

County News

Vol. 25, No. 18 • September 27, 1993
Washington, D.C.

Official Publication of the National Association of Counties

County role in Clinton health plan remains unclear NACo representatives voice county concerns at White House briefing with the president



Photo by Beverly Schlotterbeck

President Clinton briefs local government officials, Sept. 16, on the Administration's health care reform proposal. NACo President Barbara Todd is pictured center-right.

By Tom Joseph
associate legislative director

County contributions to the Clinton health plan are evident in key sections of the draft document leaked prior to the president's Joint Session of Congress address. But as members of NACo's health leadership have learned, the jury is still out on the true extent of county participation.

NACo President Barbara Todd; NACo Immediate Past President John Stroger; Marilyn Krueger, St. Louis County (Minn.) commissioner and Health Steering Committee chair; Barbara Shipnuck, Monterey County (Calif.) supervisor; and Terry Wood, Jacksonville-Duval County (Fla.) councilmember, spent a day in Washington examining the Clinton plan, capped by a White House briefing with President Clinton, Vice President Gore and their top health advisors, Ira Magaziner and Judy Feder. Here is what they found.

The initial review of the blueprint shows that the proposals are

moving in the direction of NACo policy. According to Terry Wood, "County officials are no longer fighting for a place at the table, we won that battle last spring. We are now involved in determining the table's seating arrangements."

The exact involvement of existing county facilities in the transition to reform is not completely clear. This issue is central to all other county participation issues. NACo has argued that traditional providers of care to the uninsured, such as county hospitals, will still be needed for a period of time. The Administration has heard that message, but the details need work.

For instance, the Administration's plan proposes that the federal government designate those who serve the uninsured as "essential community providers." They, in turn, would be eligible for so-called "infrastructure development" and reimbursements through guaranteed contracts with health care plans.

Yet at the same time, the Clinton plan proposes that states be given the power to waive a provider's

essential community provider status if a health care plan under the state's jurisdiction can prove that an essential community provider's services are not needed.

As a result, a health care plan, by appealing to the state, could block a county facility from receiving reimbursement for services it provides to a health care plan member.

"While there may be a difference in actual approach, we can work with the Administration to resolve those differences," Shipnuck commented, also adding that, "On the whole, we are very pleased that the plan establishes a special status of essential community provider for county facilities. That is a 'win' for counties."

Public health

County governments should benefit by the enhanced public health system proposed by the Administration. Under the plan, new resources would be available for traditional public health activities such as ensuring the safety of food and water supplies as well as serious personal health crises such as TB or AIDS. The NACo message that prevention is the cornerstone for reform has been embraced in this specific initiative. While the details need to be ironed out, the direction is promising.

Undocumented immigrants and jail populations

Despite strong steps to include counties as providers to the newly

See **HEALTH REFORM**, page 6

Mandate relief action gains momentum

By Larry Jones
associate legislative director

In response to increasing local pressure, 24 proposals have been introduced in Congress to provide relief from unfunded federal mandates for state and local governments.

These are federal laws and regulations that, without federal aid, require state and local governments to provide certain benefits or services, or to meet certain standards.

For many counties, unfunded mandates have become a significant financial drain on their budgets. Some counties estimate that 30 percent of their budgets goes to pay for unfunded federal mandates.

During NACo's Annual Conference in Chicago last July, county delegates voted unanimously for a resolution urging Congress and the president to enact legislation to relieve local governments from all obligations to carry out any new mandate unless federal funds are provided. Further, the resolution calls

for the federal government to reimburse local governments for the cost of complying with existing federal mandates.

Senator Dirk Kempthorne (R-Idaho) and Representative Gary Condit (D-Calif.) introduced proposals (S. 993/H.R. 140) that would relieve state and local governments from requirements to comply with future federal mandates unless all funds necessary to pay the direct cost of compliance are provided by the federal government.

Both bills have attracted bipartisan support with 28 members signed on as co-sponsors of S. 993 and 96 signed on as co-sponsors of H.R. 140. Similar proposals have been introduced by Representatives Olympia Snowe (R-Maine), H.R. 369, and David Dreier (R-Calif.), H.C.Res. 51.

Representative Bob Stump also introduced a proposal (H.R. 410) that would require the federal government to reimburse state and local governments for any additional direct cost of complying with man-

dates which would cost them more than \$25 million annually. It would, however, allow the reimbursement provision to be waived by a two-thirds majority vote in both houses.

Senator Paul Coverdell (R-Ga.) also sponsors a proposal (S. 1188) that would require a two-thirds ma-

jority vote for any new unfunded mandate. A comprehensive proposal was introduced by Representative Joel Hefley (R-Colo.) that would require the Congressional Budget Office to prepare cost estimates for any

See **MOMENTUM**, page 6

NUMDay Action List

• Reserve Oct. 27, National Unfunded Mandates Day (NUMDay) for community education.

**STOP
UNFUNDED
MANDATES
NOW!**

• Look for your NUMDay Action Kit. It contains suggestions for attracting media attention, discussion points, questions and answers on unfunded mandates, a list of suggested activities for Oct. 27, a sample resolution for your board to adopt, and a sample press release.

• Complete and mail your survey to Price Waterhouse, Survey Research Center, P.O. Box 65780, Washington, DC 20077-0035. Results will be released at a national news conference in Washington, Oct. 27. You can use your results to attract local media attention.

INSIDE

□ NACo President Barbara Todd launches a new column with an inside look at South Carolina counties.

See page 2

□ NACo Executive Director Larry Naake takes on health care reform in Publisher's Perspective.

See page 3

□ Relief may be on the way for base closure counties.

See page 3

Todd takes first look at South Carolina

By Barbara Sheen Todd
NACo president

The South Carolina Association of Counties was chartered on June 22, 1967 as the only state association representing county governments in South Carolina. Today, rural and urban interests are represented in the membership which includes all 46 counties.

Prior to 1967, county government in South Carolina was purely an administrative arm of the state. In 1975, home rule legislation was passed which defined and established four forms of county government. Each county was given the option to determine the type of county government structure it would adopt through a county-wide referendum.

The four different forms of government from which counties could choose included: council, council-supervisor, council-administrator and council-manager. The council form provides that all legislative and executive powers reside in the county council which is elected either from single-member districts or at-large. The three remaining forms of county government separate the legislative and executive functions.

County governments in South Carolina provide a vast array of public services which include the provision of water, sewer and related public works projects; social services; health care; criminal justice programs; and other traditional county government functions.

Toughest legislative battles in the past year

The South Carolina county leadership was unanimous in identifying its greatest challenge and victory as the passage of unfunded mandates legislation. South Carolina is now one of the few states to have successfully passed unfunded mandates

Dear Reader,
One of the most wonderful experiences your NACo president has each year is the opportunity to meet with numerous county leaders throughout America during the state association conferences.

As I have begun visiting our various states, my faith and trust in our county government officials is affirmed again and again. So many of the challenges various states must face are similar, many are different. In all cases, the determination and commitment of our colleagues to find real, workable, sometimes innovative solutions, is evident.

Obviously, it will not be possible to meet with every state association; however, to the extent possible, it is my intention to meet with our county association leadership during visits to the state conferences and then to share some of my observations with you through our own *County News*.

This will be a challenging year for NACo ... a year of change, growth, and a year in which we continue to make our great association of counties even stronger so that county government in the United States might assume its rightful position of leadership in America.

On behalf of your NACo Executive Committee leadership, Randy, Doug, Mike and John, thanks for the opportunity to serve you this year.

With warm regards,

Barbara Sheen Todd

Barbara Sheen Todd
NACo president

South Carolina county officials and their positive "can do" approach to dealing with their responsibilities are a real example of why county government works in America.

legislation and legislation which requires greater financial accountability from the state through fiscal impact analysis.

Additionally, the state is now required to provide state revenue-sharing funds as opposed to prior-year allocations based solely upon revenue projections which were often less than the amount which would have been provided if real numbers were used.

Current and future issues facing county government

South Carolina will continue to deal with many concerns similar to those of county governments throughout America. Recent passage of solid waste stream legislation has opened the door to issues relating to control of the waste stream and attainment of flexibility for counties as they

comply with provisions outlined in the new legislation.

Other issues which will remain a priority for South Carolina in the future are related to funding of the criminal justice system.

A recent Supreme Court decision defined and reaffirmed the state's responsibility in the provision of funding for the legal defense of indigents. There is a cap on dollars made available for the retainment of the attorneys for indigent defense so that any legal expenses in excess of the cap remain the responsibility of the county.

In cases involving capital offenses, the costs of litigation can be excessive. South Carolina counties will be focusing on attaining additional legislative relief in upcoming sessions.

Programs and services of the South Carolina Association of Counties

Programs and services provided by the state association to its membership are extensive, innovative and creative.

The association sponsors nu-

merous education and training programs through its Institute of Government for county officials in cooperation with the University of South Carolina and Clemson University. According to association director Michael Cone, the program has been a "huge success." Courses offered to county officials include financial planning and budgeting county governmental law and legislation, and county governmental services and programs relating to the development of effective policy and management teams.

The state association provides a comprehensive legal assistance program to its members from which counties can receive information and referral, assistance in ordinance drafting and related support. Upon the direction of the state association board, *amicus* briefs are filed on

debt if they wish to participate in the program.

With the cooperation of the state enabling legislation, individuals owing a public debt can have that debt set off from any state income tax refund owed to the individual. The refund money is returned to the county to which it is owed. The state association is the claimant agent and administers the program.

To date, the program has assisted nine counties and 11 county hospitals in recovering over \$1 million during the first year of the program.

Innovative county programs

As those of us in county government know, the concept of "reinventing government" originated at the local level. During this year's Annual Conference, South Carolina counties recognized 13 outstanding initiatives which reflected the ability of county officials to create innovative solutions in response to difficult challenges. Those counties included Aiken, Berkeley, Calhoun, Charleston, Cherokee, Darlington, Dorchester, Fairfield, Greenville, Greenwood, Laurens, Spartanburg and Sumter.

Innovative solutions have been effectively implemented in these



Photo by Stuart Morgan, SCAC

Left to right: Belle J. Kennette, South Carolina Association of Counties (SCAC) president for 1992-93, and Barbara Todd, NACo president, standing outside the Hyatt Regency Hotel, Hilton Head Island, S.C., where SCAC held its 26th Annual Conference, Aug. 5-8.

appellate issues in regard to case law which would impact counties throughout the state.

Other services provided by the state association include a workman's compensation pool, research and surveys, and a weekly update, "Friday's Report," regarding legislative issues.

Another unique program initiated by the state association enables counties to recover public

counties to address numerous issues ranging from overcrowded prisons, the development of one-stop government centers, improved health delivery systems and others.

South Carolina county officials and their positive "can do" approach to dealing with their responsibilities are a real example of why county government works in America.

County News invites Letters to the Editor

If you have a compliment, complaint or different point of view, let us know. Please include a phone number with your letter. Mail or fax to: County News, NACo, 440 First St., N.W., Washington, DC 20001-2080, 202/393-2630.

Publisher's Perspective

Clinton plan: a good beginning

By Larry Naake
NACo executive director

As President Clinton officially unveiled his health care systems reform package last Wednesday night, two things became even more clear: As a nation, we can no longer ignore and exclude the 37 million-plus Americans who are uninsured or underinsured. These Americans rely on county and other public hospitals to meet their health care needs through costly emergency procedures because they cannot afford more cost-efficient preventive care. And, as a nation, we can no longer live with a health care system that has chewed up more than one-half of the gain in real per-capita income over the past decade, and has more than tripled in cost between 1980 and 1993.

No nation can afford such an irrational trend, neither morally or economically.

As the NACo Health Steering Committee and NACo leadership analyzes the Clinton plan, there will be much we like, much we don't yet understand and some things we will insist on changing.

However, there are many features of the plan that we will enthusiastically embrace:

- emphasis on preventive and primary care
- universal coverage and, we hope, access
- portability, or the ability of workers to carry their health care coverage from job to job
- an employer-based system that requires employers to pick up 80 percent of the premium cost
- a benefit package that is not as comprehensive as NACo calls for, but does cover a wide range of preventive services and expanded mental health, substance abuse and long-term care services
- special funding for traditional public health activities, including community-wide services, and
- streamlined paperwork and uniform billing.

Some features, though, remain unclear. For example, even though a major goal of the Clinton solution is controlling the growth of cost in our health care system, it is still uncertain as to "how" this will be achieved. And from the county point of view, we are still trying to get a better explanation of what our role will be as providers and as administrators.

And, finally, there are features of the plan that we will attempt to change. For instance, counties are not specifically designated as "essential providers" who serve the poor and are eligible to receive reimbursement for services and infrastructure development. Plus, states can "waive" the mandatory participation of essential community providers and potentially undercut health care for the underserved and low-income population.

The Clinton plan also excludes coverage for undocumented immigrants and jail inmates. These populations will remain the sole responsibility of county, state and city governments.

Further, the proposal caps Medicaid growth, which could cause a shifting cost to state and county governments.

The plan he has revealed so far still does not totally recognize that county governments' broad perspective on the health system is unique because of the range and magnitude of its functions. We have made progress, but will continue to press this issue in Congress, as we did during the development of the plan in the White House.

Despite our concerns, President and Mrs. Clinton deserve much credit for focusing national debate on this serious issue, something that should have been done decades ago. The Republicans have advanced a number of alternative proposals, as have many Democrats in the Congress. Only those on the fringe still really believe we can continue to ignore this cancerous problem and amble down the same disastrous road.

The leadership of county officials, John Stroger, Barbara Todd, Barbara Shipnuck, Marilyn Krueger and Terry Wood, brought counties to the table during this debate. As the debate continues, that same leadership and, the leadership of others like them, will be crucial in forging a health care plan that well serves all our nation's citizens.



Major relief on way for base-closure communities

By Haron N. Battle
associate legislative director

The Senate's FY94 defense authorization bill (S. 1298) contains a comprehensive amendment sponsored by Senator David Pryor (D-Ark.) which provides major relief for communities that are converting military bases to civilian uses. Pryor's amendment implements recommendations in President Clinton's base closure plan which makes economic development the top priority at these facilities.

The amendment requires the military to maintain the facilities for two years after closures are announced. It also requires the military to leave all but mission-essential property on the bases and directs it to work with communities in identifying, within six months, the fixtures and equipment that are needed for redevelopment.

Counties have objected to the Department of Defense (DoD) requirement that sales and leases of base property be at fair-market value



Senator David Pryor (D-Ark.)

because this has added to adverse economic impacts communities already have suffered. In response, S. 1298 permits DoD to transfer and lease property at reduced cost or for free. Services related to the protection and maintenance of leased property may constitute all or part of the consideration. To minimize bureaucratic delay, the bill decentralizes the authority for granting leases and specifies that leases may be

for whatever number of years the military considers appropriate.

Several provisions are designed to speed up the availability of property for reuse. To identify alternative potential uses early, federal agencies and those providing services to the homeless are to conduct their review within six months after the closure of a property is finalized. DoD's Office of Economic Adjustment is to act on applications for planning and redevelopment grants seven days after their submission.

S. 1298 gives affected communities better access to pertinent federal agencies. It authorizes transition coordinators for each facility and requires each federal agency that is involved in closures to designate a contact person.

In addition, a Community Response Board is established which must hold at least one hearing each year on each major installation so that the community can articulate concerns, grievances or suggestions.

Attention now turns to the conference committee where NACo will make concerted efforts to retain these provisions.

Counties' problems with ISTEA aired at Peña meeting

By Robert Fogel
associate legislative director

NACo President Barbara Todd and Transportation Steering Committee Chair Andy Warren voiced counties' concerns about the implementation of the 1991 surface transportation act, or ISTEA, at a meeting earlier this month with Secretary of Transportation Federico Peña.

Peña met with local and state government representatives to gauge their reaction to the statute's implementation, especially in the funding allocation arena.

Todd told Secretary Peña that regulations for implementing ISTEA have not kept pace with the deadlines for implementation, creating a problem for county governments in planning for their region's transportation needs. Peña responded that final regulations for planning and project selection should be completed by mid-October.

NACo representatives also advised Peña that a number of county and city governments believe they have not been receiving their fair share of ISTEA funds. Under the new program, states are to involve both urban and rural counties in project selection. Many local governments are claiming that states are not following procedures in distributing ISTEA highway and bridge dollars.

"We need a place for county officials to go if they are unhappy about the way states are allocating ISTEA funds," Warren said. He suggested to Peña that the Department of Transportation set up a "court of last resort" for county and other local governments that are concerned about



Photo by Bob Fogel

(l-r) Transportation Steering Committee Chair Andy Warren, commissioner, Bucks County, Pa.; Denver, Colo. Councilmember Cathy Reynolds; and Secretary of Transportation Federico Peña discuss implementation of the 1991 transportation act during a meeting with local government officials, Sept. 8.

the funding they receive. Todd and Warren also said that the federal government does not seem to know how each state is spreading its ISTEA funds among state, county and city governments. Both suggested a data collection system to monitor this issue.

Another issue raised in the meeting were the concerns about environmental requirements such as those in the Clean Air Act.

Todd indicated environmental regulations can double or triple the costs of transportation projects. While protecting the environment is essential, she called for some "balance" in environmental regulations. Warren briefed Peña on the impact of the Clean Air Act on his county and its potential negative effect on the business community. Echoing Todd, he suggested, "adding some sensibility to the process."

Peña told the gathered officials that he

has regular conversations with EPA Administrator Carol Browner and encouraged the state and local officials to meet with Browner and himself to address some of these concerns about the linkage between transportation projects and environmental regulations.

On the issue of funding, Peña was urged to support full funding for ISTEA. Several of the participants also stated their opposition to the gasoline tax being used for deficit reduction, with specific reference to the 4.3-cent increase in the tax contained in the recently enacted deficit-reduction package.

Finally, Secretary Peña announced 10 regional hearings to gather information on how ISTEA is being implemented. He urged local officials to continue their dialogue with the Department of Transportation during these sessions. NACo will publish the hearing schedule as soon as it becomes available.

SEC urges tighter municipal bond rules

By Ralph Tabor
legislative director

Appearing before the House Energy and Commerce Committee early this month, the Securities and Exchange Commission (SEC) urged Congress to enact broad new rules and regulations governing municipal bond disclosure, price information, sales practices and audits.

SEC Chairman Arthur Levitt said that while the commission was reviewing a survey of political contributions from bond underwriters, he supported regulations recently proposed by the Municipal Securities Rulemaking Board (MSRB).

MSRB issued draft regulations, Aug. 26, requiring underwriters, dealers and financial advisors to disclose for a four-year period all political contributions made to officials of issuing counties, cities and states with whom they have done business. Contributions made for the purpose of obtaining or retaining business would be prohibited, but it is not clear how

this determination will be made.

After reviewing comments on the draft rule, MSRB plans to adopt and file it with the SEC in November. Another review and comment period will be held by the SEC before final adoption.

An SEC staff report indicated that the commission may consider a new federal rule prohibiting municipal bond dealers or brokers from recommending the purchase of any bond issued by a county or city that does not regularly update financial data for investors.

In its report and testimony to Congress, the SEC urged Congress to repeal the so-called "Tower Amendment" which limits the commission's regulation of county and city bond issuers.

"If Congress chooses not to provide the commission with full authority to address the adequacy and consistency of disclosure in this market, the [SEC] staff believes the commission could explore ways to improve initial and secondary market disclosure under its existing authority," according to the report.

NACO policy supports full disclosure. The *American County*

Platform, states: "NACO recognizes the need for full disclosure of all relevant information concerning a county's financial condition to potential investors, citizens and other interested parties in municipal bonds."

The policy further states support for guidelines developed by the Government Finance Officers Association and urges counties to follow these guidelines.

NACO has no policy on disclosure of political contributions by bond underwriters and financial advisors. The Taxation and Finance Steering Committee will be reviewing draft proposals.

The MSRB and the National Association of Securities Dealers have endorsed a voluntary approach to financial disclosure by states and local governments. SEC, however, claimed that such an approach has not worked and that a mandatory approach is necessary.

The congressional committee will hold a subsequent hearing this month for municipal bond dealers and brokers. County and municipal bond issuers also will be invited to testify at a later hearing.

Administration unveils wetlands policy

By Diane S. Shea
associate legislative director

The White House announced on Aug. 24 its new wetlands policy which, in its words, will "break the gridlock" that has paralyzed wetlands policy in the past.

The new policy, which generally tightens restrictions on developing wetlands, exempts from regulation about 53 million acres of wetlands that were drained and converted to croplands prior to 1985.

Agricultural concerns were also addressed by designating the Soil Conservation Service, rather than the U.S. Corps of Engineers, as the lead agency for identifying wetlands on agricultural acreage. All other wetlands delineations will continue to be handled by the Corps.

Some of the other initiatives include:

- issuing an executive order establishing no net loss of wetlands as an interim goal, and an increase in the quantity and quality of wetlands as a long-term goal

- establishing an appeals process for the Corps' decisions, permit denials and administrative penalties

- extending Section 404 regulation and permit requirements to excavation and land-clearing activities

- continuing the use of the 1987 delineation manual until the National Academy of Sciences study has submitted recommendations for change

- issuing guidance to field staff stressing the existing flexibility to apply less vigorous permit review to small projects with "minor" environmental impacts, and
- encouraging the use of mitigation banking and watershed planning.

Alaska's ability to develop wetlands was set back by the withdrawal of the previous Administration's "Alaska one percent rule," which would have exempted Alaskan wetlands from mitigation requirements until one percent of Alaska's wetland resources had been developed. The Clinton policy proposes addressing Alaskan concerns by targeting specific areas where policy implementation has created problems.

Many of the White House initiatives are incorporated into S. 1304, the wetlands bill recently introduced by Senators Max Baucus (D-Mont.) and John Chafee (R-R.I.), chairman and ranking minority member, respectively, of the Senate Environment and Public Works Committee. Sen. Baucus has said that he plans to attach the bill to his committee's Clean Water Act reauthorization bill, S. 1114, when that bill is marked up in several weeks.

NACo

on the move

◆ First Lady Hillary Clinton and Ira Magaziner, senior advisor for policy development, conducted a briefing on the Administration's health care plan, Sept. 18. Representing NACO at the meeting were **Pete Holt**, director, Montgomery County (Md.) Department of Addiction, Victim and Mental Health Services; **Joe Garcia**, director, Entitlement Services, Cuyahoga County, Ohio; **Mary Uyeda**, director, County Health Policy Project; and **Tom Joseph**, associate legislative director.

On Sept. 9, Uyeda and Joseph met with Victor Muchatuta, chief executive of a major insurance company in Zimbabwe, Africa, on how local governments in the United States are responding to the HIV/AIDS epidemic, a major health problem in his country.

Uyeda attended a meeting of the Health and Justice Working Group, convened by the National Institute of Justice, where she updated members on key health-related issues facing counties.

On the 14th, Uyeda, Joseph, Executive Director **Larry Naake** and Public Affairs Director **Tom Goodman** met with the editor and reporters from *City and State* magazine on health reform issues, Sept. 14.

◆ Staff from President Clinton's Welfare Reform Task Force talked over a variety of county concerns with **Manus O'Donnell**, director, Howard County (Md.) Department of Citizen Services, and **Michael Lawrence**, JTPA director in north-central Pennsylvania, at a White House meeting, Sept. 17. Joining them were Associate Legislative Director **Tom Joseph**, Senior Research Associate **Neil Bomberg** and Legislative Assistant **Brian Lagana**.

◆ The application of Regulation E to government electronic benefit and electronic fund transfer systems was the subject of several meetings between Ramsey County (Minn.) Director of Human Services **Tom Fashingbauer** and officials in Washington, Aug. 30. He met with Frank Newman, undersecretary of treasury for domestic affairs; Larry Stout, assistant commissioner, federal finance, Financial Management Service; and Federal Reserve Board Governors David Mullins and John LaWare. Legislative Assistant **Brian Lagana** also attended the meetings. The Federal Reserve Board is expected to make a final decision by mid-October.

◆ Executive Director **Larry Naake**, Director of Corporate Relations **Tom Sweet**, Associate Legislative Director **Rick Keister** and U.S. Forest Service Liaison **Tom Mainwaring** attended the Western Interstate Region (WIR) Board of Directors meeting, Sept. 18-20 in Grants Pass, Ore.

County News

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

NACo President: **Barbara Sheen Todd**

Publisher: **Larry Naake**

Public Affairs Director: **G. Thomas Goodman**

Editor: **Beverly Anne Schlotterbeck**

Editorial Staff:

Jill Conley, reporter **Susan D. Grubb**, reporter

Jay Sevidal, graphic artist

Advertising Staff:

Al Junge, **Coy & Associates**, national accounts representative

55 Forest St., Stamford, CT 06901

203/327-4626 • FAX 203/359-9266

Hallie Townsend, Job Market representative

202/942-4256 • FAX 202/393-2630

Published biweekly except August by:
National Association of Counties Research Foundation, Inc.

440 First Street, N.W.

Washington, D.C. 20001-2080

202-393-6226 FAX 202-393-2630

The appearance of paid advertisements in *County News* in no way implies support or endorsement by the National Association of Counties for any of the products, services or messages advertised. Second class postage paid at Washington D.C. and other offices. Mail subscriptions are \$82.50 per year for non-members, \$55 per year for non-members purchasing multiple copies. Educational institution rate, \$41.25 per year. Member county supplemental subscriptions are \$16.50 each. Send payment with order and address changes to NACO, 440 First St. N.W., Washington, D.C. 20001.

County News cannot be responsible for unsolicited manuscripts.

POSTMASTER: send address changes to *County News*, 440 First St. N.W., Washington, D.C. 20001
(USPS 704-620) • (ISSN: 0744-9798)

COMING SOON TO A
MAILBOX NEAR YOU!

NACO is in the process of preparing a membership survey to be sent to approximately 1,700 member and non-member counties. The target date for mailing the survey is this fall.

So be on the lookout! You may be one of the lucky participants to be surveyed.

Watch *County News* for more information.

Children's Initiative Task Force holds first meeting in Washington

By Sandra Reinsel Markwood
project director

Members of NACo's new Children's Initiative Task Force met in Washington to discuss ways that NACo can provide policy and programmatic leadership to counties and the country on children's issues.

As outlined by NACo President Barbara Todd and NACo First Vice President Randy Franke at the task force meeting, Sept. 10, the initiative's objectives are to:

- mount an aggressive campaign to gather information, conduct research and publicize the county's role in children's issues
- identify and publicize examples of innovative and successful county children's initiatives and programs which highlight prevention and services integration strategies
- act as a catalyst in selecting demonstration-site counties to bring together key community leaders to develop a local action agenda for children's issues
- build collaborative partnerships with the cities, school boards, juvenile justice systems and the private sector on children's issues, and
- develop a policy agenda for NACo and the nation to promote the development of preventative services for children and their families.

The NACo Children's Initiative Task Force will achieve its goals and objectives through the implementation of a broad and multi-faceted work plan. During the coming months, the task force will work with NACo's Research Department to survey the state associations of counties to determine the state-mandated role

counties (both individually and regionally) have in the funding and delivery of children's programs.

The survey will also focus on identifying innovative, successful county children's programs, gaps or problems in children's services and upcoming state legislative children's initiatives which will impact counties.

The task force will also kick off a series of regional hearings across the country this fall that will highlight the county role in children's issues; innovative county children's services; gaps or problems in the existing children's services system; and collaborative partnerships between counties, cities, school boards, the private

sector and others on issues affecting children and their families.

From the information gathered through the survey and regional hearings, the task force will produce a "County Report on Children." The report will be distributed next spring to county officials,

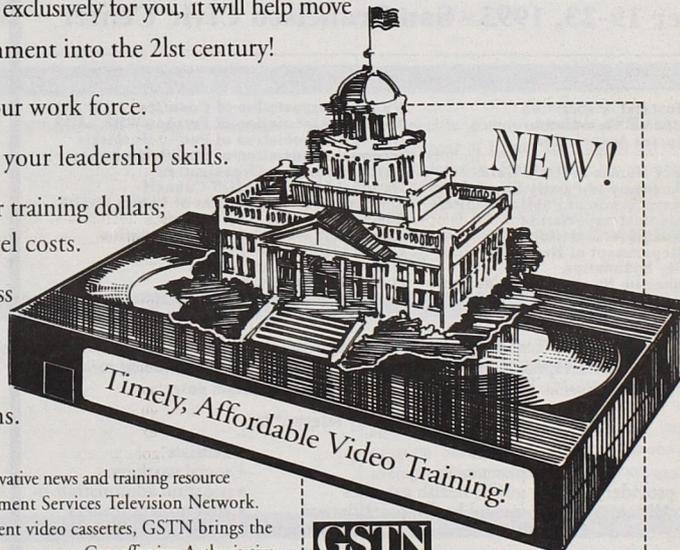
See *TASK FORCE*, page 13

THE FOUNDATION FOR STRONG LOCAL GOVERNMENT.

A new and powerful training tool is now available for the first time.

Developed exclusively for you, it will help move local government into the 21st century!

- Motivate your work force.
- Strengthen your leadership skills.
- Stretch your training dollars; reduce travel costs.
- Share success stories.
- Educate your citizens.



We call this innovative news and training resource GSTN... Government Services Television Network. Through convenient video cassettes, GSTN brings the experts and top trainers to you. Cost effective. Authoritative. Comprehensive. GSTN covers a wide range of relevant topics including actual cases on "what's worked". It provides timely information including legislative updates, new revenue sources, downsizing, diversity, and more than 40 other topics.

Westcott Communications has teamed up with the leading organizations in local government: International City/County Management Assoc., National League of Cities, National Association of Counties, and PTI. These national partners will provide all the information you seek to build a strong local government.



1303 Marsh Lane • Carrollton, TX 75006
Call GSTN today at 1-800-284-4786, or fax this ad with completed coupon to: (214) 716-5477

- Yes, I am interested in learning more about GSTN. Please contact me.
- Please send me more information.

Name _____ Title _____

Organization/Dept. _____

Address _____

City _____

State _____ Zip Code _____

Phone Number _____ Fax Number _____



County officials brief attorney general on children's initiative

At a Sept. 9 meeting, NACo President Barbara Sheen Todd and the Children's Initiative Task Force Chair Barbara Shipnuck, briefed U.S. Attorney General Janet Reno on the mission of the new NACo children's initiative.

Reno expressed support for the NACo initiative, saying it underscored her belief in the importance of primary prevention and early intervention in the lives of children. She also was pleased that the initiative focused on the importance of a comprehensive and collaborative approach to children's programs which take into account the needs of the whole child.

Reno applauded NACo for leadership and vision in focusing on the need for investment in children and stated that her office would do whatever it could to assist NACo in this important effort.

HEALTH REFORM from page 1

insured and as guarantors of public health, there are two key population groups excluded from the plan: undocumented immigrants and incarcerated individuals.

The Administration recognizes that burden continues, but argues counties will still spend less on health overall because all citizens and legal residents will have insurance.

"The Administration assumes special payments to hospitals serving a disproportionate share of low-income persons will no longer be needed in a reformed system. However, they need to be aware of the continuing drain on those hospitals by undocumented individuals," Shipnuck observed.

Jail populations also affect

county services. NACo has pointed out to Clinton task force leaders that individuals in jail awaiting adjudication, but who cannot raise bail, are still considered innocent until proven guilty. Merely entering jail should not disqualify them from federally guaranteed coverage.

State and county roles

As is fairly typical for federal proposals, the administrative roles and relationship between the states and their county governments are not clear.

The proposed system is basically state-driven. In the draft plan, there is no explicit involvement of county or other local government officials in the design of the state plan for reform. "Counties need to

make sure states truly understand the nitty gritty of creating and delivering responsive local health systems," said Wood.

Despite some differences with the plan, NACo leaders still give the Clinton Administration good grades. "President Clinton should be congratulated for bringing this critical issue to the top of the na-

tional agenda. We can no longer wait to fix a system that leaves 37 million uninsured, threatens to bankrupt county governments, states and private businesses," said Krueger.

NACo President Barbara Todd noted that both the Administration's plan and Republican health reform proposals contain good news for counties. "But the critical issue, as

yet unresolved, is how well whatever plan coming out of Congress addresses the traditional role of counties as keepers of the public health and providers of care for the most vulnerable of our nation's population."

(For an analysis of all proposals and how they square with NACo policy, see page 7.)

MOMENTUM from page 1

new mandates imposed on state and local governments, require that cost estimates be provided in committee reports and joint resolutions, and waive any new mandatory requirements unless federal funds are provided.

In a similar vein, Representatives

James Moran (D-Va.) and William Goodling (R-Pa.) are co-sponsoring legislation that would require the Congressional Budget Office to conduct an impact assessment on newly proposed mandates approved by a committee. It would also require federal agencies to assess the economic impact of newly proposed rules before they are applied to state and local governments. This legislation, by focusing attention on the financial impact, aims to increase the pressure on members to limit future mandates.

These are just a few of the proposals that have been introduced this year. Although many hurdles stand in the way of enacting a final mandate relief bill, the momentum con-

tinues to grow. As National Unfunded Mandates Day (Oct. 27) approaches, NACo is urging all county officials to educate the public and Congress on the impact of unfunded mandates on county budgets and services.

In response to a question about the prospect for legislative relief, NACo Executive Director Larry Naake summed things up this way, "If we get the turnout we're hoping for in counties and cities around the country on Oct. 27, we believe Congress can be forced to pass legislation in a reasonable time frame to limit future mandates and simplify or waive compliance requirements for existing mandates."



**6TH NATIONAL
AIDS UPDATE
CONFERENCE**

**"Learning from the Past,
Focusing on the Future"**

October 19-23, 1993 • San Francisco Civic Center

Conference Sponsors (partial list)

American Hospital Association
American Medical Association
American Nurses Association
AmFAR

Association of Nurses in AIDS Care
California Academy of Family Physicians
California Association of Public Hospitals
California Medical Association
California Nurses Association
California Department of Health Services
Kaiser Family Foundation
Kaiser Permanente No. California Region
Levi Strauss Foundation

National Association of Counties
National Association of Persons With AIDS
National Association of Public Hospitals
National Association of Social Workers
National Hospice Organization
National Minority AIDS Council
San Francisco Department of Public Health
San Francisco Medical Society
The Robert Wood Johnson Foundation
UCSF/AIDS Health Project
U.S. Conference of Mayors
U.S. Public Health Service
Visiting Nurses and Hospice of San Francisco

The primary goal of this Conference is to provide opportunities for discussion among health care service providers, educators and program administrators to find the best means to meet the special challenges which the HIV/AIDS epidemic poses.

The Conference is especially relevant for:

- physicians
- policy-makers
- health care providers
- people with HIV/AIDS
- community-based and HIV/AIDS service organizations, administrators and caregivers
- nurses
- pharmacists
- public health agencies
- mental health practitioners
- dentists
- social workers
- program administrators
- government leaders

Plenary and workshop sessions reflecting various levels of attendee knowledge and expertise bring attention to HIV/AIDS issues in five Conference tracks:

- **Policy and Administration**
- **Treatment**
- **Prevention and Education**
- **Health Services/Program Evaluation**
- **Care and Services**

Special events include: round table discussions, film and theater festivals, posters, exhibits, HIV/AIDS book fair, and social networking

To meet its objectives, the Conference will:

- Present research on recent advances and forthcoming issues in clinical management
- Focus on the role of health care providers and common issues affecting all health disciplines
 - Explore current HIV-related ethical, legal, administrative, and policy issues
- Emphasize emerging issues related to specific populations, including minorities, women, children, homeless, adolescents, intravenous drug users, the elderly, and the differently-abled
 - Examine issues pertaining to access and affordable health care
- Discuss issues related to integrating or mainstreaming HIV care and services
 - Examine issues related to health care reform
- Present research related to program evaluation

20.5 hours of continuing education credit is available for physicians, nurses and social workers

For general information, to register or exhibit, contact:

KREBS Convention Management Services • 555 DeHaro Street, Suite 200, San Francisco, CA 94107-2348
Phone: 415/255-1297 Fax: 415/255-8496

NACo Resolution on Unfunded Federal Mandates

WHEREAS, the number of unfunded federal mandates on counties and cities have significantly increased during the last decade, while many federal programs, which were made available to local governments to ease the burden of carrying out federal mandates, have been terminated or drastically reduced; and

WHEREAS, such mandates stem from federal laws and regulations that require counties and cities to provide services and programs, and perform certain responsibilities without providing federal funding for such services; and

WHEREAS, by shifting costs to counties and cities, unfunded federal mandates breach the underlying principles of federalism which assumes a working partnership and shared responsibilities between the federal, state and local governments; and

WHEREAS, American citizens are unaware of the impact of unfunded mandates on local services and their own local taxes; and

WHEREAS, risk assessment is an essential component to any cost-benefit analysis of mandates and should be included in all bills that impose mandates on counties and cities:

THEREFORE, BE IT RESOLVED that the National Association of Counties urges Congress and the Administration to enact legislation that would relieve counties and cities of all obligations to carry out any new mandate arising from federal law, regulation or policy unless federal funds are provided; and

BE IT FURTHER RESOLVED that Congress and the Administration are urged to enact legislation to reimburse local governments for the costs of complying with existing federal mandates; and

BE IT FURTHER RESOLVED that Congress and the Administration are urged to include in any future mandate, a provision that requires federal departments and agencies to provide scientifically sound assessments of purported health, safety or environmental risk prior to the imposition of any new mandate on local governments; and

BE IT FURTHER RESOLVED that the National Association of Counties supports a "National Unfunded Mandate Awareness Day" to be held in the Fall of 1993 during which, county officials in all counties will be urged to hold press conferences in coordination with local and state officials to draw public attention to the problems imposed on counties by unfunded federal mandates.

Adopted July 20, 1993

How they compute: NACo policy and health care reform proposals

NACo POLICY	REPUBLICAN PLAN	CLINTON PLAN
Benefits		
Emphasizes preventive and primary care; full long-term care, including institutional coverage; mental health and substance abuse coverage should be similar to physical health	Not addressed	Similar to NACo. Exceptions: mental health and substance abuse is expanded, but not fully; long-term care focus on home and community-based services; no new institutional-based initiative.
Supports employer-based system	Employers should make insurance available but no mandate to pay for it	Similar to NACo. More specific than NACo by detailing 80 percent employer responsibility for average cost of premium.
Special Populations		
Supports receipt of federal benefits by incarcerated populations and undocumented immigrants	Not addressed	Excludes undocumented and incarcerated populations from federal coverage, except for current Medicaid emergency service
Supports services enabling access to medical care (e.g., transportation, child care, translation)	Not addressed	New federal grants to states for services including enabling, information, supplemental benefits
Public Health		
Supports set-aside funding specifically for public health activities, including community-wide services	Not addressed	Proposes \$10 billion over five years to build on current local community-wide core functions and regional or national diseases (e.g., TB, AIDS) or personal health matters. Money appears to be subject to appropriation.
Supports training, data systems technical assistance for local health departments	Not addressed	Similar to NACo
Essential Community Providers (ECPs)		
Supports federal designation of those county facilities serving the poor to receive reimbursement for services and funds for infrastructure development	Proposes \$1.5 billion over five years for community health centers	No specific county mention. ECPs apply to Feds (Department of Health and Human Services) for five-year designation. Health plans are required to contract with ECPs. States, however, may waive requirement if health plan proves it has capacity to serve without ECPs. Disproportionate share payments to hospitals eliminated in future.
Maintenance of Efforts (MOE)/System Financing		
Assumes a county will continue to use its revenues to support health care,* but assumes no wholesale commitment of resources to Feds	Not addressed	State Medicaid acute care funds are MOE. New access formula grant assumes state and local MOE for vulnerable populations. State MOE for mental health and substance abuse. States must serve same number of individuals served in '93 community Medicaid long-term care program. State MOE for public health and prevention at average of last two year's expenditures.
Governance		
Supports county representative on national, state and health plan levels	Not addressed	Seven-member national health board, one representing state interests. State regional alliance membership mechanism to be established by state. Providers prohibited. Regional alliance may be non-profit, independent state agency, or state executive branch. Health plans have provider advisory board.
Cost Control		
<ul style="list-style-type: none"> • Opposes entitlement caps • Supports national expenditure goals • Supports consumer and provider cost consciousness • Supports streamlined paperwork • Supports uniform billing 	Supports streamlined paperwork Malpractice reform Elimination of fraud and abuse Uniform billing	Similar positions Caps Medicaid growth Uniform billing
Other Issues		
Supports 100 percent tax deductibility for premiums paid by self-employed	Same	Same
Supports pre-existing condition exclusion elimination	Prohibits exclusions for those who are "continuously covered"	Same as NACo
Not addressed	Not addressed	Requires all federal, state and local government and special-purpose district employees to obtain coverage through regional alliances. Corps of 5,000 employees can opt out.

*Also known as "maintenance of efforts" or "MOE."

Senate Appropriations Committee pumps up Labor/HHS/Education spending...

By D'Arcy Philps and Brian Lagana legislative assistants

Human services, children's programs and health initiatives scored well with the Senate Appropriations Committee, which completed its markup of the FY94 Labor/HHS/Education funding measure, Sept. 14. If passed by the Senate, the bill (S. 103-143) would provide a total of \$256 billion, roughly \$4 billion more in overall spending than the House measure, which passed June 30.

Human services

Human services programs fared well under the Senate appropriations bill. Refugee funding received a total recommendation of \$400 million,

consistent with the House bill, and an increase of \$18.5 million over last year.

Refugee transitional cash and medical assistance received an increase of \$18.5 million over last year, with \$264.3 million earmarked in both House and Senate versions.

Funding for social services, preventive health and targeted assistance remained consistent with last year's funding level and with the House bill. Also, \$812 million in current-year funding was approved for the State Legalization Impact Assistance Grant.

Children and families services programs received funding of \$4.3 billion from the Senate, \$186 million more than the House bill. Under these programs, Head Start would receive \$3.3 billion, \$100 million

more than the House bill; child welfare services, \$294 million, consistent with the House bill; and family support and preservation initiatives, \$60 million. The House bill has no funding in this area.

Additionally, Title XX Social Services Block Grants received funding of \$3.8 billion, \$1 billion over the House bill. Block grants to states for child care came in at \$892 million, consistent with the House, while Community Services Block Grants would receive \$465 million under the Senate measure, \$18 million more than the House bill.

The Low-Income Home Energy Assistance Program (regular program) received no new funding for FY94 in either the House bill or the Senate recommendation.

Health

The Senate bill increases health appropriations across the board for major programs affecting counties. Community health centers, the Ryan White AIDS programs, immunization grants and substance abuse block grants received significant increases.

Labor

Appropriations for labor programs generally remained at the original House-approved levels. In particular, programs under the Job Training Partnership Act (JTPA) for disadvantaged adults and youth were unchanged.

The Summer Youth Employment Program was reduced from House levels, although the Senate measure

reflects a \$16 million increase over last year's funding (including the summer supplemental). Also under JTPA, the Dislocated Worker Assistance Program remained at \$496 million over last year's appropriation, reflecting the House level of \$1.1 billion.

Changes from the House figures were made to several new initiatives including President Clinton's School-to-Work Program.

If legislation is enacted, grants would be made available to states and localities creating innovative programs linking academics with work skills. Appropriations from the Senate for School-to-Work were increased from \$33 million to \$50 million, and are being matched by an additional \$50 million from education appropriations.

Proposed Labor/HHS/Education FY94 Appropriations

Program	House Bill	Senate Recommendation	FY93 Level	Change Over FY93
Refugee and Entrant Assistance	\$400 million	\$400 million	\$381 million	+\$18 million
LIHEAP (Regular Program)	\$0	\$0	\$663 million	-\$663 million
SLIAG	\$0	\$0	-\$812 million	+\$812 million
Community Service Block Grants	\$447 million	\$465 million	\$440 million	+\$23 million (Senate) +\$7 million (House)
Grants to States for Child Care	\$892 million	\$892 million	\$892 million	\$0
Social Services Block Grants (Title XX)	\$2.8 billion	\$3.8 billion	\$2.8 billion	+\$1 billion (Senate)
Head Start	\$3.2 billion	\$3.3 billion	\$2.7 billion	+\$600 million (Senate) +\$500 million (House)
Child Welfare Services	\$294 million	\$294 million	\$294 million	\$0
Family Support and Preservation	\$0	\$60 million	\$0	+\$60 million (Senate)
Foster Care and Adoption Assistance	\$2.9 billion	\$2.9 billion	\$2.9 billion	\$0
Administration on Aging (Total)	\$841 million	\$881 million	\$838 million	+\$43 million (Senate) +\$3 million (House)
AFDC	\$12.6 billion	\$12.6 billion	\$12.4 billion	+\$218 million
Emergency Assistance	\$149 million	\$149 million	\$102 million	+\$47 million
State and Local Welfare Administration	\$1.5 billion	\$1.5 billion	\$1.4 billion	+\$100 million
Child Support Enforcement	\$896 million	\$896 million	\$778 million	+\$118 million
JTPA-IIA (Adult Programs)	\$988 million	\$988 million	\$1 billion	-\$12 million
JTPA-IIB (Summer Youth Programs)	\$988 million	\$856 million	\$839 million	+\$17 million (Senate) -\$149 million (House)
JTPA-IIC (Youth, Year-Round Programs)	\$658 million	\$658 million	\$676 million	-\$18 million
School-to-Work	\$33 million	\$50 million	N/A	
Youth Fair Chance	\$25 million	\$0	\$50 million	-\$50 million (Senate) -\$25 million (House)
One-Stop Career Centers	\$42 million	\$50 million	N/A	
Maternal & Child Health Block Grant	\$664 million	\$694 million	\$664 million	+\$30 million (Senate)
Ryan White AIDS Programs	\$571 million	\$581 million	\$348 million	+\$233 million (Senate) +\$223 million (House)
Immunization Grants	\$377 million	\$482 million	\$287 million	+\$195 million (Senate) +\$90 million (House)
Tuberculosis	\$115 million	\$101 million	\$73 million	+\$28 million (Senate) +\$42 million (House)
Mental Health Block Grant	\$267 million	\$277 million	\$277 million	+\$10 million (House)
Substance Abuse Block Grant	\$1.09 billion	\$1.19 billion	\$1.13 billion	+\$.06 billion (Senate) -\$0.04 billion (House)

...likewise, proposes increases for CDBG and HOME programs

By Jennifer Ryan legislative assistant

The VA, HUD and Independent Agencies appropriations bill (H.R. 2491) was reported out of the Senate Appropriations Committee on Sept. 9.

According to the Senate committee bill, Community Development Block Grants (CDBG) would be funded at \$4.4 billion, a \$175 million increase over the House bill and \$400 million more than FY93 appropriations.

The HOME Program would be funded at \$1.275 billion, an increase of \$25 million over the House bill and \$275 million more than FY93 appropriations.

The Senate cut expiring Section 8 subsidies from the FY93 level of \$6.7 billion to \$4.5 billion, \$1.8 billion less than the House bill. Homeless assistance, a priority of the Clinton Administration, received \$728 million, an increase of \$25.8 million over the House bill and \$157 million over FY93.

The Senate committee would allot \$2.5 billion to EPA for the state revolving loan fund (SRF) for wastewater treatment, an increase of \$23 million over the House bill, but \$50 million less than FY93 appropriations.

Included in this amount is \$599 million for the Safe Drinking Water Act Revolving Loan Fund, which has not yet been authorized. The money will revert to the wastewater SRF if the program fails to be authorized by Sept. 30, 1994.

Superfund would receive a \$77

million cut from the FY93 appropriations level to nearly \$1 billion, still an \$80 million increase from the House bill. The bill would provide \$75.3 million for the Leaking Underground Storage Tank Trust Fund, a decrease of \$7.6 million from FY93 appropriations.

The committee report also includes two directives to EPA: 1) No funds can be used in FY94 to promulgate, carry out or enforce regulations concerning radon in drinking water; and 2) It must commission a study by

the National Academy of Public Administration which would address whether the EPA resources are being directed to the most pressing environmental hazards and statutory mandates in the context of relative risk to human health and the environment.

This study, funded at \$1 million, would also provide guidance to the Administration and to Congress as to how to provide flexibility to state and local governments to meet their most pressing environmental risks.

NACo's 22nd Annual Employment Policy & Human Services Conference Redesigning public services

Difficult times force creative responses

Redesigning county programs and local public service networks is imperative to meet the needs of county residents, especially during tight fiscal times. Employment and training administrators must work closely with their county and private sector colleagues in welfare, health, aging and human services programs. And, more and more, welfare, health, family, child, aging, and human services administrators need to collaborate with each other.

New perspectives, new approaches needed to improve training and employment programs

Workshops at the conference will focus on improving programs and providing you with knowledge, tools and techniques to run better programs.

The Clinton Administration is introducing a series of proposals that may radically change the nation's training and employment systems:

- Reform of the dislocated worker retraining and employment system;
- Development of one-stop shopping career centers;

- Development of a school-to-work transition program;
- Reform of the nation's job training programs.

Department of Labor officials will discuss these new directions, what the Clinton Administration hopes to achieve, and efforts to reform the nation's job training system into a workforce development system.

You will also have the chance to **Examine:**

- A computer based shopping center in New York that brings together over 50 local programs and service providers under one case management system;
- The consolidation of federal, state and local training and employment services under one umbrella in Michigan;
- Effective linkages between local education agencies, vocational education programs and the job training system.

Learn:

- How innovative case management systems are ensuring that clients access different services;
- How to evaluate JTPA programs by using "return on investment" concepts;
- How to provide innovative training for dislocated workers;

- How to design and conduct programs for older workers.

New challenges, responses face health and human service providers

Workshops will focus on practical tools and techniques to improve the design and delivery of county services.

The Clinton Administration's proposals for health care and welfare reform could dramatically impact county aging, health and human services systems. Hear the latest details from key Administration spokespersons about these proposals and how they will affect your county's programs and services.

You will have the chance to **Examine:**

- Community-based school-linked service integration initiatives that work;
- Targeted case management for human services automated data entry systems for providers of aging services;
- How investments in data systems pay off in better services and lower costs;
- The impact undocumented immigrants are having on county health

- and human service systems;
- Better services for the elderly and disabled by using assisted living and caregiver support services;
- The use of community health information management systems in Washington's reformed health care system.

You will also have the chance to **Learn:**

- How counties are helping teen parents;
- The health and human services provisions of the 1993 Budget Reconciliation Act;
- Expanding child care centers into family support centers;
- The challenges of monitoring child support, child abuse and neglect;
- The impact of proposed Older Americans Act regulations on county aging programs;
- How county health systems are involved in state health reform efforts in Washington and Oregon.

ADA seminar Do you have the answers?

- Friday, November 19, 1993
8:30 a.m.-5:00 p.m.**
- How does a blind person find out about public hearings?
 - Would a person using a wheel-

chair be able to get from the parking lot to the county clerk's office unassisted?

- Can public safety personnel distinguish disability from questionable behavior?
- Can a deaf person access your "911" system?
- Can JTPA programs place people with seizure disorders in job training sites?
- Do you know how to work with disabled persons to help you comply with ADA and avoid legal action?

Program access is more than widening the door!!

Learn how you can answer these and many more questions about service access for persons with disabilities.

The seminar will be conducted by ADA Vantage, Inc. - specialists in training and technical support to counties and cities in complying with the ADA. Trainers Kathryn McCarty and Dianne Lipsy have more than 35 years of experience in the practical interpretation of disability law within local government operations.

The registration fee for conference participants is \$95. If you want to take advantage of this unique opportunity, check the registration form under "ADA Training."

CONFERENCE REGISTRATION - POSTMARK DEADLINE - OCTOBER 25, 1993

Name _____ Mr/Mrs/Ms _____
 Title _____ County _____ City _____ State _____ Zip _____
 Address _____ Telephone _____ Fax _____
 Nickname _____

WHAT IS YOUR MAIN AREA OF INTEREST? Aging Employment & Training Health Human Services

REGISTRATION FEES

	Postmarked by October 15	Postmarked after October 15
Member county attendee	<input type="checkbox"/> \$245	<input type="checkbox"/> \$275
Non-member county attendee	<input type="checkbox"/> \$295	<input type="checkbox"/> \$345
Other government attendee	<input type="checkbox"/> \$295	<input type="checkbox"/> \$345
Private sector attendee	<input type="checkbox"/> \$320	<input type="checkbox"/> \$370
ADA Seminar	<input type="checkbox"/> \$95	

PAYMENT METHOD: Conference registration fee must be received before registration can be processed. You may reserve your registration with a voucher or purchase order made payable to the National Association of Counties. However, a purchase order only holds registration; payment must be made before a badge is issued.

Check MasterCard Visa P.O. or Voucher _____ Exp. Date _____

Card Number _____ Cardholder's Name _____ Signature _____

CANCELLATION POLICY: Refund of conference registration fee, less an administrative fee of \$50, will be made if written notice of conference registration cancellations are postmarked no later than October 25, 1993. Cancellation requests postmarked after October 26 will be subject to an administrative fee equal to one-half of the registration fee.

HOTEL REGISTRATION

Housing reservations must be made by completing this form. All reservations received after October 29 will be confirmed subject to availability.

Room Reservation Name _____ Departure Date _____ Roommate Name _____
 Arrival Date _____

Do You Have Any Special Housing Needs? _____
 PLEASE CHECK DESIRED ACCOMMODATIONS: San Francisco Hilton: _____ Single/Double..... \$110 (Standard) _____ Single/Double..... \$125 (Deluxe)

HOUSING DEPOSIT

Your room reservation can be guaranteed by either of the following methods:
 1. Complete credit card authorization, the hotel will send confirmation of your reservation within two weeks of receipt.

CREDIT CARD AUTHORIZATION

Visa MasterCard American Express _____ Exp. Date _____

Card Number _____ Cardholder's Name _____ Signature _____

The NACo Housing Center is authorized to use the above card to guarantee my hotel reservation. I understand that one night's room charge will be billed through this card if I fail to arrive at the confirmed date unless I have cancelled my reservation with the hotel at least 48 hours in advance of arrival.
 2. Indicate housing needs above. We will notify the hotel of your reservation. The hotel will send you confirmation of your reservation and request payment made directly to them. Your reservation will be guaranteed once the hotel receives a one night's deposit.

MAIL TO: NACo Conference Registration, P.O. Box 79007, Baltimore, MD 21279-0007

If you require special considerations, please indicate by checking the appropriate box below.
 Sign Language Interpreter Assistive Listening Device Other (Describe) _____

Environmental cleanups key to base closure process

By Richard A. Wegman and
Harold G. Bailey, Jr.

(Last week's installment by the authors discussed legislation by Senator David Pryor (D-Ark.) to expedite the process of transferring military bases to local use. The Pryor legislation has now been adopted by the Senate, and will be taken up in a House-Senate conference later this month. This week's article focuses on cleanup of environmental contamination at these facilities.)

A major obstacle to rapid conversion of military bases to civilian use is the problem of environmental contamination, and the potential threat it poses to the health and welfare of adjoining communities.

There has been widespread discontent with the current pace of cleanups at bases affected by the 1988 and 1991 Closure and Realignment Commissions. Due to technical difficulties and bureaucratic delays associated with the cleanups, there has been only one transfer of a major base property pursuant to the 1988 and 1991 base closure process. By the end of 1992, the Department of Defense (DoD) had identified more than 18,000 sites (at both operating and

closed bases) that require remediation, but DoD had finished its remedial investigations for only 545 sites.

Remedial action by DoD has been completed in only 416 instances, leaving roughly 98 percent of the total sites with legal barriers to transfer of DoD bases.

Concerned about the slow pace, Congress has directed DoD to complete remedial investigations at all bases slated for closure by the 1988 and 1991 commission by January 1994.

In its most recent report, the 1993 Base Closure and Realignment Commission found that DoD has consistently underestimated the costs of environmental cleanup at closing bases, and it recommended for the 1995 process that DoD consider additional cleanup costs in making recommendations for closure. The commission pointed out that a "given base's cleanup may need to be more extensive if that base closes, given possible changes in land uses."

The issue of changes in land use and effects on the cleanup process is a particularly complex aspect of the current debate. Many local communities are anxious for base cleanup to proceed quickly and conform to the proposed future use of the base fa-

cilities (industrial, residential, etc.), but what if those uses change and the cleanup becomes inadequate? Moreover, what if state and local environmental standards become more stringent? These are some of the most worrisome questions facing the Administration and the Congress.

Over the past year, there has been extensive debate about the tension between accelerating base closure cleanups and environmental and legal liabilities. For example, it is unclear what flexibility DoD has under the Superfund law to "tailor" cleanups to a particular future use in an attempt to facilitate transfer. Under Superfund, title to a closed DoD base cannot pass unless a Superfund cleanup process has first been completed for all the contaminated sites at the base.

The problem this poses was raised by Senator Barbara Boxer (D-Calif.) in a May hearing on DoD cleanups: "We can't keep a standard based on kids in a daycare center eating sand," Boxer stated. "We want the land's use to be considered during cleanups." Moreover, because judicial review of a particular cleanup often occurs after most of the time-intensive cleanup work is over, DoD and local communities might find out too late that a particular cleanup does not

meet Superfund or more stringent state standards.

Another problem is the confusion between cleanup requirements under Superfund and the parallel provisions of the Resource Conservation and Recovery Act (RCRA). The Army cites an example where a Superfund cleanup was delayed until a RCRA study was completed, even though the site had been thoroughly studied under Superfund.

The Pryor legislation to expedite base transfer and local redevelopment — which the Senate just adopted as part of the 1994 DoD reauthorization bill — does not address many of these cleanup issues. Therefore, once Congress completes action on Senator Pryor's provisions, it needs to focus squarely on environmental aspects of base closures. Action that could greatly ease the burden for local communities includes the following:

- 1) **Tailoring** — Congress should statutorily affirm tailoring as acceptable action, thereby eliminating any doubts about the legality of tailoring cleanups to future uses.
- 2) **Superfund/RCRA overlap** — Congress should direct EPA to publish additional guidelines describing how Superfund and RCRA should be handled in the base closing con-

text, and clear up any confusion about which statute and which cleanup standards apply to a given situation.

3) **Financial responsibility** — Congress should consider steps to reassure lenders that contamination at bases will not become a financial albatross for local communities. One way to do so would be to provide that in the event contamination at a former military base is disclosed at a future date, the DoD should bear the burden of demonstrating that such contamination was not caused by the DoD.

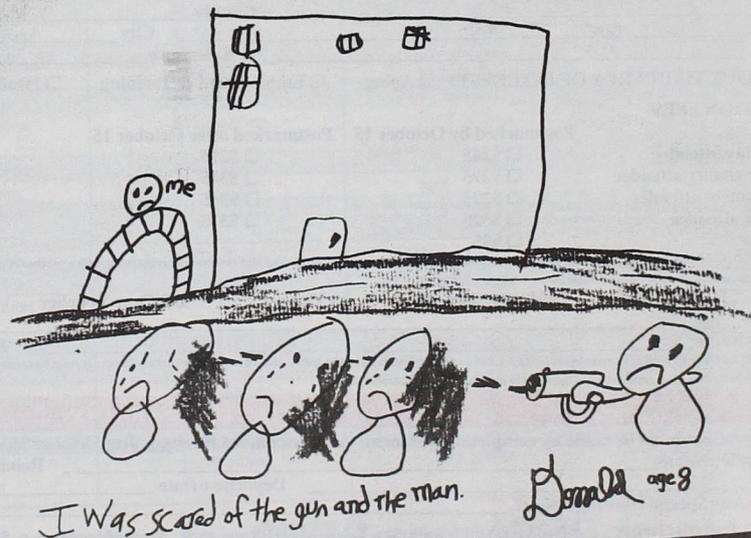
4) **Funding** — The \$2.2 billion proposed by President Clinton for base cleanups almost certainly will fall far short of what is needed to restore these facilities to productive use. Notwithstanding budgetary constraints, sooner or later Congress will have to recognize this, and provide whatever amounts are necessary for remediation and cleanup.

These steps would ease the transition for affected communities considerably, and make it possible for former military property and facilities to be used productively much more rapidly than has been possible in the past.

(Wegman and Bailey are attorneys with Garvey, Schubert & Bares, with offices in Washington, D.C.; Portland, Ore.; and Seattle, Wash.)

Children draw
what they see,
and what they see
as a crime.

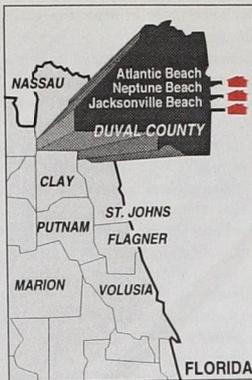
courtesy of The Atlantic Monthly



Help redraw their world.
Call and get free information
on how to protect your children
from drugs and violence
in your neighborhood.
Call 1-800-WE PREVENT

Secession wave hits Jacksonville-Duval County

By Susan D. Grubb
staff writer



Citizens in the Jacksonville-Duval County (Fla.) communities of Atlantic Beach, Neptune Beach and Jacksonville Beach are challenging the county's consolidated government for their independence and their own county boundaries. If successful, they would create the county's first county in 10 years, which was La Paz County, Ariz.

Over the past few months, citizens in the three communities have gathered enough petition signatures to place a non-binding referendum on all three ballots this fall to create their own county, called Ocean County.

It was a lawsuit brought against Jacksonville-Duval by Atlantic Beach that has spurred this latest attempt to create Ocean County, which would be Florida's smallest and most densely populated. Past movements were "more emotional and weren't as organized as we were," said Nick Nicholson, chairman of the Ocean County Political Committee.

The lawsuit, filed on March 8, stems from what Atlantic Beach claims is the county's failure to fulfill its interlocal agreement with the beach communities. The agreement spells out what services the county should provide the beaches and how much the beaches should pay for them in taxes.

For five years Atlantic Beach negotiated the interlocal agreement with the county, Atlantic Beach Mayor Bill

Gulliford said. "They stonewalled us."

An Atlantic Beach study indicates that the beaches pay \$18.1 million in taxes and fees to the county. Nicholson estimates that the beaches can govern themselves more cost-effectively for "about \$13 million to \$14 million a year." This figure includes the cost of capital outlays for court facilities, a jail and county offices. Duval County's total general revenues for 1990-1991 were more than \$707 million.

Committees have been created to study issues from schools to garbage collection. There are approximately 9,600 students in the beaches area, Nicholson explained, and the beaches contribute \$35 million a year to the county. We could run our own school system for \$33 million, Nicholson said.

Although citizen support was strong

enough to get the question on local ballots, the mayors of both Neptune Beach and Jacksonville Beach have not jumped on the bandwagon.

"There's been a lot of misconceptions," said Neptune Beach Mayor John Kowkabany. The ballot question is written in a way that advocates a split, he explained, "but proponents say it's to look at [the issue] further."

The referendum reads: "Shall a formal process be initiated to create a new political subdivision, 'Ocean County,' to provide the county services presently the responsibility of the consolidated city of Jacksonville, functioning as Duval County?"

The figures proponents use for the cost of running an Ocean County are underestimated, Kowkabany added. He also pointed out the region's need for the Jacksonville court system, since 90 percent of the area's crime is committed by non-residents. And, he added, there is no room for a landfill. "They skirt those issues. ... I ask you, 'Where are they going to put the garbage?'"

"They're playing politics," said Mayor Gulliford, who was scheduled to appear on a local talk show the next day with his peers. "It might be a yell show," Gulliford said.

Duval County has no official position on the secession, but Councilman Dick Brown, who represents the beaches, says he understands the citizens' frustration. The interlocal agreement is "vague," he said. "It definitely needs work."

"The [Jacksonville-Duval] Admin-

istration isn't against trying to work things out," he explained, "and they agree with some of their concerns."

All sides say the referendum will most likely be approved, but differ on its outcome in the Florida State Legislature, where it must be taken up next for approval.

"That's probably where it will bog

down, if it does bog down," Brown said. "Most government watchers believe there's a reluctance to encourage formation of new counties," he said. "It would trigger others."

"I feel we have a win-win situation," said Nicholson. "Even if we lose, it'll be a wake-up call for Jacksonville."

Thigpen joins NACo staff



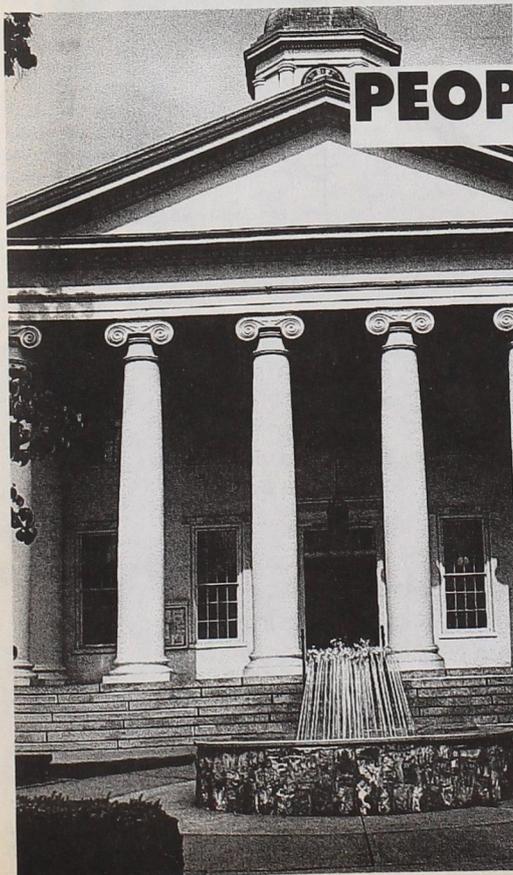
Jack Thigpen, NACo fellow

Jack Thigpen, assistant professor and Extension Service specialist in economic development in the Department of Rural Sociology, Texas A&M University, has joined NACo as its latest fellow, replacing Michael Sowell. Thigpen, who is assigned to NACo for 10 months, will work with the Agriculture and Rural Affairs Steering Committee.

Thigpen received both his B.S. (1979) in agricultural business and M.S. (1981) in agricultural economics from the University of Tennessee. His Ph.D. is in sociology from the University of Kentucky, with an emphasis on the social and economic aspects of natural resource conservation. He began his appointment at Texas A&M in 1988.

His Extension programs focus on developing and implementing educational programs that will increase the awareness of rural communities and landowners regarding natural resource-based economic development strategies.

Thigpen played a key role in initiating the first-ever statewide survey of hunting lease operators in Texas, and developed and utilized Hunter Expenditure Survey methodology for Texas counties. His Natural Resource-Based Economic Development Program is being pilot tested as a guide for Texas counties to better develop their natural resources economically while also preserving the environment.



PEOPLE HERE VOTE FOR US.

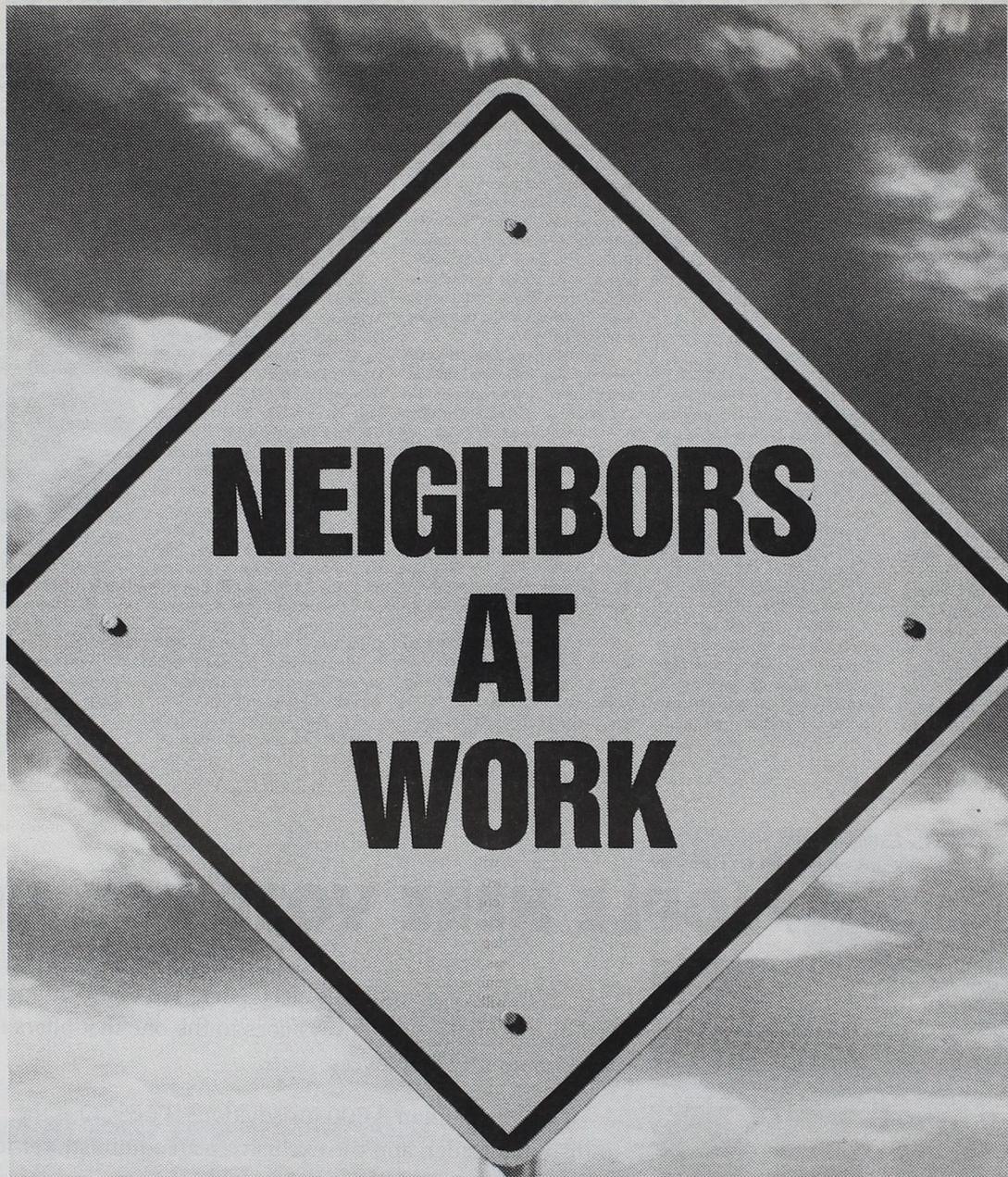
When county officials elect a deferred compensation administrator, the vote always goes to the one that offers the most for county employees.

For more than 4,000 jurisdictions, PEBSCO is the undisputed leader, and the exclusive plan administrator for the National Association of Counties. Administering in excess of \$1.5 billion in program assets for over 160,000 public employees and 2,000 participating NACo jurisdictions.

Our story is told in a new booklet called, "How To Select The BEST Deferred Compensation Program." It's yours free when you call (614) 249-8400. It'll tell you exactly how, and why, we've become the favorite elected representative of county government.

Proving, once again, that when government officials cast their votes for program administration, we win by a landslide.





TO BUILD A STRONGER COMMUNITY, SIGN UP.

It's a sign of the times. People are coming together to rebuild their neighborhoods, and restore pride in their communities.

They're joining NeighborWorks. A special non-profit partnership of local residents, business and government leaders working to reverse housing decline.

By lending their skills, NeighborWorks volun-

teers have rebuilt over 100,000 homes... giving millions of neighbors a new lease on life. But many more need your help.

So, join NeighborWorks today and learn how you can help your neighbors and your nation.

Call 1-800-325-6957
or write NeighborWorks P.O. Box 41406,
Baltimore, MD
21203-6406.


Reversing decline. Rebuilding pride.



NACo to co-sponsor Empowerment Zones, Enterprise Communities conference

NACo, in partnership with the George Washington University (GWU) Department of Public Administration and other organizations, will co-sponsor a conference titled, "Empowerment Zones and Enterprise Communities: Moving from Legislative Concept to Successful Implementation." The conference will be held Nov. 17 and 18 on the campus of GWU in Washington, D.C.

The Department of Housing and Urban Development and the Department of Agriculture are planning to promulgate interim regulations by early November that will enable potential recipients of funding under this new legislation to begin their strategic planning in anticipation of final regulations.

The conference will provide an opportunity for participants to discuss the contents of the interim regulations with key federal officials and begin their planning efforts with a more knowledgeable base of information.

For more information about the conference, call GWU's Office of Conferences and Institutes at 202/994-7238, or fax: 202/944-7400.



Photo by David Hathcox

NACo and the American Bar Association (ABA) co-hosted a meeting, Sept. 13, of the elected leaders of public interest organizations representing local governments and school boards. The group discussed ways to cooperate and collaborate on children's issues, a governance project, civil and criminal justice reform, and unfunded mandates. Among the participants were (l-r) NACo President Barbara Todd, ABA President R. William Ide III, National School Boards Association (NSBA) Executive Director Thomas A. Shannon and NSBA President-elect Boyd W. Boehlje. Representatives of the International City/County Management Association, the National Association of Towns and Townships, the National League of Cities, and the U.S. Conference of Mayors also participated in the meeting.



Santa Clara County (Calif.) Executive Sally Reed has been named chief administrative officer (CAO) for Los Angeles County, Calif., filling a vacancy left by the resignation of Richard Dixon. Reed has extensive local government experience. She has served as Santa Clara County executive since 1981. Prior to her county position, she worked in a variety of posts for the city of San Jose over an eight-year period. As Los Angeles County CAO, Reed will oversee a \$13.5 billion budget.

TASK FORCE

from page 5

Administration representatives and congressional leaders.

In addition to the "County Report on Children," the task force will also produce a "Best Practices Guide." The guide will focus on local programs that address investments in children and collaborative partnerships.

The task force will also be seeking grant funds to carry out a collaborative demonstration project focused on developing local partnerships that address new approaches to prevention. The demonstration effort

will bring together key community leaders from the public and private sectors in selected counties to develop a local action plan for children.

The task force's activities for the first year of the Children's Initiative will culminate in a national videoconference on children's issues which will be held at NACo's 1994 Annual Conference. The videoconference will be produced in partnership with the U.S. Extension Service and will be broadcast via satellite to counties across the country.

The task force will also work during the next two years with NACo's steering committees to review existing policies and, where necessary, to develop new policy statements to address the needs of children and their families.

The task force will have a two-year lifespan, operating through both Barbara Sheen Todd and Randy Franke's terms as president of NACo. The group is chaired by Monterey County (Calif.) Supervisor Barbara Shipnuck.

A group of local officials accustomed to running municipal environmental programs and finding ways to keep their communities out of court has launched the National Association of Local Government

Environmental Professionals (NALGEP).

The organization is designed to enhance the pragmatic problem-solving skills needed to contend with the day-to-day demands of the environmental "crisis." Established by local officials for local officials, NALGEP's purpose is to provide a framework for the exchange of information and training among this unique group of professionals.

"This group was created to give each of us the opportunity to make the most of our expertise and experience," said Mira Barer, NALGEP co-chair and director, Natural Resource Protection for Broward County, Fla. "Conserving resources is a driving factor behind environmental policy. It is not a very big step to recognize that local officials must find ways to help each other and help themselves if we are to effectively manage the most pressing environmental problems," Barer said.

NALGEP's "exchange" format includes publishing a newsletter every six weeks that highlights recent legal, regulatory and legislative developments, and features members'

success stories, as well as building a clearinghouse of documents, publications and contracts that can be accessed by members through a "hotline."

In addition to collecting and distributing model "operational" documents such as program checklists, RFPs for disposal services, property audit protocols and samples of public information brochures, the clearinghouse will be a resource center for information of immediate interest to NALGEP members.

According to NALGEP Co-Chair John Hills, environmental services manager for Anaheim, Calif., the clearinghouse "fulfills a vital function for local environmental officials because it keeps us from reinventing the wheel. If you are creating or revamping an environmental program in your community, you can save a lot of time and aggravation by using the NALGEP network to streamline your research and development process," Hills added.

(For more information about NALGEP, contact Sandra Garbrecht at 202/638-6254, or write to NALGEP, 1350 New York Ave., N.W., Suite 1100, Washington, DC 20005.)



Photo by Tom Goodman

Monterey County (Calif.) Supervisor Barbara Shipnuck, chair, NACo Children's Initiative Task Force, leads a discussion during an all-day planning meeting, Sept. 17.

In its next issue, County News will take you on a trip down the information highway with a focus on technology.

News from the nation's counties

North

MICHIGAN

• **The OAKLAND COUNTY** Parks and Recreation Commission plans to "open the Fridge" in early 1994 when it completes a winter recreation project currently under construction.

The first refrigerated toboggan slide in Michigan, the 4,000-square-foot, \$1.7 million "Fridge" project will feature a two-flume run. Toboggans will whisk riders 1,000 feet at speeds of up to 30 miles per hour.

The facility will accommodate 30 toboggans per 10-minute period. Each toboggan seats four people.

The project is being funded by capital improvement dollars set aside over the past four years and a \$250,000 grant from the Michigan Recreation Bond Fund.

WISCONSIN

• **MILWAUKEE COUNTY** Supervisor Daniel J. Diliberti has been appointed to the Southeastern Wisconsin Regional Planning Commission (SEWRPC) by Governor Tommy Thompson.

Diliberti served as the principal policy and planning analyst for Milwaukee County before his election to the Milwaukee County Board in 1992. He currently serves as chairman of the Wisconsin Counties Association's Taxation and Finance Committee.

"Transportation, public safety, recreation, jobs and environment are all issues that call for more coordination between local governments," said Diliberti. "As local governments become more interdependent, more regional cooperation on these and other issues will be needed. I am happy to represent Milwaukee County and work with other members of SEWRPC to develop workable policies and plans for the future."

South

FLORIDA

• **PALMBEACH COUNTY'S** Planning, Zoning and Building Department is concentrating its "re-inventing government" projects on increasing productivity and improving customer service.

Streamlining procedures, automation, eliminating duplicative inspections and a permit-tracking system are just a few of the ideas that the staff is turning into achievements.

"These areas, although difficult to quantify immediately, do lead to cost-avoidance," said County Administrator Robert Weisman in a report to the board of county commissioners. "And they account for an estimated \$250,000 in savings annually."

MARYLAND

• **BALTIMORE COUNTY**

Executive Roger B. Hayden recently announced an innovative program for senior citizens victimized by crime. The Eldercare Victim Support Program is the first of its kind in the United States, according to Hayden, and is just one component of the executive's Community Crime Prevention Program.

Using an on-call system set up by the Baltimore County Department of Aging, the program will provide assistance to seniors 24 hours a day, seven days a week. Working with the police department, a victim assistance team will provide emergency medication, money, home repairs, and mental and physical support to seniors victimized by crime. Outreach specialists will provide follow-up services for the seniors.

Midwest

MINNESOTA

• Thanks to a special grant from the Law Advocates, kids at **RAMSEY COUNTY'S** juvenile detention facility are getting a chance to experience a slice of African-American history.

The Underground Railroad Program is an overnight camping experience that gives kids a chance to experience what it was like for slaves attempting to escape to freedom. The boys arrive at the Wilder Forest facility at night and immediately begin a journey throughout

which they must hide from pursuers and trust strangers to guide them safely.

When the "conductors" (abolitionists helping the slaves escape) finally bring the boys to freedom, they gather for a discussion on slavery and how many risked their lives to be free — to read, speak openly and make their own choices.

The boys are then asked to look at their own lives and the choices they are making. Discussions about discrimination, values, choices and self-esteem continue until sunrise.

Boys' Totem Town, the detention facility, began participating in the program four years ago when staff member Tom Russ observed a large increase in gang participation among kids in his dorm.

He believed the boys needed some positive role models, so he teamed up with the two local non-profit organizations to get boys from the detention center involved in the Underground Railroad Program.

"One of the big pluses on this experience," says Russ, "is that the kids learn to work together as a group and to trust each other when they are running through the woods. And they bring some of that trust and respect back with them."

West

CALIFORNIA

• As a result of the property tax shift recently signed by Governor Pete Wilson, dozens of **LOS ANGELES COUNTY** libraries and health clinics, which are already

operating on skeleton schedules, are facing closure if money to keep them afloat is not found soon.

County officials now believe that the last hope for funding the facilities may rest in one of three measures currently under consideration by the state legislature.

One proposal would increase the cigarette tax by 17 cents, funneling hundreds of millions of dollars to local governments. Another measure would allow counties to create assessment districts for libraries that would impose a tax on properties of about \$10 per year.

The third proposal would grant counties a one-year waiver of minimum spending requirements that must be met to qualify for tobacco tax revenues under Proposition 99. Proponents say this measure could free up enough money to keep the doors open to 20 county health clinics and four comprehensive health centers — all of which are facing closure this fall.

OREGON

• An earthquake, Sept. 20, measuring 5.6 on the Richter Scale has put the **KLAMATH COUNTY** Courthouse out of commission.

While damage assessments are not yet complete, officials are concerned that the courthouse, which was built in the early 1920s, may have to be condemned, according to Ed Kentner. Offices housed in the courthouse are currently operating in temporary buildings.

Though less extensive, the county's library and juvenile hall also sustained damage from the earthquake.

"Back to the future" for better American communities?

By Neal R. Peirce
Washington Post Writers Group

Could we "go back to the future" to build an America we like better than the sterile single-class suburbs, auto-dependent and far from town centers, that commercial builders have been pushing on us for the last generation?

Yes, says Grantland Johnson, outgoing supervisor of Sacramento County Calif. The model is right in front of us, he observes, in those pre-World War II communities where housing types and costs vary block by block, upper- and lower-income people live in closer proximity, much less space was wasted, and housing densities make mass transit practicable.

Johnson, a keen African-American intellectual recently appointed regional director for the Department of Health and Human Services, failed, in narrow Sacramento Board of Supervisor votes, to get a majority for the new transit-accessible county development plan designed by famed San Francisco architect Peter Calthorpe.

But by forging an alliance among racial minorities and the environmentalists, Johnson has pointed the

way to a new land-use politics for the '90s.

When development flows to the metropolitan fringes, Johnson notes, we not only devour farmlands and open spaces and generate auto dependency and air quality crises. We divert money needed for

Inclusionary zoning would assure that people of all income groups get to mix in the new developments.

infrastructure in older neighborhoods. We divert jobs to fringe locations, accessible only by car. And most critical, we destroy the potential for coherent community.

Take a look at any region, and you see proof of Johnson's point. Suburbanites tend to live in enervating social isolation, driving their protected kids everywhere, denying them the pleasures of informal town life. Even while in inner-city neighborhoods, areas drained of employed role-model adults, kids see little reason to take education seriously and rarely make the normal contacts of a socially integrated society, contacts that could lead them into productive lives of work.

We are engaged, in short, in a form of development that, at its

heart, is profoundly **anti-community** — anti-community at the grassroots, anti-community for a nation of shared purpose.

Under the Calthorpe plan, new developments would have to be built on light rail lines or bus feeder routes. Each would include a mix of

single-family homes, apartments and townhouses, a town center, mixed-use commercial facilities and employment centers, all within a quarter-mile walk from the transit stop.

The "back to the future" feel would be achieved through narrow street widths, shorter lot setbacks, and garages behind houses in alleys instead of in front. Single-family homes could have a "granny flat" above the garage, looking out on the alley, for extra rental income or to house an elderly relative or older child.

The goal, in Johnson's view: "a neighborhood in which people actually see one another outside of their cars!"

Inclusionary zoning would as-

sure that people of all income groups get to mix in the new developments. Middle-class families could shed second and third autos (at a savings of at least \$5,000 per vehicle per year). School integration would be easier to achieve. Poor families' devastating isolation from the mainstream of our society would be ameliorated. And we would, Johnson says, have returned to the future, to "the mixed-use environment we had for decades, before we pandered totally to the auto."

Building this kind of environment is far more complex, of course, than throwing up another cookie-cutter, cul-de-sacked suburb.

Not surprisingly, the building industry teamed up to defeat the Calthorpe plan Johnson was backing — even though Portland and San Diego have adopted some parts of the guidelines, and the ideas are now starting to be discussed widely across the country.

What's really required is a revolution in American zoning patterns. We may enjoy the intimacy of streets, the mix of shops and homes and nearness of the countryside in small Vermont towns or a Charleston, S.C., suggests James Howard Kunstler in his new book, *The Ge-*

ography of Nowhere (Simon & Schuster).

But, notes Kunstler: "These places could never be built today under our present zoning laws. They would violate setback codes, street-width specifications, separation of uses and all the other rules that add up to a blueprint for sprawl. All you can build today in upstate New York is another version of Los Angeles."

But at least we're starting to comprehend what our true problem is — the first step on any road to progress. The message is that wrong-headed zoning is Villain No. 1, followed by builder resistance.

The hidden problem, many people say, are racism and economic exclusivity.

But need they be fatal to any discussion of new community land use? We won't know until we do the obvious — change the zoning rules, and then use carrots and sticks to get the builders to go along.

Then we should find out: Can compact and user-friendly communities, as varied as America in their composition, be built in our time?

If the answer is yes, then the environmental and social benefits could well be profound.

Notices . . . notices . . . notices

CONFERENCES

□ **The Emergency Management Institute** is gearing up for its 1993-94 course year. Located in Emmitsburg, Md., the institute serves as the national focal point for the development and delivery of emergency management training to enhance the capabilities of federal, state and local government officials, volunteer organizations, and the private sector to minimize the impact of disasters on the American public.

For a course catalog, write to: Emergency Management Institute, 16825 South Seton Ave., Emmitsburg, MD 21727.

□ **The Urban Land Institute** is sponsoring a workshop on "Basic Real Estate Development" in San Francisco, Calif. on Oct. 14-15, and in Washington, D.C. on Oct. 21-22.

The course is intended for development and land-use professionals who want to increase their understanding of real estate development before taking on larger or more complex projects. It will also provide participants with the fundamentals of successful design and development of real estate projects from the developer/owner's point of view.

To register, contact: Urban Land Institute, Workshop Registration, 625 Indiana Ave., N.W., Suite 400, Washington, DC 20004-2930, 800/321-5111.

□ San Diego, Calif. is the site for "Business Retention & Expansion: Forging New Relationships Between Government and Business," a conference sponsored by the **National Council for Urban Economic Development** (CUED), Nov. 14-16.

Through presentations from national experts, case studies on local programs and roundtable discussions, the conference will focus on approaches that move from traditional programs to ways that restructure the local economy. The agenda will include an introduction to best practices and a strategic overview.

For more information, contact: CUED, 1730 K St., N.W., Washington, DC 20006, 202/223-4735.

□ "Implementing Health Care Reform in Rural America: State and Community Roles" is the theme of a conference at the **University of Iowa** in Des Moines, Iowa, Dec. 2-5.

The meeting is designed to provide state legislators and other rural community leaders with concise, insightful and practical information to help them in addressing health care reform issues.

For registration information, contact:

Jo Dickens, 249 Iowa Memorial Union, The University of Iowa, Iowa City, IA 52242, 319/335-3213.

□ **Health care executives, business and community leaders** will come together to explore their roles in the transformation of the nation's health care system at the **Healthier Communities Summit**, April 30-May 3 in Anaheim, Calif.

Participants will be challenged to rethink their roles and responsibilities in re-engineering the system, and to create a new infrastructure of community leadership.

For more information, contact: The Healthcare Forum, 830 Market St., San Francisco, CA 94102, 415/421-8810, fax: 415/421-8837.

PUBLICATIONS

□ **EPA's Office of Solid Waste** has completed its report, "Hazardous Waste Management Planning Needs and Practices: A Review of Several State Agency Approaches."

The study identifies existing and emerging state hazardous waste management planning needs, describes planning practices designed to address these needs, and relates state observations on the relationship of their planning needs and activities to the federal Capacity Assurance Planning (CAP) process.

To purchase a copy, contact the National Technical Information Service at 703/487-4650.

□ **The National Center on Institutions and Alternatives (NCIA)** has three new studies available for purchase: "Hobbling a Generation: Young African American Males in Washington, D.C.'s Criminal Justice System," "Hobbling a Generation: Young African American Males in the Criminal Justice System of America's Cities: Baltimore, Maryland" and "Search & Destroy: The Plight of African American Males in the Criminal Justice System."

For price and ordering information, contact: NCIA, 635 Slaters Lane, Suite G-100, Alexandria, VA 22314, 703/684-0373.

□ **HUD USER**, a research information clearinghouse, sponsored by the **Department of Housing and Urban Development (HUD)**, has printed the third edition of the "Directory of Information Resources in Housing and Urban Development."

It is designed to help housing professionals, researchers and policy-makers

identify national and international organizations and data bases that gather and disseminate information on housing and development-related topics.

The directory is available for \$26 from: HUD USER, P.O. Box 6091, Rockville, MD 20850, 800/245-2691.

AWARDS

□ November 30 is the deadline

for entries in the **Healthier Communities Awards Program**, sponsored by **The Healthcare Forum**.

The awards honor communities worldwide that have established new models of collaboration and leadership in the health care field.

For more information, or to submit an application, contact: Selection Committee, The Healthier Communities Award, c/o The Healthcare Forum, 830 Market St., San Francisco, CA 94102-3057, 415/421-8810.

□ **The National Civic League's 1994 All-America City Awards Program** is taking applications through April 6, 1994.

In its 45th year, this award honors communities of all sizes (cities, towns, counties, neighborhoods and regions) in which citizens, government, businesses and voluntary organizations pull together to address critical local issues.

For more information, contact: The National Civic League, 1445 Market St., Suite 300, Denver, CO 80202-1728, 800/223-6004.

Job market

DIRECTOR OF SOLID WASTE MANAGEMENT — GEORGETOWN COUNTY, S.C.: Coastal Georgetown County (population 46,302), is seeking candidates for a new position of Director of Solid Waste Management. Position will begin

around January 1, 1994. Candidates should have a bachelors degree from an accredited college in Civil Engineering or Solid Waste Management or equivalent. Prefer SC licensed engineer or able to obtain, must have 5 years solid waste experience and obtain SCMOL

certification within first year. Required certifications must be kept up to date. A demonstrated record of hands on solid waste experience, creativity, and excellent communication skills, able to work with community groups, oversee a staff of 20, highly energetic to develop new programs in recycling and waste reduction. Send resume and salary history by November 1, 1993 to: Gordon W. Hartwig, County Administrator, P.O. Drawer 1270, Georgetown, SC 29442.

Director of Human Resources and Employee Relations
\$4,936-\$7,226/per Month

At Hennepin County, we employ approximately 11,000 people and are the largest unit of local government in Minnesota having an annual budget of over \$1 billion.

We're recruiting for a Director of Human Resources and Employee Relations to oversee the administration of a \$400,000,000+ payroll, labor relations, compensation, classification, benefits administration, HRIS, recruitment and selection, training and general personnel services to all County departments. You will also manage workforce diversification, affirmative action and ensure contract compliance with contract holders.

We require a Master's degree in a field related to human resources management AND five years management or supervisory experience of professional staff OR Bachelor's degree in fields related to human resources management AND seven years management or supervisory experience of professional staff. Experience in a large public sector organization is desirable.

Applications will be accepted until November 5, 1993. For additional information, you may call Richard Tiedeman, Senior Recruiter, at (612) 348-2053.

Hennepin County Personnel Department
A-400 Government Center
300 South Sixth Street
Minneapolis, MN 55487-0040
Equal Opportunity Employer

Associate County Administrator
Program Performance Measurement and Evaluation
\$5,912-\$8,317/per Month

Hennepin County, the largest unit of local government in Minnesota having an annual budget of over \$1 billion and a 10,000+ workforce, has an unclassified position available for an Associate County Administrator. You'll be part of the management team that operates Hennepin County.

You'll be responsible for Program Performance Measurement and Evaluation, a new functional area in Hennepin County. Some projected goals are to: direct the development of measurable objectives and activities; provide guidance on measurement techniques; develop method for multi-departmental measurements; review progress towards meeting goals; and evaluate total County performance in meeting long range strategic and financial plans.

We require an advanced degree in business administration, public administration, or related field with emphasis in research methods, statistics and/or management science AND seven years management or administrative experience. Bachelor's degree AND experience may be substituted for advanced degree. A strong background in program measurement and evaluation is preferable. Public sector experience is desirable.

Applications will be accepted until November 5, 1993. For additional information, you may call Richard Tiedeman, Senior Recruiter, at (612) 348-2053.

Hennepin County Personnel Department
A-400 Government Center
300 South Sixth Street
Minneapolis, MN 55487-0040
Equal Opportunity Employer

REVENUE COLLECTION MANAGER — BROWARD COUNTY, FLA.:

(Taxes and Licenses) Salary \$35,784-\$50,507 PER YEAR. Requires graduation from an accredited four year college or university with major course work in accounting, finance, or business administration, with course work in data processing and six (6) years experience in the revenue collection operations of a medium to large governmental organization, including four (4) years in the supervisory and administrative aspects of fiscal affairs and policy making; or any equivalent combination of training and experience. Official application must be received by the Broward County Personnel Division by 4:00 P.M. on October 22, 1993. Official applications and additional information may be obtained from the Broward County Personnel Center, 115 S. Andrews Ave., Annex B, Ft. Lauderdale, FL 33301. Phone (305) 357-6444. **BROWARD COUNTY IS AN EQUAL OPPORTUNITY EMPLOYER AND PROVIDER OF SERVICES (MINORITY/FEMALE/DISABLED/VETERAN).**

Job Market - Classified Rate Schedule

Rates: \$3 per line.
(You can figure the approximate cost of an ad by counting the number of characters, including spaces and punctuation marks, in your copy. One line consists of approximately 38 characters. Divide 38 into the number of characters in your ad. The resulting figure will give you the approximate number of lines. Multiply that figure by 3 to figure your approximate cost.)
Display Classified: \$30 per column inch.

Billing: Invoices will be sent after publication.

Mail advertising copy to: Job Market, County News, 440 First St., N.W., Washington, DC 20001.

FAX advertising copy to: Job Market, County News, 202/393-2630.

Be sure to include billing information along with copy.

For more information, call County News, National Association of Counties, 202/942-4256.

National trails celebrated

On June 5, 1993, hundreds of businesses, organizations and others participated in the first National Trails Day (NTD). National Trails Day was designed to provide a chance for veteran trail enthusiasts to rally around the preservation of existing trails and to encourage the development of new trails.

According to the American Hiker's Society, 750,000 people participated in NTD '93. All 50 states, plus the District of Columbia, Puerto Rico, Virgin Islands and Canada, held events. More than 400 outdoor retail establishments participated by promoting NTD events, trail education and local trail projects. Hundreds of public land management agencies planned and promoted events and worked with local trail clubs. Interior Secretary Bruce Babbitt and Forest Service Director F. Dale Robertson were on hand at the dedication of the Pacific Crest Trail.

A National Trails Day '94 is set for June 4, 1994. For more information, contact National Park Day, American Hikers Society, P.O. Box 20160, Washington, DC 20041-2160.

FREE CATALOG!

 **CALL 800-435-4066**
FAX 800-247-1107

NEW LENOX LIGHTING
JOLIET, IL

 **STREET LIGHT LENSES**
VARIOUS STYLES

THE PAR GROUP
Paul A. Reaume, Ltd.
Public Management Consultants

Local Government Specialists
Serving a National Clientele

Executive Search & Staff Recruitment
Management Audits • Staff Rightsizing & Outplacement
Organization & Operations Analysis • Police & Fire Studies
TQM & Motivational Training • Personnel Systems and Pay Plans
Leadership Development Training • Strategic Planning

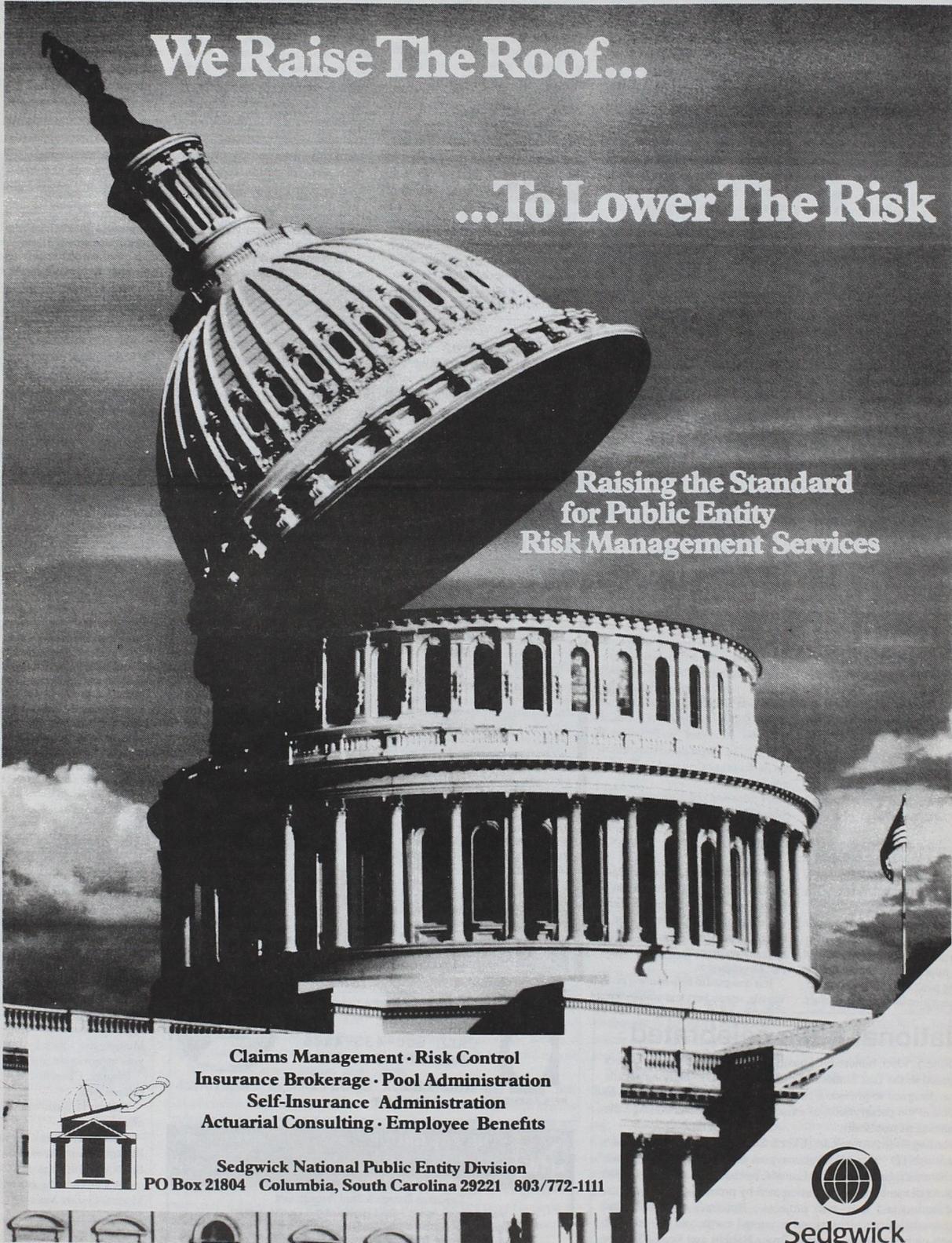
CHICAGO
100 N. Waukegan Road, Suite 200
TEL (708) 234-0005 Lake Bluff, Illinois 60044 **FAX (708) 234-8309**

Assisting in the Achievement of Excellence in the Public Service Since 1972

We Raise The Roof...

...To Lower The Risk

**Raising the Standard
for Public Entity
Risk Management Services**



**Claims Management · Risk Control
Insurance Brokerage · Pool Administration
Self-Insurance Administration
Actuarial Consulting · Employee Benefits**



**Sedgwick National Public Entity Division
PO Box 21804 Columbia, South Carolina 29221 803/772-1111**



Sedgwick