

County News

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Counties receive community police grants

By Donald Murray
associate legislative
director

Just days after money became available at the start of the fiscal year, President Clinton announced the first round of police-hiring grants under the new crime legislation, including 50 grants to county governments.

At a White House ceremony, Oct. 12, Attorney General Janet Reno joined the president in announcing a total of \$200 million in grant awards. An additional \$1.1 billion in grants will be announced over the next 12 months.

Sheriff's departments and other law enforcement agencies who applied for grant funds were required to indicate

how they intended to continue community policing and retain the new positions after the grant expired. The applications were chosen from 2,506 applicants not funded under the Department of Justice's 1993-94 Police Hiring Supplement Program (See page 4 for list.)

The grants will help jurisdictions hire 2,770 new officers. Coupled with previous police hiring grants, these awards bring the total number of new officers funded to nearly 4,900 in more than 600 communities. Over the next year, up to 10,000 additional officers will be funded. Applications and program criteria are expected to be available by December.

The crime bill's Cops on the Beat Program provides \$8.8 billion in competitive grants to state

and local governments for the purpose of hiring community policing officers and implementing community policing programs.

The Justice Department has established a Community Oriented Police Office to administer the program. The program has two major long-term goals: 1) to increase the number of community police officers by 100,000, and 2) to advance community policing as an approach. In awarding grants, the Justice Department will allow jurisdictions to transfer sworn officers from desk jobs to community assignments if the result would be the deployment of additional officers.

A decision to hire a community police officer requires careful assessment. Most counties and cities analyze their ability to re-

tain a law enforcement officer over a 20- to 30-year period. "A short-term grant may be helpful as seed money but only if the local government can afford to retain the

position in the long-term," cautioned Dennis Greenhouse, Justice and Public Safety Steering Committee chair and New Castle County (Del.) executive.

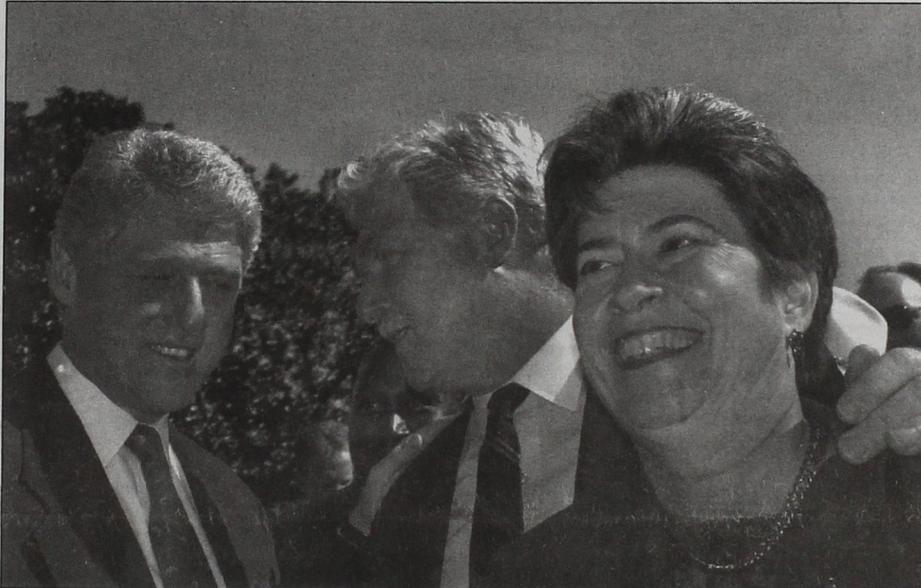


Photo by Donald Murray
President Clinton chats with Representative James P. Moran (D-Va.) and Arlington County (Va.) Board Chair Mary Margaret Whipple at a White House ceremony announcing the first round of police-hiring grants.

Mandate-relief efforts shift to election politics

By Larry Jones
associate legislative director

In the aftermath of congressional failure to pass mandate-relief legislation this session, NACo has launched a "Take the Pledge" campaign, challenging all candidates for national office to pledge their support to pass mandate-relief legislation in the 104th Congress.

Pledge sheets have been sent to the chief elected official in each of the nation's 3,072 counties with a request that they ask both Democratic and Republican candidates to go on record supporting mandate-relief legislation similar to S. 993 and H.R. 5128.

"Candidates will need our support as the election draws near. We should let them know that relief from the burden of federal mandates on our counties and on our taxpayers is a critical issue with us and may condition our support for

See **MANDATE RELIEF**, page 8

Reno to address participants at NACo crime act teleconference

Attorney General Janet Reno tops the list of Justice Department staff who will be on hand to brief county officials about the recently passed crime act during "Counties Counter Crime" — a video teleconference — Oct. 28, from 1:30-4:30 p.m., Eastern time.

Transmitted live from Wash-

ington, D.C., via satellite, to sites across the country, the teleconference gives county officials the chance to shape regulations that will ultimately determine the impact of the legislation. Those participating will also learn firsthand about the resources available to prevent and combat crime in their communities.

In broad outline, the program's segments will feature:

- an overview of the act

See **TELECONFERENCE**, page 4



I N S I D E

After an 18-year struggle, legislation to increase PILT payments is finally headed to the president's desk for signature.



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It has been a rocky road for flow control legislation, with many dead ends and detours. In the end, though, all the hard-won compromises made no difference as one senator stopped the NACo-supported measure.

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Counties can now collect back taxes during bankruptcy proceedings.

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Planning how to reuse closing military bases is now easier.

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Many observers have characterized the 103rd Congress as the worst in decades. How bad was it really for counties and NACo legislative priorities.

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Payments In Lieu of Taxes: what it means for counties

By Jeff Arnold
associate legislative director

For the first time in 18 years, Congress has acted to increase funding for the Payments In Lieu of Taxes (PILT) Program to reflect the costs that counties have incurred in support of public lands.

With House passage of S. 455, on Oct. 7, the authorized ceiling for PILT payments to public land counties has effectively doubled. The increase will be phased in over five years. President Clinton is expected to sign the measure which had previously passed the Senate on April 28.

Although long-awaited good news, the passage of S. 455 does not mean an automatic increase



in money to counties. The legislation requires an annual appropriation which then would be subject to the new formula contained in the legislation. If counties are successful in

obtaining the funding, the legislation provides for an increase of \$122 million over the five-year period, and provides for annual cost-of-living adjustments thereafter. The earliest counties could expect an increase would be Oct. 1, 1995.

The passage of this legislation was the culmination of nearly six years of work by county officials, in conjunction with NACo, to rectify a mounting problem for public lands counties. Costs for programs such as law enforcement, search and rescue, and emergency medical care had risen dramatically during this period, but the underlying legislation did not provide for the PILT Program to respond to these increases. It now will.

The ongoing fight is a long

way from being over. Each year, counties will need to compete with other programs for full funding for the PILT Program. "We have been successful for the past 18 years in getting the full amount of \$105 million," noted NACo Executive Director Larry Naake. "But, it will probably be necessary for us to redouble our efforts as the authorization increases to nearly \$227 million. It will not be an easy fight."

The modification to the PILT Program was accomplished by the hard work of many public land county officials from Georgia to Washington, from Minnesota to New Mexico and everywhere in between. The legislation was thought to be dead last fall, but through perseverance, the legislation will be signed into law within the next few days.

Flow control legislation dies at Rhode Island senator's hands

By Diane S. Shea
associate legislative director

Despite unanimous passage in the House of Representatives and support from 99 senators on the Senate floor, the NACo-supported flow control-interstate waste bill was stopped by a single senator who refused to agree to a unanimous consent motion to pass the bill.

Senator John H. Chafee (R-R.I.), stood alone in asking the Republican leader, Senator Bob Dole (R-Kan.) to object to the motion, effectively killing the bill in the Congress's last hour on Oct. 8.

Flow control in the Senate

Flow control legislation had encountered a rocky road on its journey through the congressional session.

In the Senate, a broad flow control bill was introduced by Senator Howell Heflin (D-Ala.), but garnered only

four cosponsors.

A more narrow flow control bill was subsequently filed by Senator Frank Lautenberg (D-N.J.), chairman of the subcommittee on Superfund, Recycling and Solid Waste Management. After almost two months of strong lobbying, Sen. Lautenberg agreed to broaden his bill to cover local governments that had not yet chosen all their designated facilities.

In the meantime, the Senate Environment and Public Works Committee reported out a bill to limit out-of-state waste, without a flow control amendment attached. The committee's chair, Senator Max Baucus (D-Mont.), acknowledged the growing interest in flow control legislation and promised to attach a flow control amendment to the interstate bill when it reached the Senate floor.

Flow control in the House

Action on a House bill was stalled

for months in the Energy and Commerce Committee's Subcommittee on Transportation and Hazardous Materials, while NACo worked to convince the subcommittee's chairman, Al Swift (D-Wash.), to introduce a bill in spite of the waste industry's opposition. NACo was advised that in order for a House bill to move, at least one national waste company, along with the scrap recycling industry, would need to be supportive.

Finally, Representative Frank Pallone (D-N.J.), who had initially introduced a bill identical to Sen. Lautenberg's original bill, agreed to revise his bill to reflect a compromise that NACo negotiated with WMX Technologies, Inc. and the Institute of Scrap Recycling Industries. The new bill attracted cosponsorship by key members of the House Energy and Commerce Committee and Representatives Blanche Lambert (D-Ark.) and Alex McMillan (R-N.C.) After defeating

an effort by Representatives Bill Richardson (D-N.M.) and Jack Fields (R-Texas) to substitute a very narrow bill for the NACo-supported measure, the bill (H.R. 4683) was favorably reported out by the committee in mid-August.

For the next several weeks, counties and local governments vigorously lobbied the House and Senate leadership for time on the floor for flow control legislation. The Senate interstate waste bill had been waiting for months without any action, apparently to force the House to act first. On Sept. 28, an interstate bill passed the House; one week later H.R. 4683, NACo's flow control bill, after again soundly defeating a Richardson-Fields amendment, passed unanimously.

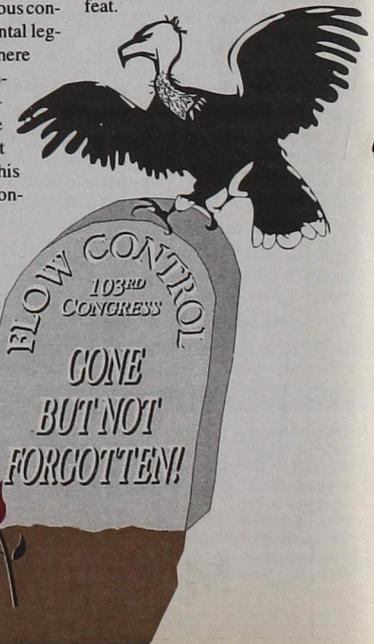
Because few days remained in the congressional session, it became necessary to obtain unanimous consent to pass any environmental legislation in the Senate. There were wide differences between the House and Senate versions of the interstate waste bill, and realizing that the bill might not pass this year, NACo sought to convince Sen. Baucus to consider taking up the House flow control bill separately, rather than attaching it as an amendment.

Sen. Baucus, along with Senator Dan Coats (R-Ind.), who had fought for an interstate waste bill for four years, insisted that the two issues remain together. Key discussions on the interstate bill were finally be-

gun between Senate and House committee staff during the first week in October, and agreement was reached between importing and exporting states.

The Senate took up the measure on Oct. 7, but was unable to act because several senators had placed holds on the bill, primarily expressing concerns with the interstate waste component of the bill.

Although NACo had not been part of the House-Senate negotiations on the interstate bill, most of the time was spent during the Senate's last hours trying to address individual senators' problems with the bill. By Saturday afternoon, Oct. 8, all the holds had been released except for Sen. Chafee. Unable to change his mind, the bill's sponsors waited until virtually the last minute of the session, then conceded defeat.



Counties win right to collect property taxes in bankruptcy procedures

By Ralph Tabor
public policy director

In the final days of this Congress, the House and Senate passed a bankruptcy reform bill (H.R. 5116), which would allow counties and cities to collect taxes due on properties involved in bankruptcy

proceedings. Under the bill, counties would be able to file a lien for property taxes due before and after the filing of a bankruptcy petition. The lien would have to be satisfied before other creditors are paid off.

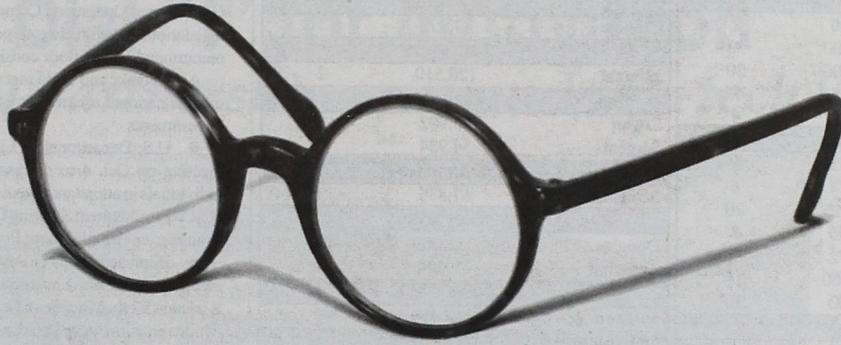
The legislation was the first major rewrite since adoption of the bankruptcy code in 1978. House Judiciary Chairman Jack Brooks (D-Texas)

worked closely with Democratic and Republican members of his committee and the Senate Judiciary Committee to craft the legislation. The compromise bill contained only provisions agreed to by the bipartisan leadership of both committees.

NACo, along with the National League of Cities and individual counties and cities, successfully argued that the bill contain a provision overturning recent court decisions on tax liens. As a result of the legislation, cities, school districts and counties will be in position to gain millions of dollars in uncollected property tax revenues.

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.



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Counties receiving police-hiring awards, Oct. 12

County	Award \$	# of Police	County	Award \$	# of Police
Alaska			Michigan		
Anchorage	1,534,864	15	Grand Traverse	300,000	4
Fairbanks	300,000	4	Gratiot	300,000	4
Ketchikan Gateway	182,956	2	Ottawa	65,150	1
Arizona			Sanilac	39,928	3
Navajo	230,208	4	Minnesota		
Pima	2,000,000	27	Mahnomen	149,259	2
California			Missouri		
Merced	150,000	2	Clinton	44,998	1
Los Angeles	3,000,000	33	Montana		
San Francisco	2,000,000	20	Mineral	120,510	2
Stanislaus	894,078	9	Dakota		
Tuolumne	300,000	4	Logan	43,902	1
Florida			Sargent	54,934	1
Broward	1,950,000	26	Nebraska		
Dade	340,074	6	Scotts Bluff	67,875	1
Escambia	1,402,125	20	Nevada		
Hernando	600,000	8	Douglas	375,000	5
Indian River	223,872	3	Churchill	75,000	1
Palm Beach	1,200,000	16	New York		
Saint Lucie	750,000	10	Sullivan	225,000	3
Georgia			Oregon		
Brantley	166,596	4	Klamath	950,637	7
Chatham	369,537	6	Pennsylvania		
Cobb	544,613	8	York	75,000	1
DeKalb	1,080,920	17	South Carolina		
Douglas	832,517	13	Beaufort	505,008	12
Elbert	191,943	4	Berkeley	666,491	12
Hawaii			Richland	204,577	3
Honolulu	3,000,000	40	Spartanburg	899,228	14
Iowa			Utah		
Tama	304,192	3	Salt Lake	1,499,955	20
Illinois			Wayne	134,303	2
Massac	125,754	2	Virginia		
Indiana			Arlington	425,475	6
Clark	297,049	5	Henrico	723,598	10
Kentucky			Washington		
Daviess	341,077	6	Clallam	300,000	4
Louisiana			Ferry	298,848	4
Calcasieu	790,231	12	King	1,177,670	15
St. Martin	215,253	4	Pierce	975,000	13
Maryland			West Virginia		
Baltimore	1,725,000	23	Boone	186,878	3
Montgomery	1,982,970	36			

NACo

on the move

◆ As Congress was winding down early this month, NACo Executive Director **Larry Naake**, Legislative Director **Reggie Todd** and Associate Legislative Director **Larry Jones** met with Senator Bob Dole (R-Kan.) to urge support for bringing the unfunded mandates bill to the Senate floor. They also met with Representative John Conyers (D-Mich.), chair of the House Government Operations Committee, to urge quick committee action on the legislation, and with House Speaker Tom Foley's (D-Wash.) chief of staff to recommend House floor consideration of the mandates bill.

Also, Naake and Todd met with the White House domestic policy staff to discuss national urban policy and FY96 budget proposals affecting county governments.

◆ U.S. Department of Labor Secretary Robert Reich hosted a dinner meeting on Oct. 4 to discuss waivers and consolidation. Among the 40 individuals in attendance were Hennepin County (Minn.) Commissioner and NACo Employment Steering Committee Vice Chair **Peter McLaughlin** and Training and Employment Programs Director **Neil Bomberg**.

◆ Representatives from the International Education Center in Tokyo met with NACo's Research Director **Sharon Lawrence** and Research Assistant **Kelly Mackie** on Oct. 14 at NACo headquarters. Among the topics of conversation were basic county government structure, the services counties provide and the role of NACo.

◆ NACo Enterprise Services Director **Lee Ruck** attended the annual conference of the National Association of Governmental Deferred Compensation Administrators on Oct. 14 in Lexington, Ky., where he presented a report on the need to further educate public employees on financial accounts.

◆ At Iowa State University in Ames, Iowa, Associate Legislative Director **Tom Joseph** participated in a review of university research on health care. In his role as a board member of the Public Policy Advisory Board on the Center for Rural Health Research, Joseph made recommendations on how the findings could be used to better serve county residents.

◆ Research Associate **Robin Fernkas** was in Whitefish, Mont., Oct. 14, for the Montana Job Training Partnership annual planning conference, where she gave a legislative update and a presentation on the Administration's Re-Employment Act.

◆ At the International Conference for Volunteer Administration in Anaheim, Calif., Oct. 5-8, Research Associate **Peter Lane** spoke about county-run volunteer programs and moderated a panel discussion on "Advocacy: Keeping Your Public Program in the Public Eye."

◆ Public Policy Director **Ralph Tabor** and NACo Fellow **Phil Rosenlund** attended briefings by Department of Agriculture Secretary Mike Espy and other undersecretaries on the reorganization of the department. Briefings were also held on new alignments for rural development and natural resources programs.

Community policing grants accelerated for counties with populations under 50,000

On Oct. 17, President Clinton announced the COPS FAST Program under the crime act to speed up to \$165 million in grants to jurisdictions with populations under 50,000.

A one-page, fill-in-the-blank application form will be available

by Nov. 1. Completed applications will be due at the COPS office by Dec. 31.

Before funding may begin, jurisdictions designated for funding will be required to submit necessary budget information and a brief, satisfactory

description of community policing plans.

Local officials can telephone the new Justice Response Center at 800/421-6770 or 202/307-1480 in order to get on mailing lists to receive grant applications as they become available.

TELECONFERENCE from page 1

- the role of the Department of Justice and other federal agencies
- implementation of programs and funds available
- question and answer sessions, and
- input into the regulations.

Expected to be on hand during the three-hour program are: Associate U.S. Attorney General John Schmidt, designated by Attorney General Reno to oversee the implementation of the crime act; Deputy Associate Attorney General Kent Markus, charged with responsibility for

community policing programs; and Assistant Attorney General Laurie Robinson, who is responsible for state and local programs, corrections, courts and domestic violence.

Also appearing during the video teleconference will be violence prevention expert, Peter Edelman, counselor to Health and Human Services Secretary Donna Shalala, and Mark D. Fabiani, Housing and Urban Development deputy assistant secretary for operations in the Local Partnership Act (LPA) Administration. LPA, incorpo-

rated into the crime act, provides funds for prevention programs in delinquency and substance abuse.

Seventeen state associations are providing conference downlink sites for their members. The conference transmission may also be picked up by facilities with satellite dishes, such as community colleges or government cable operations.

For the conference's transmission coordinates or other information, contact Lois Kampinsky at NACo, 202/942-4267.

County News

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Enterprising County

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October 24, 1994

Dial "I" for Innovation

County/City partnership spawns high-tech 911 center

By Shaden Tageldin
PTI

When panic-stricken residents in Monroe County, N.Y., dial 911, something more than a human voice answers.

High technology does, too. The County and the City of Rochester, which teamed minds and monies to build a consolidated 911 center that opened this June, have endowed their emergency response facility with every state-of-the-art feature imaginable—the better to fight crime, manage crisis, and satisfy the needs of public safety professionals and residents alike.

The center, which uses the latest computer-aided dispatch (CAD), automated call distribution (ACD), and radio technologies, consolidates emergency communications across Monroe County, eliminating separate dispatch facilities for 79 emergency agencies in the County, the City of Rochester, and other area jurisdictions.

Partnerships for progress

The cross-jurisdictional partnership that spawned the center began in 1980, when officials decided that a single dispatch agency could serve Monroe County's sheriff and Rochester's police and fire departments. Over time, other area emergency agencies joined the effort. All recognized that Monroe County had outgrown its existing communications center: both the physical plant and the technology within it. Its location was undesirable, and its CAD system did not function effectively. A new, multi-jurisdictional center would centralize management and incorporate up-to-date technology, achieving economies of scale and optimizing emergency response.

The result, says Dave Wirley, project leader and Monroe County Information Services Operations Manager, is a unique 911 center that pools the facilities, funds, and staff resources of both Monroe



Monroe County's (N.Y.) new emergency communications center, built and operated in partnership with the City of Rochester, features a state-of-the-art primary operations room.

County and the City of Rochester. "The City," Wirley explains, "is responsible for providing the physical facility; the County funds the operation, including salaries, and provides the equipment needed to run it; and the employees are City employees."

"Relations [between the County and the City] were not always collegial," says Sharon Murray, director of the City of Rochester Office of Emergency Communications, which oversees operation of the consolidated center. Changes in administration and partisan politics, she says, threatened the vision of an integrated 911 facility. The dream, however, outlived all obstacles. "A commitment [to the center]," Murray notes, "was made back in 1991, and even though we had a change in mayors, the commitment was strong enough to see the project through."

Murray attributes the strength of that commitment to dedicated leaders in each partnering jurisdiction and to encouragement from a Public Technology, Inc. (PTI) SWAT team of local government experts

that guided the project from concept to completion. "We involved a PTI SWAT team early on, and we involved as many people as possible in the decision," she says. "It's been a unique venture."

Wirley agreed that guidance from the SWAT team allowed Monroe County and the City of Rochester to contain project costs and complete construction rapidly. The partners articulated their design concept in January 1991 and opened the center this June.

Team participants included PTI's Neal Carpenter, former business director for public safety programs, and Linda Keenan, business director for enterprise programs; Paul Linnee, then director of emergency communications for the City of Minneapolis, Minn.; Nancy Jackson, communications operations manager for the City of San Jose, Calif., Police Department; and David Brents, communications administrator for the DeKalb County, Ga., Department of Public Safety.

The team examined Monroe County's existing emergency communications and made short- and long-term recommendations. Some problems, such as water dripping on radio equipment and improper exiting, begged immediate attention. Others raised long-term concerns. The inadequate floor-to-ceiling height of the County's former 911 center, for example, allowed no

space for cabling to run beneath the flooring. That limitation crippled the center's ability to accommodate the latest technology, since high-tech equipment often demands extensive cabling space. Inability to support emerging technologies, coupled with the center's poor location, necessitated the move to a new facility.

With the decision to build a new center, the County/City partners began to develop a sound design for the facility. To cull ideas for the partners' ambitious undertaking, Bryan E. Hawkins, project manager for the City of Long Beach, Calif., Communications Center, toured emergency communications centers in 40 locales across the country, studying successes and failures and capturing his findings in slide presentations illustrating the do's and don'ts of center design.

Technology for efficiency

Such cross-governmental collaboration, says team member Carpenter, helped Monroe County and the City of Rochester create a structure that is "truly state-of-the-art—one of the finest centers in the country." "It's very well-designed, very well-laid-out," he says, proud of the partners' accomplishment. "It incorporates the best of the best."

Wirley lauds the new center's advanced technological capabilities, particularly the sophistication of its CAD system. "I think the speed

provided by this system is a big improvement," he says. The old CAD system, he notes, was designed to handle only 2,300 calls per day, failing to support the typical daily volume of 3,600 to 4,000 calls. The new dispatch system, designed to meet regional needs through the year 2000, accommodates substantially more than the average load—as many as 4,500 to 5,000 calls each day. Wirley credits the system with "a much more efficient operation."

An advanced ACD system has also transformed center operations, says Wirley. The system automatically distributes calls among call-takers, each equipped to handle calls from both the hearing and the hearing-impaired. Call-takers, in turn, assign calls to appropriate dispatchers, ensuring that each is handled by the dispatcher most experienced in coordinating response to a particular type of emergency.

But ACD's impact on public service, Wirley stresses, transcends mere rapid, efficient "allocation of calls across...telecommunicators." State-of-the-art ACD technology, he says, boasts tremendous reporting capabilities. "We can analyze peak hours and length of calls, know which switching station calls are coming in from on the network, and pinpoint the upgrades [for example, more incoming trunks] we need," he says. Based upon that data, center personnel can make decisions that improve the responsiveness of dispatch services. "It allows us to be proactive rather than reactive," says Wirley.

Wirley expects the center to make even greater technological strides toward better public service when it introduces mobile data terminals (MDTs) in local police vehicles next year. The MDTs, to be connected to the CAD system, would free radio channels by enabling police units to check records with no dispatcher intervention and dispatchers to send voiceless dispatches directly to officers' MDTs. Officers could, for example, routinely enter random license plate numbers into their MDTs and get instant information on those numbers. If an officer were to discover a stolen car while performing a routine check, a dispatcher could intervene. The center plans to install MDTs in area police

See *INNOVATION*, page 6

Enterprising County is a bi-monthly feature of *County News*. PTI is the research and development technology subsidiary of NACo, National League of Cities and the International City/County Management Association. Call Taly Walsh or Shaden Tageldin, PTI, at 202/626-2400

for more information.

PTI's President is Dr. Costis Toregas.



Congress changes rules for military base reuse

Homeless assistance groups lose priority for surplus property

By Haron N. Battle
associate legislative director

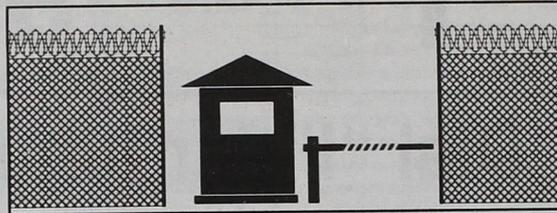
Last year, President Clinton proposed a comprehensive plan for revitalizing base-closure communities that was enacted in the 1994 Defense Authorization Act. Reuse efforts, though, have been hampered by the McKinney Homeless Assistance Act, which gives homeless assistance groups priority in obtaining surplus federal property.

This obstacle was addressed on Oct. 6 when Congress passed the "Base Closure Community Redevelopment and Homeless Assistance Act of 1994" (S. 2534). The act exempts military bases from the

McKinney Act, while providing a procedure which balances the needs of the homeless with the objective of promoting economic development at these facilities.

S. 2534 clearly authorizes a local redevelopment authority (LRA) to develop a reuse plan. Homeless providers can no longer request direct conveyance from the Department of Defense (DoD). Instead, local groups must express their interest in base closure property to an LRA. In developing a reuse plan, the LRA must take into account all community and economic development needs, including those of the homeless.

LRA's will have nine months to submit a redevelopment plan and application to DoD and the Depart-



ment of Housing and Urban Development (HUD). The application must describe the LRA's outreach to and consultation with homeless providers and other community groups, and include legally binding agreements governing any transfer of property.

HUD will have 60 days to review the plan and certify whether it

reasonably addresses the needs of the homeless (either on- or off-base) and balances those needs with other community and economic development objectives.

If HUD does not approve the plan, the LRA will have 90 days to revise and resubmit it to HUD and DoD. If HUD certifies that the revised plan is unacceptable, HUD

will consult with homeless providers to determine their current interest in the site, request detailed proposals for its use, and make a recommendation to DoD on the transfer, which, under these limited circumstances, may include direct conveyance to homeless providers.

The law is retroactive to bases that already have been approved for closure. Passage of S. 2534 is quite timely because 72 major military installations were slated for closure during the 1988, 1991 and 1993 rounds, and next year is described as "the mother of all base closings," when the Base Closure Commission is expected to recommend adding an equal or greater number of facilities to this list.

INNOVATION from page 5

vehicles and hopes to operate the terminals by May 1995, Wirley says.

Monroe County and the City of Rochester contracted with PRC, Inc., for all CAD hardware and software, with Coded Communications for MDTs, with Motorola for radios, and with Rochester Tel for telephones.

Technology for versatility

To ensure long life for the area's new 911 center, officials in Monroe County and Rochester sought technology that could grow with ever-growing public safety demands. When the partners struck their initial deal with PRC, they left contractual terms open to the possibility of change, refusing to commit their jurisdictions to technology that could become outdated by contract execution. "The open part of the contract allowed us to upgrade to newer hardware technology if it provided noticeable improvement," says Wirley. Indeed, a late decision brought the partners the latest in technology: compact, powerful, expandable. The initial contract had designated a Digital Equipment Corporation (DEC) VAX 4500 as the center's computing platform; the final specified a top-of-the-line DEC VAX 4700.

The partners' insistence on adaptable technology is evident in the design of the center's back-up dispatch facility. The facility, equipped with two systems, prepares staff for any contingency. The first, a DEC VAX 4700 that mirrors the live system, backs up center operations. When custodians arrive to clean the primary operations room on a low-activity night, for example, dispatchers go to the secondary area, convert workstations there from back-up to live functionality, and provide the uninterrupted service so critical in emergency response.

The alternate VAX 4700 does more than back up its live counterpart. During crises or special events,

it doubles the center's available live dispatch positions, enhancing operations. When necessary, it can also stand alone for large-scale employee training.

The facility's second system, a portable DEC VAX 3100, runs the CAD application independently. The system, which supports up to 10 workstations, cannot access permanent files, but is ideal for training.

Design for empowerment

If the center's technology promotes efficient and flexible operations, its design celebrates the value of people. "Everything on the operations floor was designed by at least 60 percent of the employees. Everything on the station is what they wanted," notes Murray. "It was designed with a lot of input from the dispatchers themselves," Wirley agrees.

"They're [emergency response staff] in a profession where they have very, very little control," Murray explains, citing the urgency and unpredictable timing and nature of emergency calls. "We've tried to give them control of their internal environment."

Hence a center built with the dispatcher in mind. Each CAD workstation includes a personal comfort console with—among other features—air-conditioning, airflow, and white-noise controls. Primary and secondary operations areas, indirectly lighted to minimize computer-screen glare, feature serpentine walls that deflect sound and sound-soak equipment that absorbs noise. A quiet room—blissfully lacking telephones, but boasting ample La-Z-Boy recliners—offers dispatchers a place to unwind after especially stressful events. Other amenities include secure parking, kitchen, exercise room, shower facilities, and men's and women's locker rooms partitioned with a moveable wall to allow easy

reconfiguration as the gender makeup of the center changes.

Hence a center that is ergonomically sound. In the past, each telecommunicator used two keyboards, one for the CAD terminal, the other for the ACD system. Now that the ACD system uses a touchscreen environment, only the CAD keyboard remains, eliminating tiered keyboards from workstation design and protecting employees from debilitating work-related disorders such as carpal tunnel syndrome. The center has also equipped its dispatchers' PC-based radio consoles with wireless mice, shedding keyboards, unnecessary cabling, and the need for different mouse-to-PC cabling configurations for right- and left-handed users.

The center's design has not ignored access: maintenance access to equipment and facilities and public access to information about emergency response. A tunnel links primary and secondary operations areas, the computer room, and telephone and radio areas for easy access to and maintenance of cabling. Through a large-screen display of one dispatcher's computer screen, soon to be installed, staff will be able to give the public a real-time look at 911 response. An observation platform will allow visitors to watch and hear dispatchers at work in the operations room.

Murray thinks that money spent on the 911 center's advanced technologies and human amenities is money spent on more empowered and rewarded public safety employees and, ultimately, on better service to the citizen. "It really is a wonderful center. Dispatch is generally treated as the step-child of public safety. This center says that dispatch is critically important and a sibling, not a step-sibling, of public safety. We continue to build the professionalism of our employees. If you don't recognize [your staff] as important, they won't see their

job as important. This center is a very strong statement that they're important."

With many employees responding positively to new quarters, Wirley feels that staff morale "can be greatly improved." Although she remains cautiously optimistic, Murray agrees. "It's too early to really answer that question because we're still in transition," she says. She believes, however, that center employees like the new emergency response environment, both for the technological power it brings to their fingertips and the sound ergonomics and creature comforts that respect the physical and emotional rigor of their work. She recalls one employee's reaction to the new facility: "The first day we were in here, after the first eight hours, an employee came to me, and she said, 'You know, Sharon, this is the first time since I've worked here'—and she'd been here six years—that I haven't gone home with a headache."

Challenges of change

But change raises questions as well as hopes. Monroe County's experience, Murray says, suggests that new technology can spawn as many problems as it solves—until, at least, that technology is finetuned.

One challenge is organizational. In an environment where time is of the essence, where misdirected or undispached calls can cost lives, employees' grasp of new technology is critical. As the Monroe County/Rochester 911 center reinvents business as usual, it must continue—paradoxically—to run business as usual. Thus, Murray notes, the transition to new computer and telephone systems has been "very hard for employees, very stressful." She understands the frustrations of adjustment. "Every single [computer] command," she says, "is different. Things that they [employ-

ees] used to do automatically they can't do anymore. If they do something automatically, it'll be wrong. They have to think each time they do something. And this is our busiest time of year." But Murray is confident that employees will adapt to change. "We see improvement every day," she says. "By the fall, things will be better, and by next summer we'll be in good shape."

Another challenge is the technology itself. Dispatch to misdialed numbers and dropped calls, Murray notes, were never problems under the center's old ACD system. Its new CML-GTE phone system, she says, "holds on to a call even though the caller drops out. The call goes to a waiting queue, and a telecommunicator has to deal with it and dispatch police—even to a misdialed number."

Murray acknowledges some potentially life-saving value in the hold feature. She cites situations where a victim—overpowered by an assailant or in the throes of cardiac arrest—drops a call, yet desperately needs help. But responding to large numbers of incorrectly dialed or prank calls, she emphasizes, is "not at all a good use of a police officer's time"—or a dispatcher's radio channels. "With the escalation of crime and violence," she explains, "there isn't an escalation in police units. Right now our channels are so congested that police requesting motor-vehicle data have to wait five minutes to ask for it and another five minutes to receive it."

That, Murray says, will change radically by next May or June, when police cars are equipped with fully operational MDTs. With the last new emergency response technologies in place, she says, Rochester and Monroe County will begin to see a real difference in dispatch and police responsiveness and efficiency.

(Shaden Tageldin is writer/editor for Public Technology, Inc.)

Kennedy introduces the Job Training Consolidation and Reform Act

By Neil Bomberg
director
National Training
and Employment Programs

In the waning hours of the 103rd Congress, Senator Edward M. Kennedy (D-Mass.) introduced his version of job training reform. Senator Kennedy's bill — the seventh major training and employment reform legislation introduced during the second session of the 103rd Congress — represents the first major effort to combine the Republican's desire to consolidate a substantial number of training and employment programs under a single delivery system and the Democrat's desire to reform the nation's basic training and employment services for disadvantaged and dislocated workers.

When he introduced the bill Oct. 6, Sen. Kennedy made the point that this bill grew out of a bipartisan effort that he and Senator Nancy Kassebaum (R-Kan.) had initiated earlier this year. Their goal, he noted, is to consolidate, reform and revitalize federally funded job training programs and to be responsive to the president's request "to improve all aspects of federal work force development policy."

According to Kennedy, much of that work has already been done through passage of the School-to-Work Opportunities Act and Goals 2000: Educate America. For Kennedy, passage of his Job Training Consolidation and Reform Act would complete the package.

The act has two goals. They are:

1) to consolidate and streamline duplicative and overlapping federally funded job training programs, and

2) to create an integrated, accountable work force development system that will provide an opportunity for all workers to obtain the skills needed to compete in today's rapidly changing economy.

Among the key features of the bill are:

- a National Work Force Development Board that may make annual recommendations to the president and Congress regarding which of the 154 job training programs is redundant or ineffective and should be eliminated.

The board would produce a biennial report, titled the Federal Blueprint, which assess the progress that is being made to streamline the nation's job training system, compare the preparedness of the nation's work force to those of other nations, and shall serve as a strategic plan to integrate federally funded work force development programs.

- planning grants that fund financial management, management information, quality assurance and integrated labor market information systems development, and
- waivers and implementation



Senator Edward M. Kennedy (D-Mass.)

grants to states and localities that are prepared to implement innovative and systemic reforms of their job training systems.

Those "leading-edge states" that receive grants will be required to establish one-stop career centers that make services from a broad range of federal job training programs accessible to job seekers, workers and business.

Among the state responsibilities that this legislation describes are:

- development of a state biennial work force development policy
- development of a state job training report card that evaluates the performance of individual programs operating in the state
- development of a quality assurance system based on consumer satisfaction studies, and
- establishment of service delivery areas — known as unified service delivery areas — for all work force development programs based on local labor markets within the state. These unified service delivery areas may conform with existing service delivery areas established under the Job Training Partnership Act (JTPA).

If a state receives an implementation grant, it will be required to include within its one-stop centers those training and employment services authorized by the:

- Job Opportunities and Basic Skills Act
- JTPA Title IIA and III
- Wagner Peyser Act
- Trade Adjustment Assistance Act
- Refugee Education Assistance Act
- Stewart B. McKinney Homeless Assistance Act Title VII, and
- Food Stamp Employment and Training programs.

Among the local responsibilities included in Kennedy's bill are:

- establishment of a local work force development board with a private sector majority by the chief elected official or board
- development of a local work force development plan, and
- oversight of the local one-stop career centers by the local work force development board.

Sen. Kennedy's bill recognizes the importance of local control and gives substantial control over programs to a local board known as a work force development board.

The services that local one-stop career centers must offer are:

- outreach to individuals in need of services
- intake and orientation services
- preliminary skills assessment services, and
- referral to service providers and job search assistance.

On first reading, this bill addresses many of the concerns expressed about an earlier bill introduced in both the Senate and House on behalf of the Clinton Administration in March. That bill, known as the Re-Employment Act of 1994, was opposed by NACo and its affiliate, the National Association of County Training and Employment Professionals, because it threatened local control.

Sen. Kennedy's bill recognizes the importance of local control and

gives substantial control over programs to a local board known as a work force development board. However, concern must remain over governance.

It does appear that local unified service delivery areas may mirror service delivery areas under JTPA. It also appears that local unified service delivery areas are autonomous from states in their decision making process.

Localities may develop their own local work force development plans and may select their own one-stop career center operators without state involvement. However, it appears that the role of local elected officials has been minimized substantially.

Local work force development boards are responsible for developing the plans and may submit them to the state without elected official

agreement. Local work force development boards may act as grant recipients without elected official agreement. Local one-stop operators are selected by both the local work force development board and local elected official. However, evaluation of one stop-center performance is left to local work force boards, and the operating agreement governing one-stop centers is between the local work force development board and the operator.

The bill will be reintroduced in late January or early February, after the 104th Congress convenes. Whether it will receive Sen. Kassebaum's endorsement remains to be seen. But what is certain is that this bill, like its six predecessors, is likely to generate a significant amount of discussion and debate. Over the next several months, NACo will develop information on all the legislative proposals to reform the job training system.

If you would like to receive additional information, please contact NACo's National Training and Employment Programs at 202/942-4236.

Paid-days-off policy boosts employee morale, productivity

By Jill Conley
staff writer

It wasn't an uncommon situation. Some employees were using their sick leave up to the last accrued minute. If they had a day coming to them, they took it off. After all, they'd earned it.

But not everybody appreciated this practice. Especially not those who had to cover for the employees who continually called in sick. In some cases, it was down right unfair. And pockets of low morale were developing throughout county offices.

Blackford County, Ind. (pop. 14,067) decided to do something about it.

"We wanted a leave policy that would overcome the abuse of sick leave and, at the same time, reward employees for faithful attendance and productivity," said Auditor David Troyer, who led the mission to abolish sick leave in Blackford County.

Today, county employees can take only one type of time off with pay, and it's called, very simply, "Paid Days Off" (PDO). "The words 'vacation' and 'sick' are no longer a part of the county vocabulary," says Troyer. "Regardless of why an employee takes leave, they must use a PDO if they want to be paid for it."

As an added incentive to come to work regularly, employees may cash out on their unused leave at any time during the year. If at the beginning of



David Troyer
Blackford County (Ind.) auditor

the new year an employee has accrued more than 20 PDOs — the maximum carryover — the county automatically issues a check for the excess.

"What this system is really about," says Troyer, "is giving employees the responsibility for their own time off in a way that's fair to everyone."

When the county first decided to revamp its leave policy, it added together existing vacation and sick time accrual schedules, which vary according to length of employment, and cut the total number of paid days off by six. When the plan was presented to the county's 70 employees, it was voted down. But after an additional two days were added to the proposal, it was approved unanimously.

So, effective Jan. 1, 1992,

Blackford County employees had only one type of paid leave option for just about any kind of scheduled or unscheduled time off — PDOs. Guidelines for notifying supervisors about leave are established by individual departments. Holidays, jury duty, bereavement and military leave are a separate benefit.

The program doesn't actually save the county money. In fact, the cash-out feature raises personnel expenses slightly above what the county previously paid. But, says Troyer, "it's difficult to measure dollars against efficiency and attitude."

"We've had nothing but positive feedback from our employees since we began the program," says Commission President Marjorie Young. "We think it's really boosted morale and productivity in our offices."

Troyer adds that Blackford has received many inquiries from other counties interested in establishing new leave policies. "It's something that can be easily adapted for almost any county's use," he says of the program which has won an award from the Association of Indiana Counties for innovation in county government and a NACo Achievement Award.

"Some employees still use their leave up to the last minute," says Troyer, "but for those who don't, it really pays off."

For more information, contact David Troyer, 110 West Washington, Courthouse, Hartford City, IN 47348, phone: 317/348-7200.

MANDATE RELIEF from page 1

their candidacy," NACo President Randy Franke observed.

Mandate-relief legislation in the 103rd Congress fell victim to partisan politics and the clock. Intense lobbying by NACo and its state and local allies, support from the president, the Senate minority leader, 67 senators, and most members on the House Government Operations Committee wasn't enough to convince Congress to enact mandate-relief legislation before adjourning on Oct. 8.

Just days before, both President Bill Clinton and Senate Majority Leader Bob Dole (R-Kan.) urged House Speaker Tom Foley (D-Wash.) and Senate Majority Leader George Mitchell (D-Maine) to take immediate action on mandate-relief legislation. Unfortunately, a few members in both houses of Congress did not want to see this legislation enacted and were effective in using

parliamentary maneuvers and stall tactics to kill it as the session came to a close.

In the end, the Democratic leadership in the House decided not to schedule mandate-relief legislation for a final vote on the House floor, and although the Senate briefly debated its version of the bill on Oct. 6, it was abruptly withdrawn after several members attempted to load it down with unrelated or unacceptable amendments.

"This effectively killed our last chance of getting legislation approved this year," said NACo executive director Larry Naake. "But let me assure all of our county officials that we will not let up until strong mandate-relief legislation is signed into law," he said.

Although disappointed about the failure to get a final vote in either house, NACo and other state and local groups believe

numerous achievements throughout the year have left them in a stronger position to get mandate-relief legislation passed early next year.

All major organizations representing state and local governments (NACo, the U.S. Conference of Mayors, National Governors' Association, National League of Cities, National Conference of State Legislatures, Council of State Governments and the International City/County Management Association) are supporting the same legislation. Next, this bipartisan legislation (S. 993/H.R. 5128) has the support of the chairman, ranking Republican member, and the majority of members on both the Senate Governmental Affairs Committee and the House Government Operations Committee.

And finally, the Senate bill was approved by committee on June 16 with no opposition and the

House version was approved in committee, Oct. 5, by a vote of 35-4. With the bipartisan support of the committee leadership, the president, the Senate minority leader and most members, mandate relief stands a better chance of being enacted.

The key to our successful efforts on behalf of mandate relief is bipartisan support. Under the leadership of Senator Dirk Kempthorne (R-Idaho) and Senator John Glenn (D-Ohio) in the Senate and Representative John Conyers (D-Mich.) and William Clinger (R-Penn.) in the House, strong legislation was crafted to relieve state and local governments from the growing burdens of unfunded federal mandates.

While the legislation enjoys wide bipartisan support in both houses, a few key members have led the opposition against it.

In the House, Rules Committee Chairman Joseph Moakley (D-Mass.) protested the proposed changes in the bill that would amend the House rules to require a separate recorded vote on future mandates. Health and Environment Subcommittee Chairman Henry Waxman (D-Calif.) criticized the legislation during committee consideration on Oct. 5 because he felt it would limit the federal government's ability to set and enforce strong public health and environmental standards.

Energy and Commerce Committee Chairman John Dingell (D-Mich.) and Appropriations Committee Chairman David Obey (D-Wis.) have also voiced opposition to mandate-relief efforts.

With opposition coming from so many key leaders, House Speaker Foley would not schedule the bill for final action on the House floor.

In the Senate, although S. 993 was approved by committee on June 16, Senate Majority Leader

Mitchell would not schedule the bill for a vote until Oct. 6, two days before Congress adjourned.

Only after several calls from White House Chief of Staff Leon Panetta and urging from Senator Dole did Mitchell agree to bring the bill to the floor under a troublesome unanimous consent rule (a parliamentary rule which allows any senator to prevent floor action if he or she objects to the limits placed on the number amendments that can be offered and the time for floor debate).

Senators Max Baucus (D-Mont.), John Chafee (R-R.I.), Paul Wellstone (D-Minn.), Daniel Moynihan (D-N.Y.), John Kerry (D-Mass.) Don Riegle (D-Mich.), Bennett Johnston (D-La.), Tom Harkin (D-Iowa), Edward Kennedy (D-Mass.) and other senators raised objections which prevented the bill from being considered under the limited rule.

Only after that did Mitchell agree to allow the bill to be considered under an open rule, allowing any amendments to be offered.

Before the debate began, Senators Glenn and Kempthorne urged all senators to refrain from offering any amendments because of the potential of upsetting the sensitive bipartisan balance achieved in the bill.

They explained that approving any amendment would open the door to extended debates and numerous unrelated amendments which could load the bill down with controversial issues that would most assuredly kill the legislation.

Despite this warning, Senator Paul Simon (D-Ill.) offered an unrelated amendment which prompted Senators Phil Gramm (R-Texas) and Jesse Helms (R-N.C.) to offer extraneous amendments. The bill was withdrawn after attempts failed to convince Simon to drop his amendment.

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Photo by Susan D. Grubb
(left) NACo Executive Director Larry Naake listens to a question from a member of a delegation of the Moscow City Council, who were in Washington earlier this month. Naake, with the help of an interpreter (second from left), explained how American county government is structured, the types of services they provide, and the operations of NACo.

COUNTIES AND THE 103RD CONGRESS WRAP-UP

Following is an accounting of the fate of NACo's 1994 Legislative Priorities and other issues in the 103rd Congress. The report begins with a review of NACo's top seven priorities and then continues, via steering committee, with the year's remaining priorities and other issues of note. Priorities, for the following year, are set each autumn by the Board of Directors, in conjunction with NACo's steering committees.

Unfunded Federal Mandates

Support funding of existing and future federal mandates imposed on states, counties and cities.

In spite of support from the president, the senate minority leader, 67 senators, the chairman and ranking Republican members of the House Government Operations Committee and the Senate Governmental Affairs Committee, the congressional Democratic leadership decided to block final action on mandate-relief proposals supported by NACo.

House Speaker Tom Foley (D-Wash.) decided not to schedule H.R. 5128 for floor action in the House and Senate Majority Leader George Mitchell (D-Maine) waited until two days before Congress adjourned to schedule S. 993 for floor debate under an open rule, which forced the key sponsors of the bill to withdraw the measure after attempts were made to load it down with unrelated or unacceptable amendments.

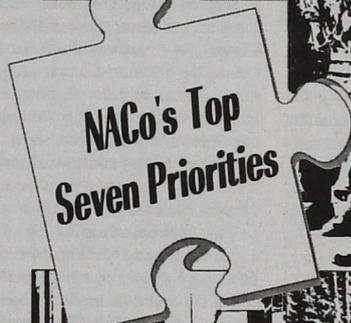
Although disappointed about not getting a floor vote in either house, NACo and other state and local groups feel confident that with the bipartisan support of the president and other leaders mentioned above, we will be in a stronger position to win approval of similar legislation next year.

Require regulations to be based on objective, scientific assessment of risk to health and safety, and allow flexibility in meeting regulatory requirements.

No significant action.

National Health Systems Reform

Support reform of the health system and financing with emphasis on universal access. Reform should integrate the



unique role of county governments, including hospitals and health systems, in providing public health, indigent care, substance abuse and mental health treatment, and long-term care, while protecting health services for all of our citizens.

The debate over health systems reform never got past the big-picture issues of employer mandates, cost containment and insurance market reform, and the actual delivery of services at the local level was given scant attention. However, despite the congressional inability to resolve the larger issues, county issues saw continued improvement over most of the year.

Initially, under the president's Health Security Act, counties as employers were no longer able to self-insure or pool. County health facilities had neither guaranteed role or financial safeguards for the services they provided to the uninsured jail detainees that were not covered by the Clinton plan, even though they had not been adjudicated. Traditional public health activities that prevent disease and promote and protect the health of the entire community was given lip service in the form of an initiative which had no real funding.

Most of these problems were resolved during the congressional markups. There were six pieces

of legislation NACo tracked and affected.

In the major bills awaiting floor action, the ability of most counties to continue to self-insure was reinstated. County associations were permitted to continue pooling to provide health insurance. County hospitals and most health departments were guaranteed contracts with health plans. Traditional public health activities were given a dedicated source of funding. Facilities serving undocumented immigrants were given some additional funding. And, on the House side, detainees were covered until they were convicted as adults.

But, ultimately, political, partisan gridlock set in with no agreement on any bill.

Welfare Reform, Job Training and Employment

Develop a comprehensive, simplified welfare reform system that rewards work, strengthens families, and is supported by sufficient federal funding to train people for jobs that promote long-term self-sufficiency.



Welfare reform, a top priority of the Clinton Administration, was one of the early victims of this year's contentious legislative session. The major committees of jurisdiction, Senate Finance and House Ways and Means, devoted most of their time this year to health care reform and did not have enough time to consider yet another complex reform proposal.

Lack of consensus among congressional Democrats on what the legislation should include was also one of the factors preventing welfare reform from moving forward this year. Many members are opposed to the time limitations, the financing provisions, and the state option to restrict benefits for children born while the parents are on welfare.

Welfare reform is expected to be high on the priority list for the 104th Congress. Some think that legislation could move in early spring. Among the factors that will contribute to the timing and content of the legislation are changes in congressional leadership and what happens to health care reform.

Solid Waste Management

Support legislation to authorize local governments with



solid waste planning responsibilities to approve or disapprove acceptance of out-of-state municipal solid waste.

Support legislation to authorize local government to designate municipal solid waste management facilities.

After moving on separate tracks throughout the 103rd Congress, legislation to give local governments control over the flow of municipal solid waste, and to give governors and communities the right to limit out-of-state waste at local landfills, was combined into a single bill. The legislation, S. 2345, passed the House unanimously, but was stopped in the Senate when Senator John Chafee (R-R.I.) objected to a unanimous consent motion. (See story on page 2.)

Infrastructure Investment

Reauthorize and increase funding for Community Development Block



Grants (CDBG) and the HOME Program, continue direct allocation to current CDBG grantees, and maintain local flexibility in defining priorities for CDBG funding.

The outcome of NACo's campaign to increase the appropriations for the CDBG and HOME programs was quite successful. CDBG is funded at \$4.6 billion in FY95. This is the program's fourth consecutive annual increase, and \$200 million more than the FY94 funding level for CDBG.

Similarly, the HOME Program received a \$125 million increase from \$1.275 billion in FY94 to \$1.4 billion in FY95. The appropriations bill also provides \$1.12 billion for a new homeless assistance block grant. However, since Congress did not pass the authorization bill containing this initiative, HUD will disburse the money through competitive grants.

Efforts to reauthorize CDBG and HOME Program legislation, however, ran out of time.

The Housing Choice and Community Investment Act of 1994 (S. 2281) and the Housing and Community Development Act of 1994 (H.R. 3838) would have reauthorized the CDBG and HOME

COUNTIES AND THE 103RD CONGRESS WRAP-UP

Continued from page 9

programs along with other programs administered by the Department of Housing and Urban Development (HUD) and the Farmer's Home Administration for two years through FY96.

These bills contained all of NACo's recommendations for refining the HOME Program. In addition, their passage would have authorized a new consolidated homeless assistance block grant.

The House passed H.R. 3838 by an overwhelming vote of 345-36; S. 2281 was reported out of the Senate Banking Committee with a bipartisan vote of 15-3. However, S. 2281 did not reach the Senate floor because there was insufficient time prior to adjournment to debate controversial amendments.

Support full funding for the Intermodal Surface Transportation Efficiency Act (ISTEA), enhanced role for counties in ISTEA, and relief from burdensome requirements imposed by the Clean Air Act.

Full funding for ISTEA has been an ongoing NACo legislative priority. With county owner-

ship of 1.7 million miles of roads, 217,000 bridges and one-third of the nation's transit systems, federal transportation funding is an important supplement to what counties are currently investing in their infrastructure.

Recognizing these needs and having some budgetary flexibility, Congress appropriated record levels of funding for the federal highway and mass transit programs in FY94, although still below the authorized levels. However with tighter budget caps in place for FY95, there was a question of whether transportation infrastructure funding could be increased, even though the Clinton Administration had generally recommended increases for highways and most transit programs.

When the FY95 Transportation appropriations bill was finally enacted, the federal highway program was cut. Funding was set at \$17.2 billion, down from the current year level of \$17.6 billion. While the Senate had basically frozen funding, the House level was substantially lower and prevailed.

Transit fared slightly better. Total spending for transit was set for FY95 at \$4.6 billion, a slight increase. The Section 9 capital formula program and rural transit programs received an

increase in funding, while the transit operating assistance program was cut.

Fair Labor Standards Act Amendments

Revise regulations for exempting public sector salaried employees from the overtime pay requirements and enact legislation to relieve public employers from retroactive liability for failure to comply with the existing salary-basis test.

Although there was no legislative action this year to reform the Fair Labor Standards Act (FLSA) overtime pay requirements, federal courts have been very active interpreting how these standards apply to public sector employees.

A troublesome salary-basis test, which is used to determine who is entitled to overtime pay, has been the basis for numerous law suits brought by highly paid administrative and executive employees in state and local governments. Although the law exempts these employees, many have won huge settle-

ments in backpay for overtime due to a quirk in the salary-basis test, which says that to be exempt from the overtime pay requirement, employees must receive a salary that is not subject to a reduction based on the number of hours they work. This is contrary to public accountability statutes in most state and local governments which prohibit pay to public employees for hours not actually worked.

In a significant victory for public employers, the U.S. Ninth Circuit Court of Appeals ruled in *Service Employee International Union v. San Diego County* that the salary test in existence prior to Sept. 6, 1991 (the date that the U.S. Department of Labor issued new regulations revising the salary test) was invalid in its entirety as applied to the public sector.

This decision reversed a lower court ruling, which held the county liable for backpay for overtime for probation officers, nurses and park rangers. NACo will continue to push for administrative and legislative reforms in the FLSA next year.

Payments In Lieu of Taxes (PILT)

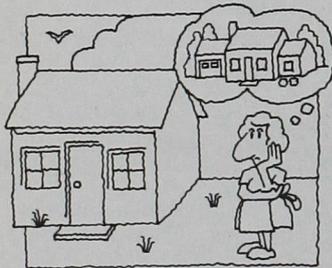
Support legislation in-

creasing the authorization of PILT to recover the value of the program lost through inflation since 1976.

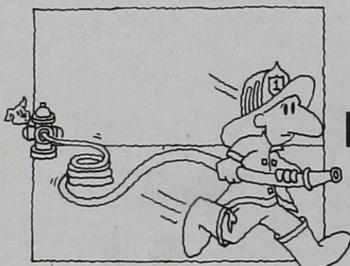
Legislation to increase the authorization of PILT passed the Senate on April 28 and the House of Representatives on Oct. 7. The same version of the bill, S. 455, was passed by both and was sent to President Clinton for his signature. The legislation was introduced by Senator Mark O. Hatfield (R-Ore.) and Representative Pat Williams (D-Mont.), and while the original House version differed slightly, it was the Senate version that was accepted.

The legislation would increase the authorized level of PILT from \$105 million to \$227 million over a five-year phase-in period. This increase will be subject to annual appropriations, so the actual level of PILT funding may not reach the fully authorized level.

The bill accomplishes the increase by modifying the formula calculation and the population cap table. Counties will not likely see any additional PILT monies until at least Oct. 1, 1995.



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COUNTIES AND THE 103RD CONGRESS WRAP-UP

Agriculture and Rural Affairs



Staff Contact:
Ralph Tabor & Phil Rosenlund

1995 Farm and Rural Development Bill

★ *Support rural development, agricultural and natural resources provisions in 1995 farm legislation that enhances rural economic development and addresses the unique needs of people living in rural counties.*

The 1990 Food, Agriculture, Conservation and Trade Act, better known as the farm bill, is up for renewal in 1995. Hearings were held in this Congress on issues to be considered in the legislation, but actual legisla-

tion was delayed until next year.

The Department of Agriculture (USDA) had a number of task forces working over the summer of on issue papers and possible legislative changes in current law. USDA has forwarded these proposals to the White House for consideration by a number of other federal departments. The White House National Economic Council will coordinate final development of an Administration bill. The bill will be sent to Congress early next year.

NACo's Agriculture and Rural Affairs Steering Committee drafted a policy statement on the 1995 farm and rural development bill. The policy was approved by member counties at the NACo Annual Conference in August. (See *County News*, Sept. 26, 1994.)

USDA Reorganization

Legislation was approved during the last week of Congress to reorganize the Department of Agriculture (USDA). The bill (H.R. 4217) was signed by President Clinton on Oct. 13.

Nationally, the department will be refocused along six mission lines, and the number of separate USDA agencies and offices will be reduced from 43 to 29, resulting in an anticipated annual savings of \$43 million and a seven percent decrease in headquarters staffing.

At the county level, a new field

structure is called for that will reduce the current 3,700 office locations to 2,485 USDA Service Centers. Emphasis will be given to one-stop shopping for different services.

Rural development programs will be reorganized and administered by the undersecretary for rural economic and community development.

The merged agencies would include the Rural Electrification Administration (REA), Rural Development Administration (RDA) and part of the Farmers Home Administration (FmHA). Offices reporting to the undersecretary would include:

1) Rural Utilities Service - combines the telephone and electric programs of the REA with the water and sewer programs of the RDA.

2) Rural Community Development Service - includes FmHA rural housing programs as well as RDA and REA rural community loan programs.

3) Rural Business and Cooperative Development Service - includes the RDA and REA business development programs, the Agriculture Cooperative Services, and the Alternative Agricultural Research and Commercialization Center.

Farm programs would be consolidated under a new Farm Services Agency. Agencies to be combined include the Agricultural Stabilization and Conservation Service, Federal Crop Insurance Corporation and the farm lending activities

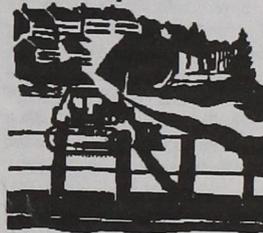
of the FmHA.

Most of the conservation, environmental and forestry programs would be consolidated into a new Natural Resources Conservation Service.

Extension will be part of a new Cooperative Research, Education and Extension Service.

Most of the reorganization is to be completed in 90 days (early January, 1995). The new field structure will take longer to implement in many states. There is to be consultation with members of Congress and state and county committees in changing field offices.

Community and Economic Development



Staff Contact: Haron Battle

HOME Program Changes

The Multifamily Housing Prop-

erty Disposition Reform Act of 1994 was enacted on April 11 (P.L. 103-233). The act makes some changes to the HOME Investment Partnerships Program that NACo supports.

The most significant improvement was replacing a two-tier matching requirement with a uniform match of 25 percent for all HOME activities (i.e. new construction no longer requires a 30 percent match).

The act authorizes an Economic Development Initiative that expands the CDBG Section 108 loan guarantee program. Grants may be used to write down the interest rates on these loans and set up reserves as security against defaults. Los Angeles County, Calif.; Harris County, Texas; and Prince Georges County, Md. already have received grants under this program.

P.L. 103-233 also will enable the Department of Housing and Urban Development (HUD) to more easily dispose of its multifamily rental housing inventory. The department now has more flexibility in determining the level of assistance that is required in order to maintain long-term affordability of low-income units after disposition.

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COUNTIES AND THE 103RD CONGRESS WRAP-UP

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Community Development Banks

P.L. 103-325, enacted Sept. 23, authorizes \$382 million over four years for a Community Development Financial Institutions Fund to support a network of community development banks.

These institutions must promote community development as a primary mission, serve a distressed investment area or targeted population, provide development services in conjunction with equity investments or loans, and be accountable to residents of its investment area or targeted population. The Community Development Financial Institutions Fund can provide assistance in the form of equity investments, deposits, loans and grants.

Agencies of state and local governments are not defined as community development financial institutions. However, governmental bodies can be "community partners."

Community development financial institutions can receive up to \$5 million of assistance over a three-year period. This can be increased by \$3.75 million when an institution establishes a subsidiary in another state. One-third of the funds can go to commercial banks as an incentive for making loans or providing banking services in economically marginal communities. Institutions must match federal assistance on a dollar-for-dollar basis. However, waivers can be granted for 25 percent of the funds that are disbursed.

Economic Development Administration (EDA)

Congress made more progress toward reauthorizing EDA than in recent years. The House passed H.R. 2442 that would have reauthorized EDA and the Appalachian Regional Commission for two years through FY96 by a vote of 328-89. The Senate Environment and Public Works Committee reported out a bill reauthorizing EDA for three years (S. 2257) by unanimous consent. However, Senator Phil Gramm (R-Texas) placed a hold on S. 2257, which blocked floor consideration prior to adjournment.

Both programs remain alive through the appropriations process. Funding for EDA will increase in the aggregate from \$323 million in FY94 to \$408 million in FY95.

Employment



Staff Contact: Brian Lagana

Employment and Job Training

★ *Expand Job Training Partnership Act programs, especially for the disadvantaged.*

Several bills were introduced in the past year to expand Job Training Partnership Act (JTPA) programs, especially for adult disadvantaged and dislocated workers. The Re-Employment Act of 1994, H.R. 4040 (Rostenkowski, D-Ill.), H.R. 4050 (Ford, D-Mich.) and S. 1951 (Moynihan, D-N.Y.), most closely reflected local concern in this area.

The legislation essentially seeks to establish a comprehensive system of re-employment services, training and income support for permanently laid-off workers; facilitate the establishment of one-stop career centers to serve as a common point of access to employment, education and training information and services; develop an effective national labor market information system; and establish reinvention labs for job training for the economically disadvantaged.

NACo strongly supports the Re-Employment Act as a result of a meeting with the Department of Labor, in which DOL agreed to several changes in the legislation addressing NACo concerns about the local delivery of services to dislocated workers. Those changes include:

- One-stop career center proposals require states to enter into agreements with localities regarding administration, accountability, fiscal authority and liability.
- The selection of one-stop centers under Title III of the act will not be subject to competitive procurement, but will be mandated to adhere to the four basic outcomes identified above.
- States and localities assure that one-stop centers adhere to four outcomes consisting of: universality, accountability, customer choice and integration.
- Substate grantees will be permitted to select and designate career center operators under Title I of the Re-Employment Act of 1994 without a competitive process.
- Organizations eligible to operate one-stop career centers will be limited to public and private not-for-profit organizations, and the

State Employment Service will not be the presumptive deliverer of services.

• Current language in Title III of the JTPA will be retained, which allows for the designation of substate areas of less than 200,000 population.

In May, NACo testified before the House Subcommittee on Labor-Management Relations of the House Education and Labor Committee on H.R. 4050. In June, NACo also testified on H.R. 4050, this time before the House Subcommittee on Postsecondary Education and Training of the House Education and Labor Committee.

At the time of the Oct. 8 congressional recess, H.R. 4050 remained in the House Education and Labor Committee. After various subcommittees of the House Ways and Means Committee took action this summer, H.R. 4040 was approved for full Ways and Means Committee action.

The House Education and Labor Committee did not take action on H.R. 4040 since its introduction. The Senate Finance Committee held hearings in May on S. 1951. The bill was placed on the Senate Legislative Calendar by unanimous consent. The legislation will have to be reintroduced at the start of the 104th Congress, which will convene in January 1995.

★ *Support a new Work Force Investment Strategy, consolidating dislocated worker programs delivered at the community level through public-private partnerships.*

NACo supports a new Work Force Investment Strategy, consolidating all job training programs delivered at the local level through public-private partnerships. To that end, on Oct. 6, Senator Edward Kennedy (D-Mass.) introduced S. 2516, the Job Training Consolidation and Reform Act. The legislation seeks to transform the current \$25 billion per year/154 job training programs into an integrated and accountable work force development system. This will be accomplished through the establishment of public-private boards at the federal, state and local levels to oversee the creation of a work force development system.

At the time of the Oct. 8 congressional recess, the bill had been referred to the Senate Committee on Labor and Human Resources. The legislation will have to be reintroduced when the 104th Congress convenes in January 1995.

While NACo has not yet developed policy on S. 2516, concern exists over the issue of governance. It appears that local unified service delivery areas may mirror service delivery areas under JTPA.

Also, local unified service delivery areas are autonomous from states in their decision-making process. While localities may develop their own local work force development plans and may select their own one-stop career center operators without state involvement, it still appears that the role of local elected officials has been minimized. (See story, page 7.)

★ *Support authorization of New School-to-Work opportunity programs, combining education with practical job experience.*

Legislation to provide innovative education and job training programs that combine education with practical job experience for in- and out-of-school youths was signed into law by President Clinton in April. Congress appropriated \$125 million each to the departments of Labor and Education for FY95 operations of the program.

The School-to-Work Opportunities Act of 1994 (H.R. 2884), sponsored by William D. Ford (D-Mich.), provides a national framework for state and local partnerships to bring together the business, labor, and education communities to develop high-quality school-to-work systems. While the legislation requires core components and goal measurements, it also allows flexibility by not requiring a single method for accomplishing its objectives. Additionally, major components of this framework have, in large part, already come together under JTPA programs.

Environment, Energy and Land Use



Staff Contact: Diane S. Shea

Despite broad expectations that Congress would reauthorize several environmental programs in the 1993-94 session, not a single major environmental bill was sent to the president's desk for signature.

Clean Water Act

★ *Support legislation which provides a substantial and reliable long-term source of*

federal funding for wastewater treatment and water pollution programs.

★ *Define wetlands to include only those areas that actually function as wetlands, and permit development of wetlands when there is overriding public need and suitable mitigation actions.*

Legislation to reauthorize the Clean Water Act died without a floor debate in either house. The House Public Works and Transportation Committee held hearings in the spring on an Administration-supported bill that included provisions on storm water runoff, wetlands and watershed protection.

H.R. 3948 would have reauthorized a \$3 billion state revolving loan fund for infrastructure projects, increasing by \$500 million annually through FY2000. No markup was ever scheduled because of lack of agreement between the chairman of the committee and several members. A bipartisan group of committee members drafted a scaled-down version that was less stringent than the original bill, but was unable to move the bill forward.

In the Senate, the Environment and Public Works Committee reported out a reauthorization bill (S. 2093) but refused to move the bill to the Senate floor without action by the House on their bill. The Senate bill also contained an authorization for the state loan fund.

Safe Drinking Water Act

★ *Support legislation that requires a risk-based approach to regulating water-borne contaminants and allows local government flexibility to implement regulations in a way that protects public health balanced with environmental and economic impact.*

★ *Oppose state or federal user fees on local governments for the purpose of financing administrative oversight by states or federal agencies.*

The reauthorization of the Safe Drinking Water Act was another casualty of the 103rd Congress. During the final days of the session, an informal "conference committee" met but was unable to reach consensus on reconciling the different versions passed by each house. The Senate bill, S. 2019, required EPA to weigh the costs of benefits of drinking water regulations, and to take risk into account when setting new standards for contaminants. The bill also included two controversial provisions

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that would have elevated EPA to a Cabinet-level agency and provided for government compensation of regulatory "takings."

The House bill, H.R. 3392, was revised to include some of the key features of the Senate bill, including the cost-benefit analysis, and passed unanimously by a quick voice vote on Sept. 27. The bill provided for safe and less expensive methods for complying with many of the act's requirements for smaller systems. Like the Senate bill, it also created a state revolving loan fund (SRF) for drinking water projects. Unlike its Senate counterpart, the bill retained provisions on the enforceability of EPA "guidance" documents and Davis-Bacon prevailing wages for SRF-financed projects. At the end, time simply ran out.

Reauthorization of the Safe Drinking Water Act, along with the Clean Water Act reauthorization, is expected to be high on the Congress' priority list when it reconvenes in January.

Superfund

In spite of winning bipartisan approval from five different committees in the House and the Senate, Superfund legislation failed to survive last-minute disputes over Davis-Bacon prevailing wages on Superfund cleanups, site cleanup standards, and insurance tax amendments, along with end-of-session partisan gamesmanship. On Oct. 5, EPA Administrator Carol Browner and congressional sponsors of the legislation declared that time had run out.

The House and Senate versions of the Superfund bills, H.R. 3800 and S. 1834, had represented a compromise between unlikely allies in the environmental, business and local government communities. During the waning weeks, however, a coalition of small and medium-sized insurance companies protested provisions in both bills that would have levied new liability insurance taxes on commercial policies. The Senate Finance Committee agreed to the taxes, but other senators objected and threatened to load up the bill with other amendments on the Senate floor.

In the House, the bill failed to reach the floor when the Rules Committee refused to issue a rule for floor debate, primarily because of the chance of prolonged debate over an amendment added in the Public Works Committee imposing Davis-Bacon prevailing wages on Superfund cleanups.

Chances for passage next year are uncertain, given that many congressional Republicans urged delay with the expectation that a more conservative House and Senate might eliminate all past Superfund liability on businesses. Such an approach would require a federally financed cleanup program, not likely to be supported by the Administra-

Health



Staff Contact: Tom Joseph

(See report on Priority Issue No. 2 on page 9.)

Human Services and Education



Staff Contact: Marilina Sanz

Children's Legislation

★ Provide additional federal resources and incentives to increase the effectiveness of child support enforcement efforts.

Efforts to enact child support enforcement legislation this year failed as a result of the demise of welfare reform. The Congressional Women's Caucus tried to get child support enforcement considered apart from welfare reform, but Congress ran out of time.

A separate bill with broad bipartisan support was introduced, but it was referred to seven different committees. Only two of those with jurisdiction over small sections of the bill completed action.

On the appropriations side, child support enforcement increased from \$899 million in FY94 to \$1 billion in FY95.

The Administration and many members of Congress were reluctant to separate child support from the welfare reform debate for several reasons. Some felt that if child support enforcement legislation were passed separately it would be even more difficult to reach consensus on welfare reform.

Another reason concerned the Administration's plan to use the Aid to Families with Dependent Children (AFDC) savings from improved child support enforcement to help finance the rest of the welfare reform package. Without these savings, Congress would have to find savings elsewhere. Some House members were also concerned that a more restrictive welfare reform bill could be attached to the child support bill on the Senate floor, thereby forcing a conference on an issue that had not been considered by the House.

★ Expand the Head Start Program so that all eligible children may participate and, where possible, begin offering full-day, year-round services.

Head Start, one of the most popular social service programs in Congress, will be celebrating its 30th anniversary in 1995. The FY95 appropriation for Head Start is \$3.5 billion, an increase of \$200 million.

Although this program received one of the largest increases among human services programs, the final appropriation fell short of the president's budget request by \$500 million. The increase will allow some program expansions, but it will continue to be insufficient to serve all eligible children. In FY93, Head Start served 53 percent of eligible four-year-olds, and only 21 percent of eligible three-year-olds.

On May 18, the president signed legislation reauthorizing the Head Start Program through 1998 (P.L. 103-252). One of the significant program changes in the new law is that it sets aside a percentage of the program's funding to provide services to low-income pregnant women and families with infants and toddlers. The set-aside will be three percent in FY95, four percent in FY96 and FY97, and five percent in FY98.

The reauthorization also makes changes to improve collaboration with other programs, quality standards and building facilities.

On the collaboration side, it would provide grants to states to create liaison positions to coordinate Head Start with other social service programs. The act also requires coordination with local education agencies in transferring student records from Head Start to schools and helping explain the school registration process and other school requirements to parents.

The Health and Human Services Department is required to develop new quality standards and

performance measurements within a year of enactment. The department will also be required to evaluate each Head Start agency at least once every three years, and to evaluate new agencies after one year.

Head Start agencies in low-income communities would be allowed to build facilities if there are not suitable facilities and if it would be less expensive than purchasing a facility. They will also be allowed to finance capital requirements for construction and renovation, and to purchase vehicles for the program.

Immigration and Refugees

★ Increase federal funding for domestic refugee resettlement program and link the number of refugee admissions to federal refugee funding.

★ Closely monitor and analyze the effect of health care and welfare reform legislation on counties with large immigrant and refugee populations.

The FY95 appropriation for Domestic Refugee Resettlement programs is \$400 million, the same as in FY94. NACo has expressed concern about this funding because of the expected increase in the number of refugees from Cuba.

The Office of Refugee Resettlement estimates that there will be enough funding to continue providing the current eight months of reimbursement for cash and medical assistance. The number of Cuban refugees is expected to be less than the allowed total number of refugees for 1995, which is 110,000. If this is not the case and there is insufficient funding to continue providing current services, NACo will be asking for a supplemental appropriation.

The demise of health care reform also meant the demise of a provision included in the leadership proposals that would have provided additional funds to hospitals who serve large numbers of undocumented individuals. Since any prospects for health care reform next year are expected to be for a considerably smaller bill, it is unlikely that this provision will be included.

The largest source of financing in the president's welfare reform plan is limiting Supplemental Security Income (SSI), AFDC, and Food Stamps, and in some instances Medicaid, eligibility for legal immigrants, at an estimated saving of \$3.7 billion.

Other welfare reform proposals, such as the House Republican bill (H.R. 3500) would have gone

even further by eliminating legal immigrants' eligibility for nearly all federal programs. These reductions would shift costs to those states with large immigrant populations: Arizona, California, Florida, Illinois, New Jersey, New York and Texas.

In many of these states, county governments have the primary responsibility for general assistance. Even in those states with no general assistance, many of these proposals would represent an increased burden on local public health facilities and hospital emergency rooms.

During the Ways and Means Committee markup of the bill to make the Social Security Administration an independent agency, Representative Rick Santorum (R-Penn.) offered an amendment to eliminate SSI eligibility for most legal immigrants sponsored by the U.S. citizen families and to refugees who have been in the country for more than six years.

The amendment, opposed by NACo, was narrowly defeated by a vote of 20-16. Many of the committee members who voted against the amendment did so only because they expected to use a similar provision to help finance welfare reform.

Food Stamps

Senators John McCain (R-Ariz.) and Bob Kerrey (D-Neb.) offered an amendment to the Senate Agriculture appropriations bill to delete a House provision that would prohibit the secretary of agriculture from granting any more state waivers to cash out food stamps. The McCain/Kerrey amendment was supported by NACo and was adopted by a vote of 64-34.

The Senate and House conferences on the Agriculture appropriations bill agreed to a compromise that will permit up to 25 food stamp cash out demonstration projects this year, provided that they do not exceed three percent of the national caseload.

As written, however, the compromise would include several long-time projects in the total that are not controversial, such as those that cash out food stamps for the elderly and disabled. This would leave room for only seven new waivers this year, which is the number of waiver requests pending at the Department of Agriculture.

Food stamp cash-out is a component of many state welfare reform and welfare simplification efforts. The Food Stamp Program is up for reauthorization next year.

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Intergovernmental Relations



Local Flexibility Act

A bipartisan proposal that would provide local governments flexibility to combine federal grants in six areas died after House and Senate conferees failed to reach agreement before Congress adjourned on Oct. 8.

NACo supported this legislation (H.R. 2856/S. 4), which would establish demonstration programs to make it easier for local governments to combine education, employment and training, health, housing, nutrition, and social services grant programs. We will continue to push for the approval of the legislation next year.

Justice and Public Safety



Staff Contact: Donald Murray

Anti-Crime Legislation

★ Support new legislation promoting local action to address the root causes of crime, the needs of victims and violence prevention.

★ Create new title to encourage the development of statewide community corrections acts. Support new authorizations for community policing, drug treatment, a ban on assault weapons, intermediate

sanctions and pretrial drug testing.

A major victory for local government was the passage of the Violent Crime Control and Law Enforcement Act of 1994, which was signed into law by President Clinton on Sept. 13 (P.L. 103-322). This comprehensive legislation authorizes \$30.2 billion for a variety of prevention and anti-crime programs over the next six years and gives counties an important opportunity to address the problems of crime and violence in their communities.

Major elements important to counties were retained in the final compromise, including \$5.5 billion in prevention programs, \$7.9 billion for corrections, \$8.8 billion for community police and \$1.2 billion for courts.

The legislation authorizes the funding of programs. The actual amounts to be made available will be subject to the annual appropriations process. Funds for the programs authorized by the legislation are to be derived from the Violent Crime Reduction Trust Fund. The trust fund is to be financed by expected savings from a reduction of more than 200,000 positions in the federal work force, as recommended by the Administration's "Reinventing Government" initiative.

Much of the funding for the crime act, particularly in prevention and corrections, is authorized for appropriations beginning in FY96. However, Congress recently approved \$2.3 billion in FY95 funding for state and local governments, which began on Oct. 1.

Labor and Employee Benefits



Staff Contact: Larry Jones

1994 Tax Legislation

★ Support legislation to exempt election workers from the Social Security payroll tax.

On Aug. 15, President Clinton signed into law P.L. 103-296, leg-

islation designating the Social Security Administration as an independent federal agency. Included in the new law is a provision that increases the Social Security payroll tax exemption from \$100 to \$1,000 for election worker annual earnings. Counties and their election workers will be relieved from paying a 7.65 percent tax on the first \$1,000 of election workers' annual earnings starting in 1995. Starting in 1997, the exemption amount will be indexed to the cost-of-living increase.

★ Support legislation to simplify Section 415 Tax Code limitation on public employer pension contributions to facilitate state and local compliance.

Although the House passed legislation, the Senate failed to act on legislation to simplify Section 415 of the Internal Revenue Code, which sets a limit on the amount of pension benefits that can be paid to state and local employees under defined benefit plans.

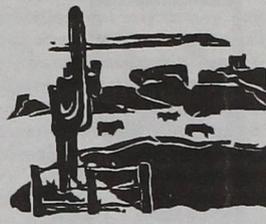
Unless amendments are adopted, many state and local employees will become eligible for benefits that will exceed the current limit on benefits. Penalties for exceeding the limits are severe. If just one employee in a plan exceeds the limit, the public employer loses tax-exempt status and all participants in the plan will be taxed on the employer contribution, vested benefits and investment earnings. NACo will continue to urge support for legislation to correct this problem.

Occupational Safety and Health Reform

Although the Administration and congressional leadership supported legislation to expand the Occupational Safety and Health Act (OSHA) to cover all state and local governments, strong opposition prevented floor action in the House and Senate. NACo opposes the legislation because it would impose another unfunded mandate on state and local governments.

Under the proposed legislation (H.R. 1280/S. 575), public employers would be required to develop health and safety programs to reduce or eliminate hazards, injuries and illness in the workplace. They would also be required to set up labor-management committees that would monitor the work environment and make recommendations for improving the health and safety of workers. The House Education and Labor Committee approved H.R. 1280 on March 10 by a vote of 26-17 along party lines. No further action was taken.

Public Lands



Staff Contact: Jeff Arnold

Endangered Species Act

★ Support the authorization of a balanced Endangered Species Act, which will provide for protection of threatened and endangered species, while also providing for consideration of the economic and social costs of such actions.

The Endangered Species Act was not officially reauthorized during the 103rd Congress, but was continued through the appropriations process. It is expected to be a top priority for the 104th Congress, and NACo is expected to again press for a balanced act that protects the species while not subjecting private property interests to great disadvantage.

Mining Law Reform

Reform of the Mining Law of 1872 was under consideration but did not pass in the 103rd Congress. Both the House and the Senate passed versions of the reform package, but they were sufficiently different to prevent the conference committee from taking final action.

Representative Ralph Regula (R-Ohio) was successful in placing a one-year moratorium on the granting of mining patents under the law. These patents would allow private interests to acquire public land for mining for as little as \$2.50 per acre.

Rangeland Reform

Western senators successfully blocked a proposal by Interior Secretary Bruce Babbitt to increase grazing fees and impose a new regulatory regime on the nation's public grazing lands.

Babbitt revisited the plan and submitted a new proposal this past August which would provide for more public input into the decision-making process. There are still concerns about the lack of local government input, but the secretary will be publishing final rules this December.

Private Property Protection Act

Neither House nor Senate versions of this legislation passed the 103rd Congress. The legislation

would require federal agencies to develop property impact statements similar to environmental impact statements to determine the effects of the federal action on private property interests.

Taxation and Finance



Staff Contact: Ralph Tabor

1994 Tax Legislation

★ Support legislation to simplify current tax-exempt bond statutes that restrict the ability of counties to finance roads, jails, hospitals, solid waste projects and other public facilities.

Last year, House Ways and Means Committee Member Bill Coyne (D-Pa.) introduced a comprehensive bill to amend the tax treatment of municipal securities. The legislation, the Public Finance and Infrastructure Investment Act of 1993 (H.R. 3630), included several proposals that would ease some of the more onerous restrictions on tax-exempt bonds. NACo and the other state and local government groups worked with Rep. Coyne to develop the bill.

The bill included the following tax-exempt bond provisions:

- increase in the annual issuance limit for the arbitrage rebate exemption from \$5 million to \$10 million
- indexing statewide private-activity bond volume caps for inflation
- increase in the annual issuance limit for bank-qualified tax-exempt bonds from \$10 million to \$25 million
- clarification of the definition of investment-type property, and
- creation of a new category of tax-exempt bond, to be known as distressed community economic development bonds, for use in areas that are designated as distressed communities.

The legislation had 19 other members of the Ways and Means Committee as cosponsors, a major-

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ity of the committee.

Similar legislation was introduced in the Senate. Unfortunately, the schedule of the Senate Finance Committee was too crowded to consider anything other than health care.

The congressional leadership postponed any major tax legislation this year because of members' concerns about having to vote on increased taxes in an election year. The budget rules require that any tax changes must be matched with new revenues to come the cost.

An identical bill will be introduced in the 104th Congress. At some point in 1995 it will be necessary for Congress to take up a bill dealing with a number of tax issues. The tax bill is likely to contain changes increasing revenues as well as losing revenues. If a majority of the House Ways and Means Committee still support tax-exempt bond reforms, there is a good chance the provisions will be in a 1995 tax bill.

Mail-Order Sales Tax Collections

★Support federal legislation requiring the collection of state and local sales taxes by catalog and mail-order companies.

Senator Dale Bumpers (D-Ark.), along with 12 cosponsors, introduced the Tax Fairness for Main Street Business Act early in 1994. The legislation (S. 1825) would authorize states to collect state and local sales taxes on interstate mail-order or catalogue sales. The bill retained the state-local agreement, reached a few years ago, that local sales taxes must be collected by the state and distributed to affected local governments.

Where there are varying local sales tax rates within a state, actual taxes or a statewide local in-lieu rate would be collected. The bill covers companies with gross receipts of more than \$100,000 in a particular state.

The U.S. Advisory Commission on Intergovernmental Relations recently estimated that additional revenue to states, counties and cities as a result of Sen. Bumper's bill could be \$3.3 billion annually.

The Senate Small Business Committee held public hearings on the bill. NACo, along with retail associations and other state and local organizations testified in support of the legislation. The Senate Finance Committee, which has jurisdiction over the legislation, was unable to hold a hearing because of its preoccupation with health care bills.

The Judiciary Committee has jurisdiction in the House of Representatives. While a companion bill was not introduced in the House,

there is support in the committee.

The legislation will be reintroduced in the next Congress. Coalitions of retailers, counties, cities, school districts and key state officials are being formed in a number of targeted states to develop grassroots supports for the Tax Fairness for the Main Street Business Act.

The goal is to attract a large number of cosponsors and to enact the bill in the 104th Congress.

Transportation and Telecommunications



Staff Contact: Bob Fogel

Airport Program

★Support reauthorization of the federal Airport Improvement Program and an increase of funding to finance needed capital improvements.

In August, Congress gave final approval to the Federal Aviation Administration Authorization Act. The bill extended the Airport Improvement Program for three years at \$2.1 billion for FY94, \$2.16 billion for FY95, and \$2.2 billion for FY96. Funds from this program go to county and other publicly owned airports for capital improvements such as runways and terminals.

In a victory for airports and local governments, Congress resisted efforts by the airline industry to overturn the *Kent County vs. Northwest Airlines* Supreme Court case which had upheld the rights of airports to set charges and fees. The bill set up a procedure for fees and charges disputes to be resolved by the secretary of transportation. Of interest to small counties, the legislation provides for a 45-day notification by airlines before terminating service at non-hub airports.

On another issue aimed at deterring revenue diversion at airports, the bill strengthens Department of Transportation enforcement against illegal diversion. A penalty of \$50,000 can be levied on owners of airports if diversion occurs, although sufficient time has to be given to correct the situation before the penalty can be imposed, and it can only be used as a last resort.

Telecommunications

★Support continuation of franchise fee payments to local governments by cable companies and extension of these requirements to other video providers.

Telecommunications/information superhighway legislation was not enacted in the 103rd Congress. While the House did pass H.R. 3626 in June, the Senate bill, S. 1822, never came to a vote before the full Senate after being approved by the Commerce Committee.

This legislation, the first attempt in 60 years to rewrite the Communications Act of 1934, was aimed at getting telecommunications companies to invest in enhanced and advanced networks and services by increasing competition in the various telecommunications sectors, which, for the most part, like local telephone service and cable television, were basically monopolies.

NACo's major concern was that local governments should be compensated for the use of the public rights-of-ways when constructing this enhanced telecommunications system, and retain some control over them. Ideally, any company which wanted to use public property would have to obtain a franchise, like cable companies must do.

While the House bill did not allow franchising, it did provide for monetary compensation for the use of the rights-of-way and

provided local government with some control over its use. S. 1822, as reported out of the Commerce Committee, would have, for the most part, excluded county and other local governments from negotiating for compensation for the use of and control over the rights-of-way.

National Highway System

Both the House and Senate passed National Highway System (NHS) bills but were unable to reach an agreement prior to Congress' recess. Both bills designated a 159,000-mile system. (Roads on the system would have been eligible for a special category of federal highway funding). However, the House bill contained approximately \$2 billion in highway and transit demonstration projects, and the Senate had serious concerns about accepting and funding these projects. Despite some effort, a legislative compromise could not be agreed upon. Congress still has until Sept. 30, 1995 to approve the NHS.

Surface Transportation Technical Amendments

When the Intermodal Surface Transportation Efficiency Act was enacted into law in 1991, there were a number of items that were either omitted or overlooked in the legislation which needed to be addressed in a technical corrections bill. Several of these items are important to county government, including clarification of two issues relating to the bridge program.

A technical amendments sec-

tion was included in the NHS legislation passed by the House in May. The Senate never passed a technical corrections measure and the NHS bill was never enacted. Both the House and Senate are likely to consider technical corrections in 1995.

Metrication of Highway Signs

Counties have been concerned that the Department of Transportation (DOT) would force them to convert highway signs to metric units. The major issue has been the potential cost impact of needing to replace millions of signs.

Two events have at least postponed this happening. The FY95 Transportation appropriations bill prohibits DOT from imposing such a requirement during this fiscal year. Further, DOT has announced that it will not implement highway sign conversion until after 1996.

Crumb Rubber

The Intermodal Surface Transportation Efficiency Act required that a certain percentage of crumb rubber be used on pavement projects where federal funds were being spent. Failure to comply meant sanctions or penalties could be imposed. Counties opposed this mandate because of its cost and questionable benefits.

The FY95 Transportation appropriations bill prohibits the Federal Highway Administration from imposing sanctions or penalties on those entities which fail to comply with the crumb rubber mandate.

Advisory Council on Historic Preservation proposes regulatory changes for Section 106 review

The Advisory Council on Historic Preservation (ACHP) has proposed changes to federal regulations governing the Section 106 review process, and will accept public comments about these changes until Dec. 2, 1994.

The regulations, 36 CFR Part 800, "Protection of Historic Properties," govern the federal review process that is designed to protect the nation's historic properties from harm due to federal actions. The notice of proposed rulemaking was published in the *Federal Register*, 59 FR 50396 (Oct. 3, 1994), for a 60-day comment period.

Key changes proposed

The regulatory changes respond to the 1992 amendments to the National Historic Preservation Act of 1966, which gave the council additional preservation responsibilities, and the Administration's National Performance Review.

The proposed regulatory changes, which are characterized by the council as refinements rather than fundamental alterations to the existing review system, are intended to:

- give federal agencies and state historic preservation officers greater authority in the review process, especially with regard to routine cases
- focus council actions on larger issues such as monitoring federal preservation program trends and overall performance
- increase public participation
- strengthen enforcement of Section 106 provisions, and
- improve coordination of this review with other environmental reviews.

Where to get the text

The *Federal Register* notice contains the full text of the proposed revisions. (The *Federal Reg-*

ister is generally available at public libraries that are part of the federal depository library system.)

The text is also available for computer downloading through the Internet on the GPO Federal Bulletin Board by dialing: 202/512-1387 (8-N-1), or Telnet: federal.bbs.gpo.gov port 3001. There is a small charge for downloading text.)

Alternatively, a free printed copy of the proposed regulations may be obtained from the council at the address listed below.

Comments should be forwarded to the council, postmarked no later than Dec. 2, 1994; these will be considered as the final regulation is drafted.

Both requests for copies of the proposed regs or comments about them should be directed to: Regulations, Advisory Council on Historic Preservation, The Old Post Office Building, 1100 Pennsylvania Ave., N.W., Washington, DC 20004.

1994 NACo Achievement Award Winners

Counties Helping Kids Hats off to ...



Henrico County, Va., for creating and implementing a program to bring the county operating budget to life for elementary school students. The program uses packets of play money and role playing to demonstrate the costs of providing county services.

Durham County, N.C., for enhancing the government curriculum at the elementary school level by creating the A to Z Program for Kids. This program teaches the "basics" of county government — the services it provides and how it functions. The book also promotes county programs, teaches good citizenship, and introduces students to careers in county government.

Broward County, Fla., for developing a client education/community awareness campaign to impress upon parents their obligation to pay court-ordered child support pay-

ments, to explain the support enforcement process to the general public, and to provide current information to new clients. The program has several components, including information materials printed in English and Spanish; posters; flyers; public service announcements; and a video series in English, Spanish and Creole.

Los Angeles, Calif., for revolutionizing the role of child welfare workers and placing them in the schools where outreach and immediate access to comprehensive services for the parent and child are provided. The program is a unique, one-stop service collaboration to deliver a multidisciplinary response system of services focused on family disillusionment, unnecessary placement in foster care systems, self-referrals and more.

Broward County, Fla., for encouraging and recognizing excellence in child care facilities. Through this incentive program, facilities are publicly honored for

operating beyond minimum compliance with county policies and statutory regulations. The criteria for selection of the recipients is based on high levels of compliance with requirements for staff training, staff-to-child ratio, fire safety and sanitation practices, admission records, physical facilities, equipment and furnishings, and children's medical records.

Los Angeles County, Calif., whose courts are doing more than

just issuing rulings. To lessen the impact of divorce on children and help divorcing and separating couples work together more cooperatively, county courts instituted the PACT (Parents and Children Together) Program. Everyone filing a case involving child custody, visitation or support orders is required to attend two, two-hour educational classes.

Chesterfield and Hanover counties, Va., for their two-phase violence prevention program developed by youth for youth. Phase one consists of youths' writing specific suggestions for behaviors conducive to healthy functioning and the avoidance of violent behaviors. Phase two involves the youths' recording these messages to be aired on an ongoing, one-per-week basis on local radio stations.

Rice County, Minn., for implementing PALS (Partners in Alliance for Learning), a peer tutoring program, in which delinquent youth receive credit for

court-ordered community service work. The youth tutor younger students referred by school personnel. Students and tutors are matched according to their academic strengths and weaknesses, their school schedules, and their preferences regarding partners (e.g. gender and age).

Lee County, Fla., for their "Stormbusters Coloring Book," a tool used by local emergency management offices to provide information on hurricane vulnerability and mitigation. In the past, this information has been targeted to adult audiences. This project, however, targets a younger audience — second grade students, age seven.

Information on these and other Achievement Award-winning programs is available in the new publication series produced by the NACo Research Department. For more information, call Kelly Mackie, research assistant, at 202/942-4246.

HIV

7TH NATIONAL AIDS UPDATE CONFERENCE

"Health Care Reform: HIV Today and Tomorrow"

January 31 - February 3, 1995 • San Francisco Moscone Convention Center

Conference Sponsors (partial list)

American Association of Physicians for Human Rights
American Hospital Association
American Medical Association
American Nurses Association
AmFAR (American Foundation for AIDS Research)
Association of Nurses in AIDS Care
California Academy of Family Physicians
California Association of Hospitals and Health Systems
California Association of Public Hospitals
California Department of Health Services
California Medical Association
California Nurses Association

International Society for AIDS Education
Kaiser Family Foundation
Kaiser Permanente Northern California
Levi Strauss Foundation
National Association of Counties
National Association of People with AIDS
National Association of Social Workers
National Catholic AIDS Network
National Hospice Organization
National Minority AIDS Council
UCSF/EPI Center-SFGH and AIDS Health Project
United States Conference of Mayors

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

Plenary Sessions, nearly 100 Workshops, and nine Intensive Workshops are presented for various levels of attendee knowledge and expertise and bring attention to HIV/AIDS issues in five Conference tracks:

- Policy and Administration
- Prevention and Education
- Care and Services
- Treatment
- Cultural Issues

Special events include: Roundtable Talks, Poster Sessions, Film and Theater Festivals, an AIDS in the Arts Display, Resource Center Exhibits, an HIV/AIDS Book Fair, and a display of The NAMES Project AIDS Memorial Quilt.

Applications have been submitted for up to 20.5 hours of CME and CEU credit 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

Disney's Virginia debacle: lessons for all concerned

By Neal R. Peirce
Washington Post Writers Group

(Neal Peirce is a syndicated columnist who writes about local government issues. His columns do not reflect the opinions of *County News* or the National Association of Counties.)

With its friendly image, fabled entertainment network and \$824 million in average yearly earnings, why did the Walt Disney Co. come a cropper in northern Virginia?

One would have thought that a firm with Disney's formidable skills in imaging and corporate planning, with a chairman (Michael Eisner) apparently smart enough to get paid \$203 million a year, would have handled itself more adeptly in selling a \$650 million theme park to tap the Washington city-state's pool of 19 million yearly tourists.

But Disney, clearly, had a big problem: It relied on an old paradigm of how a megacorporation gets its way. The old model says move secretly, co-opt just as many local officials as you need to get your way, launch a pre-emptive political/public relations blitzkrieg to get fast approval. Scorn dialogue with doubters, admit to no flaws in your plan, demand public subsidies and spend freely to get politicians to vote funds.

In Virginia, Disney followed the old paradigm as if it were a textbook.

In Virginia, Disney followed the old paradigm as if it were a textbook. A 3,000-acre site near little Haymarket (pop. 325) was assembled secretly. The price was cheap, but the location meant tens of thousands of new daily trips on already crowded, pollution-generating roads from Washington, 35 miles distant.

Then Disney demanded that Virginia pay it over \$160 million in road and other subsidies and quickly mounted a \$400,000 lobbying campaign to get the legislature's OK. (Chairman Eisner could have saved everyone the trouble, of course, by contributing the \$160 million from his paycheck, putting the Eisners on an austerity \$43 million budget for the year.)

When skeptics began to ask whether the theme park and its satellite development would imperil exquisite farm country and Civil War battle sites, they were derided as "outsiders" or "fat cat" landowners oblivious to little people's job needs.

Eisner scorned his opposition, declaring that it "just makes me

excited about the project."

When Eisner finally pulled the plug in September, the company was not only suffering a black eye for its strong-arm tactics, but faced years of environmental litigation based heavily on stiffening application of the Clean Air Act.

The message, says Sandy Hillyer of the National Growth Management Leadership Project, is that "if Disney can't steamroller the process, no one can."

There is a new paradigm waiting to be born, one that corporations like Disney should consider.

A first rule: Be less clandestine. Instead of the single Haymarket site, Disney could have optioned three or four pieces of property around Washington, thus dampening land price inflation and setting the stage for a public debate on which site would be best for the company and the region.

Independent analyses have turned up 32 other sites around the Washington city-state region potentially acceptable for Disney's theme park. Many are directly accessible to the Washington Metro

rail system (for which the nation's taxpayers paid \$6 billion). Or, a Metro extension could be constructed to a site near Dulles Airport.

A Metro-accessible site would mean dramatically less new highway needed, dramatically less air pollution, and rail accessibility for low-income workers from Washington and its close-in, older suburbs.

Instead, Disney had chosen a site miles from mass transit, one that would not only gobble up thousands of acres of green open space, but increase regional traffic congestion by 11 percent by 2000.

In earlier times, it might have been easy enough to do that. But now the Clean Air Act is clicking in with ever-stricter standards. Councils of governments in regions failing to meet federal clean air standards — and the Washington region is one of the nation's "dirtiest" — will find themselves in a pinch. Either they deny permission for new peripheral roads that generate added pollution, or they'll be forced to take such stiff measures as road tolls at peaks hours and reductions of work trips, enforced through employers.

Eventually, the Haymarket site would have created serious new pollution floating across the

Potomac River — a form of "pollution without representation" for suburban Maryland and the District of Columbia.

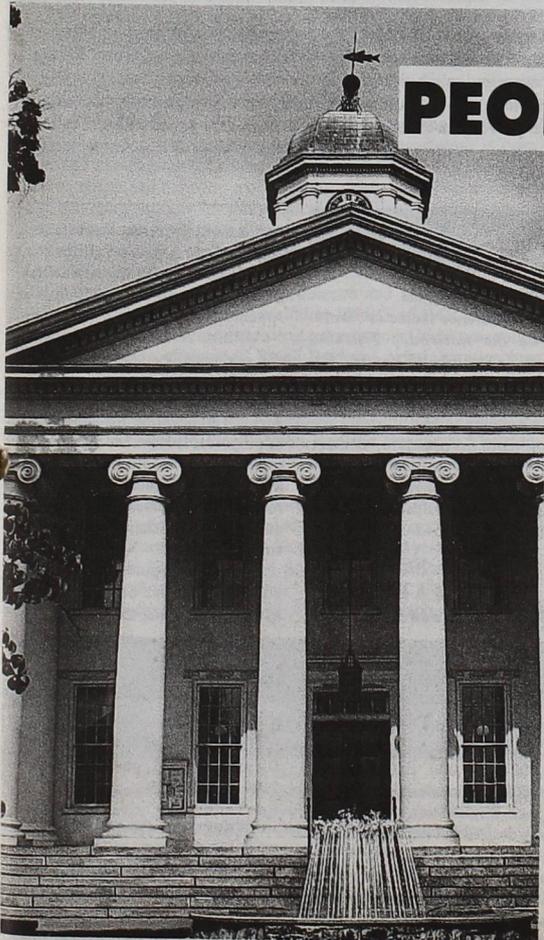
All this carries a disturbing message for businesses whose culture has led them never to question any economic activity, for fear of seeming anti-job or getting into bed with the environmentalists. Under the new paradigm, out of self-interest, more and more firms will have to join the debate on where and how megadevelopments get built.

Environmentalists, in turn, will have to learn to differentiate — supporting a Disney theme park at a responsible location, for example, even while opposing exurban locations promising sprawl and high pollution costs.

Gene DePrez, of Location Advisory Services Inc., headquartered in Morristown, N.J., looks to an interactive regional process in which a firm's marketing needs, the environment, region-wide land use development and social needs for jobs for minorities all play a role. There will still be room for competition between localities for facilities, says DePrez — "but in the context of the whole city-state's needs."

The Disney debacle suggests how close we may be to that big change.

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News from the nation's counties

North

NEW JERSEY

In an effort to increase waste recycling and to conserve landfill space, **BURLINGTON COUNTY** freeholders are asking municipal officials to allow the county to enforce municipal recycling ordinances.

The problem, according to Freeholder Director Vincent R. Farias, is that most municipalities do not have the manpower to follow up on violations and, when necessary, impose fines. "You've heard of state mandate, state pay? This might be called a case of state mandate, county pay," quipped Farias. "We feel this program is so important that we're willing to take responsibility for enforcement."

The county has sent out letters asking local governing bodies to amend their ordinances to authorize the county health department as an enforcement agency.

While the county's recycling rate reached a high of 45 percent of all generated waste in 1993, and the amount of waste actually landfilled has stabilized between 387,000 tons and 399,000 tons over the last three years, the county's solid waste office reports that the amount of recyclables removed from "mixed loads" delivered to the landfill has jumped from 4,820 tons in 1992 to 7,871 tons in 1993 alone.

"This is recyclable waste which should have been segregated from truckloads of trash and garbage before they arrived at the landfill," Farias said. "If we are to reach our recycling goals and conserve landfill space, then we are going to have to be more aggressive in pursuing violators."

NEW YORK

A \$50,000 state grant will enable the **CHEMUNG COUNTY** Health Department to collaborate

We invite readers to submit items for "News from the nation's counties."

Mail to us,
c/o County News
440 First St., N.W.
Washington, DC
20001
or FAX to,
202/393-2630

with several health-related agencies in planning the establishment of a rural health network.

"Some county residents cannot get specific services when they need them," Public Health Director Charles R. Benjamins said. "Through this grant, we hope to find ways to provide people access to needed care as efficiently as possible. We also want to effectively control expenses and, if possible, even decrease total health care expenses."

A governing body composed of consumers and representatives from participating providers will oversee the process. The identified concerns include teenage pregnancy, low birth weight, access to primary care, dental care, mental health care, HIV care, recruitment and retention of primary care physicians, immunization of infants and toddlers, lung disease, and lack of awareness of available services.

South

MARYLAND

BALTIMORE COUNTY Executive Roger B. Hayden and Police Chief Michael D. Gambrill recently introduced the first of the county's new, updated police cruisers.

Over the next few months, a total of 100 of the higher-horse-powered Chevrolet Caprices will be added to the county's fleet of patrol cars. The new cruisers are equipped with V-8, fuel-injected, 350cc engines, and both driver and passenger-side air bags.

"Public safety is the most basic and essential service that local gov-

ernment provides for its citizens," Hayden said. "These new cruisers are yet another indication of our commitment to providing top-notch public safety for the people of Baltimore County."

In addition to a different overall design, the new police cars have an updated slogan emblazoned on the door, which reads: "Integrity, Fairness and Service." The new slogan comes from the Baltimore County Police Department's "Values Statement," written by the police officers themselves.

VIRGINIA

As part of a statewide effort to boost volunteer membership and increase public awareness of Emergency Medical Services (EMS), **STAFFORD COUNTY** was awarded a \$1,500 grant from the Virginia Office of Emergency Medical Services.

The grant will be used for a county-wide volunteer rescue squad recruitment program and public information programs.

The Recruitment and Retention Mini-Grant is part of a comprehensive program designed to support the rescue squads in Virginia. Funding for the grant and other EMS initiatives is provided by the "Two for Life" legislation adopted by the 1990 Virginia General Assembly. Two dollars from each new motor vehicle registered in the state are allocated to statewide rescue squad recruitment and training programs.

Midwest

MINNESOTA

RAMSEY COUNTY motor-

ists are slowing down when they see their driving speeds recorded on signs posted on county roads — right next to the correct speed limit.

The SMART Unit, or Speed Monitoring Awareness Radar Trailer, was purchased this past year by several cities which contract for sheriff's patrol services with Ramsey County. It monitors all cars passing on the same side of the street as the unit and informs motorists immediately of their speed.

The unit stores this information and a printout can provide officials with car counts and average speeds. This information is helpful when planning road expansion or knowing where more traffic control is needed.

"Most people tend to stretch the speed limit by five miles per hour and feel safe," says Ramsey County's Lt. Mike Shanley, who is in charge of the uniform patrol. "All you have to do is look around you on your way to work to realize that most people are in violation of the speed limit. Everyone looks for a cushion in the speed

limit, but sometimes a reminder is helpful when a road is traveled frequently and the speed limit is taken for granted."

West

WASHINGTON

By December 1, divorcing parents in **THURSTON COUNTY** Superior Court will be required to attend a four-hour class prior to the dissolution of their marriages. The classes are intended to sensitize parents to the stress family changes cause for children.

Parents will be charged \$35 per class, with a fee waiver available to low-income parents. Thurston County hears about 1,100 divorces, separations, paternity actions and visitation changes per year, all of which will be subject to the mandated course.

The course curriculum includes the grief process, stress indicators in children, skills for managing conflict, and age-appropriate expectations in children.

More news from . . .

MARYLAND — "The Awakening," an innovative **PRINCE GEORGE'S COUNTY** substance abuse program has been selected to receive the Health Care/Substance Abuse Program of the Year Award from the National Commission on Correctional Health Care and Substance Abuse.

The Awakening is a 90-day therapeutic substance abuse program designed to treat the whole person and involves continuing care following an inmate's release.

"Fighting crime requires a comprehensive plan — punishing offenders, having enough police officers, preventing crime through education and rehabilitating offenders," said County Executive Parris Glendening. "This outstanding program is just part of our county's crime-prevention strategy and I am extremely proud of its results."

For more information, contact Vicki Duncan or Robert Orr at 301/952-7013.

Notices . . . notices . . . notices

CONFERENCES

The **Minnesota Office of Environmental Assistance** and the **Minnesota Technical Assistance Program** will host the National Pollution Prevention Roundtable, Nov. 2-4, in Minneapolis, Minn.

The conference will provide opportunities to learn about the latest pollution-prevention research and strategies; share successes and challenges; and build relationships with others nationally, regionally and locally. Registration is \$200 for members and \$300 for non-members.

To register, contact: National Pollution Prevention Roundtable, c/o Ann Becker and Associates, Inc., 14405-21st Ave. N., Suite 118D, Plymouth, MN 55447, Attn: Michelle Beberger, phone: 612/473-0091 or 202/942-4262, fax: 612/473-6871.

"Building TRI and Pollution Prevention Partnerships" is the theme of the 1994 Toxics Release Inventory (TRI) Data Use Conference, Dec. 5-8 in Boston, Mass.

The conference objectives are to: 1) strengthen the relationship be-

tween TRI users and managers, including members of all various constituent groups; 2) increase the awareness of the diverse uses of TRI data; and 3) expand the network of TRI users.

For more information, contact: Toxics Release Inventory Data Use Conference 94, Madsen Marketing Strategies, 31 Kidder Ave., Somerville, MA 02144, phone: 617/628-9297.

The **Texas Transportation Institute** will host the 1995 National Highway-Rail Grade Crossing Safety Conference, July 16-19,

1995, in Conroe, Texas.

The conference theme is "Working on the Railroad: Tracking Trends for Safety in the Future." Experts will examine current issues, innovations and trends found in grade-crossing safety.

For more information, contact: Rail Research Initiative, Texas Transportation Institute, Texas A&M University System, College Station, Texas 77843-3135.

CALL FOR PRESENTATIONS

The Urban and Regional In-

formation Systems Association (URISA) has issued a Call for Presentations for its 33rd Annual Conference, July 16-20, 1995, in San Antonio, Texas.

URISA is seeking individuals and organizations using technology to produce solutions in unique ways that are willing to share their experiences. The deadline for submission of proposals is Nov. 14. Some of the topics URISA would like addressed include: environmental and natural resource management, land records, and public works/utilities/infrastructure.

For proposal guidelines, contact: URISA, 900 2nd St., N.E., Suite #304, Washington, DC 20002.

Job market

ASSISTANT DIRECTOR, DEPARTMENT OF PUBLIC WORKS — SAN DIEGO COUNTY, CALIF.:

Seeking a top-level executive with extensive experience directing public works and civil engineering operations. Staff of 900 and budget of \$262 million. Services include those of county engineer, surveyor and road commissioner; wastewater management; land development; solid waste

management, public transportation and airfield maintenance. Negotiable \$70,000 - \$90,000. Executive benefit package includes relocation allowance. Registration as Civil Engineer is desired but not required. Apply by November 18, 1994. For resume submittal form and recruitment brochure detailing the application process, position and benefits, please contact: County of San Diego, De-

partment of Human Resources, 1600 Pacific Highway, Room 207, San Diego, CA 92101, phone (619) 236-2191 or 531-5139.

DIRECTOR OF EDUCATION SERVICES, HEAD START — SACRAMENTO, CALIF.: The Community Services Agency-Reno

Continued on page 19

Job market from previous page

is seeking qualified applicants to fill the position of Director of Education Services — Head Start. CSA is a non-profit organization providing a variety of programs and services to a six county area of Nevada. Reporting to the Agency Deputy Director, the Head Start Director has responsibility for approximately 60 full- and part-time employees. The ideal candidate will have solid administrative/supervisory skills; ability to develop program budgets/grant funding proposals; demonstrated abilities in public relations and resource development. A bachelor's degree in administration, education or other related field is required. Annual salary range \$45-48,000 with an excellent benefit package. Applicants should forward a resume, along with five professional references by November 5, 1994, to Joe Hinsberg, Ralph Andersen & Associates, 1446 Ethan Way, Suite 101, Sacramento, CA 95825, (916) 929-5575.

DIRECTOR OF MANAGEMENT INFORMATION SYSTEMS — NATIONAL ASSOCIATION OF COUNTIES: The National Association of Counties has an opening for a Director of MIS in its Management Information Systems Department. Incumbent of this posi-

tion is responsible for the overall direction and management of the department. The Director of MIS must possess the following skills and qualifications: Bachelor's degree in Computer Science, Management Information or Business Administration, a master's degree is preferred; Six or more years progressively responsible experience as a programmer/analyst, systems integrator, MIS Manager. Knowledge of integrated data processing systems and management information systems. Sufficient computer operations understanding to manage the computer operations and staff. Business, budgeting and forecasting experience; Excellent understanding of management information systems and ability to apply that understanding in analysis, design and programming. Sufficient understanding of hardware capacity and software user requirements to analyze problems and advice on the best approaches for adds and changes; Team player who is innovative, creative, and self-motivated; Work requires substantial and recurring use of systems analysis and skills in directing staff; Sensitivity and tact in dealing with others; At least two years of experience with Novell network systems administration; Strong written and oral communications skills. Sal-

ary range will be set according to the Hay chart-profile method of job classification. Incumbent's salary will be determined by candidate's qualifications and experience. Minimum salary for this position is \$54,769. Persons interested in this position should submit a resume and cover letter to: Human Resources Manager — MIS, National Association of Counties, 440 First Street, N.W., Washington, D.C. 20001. Resumes must be submitted by November 15, 1994. NACo is an equal opportunity employer and encourages minorities and women to apply. We offer a smoke-free work environment, and comprehensive employee benefits.

ENVIRONMENTAL ENGINEER 1 — SUMMIT COUNTY, OHIO: Duties: Reviews preliminary designs, plans and specifications for public works projects; prepares pre-design and post-design cost estimates; prepares preliminary designs, responds to inquiries regarding assigned engineering projects; serves as project engineer. Qualifications: Bachelor's degree in chemical, civil, mechanical, or electrical engineering or an equivalent combination of training and/or experience. **STARTING SALARY: \$26,546 DEADLINE FOR APPLICATIONS: OCTOBER 28, 1994.** Qualified applicants submit resume to: County of Summit Executive Personnel Director, 175 S. Main St., Rm 742, Akron, OH 44308-1313. No Phone Calls Accepted. E.E.O.

ENVIRONMENTAL ENGINEER 2 — SUMMIT COUNTY, OHIO: Duties: Design and reviews plans for public works projects; develops specifications, estimates and standards; supervises projects, represents division in meetings with contractors and general public. Qualifications: Bachelor's degree in civil, chemical, mechanical or electrical engineering plus three (3) years of experience in professional engineering work, or equivalent combinations of training and/or experience. Must have a valid Engineering-in-Training Certificate as issued by the State of Ohio and valid State of Ohio ve-

hicle operator's license. **STARTING SALARY: \$29,380.00. DEADLINE FOR APPLICATIONS: OCTOBER 28, 1994.** Qualified applicants submit resume to: County of Summit Executive Personnel Director, 175 S. Main St., Rm 742, Akron, OH 44308-1313. No Phone Calls Accepted! An Equal Opportunity Employer.

FACILITIES MANAGEMENT DIRECTOR — MAHONING COUNTY, OHIO: The position reports to the Mahoning County Administrator and is responsible for the planning, organizing, supervising and administering of Mahoning County maintenance remodeling, grounds, custodial and energy management programs. Provides technical expertise to the Mahoning County Commissioners and other county department heads. Desired qualifications include a B.S. in Engineering or related field. Must show competence and effective supervisory, interpersonal, motivational and public relations skills; supervisory experience in a multi-location, physical plant environment preferred. Salary to commensurate with education and experience. Interested candidates must submit cover letter and resume no later than November 15, 1994 to: Gary T. Kubic, Mahoning County Administrator, Mahoning County Courthouse, 120 Market Street, Youngstown, Ohio 44503. Mahoning County is an Equal Opportunity Employer.

FINANCE DIRECTOR — SACRAMENTO, CALIF.: The Community Service Agency-Reno is recruiting for the position of Finance Director. CSA is a non-profit agency providing services to a six county area of Nevada. Agency programs include Head Start, Weatherization, Transitional Program and Community Development. The current budget is approximately \$7 million. The ideal candidate will have a bachelor's degree in accounting or a related field and a proven background in financial management including four years in accounting with at least two years of supervisory experience, preferably in a public or non-profit agency. Annual salary range is \$45-50,000 with an excellent benefit package. Submit

resume, five professional references and current salary information by November 5, 1994, to Joe Hinsberg, Ralph Andersen & Associates, 1446 Ethan Way, Suite 101, Sacramento, CA 95825, (916) 929-5575.

GIS COORDINATOR — TULARE COUNTY, CALIF.: Tulare County is seeking a GIS Coordinator to manage the acquisition of hardware and implementation of the County's GIS pilot project. Upon successful completion of the pilot project, this position will be responsible for the overall design, administration and operation of the County-wide GIS. This position will need to coordinate with County department heads and city and state representatives on all GIS activities. Requires a Bachelor's degree with major coursework in GIS, Geography, Computer Data Base Administration, Civil Engineering or related area and three years experience preferably in ARC/INFO, ARC/EDIT, ARC/PLOT and UNIX. Salary range: \$37,819-\$46,118, plus management benefits. Apply By: December 15, 1994. A county application is required. Contact: Tulare County Personnel, 2900 W. Burrell, Visalia, CA 93291, (209)733-6266, FAX: 209/730-2597). EOE.

PIC EXECUTIVE DIRECTOR — MONTEREY COUNTY, CALIF.: Salary: \$49,860-61,764 with a generous management benefit package and paid retirement. The Monterey County Office for Employment Training is seeking an Executive Director to provide leadership, guidance and technical competency in the area of community employment development; and to independently manage the activities of the Office. Emphasis is on development and implementation of employment training programs, sustaining community involvement at the Federal, State and local level, and insuring program compliance. For more information and application contact County Personnel at (408) 755-5116. Deadline to apply: 11/18/94. EOE.

Director of Planning, Zoning and Environmental Quality

LAKE COUNTY (WAUKEGAN), ILL.:

Population: about 500,000. Competitive pay and benefit package negotiable depending on qualifications. Lake County, Illinois, seated in Waukegan, is a high quality, rapid growth area between Cook County (Chicago) and the Wisconsin State line. With about 500 square miles (25 +/- miles on Lake Michigan), the County is economically, culturally, physically and socially diverse. Stable County Board/Administrator form of government. The present County Administrator has been in place since 1977 and with the County since 1965. The Planning, Zoning and Environmental Quality Department is comprised of 33 employees (21 professional planners) and has responsibility to establish and maintain a continuous, comprehensive, and long-range planning process for the physical, social and economic well-being of the County; and to facilitate the formation and implementation of effective strategies to deal with changes in the County. Specific responsibilities include preparation & maintenance of the general plan; administration of the subdivision ordinance and zoning ordinance; community assistance programs including CDBG, HOME, etc.; compilation and dissemination of statistical information; County mapping; and administration of the U.S. Small Business Administration loan program. Provides service to the Lake County Board, the Regional Planning Commission, the Zoning Board of Appeals, the Community Development Commission, the Affordable Housing Commission, the Economic Development Commission, and the Economic Development Corporation. Requires a Bachelor's Degree (Master's Degree preferred) in planning, engineering, architecture, public administration plus at least four years of supervisory level experience in local government planning or closely related field or an equivalent combination of experience and training. Send confidential resume immediately to: Robert E. Slavin, President, Slavin, Nevins & Associates, Inc., 3040 Holcomb Bridge Road; Suite B-1, Norcross, Georgia 30071, (404) 449-4656, fax (404) 416-0843. An Equal Opportunity Recruiter/Employer.



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Assistant Management Improvement Officer (Chief Financial Officer, Department of Housing and Urban Development) Jacksonville, Fla.

\$45,000 - \$55,000 Annually. This is an appointed position which serves at the pleasure of the Director. The incumbent of this position will be responsible for planning, coordinating, and directing the financial, accounting, budgeting, and data processing functions of the City's Department of Housing and Urban Development. Qualifications: A Bachelor's Degree in Finance, Accounting, Business Management, or related field or an equivalent combination of education and experience supplemented with extensive managerial experience in finance, accounting, and systems development which includes experience with public housing programs. Certification as a public accountant is desirable. Application Procedure: Please submit letter of intent and resume to: J. Larry Tipping, Management Improvement Officer, City of Jacksonville, Department of Housing and Urban Development, 1300 Broad Street, Jacksonville, FL 32202-3901. **DEADLINE TO APPLY: November 30, 1994. An EEO/AEE.**

Job Market - Classified Rate Schedule

Rates: \$5 per line.

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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.

Counties Counter Crime

A video teleconference on the Crime Act

Do you want to learn about the Crime Act directly from officials at the Department of Justice? Do you want to play a role in developing the regulations guiding implementation of the Crime Act?

Then you need to participate in *NACo's video teleconference on Oct. 28 from 1:30-4:30 p.m. (EDT)* on the implementation of the Crime Act. This teleconference, which will be transmitted by satellite, is being held in partnership with the Department of Justice. Representatives from Justice and other federal agencies will participate.

The teleconference will include a briefing on the Crime Act, provide information on how counties can apply for funding through the act, and allow officials to offer input on the regulations for the act. The Department of Justice will be in the process of developing regulations for the law at the time the teleconference will be held.

Contact your state association of counties to find out if your state is taking part in the teleconference. Or, call Lois Kampinsky at NACo (202/942-4267).

Join the Fight to Stop Crime & Violence

Learn about the Crime Act and how it affects your county!

The enactment of the Violent Crime Control and Law Enforcement Act of 1994 represents a significant victory for county officials in providing a balanced approach to crime that emphasizes the value of early prevention, punishment and creative remedial efforts.

NACo has prepared a guide to the provisions of the Crime Act, which was signed into law by President Clinton on September 13. The guide, a detailed summary of the Crime Act, provides a convenient reference to major provisions of the act as the implementation process begins. The guide is divided into seven issue areas: crime prevention, corrections, public safety and policing, courts, violence against women and children, firearms, and sentencing and penalty requirements.

The Crime Act authorizes \$30.2 billion for a variety of prevention and anti-crime programs over the next six years and gives counties an important opportunity to address the problems of crime and violence in their communities. Major elements important to counties were retained in the final compromise of the legislation, including \$5.5 billion in prevention programs, \$7.9 billion for corrections, \$8.8 billion for community police and \$1.2 billion for courts.

If you would like a copy of NACo's Crime Act Guide to learn more about how the law will affect your county, call the Legislative Affairs Department at 202/942-4213.