

County News

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Washington, D.C.

NACo battles proposal to end local tax deduction

By Susan J. White
associate legislative director

At a Capitol Hill press conference, July 26, NACo President D. Michael Stewart called on the White House and congressional leadership to "abandon all proposals currently under consideration to eliminate or reduce the federal deduction for state and local income taxes."

"This latest 'revenue raising' idea is just one more strike against local governments who are struggling to provide vital public services with less and less resources," Stewart said. He emphasized that the proposal also strikes at the heart of federalism and the intergovernmental partnership.

"It has been understood since the inception of a federal income tax that state and local taxes would be deductible so that federal activities did not impinge upon our ability to raise the necessary dollars to pay for local services," Stewart said.

Stewart's remarks were made at a joint press conference where state and local leaders, including New York Governor Mario Cuomo, voiced strong opposition to a recent agreement by federal budget negotiators to raise needed revenues, in part, by eliminating or reducing the federal

See **BATTLE**, page 5

Stewart off to fast start

By Beverly A. Schlatterbeck
editor

Commissioner Mike Stewart, Salt Lake County, Utah, launched his term as NACo president, unveiling a six-point program, including NACo-sponsored national debates and the adoption of a five-year budget cycle, that will flavor the association's activities for the coming year.

Speaking before conference delegates, immediately following his election on Tuesday, Stewart announced that NACo will sponsor two national forums on controversial issues such as acid rain and

See **STEWART SPEECH**, page 8



Photo by David Hathcox

NACo President Mike Stewart delivers his inaugural address.

INSIDE

County officials hear from speakers on today's problems and expectations for the future in the first part of *County News* Annual Conference coverage.

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(Extensive Annual Conference coverage will be featured in the Aug. 13 issue.)

NACo kicks-off effort to designate April 7-13, 1990 as National County Government Week.

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New NACo President Mike Stewart talks about his personal philosophy and agenda for the forthcoming year in an interview with *County News*.

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The Senate passes housing legislation and budget negotiations stall as Congress winds down to its August recess.

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Photo by David Hathcox

They're all troopers in the Stewart family. New NACo President Mike Stewart and his family entertained conference delegates during Stewart's inaugural ceremony, Tuesday night at the Annual Conference. (l-r) Sarah; David; wife, Betty Lou; Emily; Mike; Melou; Amy; and Elizebeth Stewart.

NACo supports strong indigent care measures

By Thomas L. Joseph, III
associate legislative director

Testifying before the House Select Committee on Aging, Cuyahoga County, Ohio, Commissioner Mary Boyle stated that too many non-profit hospitals avoid providing health care to indigent patients.

Citing a General Accounting Office (GAO) report released at the hearing, called "Nonprofit

Hospitals — Better Standards Needed for Tax Exemption," Boyle pointed out that county hospitals are providing a disproportionate amount of uncompensated care.

"I am not surprised that, where GAO received specific information on charity costs, a large number — between 43 and 71 percent — of hospitals surveyed provided less charity care than the estimated value of their tax exemption," Boyle said.

Combined with other findings in

the GAO report, Boyle said she recognized that using the tax code would not solve the indigent care problem. Yet, "some measures are needed if non-profit hospitals are to continue to enjoy \$4.5 billion a year in federal tax-exempt benefits," Boyle told members of the committee.

The GAO examined and compared non-profit, for-profit and local government hospitals in California, Florida, Iowa, Michigan and New York. It found



Mary Boyle, commissioner
Cuyahoga County, Ohio

hospitals. However, if non-profit hospitals are truly charitable 501(c)(3) organizations enjoying tax-free benefits, they should have proactive plans to serve the indigent, and there should be a measure of care for which they should be held accountable."

Representative Edward Royce (D-Calif.), chair of the Select Committee, is preparing legislation to strengthen the Internal Revenue Code by providing an indication of what non-profit hospitals should be doing to enjoy tax-exempt status. Under his draft bill, a hospital would be required to provide an amount of charity care that is at least equal to the average value of the last two years of its federal state tax-exempt status.

The measure as currently drafted, does not include the value of the tax-exempt bond benefit, or the value of property tax exemption.

"Although local officials in at least 12 states, according to GAO, have attempted to remove property tax exemptions, we would also recommend that you consider including the value of a hospital's local property tax exemption," Boyle said.

NACo is meeting with congressional staff to assist them in refining the bill before introduction.

Other witnesses at the hearing included the GAO, the Internal Revenue Service and the American Hospital Association, which is expected to oppose the legislation.

National County Government Week program announced

Just hours before Ann Klinger turned over the NACo presidency to Mike Stewart at the 1990 Annual Conference, she announced a major program to encourage Americans to better understand and appreciate the work of county government and the services that counties provide.

NACo is launching National County Government Week next year, Klinger told the audience at the NACo business meeting on July 17. Klinger, a supervisor from Merced County, Calif., had made "spotlighting" America's counties the theme of her term as NACo president.

Klinger said establishing county government week is a significant

step toward raising public awareness of the work of county government.

The celebration, to be held April 7-13, 1991, will involve all levels of government — federal, state and local. Proclamations, open houses and a wide variety of activities will be planned for the week. The theme, to encourage participation by the public, will be "Discover County Government."

Momentum is already gaining in Congress where H.J. Res. 613 has been introduced in the House of Representatives by Representative Ben Erdreich (D-Ala.) and S.J. Res. 347 in the Senate by Senator Conrad Burns (R-Mont.) to proclaim county government week.

Fifty-seven co-sponsors in the House and 29 in the Senate have signed on to the resolution.

In his introductory remarks, Rep. Erdreich said, "In light of the tremendous contributions made by county governments nationwide, I believe it is appropriate that we designate April 7 through April 13 as National County Government Week."

Once the resolution passes the House and the Senate, it will move to the White House for President Bush's signature.

Klinger said county officials must now contact their representatives and senators and ask them to become sponsors of this resolution.

They should also work with your state associations and encourage their governors and state legislators to designate county government week; then begin planning appropriate celebrations.

At the local level, county officials should start the same process, deciding how to celebrate the week.

First, they should issue a proclamation designating the week; then review what activities could be scheduled during the week. Those activities could include:

- open houses and tours of county facilities;
- informational displays and exhibits of county services;
- presentations in schools;
- meetings with editorial boards, publishers and news directors to emphasize the work of county government;
- information exchange with the private sector;
- health clinics;
- community clean-up of streams and roadsides;
- fine-free library programs;
- rabies clinics for pets;
- programs to encourage fire and crime prevention; and
- efforts to increase volunteerism.

NACo ON THE MOVE

◆ Representative Bob Traxler (D-Mich.), chairman of the VA, HUD and Independent Agencies Subcommittee, of the House Appropriations Committee, and Ranking Minority Member Bill Green (R-N.Y.) met with legislative staff Haron Battle and other members of a housing funding coalition, July 25, to discuss housing appropriations ... Housing funds were the subject of another meeting Battle had on the Senate side with Senator Charles Grassley's (R-Iowa) staff on July 26 ... Earlier in July, Battle attended a meeting on HUD's proposed lobbying regulations which would govern the registering and reporting of contacts with the department.

◆ Legislative staff Bob Fogel urged increased funding for the Federal-Aid Highway Program in meetings with Senate Transportation Appropriation Subcommittee staff last week.

◆ Legislative Director Ralph Tabor represented NACo at a strategy meeting with 30 other organizations on the deductibility

of state and local taxes, July 26.

◆ Ken Meinhardt, M.D., medical director for the Santa Clara County, Calif. Mental Health Bureau, spoke about emotionally disturbed minority children during a recent conference on child and adolescent services in Boulder, Colo. Dr. Meinhardt is immediate past president of the National Association of County Mental Health, Drug, Alcohol and Developmental Disabilities Program Directors.

◆ Members of the Consortium for Regional Mobility, including Steve Lee, research associate, met at NACo headquarters on July 24 to plan its National Conference on Regional Mobility scheduled for Nov. 7-9 in Phoenix, Ariz.

◆ Legislative staff Donald Murray recently accompanied Mike Stewart to the National Sheriffs' Association (NSA) annual meeting in Denver, Colo. Following Stewart's address, the NSA membership approved a policy on jail industries that was virtually identical to NACo's position.

Missouri v. Jenkins court-imposed taxation

By Brian K. Lagana
NACo staff

The Senate Judiciary Subcommittee on the Constitution, chaired by Senator Paul Simon (D-Ill.), recently held hearings on S.J. Res. 295 and S. 34. Both measures are designed to counteract the Supreme Court's recent decision in *Missouri v. Jenkins* on court-imposed taxation. (See *County News*, May 7, 1990)

S.J. Res. 295, introduced by Senator John C. Danforth (R-Mo.), proposes a constitutional amendment to prohibit the Supreme Court or any court from interfering with local powers of taxation.

S. 34, introduced by Senator Strom Thurmond (R-S.C.), proposes to clarify the remedial jurisdiction of lower federal courts.

Sen. Thurmond, testifying in

support of S. 34, said that there were two constitutional issues to deal with in this decision: whether federal courts have the authority to inject themselves into the legislative area of taxation, and whether his bill is appropriate.

In regards to the first issue, he noted that there are many worthwhile programs vying for a finite amount of tax dollars. "To allow federal judges to impose taxes is to discount valuable public debate concerning priorities for expenditures of a limited public resource. This idea has remained steadfast for over 200 years. Elected officials with authority to tax are directly accountable to the people who give their consent to taxation through the ballot box. The shield against unwarranted taxes has been removed now that the Supreme Court has sanctioned

See *TAXATION*, page 7



Photo by David Hathcox

Tom Armstrong from Caddo Parish, La. takes notes during a Monday afternoon workshop session on consolidation and interlocal agreements.



Photo by David Hathcox

Former NACo President Harvey Ruvin, Dade County, Fla. commissioner and host of the 55th Annual Conference, shared the spotlight at the opening session with his son, Zachary.

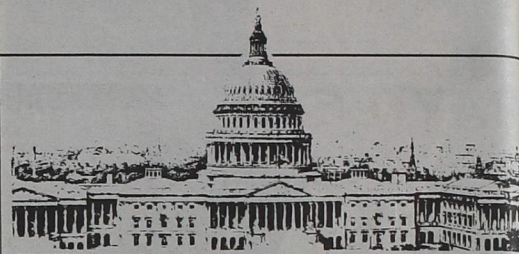


Photo by David Hathcox

Even though it was a bright and beautiful Miami Beach morning, delegates were out in force for the 9 a.m. workshop on alternative revenue sources.

Congressional Boxscore Status of Major Bills Affecting Counties (as of July 25, 1990)

	House	Senate	Comments
Airports	H.R. 4986 (passed)	S. 2268 (hearings held)	Reauthorization of airport programs
Anti-Drug	H.R. 5269 (approved by committee)	S. 1970 S. 2649	Senate passed 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	H.R. 5267 (approved by committee)	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 (passed)	Disagreement with White House on quota language
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)	In Conference Committee
Food Security Act (farm bill)	H.R. 3950 (passed)	S. 2830 (being debated on floor)	Conference Committee expected in September
Food Stamps	H.R. 3950 (approved as part of farm bill)	S. 2489 (to be added to farm bill)	House and Senate provisions similar
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	H.R. 5229 (passed)	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 (approved by subcommittee)	S. 542 (approved by committee)	House Ed. & Labor Committee consid- ering substitute bill
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 votes not expected before recess
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)	Senate passed S. 1036 as an amendment to the farm bill
Tax-Exempt Bonds	Numerous bills introduced	Numerous bills introduced	Action by tax com- mittees awaits bud- get negotiations



FY91 Appropriations Bills Status (as of July 25, 1990)

	House	Senate
Agriculture (H.R. 5268)	Passed	Hearings completed
Commerce, Justice, and State (H.R. 5021)	Passed	Hearings completed
Energy & Water Development (H.R. 5019)	Passed	Approved by committee
Interior (no bill number)	Approved by subcommittee	Hearings completed
Labor, HHS & Education (H.R. 5257)	Passed	Hearings completed
Transportation (H.R. 5229)	Passed	Approved by committee
VA, HUD & Independent Agencies (H.R. 5158)	Passed	Hearings completed

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BATTLE

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state and local income tax deduction.

This latest effort by the White House and congressional leadership to raise revenues has developed within the context of the budget summit.

Budget negotiators from both sides have been saying for several weeks that they will raise taxes and cut programs to reduce the deficit and avoid across-the-board cuts which would take effect in October under Gramm-Rudman, if there is no agreement.

"If they get the state income tax deduction now, they will go after the property tax deduction next."

Mike Stewart
NACo president

Stewart pointed out that "we lost the sales tax deduction as part of the 1986 tax reform legislation and Congress wanted the elimination of the entire state and local tax deduction. If they get the state income tax deduction now, they will go after the property tax deduction next."

For counties nationwide, the property tax is the major source of revenue. Property tax revolts have been taking place throughout the country since the original California Proposition 13 victory in 1978. Since that time, voters have sought to limit their local property tax liability through grass roots movements and other efforts.

"If our citizens can no longer deduct these taxes, they will be facing double taxation and be less inclined to vote for local taxes to pay for services," Stewart said.

NACo has stressed since 1985 that attacks on deductibility represent:

- continuation of the shift of responsibilities to local government, in the face of increased federal mandates;
- double taxation; and
- unfair burdens on the middle class.

Stewart, on behalf of NACo, vowed to make this issue a top priority in the coming months and said that this is one issue that our membership understands, and one that the average citizen on the street understands.

"It will be a fight all the way," Stewart said.



WRITE A REMINDER

Familiar reminders? "Pick up kids at school. Take uniform to cleaners. See PEBSCO rep."

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Stewart: agenda and philosophy

(Ed. Note: County News interviewed new NACo President Mike Stewart about his agenda for the association and his philosophy on public service.)

CN: What type of agenda have you set for your presidential year?

Stewart: NACo is a respected public interest group. It is the voice out there. As such, we must help define the issues and important solutions for the '90s and the next century.

I want to maintain and extend out Capitol Hill influence; to strengthen NACo financially, to increase membership, and corporate sponsorship along with public/private partnership.

I plan particular emphasis on families and youth, volunteerism, and sharpening of the spotlight's focus on county government.

America needs sound information in the hands of decision-makers. I propose a forum—the NACo

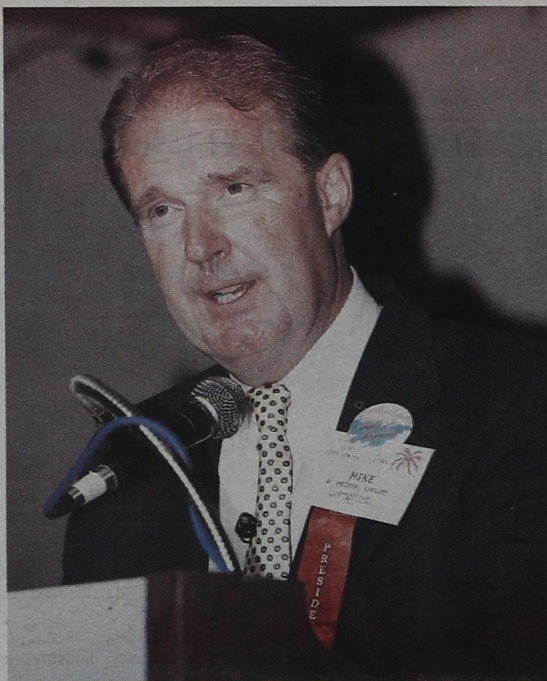


Photo by David Hathcox

Debates — to bring the best heads and spirited hearts to discuss, debate and draw a plan of action in major current issues. I wish to engage a major corporate partner in sponsoring these debates.

Leadership training and better government back home is at the core of representative government. NACo conferences and communi-

cations will be used to further this.

CN: When Ann Klinger was inaugurated last year, she stated that the members of the Executive Committee had established a common agenda to increase the visibility of county government. How do you plan on increasing or maintaining NACo's visibility in the media, Congress and the White House?

Stewart: Ann, Kaye, John and I favor multiple year programs such as spotlighting county government, volunteerism, youth and families. Beyond our legislative priorities, an emphasis on selected issues such as jail industries "real work for real pay," the NACo Debates, and seeking congressional champions in matters of federalism and mandates will bring enhanced visibility. We should seek legislative sponsorship for NACo platform planks.

We will showcase our appreciation for White House and congressional support in resolutions and awards and also include state executives and legislators.

Pursuit of an intergovernmental budget format highlighting federal, state and local government expenditures to raise public and official understanding of efforts and real costs of services and programs.

CN: What do you consider to be the important legislative issue(s) NACo will be addressing in the coming year?

Stewart: *Environmental Issues:* Solid waste, clean air, drinking water.

Community Development: Community Development grants and enterprise zones.

Transportation: The gas tax for deficit reduction and the reauthori-

zation of surface transportation funds.

Intergovernmental: Mandates, cable TV deregulation and voter registration.

Public Lands: Funding PILT [Payment-In-Lieu-of-Taxes] to full value and community stability.

Health: Indigent care, AIDs, revitalization of rural and inner city health services.

Justice and Public Safety: Jail industries, alternatives to incarceration, drug abuse.

Tax and Finance: Value added taxes, bonding for infrastructure, state and local deductibility, the impact of the savings and loan bailout.

Human Services: Child care, child welfare and Head Start.

Agriculture: Food safety and pesticides, rural development and extension of current agricultural programs.

Employment: Maintaining a continuum of job training alternatives to reflect diverse population needs.

enjoy the opportunity. We hold a position of trust; act and spend accordingly. Seek allies, good advice and forge ahead.

CN: Where would you like NACo, as an organization, to be at the end of your presidency?

Stewart: To have reduced uncertainty in the association and in our communities. To have foreseen, not simply reacted to circumstances. To have heart and fun along the way.

CN: What led you to seek public office?

Stewart: Public service is required of all true citizens. It is as important as one's tax dollar to the democratic process. Volunteerism and the American heritage go hand in hand. I had a few good ideas and friends who said: "Do it." It came at a convenient time.

CN: What's the most important thing you think you've done as a Salt Lake County commissioner?

Stewart: Increased public participation in matters of local gov-

"Things don't count — people do! My family is utmost in my life ... My role as an elected leader is to make sure that people sleep better at night and to have government with a heart."

Mike Stewart
NACo President



Photo by David Hathcox

CN: Do you plan to set up any special task forces or work groups devoted to a specific issue?

Stewart: I will institute a task force in strengthening families and youth, focus groups to implement NACo Debates and deal with "federalism at risk" and a coalition to implement real work for real pay, i.e., jail industries. I will continue the focus in volunteerism and a five-year finance and budget plan for NACo.

CN: If you had one message to get across to Congress and the administration what would it be?

Stewart: Counties are your partners in government, not a special interest group. Give us the tools and discretion to get the job done. Give us flexibility in deadlines. Avoid mandating your legislative hobbies without providing money to local government to implement them. Seek our input.

CN: What would your message be to NACo members?

Stewart: We have a rare privilege to serve our citizens. Less than one-fourth of one percent will ever

enment and coordination among agencies and governments.

CN: What would you tell a young person about public service?

Stewart: Train yourself in history, statistics and finance. Politics is not a dirty business. There is in fact less politics in government due to sunshine laws than in education, business and religion. Doing government is exhilarating. Like Churchill said: "It's like combat and it beats being shot at — at least without result." Plan for public service along the way — not as a destination or resting place.

CN: What would you say is your personal philosophy in your work and everyday life?

Stewart: Things don't count — people do! My family is utmost in my life. My efforts should look to the next generations not just the now. Don't take yourself too seriously. If you win, act like you lost and if you lose, act like you won. My role as an elected leader is to make certain people sleep better at night, and to have government with a heart.

Senate passes National Affordable Housing Act

By Haron N. Battle
associate legislative director

By a vote of 96-1, the Senate passed the National Affordable Housing Act (S. 566) on June 27. Prior to passage, the bill was amended in such fashion as to gain the administration's enthusiastic endorsement of this housing and community development legislation.

Department of Housing and Urban Development (HUD) Secretary Kemp got what he wanted, including restrictions on use of federal funds for new construction; full authorization of the administration's Homeownership and Opportunity for People Everywhere (HOPE) Program to empower the poor through homeownership; further targeting of federal funds to low-income people; authority to use housing production funds for rental assistance; and revisions to the Federal Housing Administration's (FHA) mortgage insurance.

The Housing Opportunity Partnerships (HOP) Program, which allocates funds by formula to state and local governments for developing affordable housing programs, remains the centerpiece



The Housing Opportunity Partnerships Program, which allocates funds to state and local governments for developing affordable housing programs, is the centerpiece of S. 566.

of S. 566. However, in response to the administration's opposition to any housing production program, restrictions were imposed on counties' flexibility to use HOP funds for new units.

S. 566, as amended, would prohibit new construction, unless a jurisdiction certifies that it has a low supply of housing renting below fair market rents, and a severe shortage of structures that could be rehabilitated for use as rental housing.

HUD would be required to permit new construction in at least

30 percent of the jurisdictions participating in the HOP program.

However, jurisdictions would not need permission to construct housing for large families, supportive housing for persons with disabilities, single room occupancy units for the homeless, and other special housing. To qualify for this exemption, there must be a need for such housing which could not be met through public housing.

The restriction also would be relaxed when HOP new

construction activities are part of a neighborhood revitalization program.

To qualify, a county would have to certify that:

1) new construction is an integral part of a neighborhood revitalization effort that emphasizes rehabilitation;

2) revitalization is located in a low- and moderate-income neighborhood;

3) newly constructed units would not exceed 20 percent of the total HOP-assisted units in the program (except that the unit limitation would not apply in a severely distressed area with large tracts of vacant land and abandoned buildings); and

4) housing is to be produced by a non-profit community housing development organization or a public agency.

NACo opposes the last restriction which could hamper local efforts to leverage private sector resources.

Another change in S. 566 would permit jurisdictions to use HOP for tenant-based rental assistance under specified circumstances. This assistance would have to be an

essential element of a county's housing strategy, tenants would have to meet Section 8 income guidelines, and the rental assistance contracts could not exceed 24 months.

The bill specifies that use of HOP for rental assistance would not affect a jurisdiction's Section 8 fair share allocation, and that HOP funds could not substitute for or renew Section 8 assistance.

As reported out of the Senate Banking, Finance and Urban Affairs Committee, S. 566 required jurisdictions to match 25 percent of federal funds with local resources. Negotiations with the administration resulted in the imposition of different local matching requirements based on the activity undertaken.

The bill now would require a 4-to-1 match for tenant-based rental assistance and moderate rehabilitation; a 3-to-1 match for substantial rehabilitation; and a 2-to-1 match for new construction.

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Budget negotiators bogged down

Kathy Gramp
budget analyst

Budget negotiators are mired in the grueling process of choosing politically painful remedies to curb the deficit. This give and take is

forcing Republicans and Democrats to take a fresh, hard look at their priorities.

Summit leaders are striving to reduce the FY91 deficit by about \$50 billion, following the recommendation of economists. Half of the savings are expected to

come from higher taxes, and the remainder from spending cuts. Not surprisingly, the talks bogged down when they moved from generalities to specifics.

Taxes have been especially contentious. Republican leaders continue to acknowledge the need for additional tax revenues, despite the July 18 vote of the House rank and file opposing either new or higher taxes.

Democrats and Republicans are haggling over the progressivity of the tax code, with Democrats wanting to ease the burden on average Americans.

The sharpest conflicts have centered on the president's proposed cut in the capital gains tax. Because this favors wealthy taxpayers, Democratic leaders are insisting on offsets.

They suggested eliminating the income tax "bubble," under which the nation's top wage earners are taxed at a lower rate (28 percent) than other high income taxpayers (who pay 33 percent).

decided 36 years ago, the justices didn't impose new taxes to comply with the decision.

There appears to be bipartisan support to respond to the decision of the court. The question is how to respond. A statute, which has the force of law, appears to be the more popular route to take. Several witnesses argued that an amendment may be unnecessary and would be too time consuming, requiring two-thirds approval of both Houses of Congress, and three-quarters approval from the states.

Since the Senate Judiciary Subcommittee on the Constitution held hearings on the issue on June 19, no further mark-ups or hearings have been scheduled, but neither have they been ruled out.

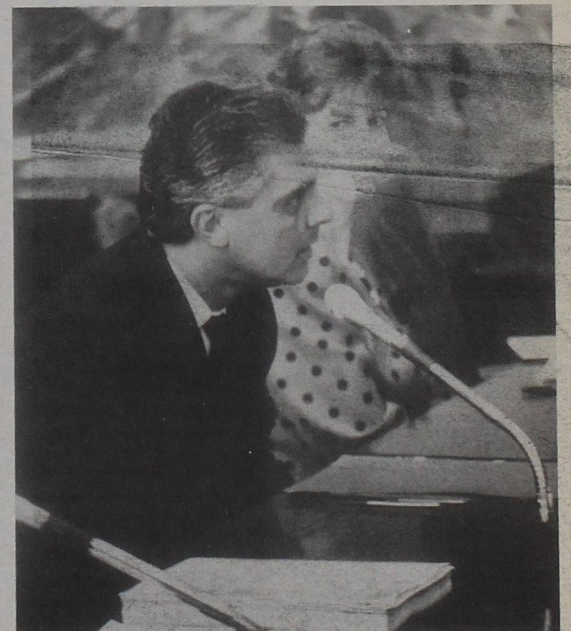
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TAXATION from page 2

Judicially-imposed taxes. The American citizenry lacks adequate protection when they are subject to taxation by unelected, life-tenured federal judges," he said.

Regarding the second issue, Thurmond feels that Article III, Section 1 of the Constitution provides jurisdiction to the lower federal courts as "the Congress may from time to time ordain and establish." There is no mandate in the Constitution, however, to confer equity jurisdiction to the inferior federal courts, and this concept has been upheld in a number of cases by the U.S. Supreme Court.

There is also no precedent for the court to confer taxation authority in a desegregation case. When *Brown v. the Board of Education* was



Joaquin G. Avino, county manager, Dade County, Fla. and Virginia A. Collins, division chief for the State and Federal Programs Division in the Chief Administrative Office of Los Angeles County, Calif., testified on behalf of NACo before the Subcommittee on Labor, Health and Human Services, Education and Related Agencies of the Senate Committee on Appropriations, June 27. The two county officials urged subcommittee members not to reduce State Legalization Impact Assistance Grant (SLIAG) funds in 1991.

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Because Republicans vehemently oppose any tinkering with income tax rates, they countered with an array of options that could indirectly raise the taxes paid by the rich.

These include limits on the deductibility of state and local taxes, mortgage interest. The administration tossed out the idea of a 0.5 percent levy on securities transactions, which met a lukewarm response.

While taxing the wealthy dominates the political tradeoffs, these measures will probably contribute only a quarter of the new revenues. Lowering the capital gains rate is expected to yield about \$3 billion next year, but lose money in the future.

Reports indicate that limits on certain categories of deductions would add less than a billion dollars each in FY91. Erasing the "bubble" would raise only \$3.8 billion next year. The less popular tax on securities would add \$7.8 billion.

Thus, excise taxes hold the key to meeting the \$25 billion target. Here the revenues add up faster. Extending expiring excise taxes

would raise an estimated \$4 billion. Doubling the cigarette tax from 16 cents to 32 cents per pack would yield an additional \$2.8 billion, and higher taxes on all alcoholic beverages another \$7.2 billion.

A broad-based energy tax is also gaining support, with revenues possibly ranging from \$8 billion to \$15 billion annually.

The president reportedly favors an energy tax as a way to help the environment. Applying the tax to all energy sources (e.g. oil, natural gas, and electricity) would also help spread the burden among regions, income groups and sectors of the economy.

Early proposals to tax "BTUs" (the measure of energy) are now seen as too complicated. As an alternative, staffers are studying a tax based on energy prices.

Some progress has been made on spending issues. The deficit package is expected to cut about \$10 billion from defense, \$10 billion from domestic programs, and \$5 billion from user fees and other reforms.

Slicing \$10 billion from next year's defense budget strikes a

balance between the White House and Congress. Both the House and Senate allocations for FY91 call for a \$12.5 billion drop in defense outlays, while the administration favors a more modest \$7 billion cut. Achieving these savings would be the job of the appropriations committee.

Cutting domestic outlays by \$10 billion would require a reversal of

considered include Medicare hospital and physician reimbursement, taxation of certain Social Security benefits and farm price supports.

Reaching or exceeding the \$10 billion mark will be hard. The only reform that already has Congress' blessing is the \$2 billion reduction in Medicare costs assumed in the budget resolutions. On the issue of

would wreak havoc with government operations and the economy.

NACo estimates that a \$10 billion outlay sequester would translate into a \$25 billion reduction in the budget authority for county-related programs, which is equivalent to 10 percent of the \$142 billion program sequester level. The average reduction for county-related programs is about half the size of the domestic sequester, because more than half the programs are exempt.

No one expects the administration or Congress to allow such a damaging sequester to take effect. But OMB's report illustrates the extent to which the deficit is outstripping the targets for balancing the budget.

New deficit goals are essential. Even if the summit manages to produce savings of \$50 billion, the government would still face a severe sequester in FY91 unless the GRH target is raised.

Changing the GRH calculation to exclude both the Social Security surplus and the financing of the S&L bailout would have no net effect on the bottom line (the two changes offset each other, leaving the deficit at \$231 billion). In that case, the FY91 target would have to be raised by at least \$100 billion to avoid a sequester.

Some question whether an agreement can be reached before the fiscal year starts on Oct. 1. The appropriations committees are not waiting. Bills have been passed by the House, and all but the defense measure are expected to be completed before the August recess.

The Senate voted on July 12 to allow its appropriators to start work based on an interim resolution, and the committee reported its first bill on the energy and water appropriations on July 19.

Republican leaders continue to acknowledge the need for additional tax revenues, despite the July 18 vote of the House rank and file opposing either new or higher taxes.

congressional policies. Appropriation bills are being enacted on the assumption of higher funding for domestic discretionary programs. Thus, mandatory and entitlement programs would have to be cut by more than \$10 billion to preserve these gains.

Reports indicate that the negotiators are zeroing in on the "non-means tested" entitlements (i.e. those not based on the income of the recipient). Reforms being

farm supports, the House resolution envisioned savings of \$800 million.

As unpalatable as the choices are, the negotiators feel they are better than the alternative of escalating deficits and a massive sequester.

As expected, the Office of Management and Budget's (OMB) official "mid-session" review of the FY91 deficit released July 16 showed the government's losses swelling to \$231 billion, counting the cost of the Savings and Loan (S&L) bailout, and \$169 billion without it. This latest estimate is virtually identical to that of the Congressional Budget Office.

OMB used the mid-session update to spur negotiators into action. If left unchanged, the deficit would exceed the \$64 billion target in the Gramm-Rudman-Hollings (GRH) law by \$100 billion or more.

To reduce outlays by \$100 billion through a sequester, the budget authority for non-exempt domestic programs would have to be cut by 34.8 percent, and defense by 25.1 percent (or 41.3 percent if the president excluded military personnel from the sequester).

A sequester of this magnitude

STEWART SPEECH

from page 1

global warming. At the forums, Stewart said scholars and policymakers will present "a major issue in an impartial arena to give better information allowing all sides a credible, visible media and policy-generating forum."

He also hailed NACo's expected adoption of a five-year budget plan as an "approach [that] could revolutionize public budgeting in America. In addition, he suggested the need for an "inter-governmental budget ... that would enable Congress and the White House to see the real effort and expenditure for any given program across America."

Also high on Stewart's agenda was the slipping strength of the American family.

"Even though we have pumped immense money into human services, food, housing, training, etc., lives continue to lacerate," he said. Because counties are closest to the problem, they "need to cement the family before it fractures."

Money, Stewart said, is not the only solution. "In recent times we have reduced our expectations of the family. We have stepped in with cash without the inclusion of other human resources. We can no longer

afford to just pick-up the pieces."

Counties also need to pump more volunteers into their programs, because "volunteers bring a heart to government."

He urged delegates to use NACo's recently developed "How To Do It Booklet on Volunteerism" and "send President George Bush a county response to his 1,000 points of light — let's ignite 3,000 points of light in the new areas of volunteerism."

In his six-point program, which Stewart offered as "tools counties can use to help America," he gave a prominent spot to the concept of "real work for real wages," — a program strongly endorsed by NACo's Justice and Safety Steering Committee.

"Permitting inmates to work, to produce products and develop skills, would capture a human resource, help pay fines and restitution, help return costs of incarceration, and support [the inmates'] dependents," Stewart explained. He called for a national coalition with business, labor, law enforcement and government "to overcome the legal and economic bias put into the law over 50 years ago."

And returning to a theme consistently expressed by his predecessors, Stewart decried the erosion of federalism — the concept that local, state and national governments are "partners," not competing interests for the tax dollar. "Each of the partners in the federalism process — local government, state and national — must continue to regard each other as partners, not special interests."

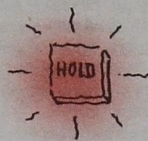
Stewart also warned of "the glacier of centralization" occurring in federal agencies, and the withdrawal of the Supreme Court from its role as umpire, which has "pushed major constitutional issues into the political process where objectivity is impossible."

Delegates at the Annual Business Meeting warmly applauded Stewart's insistence that "our ethics must be even higher than those of business, social and education leadership since we lay rules which govern the game."

He assured the delegates that "history is what men make it. It is not ordained. We can make things happen." He described NACo, as "a great lion — the lion of local government today ... with a cohesive, pertinent policy, and ... creative minds and voices among us."

Don't miss detailed coverage of NACo's 55th Annual Conference in the August 13th issue of County News!

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The "mythical year 2000" approaches

By Jill Conley
staff writer

"We are entering the decade that will culminate in the mythical year 2000," said Patricia Aburdene, social forecaster and co-author of the best-seller, *Megatrends*, speaking to delegates at the Third General Session on Tuesday.

"It will be a period of technological and social innovation, of global transformation, of extraordinary political change," she said. "In many ways, we are entering the most challenging decade that America has yet to face," she added.

Aburdene went on to discuss five new megatrends, inviting delegates to think about what they will mean for individuals, for counties and for the country's vision of the world in the year 2000.

The first megatrend Aburdene explored was the renaissance in the arts, literature and spirituality. While most discussions of the 21st century focus on high technology, said Aburdene, focusing exclusively on science and technology limits our vision of the future. "Science and technology do not tell us what life means," she said. "In addition to all that great high-tech, we need a lot more 'high-touch,' and today that high-touch is coming in the form of a renaissance



Photo by David Hathcox

Patricia Aburdene, social forecaster and co-author of the best-seller, Megatrends.

in the arts."

Aburdene pointed out that attendance in U.S. art museums has increased from about 200 million in 1965 to nearly 600 million a year in

1990. Similarly, audiences for opera have increased from 5 million two decades ago to 20 million a year today. For the past three years, Broadway theaters

have broken every sales record in their history. "One Broadway theater sells more tickets than either the New York Giants or the Jets," she said. "As we move toward the year 2000, the fine arts will replace spectator sports as society's top leisure activity."

Americans already spend \$3.7 billion each year on the arts compared to \$2.5 billion on sporting events. Twenty years ago Americans spent twice as much money going to sports events as they did going to arts events, said Aburdene. Last year, 13.6 million Americans went to an NFL football game. Twenty-five million Americans went to the symphony. "I tell you the day is coming when a rugged American husband will sit down in front of the television set, open up a six-pack of his favorite beverage and watch Mozart's acclaimed opera, 'The Marriage of Figaro,'" Aburdene said to a laughing audience.

After telling local officials that their economic development plans must have a component related to the arts, Aburdene turned to the second megatrend of her address: the emergence of a global lifestyle due to the evolving global economy.

Increased trade, travel and telecommunications have laid the groundwork for an unparalleled exchange of cultures, she said. "We are playing in each others'

backyards, borrowing from each others' cultures."

In 1992, 12 European nations will unite to form one single economy. "1992 is only a metaphor, only a symbol of where we are all headed as we get more and more economically linked up," she said. In the midst of this global economy and the universal lifestyle that it fosters, said Aburdene, there are signs that cultural nationalism is on the rise.

The third megatrend Aburdene discussed was the rapid economic rise of Pacific Rim countries. Today the world trading center is shifting from the Atlantic to the Pacific, she said. "The Pacific Rim can be your county's source for investment, suppliers, joint venture partners, new manufacturing enterprises and jobs," she added, warning delegates against looking too much toward economic opportunities in Europe, only to miss those in the Pacific.

Turning to the fourth megatrend of her address, Aburdene said, "the 1990s will be the decade of women in leadership."

In the past two decades, American women have taken two-thirds of the new jobs created in the U.S. economy. Women are currently starting new businesses at twice the rate of men, and, according to the Small Business

See ABURDENE, page 15

Drug crisis, top American concern

By Jill Conley
staff writer

"It is clear from public opinion polls that the drug crisis is America's greatest concern," Reggie B. Walton, associate director of the Office of National Drug Control Policy, told delegates attending the First General Session on Sunday. And winning the war against drugs is going to require a great deal of money, sacrifice and commitment, he added.

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 of national drug control strategies. He has spent the past 13 months traveling in 42 states and two U.S. territories gathering input from leaders of anti-drug efforts about strategies to be used in the national war against substance abuse.

Walton said he believes that

permissive attitudes that emerged in the 1960s and '70s are largely responsible for the current drug crisis. "Substance abuse is no longer a personal problem," said Walton. "It is now an epidemic that is undermining our strength as a nation and we must start talking about changing the attitudes, values and morals that are contributing to this epidemic."

Walton told delegates "it is not true that the national drug control strategy focuses on law enforcement alone." He said, however, that it is essential for drug dealers and users to be held accountable for their crimes and suggested that there are variety of ways to address the problem through the criminal justice system.

"We understand that substance abuse is also a disease," said Walton, who added that in the upcoming year additional federal money will be earmarked for treatment and prevention.

Walton stressed, however, that the federal effort alone could not win the war on drugs. "We must

work together," he said urging delegates to develop anti-drug strategies at the county level. "This is not going to be a quick-fix problem," said Walton. "It is going to require a strong commitment sustained over time."

Walton closed his address on an optimistic note, saying that historically, we, as a nation, have overcome many difficult problems. He told delegates of his great grandfather who lived his entire life as a Virginia slave, but never gave up believing that the United States would live up to its promise that all men were created equal.

"If we, as a nation, have the ability to overcome slavery, then we have the ability to overcome the problem of substance abuse," Walton concluded.

(Ed. Note: Also speaking at the First General Session were Davison County, S.D. Sheriff Lyle Swensen, past president of the National Sheriffs' Association, and Robert McCabe, president, Dade County, Fla. Community College.)

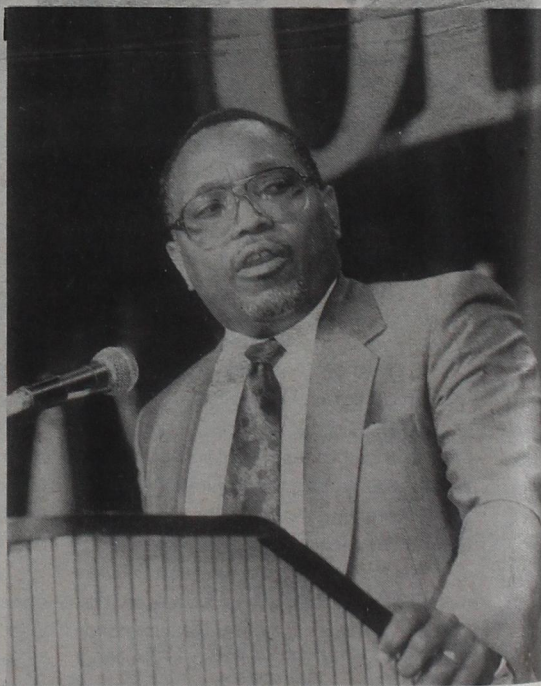


Photo by David Hathcox

Reggie B. Walton, associate director of Office of National Drug Control Policy.

Sen. Graham proposes domestic summit

By Susan D. Grubb
staff writer

Senator Bob Graham (D-Fla.) called for a "domestic summit" to address the deterioration of federal, state and local relationships in his speech to delegates at Monday's General Session.

"You know firsthand how that partnership has eroded," Graham, Florida's former governor, said, as he proposed a meeting between county, city, state and federal governments. "We need a summit, not built on Ronald Reagan's new federalism, but on the old, tested and proven partnership between federal, state and local government."

The federal government has been too willing to dump responsibility on local government, he explained. For example, state

and local money expended under the State Legalization Impact Assistance Grant Program, for services provided to legalized aliens, was spent with the promise of federal reimbursement, he explained, but now the federal government wants to cut funding by 25 percent. "The federal government calls that a reestimate. I call it a breach of faith. We can't expect state and local governments to buy into other important programs when they get sold out at the federal level."

The federal government is also "careless and inconsiderate" toward local government, he added. The most effective control of air pollution takes place at the manufacturing level which requires federal action, he explained. Because that is "politically tough to do" the feds will set weak standards and local

government will have to regulate bakers, print shops and dry cleaners, he said.

Graham has proposed a four-point agenda for the summit.

The first proposal, which has already been introduced as legislation in Congress, would be taking the \$260 billion Social Security trust fund off-budget and out of the Gramm-Rudman calculations. "I believe we are defrauding the American people in the way we're handling the Social Security surplus," Graham said.

Graham, in the Senate, and Representative Robert Matsui (D-Calif.), in the House, have introduced bills (S. 2868 and H.R. 5305) proposing that these funds be invested in state and local government bonds for improving schools, roads, bridges, mass transportation systems and water treatment facilities.

(Although there was some concern that a strong federal presence in the municipal bond market could result in federally-dictated policies to state and local government, NACo members

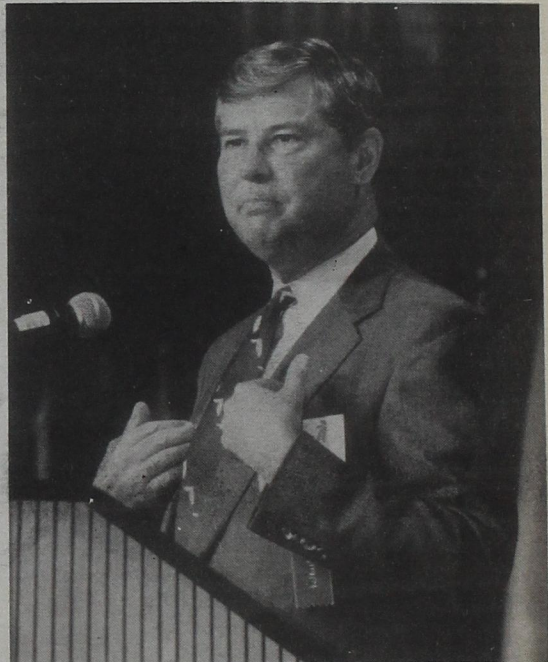


Photo by David Hathcox

Senator Bob Graham (D-Fla.)

See GRAHAM, page 14

Harvard economist likens America to a family in debt

By Beverly A. Schlotterbeck
editor

There's really no avoiding the observation — Robert B. Reich, Harvard University professor, Rhodes Scholar, advisor in two administrations — is a small man. "Diminutive," in fact. When he stands at a podium, you're surprised to see his face above the microphone.

It's not an observation that's lost on Reich either. He began his address before Monday's General Session by explaining that before he began studying the economy, he was six feet, five inches tall. The explanation went over well, so well, that Reich decided to try another one. "Do you know why people become economists? Because they don't have the personalities to become accountants."

But Reich, who has written and spoken extensively on the emerging global market, didn't linger long on the jokes. He quickly directed his audience's attention to the impact that a global economy is having on America and the portrait he drew was neither flattering, nor



Photo by David Hathcox

Robert B. Reich, Harvard University professor

comforting.

"The U.S. owes \$660 billion to the rest of the world," Reich announced. "Since 1975, more than half of America's manufacturing jobs have moved overseas," he added. And "for the first time since the end of WW II, the percentage of people renting their homes has increased, while the percentage of people owning has declined."

Reich likened America to a

family deep in debt that has two choices: either get poorer or become more productive. "When you've been living high on the hog, you either have a choice of falling off the hog, or growing a bigger hog."

Even though the choice is clear, the country is doing little to produce a bigger hog, Reich maintains.

See REICH, page 17



Photo by David Hathcox

"The time is overdue for legislation which requires a fiscal impact statement and, even better, funding mechanisms in place to pick up costs imposed on other entities of government," said Mary McClure, special assistant to President Bush for Intergovernmental Affairs, at Tuesday's General Session.

"We have heard your message of no mandates and we support your position." The White House is also concerned about tort reform for volunteer liability, McClure said, and has formed a working group to create model legislation addressing the issue. "I'm glad to report that the volunteer spirit is alive and well in America as the president's daily points of light will attest. But it's more than a shame that these fine volunteers must be subjected to the fear of litigation."

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Ad
Council

HOUSING

from page 7

NACo policy opposes a differential in the match which could pose barriers to program participation by communities with fewer resources, or force jurisdictions to use HOP for rental assistance which has a lower matching requirement, despite a clear need to produce new units.

The revised S. 566 would establish separate income targeting requirements for rental and homeownership property. For rental housing, 90 percent of HOP funds would have to be invested in units for very-low-income families (incomes at 50 percent or less of area median income), and the remaining amounts in units to be occupied by low-income families (incomes at 80 percent or less of median income).

For homeownership units, jurisdictions would be required to invest 100 percent of HOP funds in units for low-income families.

Negotiators accepted the administration's plan to revise the FHA Mutual Mortgage Insurance Fund which has sustained high default rates and low capital reserves.

It would establish higher loan premiums, require that two-thirds of closing costs be paid in cash with the downpayment, and increase capital requirements.

NACo policy calls upon Congress to take action necessary to restore financial stability of the FHA insurance program while avoiding actions which adversely affect first-time home buyers.

The House is expected to begin debate of the Housing and Community Development Act (H.R. 1180) at any time. H.R. 1180 does not contain a HOP provision and, in other respects, is different from the Senate bill.

The administration opposes the House bill because, among other reasons, it would exceed current spending by \$6 billion (compared with a \$3 billion increase in S. 566); authorize new production programs; and insufficiently target funds to low-income persons.

However, with the administration now endorsing the Senate bill, the likelihood for passage of major housing and community development legislation this year has increased significantly.



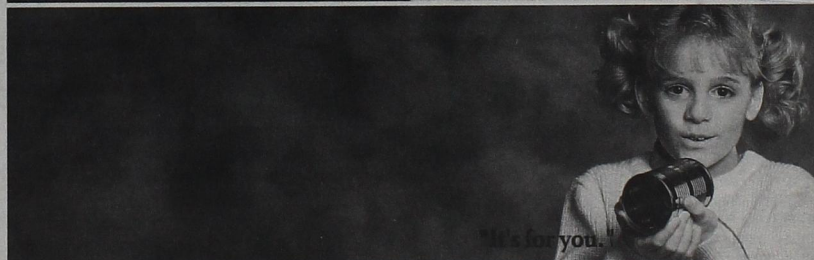
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Moody's county survey finds crime a major concern

In its July edition of *Municipal Issues*, Moody's Investors Service released the results of a survey which asked officials of the 25 largest counties to list the three most important capital and operating issues that their jurisdictions are currently facing. Justice and public safety (cited 54 times) was overwhelmingly the most critical concern, largely as a result of growing inmate populations resulting from the increase in drug-related crimes.

Providing for various health and human service programs (cited 32 times) was the next most important concern, primarily reflecting the costs associated with AIDS and drug abuse, as well as the budget pressures many health care institutions are experiencing due to changes in Medicaid and Medicare reimbursement policies.

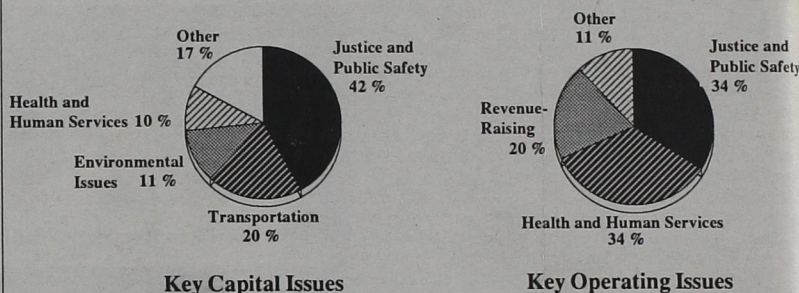
Transportation needs (cited 16 times), revenue-raising constraints (cited 14 times), and environmental issues (cited nine times) were the

third, fourth and fifth most frequently mentioned areas of concern.

Despite the increases in operation costs and debt needed to address these issues, the 25 largest counties continue to have a very strong ratings distribution: some 90 percent of their general obligation bonds are rated at least A, 85 percent are rated A1 or above, and 65 percent are rated Aa or above. These figures compare favorably with 68 percent, 31 percent and 12 percent, respectively, for all general obligation bonds rated by Moody's.

Reasons for the high credit quality of the 25 largest counties relate to the strength and diversity in employment bases that most of these counties enjoy, which in turn contributes to low unemployment and favorable tax base trends. Most of these counties also have favorable debt positions and sound financial operations.

Results of Moody's Survey on Key Issues for 25 Largest Counties*



*Seventy-five county officials polled. Each were asked to name their three largest capital and three largest operating issues.

Project seeks used PCs for needy communities

The National Forum for Black Public Administrators (NFBPA), has launched an effort to match municipal, county and state government agencies who are in the process of consolidating or upgrading computer equipment and data processing systems with small, needy communities through a program called the Technology Connection Initiative.

As urban municipalities modernize or expand their data processing systems, surplus equipment is often designated for indefinite storage. This equipment may prove invaluable to the city clerk or mayor of a small town still using traditional office equipment to process information. NFBPA's goal is to identify one personal computer (PC) and printer for each of the 30 small municipalities

in the South.

Already, five local governments have made the Technology Connection, donating surplus PCs and printers to the NFBPA in support of small communities. NFBPA will provide the support required for installation and training, and insure that donated equipment is put to good use in a needy community.

For more information, contact Murray Jolivet, project director, Leadership Institute for Small Municipalities, at 202/408-9300 or simply express your willingness to "Make the Technology Connection" in writing a letter addressed to: Quentin R. Lawson, executive director, NFBPA, 777 N. Capitol Street, NE, Suite 807, Washington, D.C. 20002.

GRAHAM

from page 11

approved policy supporting Graham's proposal at the conference. The legislation that was introduced, subsequent to Graham's speech, contains provisions that would limit the impact of the federal government, thereby lessening fears about federal interference.)

Point two, Graham said, would be reestablishing accountability between the three levels of government. "Today, we have too many levels of government and too little responsibility for major services."

Restoring stability and predictability in the budget process is the third.

"I support a five-year budget cycle so that state and local governments can plan for the future instead of for just next year."

The last agenda point would be improving communication between local, state and federal government, which includes regular meetings with the White House and Congress. "The federal government needs to ask your opinion before, not after, decisions are made."

Bellas Hess may see a new day before the Supreme Court

The case that may get *Bellas Hess* a new hearing before the Supreme Court is working its way through the system after a North Dakota court struck down a 1987 state law requiring out-of-state, mail-order vendors to register and pay state taxes. A report in the July 2 "Public Finance/Washington Watch" newsletter said the Burleigh County District Court, in *North Dakota v. Quill Corp.*, rejected a state claim that the mail-order firm should register

as a retailer even though it is not physically located in North Dakota.

The court said the state had failed to prove that taxing Quill's receipts would benefit the company as well as local residents. "[The state] should have been presenting facts to the court showing that the state of North Dakota spends funds for the protection and benefit of the mail-order business. By doing so, they could show that taxation was not only for the benefit of local

residents, but for the benefit of mail-order houses."

State officials plan to appeal the case to the North Dakota Supreme Court.

North Dakota is among some states that have passed laws challenging the 1967 U.S. Supreme Court decision in *Bellas Hess v. Illinois Department of Revenue*. The ruling barred state and local governments from collecting sales taxes on mail-order purchases made by residents.

Seven county programs, finalists in Innovations Award Program

Seven county programs have been chosen as finalists in the 1990 Innovations in State and Local Government Awards Program sponsored by the Ford Foundation and administered by the John F. Kennedy School of Government at Harvard University.

The following county programs are among the 25 finalists chosen from a record-setting number of 1,552 applications:

Pima County's (Ariz.) Floodprone Land Acquisition Program links flood and erosion damage control with environmental and cultural concerns in metropolitan Tucson.

Specialized Treatment and Rehabilitation Services of the Merced County (Calif.) Department of Mental Health provides comprehensive support services for boys under the age of 18 who are victims of

sexual abuse.

Collier County's (Fla.) Landfill Reclamation Program has developed processes to mine its municipal landfill for ferrous metals, aluminum, plastics and combustible material, for use as fuel and to eliminate potential hazards to underground water sources.

The Moderately Priced Dwelling Unit Program of Montgomery County's (Md.) Department of Housing and Community Development seeks to enlarge the supply of affordable housing by requiring builders of 50 or more residential units to set aside 12.5 to 15 percent of these units for moderate-income people.

The Montgomery County (Md.) Health Department's Meeting Obstetrical Needs of Indigent Women is a public/private partnership that engages obstetricians in private practice as

part-time county employees in order to assure that needy pregnant women receive obstetrical delivery care.

The Electronic Benefit System of Ramsey County's (Minn.) Human Services Department is the nation's first project to disperse public assistance benefits through automatic teller machines and point-of-service terminals.

Fairfax County's (Va.) Medical Care for Children Project utilizes two major health maintenance organizations, which provide low-cost medical and dental services to children of the "working poor" who are not eligible for Medicaid.

Ten winners will be announced in September and will each receive \$100,000.

The Innovations Award recognizes programs and policies considered to be unusually creative in addressing public needs at state and local levels.

How to love redistricting in the 1990s

By Commissioner Jeff Spartz
Hennepin County, Minn.

Redistricting? Isn't that something we'll get around to in 1991 or 1992? That was what the Los Angeles County board thought until June 4 when U.S. District Judge David Kenyon struck down the California county's current redistricting plan for the five-member board of supervisors. Plaintiff's lawyers, arguing for the Hispanic community, maintained that the plan worried about the protection of incumbent board members and less about fair representation of minority populations. On the grounds that the board had placed more emphasis on protecting incumbents in its 1981 plan than in complying with the 1965 civil rights voting act or with the equal protection clause (14th Amendment) of the U.S.

Constitution, Judge Kenyon agreed with the plaintiffs and voided the plan the day before primary elections were scheduled in two of the five districts.

To say the least, having your redistricting plan struck down can be the beginning of a monumentally bad day. The energy and expense of defending against a taxpayer's lawsuit causes tremendous disruption. The county board has indicated that it will appeal Judge Kenyon's ruling. Even if it wins the appeal, the board will have turned the next redistricting of the county into an extremely high visibility issue.

Many commissioners in counties much smaller than Los Angeles (come to think of it we are all much smaller than L.A.) will face the same problem when it is time to redistrict following completion of the 1990 census. On the average, our counties are becoming less homogeneous and,

therefore, more of us will have to worry about fair opportunity for minority representation for the first time, or certainly concern ourselves with it more than we did in the past. It will also be necessary to pay close attention to the one-person-one-vote requirement as well.

ANALYSIS

In addition, a new level of activism on the part of special (this issue is important) and single (this is the only issue) issue groups means that the old method of drawing districts may be going the way of the dinosaurs. Instead of adjusting boundaries to account for population changes without unduly disturbing incumbents, boards will be faced with challenges that attack the basic assumptions that have previously been used to draw districting plans. Interest groups may argue for a very different set of

principles in drawing the map and may not care about preserving incumbents. No doubt, some may be actively interested in seeing incumbents replaced together.

If these opposing arguments get wide media coverage there is no particular reason to believe that the public will be more favorable to proposals from incumbents than from "public interest groups." If the issue ends up being litigated in your jurisdiction you must be prepared to show an explicit and legal set of criteria for drawing districts if you want your plan to prevail. You must also follow your criteria, it is not enough to merely establish them.

A third factor will enter the redistricting arena in 1991 and 1992. Personal computers existed at the time current lines were drawn in the early '80s but their capacity and availability were primitive compared to what is now possible with geographic information systems (GIS).

In the next redistricting process anyone with a medium size personal computer and the desire to be a factor in redistricting can play a role. The media, being what it is, will love the opportunity to publicize the efforts of some individual hacker as he/she attempts to compete with the county board in proposing districting plans. The resulting publicity, coupled with the legitimate claims of various minority groups, will make the next redistricting a much more exciting, if not more personally rewarding, proposition.

What can a board do to insure a legitimate redistricting that fairly balances the various issues that are involved in the process? How does a board balance the need for population equality, the need for fair representation of minority populations, the legitimate desire to not penalize incumbents (the courts acknowledge this, provided it doesn't infringe on the first two goals), and the need for geographic barriers that may exist?

If the board takes care to insure that populations are as nearly equal as possible (a 10 percent variation from average is the maximum permissible, but you will be pressing your luck to use 10 percent as a goal), and is careful not to draw districts that jeopardize the chances for a minority being elected, it will greatly reduce the risk of having its plan overturned. In addition, it is important to make a public record of your board's goals in redistricting and the priority order of the goals.

If you are sued, you will then have a public record that will defend your plan.

For example, a plaintiff may

argue that you were more concerned about protecting incumbents than population equality. If you can show that your plan was concerned with incumbents only after you dealt with equality, your defense will be much stronger than if you proceeded without a policy statement. One can reasonably hope that with a well-defined policy statement preceding redistricting, potential litigants would be discouraged from even considering your plan a target.

Unless you have experience with redistricting, are knowledgeable about applicable law and have lots of time on your hands, you may find it advisable to leave the actual work of redistricting to someone who does.

It doesn't take a lawyer or a Ph.D. to do it right, but persons with relevant experience can help a great deal, especially those persons who have suffered through redistricting as elected officials.

This is one of those issues where those who have walked in your shoes are most understanding of the problems and pitfalls. Don't jump at the first character who walks into your office promising to take care of redistricting. Few individuals or organizations have the odd mix of skills needed for redistricting, so shop carefully.

Numerous people may approach you with marvelous promises concerning redistricting. "Caveat Emptor!" If you buy unwisely, the experience will be much harder on you than on the vendor. Even though your redistricting may be a year or more off, now is the time to begin planning for it.

Try to keep redistricting from becoming a personal war in which turf is disputed on a house-by-house basis. It is easy to let the overall issues involving redistricting get submerged in the minutiae of actually drawing lines. When you get down to setting up the parameters for redistricting, be mindful of what my colleague, Commissioner John Derus, told me before I began to redistrict Hennepin County in 1981. Said Derus, "I have two requirements of redistricting. Draw me a district I can get elected in and draw me a district I don't have to move into in order to win."

Incumbents may feel that they should merit better than Derus' dictum suggests, but it is all anyone really needs or in fact deserves. If incumbents will remember that Derus' requirements are really the bottom line of politics, it will be a lot easier to achieve an effective and legal redistricting. It certainly made my job easier in 1981 and it will help do the same for your next redistricting.

104 percent crediting, an incentive to add NACo plan to existing one

County officials who would like to offer employees more than one deferred compensation plan now have a special incentive to do so. The National Association of Counties Deferred Compensation Program can be installed (in all states except Oregon and New York) alongside an existing plan. Once NACo's program has been installed, employees who want to move out of the old plan and into the new will receive credit for 104 percent of the money they transfer to NACo's Fixed-Return Option. This means participants who transfer 100 percent of their assets to the Fixed-Return Option will receive an additional four

percent credit.

Nationwide Life Insurance Company, which underwrites the investment options in the NACo program, is offering the incentive because many plans charge a fee when money is transferred out and into another plan. Such fees can be as much as four percent of the total amount the employee is permitted to transfer out.

Of course, participants can choose to waive the crediting if they would rather direct their funds into Nationwide Life's Variable Option, or a combination of the Fixed and Variable options. Those choices would mean the amount transferred would be credited at

100 percent, rather than 104 percent.

The county or governmental unit decides on whether to offer the 104 percent crediting feature to its employees. Officials who want to do so should contact NACo or their local PEBSCO representative for additional information and necessary forms to complete.

PEBSCO (Public Employees Benefit Services Corporation) is the organization that markets, administers and provides service for the NACo Deferred Compensation Program. It is headquartered at Two Nationwide Plaza, P.O. Box 16747, Columbus, OH 43216, 614/249-8400.

ABURDENE from page 10

Administration, women will own the businesses in the United States by the year 2000. "No longer are women a token minority in the business and professional world," said Aburdene.

She went on to point out that women currently make up 50 percent of all accountants, one-third of all computer scientists and 40 percent of all managers and executives in the United States. On the American political landscape, a decade of women in leadership has been even more pronounced, she said. When women are running for the Senate this year, 54 women are running for seats in the U.S. House of Representatives and 10 are running for gubernatorial positions. By the end of the 1990s, we will have 15, maybe 20, women

governors, and the governorship is arguably the best place for training for the presidency," she said. "How many of those women will have started out in county government, moved up through the ranks to truly create a track record in politics?"

Turning to the final megatrend of her discussion, Aburdene said, "the great unifying theme at the end of the 20th century is the triumph of the individual." Technology, she said, did not enslave humanity as was predicted by George Orwell and others. "Instead, it multiplied and extended individual power."

This megatrend, said Aburdene, has laid the groundwork for one of the most important trends of the next century, the new "electronic heartland." Technology now has the potential to transform America's rural counties into the

new electronic heartland of the 21st century, she explained. "This trend will bring both problems and opportunities," she told delegates, "and as leaders of American counties, it is critical that you begin to think in terms of this incredible shift that is coming our way."

Aburdene closed her address on an optimistic note. "Clearly great challenges still remain before us," she said. But today our society is in a stronger position to confront these challenges than we ever have been before."

(Ed. Note: Also speaking at the Third General Session were Paul D. Coverdell, director, United States Peace Corps, and Mary McClure, special assistant to President Bush for Intergovernmental Affairs.)

Job training report

NACTEP develops policy on job training amendments

By Neil E. Bomberg
research associate

Noting that change in the nation's job training system is inevitable, the board of directors of the National Association of County Training and Employment Professionals (NACTEP) adopted a resolution supporting congressional passage of amendments to the Job Training Partnership Act (JTPA) which are designed to improve the overall quality of that program.

"Our resolution was developed to address the current reality: Change is inevitable and, we believe, necessary. The Job Training Partnership Act of 1983 was designed to meet the employment problems which we faced then—a very deep recession and high unemployment. Today, our problems are different: Unemployment is low and those whom we have to train have many, many problems, including basic skills deficiencies, little understanding of the world of work, and few, if any, job skills," said Clyde McQueen, president of

NACTEP, and director of the Full Employment Council, a Jackson County, Mo. based service delivery area (SDA).

"However, even though we welcome change, we want the Congress to know that these amendments must be responsive to our needs and our clients' needs. The program needs to remain flexible so that each of us can address the specific problems that our clients and our local community face. And that is the thrust of our resolution: Alter the program to improve the overall quality while you continue to give us the tools we need to do our job in a way that meets our local needs," added McQueen.

The resolution states: "The National Association of Counties urges Congress and the administration to enact legislation which expands and improves the quality of job training for those who are most in need [while supporting] the following principles in developing amendments to the Job Training Partnership Act."

The principles include:

- setting no limits on the authorization of funds;

- supporting requirements that "all federally assisted job training programs be required to establish appropriate linkages at the local level";

- supporting local program design flexibility;

- urging Congress to relax restrictions on cost limitations so that SDAs are able to fund efforts to train the hardest to serve;

- reducing funds for state set-aside programs;

- establishing a single state human investment council to insure better coordination of vocational education, employment security, adult and basic education, vocational rehabilitation, and job training programs at the local and state level;

- adjusting performance standards to reflect the difficulties inherent in training a harder-to-serve population;

- maintaining current eligibility requirements while giving priority to the hardest to serve;

- retaining the current structure of private industry councils;

- retaining fixed-unit-price, performance-based contracts; and

- maintaining on-the-

job training.

Jerald T. McNeil, director of NACTEP's Employment and Training programs, underscored McQueen's statement when he stated during discussion of the resolution: "We need to retain the flexibility which exists in the current legislation to serve those groups who can benefit most from the services we offer. At the same time, we need to acknowledge that we must improve the quality of our programs by incorporating basic skills and other education components into our job training services, and that we must train persons considered more difficult to serve."

Around the country, SDAs have responded to the need to "tighten up" their programs. In Michigan, SDAs have worked with local education agencies to insure that clients are able to obtain adult and basic education services.

In Ohio, an SDA now requires all clients to participate in classroom job skills and education training before entering on-the-job training programs or receive job search assistance. In California, an SDA that relied

heavily on on-the-job training moved to require that occupational skills training be provided. Washington, another SDA which relied heavily on job search assistance, expanded its occupational training program to insure that all clients receive classroom training.

NACTEP also adopted a resolution that supports permanent authorization of the Targeted Tax Credit (TJTC) Program, an affiliate approved and the resolution supporting adoption of the Clean Air bill amendment to the Economic Dislocation, Senior Worker Adjustment Assistance Act (EDWAAA) program, which insures retraining opportunities for workers who are dislocated through their jobs due to provisions of the bill.

All of these resolutions adopted by NACTEP's board of directors, by the Employment Steering Committee, NACTEP's policymaking body, employment and training issues—and by NACTEP's membership at NACTEP's Annual Conference in Dade County, Fla. on July 17.

News from the nation's counties

North

ILLINOIS

- A program to help men and women resolve problems with divorce and child custody will become part of the services offered through the DUPAGE COUNTY Department of Human Services' Psychological Services Division in September.

Originally a volunteer program sponsored by the Junior League of Chicago and DuPage County's 18th Judicial Circuit Court, "Caring, Coping and Children" was presented to 186 husbands, wives and children between November 1989 and March 1990 at the offices of the county bar association.

In order to ensure continuation of the program, Judge Michael Galasso, presiding judge of the Domestic Relations Division of the 18th Judicial Circuit Court, recommended that the county assume sponsorship. County sponsorship will meet state criteria necessary to allow the court to order participation in the program by parents involved in contested child custody cases.

The program will be funded through an \$80 per family participation fee which will be waived for those who are indigent.

NEW YORK

- WESTCHESTER COUNTY Legislator Paul Feiner is calling on the County Board of Legislators to encourage employees to stay home from work occasionally without pay. The "Please Stay Home" suggestion is based on a program that was implemented in Suffolk County earlier this year.

Feiner said that if participation of an average of five days for 7,200 county employees is achieved, the county could save "a few million dollars." County employees who take long weekends would, in essence, be helping the county avoid layoffs and program eliminations, he said.

PENNSYLVANIA

- In an effort to create a world class workforce in ALLEGHENY COUNTY and increase the region's competitiveness in the global economy, the Pittsburgh-Allegheny County Private Industry Council (PIC) is expanding its responsibilities for county-wide coordination of job training activities as the new Allegheny County Commission of Excellence in Job Training.

The purpose of the commission will be to: promote excellence in job training; establish quality assurance models and systems

within local training agencies and educational facilities; establish a coordinated electronic job bank among existing agencies, companies and schools; act as a clearinghouse for information about the work force for companies looking to enter or expand in the region; and work with local companies to assess their needs for worker skills into the next century.

South

MARYLAND

- BALTIMORE COUNTY is launching a five-year, \$1 million effort to curb substance abuse among pregnant women.

Funded by a grant from the U.S. Department of Health and Human Services, the program will be coordinated by the county Health Department's Public Health Nursing Services.

Under the new program, a team of public health nurses, social workers, drug counselors and community outreach workers will create an individual treatment strategy for pregnant women with substance abuse problems. Treatment, which may range from individual counseling to in-patient detoxification, will be delivered by a multi-agency network involving

health care providers, drug treatment agencies, the Office of Substance Abuse and the Department of Social Services.

Midwest

MINNESOTA

- In order to avoid a \$600,000 deficit caused by reductions in state aid, DAKOTA COUNTY government has put into effect a hiring delay and across-the-board budget cuts. The hiring delay means action to fill any vacancy which occurs during 1990 will be postponed for 45 days. This is expected to result in a \$100,000 savings in wages and benefits.

Additionally, all departments have been asked to cut one-half of one percent from their approved budgets for the year. Each department head has identified areas where reductions would have the smallest impact on the services provided by the department. That action is expected to result in a savings of about \$500,000.

West

WASHINGTON

- WHATCOM COUNTY'S

"Precycle Shopper" and "Recycled" campaigns are motivating citizens think twice about products they buy.

Designed to encourage consumers to think about reduction and recycling, the campaigns have been enthusiastically supported by businesses throughout the county.

Virtually every major business and printer in the county participating in one of these programs, said Carol Romo, executive director, Environmental Resources Services (ERS). ERS is a non-profit environmental education organization, designed and launched the campaign in behalf of Whatcom County.

Shoppers will find "Precycle Shopper" informational materials about recycling and reduction at participating businesses. In addition, grocery shelves marked with bright blue and yellow tags that encourage shoppers to recycle glass, metal, paper and motor oil.

For its "Buy Recycled" program, the county and ERS developed a guide that identifies types of recycled paper available in the region. The guide was distributed to printers and designers throughout the county.

Notices . . . notices . . . notices

CONFERENCES

The National Highway Institute is offering a course on various locations around the country: Aug. 13-17 and Nov. 5-9 in Washington, D.C.; Aug. 19-23 in Boston, Mass.; Nov. 18-22 in Atlanta, Ga.; Feb. 11-15, 1990 in Dallas, Texas; and May 13-17 in Denver, Colo.

For more information, contact Frank Botelho at the Federal Highway Administration at 202/456-1336.

Vancouver, British Columbia is the site of the **Governmental Waste Collection and Disposal Association's** exposition, Aug. 20-22. Seminars include managing a state-of-the-art municipal solid waste landfill, markets for recycled materials, and how local government officials can work on solid waste issues.

For more information, call 1/456-4723.

The American Public Works Association (APWA) holds its 80th **International Public Works Congress and Equipment Show**, Aug. 8-13 in St. Louis, Mo.

The reauthorization of federal highway programs, bridge and street maintenance, and the impact of transportation on the environment will be discussed.

For more information, contact APWA at 312/667-2200.

Economic development professionals, planners, transit officials and developers will learn how to effectively link transportation and economic development at a conference sponsored by the **National Council for Urban Economic Development** and the **California Association for Local Economic Development**, Sept. 16-18, in Long Beach, Calif.

Attendees will learn, among other things, how to leverage private investment in transportation; coordinate transit development and land use; and gain economic benefits from reducing traffic congestion.

A separate special session on **Transportation Management Techniques and Techniques: Achieving Traffic Goals**, will be held on Sept. 18.

For more information, contact National Council for Urban Economic Development, 1730 K St., NW, Washington, D.C. 20006, at 202/223-4735.

The **Center for Population Research** (CPO) is sponsoring its 10th anniversary conference on **Embracing Youth: Building Healthy Options for Our Future**, Oct. 24-26 in Arlington, Va. Sessions will focus on teen pregnancy prevention, HIV

prevention/AIDS education, school-based clinics and global perspectives on adolescent fertility and multi-issue approaches to adolescent development.

For more information, contact CPO 10th Anniversary Conference, c/o D&S Whyte Associates, Inc., 101 1/2 South Union St., Alexandria, VA 22314-3323, 703/548-2802, FAX: 703/683-0067.

"**Rural Solutions for the 1990s**" is the theme of the **North Dakota Solid Waste Symposium**, Oct. 4-5 in Bismarck, N.D. Using North Dakota as an example, solid waste management issues in rural states will be explored.

The conference is sponsored by the North Dakota Department of Health and Environmental Health Section, together with the North Dakota Association of Counties and the North Dakota League of Cities.

For more information, contact Dawn Boisford, University of North Dakota Division of Continuing Education, Box 8277, University Station, Grand Forks, ND 58202, 1/800/342-8230 (toll-free), 701/777-2663 (in North Dakota).

Oct. 14-16 are the dates of the **National Coordinating Council on Emergency Management's** (NCCEM) 1990 Annual Conference and Exhibit in San Antonio, Texas.

Local emergency management standards, earthquake and chemical explosion preparedness, and phone blackout case studies will be discussed.

For more information, call the NCCEM headquarters at 703/533-7672.

The **Used Oil Management and Compliance Conference**, sponsored by **Government Institutes, Inc.**, is being held in Arlington, Va., Nov. 27-28. Sessions will focus on helping business and industry ensure cost-effective compliance in disposing used oil.

For more information, contact Terri A. Green, Government Institutes, Inc., 966 Hungerford Drive, #24, Rockville, MD 20850, 301/251-9250, FAX: 301/251-0638.

PUBLICATIONS

A study investigating the perceptions of users, preparers and academics regarding alternative reporting formats for governmental general purpose financial statements has been released by the **Governmental Accounting Standards Board** (GASB).

"**Financial Reporting by State and Local Governments: A Survey of Preferences Among Alternative Formats**" is available for \$15 from

the GASB Order Department, 401 Merritt 7, P.O. Box 5117, Norwalk, CT 06856-5116. Contact the Order Department at 203/847-0700 for any applicable discounts.

The **Steel Can Recycling Institute** will soon publish a curbside recycling primer, outlining the benefits and methodology of including steel cans in curbside recycling programs. This document will be available to public and private sector representatives who are directly involved in starting or are currently conducting recycling programs.

To receive a copy, write to: Steel Can Recycling Institute, Foster Plaza 10, 680 Andersen Dr., Pittsburgh, PA 15220.

This September, the **Public Securities Association** (PSA) will publish the fourth edition of "**Fundamentals of Municipal Bonds**," a reference text for

virtually every aspect of the municipal market. This new version will incorporate recent regulatory changes, especially new disclosure requirements, that affect the municipal marketplace.

For more information, contact PSA's Publications Department at 212/440-9430.

The **Urban, State and Local Government Law Section of the American Bar Association** has published "**Second Supplement: Annotations to the Model Procurement Code**."

An update to "**Annotations to the Model Procurement Code**," it presents information on cases and decisions affecting state and local procurement through 1988. It also updates the special state provision-by-provision chart, summarizing the steps various jurisdictions have taken to implement a procurement code.

"**Second Supplement**" is available for \$49.95. To order this

and other publications on state and local government procurement, contact the American Bar Association, Order Fulfillment, 750 N. Lake Shore Dr., Chicago, IL 60611, 312/988-6062.

"**State and Local Initiatives on Productivity, Technology and Innovation: Enhancing a National Resource for International Competitiveness**" is the latest report issued by the **Advisory Commission on Intergovernmental Relations** (ACIR).

In the report, ACIR presents its plan for the Clearinghouse for State and Local Initiatives on Productivity, Technology and Innovation. The clearinghouse, based in the Department of Commerce, was created to promote federal, state and local initiatives to bolster American business in world markets. The report also contains three annotated guides to

See NOTICES, page 19

NACo adopts resolution in support of National JTPA Alumni Week

Speaking before a general membership meeting at NACo's Annual Conference in Dade County, Fla., Ann Klinger underscored the importance of county participation in National JTPA (Job Training Partnership Act) Alumni Week.

She urged her colleagues to let their members of Congress know how important the program is to their counties and local communities.

As part of its overall support for National JTPA Alumni Week, NACo adopted the following resolution:

WHEREAS, the Job Training Partnership Act (JTPA) is an effective program for assisting school dropouts, welfare clients, inexperienced and unemployed and many other economically disadvantaged individuals in preparing for and obtaining jobs; and

WHEREAS, we desire to inform members of Congress, the press and the general public of the program and its positive impact on the lives of individuals; and

WHEREAS, all partners in the JTPA system (federal, state, local, business, labor, education, community-based organizations and service providers) must assume an active role in effectively communicating the success of the program to the sectors mentioned above; and

WHEREAS, NACo believes that the story of what the program means can best be told by clients who have successfully completed the program: people who now have job skills; people who now have jobs; people who now have hope for their personal futures;

THEREFORE BE IT RESOLVED that the National Association of Counties urges all counties to adopt a resolution proclaiming National JTPA Alumni Week, August 27 through September 3, 1990, by involving members of Congress, the governor, state and local elected officials, the press, business, labor and other relevant groups in events where JTPA alumni are given the opportunity to tell how the program has helped them achieve their career goals; and

BE IT FURTHER RESOLVED that county elected officials urge other local elected officials, the chairs of private industry councils and directors of the JTPA Program to support National JTPA Alumni Week as indicated above.

Adopted by the Employment Steering Committee
(unanimous)

REICH from page 11

"Human capital and the infrastructure that links them to the global economy is the only capital we have! And what are we doing? Nothing."

Reich told delegates that the best way for counties to attract global capital is not to rely

on tax abatements and subsidies, but to invest in roads, bridges, health clinics and education.

Reich acknowledged that finding the money to make these much needed investments would be an "enormous dilemma." But, he

proposed that a combination "peace dividend" and a more progressive tax structure could raise \$1.8 trillion within the next few years.

In the end, finding the money "is a matter of national will and purpose," Reich said.

Neal R. Peirce

Atop the wall: building the new Berlin

The wall has fallen, currencies are merged and the municipal governments of West and East Berlin are rushing toward unification even faster than the two German states.

But if the battle for Berlin's freedom has been won, the struggle for the soul of the future city has just begun. A new heart of Berlin will emerge along the no-man's land — that fissure through the city's center blighted for so many years by the wall and grim lookout towers.

Not only land ravaged by the East German police state awaits recovery. In close range are the war-leveled sites of Hitler's bunker and ruins of buildings where some of the Nazis most extreme atrocities were concocted.

What does one build atop these blood-stained lands? Office skyscrapers? Shops? Grand plazas like the old, destroyed Potsdamer Platz, Europe's largest square before World War II?

Is this territory, between the two Berlins of the postwar era, the appropriate site for the monumental buildings of the unified German government that's likely to move here? Or, should the

land be turned into a great circular park? Or should it be converted into another kind of city-killer — a freeway?

Earnest proponents for each solution have come forth. On the desolate site of Potsdamer Platz, a ragtag group of young German radicals have set up a tent city to protest the proposal of Daimler-Benz — maker of Mercedes-Benz autos — to construct a huge office complex there to house its financial and trading services.

Daimler-Benz was first out of the gate to bid for land — 66,000 square meters (over 16 acres) directly atop Potsdamer Platz. West Berlin's city government, long desperate for any kind of development, was ready to leap for the automaker's promise of 8,000 jobs.

Then opposition politicians raised a storm of protest: Why allow one firm to usurp a once-majestic public space? Why not a comprehensive plan for the area first? The ruling powers yielded. Now the West Berlin planning department, with its new East Berlin government partners, is promising major architectural and

landscape competitions for the entire area.

The slowdown is just right, says East Berlin Mayor Tino Schwierzina, who wants an international symposium on redevelopment of Potsdamer Platz.

The city planning departments of West and East are now working closely together. They come from vastly different worlds: West Berlin planners have traveled the globe, work with sophisticated computers, and host international conferences. And East Berlin planners, isolated for decades — mired in the colored-pencil era of city planning and suddenly freed to think in ways they never could before — are racing fast to catch up and be part of one of the century's most exciting planning opportunities.

Already some consensus is forming: to restrain out-of-character skyscrapers on the wall-ravaged no-man's lands, for example, and the idea of a ribbon of green, trails and walkways all the way north-to-south through the city.

An East Berlin planner told me shyly that she and her colleagues

had tried, surreptitiously, to match their street layouts and other plans with those of the West, hoping for a future day of unification. But she noted that East Berlin's infrastructure, from water systems to sewers to elevated mass transit lines, is in such an advanced stage of decay that it demands rapid, massive injection of West German capital.

There is appeal and potential in the city center. The expiring Eastern regime had subsidized it heavily to bolster its own prestige. The legacy of the Prussian empire is to be found in the buildings lining majestic, shaded Unter den Linden, the great boulevard leading eastward from the Brandenburg Gate, and on Museum Insel in the Spree River.

For all the devastation it's endured, Berlin remains a city of high arts and colorful counterculture unmatched anywhere else in Germany. Its constellation of cafes and pubs and restaurants continues a late-night scene that's been a trademark since the Roaring Twenties.

Even the Nazi legacy is lightened a bit by the fact that the Nazis never

gained a majority in Berlin elections before freedom snuffed out in the 1930s. And there's a natural Berlin humor of Germans often lack. I got a friendly and delightful dose of it from an East Berlin taxi driver. I was amazed he'd survived the communist era so untrammelled and irreverent.

So the question of the design of the heart of the new Berlin to be built is no light matter. Brutal architecture, commercial sterility remain real threats.

Yet if they can be averted, a lively new, people-oriented heart arises, the reward could be immense. Berlin could emerge a magnet that draws West and East Europeans to share in the delight of a city that not only is, but deserves to be, north Europe's preeminent metropolis.

What we can hope for is a Berlin that's no less than a metaphor for new, unified Germany that the world loves rather than dreads.

(Ed Note: This is the first of a series of columns on reunified Berlin and laboratory for urban development in the '90s.)

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Job market

ADMINISTRATIVE DIVISION DIRECTOR — DOUGLAS COUNTY, ORE.: Performs administrative and management duties in planning, organizing, directing and evaluating functions of the Administrative Division of the Douglas County Health and Social Services Department. Works in areas of budget and fiscal management, personnel services, automated information systems and contract administration. Requires BA/BS in Business or Public Administration plus 4 years progressively responsible work experience, two of which are in a financial and management area and two of which are in a health or social service field; prefer MA/MS in above field plus two years direct work-related experience. Requires valid Oregon Driver's License at time of appointment. Salary: \$2593 - \$3309 monthly plus full family and retirement benefits. For more information and application, contact Douglas County Personnel, Courthouse, Room 322, Roseburg, OR 97470; phone (503) 440-4405 or in Oregon 1-800-452-0091 ext. 405. EOE.

ADMINISTRATOR — LEXINGTON COUNTY, S.C.: is seeking applications for County Administrator. Located in central South Carolina, Lexington is a growing county approaching 200,000 in population. Good climate and outdoor activities year-round. Send resume including qualifications, experience, and salary requirements to Jerrod F. Howard, Chairman, Lexington County Council, 212 South Lake Drive,

Lexington, SC 29072.

BUDGET SPECIALIST — MULTNOMAH COUNTY, ORE.: Hiring Range \$29,775-\$34,245; Salary Range \$29,775-\$38,716. Minimum 3 years technical planning, budgeting and administrative experience. B/A or B/S in related field. Responsible for strategic planning forecasting, preparing, analyzing, revising and monitoring county budget, maintaining Local Government Financial System and developing procedures and documentation, inventorying grants, preparing indirect cost proposals. Minorities encouraged to apply. Job announcement and application available from Employee Services, Room 1430, 1120 S.W. Fifth Ave., Portland, OR 97204. 503/248-5015. Application deadline August 10.

COUNTY ADMINISTRATOR — MARINETTE COUNTY, WIS.: Serves as chief executive of the county by virtue of the authority vested by Wis. State Stats. 59.033 and the County Board, including primary responsibility for initial preparation of the county annual budget. Additionally, administers all elements of the county-wide personnel management system, including serving as chief labor negotiator. Salary range: \$41,526 to \$46,659, liberal benefit package. Qualifications: Graduation from college or university with a degree in business or public administration or a related field, a master's degree in business or public administration is desirable. In addition, employer prefers seven to ten years or more of

progressively responsible experience in comparable positions, or work considered to be directly preparatory to the position with a substantiated record of accomplishment, and demonstrating a comprehensive knowledge of county government structure and operation as well as personnel management techniques and labor negotiations. Applications are due by August 10, 1990. Please submit to: Personnel Coordinator, 1926 Hall Avenue, P.O. Box 320, Marinette, WI 54143. (175)735-3371 Ext. 310. Equal Opportunity Employer.

COUNTY ADMINISTRATOR — ST. JOSEPH COUNTY, MICH.: Immediate opening in St. Joseph County (population 60,000) with salary \$32,000 to \$38,000 depending on qualifications. Excellent benefits. Bachelor's degree acceptable with two to five years experience in County Government. Background in budgeting, personnel management, labor relations and grants management desired. Send resume to Search Committee, St. Joseph County Clerk's Office, P.O. Box 189, Centreville, MI 49032.

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.

DEPUTY DIRECTOR/FIELD OPERATIONS — SARASOTA COUNTY, FLA.: Utilities Dept., Field Operations Div. This is highly responsible administrative and professional work in managing, supervising, and coordinating all aspects of a water supply production, transmission systems, and wastewater

facilities. Minimum Qualifications: Graduation from an accredited college or university with a Bachelor's degree in Engineering or related field, and years of experience in utility systems, including planning, designing, developing and operating utility systems; or an equivalent combination of formal training and experience. Possession of a Class "A" or "B" water and wastewater treatment operator's licenses as issued by the State of Florida. Resume and salary history must be received by 10-12-90 at: Sarasota County Personnel Department, P.O. Box 8, Sarasota, FL 34230-0008. FAX: (813) 364-4343. Preference in appointment to certain positions will be extended to eligible veterans and spouses of veterans receive veteran's preference documentation of status is required the time of application. EOE/AA.

DIRECTOR, EMPLOYMENT SERVICES — MULTNOMAH COUNTY, ORE.: \$41,593 - \$54,100 annually. Administrative job reports directly to the director of the Department of General Services. Responsible for administrative coordination of county's employment service functions including personnel benefits, health promotion, classification, compensation, recruitment and selection, affirmative action and training. Directs staff of F.T.E.; 3000 county employees. Maintain effective relationships with direct staff, elected officials and various levels of management. May

See JOB MARKET, next page

Job market from previous page

coordinate work of division with other county departments. Requires B/A or master's in personnel, public administration or business administration and 4 years of increasingly responsible experience in personnel administration. Knowledge of development, theory and practice highly desirable. Where to apply: Job announcement and application available from Multnomah County Employee Services, Room 1430, 1120 S.W. Fifth Avenue, Portland, OR 97204. 503/248-5015. Minorities encouraged to apply. Application deadline August 31. Multnomah County is an Equal Opportunity Employer offering excellent benefit package.

DIRECTOR, HUMAN RESOURCES — CITY OF



OPPORTUNITY FOR LEADERSHIP

Deputy Public Health Officer \$73,756-\$110,988/year

The County of Orange, Health Care Agency, has an excellent opportunity for leadership in a dynamic public health department. We are seeking a Deputy Public Health Officer to serve as assistant health officer and focus on epidemiology as the basis for program development, and hold responsible authority for the health policy and medical management of the Public Health Function.

The County of Orange, located on the Southern California Coast, is an outstanding place to live, work and enjoy great recreational areas.

If you are interested in competing for this challenging opportunity, and if you possess (or are able to obtain by date of appointment) a valid California Physician's and Surgeon's Certificate AND have five years of increasingly responsible, related experience, please contact Joyce Allen, (714) 834-5033, to obtain recruitment materials. **APPLY IMMEDIATELY!** County of Orange, Personnel Department, 10 Civic Center Plaza, Santa Ana, CA 92701. Affirmative Action Employer M/F.

MSN Local Government Management Consultants
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- Human Resources (Pay & Class)

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Atlanta, Georgia 30329
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(404) 248-1212 (FAX)

We Guarantee Satisfaction!

RESOURCES — MORRIS COUNTY, N.J.: Responsible for overall management of Human Resources activities for a leading county government including policy development, compensation, benefits, labor relations, employment, and medical services. The successful candidate will have a master's degree in a related discipline and at least seven years of management level human resources/labor relations experience. A B.A. in a related field and extensive work experience beyond 7 years will be considered. Send resume and salary requirements to Fred J. Rossi, County Administrator by 8/17/90. The County of Morris, P.O. Box 900, Morristown, NJ 07963-0900.

DIRECTOR OF PUBLIC HEALTH — CITY OF

RICHMOND, VA.: Service population 650,000. Highly acclaimed hybrid state-city agency responsible for district and local public health functions including a 169-bed nursing home, personal health care and environmental preventative and epidemiological health services. \$16M annual budget; 450 FT employees. Reports to City Manager and State Health Commissioner. Requires MD and Public Health management experience and skill. Excellent Opportunity. Send confidential resume immediately to: Robert E. Slavin, President, Slavin, Nevins & Associates, Inc., 3150 Holcomb Bridge Road, Ste 205, Norcross, Georgia 30071. Phone (404) 449-4656 or FAX (404) 416-0848. An equal opportunity employer/recruiter.

DRAINAGE ENGINEERING SUPERVISOR — POLK COUNTY, FLA.: Supervisory work directing and overseeing the work activities of personnel within Polk County drainage engineering operations. Requires 4 year degree with major course work in civil engineering and a minimum of 4 years as a drainage engineer which included some experience supervising technical engineering staff. Prefer applicant be a registered Professional Engineer and be eligible for registration as a P.E. in Florida. Hiring range: \$30,617.60 - 35,380.80, dependent on experience. Contact: Sharon Mathis, Polk County Personnel Division, P.O. Box 330, Bartow, FL 33830. (813) 534-6030 or 534-6584. E.O.E. M/F/H/V

ENGINEER — JEWELL COUNTY, KAN.: Jewell County, Kansas is seeking to hire a licensed, Professional Engineer for full or half-time County Engineer position. Salary negotiable. Send resume to: Office of the County Engineer, RR 2, Box 41,

Mankato, Kansas 66956. Phone 913-378-3431.

PERSONNEL MANAGEMENT ANALYST — LEE COUNTY, FLA.: \$25,766 - \$37,362 This is professional work in public personnel administration to include employee/labor relations and training. The position requires a 4 yr degree in Personnel, Business or Public Administration, Psychology or related field & 2 yrs personnel exp including work in employee/labor relations & training. Send resume w/SS# to: Lee County Personnel, P.O. Box 398, Ft. Myers, FL 33902. (813) 335-2245. EOE, Vet Pref. Documentation Req.

UTILITIES ENGINEER III — POLK COUNTY, FLA.: Engineering work overseeing water/wastewater system design, construction, maintenance operations and related engineering functions/projects. Requires 4 year Civil

Engineering degree with major course work in hydraulic and sanitary engineering and a minimum of 2 years engineering experience which includes water/wastewater design and construction. Hiring range: \$29,348.80 - 33,987.20 dependent on experience. Contact: Sharon Mathis, Polk County Personnel Division, P.O. Box 330, Bartow, FL 33830. (813) 534-6030 or 534-6584. E.O.E. M/F/H/V

JOBS AVAILABLE

A listing of job vacancies in local government. Published every two weeks. Excellent recruitment and placement publication. Advertisers receive a free subscription. Subscription rate \$15 per year. Send job openings or subscription to: JOBS AVAILABLE, Midwest/Eastern Edition, P.O. Box 1222, Newton, IA 50208.

(515) 791-9019

DIRECTOR OF PHYSICAL PLANNING — POLK COUNTY, IOWA: Polk County is seeking a professional administrator for the position of Physical Planning Director. This executive level position reports to the County Administrator and will manage the following specialized divisions: planning, air pollution, environmental sanitation, code enforcement, and water sewage system operations for Polk County, Iowa. The Physical Planning Department has a staff of forty full-time employees, an annual budget of \$1.6 million plus \$10 million of construction projects for flood control and sanitary sewer improvements for FY91. A degree with major course work in urban planning, architecture, landscape architecture, public administration or a related field with over 5 years of professional planning and management experience preferred. The ideal candidate must be able to supervise professional and technical staff; problem solve; interact with local, state and federal officials; and demonstrate effectively the ability to handle a wide array of varied special projects such as housing, solid waste management, economic development, etc. An A.I.C.P. preferred but not required. Salary range: \$50,400-\$68,565. To apply, submit resume and salary history to: Employment Manager, Polk County Personnel Department, 2nd and Court Avenue, Room 390, Des Moines, IA 50309. Applications accepted through August 31, 1990. AN AFFIRMATIVE ACTION/EQUAL OPPORTUNITY EMPLOYER. Residency Requirement. Applications may be subject to the Open Records Law.

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directories, clearinghouses, and program developers and administrators.

The study is available for \$25. To order, contact ACIR, 1111 20th St., NW, Suite 2000, Washington, D.C. 20575, 202/653-5640.

■ Helping law enforcement officials use knowledge of public housing operations to craft more effective drug strategies is the topic of a new book published by the Police Executive Research Forum (PERF).

The book focuses on the importance of collaboration between police, public housing officials and residents in the success of anti-drug programs in public housing developments.

The cost of the book is \$15. To order, contact PERF Publications, 2300 M St., Suite 910, Washington, D.C. 20037, 202/466-7820.

■ A report to Congress on Single Room Occupancy Units (SRO's), "SRO's for the Homeless Section 8 Moderate Rehabilitation

Program," prepared by the Department of Housing and Urban Development's (HUD) Office of Policy Development and Research, is now available.

The report summarizes the first-year experiences as reported to HUD by 21 public housing agencies and sponsors of the 30 projects funded in the first round of the program in FY88.

The cost is \$3 per copy. To order call the HUD User Line at 800/245-2691, or 301/251-5154 in metropolitan Washington, D.C.

■ The 28th edition of "The Book of the States," the flagship reference publication for The Council of State Governments, has been released. Thousands of pieces of state government data, including information on voting statistics and federal/state relations, and essays on trends in state issues are presented.

Copies are \$42.50 each. To order, write to: Council of State Governments, Order Department, Iron Works Pike, Box 11910,

Lexington, KY 40578-1910, or call: 606/231-1850, or FAX: 606/231-1858.

MISCELLANEOUS

■ A \$40 million grant to expand existing drug abuse treatment programs is being proposed for public and non-profit entities from the Department of Health and Human Services, Alcohol, Drug Abuse, and Mental Health Administration, Office for Treatment Improvement.

The grant money for this program will be awarded if the Congress enacts an increase in the original program authorization level by Sept. 10, 1990.

Applications must be received by Aug. 15. Application kits with all necessary forms and instructions can be obtained by writing to: Waiting List Program, Technical Resources, Inc., P.O. Box 409, Rockville, MD 20848-0409, or calling: 301/230-4764.

("Notices" is compiled by Susan D. Grubb.)

Todd wins 3rd vp



Photo by David Hathcox

Barbara Todd, Pinellas County, Fla. commissioner, former Florida Association of Counties president and a past president of Women Officials of NACo, was unanimously elected NACo third vice president, after opponent Grady Hunter, Yadkin County, N.C. commissioner, withdrew from the race.

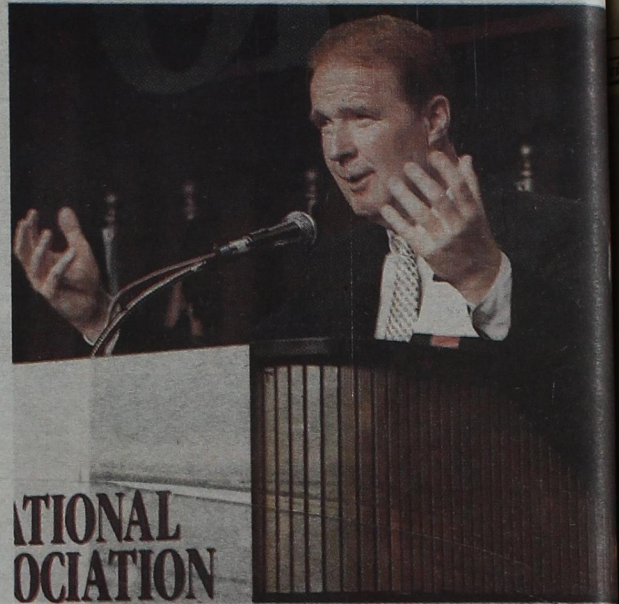


Photo by David Hathcox

NACo President Mike Stewart speaking before delegates during his inaugural speech.



Photo by David Hathcox

Popular stage performer and recording star, Tony Bennett, was the featured entertainer at the Annual Conference's inaugural celebration, Tuesday evening.

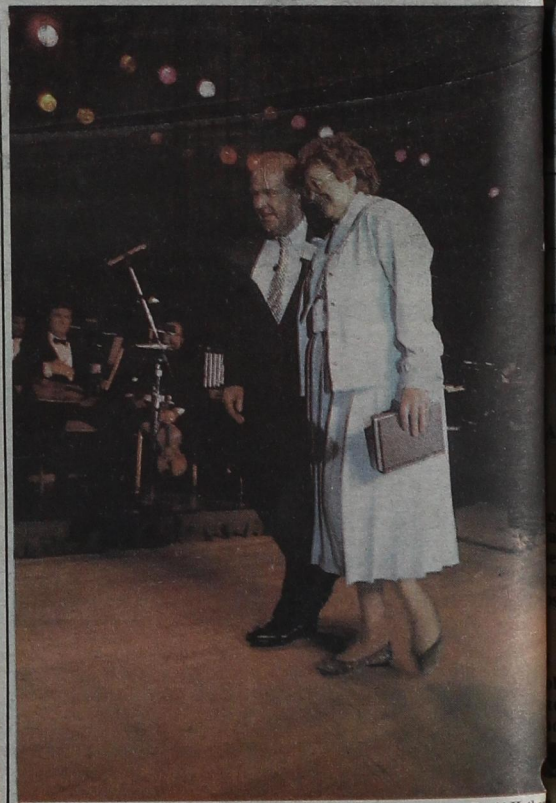


Photo by David Hathcox

Mike Stewart and Ann Klinger leave the stage to make way for Bennett's performance.