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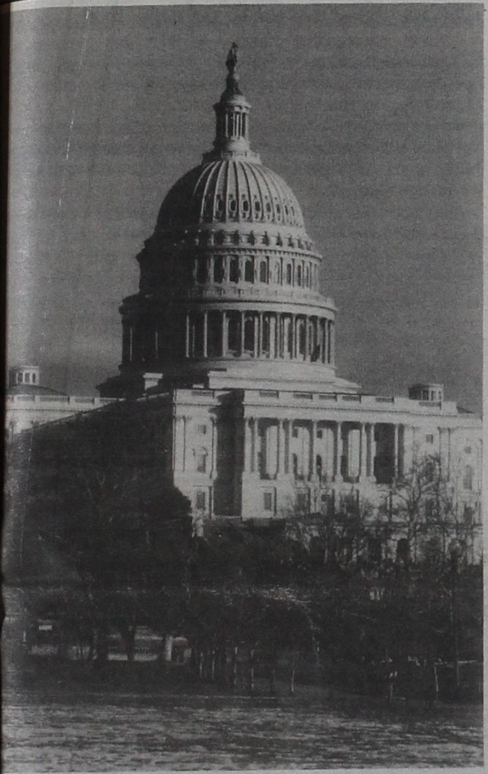

Congress heads home; promises budget on return

By Kathy Gramp
budget analyst

Having failed to reach a compromise on the budget before leaving for their August recess, lawmakers promised to start intense negotiations on Sept. 5 with a goal of reaching an agreement before Congress returns on Sept. 10. The negotiators plan to meet at a location outside Washington, hoping around-the-clock meetings will produce the accord that has eluded them thus far.

This rigorous schedule is dictated in part by the battery of budget decisions that must be made by the start of the fiscal year. Appropriations, sequestration and the debt limit will all come to a head by Oct. 1. Renewed concern about a recession, especially in the wake of higher oil prices, has added to the urgency of reducing the deficit.

The biggest challenge may be to overcome the acrimony that prevailed before the recess. Some Republicans were threatening to pull out of the talks, accusing Democrats of negotiating in "bad faith." Although neither side officially presented a deficit plan before the recess, details of a tentative Republican offer were leaked to the press on July 26. Democratic leaders had bucked Republican demands that they put a plan on the table before the recess, favoring negotiations after the campaign break.

The Republicans' draft proposal had drawn criticism from inside and outside the party. For the most part, the $54 billion deficit reduction plan was a rehash of OMB's earlier proposals for FY91 with few new measures to cut spending by $27 billion. What ignited controversy were the tax proposals.

The plan added about $10 billion to the $13.7 billion revenue increase already in the president's budget. More than $7.2 billion would be collected by raising the tax on all alcohol products, especially beer and wine. Limiting the deductibility of state and local taxes to $10,000 per year was estimated

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Anthony bill would ease restrictions on tax-exempt bonds

By Susan J. White
associate legislative director

Rep. Beryl Anthony (D-Ark.)

Representative Beryl Anthony (D-Ark.) introduced legislation, Aug. 1, to ease several restrictions on state and local tax-exempt bonds that were authorized under the 1986 Tax Reform Act. Most notable is Anthony's effort to ease the arbitrage rebate rule.

Anthony's bill (H.R. 5423) is the result of an almost two-year effort which began when he formed the Anthony Commission — a group of state and local government, and private sector officials who have made a series of recommendations on how to ease bond restrictions.

The bill also represents the effort of NACo, the Public Finance Network, and other state and local public interest groups who have developed a grass roots education and lobbying campaign on tax-exempt bonds.

Monterey County, Calif. Supervisor Barbara Shipnuck, a member of the Anthony Commission, said, "I am pleased that Congressman Anthony continues to work hard on behalf of counties and other local governments to ensure our ability to finance important projects."

Shipnuck went on to say, "This bill is another step in a direction to ease tax-exempt bond curbs that we have all been working on for a long time and I hope that county officials nationwide will contact their members of Congress to indicate strong support for Mr. Anthony's bill."

The Arkansas Democrat was successful in having a two year "spend-out" provision for arbitrage earnings included in last year's final tax bill. (Previously under the 1986 Tax Reform Act, arbitrage earnings were to be returned to the federal treasury.) However, gov-

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Capitol Hill boosts highway funding

By Robert J. Fogel
associate legislative director

Despite uncertainty and concern about the federal budget, Congress is moving ahead quickly on appropriations for transportation programs. In its most recent actions, the Senate gave approval on Aug. 4 to the FY91 transportation appropriations bill. The House passed its bill on July 12 by a vote of 385-31.

Reflecting on that uncertainty, Senator Frank Lautenberg (D-N.J.), chair of the Transportation Appropriations Subcommittee, stated, "Because of the budget limitations, it's hard to make the necessary investments that our nation's transportation system needs. We did the best we could under the circumstances to provide adequate sources for aviation, Coast Guard, rail and highway needs."

NACo's priority for transportation funding is an increase in the Federal-Aid Highway Program. The Senate-passed bill increases highway funding to $13.85 billion, up $1.65 billion over the current year level of $12.2 billion. The House transportation appropriations bill sets highway funding at $14.5 billion. "The lobbying by NACo members on highway funding," said NACo Executive Director John Thomas, "has been working. For the first time in a number of years highway funding is getting a needed boost."

The Senate also increased the overall funding level for mass transit. Section 3, which is funded out of the one-cent gas tax, would receive a boost to $1.4 billion. Section 9 operating assistance, a NACo priority, is frozen at $802 million. The Section 18 Rural Program is funded at $67 million.

Congestion at airports continues to get a lot of attention from Con-

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INSIDE

Food stamp bill in conference

By Michael L. Benjamin
associate legislative director

Both the House and Senate passed different versions of food stamp amendments as part of each House's omnibus farm bill, H.R. 3950 and S. 2830.

During the House floor debate, members rejected amendments to the farm bill by Representative Bill Frenzel (R-Minn.) that would have eliminated virtually all significant anti-hunger programs of the Mickey Leland Hunger Relief Act.

With bipartisan support from Representatives E. (Kika) de la Garza (D-Texas), chairman of the House Agriculture Committee; Leon E. Panetta (D-Calif.), chairman of the House Budget Committee; Charles F. Hatcher (D-Ga.); and Bill Emerson (R-Mo.), the House passed, 327-91, the 1990 farm bill which contains many of the food stamp provisions NACo supports. The provisions include:

• phasing out the current cap in the excess shelter deduction which would help families remain in permanent housing and diminish the acceleration in homelessness;

• increasing the basic benefit levels by excluding from income the first $50 of child support, increasing vehicle resource limits, and simplifying the definition of household;

• eliminating the backlog of quality control (QC) sanctions through FY90, thus reaffirming the belief expressed during consideration of the Hunger Prevention Act of 1988 that the QC system was critically flawed when these sanctions were developed;

• requiring coordination and simplification between food stamps and other assistance programs which would help alleviate serious problems in the administration of these programs; and

• initiating electronic benefit transfers as an alternative method of issuance.

NACo will continue to oppose the sequestration provision in the bill which provides that certain cost items (e.g. $50 child support disregard) would be reduced by the percentage necessary to reach Gramm-Rudman deficit targets in any year a sequester order is issued.

The food stamp provisions, known officially as Title XIV of the Food and Agricultural Resources Act of 1990 (H.R. 3950), would amend the Food Stamp Act of 1977 and extend authorization authority through FY95. The authorization amounts would increase by $450 million in 1991, $800 million in 1992, and $900 million in 1993. The appropriations level for FY90 is $16.9 billion with $19 billion slated for 1991.

The Senate, on the other hand, did not pass the Mickey Leland Hunger Relief Act but passed an amendment to the Senate farm bill (S. 2830), offered by Senators Patrick J. Leahy (D-Vt.), chairman of the Agriculture Committee, and Richard G. Lugar (R-Ind.), ranking minority member. S. 2830 did not contain a nutrition title because the Senate has not completed its work on a final budget resolution. Key Senate members were unwilling to increase funding of food stamps without a completed budget resolution. However, the Leahy/Lugar amendment would serve as a nutrition framework when the Senate confers with the House after the August recess.

Additionally, the amendment would:

• allow the homeless to use their food stamps at approved local restaurants and makes improvements regarding students in the employment and training program;

• simplify the requirement for food stamps applications; and

• expand a program to provide assistance to homeless preschool children.

NACo ON THE MOVE

◆ Hungarian government officials consulted with legislative staff **Bob Fogel**, Aug. 8 in Washington, D.C., about establishing a form of local government in the newly democratic country.

◆ Legislative staff **Michael Benjamin** chaired a panel of judges, late last month, which reviewed 78 grant applications from local communities for expanded drug treatment services for special populations. Sponsored by the Office of Treatment Improvement of the Alcohol, Drug Abuse and Mental Health Administration, a total of $25 million will be awarded to the winners in late September.

◆ **Lynn Kirkhorfer**, deputy county administrator, San Bernardino County, Calif., met in early August with Legislative Director **Ralph Tabor** to discuss the county's plan to build a new medical center ... **Tabor** also met with Representative Glenn English (D-Okla.) on the upcoming Conference Committee dealing with the rural development bill.

◆ Members of the Double Taxation Coalition, a broad-based interest group recently created to fight the elimination of the deductibility of state and local taxes, a measure proposed by the White House for deficit reduction, met in Washington, D.C. on Aug. 7. Legislative staff **Susan White** and Media Relations Assistant **Traci Dove** represented NACo at the meeting, which was called to map out a public relations strategy. The coalition plans to meet weekly during the August congressional recess to form plans for lobbying and research, as well as public relations.

◆ NACo First Vice President **Kaye Braaten** and Immediate Past President **Ann Klinger** traveled to Minneapolis, Minn., Aug. 3-4, for a meeting of the National Center for County Health Policy's Advisory Committee ... **Braaten** went on to Salmon, Idaho to speak to the Idaho County Treasurer's Association, Aug. 6-8.

◆ In meetings with House Energy and Public Works Committee staff, legislative staff **Barbara Paley** urged them to support Senate incinerator provisions in the clean air bill.

◆ A new drug treatment initiative was the subject of a meeting legislative staff **Tom Joseph** had with Senator Edward Kennedy's (D-Mass.) staff, July 26.

◆ On July 26, **Neil Bomberg**, research associate for NACo's Employment and Training Project (ETP), spoke at the North Dakota Association of Counties Futures Committee meeting in Fargo, N.D. about the role of employment and training in county efforts to increase economic development and reduce welfare ... **Bomberg** spoke the same day to the Minnesota Job Training Partnership Administrator's Association, in Detroit Lakes, Minn., on amendments to the Job Training Partnership Act (JTPA) ... In early August, ETP Research Associate **Marilou Fallis** spoke at the statewide JTPA meeting in Iowa on proposed changes to JTPA legislation.

Pacific northwes[t] finance worksho[p] set for Sept. 17

The Public Finance Network will sponsor a one-day regiona[l] workshop on the future on tax-exempt financing on Sept. 17, i[n] Tacoma, Wash.

The "Financing Our Future" workshop, the seventh in a serie[s] will outline recent legislative and judicial developments, and th[e] problems state and local governments face in Congress to preserv[e] tax-exempt financing.

State and local government representatives, and business an[d] civic leaders from Alaska, Idaho, Montana, Nevada, Oregon, Utah[,] Washington and Wyoming are encouraged to attend.

Discussions will focus on mobilizing a grass roots campaign t[o] inform members of Congress about the role tax-exempt bonds pla[y] in financing infrastructure, building schools and providing essentia[l] services.

The workshop will be held at the Sheraton Tacoma Hotel, 132[0] Broadway Plaza, Tacoma, Wash., 206/572-3200, from 9 a.m. to [...] p.m. The $45 registration fee includes lunch.

For more information, call Stacey Hobart at the American Publi[c] Power Association, 202/467-2946.

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ernmental issuers, including counties, have shown that most capital projects take much longer than two years to complete.

Although Anthony is concerned about the two-year provision, he has not included a longer "spend-out" measure in his new bill, due to strong opposition from the Treasury Department.

Most specifically, the legislation introduced would:

• increase the small-issuer exemption from the arbitrage rebate requirement to $25 million. Under current law, issuers are not required to rebate arbitrage profits if they expect to sell less than $5 million of governmental bonds annually. The provision would become effective on Jan. 1, 1991.

• increase the bank deduction for the costs of purchasing and carrying tax-exempt debt to $25 million, beginning Jan. 1, 1990. The 1986 tax law, for the most part, eliminated the 80 percent deduction banks were previously allowed to take. However, the law retained the exemption for governmental bonds for small issuers who sell less than $10 million annually.

• make last year's arbitrage rebate relief measure, the two year "spend-out," retroactive to Sept. 1, 1986. Currently, the relief measure applies only to bonds issued after Dec. 19, 1989, leaving intact the unfair rebate requirement on all bonds issued after tax reform up to the December date.

• repeal the 1986 provision prohibiting issuers from using [...] than 5 percent of the proceeds [...] bond issue for uses that are "di[s]portionate or unrelated" to the [pur]pose of the project being finan[ced,] effective upon enactment of [the] bill.

• allow issuers who must r[ebate] arbitrage profits on an issue t[o re]tain a small amount of bond [pro]ceeds — 5 percent of the amount of the issue, effective [upon] enactment of the bill.

The outcome of Rep. Antho[ny's] legislation is contingent upon [what] happens with the overall bu[dget] and tax bill which is currently [being] negotiated by the White Hous[e and] congressional leadership.

If an agreement is reached [on a] larger package, Anthony is s[...] be successful in having at [least] some of the provisions of hi[s bill] included in the final measur[e. In] part, this may happen bec[ause] members of the Ways and M[eans] Committee, and of Congres[s in] general, have become more sy[mpa]thetic to the need for tax-ex[empt] financing and to the infrastru[cture] problems facing the country [as a] whole.

However, it is imperative [that] county officials continue to [make] the case for infrastructure finan[cing] and for the Anthony bill.

Members will be home d[uring] the August recess and should [...] about this pending legislatio[n be]cause Congress is likely to dr[aft] and pass a budget/tax bill [...] Labor Day.

Rural development bill now part of farm bill

By Ralph Tabor
legislative director

[Th]e Senate agreed to include the Rural [Deve]lopment Partnership Act as an amend[ment] to the farm bill which it subsequently [passe]d. The Senate previously has passed the [rural] development bill on Aug. 6, 1989.

[Th]e House passed its version of the rural [deve]lopment bill earlier this year on March [...] The legislation will be considered in a [Hous]e/Senate Conference Committee on the [overa]ll farm bill, known as the Food and [Agri]cultural Resources Act (H.R. 3950 and [S. 2]830). The Conference Committee will [mee]t in September.

[Se]nators Howell Heflin (D-AL) and [Mitc]h McConnell (R-N.Y.) sponsored the [amen]dment to add the rural development [prov]isions to the farm bill. They were sup[port]ed by Senator Patrick Leahy (D-Vt.), [chair]man of the Agriculture Committee, and [othe]r members of the committee. The [amen]dment was adopted by a voice vote.

[Th]e House decided not to add the bill to [the fa]rm legislation because of the House's [rule]s on budget scoring.

Chairman of the House Agriculture [Com]mittee E. (Kika) de la Garza (D-Texas) indicated that the House-passed rural [deve]lopment bill will be part of the confer[ence] on the farm bill.

[Re]presentative Glenn English (D-Okla.), [chair]man of the Rural Development Sub[comm]ittee, last week, met with NACo and [other] state and local government organiza[tions o]n provisions in both bills.

[Al]l of the groups indicated strong support [for th]e provision in the House bill setting up [state]wide technical review panels to priori[tize a]nd rank local projects. The groups also [suppo]rted the increased flexibility in the [Hous]e bill which allows the secretary of [Agric]ulture to reallocate loan funds between [rura]l development programs.

Many members of the Senate Agriculture [and] Appropriations Committees are opposed [to b]oth these provisions in the House bill. [The] Bush administration, however, supports [this] approach.

Another contentious issue is the role and [auth]ority of rural electric cooperatives [(RE]C's) to provide water and sewer service [in r]ural areas.

REC's already have authority to use part [of th]eir loan funds for economic develop[men]t projects. Both the House and Senate [woul]d expand this authority but the Senate bill [also] authorizes a separate $40 million low [inter]est loan fund for REC's.

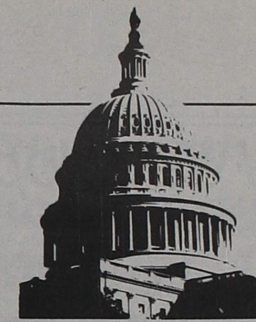
The National League of Cities and the [Nat]ional Rural Water Association are oppos[ing] the separate loan fund in the Senate bill. [NACo] generally has supported efforts to [incr]ease private involvement in rural devel[opm]ent and has taken no policy position on [this] issue.

Secretary of Agriculture Clayton Yeutter [has] sent separate letters to the chairmen of the [Hou]se and Senate agriculture committees strongly opposing certain provisions in both bills. He said he would recommend a veto of either bill as they are written currently.

It is not clear whether the veto threat is realistic now that rural development is part of the farm bill. There likely will be many provisions, including the issue of overall cost, in the farm bill which will be opposed by the administration. In the final negotiations between Congress and the White House, it is unlikely that rural development will be one of the major issues of contention.

Congressional Boxscore
Status of Major Bills Affecting Counties
(as of August 13, 1990)

	House	Senate	Comments
Airports	H.R. 4986, 5170 (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)	Floor action may be scheduled in September
Child Care	H.R. 3 (passed)	S. 5 (passed)	Conferees meeting; agreement reached on some issues
Civil Rights	H.R. 4000 (passed)	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
Farm Bill	H.R. 3950 (passed)	S. 2830 (passed)	Conference Committee expected in September
Food Stamps	H.R. 3950 (passed as part of farm bill)	S. 2830 (passed as part of 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 (passed)	S. 566 (passed)	Conference expected in September; bills dissimilar
Highway Funding	H.R. 5229 (passed)	H.R. 5229 (passed)	NACo seeks funding increase from $12.3 billion to $15 billion
HIV/AIDS	H.R. 4785 (passed)	S. 2240 (passed)	Conference complete; awaiting president's signature
Job Training	H.R. 2039 (approved by committee)	S. 542 (approved by committee)	House & Senate vote expected in September
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 vote possible in September
National Health Service Corps	H.R. 4487 (passed)	S. 2617 (passed)	Conference expected in September
Rural Development	H.R. 3581 (passed)	S. 1036 (passed)	Senate added to farm bill; Conference expected in September
Tax-Exempt Bonds	Numerous bills introduced	Numerous bills introduced	Action by tax committees awaits budget negotiations



FY91 Appropriations Bills Status
(as of August 13, 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	Passed
Interior (no bill number)	Approved by subcommittee	Hearings completed
Labor, HHS & Education (H.R. 5257)	Passed	Hearings completed
Transportation (H.R. 5229)	Passed	Passed
VA, HUD & Independent Agencies (H.R. 5158)	Passed	Hearings completed

County News

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Air passenger head tax, now on board

By Robert J. Fogel
associate legislative director

The House of Representative passed legislation, Aug. 2, reauthorizing the federal Airport and Airway Improvement Act. H.R. 5170, whose prime sponsor is Aviation Subcommittee Chairman James Oberstar (D-Minn.), was approved by a 405-15 margin. The bill both authorizes increased spending for airports, and creates a new fee or head tax on airline passengers.

The Airport Improvement Program (AIP) would be increased from the present level of $1.4 billion to $1.8 billion in FY91 and $1.9 billion in FY92. Many county airports receive grants from AIP for construction of runways, terminals and other capital projects. Increases would also take place in the facilities and equipment program, and in Federal Aviation Administration operations budget. This is part of NACo's overall strategy to begin to spend-down the $7-8 billion balance in the aviation trust fund.

H.R. 5170 also authorizes a new fee known as a passenger facilities charge (PFC). Airports would be allowed to charge a $1 to $3 fee to passengers who depart these airports. The proceeds would go to the airport and could be used to finance airport modernization and expansion projects. Imposition of the PFC is optional at the discretion of an individual airport's governing board.

Large and medium-size airports adopting the PFC's would have to forego 50 percent of their federal AIP entitlement funds. That would allow more federal funds to be distributed to smaller airports. An amendment to delete the PFC, offered by Representative Doug Bosco (D-Calif.), failed, 252-171.

The bill also moves the funding for the Essential Air Service Program to the aviation trust fund. It authorizes $26.6 million for FY91 and $38.6 million for FY92.

No action has been taken in the Senate on an airport bill.

Opponents of the proposed passenger facilities charges in the House-passed Airport and Airway Improvement Act reauthorization argued that a new fee or tax should not be levied when the airport trust fund has a balance of almost $8 billion.

Nine reasons to say "NO" to limiting local and state income tax deductions

(Ed. Note: At the July 26 press conference announcing NACo's opposition to a White House proposal that would limit state and local income tax deductions, NACo President Mike Stewart, along with representatives from other state and local government associations, presented nine reasons for opposing the administration's position.

Because the issue of deductibility is so critical to the future of county government and its taxpayers, COUNTY NEWS is reprinting the nine points to assist NACo members in articulating their position.)

1) Geographic Discrimination

The proposal discriminates against taxpayers based on the states and localities in which they live. Seven states (Alaska, Florida, Nevada, South Dakota, Texas, Washington and Wyoming) currently have no state income tax. Three more states (Connecticut, New Hampshire and Tennessee) have limited income taxes. Thus, taxpayers in these states would pay no (or very limited) additional taxes under this proposal. There is no public policy justification for such a discriminatory tax policy. If the intent of this proposal is to increase taxes on the rich, it would certainly be much fairer to tax all of the rich, including those in the above states.

2) Favoring Foreign Governments Over State and Local Governments

The proposal to cut the state and local income tax deduction creates an unjustifiable double standard. Individuals who pay taxes to foreign governments would be able to continue deducting these payments in full on their federal returns. However, many U. S. taxpayers would no longer be able to deduct the full tax payments they make to states and localities.

3) Burdensome Impact on Middle Class

The state and local deduction is the single most popular deduction for individuals and families, taken by more middle income taxpayers than any other. Today 34.8 million taxpayers claim the deduction; half of whom make $40,000 or less.

4) Undermining the Cornerstone of Fiscal Federalism

The state and local deduction has been part of the federal tax code since it was first instituted in 1913, and was even included in the emergency Civil War tax. Its purpose is to prevent individuals from paying federal taxes on income that has already been "taxed away" by other jurisdictions. In other words, it prevents individuals from being taxed twice. At the same time, it protects the rights of state and local governments to raise revenues in any mix they choose.

5) The Deduction is Not a Loophole or Tax Shelter

The deduction is clearly distinguishable from other tax provisions that may be considered loopholes. First, it serves a public purpose since it reflects tax payments that finance education, police and fire protection, health care and other essential public services. Second, unlike the deduction for mortgage interest or the capital gains preference now under consideration, the state and local deduction covers payments that are compulsory, not voluntary consumption decisions. No one ever willingly paid more state and local taxes in order to shelter his or her income from federal taxation.

NACo President Mike Stewart and New York Governor Mario Cuo[mo] exchange views during the July 26 press conference on tax deductibili[ty]

6) Cuts in Education and in Fighting Crime and Drugs

The proposed cut in the income tax deduction will force cutbacks b[y] states and localities in the support they provide for essential services li[ke] education and the war against crime and drugs. Education is particular[ly] vulnerable since it amounts to one-third of all spending by state and loc[al] governments (the largest single category of expenditures). Given th[at] income tax revenues now provide over 30% of state tax revenues, a cut [in] the income tax deduction may also force states to rely more heavily on the local government property taxes to support education.

7) Camel's Nose Under the Tent

Once the principle of double taxation is violated by any cut in th[e] deduction, policymakers will find it a more and more convenient target f[or] revenue. However innocuous a restriction on the deduction may initial[ly] appear, it represents the first step in the process of the total elimination [of] this important provision. The only way to safeguard the deduction is [to] support its full retention.

8) Bias for Private over Public Institutions

Any plan that cuts the state and local deduction while maintaining the d[e]duction for charitable contributions creates an inequity that is bad pub[lic] policy. Under such a plan, a donation to a non-profit hospital or scho[ol] would be tax deductible, while tax payments used to support munici[pal] hospitals or public schools would be only partially deductible.

9) Force States and Localities to Adopt More Regressive Tax Systems

Limits on the income tax deduction, the most progressive of all taxes, w[ill] increase resistance to this tax and force states and localities to move towa[rd] greater reliance on less progressive taxes, like sales and property.

New civil rights bill reverses recent high court decisions

By D'Arcy Philps
NACo staff

Amid much partisan debate and the threat of a presidential veto, the House and Senate both passed the Kennedy/Hawkins version of the Civil Rights Acts of 1990. The bills (S. 2104 and H.R. 4000) overturn several recent Supreme Court rulings that limited protection of victims in cases of job discrimination.

Key elements of the bills include: placing the burden of proof on employers in allegations of discriminatory hiring practices (disparate impact cases); limiting collateral attack and endless litigation in affirmative action plans; allowing for additional compensatory and punitive damages; and extending the time in which allegations of employment discrimination may be brought.

NACo adopted a resolution at the 1990 Legislative Conference supporting S. 2104 and H.R. 4000. This position was reaffirmed by the member counties at the NACo Annual Conference.

Floor passage of the bills came after bitter partisan disputes over whether the legislation creates a quota system. A recent Supreme Court decision, *Wards Cove Packing Co. v. Atonio* had placed the burden of proof, in a disparate impact case on the employee, who was required to prove that these practices were not the result of a business necessity.

The new act returns the burden of proof back to the employer, on whether a discriminatory employment practice is a "business necessity," and narrows the definition of what is an acceptable "business necessity."

Some Republican members charged that this provision would encourage employees to set quotas to avoid costly challenges in disparate impact cases. Attempts to come to an agreement with the administration on this issue failed after Representative John LaFalce's (D-N.Y.) bipartisan substitute amendment, which would have given judges more flexibility in adhering to the *Wards Cove* decision was overwhelmingly opposed. As the bill stands, the administration still opposes its language, calling it a "quota bill."

The bills also overturn the Supreme Court decision in *Martin v. Wilks.* That decision had raised the possibility of employers, including counties, being sued for reverse discrimination while carrying out a judicially-mandated affirmative action plan. Under the legislation, employees would have an opportunity to challenge a plan before it goes into effect, after which time it would no longer remain open to collateral lawsuits.

The bills also allow victims of employment discrimination to sue for compensatory damages, and in extreme cases, for punitive monetary damages.

Some Republican members asserted that such language would create a windfall for lawyers, clog the courts, and overcompensate victims of discriminatory acts. An agreement was finally reached with an amendment from Senator Edward Kennedy (D-Mass.) that put a cap on punitive damages at $150,000. An earlier attempt by Representative F. James Sensenbrenner (R-Wis.) to put the cap at $30,000 was rejected.

The bills also amend the statutes of limitations in a discrimination case.

In *Lorance v. AT&T,* the Supreme Court ruled that the statute of limitations began when an employment rule went into effect rather than when an alleged discrimination act occurred under the rule. Under this bill, the statute would not take affect until the time of actual harm. The bill also extended the statute of limitations for discrimination from 180 days to two years.

The final bill passed the Senate by a vote of 65-34 on July 19, two votes short of overriding a possible presidential veto.

The House passed the bill on Aug. 3 by a vote of 272 to 154, a full 51 votes short of overturning a presidential veto.

The president had announced that he would veto legislation which contained the House and Senate language concerning the *Wards Cove* case.

Cable TV bills move out of committee

By Robert J. Fogel
associate legislative director

Committee action on cable legislation was completed as Congress prepared to go on recess. The entry of telephone companies (telco) into cable television was taken up by the Senate Commerce Committee on July 31 as a separate issue after the committee had given approval earlier in July to new cable legislation.

Senator Conrad Burns (R-Mont.), to the surprise of many, did not offer his original telco entry bill. The bill would have allowed telephone companies, with the exception of the regional Bells, to compete with the cable industry, something prohibited now. Instead, the committee approved a measure (S. 1880) that would allow the phone company to build video and voice transmission facilities, but not enter the programming arena, something the phone companies believe is necessary if they are to compete with cable.

A one-year study by the Federal Communication Commission (FCC) of "telco entry" was authorized by the senate committee.

A telco amendment fared no better in the House where the Energy and Commerce Committee approved a bill (H.R. 5267) on July 26. Representative Rick Boucher (D-Va.) withdrew his telco amendment after Chairman Ed Markey (D-Mass.) of the Telecommunications Subcommittee promised hearings on the issue next year.

The House bill allows the FCC to regulate rates for "basic tier" of cable programming, which would only include local broadcast, educational television, and public access channels. For most cable subscribers that would include a very limited number of channels. The FCC would also be required to develop regulations to address unreasonable or abusive rates.

Referred to the so-called "bad actor" provision, this section of the bill is aimed at cable operators who

See CABLE TV, page 12

For clean air conferees, it's "hurry up and wait!"

By Barbara Paley
associate legislative director

The House/Senate conference on clean air legislation continued to proceed at a glacial pace as Congress adjourned for the August recess. Although the Senate made an offer to compromise on one major provision of the bill at the group's initial session, the House took weeks to respond, and after three meetings, the Conference Committee has barely moved off dead center in its consideration of the 1,333-page measure.

Meeting for only the third time since conferees were appointed in late June, the House/Senate group finally reached agreement on a phase-out of chlorofluorocarbons (CFCs) and other substances that scientists feel are responsible for depleting the Earth's stratospheric ozone layer. The Senate had offered a compromise on CFCs — a relatively non-controversial section of the bill — in an effort to get the conference off to a quick and positive start. The result was the opposite as the House took weeks to consider the proposal and then countered with one of its own.

The seven senators and 26 representatives composing the core group of the Conference Committee have yet to address the most significant provisions of the bill dealing with ozone and carbon monoxide non-attainment, control of motor vehicle emissions, acid rain and toxic air pollutants. Instead, they have spent most of their time trading recriminations about who is to blame for the lack of progress and debating whether or not an administration representative should be allowed to answer questions or to sit at the table with the conferees.

Noting that there will only be one month between the end of the recess and the scheduled Oct. 5 final adjournment date, House Energy Committee Chairman John D. Dingell (D-Mich.) and ranking Republican Norman F. Lent (R-N.Y.) indicated that the slow pace did not bode well for progress on other sections of the bill after the recess. "The fall is going to be an extremely busy time, and it is in everyone's interest to complete this conference as early as possible in September or October," the two leaders of the House conferees wrote their Senate counterparts.

Differences in the two bills

Although the House and Senate bills are similar in goals and structure, there are many major ways in which they differ.

In a letter to the Senate conferees, NACo Executive Director John P. Thomas requested that they support the House version of Title I dealing with ozone non-attainment because "for the most part, the House version of Title I will provide the 597 counties and parishes in more than 100 metropolitan areas that have not attained the National Ambient Air Quality Standards with many of the tools that they need to reach attainment by the new deadlines established in the bill."

Thomas pointed to NACo's support of specific House provisions which:

- regulate smaller stationary sources of pollutants based on the severity of the non-attainment area;
- impose sanctions only in the event of a failure to plan, to implement or modify a plan;
- contain more effective control measures for ozone and carbon monoxide non-attainment areas; and
- call for earlier promulgation of control technique guidelines to facilitate more timely reductions in emissions.

The House conferees proposed a compromise on Title I at the group's second meeting, but the Senate members have so far failed to respond.

Conflict on incinerators

NACo joined its coalition partners, the National League of Cities and the Governmental Refuse Collection and Disposal Association in urging House conferees to accept the Senate's provisions (Sections 306 and 307) dealing with municipal incinerators.

The Senate language defines incinerator ash as a "special waste" which can be regulated under Subtitle D of the Resource Conservation and Recovery Act (RCRA) instead of categorizing it as a hazardous waste. It also establishes a framework for regulating incinerator emissions including 30-year operating permits.

While it includes a requirement for recycling at least 25 percent of the waste stream, it allows states to set lower recycling rates based on real-world conditions, and there is no tie-in between the recycling rate and the issuance or maintenance of an incinerator permit. If enacted, these provisions would supersede the Environmental Protection Agency's (EPA) draft New Source Performance Standards which condition incinerator permits on a 25 percent recycling rate.

NACo and the other members of the newly formed Local Government Solid Waste Action Coalition have strenuously opposed EPA's draft regulation on the grounds that it will penalize local governments for the lack of recycling markets, and impose additional landfill and transportation costs for those materials that must be separated out of the waste stream but which cannot be sold.

The House, preferring to keep any incinerator legislation as part of a RCRA package to be considered by the next Congress, did not include similar provisions in its version of the clean air bill.

Differences on transportation-related issues

Several sections of the clean air legislation will have a major impact on federal funding of highways. The Senate bill seeks to give the EPA administrator exclusive authority to decide whether specific highway projects conform to a state's clean air plan. It also permits the diversion of funds from certain highway projects in non-attainment areas, regardless of whether they are being sanctioned.

Working with other groups interested in highway funding, NACo is seeking to secure Senate approval for the elimination of a project-by-project conformity analysis and the inclusion of the Department of Transportation (DOT) in the final conformity determination. NACo also believes DOT should play a decisive role in qualifying projects for exemptions from sanctions.

No action expected during the recess

Although very little progress has been made in meshing the House and Senate sections of the mammoth bill, not much action is expected during the month-long congressional recess. Senate conferees have been reluctant to allow their staffs to negotiate even non-controversial aspects of the legislation with their House counterparts, indicating that the members themselves want to control the dialogue. However, at the urging of the House, Senate staff members have been instructed to meet and discuss the issues with the House staff. The first meeting has been scheduled for the week of August 27.

Most observers believe that there will be no bill ready for the president's signature until early October, and one House staff member suggested that should a post-election lame duck session be planned, final action might be delayed until then.

JTPA markup sports significant changes

The Education and Labor Committee, July 31, reported out H.R. 2039, the Job Training Partnership Act (JTPA) Amendments of 1990 with several significant changes including: the allocation formula; cost categories; and on-the-job training brokering.

Representative Pat Williams (D-Mont.) introduced an amendment that would change the youth allocation formula. The current formula places 33 1/3 percent weight on: relative number of unemployed; relative number of excess unemployed; and relative number of economically disadvantaged in a state.

The new formula would be based on: 60 percent relative number unemployed, 20 percent economically disadvantaged and 20 percent on relative number of residents receiving AFDC (Aid to Families With Dependent Children) in a state.

Williams described his amendment as a compromise to satisfy both those members whose states now receive the largest funding shares and those who believe their states are not getting a fair share.

Nine hundred million dollars was retained for the Title II-B Summer Youth Program. The year-round youth program under Title II-C would receive $1 billion

See JTPA CHANGES, p. 14

MEMO

TO: County Leaders

FROM: John Thomas, Executive Director

SUBJECT: Issues to Discuss with Members of Congress During Summer Recess

Congress is scheduled to return to Washington, D. C. after Labor Day. The pace will be crowded and chaotic in September since there will be only four scheduled weeks remaining in the 101st Congress. Many bills important to counties will be acted on quickly or dropped in the rush to finish. If agreement is not reached on the budget, there will be a post-election session.

During the August recess, we urge you to meet with your Member(s) of Congress to discuss issues of concern to your county. While there are many pending issues critical to counties, we would urge you to include the following bills in your discussions because they are particularly timely when Congress returns:

Deductibility of Local Taxes: The Administration has proposed that federal taxpayers not be allowed to deduct more than $10,000 of their payments of state and local income taxes. This is part of its deficit-reduction package. Several Congressional leaders also are looking favorably on capping all deductions including local property taxes. Congress eliminated the deduction for sales taxes in 1986. In an effort to tax the wealthy, these proposals have considerable appeal, especially as part of a package of spending reductions and taxes.

The ability of states, counties, and municipalities to raise or even continue current state and local taxes would be seriously jeopardized if these taxes are no longer fully deductible. It is clear that capping the deductibility this year would lead to fully eliminating the deduction in 1992 or 1994. It is ironic that these proposals are being made at the same time states, counties and municipalities are being urged to assume a greater share in financing infrastructure, environmental programs, education and social services programs.

URGE THAT DEDUCTION OF LOCAL TAXES BE KEPT OUT OF THE FEDERAL BUDGET NEGOTIATIONS.

AFDC, Medicaid and Food Stamp Cuts. The Administration also proposed in its budget package to reduce the minimum federal benefit match for AFDC and medicaid assistance from 50 percent to 45 percent. This would increase AFDC and medicaid costs for states. While only counties in a few states would be impacted directly, all counties would be affected by increased state costs. States would have to cut local assistance programs to make-up the difference. In addition, the Administration is proposing to cap administrative costs for AFDC, medicaid and food stamp programs. The combined cost to states and counties of reducing the federal share of benefits and administrative costs would be $3 billion in FY91 and amount to $17.95 billion over five years.

URGE THAT CHANGES IN AFDC, MEDICAID AND FOOD STAMP PROGRAMS BE KEPT OUT OF THE FEDERAL BUDGET NEGOTIATIONS.

Federal Gasoline Tax Increases. Various proposals for increasing energy taxes have been suggested as part of the budget summit negotiations. Budget deficit proposals circulating on Capitol Hill count on raising $10 billion to $12 billion in either a BTU tax, a carbon tax, imported oil tax, or an increased gasoline tax. This is half of the increased tax revenues projected to be needed in FY91 to meet deficit reduction goals. The events in the Mid-East over the last week and the resultant price increases in oil may make these proposals obsolete. However, NACo continues to be concerned that a gasoline tax increase for deficit reduction will be pushed by unconvinced Congressional leaders. It is estimated that for each one cent increase, approximately $1.1 billion would be generated. A ten cent increase means $11 billion in increased revenues.

URGE THAT INCREASES IN THE GASOLINE TAX BE KEPT OUT OF THE FEDERAL BUDGET NEGOTIATIONS.

National County Government Week. NACo is working hard to get a majority of the House and Senate to pass a resolution authorizing "National County Government Week" during April 7-13, 1991. We need your members of Congress to cosponsor this legislation. (H.J. Res. 613 and S.J. Res. 347).

CONTACT YOUR STATE ASSOCIATION OF COUNTIES TO SEE WHO HAS COSPONSORED THE RESOLUTION FROM YOUR STATE. IF YOUR SENATOR OR YOUR MEMBER OF CONGRESS HAS NOT COSPONSORED THE RESOLUTION, URGE THEM TO DO SO WHEN CONGRESS RETURNS IN SEPTEMBER.

Clean Air Act Negotiations. House-Senate conferees have made little progress in the first month of meetings to reach agreement on their differing clean air bills. The House Title I (non-attainment) provisions provide more assistance to counties in meeting clean air standards. The House provisions on use of federally aided highway projects are more flexible. The Senate incinerator provisions define ash as a "special," not hazardous, waste. They also contain flexible recycling requirements, which derail EPA's unrealistic and costly New Source Performance Standards for incinerators, and allow communities to move forward with municipal solid waste incinerator projects.

URGE SUPPORT FOR HOUSE TITLE I ON ATTAINMENT AND SENATE INCINERATOR LANGUAGE.

Affordable Housing Legislation. A House-Senate conference committee will meet in September to reconcile differences between House and Senate passed bills. H.R. 1180 would primarily expand existing programs while S. 566 contains a new delivery system, the Housing Opportunity Partnerships (HOP) program, which would provide funds to state and local governments for locally designed affordable housing programs.

URGE SUPPORT FOR THE HOP PROGRAM. EMPHASIZE THE NEED FOR LOCAL FLEXIBILITY IN USE OF HOP FUNDS TO RESPOND TO THE PARTICULAR HOUSING CRISIS IN YOUR COUNTY.

Rural Development Legislation. The House and Senate passed separate rural development bills (S. 1036 and H.R. 5831). The Senate again passed its bill as part of the Food and Agricultural Resources Act (farm bill). The legislation will be included in the House and Senate conference committee on the farm bill. It is critical that rural development not be pushed aside or lost in the struggle to reach a compromise on the farm bill. Agriculture commodity assistance programs will not solve the economic problems of all rural counties. Other solutions are needed that help rural counties to diversify their economies and to assist new and expanding small businesses.

URGE HOUSE AND SENATE CONFEREES TO INCLUDE RURAL DEVELOPMENT AS PART OF THE FARM BILL. EMPHASIZE SUPPORT FOR LOCAL FLEXIBILITY THROUGH STATEWIDE ECONOMIC REVIEW PANELS.

National Voter Registration Bills. The House passed legislation (H.R. 2190) expanding voter registration. The Senate Committee on Rules approved a bill (S. 874) that would require states and counties to include voter registration with driver license renewals. The Senate bill contains no authorization of funds for states and counties to be reimbursed for the additional costs involved in implementing the bill.

URGE THAT VOTER REGISTRATION LEGISLATION BE TABLED. IF THE LEGISLATION IS CONSIDERED, FUNDING SHOULD BE INCLUDED TO PAY FOR THE STATE AND LOCAL MANDATED COSTS.

Feds create new rural councils

By Ralph Tabor
legislative director

Agriculture Secretary Clayton Yeutter announced, Aug. 1, that Rural Development Councils will be created in all 50 states to coordinate federal action in support of public and private sector rural development efforts at the state and local level. The councils are the centerpiece of the Presidential Initiative on Rural Development announced last winter.

"There is little communication among federal departments ... at the state level in the administration of programs," said Yeutter, head of the White House Economic Policy Council's Working Group on Rural Development. "These state-level councils will provide the institutional base for a more effective federal response to rural problems."

The councils are intended to improve federal coordination in rural economic development while using existing resources. The councils will be comprised solely of representatives from the departments of Agriculture, Commerce, Education, Health and Human Services, Housing and Urban Development, and the Small Business Administration. A full-time federal coordinator will staff each council.

The administration will use the University of Wisconsin Cooperative Extension Service to establish a rural development institute to train council members in rural development issues.

Eight states will serve in the pilot program this summer: Kansas, Maine, Mississippi, Oregon, South Carolina, South Dakota, Texas and Washington. Councils will be created in all 50 states during 1991.

These state-level federal councils are nothing like the Rural Development Review Panels established under the House-passed Rural Economic Development Act (H.R. 3581).

Under the House bill, the panels are comprised of local elected officials, a development district representative, state and federal agency representatives, and others. The panels are part of a "bottoms up" planning process which begins with local strategic planning and ends in panel recommendations to the secretary of agriculture about priority projects in the state.

NACCED appoints new program director

The National Association for County Community and Economic Development (NACCED), a NACo affiliate, has appointed Marian J. Barber as director of program development.

Barber comes to her new post after having spent the last two years as a reporter for the *"Housing and Development Reporter"* where she covered community development, economic development and housing issues. Prior to that, she served as a graduate fellow for the Congressional Northeast — Midwest Institute, and as a reporter for the *Kansas City Star* where she participated in Pulitzer Prize-winning coverage of the Hyatt Regency skywalk disaster in 1981.

A graduate of Rice University, Barber holds a master of public affairs degree from the Lyndon B. Johnson School of Public Affairs.

Barber succeeds Mary Kate Uribe, who left to join the staff of the Arlington County, Va. Housing Corporation.

NACCED is a national nonprofit organization of county government agencies that administer community development, economic development and affordable housing programs.

NACCED was created as an affiliate of NACo in 1978 to assist in developing the technical capacity of county agencies administering these programs. NACCED also serves as a voice within NACo to articulate the needs, concerns and interest of these agencies.

Congressional Honor Roll

The following is a list of the sponsors of legislation designating April 7 through Apr[il] 13, 1991, as "National County Government Week." The legislation is known as Sena[te] Joint Resolution 347 and House Joint Resolution 613.

House of Representatives

Alabama	Bevill, Browder, Callahan, Flippo, Harris
Arkansas	Robinson
California	Bates, Boxer, Brown, Dornan, Fazio, Lewis, Martinez
Florida	Lewis, Young
Georgia	Hatcher
Illinois	Costello, Martin
Indiana	Jontz
Louisiana	Baker, Boggs, Huckaby
Mississippi	Henry, Levin
New Jersey	Dwyer, Hughes, Pallone, Payne, Roe
New Mexico	Richardson
New York	Boehlert, Downey, Horton, McGrath, McNulty, Mrazek, Paxon, Slaughter, Walsh
North Carolina	Lancaster, Valentine
Ohio	Derrick, Feighan, Traficant
Oklahoma	English
Pennsylvania	Gekas, Kanjorski, Kolter, McDade, Murphy
South Carolina	Patterson, Spence
Tennessee	Clement, Gordon, Tanner
Texas	Bustamante, Chapman, Clement, Frost, Smith, Wilson
Virginia	Olin, Wolf
West Virginia	McDermott

Senate

Alabama	Heflin, Shelby
Arkansas	Bumpers, Pryor
Colorado	Wirth
Hawaii	Inouye
Indiana	Symms
Illinois	Dixon
Kansas	Dole
Kentucky	Ford
Louisiana	Breaux
Maryland	Sarbanes
Michigan	Riegle
Minnesota	Boschwitz
Mississippi	Cochran, Lott
Missouri	Danforth
New Hampshire	Rudman
New York	D'Amato
Oklahoma	Nickles
Rhode Island	Chafee
Virginia	Robb
Washington	Gorton
Wisconsin	Kasten

Jail alternatives featured in House crime package

With jail populations up again, federal lawmakers are taking a much closer look at jail alternatives. In the House version of the crime bill, lawmakers proposed that $300 million be earmarked to support these efforts.

By Donald Murray
associate legislative director

Omnibus crime legislation (H.R. 5269), approved by the House Judiciary Committee on July 23, contains a major new title authorizing $300 million to support a full range of alternatives to traditional incarceration at the state and county level.

The new provisions, contained in Title I of the act, permit the use of a full range of "correctional options" including all forms of community-based incarceration, boot camps, electronic monitoring of offenders and intensive probation.

The term "correctional option" has been defined broadly in the bill to include any sanction other than the use of traditional correctional facilities.

A separate definition for boot camps requires education, job training and drug treatment to be built into the program.

H.R. 5269 was drafted by the House Subcommittee on Crime, chaired by Representative William J. Hughes (D-N.J.). Hughes called the corrections provisions the "centerpiece of H.R. 5296." In many instances, he noted, "all we are doing is warehousing prisoners, particularly at the state and local level."

The full House is expected to act on the package shortly after the August recess. In every election year since 1982, Congress has approved an anti-crime or anti-drug bill.

The Senate crime bill passed the full Senate on July 11 by a vote of 96-4, authorized $20 million for prison alternatives, and raised the authorization level for state and local law enforcement assistance to $900 million.

In a related development, the Bureau of Justice Statistics released a report indicating that at mid-year 1989, local jails in the United States held an estimated 395,553 persons, resulting in an increase of 15 percent over the 1988 figures.

The actual number of admissions to county jails for the year ending June 30, 1989 totaled almost 10 million. The 1989 survey also found that jail occupancy nationwide stood at 108 percent of rated capacity, up from 101 percent in 1988, 85 percent in 1983 and 65 percent in 1978.

For large urban counties with at least 100 jail inmates, the survey findings revealed that 26 percent were under court order to limit population. Of the 42,053 inmates being held for other authorities in 1989, 29,358 were in jails because of crowding elsewhere, principally in state prisons.

Sharply differing housing bills move to conference committee

By Haron N. Battle
associate legislative director

On Aug. 1, the House passed the Housing and Community Development Act of 1990 (H.R. 1180) by a vote of 378-43. This follows earlier Senate passage of the National Affordable Housing Act (S. 566). Following the August recess, a conference committee will begin reconciling these sharply differing bills. The administration supports S. 566, but not the House bill.

During floor debate the House adopted changes in the Federal Housing Administration (FHA) mortgage insurance program to ensure the fund's solvency. Under the House plan, the insurance premium homebuyers pay at settlement would be reduced and an additional premium would be payable through the life of the loan. Sponsors maintain that this "pay-as-you-go" approach would not defer use of the program by first-time, low-and moderate-income homebuyers, as would the Senate plan, which is endorsed by the administration, that would increase up-front costs and impose an additional insurance premium for high risk-loans.

The House amended the bill's provision which addresses the prepayment of mortgages on federally-subsidized rental housing after 20 years, and possible conversion of low-income units into condominiums or high-income rentals. As revised, owners who accept incentives must extend low-income use restrictions for at least 10 years beyond the existing 40-year mortgage, and continue to target units to low-and very low-income residents. Incentives were expanded to include assistance for improved services to the elderly. If an owner decides to prepay the mortgage, non-profit organizations that intend to maintain the property for low-income housing would have a right of first refusal to purchase the property at market value.

Among the amendments that were adopted were some addressing rural housing. One involves the provision in H.R. 1180 that would require the secretary of agriculture to designate 50 rural counties in FY91 and 100 counties in FY92 as underserved areas because they lack federal housing assistance and have high rates of poverty. The House amended this section by increasing the amount of Farmers Home Administration (FmHA) funds that would be set-aside for these areas from 1.5 to 3.5 percent for FY91 and from 3.5 to 5 percent in FY92. Preference would be given to counties in the lower Mississippi delta area.

A second rural amendment would allow private developers to participate in an existing program for converting FmHA Section 502 single family units into Section 515 rental housing. A third amendment would require that property appraisals for FmHA loans for homes in remote rural areas be based only on the cost of the land and structure to be financed.

Representative Chalmers P. Wylie (R-Ohio) advised that the president would veto H.R. 1180 in its current form. However, he urged other members to vote for passage of the bill in order to continue the process.

Bill would permit more aliens into U.S.

By Michael L. Benjamin
associate legislative director

The House Judiciary Committee approved, 23-12, a bill (H.R. 4300) that would authorize a large increase in the number of immigrants into the United States.

The bill would amend the Immigration and Nationality Act to reorganize the standards for admission of permanent family-sponsored immigrants and more high-skilled workers. It revises the preference system for allocation of visas and the labor certification process.

The bill, sponsored by Representative Bruce A. Morrison (D-Conn.), would increase the current level of 530,000 visas issued to legal immigrants each year to about 800,000 to 900,000 visas. This figure would, over time, decrease to about 775,000 visas.

The bill also would admit 15,000 immigrants per year from Eastern European and African Countries that have had low emigration rates in recent decades.

Representative Howard L. Berman (D-Calif.) won approval of an amendment which would prevent spouses and children of legalized immigrants from being deported and would make them eligible for work authorization. Counties would be able to receive reimbursements under the State Legalization Impact Assistance Grant Program (SLIAG) for services to these populations.

In a related amendment, Representative Larry Smith (D-Fla.)

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BUDGET

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to yield between $1.9 billion and $3 billion in new revenue.

Support for the plan unraveled immediately. Democrats discredited it as a basis for negotiations. Two leading Republicans, Senator Pete Domeneci (R-N.M.) and Representative Newt Gingrich (R-Ga.), disavowed proposed reductions in the cost of living adjustments for federal and military retirees. White House officials tried to quell the dissent, emphasizing that the plan was still in its formative stages.

Even if negotiators can bury their political hatchets, they face the daunting task of managing the deficit in a period of economic uncertainty. As previously reported, the FY91 budget could overshoot the $64 billion deficit limit in the Gramm-Rudman-Hollings law (GRH) by about $100 billion, which would trigger automatic cuts in non-exempt domestic programs of 38.4 percent. According to OMB, a "normal" recession could add another $34 billion to the deficit.

The "peace dividend" could make a small dent in the deficit. On July 31, the House Armed Services Committee voted to overhaul defense priorities, bringing FY91 budget authority $24 billion below the president's January request, in keeping with the House budget resolution. The Senate Armed Services Committee bill put its stamp on defense priorities, and cut the president's request by $18 billion. Administration officials have lobbied against the size and content of both bills.

The battle over military funding will be waged in September, when the appropriations committees take up the defense bill. (It is one of three unfinished spending bills in the House.) If the defense cuts stick, they would more than offset the proposed increases for domestic programs. On balance, appropriations are slated to reduce FY91 outlays $7 to $10 billion below baseline levels.

This may not be enough to avoid presidential vetoes. Given the clash in priorities between Congress and the White House, all of the domestic spending bills are likely to exceed the president's request, while the defense bill may fall below his expectations. Unless a budget accord reconciles these differences, vetoes may be inevitable.

Efforts to overhaul the faltering budget process got a boost when the Senate Budget Committee reported nine reform measures. The committee's July 25 recommendations would tinker with the GRH law, making some changes in the way deficit and cuts are calculated and in how the targets are enforced. Other changes endorsed by the committee were a line-item veto and a mandate for balanced budgets.

The House also signaled its interest in changing the GRH system when it took up the debt limit bill. On July 31, it approved an amendment to exclude the Social Security trust fund from the GRH deficit calculations starting in FY92. (Making the change in FY92 enables lawmakers to retain the benefit of the surplus in this year's budget negotiations.)

Pressed for time, lawmakers dropped these amendments and raised the debt limit to $3.2 trillion (up from $3.1 trillion) before recessing. This should keep the government solvent until Oct. 2. Another increase will be needed in the fall to provide the $3.4 trillion limit the Treasury Department says it needs to keep operating through September '91.

Parts of a deficit agreement could be tacked on to the bill at that time.

IMMIGRANTS

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won approval, by a vote of 28-8, of an amendment that would trigger the flow of emergency Immigration and Naturalization Service (INS) funds to local communities heavily affected by foreign citizens seeking asylum.

Another feature of the bill is a levy of fees (for companies with 200 employers or more — $1,000; 50-200 employees — $500; and less than 50 employees — no fee) to any employer petitioning to import into the United States an immigrant falling in specified employment-based categories. These fees would then be used to make grants available to states to provide educational assistance and training for U.S. workers.

Representative Jack Brooks (D-Texas), chairman of the Judiciary Committee, wants to move this bill to the floor following the August recess. A Senate legal immigration bill (S. 358) was approved by that body in 1989.

On a related matter, the House Judiciary Committee postponed hearings on H.R. 5339 — a two-year reauthorization of the refugee assistance bill.

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have raised their rates excessively. Franchising authorities and local and state governments would be able to bring such complaints to the FCC.

In terms of customer service and consumer protection, the House bill calls for the FCC to establish minimum customer service standards. It does allow for a cable operator and franchising authority to negotiate requirements which exceed the FCC standards. Technical standards are addressed in much the same manner with the FCC setting minimum standards.

While the House bill provides no help to telephone companies which want to provide cable services, it does prohibit cable programmers with financial ties to cable operators from "unreasonably" refusing to deal with competitors, such as the home satellite industry, wireless cable and direct satellite broadcasters.

This provision is directed at aiding competitors to cable who had long complained that they could not get access to many of the programs produced for cable.

More authority to deny franchise renewals, an issue of great interest to counties, is not addressed in the House or Senate bill. Additionally, while the Senate bill allows for limited immunity from damages, the House bill has no such provision. It is likely both the House and Senate bills will be voted on after Congress returns from the August recess.

HIGHWAYS

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gress. The Senate bill calls for airport grants (Airport Improvement Program) of $1.65 billion, while the House comes in at $1.8 billion. Both of these figures represent a substantial increase over the current funding of $1.425 billion. Essential Air Service, an important program to some rural counties, was funded at $26.6 million, a $4 million cut from the current year, but $3 million higher than in the House bill.

The next step is conference committee. However, like all budget items, transportation is likely to be effected by the outcome of the budget negotiations between the president and Congress which must deal with a budget deficit the Office of Management and Budget places at $168 billion.

FY91 Transportation Appropriations

($ in billions)

	Current year	FY91-House	FY91-Senate
Federal-Aid Highway	$12.200	$14.500	$13.850
Amtrak	.605	.632	.620
Mass Transit Total	3.047	3.203	3.289
Formula (Section 9)	1.695	1.795	1.805
Operating	.802	.802	.802
Capital	.822	.935	.930
Section 18	.066	.052	.067
Section 3	1.066	1.100	1.200
Airport Improvement	1.425	1.800	1.650
Essential Air Service	.031	.024	.027
Local Rail Assistance	.007	.007	.012

HHS begins evaluating JOBS programs

Rob Ivry

Last December, the Department of Health and Human Services (HHS) announced plans for conducting a multi-year evaluation of the Job Opportunities and Basic Skills (JOBS) Training Program operated under Title II of the Family Support Act. Approximately 10 sites (counties, welfare districts or county consortia) will be selected for the evaluation. HHS selected the Manpower Demonstration Research Corporation (MDRC), a non-profit social policy research organization with offices in New York and San Francisco, to conduct the study.

State and local interest in participating in the study has been quite high. To date, in response to HHS Secretary Louis Sullivan's letter to governors, 20 states have formally applied to be part of the evaluation, and several more have indicated a serious interest in participating.

MDRC and HHS staff are currently in the process of conducting telephone interviews and site visits to these states in anticipation of making the first several rounds of site selection by this summer. The states that have applied to date include: Alaska, Arkansas, California, Georgia, Indiana, Iowa, Michigan, Minnesota, Missouri, Nebraska, New York, North Carolina, Ohio, Oklahoma, Oregon, Pennsylvania, South Dakota, Utah, Vermont, Virginia and the Commonwealth of Puerto Rico.

The context: research findings on earlier programs

The rigorous studies from the 1980s answered some fundamental questions about the feasibility and effectiveness of "the first generation" on welfare employment programs. These earlier efforts, which were primarily targeted to a cross section of the single parent AFDC (Aid to Families With Dependent Children) caseload with school-age children, generally provided low-to-moderate cost services designed to get people jobs quickly, mostly through providing short-term job search assistance and unpaid work experience.

Participation was usually mandatory and little emphasis was placed on the work experience. Research conducted by MDRC in eight states throughout the country showed that these programs succeeded in reaching a broad segment of the welfare caseload, led to modest, but sustained increases in employment and earnings, and generally had positive benefit-cost ratios for both welfare recipients and taxpayers.

On the other hand, welfare savings proved to be smaller and less consistent, and while recipients' income increased, many continued to remain in poverty. Programs made little or no difference for the most advantaged and were also generally less successful with the most disadvantaged and long-term recipients; the greatest positive impacts occurred among a group of moderately disadvantaged participants who had been off welfare for a time and had some recent earnings.

The JOBS evaluation

The JOBS evaluation provides an opportunity to build on the existing knowledge base of what works for whom in welfare employment programs. It is designed not only to test whether JOBS is achieving overall positive impacts on earnings and welfare receipt, but will also focus on addressing the key unanswered questions from the earlier research. These include:

- What is the relative effectiveness — in terms of employment and earning gains, reductions in welfare, and benefits/costs — between programs that emphasize human capital development services such as education and direct employment-focused approaches that emphasize immediate job placement?
- How do effects vary for different populations such as long-term recipients, young custodial parents, mothers of pre-school children and persons in need of basic education?
- How do JOBS programs affect the well-being of children in terms of their cognitive and social development?; and
- How do "fixed sequence" program models starting with an up-front job search component compare with more individualized service models, based on an up-front assessment?

As with previous MDRC research, the evaluation will employ a rigorous experimental research design that will entail randomly assigning between 4,000 and 6,000 clients at each of the selected sites to either a "program group" eligible for JOBS services, or to a "control group" not eligible for services.

The work and welfare experiences of the two groups will be followed for five years and compared in order to determine the difference JOBS has made in their earnings, welfare receipt and other measures.

The Family Support Act requires that a random assignment approach be used because this is the most reliable way to find out how well JOBS participants do over and above what they would have done on their own, in the absence of the program.

Current plans call for two types of sites where different research designs will be employed and different questions posed.

In one group of sites, known as Type A, the research will focus on evaluating the impact of an existing "mature" JOBS program on those referred to JOBS, and on particular subgroups in the welfare population, such as long-term recipients, parents with pre-school children and two-parent AFDC families.

In another group of sites, a more complex research design will be employed to compare the relative effectiveness of different JOBS services or different sequencing of services. For example, this approach will answer questions about the relative effectiveness of programs which begin with assessment — and which emphasize education or skills training prior to entry into the labor market — as compared to a group that would be referred to a program that emphasizes, as the initial activity, direct entry into the labor market through job search activities.

Since the first of these models is generally considered more intensive and more costly, it is important for policymakers to have reliable data on the relative payback of the two approaches.

The evaluation will also study the impact of JOBS on children.

Past studies have not focused on the effects of work programs on the children of welfare recipients. Such data are now particularly important given that JOBS has extended the participation requirement to AFDC mothers with children under six.

To address this key issue, in a limited number of sites the JOBS evaluation will include a special impact study of the effects of the program on the cognitive, educational and social development of the children of JOBS clients, compared to the children of those in the control group.

Site selection

For the last several months, as part of the site selection process, HHS and MDRC staff have been visiting potential sites. Most of the 20 states that applied to participate in the evaluation nominated more than one site.

The criteria for selection include: 1) prior experience in operating comprehensive welfare employment programs; 2) the ability to meet sample size requirements; 3) capacity and willingness to co-operate with the research and data requirements; and 4) a planned or operating JOBS program which meets the policy and research objectives outlined earlier.

Assurances are also required that participation in the evaluation will not result in an under-utilization of JOBS resources as well as evidence that this research has broad-based support. It is expected that the final sites will reflect the national diversity in terms of geography, caseload demographics, labor markets and other dimensions. It is anticipated that an initial group of sites will be selected this summer, with start-up beginning sometime in late 1990.

During the initial round of site visits, MDRC staff found a good deal of enthusiasm for the evaluation among state and county administrators as well as broad political support for participation. Many sites are especially interested in participating in the more complex Type B differential impact studies.

For additional information about the JOBS evaluation, contact Robert Ivry, MRDC senior vice president, 212/532-3200, or John Wallace, 415/441-4607, at MDRC.

(Ed. Note: NACo is a member of the public interest group team for this evaluation. If you have concerns or questions that you would like NACo to bring to that team, contact Michael Benjamin, Jera[illegible] McNeil or Marilou Fallis at NACo 202/393-6226.)

JTPA CHANGES

from page 8

H.R. 2039 as approved by the committee allocates 84 percent of the state funds for Title II-A to be passed down to SDAs (service delivery areas) by formula, with 8 percent set aside for education coordination, 3 percent for incentive grants and 5 percent for state administration.

Some major changes were also made in reference to cost categories, including support services, administration and training. These cost categories may no longer be based on an SDA's allocation but rather on its expenditures. The cost limitation for Title II-A and II-C administration is increased from 15 to 20 percent.

The amendment offered by Representative Mathew Martinez (D-Calif.) also defines administrative cost and what is allowable in that category. It also requires procurement procedures to be competitive and documented, and requires that no one involved in the procurement process have an actual conflict of interest.

The last major change affects on-the-job training brokering.

In an amendment offered by Representative Thomas Coleman (R-Mo.), the role of the SDA and brokering contractor for an on-the-job training position are clarified. Monitoring is required to assure that services were received prior to payment of the contract.

The brokering contractor must specify the exact services it will provide within its own organization. The contractor must also outline what employers actually conducting the on-the-job training will provide and what services may be provided, with or without cost, by other agencies and subcontractors.

Other minor changes were made before markup, including enabling English as a second language to be offered under basic skills training.

The bill is expected to reach the House floor shortly after Congress reconvenes in September. Before there will be a new JTPA program, both the full House and Senate must pass their version and a conference committee must develop a compromise bill.

"SPOTLIGHTING AMERICA'S COUNTIES"

The Metro-Dade County Police Department Honor Guard leaves the ballroom after presenting the colors at the First General Session.

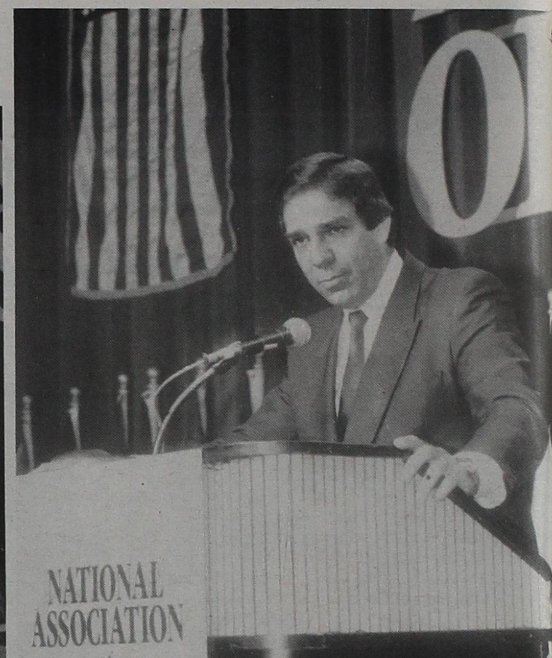
NACo President Ann Klinger (r) presents the "Spotlighting America's Counties" flashlight to U.S. Senator Bob Graham (D-Fla.) at the Second General Session.

55th Annual Conference Dade County, Florida

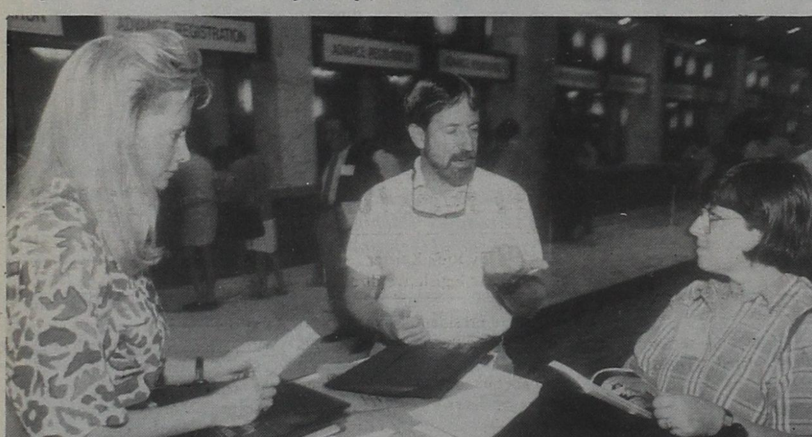
Delegates line up to pick up their conference registration packets in the Grand Gallerie at the Fontainebleau Hotel.

Photos by David Hathcox

NACo President Ann Klinger (r) and Dave Davenport, founder of PEBSCO, present the 1990 NACo Presidential Scholarship Award to Maria Zaragosa, a graduate of Le Grand High School in Merced County (Calif.) at the Third General Session.



Metro-Dade County Mayor Stephen P. Clark welcomes conference delegates to Miami at the First General Session.



(l-r) Merced County, Calif. crew members Elizabeth Lorenzi, Herb Walsh and Andrea Baker review conference registration materials.

55th Annual Conference Dade County, Florida

Janet Ward, managing editor of American City and County Magazine, presents NACo Past President Jim Snyder with the magazine's County Leader of the Year award at the First General Session .

Incoming NACo President Mike Stewart (r) presents Lyle Swensen, past president of the National Sheriffs' Association with a NACo Recognition plaque at the First General Session.

Sixteen state associations form solid waste partnership

In the first effort of its kind, 16 state county associations have joined forces in creating a regional partnership to address all aspects of solid waste management. The Southern Partnership for Managing Solid Waste (SPMSW) was officially unveiled at a press conference, July 16, during NACo's Annual Conference.

SPMSW, the creation of the year-old Conference of Southern County Associations, will be headquartered in Atlanta, Ga. Its mission will involve public education, technical assistance and governmental relations, according to Ross King, policy development director for the Association of County Commissioners of Georgia (ACCG).

Plans call for the partnership to include private sector and academic institutions, as well. Already 14 companies and 10 state universities have expressed their support for the program. In addition, the Environmental Protection Agency (EPA) has awarded $145,000 to SPMSW which is scheduled to begin operations, Sept. 1.

The notion of a regional network was born in January of last year, when representatives from seven southern county state associations met in Atlanta to identify the region's most critical issues. Solid waste management emerged at the top of their list.

"Those at the meeting agreed that a sophisticated, regional network [dealing with solid waste issues] should be developed so that duplication of effort could be drastically reduced," Ross said. "We hoped that such a regional compact could avoid a solid waste crisis like we'd been seeing in other regions of the country," he explained.

SPMSW's 16-state partnership represents 45 percent of the nation's 3,107 counties, 33 percent of the country's 19,200 municipalities and 35 percent of the total population of the United States.

It will provide local governments with technical assistance in the areas of solid waste management, financing and legal issues. One of its initial projects will be the development of a model user fee system. "More and more local governments are coming to view solid waste management as a utility, like providing electricity or water, that should not necessarily be supported by the general tax base," Ross said. Like other models that SPMSW intends to develop, the user fee model will be presented in training sessions for local government officials.

Member associations include: Association of County Commissioners of Alabama; Association of Arkansas Counties; State Association of County Commissioners of Florida; Association of County Commissioners of Georgia; Kentucky Association of Counties; and the Police Jury Association of Louisiana.

Also: Maryland Association of Counties; Mississippi Association of Supervisors; New Mexico Association of Counties; North Carolina Association of County Commissioners; Association of County Commissioners of Oklahoma and the South Carolina Association of Counties.

In addition: Tennessee County Services Association; Texas Association of Counties; Virginia Association of Counties; West Virginia Association of Counties; Southern Municipal League and the Southern Legislative Conference.

Members of SPMSW's executive committee are: Ron Aycock, chairman, and executive director of the North Carolina Association of County Commissioners; Jerry Griffin, vice chair and executive director of the Association of County Commissioners of Georgia; Barry Lawrence, executive director, Virginia Association of Counties; Sam Seal, executive director, Texas Association of Counties; and Jim Baker, executive director, Association of Arkansas Counties.

For more information about SPMSW, contact the Georgia state association at 404/522-5022.

Ron Aycock, executive director of the North Carolina State Association of County Commissioners, is interviewed by a local radio reporter after a press conference unveiling the Southern Partnership for Managing Solid Waste.

New law makes road a little smoother for America's disabled

By Susan D. Grubb
staff writer

For disabled Americans, getting around is one of the most cumbersome parts of life. The Americans With Disabilities Act (ADA), signed into law by President Bush on July 26, is the most sweeping legislation to date requiring America's transportation systems to be more accessible to the disabled.

Calling it "one of the most complicated pieces of legislation to come out of Congress in this area in a long time," Ed Gill, assistant chief counsel, American Public Transit Association, waded through the act's transportation section at Monday morning's workshop.

Paratransit, usually a small van or bus, is one of the areas with major impact on county government, Gill explained. "Paratransit is no longer a complement to fixed route accessibility. It must be comparable." This means that if regular transit runs seven days a week, paratransit must run seven days a week as well.

The bill's paratransit provisions, which must be implemented 18 months after the act is signed into law, have several elements, Gill said. They include:

- Eligibility to ride paratransit has been expanded. "Many more people will be eligible for paratransit before some other types of transportation fleets will be completely compliant for handicapped accessibility."
- Governments will not be responsible for changes that cause financial burden. However, Gill said, Congress was not very clear on how much this could be.
- If a group of handicapped people boards, they all must be accommodated if space permits.

Asked about enforcement, Gill believes it may be the responsibility of both the Justice Department, since it is a civil rights bill, and the Department of Transportation.

Beginning 30 days after the law's enactment, newly purchased and leased transit vehicles must be accessible to the disabled, he said. For buses, this generally means they must be equipped with lifts for wheelchairs.

For rail, one car per train must be accessible within five years. New stations also must be accessible and high platforms are recommended, but not mandated. "The upgrade of stations can be extended from three to 30 years," Gill said.

"Our impact will be minimal compared to others," said panelist Danny Alvarez, assistant director for customer services, Miami-Dade Transit Agency, in explaining the practical affects of the ADA legislation.

Dade County's rail system and its newly ordered buses are fully accessible, he explained. "At the rate of fleet replacement, it will be 2004 before [all of the county's transit] are accessible."

One county official in the audience concerned about bus scheduling, asked how to work around the longer stops required for the disabled. Gill suggested improving training of transit personnel by using training videos such as one currently used in the Seattle, Wash. area. Alvarez said his county is currently studying the problem.

Asked how counties can encourage the disabled to use paratransit, Gill feels they should market the service. "The more accessible it is, the more it will be used."

Stewart creates select committee on Native Americans

By Rick Keister
associate legislative director

NACo President Mike Stewart has accepted the recommendations of the Indian Affairs Task Force and appointed a Select Committee on County/Native American Relations to be chaired by Commissioner Charles Tallchief of Osage County, Okla. In his announcement, President Stewart also appointed Commissioner Dwight McKay of Yellowstone County, Mont. as vice chair.

The final report of the Indian Affairs Task Force, co-chaired by Commissioner Jim Reidhead of Uintah County, Utah and Supervisor Percy Deal of Navajo County, Ariz., was presented to Ann Klinger and the Executive Committee during NACo's Annual Conference in Dade County.

The report recommended the creation of a NACo Select Committee on County/Native American Relations; asked Congress to create a federal program to provide funds for mediation of county/tribal conflicts; and supported creation of a county/tribal alliance. The alliance would operate outside of NACo and would be a forum for county and tribal leaders to address issues of mutual concern on an equal basis.

In appointing the select committee, President Stewart acknowledged the many difficult issues which have caused conflicts and disputes between county and tribal governments. Some of those issues will have to be resolved by the courts. But many can be resolved if there is a commitment to sit down and negotiate among those in dispute. The process of litigation is costly and time consuming for both county and tribal officials.

The task force saw mediation backed by federal resources as an effective way to reach mutually agreeable solutions. Litigation as a final option is always available, but as a last resort.

The process of achieving consensus by the task force on the final recommendations was long and difficult. It reflected the tensions and sensitivities of both county and tribal leaders over the many issues which are in dispute across the nation. There was a recognition that Congress has a central role to play in these intergovernmental conflicts and must become more active in helping to resolve them.

The Preamble to the recommendations contains the following statement which was adopted unanimously by the Indian Affairs Task Force:

See NATIVE AMERICANS, page 27

Counties, leaders in regional problem solving

By Susan D. Grubb
staff writer

Because counties deal with so many cross-cutting issues, they have emerged as leaders in intercommunity/regional problem solving, Bill Dodge, principal, Strategic Partnership Consulting, told delegates at Monday's workshop on consolidation and interlocal agreements. "If we had not had counties at the beginning of the '80s, we would've invented them by now."

Intercommunity and regional relations have become more critical over the past three decades, he said. "Our economic lives are determined by our region, not locally, and how competitive our region is."

Regional problem solving, he explained, has evolved from regional planning commissions to intergovernmental cooperation to intercommunity partnerships. "In the '80s we saw 'fend for yourself federalism.' Now we see 'do it yourself federalism.' It's more intercommunity, not intergovernmental," he said.

"Our approaches, historically, don't meet our needs, therefore, [in the '90s] we'll see a lot of experimentation." To prepare for the future, Dodge said, counties should "identify evolving trends before they become a crisis."

Consolidation and home rule charters are two options some counties have opted for in regional problem solving, explained Mary Kay Falconer, interim director, Florida Advisory Council on Intergovernmental Relations.

Consolidation occurs when a county government and the government of one or more municipalities, located inside the county, consolidates into a single government which may exercise any and all powers of the county and municipalities.

Counties with home rule charters have all powers of local self-government, consistent with general law, and the charter prevails in the event of a conflict between county and municipal ordinances.

Out of Florida's 67 counties, 12 have adopted home rule charters, and only one has achieved consolidation — Duval County/Jacksonville.

(Metro-Dade County has a unique two-tier structure under its home rule system, in which the county is responsible for providing major metropolitan services to both its municipalities and unincorporated areas as well as city-type services to its unincorporated areas. The county board serves as the city-type governing body for the unincorporated areas.)

"With home rule powers in the state, many counties feel consolidation isn't necessary," Falconer said.

Although a charter form of government is more popular, she explained, the complexity of developing a charter and having citizens vote on it is one reason why it is uncommon.

Lex Hester, county administrator, Broward County, Fla., agrees. "Germany is able to reunite and consolidate in a year's time, but it takes us a long time."

Asked why consolidation is not more common, Hester said that citizens don't care. "When you buy a car, you don't care about [General Motors], you care about how the runs. Those in government nee take the lead, but they're willing."

An advocate of consolidati Hester was instrumental in Duval County/Jacksonville me "Consolidation is a g mechanism because it's one vo Talk to any entity that's got it they like it."

Replying to a question about limited role many regio councils play in regio issues, Hester explained that were created by the fede government in hopes that would evolve into power councils like Minneapolis/St. P Minn.

"Because [the regional counc were created by the fede government, it's hard carry out local agendas," Do added.

Meeting the needs of America's childre

By Susan D. Grubb
staff writer

The term "children at-risk" churns up unsettling images of young teens prostituting on street corners, or battered and neglected youth.

Speakers at two separate workshops on children at-risk and child care took up the case of children in America, and government's efforts on their behalf.

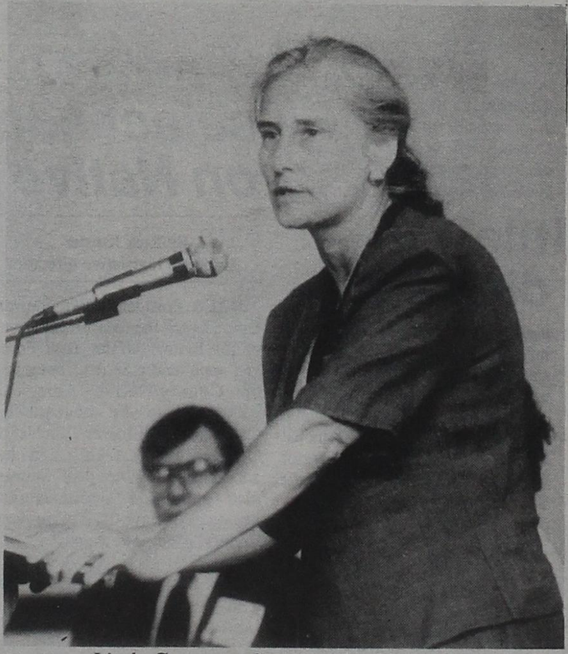
Child care

Experts agree that the availability and quality of care for our nation's children is vital to curbing the growth of the children at-risk population. Most communities and its employers, however, are still struggling to set up child care programs. Frankly, some employers do not consider it a necessity.

The United Way specializes in helping communities and employers set up child care services. "This area in child care is one of the fastest growing," said Patricia Barrett, United Way's director of intergovernmental affairs at Monday's workshop on child care.

The organization provides technical as well as monetary assistance in starting a program, she explained, including subsidies for low-income people.

United Way offers help in determining community needs; training child care workers; generating transportation to and from child care centers; assisting counties in meeting child care requirements under the JOBS (Job Opportunities and Basic Skills) Program; providing information on child care options; and helping employers incorporate child care into benefits packages.



Linda Greenan, director of public policy
Child Welfare League of America

The state of Maryland sees child care as an economic and social issue, said Manus O'Donnell, director, Department of Citizen Services, Howard County, Md.

Maryland Governor William Donald Schaefer's Child Care Initiative, he explained, aims to increase the supply of licensed child care centers and family child care providers while strengthening the present system.

In doing so, the state has increased funding for subsidized child care and foster care; created a child care coordinator position; consolidated licensing and regulation; created a direct loan fund for start-up costs; and established a model child care center for state employees.

O'Donnell's county is also working to strengthen its own services.

By September of this year, he said, all county schools will have a before and after school care program. Videotaped training workshops will soon be available for at-home providers, and breakfast seminars for local businesses will be conducted to help convey the importance of employee child care.

In Florida's Orange, Osceola and Seminole counties, Community Coordinated Child Care (4C) for Central Florida, Inc. operates under the premise that public funding be limited to subsidizing children, not running child care centers.

"Public child care for poor people perpetuates welfare," warned Phoebe Carpenter, executive vice president of 4C. 4C is a private, non-profit corporation that draws down state and federal matching dollars and collects and manages local public monies and employer subsidies for child care services. The organization does not operate any child care centers, but buys the service from any provider who can meet 4C standards.

4C, Carpenter explained, believes that children are the responsibility of parents and that parents should make arrangements for and pay for child care. If parents cannot afford to pay, a public fund, such as 4C, should pay the difference directly to the caretaker.

Public funds should not be used to develop services in competition with private enterprise, she urged, because competition between private businesses provides a better product.

A system like 4C's, Carpenter said, results in low public cost; parent choice and responsibility; high quality programs; and increase in family strength and se sufficiency.

Carpenter does not downplay importance of governme involvement, however. At a rece meeting of city officials, someo told her that local governm exists to fight crime, put out fi and pick up trash. She respond that "without day care, you gonna increase crime, start m fires and create more trash."

Children at-risk

In the state of California, percent of the children in foster c came from homes where they we endangered by parental negle incapacity or absence, according Stephen Fox, directo Governmental Relation Department of Children's Servic Los Angeles County.

At Sunday's workshop children at-risk, Fox shared this a many other statistics describing overloaded foster care system.

Between 1985 and '89, t number of children in the syste increased 65 percent while t expenditures increased 75 perce to more than $310 million. In tho four years, the number of childre under age four increased 1 percent to nearly 19,000, and t number of infants increased 2 percent. Given the curre situation, Fox said, by 199 California's foster care caselo could grow to 90,000 children, a costs could double to $1.8 billion

Legislation to increase fost care services has been introduced Congress, said Linda Green director of public policy, Chi

See CHILDREN, page 27

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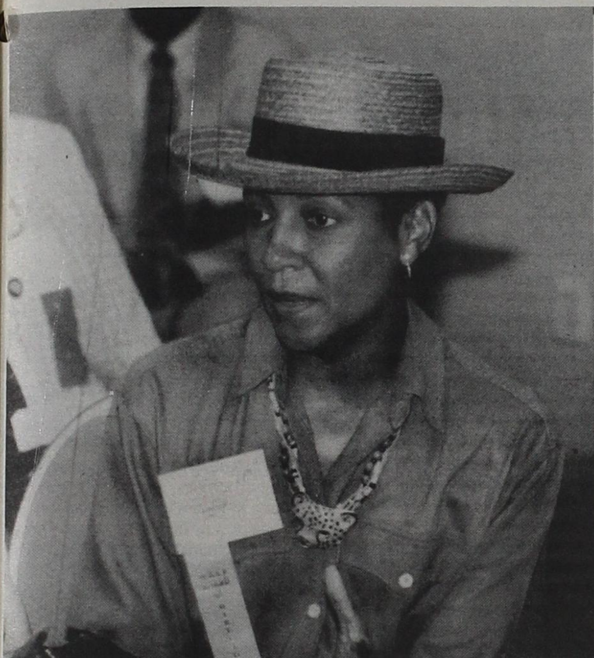
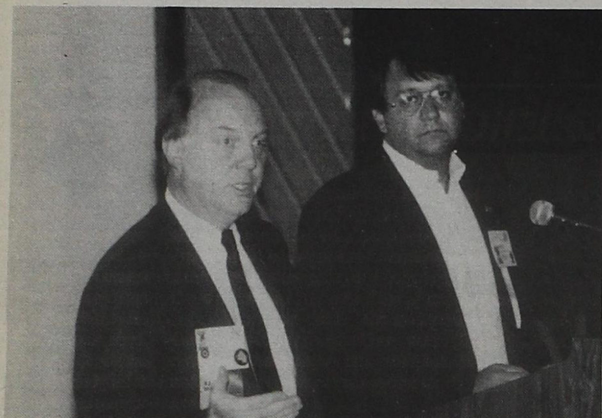


Oklahoma County, Okla. Commissioner Shirley Darrell participates in a discussion at the National Association of Black County Officials (NABCO) Board of Directors meeting.

NACo President Ann Klinger presents John Cullen, director of the Merced County Social Services Agency, with a gavel in appreciation for his service as president of the National Association of County Human Services Administrators (NACHSA).

David Hirt, Gwinnett County, Ga. public information officer, presents Nadia Looper-Wiggins, Los Angeles County, Calif. director of public affairs, with a National Association of County Information Officers' (NACIO) Award of Excellence.

County officials learn relaxation techniques at a National Association of County Treasurers and Finance Officers (NACTFO) educational seminar on stress management.



(l-r) Thurston County, Wash. Commissioner Les Eldridge and Ware County, Ga. Commissioner Vince Settle at the Intergovernmental Affairs Steering Committee meeting.

Guilford County, N.C. Commissioner Dot Kearns addresses members of the Human Services and Education Steering Committee.

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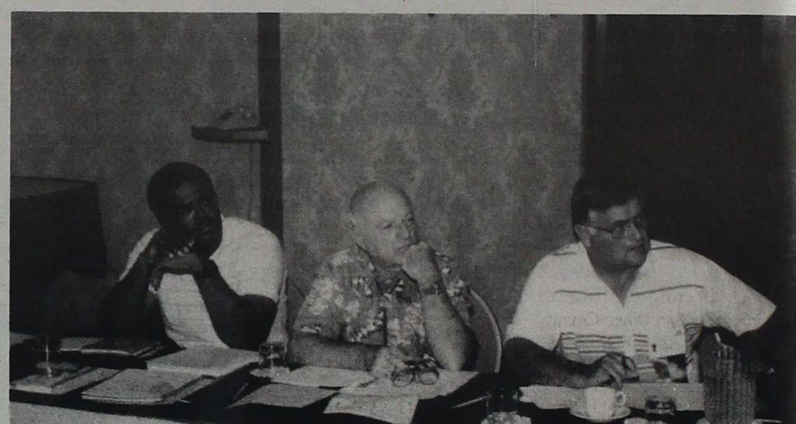
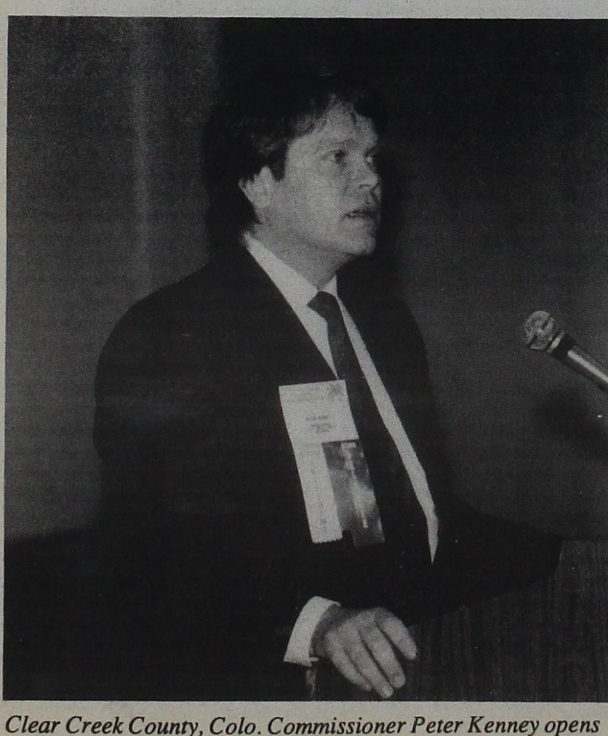


(l-r) Dade County, Fla. Commissioner Dean Taylor, Montgomery County, Md. Commissioner Bill Hanna and Wright County, Iowa Commissioner Larry Olson at the Community and Economic Development Steering Committee Meeting.



Clear Creek County, Colo. Commissioner Peter Kenney opens the Public Lands Steering Committee meeting. Kenney chairs the committee.

Delegates participate in roundtable discussions Friday at a meeting of the Air Quality, Water Quality and Energy subcommittees of the Environment, Energy and Land Use Steering Committee.

Counties learn to make 1,000 points of light brighter

By Susan D. Grubb
staff writer

"My job is one of the most rewarding in county government," said Jean Berg, volunteer coordinator for Arlington County, Va., at Sunday's workshop on the use of volunteers in county human services programs.

Volunteers help out in various ways, she said, from answering calls on the rape and domestic violence hotline, to conducting sewing classes at nursing homes, to reading to children in hospitals. The county uses approximately 200 volunteers in its Human Services Department.

Berg admits to obstacles, or "challenges," in her work. "Most volunteers work during the times that human service programs operate," not after hours, she pointed out. "Jobs which need volunteers the most are the least glamorous," she added, such as drivers and typists.

"You must be creative," said Barbara Penn, volunteer coordinator for San Diego County, Calif., in facing obstacles, such as using students during the day for driving. "'Leave it to Beaver' mothers who stuff envelopes are not out there."

Penn believes that volunteers should be trained for certain areas of work. "It is a myth that volunteers don't want training ... it is not true that too much training deters volunteers," she said. "People volunteer because it's rewarding."

A 1988 Gallup poll found that 45 percent of the U.S. population, or 80 million people, donated 2.1 hours a week to volunteer work. Only 23 million volunteered for five or more hours a week.

Conducted for Independent Sector, a Washington D.C.-based organization that promotes nationwide volunteer efforts, the survey reported that the typical volunteer profile is one of above average income and education, middle-aged or slightly younger, married with one or more children, and a church-goer. Gender is not a significant factor since women volunteer only three percent more than men.

In addition, Gallup found that people were looking for a standard to give money to charities, explained Sandra Gray, vice president of Independent Sector. "Church-goers were told to give 10 percent, but the general citizenry was not told what to give."

Independent Sector's "Give Five" campaign, Gray said, was created with this premise in mind, to set a national standard of volunteering five hours a week and donating five percent of annual income to charity.

Gray gave several suggestions on what counties can do to boost volunteer numbers among its citizens as well as its employees: hire a person to manage volunteer efforts; design a volunteer recognition program; use county cable television to highlight opportunities and profile effective volunteers in action; and encourage state legislators to enact legislation allowing charitable deductions for non-itemizers and liability protection for volunteers.

"Effective volunteer programs, using the talent of residents, can change the quality of public service as they enhance the quality of life in your county," she said.

Workshop moderator Marilyn Kelsey, volunteer coordinator for Salt Lake County, Utah, suggested that county officials wishing to begin a volunteer program would benefit from a booklet on the planning steps her county used.

Readers can obtain the report by writing to: Salt Lake County Administrative Services Department, Office of Volunteer Services, 2001 S. State St., #N4100, Salt Lake City, Utah 84190-3000.

(l-r) Barbara Penn, volunteer coordinator for San Diego County, Calif.; Marilyn Kelsey, volunteer coordinator for Salt Lake County, Utah; and Robert A. Roos, coordinator, Hennepin County, Minn. Volunteer Services, at "Volunteers: Putting a Human Face on Human Services."

Paying for aging services — bakesales won't do

By Susan D. Grubb
staff writer

Times have changed. "I started in the aging area 15 years ago," Lynn Bayer, director of Los Angeles County, Calif.'s Area Agency on Aging, told delegates at Monday's workshop on paying for aging services. "Fund raising at that time were bakesales. Now fund raising goes to a $200 a plate dinner at the Century Hotel."

Los Angeles County has, indeed, changed with the times, and has come up with some creative ways to fund its aging programs.

The Community Services Resource Corporation (CSRC), created by the county's board of supervisors, is a non-profit corporation that solicits funds, goods and services for the delivery of social services. Most private foundations and donors, Bayer explained, do not fund units of local government but are willing to support social programs through a channel such as the CSRC.

The California Tax Check Off Program enables state taxpayers, when submitting their tax form, to contribute money to special funds, including two for elderly services.

Through this "check off" process in 1988, she said, $482,000 was raised for the California Alzheimer's Disease and Related Disorders Research Fund and $430,000 for the California Fund for Senior Citizens.

In 1980, Los Angeles County voters approved a measure to raise the sales tax by a half cent to improve county transit. Part of the money from this fund, which equals more than $370 million each year, is used for dial-a-ride services for the elderly.

The fastest growing segment of Fairfax County, Va. is the elderly, said Grace Starbird, assistant director of the Fairfax County Area Agency on Aging (AAoA).

Funding for the agency comes from outside sources as well as the county, which provides more than 50 percent.

Public/private partnerships are a valuable money-saving tool, Starbird said, such as the one AAoA has with a local hospital and an Alzheimer's disease support group. The Alzheimer's group supplies volunteers who link up caregivers, via computers donated by the hospital, with Alzheimer's services in other cities where their relatives suffering from the disease live.

Another partnership with local builders helps the county in constructing appropriate housing for the elderly.

A corporate task force has also been formed by AAoA to get local businesses more involved in helping employees with long-distance caregiving. Helping workers set up caregiving services for relatives in other parts of the country saves money for the county, she explained. "We're trying to raise the consciousness of business."

Direct private funding is also used, such as the Robert Wood Johnson Foundation which contributes money to the county's health department for Alzheimer's programs.

Volunteers and interns are another valuable money-saving source, Starbird said. About 800 volunteers contribute time to the AAoA, and interns offer a much cheaper alternative to a full salaried staff member. "In order to get a comprehensive [funding] plan we need to get other people involved, it's not just our agency."

Female jail population, rising steadily

By Jill Conley
staff writer

The number of female inmates in county jails is rising. In 1988, women represented nearly nine percent of the nation's daily jail population—almost double what it was in 1983. Most are confined for non-violent misdemeanor offenses. Fifty-eight percent have annual incomes of less than $3,000 and 92 percent have annual incomes below $10,000. Half of them have children. Most jails do not allow child visitation.

"We must remember that equal is not necessarily equitable as we address the needs of women in jail," said Mary Scully Whitaker, director, Office of Planning for Female Offenders, Minnesota Department of Corrections, speaking at "Women in Jail: Special Problems, Different Needs and New Options" July 15. Because female inmates are typically caretakers of children, said Whitaker, corrections officials risk contributing to the delinquency of those children if they do not treat the parental needs of female inmates. "I think we need to look at the needs of these children as well as the needs of the female inmates," she said.

In addition to parenting factors, Whitaker cited the following as key issues for women inmates:

• Isolation — Because of space and separation requirements and the fact that women continue to represent such a small portion of the inmate population, their social and mental needs are often missed.

• Victimization — A large percentage of female offenders have long histories of physical and sexual abuse. These women often perceive their incarcerations as another victimization.

• Health issues — Women, in general, require more health attention than men.

• Gender roles — Female offenders need female role models. According to Whitaker, if the power in corrections institutions is primarily in the hands of males, women will tend to live out dependent roles.

Joanne Fuller, director of the Multnomah County Department of Justice's Office of Women's Transition Services, added that in developing programs for women inmates, county officials need to be aware that many female offenders may be further down the road in their criminal careers than their male counterparts. This is because they aren't put in jail as early on as men and don't get the same interventions when they are put on probation, she said.

Another thing to keep in mind when it comes to programming, according to Fuller, is that women offenders — for the most part — never had functional lives to begin with. Because of this, programs should focus on need "habilitation rather than rehabilitation," she said.

See WOMEN INMATES, page 27

Alternative revenues: in search of a miracle

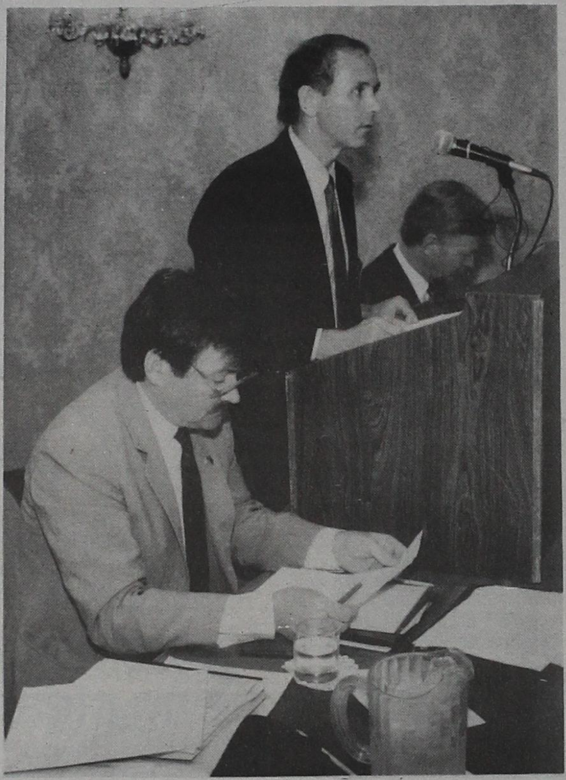
There's no mystery about why a workshop on alternative revenue sources drew a standing-room-only crowd Monday morning. Counties are strapped — squeezed between taxpayer revolts, taxpayer expectations, state mandates and a federal budget deficit that won't quit. Delegates attending the workshop were like petitioners at Lourdes, hoping for a miracle.

Of course, there were no miracles. But there were thorough explorations of what some counties are doing to find additional revenues — enough for the inventive to fashion a miracle.

Tim Carey, a county legislator from Westchester County, N.Y. co-chairs the county's Commission on Additional Revenues and Capital Enhancements. Westchester, although No. 2 in state tax collections, cannot touch 70 percent of its revenues because of state and federal mandates. The not-unfamiliar story sent county leaders on a hunt for new revenues.

Carey said their approach was colored by taxpayer perceptions that local officials are 100 percent responsible for tax increases. "You cannot raise revenues unless you convince the media that you have cut the fat out of local government," Carey advised workshop participants.

So far, the Commission has investigated three areas. It's looked at all county departments to see how they might increase their revenues through new fees, and how to incorporate yearly increases into current fees to keep abreast of inflation. The commission is also examining the extent of its statutory authority from the state, particularly in reference to refinancing its debt. It is also considering privatizing services and selling off its assets.



Richard Campbell offers workshop attendees 19 recommendations based on a study conducted by a statewide task force in Georgia.

Tom Sweet, County Supervisors Association of California (CSAC), said CSAC has found that proposed tax increases specified for particular projects or programs fare far better than proposals for general sales tax increases. Sweet also reminded audience members not to overlook their state associations when seeking to stretch their budgets. Many have pool insurance programs and offer other services that can help both in the short and over the long term.

Government finance and municipal officials in Georgia, in 1987, created a statewide task force to deal with the problem of deteriorating fiscal structures. Their report, presented at the workshop by Richard Campbell, administrator, Governmental Research Services Division, Carl Vinson Institute of Government at the University of Georgia, made 19 recommendations in six different areas.

Among its recommendations, the report called for the state to:

- authorize new revenue sources for local governments like a state lottery or toll roads;
- eliminate legal restrictions to additional revenue sources;
- modify referendum requirements for incurring debt; and
- undertake and underwrite property tax reform, changing the assessment rate from 40 percent to 100 percent.

Also speaking at the workshop on master equipment leasing was Sally Rutherford from Standard & Poors.

Keeping your head above garbage

If you want to keep the politics of garbage from burying you, and the garbage, itself, from burying your county, then you'd best be strong in your leadership, open and long-range in your planning and thorough in developing community support.

That's the message from three veterans of the garbage wars who spoke on the policies and politics of sensible solid waste solutions at a Sunday morning workshop.

Jon F. DeWitt, a former Kent County, Mich. commissioner and partner in the Grand Rapids, Mich. law firm of Varnum, Riddering, Schmidt and Howlett, was the principal attorney for Kent County's 625-ton-per-day waste-to-energy plant.

DeWitt's presentation focused on three areas: 1) Who should take the lead in the policies and politics of solid waste management; 2) How to deal with the contentious issue of siting waste management facilities; and 3) How to develop community support.

The question of taking the lead for devising solid waste management plans may not really be much of a question after all. Congress, DeWitt said, "is not going to solve your problems," and the states, although becoming much more active in the area, will still look to local government to solve solid waste problems. By process of elimination, the answer becomes obvious — counties, solid waste authorities or an area's dominant city are in the best position to take the leadership role.

DeWitt suggested to his audience that as leaders, the most difficult task they will face is siting a facility.

Public education was the key to Kent County's relatively bloodless selection of a site for its waste-to-energy plant. "Early on, we published the locations of 17 potential sites. We also heavily publicized the evaluation criteria [upon which site selection would be based] and gave the public opportunities for comment at every turn." The result, DeWitt reported, were public hearings with audiences that numbered in the teens, "and most of them were there to speak in favor of the plant."

Another critical key in successfully piloting a solid waste project is establishing strong, community support.

As the best, first step, DeWitt recommended that officials carefully identify everyone's role as it relates to solid waste. "Find every political body that has anything to do with solid waste, and involve them immediately." DeWitt said it is equally important to identify all the environmental groups in the community. "They represent a legitimate view. Bring them in early," he cautioned.

Successful solid waste projects also demand strong political leadership, DeWitt said. "All successful solid waste projects have strong political leadership in common. They've had someone, in those public hearings, who's ready to take it between the eyes, on the chin, or anywhere else for that matter." Summing up, DeWitt presented his Three Rules to Get Community Support: "Educate! Educate! Educate!"

The next panelist, Stan Keely, deputy director of public utilities for Orange County, Fla., told of a county that has begun to solve its solid waste problem, in large

See GARBAGE, page 27

Is America's melting pot melting?

By Jill Conley
staff writer

It has been predicted that by the year 2030, the United States will become a majority non-white population. The rapid shift from a society with a dominant cultural group to a multi-cultural society with no clear majority has caused the question of cultural diversity — sometimes labeled race relations — to become a high-priority issue in both the public and private sectors.

Two workshops, *"Managing Cultural Diversity"* and *"Workplace Diversity"* focused on what counties as public service providers and employers can do to mitigate hostility and bring about greater respect among diverse cultural and racial groups.

"Our melting pot is not melting," said John F. Briggs, Life Management Systems, Inc., Barrington, Ill., speaking to

See DIVERSITY, page 26

Maria Baeza, assistant director for University Equal Opportunity Programs at the Florida International University

Linda Marie Manton, Merced County, Calif., reviews materials at the Agriculture and Rural Affairs Steering Committee meeting.

Ramsey County, Minn. Commissioners Ken Weltzin and Duane McCarty and McDonough County, Ill. Board Member Don Ratterman at the Transportation Steering Committee meeting.

Shelby County, Tenn. Commissioner Jim Rout, chair of the Taxation and Finance Steering Committee, addresses his committee Saturday.

(l-r) Kenneth J. Kuipers, chair, Kent County, Mich. Board of Commissioners; James Jordan, director of Health and Public Safety, Broward County, Fla.; Jonathan Weisbuch, medical director, Los Angeles County, Calif.; and Don Eib, director of Community Mental Health, Newago County, Mich. at the Health Steering Committee meeting.

(l-r) Bernice Rose, Milwaukee County, Wisc., Carolyn Meline, Bannock County, Idaho and Bobby Whitten, Geary County, Kan., at the Human Services and Education Steering Committee meeting.

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(l-r) Hubert Price, chair, and Jerald McNeil, director of Training and Employment Programs, at the Employment Steering Committee meeting.

(l-r) Patti Jackson Mattingly, Siskiyou County, Calif.; Pauline Carwood, Kern County, Calif.; and David Oberhaussen, Lumpkin County, Ga., at the Enivronment, Energy and Land Use Steering Committee meeting.

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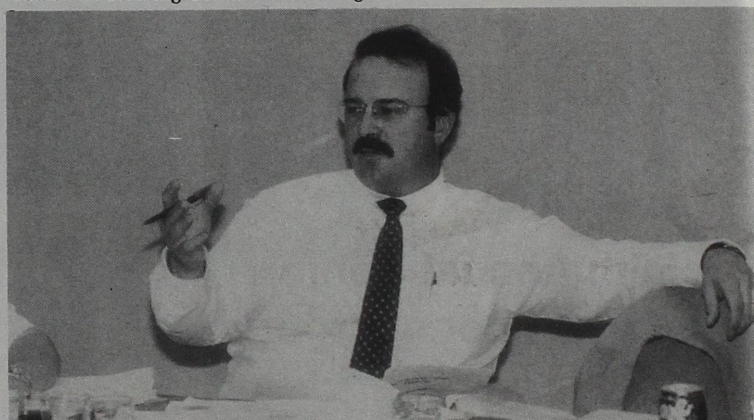
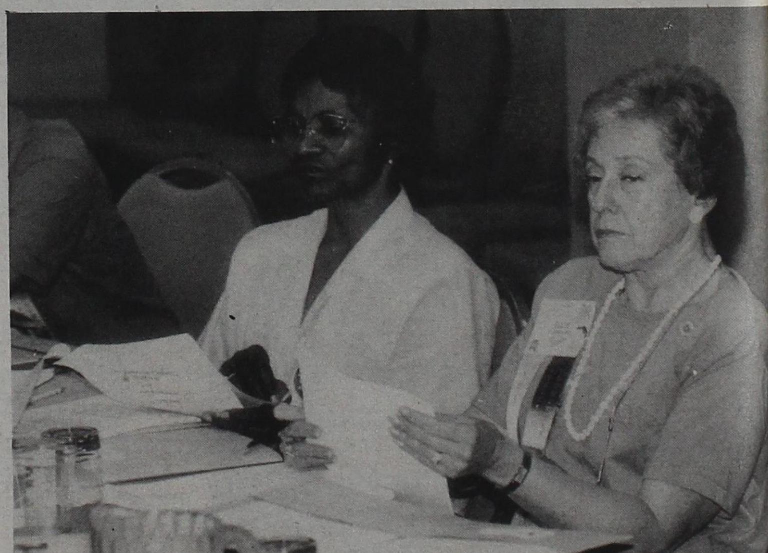


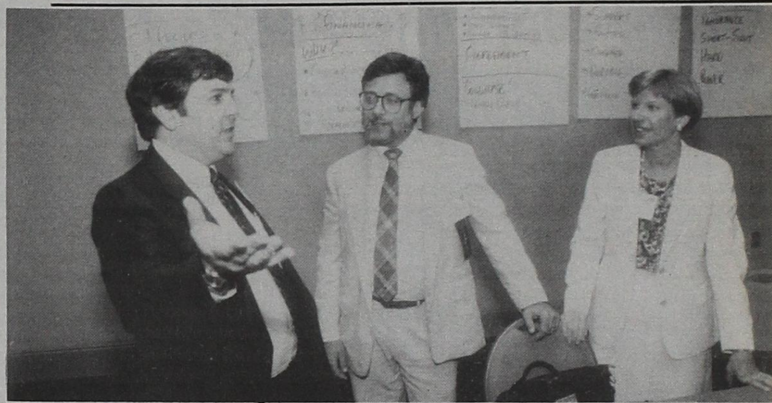
Larry Ghan, Bannock County, Idaho, poses a question at the Employment Steering Committee meeting.

Montgomery County, Md. Public Health Director Marty Wasserman presents a new publication to the Health Steering Committee.



(l-r) Gladys McCoy, Multnomah County, Ore., and Ellie Dumdi, Lane County, Ore., at the Employment Steering Committee meeting.

Patti Jackson Mattingly, Siskiyou County, Calif., displays samples of recycled cocktail napkins that were distributed at the "Cash for Trash" workshop Monday.



Sunday's Infrastructure Financing Seminar featured speakers (l-r) Frank Blechman, Michael Shibley and Joni Leithe.

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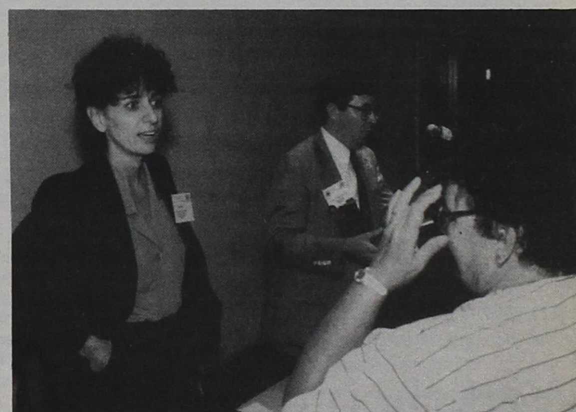
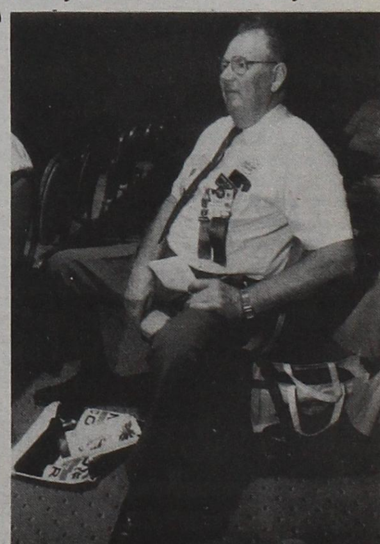


Grace Paris Starbird, associate director, Fairfax County, Va. Area Agency on Aging, answers questions at "Human Services Planning: Who? What? Why? How? When?" Monday.

Hundreds of delegates turned out for Sunday's "Sensible Solid Waste Solutions" workshop.



Commissioner Vernon Wendelken, Clay County, Kan. at "Rural Health Care" Monday.

Better planning needed to soothe congestion woes

Niki Clayton, an attorney for Baker & Hostetler, was one of the speakers featured at the Suburban Mobility Seminar.

Despite the date, there was one lucky break for those attending a pre-conference seminar on suburban mobility, Friday, July 13 — they didn't need to drive there. If they had, there would have been a better than everz chance of their sitting in traffic congestion for hours.

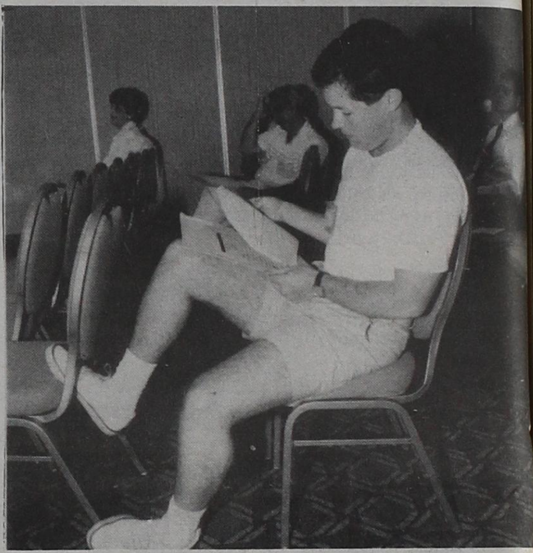
Americans spend two billion hours a year in traffic jams which costs the country $16 billion annually in lost productivity, according to Robert Callan, an assistant division administrator based in Florida with the Federal Highway Administration. Callan was one of three panelists at the morning session of the all-day seminar on suburban transportation. He presented the federal perspective on the nation's transportation woes and the bottom line message – don't expect much in the way of new construction funds from the feds. "Once we got the farmers out of the mud with all-weather roads, we built the interstates to link all the cities. There's not going to be much more."

Traditionally, America has relied on building more roads to solve congestion problems, but in states like Florida where vehicle registrations have accelerated 52 percent in ten years and where there are now 10 people for every 12 cars, "we cannot build our way out of congestion."

Instead, Callan proposed "managing what we have," by reducing demand, increasing efficiency and accessing management and land use planning. Yet, even these proposals are not without their inherent obstacles.

There is institutional resistance to relying upon better management to solve congestion woes, Callan said. "It's not as sexy as new construction. There are no highly visible benefits and no state or federal funds." In addition, conflicting laws in a host of areas makes coordination of efforts very difficult. Despite these obstacles, however, there have emerged new traffic management strategies that offer some promise in the fight against suburban immobility.

Transportation Management Associations, regional coalitions that represent local governments, developers, the building industr and tenants, have had some succe in coordinating traffic managem planning. Using the media to ale drivers about congestion problem or changes in traffic patterns ha also contributed to a smoothe traffic flow. Private sector activi is also beginning to play a mo prominent role in traffi management. Privately built o operated projects like toll roads o intermodal connections promi some relief from congestion, as d private sector incentives f employee car-pooling or ma transit use.



Sean Dougherty, Summit County, Ohio, reviews Suburban Mobility Seminar materials.

Workshop examines drug war strategies

By Jill Conley
staff writer

"Substance abuse is an equal opportunity disease," said Hope Taft, stressing the importance of keeping politics out of efforts to respond to the drug crisis at the workshop entitled *"Political Leadership in Managing the Drug Crisis,"* Sunday, July 15.

Taft, president of the non-partisan information clearinghouse, Citizens Against Substance Abuse (CASA), in Cincinnati, Ohio, urged delegates to establish substance abuse programs in their counties that involve all the forces in the community and not to get lost in stereotypes. "Remember that prevention doesn't happen in schools alone," she said. "It must also happen in the community."

And no portion of the community is immune. "Contrary to what stereotypes lead us to believe, the typical substance abuser is white, employed, between the ages of 18 and 35, and is male," said Taft, stressing the importance of getting the business sector involved in the war against drugs.

Taft went on to urge officials to make certain that treatment and prevention efforts are coordinated across county department lines. Law enforcement agencies, indigent health care providers and social services must all be working together, she said.

After discussing several possible program models to follow, ranging from programs based strictly on volunteerism to high-powered research groups, Taft told delegates that any successful program must:

- make people believe that "this can happen to me";
- acknowledge low self-esteem; and
- give people the skills to cope with outside pressure.

Taft encouraged delegates to make substance abuse policy and program development a priority in their counties. "You, as elected officials, can call together the support you need to make something like this work because you can bring together all the forces in the community," she said. "A concerned parent does not possess this power."

DIVERSITY from page 22

delegates attending *"Managing Cultural Diversity"* Monday, July 16. "The issue is deeper than skin color," he went on. "The fact is that these groups are, indeed, different."

Briggs stressed the importance of understanding what cultural differences are before being able to accept those differences. "Addressing issues of cultural diversity is not as simple as saying don't tell Polish jokes to Polish people," said Briggs. "Understanding must be in-depth and people must understand their own cultural identity."

Briggs suggested the establishment of workplace training programs that introduce cultural traits to managers and employees as a good starting point for developing harmony in the workplace, schools and the community. Local officials, he said, should become informed about the nature of cultural forces in their counties, assess the community's need for awareness, design policies for dealing with cultural diversity, and focus on the adult population when implementing those policies.

"Diversity is not a weakness," said Briggs, "but it can become one if we fail to understand it and deal with it."

At the workshop entitled *"Workplace Diversity,"* Maria Baeza, assistant director for University Equal Opportunity Programs at the Florida International University, offered delegates an historical overview of the ethnic make-up of Miami's work force, and explained why efforts to promote cross-cultural understanding are focusing more and more on the workplace.

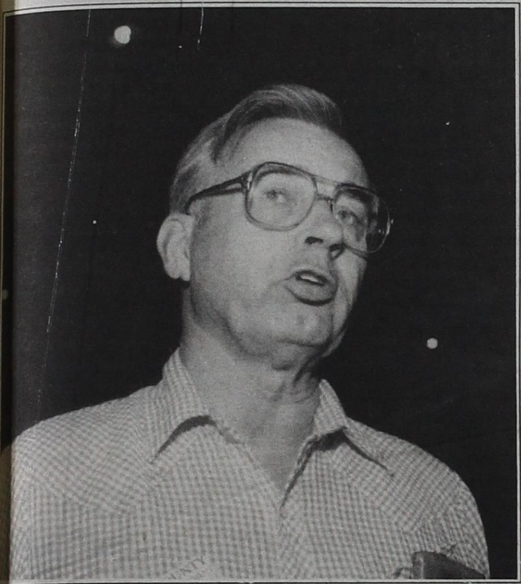
"We are told that by the year 2000 more than 50 percent of the work force will be minorities and women," said Baeza, "The year 2000 is already here for Miami."

Miami's population has grow from 200,000 in 1959 to 1.8 millio in 1990. Forty percent of its curre population is of Latino descent, 3 percent of its residents are whi and 20 percent are black. Mia claims a larger portion of foreign born nationals than any city in th country, including New York an Los Angeles. And, according t Baeza, it is one of the mo segregated cities in the country.

"Because residential areas a segregated; schools are segregate and because schools ar segregated, so are socia interactions," said Baeza. "So th only place where meaningfu integration occurs is within the th workplace," she said, adding tha the responsibility for teachin cultural respect is shifting from th schools to employers.

"It is not a question of wheth we want ethnic diversity in th work force," said Baeza, "It is a fa that we are going to have it."

County video gets "thumbs-up" rating from delegates


Monona County, Iowa Commissioner Gordon Dahl called the video "a good tool to use back home."

Delegates gave a thumbs-up to NACo's new video, *"Challenge of Change: County Government Prepares for the 21st Century,"* after its debut at the Annual Conference on Monday.

The big-screen premiere drew praise from Commissioner Colleen Landkamer of Blue Earth County, Minn. "I think it did a great job of explaining what counties do. It showed a wide range of issues [and] will be helpful to us in getting our message out. We're hoping to produce a spin-off type of video for our county."

Spartanburg County, S.C. Councilman Danny Allen said such a project was long overdue. "We've needed a mechanism for teaching people about counties for a long time. We get calls from educators and civic groups asking for information about county government all the time. This will be perfect for delivering that information."

The 17-minute long production presents a brief history of counties in the United States and then gets down to the business of showing the wide range of services counties are responsible for today.

"It's very comprehensive and gives a good picture of what county government is. We'll use it through the Chamber of Commerce, community colleges, high school civics classes and public service organizations," commented William Diamond, director of Emergency Services/Criminal Justice in Kane County, Ill. Like Diamond, Carl Tilghman, chair of the Carteret County, N.C. Board of Commissioners, plans to use the video in a variety of settings, especially during County Government Week.

NATIVE AMERICANS

from page 17

"NACo recognizes that the authority to make and enforce Indian Treaties rests with the U.S. Congress. It is the responsibility of Congress to preserve and protect the rights of Indian Tribes to self-government, to certain treaty rights, to plenary sovereign power, and to exercise trust responsibility. Just as important, Congress also has the responsibility to protect the rights of state and local governments. When Indian treaty rights or state and local government rights infringe on each other, Congress must provide an equitable solution so that neither Tribal nor County governments suffer adverse consequences. Furthermore, NACo encourages a working relationship among Indian Tribal governments and state and local governments to minimize any negative impacts and encourages a relationship that would foster intergovernmental cooperation."

Appointments to the Select Committee will be made in early September. Those county elected officials who might wish to serve on the committee are encouraged to express their interest to NACo President Mike Stewart. Native American county officials will comprise half of the appointed committee and are also requested to let President Stewart know of their interest.

GARBAGE

from page 22

measure, by shifting its functional definition of solid waste management.

Faced with a 750,000-ton-per-year garbage habit — up from 100,000 tons in 1972 — and denials for additional landfill permits, Orange County was ripe for garbage meltdown. Its leaders dove head-first into solving the crisis and surfaced with a master plan, this past January, that treats the solid waste management system as a utility.

This shift in definition allows the county to project growth over a 30-35 year period, and plan for the gradual phase-in of solid waste programs and facilities, instead of having crisis-driven projects, Keely said. He strongly recommended that his audience adopt such an approach.

Meanwhile, Lake County, Ill. Commissioner Andrea Moore — the workshop's final panelist — took mild issue with both Keely and DeWitt in her opening remarks. "They make it sound really easy. But, I'm a commissioner and I know."

Her hard-won experience in a county with 50 municipalities, 240 taxing districts, a 24-member board of commissioners and an environmental coalition willing to spend $240,000 in legal fees to fight a landfill, left her with four points of advice to the audience:

- "If you've done your planning and paid attention to it, you won't have such a hard time making those hard decisions";
- "Take your time";
- "Keep your philosophy simple"; and
- "Be strong in your siting process."

WOMEN INMATES

from page 21

One type of succesful program that was dicussed at the workshop was a volunteer mentoring program in which volunteers from the community come into the jail to teach basic skills to female inmates. In addition to being cost-effective, such programs help to minimize the effects of isolation and can also establish support systems for female offenders upon their release from jail.

Workshop panelists encouraged county officials to take proactive measures to address the needs of women offenders as they build jails and develop programs.

"If you don't address those needs, you will get sued," said Whitaker citing several legal decisions supporting female inmates rights.

CHILDREN

from page 18

Act of 1990 (H.R. 5020), introduced by Representative Thomas Downey (D-N.Y.), would convert the current Title IV-B Child Welfare Services Program into a "capped entitlement" at higher funding levels. Currently funded at $252 million, the bill would authorize $500 million in FY91; $600 million in FY92; $800 million in FY93; and $1 billion in FY94.

Since action on the bill is stalled awaiting the conclusion of the budget summit, Greenan said, "It's up in the air what we're likely to see. Should they come out of the budget summit with no new spending, these programs may have to be set aside."

Orange County, Fla. is trying to prevent adding to the children at-risk population by targeting its "latchkey kids."

According to Millie Ferrer, youth and family specialist, Orange County Cooperative Extension Service, approximately 23,300 of the county's children between the ages of five and 13 are considered latchkey kids.

Funded by the state and federal government, the Extension Service has created programs to help these children care for themselves, such as a fair offering self-care and safety tips and a school curriculum aimed at 4th and 5th graders teaching self-care.

The Extension Service also provides training for daycare providers, Ferrer said. All daycare providers in the county are required to be trained and licensed.

The academic world is a valuable tool in confronting the issue of children at-risk, said Gail Inig, director, Missouri Cooperative Extension System.

The Missouri Youth Initiative Program, created with a $3.6 million grant from the Kellogg Foundation, employs 25 "fellows," chosen from the state's Land Grant University faculty with ongoing projects on child care issues. "The key is to draw on those university experts on these issues."

Land Grant Universities are a good source to draw on since they have offices in every county and an established network, she said. "Land Grant Universities can be a great partner in this area."

The Missouri program has put together a youth data base for information and referral, and has targeted six communities in the state with pressing child care issues for intense work.

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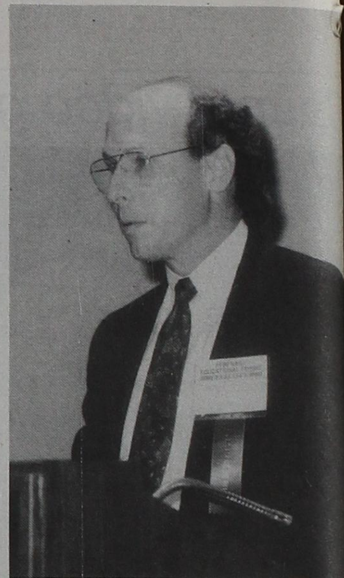
Attorney Joseph Tydings, former U.S. senator from Maryland, after speaking at Monday's workshop on Superfund cleanup.

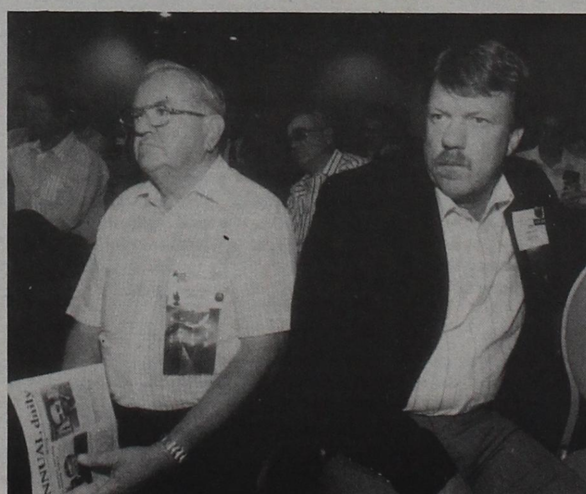


Paul Kersting of Buck Consultan speaks to delegates at a meeting on t rising cost of health care, Monday.

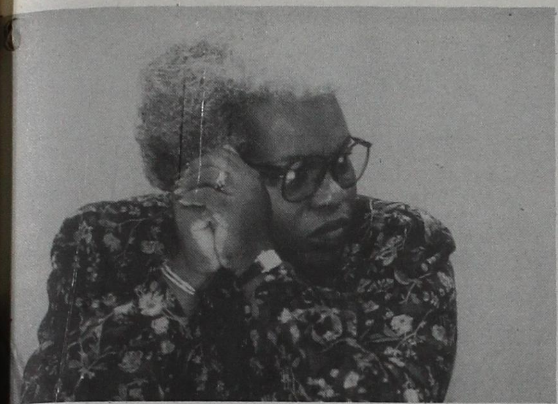
Roberta Sellers, director of Human Services, San Bernardino County, Calif., and Thomas Fashingbauer, director of Community Human Services, Ramsey County, Minn., field questions at Sunday's "Electronic Benefit Transfers" workshop.

James Callahan, executive director, Michigan Association of Counties (l), answe delegate's question while Tom Sweet, membership services coordinator, Cou Supervisors Association of California looks on.

John Ribbler, vice president of PCI, a Miami, Fla. public relations firm, speaks to county public information officers at Monday's workshop, entitled "Splash, Dash and Videotape."

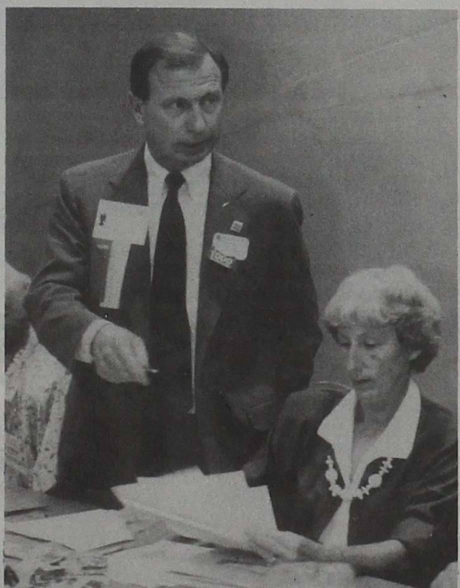


At Monday's "Moving Rural America" workshop, Pete Coleman of Wasatch County, Utah (l) and Tom Hatch of Garfield County, Utah listen to speakers.



Chair of the Human Services and Education Steering Committee, Hilda Pemberton, councilmember, Prince George's County, Md., presides over the committee meeting.

Incoming President Mike Stewart speaks at the Committee on Committees Meeting, Friday evening.



Marion County, Ore. Commissioner Randall Franke makes his point at the Committee on Committees meeting.

Philip Elfstrom, Kane County, Ill. board member (standing), addresses members of the Committee on Committees.

55th Annual Conference
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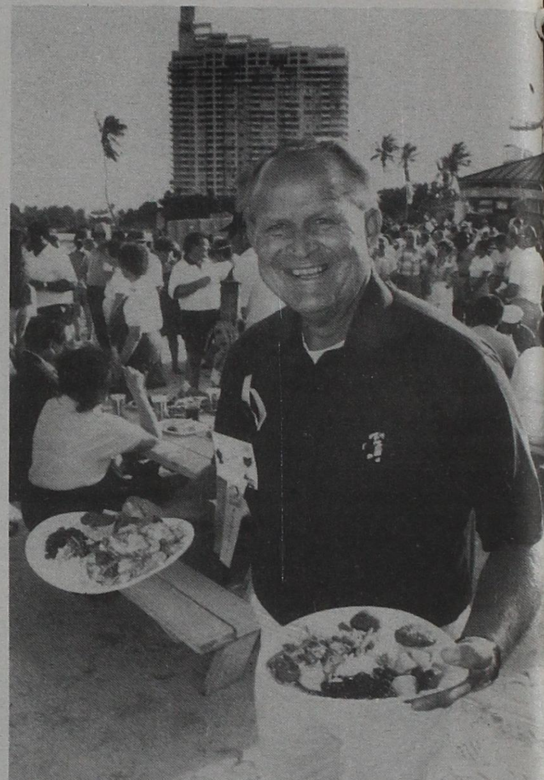
Labor and Employee Benefits Steering Committee Chair Sandy Galef, county legislator, Westchester County, N.Y., presents her steering committee's resolutions to the Resolutions Committee.

(l-r) NACo Executive Director John Thomas; Incoming President Mike Stewart; and NACo Legislative Director Ralph Tabor listen to proceedings at the Committee on Committees meeting.

And they're off! As the starter sounds the gun, Sunday morning's 5K Fun Run/Fitness Walk gets underway.



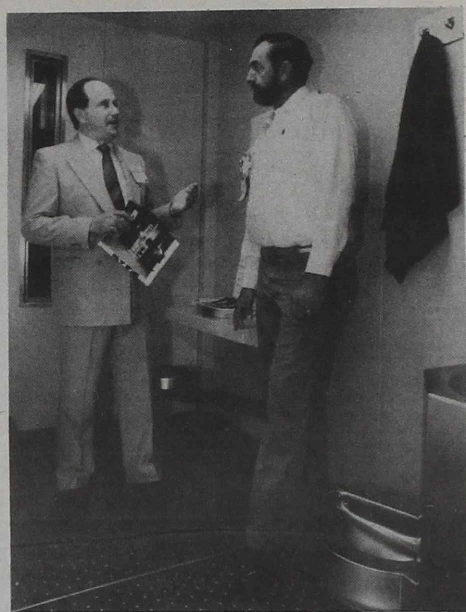
Foods from around the globe were on the menu at Penrod's Beach Club, site of Monday night's conference-wide event. Looks like Kennith Dallinga, Weber County, Utah treasurer, hit the jackpot.

Just when you thought it was safe to go back in the water ...

Teresa Peters, conference exhibitor (l), took first place honors in the women's division of the 5K Fun Run/Fitness Walk. Mary Lou Perry of Mt. Pleasant, Idaho came in third.

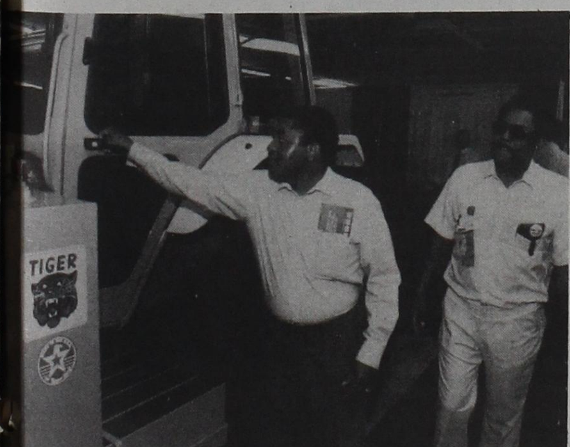
Penrod's Beach Club played host to NACo delegates Monday night where a variety of ethnic food was served. Open-air trolleys also provided tours of the nearby Art Deco district.

obert Jordan of Nixdorf Computer with NACo Advertising Representative Catherine
ackett Botts in the Exhibit Hall.


An exhibitor for modular jail cells (l) speaks with Richard Bendish of Morton County, N.D. about his product.


atthew Creamer (l) and John Morris make their way through the long line at one of
e food stations at Penrod's Beach Club, Monday night.

Winners of the men's division in the 5K Fun Run/Fitness Walk (l-r): Skip Corn of Spartanburg County, S.C. (2nd Place); Mike Reilly of Fairfax County, Va. (3rd Place); and Tom Goodman, NACo public affairs director (1st Place).



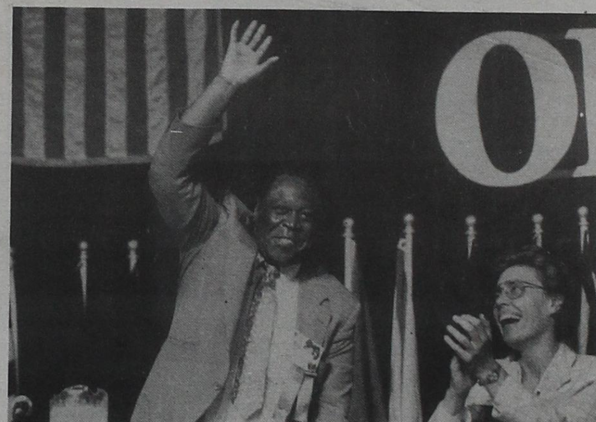
W. Scarborough of Natchitoches Parish, La. (l) and Allen August
Calcasieu Parish, La. check out the machinery at the Tiger
splay.

55th Annual Conference
Dade County, Florida

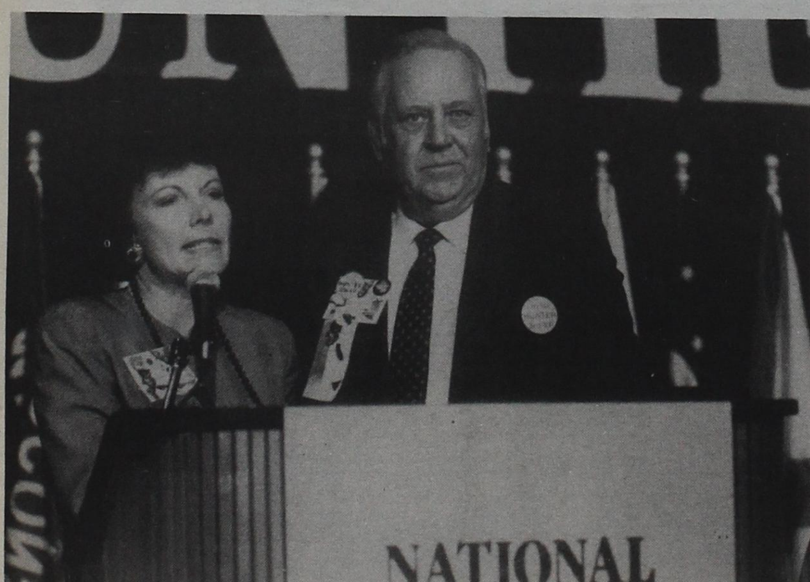
55th Annual Conference Dade County, Florida

A happy Mike Stewart (l) accepts the NACo presidential ribbon from outgoing Presi Ann Klinger. Klinger will take over for Jim Snyder (r) as NACo's immediate president.

Kaye Braaten becomes NACo's first vice president as new NACo President Mike Stewart gives her his ribbon.

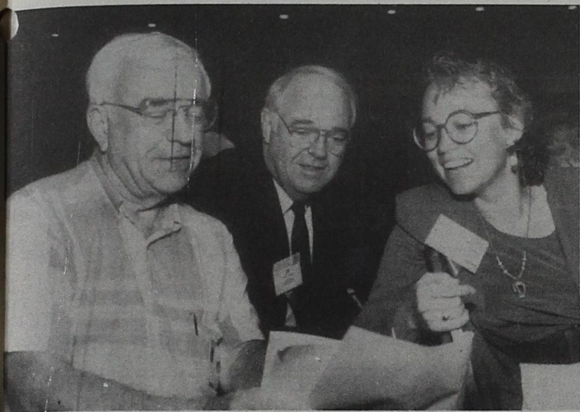


New NACo Second Vice President John Stroger and First Vice President Kaye Braaten after the traditional passing of ribbons.



Contenders for the NACo third vice presidency, Barbara Todd and Grady Hunter, speak to delegates after Hunter withdraws from the race.

Newly elected Third Vice President Barbara Todd is congratulated by a supporter.



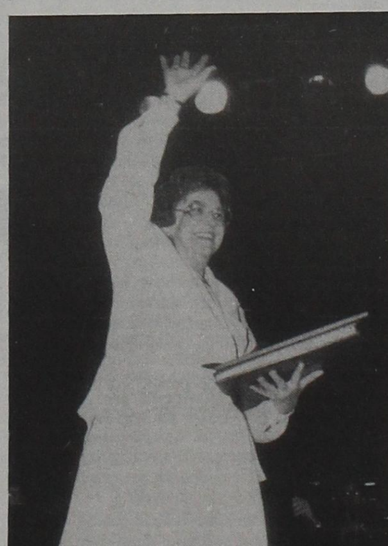
Ed Crawford, New York State Association of Counties (NYSAC) director (l); Jim Snyder, NYSAC president; and Judy Chesser, lobbyist for New York City, at the Annual Business Meeting.

The family of incoming NACo President Mike Stewart takes the front row, along with Salt Lake County, Utah Commissioner Tom Shimizu (r) at the Annual Business Meeting.

NACo Executive Director John Thomas confers with incoming NACo President Mike Stewart at the Annual Business Meeting.

Incoming NACo President Mike Stewart and outgoing President Ann Klinger pose at the Annual Business Meeting.

(l-r) New Third Vice President Barbara Todd, Second Vice President John Stroger and First Vice President Kaye Braaten are introduced at the inaugural.



A final presidential farewell from outgoing NACo President Ann Klinger.

Job training report

Negotiation and the JTPA administrator

By Gary E. King and Linda L. Kobylarz

(Ed. Note: The following is a brief excerpt from a report about to be published by NACo's Training and Employment Programs entitled "Negotiation and the JTPA Administrator: Theory, Skills and Practice." The report, published as part of NACo's Issues in Training and Employment series, will be distributed to all JTPA programs during mid-August. If you are interested in receiving a copy of this report please contact Neil E. Bomberg, research associate, National Association of Counties, 440 First St., NW, Washington, D.C. 20001, 202/393-6226.)

Human capital, work and economic development hold a place of central focus at all levels of government. County government is no exception.

These issues are key to the economic and social well-being of our citizens. Government is particularly concerned with the plight of the economically disadvantaged and occupationally displaced and looks to employment and training programs for solutions.

A major source of funding for employment and training programs is, of course, the Job Training Partnership Act (JTPA). The structure and process of JTPA are based on the service delivery area (SDA) concept. It is through the SDA's that most programs are operated and services delivered. Consequently, it is JTPA administrators who significantly influence and to a great degree are held accountable for how the employment and training system works in this country. Their skills, knowledge and actions are critical to helping tens of thousands of Americans achieve the goal of permanent employment which provides economic self-sufficiency.

The JTPA administrator, however, is not the only one responsible for helping the economically disadvantaged obtain economic self-sufficiency. There are other players. They include such groups as vocational educators, social service and welfare administrators, employment service managers, and vocational rehabilitators.

All of these groups do indeed share the goal of JTPA. They also generally agree upon what services need to be provided to achieve the goal.

Because of this, in the employment and training world, there is constantly the pressure to plan and coordinate resources and programs with other entities. The law requires it. Funds are provided specifically for it.

But, effective planning and coordination among these groups does not happen by accident, nor is it an easy process. All of the players seem to have their own programs, their own regulations, their own standards, their own jurisdictions, their own power and their own funds. Like JTPA agencies and administrators they have their program problems and needs.

It is understandable then, that many administrators feel they are in a thicket of balkanized programs mired in byzantine procedures. The critical question facing many JTPA administrators today is: "How do I get out of the thicket?" The question is not merely: "How do I survive?" Rather, the question is: "How do I succeed?" Every JTPA administrator can. The answer is negotiation.

Negotiation takes place constantly. Administrators cannot avoid it if they are to be effective in any endeavor. The common danger is that administrators are often in a negotiation and they do not realize it.

They hear the terms planning, coordination, or communication, but may not think negotiation. They use the words performance, outcome, assignment, request, responsibility, accountability, but may not relate them to negotiation. Negotiation wears many mantles. Astute administrators recognize opportunities for negotiation and realize that negotiation is the key to achieving their organization's goals.

In its most general sense,

See JTPA, next page

News from the nation's counties

North

PENNSYLVANIA

• **ALLEGHENY COUNTY** has saved taxpayers more than $200,000 in the last 10 months by taking advantage of deregulation of the natural gas industry, according to Thomas G. Kelly, administrator of the Office of Management and Productivity.

Since last August, the county has been purchasing its natural gas from a local private firm instead of the local utility, reducing costs by 31 percent. Because of lower prices in the warmer months, it is expected that the savings percentage will further increase as the year progresses.

Federal legislation opened access to the nation's gas pipelines to deliver natural gas from the producing areas to end-users — such as industrial and institutional customers — on a non-discriminatory basis. As a result, the natural gas market has changed dramatically, creating an open supply, highly cost-competitive environment.

• **MERCER COUNTY** commissioners recently entered into mutual aid agreements with **LAWRENCE, VENANGO, BUTLER** and **CRAWFORD** counties that provide for reciprocal emergency assistance.

The agreement allows counties to furnish each other with firefighting, medical and health services during times of emergency.

It is in accordances with the Pennsylvania Emergency Management Services Code that allows counties and local emergency management agencies to develop mutual aid agreements.

WISCONSIN

• **MILWAUKEE COUNTY** has sent materials to its 10 major labor unions officially offering an early retirement package approved by the board last month.

The unions will be asked to approve a collateral agreement to make the package available to their members. The unions represent about 8,500 of the county's employees.

The early retirement package offers an estimated 1,800 eligible employees an opportunity to retire before the end of this year with a three-year bonus. The package was developed as a way to minimize the number of layoffs expected to occur in late 1990 as part of the county's effort to reduce expenditures in the 1991 budget and thus avoid a tax levy.

South

KENTUCKY

• **JEFFERSON COUNTY** recently received $50,000 from the U.S. Department of Energy to study energy cost-saving measures of 50 buildings housing non-profit agencies.

The goal of the program is to implement measures designed to save an estimated $65,000 in energy costs in a one-year period. Buildings targeted include community centers, libraries and daycare centers.

The grant will pay for two staff positions and be operated by the Urban Shelter Associates under contract with Jefferson County.

VIRGINIA

• **FAIRFAX COUNTY** was recently presented with a corporate child care award. The award, given annually by the American Association of University Women (AAUW), recognizes a business which has made a significant contribution to employees' child care needs.

"The county has developed model child care benefit programs for its employees, local businesses and child care professionals," said Susan Hoover, president of the Virginia Division of the AAUW. "It is rare to find such a comprehensive approach anywhere else in the nation."

Midwest

MINNESOTA

• **RAMSEY COUNTY** has announced plans for launching a "social movement" aimed at stopping domestic violence. A major component of the plan will be a massive community education campaign.

A family violence team has been named to work at involving the whole community in the process. Schools, churches, businesses and hospitals will be used as educational resources in the development of a community-wide system for prevention and treatment of family violence.

West

CALIFORNIA

• **SAN DIEGO COUNTY** recently joined with local media for a demonstration of the county's Yard and Wood Waste Recycling Program at a local sanitary landfill.

The purpose of the demonstration was to increase public awareness of the pilot program which recycles yard waste and greenery into a mulch offered free to the public. Wood waste is ground and held in reserve for sale as biofuel.

County solid waste officials say the program diverted 3,500 tons of material in its first 10 weeks of operation. By recycling these materials, the current program has already conserved 27,000 cubic yards of landfill space.

Notices . . . notices . . . notices

CONFERENCES

■ The **Government Finance Officers Association** (GFOA) has scheduled four seminars in the month of September in Tucson, Ariz.: Sept. 10 — *"Financial Reporting and the GFOA Certificate of Achievement"*; Sept. 10-11 — *"Advanced Public Employee Retirement Administration"*; Sept. 11-13 — *"Intermediate Governmental Accounting"*; and Sept. 12-14 — *"Pension Investment Management: A Guide for Trustees and Administrators."*

Advance registration by mail is required. For more information, contact: Karen H. Nelson, GFOA Educational Services Center, 180 North Michigan Ave., Suite 800, Chicago, IL 60601, 312/977-9700.

■ *"Transportation Linkages: Accessing Opportunities for Economic Development"* is the theme of a conference sponsored by the **National Council for Urban Economic Development** in Long Beach, Calif., Sept. 16-18.

The relationship between transportation and economic development will be explored, particularly how the transportation linkage affects a community's ability to create, retain and attract jobs.

For more information, contact: Long Beach Conference Registrar, National Council for Urban Economic Development, 1730 K St., NW, Suite 915, Washington, D.C. 20006, 202/223-4735.

■ As part of its *National Earthquake Hazards Reduction Program*, the **Federal Emergency Management Agency** is conducting workshops in seven localities throughout the country on reducing seismic risks to existing buildings.

One-day workshops will be held in: Boston, Mass. on Sept. 18; Salt Lake City, Utah on Sept. 26; St. Louis, Mo. on Oct. 16; Charleston, S.C. on Oct. 18; Tacoma/Olympia, Wash. on Oct. 24; Seattle, Wash. on Oct. 25; and Memphis, Tenn. on Oct. 30.

For more information, contact: Joel Zingeser, Building Technology Inc., 1109 Spring St., Silver Spring, MD 20910, 301/588-5020.

■ *Wastecycle 1990*, an educational program and exposition featuring waste industry experts and leaders from business and government, will be held Oct. 3-4 in New York, N.Y.

Sponsored by the **National Solid Wastes Management Association** (NSWMA), workshops will offer attendees the latest information on how to deal with waste disposal problems.

For more information, contact NSWMA, 1730 Rhode Island Ave., NW, Suite 1000, Washington, D.C. 20036, 202/659-4613.

■ *"Leading the Way"* is this year's theme of the **American Association of Homes** for the Aging's annual conference, Nov. 5-8 in New Orleans, La.

Social accountability, volunteerism, aging in place and effective fund raising are a few of the topics to be discussed.

The deadline for early-bird registration is Sept. 28. For more information, contact: Debra Trimiew at 202/828-9441.

■ A working meeting to address research problems relating to electronic information will be held Jan. 24-25 in Washington, D.C.

Those wishing to attend must submit a letter proposing research topics for the meeting agenda and stating what they can contribute. The meeting is funded by the **National Historical Publications and Records Commission** (NHPRC), and funds are available for travel and expenses.

Letters must be turned in by Oct. 15 to: Lisa Weber, NHPRC, National Archives-NPR, Washington, D.C. 20408. For more information, call Lisa Weber at 202/501-5610.

PUBLICATIONS

■ A new study by the **National Association of State Alcohol and Drug Abuse Directors** (NASADAD) finds that despite unequivocal evidence that treatment for alcohol and other drug dependency works and saves society money, government continues to shortchange treatment and prevention funding.

"Treatment Works: The Tragic Cost of Undervaluing Treatment in the Drug War" is the culmination of 15 years of studies on alcohol and other drug abuse, and uses data from all 50 states, the District of Columbia, Guam, Puerto Rico and the Virgin Islands.

For ordering information, contact: NASADAD, 444 North Capitol St., NW, Suite 642, Washington, D.C. 20001, 202/783-6868, FAX: 202/783-2704.

■ **The Department of Transportation** has two new publications available at no charge to state and local officials. Please note the report's title and document number when ordering.

"Cost Reduction and Service Improvements From Contracting in Rural, Small Urban and Suburban Areas" (Document# DOT-T-90-04) provides a series of 17 case studies on transportation systems which contracted with private transportation companies. For a copy, send a self-addressed mailing label to the Technology Sharing Program (DRT-1RS), Research and Special Programs Administration, Department of Transportation, Washington, D.C. 20590.

"Directory of UMTA-Funded Rural and Specialized Transit Systems" (Document# DOT-T-90-05) contains 4,409 listings of rural public transportation services and systems serving the elderly or handicapped. To order, send a self-addressed mailing label to the Technology Sharing Program (DRT-1RD), U.S. Department of Transportation, 400 Seventh St., SW, Washington, D.C. 20590.

■ A **National Governors' Association** (NGA) task force has released *"Curbing Waste in a Throwaway World: Report of the Task Force on Solid Waste Management."*

The study emphasizes workable strategies to aggressively reduce waste generation, recycle useful waste materials, and ensure states' responsibility for safe disposal of refuse generated within their borders.

Copies are available for $15 each from NGA Publications, 444 North Capitol St., Suite 250, Washington, D.C. 20005.

■ The compelling story of public housing residents across the country organizing both to save and improve their homes is featured in a special issue of *"Community Change,"* the newsletter of the **Center for Community Change.**

Copies are available for $3, bulk orders are discounted. To order, contact: Center for Community Change, 1000 Wisconsin Ave., NW, Washington, D.C. 20007, 202/342-0519.

■ A complete listing of child support guidelines from the 50 states, Washington, D.C., Guam and the Virgin Islands has been compiled by the **National Center for State Courts.**

It includes guideline tables, calculations and schedules, as well as relevant working documents. All guidelines, whether established by statute, court and/or administrative rule, are included and are current as of Feb. 1, 1990.

To order, write to: Publications Coordinator, National Center for State Courts, 300 Newport Ave., Williamsburg, VA 23187-8798.

■ County officials seeking closer cooperative relationships between themselves and the cities within their borders will want to check the success cases in a Special Paper issued by the **Coalition to Improve Management in State and Local Government.**

"How Cities and Counties Achieve Effective Partnerships" is based on reports by four teams of city managers and county administrators who have been especially successful.

The document is free of charge to county and city officials. A charge of $5 is required of others to cover handling and postage. For copies, write to: Coalition to Improve Management in State and Local Government, c/o SUPA, Carnegie Mellon University, Pittsburgh, PA 15213, 412/268-2179.

MISCELLANEOUS

■ The **Head Start Bureau of the Administration for Children, Youth and Families** is accepting applications to establish or expand Head Start programs in counties and Indian Reservations. Applications are also being accepted for establishing or expanding programs serving children of migrant farm workers.

For information on how to apply, call Douglas Klafehn at 202/245-0569. Applications must be sent by Sept. 28 to: Head Start Expansion, Office of Human Development Services, Grants and Contracts Management Division, 200 Independence Ave., SW, Hubert H. Humphrey Bldg., Room 341-F, Washington, D.C. 20201.

■ The **American Public Works Association** (APWA) has put together a teaching package to help introduce foremen and first-line supervisors to the basic concepts of management and supervision in public works.

Designed to be taught as a one-day course, the package contains instructor's guides, student manuals, tests and certificates.

For ordering information, contact: APWA, In-Service Packaged Program Series, 1313 E. 60th St., Chicago, IL 60637-2881, 312/667-2200, ext. 543, FAX: 312/667-2304.

■ Grants ranging from $2,000 to $5,000 will be awarded to citizen groups and others undertaking projects to help communities protect their character as they cope with growth under a program sponsored by the **World Wildlife Fund & The Conservation Foundation.**

For guidelines or information, contact: Successful Communities Grants, World Wildlife Fund & The Conservation Foundation, 1250 Twenty-Fourth St., NW, Washington, D.C. 20037, 202/293-4800.

■ **Creative Printing & Publishing** has come out with a line of recycling "funproducts" aimed at getting youngsters more involved with recycling.

Booklets contain "funfacts," encouraging young people to build neighborhood teams, set goals and get involved. The company also produces posters, stickers, magnets, bumper stickers, kites, T-shirts and more. Products are also available in Spanish.

Readers can receive free coloring and activity funbooks, and a catalogue by sending $1.79, for shipping and handling, to: Creative Printing & Publishing, 712 North Highway 17-92, Longwood, FL 32750, or by calling: 1/800/780-4447.

JTPA from previous page

negotiation is any interchange with the intention of changing relationships or coming to an agreement. It occurs anytime we attempt to influence others, to exchange things of value, or even to exchange ideas.

Negotiation in the JTPA setting, however, is best defined as bargaining to achieve what you, your group, or your organization wants when others control what you need. Negotiation is a process which involves administrators both as individuals and as representatives of their organizations. Consequently, it is often multi-faceted, occurring simultaneously among individuals, groups and organizations. This multi-dimensional nature of the negotiation process is particularly the case in the JTPA setting and government in general.

The benefits to JTPA administrators of negotiation are clear. Administrators rarely control all aspects of any situation in the JTPA process and rarely have total control over any pool of employment and training resources.

There are limits on the amount of funds and the purposes for which they can be used. Services frequently are provided by or delivered by others who have a great deal of independence. This can include staff working directly for the administrator. Others have authority over JTPA programs, their operation and goals. Despite this, it is the responsibility of JTPA administrators to achieve their organization's employment and training goals.

For JTPA administrators, negotiation is also the best process available to maintain resources and services, and manage and control work processes and situations. This is so because negotiation improves effectiveness when authority and resources are not equal to responsibility, or when resources are inadequate to meet demands. Any situation or transaction which has any of these characteristics is a potential target for negotiation.

(Ed. Note: Gary King is vice president for administration of the Connecticut Housing Finance Authority and Linda Kobylarz is president of Linda Kobylarz Associates.)

Neal R. Peirce

Berlin: hot growth city of the 1990s?

(Ed. Note: This is the second part of two columns on reunified Berlin as a laboratory for urban development in the '90s.)

From a beleaguered, subsidy-dependent island city in the midst of Soviet-occupied East Germany, Berlin has become one of the Northern Hemisphere's hottest growth spots.

West Berlin real-estate prices are skyrocketing, often by as much as 100 percent, as multinational corporations and embassies search out sites. West Berlin friends of mine speak wistfully of local properties, now inflated in value, that they could have bought for a song during the years of palpable fear that the Soviets might gobble up the city.

And now, as East-West treaties clear up the questions of land ownership in the expiring German Democratic Republic, a parallel land boom is sure to spread through East Berlin and out to the vast Berlin suburban hinterland left undeveloped during decades of communist rule.

The big question for the '90s may not be the "whether" but the "how" of massive Berlin growth. It will come not only on both sides of the fallen wall in the city's center, but out across Berlin's vast land space (343 square miles), and the region, several times that size, that lies beyond the city borders. The Berlin Wall alone stretched 103 miles, creating a no-man's land strip 200 to 900 yards wide now available for development.

Will Berlin experience a wave of "delayed suburbanization" that spreads vast housing tracts, shopping malls, industries and office parks across broad expanses of once-green open spaces? Is it doomed to go for an auto-dependent society that chokes off mass transit and clean air?

The danger is real. The Schoenefeld community, site of East Berlin's principal airfield, acceded almost instantly to a West German firm's recent request to build a big commercial center on prime agricultural land. West Berlin planners were horrified. Dozens of offers have already surfaced for siting hypermarkets (shopping malls) on or near the ring road around Berlin.

Yet Berlin has serious problems already with its drinking water supply, in danger if too much development takes place on lands over the aquifer. East Germany's plants and primitive automobiles spew out high amounts of pollutants.

The City's planners think they have a formula. They want to foster growth adjacent to the multiple railway lanes that radiate out, creating a kind of star pattern with Berlin at the center.

Mass transit is to be created or improved along those lines. A few towns at the ends of the spokes, Potsdam among them, would be designated regional growth centers.

Cornelia Poczha, of the West Berlin planning office, says that on the broad stretches of land between the spokes, "there must be open space, forests, lakes, agricultural areas — to be kept open for recreation, open space, to improve air quality."

Such a planning form is hard new. A number of American citi have adopted it, only to s development forces play the political cards to undermine it. Th real question isn't plannin expertise; it's political wi Germans honor planning more th we do, and their environmen consciousness has never bee higher.

But like West Germans, Berliners will aspire to own the own autos. And there'll be t political question: How mu power will the unified Germ government give the city of Berl to control its own fate by guidin and restraining growth pressur beyond its borders? Will Berlin a separate "city state"?

Or will it be part of, and th control, surrounding Brandenbu that is being recreated as a provin of the German federal system? those decisions go, so will t livability and quality of the ne Berlin.

The city's role as politic fulcrum of Germany appea assured. Despite continue resistance in Bonn, politic unification later this year will likel bring the president, the chancell and Bundestag (parliament) Berlin, with other top offici following. More federal civ servants (25,000) already work Berlin than in Bonn (18,000) as result of multiple transfers to he Berlin make up for its lo industries.

It is not hard to imagine Berli doubling its 3 million populatio establishing itself as Germany' political, cultural, financial cente It could ascend to greater height than its peak before 1914 an Germany's plunge into the abyss o world wars.

It could become the lead city forging economic ties between th European Economic Communit the liberated East bloc nations an the Soviet Union.

It's worth watching how Berli wrestles with its excitin challenge: Given a lively inne city, immense economic potentia a "virgin" hinterland and critically important geographi location, can it build a city that' clean, prosperous, livable alluring?

And not just the inner city, bu the true city of our time — the entir metropolitan region?

For Central Europe, indeed th entire North Atlantic communit Berlin may be the critical urba laboratory of the '90s.

Job market

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.

ASSISTANT COUNTY ATTORNEY — JEFFERSON COUNTY, COLO.: Hiring Asst. County Atty. for land use. Duties inc. admin. hearings, drafting regs, and contracts; trial & appel. litig.; represent & advise elected officials, boards & com. Apps. should have interest in land use, real est. & admin. law. Excel. benes. Sal. commens. with exper. Must be qualified for admission to Colorado bar with excel. acad. record (top 20%). Send res., writ. sample, trans. of grades, LSAT score & Law class rank to Jefferson County Personnel, 1801 19th St., Golden, CO 80401.

CITY MANAGER — CITY OF JACKSONVILLE BEACH, FLA.: (population 19,000). Salary Open DOQ's. Charter City. Reports to excellent 7-member City Council, including a directly elected Mayor; responsible for $50M budget and a 300 employee staff. Full Service Duval County municipality with water, sewer and golf course, cemetery and electric utility. Now beginning a $160M downtown redevelopment program. Excellent opportunity for experienced local government manager or full breadth assistant. Requires minimum of Bachelor's degree, MPA preferred. Send resume by August 24, 1990 to: Robert E. Slavin, President, Slavin, Nevins & Associates, Inc., 3150 Holcomb Bridge Road, Suite 205, Norcross, Georgia 30071. Phone (404)449-4656 or FAX (404)416-0848. Equal Opportunity Employer/Recruiter. Note: Under Florida law, resumes must be provided to the media upon request.

COUNTY MANAGER — BERNALILLO COUNTY, N.M.: The Bernalillo County Board of County Commissioners will be seeking applications for a County Manager. Please submit resume to: Emma C. Gonzales, Director of Purchasing, Purchasing Department, Tenth Floor, One Civic Plaza, N.W., Albuquerque, New Mexico 87102. Applicants must comply with Bernalillo County Ordinance No. 238 Sections 5A and 5B which state as follows: "Any County Manager employed by the Board of County Commissioners shall have the following qualifications: A.) A minimum of four (4) years of college with a degree in political science, business administration or related fields, or comparable managerial experience in business or government; B.) A minimum of five (5) years experience as a city or county manager, or comparable managerial experience in business or government." Salary negotiable based on qualifications and experience. Interviews will be held at the convenience of the board of County Commissioners. Deadlines for applications will be 4:00 p.m., August 20, 1990. Specifications and bidding documents may be obtained from the Bernalillo County Purchasing Department.

DIRECTOR OF CLIENT SERVICES — SOLANO COUNTY, CALIF.: $45,000 - $55,000/year. Responsible for managing the Council's Client Services Division which includes outreach, eligibility determination, vocational assessment and counseling, referral, case management, supportive services, job placement, and follow-up services for economically disadvantaged and unemployed youth and adults under the Job Training Partnership Act (JTPA). Qualifications/Experience: BA/BS with major study in Public Administration, Social Sciences, Human Resources, or related field. Four years experience in administration and operation of administrative responsibility as the lead of a major function such as planning, counseling, assessment, etc. Individuals interested in this position must complete an application and supplemental questionnaire obtained from: Private Industry Council of Solano County, 320 Campus Lane, Sulsun, CA 94585. (707)864-3370. Final filing date: August 24, 1990. EOE/AA.

FACILITIES MANAGEMENT DIRECTOR — MESA COUNTY, COLO.: Plan/direct operations of Mesa County buildings, grounds, and parks. Bachelor's Degree in related field. 5-7 yrs. skilled trades w/2 yrs. responsible supervisory exper. $2670-3730 neg. w/benefits. Submit resume/references by Sept. 17 to Mesa County Personnel, POB 20,000-5021, Grand Junction, Colorado, 81502. EOE.

ZONING AND DEVELOPMENT STANDARDS ADMINISTRATOR — YORK COUNTY, S.C.: Starting salary: $26,041 - $28,645. York County is seeking applications for the position of Zoning and Development Administrator. This position administers day-to-day activities and is responsible for the enforcement of the Zoning Ordinance. A Master's Degree in planning, geography, public administration or related field and three years of experience, one at a supervisory level. Candidate must be a resident of York County, SC or willing to relocate. Contact York County Personnel at 803/684-8512 or P.O. Box 66, York, SC 29745. York County is an EOAAE.

SAFETY AND LOSS CONTROL MANAGER — ESCAMBIA COUNTY FLA.: Annual Salary: $31,500. This is a contractual position for the administration of a comprehensive loss control program for the board of county commissioners, elected officials, the Santa Rosa Island Authority, and the Civil Service Board. Must be knowledgeable in industrial safety and health. Responsibilities include the administration of the Escambia County Safety Program, including program review for accuracy and completeness, monitoring compliance, recommending changes and additions, and implementing and coordinating safety training for county offices and departments. Minimum qualifications: Graduation from an accredited college or university and four years of primary experience as a safety and loss control manager in business or government or an equivalent combination of training and experience; knowledge of OSHA 1910 General Industry Standards, OSHA 1926 Construction Industry Standards, National Electrical Code, NFPA 101 Life Safety Code, as well as other NFPA and ANSI standards and guidelines. Please reply to Mr. Grey Jewett, Escambia County Risk Manager, P.O. Box 1591, Pensacola, Florida 32597. Must be postmarked no later than September 30, 1990. EQUAL OPPORTUNITY EMPLOYER/M/F/HANDICAPPED/VETERANS.