

County News

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Reprieve may be in works for bankrupt Butte

By Beverly A. Schlöterbeck
editor

As *County News* went to press, officials in Butte County, Calif. were preparing to consider a proposal from California Governor George Deukmejian that, for the moment, has stopped the county from declaring bankruptcy.

Facing a \$14.1 million deficit, county officials, late last month, directed their attorneys to file for bankruptcy protection on Sept. 7. Less than 24 hours before the Sept. 10 deadline, the county received a proposal

See BUTTE COUNTY, page 6

Landmark AIDS bill now law

By Thomas L. Joseph, III
associate legislative director

Counties, cities and states would be given federal funds to fight AIDS in a bill signed by President Bush over the congressional August recess. The Ryan White Comprehensive AIDS Resources Emergency Act (P.L. 101-381) marks the first comprehensive federal approach to providing health care to persons with HIV infection. Known as the CARE bill, the legis-

lation authorizes \$875 million in FY91 for AIDS treatment and prevention.

The bill passed the House and Senate overwhelmingly with the guidance of Senators Edward Kennedy (D-Mass.) and Orrin Hatch (R-Utah), Representative Henry Waxman (D-Calif.) and the strong support of NACo, the U.S. Conference of Mayors and many health care service organizations.

The bill's most publicized provisions provide \$275 million in

direct grants to 16 counties and cities with the highest incidence of AIDS. Those areas must either have more than 2,000 AIDS cases or 25 cases per 10,000 population. The funds will go directly to the chief elected official of the city or county administering the public health agency which provides outpatient services to the greatest number of persons with AIDS. An HIV Services Planning Council will be appointed by the chief

See AIDS, page 6



Public employees eyed for expanded S.S. payroll tax

By Larry Jones
associate legislative director

Senate conferees on the child care bill are encouraging their House counterparts to agree to a proposal that would expand the Social Security payroll tax to all state and local employees who are not participating in a retirement plan.

Students working in public sector jobs would continue to be exempt. Mostly part-time and temporary employees in the public sector would be affected.

The proposal aims to generate revenues to offset the cost of a popular plan that would relax restrictions on earnings that Social Security recipients may receive without receiving a cut in benefits. Under current law, Social Security recipients may earn \$9,960 annually without a cut in benefits. The proposal would allow recipients to earn up to \$19,960 without a cut in benefits.

According to Congressional Budget Office (CBO) estimates, the proposal would affect 2.3 million public employees and raise \$1.8 billion annually. NACo opposes the expansion of Social Security payroll tax and has urged county officials to contact House conferees on the child care bill [Dan Rostenkowski (D-Ill.), Thomas Downey (D-N.Y.), Harold Ford (D-Tenn.), Donald Pease (D-Ohio), Robert Matsui (D-Calif.), Barbara Kennelly (D-Conn.), Michael Andrews (D-Texas), Bill Archer (R-Texas), Guy Vander Jagt (R-Mich.), Philip Crane (R-Ill.), E. Clay Shaw (R-Fla.), Andrew Jacobs (D-Ind.) and Hank Brown (R-Colo.)] and urge them to oppose the proposal.

The measure was attached to the child care bill as a means of receiving prompt consideration. While the proposal is popular in Congress, it is questionable as to whether House conferees will agree to it in the child care bill.

New feature debuts

County News and NACo's Research Department are initiating a new feature to appear regularly in the newspaper on "Spotlighting America's Counties." We hope these snapshots of information will be useful to all local government employees and the general public in understanding the breadth and scope of county government in our nation's governmental structure. If there are facts that you would like to know about the nation's counties, send your request to NACo's Research Department and we will try to supply you with the information through this column.

Unlike states and cities, America's counties are a diverse group and we hope to make the differences among counties more easily understood. As a county employee, this column will supply you with information which will be useful to you as you go about your daily business of "Spotlighting Counties."

"Spotlighting America's Counties"

- ☐ Total number of county-type governments in the United States 3,139
- ☐ Total number of counties with functioning county governments 3,041
- ☐ Total number of city/county consolidated-type governments 22
- ☐ Independent cities where both city and county government functions are provided by the city. 44

These statistics contain the latest county count and include our newest city/county consolidation, the city of Athens and Clarke County, Ga.

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☐ NACo President Mike Stewart talks on the importance of volunteerism in his new column, "Leader's Forum."

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☐ Congressional budget negotiators are down to the wire, how will the Middle East crisis affect badly needed money at the local level?

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INSIDE

☐ Technology is the subject of this issue's special report.

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☐ Get the latest news from the Center for County Health Policy and on the 75th Anniversary of the International City Management Association (ICMA).

See inserts

Leader's Forum

The citizen volunteer is awaiting your call

By D. Michael Stewart
NACo president

One of the happy incidents of public service is to invite others to join you. Most elected officials began their careers as volunteers in a petition drive, an advisory board or a community-based agency. In fact, many elected officials, in light of their pay and part-time status, are basically volunteers.

But to invite others into public service as citizen volunteers is a smart, cost-effective and heartfelt way to do the business of local government.

Involving the public in service is pure American spiritedness. In wartime or peacetime, citizens have made the difference in the outcome of major crises. Thomas Jefferson felt that whatever the crisis, America would not falter if citizens kept their "virtu," by which he meant the spirit of public participation. Travelers from abroad in the 19th century felt that the key to American genius was our ability to organize into associations to meet pressing community needs.

Touching examples of volunteerism run through our history such as when an infectious epidemic struck Philadelphia in the late 18th century. Only free black volunteers dared come to nurture the city's victims.

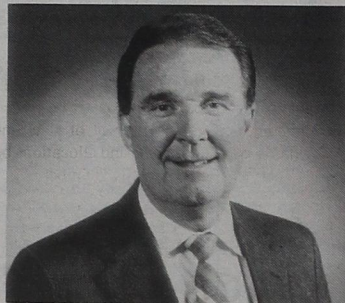
To volunteer is to do good deeds without the prospect of reward. It means to see a need, then fill it. Good reasons abound for volunteer programs in the county government. Foremost is that we are in the service business. We deliver services unique to government and to the community at large. Beyond that, volunteerism in counties is smart government.

First: It's good therapy. It involves people in people's lives. It's good for the helper as well as the helped.

Second: It invests the community in itself. Personal fulfillment, pride and ownership in a community follow involvement.

Third: People feel better about a government which adopts this humane approach — an approach which involves others in the process of governing.

Fourth: Volunteers are a source of ideas for problem solving.



D. Michael Stewart
NACo President

Fifth: Volunteers become advocates and defenders of ideas proposed by officials, thereby enhancing government's credibility.

Sixth: Volunteers are cost-effective, appear to be cost-effective to the public, and are an additional resource when revenues are thin.

Seventh: Volunteers will dare to do things officials and rank and file never dreamed possible.

Volunteers can work well with merit employees; volunteers can be insured against liability; and volunteers need not be a threat to labor associations (many of whose members are volunteers themselves). Yes, volunteers can serve in any county agency or program. From human services to technical and professional services, volunteers do the job.

Volunteerism in counties works best where there is a calling, a job description, a defined length of service and a simple system of recognition and appreciation.

Following NACo's announcement in July at Miami to move volunteerism forward in America in the 1990's, a health director returned home and organized medical doctors in his community to provide indigent walk-in services on Thursday and Saturday afternoons. Adopt-a-highway programs, adopt-a-pet, foster grandparents, the manning of information desks, mounted riders to patrol parks, neighborhood councils, and advisory boards for scores of county services are a sampler of what counties are currently doing.

Models exist to emulate as seen in NACo's Achievement Award program. In Multnomah County, Ore., volunteers work in the budget process. In Allegheny County, Penn., volunteers serve on an air pollution hearing board. Forsyth County, N.C., created a MANTALK program where volunteers serve as adult male role models for youth. In Macomb County, Mich., volunteers update files and screen clients eligible for holiday assistance, toys, etc. Volunteers are recruited through public service announcements on a regular basis in Salt Lake County, Utah.

When President George Bush spoke of 1,000 Points of Light, little did he realize who would be listening — country leaders who knew volunteerism. Let's return to him a dividend — go even farther this year and return a dividend of 3,000 Points of Light by instituting new projects and programs, even expanding existing programs and shedding some new permanent light.

Because counties have such diverse and wide responsibilities, we are the natural linkage to generate a new spirit of volunteerism and public service. If each NACo member county introduced two new volunteer initiatives to involve the talents, time and interest of citizens, we can reach far beyond the 3,000 Points of Light objective. Above all, we will reaffirm Jefferson's faith in those of us who are charged to keep democracy cooking.

Henry Thoreau urged mid-19th century America to be not just good, but good for something. Let's make this year a muscular year for public service and volunteerism, helping thousands to help themselves as they help others — reaching to be not just good, but good for something.

NACo ON THE MOVE

◆ While vacationing in Martha's Vineyard last month, legislative staff **Michael Benjamin** joined Health and Human Services Secretary Louis Sullivan in his Second Annual Vineyard Power Walk where he had a chance to informally talk over NACo issues with the secretary ... **Benjamin** met with representatives of public and private sector organizations, Aug. 9, over the possibility of establishing a federal commission to study domestic refugee resettlement in the United States.

◆ In a meeting with the Treasury Department's Assistant Secretary for Tax Policy, Ken Gideon, Sept. 4, legislative staff **Susan White** and other public interest group lobbyists talked about the administration's stance on tax deductibility ... **White** attended the weekly meeting of the Double Taxation Coalition later that week ... Also that week, **White** and legislative staff **Tom Joseph** went over tax and health issues with Senate Finance Committee staff.

◆ Legislative staff **Haron Battle** recently met with other local government representatives to outline a new housing program ... **Battle** also participated in the annual executive retreat of the National Community Development Association to formulate recommendations for the congressional Conference Committee on the housing bill ... Staff from the House Housing and Community Development Subcommittee met with **Battle** and other public interest group officials who expressed concern over proposed regulations by the Office of Management and Budget for the small cities Community Development Block Grant (CDBG) program.

◆ Linda Lewis, assistant deputy director for treatment of the White House Office on National Drug Control Policy, spoke with legislative staff **Tom Joseph**, Aug. 30 ... **Joseph** spoke with Mike Hall, chief staff person for the Senate subcommittee on health appropriations, Sept. 6. ... Members of the National League of Cities' Human Development Steering

Committee heard from **Joseph** on health issues, Sept. 7.

◆ As part of the Job Training Partnership Act (JTPA) Alumni Week, Aug. 27-Sept. 3, **Jerry McNeil**, NACo Employment and Training Project (ETP) Director, attended a luncheon honoring them in Jackson County, Mo. and spoke at a meeting of the San Diego County, Calif. Private Industry Council ... Research Associate **Stephanie Helline** gave an update on JTPA amendments and an overview of the Joint Opportunities and Basic Skills (JOBS) Program last month at the Idaho State Association of Private Industry Councils meeting.

◆ NACo officers have been busy over the last few weeks ... President **Mike Stewart** spoke at several state association meetings, including North Carolina, South Carolina, Alabama and Arkansas. Editorial Board meetings were held with the Asheville Citizen-Times (N.C.) and the Birmingham News (Ala.) ... First Vice President **Kaye Braaten** attended meetings in Washington, D.C. with the Corporate Partnership & Technology Focus Group and the National Civic League's Health 2000 Conference ... The entire Executive Committee came to NACo Headquarters last month for committee business and met with White House intergovernmental staff, Bill Canary and Deb Anderson.

◆ Research Director **Jim Golden** and Deputy Executive Director **Ed Ferguson** represented NACo at the American Political Science Association conference in San Francisco, Calif., Aug. 31-Sept. 1, where they participated in panels on research and county government.

◆ Legislative staff **Barbara Paley** attended a meeting of the National League of Cities' Energy, Environment and Natural Resources Steering Committee, where the reauthorization of the Resource Conservation Recovery Act (RCRA) was on the agenda.

◆ New NACo Fellow **Roy Hamilton** met with officials from the Agriculture Extension Service, Aug. 27, where outgoing Fellow **David Zimet** shared his accomplishments with NACo.

(Compiled by Susan D. Grubb)

Proposed JTPA amendments threaten local control

"The proposals which have been put forth by the House Committee on Education and Labor would severely reduce local control of Job Training Partnership Act [JTPA] programs," commented Larry Jones, NACo associate legislative director for employment, after releasing NACo Alert on H.R. 2039, the committee's proposed JTPA amendments.

The Alert urges local elected officials and private industry council (PIC) members to meet with and write to their representatives and members of the House Committee on Education and Labor to urge opposition to H.R. 2039.

"The proposal to require that our administrative costs be based upon a rate of expenditure, rather than our grant award, as has been the case since the inception of JTPA, will play havoc with our accounting systems and make it very difficult to conduct our monitoring and contracting activities."

"What the committee has proposed to do is to give us a little by raising the administrative expenditure from 15 to 20 percent and then

take it away by requiring that it be based on expenditures rather than allocation," said Norm Hill, the National Association of County Training & Employment Professionals' representative to the NACo Board of Directors.

Other amendments would:

- require service delivery areas and states to adopt Office of Management and Budget circulars on procurement and contracting, se-

verely hampering local procurement and contracting procedures;

- strengthen the power of governors to take over the administrative responsibilities for SDAs which experience financial problems or do not meet performance standards while removing local appeal rights;

- grant state's the right to impose training curricula and administrative competency standards on SDAs;

- restrict client eligibility by requiring that 50 percent of all youth and adult participants have additional barriers to employment in addition to being economically disadvantaged;

- impose formula changes on Title IIB and the new IIC year-round youth program by requiring that 60 percent of state and local allotments and allocations be based on the relative number of economi-

cally disadvantaged persons within the state or local job training service delivery area;

- alter the composition of the PICs to require that they include representatives of rehabilitation and welfare agencies, and representatives of older workers; and

- mandate that local programs spend at least six percent of their funds on job training for "older workers."

Idaho Association of Counties welcomes new director on board

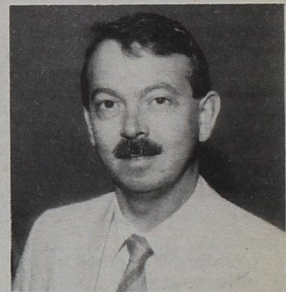
Daniel G. Chadwick has been appointed as the executive director of the Idaho Association of Counties (IAC). Chadwick served for five years as a deputy of the Idaho Attorney General's Office; first as legal counsel for the Idaho Department of Education and then for the Intergovernmental Affairs Division. He was appointed as the deputy prosecuting attorney for Payette County in 1983 where he also maintained a private law practice.

"Dan Chadwick established an excellent record of counsel and service to Idaho's counties," said Shirley Povlsen, IAC president. "He has demonstrated his expertise in municipal law and provided valuable assistance to county officials through counsel and training efforts. We at the IAC are pleased to have Dan as our executive director and know that his extensive knowledge gained through the Attorney General's office and prior

experience will be very beneficial to the counties of Idaho."

Chadwick is a member of the Idaho State Bar and is licensed to practice law before all Idaho state courts, the federal district court for Idaho and the 9th Circuit Court of Appeals.

An Idaho native, he attended the University of Idaho where he received his bachelor of arts degree in political science in 1979 and his law degree in 1982.



Daniel G. Chadwick, new director of the Idaho Association of Counties.

Picture The Future

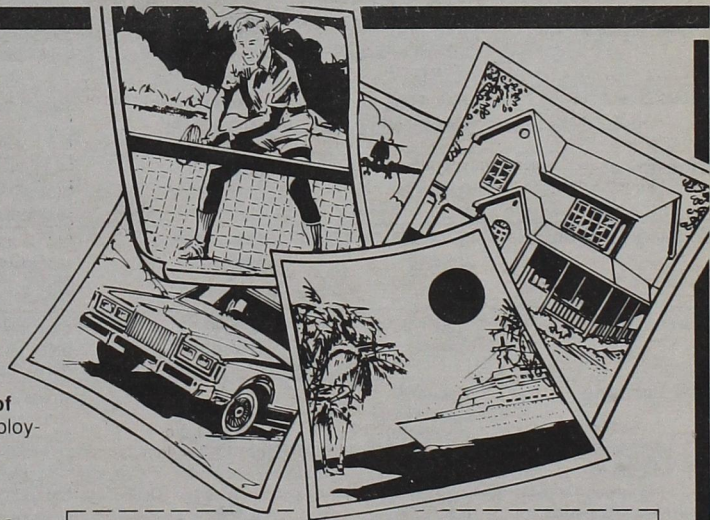
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Each employee's financial circumstances will differ, but The NACo Deferred Compensation Program can help all employees see if they can afford to make these pictures come to life for them.

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REPRESENTING _____

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Congressional Boxscore Status of Major Bills Affecting Counties (as of September 10, 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 com- plete; awaiting presi- dent'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 ex- pected in September
Tax-Exempt Bonds	Numerous bills introduced	Numerous bills introduced	Action by tax com- mittees awaits bud- get negotiations

Exec. Committee sets new project for program year

By Beverly A. Schlotterbeck
editor

Look for a new leadership training program at the next Annual Conference, the creation of a Past Presidents Council and special recognition for "county heroes" in County News. These are among several projects instituted by the Executive Committee when it met in Washington, Aug. 12-14.

The meeting, which focused on organizational matters, resulted in a lengthy workplan that also includes the establishment of the NACo Debates at the Legislative and Annual conferences, a repeat of the Infrastructure Workshop at the Legislative Conference, an early fall retreat for the full NACo staff and an immediate name change for the Committee on Committees. It's now the Policy Coordination Committee. (The committee, with NACo officers and steering committee leaders as members, reviews all steering committee resolutions before they are presented to the

Board of Directors and general membership for final approval.)

The "county heroes" program will honor congressional and general agency personnel who are especially supported, assisted or championed the causes of government. The first recognition event will occur at the Legislative Conference. Preliminary plans for the selection committee include state association executive representatives from the National Association of County Information Officers and NACo staff.

The NACo Debates, slated to premier at the next Legislative Conference, March 15-19, will be modeled after those sponsored by the League of Women Voters' presidential debates and panel of questioners drawn from the news media.

The Committee also put in motion the development of a monthly county fact sheet which will appear in County News and be distributed to major media outlets for possible publication.

County News

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COURAGE TO DEFEND THE PUBLIC INTEREST"

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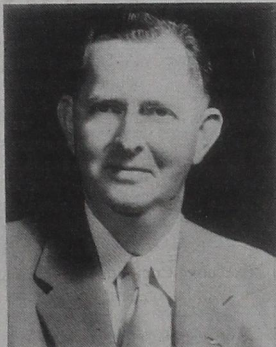
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Dan Gray, 1960 NACo president, dead at 82

By Jill Conley
staff writer



Dan Gray, in a 1955 photograph. The popular NACo president was credited by many of his peers with setting NACo upon its present organizational foundation.

Ask anyone affiliated with NACo who knew Dan Gray what they remember about him and they will say, "He was a wonderful man who cared more about county government than just about anybody you ever met." Generally they will add, "He was very instrumental in making NACo what it is today."

Gray, who was NACo president in 1960, died July 23 in Jacksonville, Ala.

Gray's association with NACo dates back to the 1950s when the organization was called National Association of County Officials (NACO) and was run by a part-time Washington lawyer, Keith Sigmiller. At that time officials became members by paying individual annual dues.

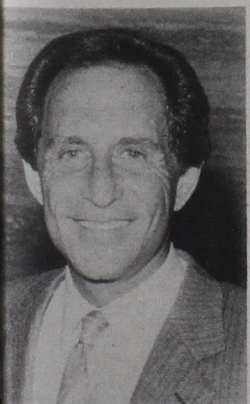
In 1956, Gray was one of the primary organizers of a NACO meeting in Birmingham, Ala. Legend has it that he personally financed a large portion of the meeting. It was at that meeting that the Birmingham Resolution was passed. The resolution raised membership dues from \$4 to \$6 per person so that a full-time executive director could be hired to oversee NACO activities in Washington.

In 1957, Bernard F. Hillenbrand became NACO's first executive director and opened shop with one support person in a small office that was once a laundry room for the Mayflower Hotel. NACO has come a long way since those days and many believe that Dan Gray played a major role in the process.

Gray became the association's president the same year John F. Kennedy became president of the U.S.

See GRAY, page 6

Rubin represents counties at U.N.



Harvey Rubin, commissioner Dade County, Fla.

Former NACo president Harvey Rubin, commissioner, Dade County, Fla., represented America's 3,000 counties at the United Nations during the first World Congress of Local Governments for a Sustainable Future, Sept. 5-8. Local government leaders from more than 30 nations gathered to hear and react to the release of the United Nations Environmental Programme's preliminary set of global targets for the reduction, reuse and recycling of solid waste. The conference was also the launching pad for the creation of a new International Secretariat for Local Environmental Initiatives to implement local strategy.

Rubin was appointed to represent the nation's counties by NACo President Michael Stewart.

Congressional Honor Roll

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

House of Representatives

Alabama
Arkansas
California

Florida
Georgia
Illinois
Indiana
Iowa
Kansas
Louisiana
Maryland
Michigan

Missouri
New Hampshire
New Jersey
New Mexico
New York

North Carolina
Ohio
Oklahoma
Pennsylvania

South Carolina
Tennessee
Texas
Virginia
Washington
West Virginia

Bevill, Browder, Callahan, Flipflo, Harris
Robinson
Bates, Boxer, Brown, Dornan, Fazio, Lewis, Martinez
Shumway
Lewis, Young
Barnard, Hatcher
Collins, Costello, Martin
Burton, Jacobs, Jontz, Hamilton
Leach
Roberts
Baker, Boggs, Huckaby, McCrery, Tauzin
Cardin, Morella
Broomfield, Carr, Ford, Henry, Kildee, Levin, Schuette, Vander Jagt, Wolpe
Skelton
Smith
Dwyer, Gallo, Hughes, Pallone, Payne, Roe, Torricelli
Richardson
Boehlert, Downey, Horton, Martin, McGrath, McNulty, Mrazek, Paxon, Rangel, Slaughter, Towns, Walsh
Clarke, Jones, Lancaster, Price, Rose, Valentine
Feighan, Traficant
English
Borski, Coyne, Gekas, Kanjorski, Kolter, McDade, Murphy, Weldon
Derrick, Patterson, Spence
Clement, Gordon, Tanner
Bustamante, Chapman, Frost, Smith, Wilson
Olin, Wolf
McDermott
Wise

Senate

Alabama
Arkansas
Colorado
Hawaii
Idaho
Illinois
Kansas
Kentucky
Louisiana
Maryland
Michigan
Minnesota
Mississippi
Missouri

Heflin, Shelby
Bumpers, Pryor
Wirth
Inouye
Symms
Dixon
Dole
Ford
Breaux
Sarbanes
Riegle
Boschwitz
Cochran, Lott
Danforth

New Hampshire
New York
Oklahoma
Rhode Island
Virginia
Washington
Wisconsin

Rudman
D'Amato
Nickles
Chafee
Robb
Gorton
Kasten

Budget negotiators face worsening outlook

By Kathy Gramp
budget analyst

Budget negotiations resumed September 7, at Andrews Air Force Base outside of Washington. The prospect of an "Andrews accord" may be especially apropos, given the dramatic effect that the Persian Gulf crisis could have on both the economy and the federal deficit.

Iraq's invasion of Kuwait has derailed earlier economic forecasts. Many economists caution that the jump in oil prices could increase the risk of a recession by boosting inflation and draining

consumers' spending power. Right now, analysts are hedging their bets on whether the economy is headed for a slump or a slowdown. The volatility in stock and bond markets reflects this uncertainty.

What is known is that higher oil prices will add billions to the federal deficit. According to press reports, the administration has estimated that a \$10 increase in the price of a barrel of oil could cost the government \$25 billion to \$30 billion in lost revenues and higher spending.

America's military and economic intervention is also pushing

the deficit up. FY91 deficit projections have been raised by \$1 billion because Iraq is unlikely to repay its loans while economic sanctions are in effect. Likewise, military support in the Gulf could cost \$11 billion, or more, depending on the length and scope of U.S. involvement.

Thus, the "line drawn in the sand" has put the budget negotiators on even more tenuous ground than before. Their espoused goal of saving \$50 billion in FY91 was based on assumptions about the economy before the Gulf turmoil. Now that goal may have to be low-

ered to accommodate the uncertainty in the economy. Some have argued that the package should still pursue the five year goal of saving \$500 billion, even if the short term targets are pared back.

Most congressional leaders stayed mum on their plans for the summit while the Gulf crisis unfolded in August. One exception was Rep. Newt Gingrich (R-Ga.), who reiterated his opposition to tax increases and blamed the Democrats for the impasse on the budget.

During an Aug. 14 press conference, President Bush also chastised the Democrats for the slow pace of the budget talks. He restated the administration's resolve to go forward with massive automatic cuts ("sequestration") unless a deficit reduction package is enacted by the beginning of October.

The Office of Management and Budget's (OMB) Aug. 20 "snapshot" confirmed the prospect of a \$100 billion sequester if the deficit limit in the Gramm-Rudman-Hollings (GRH) law remains at \$64 billion for FY91. The updated forecast pegs the FY91 deficit at \$169.7 billion, assuming that Congress reauthorizes the food stamp program, but excludes the cost of the thrift bailout from the GRH calculations.

Under the new projections, a \$106 billion sequester order could cut non-exempt domestic programs by 40.7 percent. Because the president opted to exclude some or all military personnel from a sequester

on Aug. 9, funding for the remaining defense programs would fall 43.6 percent. Most agree that of this magnitude would be unacceptable to both the White House and Congress.

Hoping to avert a sequester, negotiators adopted an ambitious timetable for enacting the budget package. As County News went to press, they had given themselves eight days (until Sept. 14) to reach an accord and ratify a budget resolution.

That would leave a little over two weeks to enact appropriate legislation before the fiscal year starts on Oct. 1. Similarly, the House and Senate are being asked to pass reconciliation bills (on tax and entitlement measures) by Sept. 24, and a conference agreement by Oct. 2. A temporary sequester would take effect immediately unless the deadlines are met.

To keep the pressure on negotiators, OMB directed personnel offices to notify federal employees that they could be furloughed for 22 days or more a year unless negotiators act to prevent a sequester. Notices went out before the end of August.

While seeming premature, the furlough threat is one sign of the clamping down on agency budget spending enactment of an agreement. If the Oct. 2 deadline slips, agencies would have to impose funds (i.e., not obligate money) in anticipation of a final sequester taking effect Oct. 16.

BUTTE COUNTY from page 1

from the governor which Butte County Deputy Administrative Officer Starlyn Brown says contains an offer of approximately \$7 million from the state.

Deukmejian's proposal, however, is predicated upon several contingencies, among them voter approval of a jail bond. Voters rejected such a measure in June. Brown also said the figures upon which the proposal is based are inaccurate.

The county board directed Butte County staff to prepare a counterproposal which they were to review late in the afternoon of Sept. 7, thereby preempting a bankruptcy filing on that date.

"If the board approves sending a counterproposal to Deukmejian, I don't expect the governor to reply by 5 o'clock [Sept. 7]."

Butte County came close to declaring bankruptcy in 1989, but the state deferred a \$2.8 million fire protection payment and sent in independent auditors to examine

the county's books.

In January of this year, the independent audit ordered by the state exonerated the county as a cause of

its financial woes and pointed, instead, to state-mandated programs as the principal cause of the county's budget crisis.

Stewart forms new tech focus group

NACo President D. Michael announced last week the creation of a Focus Group on Information Management and High Technologies to be chaired by NACo First Vice President Kaye Braaten, commissioner, Richland County, N.D. Stewart said he established the committee to forge closer ties between the association, its member counties and the high tech industry. Initial plans call for the committee to explore technology's current impact upon the nation's counties and to identify new ways through which both counties and high tech firms can better serve public needs. In addition, the committee will establish avenues through which NACo can use and learn from technological advances.

Among the committee's first actions, Stewart said, will be the establishment of formal relationships between NACo, Public Technologies, Inc. (PTI) and the Government Technology Conference. (See story on PTI, page 9.) The select committee is an offshoot of last year's Media and Technology Focus Group created by Immediate Past President Ann Klinger. Braaten also chaired that group.

AIDS from page 1

able within 90 days after the money is appropriated. The other half will be distributed to the 16 areas on a competitive basis. For FY91, the metropolitan areas to receive funds are: Atlanta, Boston, Chicago, Dallas, Ft. Lauderdale, Jersey City, Houston, Los Angeles, Miami, Newark, New York City, Philadelphia, San Diego, San Francisco, San Juan and Washington, D.C.

A second major title of the bill authorizes \$275 million in state grants to operate up to four programs. These programs include funds to develop HIV care consortia, home and community-based care services, continuity of health

insurance coverage and treatments for low-income individuals. States are not required to implement all four programs under this title. If a state has at least one percent of the nation's AIDS cases, at least 50 percent of these funds must go to developing consortia. States must match, in cash or in-kind, \$1 for each \$5 in federal funds in 1991, rising to \$1 for each \$2 in 1995.

The third title authorizes \$305 million in state grants for early intervention services, including counseling, HIV testing, referrals for health and support services, clinical services, medical evaluations and treatment. The same

matching formula as Title II applies to this program.

A fourth title contains a variety of miscellaneous provisions, including a study on AIDS in rural areas, pediatric AIDS demonstration grants, and grants to state and local governments for notifying emergency response employees of potential occupational exposures to infectious diseases.

Action on the legislation now turns to the appropriations process. The House and Senate are expected to provide some funding for the bill, but it is very unclear how the budget summit and the crisis in the Middle East will affect the process.

GRAY from page 5

United States. Seeing NACO as a vehicle for multiplying the political power of individual counties, he met with Kennedy and his cabinet member several times that year forging a strong bond between NACO and the White House.

The five-term Calhoun County, Ala. Commission chairman, who also served as president of the Association of County Commissioners of Alabama, had a simple philosophy of local government. "Growth and general development are the greatest things that have occurred and can occur, said Gray in a 1970 interview. "I think government should be a sign of progress moving forward for a greater time for our people."

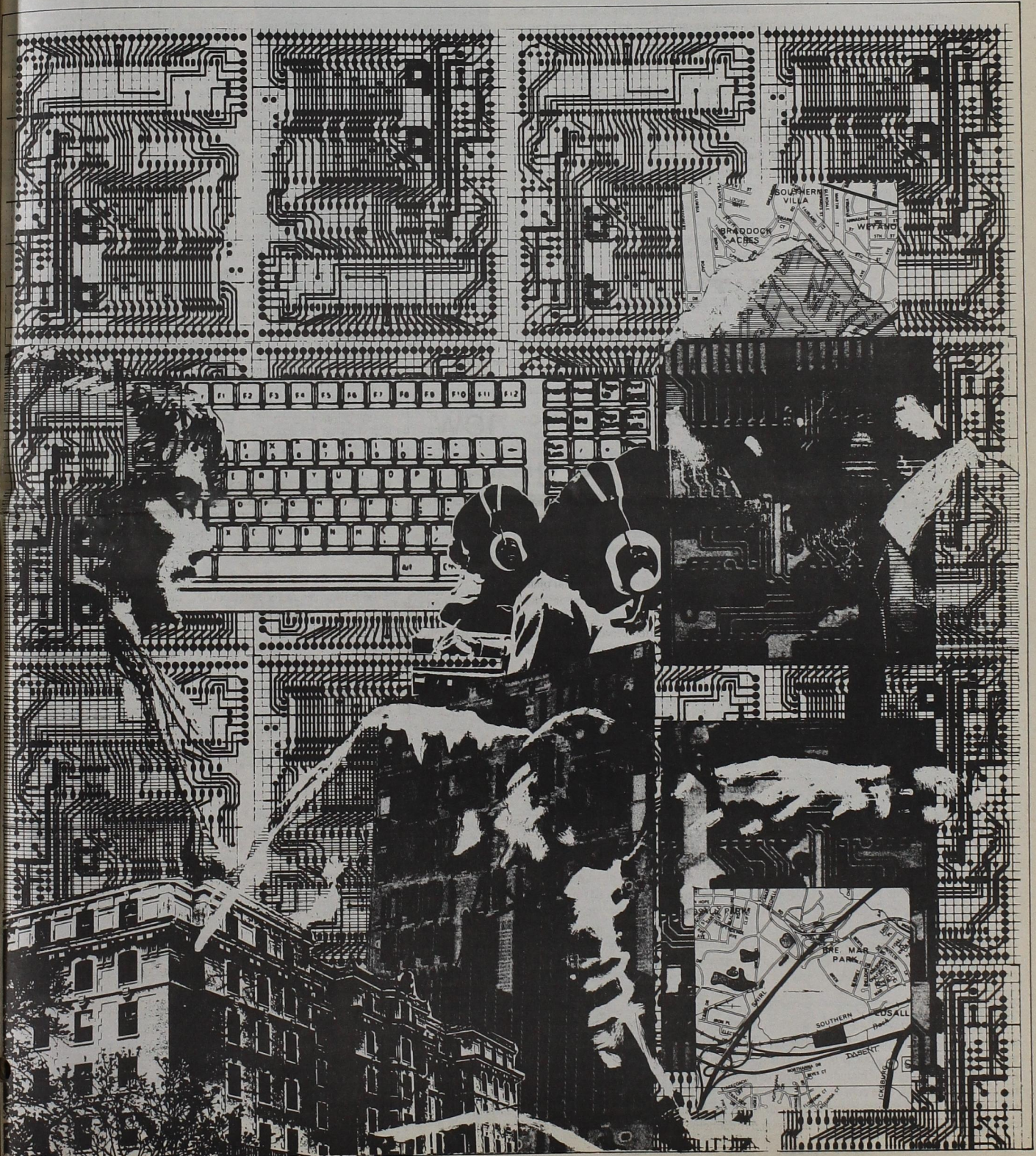
Gray was born in Jacksonville June 20, 1908 and attended Jacksonville State College before joining the staff of McClellan's, a national chain of variety stores in

1926. By 1936, he had risen to district superintendent and merchandise manager of the company's stores in the Southeast. After serving in the Army from 1943 to 1946, he opened Gray Mercantile Co. in what was a former McClellan's store.

Gray was involved in an impressive array of civic and business activities along the way including the vice presidency and directorship of a bank, the vice presidency of a realty company and the command of American Legion Post 57 in 1951 and 1953.

He was a member of the First United Methodist Church in Jacksonville, the Zamora Shrine Temple, the Rotary and Exchange clubs, and was the recipient of the Exchange Club Book of Gold Deeds. He is survived by his wife Martha Gray and a sister, Robert Gray of Jacksonville.

Special Report: Counties and Technology



Technology and counties: Where's the fit?

By Costis Toregas
president, Public Technology, Inc.

There are no magic answers to these difficult questions, only principles of personal belief.

Technology: a word that conjures up a magic kingdom of computer screens and gleaming test tubes ... of comic book characters in white smocks rushing about with robotic arms. Is this true? If so, what are these words doing in the pages of *County News*?

Well, the imagery is partly true and partly false: True, because to a lot of commissioners and county staff, technology still represents that frontier where things change all the time, where the user manuals take days to understand and where the choices are so difficult to make that we so easily dismiss them with a wave of indifference. "That's technical," we say, and move on. And yet, it better not be true, because technology has its arms solidly around every single major county function and policy issue there is! Let's test it by exploring a few "burning issues" in county government today. Let's go "technology hunting" and see what we pull out:

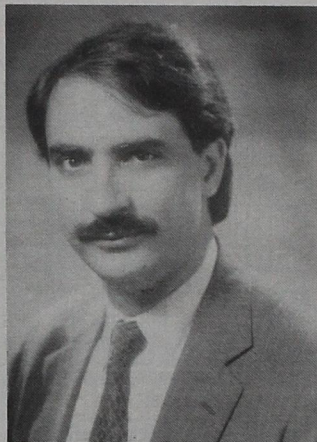
Solid Waste Management — From understanding combustion technology to economic curves predicting the behavior of recyclable markets in paper and aluminum five years out, the issue of garbage can no longer be buried; solid waste management needs a deep understanding of civil and environmental engineering, economics and a strong dose of political reality!

Environmental Protection — To those of us that have had to fund, assess and react to Environmental Impact Statements from various development options in the county, it has become clear that "ppm" and "eco-system" are more than textbook words; they are part of responsible county government.

Jobs — One look at the modern opportunities in job training brings us with a whoosh to the world of computer-aided instruction (CAI), interactive video technology and the potential of television as an interactive tool for training the hard-to-reach. No longer can we look at a target number of trainees and blindly approve a contract; we now have to understand curriculum, intent and delivery mechanism.

Welfare — Apart from the significant policy debate over the manner in which welfare programs are directed, we are increasingly relying on massive computer-based "platforms" for cost-effective delivery. From automated systems that can track a client throughout the maze of county, city and federal programs to small "smart cards" that can make the job of benefit receipt easier to account, more convenient and more humane for the individual, our entire approach to effective benefit provision is slowly turning to that environment; the number of participants and increasing program complexity mandate it.

Public Safety — Overloaded jails have intensified our attention to modular construction techniques and non-traditional incarceration methods like telecom-



Costis Toregas
president, Public Technology, Inc.

munication-based bracelets that make home detention a realistic strategy for certain classes of offenders. At the same time, the telecommunications revolution has led to a massive new set of options in the public safety communications arena.

The intent of these few examples was not to be comprehensive. PTI's SOLUTIONS program uncovers some 600 excellent ideas from the innovative application of technology in county and city operations every year (and is made available as a compendium to all public officials!). Library services, street maintenance and internal functions all benefit from, or are threatened by, the incessant march of technology. Technology management is no longer a luxury for the few, but a mandate for all progressive county leaders.

However, there is an important question yet to be answered: How shall we manage this technological explosion? Must all county commissioners suspend "operations as usual" and take a few years to bone up on the technology issues of the day? Or, do we turn over the reigns of government to a "technocracy" that understands these technical issues and begins to impose a new, chilling agenda that is perhaps not related at all to the vision of our elected leaders?

There are no magic answers to these difficult questions, only principles of personal belief ... and let me offer the *County News* readers my own:

A commitment to become involved

It is time for all NACo leaders, to understand the degree to which county business has indeed become "infiltrated" by new technology and to resolve to become involved in the technology arena, personally, and with an open mind.

Shaping the role

Being involved in technology issues does not mean a direct schooling in the technology

at hand. Rather, it means being able to articulate in clear, unambiguous words the any technocrat can understand what the policy objectives of the county are, and the ability to become involved in a technology response throughout its development.

The traditional role of the county commissioner is a morbid one: At the end of a long, technology-dominated process, where the options are chillingly few, all appear to be losers, with the price tags astronomical. It is the opportunity for rethinking the problem gone. This second principle says the opposite: Become involved early on, stay involved and maybe the end result will be closer to your personal goals.

Where do we go?

Technology will be giving counties new ways to offer services and move forward in the 21st century. PTI research has uncovered many new technologies that fulfill the promise in fields as diverse as selling information to targeted groups, finding markets for recyclables and shrinking welfare benefit paperwork to a small, credit card-sized computer that can be carried about by the recipient! The challenge will be to have a clear understanding of where the county wants to go rather than react to daily crises.

Two such directions make up the private vision of managing technology that we have come to call public enterprise: Serve the citizen as if they were the customer, and look aggressively for new profit opportunities that will replenish the till and enable us to reinvest in our communities rather than to look for handouts from the states or the federal government. Each county may consider the public enterprise vision or any other sharply defined direction and adopt it as a direction.

How to move

Finally, one needs to establish a plan for bridging the entire county forward to these modern times. It is not enough for one or two sharp people to become technology gurus. I'd suggest that county leaders consider approaching all major issues of concern from a new perspective: Instead of looking for sectoral, departmental solutions, the orientation should be a single, citizen approach. Instead of turning over a crime problem to the sheriff and a welfare problem to the welfare agency and a tax problem to the finance department, we might be able to achieve far more if we assembled these departments together and addressed the issues from the viewpoint of the county resident. Then technology-based solutions could have the best chance of solving these intricate, interconnected issues from the word go!

And the role of policy, administration and service provision should be clearly articulated in each major county issue from the beginning. No more should we be giving ticking time bombs at the end of technology-rich, but policy-poor processes. New ways to organize for this approach will

See PTI, page 10

A word about Public Technology, Inc.

Established in 1971 by major associations of state and local governments (including NACo), Public Technology, Inc. (PTI) has grown to serve more than 150 cities and counties in the U.S. and Canada. PTI is an association of local governments dedicated to helping its members improve services in their communities and increase revenues through the use of technology and management systems.

PTI serves as the non-profit, research, development and commercialization arm of the National League of Cities and the International City Management Association.

PTI's members are committed to creating solutions to national problems through innovative approaches including "public enterprise" strategies. Public enterprise allows jurisdictions to use local government assets, such as rights of way, information, or land, to provide services and to generate new monies so that services can be enhanced. It helps to strengthen the financial position of a local government allowing it to use its own assets to create profit opportunities so that the public might be better served.

Public enterprise examples abound with counties. Prince Georges County, Md. has developed a court information system that allows lawyers to easily obtain docket information without leaving their office. While this information can still be obtained at no cost by traveling to the courthouse, as an enhanced, value added service, the county expects to earn revenues substantially above the cost of operation.

After a change in Florida law, Dade County now serves as a software vendor, offering systems complete with installation services, training, warranty and maintenance. Dade also operates an on-line public access system that allows for access to five applications via telephone, freeing the staff to do other work while also generating

revenue for the county.

PTI has developed its own public enterprise programs including the successful year-old long-distance pay phone rate agreement with AT&T which has already return millions to counties and cities, and an about-to-be-launched agreement with IBM to market the "24-Hour City Hall/Courthouse."

PTI is actively pursuing other programs such as: aggregating recyclables to create a long-term revenue stream for local governments as well as removing these products from the waste stream, and a television training program, the local government broadcast network, to be launched by year's end.

New linkages to NACo

PTI is also moving toward reestablishing formal linkages with NACo. John Thomas, NACo executive director, has been invited to attend the next PTI board meeting in Chapel Hill, N.C. in October.

PTI's President Costis Torgas recently made a presentation to the NACo Media and Technology Task Force. And, PTI staff recently attended the NACo Annual Conference to share information about its programs.

The direction for creating a stronger linkage is set—and while our programs have always served counties, a formal relationship between the two organizations will ensure that the county agenda is more closely tied into PTI programs.

PTI programs

While public enterprise is a relatively new program direction for PTI, for almost 20 years, PTI has created management tools with its members that are still actively in use by local governments.

The nationally recognized strategic planning process, the Fire Station Location Package and the Fire Master systems, and

Telecommunication and Information Master Planning were developed by PTI to ensure good decision-making. These processes ensure that county elected and appointed officials have access and involvement in developing practical solutions to create the kind of future they want for their county.

Last year, many counties were winners in PTI's nationally recognized Technology Achievement Awards and all members had access to over 500 innovative programs developed by cities and counties to solve local problems. County winners included: Arlington County, Va.; Dade County, Fla.; Montgomery County, Md.; and Prince Georges County, Md. Many counties are active in the three Urban Consortium Task Force programs.

The Urban Consortium is a coalition of very large cities and urban counties working together to address common problems and needs susceptible to technical solutions. Task forces focus on three critical areas of local government: energy, environment, and information and telecommunications.

Leadership

PTI is lead by a seven-member board of directors appointed by the International City Management Association (ICMA) and National League of Cities (NLC) chief executive officers. Board membership includes Larry Brown, county administrator, Hillsborough County, Fla. As PTI parent institutions, NLC and ICMA provide policymaking direction for PTI activities and programs. Member cities and counties provide PTI's core financial support along with revenues from public enterprise programs.

Grants and contracts from foundations, federal agencies, and corporations also support PTI programs. PTI's activities are carried out from offices located in Washington, D.C.

Bar codes simplify jury selection process

By Jill Conley
staff writer

The ubiquitous bar code technology that first appeared in supermarkets, magically calling up the prices on everything from frozen dinners to cotton swabs has found its way into the judicial system in Baltimore County, Md., multiplying the size of the juror pool by eight and reducing the length of juror service from one month to one day or one trial.

Baltimore County is the first jurisdiction in the country to use bar code scanning in the qualification, check-in, payment and tracking of juror movement. This innovation, developed by the county's data processing staff, allows the five-member jury staff to process more than 85,000 juror forms and manage 30,000 jurors who appear annually for service.

Maryland state law requires all prospective jurors to complete a questionnaire to determine their eligibility. Most courts use a two-step process to establish juror eligibility and later, summoning. According to Jury Commissioner Nancy Tilton, this dual process has been melted down to one step in Baltimore County.

All juror forms are now preprinted with bar codes which are assigned to prospective jurors for computer recognition. A quick scan of the code with a laser pen can determine a citizen's qualification and kick out a summons if appropriate. This has not only eliminated a considerable amount of paperwork, but has also reduced postage costs.

For prospective jurors who are qualified for service, additional personal and demographic information must be entered into the data base. To make optimum use of juror availability and to justify

the work required to enter this information into the system, jurors who are not called to report on their initial date of service are recycled through the system and automatically rescheduled for a later date.

Bar code scanning, which also speeds the check-in of approximately 110 jurors daily and tracks juror movement in and out of court proceedings, has received a positive response from data entry personnel. "It has helped to reduce our workload significantly," said Tilton. "We can now see the light of day."

The funding required to implement the bar code scanning system — total costs were roughly \$146,000 — was provided through the county's operating budget. In light of the reduced length of juror service, the judiciary agreed to eliminate a mileage reimbursement to jurors which results in a \$150,000 savings each year.



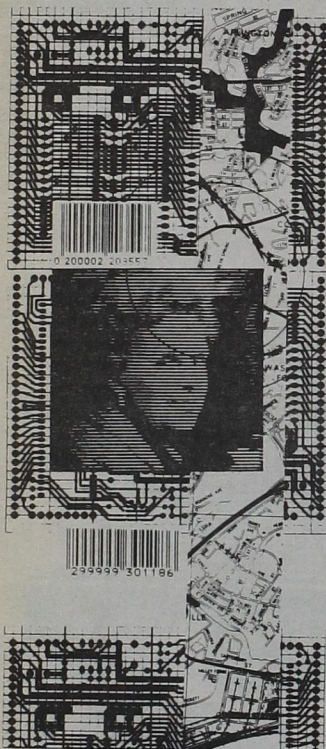
"It has helped to reduce our workload significantly. We can now see the light of day."

Nancy Tilton, Baltimore County, Md.
jury commissioner

ATM distributes welfare benefits

By Susan D. Grubb
staff writer

Using the ATM machine to access welfare benefits is just like accessing any bank account.



It's been said that necessity is the mother of invention. And when, in 1986, Ramsey County, Minn. was informed that its depository bank would no longer handle its public assistance accounts, the county knew it was time for a new approach.

The one it settled upon — a combination of proven technology put to a new use — has put Ramsey County in the running for a prestigious Ford Foundation Innovations in State and Local Government Award. The county — one of 25 finalists from an initial field of more than 1,500 — was chosen as an award candidate for its Electronic Benefits System (EBS), the new approach that wedded electronic transfer technology to the distribution of public assistance grants.

With EBS, clients can withdraw cash from any Automated Teller Machine (ATM) or from one of five Point of Sale (POS) machines, located in check cashing facilities and drug stores, explained Margaret Philben, EBS project manager.

Using the ATM machine to access welfare benefits is just like accessing any bank account — the client enters a personal identification number (PIN), indicates the amount of the withdrawal, and the machine dispenses the cash.

To use a POS machine, the client presents a photo identification card (one is given to every welfare client) to the clerk for

verification. The clerk swipes the EBS card through a card reader and enters the desired withdrawal amount. The client then enters the PIN and receives the money from the clerk.

At this time, EBS is available to all AFDC (Aid to Families With Dependent Children), General Assistance and Minnesota Supplemental Assistance clients in the county. Approximately 11,000 clients currently use the system. Paper checks continue to be issued to about 3,900 clients in residential facilities, and to those who are not physically able to use the machines.

One-hour training sessions are offered to new clients where a video explains how to use the machines, and a model ATM and POS machine are available for practice.

"It's been enormously successful," said Ramsey County Commissioner Diane Ahrens. "Clients are treated like the rest of society, since they have their own account."

Client reaction has been positive as well, said Philben, who cites a follow-up survey indicating close to 90 percent of the clients preferred EBS to paper checks.

"If you went in [a bank] on a [check] distribution day, you wouldn't be able to pick out who has welfare checks and who doesn't," she said. "They like being mainstreamed. It gives them a sense of dignity."

Another benefit is the good banking methods that are taught, she added. "They can manage their money better because they don't withdraw it all at once."

EBS has also been cost-effective. The present system does not exceed the cost of the prior paper check system. For 1990, \$312,000 has been budgeted, with 38 percent coming from the federal government and 62 percent from local government, Philben said.

Ramsey County is currently using a similar system for welfare clients paying utility bills. In the offices of Northern States Power Company, machines allow clients to use their EBS cards as a debit card, deducting the amount of their bill from their bank account.

An electronic system to replace food stamps is also being explored. "An EBS system for food stamps makes a lot of sense," said Commissioner Ahrens. "They don't have to fool with food stamps and neither do the clerks."

Philben envisions a day when the systems will be used for other programs, such as Medicaid and daycare payments. She had inquiries from 30 states, England and Canada, all interested in setting up similar systems in their areas. "In the next five to ten years," she predicted, "we'll see a boom in this."

Winners of the 1990 Innovations in State and Local Government Awards will be announced later this month. If Ramsey County is among the ten winners, it will receive \$100,000.

For more information about EBS, contact Margaret Philben, EBS project manager, Ramsey County Community Human Services, 160 E. Kellogg Blvd., St. Paul, MN 55101, 612/298-5149.

Collier County gets a grip on garbage

By Jill Conley
staff writer

Solid waste managers have long fantasized of a new technology that would make the more than 50 million tons of garbage we produce annually disappear forever without posing a threat to the environment, without requiring new landfill space.

Collier County, Fla. has developed a simple technological process for recovering and recycling materials deposited in old landfills that is saving the county money, creating additional landfill space and eliminating groundwater pollution threats. The Landfill Reclamation Program is receiving attention from waste managers from around the world and was recently selected as a finalist in the 1990 Innovations in State and Local Government Program sponsored by the Ford Foundation and Harvard University's John F. Kennedy School of Government.

The brainchild of Robert Fahey, director of Collier County's Solid Waste Management Department, the Landfill Reclamation Program employs a front-end loader to dig up portions of old landfills. The resurrected materials are dumped onto a large vibrating

screen machine allowing the sand — old fill dirt and waste that has composted over the years — to fall through the openings. An electro-magnetic drum pulls out ferrous metals while a step screen allows the remaining materials to tumble so that plastics and aluminum can be separated more easily.

By the time the process is complete, the material mined from the landfill is separated into four parts. The oversize portion is re-landfilled, the dirt is used as cover material for new landfills, and the remaining materials are recycled or disposed of by a combination of re-landfilling and incineration in a mass burn plant.

According to Tage Bertelsen, solid waste engineer, one of the major advantages of the process is that it has enabled the county to produce its own landfill cover material. Bertelsen estimated that the project is currently producing more than 150,000 tons of fill dirt each year, saving the county nearly \$500,000 annually.

Another major benefit derived from landfill mining is the reduced threat of groundwater contamination. Many of the older, already closed landfills were built before plastic liners were required by law. These landfills put groundwater supplies at risk when rainwater collects toxins as it

drains through the waste. "We can take care of this problem by excavating the potential source of pollution," said Bertelsen. "Once you dig out the waste, the source is gone."

Using the landfill as a giant composting machine the residue not only increases the lifetime of any landfill, but also offers waste managers an opportunity to clean up an old landfill, line it, and use it again and again. "This is the real winner," said Bertelsen. "That's very valuable land."

PTI from page 8

be required. And many counties already have strong experiences along these lines and can share with the newcomers.

Technology is a resource just like water, fuel or land. Unlike these primary resources, technology itself should never be the end of our county search for excellence; it should be a vehicle that we use to help us respond to our customers in a better manner, in a manner more in step with our own vision of service. And in this struggle, NACo will lead the way. Already, a Technology Committee is assembling that will explore closer linkages with PTI and will enable all counties to take better advantage of technology.

Two counties find energy alternatives

By Susan D. Grubb
staff writer

Once again, America is being held hostage to the oil fields of the Middle East. And, once again Americans are realizing they must find new ways to generate and conserve their energy.

Two counties, Broward County, Fla. and Pima County, Ariz., have already begun experimenting and researching energy alternatives.

Broward County, Fla.

Since the Persian Gulf crisis began in early August, the price of gasoline for county vehicles in Broward County, Fla. has jumped from 85 cents to \$1 a gallon. And, the future doesn't look much brighter, according to Commissioner John Hart. During county budget talks last month, he said, the board was advised to add another 20 percent, or \$1.2 million, to fleet fuel costs due to the anticipated drop in oil supplies.

Although the crisis has caught most everyone by surprise, Broward is already experimenting with a cheaper, more plentiful alternative to gasoline — natural gas.

The United States harbors 73 percent of the world's natural gas, Flood explained. "It's a good way to reduce dependence on foreign oil and reduce cost."

Commissioner Hart agrees. "The recent upheavals [in the Middle East] underscore that we're always exposed to price fluctuations."

Broward began fueling some of its public works vehicles with natural gas in 1988.

The converted fleet is made up of utility sign trucks, scissor lift trucks and cars. Gas tanks are mounted on the sides of the cargo bed in the trucks and in the trunk of the cars. When refueling, the gas is pumped into a tube under the hood which runs back into the tanks. The gas from the tank runs through another tube to the engine and into a specially converted carburetor.

For a fleet that racks up about nine million miles a year, the savings have been substantial.

According to Flood, the fuel cost per mile for natural gas is estimated at 4.3 cents per mile, compared to gasoline at 6 cents per mile, based on \$1.25 per gallon. In other words, the cost per mile for natural gas-powered vehicles is equivalent to operating on gasoline at a cost of 90 cents per gallon. This cost advantage excludes the maintenance benefits, such as longer spark plug life, less frequent oil changes and longer engine life.

Although emissions testing has not been done, Flood believes the fleet would show a reduction in harmful emissions since natural gas burns cleaner than gasoline. Florida begins statewide testing next year, Flood said, "and we wanted to have a head start."

Today, more than 24,000 vehicles in the United States and Canada operate on natural gas, about half of them in utility fleets. The

potential number of converted fleet vehicles is estimated at more than five million. In response to tightening clean air standards, converted private vehicles will soon become more common, Flood added. GM and Ford plan to introduce their versions in the 1991 line.

Refueling fleets is easy since they are kept in one central location and can use the same pump. The lack of infrastructure required for fueling private vehicles, and the high costs of expanding this network, remains an obstacle. Flood believes private industry should explore ways to make it more available.

The county works in partnership with Peoples Gas System, Inc., which contributed \$25,000, a fueling facility and technical support. The U.S. Department of Energy, through the Urban Consortium, has agreed to fund efforts in 1991, and more financing is expected from Peoples and the Governor's Energy Office.

Experimentation with alternative fuels and other energy-conserving methods must be taken seriously, Commissioner Hart believes. "In the '70s [during the oil embargo], we talked about alternatives ... like windmills and solar energy. As soon as the crisis went away, everyone blew it off," he said. "Unless we have a long-term crisis we may not get the capital to experiment."

Pima County, Ariz.

Imagine a city run on solar energy, transported by electric cars and characterized by its preserved environment. This may be only a dream in the minds of some, but in Pima County, Ariz., Solar Village, a solar-powered, energy-efficient community, will soon be a reality.

An 820-acre parcel of Arizona State Trust land on Tucson's southeast side is the site of this future village of 5,000-7,000 citizens, which is still in the planning stage. Construction is not expected to begin until 1993 at a cost estimated at \$500 million, explained Wilson Orr, project manager, who has been with the project since its start in 1989.

The objective of Solar Village is to build a community using less energy, creating less waste, costing less to operate and generating fewer harmful effects on the environment.

"We face enormously immense problems in our dependence on foreign oil, and water is scarce in the desert," Orr said. "Tucson doesn't currently have an air [pollution] problem, but we don't want one either."

Houses, condominiums and apartments in the village will run on solar energy and will be equipped with energy conserving features, such as automatic light sensors. Orr estimates this could save homeowners about 75 percent on their electric bill.

To conserve water, the community will use reclaimed water pumped in from Tucson, and other features such as ultra-low flush toilets will be installed. There will be no garbage disposals in these homes, since they use almost three gallons of water a day. Instead, Tupperware-like containers that can



A Broward County, Fla. public works vehicle that runs on natural gas — the tank is located in the trunk.

snap out of the kitchen countertops will be picked up at the curb for municipal composting, as will other recyclables. Orr claims this will save 34 percent of the landfill space in Tucson.

These homes will not be much larger than 2,500 square feet, Orr said, and they will be affordable. He would like to see a young couple be able to purchase a one bedroom/bath home and then add on to it as their family gets larger. The homes will be affordable because they will be energy efficient, he said.

Automobiles in Solar Village will be environmentally-safe as well as energy-efficient since they will run on electricity. An electric car owner himself, Orr explained that these vehicles can travel 60 to 100 miles without a recharge, use 25 percent less energy than gasoline, and use no energy at all when idling at a stop light.

Generating jobs inside the village is another goal.

A small electric car factory could be a possible employer, said Orr, who has approached GM about the possibility. GM is expected to have a prototype vehicle ready by the mid-'90s.

Village electricians and plumbers who will be trained to install the energy saving features can take their skills outside the village to retrofit other existing houses as well. Orr believes that Tucson could save between \$50- \$75 million a year by retrofitting houses with these features.

Entrepreneurial and at-home work will also be encouraged. A business district is being planned to provide office space, and business centers will be constructed for those needing a central place for services such as bulk mailings and copying.

Pima County Manager Enrique Serna sees Solar Village as the community of the future and believes its residents will easily adapt to the new lifestyle.

"Solar Village will identify solutions that are practical and economically compatible

The objective of Solar Village is to build a community using less energy, creating less waste, costing less to operate and generating fewer harmful effects on the environment.

See ENERGY, page 18

E Mail

FAXES

Fiber Optics

Project looks to national data sharing

Local and federal officials are hoping that a joint data automation project between McKinley County, N.M. and the Bureau of Land Management's (BLM) Automation Outreach Program could set a precedent for data sharing between local, state and federal agencies.

BLM's Automation Outreach Program is part of a larger BLM effort to computerize, or convert to a digital format, various types of land information across the country. Once completed, this Land Information System will include data on landlines, road and stream networks, land ownership, geographic coordinates, transportation, mineral leases, mining sites, oil wells, wild life habitats and cultural patterns.

The federal agency is testing the process for this massive effort for the first time in McKinley County, piggybacking upon the county's rural addressing system, which is using computerized mapping to develop and

assign road addresses to its population of approximately 57,000 scattered across 5,442 square miles. The county, located in northwestern New Mexico along historic Route 66 and Interstate 40, is home to Gallup and portions of the Navajo Indian Reservation and Zuni Pueblo.

By using standard digital data conversion routines, the McKinley's rural addressing system will be able to use much of BLM's data to supplement its county-wide data base. In turn, BLM can use McKinley County data to update and broaden its records. "Data sharing can reduce the cost of both initial data automation and data base maintenance," said Sue Adams, publicist for the McKinley County Rural Addressing System.

The intermingling of both data bases is a big bonus to all McKinley County departments, not just its addressing project, according to Richard Friedman, coordinator of the rural addressing system. In the road

department, for instance, the doubled-up data will aid in planning new road alignments. For the county assessor, the BLM connection will save many hours in maintaining current land ownership records. And, because of participation in BLM's Automation Outreach Program, the county will be able to install Enhanced 9-1-1 emergency response services.

In the meantime, both players are testing and documenting their experiences in using state-of-the-art technology and concepts. The process should assist in fine-tuning BLM's system before it goes nationwide in 1992.

For more information about the project, contact: Richard Friedman, Rural Addressing System, McKinley County, Box 30, Gallup, N.M. 87305, 505/863-9517; Ron Fellows, manager, BLM Farmington Resource Area, 1235 LaPlata Highway, Farmington, N.M. 87402, 505/327-5344.

GIS provides tools to get the job done

By William E. Huxford

Inspectors, nurses, garbage collectors, assessors. All are public employees whose work is in the field, traveling to homes and other buildings every day.

County departments assign these people to districts or routes or other small geographic areas. These areas are defined by boundaries. Each nurse, inspector, collector and assessor performs his or her duties in these areas.

The managers of these people are responsible for ensuring that they get their work done. If they don't get their work done, or if they don't have enough work to do, managers hear about it — phone calls from residents, adverse media reports, personnel from other departments. What's wrong? Aren't they doing their job? Are they loafing? Don't they have enough work to do? Do they have too much work to do?

Now, most public employees are conscientious workers who give a day's work for a day's pay. But what is a day's work? Visit all the infants in your district or inspect all the elevators in your district? What if one district has twice as many as another? Often the problem is not the efficiency of the employee, but rather the amount of work assigned to each.

How can there be too much work for some and not enough for others? Because things change over time. Housing values change faster in some areas than others. Building code violations are more prevalent in some areas than others. New buildings are being built in certain areas and demolitions are concentrated in others. People are moving.

Change. That's as certain as death and taxes in a large urban environment. Housing changes, populations change, neighborhoods change. All this change in the physical, social and economic characteristics of areas causes stress on the ability of the government to

conduct business. Stress, that is, unless the government keeps track of these changes and responds by changing too. The term is called "workload balancing."

When one inspection district experiences an increase in buildings and another experiences a decrease, then the workload of the two inspectors assigned to these districts changes, too. When infant population increases in one nursing district and decreases in another, the workload of the nurses changes. When some employees have too much work and others not enough, then their managers must balance their workload.

Thus, public managers are faced with two challenges: how to identify workload changes in their districts, and how to change the boundaries of those areas to get balance back into their employees' workload.

Geographic Information Systems (GIS) provide tools to assist public managers with these problems. The development of computerized data bases that record information about people and property can be combined with hardware and software of computer graphics to evaluate and change the workload assignments.

In the spring of 1984, the city of Milwaukee's Building Inspection managers believed that the workload assignments for their 12 electrical inspection districts were out of balance. A series of reports showing permit and inspection statistics by district revealed that, indeed, there was an imbalance of work among districts. The imbalance was so severe, in fact, that one district had three times as many permits and inspections than another. Since only one inspector is assigned to a district, that meant that one inspector was doing three times the work of another.

Realizing that inspection district boundaries needed to be adjusted, building inspection personnel obtained a map of the city with census tract boundaries and a printout of workload statistics by census tract. Their task was to add the statistics for

groups of census tracts so that the groups have roughly the same numbers. The groups, then, would become the new districts.

It took too long. After 3-1/2 hours of writing numbers on the map, drawing temporary boundaries, adding up the numbers, changing boundaries, subtracting and adding again, the building inspection managers turned to their GIS.

Without a GIS, and using manual methods, adjusting inspection district boundaries to balance workload among Milwaukee's inspectors would have required one full week with all 12 inspectors together in a room, trading cards (one for each permit) until there were 12 even stacks and each stack defined one contiguous geographic area.

Since this process was very labor intensive (480 work hours), and took the inspectors away from their primary responsibilities, it was not conducted very often. As a result, inspector workloads were usually out of balance, causing morale problems in the department. When a GIS was employed to balance the work load, the polygon processing of computerized permit data took four hours — a savings of 476 work hours.

That quantitative benefit of the GIS was 476 work hours, but is that the only value of this GIS application? Since the work load balancing could be done so easily, it could also be done more frequently, keeping the work load constantly in balance. What is the value of constant work load balance?

Surely, the Building Inspection Department would not perform this process as often under the manual method as it would with a GIS method, so the 476 work hours could not be considered a benefit more often than the actual frequency of the manual method. After five years, as Milwaukee's population declined and development waned, the number of permits (and thus inspections) was reduced to a point where the

See GIS, next page

Telecommunications options for counties

By John Plause

director of government marketing
MCI Communications Corp.

New options for smaller agencies

Many of the same services that once were available only to large corporations and government agencies are now available to smaller organizations as well. This includes a slate of calling features that can be tailored to fit specific needs, including new billing and management aids, along with volume discounts based on combined long-distance calls on a flat per-minute rate.

Other features include a "hotline" function that automatically connects the caller to another telephone and remote exchange service, which answers a locally dialed number in a distant location. Charges for these services are consolidated on a single detailed bill delivered on either paper or magnetic tape.

Audio conferencing

Through audio conferencing services, productive meetings can be held with the participants in remote locations. The meeting organizer dials an 800 number and the network operator does the rest, calling the other participants at the scheduled time and connecting them to the conference.

The reach of audio conferences can be expanded through additional options. For instance, citizens can "attend" an agency meeting by dialing into the conference under listen-only feature, with the caller later able to ask questions in a speaking mode. Tape recordings and transcripts of the meeting can be ordered for any needed follow-up or a permanent record of the meeting.

More fax value

The value of the ubiquitous fax machine is being enhanced with network services that control costs while increasing productivity. Through a centralized 800 number, fax messages can be sent to multiple locations simultaneously, saving staff time and cutting administrative costs. Toll-free fax service is available to allow constituents to send messages at no charge to them. Through remote access features, users can even place fax calls from outside their offices.

For management and billing purposes, special ID codes can be assigned to fax calls, useful in tracking who is making calls and to which locations. Fax costs can be charged back to individuals, departments or projects, while preventing unauthorized use. Agencies can restrict fax calls to appropriate personnel and decide in advance which fax destinations can be accessed.

E-mail

As more and more information is generated and stored on computers, "e-mail," or electronic mail, is a popular way of staying in touch. Memos, notes and letters can be forwarded instantly to colleagues and is an effective way to avoid "telephone tag." E-mail users can broadcast information to multiple recipients, regardless of their location, ensuring that everyone gets the

same information at the same time.

Telephone operators are no longer used just to make person-to-person or collect calls. Today's operator services encompass a wide variety of functions, from credit card billing to responding with greetings and other messages customized to particular user organizations. Long-distance operators can route emergency calls directly to local public safety services and arrange for language translation services.

The best news of all

Perhaps the best news for county officials in this menu of new communications systems is that they do not have to become telecommunications experts to realize the benefits of these services. While telecommunications technology is growing more sophisticated with a dazzling array of features, it is also growing easier to use and less obtrusive. The same services that only a few years ago required cumbersome office equipment and an expensive commitment in time and manpower can now be obtained through a quick phone call to outside service providers. More capabilities are being built into the communications network to let users focus on what they do best, their jobs.

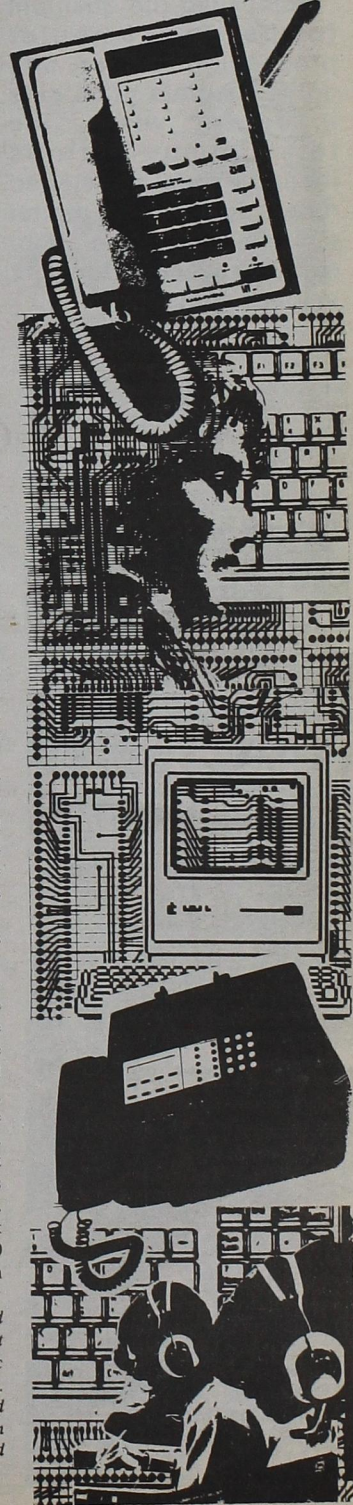
GIS from previous page

redistricting process, using the city's GIS, resulted in 11 districts — one less than before. This reduced the department's operating expenses by one work year, a considerable savings of 1900 work hours per year.

To what extent does the GIS get credit for the savings of 1,900 work hours per year? Without it, the reduction of one district (and thus, one inspector) could have been done manually and one may conclude that the value of doing it with a GIS could only be the 476 work hours saved in the actual redistricting process itself — not in the hours saved by eliminating one inspector.

One might counter that since the GIS allows the redistricting process to be performed more often, the elimination of the position was realized sooner than if the manual method had been used. (If the manual method, because of its labor-intensiveness, was done only once every five years and the GIS method allows it to be done every year, then the GIS method allowed the department to reduce its operating expenses four years earlier than the manual method would have. Thus, the GIS could produce 7,600 work hours of savings — four years times 1,900 hours per year — that would not have been realized under a manual method.)

(Ed. Note: In 1975, William Huxhold established and directed the nation's first computer graphics-based geographic information system in the city of Milwaukee. He was national president of the Urban and Regional Information Systems Association (URISA) in 1984-85 and was awarded URISA's Leadership Award in 1987.)



Like their counterparts in business and other levels of government, county officials are realizing that information is a strategic asset. Smart political decision-making increasingly depends on having the right information when it's needed, where it's needed, and organized in the most useful format. A new generation of telecommunications services is helping to meet those objectives.

Telecommunications can assist county government to meet its most serious challenges: from tight fiscal budgets and heightened public safety pressures to demands for more county services and better management of the political process. New telecommunications services can stretch limited personnel resources and provide effective, economical access to more constituents than ever before possible. These services can, and do, play a decisive role in dealing successfully with the complex issues facing county government in the 1990s.

The information needs of today's county government are far removed from the days when a handful of rotary dial telephones sufficed. Telecommunications networks are expanding to meet those requirements with an extensive menu of new services — such as the 800 service, dedicated fax networks, audio conferencing and electronic mail, as well as some unique twists on old ones. Here's a sampling of some of the available services, and how they are being used to assist county governments.

800 numbers

Long a staple of the business community, 800 numbers are being used in a variety of new ways within government organizations. An 800 enhancement called automatic number identification delivers the 800 caller's phone number prior to the delivery of the call. A computer tied into the switchboard is able to match public records and data bases with the caller's phone number. The information is then displayed on the computer monitor of the person answering the phone as the call is received. This real-time information can speed information requests and problem resolution. Lists of constituents who called can be generated with the data used to evaluate program trends, develop outreach agendas and track inquiries by different geographic or population groups.

For county services designated only for particular regions, 800 calls from outside the area can be blocked. To handle large numbers of calls during peak times, such as elections or tax seasons, incoming calls can be diverted to other lines or locations so constituents don't get a busy signal. During emergencies, 800 lines can be re-routed instantly so government personnel can continue to provide needed information.

The digital world: building the 21st century

By Richard T. Liebhaber

Paralleling the quantum jumps in computer processing power and commensurate price cuts in recent years, the telecommunications industry has developed new high-speed digital circuits that make more capacity available to users at lower costs.

The near-universal acceptance of personal computers brings with it a degree of familiarity with the digital world. PCs, and other computers, treat information as a sequence of zeros and ones, manipulating and storing information by converting, for instance, the text and pictures on this page into a long string of binary (zeros and ones) numbers.

Digital communications work in a similar fashion. Any type of information, whether conveyed by text, photos, sound or video images, can be measured and converted into a binary sequence. A digital communications network provides the means to transmit those numbers to their intended destination and change them back into their original form.

While the concept of digital communications is fairly simple, the implications for county governments are profound. Huge increases in the amount of information such digital networks can carry, coupled with sharp cuts in associated costs, are generating new ways to put the technology to use.

Corporations and other organizations now view these information resources as essential utilities, as critical to success in today's business environment as roads, water and electricity were viewed in an earlier generation.

County governments have twin stakes in the future of digital communications. As a user of digital services, county governments can achieve the same operational benefits as the business community — productivity gains, cost control and better ways to serve their constituent base.

Perhaps the most important consideration of the digital environment is the realization by county officials that such digital facilities and services are a cornerstone for successful economic development, non-polluting, noiseless and absolutely indispensable for attracting commercial operations.

The digital advantage

Telephone and other communications networks typically have carried information in an analog format. With analog communications, the signal varies continuously between maximum and minimum values. The variations are reproduced into an intelligible form by a receiver.

Different techniques are in use to vary, or modulate, the signal. A glance at a car radio illustrates two common ones. Music is transmitted by either varying the amplitude of the signal (AM, for amplitude modulation), or its frequency (FM, or frequency modulation).

A digital system has several advantages over its analog counterpart. The first has to do with signal quality. In any transmission system, the strength of a signal drops as it

travels over distance. The signal also picks up "noise," random electrical interference that degrades the transmission. To compensate, analog systems employ reamplifiers, or repeaters, placed at intervals along the network. The devices receive the signal, increase its strength back to original levels and send it down the line to the next station. The repeaters, however, cannot discriminate between the signal and the accompanying noise. As a result, not only is the signal boosted, so is the noise interference.

Digital systems employ a different approach. Regenerators, rather than repeaters, are used to maintain desired power levels as the signal travels through the network.

Regenerators detect the incoming digital stream, which also has picked up some degree of noise as in an analog system. Through sophisticated processing and error detection techniques, the regenerators check to make sure that each bit of information is either a zero or one. The original signal then is re-created, amplified and transmitted to the next regenerator minus the interference.

The nearly distortion-free nature of digital systems allows the original signal to be received with unprecedented clarity, as any audio buff with a compact disc player will confirm. Digital transmission also provides the flexibility to mix, or multiplex in technical jargon, various types of communications on a single circuit — data, graphics, voice or video. Since the format of the transmitted information is identical in any case (zeros and ones), the information content is indistinguishable in digital networks.

The efficiency of digital communications allow four times as much information to be transmitted compared with analog systems. Technical advance, such as bit compression, time-division multiplexing and high-speed switching processes, are widening the gap even further.

Digital systems also can be employed over any of the numerous communications media in place today: copper wire, coaxial cable, microwave radio, fiber optics and satellites.

Depending on the amount of radio frequency (RF) spectrum and bandwidth available, which varies according to each type of media, transmission rates on the order of gigabits-per-second are practical (a gigabit equals one billion bits of information). At those transmission rates, a newspaper article about the length of this one could be sent about 25,000 times every second.

Paralleling the quantum jumps in computer processing power and commensurate price cuts in recent years, the telecommunications industry has developed new high-speed digital circuits that make more capacity available to users at lower costs. At the same time, new voice, video and

data applications have sprung up to take advantage of the higher capacities.

A few years ago, 56 kilobits-per-second (56,000 bits per second) circuits were considered adequate to meet a corporation's voice and data requirements. Now, so-called T-A channels (operating at 1.5 megabits per second, or one-and-a-half million bits per second) are common with T-3 circuits (45 million bits per second) making their appearance for large corporations and government requirements.

Driving the use of these higher capacity channels are the growing number of information networks, computer data transfers, fax communications and more extensive international connections.

Expanding requirements for communicating pictures, graphics and other visual information also are fueling demand for larger communication pipelines, as is the increasing use of video as a communications tool for many commercial and government organizations.

Fiber optics in both long-distance and local transmission systems has had enormous impact on digital networks, enabling massive amounts of information to be transmitted through hair-thin cables. Using light to carry information, however, is as old as beacon fires, lighthouses and as commonplace as traffic lights.

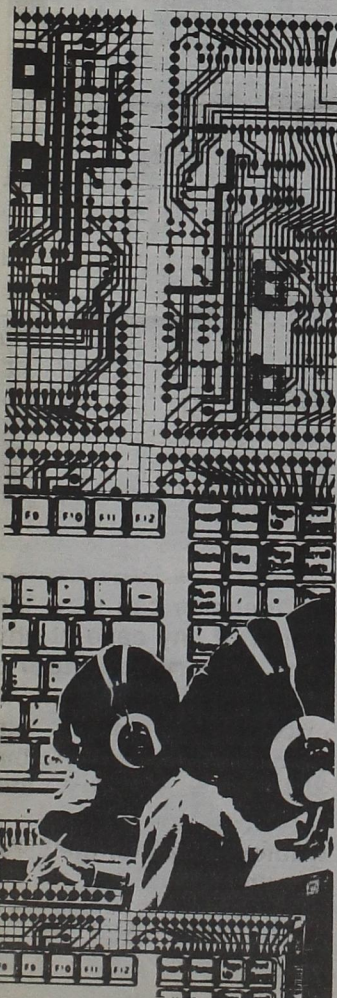
The first optical telephone was demonstrated successfully by none other than Alexander Graham Bell in 1880 when he used reflected sunlight to transmit a conversation.

What is significant for today's digital communications systems is the capability of optical fibers and related transmission equipment to deliver yet another generational advance in network capacity. And that, in turn, will spur another development round of innovative telecommunications services.

(In August, MCI took delivery of transmission equipment designed to operate over fiber links at 2.4 gigabits-per-second (2.4 billion bits per second) capacity of carrying 32,000 simultaneous voice data channels. Following field tests, the equipment is scheduled for deployment throughout the network beginning next year. MCI also announced recently that its network will be all digital by the end of 1991.)

With currently deployed technology, a single fiber can transmit 36 television channels, equal in capacity to 36 communications satellite. Future developments offer even more dramatic advances. Tests under ideal laboratory conditions of new fiber materials demonstrate that one fiber strand can carry 150,000 telephone calls or 444 television channels.

See DIGITAL, page 23



Landmark CJIS network launched in Fla.

By David Brisson

Controlling crime is tough, but managing the criminal justice system's red tape may be even tougher. On the county and circuit level, chief judges, clerks of courts, sheriffs, state attorneys and public defenders process reams of paperwork everyday. Circuit courts process felonies as initiated by county sheriffs and other law enforcement agencies. County courts handle misdemeanors working closely with state attorneys and public defenders or private counsel.

While each county agency and circuit court is autonomous by design, all are required to share case information with each other and file reports to the state. The public defender is entitled to the same booking data as the state attorney; the judge has the same right to the defendant's criminal history as the sheriff; and the county or circuit clerk must report the disposition of every criminal case to the state.

The extent of this data sharing varies in counties and circuits as reporting mandates vary in every state. But, as crime increases, jail populations swell and caseloads multiply, states' demands for crime data are overwhelming many counties and circuits, and Criminal Justice Information Systems (CJIS) networks, as the one in north central Florida's 8th Judicial Circuit, are rising to lighten the load.

Powered by Targon Supermicro and Superminicomputers from Nixdorf Computer, CJIS unites all the judicial agencies in the 8th Circuit's six counties in one integrated network — including the University of Florida campus police.

"CJIS performs the entire scheduling, docketing and calendaring for every felony and misdemeanor in the circuit," says Alachua County Circuit Clerk of Court A. Curtis Powers, from his downtown Gainesville office. "CJIS also generates arrest, bail, sentencing and case management reports in far less time and for far less cost than we ever imagined."

Estimated to save the circuit's counties more than \$500,000 a year, the X.25 network is the nation's first to unite the open architecture of Unix 5 supermicros and superminis from Nixdorf.

"Unix is really the key," notes Powers. "Its flexibility has enabled us to standardize CJIS applications for all six counties and modify them as requested by the state legislature. The software transports easily from our smallest county system to our largest county supermini, allowing Alachua County to upgrade it for the circuit's outlying counties without their rewriting a single program."

Operable since January 1990, the new communications network also provides secured access and universal file sharing across the entire 8th Circuit. "CJIS gives us a snapshot of how a case was initiated, what happened at every step of the judicial process, which agencies were involved and



A. Curtis Powers
Alachua County Circuit Court clerk

exactly what they did," adds Powers.

"Agencies can view the status of any case at any time. Every offender's criminal history is on file circuit-wide and we can automatically report the disposition of every case by charge, by count or in whatever manner the state requires."

Suitably, the seeds for the 8th Circuit's CJIS network were sown by the state in the mid-'80s. Previously, sheriffs sent arrest, sentencing and disposition papers to the Florida Department of Law Enforcement (FDLE); whereas clerks supplied sentencing information to the Department of Corrections and statistical case summaries to the Supreme Court.

Regrettably, this reporting system was not merely redundant, it was inadequate. Besides agencies duplicating their efforts, sheriffs physically collected case dispositions from the clerks to report them to FDLE, and clerks had to rework sentencing information into general statistics for the Supreme Court.

"Overall," says Powers, "a large percentage of dispositions in Florida's 67 counties and 20 circuits never reached the FDLE. Moreover, chief judges had little management information to properly run the circuit."

"It was very difficult for them to track the number of cases, the type of cases or the pending cases at their disposal. Allocating resources to meet the circuit or county work load was extremely tough, and it was almost impossible to distribute cases evenly among the judges."

Finally, as Florida's rising population and drug trafficking fueled increased crime, the state legislature passed House Bill 463 in 1986.

The brainchild of FDLE, the bill revamped Florida's criminal justice reporting procedures through a uniform, statewide Offender Based Tracking System (OBTs). Under OBTs, sheriffs would still report arrest and booking information to

FDLE, but clerks would file complete case dispositions including all counts, charges, findings and sentencing.

Today, CJIS embraces every process in the circuit's administration of criminal justice. Sheriffs enter arrest and booking information, including information on weapons, drugs, money and victims. CJIS generates a case number based on the severity of each charge and provides complete case information to the chief judge, state attorney, public defender and circuit clerk.

Upon receiving this data, clerks schedule court events and docket dispositions and sentences as well as motions filed by attorneys. With only a few keystrokes, CJIS prepares OBTs forms tracking each count and charge and generates all SRS-type reports and PCR data on computer tape. These reports, along with ad hoc data such as numbers of arrests, types of crimes and repeat offenders, will soon be sent electronically to the state.

Presently, with 10 CJIS terminals in Alachua County courtrooms alone, circuit judges have immediate access to circuit criminal histories as they set bails and pronounce sentences. Chief Judge Chance now knows the exact number of cases on his docket and the availability of every judge; and circuit judges know their case schedules and have access to information on docket lines in out-of-county cases without having to drive to or call the outlying counties.

CJIS is also a boon to state attorneys and public defenders. Each can rapidly access booking information whenever an alleged lawbreaker or felon is arrested, and both utilize crime data in plea bargaining negotiations and to develop legal strategies.

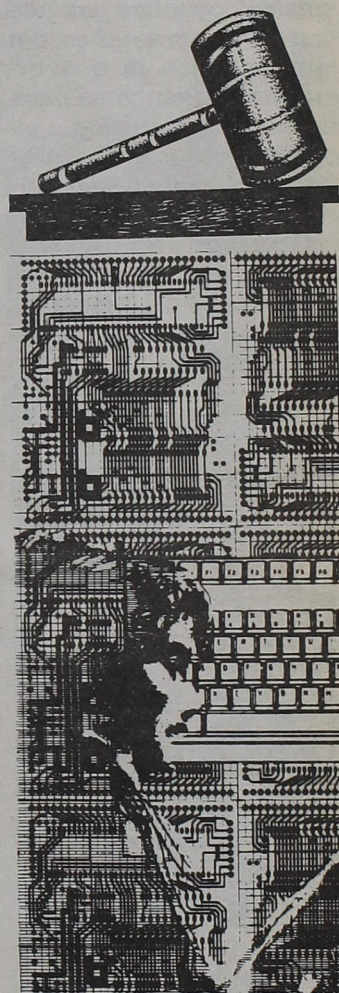
Yet, perhaps CJIS greatest asset is its ease of use.

Clearly defined menus with on-screen prompts guide users through every CJIS program. A specially designed phonetic name search enables circuitwide users to review criminal histories. Specific data field codes facilitate the preparation of state required forms and ad hoc reports; and a "hot key" switch enables operators to log onto Alachua's Targon triple processor or mainframe at will.

"If the legislature approves funding," says Powers, "the network will handle the circuit's entire civil processing, and eventually we're going to give access to CJIS data to private law firms. Meanwhile," he smiles, "Alachua alone has already saved \$277,000 in data processing costs, and CJIS has only just begun to help us."

For more information about CJIS, call or write: A. Curtis Powers, Clerk of the Circuit Court, Alachua County Courthouse, P.O. Box 600, Gainesville, FL 32602, 304/374-9600.

(Ed. Note: David Brisson is a Boston-based business writer who has written about a variety of computer and networking technologies.)



"Agencies can view the status of any case at any time. Every offender's criminal history is on file circuit-wide and we can automatically report the disposition of every case by charge, by count or in whatever manner the state requires."

A. Curtis Powers
Alachua County, Fla. Circuit Court clerk

Both elected and appointed officials of smaller counties wanted more "hands-on management" information, such as cash flow. In contrast, all officials of large counties were more concerned with receiving statistical information on service delivery and the status of operating "projects" — reflecting their large scale of operations.

Survey reveals county interest in EIS

By Raymond T. Olsen, chairman
Management Resources Group, Inc.

Executive Information Systems (EIS) — until recently, primarily a private sector and federal government innovation — will soon be helping more county executives and managers, based upon responses to a recent NACo survey.

EIS employs personal computers that present critical information to each executive in custom formats containing text, numbers, and/or graphs. An EIS requires few executive-user computer skills and is fundamentally different than using a standard county computer terminal or "office automation" system.

What county officials want in their EIS

In order to assess the extent to which county executives/managers think an EIS might be useful in managing county governments, NACo conducted a national survey to identify what kind of information officials wanted, and what functions they wanted the computer to perform in presenting such information.

Striking similarities were noted among all responses. County executives and managers want their EIS to help them manage operating budgets, capital projects, and county board agendas and action follow-ups. They also want to track demographic data and service delivery statistics. More than 90 percent of these officials want their EIS to help them manage the disposition of current issues.

Not unexpectedly, differences were noted in the views of elected vs. appointed officials and between large and small jurisdictions. For instance, appointed officials wanted EIS access to pending/current agendas of the county board and follow-up of board actions, while such information was not of high importance to elected executives, particularly from large counties.

Elected executives focused more on information regarding community controversies, development trends, economic activity, and infrastructure condition. Both elected and appointed officials of smaller counties wanted more "hands-on management" information, such as cash flow. In contrast, all officials of large counties were more concerned with receiving statistical information on service delivery and the status of operating "projects" — reflecting their large scale of operations.

Executives often now receive such information in reams of paper reports unsuitable for executive use. Survey respondents said they want their EIS to filter such information and present it in personally designed formats that will help them better understand the issues before them. They want projections of where the present course is headed, so that they can take action before — rather than after the fact. They want to use office automation and communications networks to utilize such information in

working with their management teams.

Finally, while the majority of survey respondents were presently personal computer users, and therefore familiar with use of a keyboard, more than 80 percent wanted an EIS that could be operated by users without keyboard or computer skills.

A model county EIS

Based upon the needs identified by county officials in the NACo survey, we can now define the characteristics of a model county executive EIS.

The model incorporates the types of information local executives most want direct access to and harnesses the power of the personal computer to make such information a meaningful contribution to daily performance of the executive. Executive operation of the system should be entirely intuitive — selecting desired information from custom menus and executing EIS functions with a simple "touch" of a keyboard or a "TV type" remote control. Here are some examples of responsive EIS modules.

Issue Manager Module

County executives want help in dealing with the never-ending stream of unstructured and open-ended current issues that come up daily out of the "blue sky," involving such diverse matters as:

- county board relations;
- community controversies;
- employee relations matters/problems;
- media relations;
- county advisory commission/independent board actions; and
- actions of other governments.

The issue manager would provide effective executive leadership in handling each issue by assessing the significance of an emerging issue, tracking who on the staff is handling the issue and its current status, and anticipating the next expected action and date. The executive's comments, guidance and instructions can be entered into an issue log and automatically communicated to others.

The issue manager would insure that "nothing falls through the cracks" and would portray the inter-relationships between issues and players. The executive could instantly see lists of current issues organized: a) by contending parties; b) by status of each staff member's issue assignments; and c) in order of the next date that an important activity is expected to occur. Thus, an issue manager would help organize the process and strengthen accountabilities and mutual support — reinforcing one-on-one interpersonal relationships so essential to the effective functioning of any management team.

Performance Management Module

The Performance Management Module would support effective executive

management of on-going service delivery budget functions and current projects, would help focus the executive's attention upon those matters dealing with the "bottom line" of meeting citizen needs with financial discipline. It would place before the executive a cohesive picture of the mission and goals of the county's organizations, programs, related budgetary resources allocated/expended, and statistical measurements of performance. It would filter out masses of data and present:

- significant budgetary and/or service delivery variances that may be of concern to the executive;
- a projection of where the current course is headed;
- a complete picture — on one screen — each organization or program's mission, finances and performance to help the executive and department head focus on getting results; and
- the current and projected status of capital and operating projects in terms of time, cost and quality of results. It would provide an at-a-glance view of the status of all current projects, or specific project details.

Agenda Manager Module

The Agenda Management Module would provide board/management team coordination and scheduling support. At a glance, it would automatically build future board agendas as part of daily business, illustrating the inter-relationships between agenda items, and anticipate approaching action requirements. It would present:

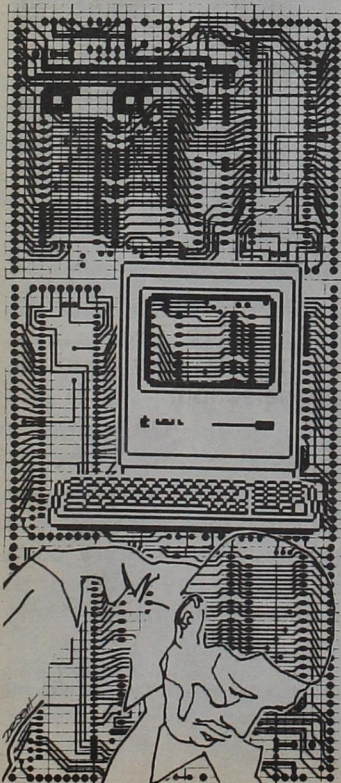
- a dynamic list of future board, board committee and advisory committee agenda items;
- the estimated amount of time reserved to handle each item, and the projected duration of pending meetings;
- agenda items at each level of consideration so that the flow and relationship of items from agenda to agenda could be projected and tracked; and
- management team schedules and accountabilities for following up and implementing agenda actions.

Implementing an EIS

A county should be able to implement a working custom EIS for less than \$10,000 in software and consulting cost. It should provide a starter set of menus and functions such as those described above. The software should be modular and designed in a "fourth generation language," allowing county data processing staff and management analysts to expand the system over time.

These characteristics are important because development of an EIS should be accomplished incrementally. Starting small by prototyping an urgently needed application, testing its usefulness, and going on to the next opportunity is a proven strategy. As a result, while many county EIS's may be developed on the same

See EIS, page 18



Middlesex County registry records a first

Back in the mid-1600s, when Middlesex County first began registering land transactions in colonial America, searching for titles, property holders and other documents was simple, quick and easy. There were maybe a handful of books with a limited number of transactions and a manageable document flow.

Today, the Middlesex County Registry of Deeds Southern District maintains 25,000 record books available for searches, and handles over 200,000 new transactions each year. This mountain of paperwork has resulted in time delays for the public as they wait for access to record books and microfilm machines and created huge storage space demands.

To bring its constituency back to a fast, easy-to-use search process, the registry has become the first in the nation to offer the public computerized access to electronic "images" of land records.

The registry uses a Wang Integrated Image System (WIS), which provide tools for capturing, storing, retrieving, displaying and distributing paper-based information on computers. Incoming paper records, such as mortgages, deeds and liens, are now "captured" electronically as images using document scanners are stored on optical disks for quick access during searches.

"At public access terminals, users can search for records on file through a computer index and conduct an on-line title search," said Eugene C. Brune, register of deeds for Middlesex County's Southern District. "Then, with one key, print those images," said Brune.

incoming land records are captured via document scanners, which look and operate much like photocopiers, and are stored on optical disks. A single 12-inch optical disk can store the equivalent of 35,000 pages of paper documents. The images can be accessed repeatedly but cannot be altered, ensuring information integrity.

"Imaging creates a one-step process," said Brune. "The traditional process requires searching through the computer index and then physically locating the appropriate record books before review. With imaging, the index search and image display can be done quickly and easily at a single public terminal.

"Our clients, who include homeowners, real estate brokers, bankers, attorneys, title examiners, assessing officers from cities and towns, and historians, are dependent upon the registry to stay up with leading technologies that help us to serve them best," said Brune.

The registry will soon implement a telecommunications service that will allow outside access, while maintaining the security of the information, to the registry's computer index and land record images.

With this service, for example, a law office, using a personal computer, could access the registry's computer via a telephone connection, search through the public inquiry index, select appropriate documents, and FAX the available images direct to its office from the registry's computer.

The role of the registry

"Telecommunications capabilities are creating new services the registry can offer, helping to speed title searches and to send electronic information to the public quickly," said Brune. "This brings us closer to the day



Eugene C. Brune
Middlesex County register of deeds

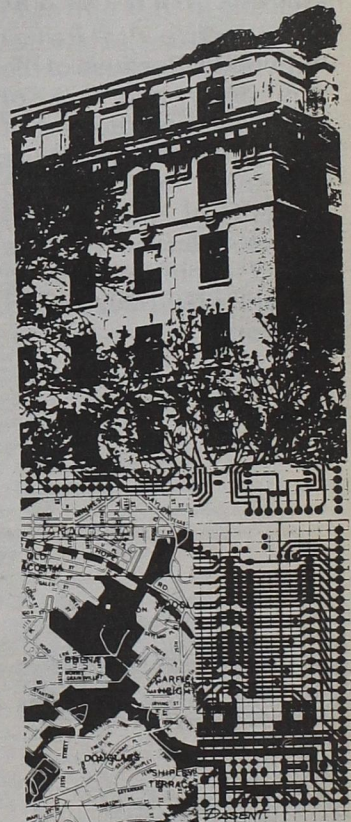
when many transactions can be done from home or office, providing greater convenience and saving money."

The Registry of Deeds is the depository for every legal document that has an effect on real estate in Middlesex County Southern District.

On average, about 300 searchers and recorders use the registry's facilities each day. The incoming document volume is about 80 instruments a day for registered land, which is land with its title and boundaries guaranteed by the commonwealth of Massachusetts, and 700 documents a day for recorded land, which is land not registered and guaranteed by the Commonwealth.

Middlesex County Registry of Deeds

Middlesex County has a population of 1.3 million people and consists of 54 cities and towns. The Middlesex County Registry of Deeds Southern District has 10 cities and 34 towns within its jurisdiction. The office of Register is an elected six-year position.



The land records process in the '90s

With an imaging system like Wang,

GIS/CAD used to attract corporate settlers

By Laura Lang

It started as a suave move to attract industrial settlers — wood, plastic, or chemical companies, for instance — to the Peach State, but the Central Savannah River Area Regional Development Center's (CSRARDC) automation with AutoCAD and ARC/INFO, a multi-platform, relational geographic information system (GIS), has blossomed into much more, according to those involved with project.

In fact, last fall, the National Association of Development Organizations (NADO) awarded an Innovation Award to the CSRARDC for development of its CSRA Industrial Park Geographic Information System, which is used to collect, manipulate and present information to companies hoping to move to the region.

CSRARDC made 15-20 presentations to potential movers each year, and estimates that its reduced the time spent producing these materials by 80 percent through

automation. "We can't say that because we used ARC/INFO or AutoCAD we've relocated any one company. But I can say that the level of our presentations has increased tremendously so we have more favorably impressed companies looking at our area," says Timothy Maund, executive director of CSRARDC.

"These systems are letting us do new things with our data base information. Now, we can produce customized maps and presentations that impress the corporations we're talking to," David Jenkins, director of information, who manages the GIS program and oversees new projects. "You can't really put a price tag on that."

For those who like price tags, though, about \$75,000 has been spent so far on the project's hardware, software and maintenance, and \$160,000 on staff services.

Automating information

Established in 1961, CSRARDC serves a 13-county area anchored by Augusta, Ga. Among services to local governments and the

elderly, CSRARDC also works to bring higher paying jobs to the region through its economic development efforts.

CSRARDC's 27-year history in economic development was changed in 1988 when its predecessor, the Department of Economic Development was abolished and replaced with the Department of Information and Technology Transfer. The change recognized that contemporary economic development is more limited by the accessibility of information than by a scarcity of land, infrastructure or funding.

In 1988, CSRARDC was awarded funding from the Georgia Department of Community Affairs to develop a GIS to promote economic development in the Central Savannah River Area. Now, chambers of commerce or statewide development companies, like the power company, will refer corporate relocators to CSRARDC to support presentation efforts.

To develop this system, CSRARDC

The project's goal was to develop a GIS that could provide industrial prospects with the information they need for site selection.

BLM project unearths Texas leases

By Chuck Hunt
Bureau of Land Management

Until the inception of TAMP, no records were available in BLM offices to determine mineral ownership. Because of the time delay and lack of information on the part of the government, it is estimated that only 10 percent of the federal mineral estate in Texas is leased, compared with 65 percent in New Mexico and Oklahoma.

The Texas Acquired Minerals Project (TAMP) is another chapter in the Bureau of Land Management's (BLM) ambitious Land Information System (LIS) initiative which includes the Automated Land and Mineral Record System (ALMRS). TAMP integrates information provided by the Texas Railroad Commission (TRRC) with federal ownership records located in various county courthouses to create maps that indicate where land is available for mineral leasing from the U.S. Government.

Much of the federal mineral estate in Texas first became available for leasing in the late 1980s. This was a result of provisions of the Bankhead-Jones Act passed in 1937. The act was designed to allow the government to buy farms that literally were blowing away during the Dust Bowl.

Provisions of the Act also allowed the

government to take possession of the underlying mineral estate some 50 years after acquisition. Until the inception of TAMP, no records were available in BLM offices to determine mineral ownership. Because of the time delay and lack of information on the part of the government, it is estimated that only 10 percent of the federal mineral estate in Texas is leased, compared with 65 percent in New Mexico and Oklahoma.

In 1988, a cooperative agreement was signed between BLM and TRRC. Through the agreement, BLM is supporting a TRRC project to produce computer-generated well location maps for certain data for mapping federal minerals.

This cooperative effort provides ALMRS land data for the state of Texas and facilitates the development of domestic energy resources under the guidance of state and

federal environmental laws.

The information provided by TAMP greatly assist BLM in its efforts to federal and oil gas leases for competitive bidding. The resulting revenues anticipated from lease sales will benefit both the treasury and the state of Texas, since it receives a significant share of lease revenues.

In addition, ALMRS will provide friendly software for easy access to public and consumers as well as provide the updating of TAMP data.

For information, contact Diana Garrettson, Office of Public Affairs, Bureau of Land Management, Room 5600, Interior Building, 1849 C St., Washington, D.C. 20240.

(Ed. Note: Chuck Hunt is a previous management intern with BLM's LIS project development staff.)

EIS from page 16

foundation, each county's EIS will be essentially customized to fit the county's unique environment and management culture.

For more information about EIS, contact Raymond T. Olsen, chairman, Management Resources Group, Inc., 11239 S. Shore Dr., Reston, VA 22009, 703/471-6277.

(Ed. Note: Raymond Olsen has 35 years experience in local government-related activities including stints as the national director of Peat, Marwick, and Mitchell's state and local government consulting practice. During 1985-1989, he served as a strategic management consultant in the U.S. Office of the Comptroller General, where he led the development of a performance indicator system and designed an EIS supporting the management of the U.S. General Accounting Office.)

ENERGY

from page 11

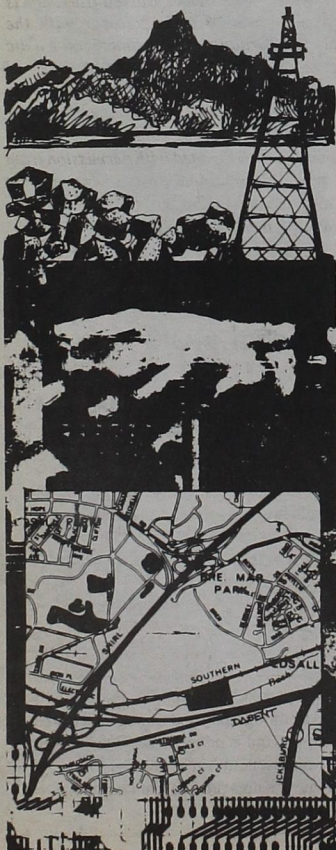
and feasible. It's a response to energy conservation, and solar is one of the only options that is constant and inexhaustible," he said.

"A predisposition will be needed," Serna added, "but most who come [to Arizona], come with an attitude already ... they're coming for solutions [to problems] like respiratory problems."

The Solar Village Project is run by the Tucson-Pima County Metropolitan Energy Commission, which is funded by the Arizona Energy Office and the U.S. Department of Energy through the Urban Consortium.

Orr is currently seeking further support for construction from the local, state and federal levels.

Pima County contributes only in-kind services for Orr, who is the only project employee at this point. For next year, however, the county has appropriated \$7,000.



Results of NACo EIS survey

Questionnaires were sent to all elected and appointed county executives and managers nationwide, 141 of whom responded. Seventy-two percent of the respondents were appointed officials. Fifty-nine percent were from counties with populations over 100,000. More than half of the respondents are currently direct users of a personal computer. The responses are summarized below.

The type of information county executives/managers would most like to have access to via a personal computer included:

- operating budget and cash flow data;
- capital and operating project status;
- board agendas and action follow-ups;
- demographic data; and
- service delivery statistics.

The essential functions they want their EIS to perform for them, in rank order of importance were to:

- help manage the disposition of current issues;
- present recurring reports in personally designed formats;
- project where the current course is headed;
- filter data and present only significant information;
- look at details behind summary data;
- simplify access to and operation of office automation systems;
- send/receive information by E-mail/voice mail;
- operate the EIS without keyboard/computer skills; and
- access external on-line database services.

Only three percent thought they had an adequate EIS now, and 58 percent reported they presently have no EIS functions or direct access via computer to information systems that listed above. Nearly 57 percent want to implement an initial or expanded EIS within one to two years, and less than three percent never intend to develop an EIS.

SETTLERS from page 17

joined in a partnership with the Georgia Power Company to acquire industrial park information, and with AT&T Digital Record Systems to provide technical assistance and training.

The project's goal was to develop a GIS that could provide industrial prospects with the information they need for site selection. CSRARDC realized that economic development decisions are based on good information. "We decided to cut right to reality and build an information department and system that could supply accurate and timely data," Maund says. "GIS was the best way to organize, manipulate and maintain the information."

ARC/INFO was installed by CSRARDC in 1989, and to date 22 coverage types have been developed for the system, including parcels, water lines, sewer lines and other land-related data. The system will be fully

operational next spring when the first information from the U.S. Census Bureau is available to states.

Statewide system?

Although the CSRA Industrial Geographic Information System is still in development, organizers say, several related spin-off projects have already begun, including an effort with the Economic Development Administration to develop the GIS for economic development outside industrial parks, such as downtown areas in small towns.

CSRARDC is also actively encouraging other regional and local governments to state to link into its GIS network. According to Maund, McDuffie County has been first to allocate \$450,000 to develop a system of its own that will eventually link into CSRARDC's.

THE PROFESSIONALIZATION OF COUNTY GOVERNMENT:

A new focus of management reform and research

By Russell S. Harrison
and Louis S. Bezich

Government should be run like a business; we have heard this statement a thousand times. In reality, however, government is not a business. While its operations should mirror the practices used in the private sector, fundamentally its purpose is different. The task of public managers is to balance what are often incompatible goals of public service and businesslike operations.

In business, research and development studies are commonly used to identify optimal strategies for goal attainment, but not in government. Camden County, N. J., however, has decided to change this and apply the principles of research and development to the reorganization of county government. This spring, Camden County will become perhaps the first county in the nation to embark in a comprehensive research and development program designed to identify conditions for successful professionalization and administrative innovation in county government.

Groundbreaking research

Camden County has joined with researchers from Rutgers University to launch a study designed to make the notion of running government like a business into a reality. This study will identify which specific process and product innovations in county government administration are being used nationwide to ensure businesslike operations, and to evaluate their ability to promote the public service goals of county governments.

To begin their multi-year research and development study, the Rutgers researchers are refining a survey instrument and interview design that will include the leading

administrators of all counties with 100,000 or more population. The Rutgers research team have begun to contact and win endorsements for the study from the leadership of the National Association of County Administrators (NACA), ICMA and county state association officials, and plan to launch their survey by early summer, subject to

ing MIS studies. These are preoccupied with computer needs per se, rather than a broader perspective on multiple strategies for improving efficiency and productivity in county government.

A few extremely large county governments have sponsored research by organizations such as the Economy and Efficiency Commis-

sion and innovation. A lot is known about the characteristics of individual administrators or governmental structures associated with management reform at the federal, state, and municipal levels of government. County government, however, remains the "dark continent" of the American federal system, being conspicuous only by its absence on the research agenda of most social scientists and public policy analysts.

The need at hand

This unfortunate state of affairs persists in spite of the growing demands being placed on county governments in almost every state. Some of these new demands reflect the past decade's cutbacks in federal initiatives as part of the dominant ethos of local control and programmatic decentralization in Washington. Other demands reflect the growing realization by state officials that many types of responsibilities traditionally exercised by municipalities increasingly require a broader forum, including land use zoning, transportation planning, solid waste and land fill issues, water use and sewage treatment, police communication and dispatching, and a variety of other issues. Thus, counties are being asked to do more and more beyond their traditional roles in court administration, roads, and welfare, at the same time that citizens are demanding greater productivity, efficiency and professionalism on the part of all public

officials. Counties both large and small must respond to public needs, and yet meet popular demands for businesslike operations.

Thus, the time seems right for studies like that being undertaken by Rutgers University with the support of Camden County to identify specific personnel, budgetary and computer management techniques that are being used by county governments to administer services in the most efficient, effective manner possible. An additional goal is to assess specific conditions under which those management techniques seem most easy to implement. In pursuing this goal, the researchers plan to look not simply at social and economic characteristics of counties, and their governing structures, which have been the preoccupation of many prior municipal studies. They also plan to look at specific patterns of professionalization and authority in the appointed administrator's office, and how they help answer questions about how best to improve the process and product dimensions of county government.

(Ed. Note: Russell Harrison is an associate professor with the Graduate Department of Public Policy and Administration of Rutgers University. Louis Bezich is county administrator and treasurer in Camden County, N.J.)

Reprinted with permission from the International City Management Association's "Public Management" (June 1990).

Commentary

further inputs from experts both in academics and in governments.

Recognition of the groundbreaking nature of this research came at the March 1990 NACA Executive Board meeting held in Washington, D.C., at which the Rutgers study was unanimously endorsed. The NACA board members pointed out that as far as they knew, no county government has sponsored such a study before—a conclusion also drawn after phone interviews were subsequently conducted with selected county government experts nationwide. Recognition of the need for increased professionalization of county government far outweighs the actual research completed so far.

Studies

conducted to date

Counties have not completely ignored the need for research, to be sure. For years, charter change commissions and structural reorganization study teams have conducted research for individual counties. They typically discuss professionalization, however, only as part of the more general debate over manager, executive and administrative structures, versus the commission form of government, or the optimal number and types of departmental divisions and functional groupings. More recently, some counties have been sponsor-

sions of Los Angeles County, Calif. Their research agendas have been preoccupied, however, with traditional topics, their focus local, and their methodology historical and legal, rather than a nationwide survey and analysis of conditions for professionalization and administrative innovation based on quantitative data and a concern with businesslike methods of service delivery.

In spite of the fact that counties like Camden may serve several hundred thousand citizen customers, employ hundreds of people, and have a budget of \$200 million, they rarely engage in the types of strategic planning, program evaluation, and general research and development analysis characteristic of business corporations with similar budgets and employment. In particular, they rarely try to evaluate what other counties are doing to maximize the productivity and efficiency of county operations, the degree of professionalization and innovation by county administrators, and how these conditions fit together.

This is unfortunate, because most academic research also ignores counties. There is a wide range of research on federal and state government on the one hand, and municipal government administration on the other, which has surveyed patterns of professional-

Alabama commissioners at work improving image and skills

Twenty-one county commissioners from 14 counties in Alabama have successfully completed the first phase of a new educational program designed to improve the commissioners' knowledge, experience and performance.

The educational program, sponsored by the Association of County Commissioners of Alabama, is part

of an effort to improve the image and performance of county government.

The association is also developing a Code of Ethical Conduct for county commissioners and an information videotape on county governments in Alabama.

"The Alabama County Commissioners College represents a

major tool in the improvement of county government," said O. H. Sharpless, executive director of the Association of County Commissioners of Alabama. "We are very proud of the commissioners who have completed Level I and for the dedication they have shown."

For more information, contact Sonny Brasfield at 205/263-7594.

Bill of Rights exhibit available from Pa. Humanities Council

A new modestly-priced exhibit, "To Preserve These Rights," developed by the Pennsylvania Humanities Council, is designed to be shown in schools, libraries, colleges, universities and courthouses around the country. Its purpose is to define those rights which the Bill of Rights spells out, show how they are enjoyed, and explore current areas of conflict and interpretation.

Using contemporary materials, newspaper and magazine images, quotations by statesmen and judges, and colorful graphics and designs, the exhibit underscores the meaning of the Bill of Rights in twelve 24-by-37 inch panels. It comes with a 68-page *User's Guide*, which contains essays on the panels, sections for middle and secondary school teachers, and a bibliography and filmography. The exhibit is mounted on three kiosks, and is priced at \$150 delivered.

For information, contact Craig Eisendrath at 215/925-4406 of the Pennsylvania Humanities Council, a non-profit organization based at 320 Walnut St., Philadelphia, PA 19106.

Job training report

Labor participation in the federal system

By Daniel F. Kiernan

(Ed. Note: The following is an executive summary of a report about to be published by NACo's Training and Employment Programs entitled "Labor Participation in the Federal Employment and Training System." The report, published as part of NACo's Issues in Employment and Training series, will be distributed to all JTPA programs in late September. If you are interested in receiving a copy of this report please contact Neil E. Bomberg, research associate, NACo, 440 First St., NW, Washington, D.C. 20001, 202/393-6226.)

Recognition that America's economic prosperity depends on developing and maintaining a highly trained work force has made worker retraining a national priority.

Worker dislocation, changes in the economy and the growing mismatch between work force skills and new job requirements has led to an unprecedented level of union involvement in worker adjustment and training for both active and dislocated workers.

Labor participation in the federal Job Training Partnership Act (JTPA) system can be best understood in this larger context of union-operated and joint labor/

management worker adjustment and training programs. These programs are supported by collective bargaining agreements and state funds, as well as JTPA. Many union-operated JTPA programs serve substantial numbers of non-union workers.

Unions have been in the forefront of worker education and training for much of their history and have been active in federal employment and training programs since the early 1960s. The economic dislocation of the last decade has focused labor's participation on responding to the retraining and reemployment needs of dislocated union workers.

Worker dislocation in the early and mid-80s had a disproportionate impact on union workers. To reduce some of that impact, unions have expanded their employment and training activities in partnership with employers, government and the educational system.

The 1988 Economic Dislocation and Worker Adjustment Assistance (EDWAA) Act enabled organized labor to increase its role in the JTPA system at the state level, but also transferred considerable program responsibility to the local level, where labor is less prominent. Labor-operated dislocated worker programs have experienced mixed success securing funding at the local level in the new system. Many

AFL-CIO state federations are involved in state rapid response activities under EDWAA.

JTPA experience has demonstrated that dislocated worker programs operated by unions and employers are more likely to produce superior results than those operated by public agencies or other organizations. Labor sponsorship of dislocated worker programs is both extensive and diverse with programs operated by a variety of labor entities — AFL-CIO state federations, international unions, central labor councils, local unions, building and construction trades councils, and labor community service agencies.

The hiring and training of dislocated workers as peer counselors or program staff is a distinctive characteristic of labor-operated dislocated worker programs. This practice can have a dramatic impact on program outreach and recruitment.

A key provision of EDWAA strategy is the establishment of labor/management committees to facilitate worker adjustment assistance before workers are displaced in plant closings and layoffs.

The AFL-CIO emphasizes that labor/management cooperation is not a substitute for the collective bargaining process. Labor/management cooperation requires

mutual trust and a willingness by companies to provide the information needed by unions to assess business conditions and management decisions.

Jointly administered employment and training funds, supported by collectively bargained employer contributions, provide a stable and, often substantial source of funds for dislocated worker adjustment programs as well as efforts to avoid worker dislocation by upgrading the skills of currently employed workers.

Unions have been particularly active in developing employment-based basic skill remediation for both currently employed and displaced workers — a continuation of labor's long advocacy of workplace literacy programs. Several union-developed basic skills programs are based on learner-centered principles and the training is related to the practical requirements of the workplace.

Although labor's participation in the JTPA system has been focused on servicing dislocated workers during the last decade, unions have also been active in meeting the training needs of economically-disadvantaged adults and youth. These programs under JTPA Title IIA and B enable unions to contribute to their community by providing skilled trades instructors, practical work experience, and

positive role models.

They give labor the opportunity to be perceived as a good citizen and build important relationships with other sectors of the community.

Labor faces inherent challenges in attempting to fully participate in a JTPA system that is designed to be business dominated. Other concerns about JTPA generally involve inadequate consultation with JTPA training, labor nominating JTPA bodies, and employment misuse of on-the-job training contracts.

Like other partners in the system, labor brings substantial resources to the partnership. Labor involvement can bring credit to a training program with union and non-union worker labor's considerable experience with employment-based learning, occupational training, and market information underutilized at the local level.

Better use of human resources and reducing the mismatch between worker qualifications and job requirements are goals business, labor, and government can collaborate on. Better relationships at the local level can be based on trust and cooperation. Labor/business/government cooperation flourishes best in an environment of mutual trust, full involvement at all levels, and partners, in the employment training system.

Indiana celebrates National JTPA Alumni Week

By Neil E. Bomberg
research associate

"We are about to achieve something very exciting here in Indiana. Governor Evan Bayh, Lieutenant Governor Frank O'Bannon, and other representatives of state government and the Indiana Department of Employment and Training Services will be celebrating the achievements of JTPA alumni at a meeting at the state capitol," noted Linda Woloshansky, director of Kankakee Valley Workforce Development Services in Valparaiso, Ind.

The governor has invited 20 outstanding Job Training Partnership Act (JTPA) program alumni from around the state to celebrate the success of the nation's job training system for economically disadvantaged persons in Indiana.

Four aspects of the state's JTPA program will be highlighted: literacy, school-to-work

transitions, dropout prevention and long-term skills-based training.

Throughout Indiana, local job training programs will be sponsoring events to honor their alumni.

In Kankakee Valley, the local job training program will sponsor eight JTPA alumni "recognition events." These events will involve hundreds of local JTPA graduates, as well as Congressmen Jim Jontz, John Hiler and Pete Visclosky, state representatives, local elected officials, private industry council members, and representatives from Senators Daniel Coats' and Richard Lugar's offices.

At each recognition event, trees will be planted to honor the alumni. "We wanted to celebrate our country's resources, including our natural and human resources. We thought that planting trees in public areas — a permanent investment in our community — would remind all of us of the permanent resource that our newly trained citizens are to our community as a result of their

JTPA participation," commented Woloshansky.

Dave Casbon, Kankakee Valley's private industry council chair, and Peter Bisbis, the chief local elected official, said, "We are

very excited about this opportunity to honor all of our JTPA alumni, not only those that will be with us at the celebrations, but all of them, by planting these trees in their honor."

National JTPA Alumni Week

was held Aug. 27 through Sept. 2. Local and state job training programs throughout the United States planned activities like the following. Throughout the coming weeks will be highlighting those events

A WORKSHOP FOR JTPA ADMINISTRATORS AND CONTRACTORS

"From Conflict to Cooperation:
Negotiating to Get What You Want"

Sept. 12 and 13, 1990 — Dallas, Texas and Nov. 16 and 17, 1990 — Phoenix, Arizona

Learn how to:

- Use negotiation skills to put you in the driver's seat;
- Be assertive without being a "shark";
- Create conditions for successful negotiation;
- Structure a negotiation;
- Choose the best negotiating strategy;
- Satisfy your needs and your negotiating partners, too;
- Master five key negotiation factors;
- Advocate on your own behalf;
- Know when to stop negotiating;
- Develop win/win situations; and
- Avoid making critical mistakes during negotiation sessions.

When conflict becomes cooperation, everyone wins!

Top-notch instructors, Linda Kobylarz and Gary King, have years of experience in both JTPA management. Ms. Kobylarz has provided JTPA and other agencies with program management development training, evaluation and research assistance. Gary King is vice president for administration of the Connecticut Housing Finance Authority and has worked with JTPA programs on the East Coast. Registration is \$150 for the two-day session, and includes all printed materials, lunch, and morning coffee on both days.

For more information, contact Neil Bomberg, NACo research associate, 440 First St., NW, Washington, D.C. 20001, 202/393-6226.

News from the nation's counties

North

ILLINOIS

DUPAGE COUNTY recently moved a step closer to addressing the needs of a growing jail population when the county board adopted the schematic design for the planned \$41.6 million addition to the existing county jail. The jail expansion project consists of two elements: a two-story building for jail administration, central visiting and inmate law library areas and a five-story, 473-bed expansion of jail housing and support services.

NEW YORK

A few turns of earth recently symbolized the start of a major environmental project as **CHEMUNG COUNTY** officials broke ground for a \$4 million Materials Recycling Center. When the 21,500-square-foot center becomes operational next year, crews will be able to process 75 tons of recyclable materials during an eight-hour shift. Design specifications include two processing lines — one for paper products and the other for rigid plastics, aluminum foil and cans, three colors of glass and ceramics. The facility will make Chemung County a leader in reaching New York state's 40

percent recycling goal by 1997, according to County Legislature Chair John Flory.

MIDDLESEX COUNTY has been selected to receive one of seven \$30,000 grants awarded by the National Highway Traffic Safety Administration for the establishment of pedestrian safety programs.

The county qualified for the grant by submitting plans to resolve pedestrian problems through safety education, police enforcement and traffic engineering improvements. In addition to providing funding, federal government specialists will also be made available for technical assistance in the program planning process.

South

KENTUCKY

JEFFERSON COUNTY government employees who are called to active military duty because of the crisis in the Middle East will receive special benefits to ensure that they and their families do not suffer hardship as a result of their service, according to County Judge/Executive Dave Armstrong.

If called to active duty, the 77 reservists employed by Jefferson will receive a salary supplement, health insurance coverage and

social services beyond what is required by federal law, said Armstrong. Because there is a 30-day lapse in health insurance coverage for dependents of reservists, the county will continue that coverage until military benefits are approved. In addition, the county is extending its Employee Assistance Program which will provide counseling services to families of reservists.

NORTH CAROLINA

MECKLENBURG COUNTY Finance Officer J. Harry Weatherly, Jr. was named the state's "Outstanding Finance Officer" for 1990 at the North Carolina Association of County Commissioners' annual conference last month.

Weatherly, whose father served as Mecklenburg's first county manager, left a private accounting firm in 1976 to join the county. In 1983, he became acting finance director and was chosen to permanently fill the position in 1984.

Weatherly, who also serves as president of the North Carolina Association of Finance Officers, is responsible for the Mecklenburg County Comprehensive Annual Financial Report, which has received certificates of excellence from the Governmental Finance Officer's Association for seven consecutive years.

Midwest

MINNESOTA

DAKOTA COUNTY'S Recyclables Collection Center and its yardwaste composting program have placed second in their respective categories in a national competition for the 1990 Nation Recycling Coalition awards.

The National Recycling Coalition is an alliance of individuals, governments, business, industry and environmental groups working together to promote recycling. The annual awards program recognizes programs and individuals for their recycling achievement and leadership.

RAMSEY COUNTY has been awarded \$250,000 to fund a "Families First" crisis intervention program by the State Department of Human Services.

The Families First program is designed to provide quick response to crisis situations (within 24 hours) and intensive intervention, in the home, for children at risk of being removed from their homes because of abuse, neglect, delinquency or emotional disturbances.

The Families First model provides a quick response that allows children to receive

sufficient protection so that they can remain with their families while workers try to resolve the problem.

Therapeutic and practical help is offered to families in their homes five to 15 hours per week for four to six weeks.

Workers carry caseloads of only two to three families and are available seven days a week, 24 hours a day. Once the immediate crisis is resolved, the family will be referred back to other community social service resources.

West

CALIFORNIA

SACRAMENTO COUNTY recently adopted a proposal that offers four weeks paid parental leave following the birth or adoption of a child to all of its 9,000 employees.

County management perceives the new policy which went into effect June 1, as a good way to attract and keep a highly skilled work force.

"It's especially attractive for hard-to-keep clerical workers," says County Personnel Manager Gerald Pauly.

About 200 children are born or adopted by the county's employees each year.

Notices . . . notices . . . notices

CONFERENCES

In conjunction with its 76th Annual Conference in Fort Worth, Texas, the **International City Management Association (ICMA)** is holding six pre-conference workshops. Beginning Sept. 22, the workshops will cover topics such as "Getting the Most From the Media," "Citizen as Customer," and "Building High Performance Teams."

The registration fee for each is \$150. For more information, contact Claudia Rhoades at ICMA at 202/962-3626. For more information on the Annual Conference, call the conference hotline at 202/962-3677.

Key members of Congress, agency and commission heads, and health association representatives are among those who will speak at the **2nd Annual Meet the Health Policy Makers Conference**, Oct. 1-2 in Washington, D.C.

Coverage for the uninsured, physician payment reforms and AIDS financing are some of the issues on the agenda.

For more information, call 1/800/521-4323.

The Department of

Criminal Justice Services and the Virginia Network for Victims and Witnesses is sponsoring their 8th Annual Conference on "Victims of Crime: Improving the Criminal Justice System's Response," Oct. 17-19, in Charlottesville, Va.

For more information, contact the Department of Criminal Justice Services, 805 East Broad St., Richmond, VA 23219, 804/786-4000.

The **10th Annual Zoning Institute** is taking place Oct. 31-Nov. 2 in Orlando, Fla. Sponsored by the **Planners Training Service** and the **American Institute of Certified Planners**, the meeting will provide an opportunity for planners and land use specialists to meet and exchange ideas.

For more information, contact the American Institute of Certified Planners, 1313 E. 60th St., Chicago, IL 60637, 312/955-9100.

The **U.S. Environmental Protection Agency** and the **Government Finance Officers Association (GFOA)** are two of the co-sponsors of a conference on solid waste management, Nov. 1-2 in Lake Tahoe, Nev. The financial

issues involved in solid waste management will be the focus.

For more information, contact William Graham, GFOA, 1750 K St., NW, Suite 200, Washington, D.C. 20006, 202/429-2750.

"Downtown Development: Agenda for Survival" is the theme of a conference sponsored by the **National Council for Urban Economic Development (CUED)**, Nov. 4-6, in Miami, Fla.

Some of the workshop topics include "Positioning Downtown Projects to Take Advantage of Market Opportunities" and "The Costs of Creating a Living Downtown."

For more information, contact Miami Conference Registrar, CUED, 1730 K St., NW, Suite 915, Washington, D.C. 20006, 202/223-4735.

The **Center for Earth Resource Management Applications, Inc. (CERMA)** will convene the **Mid-Atlantic Regional Symposium on Recycled Paper**, Nov. 15-16 in New Carrollton, Md.

Sponsored by the **Northeast Maryland Waste Disposal Authority** and the **Washington Council of Governments**,

seminars will explore the needs of both new and current users of recycled products.

For more information, contact CERMA, 5528 Hempstead Way, Springfield, VA 22151, 703/642-1120, FAX: 703/642-1258.

Entry-level transportation engineers can learn more about geometric design, traffic signal control and site impact analysis by attending the 1990 **Institute of Transportation Engineers (ITE)** Traffic Engineering Academy. Classes are scheduled for Nov. 26-30 at Northwestern University in Evanston, Ill.

For more information, contact ITE, 525 School St., SW, Suite 410, Washington, D.C. 20024-2729, 202/554-8050, FAX: 202/863-5486.

PUBLICATIONS

"Innovative Grassroots Financing" is a new self-training package developed by the **National Association of Towns and Townships (NATAT)** to help local officials raise money.

The package consists of a guidebook, a video and a facilitator's guide. It examines a combination of public and private

financing sources, cost-cutting techniques and provides a look at the planning needed in making creative techniques effective.

For cost and ordering information, contact NATAT, 1522 K St., NW, Suite 730, Washington, D.C. 20005, 202/737-5200.

The award-winning manual "Community Waste Education Manual," designed to help communities develop waste education campaigns, is available for purchase.

It is a step-by-step guide to organizing volunteers, planning a budget, working with local media and publishing brochures and other material. It includes camera-ready art and copy for advertisements and brochures, and a glossary of media and waste terms.

The cost is \$22.95, plus shipping and handling. To order, contact Minnesota's Bookstore, 117 University Ave., St. Paul, MN 55155, 612/297-3000.

The **International City Management Association (ICMA)** has published a handbook to help communities provide the next generation with the

See NOTICES, page 23

Neal R. Peirce

Recycling to save energy: new challenge for counties

Buried and burned garbage means energy is being wasted. That, in turn, means a weaker America, less prepared to face the new era of soaring energy costs and shortages signaled by the Iraqi invasion of Kuwait.

Recycling Americans' vast waste output can save close to half the total energy consumption that we now use to mine and process new materials. Save that energy, say conservationists, and our oil dependence drops dramatically.

Here's an issue the Feds can barely touch: State, county and city governments make the country's solid-waste decisions. A push for recycling has to come from them, not Washington.

Even before the Iraqi crisis, states and localities were exhibiting their most serious moves ever on the recycling front.

Prince Georges County, Md., officials said on July 6 that they'd build the nation's largest facility to recover recyclable materials. It will be able to sort, separate and process more than 70,000 tons of newspapers, cardboard, glass, aluminum, plastic, tin and aluminum each year, and will open by 1992.

On the same July day, Gov. James Florio's task force on trash recommended that New Jersey aim for recycling 60 percent of its solid-waste by 1995 — the most ambitious goal any state has ever set.

Washington state is committed to 50 percent recycling by 1995. Connecticut aims at 25 percent by 1991, Florida 30 percent by 1994, Illinois 25 percent by 1994, New York 50 percent by 1997 and Pennsylvania 25 percent by 1997.

To skeptics who doubt these goals are achievable, there's the Seattle record. Recycling there has risen, in short order, to 50 percent, with a goal of 60 percent by 1998.

You can argue that recycling's most important along the more populated coasts, especially in a state like New Jersey which lost 78 percent of its landfill in the '80s and may soon be barred from exporting a major portion of its waste to leery target states such as Pennsylvania, Ohio, Indiana and Kentucky.

But the waste problem is afflicting everyone. From sea to shining sea, landfills are filling up and closing down. And Americans angrily illustrate the Nimby (Not in My Back Yard) syndrome at the very mention of new ones.

Landfills are widely suspected of contaminating groundwater supplies and risking hazardous waste dumping.

Since the mid-'80s, there's been an equal citizen fervor against high-capacity incinerators that are suspected of generating air pollution including dioxin, nitrogen and sulphur oxides.

Our mounting energy dilemma may now accelerate the drive to recycling. Compared to the energy expended for original manufacture, it takes 90 percent less energy to remanufacture aluminum or plastics, 50 percent less for steel or paper, 30 percent less for glass.

The environmental payoff is also immense. A ton of remelted aluminum forgoes the need for four tons of bauxite and nearly a ton of petroleum coke. Burning a ton of paper releases 1,500 pounds of carbon dioxide, the "greenhouse" gas. Recycling that much paper saves 17 trees that absorb 250 pounds of carbon dioxide yearly, reports the Institute for Local Self-Reliance.

Ideally, the federal government would be leading with recycling research and pilot programs. It isn't.

But states and localities aren't waiting. The Council of Northeastern Governors set up a multi-state "Northeast Source Reduction Council" that's been negotiating "smart packaging" with the nation's major manufacturers. The goals: less waste volume, less toxics and a model for packaging rules that states across the country can reasonably impose.

Some counties (New York's Westchester and Minnesota's Hennepin, for example) are offering financial rewards to cities and towns that find ways to recycle and reduce their waste flow. There's more talk about attacking the problem of organic yard wastes that comprise 20 to 25 percent of the solid-waste stream. Neighborhood or community-based composting programs could theoretically recycle all yard wastes into soil conditioner.

On the paper front, states can emulate the Connecticut and California laws requiring that newsprint contain progressively larger percentages of recycled fibers, and less virgin pulp.

Some 250 million tires are scrapped each year. But the best

solution yet found — rubber pyrolysis to transfer the old into a marketable utility gas — is expensive and requires such a supply of tires that it may be out of the reach of most states. But several states, the Center for Policy Alternatives suggests, could enter into a compact to make the venture practicable.

More state and local leaders are to push now for such measures: recycling of plastics, "bottle" deposit fees for containers, pricing garbage collection for households so people have incentives to reduce their waste flow.

It all adds up to a cultural revolution: making the disposal society think of the disposal cost of any item — an auto, a can of paint, a battery — from the moment of initial purchase.

Before the Middle East flared, state and local politicians knew landfill crises would drive them in this direction. Now, with energy factor again so critical, official Washington so listless, deficit-ridden, the state-county challenge enlarges far beyond providing leadership for a nation.

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Job market

ASSISTANT COUNTY ATTORNEY — JEFFERSON COUNTY, COLO.: Hiring Asst. County Atty. for land use. Duties inc. admin. hearings, drafting regs, and contracts; trial & appeal. 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.

CHIEF MEDICAL EXAMINER/CORONER — LOS ANGELES COUNTY, CALIF.: (Pop. 8,108,000) Salary open DOQ. The position is appointed by and reports to the County Board of Supervisors. The Chief Medical Examiner/Coroner is the top medical executive and oversees the 18,000 cases and 6,800 autopsies the Department conducts annually. Candidates should be an M.D. with certification in 1) anatomic and clinical pathology or anatomic pathology and 2) forensic pathology by the American Board of Pathology, and eligible for a California State Physician's and Surgeon's Certificate. Forensic pathology experience in a coroner's office, medical examiner's office, hospital, or teaching facility required. Also important is demonstrated knowledge, skills and ability in public relations, and in working with public officials, law enforcement agencies, community groups, and organizations.

Please send resumes by 10/4/90 to Norman Roberts & Associates, Inc., ATTN: Bob Neher, V.P., 12424 Wilshire Blvd., #850, Los Angeles, CA 90025-1042. AA/EEO.

CIVIL ENGINEER — CHAUTAUQUA COUNTY, N.Y.: Performs engineering duties pertaining to sewer, water, roadway and other types of industrial development projects. Requires B.S. degree in civil engineering or civil technology and two years of experience in civil engineering at a professional level. A Master's degree in civil engineering or civil technology may be substituted for one year of the required experience. Candidates with baccalaureate engineering degrees other than civil engineering or civil technology may qualify with the addition of one extra year of experience in professional civil engineering work. In addition to all above stated qualifications, candidates must possess a E.I.T., P.E. preferable. For application and additional information, write to Chautauqua County Department of Personnel, Gerace Office Building, Mayville, NY 14757.

COUNTY ENGINEER — SCOTLAND COUNTY, N.C.: Scotland County, (35,000) a moderate growth community, is seeking applicants for the recently created post of County Engineer. This position will be responsible for line and staff duties. Solid waste disposal & recycling, liaison with consulting architects & engineers, and advising the county

manager & department heads. Starting salary \$33,108 - \$35,124 DOQ. Excellent benefits. B.S. from an accredited engineering school. PE or EIT status required, plus 2 years related experience. Write for recruitment announcement. Resumes & documents must be received no later than 4 p.m., Sept. 28, 1990. Send resume to: Jack DiSarno, County Manager, P.O. Box 489, Laurinburg, NC 28353. No tel. inquiries please. Fax 919/277-2411. An equal opportunity employer.

DIRECTOR, DEPARTMENT OF CORONER — LOS ANGELES COUNTY, CALIF.: (Pop. 8,108,000) Salary open DOQ. The position is appointed by and reports to the County Board of Supervisors. The Director is responsible for the day-to-day operations of the Department and directs the staff and support services provided to the Chief Medical Examiner/Coroner. The Department has a total staff of 160 and a budget of almost \$10 million. Candidates should have a Bachelor's degree in business or public administration, healthcare or a related field. Requires demonstrated knowledge, skills and abilities in working with public officials, law enforcement agencies, community groups, private businesses and organizations. Management experience in a city/county health department, hospital, health-related or service agency, or Coroner's Office is desired. Please send resumes by 10/4/90 to Norman Roberts & Associates, Inc., ATTN: Bob Neher, V.P., 12424 Wilshire Blvd., #850, Los Angeles, CA

90025-1042. AA/EEO.

DIRECTOR, DEPARTMENT OF SOCIAL SERVICES #309/90 — WAKE COUNTY, N.C.: Administrator for one of the largest social service agencies in the state of North Carolina with a full time staff of 374 and an operating budget in excess of \$105M. Directs and supervises two major divisions, Social Work Services and Economic Services. Manages the fiscal activities of the agency. Develops new programs, resources and long-range planning needs to meet the needs of the agency and its clients. Maintains an on-going relationship and represents the county's interest with the Board of Social Services, the NC Department of Human Resources and federal agencies. Master's degree in Social Work, preferably with a concentration in administration and at least five years experience in supervising and administering social services programs is required. Strong administrative skills to include prior experience in program planning, personnel administration, budgeting and office management is preferred. Oral and written communication skills are essential. Located in the capital city of Raleigh, we offer a wide range of historic, cultural and educational resources. Within a twenty-five mile radius of three major universities and the Research Triangle Park. Salary: \$53,112 - 64,656 (salary commensurate with experience) with an additional 5% of gross monthly salary contribution to a 401K account and a comprehensive benefits program.

A Wake County application employment should be received postmarked by September 28, 1990. Wake County Personnel, P.O. Box 2600, Raleigh, NC 27602. (919) 856-4800. EOE/AA/M/F/H.

EXECUTIVE DIRECTOR — VIRGINIA ASSOCIATION OF COUNTIES: The Virginia Association of Counties (VACo) offers a unique opportunity to build an association for the 1990's. VACo's strategic plan has just been completed at a time when county governments are experiencing heightened demands and limited state and federal assistance. VACo is a dynamic organization, energetic and dedicated professionals located in historic Richmond, Virginia. If you are looking for the challenge of new beginning, the opportunity to make a difference, and understand the energy requirements of translating strategic plans into reality, then we want to be the organization for you. We welcome responses from experienced individuals who possess a Bachelor's degree (Master's desirable) in public administration or a related business administration or a related field and a minimum of 5 years progressively responsible experience in government or combinations of public/private experience. All candidates to be considered must provide a functional resume detailing their experience and qualifications in the substantive areas outlined by VACo. Please do not send separate resumes. Deadline: 10-01-90. Details at

See JOB MARKET, next page

Job market from previous page

Application form available from: VACo RESEARCH COMMITTEE, c/o Reanoke County Department of Human Resources, Brambleton Corporate Center, 3433 Brambleton Ave. SW, P.O. Box 29800, Roanoke, VA 24018. (703) 772-2018. EOE M/F/H.

EXECUTIVE OFFICER/CLERK OF THE SUPERIOR COURT — LOS ANGELES COUNTY, CALIF. (Pop. 8,108,000) Salary open to DOQ. The L.A. Superior Court is the largest trial court with general jurisdiction in the U.S. The court has a Central District and 10 affiliate districts to handle the County's caseload. The position is appointed by the Superior Court judges, of which there are 238, works under the direction of the Presiding Judge of the Court, and directs the non-judicial activities of the court. Candidates should have a bachelor's degree in Public

Administration, Business Administration, Political Science, or related field. Ten years of management experience is required, preferably with a large court or other governmental agency. Knowledge of court and government management, budgeting, labor relations, and court statutes is important. Please send resumes by 9/22/90 to Norman Roberts & Associates, Inc., ATTN: Bob Neher, V.P., 12424 Wilshire Blvd., #850, Los Angeles, CA 90025-1042. AA/EO.

PROPERTY MANAGEMENT SUPERVISOR — MULTNOMAH COUNTY, ORE. \$29,775 - \$38,712 annually. Responsible for planning, organizing, and supervising the county's surplus or leasable real property; acting as the county's real estate agent; locating and negotiating terms of leased space; controlling and disposing of foreclosed property.

Requires three years of responsible real property management experience and real estate, appraisal, or related coursework. Where to apply: Job Announcement and application available from Multnomah County Employee Services, 1120 SW Fifth Avenue, Suite 1430, Portland, OR 97204. 503/248-5015. Minorities are encouraged to apply. Application deadline is Sept. 21, 1990. Multnomah County is an equal opportunity employer offering an excellent benefit package.

SENIOR CIVIL ENGINEER, SOLID WASTE — CHAUTAUQUA COUNTY, N.Y. Performs professional engineering duties for the Chautauqua County Division of Environment including landfill and recycling programs. Requires a Bachelor's degree in civil engineering supplemented by two years of professional engineering experience in solid waste management and possession of current N.Y.S. P.E. license. For application and additional information, write to Chautauqua County Department of Personnel, Gerace Office Building, Mayville, NY 14757.

SOLID WASTE ENGINEER — OSWEGO COUNTY, N.Y. Join a solid waste management team in a county dedicated to and recognized as being a leader in the solid waste field. Provides assistance to the County Deputy Superintendent of Public Works for Solid Waste to ensure that all engineering aspects of the solid waste system are intact. Qualifications desired: bachelor's degree in civil or

environmental engineering or related field with experience in environmental or solid waste management, civil technology, or related field preferred or an associate's degree in civil technology and related experience. Salary: \$26,300 - \$32,900 plus excellent benefits package. To apply, send resume by October 1, 1990 to: Peter C. Seipel, Director, Oswego County Department of Personnel, 46 East Bridge Street, Oswego, NY 13126.

STRATEGIC PLANNER — COMMUNITY SERVICES AGENCY, RENO, NEV. Duties include economic development, forecasting, business projections, market/business plans, grantsmanship and budgeting skills. Must possess ability to utilize IBM System 36. \$26,000 to \$35,000. Submit resume to P.O. Box 10167, Reno, NV 89510.

EXECUTIVE DIRECTOR — PUBLIC EMPLOYEES RETIREMENT ASSOCIATION OF MINNESOTA (PERA): Salary range: \$50,000 to \$67,500 (annual). Graduation from an accredited college or university with a degree in business administration, public administration, accounting, political science, law or a related field. Knowledge and minimum 5 years experience in pension/retirement field, legislative/government affairs and proven managerial skills. Send letter and resume by October 1 to: Mr. Steven A. Yungerberg, Steven Yungerberg Associates, Inc., 4612 IDS Tower, Minneapolis, MN 55402-2106. PERA is an Affirmative Action Employer.

JOBS AVAILABLE

A listing of job vacancies in local government. Published every two weeks. Excellent recruitment and placement publication. Advertisers receive a free subscription. Subscription rate \$15 per year. Send job openings or subscription to: **JOBS AVAILABLE**, Midwest/Eastern Edition, P.O. Box 1222, Newton, IA 50208. (515) 791-9019

REQUEST FOR PROPOSAL

The Summit-Akron Solid Waste Management Policy Committee is seeking the qualifications for consultants to help prepare a solid waste plan. The plan must meet guidelines set by Ohio H.B. 592 and the format developed by the Ohio Environmental Protection Agency in July, 1989. The qualification should include all previous experience in solid waste projects and resumes of personnel who would assist in the preparation of the solid waste plan.

All firms interested in making a proposal at a later date should submit their qualifications to Jackie Mattice, County of Summit, Department of Planning and Economic Development, 175 S. Main St., Akron, Ohio 44308 by September 28.

Management Consultants

Slavin, Nevins & Associates, Inc.

Compensation & Classification
Performance Appraisal Systems
Training Programs
Executive Search

The "Only" Choice in Local Government Consulting

3150 Holcomb Bridge Road • Suite 205 • Norcross, Georgia 30071

(404) 449-4656 FAX (404) 416-0848

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background they need to understand the critical role local government plays in their lives.

"Investing in Our Future: A Handbook for Teaching Local Government" offers guidelines for developing citizenship education programs that introduce students to local government.

The cost is \$15, plus shipping and handling. To order, contact CMA Order Processing, 777 North Capitol St., NE, Suite 500, Washington, D.C. 20002-4201, (202) 962-3620.

■ The Bureau of Economic Analysis (BEA) has updated its economic and population projections for the 50 states to the year 2040 in "BEA Regional Projections to 2040, Volume 1: Public Utilities." Volumes 2 and 3, containing projections for metropolitan statistical areas and BEA economic areas, will be available at the end of the year.

For more information, contact the BEA Regional Economic Analysis Division at 202/523-2571, FAX: 202/275-0019.

■ The Government Printing Office has several new

publications from the National Institute of Mental Health.

Some of the titles include: "National Plan for Research on Child and Adolescent Mental Disorders," "If You're Over 65 and Feeling Depressed ... Treatment Brings New Hope," "Helping the Depressed Person Get Treatment," and "Obsessive-Compulsive Disorder: Useful Information From the National Institute of Mental Health."

For price and ordering information, contact the Government Printing Office Order and Information Desk at 202/783-3238.

■ The proceedings of the 1990 National Solid Waste Forum on Integrated Municipal Waste Management, held July 16-18 in Milwaukee, Wis., are available for \$35.

The Association of State and Territorial Solid Waste Management Officials (ASTSWMO) sponsored the conference and is now issuing a Call for Papers for its 1991 forum. The deadline for submitting papers is Jan. 18, 1991.

To order a copy of the proceedings and for more

information about the Call for Papers, contact Kerry Callahan, ASTSWMO, 444 North Capitol St., NW, Suite 388, Washington, D.C. 20001, 202/624-5828.

MISCELLANEOUS

■ FY91 grant application deadlines for the restoration of

governmental archives have been set by the National Historical Publications and Records Commission's (NHPRC) Records Program.

For program guidelines, or to discuss possible proposal ideas, contact the Records Program, NHPRC, National Archives Building, Washington, D.C.

20408, 202/501-5610.

■ Grants for homeless-related programs are available from several federal government agencies. For information on funding opportunities, contact the Interagency Council on the Homeless at 202/708-1480.

DIGITAL from page 14

Also under development is the Integrated Services Digital Network (ISDN), the blueprint for an all-digital communications system designed to carry many types of services on a common network.

One of the key objectives for ISDN is to allow, on a worldwide basis, any terminal device to interconnect with any other, including telephones, facsimile machines, computers, or video cameras.

The analogy most commonly used to describe the eventual ISDN system is the common electrical outlet. It's used for diverse applications with appliances ranging from toasters and vacuum

cleaners to radios and clocks, but is part of a single utility with a standardized interface to the user.

The digital network, with its diverse applications and the current efforts to standardize access to it, is becoming such a utility. The new, rapidly evolving generation of telecommunications services need the digital network infrastructure in the same fashion that truckers need smooth interstate highways.

Having one without the other would defeat the ultimate goal of an effective and economical delivery system to provide value to the ultimate consumers.

Digital networks provide such an infrastructure, and a wide range of service providers actively are seeking ways to exploit the

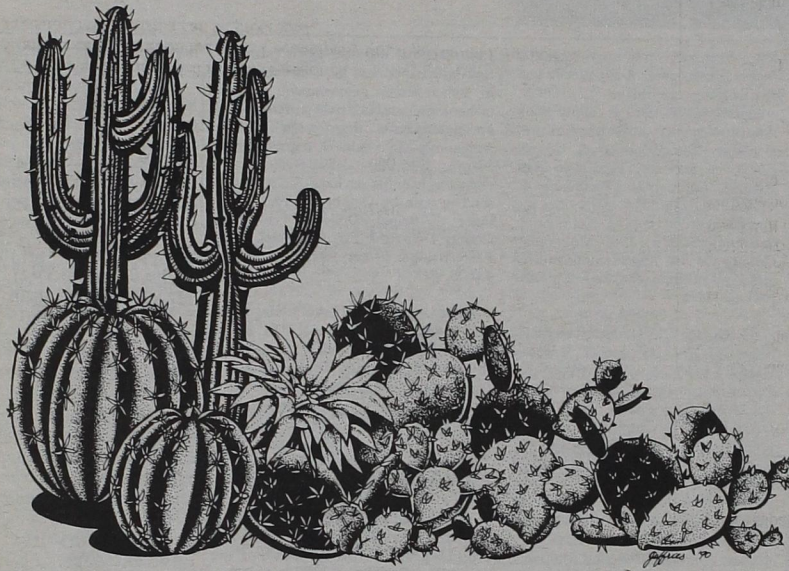
expanded capabilities now available.

As the U.S. continues to shift to an information-intensive, service-based economy, the combination of digital networks and services will play an increasingly important role in spurring continued growth, productivity and employment rates.

In the competitive efforts to attract new business and boost economic development, there is little doubt that the availability of modern telecommunications services will be a major factor over the next decade and into the 21st century.

(Ed. Note: Richard T. Liebhaber is an MCI executive vice president.)

"Human Investment in the 90's"



NACo's 19th Annual
**Employment Policy and
Human Services Conference**

**Maricopa County
(Phoenix), Arizona**

November 17-20, 1990

Registration Form

NACo's 19th Employment and Human Services Conference

November 17-20, 1990

Maricopa County (Phoenix) Arizona

Conference registration
postmark deadline,
October 18, 1990

Return completed form with payment by October 18
to NACo, 440 First Street, NW, 8th Floor, Washington, DC, 20001

Name _____
Nickname _____
Title _____
County _____
Address _____
City _____ State _____
Zip code _____ Telephone _____

To register your spouse or youth, please complete the following:

Spouse Name _____
Youth Name _____

Registration fees	Postmarked Before October 18	Postmarked After October 18 & On Site
MEMBER COUNTY OR JTPA SERVICE PROGRAM **	\$195 225	\$225 275
NON-MEMBER COUNTY ATTENDEE**		
OTHER GOVT. ATTENDEE	225	275
PRIVATE SECTOR	250	300
PRE-CONFERENCE SESSIONS		
JTPA STAFF CAPACITY BUILDING	50	50
JTPA NEGOTIATION TRAINING	100	100

** PIC members included in these categories
Conference registration fee MUST accompany this registration form before
registration or housing can be processed.

Cancellation Policy

Refund of conference registration fee less and administrative fee of \$50 will be made if
written notice of conference registration cancellation is postmarked no later than October
29, 1990.

Golf Tournament Noon, Friday, November 16

The Pointe on South Mountain

Fee: \$40 (To be paid at tee-off time.)

Name: _____
County: _____
Address: _____
City: _____ State: _____ Zip: _____

HOTEL RESERVATION

Room Occupant _____ County _____
Co-Occupant _____ County _____
Address _____
City _____ State _____ Zip Code _____
Special Housing Requests _____
Housing Disability Needs _____
Accommodations ☐ Single \$95 ☐ Double \$95
Arrival Date _____ Departure Date _____

Hotel check-in time is 4:00 P.M. All reservation requests must be accompanied by check or credit card number for one night's deposit. This deposit will guarantee your reservation for late arrival. NACo is authorized to use my credit card for this guarantee. I understand that I will be billed for one night's room charge unless I have cancelled my reservation with the hotel by 4:00 P.M. All reservations received after October 18 will be confirmed subject to availability.

The Point on South Mountain **Westcourt in the Buttes**

Single \$95 _____ Single \$95 _____

Double \$95 _____ Double \$95 _____

Amount Enclosed \$ _____ Credit Card Company _____

Card Number _____ Expiration date _____

Cardholder's Name _____

Cardholder's Signature _____

County News SUPPLEMENT

September 10, 1990

RESPONSIVE COUNTY GOVERNMENT T O D A Y

Dear County Friends
and Colleagues:

September 1990 brings to a close the year-long diamond anniversary celebration of ICMA—the professional association of appointed local government administrators and managers. This month also marks the completion of 75 years of responsive, professional local government management in communities across the country.

But as the first phase of celebration passes, the door to a new beginning opens. And with this special supplement to *County News* comes a renewal of efforts on the part of ICMA and the National Association of Counties (NACo) to bring city and county administrators and managers closer together.



Maintaining this cooperative spirit throughout the years has not always been easy. As city and county officials, we have often seen only dissimilarities in our professional roles. By focusing on the disparities, we may have overlooked our common goal: to strengthen the quality of local government—*regardless of its form*—by supporting professional management.

Despite inherent differences, however, city and county administrators and managers have worked together throughout the years to develop a number of mutually beneficial collaborations. For example, ICMA's relationship with the National Association of County Administrators (NACA) is typical of the cooperative spirit that can exist among city and county managers and administrators. An affiliate of NACo and ICMA, NACA works with *both* organizations to support, advocate, and improve professional county government.

In 1989 NACA assumed the functions of the ICMA County Committee to provide an organizational link between the ICMA leadership and county administrators. NACA relays information, ideas, and suggestions to the ICMA Executive Board and staff to help us more effectively serve and represent county members. It also encourages counties to seek ICMA recognition and supports ICMA's effort to recruit county management professionals.

No other project better exemplifies the success of city/county relations than the *Responsive County Government Package*. Jointly developed by NACA and ICMA, the *Responsive County Government Package*

is a critical tool in the creation of professional county management positions.

Today NACA and ICMA stand ready to offer support to those counties with an interest in responsive, professional local government management. I urge every county administrator or manager with an interest in learning more about the county-administrator form of government to contact one of the NACA officers listed on page 4 of this supplement.

Seven years ago NACo and ICMA—under the auspices of the Academy for State and Local Government—joined forces with five other public interests groups to form the State and Local Legal Center, a coalition that provides assistance to state and local leaders in articulating issues before the Supreme Court. As a result of this cooperation, a number of cases with an impact on city and county operations have been argued successfully before the Supreme Court.

About ICMA...

Founded in 1914, ICMA—the professional and educational association for appointed local government managers, administrators, and assistant administrators—advocates and supports professional management in *all* communities. ICMA's 7,500 members serve cities, counties, districts, and regions in the United States, Canada, Australia, New Zealand, the United Kingdom, and other countries.

City and county administrators and managers have also worked together to identify public policy issues affecting local governments. County governments have played a key role in ICMA's Public Policy Committee, and, as a result, ICMA has taken a position on human infrastructure, environmental, and federal issues that benefits *both* cities and counties.

Despite accomplishments such as these, however, many NACo, NACA, and ICMA members have expressed the need for more formal recognition of the cooperation that can exist between city and county administrators and managers. In response to that need, ICMA's Executive Board has proposed that the organization change its name to the International City/County Management Association.

This landmark transition reaffirms ICMA's commitment to support professional management in *all* forms of local government. With the adoption of ICMA's new name, city and county administrators and managers can truly begin to realize the potential of the words "community spirit."

The members and staff of ICMA hope you find the information in this special County Supplement useful, so please take a few minutes to review these four pages. And I look forward to seeing many of you later this month at ICMA's 76th Annual Conference in Fort Worth, Texas!

Sincerely,

Bill Hansell

Bill Hansell
Executive Director, ICMA

The Benefits— What Professional Administration Can Do for County Government

Turning the day-to-day operations of county government over to a professional administrator enables elected leaders to lead.

Planning ahead, providing services, building intergovernmental cooperation, initiating state legislation, communicating and forging a new relationship with constituents are but a few ways in which leaders should spend their time.

Citizens expect their elected officials to lead. Hiring a professional administrator frees elected officials for leadership.

A system of professional administration enables counties to:

- Separate policy making and administration and free elected officials to lead.
- Provide professional administration on a day-to-day basis.
- Immediately replace an administrator who fails to fulfill the duties of the position.

Areas in which a professional administrator can help your county include:

- Preparing and recommending the budget.
- Preparing board/commission meeting agenda.
- Supervising activities under the board of the county commissioners.
- Employing and removing department heads or recommending same to board of county commissioners.
- Producing frequent financial reports.
- Organizing departments under the board.
- Planning, staffing, directing, and reporting.
- Performing other duties as assigned.

If your county is interested in recruiting and selecting a professional administrator, or in learning more about the benefits of professional county government, please contact Al Siegel, Executive Secretary, National Association of County Administrators, P.O. Box 34 435, Bethesda, MD 20827, 301/469-7460.



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Home Rule and Its Effect on Professional County Government Management

(Following are highlights from "County Government: A Century of Change" by Victor S. DeSantis, which appears in ICMA's Municipal Year Book 1990.)

County government in the United States has undergone tremendous change during the last century.

In response to the corruption and incompetence associated with the political machines and boss rule of the early 1900s, reformists looked for ways to modernize and improve local government. While cities were quick to adopt reforms, it has taken county governments much longer to implement similar changes in structure.

For example, in most counties autonomy is a fairly new phenomenon. As recently as 1965, only 18 states granted counties the right to choose from among optional forms or charter government. Today 75 percent of the 48 U.S. states with operational counties have granted those entities some form of home rule.¹

Home-rule authority affords counties the opportunity to have a position of appointed manager, elected executive, or both. It gives counties the ability to change the method of electing commissioners and the size of the legislative board. Additionally, it enables counties to move away from the tradition of electing many of the other county administrative officials and to fill these positions by appointment instead.

Movement away from the traditional structure allows for greater professionalism and more centralization and accountability in county government through the addition of an appointed manager or elected executive.² Giving counties the authority to institute changes through home-rule charters or optional forms has greatly enhanced their ability to deal with the growing complexity of local government.

Granting home-rule authority can allow counties to increase their level of efficiency in service provision. The ability to exercise independence in choosing alternative approaches for delivering public services has enabled some counties to better manage their resources. And the grants of fiscal control that accompany some home-rule provisions allow counties greater flexibility to operate in the changing society.

The trend toward greater autonomy suggests that counties have improved their position vis-a-vis the states over the past several decades. However, the rush toward adoption of home-rule charters has not proceeded quickly. Few counties in states that allow full home-rule charter provisions have attempted to institute such

new forms. One of the major obstacles involves the nature of charters themselves, which call for local approval. Many counties in the pursuit of local self-government have tried and failed to establish home-rule charters.

Historically, the commission or plural executive form has served as the most extensively used system of county government. This form is characterized by a central governing board with members usually elected by district. Most often, the board selects one of its members as the presiding officer. Members of the governing board may act as department heads.

The governing boards share administrative and, to an extent, legislative functions with independently elected officials: the clerk, the treasurer, the sheriff, the assessor, the coroner, the recorder, etc. No single administrator oversees the county's operations. Many disadvantages associated with the commission form stem from the lack of a chief administrator to provide more professionalism, executive leadership, and accountability.

Recognized County Governments by ICMA Region (as of July 15, 1990)

ICMA Region	Council-Manager	General Management
Northeast	4	23
Southeast	73	94
Midwest	2	35
Mountain Plains	11	13
West Coast	13	35
Total U.S.	103	200
Canada	6	2
TOTAL	109	202

In the past few years, counties have made dramatic leaps in moving toward alternative structural arrangements.³ The ICMA "County Form of Government Survey," conducted during the summer and fall of 1988, points to increased usage of the council-administrator and council-elected executive forms. While these findings may be partly a result of biases in the survey response group, the overall trend toward these two forms cannot be denied. Indeed, the overall trend toward professional management in counties can be seen by the ever-increasing number of counties recognized by ICMA as providing for the administrator form of government (see chart above).

The council-administrator form of government for counties is similar to the council-manager form for cities. But three distinct variations are identifiable. In its strongest variation, the council-adminis-

trator form provides for an elected county board or council and an appointed administrator. The county board adopts ordinances and resolutions, adopts the budget, and sets policy. The administrator, appointed by the board, has responsibility for budget development and implementation, the hiring and firing of department heads, and recommending policy to the board.

In counties where a weaker version of the council-administrator plan is in place, the administrator usually has less direct responsibility for overall county operations and less authority in hiring and firing and may consult with the board on policy issues.

The results of the ICMA survey indicate that the most widespread use of the council-administrator plan is among the more-populated counties. Over half of the counties use this plan in each of the populations groups above 50,000. This increase may be a result of the need for more professional management on a continual basis to cope with the complexity of governing large counties.

Another variation of the council-administrator form used in some areas combines elements of the council-administrator plan and the commission form. Here, an assistant to the presiding officer may serve in the capacity of administrator.

Under the council-elected executive form, the elected at-large executive is considered the chief elected official of the county and often has veto power, which can be overridden by the council. The executive prepares the budget, carries out the administration of the county operations, appoints department heads (usually with the consent of the council), and suggests policy to the governing board. In addition, this official carries out appropriations, ordinances, and resolutions passed by the board and generally acts as the chief spokesperson for the county. When the executive is considered the chief political spokesperson, the executive often delegates the administrative responsibility for the daily county operations to a chief administrator.

Nearly 40 percent of the county governments responding to the ICMA survey reported that they had established the position of chief administrative officer (or county manager) under the elected executive system. When broken down by population group, it again becomes clear that the larger counties are those that use the chief administrative officer most often.

In summary, today's counties have been given more discretion in the organization

New from ICMA... The Responsive County Government Package

As a result of the tremendous growth and interest in professional county management, the National Association of County Administrators (NACA) and ICMA are offering a new package of materials designed to assist county governments in establishing their first administrative position or strengthening an existing position already in place.

In response to these and other requests, ICMA and NACA are pleased to announce the development of the *Responsive County Government Package*.

This compilation of articles, brochures, and other publications provides a general overview of county administrator form. The material is also an example of an outstanding relationship established by NACA and ICMA to improve professional management in county government.

Individuals interested in their county move toward the county-administrator form should contact Betsy Sherman, Membership Services Director at ICMA, 770 North Capitol Street, N.E., Washington, DC 20002-4201, 202/962-3620. Or, to order a copy of the *Responsive County Government Package* (40457) for \$9.95 prepaid, call the ICMA Customer Service Department at 202/962-3620.

and structure of their government grants of home-rule charters and forms. In many states these factors to county governments that are professional, more flexible, and equipped to handle the complex confront local governments in political and social environment. At the same time, many county many states still lag behind, and structural enhancements will be to ensure the continued modern county government.

Endnotes

¹National Association of Counties (Washington, D.C.), Telephone interview with Research Department, 15, 1988.

²Florence Zeller, "Forms of County Government," *County Year Book 1975* (Washington, D.C.: City Management Association, 1975), 28.

³Zeller, 28.

Appointees Mean Counties Succeed

by David J. Krings

The appointment of a professionally trained county administrator is the overwhelming choice of modern, reformed county governments. In states that allow the adoption of such a system, more than 90 percent of the counties seeking to assign responsibility for the day-to-day operations of the government have chosen the appointed professional county administrator system. The remainder have adopted an elected executive system, but even under this system, a professional county administrator is hired to handle day-to-day operations. Neither is it unusual for a board with elected executive to hire a professional. There are three basic forms of county government in the nation and countless variations of the forms and of the terminology used to describe them. For purposes of this article, the term administrator is used for the appointed professional and term executive for an elected official. The commission or board form is the most common. More than 60 percent of

American counties use this, with some variation. It usually involves a three-to-seven-member board, but in some states, the size can range as high as 57.

Large numbers of American county leaders are concluding that the traditional commission or boards can be improved through evolution to a central management system.

According to a 1989 NACo report, 38 percent (1,169 of 3,107) of counties have adopted a central management system, up from 21 percent in 1985. As county populations grow, the likelihood of central management occurring increases: 45 percent of counties with populations of 50,000 or more employ central management; 56 percent with populations of 100,000 or more; 69 percent with 250,000 or more; and 76 percent with 500,000 or more.

Reasons for adopting a central management system are many and varied. Most often it is because some aspect of county government becomes too complex and



time-consuming for part-time legislators to adequately manage.

Changes in national politics also affect county government. The "new federalism" that pushes more decision making and service onto local governments has had a significant impact on county programs. Increased demands for

social services, veterans assistance, health care, and other programs, combined with the loss of federal revenue sharing, have placed many local governments in a vise.

As people move from central cities, city revenues decrease, and counties must wrestle with planning, zoning, and other issues traditionally faced by cities.

As county commissions and board members are occupied with day-to-day management, the perception frequently develops that no one is in charge or has the time to deal with broad policy issues. The difficulties often are compounded by the reluctance of board members and con-

stituents to raise taxes or take other revenue-enhancement measures.

Often the response to these situations is the adoption of a board-appointed professional system of county government. A trained professional who can carry out board policy and coordinate the county's operation with elected department heads has become part of the answer.

Professional administration is the most rapidly growing form of county government. A recent NACo report showed that while in 1976 there were 240 counties employing a professional administrator, the number had risen to 786 by 1989.

While the number of counties employing an administrator has more than doubled since 1976, a smaller number have adopted the elected executive system.

The major structural difference in this form is that the elected executive does not report to the policy-making board and is considered the formal head of county government. However, as the political spokesman, the elected executive often

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Revised NCL Model County Charter Now Available

revised edition of the Model County Charter is now available from the National Civic League (NCL) Press. This new county model is the second formal release of NCL's Model County Charter Revision Project, begun in 1985. Following are excerpts from the introduction to Model County Charter, Revised Edition by Terrell Blodgett and William N. Cassella, Jr., May 1990.

The revised Model continues to endorse a structure in which all the powers of the county are vested in the elected governing body. This body appoints as the county's chief executive a professional manager who is continuously responsible to and removable by the elected governing body. The Model County Charter is designed to assist in the process by which county government adapts its form and structure to meet new and changing demands.

The revised Model County Charter, as all NCL model charters, enables a local government to make full use of home rule powers as the constitution and laws of the state permit. It assumes that a county has discretion with respect to the form and structure of its government, including method of selection of the principal county officials. The model "powers" provision claims all powers available to the

county including the authority to provide municipal-type services. The difficult problem of adjusting home rule claims of the county and municipalities within it is recognized, and broad authority is given for joint exercise of powers and cooperative intergovernmental relationships.

The Council

In a true sense the county council provided by the Model is the governing body with general control over county affairs. All powers of the county except as otherwise provided by law are assigned to the council. The name "county council" is used rather than "county board" or "county commission" to emphasize the policy-making role of the council.

Two alternative methods are provided in the Model for the election of the county council chairman and stress is placed upon the leadership potential of this office. The chairman may be comparable to the non-executive mayor in council-manager cities, serving as chief legislator and leader of the policy-making team, as well as the ceremonial head of the county, and—very importantly—its intergovernmental representative.

Manager

A fundamental feature of the Model is the provision for centering responsibility for the administration of county services in a single professional administrator, subject to appointment, removal, and general supervision by the council.

The council-manager form seems particularly appropriate for county government. Unlike cities, counties have not had the tradition of an elected chief executive, a mayor, based upon the "separation of powers" principle. The administration of county affairs has generally been by a number of separately elected officials with the central core of government, both legislative and administrative, in the county board or commission.

The council-manager plan is a direct and logical evolution from government by commission. It preserves and strengthens the unity in policy making which the commission was supposed to provide, and achieves unity and responsibility in administration, which commission government did not provide. Thus the council-manager plan is not so drastic a break with the tradition of county government as an elected executive plan, because

it continues to vest overall responsibility in a representative body rather than dividing it between an elected council and an elected chief executive.

The existence of responsible professional management at the core of county operations tends inevitably to improve the tone of the entire county government.

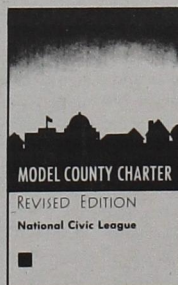
One of the most important developments in county government has been the strengthening of professional management in counties which do not operate under their own charters. In some states this is accomplished by enabling statutes providing optional forms of county government. In other places, non-charter counties adopt resolutions, ordinances or local laws which put in place effective systems providing for professional administrators.

Provisions of the Model, particularly the article on the manager, can be used as a point of departure for those drafting such legal instruments. However, the Model will be supplemented by a separate publication (funded by the National Association of County Administrators) designed specifically to assist non-charter counties in strengthening the legal basis for professional management.

Organization and Procedures

Previous model charters have included detailed provisions for personnel adminis-

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delegates administrative responsibility to a professional chief administrative officer who reports to the elected executive.

Only about 93 counties that have the choice between an elected executive and an appointed professional chose the elected executive system.

Two-thirds of the counties with some sort of central government have the administrator system, in part because it appears to be a logical evolution from the traditional commission or board system.

Under the professional administrator system, the elected representatives clearly remain in charge. Power is not concentrated in a single individual and the likelihood of machine politics is lessened. The authority for day-to-day business is identified and the professional serves as a buffer for staff from undue individual political pressures.

Many boards conclude that team work is more likely with an appointed professional because the professional poses no threat to the elected board. Political parties play no role in the selection of a professional administrator and have no role in day-to-day operations.

The elected executive system does carry some of the advantages of the appointed professional system. In theory, responsibility for the county's action is fixed. In fact, confusion can result because of the power mix between the elected board and elected executive.

While different circumstances resulted in different forms of county government nationwide, it seems clear that the emerging form of county government for the future is that which employs a professional county administrator, one who will handle the day-to-day business of county government on behalf of an elected policy-making commission or board.

David J. Krings is an ICMA and NACA member and serves as the professional county administrator for Peoria County, Illinois. His article originally appeared in City & State Magazine, October 9, 1989.

Did You Know?

(Interesting facts about professional county government)

- In 1911, California became the first state to permit counties to adopt home rule charters.
- As of 1989, 786 U.S. counties employed a professional administrator.
- The number of counties employing a professional administrator has more than doubled since 1976.
- In 1927, Iredell County, North Carolina, was the first county to adopt the council-administrator form.
- Dade County, Florida (pop. 1,700,000), is the largest council-administrator jurisdiction in the U.S.
- 38.2 percent of counties operate under the county-administrator form of government.

Counties and ICMA Recognition— Answers to Your Questions

Recognition is ICMA's formal acknowledgement that a local government has established a position of professional management for its appointed executive. County administrators and managers are encouraged to seek recognition for their local governments, as well as individual membership in ICMA. Following are a few of the most commonly asked questions concerning ICMA recognition.

Q: What is the purpose of recognition?

A: Because the local government management profession does not lend itself to a central, standardized exam like many professions, other measures of professionalism were sought. One measure was the creation of a stringent Code of Ethics, which all ICMA members must pledge to follow. The other measure was the establishment of a recognition process evaluating professional management positions. Recognition is also the gateway to Corporate membership in ICMA.

Q: Is the recognition process difficult?

A: No! The recognition process involves submission of an application for recognition to ICMA, along with the supporting legal documents used to establish the professional management position. ICMA then reviews these documents and uses a set of criteria to determine whether the

position provides the manager or administrator with the level of independence, authority, and responsibility necessary to function in a professional manner.

Q: Are county governments eligible for ICMA recognition?

A: Yes! The review of county applications for recognition follows the same procedure as that for all other applications, except that some are also reviewed by the National Association of County Administrators.

Q: Is recognition expensive?

A: No! ICMA recognition is free to any local government.

Q: How many county governments have received ICMA recognition?

A: During the 1989-1990 ICMA membership year, 23 counties were recognized by ICMA. Today a total of 311 counties have received recognition.

Q: How can I find out more about ICMA recognition?

A: To obtain complete information on applying for ICMA recognition and membership, contact the Recognition Staff at ICMA, Office of Member Services, 777 North Capitol Street, N.E., Suite 500, Washington, DC 20002-4201, (202) 962-3680.

Model County Charter, continued from page 3

tration and planning. This *Model* recognizes that to an increasing extent, state statutes control both. The *Model* places with the council the responsibility for establishing a personnel system based on the merit principal and the organization and procedures for planning.

The *Model's* financial procedures are relatively simple, with clarification of procedures for the adoption of the budget, capital program, and appropriation and revenue ordinances.

An Elected County Executive

Although the *Model* provides for an appointed executive, it recognizes that some counties are operating effectively with elected chief executives. Therefore, an appendix supplies examples of key provisions in charters providing for an elected chief executive, including those which define the duties of professional administrators appointed by the elected executive.

Publication of the revised edition of the Model County Charter reaffirms the long held commitment of the National Civic League to the increasing importance of county government

in the American federal system. Single copies of the Model County Charter, Revised Edition, are available for \$12.50 (prepaid) from the National Civic League Press, 1601 Grant Street, Suite 250, Denver, CO 80203.

NCL Presents Revised Model County Charter to NACA

The National Civic League (NCL) will formally present the revised edition of the *Model County Charter* to the National Association of County Administrators (NACA) on Sunday, September 23, 1990, in conjunction with the ICMA 76th Annual Conference. NCL President Henry Cisneros (chairman, Cisneros Asset Management Co., and former mayor of San Antonio, Texas) will make the historic presentation to NACA President Michael Bryant (county administrator, Hall County, Ga.) at 4:15 p.m. in the Arena of the Fort Worth/Tarrant County Convention Center, Fort Worth, Texas.

About NACA...

An affiliate of NACo and ICMA, the National Association of County Administrators (NACA) is the only organization focusing on the unique problems faced by county chief administrative officials. NACA's goal is to improve the management of county government. Its 570 members represent counties of all sizes and kinds. This expertise represents a valuable resource to local government management professionals.

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