

County News

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Crime act focus, sharp at video conference

By Beverly A. Schlotterbeck
editor

The reviews are in! County and other local officials at approximately 247 sites in 28 states gave a thumbs-up to NACo's video teleconference on the 1994 crime act, "Counties Counter Crime," Oct. 28.

They heard from and talked to top officials from the Department of Justice (DOJ), including Attorney General Janet Reno, about the resources available to fight crime in their communities under the new crime legislation.

In opening segments, DOJ officials presented an overview of the funding available for a variety of crime-fighting programs. DOJ officials, charged with administering the various programs, also took questions from the participants, giving both participants and presenters a better idea of how the bill will play out at the local level.

During their presentations, DOJ officials, from Attorney General Reno on down, stressed the department's intent to work closely with county officials in a full partnership that will reflect the partnership formed at the federal level between DOJ, the Department of Health and Human Services, and the Department of Housing and Urban Development.

"We believe the Department of Justice is sincere when it says it wants to work with us, and with county governments across the



Photo by Jay A. Sevidal

Studio staff and panelists prepare to go on air for the live, satellite-feed "Counties Counter Crime" video teleconference, which broadcast Oct. 28. Panelists pictured (l-r) include: David Armstrong, county executive, Jefferson County, Ky.; Dennis Greenhouse, county executive, New Castle County, Del. and chair, NACo Crime Act Implementation Task Force; Larry Naake, NACo executive director; and U.S. Attorney General Janet Reno.

country to make certain the crime bill works for all communities, small and large. Their participation in our teleconference is just one example of the outreach efforts DOJ is making," commented NACo Executive Director Larry Naake.

"And NACo will continue to work hard with the Justice Department to help it maintain its commitment," Naake added.

Already, NACo and DOJ have met in response to an important

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NACo seeks reversal of interim rule on criminal alien assistance program

By Donald Murray
associate legislative director

NACo and representatives from individual counties and other local government organizations, on Nov. 2, met with Olga

R. Trujillo, general counsel of the Office of Justice Programs, Department of Justice (DOJ), to urge that the interim regulations implementing the State Criminal Alien Assistance Program be changed to allow counties, as well as states, to receive reimbursement under the Violent Crime Control and Enforcement Act of 1994.

Although the State Criminal Alien Assistance Program authorized the attorney general to take custody of undocu-

ment Act of 1994. Although the State Criminal Alien Assistance Program authorized the attorney general to take custody of undocu-

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U.S. Federal Appeals Court strikes down salary test in San Diego County overtime dispute. [page 2](#)

In this election season, NACo President Randy Franke discusses the need for strong leadership in his "Issues & Ideas" column. [page 2](#)

NACo releases fiscal survey on smaller counties. [page 3](#)

County News continues its series on county innovators with a story on an Anoka County, Minn. program that has just won the 1994 Innovations in State and Local Government Award. [pages 7-9](#)



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Catron County, N.M. wins in federal court against the U.S. Fish and Wildlife Service over a critical habitat designation. [page 11](#)

NACo's Research Department continues its "Hats off to" feature on selected Achievement Award winners. [page 14](#)

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Appeals court strikes down salary test in overtime dispute

By Larry Jones
associate legislative director

In a decision that favored San Diego County, Calif., the U.S. Ninth Circuit Court of Appeals ruled, Oct. 5, that a "salary test," used since 1954 to determine who is entitled to overtime pay, "was invalid in its entirety as applied to the public sector."

Pleased about the outcome, San Diego Chief Deputy County Attorney John Sansone said, "This is a fair and just ruling which will save the county and its taxpayers literally millions of dollars in backpay for overtime liability. The court rightfully recognized that the salary-basis

"This is a fair and just ruling which will save the county and its taxpayers literally millions of dollars in backpay for overtime liability."

John Sansone
San Diego chief deputy county attorney

test, as defined in the U.S. Department of Labor's 1954 regulations, did not reflect the intent of Congress." Unless the Ninth Circuit Court of Appeals reverses this ruling, or unless it is overruled by the Supreme Court, counties and other public employers with similar cases pending in federal district courts (particularly in the states covered by the Ninth Circuit: Alaska, Arizona, California,

Hawaii, Idaho, Montana, Nevada, Oregon and Washington) are expected to be relieved from an enormous amount of retroactive liability for overtime pay.

Like other public employers, San Diego had assumed that its executive, administrative and professional employees were exempt from the Fair Labor Standards Act (FLSA) overtime pay requirements.

Although the act clearly exempts these employees, 1954 regulations issued by the Department of Labor (DOL) established a salary test and a duties test that must be met to qualify for the exemption. To meet the salary test, employees must be paid a salary that is not subject to a reduction based on the number of hours they work.

In San Diego, as in most state and local governments, the salary test was contrary to a public accountability statute, which prohibits pay to any employee for hours not actually

worked. These statutes have been widely adopted by state and local governments to protect public funds from fraud and abuse.

The case involved *Service Employee International Union (SEIU) vs. San Diego County*. SEIU initiated the case on behalf of 770 county employees, including deputy probation officers, nurses and park rangers. Because the county's public accountability statute subjected virtually all of San Diego County's employees to pay based on hours worked, SEIU claimed the county violated the salary test, and, therefore, the employees involved in the suit were not exempt from the overtime pay requirement.

In response, the county argued that the salary test was invalid because it was contrary to FLSA and congressional intent. A federal district court agreed with SEIU, and on April 23, 1991, granted partial summary judgment for the employees. San Diego County appealed the district court ruling to the Ninth Circuit, where the appeals court ruled in its favor.

In reaching its decision, the appeals court pointed out that DOL realized, in 1987, that its salary test

conflicted with state and local public accountability statutes and decided not to enforce the salary test in the public sector, pending revisions of the regulations.

However, DOL's non-enforcement policy did not prevent employees from bringing claims against their public employers. The appeals court also noted that by DOL's own admission, applying the 1954 salary test to public employers deprived them of the administrative, executive and professional exemptions, and thus, clearly conflicted with congressional intent.

On Sept. 6, 1991, DOL issued new interim regulations (which were finalized on Aug. 19, 1992) that clearly state that public employees paid in accordance with public accountability statutes shall not be disqualified from the administrative, executive and professional exemptions, provided they met the other requirements for exempt employees.

Commenting on the revised regulation, the appeals court said, "The 1992 regulation properly amends the salary test as applied to the public sector, so that the salary test now takes into account long-standing and reasonable state and local ordinances predicated on public accountability."

Issues & Ideas

County officials can fill the leadership vacuum

By Randy Franke
NACo president

Two of our former U.S. presidents have offered some interesting perspectives on leadership. Harry Truman



Randy Franke

once said, "Leadership is the ability to get people to do what they don't want to do and like it."

Dwight Eisenhower was much more visual in his perspective. He would demonstrate the art of leadership with a piece of string. Pulling the string on the table, he'd say, "Pull it, and it will follow anywhere you wish. Push it, and it will go nowhere at all."

For county officials, leadership is a critical quality. We are constantly being challenged and confronted with difficult, controversial situations that test our ability. We must always concentrate on what is best for our counties and our communities.

I often like to compare government operations with those of businesses. It has been said that no business can progress and grow without leadership—that leadership is the only real advantage one organization has over another in a competitive society. I believe this is true for government as well.

Lou Tice, founder and president of the Pacific Institute, of-

fered some interesting insights on leadership while speaking at NACo's Annual Conference in August in Clark County, Nev. Leaders should not ignore problems, Tice said, but they should not dwell on them, either. Leaders must focus on solutions, envisioning the ideal outcome, he said.

Tice offered an example of focusing on problems from his days of coaching high school football. "We'd lose a game on Friday," he said. "Then the next week, we'd review the tape of the game, concentrating on the mistakes we made. Then we'd go right back out there and make the same mistakes."

Instead, Tice said, he and the team should have concentrated on what they were doing right. Leaders should look at the current reality and then think about how they want it to be. "Don't look at where you don't want to go," he said.

This is sound advice. Today's world requires special leadership because of the anger and distrust that the public has for all levels of government. There is a leadership vacuum. County officials can and should fill that void by focusing on solutions and remembering that leadership is pulling, not pushing, and steering, not rowing.

This "new" leadership is called many different names, but it is critical to collaborative partnerships in our communities to create sustainable development, to improve the health of our families and children, and to move many important issues forward.

Bond market remains anxious without flow control bill

By Beverly A. Schlotterbeck
editor

Congressional failure to pass flow control legislation this past session has prompted conflicting reactions from the country's major bond houses and the association representing public securities brokers.

"It's not the end of the world, [but] if you want to sell a bond today, you don't want to use flow control as a security measure," says Marie Pisacki, vice president and manager, Moody's Public Finance Department.

Early in October, Moody's began a comprehensive case-by-case review of some 100 solid waste issues that could face a ratings downgrade—a dramatic indication of how congressional inaction affected the market. The review would involve approximately \$5 billion in uninsured debt.

Most at risk, Moody's says, are revenue bonds that do not possess a backup pledge to subsidize the tipping fee, should revenues decline. Moody's also said that facilities in states where challenges to legal flow control are pending in lower courts, are also at greater risk. (These states include New Jersey, Pennsylvania, Ohio, Minnesota and Wisconsin.)

Although Moody's sees an uncertain and anxious future ahead without flow control legislation, down the street, Standard & Poors (S&P) expected few ratings downgrades as a result of the congressional inaction.

"The failure of the 103rd Congress to enact flow control legislation is not expected to lead to widespread rating downgrades," S&P said in a statement released to the media.

Even in the wake of the Supreme Court decision striking down local flow control ordinances (See *County News*, May 30, 1994), S&P downgraded the impact of the decision. In its May 20 newsletter, "Municipal Creditweek," the rating agency said the Carbone decision would have "limited impact on creditworthiness."

Since then, S&P has reviewed 65 uninsured, or unenhanced, solid waste or resource recovery bonds worth approximately \$5 billion, and has only downgraded two of the 65.

However, S&P took pains to point out in its statement that it "remains concerned with the competitive pressures and challenges that face the municipal solid waste industry that became highly visible in 1992 as local flow control ordinances began to face frequent legal challenges."

The Public Securities Association (PSA) shares similar concerns and also agrees that there's not likely to be a rash of downgrades, according to Michael Decker, PSA public analysis director. Nonetheless, having national flow control legislation "is critical for some issuers," and certainly for the investor.

In letters to both House and Senate leaders urging that Congress

pass flow control measures in its next session, PSA's Executive Vice President Micah Green highlighted Moody's decision to review ratings on all its uninsured bond issues, and a statement from another bond rating house, Duff & Phelps, that technical defaults are likely as a result of congressional inaction.

"Clearly, the credit situation surrounding flow control bonds is becoming increasingly precarious. Those most at risk if problems occur—in addition to local governments themselves—are investors who purchased flow control bonds in good faith," Green wrote.

Even more critical, Green suggested, is the possibility that communities will turn to tax increases in order to avoid defaulting or downgrades. "Most important, in order to avoid downgradings and defaults, some communities will call upon their taxpayers to make up revenue shortfalls to maintain debt service payments."

NACo, and its coalition partners, including several major waste management companies and other local government associations, are also pressing Congress to pass flow control legislation. "It's imperative," advised Diane Shea, NACo associate legislative director, "that county officials keep in touch with their congressional delegation, including newly elected members, and press them for prompt passage of flow control legislation in the next Congress."

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.

Smaller counties in Northeast under most fiscal stress, NACo survey finds

By Mary Bewig
research associate

Although it is often the urban areas of the nation which grab headlines about their fiscal conditions, smaller counties across the United States also face numerous fiscal pressures.

A survey of 102 small- and medium-sized counties (under 250,000 in population) conducted this summer asked counties to describe the fiscal pressures they face, to identify the actions they employed to balance their budgets and achieve fiscal stability, and to speculate on their county's fiscal future.

Budgetary stress

County budgets are subject to numerous pressures and influences, both internal and external to the jurisdiction. A series of conditions were presented in this survey, and respondents were asked to rate the degree of stress, if any, caused by each condition. Table 1 (at right) lists the conditions along with regional and overall stress indexes as reported.

Unfunded mandates from state government resulted in the highest level of stress for these counties. More than 73 percent of respondents rated this condition as "high stress"; an additional 26 counties gave this condition a rating of "moderate," resulting in a stress index rating of 2.70.

There is little variation in the stress index when the responses are analyzed on a regional basis. These numbers mirror those found in NACo's earlier study of large urban counties, where unfunded state mandates were the leading cause of budgetary stress.

Unfunded federal mandates ranked a close second, with an overall stress index of 2.60. The level of stress was relatively consistent across regional areas, although counties in the Northeast rated this as somewhat more stressful (2.90) than counties in the West (2.40).

Employee health insurance presents significant budgetary stress for these small- and medium-sized counties, with an overall stress index of 1.97. Nearly 25 percent of all respondent counties rated this condition as "high stress." Regional differences appear with this factor. Northeastern counties are considerably more anxious about the budgetary implications of employee health insurance than are counties in the West.

Like their large urban counterparts, small- and medium-sized counties are feeling the budgetary affects of crime and citizen concerns for public safety.

More than 60 percent of the participating counties rated crime

as highly or moderately stressful for local budgets. Counties in the South rated this condition as somewhat more stressful than did counties in other regions.

Inadequate revenue bases and reductions in state aid also were seen as causes of considerable budgetary stress (stress index of 1.9). Counties in the Northeast led the stress rating for both of these conditions, reporting considerably more stress than their colleagues in other parts of the country.

Falling population was a particular source of concern for several counties, although the impact is not significant over the entire sample. Thirteen counties representing all regions of the nation, reported that declining population was a high cause of budgetary stress. Similarly, eight counties, located primarily in the West, reported high budgetary stress due to environmentally related restrictions on land use.

Overall, counties in the Northeast reported the most conditions as causing at least moderate stress (stress index of 2.00 or greater), naming seven factors.

Unlike their colleagues in other parts of the country, these counties attributed moderate stress to a lagging economy and to state prohibitions on the use of certain taxes. In another regional variation, only counties in the West rated tax and expenditure limitations at a stress index of at least 2.00.

Budgetary tactics

The survey also asked respondents to identify tactics which were taken during FY93-94 to help them balance their budgets. Analysis of these actions may illustrate a county's fiscal condition and the difficulty of making budget-balancing decisions. Table 2 (at right) lists the budgetary actions presented in the survey and the number of respondents indicating they took that action.

Fiscal Year 1993

In FY93, the 102 respondent counties identified a total of 339 budget-balancing actions. The most commonly reported action was raising the real property tax rate, cited by 45 percent of the jurisdictions. Considering that many counties are under some type of property tax limitation imposed by the state constitution or statute or by voter referendum, it seems logical to conclude that most counties with the ability to raise the tax rate did so.

Thirty-nine percent of the respondents also reported raising selected fines, fees and charges for FY93. This revenue stream is typically under local control, and, although not always politically popular, is often seen as the only

feasible revenue mechanism. Reserve funds, also typically under local control, were another source of balancing revenue. Nearly 30 percent of respondents indicated that they drew down reserve or rainy day funds.

In addition to raising the revenue side of the equation, many counties reduced expenditures in FY93 — 35 percent made selected

budget cuts and 27 percent postponed planned capital improvements.

A number of jurisdictions changed or modified their delivery of services in light of budget constraints. Fifteen percent of reporting counties privatized a service during the year and 13 percent reduced service levels or tightened eligibility criteria for a service.

Budgetary attention often was given to the expenses attributable to public employees. Layoffs of employees were reported by 14 percent of survey participants, 14 percent reported at least a temporary freeze in hiring, and 16 percent reduced or eliminated scheduled cost-of-living or longevity

See FISCAL SURVEY, page 4

Table 1
Stress Index of Budgetary Conditions

Budgetary Condition	Northeast (n=10)*	Midwest (n=40)	South (n=29)	West (n=23)	Total
Unfunded state mandates	2.90	2.70	2.80	2.70	2.70
Unfunded federal mandates	2.90	2.60	2.60	2.40	2.60
Employee health insurance	2.20	2.14	1.96	1.59	1.97
Crime rate/public safety needs	1.60	1.90	2.00	1.90	1.90
Inadequate revenue base	2.70	1.70	1.90	2.00	1.90
Reductions in state aid	2.50	2.00	1.80	1.60	1.90
Tax/expenditure limitations	1.90	1.90	1.20	2.00	1.70
Indigent health care	1.90	1.80	1.40	1.40	1.60
Poor economy	2.30	1.40	1.50	1.30	1.50
State prohibitions on the use of certain taxes	2.00	1.31	1.41	1.50	1.44
Anti-tax movement	1.50	1.20	1.10	1.80	1.40
Welfare caseload	1.78	1.63	1.15	0.86	1.35
Tort liability claims	1.00	1.20	1.60	1.40	1.30
Tax-exempt property	1.20	1.30	1.20	1.50	1.30
Restrictions on land use (e.g., wetlands, endangered species)	0.90	0.90	1.10	1.50	1.10
Natural disasters	0.80	1.20	1.00	0.50	1.00
Declining population	0.80	1.10	0.80	0.50	0.90
Immigration	0.00	0.50	0.80	0.70	0.60

Note: Index was derived using the following scale: High Stress = 3; Moderate Stress = 2; Low Stress = 1; No Stress = 0.
A response of "No Opinion" was omitted from the calculation of the index.
*n = number of counties responding.

Table 2
Budgetary Tactics Used by Counties

Budgetary Action	FY93	FY94
Raise real property tax rate	46	44
Raise personal property tax rate	10	14
Raise sales tax rate	5	4
Raise income tax rate	0	0
Raise other tax rates	1	4
Expand the sales tax base	0	1
Expand the income tax base	0	0
Enact a sales tax	3	1
Enact an income tax	0	0
Enact other new taxes	2	3
Eliminate/reduce property tax exemptions	2	0
Raise fines, penalties or fees across the board	2	7
Raise selected fines, penalties or fees	40	41
Enact new fines, penalties or fees	13	17
Draw from the rainy day/reserve funds	30	34
Postpone scheduled capital projects	28	34
Transfer the financial responsibility for a county program to the state	3	7
Lay off employees	14	9
Furlough employees	1	2
Offer employees early retirement incentives to reduce the work force	5	5
Reduce or eliminate scheduled cost-of-living or longevity salary increases for employees	16	17
Reduce or skip scheduled contributions to the employee pension program	1	2
Freeze hiring	14	22
Impose across-the-board budget reductions	8	17
Impose selected budget reductions	36	49
Reduce service levels or restrict program eligibility	13	20
Privatize a program/service/facility	15	11
Begin or continue a program to "rightsize" government	14	15
Sell property to raise revenue	6	10
Delay/defer payments	5	4
Accelerate tax collections	3	1
Replace paid employees with volunteers	1	4
Other	2	0
Total number of respondents = 102		

Innovations award competition open for 1995 applications

The Ford Foundation and the John F. Kennedy School of Government at Harvard University have announced the 1995 Innovations in American Government awards competition.

The Innovations Program strives to identify and celebrate outstanding examples of creative problem solving in the public sector. Since its inception in 1986, the program has recognized 125 innovative programs which have received \$8.9 million in Ford Foundation award grants. In each of the program's first eight years, the Ford Foundation made \$100,000 awards to 10 governments, and awarded an additional \$20,000 to 15 programs in each of the past three years. (No awards were made in 1989.)

This year, program eligibility

has been expanded from innovations in state and local government to encompass innovations in federal government as well. All units of government — federal, state, local, tribal and territorial — within the United States are now eligible for recognition and awards. Accordingly, the program has been renamed Innovations in American Government.

The Ford Foundation this year will make 15 awards of \$100,000 each, and 15 additional awards of \$20,000 each, for a total of \$1.8 million in grants. These awards are intended to draw attention to exemplary achievements in government problem solving, and to amplify the voices of public innovators in communicating their practices. Additionally, the Kennedy School develops instruc-

tional materials based on the contributions of award-winning innovations to the art of creative problem solving in the public sector.

Eligibility

To be eligible for an Innovations Award, programs must involve a fresh approach to a problem of significant concern to a portion of the U.S. public, and must:

- be administered under the authority of one or more governmental entities (federal, state, local, tribal or territorial) which have played a formative role in designing and initiating the program
- have been in operation for at least one year prior to the application deadline
- certify and be able to document that one or more government

institutions currently provide at least half of its funding, and

- be able to demonstrate that it has contributed significantly toward the achievement of its stated goals.

Selection criteria

At each stage in the selection process, each program will be evaluated according to the following four selection criteria:

- its novelty, judged by the degree to which it demonstrates a leap of creativity. Many innovations combine novel with more familiar elements, and profound innovations often emerge from the novel way in which familiar elements are combined. If your innovation fits in one of these categories, we urge you to present the entire package, highlighting

the innovative elements, rather than merely the novel components in isolation from their context.

- its effectiveness, demonstrated by evidence that the program has made substantial progress toward its intended aims.
- its significance, particularly the degree to which it successfully addresses an important problem of public concern.
- its transferability, or the degree to which it shows promise of inspiring successful replication by other governmental units.

Deadline

Completed applications for the 1995 Innovations in American Government awards competition must be received by no later than 5 p.m., Wednesday, Jan. 11, 1995. For more information, call 617/495-0588.

NACo *on the move*

◆ NACo Third Vice President **Randy Johnson** was in Washington, D.C., Oct. 26, for a meeting of a coalition of local government organizations, waste companies and representatives from the financial community to plot strategy for flow control legislation for the lame duck session of Congress at the end of November.

The local government role in sustainable development was the subject of a presentation Johnson gave before delegates at a conference hosted by the Natural Resources Management and Protection Team of the President's Council on Sustainable Development, Nov. 2 in Yakima, Wash.

◆ The board of directors of NACo's Western Interstate Region met in Montrose County, Colo., Oct. 13-15. Board members heard from Associate Legislative Director **Jeff Arnold** on congressional approval of Payments In Lieu of Taxes legislation, from Environmental Programs Director **Jerry McNeil** on NACo's Sustainable Development Task Force, and from **Tom Mainwaring**, Forest Service liaison to NACo, on forest health.

◆ Members of the National Council of County Association Executives met in Jackson, N.H., Oct. 19-22, for their annual meeting. Sessions on issues such as ethics in government and health care reform were

conducted, and NACo staff provided updates on NACo's Financial Services Center, NACo membership dues structure and SpaceWorks.

◆ Jan Cover, corporate services director in the Shire of Mornington, Australia, met with Project Director **Sandy Markwood** and Research Associate **Peter Lane** at NACo headquarters, Oct. 13, to gather some ideas for developing volunteer programs in Australia.

◆ At the Tennessee County Services Association meeting in Knoxville last month, Corporate Relations Director **Tom Sweet** gave a presentation on NACo's deferred compensation program.

◆ At a meeting at the Department of Labor (DOL) late last month, Employment and Training Department Director **Neil Bomberg** and Research Associate **Robin Fernkas** took part in discussions about the state of relations between DOL and NACo. Department rep-

resentatives indicated their support for NACo's staff efforts and were impressed with its quality of work.

◆ Research Associate **Naomi Friedman** accompanied a group of county and city officials on a tour of Palm Beach County's (Fla.) recycling and composting facilities, Oct. 20. While there, she helped lead a seminar on composting, in conjunction with an event cosponsored by NACo and the U.S. Conference of Mayors.

On Oct. 26, Friedman participated in a panel discussion with the National Pollution Prevention Roundtable, in Washington, D.C., to help develop a national pollution prevention information dissemination network.

◆ Department of Agriculture Undersecretary **Bob Nash** met with Public Policy Director **Ralph Tabor** and NACo Fellow **Phil Rosenlund**,

Oct. 25, about local government's role in the department's rural development policies.

On Oct. 27, Rosenlund and Associate Legislative Director **Haron Battle** participated in a roundtable discussion at the Department of Housing and Urban Development (HUD) on how HUD and other federal agencies can more effectively address the infrastructure needs of smaller communities.

◆ Associate Legislative Director **Bob Fogel** represented NACo at meetings with staff of the National Telecommunications and Information Administration and the Senate Commerce Committee on the subject of telecommunications, last month. Fogel also met with staff of the White House National Economic Council on the Administration's infrastructure proposal.

FISCAL SURVEY from page 3

salary increases for employees.

Fiscal Year 1994

The actions taken for FY94 suggest that decision making has not gotten easier. In fact, the respondents indicated a total of 399 budgetary actions either already implemented or anticipated during the year, an increase of 17 percent.

As with FY93, the most commonly used techniques were to impose selected budget reductions (48 percent); raise the real property rate (43 percent); and raise selected fines, fees and charges (40 percent).

Actions involving public personnel also were frequently cited for FY94. Although fewer counties reported layoffs of employees, 17 percent reduced or eliminated scheduled salary adjustments — six of these for the second year in a row.

Thirty-four counties reported drawing down on reserve funds in FY94; 23 of these also had drawn down reserves in 1993. Similarly, 20 of the counties which had post-

poned capital projects in 1993 continued to postpone improvements in 1994. These types of budget-balancing techniques, while often attractive in the short-term, may create more problems in out years if repeatedly adopted as budget-balancing policy.

A combination of actions was often cited by counties. On average, counties employed three of the listed techniques, five counties reported using eight or more in FY93, and 11 counties reported the use of eight or more for FY94.

Future outlook

As noted above, small- and medium-sized counties are using an increasing number of techniques, some relatively drastic for a small operation, to maintain fiscal stability.

When asked their opinion on the financial future of their counties, survey respondents anticipate that their conditions will decline slightly over the next three years. (Their

large urban counterparts were slightly more optimistic, predicting a slight improvement in fiscal condition.) Only one county felt their fiscal condition would improve significantly, while 12 counties anticipate a significant decline.

In addition to statutory or constitutional constraints affecting the revenue capacity of counties, practical political concerns play an important role as well in the fiscal well-being of county governments. Over 80 percent of the respondents agreed somewhat or agreed strongly with the statement that citizens are no longer willing to pay the costs associated with maintaining existing service levels.

If the survey respondents are accurately gauging the popular opinion within their jurisdictions, and if their financial predictions are realized, fiscal decision making in small- and medium-sized counties throughout the nation will be increasingly difficult in the coming years.

County News

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

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TELECONFERENCE from page 1

question raised during the teleconference about reimbursement for costs of incarcerating illegal aliens in county jails. (See story on page 1).

Need for collaboration

One of the major issues to emerge from the teleconference is the importance of state and local collaboration.

During the broadcast, Associate Attorney General John Schmidt, responsible at DOJ for the overall implementation of the crime act, underscored the need for cooperation.

"The attitude of the Department of Justice is that the more collaboration, the more evidence that local authorities are working together ... that's always going to be a plus when people are coming in and looking for money."

Three county panelists — Commissioners Ronald Duvenant, Person County, N.C.; Marlene Duffy-Young, Polk County, Fla.; and Prince Preyer, Madison County, Ala., who serve on NACo's Crime Act Implementation Task Force — talked about the successful collaborations that have already occurred in their states in the criminal justice arena, usually spearheaded by their state's association of counties.

Their positive experiences with multidisciplinary blue ribbon task forces, which develop comprehensive proposals addressing local needs, can serve as a model for other states seeking to influence funding for local criminal justice efforts.

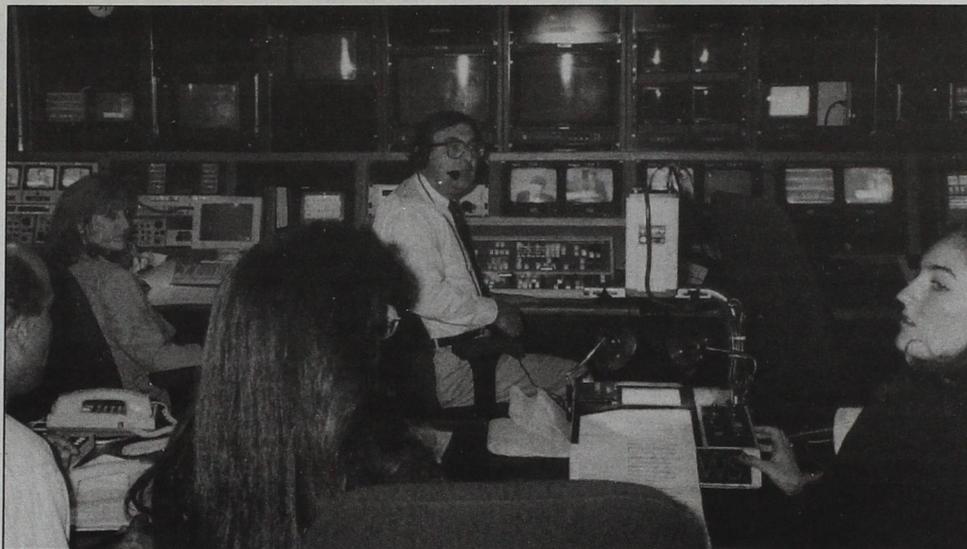
This approach is particularly relevant in implementing the prevention and corrections sections of the crime act, according to NACo Associate Legislative Director Donald Murray.

Murray points out, for instance, that under Title II of the crime act, states are required to share a portion of their corrections funds with counties. However, the amount of the funding will depend, in large measure, on the degree of involvement of county governments in the state plan.

Funding for so-called "drug courts" is another area where collaboration is crucial. The program, with authorized funding of more than \$1 billion dollars over the course of the next six years, would support state and local courts which provide supervision and specialized services to offenders with rehabilitation potential. The grants are competitive, with collaboration and coordination among agencies heavily weighted.

Matching waivers

Many of the crime act's programs require matching funds. For instance, the COPS FAST and COPS AHEAD programs will pay 75 percent of the costs of hiring new police officers, with the lo-



NACo and Reuters staff check monitors in studio control room.

Photo by Jay A. Sevidal

"We believe the Department of Justice is sincere when it says it wants to work with us, and with county governments across the country to make certain the crime bill works for all communities, small and large."

Larry Naake
NACo executive director

cal community responsible for the remaining 35 percent.

Responding to a question about whether the 25 percent match could be waived for distressed communities, Kent Markus, deputy associate attorney general, said the matches can be waived, "but the expectation is that circumstances would have to be pretty dire before we would waive [matching requirements]," citing as examples, communities facing natural disasters or "extraordinary financial circumstances," such as near bankruptcy.

Another question raised concerned whether there was any funding in the act for planning grants.

The act, specifically allows for planning grants in the drug courts program, and there is a general desire to provide planning funds in other areas, DOJ officials answered. They suggested that county officials look at proposed regulations for notice of planning grants.

More questions were faxed or phoned in than could be answered on air. NACo is forwarding these questions to the Justice Department for its response.

County News will also begin publishing, starting with this issue, crime bill updates that will deal with items such as grant application deadlines or the issuance of proposed regulations.

1994 Crime Act Update

□ **COMMUNITY POLICING (COPS AHEAD [pop. 50,000+] and COPS FAST [pop. -50,000])** – Competitive grant program to put police officers on the streets in community policing programs.

\$1.3 billion available in 1995.

COPS AHEAD – All agencies serving a population of 50,000 or more should have already received an invitation to participate. Letters of intent to participate should be returned to the COPS Office by Nov. 10.

Eligibility and proposed funding levels will be confirmed no later than Nov. 21. Officers proposed for COPS AHEAD funding must be hired no later than the agency's first class starting in 1995.

COPS FAST – The FAST application – a fill-in-the-blank, one-page form – was available Nov. 1. Completed applications are due to the COPS Office by Dec. 31, 1994. Agencies will be notified of their authorized hiring levels by Feb. 1, 1995.

✓ For applications or information, contact: Craig Uchida, director of grants and administration, Office of Justice Programs, COPS Office – Third Floor, 633 Indiana Ave., N.W., Washington, DC 20531, phone: 202/616-3031 or 202/514-3008.

□ **VIOLENCE AGAINST WOMEN ACT** – Formula grant program to support police and prosecutor efforts and victims services in cases involving sexual violence or domestic abuse, and for other programs that strengthen enforcement and provide services to victims in such cases.

Funding available in 1995 for Law Enforcement and Prosecution Grant Program, which provides funding to develop and strengthen law enforcement and prosecutorial strategies and strengthen victims services in cases involving violent crimes against women.

\$26 million available in 1995.

✓ Draft regulations for the Law Enforcement and Prosecution Grant Program to be published this month. Application kits to be available in December.

□ **DRUG COURTS** – Competitive grant program to support state and local drug courts that provide supervision and specialized services to offenders with rehabilitation potential.

\$29 million available in 1995.

✓ Program guidelines and grant application kits to be available for distribution in December.

□ **PRISON GRANTS** – Formula and competitive grants for states and local governments to construct, expand and operate correctional facilities, including boot camps. Funding available in 1995 for boot camp facilities.

\$24.5 million available in discretionary grants in 1995.

✓ Regulations governing use of prison grant funds to be published by Dec. 1, 1994. Guidelines and grant application kits will also be ready for distribution in December.

□ **STATE CRIMINAL ALIEN ASSISTANCE PROGRAM (SCAAP)** – Formula grant program to reimburse states (and counties*) for the cost of incarcerating criminal aliens.

\$130 million available in 1995.

✓ Proposed regulations governing use of SCAAP grants were published Oct. 6. They do not provide for direct reimbursement of costs to counties (*See story, page 1). Comments on the interim rule are due on or before Dec. 5, 1994. Comments should be addressed to: Olga R. Trujillo, general counsel, Office of Justice Programs, 633 Indiana Ave., Room 1245, Washington, DC 20531.

ASSISTANCE PROGRAM from page 1

mented criminal alien felons or to reimburse state and local governments for the costs of their incarceration, DOJ issued a preliminary ruling several weeks ago that only permitted state reimbursement.

In issuing the regulations, DOJ cited language in its FY95 appropriations measure which referenced only state reimbursement under Section 501 of the Immigration Reform and Control Act of 1986, rather than Section 20301 of the crime act.

In a letter NACo sent to the attor-

ney general on Oct. 5, and at the meeting with Trujillo, NACo and other local government organizations argued that denying reimbursement of local costs would be inconsistent with the statutory language in the crime act.

In addition to Section 20301, the crime act, also under Section 310001(c), expressly provides that if appropriations are made from the crime act's trust fund, the expenditures are to be administered in the manner specified by the crime act. This means that local, as well as

state costs, are eligible for reimbursement and that local governments can apply directly to the attorney general for assistance.

It was also argued that as the most recent authorizing legislation, the crime act supersedes any conflicting earlier legislation. (At the time the appropriations bill was being debated in Congress, it was not clear that there would be a crime act. The appropriations bill was signed into law on Aug. 26, almost three weeks prior to the passage of the crime bill.)

On Oct. 27, DOJ awarded \$42.9 million to seven states as the first payment of an \$130 million appropriation for FY95. An additional \$87.1 million of FY95 funds will be dispersed in the next calendar year.

If DOJ agrees to include local governments in the final regulations to be issued in December, there will be sufficient funds remaining to reimburse local governments.

The State Criminal Alien Assistance Program interim rule appeared in the *Federal Register*,

Oct. 6, 1994, p. 50830. Comments on the rule must be received on or before Dec. 5, 1994.

Comments should be addressed to: Olga R. Trujillo, general counsel, Office of Justice Programs, 633 Indiana Ave., Room 1245, Washington, DC 20531.

County officials are also urged to contact Attorney General Janet Reno, U.S. Department of Justice, 10th and Constitution, Washington, DC 20530, to express support for local government reimbursement.



Photo: Cherry Kim

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POINTS OF LIGHT
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Program transforms lives of Anoka County fathers

By Susan D. Grubb
staff writer

It's Monday morning, and the halls inside the Anoka County (Minn.) courthouse are bustling with people, some standing, some sitting in chairs lining the walls awaiting their name to be called by the bailiff.

Inside one of the courtrooms, Family Court Judge Stephen J. Askew presides over a contempt case which pits Mary Lou Thompson against her former husband Kim Dale Thompson, who owes up to \$30,000 in child support payments for his 16-year-old daughter.

Mary Lou, a slight woman in dark pants and green, hooded top, remains seated behind the long wooden table, flanked by Assistant County Attorney John Speakman as her ex-husband takes the witness stand.

Thompson is elusive throughout the line of questioning, refusing even to give his current address. Why hasn't any support been paid since last February? Speakman asks. Thompson contests the amount of money owed and claims he never agreed to the original \$200 monthly payment (now \$236) and can't pay it now since his wife is the sole breadwinner and he must remain at home to teach his five children. Asked about potential revenue from his rental property, Thompson claims it is home-

stead property run by caretakers.

In courtrooms throughout the country, this scene gets played over and over. Each year in the United States, approximately \$34 billion in child support payments go unpaid, and two-thirds of custodial parents — overwhelmingly mothers — do not receive the payments due them.

In 1992 only 16 percent of mothers on welfare received court-ordered child support. The situation is compounded when non-custodial parents are on public assistance as well, having no means to lend financial support.

Officials in Anoka County (Minn.) saw they had the answer right at their fingertips by joining the forces of its judicial, child support enforcement and job training divisions, along with a community non-profit agency. Their idea — assist this part of the population in meeting their obligation through participation in skills training, job search services, conflict mediation, peer support and parent education, and child support enforcement services.

The program, Minnesota Parents' Fair Share (the sole county winner of this year's Ford Foundation Innovations in State and Local Government Award and a 1991 recipient of NACo's Achievement Award), was created in 1989 and has since been replicated in neighboring Dakota and Ramsey counties.

What makes Minnesota Parents'

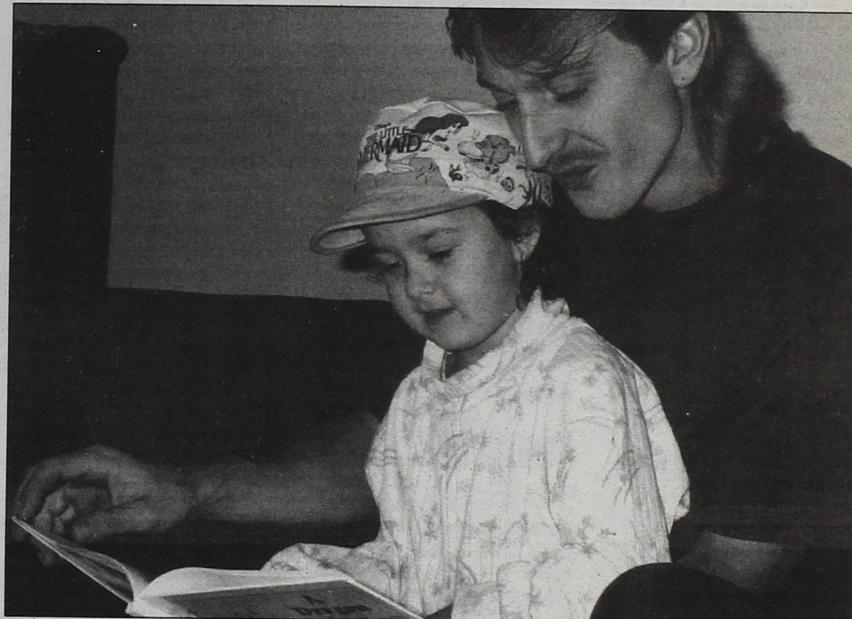


Photo by Susan D. Grubb

Minnesota Parents' Fair Share (MPFS) enables people like Todd Ranum, pictured here with daughter Jamie, to meet their child support obligations by providing them with skills training and job search services. MPFS also assists participants with their parenting skills through peer support classes.

One dad making a difference

By Susan D. Grubb
staff writer

After being laid off from his job as a construction coordinator for an elevator company in June of 1992, Todd Ranum, 28, started receiving public assistance and fell behind in child support payments for two of his children.

Although he and the mother of Joseph, 7, and Jamie, 4, shared custody, the children were now living with Todd and his second wife and five other children. And the court was ready to raise the amount of his support payment.

After appearing in court on the contempt charge, Todd was encouraged to enter Minnesota Parents' Fair Share (MPFS) the following September. "They never really said, 'You'll go to jail if you don't complete this program.' They said, 'You will attend this program. ... You have no choice.'"

Newcomers find the program very regimented and controlled with a lot of accountability, explained Ruth Munding, program manager of Anoka County's Office of Child Support. "The program was deliberately designed to flush out people who were less than honest with us at the beginning."

It was quite scary at first, Ranum acknowledged. "I didn't want to be judged. I kind of sat back with the arms crossed."

During his participation in MPFS, Ranum's monthly support payment was lowered to \$50, an amount arranged for all partici-

Fair Share (MPFS) unique is its focus on the role of the non-custodial parent in child rearing as well as achieving the economic means to pay child support. This approach encourages them to take responsibility for their own and their children's lives by contributing to their nurturing as well as to their economic support.

"Improving the lives of children is the common goal," said Margaret Langfeld, Anoka County commissioner and chair of the county's Human Services Committee. "We set out to reform the bureaucracy and the welfare system to better serve the kids. As a result, Minnesota Parents' Fair Share is a positive, not punitive approach to one of society's most difficult problems."

Dramatic improvement

And it's one that works. Since its start, MPFS has served 374 participants in Anoka, 95 percent of whom are male, and the results have been dramatic: average monthly child support payments have increased from \$51 to \$111; health insurance coverage for participants and their children has increased 36 percent; and the average dollar amount received from participants' earnings has more than tripled.

The findings of a two-year study of 70 MPFS participants revealed that six months before joining, they had paid a total of \$16,802 in child support — 22 percent of the amount ordered by the court; six months after

completing the program, payments had risen to \$63,572 — 84 percent of the amount ordered.

Equally as impressive is the fact that no county money is being used in addition to that normally allocated for the functions of the participating county agencies. "MPFS was able to happen because of outside dollars coming to the county — grant dollars from foundations and from the state of Minnesota," said Langfeld. "I think that's one of the really big challenges for county government — how to change the way we do business when just about everything we do is mandated and there just aren't extra dollars laying around to try things in a

different way."

The average cost for 12 months of MPFS service is \$1,970 per participant; the average length of participation is 12 months.

Two parents are better than one

The program is based on the premise that children need two working parents to contribute to their economic support and two nurturing parents to raise them — whatever their marital status, explained Ruth Munding, program manager of Anoka County's Office of Child Sup-

See COUNTY INNOVATORS, page 8

Minnesota Parents' Fair Share At-A-Glance

Created date: 1989

Number of staff: Five

Annual budget: \$778,947 (1994 annual operating budget)

Funding sources: 51 percent — state of Minnesota; 37 percent — federal matching funds through the Minnesota Job Opportunities and Basic Skills Program; 12 percent — private foundations and the Manpower Demonstration Research Corporation

Number of participants: 374

Average increase in child support payments: 84 percent

Average earned income increase: From \$1,700 to \$5,300

Anoka County population: 262,000

See MAKING A DIFFERENCE, page 9

COUNTY INNOVATORS from page 7

port. "Why should we think that getting moms a job and getting them off welfare means that they're going to be able to sustain that family the way it needs to. We need two parents no matter what their marital circumstances are to support a family unit.

"Through the AFDC Program, moms are getting job training skills in order to better themselves and to maximize their employability," she pointed out. "Shouldn't those same services be available to the other half of that viable family unit?"

A viable alternative

To qualify for MPFS, the non-custodial parent must be at a point where he is not paying the support under an existing court order, or is unable to pay an order that is about to be set. He and his children must be receiving public assistance. The average participant is 35 years old. One-third have never been married, two-thirds are unemployed, and nearly half are high school dropouts.

In both Anoka and Dakota counties, there are an average of 85 participants; overall, the program serves approximately 40 percent of potential participants in the two counties.

Potential participants are initially identified by child support enforcement staff when they begin falling behind in their payments. They are given three choices: pay the child support, join the program,



Participants in Minnesota Parents' Fair Share receive counseling from job search specialists like Sharon Lowry (l), who is pictured here with client Jim Deotis at the Anoka County Job Training Center.

Photo by Susan D. Grubb

or go to jail.

Before MPFS was in place, those found in contempt would typically have their sentence stayed and would be given a job search directive. Their progress was monitored by members

of the child support enforcement staff, who, Munding pointed out, are not trained to do so. "It became an exercise in futility," she said.

"[MPFS] has given the court a viable alternative," she added. "The

court was frustrated because [staying their sentence] wasn't a real demonstrable thing to do to these people to have them appreciate the seriousness of being a parent. Yet putting them in jail wasn't a real good alternative.

You can't find a job when you're sitting in jail."

It also provides the opportunity to "smoke out" those in contempt who aren't disclosing their income. Of course, there will always be those that refuse to cooperate and end up in jail, she explained, but "some have been recycled through MPFS who've seen the light."

Keeping the prize in sight

Blending the different approaches and practices of the three divisions was challenging. "Everybody had to make an adjustment in the way they did business in order for this to work," said Julie Brunner, Anoka County's human services division manager. "And that's real difficult in government agencies, real difficult in programs that have been in place a long time and operate a certain way. How those agencies have been able to change the way they do business, keeping the prize in sight is what really hallmarks this program."

MPFS is "a model that's based on assessing the strengths that are present, identifying barriers at the most basic level and not completely changing the way you do business, but doing some modifications around the edges," she added.

It wasn't all smooth sailing at the beginning, explained Kathleen

Continued on page 9

The business of government has never been more complex, more important, or more greatly needed.

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Helping Government

from page 8

Sweeney, administrative coordinator of MPFS, who was, and still is, known for pulling out packages of Big Red™ chewing gum at meetings to relieve the tension. "We chew on the gum, not each other," she quipped.

Assistant County Attorney Speakman recalled the challenge of getting the judicial branch to be less adversarial. "We're used to being advocates for the child support obligation," he said. "There was a sense of why are we coddling these people? Why are we helping? Just tell them to pay the support."

There was also cynicism expressed by those inside and outside the program about non-custodial fathers playing a positive role in their children's lives.

"Why are you investing all your time in these deadbeat dads?" was an often-heard criticism, said Marsha Adkins, program coordinator of MPFS. "They should be in jail."

Other critics asked, Why aren't you directing it to moms? "We haven't lessened the resources that are available to those moms," explained Brunner. "This is a supplement and a complement to what's in place already."

Program funding

Anoka's annual operating budget for 1994 is \$778,947, with funding coming from state, federal and private resources. State funds account for 51 percent of the budget; another

37 percent comes from federal matching funds through the Minnesota Job Opportunities and Basic Skills Program; and the remaining 12 percent comes from local foundations including the Bush Foundation, Northwest Area Foundation and the McKnight Foundation, and from the Manpower Demonstration Research Corporation (MDRC), which has several foundation partners and federal government partners.

In 1991, MPFS entered into a national demonstration project spon-

sored by MDRC — an employment research group based in New York City — which provides project management support as well as additional financial support. (Anoka, Dakota and Ramsey all participate in the MDRC project.)

The \$100,000 grant Anoka received from the Ford Foundation for winning the Innovations in State and Local Government Award will be used to further replicate the program within Minnesota. It will also be used to improve the program's tracking of

clients, create and disseminate informational materials, and present the program at regional and national conferences, including NACo's Employment Policy and Human Services Conference next week.

Replication in neighboring Dakota County, which launched its own Parents' Fair Share Program in 1992 has also proven to be successful. To date, of the 168 participants served by the program, 116 have gotten jobs with an average wage of about \$10 per hour. The newest county to repli-

cate, Ramsey, held its first orientation meeting on Oct. 18 with seven people.

Anoka County officials are optimistic that MPFS will eventually be available statewide.

For more information about Minnesota Parents' Fair Share, contact: Kathleen Sweeney, administrative coordinator, Minnesota Parents' Fair Share, Anoka County Job Training Center, 1201 89th Ave., N.E., Suite 235, Blaine, MN 55434, phone: 612/783-4823, fax: 612/783-4844.

MAKING A DIFFERENCE from page 7

parents, and he received on-the-job training with a landscaping company, which gave him partial wages.

However, it was the peer support sessions that were the highlight for Ranum, who after six months into the program lost contact with Joseph and Jamie after they disappeared with their mother. "She did anything and everything to discourage me," he said. "[The sessions] helped me realize it was nothing more than a game. Through the program I learned it wasn't my fault. ... Some people out there are capable of hurting others just because they're hurt."

Ranum believes the sessions have helped him become more sensitive in his role as a father as well.

"Talking with these other guys, finding out how they handle themselves

and how they are with their kids when they get stressed out over life makes a great big difference," he explained. "It helped me so that I didn't always have to be on edge whenever my kids were around."

"Peer support is really the glue that holds the program altogether," said Kathleen Sweeney, administrative coordinator of MPFS. "It gets them more connected with their children which then makes them more motivated to get to where they want to be five years from now as opposed to where am I now."

"It gives men an arena to talk about fatherhood, where many don't have an opportunity to do so," explained Neil Tift of the Father's Resource Center, who serves as peer support facilitator for MPFS. It also provides a place for them to vent

their frustrations and get the support of other non-custodial fathers, he added. "We specifically don't get into what's happening with the Twins and the Vikings."

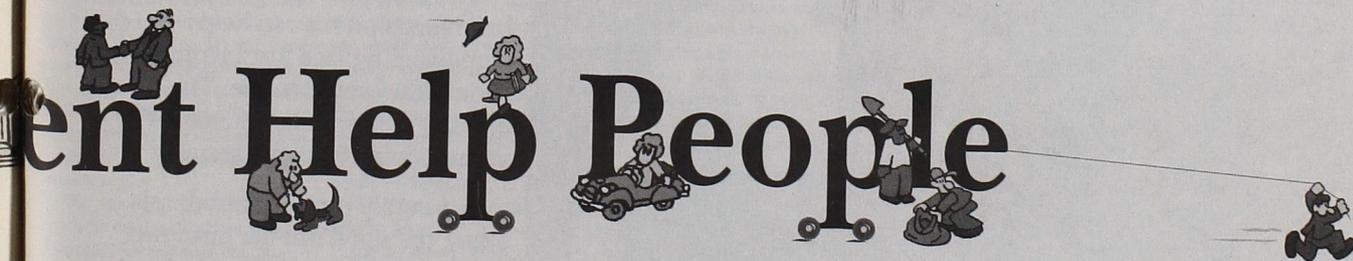
Ranum, now divorced, has full custody of Joseph and Jamie. He also supports his other two kids, four-year-old Timothy and two-year-old Breanna, which live with his ex-wife. He left MPFS last July and now has a full-time job caring for a quadriplegic neighbor.

"The program has taught us that by and large, of all the people we've worked with, they're like Todd," said Sweeney. "There's resistance in the initial part because people feel like this is going to be another thing where I get hit around and slapped around. After a while, they typically come around like Todd

has and say, 'I almost missed an opportunity to be a father to my kids.'"

"For some of these people like Todd Ranum, somebody saying that the system values you, rather than the system is just here to make you do things has quite an effect," added Assistant County Attorney John Speakman. "It's as though when the system says we believe in you, they start being able to believe in themselves."

Formerly a skeptic of MPFS, Speakman has witnessed the transformation of some of the men who genuinely tried to get past their anger and improve their lives. "They were no longer just complaining about not being able to see their children, they were doing something about it."



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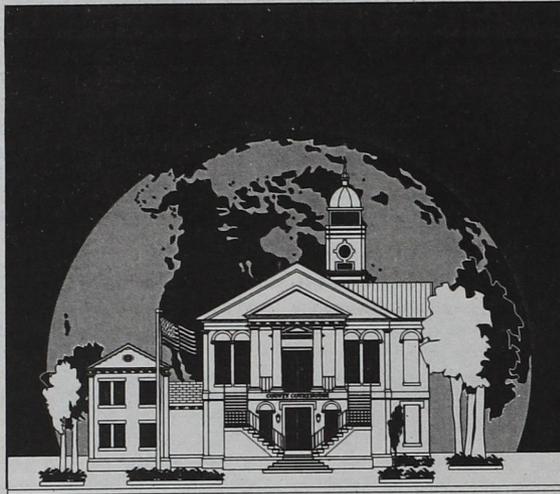
NACo third VP represents local officials at sustainable development forum

By Nina Petrovich
research associate

Last month, Wayne County, Mich. hosted a regional forum on sustainable development. Just recently, a second forum sponsored by the Global Tomorrow Coalition was held in Hennepin County, Minn. This meeting, which focused on sustainable agriculture, demonstrated exactly how versatile the principle of sustainable development can be.

Sustainable development can be thought of as both a process and an overarching goal which can guide a society's decision making. According to Randy Johnson, NACo third vice president, "Sustainable development is about what your mother probably told you when you were in kindergarten — common courtesies that we should extend to each other as fellow human beings. It's about examining the economic incentives we've created and restructuring them to help us make the right decisions. And it's a little about thinking into the future."

Johnson attended the day-and-a-half session which culminated in a public meeting that was simultaneously telecast to remote sites around



the Great Plains region. He was one of only two local government representatives invited from the region.

The Great Plains Leadership Forum emphasized sustainable agriculture as the most important industry in the Great Plains area. Academics, agriculture extension agents, farmers, state and provincial leaders were present to examine existing studies that have analyzed the agriculture

industry, and the rural communities which depend upon it.

They were also there to examine sustainable development in the Great Plains, particularly sustainable agriculture, the region's most valuable industry, and to determine whether the discussion should continue.

In determining whether the forum would continue, Johnson told the group, "We need to create an entity

that best assesses current practices within the broader goal of sustainable development, of which sustainable agriculture is only a part.

"Today's best practices can't be tomorrow's best practices so we have to create a process that will be flexible. First we have to step back and think about what we are trying to accomplish, create a policy. Secondly, we have to disseminate this information to the people who use it, in the farms and local groups, and they will show us how to get there."

Delegates decided to continue the Great Lakes Leadership Forum to develop a visioning process. Johnson's participation will help to focus sustainability to apply to local communities.

For the Great Plains, it is vital that sustainable development discussions focus on practical solutions. Farmers have always been stewards of the land, their livelihood depends upon it. Many farms experiment with sustainable practices to increase the viability of their businesses and to ensure the future of their farms. Sustainable development comes into play only as it can create a community vision that will guide and support their own efforts.

In his discussion at the forum, Johnson emphasized the practical

implication of sustainability.

"If we can start thinking about how we want to meet our future goals, maintaining our communities and enhancing our quality of life, we can create incentives that allow individuals to find their own ways of achieving personal sustainability. We have to recognize the forces that drive decision making, choices that determine whether a farmer stays in business, or whether his children inherit his legacy or move to other communities where the jobs are.

"Most importantly, we have to remember that the federal government cannot make these decisions for us. Part of achieving sustainability is accepting the responsibility to have a larger vision, but to ultimately make local decisions."

Laurie Hassler, regional manager from the Olmsted County (Minn.) Soil and Water Conservation District, had this to say about implementing sustainable development initiatives:

"A broad community vision has its value, but what we've found out from visiting farms and citizens is that stakeholder involvement is critical. Any efforts to implement recommendations must be stakeholder-driven or they just don't happen."

What about them?



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For family peace of mind, ask about the universal life insurance option. Contact your local representative of PEBSCO (Public Employees Benefit Services Corporation), Plan Administrator of choice for the NACo Program. Or, call 1-800-545-4730.



Rural town adopts new twist to expand economic base

By Philip A. Rosenlund
NACO fellow

Prophetstown is a rural city in southern Whiteside County, Ill. An attractive, clean and proud community, Prophetstown boasts a diversified economy including more than 100 small businesses and several medium-size industrial employers. While catering to the agricultural community, Prophetstown is not inextricably tied to it.

Four small, but prosperous local industries not directly tied to agriculture, helped to stabilize employment. Still, a type of psychological depression gripped the small town.

While Prophetstown remained healthy from an economic perspective, the long-term prognosis for small communities in Illinois and throughout the Midwest was in doubt.

School enrollments had decreased, reflecting national and state trends. There was concern about Prophetstown's future economic strength. People spoke about the need to move ahead so that the community did not "fall behind." As in many rural communities, there was a desire to have more jobs available for youth.

An editorial in the local weekly newspaper, coupled with conversations between the mayor and editor, about the need to plan ahead for Prophetstown's future stimulated the creation of the Prophetstown Economic Planning Commission (PEPCO).

This organization later spawned Prophetstown Manufacturing Incorporated (PMI), a for-profit corporation that sold stock to purchase and relocate a small industry.

The PEPCO board began with 12 members, losing three early in the process. The remaining nine individuals included the mayor, a banker, the editor of the local newspaper, a real estate broker, a management consultant, officials from local industries, a business person with strong state and local political ties, and another community leader.

The strategy PEPCO adopted can best be described as single-focused. Many small communities mail brochures to companies attempting to attract their attention, rather than adopting a targeted focus. Prophetstown adopted one of the most focused and direct approaches available — it bought a business.

Just how members of PEPCO decided to purchase an industry, as compared with a more traditional recruiting strategy, has become local legend.

The reluctance on the part of the PEPCO board members to uti-

lize available government programs appears to have stemmed primarily from a mixture of pride and stubbornness, but also experience. The community of Prophetstown had considerable success with a variety of community "self-help" projects, a record they may have sought to continue. According to one leader, Bud Thompson, "We wanted to prove we could get something going on our own."

During one PEPCO meeting, a commission member said in effect, "The only way you guys will get a business to come to Prophetstown is to buy it." This idea won the imaginations of a majority of board members, and soon became the main focus of their activities. This concept certainly was not without risks because many residents were unfamiliar with both the legal and organizational procedures necessary to purchase and manage a business in this way.

PMI was not a public agency and did not receive tax dollars. It was a private, for-profit organization formed in response to a community need.

As a publicly held company, PMI issued stock, which residents of the community had an opportunity to purchase, and, in this way, participate formally in the economic development project.

One of the board's main challenges was to convince the community that this was a reasonable approach worthy of their investment for the betterment of the community.

Formally organizing PMI was no easy task. It required specialized legal talent that was not available in Prophetstown. Fortunately, this assistance was provided *pro bono* to the community, probably saving well over \$100,000 in legal fees.

PMI experienced several serious problems at this early stage, some from within the community and some from outside the community. First, there was a fairly strong feeling of skepticism in the community. If PMI tried to sell stock, would people buy it? If PMI raised what it expected to need — \$100,000 or more — could it actually acquire a business to relocate? If it succeeded in buying a business, could it be operated as a profitable enterprise? And if not, was it worth the gamble?

An even greater threat to the proposed development strategy was posed by the Federal Securities and Exchange Commission (SEC), which declined on four occasions to approve the prospectus for a public stock issue.

Legal advice provided to the PMI board throughout this process was key to its success. Eventually, approval was obtained

from the SEC. While Prophetstown initially was unwilling to accept external financial support, the town realized the importance of understanding the political process and working within the system.

A community-wide campaign to sell a minimum of \$100,000 of stock at \$10 a share started with a festive celebration featuring local officials. The stock was mar-

a good neighbor. We didn't want belching smoke or toxic waste coming out the back door." However, there were preferences. "We wanted it to be a product we could identify with. We wanted a product that we could say, 'That was made in Prophetstown.'" Small industries employing between 10 and 15 workers were preferred.

With the help of the broker, several companies were identified.

Prophetstown adopted one of the most focused and direct approaches available — it bought a business.

keted as a long-term investment for local residents, and slightly more than \$100,000 was sold. One elderly stockholder was quoted, "This is the town we earned our money in. I think we owe the town something." More than 80 percent of the stock was purchased by 600 (28.6 percent) of the community's 2,100 residents.

To search for prospective industries, PMI secured the services of a business broker. According to former mayor Marvin Scott, "The only criteria that we gave him had nothing to do with what the company manufactured. We just wanted

Through a screening, process one company was selected — Clear Creek Furniture Company, then located in Granville, Ill. Most of the money from the first stock issue was used to purchase the company from its owners, a husband and wife team. The company, which manufactured oak wall units, was on the market because the current owners could not meet production demands.

They were initially hired by PMI as consultants. It was believed that their involvement would provide valuable continuity in the operations of the transplanted industry. Clear Creek Furniture opened

for business in Prophetstown in April of 1986. Its first location was in the back of a vacant building that had been repossessed by a local bank. In April 1990, there were 10 full-time production employees, one half-time worker and two former owners, for a total of 13 employees.

However, in October of last year, PMI, under financial distress, sold Clear Creek Furniture to another company and liquidated its assets.

Although local investors lost their money, most do not believe that PMI failed. Thompson, who has been at the center of PMI's efforts, said, "We brought a business idea to the community. It filled a need that was important to the community."

And it continues to fill that need. Today, Clear Creek Furniture is growing and expanding under its new owners, Iron-A-Way, Inc. The building has been completely remodeled. Sales have increased and two new employees have been added to the payroll.

Many people still refer to Clear Creek Furniture as "our business." While it did not produce lucrative returns for the citizens of Prophetstown, it did boost their morale and demonstrated that innovative, independent economic development can and does occur in rural America.

New Mexico county wins in federal court over environmental policy

A federal district judge has stopped the U.S. Fish and Wildlife Service (FWS) from enforcing a critical habitat designation in Catron County, N.M. until FWS complies with the National Environmental Policy Act (NEPA).

Under NEPA, FWS must not only consider protection of the environment, but also consider and protect local customs, cultures, and economic and community stability. NEPA also allows local governments to participate as a "joint lead agency" with the federal government in making these types of decisions.

The Federal Lands Legal Foun-

deration brought the suit to block FWS's action on behalf of the county. The county neither supported, nor opposed the critical habitat designation at issue, but claimed FWS had not followed federal law in its process.

FWS tried to get the court to throw out the case by arguing that the county had no "standing" to use the judicial system to address environmental issues. FWS also argued that it is exempt from NEPA statutes. The court firmly rejected both arguments.

Catron County, a leader in the so-called "wise-use" land planning

movement, characterized the court's decisions as an "exciting victory."

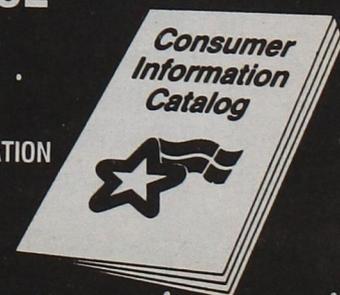
The president of the Federal Lands Legal Foundation was equally enthusiastic, pointing out that the decision was not only a win for local governments, but also for private property rights.

"The Endangered Species Act already requires the consideration of economics in critical habitat designations. The involvement of the local government in critical habitat designations because of NEPA will insure that private property rights and local customs, culture and environment are also protected."

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HUD begins new job training efforts for poor

By Daryll Griffin
research assistant

The Department of Housing and Urban Development (HUD) has embarked on several job training and economic development initiatives that should help public housing residents and residents of low-income areas become economically self-sufficient.

The Youth Development Initiative, Youthbuild Initiative, Step-Up Program, and Section 3 Technical Assistance Initiative are designed to link the disadvantaged population that HUD serves with jobs, job training, educational opportunities

and support services.

What follows are some examples of how some local governments have used the programs to assist this population. NACo is also interested in gathering more information about how HUD or other housing groups are linking housing with employment and training. If you are involved with or know of similar activity, please call 202/942-4225.

Youth Development Initiative

The Youth Development Initiative is directed at young people between the ages of 13 and 25. This is an interagency partnership between HUD and other departments to com-

bat violent crime in public housing by bringing young people and public housing authorities together to develop alternatives to violence.

The initiative's goal is to develop leadership opportunities for young people, as well as improve their access to comprehensive education, employment and supportive services.

At least \$5 million will be made available to fund five grants of up to \$1 million each.

The Youthbuild Initiative specifically targets 16- to 24-year-old high school dropouts for skills training in construction and building trades. Young people will receive training opportunities at housing rehabilita-

tion construction sites specifically designed for low-income residents.

The goals of the Youthbuild Initiative are to give job and educational opportunities to disadvantaged youths and to expand the affordable housing supply.

This is the first time the federal government has funded Youthbuild, which has operated successfully for 15 years at the local level without federal assistance. FY93 grants were awarded on July 7, 1994, and are projected to translate into 1,327 Youthbuild positions and 987 new units of affordable housing.

Step-Up Program

The Step-Up Program provides

jobs and job training opportunities on HUD-assisted construction projects to residents of public housing as well as other low-income people. There are five Step-Up Program sites: Baltimore, Md.; Chicago, Ill.; Huntington, W. Va.; Phoenix, Ariz.; and Ft. Lauderdale, Fla.

According to Sam Little, director of Baltimore's Step-Up Program, the program works because it is a collaboration between federal agencies, local agencies, unions and others to provide public housing and other low-income residents with an opportunity to receive training in the construction field. Eleven trade unions signed agreements to train and employ Step-Up participants.

Baltimore's Department of Social Services and Baltimore's Private Industry Council did all of the testing and assessment, as well as the preadministrative duties to determine the employment ability of Step-Up applicants. Some 600 residents applied for the 70 training slots available. Currently, Baltimore's Step-Up Program has 72 participants and work began in mid-February on a \$3.2 million modernization project involving the Oswego Mall housing complex.

Section 3 Technical Assistance Program

The Section 3 Technical Assistance Program requires that economic opportunities (jobs or job training) generated by certain HUD financial assistance programs for housing and community development be directed at low- and very-low-income persons. The Section 3 effort will be administered by HUD field offices in 30 cities to show that Section 3 can be effective in creating economic opportunities for low-income residents.

Dominique Blom, of HUD's Office of Fair Housing and Equal Opportunity, informed NACo that the 30 cities have or are in the process of forming technical assistance teams that will develop action plans, which will outline the best ways Section 3 can be used to connect low-income residents with jobs.

The technical assistance teams will consist of HUD officials, construction contractors, community-based organizations, and other individuals and groups. Blom also confirmed that most of the jobs created from HUD-funded projects would be in the construction industry. However, she also said that HUD is looking for ways to broaden its job training initiatives.

For more information about Youthbuild and the Step-Up Program, as well as a listing of the 30 cities where the Section 3 Technical Assistance Initiative is being carried out, contact Daryll Griffin at 202/942-4225.



Video of the Oct. 28, 1994 Satellite Broadcast

The reviews are in! NACo's teleconference on the 1994 Crime Act, "Counties Counter Crime," gets two thumbs up from viewers across the country. If you missed it, don't be a repeat offender!

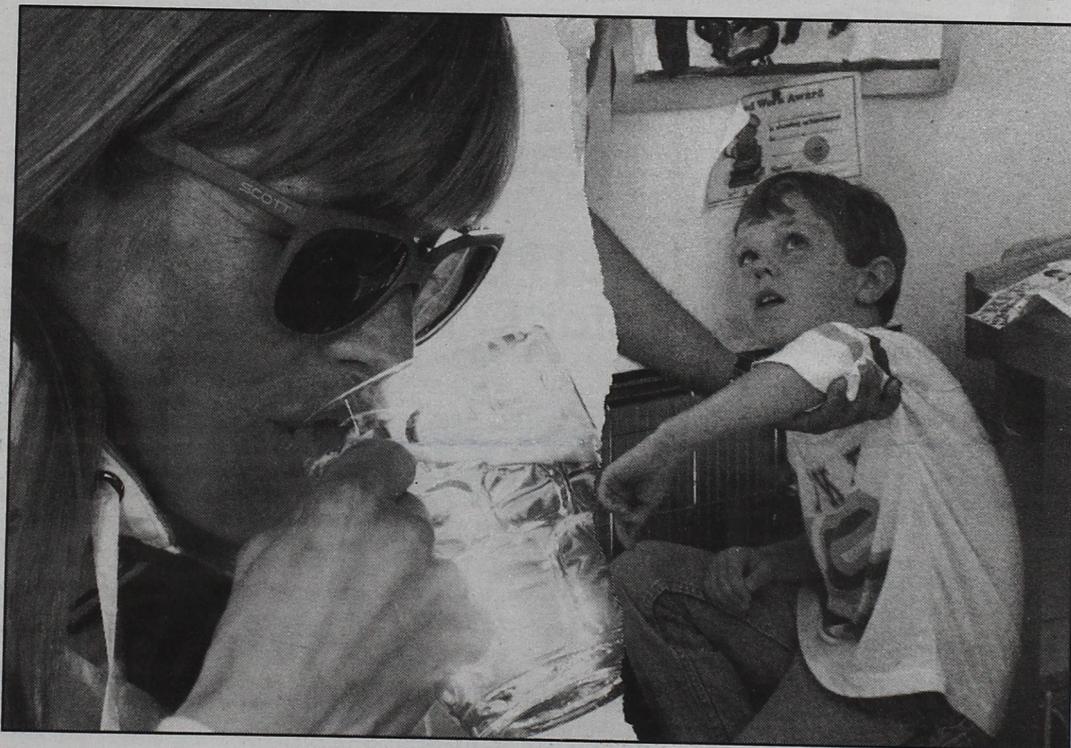
Make your reservations now for a videotape recording of the Oct. 28 event and get the inside track on what resources are available for you to help your community fight crime.

Fax your reservation to: Lois Kampinsky at NACo, 202/393-2630.
Please include: your name, county, title, address and phone number.

Prices will depend on the number of order reservations we receive. Videotapes are expected to be available in 2-3 weeks. We will contact you with price information and confirm your reservation at that time. For more information, call Jennifer Ryan Safsel at NACo, 202/942-4270.

NACo National Association of Counties
Counties Care for America

People
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Drink
To Get
Angry.



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In studies nationwide, alcohol, more than any other drug, has been closely associated with violence and aggression. It is involved in over half of all rapes and is a factor in two thirds of one city's child abuse and neglect cases. Substance abuse brings out the worst in people and makes victims of us all. To find out how you can protect your community with prevention programs, contact the National Clearinghouse for Alcohol and Drug Information, PO Box 2345, Rockville, MD 20847-2345, 1-800-729-6686 (TDD 1-800-487-4889).

Center for Substance Abuse Prevention

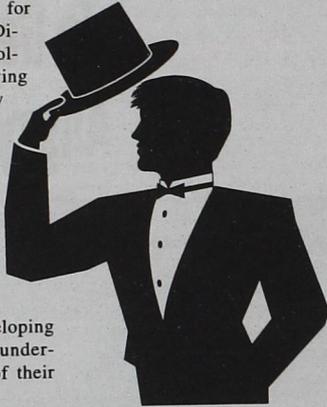
PreventionWORKS!

1994 NACo Achievement Award Winners

Getting the
community involved

Hats off to ...

Linn County, Ore. for the Property Offender Diversion Program, a collaborative effort involving county government, law enforcement and the business community. Working together, these groups attacked the "gateway" crime of juvenile shoplifting by a comprehensive education program designed to assist juveniles in developing "refusal skills" and understanding the impact of their crime on others.



Jefferson County, Ky. for its Community Resource Network. County officials and staff worked with a consortium of local organizations to develop a comprehensive, computerized data base of 700 health and human service providers operating over 2,600 programs within a 12-county area in Kentucky and Indiana.

ment-related personal safety concerns. As a result of this program, employees received specialized verbal and physical self-defense training, guidance on the identification of potentially dangerous clients, and an "alert" system for requesting assistance.

King County, Wash. for its multiple efforts to promote recycling. The "Green Works" Business Recycling Program, a county-wide business recognition program, honors businesses based on three criteria: percentage of waste recycled, purchase of recycled products, and strategies for solid waste reduction.

Madison County, Ala. for educating youngsters on the importance of recycling through its Rascal Recycle Story Book. Designed for third grade students, this coloring book also included educational puzzles to extol the virtues of recycling. As an added benefit, students also could become a member of the Rascal Recycle Club.

The "Get In the Loop" Retail Campaign, another King County program, was a public-private partnership to increase sales of recycled products. More than 600 retail stores participated in the program, which identified recycled products with special shelf markers and other in-store promotions.

San Diego County, Calif. for its Small Business Tax Seminar. Now an annual event, this one-day seminar educates current and potential small business owners about local permit requirements, various business taxes and other employer responsibilities.

A third initiative, "Home for the Holidays," showed residents how to celebrate the holidays in an environmentally sound manner. A special holiday open house demonstrated decorating, entertainment and gift-giving ideas that promoted recycling and/or waste reduction.

Information on these and hundreds more Achievement Award-winning programs is available in the new publications series produced by the NACo Research Department. For more information, call Mary Bewig, research associate, at 202/942-4226, or Sharon Lawrence, research director, at 202/942-4285.

Dakota County, Minn. for its Employee Personal Safety Education Program. An inter-departmental task force developed a policy and education program to address employ-

Also, contact the research staff if you'd like to share your success stories by participating in the 1995 Achievement Award Program. Applications will be available in early December, so don't hesitate to request one now.

Finance officers release new
guides for small governments

The Government Finance Officers Association's (GFOA) recently published "Debt Issuance and Management: A Guide for Smaller Governments," is designed for infrequent issuers of debt or those who borrow on a small scale. The guidebook takes readers through the debt issuance process — from knowing when to borrow and what instrument to use, to choosing the method of bond sale, securing credit enhancements and complying with post-sale obligations.

The second volume in GFOA's new "Small Governments Series," "Debt Issuance and Management," provides a thorough overview of the essential concepts of tax-exempt financing, comparing options for capital financing, offering practical advice and highlighting potential pitfalls. The guidebook covers each step of the debt-issuance process, with how-to information on

assembling the financing team, structuring the issue, and securing credit ratings. It contains up-to-date information on arbitrage regulations and continuing disclosure practices. An extensive glossary increases the book's usefulness as a ready reference.

The first volume of the new series, "Revenue Collection Administration: A Guide for Smaller Governments" (1993), brings under one cover all of the facets of efficient and effective handling of a local government's collections.

From billing procedures, daily cash-handling practices and banking/deposit activities to accounting, fraud protection and enforcement efforts, this book treats the revenue collection function in its entirety. The GFOA's "Small Government Series" thoroughly expands, revises and updates the highly popular series on smaller governments origi-

nally published in 1979.

A collection of comprehensive overviews, the new series guides local finance officials through the complex details accompanying fundamental public finance processes. The next books in the series, scheduled for publication early in 1995, will cover operating budgets and capital improvement programming. While the books are sensitive to the needs of smaller governments, their wealth of practical information makes them valuable for all governments. Copies of "Debt Issuance and Management" and "Revenue Collection Administration" are available for \$18 each for GFOA members and \$24 each for non-members from the Government Finance Officers Association, 180 N. Michigan Ave., Suite 800, Chicago, IL 60601, phone: 312/977-9700.

NACTFO seeks nominees for 1995
Victor E. Martinelli Award

The National Association of County Treasurers and Finance Officers (NACTFO) is seeking nominees for the 1995 Victor E. Martinelli Award. Presented annually, the award recognizes outstanding service by a county treasurer or finance officer, as selected by a distinguished panel of nationally selected judges from all fields. The winner is accorded the title of "Outstanding County Treasurer in the United States."

To qualify for the award, an applicant must have been an active member of NACTFO for the past two years, as well as a leader in his or her home state, and a professional of the highest caliber in the operation of his or her county office.

Applications for the Victor E. Martinelli Award should include a resume of the nominee's local office development; improvements in cash management and other related programs; and civic, community,

and family involvements and activities. The application is limited to 1,000 words with no more than five recommendation and/or other recognition forms.

Deadline for requesting nomination forms is March 15, 1995; deadline for returning completed nomination forms is April 17, 1995.

For an official nomination form write: Bill Melton, Dallas County Treasurer, 303 Records Building, 509 Main St., Dallas, TX 75202.

Lowery named new Indiana association exec.

The Association of Indiana Counties Board of Directors recently appointed Chris Lowery to serve as its executive director.



Chris Lowery

Lowery has been with the association since 1989. He most recently

served as assistant director of the association where his responsibilities included lobbying the Indiana General Assembly; serving as a liaison with elected officials in Indiana's 92 counties; coordinating member services such as education, research and authoring articles and papers for publication; and developing policy in the areas of the environment, economic development and human resource management.

Lowery is also a former gubernatorial

and U.S. Senate aide. He has served on the Agency Linkages Committee of Indiana Governor Evan Bayh's Economic Development Initiative and the Strategic Planning Committee of the Indiana Corporation for Science and Technology. In addition, he serves as a board member of the Indiana Community Development Society.

Lowery graduated from Indiana University with a degree in public affairs.

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BONDS



A centennial toast to the civic reformers

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.)

In 1894, with corruption polluting public life in one great American city after another, the cream of America's civic leadership — Theodore Roosevelt, Frederick Law Olmsted, Marshall Field, Louis Brandeis and others — met here to mobilize a counterattack.

This week (Nov. 10-12), the organization they founded — the National Civic League, first known as the National Municipal League — reassembles in Philadelphia for a grand 100th birthday party.

Typical of civic reformers, this group of activists doesn't seem satis-

fied with celebrating a distinguished past. Currently led by former Cabinet member and Common Cause founder John Gardner, they're intent on sparking an Alliance for National Renewal — a challenge to the people and organizations of an increasingly diverse and divided America to coalesce to produce a more cohesive, collaborating society.

If corruption in the cities was the wall to be scaled in the 1890s, the league sees corrosive public cynicism as the barrier to be overcome in the 1990s.

The early league activists, with other Progressive era reformers, were sometimes maligned as the "good government crowd" and elitist. They placed a lot more faith in "scientific" and "business-like" government than we might these days. But they fought decade-by-decade to expand the role of ordinary citizens in the governance of their own communities. In 1949, the league founded, and today still

runs, the All-American Cities awards program with its premium on citizen-based initiatives.

In the '60s, the league's research paved the way for one man, one vote reform of malapportioned legislatures.

Almost moribund 15 years ago, as such "hot button" issues as gun control and abortion diverted activists' attention, the league has also moved to "reinvent" itself.

It's shifted its focus from government organization to the dynamics of what makes communities work — their "civic infrastructure." It now presses to bring all community stakeholders to the table in critical local and regional decision making. Community-based organizations — Anglo, African American, Hispanic and Asian — are playing a major role in the revitalized National Civic League.

But now comes the critical question — Are Americans prepared to

commit anew to the public spirit of civic involvement and mutual assistance that Alexis de Tocqueville said was the essence of our character? Are we ready for another Progressive era?

The dirty and divisive elections of '94 can't provide a clue — indeed they embody the problem, not the solution. But alienation from politics and disgust with corruption also preceded the civic renewal of the 1890s and could again today, argues Harvard's Robert Putnam.

Putnam bemoans "plummeting civic engagement" in elections, voluntary associations, religious, women's and fraternal groups in the last 20 to 30 years. But he sees the stirrings of a civic revival, too, including a rise in idealism, especially among young people.

Civic League President John Parr argues that renewal — a robust effort of Americans to cap defeatism, reorganize their communities, to collabo-

rate across race and class and professional lines — is bubbling up in communities across the continent.

"Bring together almost any cross section of people to talk about the future of their city or town or region, and you find they do care," says Parr. The proof of national renewal, he says, can be found in promising grassroots innovations in every area from community policing to affordable housing to work force preparation.

The coordinating arm is the Alliance for National Renewal, which the league announced last spring. Some 100 partner organizations have joined, from the International Downtown Association to Habitat for Humanity. The renewal gets an "official" press conference kickoff on Nov. 14.

The odds on success are just as long as they were in the 1890s. But these reformers' concern and resolve seems just as intense.

1994, Washington Post Writers Group

News from the nation's counties

North

PENNSYLVANIA

• **ALLEGHENY COUNTY** saved Pennsylvania municipalities more than \$100,000 this year in costs associated with the purchase of new police cars.

Through the Intergovernmental Cooperation Act of 1972, which allows local municipalities to "piggyback" on contracts approved by other government agencies and entities, municipalities throughout the state were able to buy 300 Ford Crown Victoria Police Interceptors through the Allegheny County contract award. The price per vehicle was \$408 lower than the state of Pennsylvania piggyback contract, resulting in a total savings of \$122,400.

The Intergovernmental Cooperation Act was adopted by the Pennsylvania General Assembly in order to provide the authority to municipalities, school districts and counties to enter into cooperative agreements to assist in the performance of various governmental functions, powers and responsibilities.

Allegheny County has been at the forefront of using this legislation, the most recent example being the cooperative effort initiated in the City of Pittsburgh and Allegheny County in the creation of a number of task forces to explore areas of possible cooperation with a resulting cost savings to the taxpayers.

• **MERCER COUNTY** Commissioner Olivia M. Lazor received the 1994 Outstanding County Commissioner Award from the Pennsylvania Association of County Human Services Administrators (PACHSA), an affiliate of the County Commissioners Association

of Pennsylvania. According to Marie Rummel, executive director of PACHSA, the award recognizes leadership in the development of a more effective and efficient human service delivery system.

South

MARYLAND

• **MONTGOMERY COUNTY** Police and the Department of Transportation are teaming up with citizens to combat the problem of motorists speeding on residential streets.

Under the Community Speed Watch Program, citizens use radar units equipped with visual displays that show motorists their actual driving speeds. The goal is to promote public awareness and help police and transportation officials identify locations which may need added enforcement. Speeding tickets or citations are not issued during Community Speed Watch demonstrations, which are intended to encourage voluntary compliance with speed limits.

"One of the most common complaints our police department receives is that of speeding on residential streets," said County Executive Neal Potter. "I believe this program can be an innovative part of a solution, by bringing citizens into the problem-solving process and by promoting safe driving speeds in a positive way."

Each of the county's five district police stations will be equipped with a radar display unit. After receiving proper training from the police department, citizens will be able to check out the units on a first-come, first-served basis for use in Community Speed Watch demonstrations.

VIRGINIA

• The FAIRFAX COUNTY

Department of Environmental Management (DEM) has announced the availability of a new automated system for scheduling and canceling inspections related to issued building, electrical, mechanical, plumbing and small appliance permits. The automated system will also provide basic information concerning plan status, permit status and inspection results related to these types of permits.

This system is being provided as part of the agency's ongoing efforts to improve customer service. The automated system can be accessed 24 hours a day, seven days a week from a touch-tone telephone.

By calling the Automated Inspection Request System from a touch-tone phone, individuals can schedule or cancel inspections for the next business day for an issued building or trade permit. By calling the Automated Status Information System from a touch-tone phone, individuals can check the status of a building permit, trade permit or plan review related to building and trade permits.

Rotary phone users and those who prefer to speak with staff may still call the department directly during regular business hours.

Midwest

NEBRASKA

Nine western Nebraska counties — **BOX, BUTTE, CHEYENNE, DAWES, DEUEL, GARDEN, KEITH, SCOTTS BLUFF, SHERIDAN** and **SIOUX** — recently entered into an agreement to share the cost of operating a regional juvenile detention facility located in Scotts Bluff County.

The member counties will pay

annual dues based on each county's use of the facility. Daily fees will be based on the juvenile center's overall use. Non-member counties will pay higher fees.

WISCONSIN

Thanks to the efforts of the Wisconsin Counties Association, the state's counties will be able to double-bunk juveniles in secure detention facilities and/or use dormitory rooms. Previously in Wisconsin counties, all sleeping facilities in a secure detention center or a juvenile portion of a county jail were designed for single occupancy only. A Wisconsin Counties Association Advisory Committee revised the program standards for juvenile detention facilities and developed the framework for double-bunking and dormitory use.

The result is that counties can double-bunk in up to 75 percent of the cells if the following conditions of occupancy are met: Each new cell built after October 1, 1994 must have a minimum of two cells for single occupancy only; a day room must be in the immediate vicinity for juvenile access.

Two cells per dormitory must be designed for single occupancy, and if more than one dormitory is built, the number of dormitory beds may not exceed 50 percent of the rated bed capacity of the facility.

West

NEVADA

• A **CLARK COUNTY** gov-

ernment publication — a news magazine called "Clark County" — has received a Silver Circle Award from 3CMA, a national city/county communications and marketing association. The award was in the category of "Most Creative with Least Dollars Spent."

The winning publication was the first edition of the twice-yearly magazine which cost approximately six cents per copy to produce. It was bulk-mailed to 106,700 households in the county last April. The aim of the county-wide publication is to provide the public with substantive information about county government and to give citizens better access to services.

"Clark County is an excellent communications tool, full of 'news you can use,' with strong design, copy, typeface and photographic elements," said 3CMA judges.

OREGON

The human services director for **CLACKAMAS COUNTY** has been named acting administrator of the state health division in Portland, effective Nov. 1. He is Jono Hildner, 51, of West Linn, who was named Friday by Kevin W. Concannon, Oregon Department of Human Resources director. Under an intergovernmental agreement, Clackamas County will continue to pay Hildner's salary through February, when he will return to the county post. Hildner will fill a vacancy created by Michael Skeels, who resigned effective Oct. 31 to head the state public health lab in Portland. A national search will be conducted for a permanent health division administrator.

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.

Notices . . . notices . . . notices

CONFERENCES

■ The EPA will host a two-day seminar series on "Managing Environmental Problems at Inactive and Abandoned Metal Mine Sites." The sessions will be held in Denver, Colo., Nov. 15-16, and Sacramento, Calif., Nov. 17-18.

The focus of the seminar will be on remediation and management techniques, including case studies that will present both successful and less-than-successful efforts to manage mine waste.

For more information, contact: Deborah Kanter, Mine Waste Seminar Series, Eastern Research Group, Inc., 110 Hartwell Ave., Lexington, MA 02173-3198, phone: 617/674-7374.

■ The Institute on Planning, Zoning and Eminent Domain will offer a two-day seminar, Nov. 16-18, in Richardson, Texas.

Topics to be discussed include: "Using Mediation to Resolve Land Use Disputes — From Pre-Permit Through Litigation," "Investment-Backed Expectations and Other Taking Issues," and "Hazardous Curves Ahead — Apprais-

ing Contaminated Property." Tuition for members is \$100 and \$500 for non-members.

To register, contact: The Southwestern Legal Foundation, P.O. Box 830707, Richardson, TX 75083-0707, phone: 214/690-2376, fax: 214/690-2458.

■ The International City/County Management Association (ICMA), EPA and the Texas Natural Resource Conservation Commission will host its Ninth Annual Household Hazardous Waste Management Conference, Nov. 17-19, in Austin, Texas.

The conference will provide a forum for attendees to share experiences, communicate ideas, and learn more about the trends and issues affecting household and small-quantity generated wastes.

For more information, contact: ICMA, 777 North Capitol St., N.E., Suite 500, Washington, DC 20002-4291, phone: 202/289-4262, fax: 202/962-3500.

■ Recycle '94: The Southwest Recycling Market Development Conference

will be held in Albuquerque, N.M., Dec. 5-6.

The conference goal is to aid in the development of a sustainable recycling infrastructure in the Southwest by providing a forum for exchange of information and building of networks.

For more information, contact: Gary J. Olson, Southwest Public Recycling Association, at 602/791-4069, or Melinda Via, New Mexico State Purchasing Division, at 505/827-0488.

■ The Environmental Resource Center will offer "Hazardous Waste Management: The Complete Course" in Charlotte, N.C., Dec. 5-6, and Orlando, Fla., Dec. 13-14.

This two-day seminar will cover the following topics: "Overview of RCRA and Federal Regulations," "Used Oil Requirements," and "Waste Exemptions and Exclusions." The course is \$695.

To register, contact: Environmental Resource Center, 101 Center Pointe Drive, Cary, NC, phone: 1/800/537-2372, fax: 919/469-4137.

■ The Environmental Industries Association and the Solid Waste Association of North America (SWANA) will host the 1995 U.S./Canadian Federation Solid Waste Management Conference, Jan. 16-10, 1995, in Washington, D.C.

The topics to be covered are: "Economic Benefits of Recycling," "Waste-To-Energy Issues," and "Waste Prevention/Illegal Dumping." The registration fee for members is \$300 and \$400 for non-members.

For more information, contact: SWANA, P.O. Box 7219, Silver Spring, MD 20907-7219, phone: 301/585-2898.

PUBLICATIONS

■ Harvard University's John F. Kennedy School of Government has released a new report, titled "Customer Service Excellence in Government: Using Information Technologies to Improve Service Delivery in Government."

This report is a product of a collaborative effort in the Service to the Citizen Project. Issues like the National Performance Review are getting considerable attention at the state and local level and this report explores the opportunities for information technologies in a cus-

tommer-focused government.

For ordering information, contact: Harvard University, John F. Kennedy School of Government, 79 John F. Kennedy St., Cambridge, MA 02138, phone: 617/495-3036, fax: 617/496-1722.

CALL FOR MANUSCRIPTS

■ The University of Georgia has issued a Call for Manuscripts for their journal, titled "State and Local Government Review."

"State and Local Government Review" seeks manuscripts that shed light on various aspects of county politics, management and policy-making. Submitted articles should be based on original research and should contribute information not available in existing publications. They will be evaluated for publication by both scholars and practitioners with relevant expertise and experience.

For manuscript guidelines, contact: Richard W. Campbell, editor, State and Local Government Review, Carl Vinson Institute of Government, University of Georgia, 201 N. Millledge Ave., Athens, GA, 30602, phone: 706/542-2736.

Job market

CHIEF OF POLICE — PRINCE GEORGE COUNTY, VA.: The County of Prince George, Virginia (population 29,000) is seeking applicants for Chief of Police. Prince George is a suburban county within the Richmond-Petersburg SMSA. Police Chief supervises a staff of 35, (32 sworn officers) and a 12-person Police Auxiliary. Candidates should have broad-based police management skills with a minimum of 7 years of increasingly responsible experience with a minimum of 3 years of management level of police operations experience. Candidates should possess a strong commitment to quality improvement, training and public service. Prefer BS/MA degree in criminology or related field, or an equivalent combination of training and experience. Salary range from \$44,458 to \$67,648 over 18 steps. For complete job description and application, contact John G. Kines, Jr., county administrator, Prince George County, P.O. Box 68, Prince George, Virginia 23875; Tel. (804) 733-2600; Fax No. (804) 733-2602. Resume accepted with application. Deadline for receipt is of applications Dec. 5, 1994. An Equal Opportunity Employer.

COUNTY ADMINISTRATOR — WASHINGTON COUNTY, MD.: Salary range \$55,036 - \$84,004 (negotiable depending on qualifications and experience) plus benefits. Five member Board of County Commissioners; \$136 million budget; 500 full-time/200 part-time employees; County population approximately 121,000. Requires Bachelor's Degree in public/business administration or related field; extensive (8-10 year minimum) experience in an upper level management position, preferably as a County/City Administrator, Deputy Administrator or Division Director; thorough knowledge of personnel (to include labor relations and contract negotiations), finance, local government operations, and the relationships of various County Departments and agencies; and excellent communications skills. Washington County residency required within six months of employment. Detailed job announcement, position description, employment application and information packet must be obtained by contacting the Washington County Personnel Department, 100 W. Washington Street, Room 202, Hagerstown, Maryland 21740 or by calling (301) 791-3175, Voice/TDD. To be considered all, applications as well as a cover letter indicating minimum salary requirements must be

returned no later than 4:00 P.M., Wednesday, November 30, 1994. Washington County is an Equal Opportunity Employer. Individuals requiring special accommodations or assistance are requested to contact Alan Davis at (301) 791-3175, Voice/TDD. MF/HV.

COUNTY COORDINATOR — NASSAU COUNTY, FLA.: Applications are now being accepted by the Nassau County board of county commissioners. Must have a degree in Public or Business Administration. Must have at least (5) five years responsible administrative experience in city or county government. Salary range is \$56,000 to \$84,000 annually. Resumes may be submitted to: Nassau County Board of County Commissioners, Personnel Department, Post Office Box 1010, Fernandina Beach, Florida 32035. Deadline: November 30, 1994. EOE.

COUNTY ENGINEER — OKLAHOMA COUNTY, OKLA.: Oklahoma County, population approx. 600,000, is seeking a County Engineer. Salary Range \$50,000-\$57,000. Responsible for coordinating and directing all engineering activities along with surveying, plan development, plan review, construction design and inspection of engineering projects. Candidate must be a certified P.E., plus five years of increasingly responsible supervisory and management experience in public works. Please submit resume to Chairman, Board of County Commissioners, 320 Robert S. Kerr, Oklahoma City, OK 73102. Deadline December 31, 1994. EOE.

DIRECTOR OF PUBLIC WORKS — STANISLAUS COUNTY, CALIF.: (\$67,537 - \$82,076/annually) Stanislaus County is presently implementing a Total Quality Management, Capital Improvement, Technology Improvement and Economic Development Programs. The Director is a key leadership position in these programs. Executive Leadership and management experience is needed, in addition to CA, Civil Engineer registration. Applications must be received by: 5:00 p.m., November 28, 1994. Postmarks will not be accepted. To apply contact: CEO/Recruitment Unit, 1100 "H" Street, Modesto, CA 95354. (209) 525-6341. AA/EOE.

DIRECTOR OF SOCIAL SERVICES — STANISLAUS COUNTY, CALIF.: (\$67,766 - \$82,268/annually)

One of the fastest growing counties in California and offers a dynamic and rapidly changing working environment. The Director is responsible for administration of public Social Services Programs. This includes management responsibility for all public assistance, employment, social services and related programs including responsibility for a diverse staff of 637. Requires related administrative or executive experience and possession of a degree in social work, public or business administration, counseling, psychology or related field. Applications must be received by: 5:00 p.m., November 28, 1994. Postmarks will not be accepted. To apply contact: CEO/Recruitment Unit, 1100 "H" Street, Modesto, CA 95354. (209) 525-6341. AA/EOE.

EXECUTIVE MANAGERS, ADMINISTRATIVE OPERATIONS AND HEALTH AND HUMAN SERVICES — TRAVIS COUNTY, TEXAS: Travis County, Austin, Texas is seeking TWO forward-looking energetic Executive Managers. These new positions, resulting from reorganization, report to the Commissioners Court. They are part of the County's top management team. The Administrative Operations Executive Manager will supervise an operating budget of over \$20 million and 200 employees, including the Directors of Human Resources, General Services and Information Systems. The Health and Human Services Executive Manager will supervise an operating budget of over \$24 million and 245 employees, including the Directors of Human Services, Health Department and Emergency Medical Services. We are seeking creative, team oriented individuals with a Masters degree in business, public administration, public health, social work or any related field plus at least five years of executive level experience at a corporation or public entity. The successful candidates will have proven executive experience in a complex organization, outstanding management skills, and the ability to synthesize complex issues into straightforward terms for analysis and decision making. They will also have excellent human relations skills, be self-starters, work effectively under pressure, and have strong analytic, public speaking, and writing skills. Salary: up to mid 70's. Application deadline: November 25, 1994. Send resume, cover letter and salary history to: Travis County Human Re-

sources, P.O. Box 1748, Austin, Texas 78767.

PRINCIPAL ENGINEER — ST. LOUIS COUNTY, MINN.: St. Louis County, MN (pop. 198,000) is currently accepting applications for the following position: Principal Engineer. Starting salary of \$37,776 - \$44,088, negotiable DOQ, with a maximum longevity salary of \$53,508.37 1/2 hr. work week. Excellent fringe benefits. Responsible for planning, developing, directing and coordinating engineering projects within a division of the Public Works Dept. Minimum qualifications: Registered as a Professional Engineer with the Minnesota Board of Registration or PE registration in Minnesota through reciprocity with another state within 6 months of appointment. Three years experience in an engineering field directly related to Road Design/Construction, Geotechnical/Environmental, Traffic, or Bridge engineering. Possession of a valid Class "C" driver's license. The current vacancy is in Road Design/Construction and Geotechnical/Environmental engineering. Applications are also being accepted for Traffic and Bridge engineering. For further information, please contact: St. Louis County Civil Service Dept., 100 N. 5th Ave. W., #512, Duluth, MN 55802, or call 218/726-2422 (Voice) or 725-5198 (TDD). Open until further notice. EOE.

RISK MANAGEMENT DIRECTOR — OKALOOSA COUNTY, FLA.: Graduation from an accredited college or university with major course work in risk management, insurance, law, business administration, or public administration; and five (5) years of responsible work in the field of risk reduction, retention, and/or transfer, financial administration, general or public management. Graduate study in the field of risk management, law or public administration may be substituted on a year for year basis for up to two (2) years of the desired experience; or an equivalent combination of training and experience. Salary range \$28,392.00 - \$56,243.20. A completed Okaloosa County application for employment form must be submitted to be considered for this position. Apply to: Okaloosa County Personnel Department, 601-B, N. Pearl Street, Crestview, FL 32536. (904) 689-5870. Deadline to apply: December 30, 1994. By Florida law, all Applications for employment with the county are open for public inspection. Subject to pre-employment drug screening. Affirmative Action Equal Opportunity Employer.

SENIOR ENGINEER — ST. LOUIS COUNTY, MINN.: St. Louis County, MN (pop. 198,000) is currently accepting applications for the following position: Senior Engineer. Starting salary of \$35,016-\$40,764, negotiable DOQ, with a maximum longevity salary of \$49,500.37 1/2 hr. work week. Excellent fringe benefits. Responsible for technically complex field and office engineering projects within a division of the Public Works Department. Minimum qualifications: Registered as a Professional Engineer with the Minnesota Board of Registration or PE registration in Minnesota through reciprocity with another state within 6 months of appointment. Two years of pre or post PE experience in an engineering field directly related to Road Design/Construction, Geotechnical/Environmental, Traffic, or Bridge engineering. Possession of a valid Class "C" driver's license. The current vacancy is in Road Design/Construction and Geotechnical/Environmental engineering. Applications are also being accepted for Traffic and Bridge engineering. For further information, please contact: St. Louis County Civil Service Dept., 100 N. 5th Ave. W., #512, Duluth, MN 55802, or call 218/726-2422 (Voice) or 725-5198 (TDD). Open until further notice. EOE.

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