \$9.50 for Volume II. To order, contact the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, 202/783-3238.

■ The National Lighting Bureau's newest publications directory is now available free of charge. Two of the newest titles are "Lighting for Safety and Security" and "The NLB Guide to Office Lighting and Productivity."

For a free directory, contact the National Lighting Bureau, 2101 L St., NW, Suite 300, Washington, D.C. 20037, 202/457-8437.

MISCELLANEOUS

■ Public Technology, Inc.

News from from page 28

hospitals, thus relieving counties of the administrative burden of dispensing these funds. In addition, hospitals would receive the funds in a more timely fashion than that which the current law allows.

MONTANA

• The Montana State Association of Counties (MAC) broke with tradition at its 81st Annual Conference last month in Flathead County.

Conference planners threw away the standard NACo steering committees reports in favor of relaxed, informal roundtable meetings with Montana's representatives on the national committees.

"We were finding that many folks were not specifically aware of national issues and their impact at the local level," said Beverly Gibson, assistant director of MAC. "The almost one-on-one round table format gave our members an opportunity to learn than they could have by listening to a report."

The planners set aside one hour for the roundtables following an afternoon general session. There was no formal agenda and conference attendees were free to come and go as they pleased. According to Gibson, the conference was one of the most successful programs the association has ever held.

WASHINGTON

The State Legislature has approved a \$100 million aid package for counties and cities to fight crime.

The major components of the new bill include quarterly distributions of fixed percentages of the motor vehicle excise tax to counties and cities; a one-time cash distribution totaling about \$55 million; and a voter-approved local option sales tax of one-tenth of one percent in the state's largest counties (KING, PIERCE, SNOHOMISH, THURSTON, CLARK and SPOKANE), which could generate up to \$35 million each year.

Training symposium on implementing the Family Support Act scheduled for September

The Consortium on Implementing the Family Support Act will offer a training symposium in Los Angeles, Calif., Sept. 10-12. NACo is a founding member of the Consortium, which includes the American Public Welfare Association, the Council of Chief State, School Officers, and the National Governors' Association (NGA).

The symposium will offer in-depth training on assessment, child care, health services, client motivation, marketing and services for teen parents. Attendees can sign up for either three days of training in one area or one and one-half days of training in two areas.

Registration will only be accepted in advance and closes Aug. 17. No on-site registrations will be taken. The cost is \$125 for one and one-half days, \$200 for 3 days. Contact Marilou Fallis at NACo, 202/393-6226, for more program information or a copy of the brochure. Registration information is available from Linda Burnett, conference assistant, NGA, 202/624-5300.

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(PTI) is seeking entries for its 1990 Technology Achievement Awards Program. This award recognizes communities whose programs cut costs and improve the effectiveness of public service to citizens. Awards will be given in 14 local government categories.

The Public Enterprise Award, a new award in this year's program, will honor one community that has developed a new or expanded source of revenue, or found innovative ways to fund public services.

Winning projects and top entries, will be published in PTI's

1990-91 edition of "Solutions for Technology-Sharing Networks." Full descriptions of the winning entries will also be available on the Local Exchange data base.

The deadline for submitting entries is Aug. 15. For more information and an instruction kit, contact PTI's Ted Shogry at 202/626-2435, Lydia Manchester at 202/626-2464 or Yvonne Hill at 202/626-2467.

■ Nominations are being sought by Keep America Beautiful, Inc. for its Fourth Annual National Recycling Awards Program. To

qualify, programs should be innovative, adaptable and educational. They should also show measurable results in ways such as cost-avoidance, community participation and attitude change.

All nominations must be received by Aug. 31. Winners will be announced at the National Awards Luncheon, Dec. 7 in Washington, D.C.

For more information and a nomination form, contact Keep America Beautiful, Inc., Mill River Plaza, 9 West Broad St., Stamford, CT 06902, 203/323-8987.

Job market from page 29

services program delivery; designs the administration system through which social services programs are administered; develops the annual program budget and monitors budgets execution during the year and recommends modifications as permitted by policy to insure the programs operate according to the budget plans. Requires completion of the core curriculum for a Baccalaureate level major in Social Work, Psychology or a related field and five years experience in the administration of Social programs including three years in a management or administrative capacity. Excellent fringe benefits and a salary that is negotiable within range (\$46,956-

\$66,378 annually). Must establish city residency within six months of initial appointment. Please submit a city application by August 10, 1990 to:

Department of Human Resources & Employee Relations, 900 E. Broad St., Room 113, Richmond, Va. 23219, (804) 780-5886/4913. EOE/AA.



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HUNTER from page 6

appointed a task force chaired by second Vice President Kaye Braaten which is working with the staff in establishing relationships with major universities and in setting up "test information centers" in several states.

Carrying this project to its successful conclusion will require a major commitment from both the NACo leadership, its member counties and state associations.

3) County visibility

NACo also has initiated new efforts to strengthen the counties' visibility at the national, state and local levels. President Ann Klinger has visited with the news media across the nation, and a major effort is underway to produce a video that counties can use for local presentations to explain the basic role and structure of county government. I would recommend that we further enhance these efforts through a standing Committee on County Visibility. This committee could more effectively coordinate the news media and general public efforts already underway and suggest new ways to highlight the counties as major partners in the intergovernmental system.

4) Forging new coalitions

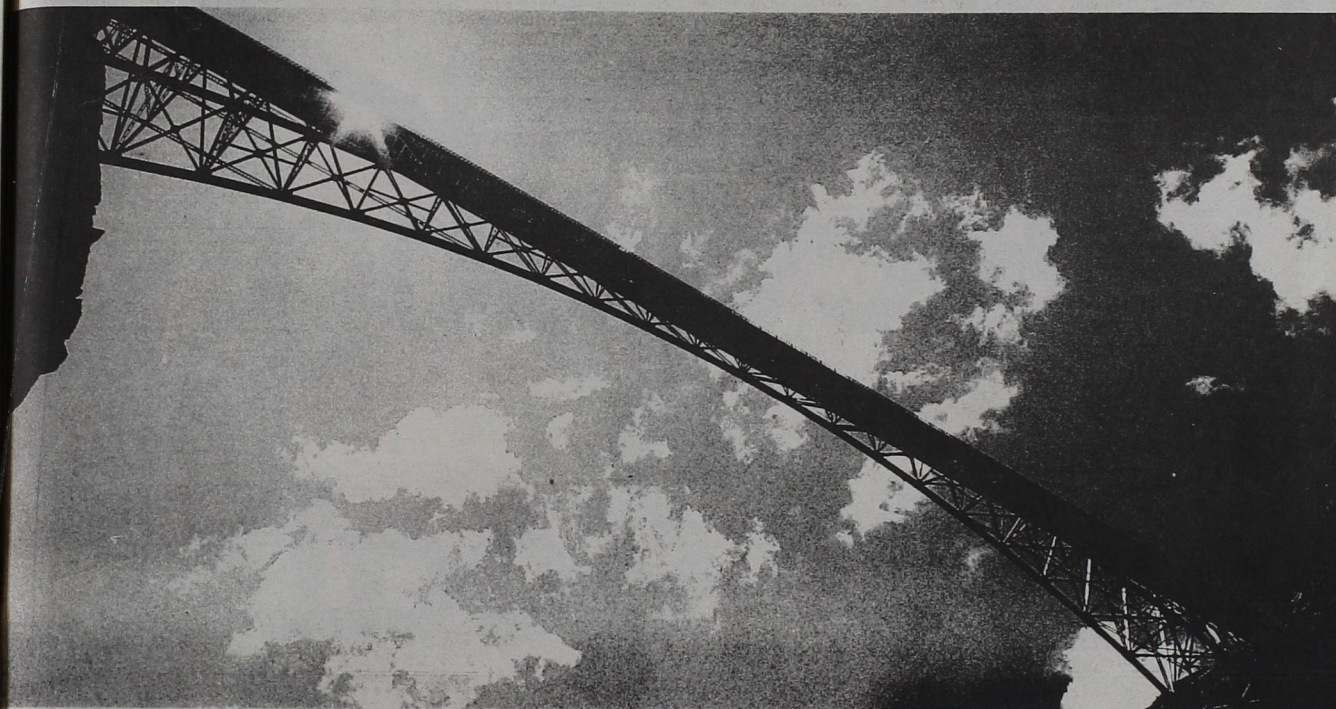
Over the past few years, NACo has begun to take the initiative on many major issues, including welfare reform legislation and pending legislation to clearly authorize counties and state governments to collect sales taxes on sales made to out-of-state buyers. NACo must be encouraged to strengthen this ability and to increase our cooperation with related organizations to accomplish established goals.

Given the common interests with such groups as the National League of Cities, the American Public Works Association, the American Public Welfare Association and the National Governors' Association, there should be many opportunities for strong, vocal coalitions.

Concluding remarks

I welcome your comments concerning the issues I have raised and any suggestions you have for additional issues. I appreciate your consideration when making your decision about the NACo third vice presidency.

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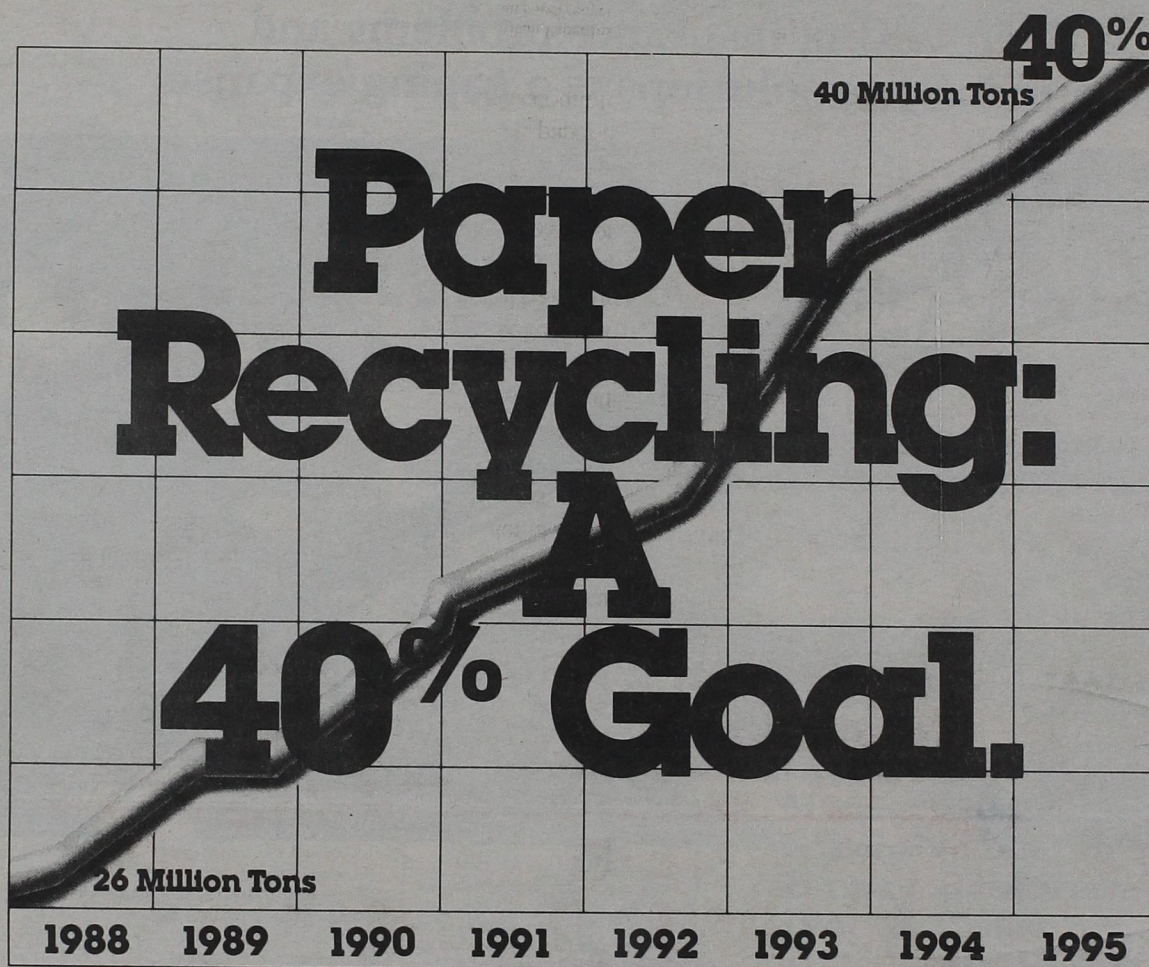
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cent of *all* post-consumer material recovered for recycling. And that includes glass, aluminum, plastics and steel.

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This message has been sponsored by The American Paper Institute, Inc., the national trade association of the U.S. pulp, paper and paperboard industry. For more information about paper recycling and other effective approaches to solid waste management, write API at 1250 Connecticut Avenue, NW, Suite 210, Washington, DC 20036 or call (202) 463-2420.

NACo 55th Annual Conference

ISSUES UPDATE

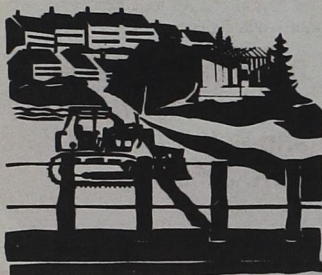
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Community and Economic Development



Staff Contact:
Haron Battle

1991 Appropriations (Department of Housing and Urban Development)

Issue: The House Appropriations Subcommittee for VA (Veterans Administration), HUD (Housing and Urban Development) and Independent Agencies has reported out its proposed funding bill which increases HUD appropriations in FY91. A substantial portion of this increase, \$7.7 billion, is earmarked to renew expiring Section 8 rental assistance contracts. In addition, the subcommittee raised the assisted housing account by \$3.7 billion. This is consistent with the \$3 billion in new money that is assumed in the House passed budget resolution. No funds were reserved in the appropriations bill for new initiatives.

The appropriations bill expands Section 202 housing for the elderly and handicapped, increases public and Native American housing construction, and raises both public housing modernization funds and operating subsidies.

The subcommittee recommended an increase in the Community Development Block Grant (CDBG) program from \$2.9 billion in FY90 to \$3 billion in FY91. This is \$200 million less than the level assumed in the House passed budget resolution and \$163 million more than the president's FY91 budget proposal. The subcommittee increased rental rehabilitation grants from \$128 million in FY90 to \$135 million.

The appropriations bill caps the Section 108 loan guarantee program at \$140 million. The authorization bill awaiting House floor action would increase the available credit to \$300 million.

Additional funding is allotted for the shelter provisions in the McKinney Act for Homeless Assistance. This includes a \$2 million increase in the Emergency Shelter Grants Program to \$75 million, \$23 million more for the Supportive Housing Demonstration Program to \$150 million, a \$27 million increase for the Section 8 Single Room Occupancy Program to \$100 million, and an additional \$4.2 million for Supplemental Assistance for the Homeless.

Status: The full House Appropriations Committee is expected to mark up the HUD appropriations bill prior to the July 4 recess. The Senate committee has not scheduled action on HUD appropriations.

NACo Policy: NACo supports a \$4 billion appropriation for CDBG, \$3 billion for a new housing initiative, and full funding for McKinney homeless assistance. NACo also supports raising the credit for the Section 108 loan guarantee program.

National Affordable Housing Act (S. 566)

Issue: This bipartisan legislation which is co-sponsored by Senators Alan Cranston (D-Calif.), chairman of the Senate Housing and Urban Affairs Subcommittee, and Alfonse M. D'Amato (R-N.Y.), the subcommittee's ranking minority member, would authorize a new housing delivery system that builds upon the capacity of state and local governments to design affordable housing programs.

The centerpiece of S. 566 is the Housing Opportunity Partnerships (HOP) Program, in which a housing trust fund would be established for each entitlement jurisdiction and state to improve rental and homeownership affordability. Jurisdictions would have to give preference to rehabilitation over new construction in deciding how HOP funds are used.

The bill would authorize HOP at \$2 billion in FY91, \$2.5 billion in FY92, and \$3 billion in FY93. Eighty percent of the funds would be allocated by formula, with 60 percent of entitlement funds distributed to urban counties and cities, and 40 percent to the states. Localities qualifying for \$2 million would receive funds directly.

The remaining 20 percent of HOP funds would be awarded through national competition.

S. 566 would convert McKinney homeless assistance into a block grant. Eighty percent of the funds would be distributed by formula with 70 percent allocated to urban counties and metropolitan cities, and the remaining 30 percent to the states. Twenty percent of McKinney funds would be awarded through national competition.

The Senate bill reauthorizes the CDBG program at \$3.03 billion in FY91, \$3.15 in FY92, and \$3.28 in FY93. The Senate will debate an amendment to change the CDBG distribution formula.

Status: The Senate is debating S. 566 as of this writing.

NACo Policy: NACo supports the framework of the HOP program and urges a \$3 billion authorization level. However, NACo policy calls for allocating 70 percent of HOP funds to urban counties and metropolitan cities, and 30 percent to the states. NACo supports converting McKinney homeless assistance into a block grant. NACo advocates reauthorization of the CDBG program in its present form at \$4 billion.

The Housing and Community Development Act of 1990 (H.R. 1180)

Issue: H.R. 1180, sponsored by Representative Henry B. Gonzalez (D-Texas), chairman of both the House Banking Committee and its Housing Subcommittee, would increase authorization levels for existing housing and community development programs and create some new initiatives.

This bill would establish the National Housing Trust to assist qualified first-time homebuyers by subsidizing interest rates down to six percent, and providing downpayment assistance. It would authorize revolving loan funds that could be used by for-profit and non-profit developers, and public housing agencies to construct, acquire or substantially rehabilitate rental housing.

In a separate title, H.R. 1180 contains a new Community Housing Partnership Act to support low- and moderate-income housing production by non-profit developers. The bulk of partnership funds would be allocated by formula to state and local governments for redistribution to non-profit housing sponsors.

Both H.R. 1180 and the Senate authorization bill, S. 566, incorporate aspects of the administration's housing plan, Homeownership and Opportunity for People Everywhere (HOPE). They contain separate sections governing homeownership of public and Native American housing, multi-family properties owned or held by HUD, and single-family homes.

In addition, the bills adopt the administration's HOPE for Elderly Independence as a five-year demonstration program to enable frail elderly persons to live independently by linking housing assistance and supportive services.

H.R. 1180 would reauthorize the CDBG program at \$2.9 billion in FY90 and \$3.2 billion in FY91. The bill increases the required targeting of CDBG to benefit low- and moderate-income persons from 60 to 75 percent. It would require CDBG grantees to prioritize their community development needs, describe activities to address identified needs and project the results.

The House Banking, Finance and Urban Affairs Committee rejected an amendment which would have converted homeless assistance into a block grant.

Status: H.R. 1180 is pending debate on the House floor.

NACo Policy: NACo has no policy on the new initiatives in H.R. 1180. However, NACo prefers a delivery system which gives local governments flexibility to design affordable housing programs. NACo policy cautions that an inordinate amount of federal resources should not be diverted into HOPE programs at the expense of housing production programs.

Enterprise Zone Improvements Act of 1989 (H.R. 6, S. 58)

Issue: H.R. 6 and S. 58 would strengthen the Federal Enterprise Zone Program in following ways:

- provide tax credits to employers for employment-related expenses, to employers for certain wages and to investors for the cost of enterprise zone property used in construction;
- defer capital gains tax on the sale of property in the zone if the proceeds are reinvested in other zone property;
- lift the 40-year depreciation requirement for residential rental property or newly constructed zone property financed with tax-exempt bonds and used for a business; and
- lift restrictions for small-issue industrial development bonds used to finance facilities.

Status: The House Committee on Ways and Means has completed hearings on H.R. 6.

NACo Policy: NACo supports enterprise zones as a supplement to, but not substitute for, other federal development programs. Zones should be equitably designed throughout the nation, and in rural as well as urban counties. The selection process should assure local control and should not be contingent upon the willingness of local governments to match federal incentives through local tax abatement.

Enterprise Zone Jobs Creation Act of 1990 H.R. 4993

Issue: Representative Charles Rangel (D-N.Y.) introduced, on behalf of the administration, another enterprise zone bill which would designate 50 zones over a five-year period. One-third of the designated zones would be in rural areas. H.R. 4993 would provide refundable tax credits for low-income employees up to \$525 annually; for capital gains for tangible assets held by businesses within enterprise zones for two years; and allow individuals purchasing stock in zone businesses to expense purchases up to \$50,000 annually with a lifetime cap of \$250,000.

Status: H.R. 4993 has been referred to the House Ways and Means Committee, Banking, Finance and Urban Affairs Committee, and the Judiciary Committee.

NACo Policy: NACo has no position on this particular approach to enterprise zones.

Public Works and Economic Development Act Amendments of 1989 (H.R. 2015)

Issue: H.R. 2015 would reauthorize the Economic Development Administration (EDA) and the Appalachian Regional Commission (ARC) through FY92. The bill

See next page

ISSUES UPDATE

level for EDA would be \$250 million annually for new construction and improvement of public facilities, revolving loan funds for small businesses and employee stock ownership organizations; grants to commercial development organizations to help small businesses by reducing interest rates for economic development; and grants for economic development and strategic planning. The bill would authorize \$144 million annually for ARC highway programs and \$37.5 million for non-highway programs.

Status: The House has adopted H.R. 2015. The Senate has not begun work on EDA reauthorization legislation.

NACo Policy: NACo supports reauthorization of EDA and ARC.

Low-Income Housing Tax Credit Act of 1989 (S. 980, H.R. 2319)

Issue: Authority for low-income housing tax credits has been extended through Dec. 31, 1990. Last year, the \$1.25 per capita allocation to each state was reduced to \$0.9375 per capita. The following substantive changes also were made:

- allows up to the full nine percent credit when used in conjunction with CDBG funds;
- permits a one-year carry forward of unused credit authority; if unused thereafter, it is placed in a national pool for reallocation;
- requires states to consult with the chief executive of the locality in which a project is located before allocating credits and allows a reasonable opportunity for comment;
- prohibits use of the credit with Section 8 Moderate Rehabilitation Program; and
- extends the low-income occupancy restrictions from 15 to 30 years.

If a project owner is unable to transfer the property at the end of the initial 15-year compliance period, the allocating agency is allowed one year to find an eligible buyer at a price based on indebtedness and investor equity contributions. If no buyer is found, the project may convert to market rate use, with existing low-income tenants grandfathered for three years.

The changes also:

- permit a higher credit in HUD-defined high-cost areas;
- provide that no credit may be taken for acquisition unless substantial rehabilitation is undertaken;
- eliminate the \$250,000 investor income cap;
- reduce from 70 percent to 50 percent the amount of a project's financing via tax-exempt bonds in order to qualify for the four percent credit without needing a state credit allocation;
- expand the credit's availability to transitional housing for the homeless including the portion of a building used for supportive services. SROs with month-to-month leases are made eligible;
- require state formulation of an allocation plan containing selection criteria which gives highest priority to those projects serving the lowest-income persons for the longest period of time and with the lowest percentage of intermediary costs; and
- require that a project be allocated only as much credit as necessary to insure project

financial feasibility.

Status: As of this writing, S. 980 has 77 co-sponsors and H.R. 2319 has 188 co-sponsors. Efforts are underway to permanently extend low-income housing tax credits and allow full nine percent credit when used in conjunction with tax-exempt bonds. This legislation will be considered in whatever bill implements the budget summit agreement.

NACo Policy: NACo supports extension of low-income housing tax credits and removal of the penalty when tax credits are used with other assistance.

Extension of the Mortgage Revenue Bond and Mortgage Credit Certificate Programs (S. 355, H.R. 1200)

Issue: The Mortgage Revenue Bond (MRB) and Mortgage Credit Certificate (MCC) programs have been extended through September 30, 1990. The original versions of S. 355 and H.R. 1200 would have extended these programs for three years.

Status: As of this writing, S. 355 has 88 co-sponsors and H.R. 1200 has 366 co-sponsors. Efforts are underway to permanently extend these programs. This legislation will be considered in whatever bill implements the budget summit agreement.

NACo Policy: NACo supports extension of MRB's and MCC's.

Employment



Staff Contact:
Larry Jones

Job Training Partnership Act (JTPA) Amendments (S. 543, H.R. 2039)

Issue: Both bills would change the distribution formula, client eligibility criteria and procurement under the Job Training Partnership Act. The proposed changes aim to

expand and improve job training services for the most severely disadvantaged residents (i.e. school dropouts, individuals deficient in reading and math skills, long-term welfare clients, for example). These changes would drive up the training cost and force service delivery areas to cut client service levels if additional funds are not made available. While both houses of Congress and the administration have requested additional funds in the 1991 budget, it is unlikely that these funds will be appropriated if authorizing legislation is not enacted soon.

Status: Disagreement over the distribution formula has stalled action on the Senate bill, S. 543. Unless a compromise can be reached between Senator Paul Simon (D-Ill.), the primary sponsor of the bill, and those senators whose states stand to lose funds as a result of the proposed change, the Senate may not be able to pass legislation this year. The House Education and Labor Committee is scheduled to mark up H.R. 2039 on July 11. The chairman, Representative Augustus F. Hawkins (D-Calif.) has expressed intentions to complete legislation before the end of the session.

NACo Policy: NACo's overriding concerns revolve around maintaining flexibility to address local needs and obtaining adequate funds to support, at the very least, current client service levels. Local flexibility must be maintained not only in determining eligibility requirements for those who are most in need in a given locality but also in designing programs to address the unique needs of local clients and employers.

NACo opposes the elimination and the imposition of unnecessary restrictions on fixed-unit-price performance-based contracting. While NACo supports increasing services to the most needy, Congress must be persuaded to increase JTPA funds to offset the additional costs associated with training such clients.

Workforce 2000 JTPA Amendments (H.R. 3266)

Issue: H.R. 3266 would tighten procurement standards for contracting by increasing recordkeeping and reporting requirements. This would restrict the flexibility local areas now have to enter fixed-unit-price, performance-based contracting. It would also create a one percent set-aside for child care services, and establish a new Division of Indian and Native American Programs in the Department of Labor and a new Juvenile Offender Demonstration Project.

Status: The House Employment Opportunities Subcommittee held hearings on March 7. Since that time, the subcommittee staff has been negotiating with full committee staff in hopes of reaching a compromise bill that would incorporate much of the language from H.R. 3066 into H.R. 2039. If a compromise can be reached, the subcommittee would probably not take any further action on H.R. 3066. If not, the subcommittee may mark up both bills separately the last week of June.

NACo Policy: Current policy supports

the Department of Labor's March policy letter that addresses problems identified in the procurement systems and allows the continuation of fixed-unit-price, performance-based contracting. Current policy also opposes set-asides and creation of additional demonstration programs that would reduce the amount of funds available to local service delivery areas and duplicate existing services.

Displaced Homemakers Employment Training and Self-Sufficiency Act (H.R. 3069)

Issue: This bill would amend JTPA to establish a separate program to provide job training assistance to displaced homemakers. It would require the governor of each state to designate an administrator and advisory council. The administrator would be authorized to select service providers in local areas.

Status: Hearings on the bill were held on March 7 before the Employment Opportunities Subcommittee. Subcommittee action is possible later this summer, however further action is uncertain at this time.

NACo Policy: Opposes set-asides and new programs that would establish a dual job training delivery system.

Targeted Jobs Tax Credit Extension (H.R. 2098, S. 720)

Issue: The program is scheduled to expire on Sept. 30, 1990. Last year, 23- and 24-year-olds were eliminated from the list of youths eligible for participating in the youth portion of the program. The proposed amendments would extend the program for three years and restore eligibility for 23- and 24-year-olds in the youth portion. Under this program, employers are given tax credits for hiring economically disadvantaged and other eligible individuals.

Status: A majority of members in both houses of Congress have signed on as co-sponsors of the pending legislation and there is a good chance that the legislation will be included in a budget reconciliation bill later this summer.

NACo Policy: While NACo does not have a position on the bill, it has been supportive of extensions in the past.

Applied Technology Education Amendments of 1989 (H.R. 7, S. 1109)

Issue: The House bill would create a new single Human Investment Council to replace state councils for the Job Training Partnership Act, vocational education, adult

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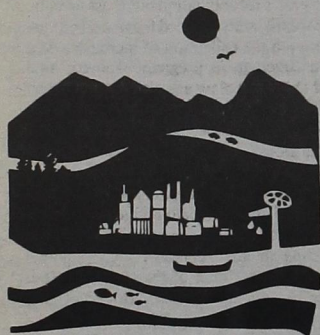
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and basic education, vocational rehabilitation and the Job Opportunities and Basic Skills Program, the new job training program for welfare clients. The legislation would extend the program for five years and increase the authorization of funds to \$1.5 billion.

Status: The House bill passed on May 9, 1989 by a vote of 403 to 2. The Senate approved S. 1109 on April 5, 1990. A House and Senate Conference Committee is expected to work out the difference between their bills and adopt a final compromise soon.

NACo Policy: While NACo supports the single council concept, states should have the option of replacing the councils mentioned above. The administrative cost of the single council should be shared proportionately among the several programs.

Environment, Energy and Land Use



Staff Contact:
Barbara Paley

Clean Air Act Reauthorization (S. 1630)

Issue: After ten years of failed attempts to rewrite the clean air program, the White House and Congress finally got serious and spent the past year hammering out clean air reauthorization bills. Each house passed a detailed and complex 700+ page measure. Although the legislation passed by the House and Senate are similar in goals and structure, there are many specific and important differences that must be reconciled.

Both bills set deadlines (ranging from three to 20 years) and control requirements for ozone or carbon monoxide non-attainment areas that vary according to the severity of the pollution problem. They also require that non-attainment areas make specified percentage reductions in emissions to demonstrate steady progress toward attainment. Both also impose varying degrees of mobile source controls (including tighter auto tail-

pipe standards, the use of cleaner gasoline, and clean-fueled vehicles), and mandate additional Environmental Protection Agency (EPA) national controls.

Neither bill would impose sanctions for failure to attain, although sanctions would be available to EPA for failure to plan or to implement a plan. In addition, the two versions of S. 1630 require a 50 percent cut in sulfur dioxide by the year 2000 in order to control; acid rain control, require installation of "best available technology" by 2000 to control sources of 200 toxic air pollutants; and phase out the production of chemicals that contribute to the depletion of the stratospheric ozone layer.

Status: Both the House and Senate have passed their versions of S. 1630. Senate conferees have been appointed, and the House is expected to follow suit very shortly. Although the measures are similar in many aspects, the volume and complexity of the legislation point to a long and possibly difficult House/Senate Conference. It is unlikely that a final bill will reach the president's desk until just before final adjournment.

NACo Policy: NACo supports most of the provisions in both bills. We support control measures and attainment deadlines tied to the severity of the problem; sanctions only for failing to submit or implement an attainment plan; and effective mobile source controls. We believe that the non-attainment program in the House bill is stronger and better than the Senate version.

Resource Conservation Recovery Act (RCRA) (H.R. 3735, S. 1112, S. 1113)

Issue: RCRA is the basic framework legislation which regulates the disposal of hazardous and non-hazardous solid waste. The Act expired on Sept. 30, 1988, but the programs under its jurisdiction have been funded through the current fiscal year.

The 1984 RCRA reauthorization concentrated primarily on Subtitle C which deals with hazardous waste. Legislation being considered in this Congress focuses more on Subtitle D, which regulates non-hazardous wastes such as ordinary household and commercial trash. S. 1113 emphasizes the establishment of statewide comprehensive solid waste management plans, the promulgation of tough new EPA regulations for incinerator emissions, ash disposal, infectious and medical waste. It also establishes recycling and waste reduction goals for states to meet starting in 1993.

S. 1112 sets similar recycling and waste reduction goals, and it prevents the permitting of any waste-to-energy plant unless the community is engaged in recycling to the maximum extent.

Status: The House and Senate subcommittees held hearings on their respective RCRA bills. However, the committee chairmen on both sides of the Capitol have announced that there will be no further action on RCRA in the Congress.

NACo Policy: NACo supports a reau-

thorization of the RCRA legislation which facilitates the development of integrated solid waste management strategies on the part of local governments. NACo supports the development of a national materials use policy. NACo's priorities are first, waste reduction and recycling; second, resource recovery; and third, landfills meeting uniform standards. NACo believes that counties must be involved in the development of statewide solid waste plans. NACo believes that local governments must have flexibility in the development and implementation of those plans and should be allowed to make their own determinations about how much recycling is feasible.

NACo supports the promulgation of reasonable federal standards for control of air emissions and the disposal of ash residue, but opposes overregulation that is neither necessary nor cost effective.

1991 Appropriations (The Water Quality Act of 1987)

Issue: Although the law provides \$2.4 billion for FY91 in federal funds to states and local governments for construction of sewage treatment plants, the Bush administration submitted a budget request for \$1.6 billion.

Status: The VA, and HUD Independent Agencies Subcommittee of the House Appropriations Committee has approved a 1991 appropriation of \$2 billion for the State Revolving Loan Funds which will succeed the Construction Grants Program in FY91. The Senate Subcommittee has not acted as yet.

NACo Policy: NACo supports an appropriation for the full authorized amount of \$2.4 billion.

Coastal Zone Management Act (H.R. 4030, H.R. 4450)

Issue: This program was reauthorized for five years — FY86 through FY89 — during the 99th Congress. In return for the five-year authorization, the supporters of the legislation agreed to an increase in the states' matching share by 10 percent a year, from the present 20 percent, to an eventual 50 percent. The president's budget requested no funding for these programs.

Status: H.R. 4030, a bill to reauthorize the Coastal Zone Management Act, was introduced in February by the chairman of the Merchant Marine and Fisheries Committee. Hearings were held in March and the bill was marked up by the full committee in April. The Committee decided to report out H.R. 4450 — a simple reauthorization bill — to avoid sequential referrals. It is tentatively scheduled for House consideration during the week of July 9. It is expected that H.R. 4030 will be substituted for H.R. 4450. A draft bill is presently circulating among senators, but no specific legislation has been introduced as yet.

NACo Policy: NACo supports the na-

tional coastal zone program and supports funding for the full \$37 million authorized. Opposes the reprogramming of the 1989 appropriation. NACo also supports the reauthorization of the program.

The American Heritage Trust Act (H.R. 876, S. 370)

Issue: The legislation would establish the American Heritage Trust to be comprised of the existing Land and Water Conservation Fund and the Historic Preservation Fund. The funding for these programs would continue to come from offshore oil and gas revenues, but the money would go into interest-bearing trust accounts. This approach was recommended by the president's Commission on Americans Outdoors.

Status: The House Interior and Insular Affairs Committee has reported the bill out. The Senate Energy and Natural Resources Committee Subcommittee's on Public Lands, National Parks and Forests has held hearings on its version of the bill. There has been no further action, nor is any likely during the remainder of this Congress.

NACo Policy: NACo supports the concept of the American Heritage Trust only if it contains among other things, a series of provisions limiting the ability of the federal government to purchase additional land in counties with more than 50 percent public land ownership. NACo supports requiring the approval of the affected county; compensating it for the loss of additional tax bases, a result of further federal acquisition; and prohibiting the grant of federal funds to private, non-profit organizations for land acquisition without county approval.

Health



Staff Contact:
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AIDS (H.R. 4785, H.R. 4080, S. 2240)

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Issue: S. 2240, sponsored by Senators Edward Kennedy (D-Mass.) and Orrin Hatch (R-Utah), includes direct impact aid to the chief elected official of the 13 urban counties or cities with the highest incidence of AIDS. In language proposed by NACo and the U.S. Conference of Mayors, the money would initially go to the chief elected official with primary responsibility for public health. NACo has been very active in ensuring that local governments have a substantial role in the bill. The chief elected official will also appoint and serve on a planning council to distribute funds. Funding available under Title I could be used for a variety of services, including those provided by public hospitals, clinics, outpatient and ambulatory care.

Title II of the bill would provide funding to all states to develop local consortia of public and private health agencies to provide a continuum of care to HIV-infected individuals. A variety of services including home health, therapeutics, insurance coverage and early intervention services would be eligible for funding. If a state has one percent or more of the total AIDS cases nationwide, then 50 percent of the Title II money would go to consortia. The overall authorization level is \$300 million for each title.

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

H.R. 4785, the "AIDS Prevention Act of 1990," has an emergency relief provision similar to S. 2240. The bill has moved the deadline for metropolitan areas with 2,000 or more cumulative AIDS cases to June 30, 1990 to allow two additional counties to qualify: Broward County, Fla. and San Diego County, Calif. Also added was Jersey City, N.J., which has a per capita AIDS incidence greater than .0025. These areas were added to the 13 metropolitan areas which include: Atlanta, Boston, Chicago, Dallas, Houston, Los Angeles, Miami, New York, Newark, Philadelphia, San Francisco, San Juan and Washington, D.C. The provision is authorized at \$275 million.

The bill also authorizes \$400 million in state block grants to public and non-profit entities treating AIDS patients. States will be required to match \$1 for every \$5 in federal funds, rising to a 50/50 match in year 5. The funds would be available for testing and counseling, and drugs such as AZT.

Other separate authorizations include \$50 million for comprehensive care demonstration projects, \$30 million for grants to states to help pay for AZT and other drugs, and \$5 million to help state and local governments implement guidelines to shield emergency response workers from HIV.

Representative Henry Waxman's (D-Calif.) other AIDS bill, the "Medicaid AIDS and HIV Amendments of 1990" (H.R. 4080), uses a four-pronged approach, which includes allowing states to use Medicaid to pay for drugs, physicians' services, laboratory services and other outpatient care, for low-income persons with HIV. A second portion of H.R. 4080 requires states to increase Medicaid payments to hospitals serving disproportionate numbers of persons with AIDS. Third, the bill allows states to use Medicaid to pay premiums of income-eligible persons with HIV who have lost their jobs. Finally, the Waxman bill allows states to opt into coverage of Medicaid Home or Community-Based Care for children with

AIDS. A similar bill, S. 2536, has been introduced by Senator Daniel P. Moynihan (D-N.Y.).

Status: S. 2240 passed the Senate on May 16 by 95-4. H.R. 4785 passed the House on June 13 by 408-14. The House will attempt to fold H.R. 4080 into a reconciliation bill later this year. The bills, S. 2240 and H.R. 4785, await a Conference Committee as this section went to press on June 21. The conference is expected to be relatively easy. The White House, despite the overwhelming votes in both Houses, threatens to veto the bill because it is disease-specific. Members on Capitol Hill argue that the nation has responded to specific diseases (e.g., polio) in the past.

NACo Policy: NACo supported both S. 2240 and H.R. 4785, and is working both on appropriations and examining the differences in the bills before the Conference Committee convenes.

National Health Service Corps (NHSC) (S. 2617, H.R. 4487)

Issue: The Corps, essentially gutted under the Reagan administration, is being revitalized. The program places health professionals in rural areas and inner cities by providing scholarships for their education or funds to repay their education loans.

S. 2617, sponsored by Senator Edward Kennedy (D-Mass.), authorizes such sums as may be necessary for the scholarship and loan repayment program.

Ten percent of the amount appropriated will be set aside for non-physician health providers, including nurses and physician assistants. Priority will be given to schools and individuals specializing in primary care. The field program is authorized at \$65 million, with at least eight percent set aside for non-physicians. A variety of incentives are included to try to retain Corps personnel. The state loan repayment program is reauthorized, and funds are authorized to enable states to create offices of rural health.

The House bill is authored by Representative Bill Richardson (D-N.M.), with 79 co-sponsors. H.R. 4487 is similar to the Senate bill. The NHSC field program, and scholarship and loan repayments would receive such sums as may be necessary. A NACo-sponsored amendment making county health departments explicitly eligible for NHSC personnel has been accepted. At least 20 percent of funds for the scholarship and loan repayment program in 1991 would be set aside for scholarships. At least five percent of the funds shall go to non-physicians. The bill also provides funds for state offices of rural health and state-based loan repayment programs.

Status: S. 2617 passed the Senate Labor and Human Resources Committee by voice vote on May 16. H.R. 4487 passed the House Subcommittee on Health and the Environment on June 20. No floor action is scheduled, but the bills are expected to pass easily this year.

NACo Policy: NACo has been an

active participant in a coalition of health groups urging NHSC revitalization. NACo sent a letter to the House Appropriations Committee urging \$55 million for the field program and \$75 million for scholarships and loan repayments.

Tax-Exempt Status of Non-Profit Hospitals (H.R. 2207)

Issue: The Health Steering Committee is working closely with the Taxation and Finance Steering committee to urge the Congress to tie an indigent care, disproportionate share measure to a non-profit hospital's ability to raise tax exempt bonds in excess of the \$150 million volume cap applying to other 501 (c)(3) entities. (See Taxation and Finance Section.)

Health Objectives 2000 Act (S. 2056)

Issue: Senator Tom Harkin (D-Iowa), and 31 other senators, have introduced legislation to begin implementing the 1988 Institute of Medicine Future of Public Health report and provide funding to achieve the Year 2000 Health Objectives, which will be released this summer.

The legislation creates a National Health Objectives Advisory Committee, composed of nine members, including a representative from the National Association of County Health Officials.

The committee shall advise the Department of Health and Human Services (HHS) on the selection, revision, implementation and evaluation of national health priorities.

To receive funds, each state would submit to HHS a State Health Objectives Plan. The plan would include a specific set of not fewer than five objectives, including all the core priorities identified by HHS.

The state budget would identify the portion of funds to be used at the state and local government levels, and a description of the mechanisms the state will use to monitor and distribute funding to local health agencies. The bill authorizes a level of \$300 million in FY91, rising to \$400 million by FY95.

Status: The Senate Labor and Human Resources Committee will mark up S. 2056 on June 27. No mark-ups or hearings are scheduled in the House.

NACo Policy: NACo supports the concept of funding to improve the nation's public health infrastructure, but believes the language of the bill could be strengthened even further to ensure that local governments and their health departments are full partners with the state and federal governments in implementing the Year 2000 Health Objectives.

NACo also has concerns over the funding allotments per state which, rather than allocating funds on a state's pro rata share of the nation's population, has arbitrary population cut-offs to determine the amount of funding per state. NACo will work to strengthen the

local government language.

Medicaid Expansions (H.R. 3931, H.R. 3932, H.R. 3933, H.R. 3934, H.R. 3935)

Issue: In early February, Representative Henry Waxman (D-Calif.) and numerous co-sponsors reintroduced a package of Medicaid expansions which will again shape the debate on any possible additional coverage under the program. Included in the package of five bills are raising mandatory coverage of pregnant women and infants to 185 percent of poverty (H.R. 3931); phasing in all children up to age 18 at 100 percent of poverty (H.R. 3932); giving states the option to offer community care services to Medicaid-eligible frail elderly (H.R. 3933); giving states the option to offer community habilitation and support services to the Medicaid-eligible mentally retarded (H.R. 3934); and mandating states to offer hospice coverage to terminally ill Medicaid beneficiaries (H.R. 3935).

Status: As in previous years, these bills are expected to be offered as amendments to this year's reconciliation bill. Last year, most of the bills were dropped from the final package, with the exception of increasing Medicaid coverage to pregnant women, infants and children below age six with incomes up to 133 percent of poverty. The nation's governors are expected to oppose these new expansions.

Last summer they asked for a two-year moratorium on expansions because of their rapidly rising Medicaid budgets. They again expressed their concerns during their winter meeting in late February. This summer's incoming chairman of the National Governors' Association (NGA), Governor Booth Gardner (D-Wash.), will make health the Association's priority issue.

NACo Policy: NACo supports Medicaid expansions as one means of reducing larger indigent care costs, and has begun regular staff discussions with the NGA, the National Conference of State Legislatures and city groups to find common areas of agreement.

Catastrophic Illness Benefits Restoration (H.R. 3880)

Issue: After last year's overwhelming repeal of the Medicare Catastrophic Coverage Act, some members of Congress are moving to restore a few of the benefits. Sponsored by Representatives Fortney Stark (D-Calif.) and Willis Gradison (R-Ohio), who are chair and ranking minority members, respectively, of the House Ways and Means Health Subcommittee, along with 151 co-sponsors, the bill would restore mammography screening, expansion of home health and hospice services, and in-home respite care.

The bill covers biennial mammography screenings for women 65 years and older and periodic screenings for women beginning at

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age 35. Other provisions include up to 38 days per year of home health, up to 80 hours per year of respite care, and elimination of the 210-day benefit period for hospice services. To pay for the services, the Medicare Part B premium would increase by 80 cents per month in 1991.

Status: The House Energy and Commerce Subcommittee on Health marked up the bill on May 10. Because of the outcry over the comprehensive bill last year, passage of even this modest package is uncertain.

NACo Policy: NACo supported these provisions of the Catastrophic Illness legislation.

OBRA '87 Nursing Home Reform

Issue: Proposed regulations were issued this spring implementing the nurse aide training and pre-admission screening and annual resident review provisions of the 1987 Nursing Home Reform Act. Counties owning and operating health care facilities have been concerned about the potential costs and administrative burdens involved in implementing the requirements. Moreover, the regulations have consistently lagged behind the statutory compliance deadlines. The costs and responsibilities for nurse aide training is a concern to counties.

For Pre-Admission Screening and Annual Resident Review (PASARR), residents or applicants to nursing homes are required to be screened for mental illness or retardation. According to law, if a resident is diagnosed as MI/MR and has lived in a nursing home for less than 30 months, they are to be discharged if all they need is mental health services. There is great concern over the availability of other more appropriate residences.

Status: Comments on the proposed regulations were due May 22. The Health Care Financing Administration is expected to issue final regulations in a few months.

NACo Policy: NACo's response to the regulations included support for more flexibility on allowing facilities to provide in-house training for nurse aides and flexibility in the evaluation.

For PASARR, NACo opposed the loss of Medicaid which would result if a patient was not screened within seven days. NACo also called for flexibility in the requirement that psychiatrists be the only ones used to certify evaluations.

Rural Health Improvement Act (S. 2214, H.R. 4274)

Issue: Senator Bob Packwood (R-Ore.) has introduced an omnibus bill of rural health initiatives. The bill includes eliminating the Medicare urban-rural payment differential by Jan. 1, 1991, rather than 1995; revitalizing the National Health Service Corps; providing funds directly to county health departments for preventive and health education services; extending Medicare reimbursement to nurse

practitioners in rural areas; and providing tax incentives to physicians, nurse practitioners and physician assistants for the first five years of practice in a rural area. Representative Ron Wyden (D-Ore.) has introduced H.R. 4274 in the House.

Status: S. 2214 has one Democrat and 15 Republican co-sponsors. H.R. 4274 has 20 co-sponsors. Portions of the bill are expected to be attached to other pieces of legislation.

NACo Policy: Supports rural health initiatives, including many of those proposed in S. 2214 and H.R. 4274.

Drug Treatment

(See Justice and Public Safety Section.)

Measles Vaccine (P.L. 101-302)

Issue: In May, the Centers for Disease Control tallied 17,850 measles cases reported by state and local health departments in 1989: a 423 percent increase over the 3,411 cases in 1988. So far this year, there have been 82 outbreaks of measles in 25 states. The Urgent Supplemental (H.R. 4404) appropriated \$30.5 million, including \$7 million for outbreak control and \$23.5 million for second dose vaccines. An additional \$5 million will be reprogrammed from other immunization activities.

Status: The measles appropriations was signed into law (P.L. 101-302) on May 25.

NACo Policy: NACo adopted a resolution at the Legislative Conference supporting increased funds for measles vaccine. NACo is also participating in a coalition supporting the National Vaccine Program.

Medicaid Voluntary Contributions (H.R. 4181, S. 1878)

Issue: In February, the Health Care Financing Administration (HCFA) issued a proposed rule restricting the ability of state governments to raise revenues for Medicaid. The rule would bar federal matching for any state funds raised through the voluntary contributions of hospitals or taxes levied on health care providers. Senator Bob Graham (D-Fla.) and Representative Jim Cooper (D-Tenn.) have introduced S. 1878 and H.R. 4181, respectively, to allow contributions, but funds could not exceed 10 percent of a state's annual Medicaid spending. A number of states would be affected by a HCFA prohibition.

Status: No mark-ups have been scheduled. NACo expects the bills to be folded into a reconciliation package sometime this session.

NACo Policy: NACo is participating with a coalition of state and local governments, providers and the National Association of Public Hospitals to support the legislation. NACo wrote HCFA opposing the regulation by arguing it infringes on a state's

ability to raise revenues.

McKinney Homeless Act Amendments (H.R. 3789, S. 2600)

Issue: Homeless health care and treatment for mental illness require reauthorizations this year. Representative Bruce Vento (D-Minn.), and 111 co-sponsors, introduced in November 1989, a reauthorization bill which includes slight increases for the primary care and substance abuse program (\$69.5 million); mental health (\$36.75 million); and demonstration programs for the chronically mentally ill (\$12 million) and drug abusers (\$17.85 million). Senator Edward Kennedy (D-Mass.) has introduced S. 2600 providing services to chronically ill homeless persons, and mental health grants to homeless persons in group homes. For the chronically ill, \$100 million is authorized for a variety of services, including home health, meals, transportation and substance abuse treatment. The federal match is 80 percent. For the mentally ill, \$15 million is authorized for job training, substance abuse counseling and treatment, outpatient drug therapy, and case management.

Status: The House Energy and Commerce Health Subcommittee marked up H.R. 3789 on June 20. The Senate Labor and Human Resources Committee has scheduled a mark-up for S. 2600 on June 27.

NACo Policy: NACo supports health and mental health services for the homeless.

Human Services and Education



Staff Contact:
Michael L. Benjamin

Food Stamps (H.R. 3950, S. 2489, S. 2310, S. 2292)

Issue: The federal Food Stamp Act of 1977 is up for reauthorization this year. The Food Stamp Program is designed to improve the nutrition of low-income people by providing coupons to cover part or all of a household. In fact, the Food Stamp Program has become an income-support program rather than an agricultural surplus program. Its administration by the U.S. Department of Agriculture (USDA), separate from the Department of Health and Human Services (HHS), has resulted in a completely separate eligibility and budget determination process from the cash grant program. This adds to the complexity and error rates in the welfare departments where such determination is carried out, it has been estimated that the outstanding food stamp quality control sanctions resulting from these error rates is \$74 million (1982-1985).

In late February, a bipartisan package of reform in the Food Stamp Program was introduced by Representatives Leon E. Panetta (D-Calif.), Bill Emerson (R-Mo.), Charles Hatcher (D-Ga.) and Tony Hall (D-Ohio). The bill (H.R. 4110) is called the Mickey Leland Memorial Hunger Relief Act. The full House Agriculture Committee completed its work on the Mickey Leland Memorial Hunger Relief Act and the food stamp reauthorization, and folded into the omnibus farm bill (H.R. 3950), on June 14. The committee took no action to mandate cooperation with child support agencies by non-AFDC (Aid to Families With Dependent Children) food stamp households, a proposal the Bush administration announced last February and actively promoted in Congress. NACo agreed with the intent to increase food stamp participation in enforcement activities, but questioned whether the plan would be cost-effective and would really achieve the results claimed. NACo worked with other groups attempting to work out compromise legislation with USDA and appeared close to success. However, USDA decided not to accept the compromise and decided not to push the issue for this year.

Reps. Panetta and Edward R. Madigan (R-Ill.) introduced an amendment at an earlier mark-up session to reduce cost increases of the bill in the event of a Gramm-Rudman sequester order in October 1990, or in any other fiscal year. The amendment would reduce a number of cost items by the percentage required to meet the FY90 deficit target. The final version that passed subjects the following program elements to potential cuts: shelter cap; basic benefit level; child support disregard; vehicle resource limit; employment and training; participation reimbursement; dependent care expenses; and asset limit for the disabled.

The effect of such cuts on county administration could be especially burdensome in the case of dependent care expenses and child support disregard, since these amounts would then be different from those in AFDC.

The potential reductions would not apply to the elimination of quality control sanctions through FY90.

Nutrition Subcommittee Chairman, Rep.

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representative Charles Hatcher (D-Ga.), and Ranking Member, Representative Bill Emerson (R-Mo.), co-sponsored an amendment supported by the administration to allow demonstration projects on the coordination of the JOBS (Job Opportunities and Basic Skills) program and the food stamp/employment and training program. Approved projects could waive any food stamp requirements in conflict with the JOBS program's requirements.

In another section of the bill, spouses have been added to those groups deemed a single household, regardless of actual food practices.

Beginning in 1992, counties, in collaboration with the states, may initiate electronic benefit transfer systems with USDA approval, but must comply with new regulatory standards effective Oct. 1, 1990. These would include requirements not to exceed requirements of prior equipment at all check-out lanes, and to assure participation of a sufficient number of stores.

With some limitations, the bill provides for five demonstration projects, under which AFDC households would receive food stamp benefits based on AFDC income and rules. Additionally, two commissions on coordination and simplification would be established under the bill.

The first commission would review AFDC and food stamp laws and regulations, and make consistency recommendations within one year. County human services administrators would be included.

The second commission would review simplification and coordination issues of all assistance programs (cash, medical and housing, for example). Members would include state and local human services representatives and advocates to be appointed by USDA. A final report would be due in 1992.

Status: Senate action on food stamp reauthorization legislation continues to be postponed. On May 2, the Senate Budget Committee passed its FY91 budget resolution but omitted any costs increases for the Food Stamp Program and other nutrition programs (including benefit increases and the "cost" of forging state quality control sanctions). It is believed that program funding will be restored to some level; however, the final deal has not been cut. At this writing, it appears that we are weeks away from a final Food Stamps reauthorization.

NACo Policy: NACo supports legislation to simplify Food Stamp Program administration and to remove barriers to participation, including alignment of food stamp regulations with AFDC: standardized benefits; standard shelter allowance; use of electronic benefit transfer systems; and quality control reform, including forgiveness of sanction backlogs. NACo will continue to work with Congress on the elimination of the sequestration provision that is contained in the House bill.

Refugee Resettlement Program

Issue: Counties are responsible for providing health, welfare and social services to persons residing within their boundaries, regardless of their legal status. It was the

stated intent of Congress, that during FY90, states and local governments would be reimbursed fully for the costs of providing cash and medical assistance to refugees during the first 12 months such persons are residing in the United States.

However, the federal Office of Refugee Resettlement (ORR) determined that FY90 appropriations were insufficient to cover the first 12 months of categorical aid (AFDC and SSI (Social Security)) and medical (Medicaid) programs. Subsequently, ORR reduced this program to four months.

Also, ORR determined that there were insufficient monies to cover the costs of 12 months of special refugee cash (RCA), medical assistance (RMA) and unaccompanied minor (UM) programs. The ORR estimates a 20 percent shortfall in this current fiscal year.

This shortfall is directly related to the president's consultation process for refugee resettlement which increased the level of refugee admissions for FY90 from 84,000 to 125,000. This action has the effect of placing an increased fiscal burden on counties and limiting the availability of critical employment and social services to refugees.

Status: Discussions are being held with members of the Senate Appropriations Subcommittee on Labor, Health and Human Services, and Education — key among them is Senator Mark Hatfield (R-Ore.) who has been an advocate for refugees in the past. In the House, discussions are underway with Representatives David Obey (D-Wis.) and Edward Roybal (D-Calif.) of the Appropriations Subcommittee.

NACo Policy: Federal funding should continue at the 100 percent reimbursement level for financial assistance, medical care, social services, employment services and education until a reasonable level of self-support and independence has been reached by refugees.

Elementary and Secondary Education Act (Child Care) (H.R. 3)

Issue: On March 29, the House passed H.R. 3 on a vote of 265-145. The bill would expand the Head Start Program; provide school-based daycare for preschoolers and older children; increase social service grants; and make child care more accessible to low-income families. Parents would be given vouchers, or certificates, by the states that could be used to pay for all or a portion of child care.

The total funding, including tax credits, is estimated at \$27 billion for five years. Direct child care funding for all activities (excluding tax credits) is \$1.85 billion.

This bill increases the funding for the Title XX Social Services Block Grant Program and earmarks these increases for child care. Under the bill, funds for Title XX would be increased by \$450 million in FY91.

NACo has consistently opposed the earmarking of Title XX as the vehicle for increasing child care services. Under the current Title XX Social Services Block Grant Program, counties are provided with the

flexibility to use these funds to deliver a number of critical services, ranging from adult protective services to nutrition programs.

The Senate bill (S. 5) passed last June. Both Houses began their conference on June 7, 1990. The Senate-passed Act for Better Child Care ("ABC") authorizes \$2.02 billion for all grant programs and approximately \$10 billion in tax credits for four years to improve quality, increase availability and provide assurance to lower income families needing child care. The grant program would provide funding to states for direct payments of child care services. States would be allowed to set their own standards within specific categories. In addition to the grant program, the final bill also incorporates tax credit proposals that include modification of the dependent care tax credit, the earned income tax credit, and a new tax credit for children's health insurance. NACo supported the Senate bill, however, the House version was used as the basis for the Conference.

Two conferences were convened to work out an agreement: from the Senate Labor and Human Resources Committee and from the House Education and Labor Committee, as one conference. The second conference had members from the Senate Finance Committee and from the House Ways and Means Committee.

On June 19, the Education and Labor/Labor and Human Resources Conference came to a tentative agreement on the basic outlines of their portion of the child care bill.

This conference agreed to an overall authorization of \$1.875 billion for the new Child Care Development and Improvement Act.

The funds would be allocated to the states for the full range of child care service, including those provided by relatives, churches, family daycare homes, schools, Head Start programs and other for profit and non-profit providers.

The Conference Committee also worked out virtually all the policy and technical differences between H.R. 3 and S. 5. It decided to leave the resolution of two remaining issues — the allocation of funds among the basic groups of providers (Head Start programs, schools and all others), and the contracting for preschool and before and after school care — until Ways and Means and Finance work out their portion.

Other issues that NACo supported included: the elimination of local child development councils and the inclusion of representatives of local governments to the State Coordinating Committee on Child Care.

Status: While there are still some issues to be worked out in the Education and Labor/Labor and Human Resources Conference, they will be concluded as soon as Ways and Means/Finance work out their portion of the bill.

NACo Policy: NACo supports a compromise agreement that includes: providing for direct grant approaches to child care; allowing states to establish their own standards for child care services; maintaining the current flexibility in the Title XX Social Services Block Grant; supporting existing local advisory groups instead of creating another level of bureaucracy; providing flexibility in the training of child care providers; and allowing counties to apply directly in

the event that a state chooses not to seek assistance under the proposed legislation.

Low-Income Home Energy Assistance Program (LIHEAP)

Issue: The administration's budget requests \$1.05 billion for this program in 1991. This amount is \$343 million less than the 1990 appropriation level. This constitutes a reduction of 30 percent from the 1986 level of \$2 billion. The administration suggests that program funds would be reduced because energy prices have stabilized. They further indicate that low-income households are spending smaller portions of their income on heat.

Status: A reauthorization bill, H.R. 4151, was introduced in the House by Representative Dale Kildee (D-Mich.). Due to jurisdictional considerations, LIHEAP was removed from H.R. 4151 and will be taken up by the House Committee on Energy and Commerce. Prior to removal, the bill was requesting \$2.1 billion for FY91 which would be a slight decrease (\$150 million) from FY 90 appropriations. No date has been set for action.

On the Senate side, the Labor and Human Resources Committee will consider LIHEAP in late June.

NACo Policy: NACo supports a comprehensive energy assistance, weatherization, and conservation program with sufficient federal funding.

Community Services Block Grant (H.R. 4151)

Issue: The Administration proposed a complete phase-out of the Community Services Block Grant (CSBG) in 1991. This would have meant a reduction in CSBG funds from the FY90 level by \$347 million. The budget only included \$42 million to maintain support for targeted homeless activities authorized by the Stewart B. McKinney legislation. Community Action Agencies' (CAA) administrative costs currently funded under CSBG would have been included in the appropriations for the federal programs CAA's partially administer.

As part of the Human Services Reauthorization Act of 1990 (H.R. 4151), the House reauthorized CSBG through FY94. The CSBG program enables community action agencies and counties to serve low-income families. It is the only federal program specifically mandated to provide a range of services having a major impact on the causes of poverty.

Of particular concern to counties was an amendment offered by Rep. Thomas J. Tauke (R-Iowa) which would have eliminated a waiver in three states (Colorado, Utah and Wyoming) permitting counties to directly administer CSBG funds. NACo staff worked with Representative Craig Thomas (R-Wyo.) to forge a compromise which had

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three components: appeal rights of CAA's, direct funding of CAA's, and participation of low-income communities in the waiver states.

The first part of the compromise amendment offered by Rep. Tauke will provide CAA with the right to appeal to the county, the state, and ultimately to the Department of Health and Human Services if its basic CSBG block grants are substantially reduced.

The second part would permit those counties which receive funds in the waiver states to request that the state provide funds directly to an eligible CAA, rather than have the funds pass through the county — an existing option for counties.

The third part requires counties in waiver states to involve low-income people in deciding how to best use CSBG funds to serve the needs of the low-income community — which is also in the current law.

The bill would authorize for the CSBG program: \$451 million for FY91; \$460 million for FY92; \$480 million for FY93; and \$500 million for FY94.

Status: Action on the bill moves to the Senate with a mark-up scheduled in late June by the Committee on Labor and Human Resources.

NACo Policy: Supports continuation of the community effort including full federal funding for CAA local initiative programs. NACo holds that the current waiver language does not need "fixing." Its legislative representatives will be working with Senate staff to accept that position.

Head Start (H.R. 4151)

Issue: The administration's budget included a \$500 million increase for Head Start, which is the most significant increase in one year since the program was established 25 years ago. This would increase the Head Start Program to a total of \$1.9 billion. It is estimated that this amount would add 180,000 more children to Head Start programs.

On the eve of the 25th Anniversary of the Head Start Program, the U.S. House of Representatives overwhelmingly (404-14) approved the Human Services Reauthorization Act of 1990 (H.R. 4151), which expands the Head Start Act and the Community Services Block Grant Act.

The Human Services Reauthorization Act of 1990 would expand funding for Head Start so that the program would allow all eligible 3- and 4-year-olds to participate in Head Start by 1994, along with the 30 percent of eligible 5-year-olds who are not in a public school program. It will also provide funds to improve the quality of Head Start programs to improve staff salaries, upgrade facilities and hire additional staff.

The bill authorizes the following amounts to be appropriated: \$2.4 billion in 1991; \$4.3 billion in 1992; \$5.9 billion in 1993; and \$7.7 billion in 1994.

Status: The Senate Committee on Labor and Human Resources plan to reauthorize the Head Start Program in late June.

NACo Policy: Supports enhanced

federal efforts for early childhood initiatives such as Head Start to assure that needed education, nutritional, and social services are available to disadvantaged pre-school children. At the same time, the federal government should not shift any responsibilities to localities without providing financial resources sufficient to carry out such responsibilities.

Foster Care and Adoption Assistance (H.R. 5020, H.R. 2185, H.R. 752)

Issue: Since the president's budget proposal aims to cut state and county administrative costs of foster care maintenance programs the budget proposes to limit the increase of federal reimbursements for administrative costs to no more than 10 percent per state per year, beginning in FY91.

The Bush administration claims that if left unchecked, state administrative costs are expected to exceed the maintenance payments to foster families by FY92. County governments are being subjected to extensive administrative mandates in these programs, so decreasing administrative funding works to the detriment of expected service expansions.

NACo believes that with the increased number of abused and neglected children being placed in out-of-home care situations and the increased needs of children who are affected by alcohol or drug abuse, Congress needs to look at modification of P.L. 96-272, the Adoption Assistance and Child Welfare Act of 1980.

Status: The bills are currently in the House Ways and Means Committee, representative Robert Matsui (D-Calif.), H.R. 2185, is supporting various improvements in the foster care program. Representative Pete Stark (D-Calif.), in H.R. 752, is considering comprehensive adoption reform. No recent action has taken place on these bills.

H.R. 5020 was introduced June 13 by Representative Thomas Downey (D-N.Y.) with some indication that this bill will move through the committee on Ways and Means. It calls for the promotion of family preservation with emphasis on families where abuse of alcohol or drugs is present, and to improve the quality and delivery of child welfare and foster care.

NACo Policy: Supports no capping of funds or limit on the number of children who can receive funds. NACo also supports congressional efforts to strengthen the ability of counties to operate in-home care family preservation programs.

State Legalization Impact Assistance Grant Program (SLIAG)

Issue: The State Legalization Impact Assistance Grant Program (SLIAG) for 1991 is maintained at the 1990 amount — \$303 million. This program was established to reimburse states and local governments for a portion of costs incurred in providing public health, public assistance, education and out-

reach to aliens legalized under the Immigration Reform and Control Act of 1986 (IRCA).

At that time, Congress authorized four years of SLIAG, FY88-91, and appropriated \$1 billion per year for a total of \$4 billion, and gave states and local communities seven years to spend the funds. Congress recognized at the time that the greatest amount of costs would be incurred in the later years of the program.

Congress reduced the FY90 SLIAG appropriation by \$555 million and authorized a fifth year of SLIAG funding in FY92, for the repayment to states and local communities of the \$555 million. However, the president's FY91 budget proposal includes a \$537 million reduction in SLIAG funding and seeks to remove the provision for the FY92 restoration of FY90 funds.

Status: Senator Bob Graham (D-Fla.) and Representative Howard Berman (D-Calif.) are both concerned about this situation and are leading the effort to fight the proposed cut. Sen. Graham worked with the Senate Appropriations Subcommittee on Labor, HHS (Health and Human Services), and Education to hold a hearing on SLIAG. Los Angeles County, Calif. and Dade County, Fla. testified on NACo's behalf at the hearing on June 27.

NACo Policy: The federal government should reimburse county governments for expenses incurred in providing necessary services to aliens. NACo urged Congress to ensure that SLIAG suffers no funding cuts in FY91 and that the provision for repayment in FY92 of the \$555 million reprogrammed in FY90, is not removed.

Title XX — Social Services Block Grant (S. 704)

Issue: The broad range of supportive social services needed to strengthen the community and family structure should emerge at the county level. Since 1981, the Title XX — Social Services Block Grant — has not kept pace with the escalating needs of these communities. In fact, funding for Title XX has been severely eroded. With the cap at \$2.8 billion — \$200 million less than in 1981 — Title XX's purchasing power has been reduced by nearly 50 percent over the last dozen years.

Status: The House Budget Resolution assumes a \$200 million increase in the Title XX Block Grant over five years. In FY91, Title XX would be increased by \$100 million. Senator Donald Riegle's (D-Mich.) bill, S. 704 proposes to increase Title XX to \$3.1 billion in FY91 and \$3.3 billion in FY92. This bill contains no earmarking of the title XX funds, only increases in the funding of the basic program.

NACo Policy: NACo supports restoration of Title XX funding to its statutory level of \$3.1 billion prior to 1981 block grant reductions and opposes consolidation of other programs into the block grant and earmarking of this block grant.

Intergovernmental Relations



Staff Contact:
Robert J. Fogel

National Voter Registration Legislation

Issue: Bills have been introduced that are aimed at encouraging voter registration and participation by creation of national standards for elections. The bills include a variety of approaches to this problem, including registration in connection with driver's license renewals or changes; mail-in registration and day-of-election registration for federal elections; providing for agency-based registration; establishing a registration confirmation system to insure accurate voting polls; and establishing registration cutoff dates.

Status: The House approved H.R. 2190 on Feb. 6 by a vote of 286-132. This occurred after the defeat of an amendment that would have, among other things, provided \$120 million for funding the bill's provisions. As passed, H.R. 2190, sponsored by Representative Al Swift (D-Wash.) provided only \$50 million to states and counties for purging voter registration lists. It also allows registration in connection with driver's license renewal or application, by mail or through agencies, and creates guidelines for purging voter registration lists.

A similar bill, S. 874, sponsored by Senator Wendell Ford (D-Ky.) has been approved by the Senate Rules Committee and is awaiting full Senate consideration.

NACo Policy: NACo policy opposes federal legislation which would impose mandated voter registration requirements on local governments without reimbursing local government for the costs associated with these mandates.

Uniform Poll Closing Legislation

Issue: Because of the difference in time zones, polls close at different times across the United States. In presidential elections

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TV networks have been making projections on the outcome of the election prior to the closing of the polls in the western United States.

This may discourage voters in those areas from casting their ballots. The result is that the outcomes of local elections may be affected because people fail to cast a ballot when they already know the outcome of the presidential race.

Status: H.R. 15 passed the House on April 5, 1989 by a vote of 238-154. It provides that polls would close at 9 p.m. EST and extends daylight savings time by two weeks in the Pacific time zone. This means that the polls would close at 9 p.m. in the Eastern time zone, 8 p.m. in the Central time zone and 7 p.m. in the Mountain and Pacific time zones.

In the Senate, S. 136 was approved by the Rules Committee and sets a closing time of 10 p.m. for all polls so that polls in all time zones will close at the same time in presidential elections. It is on the Senate calendar.

NACo Policy: NACo policy expresses its concern to the news media about the effect of early election result projections and asks that a commission be appointed to study the issue. NACo takes no position on federal poll closing legislation.

Cable Television

Issue: Many counties that have issued cable franchises are concerned about the lack of accountability on the part of cable operators. The Cable Act of 1984 and subsequent court and Federal Communications Commission (FCC) decisions have left local governments with little regulatory authority over cable franchises.

Some of the most serious problems exist in the areas of rate regulation, renewals, consumer protection and technical standards. Competition from other industries, such as the telephone companies, has also been an issue.

Status: The Senate Commerce Committee approved new cable legislation, S. 1880, on June 7. The bill would establish a new rate regulatory scheme, whereby the FCC would regulate rates for a basic tier of cable services and allow local government to regulate rates if they follow certain guidelines.

It also allows the FCC to review rate increases above the basic tier in certain circumstances. The bill also preempts local authority in consumer protection and technical standards, giving the authority to the FCC.

The measure provides limited liability protection in the case of lawsuits. Further action in the full Senate, including the possibility of a "telco" amendment, is likely.

NACo Policy: The NACo Board of Directors adopted a comprehensive policy on cable television at the Legislative Conference. NACo opposes S. 1880 because it does not go far enough in protecting the consumer, nor did it include many of the provisions of NACo policy. In the meantime, the House Energy and Commerce Committee is expected to consider its version of the cable legislation at any time.

Mandate Reimbursement Legislation

Issue: This legislation aims to shift the cost of federal mandates to the federal government rather than having these costs imposed on local and state governments. It would require the federal government to reimburse state and local governments for all additional direct costs incurred in complying with any new federal rule or regulation. Such a measure would require the Congressional Budget Office to submit an annual report detailing total direct costs of federal regulations to state and local governments.

Status: Representative Doug Barnard (D-Ga.) and Senator Dave Durenberger (R-Minn.) have introduced mandate reimbursement legislation. No action has been scheduled on either H.R. 3144 or S. 1537.

NACo Policy: NACo policy supports the adoption of legislation which would reimburse county government for the costs associated with complying with federal mandates.

Cost Estimate Act

Issue: The State and Local Cost Estimate Act was extended in the 100th Congress. This legislation requires that the Congressional Budget Office estimate costs (often called "fiscal notes") incurred by state and local governments, in carrying out or complying with legislation reported by House and Senate committees, where the aggregate annual cost to such governments will be at least \$200 million.

This legislation was originally enacted in 1981 with the hope that highlighting the costs of federal mandates might give Congress pause before passing on or requiring such expenditures.

In late 1988, the Government Accounting Office issued a report which included recommendations to strengthen the Cost Estimate Act, including earlier preparation of cost estimates, estimates for major amendments, and estimates for legislation currently exempt from the process, such as tax or appropriations bills.

Status: No legislation has been introduced on this issue.

NACo Policy: NACo supports an expansion of the Cost Estimate Act.

Justice and Public Safety



Staff Contact:
Donald Murray

Omnibus Drug Initiative Act of 1988 (P.L. 100-690)

Issue: The Anti-Drug Abuse Act of 1988 required the director of the Office of National Drug Control Policy to compile and present to Congress a national strategy for combating substance abuse. That National Drug Control Strategy was transmitted to Congress Sept. 5, 1989 by President Bush. A second report was issued in late January 1990. Funding for substance abuse programs has grown dramatically from \$5.7 billion in 1989 to almost \$9 billion in 1990.

For state and local programs in FY90, Congress allocated \$450 million for law enforcement, \$530 million for drug education and prevention and \$1.2 billion for treatment of drug users through the Alcohol, Drug Abuse and Mental Health Association (ADAMHA) Block Grant.

The administration's second national drug-control strategy released on Jan. 25, called for a 12 percent increase in federal anti-drug spending for a total of \$10.6 billion in FY91. An alternative plan advanced by Senator Joseph R. Biden, Jr. (D-Del.), chairman of the Senate Judiciary Committee, would provide about \$4 billion more or \$14.7 billion in overall spending. The Biden plan proposes significant increases for state and local programs. It also allocates a greater share of the funds for treatment and prevention, and places special emphasis on the hard-core drug user. Thus, while the administration's plan would increase treatment by \$155 million, the Biden plan proposes a \$2.2 billion increase.

The Biden proposal would also double the state and local law enforcement grants to \$900 million — twice the FY90 funding level. It would expand prison capacity by building 10 regional prisons and 12 boot camps on closed military bases. These facilities, costing \$850 million would house federal, state and local offenders.

Senator Edward Kennedy (D-Mass.), on

May 17, introduced S. 2649, the Drug Abuse Treatment and Prevention Improvement Act. Among other provisions, the legislation provides grants to train treatment and prevention professionals, and to fund rural substance abuse programs. The bill authorizes \$2 billion in FY91 for the ADAMHA Block Grant Program or a one-third increase over the FY90 authorization. The bill would expand the ways in which treatment dollars can be spent, including the funding of treatment initiatives in local criminal justice systems.

The administration's overall proposal contains an additional \$1.1 billion in FY91 for the war on drugs.

Most of the funds would go to the Pentagon to dramatically expand its role in interdiction efforts, and to the Department of Justice to enlarge the federal prison system, and to fund more than 2,000 new federal investigator and prosecutorial positions. The added fund request includes:

- \$42 million in new spending for state and local law enforcement — bringing the overall level to \$492 million; and
- \$155 million in additional funds for treatment, bringing the overall level for the alcohol, drug abuse and mental block grant to \$1.29 billion.

The second installment of the National Drug Control Strategy, issued by the president, also recommends wider use of the death penalty in drug cases and the creation of a new center to coordinate intelligence gathering on drug trafficking activities.

Critics contend that the proposal is too heavily slanted toward law enforcement and interdiction efforts at the expense of prevention and treatment programs. In NACo's view, treatment programs are seriously underfinanced — far below the recommended 50/50 split between law enforcement and treatment written into the 1988 Act. The administration has chosen to continue traditional patterns of spending — 73 percent for law enforcement and only 27 percent for treatment.

The second installment of the National Drug Control Strategy designates five areas of the country as "high-intensity drug trafficking areas." They include the metropolitan areas of New York, Los Angeles, Miami, Houston and the entire Southwest border. The president's plan authorizes \$50 million in these areas to intensify law enforcement and interdiction activities. The report makes clear that both city and county jurisdictions in high-intensity areas will receive increased federal attention in the fight against drugs. Under the Biden plan, "Drug Emergency Areas" would share \$300 million in federal support for drug law enforcement, prevention and drug treatment efforts.

Status: Congress is expected to make refinements in current law as a result of the president's report to Congress. A number of those refinements are embodied in crime bills S. 1970 and S. 1972 which are pending before the Senate, and more wide-ranging measures (S. 2650, S. 2652 and S. 2649) which are expected to be brought to the Senate floor after the August recess. These latter bills, cover education, treatment, drug testing and other matters.

When the crime package came to the Senate floor in late May, an attempt was made to strike the assault weapons provisions

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(S. 747, sponsored by Senator Dennis DeConcini (D-Ariz.)) from the package, but this effort failed by one vote. As a result, opponents of the assault weapons provisions tried to load down the package with extraneous amendments. In early June, two attempts to cut off debate failed, but by mid-June a compromise appeared likely.

NACo Policy: The major thrust of NACo's policy calls for a comprehensive approach to the drug abuse problem at the grass roots level. This includes full funding for treatment, education, early intervention, and state and local law enforcement activities. NACo favors much greater emphasis on prevention, education and treatment. NACo also supports an increased emphasis on alcohol abuse under the legislation and federal incentives for county/city collaboration.

Juvenile Justice and Delinquency Prevention

Issue: The legislation provides grant funds to state and local governments to support a wide range of juvenile justice and delinquency prevention efforts, including the deinstitutionalization of status offenders and the removal of juveniles from adult jails and lock-ups. Last year, the program was reauthorized for an additional four-year period. The new measure contains increased flexibility to states that have demonstrated an unequivocal commitment to remove juveniles from adult jails and lock-ups. The measure also raises the minimum block grant to a rural state by \$100,000. The central issue is whether the administration will be successful in attempting to slash the program's already meager budget.

Status: For FY90, the legislation has received an appropriation of \$73 million. In the FY91 budget, the administration has requested \$15.4 million.

NACo Policy: NACo has been a strong supporter of the act since its inception, and will oppose efforts to eliminate most of the funds for the program.

Lawsuit Reform Act of 1989 (S. 1100)

Issue: The bill would modify or limit tort liability in many areas. It specifically addresses the exposure to local governments and officials under Section 1983 litigation. It would prohibit businesses from filing Section 1983 lawsuits; limit commercial damage suits to human rights issues; protect local governments from liability for unauthorized employee actions, or for actions taken in good faith; and prohibit punitive damage awards against counties.

Status: The bill has been introduced by Senator Mitch McConnell (R-Ky.) who is seeking additional bipartisan support. Senator McConnell plans to attach his bill as an amendment to other legislation on the Senate floor. There is no corresponding legislation on the House side.

If the bill passes the Senate, it would most

likely be referred to the House Judiciary Committee where action is uncertain.

NACo Policy: NACo strongly supports the local government protections contained in the bill. NACo has also endorsed its other tort reform provisions, including limitations on product liability.

Anti-Drug Assault Weapons Limitations Act (S. 747, H.R. 4225)

Issue: The Senate bill bans manufacture, importation and sale of new semi-automatic assault weapons. It covers 14 specific weapons and includes a mandatory 10-year additional penalty for the use of such weapons in a crime. It is a more modest proposal than S. 386, which NACo endorsed at 1989 Annual Conference. S. 747 covers many of the domestic assault weapons not covered under President Bush's ban on imports. Seventy-five percent of all assault weapons are manufactured in the United States.

The House Judiciary Committee, by a vote of 21-15, has sent H.R. 4225 to the full House. The bill would require the Treasury Secretary to outlaw domestic semi-automatics that do not meet the "sporting purposes" test under which foreign-made assault weapons are now banned.

Status: S. 747 is now part of the Biden crime package pending before the Senate. When the crime package came to the Senate floor in late May it contained S. 747. An attempt was made to strike these provisions from the package but this effort failed by one vote. In the House, the closest companion is H.R. 1190, introduced by Representative William Hughes (D-N.J.), which was approved by the Judiciary Committee on June 12.

NACo Policy: NACo supports policy to ban the domestic manufacture, importation and sale of semi-automatic assault weapons. NACo policy supports S. 386 or "similar legislation."

Labor and Employee Benefits



Staff Contact:
Larry Jones

Civil Rights Act of 1990 (H.R. 4000, S. 2104)

Issues: Both bills would overturn or modify several recent Supreme Court rulings in employment anti-discrimination cases. They aim to strengthen the legal remedies available to women and minorities to fight job discrimination cases. Legislation would amend Title VII of the Civil Rights Act of 1964, to make punitive and compensatory damages available to women on the same basis as provided to racial minorities. They would also amend Section 1981 to make it clear that racial discrimination is prohibited in hiring practices, promotions, dismissals and other employment practices as well.

The effects of the Supreme Court's rulings have significantly restricted the application of the civil rights laws and made it more difficult for women and minorities to prove discrimination. Further, these rulings have opened the door to endless law suits for county employers under court-approved affirmative action plans. In *Martin v. Wilks*, the Supreme Court ruled that a court approved affirmative action plan may be later challenged by adversely affected employees who were not a party to the agreement.

Representative William Goodling (R-Pa.) introduced an alternative proposal on behalf of the administration. The administration's bill (H.R. 4081) would overturn or modify two of the Supreme Court's rulings: 1) to make it clear that discrimination on the basis of race is prohibited not only in hiring but other employment practices as well; and 2) to clarify that the clock on the statute of limitation for challenging discrimination in seniority plans begins to run after a person suffers discrimination and not after the plan is adopted. H.R. 4000 would permit challenges of seniority plans up to two years after discrimination occurs. It would also shift the burden of proof to employers to show that an employment practice, which disproportionately excludes women and minorities, serves a legitimate business purpose.

Status: The Senate Labor and Human Resources Committee approved S. 2104 on

April 4 with minor changes. The Senate bill is now pending floor action which is expected to start the last week of June or soon after the July 4 recess. The House Education and Labor Committee approved H.R. 4000, also with minor changes, and referred the bill to the House Judiciary Committee where it is expected to be acted upon soon. House floor action is expected to follow considerations of the Judiciary Committee. Although H.R. 4000 and S. 2104 is supported by a bipartisan group in both houses of Congress, the administration and the Republican leadership oppose the bill, claiming it goes too far and would encourage hiring quotas.

NACo Policy: NACo supports the enactment of the Civil Rights Act of 1990. NACo has long supported the broad application and enforcement of the civil rights laws.

State and Local Government Employees Section 457 Plan Deposit Insurance Act (H.R. 5008, S. 2694)

Issue: New regulations are scheduled to go into effect on Jan. 29, 1992 that will eliminate pass-through insurance for participants in Section 457 deferred compensation plans with deposits at savings and loan institutions. Under the current rules, each participant in a plan is covered up to \$100,000 on deposits made on his/her behalf. The new regulations will limit insurance coverage to \$100,000 on the aggregate of all participants in a Section 457 plan with deposits at savings and loan institutions.

The proposed legislation would restore the \$100,000 insurance coverage on a permanent basis for each participant in a Section 457 deferred compensation plan with deposits at an institution insured by the Federal Deposit Insurance Corporation (FDIC). The House bill would make the pass-through insurance mandatory while the Senate bill would give the FDIC the discretion of granting it.

Status: The House Banking Subcommittee on Oversight and Investigations has scheduled a field hearing on H.R. 5008 in Sacramento, Calif. on Aug. 7. No hearings have been scheduled on the Senate bill at this time.

NACo Policy: NACo opposes the elimination of pass-through insurance for participants in Section 457 deferred compensation plans with deposits at savings and loan institutions.

Family and Medical Leave Act of 1989 (S. 345, H.R. 770)

Issue: The House and Senate approved legislation requiring employers to provide their employees up to 12 weeks of unpaid leave in the event of the birth or adoption of a child, or to care for a seriously ill child or

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dependent parent; and up to 12 weeks of leave for employees who become seriously ill. Employers would be required to continue health benefits for employees on leave and guarantee them the same or similar job upon return. Workers would be qualified for unpaid leave after one year of employment and at least 1,000 hours of service within a 12-month period. Employers with less than 50 employees would be exempted.

Status: The measure is expected to be sent to the White House soon where it is expected to be vetoed. The president opposes federally-mandated leave.

NACo Policy: NACo urges counties to adopt their own parental and medical leave policy. NACo opposes federally-mandated leave on state and local employee benefits.

Extension of Medicare and Social Security Coverage to State and Local Employees

Issue: The administration's budget request for 1991 would extend the Social Security tax to part-time and temporary employees at the state and local level, and expand the Medicare payroll tax to all state and local employees. Under current law, the total Social Security tax rate on the payroll of employees is 7.6 percent each on the employee and the employer, of which 6.2 percent is for Old Age Survival and Disability Insurance (OASDI), and 1.45 percent is for Medicare or Hospital Insurance (HI). While most state and local employees are covered under both programs, many are not. The financial impact on state and local governments with uncovered employees would, in many cases, be significant.

Status: Hearings were held by the House Ways and Means Committee on March 8. This is a revenue option that may be considered by congressional and White House negotiators on a budget reconciliation bill which is expected later this summer.

NACo Policy: NACo opposes the expansion of the Social Security and Medicare payroll taxes.

Public Lands



Staff Contact:
Rick Keister

Below-Cost Timber Sales

Issue: In a number of individual timber sales that have occurred involving National Forests, the proceeds from the sales do not cover the costs incurred by the U.S. Forest Service in conducting the sale. The issue of these "below-cost sales" has become increasingly controversial on Capitol Hill as Congress struggles with the huge federal budget deficit. It has also pitted environmental interests against the forest products industry in an accounting battle to determine exactly what a below-cost sale really is. The environmental community clearly sees this issue as an opportunity to reduce the amount of timber cut and roads built on public lands. For the Forest Service, the issue is one of how to better manage the timber sales program to continue to make it profitable and meet the demand for wood products.

Status: The U.S. Forest Service, in this year's FY91 budget, has proposed to conduct a below-cost commercial timber sale pilot test in 12 selected national forests. The areas selected are in Montana, Colorado, Illinois, Indiana, Georgia, Ohio, Tennessee and Virginia. Below-cost sales in the test areas would be prohibited, and the impacts on community economic stability of not allowing the sales would be monitored.

Additional money would be allocated to increase the recreation budgets on those selected forests and a system of user fees would be instituted to make up for lost receipts to the counties and schools. Whether or not the Forest Service is permitted to go ahead with this proposed test will be decided by the appropriations committees in the House and Senate. Several hearings have been held by the House Forest and Family Farms Subcommittee of the House Agriculture and by the Appropriations subcommittees of both the House and Senate. There is considerable opposition to the proposal in the Senate, though the status at this point is still uncertain.

NACo Policy: The community stability of counties in areas where below-cost sales occur is the overriding consideration. NACo policy urges Congress to require a full environmental analysis under the National Environmental Policy Act (NEPA) before implementing the below-cost sales test program. Furthermore, full consideration of socio-economic impacts must be included in any environmental analysis.

Payments-In-Lieu-of-Taxes (PILT) (H.R. 519)

Issue: PILT reimburses counties with federal land holdings by the Department of Interior and the Department of Agriculture on a per capita, formula basis. This in-lieu-of-taxes program enables counties with large holdings of federally tax-exempt lands to provide services required by the activities generated by those lands. This bill would enact a mechanism to provide for yearly increases to the PILT formulas by indexing for inflation. It would apply both to the

Bureau of Land Management's (BLM) PILT Program and the Fish and Wildlife's Refuge Revenue Sharing Program. The bill, while it raises the cap on appropriations on a yearly basis, does not make PILT an entitlement program. It would still be subject to the yearly appropriations process.

Status: The bill was introduced by Representative Byron L. Dorgan (D-N.D.) and was referred to the House Interior Committee and the House Merchant Marine and Fisheries Committee which has jurisdiction over wildlife refuges. Hearings have not yet been scheduled nor is action expected anytime soon.

NACo Policy: NACo strongly supports the concept of an amendment that would restore PILT to the full value of the program as it was enacted in 1976, adjusted for inflation. The sense of the Public Lands Steering Committee, adopted at NACo's Legislative Conference, was to push for an amendment to PILT to recover the full value and index the program for inflation. The committee also indicated its strong support to push for full funding for the Wildlife Refuge Revenue Sharing Program which has not received full entitlement in recent years.

State Fish and Wildlife Assistance Act (H.R. 544)

Issue: Representative Nick Joe Rahall, II (D-W.Va.) has introduced a bill, similar to last year's H.R. 4181, which would change the distribution formulas for onshore mineral leasing receipts and channel the revenues to designated state conservation programs. H.R. 544 would derive revenues from mineral leasing fees on acquired federal lands. The bill, as originally introduced, would cut in half direct payments to counties which receive receipts from National Grasslands administered by the U.S. Forest Service. Counties in 24 states would have their receipt payments reduced by 50 percent (more than \$5 million) under the funding arrangements in this bill. The most affected states are North Dakota and Kansas.

Status: This year, H.R. 544 has been marked up in the House Interior's Mining Subcommittee. At NACo's request, Representative Larry Craig (R-Idaho), a co-sponsor of the bill, inserted amendments to the bill which would protect the payments to counties.

NACo Policy: NACo opposes any legislation which reduces natural resource payments derived from public lands to counties. Since the amended bill does not affect counties and there is no policy on the new version, NACo remains neutral on HR 544.

California Desert Protection Act of 1990 (S. 11, H.R. 780)

Issue: This bill, introduced by Senator Alan Cranston (D-Calif.), would designate an additional 11 million acres of new national parks and wilderness areas within the Cali-

fornia desert. The California Desert Conservation Area is already protected by a plan created by the BLM, with extensive public involvement. That plan provides for protection of critical environmental areas and also allows multiple uses in strictly-managed areas. This new legislation would withdraw many areas of the desert from multiple-use and would have a severe economic impact on its residents. A bill was introduced in the House by Representative Mel Levine (D-Calif.) and referred to the Interior and Insular Affairs Committee.

Status: Subcommittee hearings and field hearings on both the House and Senate side have been held. An alternative version of the bill has been introduced by Representative Jerry Lewis (R-Calif.) and a coalition of western Republican representatives. No further action has been scheduled at this time.

NACo Policy: NACo opposes the Cranston legislation and reaffirms its support to multiple-use management of the California Desert Conservation Area by the BLM.

Taxation and Finance



Staff Contact:
Susan J. White

Tax-Exempt Bonds (S. 355, H.R. 2207, H.R. 4408, H.R. 1637)

Issue: This year, the fate of legislative provisions affecting tax-exempt financing will be tied to a broader budget and tax bill. At this time, Congress and the White House are negotiating the parameters of a budget and tax measure, however, it is unclear whether they will come to an agreement anytime soon.

Representative Dan Rostenkowski (D-Ill.), chairman of the House Ways and Means Committee, has said that if there is an agreement and a bill goes forward, the package will most likely contain some provisions to ease restrictions on tax-exempt bonds.

Earlier this year, the chairman indicated that he would introduce tax-simplification legislation, and his staff has been preparing proposals for consideration after a budget

See next page

accord is reached. Representative Beryl Anthony (D-Ark.), a member of the committee, is working with the chairman on the tax-exempt bond provisions of importance to counties. Anthony plans to introduce his own bill sometime this summer, which he hopes will become part of the chairman's bill, if introduced.

Specifically, provisions being considered may include an increase in the arbitrage rebate exception for small issuers from \$10 to \$25 million; an increase in the bank deductibility allowance for small issuers from \$10 to \$25 million; and some other positive changes in the arbitrage rebate rule which would change how the penalty is calculated and better define the definition of construction.

Additionally, the House may include, in its tax bill, a modified version of a bill introduced in the last session by Representative Brian Donnelly (D-Mass.), requiring non-profit, tax-exempt hospitals to provide care to the poor in return for issuing tax-exempt bonds.

Bills have also been introduced to permanently extend the Mortgage Revenue Bond and the Small Issue Industrial Development Bond programs. Another legislative proposal is being drafted by Representative Robert Matsui (D-Calif.), and Senator Bob Graham (D-Fla.) that would allow Social Security Trust Fund surpluses to be invested in tax-exempt bonds. If any of these measures are passed, they will, most likely, be part of the final budget compromise.

Status: Currently, budget and tax negotiation between the White House and congressional leaders are stalled. Many of the above proposals are in draft form but will not move forward until an agreement is reached. Chairman Rostenkowski has said that he will not hold a mark-up session on tax legislation until that time.

NACo Policy: NACo supports dropping many of the restrictions on tax-exempt bonds which may be contained in a bill later this year. NACo strongly supports charity care requirements for non-profit, tax-exempt hospitals. NACo also supports extending the Mortgage Revenue Bond and Industrial Development Bond programs. At this time, NACo has no policy regarding the investment of Social Security monies in tax-exempt bonds, however, NACo is strongly supportive of such efforts to finance much needed infrastructure.

Taxation of State and Local Interstate Sales (Bellas Hess) (H.R. 2203, S. 480)

Issue: The 1967 Bellas Hess Supreme Court decision prohibits state and local governments from taxing interstate sales. As interstate mail order merchandisers have become increasingly sophisticated, sales have soared and it is estimated that state and local governments are losing approximately \$2 billion annually because they are unable to collect the taxes owed. It is projected that these numbers will increase as mail order sales are increasing. Also, direct marketers currently enjoy an unfair competitive advantage over the so-called Main Street mer-

chants, who already collect state and local sales taxes.

Federal legislation would overturn the court's earlier decision and allow states to collect interstate taxes on mail order sales. Earlier bills only allowed local governments to collect their sales taxes in states with uniform local rates. This would eliminate local governments in all but two states from collecting taxes owed.

As a result, NACo and the other state/local public interest groups worked out an agreement that would allow all counties and other local governments to collect sales taxes on interstate sales. This agreement requires states to pass an "in-lieu" tax or single-blended state rate to include the majority of local taxes.

Status: Last year, Representative Jack Brooks (D-Texas), Chairman of the House Judiciary Committee, reintroduced H.R. 2230, to overturn the Supreme Court decision. However, the bill does not contain the state/local agreement worked out by NACo and the other state and local public interest groups. H.R. 2230 only authorized the states to establish an "elective fee."

Since the introduction of the bill, no hearing or mark-up has been scheduled by the chairman.

On the Senate side, Senator Thad Cochran (R-Miss.) introduced S. 480, which does not contain the state/local agreement. The bill simply allows states to collect interstate taxes, and allows for collection of local taxes where they have uniform rates across a state. In discussions with his staff, however, they have indicated some interest in amending the bill with the agreement.

NACo Policy: NACo supports legislation to overturn the Bellas Hess decision. NACo policy calls for federal legislation to provide for the collection of local as well as state taxes.

Tax Assessments on Interstate Properties (H.R. 2953)

Issue: In 1972, Congress passed legislation, the Railroad Revitalization, Resource and Recovery Act (4-R Act), which essentially allows the federal district courts to rule on state and local railroad assessment practices. Since passage of the bill, the courts have increasingly been overturning state and local governments' assessments, resulting in millions of dollars of lost tax revenues.

H.R. 2378, sponsored by Representative Larry Smith (D-Fla.) is the most recent of several bills that have been introduced over the last five to six years to grant the same treatment to interstate pipelines. Other industries, including the telecommunications industry have also attempted to be included in such measures. In fact, it has been estimated that if the telecommunications industry were allowed such preferential treatment, the state of California would lose \$100 million annually.

Status: The House Judiciary Economic and Commercial Law Subcommittee plans to mark up H.R. 2478 before the end of June. There is no similar legislation in the Senate at this time.

NACo Policy: NACo opposes the intervention of the federal court system in local tax assessment and decision-making processes. We oppose those provision of the 4-R Act which currently grant that treatment to the railroads, and we oppose H.R. 2478.

Transportation



Staff Contact:
Robert J. Fogel

Federal Surface Transportation Program

Issue: The authorization for the Federal-Aid Highway Program and the Federal Mass Transportation Program expires Sept. 30, 1991. This coincides with the planned completion of the interstate highway system. Some organizations and members of Congress view this as an opportunity to change the focus of the federal highway and mass transit programs and/or reprogram how the funds can be spent.

Status: While no major legislation has been introduced on this issue, Congress has already begun to hold hearings. NACo has testified and additional hearings are expected this year on both the highway and mass transit programs.

NACo Policy: NACo's Transportation Steering Committee has developed a statement on the future of the Federal Surface Transportation Program and a resolution has been approved by the NACo Board of Directors.

This resolution focuses on the need for greater participation by local government in the allocation of federal highway funds; an enhanced rural highway program; the continuation and expansion of a separate bridge program; a component to address suburban mobility/congestion; and a better funded mass transit program. In addition, NACo has participated in the Transportation Alternatives Group (TAG), a coalition of 12 national public and private interest groups with a concern for surface transportation.

Federal Gasoline Tax

Issue: In order to reduce the federal budget deficit, some members of Congress have proposed that the federal gasoline tax be raised, with the proceeds being used for deficit reduction purposes. It is estimated that for

each one-cent increase, approximately \$1.1 billion would be generated.

Status: As Congress and the administration try to solve the deficit and budget problems in 1990, there have been several new proposals to increase the gas tax with the proceeds going to deficit reduction or deficit reduction and infrastructure improvement. Last year, Representative Glenn Anderson (D-Calif.) introduced H. Res. 41, expressing the sense of the House that the federal gasoline tax not be increased to reduce the federal deficit. H. Res. 41 has a majority of House members as co-sponsors. A similar resolution, S. Res. 63, was introduced in the Senate by Senator Steve Symms (R-Idaho). It was adopted by a voice vote as an amendment to the Budget Resolution in 1989.

NACo Policy: NACo policy opposes an increase in the federal gasoline tax for deficit reduction purposes or for purposes other than transportation.

1991 Appropriations (Transportation Budget)

Issue: The administration has presented its budget which funds the Federal-Aid Highway Program, Mass Transit Program, Airport Improvement Program, Amtrak and other programs of importance to counties. The administration's budget called for sharp reductions in mass transit, elimination of the Amtrak subsidy and reductions in highway spending. The Airport Improvement Program funding is proposed at its current level.

Status: Both the House and Senate have now passed Budget Resolutions which generally call for higher spending levels than the president's budget. The House Transportation Appropriations bill has been approved by the Transportation Appropriations Subcommittee with these higher figures. In particular, it appears as if the highway program will receive a substantial increase.

NACo Policy: NACo opposes any cuts in funding for transportation programs and in testifying before the House Transportation Appropriations Subcommittee, urged funding at least at current levels adjusted for inflation. NACo continues to be concerned about the large unspent surpluses accumulating in the highway and airport trust funds. A priority for NACo and other state/local groups is increasing the funding of the highway program to \$15 billion.

Amtrak Reauthorization

Issue: The House and Senate passed H.R. 2364 authorizing \$2 billion for Amtrak through 1992.

Status: The president vetoed H.R. 2364. On June 7, the House overrode the veto by a vote of 294-123, well above the required two-thirds margin. A week later, on June 12, the Senate failed by two votes to override the veto was 64-36. However, because there is an appropriations for Amtrak, service will continue in FY90.

NACo Policy: NACo policy supports

Continues on page 14

ISSUES UPDATE

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ISSUES UPDATE

the continuation of a federal role in long-distance passenger service and a continuation of federal rail subsidies to Amtrak.

Federal Aviation and Airport Program

Issue: The authorization for the eight percent ticket tax which funds the Airport Improvement Program (AIP) expires on Sept. 30, 1990. In addition to considering the extension of this tax, some in Congress would like to undertake a revision of the entire federal aviation and airport program.

One of the key issues is whether to repeal the federal prohibition on local governments or airport authorities levying their own tax on passengers. These taxes were known as passenger facility charges.

Status: The House Aviation Subcommittee approved a bill in June which authorizes a substantial increase in spending for airport construction and for improvements for the air traffic control system. Spending for the AIP would increase from the present \$1.4 billion to \$1.8 billion in FY91, and \$1.9 billion in FY92. No action has been taken on either the passenger facilities charges issue or the administration's proposal to increase the ticket tax from 8 percent to 10 percent.

NACo Policy: NACo supports continued funding for the AIP program which funds a substantial portion of new projects at county airports. There is no policy on the repeal of the federal tax prohibition.

Hazardous Material Transportation

Issue: The last authorization for the Hazardous Materials Transportation Act expired in 1986. The act governs oversight by various federal agencies of the estimated four billion tons of hazardous materials transported across the county each year.

Status: The House Energy and Commerce Committee approved H.R. 3520 on April 3. This bill was introduced by Rep. Thomas Luken (D-Ohio), and preempts much of the state and local authority in this area, including designation of transportation routing for hazardous materials.

There are no funds in this bill to finance the training and equipping of local emergency response personnel. Another version of this legislation has been introduced and will be taken up by the House Public Works and Transportation Committee. Nothing is scheduled in the Senate.

NACo Policy: NACo has no policy on this issue. However, in general, NACo opposes federal preemption and funding mandates.

Americans With Disabilities Act

Issue: Groups representing the disabled have been urging Congress to pass legislation guaranteeing the rights of handicapped individuals.

One of the major areas of concern has been

access to public transportation. The provision of this legislation would impose new cost on local transit systems.

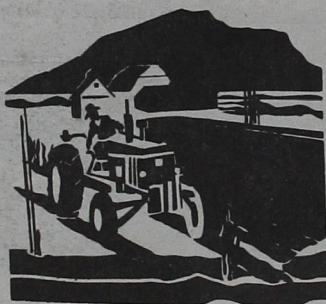
Status: The Senate and House have passed S. 933, the Americans with Disabilities Act, which will require that all new buses and rail cars purchased by public transit systems be accessible to the handicapped. This includes remanufactured vehicles.

In communities with fixed route systems, there must also be a paratransit system to the extent that such service does not impose an undue financial burden.

Subway and other transit stations would have to be made accessible within 20 years. The measure is in Conference Committee, and when finally enacted, is expected to be signed by President Bush who has stated his support for the legislation.

NACo Policy: NACo has no position on this legislation. However, NACo is concerned about any new federal mandate which will impose costs on county government.

Agriculture and Rural Affairs



Staff Contacts: Ralph Tabor and David Zimet Rural Development

Issue: Both the Senate and House have passed major rural development bills (S. 1036 and H.R. 3581).

The Senate bill authorizes a new revolving loan fund which expands funding and authorities for a number of existing rural development agencies. The revolving loan fund would be capitalized by \$300 million over a three-year period. A new Rural Capital Access Program would be authorized to provide a risk pool for loans made by private banks to rural small businesses.

The House bill establishes a new Rural Development Administration in the U.S. Department of Agriculture (USDA) to administer non-farm development programs currently administered by the Farmers Home Administration. The bill authorizes each state to establish a 16-member advisory Rural Economic Development Review Panel. Panel members would include representatives of counties, cities, area-wide agencies, electric co-ops, other utilities, bankers, business groups, and federal and state agen-

cies. The panel would rank applications for development projects within the state. If the USDA secretary follows the panel's recommendations, up to \$90 million in loan funds can be transferred from one program to another. No grant funds can be transferred.

Both bills expand the authority of the Rural Electrification Administration (REA) to assist rural development and allow electric co-ops to use borrowed funds for water and sewer projects. The Senate bill, however, authorizes up to \$40 million in separate funding for projects funded by electric co-ops. The Senate bill also would have REA administer new telecommunications programs for rural schools and hospitals, and a business incubator program.

Both bills authorize the U.S. Forest Service to assist forest-dependent counties in diversifying their local economies. The Senate bill provides \$10 million, while the House authorizes funding equivalent to five percent of national forest receipts (approximately \$45 million in 1990).

Status: The Senate passed S. 1036 in August 1989 and the House passed H.R. 3581 in March 1990. The appointment of a House/Senate Conference committee has been held up because the leadership of both Agriculture committees have been involved in the farm bill. Committee staff have met informally to determine the major areas of disagreement. Appointment of a Conference Committee is not expected until mid-July.

NACo Policy: NACo supported both the Senate and House bills on final passage. Along with other local government organizations, NACo strongly supports local prioritizing of projects by the state economic review panel, and supports funding flexibility as contained in the House bill. NACo and the other groups support the revolving loan fund provisions in the Senate bill but are urging fewer restrictions on the location and type of small business eligible for a loan.

Food Security Act

Issue: The 1985 Food Security Act expires in 1990. Because most farm organizations and many members of Congress believe that the Act helped to restore stability to the farm sector and was an important factor in the improving financial conditions, there is support for continuing its basic directions.

There has been general agreement that adjustments should be made to the 1985 statute to: promote better resource management/soil conservation; protect ground and surface water quality; decrease dependence upon federal commodity programs; enhance the role of the market in decision-making; and maintain federal spending on commodity programs.

The House Committee on Agriculture has approved provisions to freeze target prices for wheat, feed grains (corn is the major feed grain), rice, dairy, upland cotton and sugar. The House Committee has also approved measures to maintain the peanut quota system, but to enhance export potential, peanuts produced above quotas will receive less support than they have historically. Non-recourse loans will continue for wheat, feed grains, rice and upland cotton. In general, the loan rates will be calculated as 85 percent of

the previous five-year average market price. Historically, the loan rates have been set at about 75 percent of market price.

The provisions approved by the Senate Committee on Agriculture are very similar to those approved by the House Committee.

However, there are two aspects concerning commodity programs in which they differ. Under the Senate bill, there are to be marketing loans for wheat and feed grains. The secretary may select one of two loan rates. The first option is the 1990 base loan rate, and the second is the 1990 actual loan rate. The Senate Committee also included a limited provision to base the Wheat and Feed Grain Acreage Reduction Programs (ARPs) upon marketed volume (bushels) rather than acres. The change will be an option offered in 15 counties in each of four states.

To provide flexibility to producers, both bills would allow up to 25 percent of the total base acreage, plus historic oil seed plantings, to be planted to program crops (feed grains, wheat, cotton and rice). Oil seeds, and other specified crops, and the base would not be affected. Deficiency payments, however, would not be made for the acres so planted.

A special conservation title will also be included in the farm bill. This title will further the effort initiated under the 1985 Food Security Act. The concepts of sodbuster and swampbuster will be continued in order to protect fragile land. Wetlands will be protected so as to protect habitat of wildlife and migratory fowl. More importantly, such provisions will be used to protect ground and surface water quality.

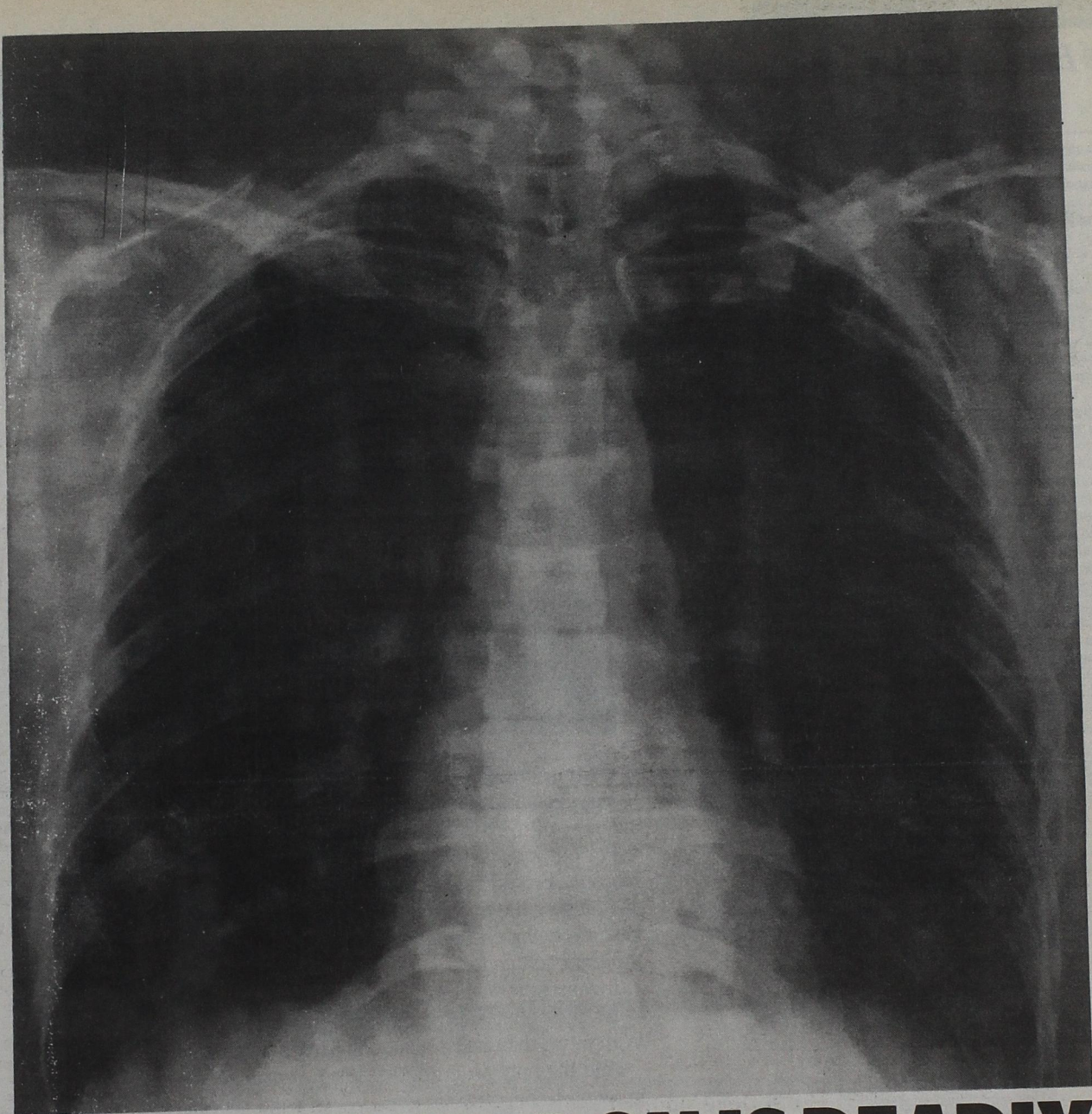
Provisions will be included in the farm bill that will permit agricultural producers to take land out of production for at least five years and put the land into conserving uses. Land eligible for one or more of several proposed programs will be highly erodible land, wetland or land that has direct impact ground or surface water quality (such as land within 1,000 feet of a public well head). Research and education programs will also be used to help assure good water quality and more efficient use of agri-chemicals, including fertilizers.

Status: The House and Senate Agriculture Committees have completed action on reauthorization of the 1985 Food Security Act (H.R. 3950 and an un-numbered Senate bill). Committee reports are expected to be filed after the July 4th recess with floor votes scheduled later in July. A House/Senate conference could last through September due to uncertainty about the final FY91 budget numbers for farm programs.

NACo Policy: The bills approved by the House and Senate conform closely to policy adopted by the NACo Board of Directors at the Legislative Conference. NACo did not take positions on individual commodity programs but supported the maintenance of overall farm income. NACo had urged more flexibility for producers. The general thrust of the conservation provisions is similar to NACo policy.

Food Safety

Issue: Food safety is a multifaceted issue. There are concerns related to



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consumer safety which involve residues and tolerances. There also are concerns related to international trade and the compatibility of one country's food safety laws (mostly relating to residue levels and the use of specific chemicals on specific foods) with those of any other trading partner.

Under present circumstances, the subject of food safety within the United States is also multijurisdictional. The Department of Agriculture, the Food and Drug Administration and the Environmental Protection Agency are all involved, and jurisdictional boundaries are not always clear. In addition, because several departments or agencies are involved, several congressional committees in each body of Congress also have some jurisdiction.

There are several bills concerning food safety pending in Congress. One, S. 2227, deals with the "circle of poison," and is included in the farm bill as approved by the Senate Committee on Agriculture.

In the United States, some chemicals are banned from use for agricultural production related to food use, but can be produced in this country and exported. If they are used overseas for agricultural production related to food use and these foods are then exported to the United States, a "circle of poison" is said to have been created.

Although this is technically illegal, it can occur because of insufficient inspection and testing of food imports for residues. Under this farm bill provision, the export of chemicals that are banned from agricultural use for food production would be prohibited.

Other bills (S. 722, H.R. 1725, H.R. 3292 and H.R. 3153) deal primarily with tolerances and regulation, but touch upon some environmental concerns as well.

H.R. 3153 and 3292 are pending in the House Committee on Agriculture, while the two companion bills — H.R. 1725 and S. 722 — are pending before the House Energy & Commerce Committee and the Senate Labor & Human Resources Committee. All would establish mechanisms to accelerate regulatory decisions and appeals.

Of the four bills, only H.R. 3153 would retain the Delaney Clause (zero tolerance for residues of carcinogenic chemicals) and establish a negligible risk standard. Only H.R. 3292 would impose national standards; they could be preempted, however, via petition by a state. Only H.R. 3153 prescribes the establishment of schedules for periodic review and reregistration of uses. The other bills would require such review when new information that indicates such a review would be judicious is available.

Status: Of all five bills, only the "circle of poison" bill has been approved by its respective committee. However, S. 722 is to be considered by the Senate Committee on Labor and Human Resources during the week of June 25. It is unlikely that either H.R. 3292 or H.R. 3153 will be incorporated into the farm legislation.

NACo Policy: The "circle of poison" provision in the Senate farm bill adheres closely to NACo policy. The elimination of the Delaney clause also conforms with NACo policy. As of this time, the Agriculture and Rural Affairs Steering Committee has not recommended specific policy on the other provisions.

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County Health REPORT

Vol. 1, No. 2

National Center for County Health Policy

July 9, 1990

More Attention Needed for the Mentally ill in the Criminal Justice System

An initiative of the National Association of Counties was instrumental in bringing together a broad group of people in Seattle in early April to address concerns for the mentally ill in the criminal justice system.

The meeting included mental health, correctional and law enforcement professionals with family members and consumers to review key topics in order to identify areas for change and develop advocacy strategy.

The growth of inmate populations, the increasing numbers of jails and their high visibility, and the impact of jails on local property taxes all contribute to the growing attention being paid to jails today. Meeting attendees felt that services for detainees, however, often are shaped more from concerns for a safe environment and

maintaining order, than from an understanding of the need for quality health or mental health services. When public interest is sparked, there is often a disagreement between those who want mentally ill offenders diverted from jails and those who want quality services available in jails. Both sides have the same objective, but emphasize different needs. Mental health and correctional staff are often equally perplexed by difficult cases of persons who are badly in need of care.

Those who attended the meeting concluded that mentally ill offenders are inappropriately channeled by police into criminal justice systems; denied adequate or timely screening when admitted to a local jail; placed at risk of physical and psychological harm due to inconsistent mental health

services provided by the jails; and often discharged to the community from local jails with no formal discharge plan or arrangements for community mental health services. A list of specific factors that contributed to these problems was identified and policy recommendations were made regarding them.

The participants agreed that standards need to be developed for the diversion and treatment of the mentally ill offender. Improved dissemination of existing knowledge should take place, and partnerships should be formed between mental health and correctional professionals. Local and state criminal justice systems should have access to and training in appropriate techniques and mechanisms for screening mentally ill inmates. More

See MENTALLY ILL, page 2

Braaten Speaks on Rural Health

Kaye Braaten, Commissioner from Richland County, North Dakota and NACo's Second Vice President, spoke before South Dakota Governor George S. Mickelson's Rural Health Strategy Meeting in Pierre, South Dakota, June 26.

The meeting is one of four on rural health sponsored by the W.K. Kellogg Public Policy Program as part of a Restructuring the Upper Midwest: Policy Issues and Choices initiative.

Major restructuring of the economic and government systems of the Upper Midwest is needed to respond to the changes that have occurred in this area over the past decade. Communities face hard choices

as traditional industries such as farming, oil and iron experience hard times.

The Kellogg Foundation awarded a three-year grant to study the different public policy issues surrounding these developments. Five educational institutions in South Dakota, North Dakota, Minnesota and Montana are involved. Seminars on rural health are being held in each state. In South Dakota and Montana, they will be directed to legislators, executive branch policy makers and representatives of professional associations. In Minnesota and North Dakota, audiences will be community leaders from towns experiencing significant problems with their hospitals.

Each seminar features attention to the changing role of government in rural areas and state and local responses to restructuring the rural health care system.

The other seminars are scheduled for Bismarck, North Dakota: August 6-7 and Monticello, MN: August 15-16. The Montana date and location are yet to be decided. For further information, contact: Jane Stevenson, Program Director for Public Policy, Univ. of Minnesota Department of Agriculture and Applied Economics (612) 625-6232.

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COUNTY NEWS

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Mental Health and Public Law 99-660

State and county mental health professionals discuss implementation of state plans

Over the past several years, states have been working to comply with The State Comprehensive Mental Health Service Plan Act of 1986 (Title V of P.L. 99-660). The first plans required by the federal government were reviewed this past year and evidence of implementation is expected this fall. The States are to develop comprehensive mental health service plans that include the establishment and implementation of an organized community based system of care for the chronically mentally ill. Among the many requirements, the legislation states that each state plan shall require the provision of case management services to each chronically mentally ill individual in the state who receives substantial amounts of public funds or services.

In April, the National Center for County Health Policy at NACo convened a group of state mental health program directors and county mental health program administrators to discuss intergovernmental relations in the implementation of the state plans in urban areas. Funded by the National Institute of Mental Health, Division of Education and Service Systems Liaison, the meeting focused on the implementation of the case management service requirement.

The purpose of the meeting was to develop a list of key elements that

must be addressed within a state-local relationship in order for a state plan to be successfully implemented. The second purpose was to provide a format for sharing information about the implementation experiences of the participating states and localities.

State mental health program directors or persons responsible for implementing the state plans from Florida (Ivor Groves, Ph.D.), New York (Richard Surles, Ph.D.), California (Tom Reitz), Wisconsin (Deborah Alness), Louisiana (W.R. Stokes, Ed.D.) and Maryland (James Stockdill) attended. County/Local mental health program directors attending were: Frank Rabbito, District Program Supervisor for Alcohol, Drug Abuse and Mental Health for Miami, Florida; Dave Brownell, Commissioner of Onondaga County Department of Mental Health in Syracuse, New York; John Crosta, Associate Commissioner of Erie County Mental Health Department in Buffalo, New York; Jon Gudeman, M.D., Milwaukee County Mental Department, WI; Areta Crowell, Deputy Director, San Diego County Mental Health Services, CA; Wayne Greenleaf, Ph.D., Administrator, New Orleans Charity Hospital-Mental Health Services, New Orleans, Louisiana; Stephen T. Baron, President, Greater Baltimore Mental Health

Systems, Baltimore, Maryland; Peter Holt, Director, Department of Addiction, Victim and Mental Health Service, Rockville, Maryland; Barbara Carey, R.N.M.S., Chief Director, Regulatory Policy and Legislation, Baltimore, Maryland; and Oscar Morgan, Baltimore, Maryland.

Many states are undergoing major changes in their mental health service delivery systems and much of the discussion at the meeting focused on these broad system changes. The participants indicated that implementing PL 99-660 was part of this dynamic. For the most part, local governments are the entities that implement a state system. The meeting focused on identifying the financial expectations, the communications systems, and the service delivery mechanisms in place or expected to be in place for the state plans to be implemented.

A workshop session developed from this meeting will be presented at the NACo Annual Conference, on Sunday, July 15, from 2:45 - 4:15 pm in the Fontainebleau Hotel, Bordeaux room. For further information about this meeting, please contact Mary Uyeda, National Center for County Health Policy, NACo/440 First Street, NW, Washington, D.C. 20001, 202/393-6226.

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public attention and advocacy should be devoted to these issues.

Since the meeting, plans are proceeding to present the results at a special event for Congressional members and staff during Mental Illness Awareness Week in the Fall.

The meeting was held in collaboration with the Community Action for the Mentally Ill Offender (CAMIO) and the Washington State Department of Corrections and sponsored by the National Coalition for the Mentally Ill in the Criminal Justice System in conjunction with CAMIO. Funding was provided by a variety of federal agencies including the National Institute of Corrections, the National Institute of Mental

Health, the National Institute of Alcoholism and Alcohol Abuse, the National Institute of Disability and Rehabilitative Research, and the National Institute of Drug Abuse.

For more information on this initiative, please contact Susan Rotenberg, National Coalition for the Mentally Ill in the Criminal Justice System, 600 Lake Washington Blvd, East Suite D Seattle, WA 98112 (206/329-8304). For a copy of the Research Monograph developed from the meeting, contact Mary Uyeda, National Center for County Health Policy, NACo/440 First Street, NW Washington, D.C. 20001 (202/393-6226).

**NACo's 19th Annual
Employment Policy and
Human Services Conference
November 17-20, 1990
The Pointe on South Mountain
Maricopa County, Arizona**

Special sessions on prevention, treatment and law enforcement approaches to drug abuse will be conducted by the National Center on County Health Policy and the federal Office of Substance Abuse Prevention.

For more information, contact Mary Uyeda at (202) 393-6226.

Hennepin County Initiates Assured Care Program

Off" to Hennepin County, Minnesota. Out of a need to address the issue of uncompensated care to insured Minnesotans, Hennepin County has developed ASSURED CARE, a one year pilot program that serves 1000 low income, uninsured residents a 25, 50, or 75 percent discount on services provided by a network of public and private providers. This discounted fee-for-service program will improve access to health promotion and prevention services, as well as integrate a fragmented health care system. In addition, ASSURED CARE will allow the county to maximize Medical Assistance and General Assistance Medicaid revenue to offset the program subsidy currently required to cover their uncompensated care.

A descriptive program evaluation will provide a great deal of information about this population in Hennepin County within the next year. The development of a coordinated clinical billing system will allow the county to collect and analyze program utilization, cost and health status. It is hoped that the ASSURED CARE experience will enable the county to identify and respond to the health care needs of low income, uninsured Hennepin County residents.

Approximately 60 percent of Minnesotans receive subsidized health insurance as employees or employees' family members. 11 percent have individually purchased policies and 21 percent are enrolled in public programs such as Medicare and Medicaid. The uninsured are a heterogeneous population; two-thirds are 65 or younger, three-fourths are members of families with adult workers primarily in the trade or service industries.

The high cost of health insurance is the primary reason why people are uninsured. Particularly, mid to low income individuals with chronic illnesses may be unable to purchase insurance against their needs for food, shelter and clothing. Other individuals with chronic illnesses may be unable to purchase insurance because they are considered "high-risks" and are "uninsurable" by the industry. If they

were to find a company willing to write them a policy, the cost of the coverage would be prohibitive. Finally, a certain segment of the population does not purchase insurance for philosophical reasons. Hennepin County Health Bureau staff estimate that 95,000 (10%) of Hennepin County residents are currently uninsured.

The Hennepin County Health Bureau hopes that ASSURED CARE will serve as a model for other local and state policy makers struggling with the issue of providing care to the uninsured. While broad system reform is clearly inevitable, it is important that a new and expensive health care bureaucracy is not created. ASSURED CARE provides a simple, yet effective model for consideration in the debate.

For further information about Assured Care, contact Ellen Benavides, Director, Health Policy & Program Development, Hennepin Co. Bureau of Health, A-2309 Government Center, Minn., MN 55487 (612) 348-4338.

NACO Annual Conference Sessions on Health Issues

SUNDAY, JULY 15
9:00 - 10:15 am

"What You Want to Know But Don't Want to Ask About HIV Infection"
Imperial II

"Children First: Meeting Mental Health Needs of Children During Divorce Proceedings"
Conference Room I

1:00 - 2:30 pm
"Crisis in a Trauma System: Lessons from Two Counties"
Imperial II

"Everything You Want to Know About Drugs But Don't Know How to Ask: Pre-req for Managing the Drug Crisis"
Champagne

2:45 - 4:15 pm
"Political Leadership in Managing the Drug Crisis"
Monaco

"Chemical Disaster: Is Your County Really Prepared?"
Lorraine

"Mental Health Planning and P.L. 99-660: What Role for Counties?"
Bordeaux

"Living with AIDS: The Human Dimension"
Imperial III

MONDAY, JULY 16
9:00 - 10:30 am

"Medicaid"
Imperial V

1:45 - 3:15 pm
"Rural Health"
Monaco

All sessions held in the Fountainebleau Hotel Miami, Florida.

Unique Program Benefits Policy Makers

The User Liaison Program, part of the U.S. Public Health Service Agency for Health Care Policy and Research (AHCPR), is a unique office in the federal bureaucracy. Its objective is to develop and provide useful information for public policy makers involved in the decision making that affects the financing, delivery and organization of health and human services. The audience for Program workshops has been primarily state legislators and state health agency staff. The Program mission is devoted to issues that reflect health care delivery problems. They do not address related matters such as environmental health nor issues for which other federal agencies are responsible such as mental health and substance abuse (the purview of ADAMHA) or research (under NIH).

For the past two years, NACo has

been working with the Program to encourage them to broaden their audience to include county policy makers and to include in the substance of their workshops more attention to the intergovernmental dynamics that shape health care delivery. In its report that accompanied the Fiscal Year 1990 appropriation for AHCPR, the Senate Appropriations Subcommittee urged the User Liaison Program to reach out and involve more local government officials in its activities.

As a result, in early March, at the Rensselaerville Institute near Albany, New York, a small group of local officials, including NACo's Health Steering Committee leadership, was convened to identify health issues of special concern to county government, offer suggestions on how to integrate these concerns in the on-

going workshops offered by the Program, and to identify ways to encourage county officials to attend.

The following items were the objective and the intent of the meeting:

- What health care delivery issues concern local government officials, and would best be addressed by an audience consisting of both State and local government officials, inasmuch as the workshop focus would be on an issue that needs collaboration between State and local government leaders if it is to be effectively addressed?

- What issues come to mind that impact heavily on local governments—but are of little concern to State government officials—that might make a suitable subject for a User Liaison Program-sponsored

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Health in Congress

S 2240: Comprehensive AIDS Resources Emergency Act of 1990 (Kennedy, D-MA; Hatch, R-UT and 30 co-sponsors)

Status: Passed the Senate, 95-4, May 16, 1990

Title I: Direct impact aid to the chief elected official of the 13 urban counties or cities with the highest incidence of AIDS who would appoint members to a planning council to distribute funds. Funding could be used for services, including those provided by public hospitals, clinics, out patient and ambulatory care centers. Authorization: \$300 million.

Title II: would provide funding to states to develop consortia of public and private health agencies to provide services for HIV infected individuals including home health care, therapeutics, insurance coverage and early intervention services. Authorization: \$300 million.

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

HR 4875: Medicaid AIDS and HIV Amendments of 1990 (Waxman, D-CA, and 49 co-sponsors)

Status: Passed House of Representatives, 408-14, June 13, 1990.

Impact aid similar to S 2240; other major titles provide \$400 million for testing, counseling and therapeutics.

HR 4181: Medicaid State Share Amendments of 1990 (Cooper, D-TN, and 15 co-sponsors); **S 1878: A Bill to Amend Title XIX to Allow for State Matching Payments Through Voluntary Contributions and State Taxes.** (Graham, D-FL, and 1 co-sponsor)

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

Permits using voluntary donations of as much as 10 percent of total state share and specific provider taxes as state share of Medicaid. The bill would nullify recent proposed HCFA regulations that would base federal financial participation on a state's net expenditures less revenues received from donations and provider taxes.

HR 4487: A Bill to Revise and Extend the Program for the National Health Service Corps (Richardson, D-NM, and 27 co-sponsors)

Status: Passed House Energy and Commerce Health Subcommittee by voice vote June 20. Similar bill in Senate (S.2617) introduced by Kennedy (D-MA) passed Labor and Human Resources Committee May 16.

HR 2207: A Bill to Amend the Internal Revenue Code of 1986 (Donnelly, D-NY)

Status: Referred to Ways and Means Committee

Amends the IRS code to limit the ability of nonprofit hospitals to raise tax exempt bonds in excess of the \$150 million volume cap applying to other 501 (c)(3) entities without evidence of indigent care provision.

S 2056: The Health Objectives 2000 Act (Harkin, D-IA, 26 co-sponsors) Status: Senate Labor and Human Resources Committee mark-up scheduled June 27.

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

HR 3931 and S 2198: A Bill to Amend the Social Security Act to Reduce Infant Mortality (Collins, D-IL and 29 co-sponsors and Bradley, D-NJ and 10 co-sponsors, respectively)

Status: Referred to House Energy and Commerce Committee and Senate Finance Committee. Expected to be considered in reconciliation — passage uncertain.

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

HR 3932: Medicaid Child Health Amendments of 1990 (Slattery, D-KS, and 29 co-sponsors)

Status: Referred to House Energy and Commerce Committee. Expected to be considered in reconciliation — passage uncertain.

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

HR 3933: Medicaid Frail Elderly Community Care Amendments of 1990 (Wyden, D-OR, and 84 co-sponsors); **S 785: Medicaid Home and Community Care Options Act of 1990** (Rockefeller, D-WV, and 11 co-sponsors)

Status: referred to House Energy and Commerce and Senate Finance Committee. Expected to be considered in reconciliation — passage uncertain.

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

Plan to attend
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Maricopa Co., AZ

*Make a move that
makes you
a winner!*



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workshop directed solely to county officials?

- How can the User Liaison Program develop an effective invitational process that will assure key local government officials are aware of the Program workshops?

The Workshop featured a "Brainstorming Session" during which a number of concerns and issues were discussed.

As a result of this meeting, a list of the elected officials on NACo's Health Steering Committee and health policy committees from California and New Mexico State associations of counties were invited to a workshop, on June 25, 1990, on issues regarding child health near Salt Lake City, Utah.

The User Liaison Program workshops represent a commitment of time, usually 3 1/2 days, and require resources for travel and lodging, although expenses are very reasonable. They are planned for small groups, generally less than 50 persons and are superb opportunities for discussion with colleagues on the state and local level.

If you are interested in being invited to these sessions, or know of colleagues who may be, please let the National Center for County Health Policy at NACo know (202/393-6226). If your state association has a health policy committee, please forward a list for the Center to use with this and similar initiatives.