

County News

National Unfunded Mandates Day - Oct. 27

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Unfunded mandates cost counties \$4.9 billion

By Beverly Schlotterbeck
editor

Unfunded federal mandates will cost local county taxpayers \$4.9 billion this year and another \$33.9 billion over the next five years, according to preliminary results of a Price-Waterhouse survey, commissioned by NACo in conjunction with the national unfunded mandates campaign. The U.S. Conference of Mayors (USCM) commissioned a similar survey of cities. Final results of both surveys will be released at a news conference in Washington, D.C. on Oct. 26, the eve of National Unfunded Mandates Day (NUMDay).

NUMDay, Oct. 27, marks the first event in a long-term campaign to educate the public about the impact of federal legislation on local tax bases. Seven public interest groups — NACo, USCM, National League of Cities, National Governors' Association, International City/County Management Association, National Conference of State Legislatures, and the Council of State Governments — will come together to launch the campaign which seeks relief for local communities whose tax revenues increasingly support federally imposed programs at the expense of local needs.

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(Center l-r) Senator Dirk Kempthorne (R-Idaho), Los Angeles County (Calif.) Supervisor Yvonne Braithwaite Burke and Representative Gary Condit (D-Calif.) made presentations at NACo's Mandates Task Force meeting, Oct. 14. Burke chairs the task force.

PILT Senate hearing, rally set for November 3

By Richard E. Keister
associate legislative director

A bill to increase the authorization for the Payments-in-Lieu-of-Taxes (PILT) Program, S. 455, has been scheduled for a hearing on Nov. 3 before Senator Dale Bumpers' (D-Ark.) Subcommittee on Public Lands, National Parks and Forests.

The long-awaited hearing was scheduled with the help of Senator Mark Hatfield (R-Ore.), the prime sponsor of S. 455, and Senator Ben Nighthorse Campbell (D-Colo.), the vice chairman of the subcommittee.



The Senate bill has 35 co-sponsors and the House version, H.R. 1181, sponsored by Representative Pat Williams (D-Mont.), has 66 co-sponsors.

NACo and the Western Interstate Region are calling for an all-out rally

for PILT to be held in conjunction with the hearing. The objective is to:

- 1) fill the Senate hearing room with county officials to demonstrate grass roots support for PILT, and
- 2) involve those who come to Washington, D.C. for the hearing in a lobbying effort in the Senate and House to gain additional co-sponsors.

The rally and hearing offer a great opportunity to build momentum for passage of the PILT bills.

County officials from PILT counties outside the West are especially urged to make plans to attend the hearing. Officials should plan to

arrive in Washington D.C. on Monday, Nov. 1.

Packets of information will be available at the NACo headquarters on Tuesday morning where assignments can be made to contact key members of the House and Senate. Those planning to attend should also schedule visits with their own delegations to urge action on the Senate and House bills before Congress adjourns.

A rally breakfast will be held on Capitol Hill, Nov. 3, followed by a news conference. At the news conference, NACo will update its list of "The Nation's 10 Most Endangered

Communities," and present the case for PILT to members of the national and local media. "Endangered communities" are defined as those communities whose economic livelihoods are threatened by restrictive public lands management practices by the federal government.

For more information on the endangered communities project, contact your state association of counties.

Those planning to attend the rally should contact Rick Keister at NACo, 202/942-4231, so that activities can be planned to accommodate participants.

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Court upholds San Francisco in overtime pay case

By Larry Jones
associate legislative director

Light, at last, may be breaking through the public employee overtime pay issue that has been clouding county personnel policies and practices for several years.

In an Oct. 5 ruling, a U.S. District Court in California concluded that the salary basis test for determining who is entitled to overtime pay does not apply to public employees. District Court Judge Charles A. Legge concluded that applying the test to employees of San Francisco City/County would be contrary to the intent of Congress.

His ruling conflicts with decisions reached in *Abshire vs Kern County*

and a number of other cases that affirmed the application of the salary-basis test in the public sector. The "salary basis" standard provides that exempt employees must not be subjected to a reduction in pay for partial-day absences.

In the California case, this standard conflicted with a local charter that prohibits pay to any employee for hours not actually worked. When exempt employees were absent from work for several hours, they were required to use their accumulated leave to cover their time off or receive a pay cut for the hours of absences.

The case involved highly paid employees, earning between \$40,000 and \$100,000 annually, who claimed they were entitled to time-

and-a-half overtime pay for hours worked in excess of 40 per week. The plaintiffs further claimed they were entitled to backpay for overtime from April 15, 1986.

The county claimed that these employees were exempt from the overtime provisions of the Fair Labor Standards Act (FLSA) because they are "employed in a bonafide executive, administrative or professional capacity." Under the FLSA, bonafide executive, administrative and professional employees are exempt from the time and a half overtime pay requirements if they are paid on a salary basis, and meet a salary and duties test.

San Francisco argued that to apply the salary-basis test to the public sector would deny it the managerial

exemption that Congress intended. The court agreed with the county.

In reaching its decision, the court relied very heavily on an *amicus curiae* brief submitted by Secretary of Labor Robert Reich, which concluded that the salary test at issue was contrary to congressional intent.

This case is significant in that it provides a defense for many state and local governments who are facing overtime claims from highly paid employees.

For further information on the San Francisco case, contact Arthur A. Hartinger, deputy city attorney, City and County of San Francisco, Room 206, City Hall, San Francisco, CA 94102, 415/554-4312, or Jonathan V. Holtzman, special assistant to the city attorney, 415/554-4262.

County experience with ISTEIA, inconsistent

By Robert Fogel
associate legislative director

Some states are better than others at forming partnerships with counties for the implementation of the Intermodal Surface Transportation Efficiency Act (ISTEA), Bucks County (Pa.) Commissioner Andy Warren, chair of NACo's Transportation Steering Committee, told the Subcommittee on Investigations and Oversight of the House Public Works Committee, Oct. 14.

In testimony on the flexibility and planning provisions of ISTEA, Warren told Chair Robert Borsari (D-Pa.) and the subcommittee members that ISTEA is expected to have a significant impact on county government's ability to deliver transportation services. "The impact centers around the law's requirements," stated Warren, "that urbanized areas of a state receive an allocation of surface transportation program funds, that local government officials make the decision on which projects these funds are to be used, and that there is flexibility between highway and transit funding." The law also calls for cooperation

between state and local governments in planning and project selection in non-metropolitan or rural areas.

According to Warren, the new law has not brought about the expected changes in Pennsylvania. "To date, there is no indication that ISTEA has changed the way projects get authorized, funded and built in Pennsylvania. ... While ISTEA seeks to place transportation decisions in the hands of the locals, in our region, the so-called 'partnership' is really little more than a continuation of the status quo."

According to Warren, other counties have reported significantly different experiences to NACo. To varying degrees, the eight other counties cited in his testimony as examples of how ISTEA is being implemented in urban areas seem to be having different and, in some cases, better experiences with the metropolitan planning organization (MPO) process, project selection, flexibility and consultation.

These counties include Milwaukee County, Wis.; Jefferson County, Ala.; Hines County, Miss.; Pinellas County, Fla.; Johnson County, Kan.; Jefferson Parish, La.; Oakland County, Mich.; and Lake County, Ill.



Photo by Jay Sevidal

(left) Bucks County (Pa.) Commissioner Andy Warren testifies on behalf of NACo before the Subcommittee on Investigations and Oversight of the House Public Works Committee, Oct. 14. Also pictured is Associate Legislative Director Bob Fogel.

Rural counties are facing a different situation. While some have had positive experiences with ISTEA, others have not. According to Warren, a number of state associations of

counties have told NACo that rural counties have been having problems with their state departments of transportation (DOTs) in terms of ISTEA. These states include New York, New

Mexico, Tennessee, Utah, Florida and California. He told the subcommittee, "The DOTs are not providing counties with information on ISTEA funding and/or are not including them in project selection."

Warren recommended that the U.S. Department of Transportation follow up on concerns of counties, and that the Federal Highway Administration (FHWA) closely monitor the implementation of regulations in non-metropolitan areas. "Counties must be allowed and encouraged to go to FHWA when the states are not following the intent of the law and the requirements of the regulations," he added.

Warren concluded by voicing his concern that the Department of Transportation does not know where federal funds go once they are apportioned to the states. "NACo needs to know this information on a state-by-state basis, and I assume Congress and this subcommittee would like it also." He urged the members to demand that the data be collected or to write that requirement into the law.

Copies of this testimony are available from Bob Fogel at NACo at 202/942-4217.

Todd's Travels

Texas counties battle bloated criminal justice system

(This is the third article in a series on state associations prepared by NACo President Barbara Todd.)

The Texas Association of Counties (TAC) is the umbrella state organization for county officials from 254 counties. County government is unique in Texas, for while it was the fourth state to pass a constitutional amendment for charter government in 1933, it became the only state in the country to repeal such a provision in 1969. Without the authority of home rule, counties must seek special legislation to deal with specific issues as those situations might arise.

Texas county government is founded on the Commissioners Court system which utilizes four county commissioners and a county judge, who is the presiding officer of the board.

Although counties have no charter authority, the Commissioners Court is the county's policy-making body and not a court in the true sense of the word; although in some small rural counties, the county judge actually has judicial responsibilities.

Major issues facing Texas counties

Funding and administering the criminal justice system has been a long-standing role for Texas counties. Association leaders cited overcrowded prisons on the state level as



Barbara Todd (center) poses for a photo with Nueces County (Texas) District Clerk Oscar Soliz (left) and Judge Jay Johnson, president, Texas Association of Counties.

a major issue for the counties.

At the time of Texas' legislative conference, 23,000 state inmates were assigned to county jails. This prison overcrowding has a domino effect on the entire judicial system. County leaders in Texas have and will continue to focus on greater "front-end investment" in the criminal justice system.

"Many of the problems that end up in the criminal justice system could have been avoided with stronger preventative programs that provide family and community support," said Jay Johnson, TAC president.

Children without parental supervi-

sion and with plenty of idle time on their hands are often the youth who end up as casualties in the justice system.

As an alternative, Texas county leaders are supporting prison reform initiatives and programs to keep youth out of trouble. Suggestions being pursued include the development of latchkey programs, juvenile

boot camps, planned activities for youth on weekends and community alternatives to incarceration.

"Urban counties have some great human services programs," said Dallas County Commissioner Jim Jackson. The problem is that the demand for these programs are increasing and the programs are totally supported from local revenues. There is a great need for state participation in the funding of these services, Jackson said.

County officials in Texas anticipate a greater role and opportunity for counties in economic development. While the economy in a majority of the state is agricultural in nature, there are many opportunities to expand industry and tourism. The counties are well placed to provide the leadership needed to make these goals a reality.

Programs and services of TAC

The state association has an extensive offering of programs and services for Texas counties. Training for county officials is comprehensive and is offered to all county offi-

cers in the courthouse. This continuing education initiative gives county leaders the tools necessary to make good and informed decisions.

TAC will provide legal support when requested, particularly in the form of *amicus* briefs when litigation could negatively affect case law relating to counties.

As a clearinghouse for information, TAC regularly keeps its members updated on issues, provides research information upon request, and publishes a bimonthly county magazine. The insurance program that the association offers its membership is comprehensive and includes workers compensation programs, pool coverages and health insurance. The association provides field representatives who visit the counties on a regular basis to conduct educational programs and consult on ways in which the counties might hold down insurance costs.

County officials have some significant challenges to face in upcoming years; however, if the determination and commitment I saw is an indicator, county government will lead the way into the 21st century in Texas.

New GASB statements issued

During its meeting last month, the Governmental Accounting Standards Board (GASB) voted to issue two final statements.

The first provides interim guidance on business-type accounting and financial reporting for proprietary funds and governmental entities that use proprietary fund accounting. The statement will be effective for financial statements is-

sued after Dec. 15, 1993.

The second, Statement 18, deals with accounting for municipal solid waste landfill closure and post-closure costs. This statement is effective for financial statements issued after June 15, 1993.

GASB has also proposed concepts for service efforts and accomplishments (SEA) reporting. This proposal identifies the elements of

SEA reporting and the characteristics that information should meet before becoming part of the information required for financial reporting.

Comments on the SEA proposal are requested by Dec. 15, 1993.

Copies can be obtained through the GASB Order Department, P.O. Box 5116, Norwalk, CT 06856-5116, 203/847-0700.

County News invites Letters to the Editor

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

Publisher's Perspective

"Rethinking" governance

By Larry Naake

The decentralization of federal domestic activity that we have witnessed for the past 15 years may be welcome in the abstract, but in reality, it is painful and disruptive. As the federal and, in most cases, state governments abandon programs, local governments are expected to pick up the slack without the funds or authority to do the job.

This, in turn, leads to little accountability among levels of government as the lines of responsibility have been blurred. Public officials at all levels, with some justification, shift the blame to another level of government when something goes wrong for the service or program. When the public asks, "Who is to blame?" fingers start pointing in all directions.

Because of this, citizens have become increasingly apathetic and distrustful of public officials in government. We have also seen a total lack of interest and attention at the federal level in the mechanics of the intergovernmental relations system and the concept of governance.

In the U.S. Senate and House of Representatives, the subcommittees on intergovernmental relations have either been merged with other committees or totally abandoned. The president's Advisory Commission on Intergovernmental Relations (ACIR), once a dynamic and progressive institution, has had both its finances and talent decimated.

What a sad state of affairs!

Our challenge at all levels is to develop public policy and strategies that ease the transition to a decentralized system, regain the interest and trust of citizens, and assure that state and local governments are more viable and effective at the end of the transition.

Thankfully, we are beginning to see some movement at both the state and national levels. Many of our states and counties are looking seriously at roles and responsibilities and structure and service delivery systems:

- The Association of Minnesota Counties has established a Governance Task Force to look at creative options to county structure and delivery systems.
- The Idaho Association of Counties is working with state legislative committees to study optional forms of county government.
- The Virginia Association of Counties has been working with its state legislature to produce a series of recommendations concerning state/local relations and service responsibilities.
- The California State Association of Counties, working through its county administrative officers and with the Legislative Analyst Office, are seriously looking at sorting out roles and responsibilities and restructuring county government.

At the federal level, we are finally beginning to see some movement as well.

The report on "reinventing government," developed by Vice President Gore, places a strong emphasis not only on making the federal government work better, but also taking a hard look at the federal government's role in our domestic policy and its relation to states, counties and cities.

NACo has also been taking a leadership role in this effort.

For two years, we have been trying to get funding for a "Governance Project." So far, the foundations we have approached have not shown interest. However, we have renewed our efforts and have joined forces with the American Bar Association (ABA), in collaboration with other state and local interest groups, to develop and implement a two-year Governance Project.

We believe that by joining forces with the ABA, public interest groups and other organizations, such as the League of Women Voters, we will be successful in securing a major grant for this project. The two-year project would have three phases, and would involve the public on issues of importance to state and local government and on intergovernmental responsibilities. The project would consist of an initial research and education phase, a "Governance Congress," and a third phase to extend the discussion beyond the Congress and involve local governments and their citizens in follow-up activities.

Our challenge is not an easy one. It is easy for citizens and politicians to focus on single issues that are emotionally attractive and politically successful in the short run. It is not easy to convince citizens and political leaders to also focus on the democratic system that has allowed us to become and remain a viable and open nation.

All of us, however, must take up this challenge. Hopefully, our citizens and political leaders will someday understand that the "Federalist Papers" are not just another batch of IRS forms to fill out.



Keep on coming ... and coming ... and coming

Federal grants need reinvention more than ever

The federal aid system is more fragmented than ever, according to a new report by the U.S. Advisory Commission on Intergovernmental Relations (ACIR).

In 1992, 92 percent of federal grants to state and local governments were funded by only 10 percent of federal aid. Despite efforts, and some successes, to consolidate grants during the '80s, the federal aid system still had 506 micro-grants in 1992 — 82 more than in 1980.

The total number of federal grants dropped from 473 in 1980 to 404 in 1984, but shot up to 553 by 1992. An unprecedented 506 of the 1992 grants accounted for only 10 percent of obligated aid money.

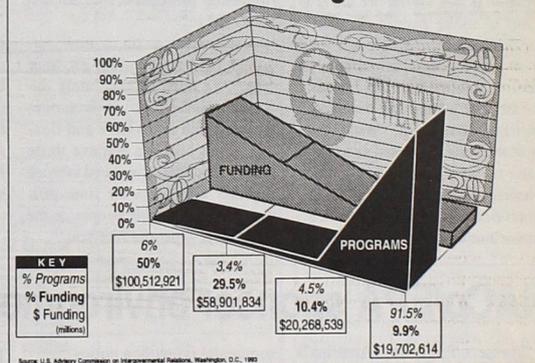
In 1992, the three largest grant programs — Medicaid, Highway Planning and Construction, and Family Support Payments to States (AFDC) — got 50 percent of all federal grant dollars (compared to 49 percent in 1980).

Federal grants-in-aid for state and local governments range in size from Medicaid, funded at \$69.6 billion in 1992, to Appalachian Community Development, funded at \$22,000.

Medicaid now accounts for more than 35 percent of all federal grant funding, while direct federal aid to local governments amounts to only about 12 percent of all grant funding.

Using a "fragmentation index," based on number and size, to compare 21 groups — energy, transportation and

Distribution of Funding Among Federal Grant-In-Aid Programs for FY92



In 1992, 92 percent of federal grants to state and local governments were funded by only 10 percent of federal aid.

health — reduced the number of small grants and increased large grants since 1980.

Seven other groups of federal programs moved in the opposite direction — more programs with smaller amounts of money: arts and humanities, disaster prevention and relief, employment and training, environmental protection, food and nutrition, housing, and occupational health and safety.

Vice President Al Gore's Na-

tional Performance Review recommends consolidating 55 existing programs, worth \$12.9 billion, into six broad "flexible grants," while also allowing state and local governments "bottom-up" authority to consolidate their use of small federal grants (under \$10 million).

The ACIR report, "Federal Grant Programs in Fiscal Year 1992: Their Numbers, Sizes and Fragmentation Indexes in Historical Perspective," contains background information and detailed tables listing 553 federal grant programs funded in FY92.

Data for the ACIR report was drawn from the actual FY92 program obligations listed in the 1993 "Catalogue of Federal Domestic Assistance," issued by the Office of Management and Budget and the General Services Administration. The ACIR report is available from the commission for \$10. To order, call 202/653-5640.

EPA administrator promises more assistance in meeting environmental regs

EPA Administrator Carol M. Browner pledged more money, more flexibility, more involvement and more technical assistance for local communities during remarks, Oct. 7, before participants at a jointly sponsored NACo/EPA conference on the environment.

The conference, "Partners Protecting America's Environment," was held Oct 7-9 in Washington, D.C., and was attended by more than 300 county government and EPA officials intent on clarifying and strengthening the role of local government in environmental protection.

Browner began her remarks by acknowledging the necessity of changing the way environmental issues have been dealt with in the past. "The American people asked for change in the last election, and in response, we've launched the most ambitious environmental agenda in U.S. history; an agenda that demands change from every one of us—business, government and individuals alike."

"The problem was that we were asking the wrong question. The question is not, 'What are the feds going to make people do next?' The real question is, 'How can all of us join together as partners to promote public health and protect our air, our water, and our land.'" Browner continued, "What goes on at the state and local level will make or break our nation's environmental efforts as a whole. To achieve national goals, we have no choice but to build our state and



EPA Administrator Carol M. Browner pledged more flexibility with environmental regulations during remarks at "Partners Protecting America's Environment."

local capacity for top-quality environmental protection, and build it and build it."

Commenting on a new approach EPA is adopting, Browner said, "We must be absolutely uncompromising about environmental goals, but innovative and flexible about how we achieve those goals. This means we need to work together not just with state officials, but also with people at the local level—people like you."

"What goes on at the state and local level will make or break our nation's environmental efforts as a whole."

*Carol M. Browner
EPA administrator*

Using the issue of safe drinking water as an example, Browner highlighted, as a model for the new approach, a package of legislative reforms designed to encourage county and local innovation, and promote federal responsiveness in environmental protection and regulation. These reforms fall into four broad categories: financing, flexibility, increased involvement of local communities, and more technical assistance to counties and other local governments. She elaborated by saying, "More money for local communities, more flexibility for local communities, more involvement, and more technical assistance. These are the elements of our drinking water reforms."

Browner continued, "We're using the very same approach with other environmental issues—garbage, landfills, Superfund, recycling. In every case, we're listening, we're getting the people who are close to the problems involved in finding solutions, and we're working hard to ensure that our

See CONFERENCE, page 8

NACo/EPA sponsor environment conference

"Partners Protecting America's Environment" was the theme of a three-day environment conference jointly sponsored by NACo and the EPA. The landmark conference, held Oct. 7-9 in Washington, D.C., was well attended with approximately 350 registrants, exhibitors and speakers. Elected county and health officials from local governments nationwide joined with EPA officials from many of the regional offices and headquarters to examine, clarify, and strengthen their respective and interrelated roles in environmental protection and regulation.

NACo President Barbara Todd, in her welcoming letter, stated, "We will focus attention on our mutual desire for effective environmental protection, and on our mutual intergovernmental efforts to provide that protection for the citizens of this country." The conference was designed to provide a dialogue opportunity between county and local officials and EPA officials responsible for the development and regulation of federal envi-

ronmental protection policy.

Following each of the four scheduled plenary sessions, small breakout groups, with the aid of a professional facilitator, discussed and examined specific topics related to environmental protection and regulation.

Todd and EPA Associate Administrator Shelley Metzbaum were the presiding officers at the conference. Featured speakers included Senator Max Baucus (D-Mont.), chair, Senate Environment and Public Works Committee; Louisville (Ky.) Mayor Jerry Abramson, president, U.S. Conference of Mayors; Commissioner Randy Johnson, Hennepin County, Minn.; and Carol M. Browner, EPA administrator. At the conclusion of her presentation, Browner presented President Todd with a plaque of recognition for NACo's creativity, leadership and commitment to addressing the health risk of indoor radon.

A comprehensive conference summary will be available in December, and during February,



Senator Max Baucus (D-Mont.) was among the speakers featured at "Partners Protecting America's Environment."

NACo and EPA will evaluate the progress made in strengthening the federal/local environmental partnership. Similar regional and state environment conferences are being considered for the future.

For more conference information, contact Tom Moore, EPA/NACo liaison, at 202/942-4286.

NACo

on the move

◆ Members of the Deutscher Landkreistag, NACo's German equivalent, came to NACo headquarters on Oct. 2 as part of an exchange program with NACo. Second Vice President **Doug Bovin**, commissioner, Delta County, Mich.; Community and Economic Development Steering Committee Chair **Mike Moore**, commissioner, Calvert County, Md.; Executive Director **Larry Naake**; and Deputy Executive Director **Ed Ferguson** met with the delegation. They shared experiences and covered issues of mutual concern, including health care reform, economic development, social services and waste management.

◆ Comptroller of the Currency Eugene A. Ludwig met with representatives of several interest groups, including NACo's Associate Legislative Director **Haron Battle**, to get their input on Community Reinvestment Act regulations, which are expected out next month.

◆ At the Kentucky Governor's Conference on the Environment in Ft. Mitchell, Ky., earlier this month, Associate Legislative Director **Diane Shea** participated in a panel discussion on environmental equity.

◆ Associate Legislative Director **Tom Joseph** and Legislative Assistant **Brian Lagana** attended a briefing by staff members of the Department of Health and Human Services' Advisory Committee on Head Start, Oct. 15, on improving the delivery of human services programs.

◆ NACo President **Barbara Todd**, commissioner, Pinellas County, Fla., spoke at the North Dakota Association of Counties conference in Minot, N.D. on Oct. 4.

In Captiva Island, Fla., Oct. 15-17, Todd and the rest of the Executive Committee members were joined by Naake for their annual retreat where they talked over Todd's goals and NACo's direction for the next year.

◆ First Vice President **Randy Franke**, commissioner, Marion County, Ore., addressed the Idaho Association of Counties conference in Sun Valley, Idaho, Oct. 5-6, and the Nevada Association of Counties conference in Pahrump, Nev. on the 14th.

◆ Immediate Past President **John Stroger**, commissioner, Cook County, Ill., and Los Angeles County (Calif.) Supervisor **Gloria Molina** have been appointed by President Clinton to the Advisory Commission on Intergovernmental Relations (ACIR). ACIR is an independent, bipartisan, federal commission designed to monitor and evaluate developments in the federal system, and to recommend improvements in intergovernmental cooperation and allocations of responsibilities.

County News

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

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Todd tells Congress: Fund federal priorities federally

By Thomas L. Joseph III
associate legislative director

NACo President and Pinellas County (Fla.) Commissioner Barbara Todd, testifying before a U.S. House subcommittee, supported President Clinton's effort to reform the nation's health and welfare systems, but said that these national priorities should no longer be shouldered by the county property taxpayer.

Speaking before the House Government Operations Subcommittee on Human Resources and Intergovernmental Relations, Todd was responding to a U.S. General Accounting Office report requested by Majority Leader Richard

Gephardt (D-Mo.). The report focused on the fiscal situation of state and local governments and was discussed at the hearing on the context of health or welfare reform.

Majority Leader Gephardt expressed concern about unfunded federal man-



NACo President Barbara Todd discusses the Administration's health care reform proposal with Representative John Mica (R-Fla.) after testifying before Congress.

dates. He said, "If the federal government wants its policies to be implemented by state and local governments, we need to be more straightforward about the costs and how we will help pay for it."

He urged more administrative flexibility as well, arguing that existing mandates, such as "motor-voter" and family and medical leave, needed to be cleared of some "regulatory underbrush."

He recognized the local costs associated with undocumented immigrants, stating, "To the extent the federal government is responsible for failing to enforce immigration laws, we will have to be responsible for a portion of those extraordinary state and local costs."

Todd reminded the subcommittee that most county governments form some or all of the welfare and health safety net. While supporting the president's leadership in raising the health reform debate, she cited serious concerns over the lack of federal coverage for jail populations, undocumented immigrants and the unclear transitional status of existing county health facilities.

"We have been the safety net for years and have also become the federal and state budget safety valve," she said.

Citing a NACo fiscal survey released earlier this year, Todd said that counties across the country, urban and rural, are experiencing tremendous budget pressures.

"In February 1993, our survey found that over 80 percent raised additional revenues over the past year, over three-fourths cut programs, 70 percent cut their work force, three-quarters expect to raise additional revenues next year, and \$10 billion worth of capital projects have been postponed."

The recent General Accounting Office report confirms NACo's findings, Todd added. "Their findings recognize the legal constraints on raising property taxes in many counties. It outlines recessionary pressures, declines in federal grants, employee layoffs, local revenue increases and declining budget surpluses."

These concerns will be highlighted during NACo's upcoming National Unfunded Mandates Day. Representative Gary Condit (D-Calif.), a sponsor of unfunded mandates legislation, attended the hearing. Representative John Mica (R-Fla.) also entered into the hearing record a Seminole County (Fla.) Board of Commissioners' resolution opposing unfunded mandates.

Labor, human services receive modest boost in FY94

By Brian K. Lagana
legislative assistant

Overall FY94 appropriations for the departments of Labor, Health and Human Services, and Education received a modest boost from House and Senate conferees who approved the funding bill, Oct. 5.

The spending plan will provide \$215.8 billion to the Department of Health and Human Services, up 2.3 percent, or \$4.9 billion, over last year; \$28.8 billion for the Department of Education, a 2.4 percent, or \$677 million, increase over FY93; and \$14.6 billion to the Department of Labor, a 9.5 percent, or \$1.4 billion, drop over last year.

Major health and human services spending programs weathered the conference storm. The Ryan White AIDS programs received \$579 million in conference-level spending, up nearly 40 percent over last year.

Immunization grants received \$455.7 million, up 36.8 percent, while the Substance Abuse Block Grants received \$1.1 billion, up five percent. Refugee and Entrant Assistance received \$400 million, up 4.6 percent. Head Start was funded at \$3.3 billion, a 16.5 percent increase over FY93 levels.

For additional details, please see the chart accompanying this article.

Department of Labor programs received minor advances or cuts in funding. The JTPA-IIA (adult) programs received \$988 million, a 2.7 percent cut over last year; JTPA-IIB (summer youth) was increased 5.4 percent to \$888 million; and JTPA-IIC (youth, year-round) was cut 2.7 percent to \$658 million. The Youth Fair Chance

Labor/HHS/Education Appropriations Conference Report for Selected Programs			
Program	Conference Amount	Change Over FY93	
Department of Labor			
JTPA-IIA (adult)	\$988 million	-\$27 million	-2.7%
JTPA-IIB (summer youth)	\$888 million	+\$48 million	+5.4%
JTPA-IIC (youth, year-round)	\$658 million	-\$18 million	-2.7%
School-to-Work	\$50 million	—	—
Youth Fair Chance	\$25 million	-\$25 million	-50%
Department of Health & Human Services			
Maternal & Child Health Block Grant	\$687 million	+\$23 million	+3.3%
Ryan White AIDS Programs	\$579 million	+\$231 million	+39.9%
Immunization Grants	\$455 million	+\$168 million	+36.8%
Tuberculosis Grants	\$111.5 million	+\$38 million	+32.5%
Mental Health Block Grant	\$277.9 million	No change	No change
Substance Abuse Block Grant	\$1.1 billion	+\$59 million	+5%
AFDC	\$12.6 billion	+\$218 million	+1.7%
Emergency Assistance	\$149 million	+\$47 million	+31.5%
State & Local Welfare Administration	\$1.5 billion	+\$93 million	+6.2%
Child Support Enforcement			
State & Local Administration	\$1.7 billion	+\$187 million	+11%
LIHEAP (advance funding for FY95)	\$1.5 billion	+\$37 million	+2.5%
Refugee and Entrant Assistance			
Transitional & Medical Services	\$264 million	+\$18 million	+6.8%
Social Services	\$80 million	No change	No change
Preventive Health	\$5.4 million	No change	No change
Targeted Assistance	\$49.3 million	No change	No change
Total Program	\$400 million	+\$18.5 million	+4.6%
SLIAG (current year)	—	+\$812 million	+100%
Social Services Block Grant (Title XX)	\$3.8 billion	+\$1 billion	+26%
Head Start	\$3.3 billion	+\$550 million	+16.5%
Family Support & Preservation	\$60 million	+\$60 million	+100%
Foster Care	\$2.6 billion	-\$4.5 million	-1.7%
Adoption Assistance	\$317 million	+\$73 million	+23%
Administration on Aging (total)	\$871 million	+\$32 million	+3.6%
Department of Education			
Vocational & Adult Education			
Community-Based Organizations	\$11.7 million	No change	No change

programs received the largest cut, receiving funding of \$25 million, down 50 percent, or

\$25 million, over last year.

The House approved the conference version of the appro-

priations bill on Oct. 5, followed closely by the Senate and presidential approval.

Conference committee approves \$13 million for new delinquency prevention title

By Donald Murray
associate legislative director

A House-Senate conference committee, on Oct. 13, approved \$13 million to implement Title V, the newly authorized prevention title in the Juvenile Justice and Delinquency Prevention Act (JJDA).

The objectives of Title V are to encourage the creation of local prevention programs and to promote collaboration at the community level. County or city prevention boards, with broad-based community representation, would

The overall increase in the juvenile justice appropriations, as well as the new emphasis on prevention, was an important victory for county government.

guide the process.

Although there is a growing realization that prevention planning should occur at the community level, the only planning requirement — until now — was at the state level. Implementing Title V will help rectify this imbalance.

The funding for Title V was the major portion of a \$30 million increase for the JJDA. The overall increase in the juvenile justice appropriations, as well as the new emphasis on prevention, was an important victory for county government. Two years ago, NACO

played a major role in designing Title V. The association then waged an intensive lobbying campaign to get the program funded.

Under this discretionary grant program, the local prevention policy board would first evaluate the needs of the community and submit a three-year plan analyzing programs for which funding was requested. If the application is approved by the federal government, the local government would be required to provide a 50 percent cash or in-kind match.

Although the legislation establishes Title V as a federal discre-

tionary program, the Administration is exploring delegating to the states the authority to award Title V grants.

The new title gives priority consideration to programs that promote the co-location of existing services. It also calls for incentives to states that develop or enhance statewide prevention subsidy programs to local governments.

The concept of Title V and its community-based prevention boards was based in part on the very successful Oregon Community Service Act and New York state's youth aid bill.

Voting rights case in Georgia county opens Supreme Court term

By Jill Conley
staff writer

A legal battle involving Bleckley County, Ga. topped the U.S. Supreme Court agenda as it began its 1993-94 term, Oct. 4.

Bleckley County, which has a sole commissioner form of government, is being sued by a group of citizens who believe that this form of government violates Section 2 of the Voting Rights Act and want a five-member board created. Section 2

forbids electoral practices that limit minority citizens' right to vote.

Thirteen of Georgia's 159 counties have single-commissioner governments, a system that evolved from the probate judge form of county government. According to Jim Grubiak, general counsel for the Association of County Commissioners of Georgia, most of the remaining sole-commissioner counties have such small minority populations that they would have difficulty amassing the clout to elect a commis-

Most of the remaining sole-commissioner counties have such small minority populations that they would have difficulty amassing the clout to elect a commissioner, regardless of the commission size.

sioner, regardless of the commission size. Residents in many of these predominantly rural counties prefer to keep the sole commissioner form of government because they find it to be more efficient and less expensive than a larger government.

Bleckley County, however, has

an African-American population that constitutes 20 percent of its total population and voting age population — large enough and geographically compact enough to be a majority in one district if a five-member board were created.

The 11th Circuit Court found that white voters vote sufficiently

as a bloc to defeat candidates preferred by black voters in the county. In addition, none of the 224 poll managers in the county are black, and the sole polling place is an all-white private club. For these reasons, the Appeals Court ruled that the single commissioner form of government in Bleckley, indeed, violated the Voting Rights Act.

The key issues to be decided by the Supreme Court are whether the county has diluted the voting rights of its minority population and whether federal courts have the authority to change the size of the commission as a remedy. A decision is expected before the end of the court's current term.

AFFILIATE NEWS

Tony R. Giancola was named the new executive director of the National Association of County Engineers (NACE), Oct. 1. Giancola is a 26-year veteran of the U.S. Navy, where he served as an engineer and manager of public works for naval installations. He has been employed for the last several years as bureau chief, highways and transportation, for Frederick County, Md.

Prior to working for Frederick County, he served as the director of public works for the city of Takoma Park, Md. Giancola replaces Charles E. Wiles, who has been the NACE executive director since April 1991.

Giancola is a registered professional engineer in Maryland, Pennsylvania and the District of Columbia. He is a member of the American Society of Civil Engineers, NACE and the County Engineers Association of Maryland.

He has extensive experience in professional engineering associations, in which he has served as president, president-elect, vice president, secretary and treasurer of the National Society of Professional Engineers, Washington, D.C. Chapter.

In the American Public Works Association (APWA), Maryland/



D.C./Virginia Chapter, he has served on the board of directors since 1991. He is a member of the National Executive Council of the Institute of Transportation, a member of the Metrication Committee of the Institute of Municipal Engineers, and he has served as an APWA representative on the steering committee of the National Quality Initiative.

Giancola received his bachelor's degree in civil engineering from Syracuse University in 1967, and a master's degree in public works management (public administration) from the University of Pittsburgh in 1974.

Iowa county officials already "reinventing government"

By Tricia Fazzino
ISAC communications director

While Vice President Al Gore unveiled his "reinventing government" strategies just last month, Iowa county officials have been focusing on reinventing local government since May of this year.

Back in May, the Iowa State Association of Counties' (ISAC) continuing education program started offering a class called "Reinventing Government," using the book by Ted Gaebler and David Osborne as the class text. This class was inspired by Osborne's keynote address to NACO

at its 1992 conference in Minneapolis, Minn.

Class members, which included both elected and appointed county officials, met five times and worked on at least four homework assignments. Many of the assignments were joint projects, some crossing county departments.

One of the assignments was to write a descriptive proposal to carry out a function of county government or provide a county service or facility in a totally different way than it is at present.

The first class generated a lot of ideas and a lot of enthusiasm. Participants are already talking about a

"class reunion," or a chance to get together again to tackle problems facing county governments in Iowa.

Thirty-three county officials completed "Reinventing Government" between May and July; another 30 have signed up for the class being held September through December. As a new twist, two state legislators were asked (and agreed) to participate in the current class.

The class is taught by Jerry Stubben and Jack Whitmer of the Iowa State Extension Service's Local Government Programs Section. They have also taught a class based on the book, "The New Rational Manager" to Iowa county officials.

USDA Rural Development Forum

Garfield County (Utah) Commissioner Louise Liston was among 20 panelists selected from across the country to participate in a daylong national forum on rural economic development, sponsored by the U.S. Department of Agriculture (USDA), Oct. 8, in Washington, D.C. The rural development forum, "Rural America: Changes, Challenges and Opportunities," was designed to foster direct dialogue and stronger working relationships between the people living

and working in rural areas and the federal government.

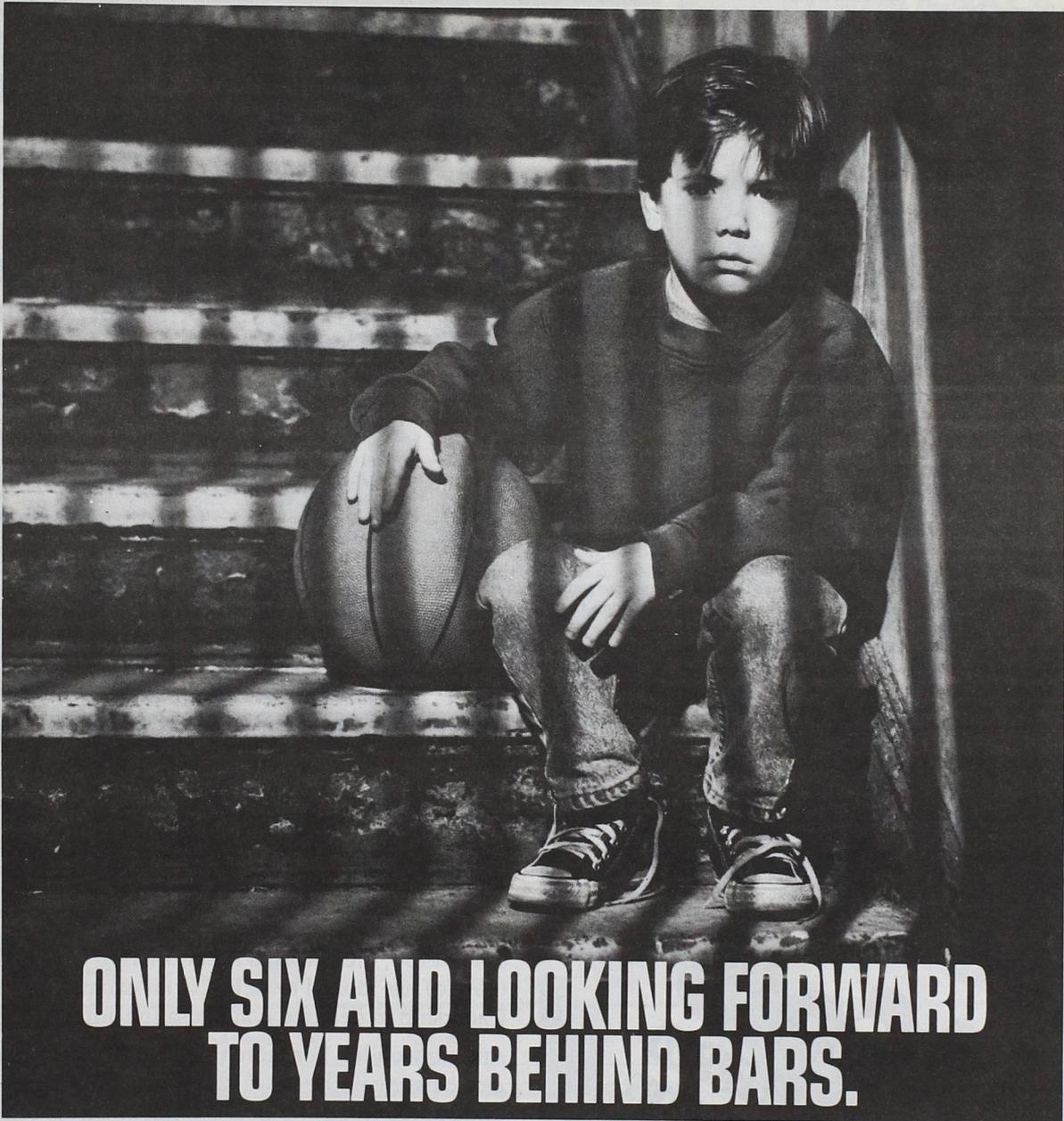
Sessions focused on identifying the local resources that are vital to sustainability and economic stability and the barriers that may be preventing communities from putting these resources to their best use.

Liston, who chairs NACO's Public Lands Steering Committee, spoke about how her county is meeting the challenges of changing from an economy based on farming,

ranching and timber harvesting to a more diversified base that includes tourism business opportunities.

Secretary of Agriculture Mike Espy closed the forum by explaining the reorganization of USDA's rural development programs. He pledged the USDA would work toward the goals that the panelists had identified during the forum.

Watch for upcoming articles focusing on how the reorganization plans for the Agriculture Department may impact counties.



ONLY SIX AND LOOKING FORWARD TO YEARS BEHIND BARS.

In America today, one out of five children lives in poverty. And if a poor child doesn't get help by the age of six, experts predict he's more likely to drop out of high school, live on welfare and even spend a lifetime in and out of jail.

But this bleak future can be changed. Early intervention programs like Success by Six have proven that quality help early on gives a child

a better chance in life. To reach more children, these programs need help from people like you. People to answer the phone, fix things, raise funds, or work directly with the kids.

Whether you donate your professional skills or read stories to a child, an hour of your time can make a world of difference. Call **1-800-733-5400** to see what's needed in your area.



The Academy for
State and Local
Government

**CHANGE THE WORLD OF A CHILD
AND YOU CHANGE THE WORLD.**

Former NACo president gets tapped for top California post

California Governor Pete Wilson has appointed former NACo president and Sacramento County (Calif.) Supervisor Sandra Smoley to the post of health and welfare secretary.

In her new position, Smoley will oversee an agency with 40,000 employees, a budget of more than \$12 billion and 11 departments, including the Department of Health Services, Department of Social Services, Employment Development Department, Department of Alcohol and Drug Programs, Office of Statewide Health Planning and Development, and the Department of Economic Opportunity.

"As a county supervisor for 20 years and a registered nurse for more than 30, no one is more qualified to run California's Health and Welfare Agency than Sandy



Smoley," said Wilson when he announced the appointment. "Her hands-on experience in county government and her background as a health care professional make

"As a county supervisor for 20 years and a registered nurse for more than 30, no one is more qualified to run California's Health and Welfare Agency than Sandy Smoley."

California Governor Pete Wilson

Smoley is a trustee for the Child Abuse Services Council, a board member of the American Cancer

Society and a board member of the Golden State Transplant Services. She is also a graduate of the Senior Executive Training Program for State and Local Government at Harvard's John F. Kennedy School of Government.

Prior to her appointment, which is subject to state Senate confirmation, Smoley has served as California's state and consumer services secretary.

her ideally suited to this position."

Smoley, who was the first woman ever elected to the Sacramento County Board of Supervisors, served as NACo president in 1983-84. She served as the president of the California State Association of Counties in 1977-78. She has also received national recognition, serving on the president's Advisory Commission on Intergovernmental Relations, the Task Force on Food Assistance and the Advisory Commission on Federalism.

PEBSCO adds new funds for deferred comp participants

Effective Oct. 1, four more mutual funds were made available to employees who participate in NACo's deferred compensation program, administered by the Public Employees Benefit Services Corporation, or PEBSCO. They include two growth funds, Fidelity Contrafund and Fidelity Magellan Fund; one aggressive growth fund, Twentieth Century Ultra Fund; and one growth and income fund, Fidelity Equity-Income Fund. This brings the number of mutual funds in the program to 17.

In addition, participants may also invest in a fixed option and a universal life insurance option.

The fourth quarter 1993 interest yield for the program's Nationwide Life Fixed-Return Option is 7.10%, with a 1993 annual minimum guarantee of 7.00%.

"These changes represent another example of NACo's commitment to making its supplemental retirement program the best it can be," commented Jean Bennett, NACo Deferred Compensation Advisory Committee chair, and Orange County (Fla.) administrator.

NACo's deferred compensation program, with assets in excess of \$1.7 billion, now reaches more than 2,000 local jurisdictions and 170,000 employees.

CONFERENCE from page 4

rules, our regulations, and our laws address your needs. The quality of life is becoming less certain and we have to make tough decisions to give our children the same quality of life."

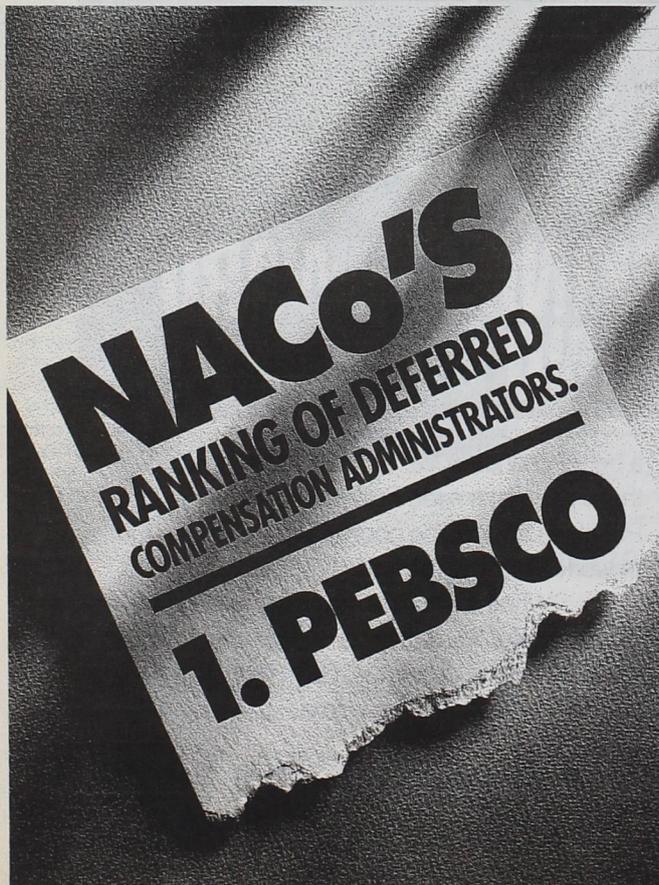
As part of her conclusion, Browner remarked, "Joining together is not a matter of choice. It's a matter of utmost necessity because we all breathe the same air,

drink the same water, build our homes, and work and play on the same soil."

An extended question and answer session followed her presentation with the audience inquiring about a wide range of environmental issues, particularly the Clean Air Act, storm water and groundwater.

Before departing, Browner

presented NACo President Barbara Todd with a ceremonial plaque in recognition of NACo's leadership, creativity and commitment to reducing exposure to indoor radon gas. In receiving the plaque, Todd reiterated the role of county officials as environmental stewards and confirmed NACo's proactive partnership with EPA.



Look No Further.

Since 1980, the National Association of Counties (NACo) has looked to PEBSCO for exclusive leadership in deferred compensation administration.

And no wonder. For more than 2,000 jurisdictions participating in the NACo program, PEBSCO is the undisputed leader - administering in excess of \$1.5 billion in NACo program assets for over 160,000 public employees.

Our story is told in a new booklet called, "How To Select The BEST Deferred Compensation Program." It's yours free when you call 1-800-545-4730. It'll tell you exactly how, and why, we've become the favorite elected representative of county government.

Proving, once again, that when government officials rank deferred compensation program administrators, we always end up on top.



MANDATES from page 1

Congressional momentum for mandate reform is beginning to build, according to the sponsors of key anti-unfunded mandate legislation, Senator Dirk Kempthorne (R-Idaho) and Representative Gary Condit (D-Calif.). Kempthorne and Condit met with members of NACo's Unfunded Mandates Task Force earlier this month, briefing them on the progress of their legislation and urging them to "accept [nothing] less than no mandates without funding."

Kempthorne's measure, S. 993 — Community Regulatory Relief Act — has 32 co-sponsors in the Senate, including Senator Dianne Feinstein (D-Calif.) and Senator Robert Dole (R-Kan.). On the House side, Condit's bill, H.R. 140 — Federal Mandate Relief Act — has attracted 102 co-sponsors to date.

They also told task force members that they will announce the "marriage" of their two bills to underscore the bipartisan nature of their efforts at a joint Capitol Hill news conference on NUMDay. In addition, they have reserved two hours on the House floor, Oct. 27, to discuss the issue.

Kempthorne's and Condit's appearance at the task force meeting was part of a daylong planning and

NUMDay, Oct. 27, marks the first event in a long-term campaign to educate the public about the impact of federal legislation on local tax bases.

lobbying effort undertaken by the task force in support of NUMDay. Task force members, under the leadership of Los Angeles County (Calif.) Supervisor Yvonne Braithwaite Burke, also met with White House staff urging President Clinton's support for unfunded mandate legislation, and with Representative John Conyers (D-Mich.) and John Callahan, chief of staff for Senator Jim Sasser (D-Tenn.).

While Conyers isn't supportive of the Condit bill, he assured Burke that he would work with her to find a more palatable solution to the mandate problem. Conyers is supportive of two measures to provide relief from mandates: 1) the Local Flexibility Act, which would provide greater regulatory flexibility to states and localities in using federal funds, and 2) the

Local Partnership Act, which would provide fiscal assistance to local governments to offset some of the cost of federal mandates.

Both Conyers and Sasser hold key congressional posts that would have significant impact on the progress of any anti-mandate legislation. Conyers chairs the House Government Operations Committee and Sasser chairs the Senate's Governmental Affairs Subcommittee on General Services, Federalism and the District of Columbia.

Task force members learned that Sen. Sasser is expected to introduce legislation soon that will call for a two-year moratorium on new mandates, some form of target fiscal assistance to help pay for existing mandates, and a fiscal note provision that will require each future mandate to have a fiscal impact study.

FUTURE NACo CONFERENCES

Legislative Conference

Washington Hilton Hotel
Washington, D.C.
March 5-8, 1994

Annual Conference

Clark County
Las Vegas, Nev.
July 31-Aug. 4, 1994

Fulton County
Atlanta, Ga.
July 21-25, 1995

Western Interstate Region Conference

Burleigh County
Bismarck, N.D.
May 18-21, 1994

Employment Policy & Human Services Conference

San Francisco County
San Francisco, Calif.
Nov. 19-22, 1993

EMPLOYMENT POLICY & HUMAN SERVICES CONFERENCE REGISTRATION — NOV. 19-22, 1993

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

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

REGISTRATION FEES

Postmarked after October 15

- Member county attendee \$275
- Non-member county attendee \$345
- Other government attendee \$345
- Private sector attendee \$370
- ADA Seminar \$95

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

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

Card Number _____
 Cardholder's Name _____ Signature _____

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

HOTEL REGISTRATION

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

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

Do You Have Any Special Housing Needs? _____

PLEASE CHECK DESIRED ACCOMMODATIONS: San Francisco Hilton: _____ Single/Double..... \$110 (Standard) _____ Single/Double..... \$125 (Deluxe)

HOUSING DEPOSIT

Your room reservation can be guaranteed by either of the following methods:

1. Complete credit card authorization, the hotel will send confirmation of your reservation within two weeks of receipt.

CREDIT CARD AUTHORIZATION

Visa MasterCard American Express Exp. Date _____

Card Number _____
 Cardholder's Name _____ Signature _____

The NACo Housing Center is authorized to use the above card to guarantee my hotel reservation. I understand that one night's room charge will be billed through this card if I fail to arrive at the confirmed date unless I have cancelled my reservation with the hotel at least 48 hours in advance of arrival.

2. Indicate housing needs above. We will notify the hotel of your reservation. The hotel will send you confirmation of your reservation and request payment made directly to them. Your reservation will be guaranteed once the hotel receives a one night's deposit.

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

If you require special considerations, please indicate by checking the appropriate box below.

Sign Language Interpreter Assistive Listening Device Other (Describe) _____

News from the nation's counties

North

NEW JERSEY

• The **CAPE MAY COUNTY** Correctional Facility recently sent some of its inmates out on a special work assignment — to eat rodents and insects at the County Park Zoo.

Participants, 18 guinea hens, were raised at the facility for a program that aims to reduce the county's insect and rodent population, ultimately lessening the threat of Lyme Disease. According to Sheriff James T. Plousis, who modeled the program after one in **OCEAN COUNTY**, the chicken-like animals can eat up to two pounds of insects per day.

Plousis says he expects the benefits of the project to be twofold. It offers jail inmates, who raise the hens, productive work and it offers county residents safer parks.



NEW JERSEY

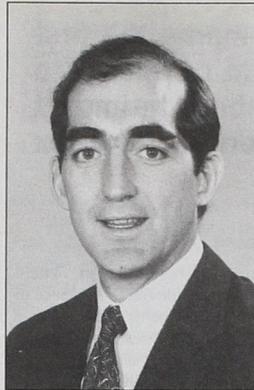
• The **UNION COUNTY** Police Department's Mounted Patrol Unit has been revitalized thanks to a generous donation from a local business, Cogen Technologies. Here, Cogen Plant Manager William Viola (right) presents a check for \$4,500 to Freeholder Chair Linda-Lee Kelly for the purchase of Big Red, a seven-year-old gelding. Police Captain Daniel H. Vaniska (left) and County Manager Ann Baran admire the new police horse ridden by Officer Dan Ward.

NEW YORK

• Two **CHEMUNG COUNTY** departments will use notebook computers to make assessments of home health care clients thanks to a state grant of \$119,000.

Earmarked for software and computers, the grant will allow the county's social services and health departments to fight the paperwork battle and better serve home health care recipients.

"The new system will enable home care teams to complete the assessment in the field and will provide a uniform way to do business," said Linda Lincoln, director of the health and long-term care department. Caseworkers will also have easier access to existing information when updated assessments are needed.



South

FLORIDA

• Gregory A. Byrne, director of **DADE COUNTY** housing and urban development, has been selected to chair one of five national working groups created by the U.S. Department of Housing and Urban Development to revamp the regulations that govern public housing. Byrne is the only director from a southeastern public housing authority chosen for the chairperson role.

The working groups are charged with drafting statutory and regulatory language that will reduce the number and complexity of regulations, provide greater flexibility, and make public and Indian hous-

ing programs more effective.

"This is a wonderful opportunity to reshape the regulatory environment that surrounds — and in many cases strangles — the public housing program," said Byrne, whose group will focus on finance and management.

• The **DADE COUNTY** Board of Commissioners recently adopted a comprehensive homeless plan that will be funded through a meal tax.

The plan calls for short- and long-term solutions to homelessness in the county, providing for the simultaneous development of homeless assistance centers as an emergency approach to the problem and primary care to rehabilitate homeless persons on a long-term basis.

The plan, which will be financed by a one-cent tax on alcoholic beverages and food sold in restaurants that do more than \$400,000 in business annually, also provides for the establishment of the Dade County Homeless Trust. The trust will set policy, oversee the operation of assistance centers and establish a non-profit organization to raise funds from the private sector.

Midwest

MINNESOTA

• In an effort to promote truly innovative county projects, the **RAMSEY COUNTY** Board of Commissioners budgeted \$500,000 in innovation funds for 1993 and asked its management

team to develop criteria for using the funds.

When the management team, in turn, asked all county employees to submit ideas for projects, it was overwhelmed by the creative approaches to challenges facing the county that were generated. Suggestions ranged from developing an exercise video for overweight Among children, to creating a prototype medication box for the elderly.

A total of 105 project ideas were submitted. Of those, 17 were funded for a year.

West

ARIZONA

• The **MARICOPA COUNTY** Clerk of the Superior Court's Office managed to save the county millions of dollars when it set out to modernize its automated cash management system.

Initial vendor estimates for a computerized system to handle the agency's annual \$160 million in court-related transactions ranged from \$7 million to \$8 million. However, by modifying the system design, changing vendors and using a county purchasing contract, the clerk's offices was able to cut the cost to \$2.5 million. Automation Manager John Wright says the system is now the most advanced of its type among large court systems.

"We're in the same boat as most other counties," says Wright. "When money is so scarce, you're often compelled to do your best thinking."

Notices ... notices ... notices

CONFERENCES

■ The Association for Governmental Leasing & Finance (AGL&F) is holding its 13th Annual Fall Conference, Nov. 10-12 in Orlando, Fla.

The conference will offer a variety of sessions including: "Basics of Municipal Leasing," "Health Care Financing," "Federal Leasing," and an audience discussion of pressing topics affecting the industry.

For more information, call AGL&F at 202/429-5135.

■ "Conserv 93: The New Water Agenda" is being held Dec. 12-16 in Las Vegas, Nev.

The conference, sponsored by the American Society of Civil Engineers, American Water Resources Association and the American Water Works Association, is the only large-scale conference dealing with water conservation issues.

Workshops and panels will include topics such as: "Evaluating Urban Water Conservation Programs," "Water Rates and Conservation: Short-Term Realities Versus Long-Term Goals" and "Conservation Technology and Land-Use Planning."

For more information, call Paul Jonas at the American Water Works Association, 6666 W.

Quincy Ave., Denver, CO 80235, or call 303/347-6140.

■ The Urban & Regional Information Systems Association (URISA) is holding a one-day Executive Program, Jan. 13, 1994 in Milwaukee, Wis., for local, state, regional and federal government agencies, as well as private sector professionals.

With Geographic Information Systems (GIS) and information technology experts on hand, participants will be offered a unique opportunity to learn from the leaders.

Session topics include: "A Look at Information Technology," "GIS Management Issues" and "Increasing Revenue Through Auditing."

For more information, call URISA at 202/289-1685.

■ URISA has also announced its 1994 Mid-America GIS Symposium, "Promoting Cooperation in the 1990s," May 2-4 1994, in Kansas City, Mo.

The symposium will include an overview of state-of-the-art GIS technologies and common practices, and offer more than 20 short courses on basic and advanced topics.

For more information, call Bob Wiseman at 202/289-1685. Suggestions for presentations high-

lighting regional experiences are welcome.

VIDEO

TELECONFERENCE

■ The Internal Revenue Service and the Government Finance Officers Association (GFOA) are holding a video teleconference on Nov. 5 at 1:30 p.m. Topics include defining employees and independent contractors, verifying taxpayer identification numbers, reporting information to the IRS, starting back-up withholding, and avoiding penalties.

The conference will be available in Andover, Mass.; Atlanta, Ga.; Chicago, Ill.; Dallas, Texas; Los Angeles, Calif.; Memphis, Tenn.; Portland, Ore.; San Francisco, Calif.; Seattle, Wash.; and Washington, D.C.

For more information, call Deborah Reaves of GFOA at 202/429-2750.

PUBLICATIONS

■ "Avoiding the Collision of Cities and Cars: Urban Transportation Policy for the Twenty-First Century," is a report released by the American Academy of Arts

Continued on next page

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Radical idea: unions as government management allies

By Neal R. Peirce
Washington Post Writers Group

Why are the federal government's largest public employee unions rallying around the Clinton Administration's National Performance Review — even though the report calls for chopping 250,000 slots out of the federal work force?

A quick answer is that the cuts won't fall, for the most part, on rank-and-file workers in the unions. Vice President Al Gore's task force aims instead to cut heavily into Washington's army of 700,000 managers, supervisors, personnel and procurement specialists, inspectors general, and auditors — the very folks who now spend so much of their time directing, controlling, checking up on and auditing the other 1.4 million employees.

The federal government's "systems of overcontrol and micro-management" have a "suffocating impact" on line managers and workers, says the Gore committee report.

But the National Performance Review and its follow-up — a new National Partnership Council of top federal officials and public union leaders being appointed by President Clinton — has import far beyond picking whose jobs go in a slimming down of the federal establishment.

At issue is nothing less than creating — if it can be done — a whole new approach to labor-management relations for the federal government, and by example for states, counties and cities across the nation.

The question is whether new-generation incentives for high work force productivity, introduced by such private sector pioneers as General Electric, GM-Saturn, Xerox and Intel, can replace the often bitter adversarial tone of federal-union relations over the last 30 years.

The payoff for the federal government, if it can be done, would be not just in dollars, but higher efficiency and citizen satisfaction with a dramatically more "customer-oriented" federal work force.

The carrot for the unions is, for the first time, a seat at the table: to be full-fledged partners with government managers trying to organize the workplace, solve problems, motivate teams of workers and develop alternative dispute resolution techniques.

"We federal employees," notes John Sturdivant, president of the 200,000-member American Federation of Government Employees, "are continually bashed and trashed as being ineffective and inefficient." All leading federal worker unions have concluded, he says, that they now need to "leapfrog" the abusive politicians "and really bond with the taxpayers, by improving the service they're provided."

Could such language be coming from unions historically preoccupied with wages, retirement benefits and work rules designed to protect members from being worked too hard?

It seems hard to believe. But consider the deep frustration reflected in Sturdivant's description of the federal government: "a very top-down, micromanaging, stove-pipe-type of organization structure where there's no free flow of information and no opportunity for front-line workers to pass information back to policy-makers or get quick decisions."

Union attitudes are also shifting with hard economic times. Sturdivant has been telling unionists reluctant to change that they need to do a "reality check" by noting such current personnel cuts as IBM (85,000 jobs), Sears (50,000), Boeing (30,000) and proposals in New York City to trim 30,000 jobs. One would be a "fool," he argues, to claim the fed-

eral government can't slim down.

"We need not just to reinvent government, but to reinvent the union," says Sturdivant. "I expect a smaller government, but a larger, stronger union." The government unions will gain, he predicts, by pushing such innovations as "gainsharing" for effective worker teams and trying to deep-six government managers' arbitrary ratings of individual workers.

The unions are cheering the National Performance Review's call to tear up most of the 10,000-page *Federal Personnel Manual* that's now enforced by the Office of Personnel Management. Instead, all departments and agencies would be allowed to recruit directly for positions, simplify job classifications, and then be held accountable for their own performance.

Unions are less enthusiastic

about the Gore task force proposals to contract out more federal functions, or to cut in half the time it takes to discharge non-performing workers. The new National Partnership Council will start bargaining out those issues to prepare a whole new personnel statute for Congress to consider.

The biggest challenges, though, may lie in government as a monopoly and how long change will take. Unlike corporations, the federal government has no keen competitor — no Nissan, Mercedes or Toyota — to force continued improvement and shedding of inefficient divisions.

The fundamental, sometimes wrenching, change to achieve a high-performance government work force will take years of training and reorientation, if private-sector experience is any guide.

Thousands of managers and union stewards will have to shift their whole way of viewing the workplace, and their own jobs. Some agencies are likely to "get it" and reform much faster than others.

Likewise, as the reform ideas begin to spread to the state and local level, change is likely to be spotty and frustratingly slow. Many government managers viscerally oppose unions; many unions lag far behind the times by defending seniority rights instead of merit, and opposing work force reduction willy-nilly.

But government is the one area where unionism is spreading today, and likely to stick. The idea of unions as productive partners with government carries such promise that every American has a stake in seeing it succeed.

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Notices ... from previous page

and Sciences, in collaboration with the Aspen Institute.

The report proposes a comprehensive program of public and private sector strategies for developing urban transportation systems to meet people's mobility requirements, while realizing the dangers our environment faces.

For more information, call Elmer Johnson at 312/861-3485.

Electronic Data Systems (EDS) has issued a state and local government business report, "New Directions: Stepping Up to the Challenge." The report reviews the challenges facing state and local governments and explains how new technology offers the means to improve program management and better serve its customers.

For more information, write to Steve Person at EDS Communica-

tions, 13600 EDS Drive, Herndon, VA 22071, or call 703/742-2330.

FELLOWSHIP

The Robert Wood Johnson Health Policy Fellowship for 1994 is a career development program providing opportunity for mid-career professionals to gain an understanding of the health policy process and to contribute to the formulation of new policies and programs.

The call for nomination letters and candidate's packets are due by Nov. 15; reference letters no later than Nov. 30.

All questions and correspondence should be directed to Marion Ein Lewin, Institute of Medicine, 2101 Constitution Ave., N.W., Washington, DC 20418, or call 202/334-1506.

Job market

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