

County News

Official Publication of the National Association of Counties

Vol. 25, No. 21 • November 8, 1993
Washington, D.C.

National unfunded mandates campaign off to solid start

By Jill Conley
staff writer

"Mandates are hidden taxes," NACo President Barbara Sheen Todd told a room packed with reporters on the eve of National Unfunded Mandates Day (NUMDay).

The news conference launched a nationwide campaign to raise public awareness about the impact unfunded federal mandates have on local governments.

Todd told reporters that "Each time a new mandate is enacted, local officials are forced to raise taxes or reduce services. With many counties facing limits on property taxes, the latter is too often the only option."

"We want the public to understand that every dollar that is spent on an unfunded mandate is one dollar less that can be used to fight crime and drug abuse, improve education, provide health services, expand public housing, and enhance transportation services," Todd continued. "Our goal is simple. We want to stop the mandate madness."

Representatives from the U.S. Conference of Mayors (USCM), National League of Cities, International City/County Management Association, National Governors' Association, Council of State Governments and the National Conference of State Legislatures also participated in the news conference.

They were joined in a show of



Photo courtesy of the White House

President Bill Clinton signs an Executive Order to reduce unfunded federal mandates on NUMDay eve, Oct. 26. Witnessing the Oval Office event are: (l-r) Louisville (Ky.) Mayor Jerry Abramson, president, U.S. Conference of Mayors; Newark (N.J.) Mayor Sharpe James, first vice president, National League of Cities; Delaware State Senator Robert T. Conner, president, Council of State Governments; Tallahassee (Fla.) City Manager Daniel A. Kleman, president, International City/County Management Association; Pinellas County (Fla.) Commissioner Barbara Sheen Todd, president, National Association of Counties; Ohio State Senate President Stanley Aronoff, president, Council of State Governments; Rhode Island Governor Bruce Sundlun; Chicago (Ill.) Mayor Richard Daley; and Vice President Al Gore.

support by representatives from the National Association of School Boards and the Government Finance Officers Association.

Citing the county survey, which found that unfunded mandates consume an average of 12 percent of locally raised revenue, Todd said,

"It is clear that local government cannot continue to absorb these enormous costs." Copies of the survey were distributed at the news conference.

The news conference was just one stop in a day filled with activities to get the unfunded mandate

message out.

It began with a live appearance by Todd and Louisville (Ky.) Mayor Jerry Abramson, president of USCM, on the "Today" show, where they announced the results of two surveys on the impact of unfunded mandates on counties and cities.

On the program, Todd stressed the fact that the issue is completely non-partisan and told the audience that federal programs should be paid for with federal dollars.

Later in the morning, Todd and

See **START**, page 13

INSIDE

□ Senator Dirk Kempthorne (R-Idaho) and Representative Gary Condit (D-Calif.) join forces in launching unfunded mandate legislation in Congress.
See page 2

□ For the first time, court holds water treatment plant responsible in Superfund case.
See page 3

□ National Unfunded Mandates Day (NUMDay) prompted lots of activity throughout the nation.
See page 8

□ County News takes a special look at counties and corrections in "Breaking the Jail Monopoly."
See pages 9 - 11

Fog lifts on county role in Clinton health care plan

By Thomas L. Joseph
associate legislative director

President Clinton's health reform package has been launched into the choppy waters of Congress, but some of the fog has lifted on where counties need to navigate during the long-awaited debate on the Health Security Act.

The Administration has adopted the concept of guaranteeing transitional reimbursement to traditional providers of care to the uninsured, but county facilities do not automatically qualify.

Under the legislation, the Department of Health and Human Services (HHS) would grant "essential community provider" (ECP) status to recipients of federal discretionary health funds, such as community and migrant health centers, family planning clinics, Ryan White AIDS grantees, and maternal and child health (MCH) programs. These providers are guaranteed five years of reimbursement for services given to individuals in a health plan who continue to use these facilities for care.

It is not clear whether county facilities receiving Ryan White or

MCH funds will have their entire facility designated as an ECP or just the program that receives the particular federal funds.

Those facilities not designated automatically by HHS can apply for ECP status based on standards drafted by HHS. These facilities include public hospitals and other public agencies serving the medically underserved. The designation procedures would be published six months after enactment of the law, with 60 days given to HHS to judge an application. Dropped from the legislation was the NACo-opposed waiver process given to states who

could have denied ECP status to a facility upon request by a particular health plan.

The Administration has made some, although slow, progress on covering costs for undocumented immigrants. Coverage of jail populations is still unclear.

For undocumented immigrants, the Clinton plan created a new section providing a special entitlement of \$800 million a year to hospitals serving a disproportionate number of low-income individuals. The money would be allocated to those

See **FOG**, page 13

Unfunded mandate legislation, gaining momentum in Congress

By Susan D. Grubb
staff writer

As local officials throughout the country held news conferences, passed resolutions, and participated in rallies in observance of National Unfunded Mandates Day (NUMDay), Oct. 27, in Washington, two members of Congress from opposing parties stood together outside the Capitol to launch a bipartisan legislative effort to end federal unfunded mandates.

Senator Dirk Kempthorne (R-Idaho) and Representative Gary Condit (D-Calif.), both former elected local officials, joined forces in promoting their mandates bills, which call for a stop to sending federal programs to local governments without the money to pay for them.

Calling mandates "nothing but hidden federal taxes," Kempthorne proclaimed that Congress must "stop passing a bill and not passing the buck. ... We ought to set right what's been going wrong in Congress for too long." This is a strong bipartisan effort, he continued. "Politics does not enter into this issue. We're doing what is right to help communities across America."



Photo by Jay A. Sevidal

Representative Gary Condit (D-Calif.) addresses reporters on unfunded mandates during a Capitol Hill news conference, Oct. 27. Condit and Senator Dirk Kempthorne (R-Idaho) have introduced bills to stop unfunded federal mandates. Pictured are: (l-r) Larry Naake, NACo executive director; Condit; Tom Cochran, U.S. Conference of Mayors executive director; and Kempthorne.

The legislation, S. 993 (Kempthorne) and H.R. 140 (Condit), both of which would require the federal government to provide funding to carry out mandates on local and state governments, is gaining momentum. As *County News* goes to press, S. 993 has 51 co-sponsors and H.R. 140

has 108 co-sponsors. Hearings have been scheduled in the Senate and more are expected in the House soon.

A study commissioned by NACo has found that counties are spending \$4.8 billion annually to comply with just 12 of the many unfunded mandates in federal programs. It

was estimated that the costs of these same programs to counties over the next five years will be \$33.7 billion.

A U.S. Conference of Mayors (USCM) study found federal mandates costing cities \$6.5 billion this year, and estimates the cost over the next five years to be \$54 billion.

"Unfunded federal mandates are

overtaking the financial capabilities of our local communities," said Condit. "The Congress must stop using local and state governments as a funding source for federal policy. Our legislation will do just that."

Condit also announced the creation of an Unfunded Mandates Caucus to help educate members of Congress about the issue.

Kempthorne and Condit were joined by NACo Executive Director Larry Naake and U.S. Conference of Mayors Executive Director Tom Cochran, whose organizations support both bills.

In order for county governments to comply with federal mandates, they must spend 12.3 percent of locally raised taxes, Naake explained. The purpose of NUMDay, he said, is to make the public aware that they may have to give up county services in order to pay for mandates. "What are you, the taxpayers, going to have to forgo? That's what we're getting at today."

Asked whether action would be taken to curtail mandates in legislation prior to the passage of their bills, Kempthorne said amendments would be offered. Condit said he believes the rules committees in both houses would allow this on a "case-by-case basis."

Todd's Travels

Todd attends Great Lakes Council of County Associations meeting

(This is the fourth article in a series on state and regional associations prepared by NACo President Barbara Sheen Todd.)

The Great Lakes Council of County Associations (GLCCA) is an outstanding example of a voluntary association formed to develop and promote a common agenda unique to the region.

NACo Second Vice President Doug Bovin of Delta County, Mich. was instrumental in putting together this coalition of counties and states which comprise the Great Lakes Council. Associations involved include the Urban Counties Council of Illinois, Association of Indiana Counties, Association of Minnesota Counties, New York State Association of Counties, County Commissioners Association of Ohio, Pennsylvania State Association of Commissioners and the Wisconsin County

Board Association.

The association serves as a forum for exchange of information and research among participants with NACo and Congress; it provides a mechanism for carrying out regional research and development of information of issues of mutual concern; it establishes a cohesive, effective voice in the development of county policy issues through stronger federal-state-local relationships in the Great Lakes region; GLCCA also works with other regional governments, including governors, state legislators, federal, regional and municipal groups to address issues of joint concern.

During their recent conference, GLCCA attendees focused a considerable amount of attention on the environmental issues affecting the Great Lakes region. The Great Lakes Water Quality Initiative is a

program in which county leaders of the region have a special interest. State, local and private industry must cooperate in order to make a positive difference. Other environmental issues unique to the Great Lakes region were also discussed with representatives of EPA, state agency officials, and representatives from the Port Authority, the U.S. Coast Guard and other local government officials.

National health care reform and the new federal transportation legislation, ISTEA (the federal Intermodal Surface Transportation Efficiency Act), were also discussed in detail at the August conference.

The leadership of the Great Lakes Council of County Associations is optimistic about the future role of the organization. Through the united effort of member counties, GLCCA intends to expand its focus to include future goals of promoting economic development through a special emphasis on tourism and international trade. The result of this association's initiatives will be better government and more opportunities for the counties and states of the Great Lakes region.

President Clinton signs Executive Order to reduce unfunded mandates

By Ralph Tabor
legislative director

President Clinton signed an Executive Order, Oct. 26, to reduce unfunded mandates, increase waivers of statutory and regulatory requirements, and establish more consultation and collaboration with state and local governments.

The Executive Order, "Enhancing the Intergovernmental Partnership," was signed in a White House ceremony attended by NACo President Barbara Sheen Todd and Executive Director Larry Naake. Vice President Al Gore took part in the ceremony and the discussion. Also in attendance were representatives of other state and local elected officials groups.

The practical effect of the Executive Order should mean an increase in consultation with state, county and local officials when an agency issues a regulation containing an unfunded mandate. The required consultation may encourage an agency to allow more flexibility or to extend the time in drafting its regulation.

It is unlikely, however, that the

number of regulations with unfunded mandates will be reduced since the agencies are only carrying out the law as enacted by Congress.

The most significant provision in the order could be the strong encouragement for agencies to grant waivers of statutory or regulatory requirements.

The order states: "Each agency shall, to the extent practicable and permitted by law, consider any application by a state, local or tribal government for a waiver of statutory or regulatory requirements in connection with any program administered by that agency, with a general view toward increasing opportunities for utilizing flexible policy approaches at the state, local and tribal level in cases in which the proposed waiver is consistent with the applicable federal policy objectives and is otherwise appropriate."

The section only applies to requirements of programs that are discretionary and permitted by law. Particular attention will have to be given in the future to reauthorizations and to new program authorizations to ensure that authority for granting waivers is written into the statute.

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.

Safe Drinking Water Act reauthorization on tap

By Diane S. Shea
associate legislative director

Among the major environmental bills up for reauthorization this congressional session is the Safe Drinking Water Act of 1974 (SDWA).

Notorious among local governments for its unfunded mandates, SDWA's reauthorization promises to be a contentious battle between environmentalists and those local governments who have to pay the bill for the nation's clean water.

Background on issues

SDWA, as amended in 1986, required EPA to set maximum contaminant levels (MCLs) for 83 specified pollutants within three years.

The list of MCLs includes pollutants that are either no longer made or not used in all parts of the country. The act also required EPA to identify and regulate another 25 contaminants every three years, including radon, bacteria, viruses, benzene and cyanide.

States were given primary authority (primacy) to enforce drinking water regulations and to supervise local water utilities. Local agencies which operate water treatment facilities were responsible for monitoring and testing contaminant levels and conducting any treatment necessary to meet EPA standards.

Unlike the construction grants program for wastewater treatment in the '70s and '80s, no federal dollars were appropriated to finance the cost of building drinking water treatment plants or pipes.

Court holds sewer system liable under Superfund

By Diane S. Shea
associate legislative director

A federal court has ruled for the first time that a sewage treatment plant is liable under Superfund for dry-cleaning solvents that leaked from its pipes and contaminated groundwater.

Superfund liability has never before been applied to a sewer system, a development that has the potential to significantly expand the scope of the statute. Cleanup costs for soil and groundwater contamination can run into the millions of dollars.

On Sept. 16, the judge in the U.S. District Court of Maryland issued a declaratory judgment against the Washington Suburban Sanitary Commission (WSSC), the sewer system that serves the Washington, D.C. metropolitan area.

A dry cleaning company had flushed small quantities of the toxic solvent perchloroethylene (PCE) down the drain. Cracks and joints

While local agencies, under the provisions of SDWA, can apply to state agencies for waivers or exemptions from some of the more onerous monitoring programs, states have their own revenue difficulties and often do not have adequate staff to process or review waiver requests.

In fact, many states have threatened to return primacy for the entire SDWA program to EPA, abandoning enforcement efforts and leaving the responsibility to the federal government.

In addition to the administrative and fiscal burdens of SDWA, there have been two recent reports criticizing drinking water safety programs throughout the country.

The General Accounting Office (GAO) concluded that states are lax in inspecting local water systems, and that 45 states omit one or more of the key elements of their sanitary surveys. GAO also found that there is no consistent criteria for judging water supply systems.

A second report by the National Resources Defense Council charged that there is widespread violation of drinking water regulations among water systems and that EPA has failed to enforce the law. And, of course, the outbreak of intestinal illnesses in Milwaukee, Wis. earlier this year, caused by a microorganism in the municipal water supply, drew national attention to drinking water safety.

Legislation

Senator Max Baucus (D-Mont.), chairman of the Senate Environment Committee, has introduced legislation to reauthorize the Safe Drinking Water Act (S. 1547).

in the sewer pipes allowed some leakage of the PCE into the ground near the pipes, constituting, according to the court, a "release" under Superfund.

The court concluded that because WSSC had allowed a release while it was transporting the PCE, it was a potentially responsible party and subject to liability for the cleanup costs.

If the case is not overturned on appeal, the implications for county sewer systems are severe. A 1992 study by the California Regional Water Quality Board for the Central Valley found that even when sewers are in the best possible condition they will leak PCEs and other solvents. Even EPA recognized that small quantities of hazardous substances handled by local sewer systems could leak from the piping. The wastewater pretreatment program was established under the Clean Water Act in 1978, in part, to acknowledge this condition.

Funding

The bill would authorize a drinking water state revolving loan fund at \$600 million for FY94 and \$1 billion per year through FY2000. To participate, a state would need to contribute 20 percent matching funds.

The loan fund would be patterned after the revolving loan fund established under the Clean Water Act for sewage treatment facilities. Local government and private water suppliers could apply for a below-market-rate loan, to be paid back over 20 years or used as a guarantee or security for a bond issue.

Loan proceeds could be used for capital expenditures for new facilities or for upgrading existing facilities. The Davis-Bacon Act wage rates would apply to any construction work. Money from the loan could also be used to purchase land necessary for a treatment facility.

Loan subsidies would be available to so-called "disadvantaged" communities, i.e., public water systems in which the average annual water rate exceeds the median household income by 1.5 percent.

Contaminants

The bill would not change the requirement that 83 already-regulated contaminants must continue to be monitored, but monitoring requirements may be reduced based on occurrence.

For new contaminants (which under existing law must be identified and regulated by EPA, with 25 additional chemicals chosen every three years), the bill would lower the number of new contaminants to 15 and require that EPA

conduct an evaluation for each one within three years to determine whether a new standard is needed.

Similar reviews would need to be conducted for seven new contaminants every three years. EPA would have the discretion to choose which contaminants warranted regulation.

The bill would allow EPA to exempt a drinking water system from the requirement to monitor for a particular contaminant if after two rounds of monitoring the system showed no evidence of that contaminant. But an exemption could be granted only if the contaminant in question is found in fewer than five percent of systems nationwide and exceeds federal standards in fewer than 0.5 percent of those systems. (This would probably relieve northern and western states from monitoring for pineapple pesticide residues, but it's not clear how much else it would help.)

Systems serving smaller than 10,000 people could get some additional monitoring relief.

User fees

To retain primacy for operating the SDWA program, states are required to ensure "sufficient" funding for the effective administration of the state program, either through state user fees on local water utilities or from state appropriations.

Beginning in 1997, if the state program is inadequately funded in EPA's view, EPA may assume administration of the state drinking water program and collect federal user fees from local water systems serving more than 3,300 people.

Small communities

States would be required to develop a management plan for water systems serving fewer than 3,300

people, and show how the state intends to help these communities comply with the SDWA. Among other things, states would be required to "identify opportunities" for physical and administrative consolidation of systems, potentially with larger water systems.

Radon

The bill would allow water systems to meet one of two radon standards. The first standard would be set at virtually zero exposure.

A second, less-stringent standard would be available only if the water system implements a program to curb indoor air radon levels or is in a state which has such a program. This provision is put forward by Baucus as an example of the "flexibility" in the bill.

Citizen lawsuits

The use of citizen suits against water systems is greatly expanded, allowing a cause of action for past violations if they are repeated, and adds the same type of civil and administrative penalties as are in other statutes.

NACo position

While there are some significant improvements from the current statute, the Baucus bill has some serious shortcomings from NACo's perspective.

For this reason, NACo is working with a broad coalition of local and state government organizations and drinking water supply groups to develop an alternative bill. The coalition has secured the sponsorship of Representatives Jim Slattery (D-Kan.) and Thomas Bliley (R-Va.) for a bill in the House and is working to find Senate sponsors in the next few weeks.

INSURANCE THAT FITS.

Large or small, conventional or extraordinary, PENCO has a specially designed insurance program that's just right for you.

Instead of selling "off-the-shelf" coverage with a few options thrown in, PENCO offers a diversified list of specific programs, all designed from the ground up to fit a particular risk management need, including:

Natural Gas
Aviation
Petroleum Marketers

Schools (Public or Private)
Colleges & Universities
Power
Public Entities

To find out for yourself how PENCO fits your insurance requirements, or to schedule a risk assessment study of your business, call Bobbi Moose at 615-872-3500.

At PENCO, We're Making It Easier For You.

PENCO

Risk Management & Insurance Programs
26 Century Blvd. Nashville, TN 37214

C O M M E N T A R Y

Proposed legislation would clarify environmental risks

By Representatives
Carlos J. Moorhead (R-Calif.)
and George E. Brown (D-Calif.)

The problem

Local governments and businesses across America face increasingly burdensome and restrictive environmental mandates. The costs for counties and cities are sufficiently large, in many instances, to drain needed money away from education, crime prevention and local health programs.

By the year 2000, the annual cost of environmental compliance for the nation is likely to exceed \$185 billion. Unfortunately, neither Congress nor EPA can honestly state that these costs reflect priorities based on a sound understanding of risks to health or the environment. In a series of articles published last winter, *The New York Times* summed up a significant problem:

"In the last 15 years, environmental policy has too often evolved largely in reaction to popular panics, not in response to sound scientific analysis of which environmental hazards present the greatest risks. As a result ... billions of dollars are wasted each year in battling problems that are no longer considered especially dangerous, leaving little money for others that cause far more harm."

Risks that regulators set their sights on today are increasingly subtle, difficult to document, and entail greater costs relative to the incremental benefits. This has generated considerable debate concerning EPA's risk-assessment practices. An EPA-appointed panel of experts, in a March 1992 report, "Safeguarding the Future: Credible Science, Credible Decisions," cast serious doubt on the quality of science used by the agency to justify its programs. Even many agency personnel perceive that EPA science is adjusted to fit policy.

Both the real and perceived problems undermine credibility in the regulatory programs. Local



Rep. George E. Brown (D-Calif.)

governments and businesses are willing to ensure that their activities are environmentally responsible with respect to actual risks, but cannot afford to expend great sums on excessively hypothetical and exaggerated statements of risks.

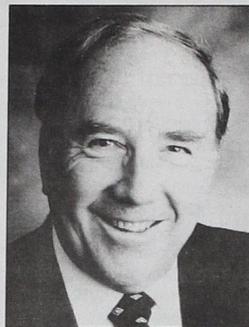
The Risk Communication Act of 1993

In order to set realistic priorities and measure the effectiveness of regulatory options in the environmental arena, we must have objective and informative presentations of the scientific information underlying EPA risk assessments. The Risk Communication Act provides a framework for such presentations.

First, it requires that assessments provide, to the extent feasible, the most realistic and plausible estimate of the risk, along with the reasonable range of scientific uncertainty. This is in contrast to the deceptive practice of only providing a conservative point estimate or "worst case" analysis.

It also requires a description of the populations at risk and the likelihood of any given exposure scenario — important information to define the nature of the risk. In addition, the bill requires appropriate comparisons to risks with which the public is familiar in order to provide perspective that cannot be gained with complicated numbers alone.

The bill also requires EPA to



Rep. Carlos J. Moorhead (R-Calif.)

present any summaries of risk assessments from outside groups that are consistent with the guidelines under the act, public input into the guidelines process, and a plan to review prior assessments where necessary to reflect changes in scientific understanding.

Finally, the bill requires a statement of any known increases in other health or environmental risks in the context of regulatory options designed to decrease certain risks.

As a result of these provisions, the act provides for full and consistent disclosure of the choices made during the risk-assessment process. This is critical because the choices among assumptions or models can greatly influence estimates and are themselves subject to great debate. As stated in a recent report from the Carnegie Commission on Science, Technology and Government:

"Risk assessment can be most useful when those who rely on it to inform the risk-management process understand its nature and its limitations, and use it accordingly. This means that decision-makers must at least understand that the process is assumption- and value-laden; that they understand what assumptions were used in the assessment and what values they reflect."

The act's requirements directly address these concerns to make peer review easier, and to make the process transparent and credible. This, in turn, would better inform the American public, and, subse-

quently, lead to wise management of hundreds of billions of dollars and increase protection of human health, safety and the environment.

NACo, the National Association of Towns and Townships, the International City/County Management Association, and the National School Boards Association, among

others, support this legislation.

To support this effort, please write and ask your representative to co-sponsor H.R. 2910, the Risk Communication Act of 1993.

(For more information regarding the Risk Communication Act, contact Diane Shea at NACo at 202/942-4269.)

NACo on the move

◆ At the American Public Health Association Conference, Oct. 24 in San Francisco, Calif., Associate Legislative Director **Tom Joseph** updated members of the board of the National Association of County Health Officials on health care reform.

On Oct. 27, Joseph and Legislative Director **Ralph Tabor** sat in on a briefing on President Clinton's health reform legislation led by Judy Feder, lead staff at the Department of Health and Human Services on the Clinton plan.

◆ NACo President **Barbara Todd** was in Jackson Hole, Wyo. for the state association executives affiliate meeting, Oct. 20-24. She was joined by Second Vice President **Doug Bovin**, NACo Executive Director **Larry Naake** and Meetings Manager **Dottie Byars**, who staffed the meeting. The new affiliate officers elected at the meeting are: President — Jerry Michie, Wyoming; First Vice President — Jerry Griffin, Georgia; Second Vice President — Jim Mulder, Minnesota; and Secretary/Treasurer — Juanita Donahue, Missouri.

Todd spoke at the opening general session of the Community and Economic Development Conference in Orlando, Fla., Oct. 25.

In Osage Beach, Miss., Todd was on hand for the Missouri Association of Counties awards banquet, Oct. 27.

◆ Project Director **Sandy Markwood** and Research Assistant **Peter Lane** are out promoting the NACo Volunteerism Project again. Markwood made a presentation at the Virginia Association of Counties' annual meeting, Nov. 8. Lane spoke about the project at the Nebraska Association meeting, Oct. 21 and will also visit the Kentucky Association of Counties annual meeting on Nov. 18.

County News

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

NACo President: **Barbara Sheen Todd**
Publisher: **Larry Naake**
Public Affairs Director: **G. Thomas Goodman**

Editor: **Beverly Anne Schlotterbeck**

Editorial Staff:

Jill Conley, reporter **Susan D. Grubb**, reporter
Jay Sevidal, graphic artist

Advertising Staff:

Al Junge, Coy & Associates, national accounts representative
55 Forest St., Stamford, CT 06901
203/327-4626 • FAX 203/359-9266
Hallie Townsend, Job Market representative
202/942-4256 • FAX 202/393-2630

Published biweekly except August by:
National Association of Counties Research Foundation, Inc.
440 First Street, N.W.
Washington, D.C. 20001-2080
202-393-6226 FAX 202-393-2630

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

County News cannot be responsible for unsolicited manuscripts.

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

SUN DAY '94 to celebrate renewable energy

By Jennifer Ryan
legislative assistant

NACo has joined a coalition of more than 100 state and local organizations, including the U.S. Department of Energy, in sponsoring the first SUN DAY to be held on April 24, 1994.

SUN DAY, planned to coincide with Earth Day, is a nationwide celebration of renewable energy and energy-efficient technologies.

SUNDAY 1994 has three primary objectives:

1) to educate members of the general public, the media, policy-makers and others about the status, potential, and benefits of renewable energy and energy-efficient technologies

2) to showcase the programs and technologies being sponsored by the participating environmental, consumer, labor, student, business and governmental organizations, and others, and

3) to encourage new public and private initiatives to further expand the use of renewable energy and energy-efficient technologies.

In order to achieve these goals, SUN DAY 1994 will feature one-day educational activities such as fairs, conferences and exhibits, as well as activities that have a long-term impact such as announcing changes in governmental procurements and budgetary policies or building codes, reviews of energy policy by corporate and government policy experts, and incorporation of energy materials into school curricula.

For more information on SUN DAY or ideas for local activities, call 301/270-2258.

FEMA praised at oversight hearing for performance during summer floods

By Donald Murray
associate legislative director

Federal, state and county officials were unanimous last week in expressing strong approval for the overall performance of the Federal Emergency Management Agency (FEMA) in responding to the recent flooding in the Midwest.

Testifying on behalf of NACo, Oct. 28, before the House Subcommittee on Investigations and Oversight, three county officials complimented FEMA's performance, but at the same time offered constructive advice for further improvements in the disaster assistance program.

The NACo witnesses were Story County (Iowa) Supervisor Fred Mathison; St. Charles County (Mo.) Executive Eugene Schwendemann; and Gary Schuchardt, director, St. Charles County's Emergency Management Office.

Mathison, Schwendemann and Schuchardt all emphasized the importance of preventing future disasters through hazard-mitigation measures and urged the federal government to greatly expand such assistance.

Fred Mathison, first vice president of the Iowa State Association of Counties, testified that based on information he had received from

more than 30 Iowa counties, "FEMA's response to the flood disaster had been very positive."

Mathison, however, described one negative experience in his county which caused considerable consternation. The situation involved a FEMA engineer whom, after inspecting the damages to a county social services building, almost totally disallowed federal assistance to restore the structure.

The engineer's decision, Mathison explained, had been based on faulty information that the building was in the flood plain. After the county complained, the decision was reversed.

Mathison also spoke movingly of the trauma that families and children experienced in his county, and called for greater outreach efforts into neighborhoods.

County Executive Eugene Schwendemann, while, in general, complimentary of FEMA's overall performance, called on FEMA to share more information with local governments. He also stressed the importance of expanding hazard mitigation.

"The floods of 1993 have highlighted the need to increase funding for long-term flood hazard mitigation programs, such as Section 1362. These programs would have a powerful impact on reducing costs to local, state and federal



Photo by Jill Conley

Congressman Jim Lightfoot (R-Iowa), left, introduces (second from left) Supervisor Fred L. Mathison to the House Subcommittee on Investigations and Oversight. Also testifying was H. L. Whitfield, director, Scott County (Iowa) Emergency Management; St. Charles (Mo.) County Executive Eugene C. Schwendemann; and Gary Schuchardt, director of the St. Charles County Emergency Management Office.

agencies by decreasing the number of structures vulnerable to flooding. ... An increase in funding is needed for not only purchase and relocation, but also for flood-proofing and education. This will allow people the opportunity to move and

have a better quality of life. Use of funds in this way would enable communities to have a long-term permanent effect on reducing hazards in the flood plains," he said.

"The most important lesson to be learned from the great Flood of '93,"

he continued, "is that we need to spend more money toward preventing the problem. We always seem to allocate money toward putting things back the way they were. We need to invest more toward a comprehensive solution to the problem."



I can't
get the job done...

I have to cut costs...

Our systems can
barely handle the work
they have now!

"NACoNET, I need
results NOW!"

Does this sound familiar? If it does, we may have what you need to get relief.

As a county leader, you probably know that the problem of limited productivity can often be the result of a disconnect between your business processes and technology systems. In this situation, rethinking how to reconnect your needs with your technology is what NACoNET does best.

NACoNET is NACo's joint program with EDS to offer information technology services to counties nationwide. These services include consulting, computer systems management and business process management.

For example, if your county's goal is to cut costs and increase productivity, NACoNET can examine business processes and make the appropriate information technology recommendations.

If your current systems are outdated and inefficient, NACoNET can assist in the transition from an older system to a modern system aligned with your county's needs.

NACoNET delivers results. To find out how, call:

NACoNET

For an Information Kit and Directory of Services, dial:

1-800-551-2323



EDS is a registered mark of Electronic Data Systems Corporation. EDS is an equal opportunity employer m/l/v/d. Copyright © 1993 Electronic Data Systems Corporation. All rights reserved.

Local officials learn how to jump start rural waste recycling efforts

By Naomi Friedman
research associate

Rural counties, though required to meet the same waste-reduction goals as their suburban and urban counterparts, face different implementation challenges which can hinder recycling programs. This was the underlying theme of the recent rural recycling workshop co-sponsored by NACo and the Association of County Commissioners of Georgia.

Held at Ogeechee Technical Institute in rural Bulloch County, Ga., this one-day workshop was attended by 120 county commissioners, city council members, solid waste professionals and manufacturers. Sponsoring organizations included the Georgia Department of Community Affairs, the Georgia Recycling Market Development Council, the Georgia Cooperative Extension Service and the Washington D.C.-based Institute for Local Self-Reliance.

Among the challenges facing rural waste-reduction programs are: a widely scattered and sparse population that makes curbside recycling impractical and impedes the accumulation of large volumes of recyclables; little, if any, government support; and no local markets for recyclables.

Rural communities, however, also have certain advantages which can contribute to the suc-



Attendees at the rural recycling workshop at the Ogeechee Technical Institute include: (l-r) Michael Mills, executive director, Bluegrass Regional Recycling Corporation; Neil Seldman, president, Institute for Local Self-Reliance; Naomi Friedman, NACo; George Bird III, Candler County (Ga.) Commission chairman; and Ross King, assistant director, Association of County Commissioners of Georgia.

cess of their programs. These include: a tradition of salvage and reuse industries, plenty of space in backyards and farms to compost organic materials, and a sense of community and civic responsibility.

Speakers echoed similar themes about the importance of learning from communities that are further along the recycling learning curve. Factors which have led to successful programs in other rural communities include: providing con-

venient collection service that parallels existing refuse collection systems; reducing the waste stream through source reduction and salvage/reuse programs; designing systems to collect clean and relatively uncontaminated materials; achieving high residential and commercial participation through comprehensive education programs, economic incentives and requirements; and creating demand for the material collected through procurement programs.

Access to recycling markets in rural areas can be improved by pooling recyclable commodities with other localities.

Locating markets for recyclables

In response to questions on how to locate markets for recyclable commodities, experts emphasized that the problem communities face marketing recyclables often stems not from a lack of markets, but from difficulty gaining access to such markets.

Access to recycling markets in rural areas can be improved by pooling recyclable commodities with other localities. For instance, the Bluegrass Regional Recycling Corporation, a non-profit entity in Lexington, Ky., markets recyclable materials from a 17-county area in Kentucky. "In order to reduce transportation costs to the central processing facility," Michael Mills, executive director of the corporation, explained, "member localities densify materials in their satellite processing centers."

Counties participating in a

multi-county cooperative marketing initiative in Minnesota determined that they received higher prices marketing together than they would have received without cooperative marketing.

Neil Seldman, of the Institute for Local Self-Reliance, a co-sponsor of the workshop, described the economic development opportunities intrinsic in recycling. These include forming partnerships with community and non-profit groups to provide jobs in recycling to handicapped, low-skilled or unemployed workers, and attracting new scrap-based industries to the region.

The citizens of Georgia have been hard hit by landfill closures (an estimated 45 percent of the state's 180 landfills are scheduled to close within the next two years) and are under a state-mandated waste recycling goal of 25 percent by 1996. In the words of George Bird III, chairman of the Candler County (Ga.) Commission, and moderator of the rural recycling workshop, "We have a lot of questions, a lot of decisions to make, and a lot of money to come up with to pay for these programs. It looks like recycling is going to be a bigger part of the equation than we thought."

Conference speakers also included Georgia State Senator Jack Hill and Dr. Bob Isaac, University of Georgia Extension Service.

Unfunded mandates issue breaking ground in environmental arena

Perhaps some senators are listening to NACo's message on unfunded mandates. Following is an excerpt from the Senate HUD, VA, Indepen-

dent Agencies Appropriations Committee report for FY94. The report is issued in conjunction with the committee's appropriations bill:

"Over the past two decades, EPA has made considerable progress in cleaning up pollution in the nation's waters, air, and on land. The agen-

cy's activities have been primarily based on a narrowly focused command-and-control approach. While the agency has begun to move away from the command-and-control approach of the past in order to implement a pollution prevention framework for environmental protection, the future success of the agency lies in making even more fundamental changes. It is anticipated that the agency will attain Cabinet status within the next few months. Along with Cabinet status comes the responsibility to improve the way the agency manages its resources and accomplishes its mission.

"One area of particular concern is the proliferation of mandates on state and local governments and businesses which do not reflect a coordinated approach to environmental protection based on relative risk to human health and the environment.

"The committee believes it is critical that the agency develop a risk-based strategic plan which targets those areas which have the greatest opportunities for major reductions in risk. In keeping with this approach, the committee believes many mandates currently in effect may no longer be appropriate, particularly in view of limited resources. The agency must, therefore, undertake a systematic analysis of where the

greatest environmental needs exist, and which mandates no longer make sense in a relative risk framework.

"Time is critical for making this change, as state and local governments and businesses grow increasingly frustrated with the myriad environmental mandates that do not achieve environmental gains commensurate with the costs of compliance. The regulated community is becoming increasingly distrustful of the agency itself. This is particularly significant in that a partnership between the agency and those it regulates will be a critical component of the agency's future success.

"The committee recognizes an extraordinary opportunity exists to make significant changes to the way the agency does business as four major environmental statutes are due to be reauthorized within the next year: the Clean Water Act, the Safe Drinking Water Act, the Comprehensive Environmental Response, Compensation and Liability Act (Superfund); and the Resource Conservation and Recovery Act. The committee strongly recommends that the agency, in proposing reauthorization legislation, incorporate a risk-based strategic approach and propose the repeal of current mandates which do not fit with this approach.

Community and economic development conference highlights planning issues

By Haron N. Battle
associate legislative director

Delegates to the 18th Annual County Community and Economic Development Conference in Orange County, Fla., Oct. 24-27, were told by HUD Assistant Secretary Andrew Cuomo that counties will play a key role in HUD's consolidated planning efforts.

As head of community planning and development, Cuomo stressed, during his keynote address, that HUD wants active participation by county officials in designing the framework for consolidated planning that the department wants to have in place by Sept. 30, 1994.

The HUD proposal would consolidate planning, application and reporting requirements for Community Development Block Grants, the HOME Program, Emergency Shelter Grants for the homeless and

Housing Opportunities for Persons with AIDS. Cuomo also indicated that HUD will propose consolidating federal homeless assistance into a block grant.

Consolidated planning was widely discussed throughout the conference. Arlington (Va.) Supervisor Albert Eisenberg led the Community and Economic Development Steering Committee in a discussion on planning. Eisenberg, a steering committee vice chair, is working with HUD in the development of its consolidated plan.

Montgomery County (Md.) Council Member William E. Hanna, Jr., NACo's Housing Subcommittee chair, suggested a three- to five-year plan for federally funded activities along with annual updates. He said the document might be in two parts: one providing data that affects planning overall and a separate section which addresses areas in which a community development agency is

working.

Various program administrators urged that they not be required to incorporate planning for programs outside of HUD over which they do not have administrative responsibility.

Also during the conference, members of the National Association for County Community and Economic Development (NACCED) elected Dan Basehoar as its president. Basehoar succeeds Walter Webdale who headed the group for two years, and is deputy director of housing for the Lancaster County (Pa.) Housing and Redevelopment Authorities.

NACCED also honored Suzanne Hayes, community development director for Cook County, Ill., and Ernie Martin, the former director of community development for Dade County, Fla., with the Roy Hoover Award for outstanding service to counties and NACCED. The award is named after the affiliate's first president.

\$4.8 billion in local taxes spent on federal mandates

In a survey conducted by NACo to determine the cost of unfunded mandates, it was estimated that counties are spending \$4.8 billion annually to comply with only 12 of the many unfunded mandates in federal programs.

It was also estimated that the costs of these same programs to counties over the next five years (1994-1998) will be \$33.7 billion.

The results of the survey were analyzed and compiled by the Price Waterhouse national accounting firm.

Survey responses were received from 128 counties whose population represents approximately 20 percent of all people in the United States.

The three most costly unfunded mandates in 1993 were the Immigration Act (\$1.5 billion), Clean Water Act/Wetlands (\$1.2 billion), and solid waste requirements in Subtitle D/Resource Conservation and Recovery Act (\$0.6 billion). The adjacent table shows the cost of each of the unfunded mandates for 1993 and 1994-1998.

Counties reported that the cost

Estimated Costs of Unfunded Federal Mandates to Counties
(costs in thousands)

Mandates	Fiscal Year 1993			FY 94 - 98
	Total Operating Costs	Total Capital Costs	Total Costs	Projected Total Costs
I. Underground Storage Tanks	91,012	84,694	175,706	641,244
II. Clean Water Act/Wetlands	441,498	744,493	1,185,991	6,480,183
III. Clean Air Act (CAA)	68,469	233,252	301,721	2,682,570
IV. Subtitle D/R/CRA	271,800	374,335	646,135	4,550,856
V. Safe Drinking Water Act	41,562	122,748	164,310	870,365
VI. Endangered Species Act	57,493	62,768	120,261	601,835
VII. Superfund Amendments	37,233	5,815	43,048	242,743
VIII. Americans with Disabilities Act (ADA)	127,448	166,202	293,650	2,809,840
IX. Fair Labor Standards Act	262,075	77	262,152	1,345,482
X. Davis-Bacon Act	10,979	0	10,979	104,069
XI. Arbitrage	70,874	6,885	77,759	238,481
XII. Immigration Act	1,534,188	1,471	1,535,659	13,134,358
TOTAL	3,014,631	1,802,740	4,817,371	33,702,026

of the 12 unfunded federal mandates surveyed consumed an average of 12.3 percent of their locally raised revenues. Individual coun-

ties reported higher percentages. Selection of the federal programs surveyed was based on discussions with county officials about their

most burdensome and costly unfunded federal mandates.

The total number of federal mandates is unknown. The follow-

ing 12 unfunded mandates were included in the survey:

- 1) Underground Storage Tanks
- 2) Clean Water Act/Wetlands
- 3) Clean Air Act
- 4) Subtitle D and the Resource Conservation and Recovery Act
- 5) Safe Drinking Water Act
- 6) Endangered Species Act
- 7) Superfund
- 8) Americans With Disabilities Act
- 9) Fair Labor Standards Act
- 10) Davis-Bacon Act
- 11) Arbitrage (municipal bonds)
- 12) Immigration Act

A summary table of the 1993 unfunded mandates costs reported by each county is included in the Price Waterhouse report.

The table identifies those mandates for which the county reported data and the total costs reported by the county. It is noted that the data often understate costs because some counties were unable to estimate costs of some of the mandates.

For more information, contact: Larry Jones at NACo, 202/942-4228.

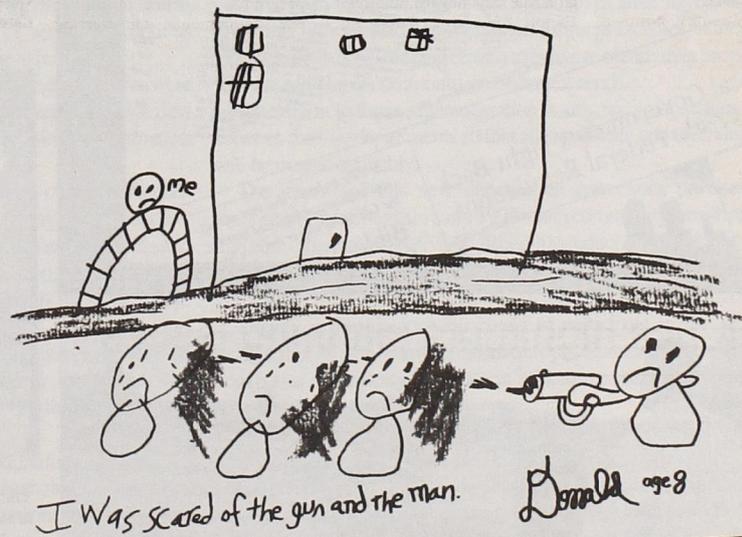
Children draw

what they see,

and what they see

as a crime.

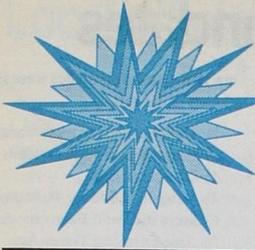
courtesy of The Atlantic Monthly



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

Call 1-800-WE PREVENT





Across the country on Oct. 27, NUMDay, counties staged events to focus public attention on unfunded federal mandates. Here's just a sample of the activities and the media attention they attracted.

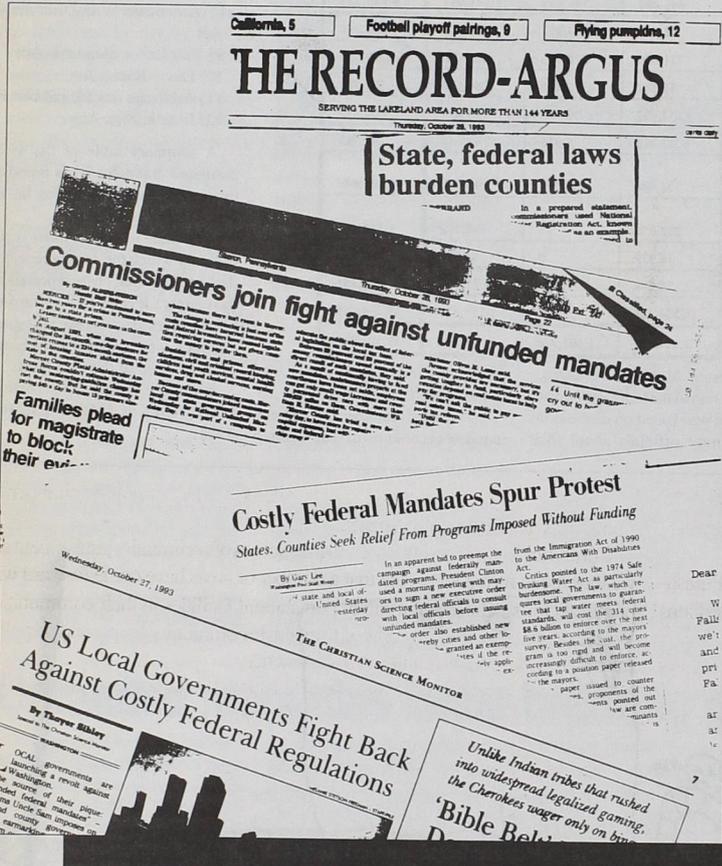


Photo courtesy of the County Commissioners Association of Ohio

Ohio Gov. George Voinovich led state and local officials speaking out against unfunded mandates at a press conference at the Statehouse. The biggest splash of the day was made by Columbus Mayor Greg Lashutka who presented Voinovich with a large red "Stop Unfunded Mandates" flag to fly over the Statehouse. He was joined in his presentation by: (l-r) Lt. Gov. Mike DeWine; Erie County Commissioner William P. Scheid; Gov. Voinovich; Franklin County Commissioner Dorothy Teater; and Mayor Lashutka.



Photo courtesy of the Virginia Association of Counties

The federal government might as well have issued itself credit cards in the name of local taxpayers when it imposes unfunded mandates on local governments. That was the theme behind the Virginia Association of Counties NUMDay event in Richmond, the state capital. And just to make sure everyone got it, the association brought along its 3 ft. x 2 ft. taxpayers' card.



Photo by Len Keso

Maricopa County (Ariz.) Board of Supervisors Chairman Jim Bruner (c) and Flood Control District Citizens Advisory Board Member John Miller (l) hold a news conference at the Indian Bend Wash stormwater monitoring station on NUMDay. The station is a local example of a costly federal project imposed on the county without supporting funds. Maricopa County spends \$500,000 a year to support this regional stormwater monitoring network.

Breaking the jail monopoly:

A Special Report on Community Corrections

Arkansas institutes broad changes in corrections

By Mary Parker

This year brought the winds of change to corrections in the state of Arkansas. The legislature, with the staunch support of Governor Jim Guy Tucker, passed into law the most sweeping set of correctional system changes ever seen in our state.

The package of reform legislation focused state attention on the efficient and effective use of correctional resources, improving current structure from the point of sentencing through post-prison supervision (parole).

The highlight of the package was the development of a Community Punishment Act, which encompasses a broad-based menu of sentencing options designed to meet both the need of the community and the offender.

In addition to the passage of the community punishment legislation, we were fortunate to acquire state funding in the amounts of approximately \$8 million new dollars for operational costs and \$12 million for facility acquisition, construction and renovation.

The community punishment program is physically housed within the Department of Community Punishment, which administers all felony probation, post-prison transfer (parole), restitution, and community punishment programs and facilities. The Department of Community Punishment is independent of institutional corrections, although both departments are managed by the same seven-member board.

Administratively, the legislature merged two existing management boards into one Board of Corrections and Community Punishment. It is charged with managing the correctional resources of the state responsibly and in the best interest of the citizens of the state.

In conjunction with the addition of new correctional options for sentencing, the legislature also approved the creation of the Arkansas Sentencing Commission, charged with the development of sentencing standards based on typical sentences for typical crimes in Arkansas.

The philosophy and structure for sentencing standards was included as part of the originating legislation with an emphasis on preservation of correctional resources and the preservation of public safety.

The package also addressed the issues of truth-in-sentencing through the redefinition of a judicial sentence as the full sentence in state custody, revision of institutional "good time" laws, the uniform introduction of victim-impact statements, and the elimination of minimum mandatory sentences.

Along with other changes, the legislature authorized the splitting of all adult felony trials on an experimental basis for the next two years to assess the quality of decision making on the part of judges and juries. (Arkansas has jury-recommended sentencing which applies in approximately five percent of all adult felony cases.)

These revolutionary improvements in correctional processing came about as a result of two years of study by the Corrections Resources Commission, a 17-

member body impaneled by then-Governor Bill Clinton to study the current and future utilization of correctional resources in Arkansas. That body carried recommendations to the legislature, meeting in January 1993, in the form of nine pieces of legislation which were introduced in both the House and Senate, resulting in 18 pieces of legislation. All 18 passed easily in both houses and were signed into law by the governor in early April.

We have now moved into the second phase of the process — implementation. The target date for most of the legislative changes is Jan. 1, 1994. Obviously, we have wasted little time and are simultaneously developing sentencing standards and community punishment programs and facility placements.

Community involvement is vital to the success of community punishment and we have been fortunate to date that a number of areas have come forward with proposals for so-called community punishment facilities in their communities. We are currently developing criteria to evaluate community proposals and policy for assessing local community punishment needs.

In addition to those implementation issues, we are matching existing policy between the two departments so that all employees and offenders encompassed will be treated equitably.

The impact of this new direction in corrections on counties and local communities will begin in early 1994 when community punishment, in conjunction with other state initiatives, will begin to reduce the backlog of state-sentenced inmates sitting in county jails due to prison crowding. We are currently at a crisis point, with an average of 650 individuals waiting for a prison bed on any given day.

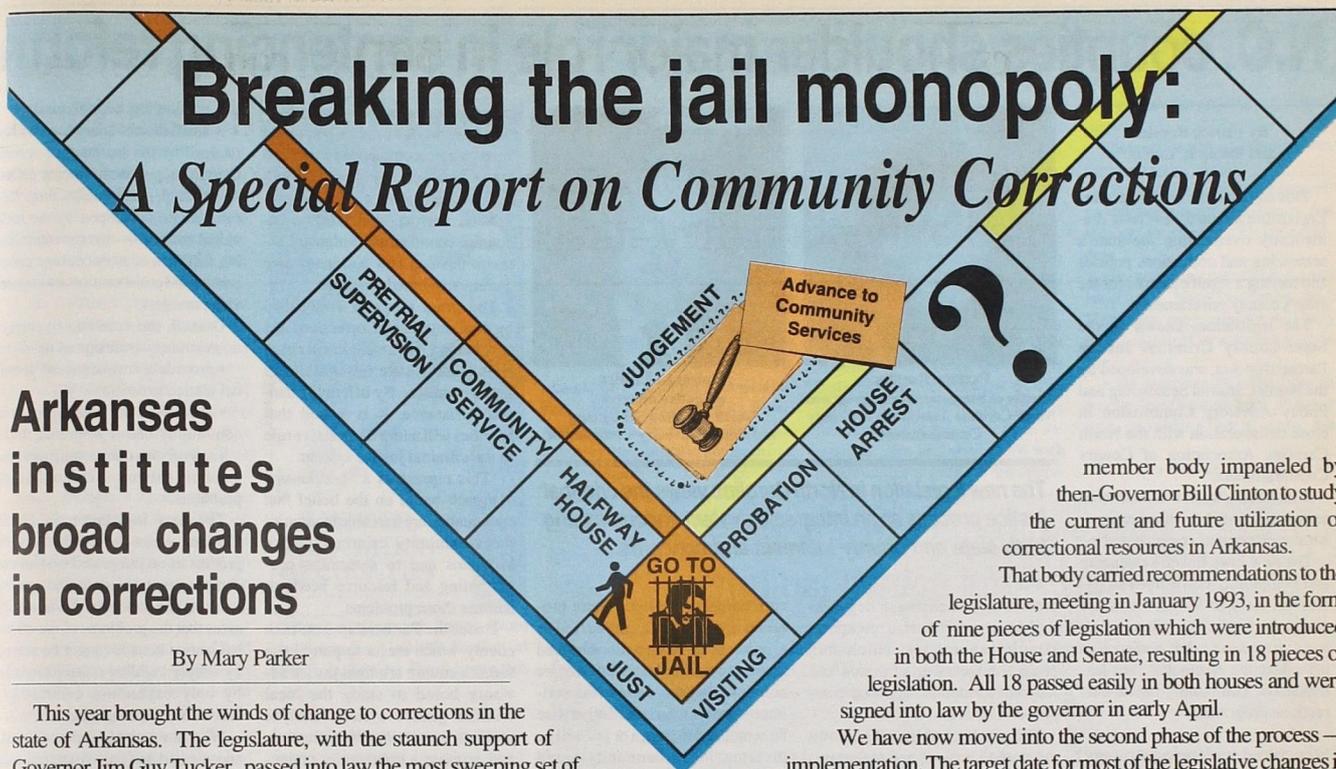
County governments who chose to participate in the development and proliferation of community punishment options across the state will see economic benefits as community punishment jobs are created to both staff facilities and supervise non-residential programs.

Along with the creation of new jobs, supervised community punishment work crews will provide much-needed labor for public entities within the service area of community punishment facilities and programs, at little or no cost to the city or county, allowing labor-intensive maintenance, cleanup, and other community projects to be accomplished in a timely and economical fashion.

It is an exciting time in our state. We are on the fast track to having the best correctional system ever envisioned in this state, encompassing incarceration for those who are deemed a public risk, community punishment facility placement for those who need to repay society for their crimes, need-based services for all offenders at all points in the process, and real supervision to assure the public that offenders on probation and post-prison supervision are not a threat to public safety.

Although passage of the legislation came quickly, we are well aware that the full implementation of the system will take a number of years and that we will get impatient with the speed progress. Our initial goal is to lay a firm foundation and build programs, facilities and prisons in a coordinated fashion that truly represent a unified correctional system.

(Mary Parker, Ph.D., is associate professor of criminal justice at the University of Arkansas, Little Rock. She was the former staff director of the Arkansas Corrections Resource Commission.)



N.C. counties shoulder major role in sentencing reform

By Patrice Roesler
and Robin L. Lubitz

This summer, the North Carolina Legislature adopted new laws dramatically overhauling the state's sentencing and corrections policies and forging a significant role for the state's county governments.

The legislation, known as the State-County Criminal Justice Partnership Act, was developed by the North Carolina Sentencing and Policy Advisory Commission in close collaboration with the North Carolina Association of County Commissioners.

It includes a system of structured sentencing, coupled with a comprehensive community corrections plan.

The new laws linked sentencing and community corrections strategies in a package designed to assure that violent and career offenders are incarcerated, and that non-violent offenders are channeled into less expensive community-based corrections programs.

Structured sentencing strategy

Similar to guidelines enacted in other states, the North Carolina system classifies offenders based on the seriousness of the crime and the extent and gravity of the offender's prior record. Based on the classification, the type and length of sentence is prescribed. The plan eliminates parole, thereby restoring truth and certainty to the sentence. The minimum sentence imposed by the judge must be fully served.

Computer-assisted sentencing

Perhaps the most important ele-



Patrice Roesler
director of intergovernmental programs
North Carolina Association of County
Commissioners



Robin L. Lubitz
executive director
North Carolina Sentencing
and Policy Advisory Commission

The new legislation in North Carolina views the criminal justice process as an integrated system encompassing both state and county interests and concerns.

ment of the sentencing strategy was the development of a computer simulation model which can project the number of prison and jail beds needed to support the imposed sentences.

This element of the plan allows the state to achieve and maintain a balance between the available correctional resources at the state and county levels, and sentencing policies imposed by the legislature.

Overall, the new law puts more violent and repeat offenders in prison for a longer period of time. Less serious and non-career offenders are channeled into community-based corrections programs.

Community corrections strategy

The new sentencing law gives official status to community-based

corrections programs. These programs are statutorily authorized as separate sentencing options backed by the promise of imprisonment for non-compliance. Many less serious offenders who would otherwise be sentenced to prison or jail will be diverted into community-based programs under this strategy.

Community corrections programs

To be successful, developers of the legislation recognized that a system of intermediate and community sanctions would need to be in place. Consequently, a comprehensive community corrections plan was developed that not only described existing programs in the state, but also identified potential new types of programs which could be utilized to create an "effective continuum of

community corrections programs."

In support of this plan, additional funds were recommended to expand state-operated community corrections programs, and a special appropriation was recommended to encourage counties, on a voluntary basis, to develop new and innovative community-based programs.

The grant program established by the Community Corrections Act is voluntary, with clear intent not to shift existing state responsibilities to the counties. By offering financial assistance, it is hoped that counties will take a more active role in the criminal justice system.

This represents a "bottom-up" approach based on the belief that the counties are best able to identify the community criminal justice problems and to determine programming and resource needs to address those problems.

Under the Partnership Act, each county which elects to participate forms a county criminal justice advisory board to study the local criminal justice system, analyze problem areas, identify solutions, and propose a community corrections plan to be submitted to the county board of commissioners.

The board of commissioners reviews the plan and, if approved, submits it with a grant application for implementation funding to a state-level review board. The state board makes finding recommendations to the secretary of corrections, who then enters into contractual agreements with the board of commissioners to administer the program.

Funding will be made available to all counties in the state based on a formula. An annual allocation of

\$12 million has been requested.

A small discretionary fund will be retained by the secretary of corrections to support multi-county efforts — although multi-county proposals can also be developed by the individual counties — to renovate existing facilities or to encourage cooperation and collaboration among service providers.

Overall, the community corrections strategy is designed to:

- provide a continuum of criminal justice sanctions
- encourage the creation of new community-based programs, and
- actively involve county government in solving criminal justice problems.

The new legislation in North Carolina views the criminal justice process as an integrated system encompassing both state and county interests and concerns. It also recognizes that the problems of the criminal justice system cannot be solved by simply building more prisons or by only expanding community-based corrections programs.

What is required is an intelligent, coordinated and cost-conscious mix of both approaches: a mix which makes sure that violent and career offenders are imprisoned, and which provides opportunities for those offenders who can effectively be treated in the community to work, to get help and to repay their debt to society.

(Patrice Roesler is director of intergovernmental programs for the North Carolina Association of County Commissioners. Robin L. Lubitz is executive director of the North Carolina Sentencing and Policy Advisory Commission.)

Counties find safe, cost-effective solutions to jail crowding

By Bobbie Huskey

Jail crowding continues to be a pervasive and costly problem facing counties. Nationally, jails are operating at 101 percent of capacity, and large jails (with 100 or more inmates) are operating at 107 percent of capacity.

While in many counties the rate of growth has remained flat or declined, the costs of corrections has skyrocketed. Nationally, localities spent \$37 billion on crime and justice in 1988, according to the Bureau of Justice Statistics.

Tim Davis, Summit County (Ohio) executive, said, "In many local jurisdictions, including my own, the crime and corrections expenditures represent one-half of the total general revenue budget."

With declining tax revenues and reduced state and federal funding, today's county leaders have begun to search for lower-cost but safe and effective correctional options for certain offenders. This article highlights innovative methods being

used in two counties — Milwaukee County, Wis. and Summit County, Ohio.

Pretrial intervention

The detention of pretrial defendants is a major source of jail crowding. Nationally, more than one-half (51 percent) of the persons in jail are not yet convicted (Bureau of Justice Statistics, 1989).

To reduce these pretrial detainees, many jurisdictions have implemented pretrial supervision programs.

Milwaukee County operates, under contract with the Wisconsin Correctional Service (WCS), a pretrial supervision program called the Court Intervention Program (CIP). The pretrial program is nationally recognized as an "enhanced program" by the National Pretrial Services Board in Washington, D.C.

A total of 8,000 pretrial detainees are released from jail and placed under the supervision of the WCS. The cost savings are significant. Instead of \$55 per day for jail detention, it costs \$1.40 per day for pre-

There are more than 30 different types of intermediate sanctions which a county could employ to help it manage its current and future jail population.

trial supervision, a savings of \$53.60 per defendant.

"The WCS intake screening center is a primary means of reducing unnecessary jail detention in Milwaukee," said F. Thomas Ament, Milwaukee County (Wis.) executive. "If the county did not have this service available, our jail population would increase, courts would probably set higher bails in the absence of verified information, case processing would be delayed, and failure to appear rates would increase," he added.

The WCS pretrial supervision program conducts initial screening of all defendants detained, refers mentally ill defendants to appropriate community agencies, mails court date reminder letters to low-

risk defendants to ensure their court appearance, and monitors defendants through phone calls, in-person meetings, drug testing and electronic monitoring. In 1991, more than one-half of the persons on pretrial supervision successfully completed all conditions.

Milwaukee spends \$639,351 to operate the CIP pretrial programs. County officials estimate that a total of 35,298 jail days have been saved at \$55 per jail day. A total of \$1.9 million has been avoided by Milwaukee County in total detention costs. County officials project that if low-risk defendants do not continue to be released to pretrial supervision, the county would need to spend \$2 million annually to incarcerate these defendants in jail.

"The WCS pretrial programs result in considerable cost savings to the county," said Audrey Y. Brooks, judicial court commissioner. Brooks believes that without the WCS pretrial programs, the jail would triple its population. And, she adds that many more defendants would continue to commit crimes and lack the incentive to get a job or seek treatment while they are out on bail.

In the 1993 budget, County Executive Ament recommended funding a variety of alternative programs, system changes and case management initiatives in order to cap Milwaukee County's detention population at 1,900 inmates. Many local officials agree with this direction.

"It is just not appropriate to take up a jail cell with low-risk defendants," said Janine P. Geske, circuit court judge, Milwaukee County. Judge Geske believes that the WCS pretrial intervention program protects public safety, gives judges needed information, initiates the

Attorney General Janet Reno speaks out on prevention

Fifteen years ago, when I became state attorney for Dade County, Fla., I wanted to focus on the violence caused by career criminals. And I still do. I want to do everything we can to put repeat, violent offenders away and keep them away so that our communities can be safer.

I also wanted young people to know that there is no excuse for putting a gun up beside somebody's head and hurting them — not poverty, not broken homes. I am still doing everything I can to make sure that youngsters understand that nothing justifies hurting other people.

Soon, though, I came to realize that if we waited until a child was delinquent at 16 or 17, we would never have enough dollars to change that child's life, and the lives of all the other children like him.

We did a study with the Dade County Grand Jury on dropouts in the middle school. What we found is that for a child in the middle school who is two grades behind, it is often too late. That child has lost the self-esteem and regard that can enable her to catch up.

In 1985, I visited the large Miami public hospital. I walked through the neonatal unit and saw crack babies in bassinets who had been there for six weeks. They hadn't been held or talked to, except when changed and fed. And already there were no signs of real human responses from these babies. Yet, across the hall, in another part of the unit, severely ill babies were beginning to act like small humans because their parents were there around the clock, loving and caring for them.

It soon became clear to me that we must look at the entire continuum of life. It became obvious that youth violence, drugs, gangs, teen pregnancy — all of these problems — were symptoms of a deeper crisis in our society.

Indeed, I believe we now face the greatest single crisis in American history since World War II: America has forgotten and neglected her children.

Many have tried to grapple with this crisis: The prosecutor in the juvenile division, the judge trying to set up a new program, the concerned pediatrician, the neighborhood cop. But for too long we haven't worked together to understand the continuum of life and to provide the resources necessary to do what must be done.

How do we get people to understand? How do we persuade taxpayers to spend dollars up front for our children?

I consider this one of my most important challenges as attorney general: I want to put the interests of American children front and center. And I want to convince every American that preventing prob-



Attorney General Janet Reno addressed a General Session at NACo's Annual Conference this year.

lems is far less expensive than dealing with gangs and drugs and youth violence.

Unless we make investments in children early — zero to three years of age — and unless we are prepared to intervene early when children get in trouble — we will never eliminate the crime, drugs and violence that plague America. We will never have a work force with the skills and training necessary to make America a first-rate economic power in the 21st century. Finally, unless we make investments in children zero to three years of age, we'll never be able to build enough prisons for them 18 years from now.

I am proud to be part of an Administration that recognizes the value of prevention and early intervention.

The president's health care reform plan will help ensure that every child gets off to a strong start in life. Something is terribly wrong in a society that tells a 70-year-old that she can get an operation and extend her life expectancy for three years and then turns to the child of a working poor mother and says: Sorry, your mom makes too much money for Medicaid, and you don't have health benefits, so you can't get the postnatal care, or immunization, or other preventive health care you need. Then, when the child's untreated medical problem becomes severe, we all end up paying for expensive emergency room treatment. The president's health security plan will change all this.

The president's plan to increase the availability of drug treatment will help wean children off this poison before their lives are completely lost.

The president's program for boot camps will give kids who are at risk of drug and gang involvement the

treatment and motivation they need to grab another chance for an honest life. I intend to make these boot camps part of a comprehensive national initiative aimed at young people ages 12 to 30. These young Americans are sometimes written off once they are touched by drugs or gangs. Many of these juveniles are hopelessly violent; they should be locked away.

Many others, though, should be given a second chance in boot camps, or in a national conservation corps. Let's remove these young people from the terrible influences they face and put them in a new environment. In this environ-

ment they will be punished, but they will also be disciplined and trained. And we'll make it clear to these kids: If you fail to take advantage of your second chance, society is ready and able to impose swift and severe punishment.

The Justice Department is also beginning new and innovative partnerships with states and local governments. We are now mobilizing comprehensive campaigns against violence in American cities. The Justice Department is working with other departments to identify the full range of available federal resources. We will then work with communities to help design appro-

appropriate strategies and win grass roots support.

These strategies will span the entire continuum of care:

- By addressing teen pregnancy, we will help ensure that parents are able to care properly for their children.

- By providing prenatal and postnatal care, home visitation, and Head Start programs, we will help every child off to a strong start in life.

- By teaching children how to resolve conflicts without violence and providing early care for

See RENO, page 12

National organizations seek criminal justice improvements

In February 1993, NACo and several other national organizations met to explore how they could develop a consensus statement on crime policy that could guide the new Administration. The meetings were convened by the American Bar Association (ABA) under the leadership of R. William Ide III, its new president.

The statement, which follows, was adopted by 30 national organizations, including NACo, ABA, the National Sheriffs' Association, the National Conference of State Legislatures and the U.S. Conference of Mayors.

New Directions for Criminal Justice

I. New Directions in Criminal Justice Policies

- Recognize that the criminal justice system alone cannot solve the problems of crime, and that law enforcement plays an important, but limited, role in dealing with broad societal problems like drug use. Public officials and system practitioners must help to educate the public about the limitations of the criminal justice system.

- Halt the growing trend toward federalization of state crimes. Federal criminal jurisdiction should not be expanded into areas of traditional state authority unless state, local and federal officials agree that there is a clear and compelling case for an increased federal presence.

- Work in partnership with state and local officials in shaping criminal justice policies and priorities, since state and local governments bear the predominant burden of ensuring public safety.

- Restore public confidence in the justice system by giving the needs of crime victims greater attention, and by eliminating racial or other bias — or the perception of bias. Restoring confidence in the system on the part of minority communities must be a high priority.

II. New Directions in Criminal Justice Priorities

- Focus greater attention on the problems of violence in our society — including more concerted crime-prevention efforts targeted toward domestic violence, child abuse and the unlawful use of guns. Community-based coalitions should play a key role in this effort, but the federal government should help as well, by assisting in development, evaluation and sharing of innovative approaches.

- Make the juvenile justice system a priority. Early intervention strategies are needed to address juvenile crime. The Office of Juvenile Justice and Delinquency Prevention must be given strong, professional leadership and a stable, adequate budget.

- Support a more effective federal role in controlling gun violence in recognition of the importance of getting guns off the streets and out of the hands of teens, drug addicts and drug dealers.

III. New Directions in Sentencing and Corrections

- Support the use of community corrections for non-violent offenders. Implementation of more innovative, effective approaches to sanctioning offenders can lead to better use of limited public funds and a wiser way to prepare those offenders for returning to society. Encourage examination of options such as community corrections acts.

- Encourage the use of creative alternatives to incarceration which can divert non-violent, low-level first offenders from the criminal justice system into programs of treatment, rehabilitation and education.

- Eliminate the growing use of federal mandatory minimum sentences, which result in irrationality, disparity and discrimination in the enforcement of criminal laws, and decrease certainty and deterrence in sentencing.

IV. New Directions in Planning and Funding

- Ensure adequate and balanced funding of the justice system, including support for less "popular" components, like indigent defense services. Expenditures for each segment of the system must be allocated with an understanding of how they affect the entire system. "Justice System Impact Statements" should accompany any legislation affecting the criminal justice system.

- Spend limited criminal justice resources more wisely. With all levels of government facing severe budget constraints, better efforts are needed to ensure scarce prison and jail space is available for dangerous offenders, and to limit the system's responsibilities for minor cases and cases of a civil nature that tax the resources of law enforcement, the courts and corrections without directly affecting public safety.

- Encourage wiser allocation of national drug control resources to focus more attention on drug abuse education, prevention and treatment, rather than continuing to place primary emphasis on law enforcement.

L.A. and Cuyahoga counties win prestigious Innovations award

County government took two of 10 awards for the nation's most effective public programs and received \$100,000 grants in this year's Innovations in State and Local Government competition, co-sponsored by the Ford Foundation and the John F. Kennedy School of Government at Harvard University.

Programs from Los Angeles County, Calif. and Cuyahoga County, Ohio were selected from a pool of more than 1,600 applicants to receive Innovations awards. The awards were presented by Vice President Al Gore, Ford Foundation President Franklin Thomas and former Michigan Governor William G. Milliken in Washington, D.C., Oct. 20

Los Angeles County, Calif.

In an innovative program introduced by Los Angeles County, more than 2,600 employees —

three percent of the county's work force — spend two or three days each week working at home or at offices near their homes. The Telecommuting Program was launched in 1989 to help reduce air pollution from auto emissions. The program's greatest benefit, however, has been a happier and more productive work force, according to studies sponsored by the program.

Carefully screened employees in 230 different county job classifications, from clerks to executives, are telecommuting. About 82 percent are in managerial or professional jobs, and the rest hold clerical, data entry or technical positions.

The Telecommuting Program is increasing productivity by reducing office distractions and by enabling employees to balance work and family demands more easily. It has also been effective in accommodating

County government took two of 10 awards for the nation's most effective public programs.

employees with physical disabilities or those with injuries who would otherwise be drawing workers' compensation.

County officials have received more than 200 inquiries about telecommuting from the private sector. Recent studies estimate that such programs can save \$13,000 annually per employee in office expenses, lower absenteeism and increased productivity.

Cuyahoga County, Ohio

In 1987, unpaid property taxes in Cuyahoga County were surging toward \$100 million. Much of the tax due on the county's 35,000 delinquent and abandoned properties was

virtually uncollectable. Laws that had been in force since the Civil War made foreclosing on the delinquent properties exceedingly difficult. The abandoned properties became a terrible eyesore.

The Government Action on Urban Land Project responded by streamlining the foreclosure process for abandoned properties. Foreclosures that formerly took years are being completed in eight months. With its new foreclosure process, the county can amass large tracts of land, which are placed in a Land Bank.

Using a combination of incentives to make the properties attractive for development, the county markets the Land Bank properties to private de-

velopers and non-profit housing groups. Prime real estate is made available to developers for about \$200 per parcel. A comparable parcel in the suburbs would cost \$40,000.

The project requires that the minimum acceptable bid on a foreclosed property at a sheriff's auction be equal to the amount of delinquent taxes and the costs of the foreclosure action.

In 1993, the Urban Land Project is generating a flood of new housing and real estate development. Thanks to the project, more new single-family homes are being constructed annually in the county than at any time since the end of the Korean War. Also, 72 new multiparcel urban projects are in various stages of construction or planning, and three new large shopping centers have been developed in inner-city locations on Land Bank properties.

CROWDING from page 10

rehabilitation phase and keeps jail crowding down.

Intermediate sanctions for sentenced offenders

Another factor contributing to jail crowding is the lack of intermediate sanctions for local offenders. Intermediate sanctions are sentencing options for certain offenders who require more than regular probation supervision, but are not high-risk enough to require incarceration. There are more than 30 different types of intermediate sanctions which a county could employ to help it manage its current and future jail population.

Although the use of intermediate sanctions have grown in many states for state offenders, they have been slow to develop in localities. In many jurisdictions, there are few current options other than jail for misdemeanor or minor felony offenders.

Summit County, Ohio contracts with Oriana House, a non-profit agency, to provide supervision and treatment services to persons who would otherwise be in jail. In 1992, 4,748 offenders were served in their seven programs.

"If we didn't have Oriana House, our jail crowding would be significant," said Cindy Peters, general counsel to the county executive, who monitors compliance with the federal consent decree. Summit



Summit County, Ohio contracts with Oriana House to provide supervision and treatment services to persons who would otherwise be in jail. In 1992, Oriana House served 4,748 offenders in Summit County.

County has been under federal court order since 1989 for crowding.

Oriana House operates a 72-hour DUI (Driving Under the Influence) Center and a Multiple Offender

DUI Program, which supervises offenders sentenced to a mandatory three-day jail term. DUI offenders attend educational classes in which they discuss the consequences of

drinking and driving, and where to find assistance after release. Significantly, 90 percent of the offenders successfully complete the course. After a four-year follow-up, only 18 percent of the releases were rearrested for driving under the influence.

The Multiple Offender DUI Program deals with offenders sentenced to 10-180 days of detention and treatment. In 1992, 86 percent of the DUI offenders successfully completed the course. Significantly, nearly 18,000 jail days were saved from the use of this program.

Summit County pays \$415,000 for these two programs, but county officials estimate that \$1.2 million in jail construction costs have been avoided. DUI offenders pay between \$270-\$650 for participation, making these DUI programs nearly self-supporting.

"Our county has made an investment of more than \$1 million for the expansion of intermediate sanctions, but we have saved the county hundreds of millions of dollars," said County Executive Davis.

Growing support for state/local partnership

Eighteen states throughout the country have developed legislatively directed state and local partnerships to reduce the crowding within county jails and other states are considering this initiative.

These community corrections acts have resulted in hundreds of millions of dollars going directly to counties to fund pretrial and intermediate sanctions for local offenders.

These state and local initiatives are supported by many national policy-making organizations, including NACo, American Correctional Association, International Association of Residential and Community Alternatives, and the American Bar Association.

Summit County officials point out that the \$2.3 million they have received from the state's Community Corrections Act has helped reduce their local tax burden.

In some jurisdictions, these state and local partnerships have led to needed sentencing reform.

There are positive signs that the public is becoming more aware and supportive of options other than jail. Two national polls conducted by the Wirthlin Group in 1991 and 1993 for the International Association of Residential and Community Alternatives, found that four out of five Americans were in favor of community-based corrections programs, and four out of 10 believed that existing funding should be redirected from building traditional prisons to establishing these programs.

(Bobbie Huskey is a national consultant on community corrections, and is president-elect of the American Corrections Association.)

RENO from page 11

troubled youngsters, we can prevent gangs and drugs from taking root.

For me, this is the bottom line: Prevent where we can. Intervene early where we must. And, at all costs, protect our children by targeting law enforcement and prison resources at violent, repeat criminals.

We can also do a great deal to spend our existing budgets more wisely.

I will never forget the head of our

largest public hospital in Miami standing before a task force that I was chairing and saying that the state had cut \$20 million from his budget. And he said that he would gladly give all of those \$20 million if he could be sure that it would go up front to prenatal care. Because this doctor understood: For every dollar he invested in prenatal care, he would save three dollars within three years for health care costs related to low

birthweights and other problems caused by lack of prenatal care.

Our communities must work together. I don't mean just social workers linked amongst themselves, or educators, or police officers. I mean everybody working together to put a stitch, a piece, a thread back in the fabric of society. We need this fabric; it must surround our children like a blanket if they're to grow up as strong, pro-

ductive human beings.

The federal government must work more effectively with state and local governments. The time has passed when federal solutions are imposed from the top down on local governments. The time is here when communities must build their solutions from the ground up, brick by brick, with federal financial support where necessary.

All the work that we do must be

informed by one common theme: You will never solve our problems with interventions at just one place. We must effect interventions every step of the way, and to do that we need to develop a national agenda for children.

(The preceding excerpts from previously prepared remarks by the attorney general were compiled by the Justice Department for County News.)

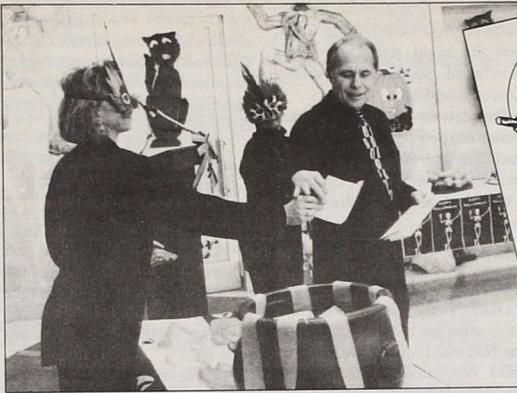
Witch hunt yields dumb rules in Pierce County

Pierce County, Wash. employees celebrated Halloween this year with an "Executive Witch Hunt for Dumb Rules" — a contest aimed at identifying unnecessary rules or regulations that hinder the county's ability to efficiently provide services to its citizens.

Calling on all county employees for suggestions, promising to carefully consider each entry and eliminate as many dumb rules as possible within the next six months, Sutherland said, "Our county government goes back quite a way — to 1953 — and we know there are rules, regulations and ways of doing things that keep us from providing the consistently outstanding service across the organization to which the public is entitled."

Employees submitted more than 100 entries in the "dumb rules" contest. Among the most daunting was changing computer passwords every 29 days. According to Sutherland, that dumb rule can be replaced almost immediately.

Other dumb rules:



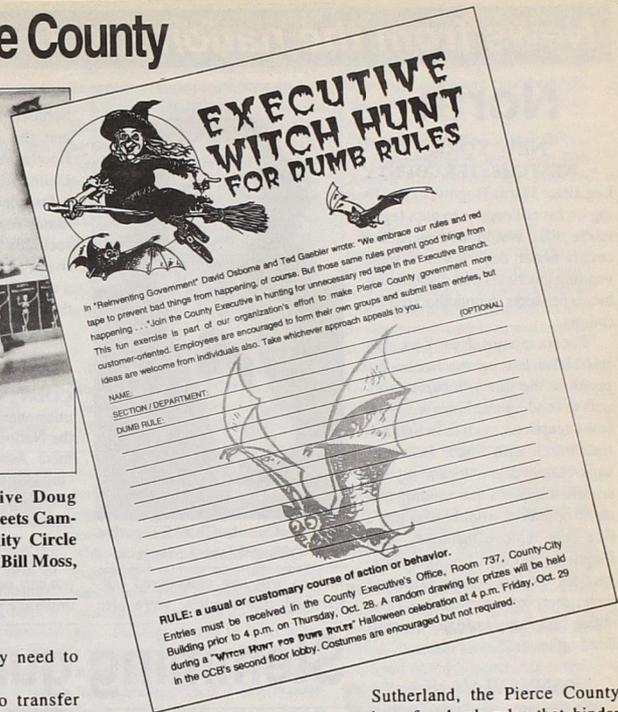
Drawing for prizes: Pierce County (Wash.) Executive Doug Sutherland is handed a lucky employee's entry by Safe Streets Campaign Director Pricilla Lisicich; other "mice" are Quality Circle Coordinator Nancy Tam Davis, left, and Special Assistant Bill Moss, right. Nine prizes were awarded in the random drawing.

- expending entire budgets in a given year or losing the money
- filling out time tickets on a daily basis even though payroll operates in a biweekly cycle
- charging citizens for minor

copying of rules they need to know, and

- not being able to transfer fixed assets between departments.

The hunt culminated with a halloween party where prizes



drawn from a witch's cauldron were awarded to participants. But, according to

Sutherland, the Pierce County hunt for dumb rules that hinder efficiency has just begun. "We've already begun planning a 'Spring Cleaning Sweep.'" he said.

FOG from page 1

hospitals with at least 25 percent low-income patients. Twenty-five percent of the funds would be available to hospitals serving undocumented immigrants, and 75 percent would be available to hospitals serving low income populations. The current Medicaid emergency services program for undocumented immigrants would continue.

Jail populations

In one section of the plan, prisoners are defined as those who have been convicted as adults and, therefore, would be ineligible for federal coverage. This definition would appear to resolve the issue of individuals who are in jail but cannot make bail before they are adjudicated. However, in another section of the proposed legislation, a provision clearly states that health plans

do not have to reimburse any detention facility for services provided to detainees.

This apparent contradiction also leaves open the issue of covering juveniles in county facilities.

Public health

A significant infusion of money may be available for a Public Health Services Initiatives Fund. Nearly \$20 billion would be available over six years. All of this money, however, is subject to appropriations. The grants would be awarded to states on a competitive basis for core public health functions, including data collection, environmental health protection, public education and disease control.

A separate pot of money is proposed to fund health problems of a national or regional significance.

HHS will award these grants on a competitive basis to states, local governments or non-profit entities.

Also included in the initiative are authorizations for community health centers, mental health/substance abuse services coordination and access, loans for facilities, school health, and non-medical services enabling individuals access to care, such as transportation.

Counties as employers

Made very clear in the legislation is a distinction between public and private employers. Counties as employers will be treated differently than their private counterparts in at least two significant ways. First, private corporations with 5,000 or more employees have the option of forming their own health plan alliances. Federal, state, local and special-purpose district employees would be required to join the overall larger alliance, regardless of the size of their work force.

Second, private employers have the safeguard that no more than 7.9 percent of their total payroll would go toward paying the employer share of the premiums for the comprehensive standard benefit package. Public employers will not have that safeguard until 2002. Before that time, they will begin at 8.5 percent and phase down to 7.9 percent.

Other last-minute changes to the bill that are receiving national attention include the caps on subsidies available to small businesses and low-income persons. The Administration contends it has set aside

more than enough funds for these "premium discounts," so the cap should not be a problem. If the set-aside is breached, Congress must decide whether to appropriate additional funds.

All health plans will be required to offer a point-of-service option, which allows individuals to seek care from providers not participating in their plan.

The actual legislation will be introduced in the next week or two, after the provisions of the bill are referred to the appropriate committees.

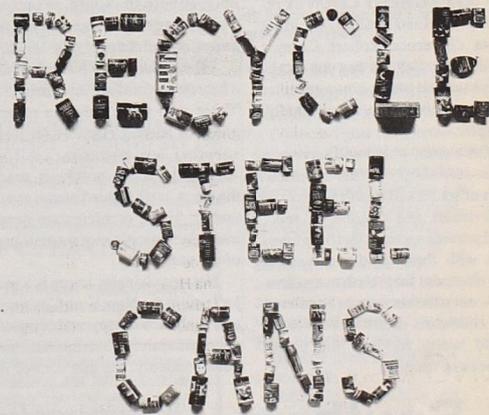
Hearings will continue and support is being sought by sponsors of a number of different bills including single-payer, managed-competition and conservative Republican packages.

START from page 1

the leaders of other public interest groups met with President Clinton, who signed an Executive Order calling for a reduction in federal mandates that are passed and not funded.

In the afternoon, Todd and NACo staff took the message to Senate Minority Leader Robert Dole (R-Kan.) and to Senate Majority Leader George Mitchell (D-Maine). They also met with Senator Dirk Kempthorne (R-Idaho), who has introduced a bill that would require the federal government to fund measures that are expected to be carried out at the local level. Representative Gary Condit (D-Calif.) has introduced a similar bill in the House.

The day's events resulted in stories in *The Washington Post*, *The New York Times* and *The Christian Science Monitor*, as well as a number of regional and local publications. ABC Evening News, CNN and National Public Radio also aired segments on the issue.



A RECYCLED MESSAGE FROM

YOUR LOGO
HERE

YOUR LOGO
HERE



News from the nation's counties

North

NEW YORK

• **WESTCHESTER COUNTY** Legislator Martin Rogowsky is calling on his colleagues to pass legislation that would authorize the county health department to seize vending machines that dispense tobacco products in unauthorized locations.

"For six months, New York state has had a law on the books that prohibits the sale of tobacco products in vending machines with very few exceptions, such as in bars and restaurants with liquor licenses," says Rogowsky. "From my research, it appears that vending machine operators would rather pay a fine than remove machines from illegal locations. I find this disregard for the law unacceptable and have, therefore, proposed a new, stiffer fine that should get the vendors' attention."

PENNSYLVANIA

The Pennsylvania State Association of County Commissioners (PSACC) is changing its name and updating its bylaws effective Jan. 1. The changes were adopted at the association's recent annual conference.

According to Tioga County Commissioner Richard Bartlett who chairs the association bylaws committee, PSACC — soon to become the County Commissioners Association of Pennsylvania (CCAP) — has been reviewing its bylaws for the past year-and-a-half in an effort to bring them up to date with the evolving nature of the association. Among the revisions is a requirement that the board of directors prioritize public policy objectives.

• **ALLEGHENY COUNTY** recently received a \$250,000 grant from Governor Robert Casey's Children's Cabinet for the establishment of a family support center to be administered by a local YMCA chapter.

The center, which will serve as a "one-stop shop" for the coordination of social and health services to individuals and families in need, will provide services that help families with their child's successful development from birth to age five.

Among the services to be offered are child care, prenatal counseling, child health services and parent education training.

South

GEORGIA

• **DEKALB COUNTY'S** Chief Executive Officer Liane Levitan was recently recognized by the International Women's Forum in its "Women and Corporations That Make a Difference" awards program.

Awards, which are granted to



DeKalb County Chief Executive Officer Liane Levitan

women who are considered outstanding role models, were also

given to: Representative Patricia Schroeder (D-Colo.); Julia Child; and the Right Honorable Betty Boothroyd, member of Parliament, United Kingdom.

Founded in 1982, the International Women's Forum fosters association and communication between prominent women leaders in a variety of professions throughout the world.

MARYLAND

• The **MONTGOMERY COUNTY** Board of License Commissioners has been recognized by the National Liquor Law Enforcement Association for conducting "the most innovative liquor law program in the nation, Drawing the Line on Underage Teen Alcohol Abuse."

The award recognizes two components of the program. One uses underage volunteers to target facili-

ties in the county that sell alcoholic beverages to minors. The other, known as "Cops in the Shops," uses undercover inspectors to issue citations to minors who try to purchase alcohol, often using fake identification cards. In the past year, four of the minors who used fake identification to purchase alcohol had their driver's licenses revoked.

Midwest

MINNESOTA

• **DAKOTA COUNTY** has again received national recognition for its recycling program, this time in the National Recycling Coalition's (NRC) Annual Awards Program.

The county was recognized for its aggressive curbside collection program and for providing all residents with the opportunity to recycle. A 43 percent recycling rate is complemented by policies that include volume-based fees, multi-family recycling and a 10 percent

price preference for county purchase of recycled products.

West

ARIZONA

• More than 250 delegates from around the world will meet in **MARICOPA COUNTY** this week for an international conference examining treatment and diversion of mentally ill offenders.

The Second International Conference on Mentally Disordered Offenders, sponsored by Maricopa County and Arizona State University, will feature presentations by representatives of courts, probation, law enforcement, community health agencies, corrections departments and forensic mental health professionals. The group will also develop joint policy statements between behavioral health and criminal justice agencies for treating incarcerated persons who are mentally ill.

Stemming gun violence: Let's get serious

By Neal R. Peirce
Washington Post Writers Group

This may long be remembered as the year that the rat-a-tat-tat of brutal urban violence broke out of the inner cities and became all of America's concern.

European tourists have been brutally attacked, nine of them killed, in Florida. Drive-by car shootings and carjackings have erupted nationwide. Gang activity has reportedly spread to 125 cities including many suburbs — even outer-ring suburbs. Some 100,000 American children, *Time* reports, carry guns to school.

After a mother and her two children were brutally slain in comfortably suburban South Windsor, Conn., the *Manchester Journal Inquirer* editorialized:

"The suburbs as a haven against a heartless world are an illusion. ... Those who think they can escape gangs by leaving Hartford for [safe suburbs] are mistaken. All of America's urban problems reach the clean, well-lighted places eventually. These problems are genuinely the nation's, not a small part of the nation's."

Not surprisingly, crime is a major issue in the New York City mayoral and New Jersey and Virginia gubernatorial elections this fall. And quite suddenly, the gun control is-

sue seems to have metamorphosed. Now it's not only safe, but politically smart to defy the National Rifle Association and call for broader handgun limits.

At last! By every measure, we are the most violent, mayhem- and murder-prone nation of the developed world. As long as a suburban nation figured it was just the inner city's problem, we ignored it. But today's cresting level of utter hopelessness among inner city youth — combined with the bath of television-, movie- and video-administered violence that infects the minds of our young people — is translating into stray bullets flying in more and more communities.

Unless our continent-wide wave of senseless violence suddenly abates — and there's little reason to believe it will — violence is poised to become an overarching issue of American politics, state, local and federal.

But to what avail? Do we know what to do? Do we have the courage to do it?

The early signs are not encouraging. President Clinton continues to press for the Brady bill for a five-day waiting period on handgun purchases — not a bad idea, but not likely to make much difference, either. A little more substantively, Mr. Clinton keeps saying he would like to get assault weapons out of the hands of teenagers. But just teenagers? Why should anyone

except a military combat soldier have an assault weapon at his disposal? What's the difference if it's a 21-year-old instead of a 17-year-old who shoots up a schoolyard or

need a lot more.

We might try the stiff 25 percent tax on all firearms that Senator Bill Bradley (D-N.J.) proposes and Hillary Rodham Clinton endorses

Civil libertarians howl with protest at such an idea. But what are we preserving? People's freedom to be shot?

swimming pool?

Fearful of seeing the bottom drop out of a lucrative foreign tourist trade, Florida politicians are already seeking the death penalty against 13-year-old and 14-year-old killers. It's talking of expanding prisons to hold offenders longer. All the solutions sound great except that experience tells us killings aren't reduced by threats of incarceration or death penalties. America's prison population has nearly tripled since 1980 — while handgun murders have gone from 4,000 to nearly 16,000 a year.

Is it time to think of much more imaginative, albeit extreme measures? Example: What if a neighborhood is so gun- and crime-infested that businesses are driven out and citizens live in constant fear for their own and their children's lives?

Shouldn't neighborhood residents be able to petition for an unscheduled police sweep of every house, a sweep that would check exclusively for unregistered firearms and confiscate all that are found.

Civil libertarians howl with protest at such an idea. But what are we preserving? People's freedom to be shot?

So how else do we start disarming ourselves? The Brady bill and anti-gun running accords among states may help. But we

— or perhaps the 1,000 percent tax on ammunition suggested by Senator Daniel Patrick Moynihan (D-N.Y.).

We could ban all assault weapons, except for the military. We might outlaw importation of any handgun or assault weapon. We could shake up and then fully fund the Bureau of Alcohol, Tobacco and Firearms so that it can and will abandon its lackadaisical enforcement of gun-sale laws and start keeping careful tabs on every gun seller in the nation.

We could enact a strict weapons licensing system. We might launch full-scale gun buy-back schemes — with 200 million guns in circulation, there's a long way to go. And we could insist that consumer warnings be attached to "war toys" and toy guns.

Callous greed is motivating the makers and sellers of handguns and assault guns. We should handle this crowd with the same consideration and dispatch we'd show if a chemical firm started leaking toxic chemicals into our water supplies. The results are no less deadly.

Today's wave of national alarm about guns and violence will soon roil the political waters. But expect no tangible results unless we're willing to choke off the sources of these murderous weapons.

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

■ "Ending Homelessness Through Service Delivery" is the theme of a conference sponsored by **The National Alliance to End Homelessness**, Nov. 12-13 in Chicago, Ill.

The conference is designed to provide information on the types of services homeless people need to escape homelessness, and how the services are delivered.

For more information, call **The National Alliance to End Homelessness**, 1518 K St., N.W., Suite 206, Washington, DC 20005, or call 202/638-1526.

■ **The Department of Engineering Professional Development**, College of Engineering, University of

Wisconsin-Madison/Extension is sponsoring two conferences.

The first, "Cost-Effective Cold In-Place Recycling of Asphalt Pavement," will take place Nov. 17-18 in Boston, Mass. Key topics include economic evaluation of the process, pavement evaluation and design criteria, mix design, oil and additive studies/evaluation, and the recycling industry's future.

The second, "Fundamentals of Groundwater Contamination and Remediation Techniques," is scheduled for Dec. 1-3 in Chicago, Ill. Seminar speakers will examine groundwater functions and consider the complexities of groundwater contamination investigations that support litigation, review accepted field techniques for investigating

and monitoring contamination sites; and give attendees guidance on the selection of cleanup standards.

For more information on either conference, call 1/800/462-0876.

■ Dec. 9-11 are the dates set for "Secure and Livable Communities: Crime Prevention Through Environmental Design" a conference sponsored by the **National Institute of Justice** in Washington, D.C. Session topics will include security design features in office buildings, laboratories and manufacturing plants; and for housing and neighborhoods, evaluation of successful case studies and issues of design, technology and management will be reviewed.

For more information, call the Coun-

cil on Architectural Research at 202/785-5912, or fax: 202/628-0448.

■ **The National Council for Urban Economic Development** is hosting a technical conference, Jan. 20-22 in Scottsdale, Ariz. "Redevelopment Opportunities for the '90s" will feature expert speakers from around the country to cover such topics as: industrial reuse projects, land redevelopment strategies and trends in retail redevelopment. A special post-conference workshop will focus on military base redevelopment.

For more information, write **CUED**, 1730 K St., N.W., Suite 915, Washington, DC 20006, or call 202/223-4735.

PUBLICATIONS

■ **The Government Finance Officers Association (GFOA)** has released four new publications: "An Elected Official's Guide to Debt Issuance,"

"Practical Exercises in Local Government Finance," "1993 Cumulative GAAFR (Governmental Accounting, Auditing and Financial Reporting) Supplement," and the "1993 Cumulative GAAFR Supplement Study Guide."

For more information, contact **GFOA**, 180 North Michigan Ave., Suite 800, Chicago, IL 60601, or call 312/977-9700.

■ **The National Association of Towns and Townships (NATA/T)** has released a set of guidebooks for small local governments. Eight guidebooks cover a range of subjects from economic development to environmental requirements to comply with ADA.

For more information, contact **NATA/T**, 1522 K St., N.W., Suite 600, Washington, DC 20005, or call 202/737-5200, or fax: 202/289-7996.

Job market

ASSOCIATE LEGISLATIVE DIRECTOR FOR PUBLIC LANDS — NATIONAL ASSOCIATION OF COUNTIES:

The National Association of Counties (NACo) announces an opening for an Associate Legislative Director for Public Lands. The occupant of this position is responsible for assisting and directing NACo's legislative program on public lands issues. The position requires knowledge and understanding of issues affecting counties with large holdings of federally owned land. The incumbent should also be familiar with other issues affecting western states and will serve as staff person and liaison with the Western Interstate Region of NACo. Qualifications should include the following:

■ Bachelor's degree plus four years' progressively responsible experience, or a master's degree plus two years' progressively responsible experience, or seven years of related experience; thorough knowledge of public lands and other issues unique to western states; thorough knowledge of intergovernmental relations and functions of government at all levels; thorough knowledge of the legislative process and how the system can be impacted by grass roots advocacy; detailed knowledge of county structure and government; a team player who is self-motivated, creative and innovative; strong oral and written communication skills; strong conceptualization, planning and follow-through skills; strong advocacy skills and good political judgment; sensitivity and tact in dealing with others; and familiarity with computer software is desirable. Salary is set using the HAY method of job classification. Minimum salary: \$49,049 per year. Qualified and interested applicants should submit a resume and cover letter by December 1, 1993 to: Human Resources Manager—

National Association of Counties, 40 First St., N.W., Washington, DC 20001. No phone calls, please. NACo

is an equal opportunity employer, offers competitive benefits and a smoke-free work environment.

COMMISSIONER OF HEALTH — DUTCHESS COUNTY, N.Y.:

Position available in the Dutchess County Health Department. Located in the scenic and cultural Hudson Valley, just 90 minutes from mid-town Manhattan. This position is responsible for the public health and promotion of more healthful living conditions which includes a wide range of public health activities associated with personal health, consumer health and environmental health. This is an outstanding opportunity for a qualified MD with experience as a public health official. Salary: \$50,403-83,340. Also offering an excellent benefits package with participation in the NYS retirement system. Submit cover letter with resume in confidence to: William R. Steinhaus, County Executive, 22 Market Street, Poughkeepsie, NY 12601. An EEO/AA Employer.

CORRECTIONS MANAGER — YAKIMA COUNTY, WASH.:

Salary Range \$4,063.00-4,917.00 per month. Yakima County is forming a new Department of Corrections and is seeking an experienced professional manager with a positive attitude and corrections background to plan, direct, supervise and evaluate all activities and operations of the Department of Corrections (Detention/Correction Center). The Correction Manager will work under the general guidance and direction of the Board of Yakima County Commissioners. For further information and application forms, contact Yakima County Personnel Department, Room 412 Courthouse, Yakima, Washington 98901, (509) 575-4061 by Tuesday, November 30, 1993. EQUAL OPPORTUNITY EMPLOYER.

COUNTY EXECUTIVE DIRECTOR

TOR — GRAFTON COUNTY, N.H.:

(pop. 75,000) is seeking candidates for the position of Executive Director. Requirements: Bachelor's Degree, progressive experience as administrator with strong background in finance, planning, personnel and other related administrative functions. Extensive leadership, communication and interpersonal skills. Submit resume with salary history and salary requirements by November 29, 1993 to: Executive Director Search, Grafton County Board of Commissioners, P.O. Box 108, Woodsville, New Hampshire 03785.

EXECUTIVE DIRECTOR — NORTHEAST FLORIDA REGIONAL PLANNING COUNCIL:

is seeking applications for the position of Executive Director of the Northeast Florida Private Industry Council, Inc., which administers the Job Training Partnership Act Program. Ten years of experience in personnel, employment, job training or social service programs of which five years must have been in supervisory management positions; Bachelor's Degree from an accredited college or university in social or behavioral science; masters degree in administration, business, or public administration is desired. This position directs the agency which provides training and employment services to eligible individuals, groups, or community, works with board of directors and communities to establish policies and programs and administers such programs; determines policies and defines scope of services to be rendered within federal regulations; assumes responsibility for

development of standards, objectives, and procedures, including staff development, budget and physical facilities; establishes and maintains relationships with other agencies and organizations in community toward meeting service needs; may direct or coordinate public relations, fact finding or research activities. Position located in Jacksonville with administrative responsibilities for Baker, Clay, Nassau, Putnam, and St. Johns Counties. Sal. \$55-65K, depending on qualifications. Send resumes to Brian Teeple, 9143 Phillips Highway, Suite 350, Jacksonville, FL 32256. Resumes must be received by 11/23/93, 5:00 PM.

HUMAN RESOURCE DIRECTOR — JACKSON COUNTY, FLA.:

The Jackson County Board of Commissioners is seeking applications for a Human Resource Director. Minimum Training/Requirements: Graduation from an accredited four-year college or university and two years of professional human resource or professional public employment service in a related area. Professional experience may be substituted for required college training. Further information on this position and job applications are available at the Personnel Office, 2864 Madison Street, Marianna, FL 32446, Monday-Friday, 8:00 AM-4:30 PM Central. You may also call the Personnel Office 904/482-9633. Salary \$19,372 to \$27,291 annually. The deadline for receiving applications is 4:00 PM Central on November 23, 1993. EOE/VPREF/ADA/AA.

RESEARCH ASSOCIATES — NATIONAL ASSOCIATION OF COUNTIES:

The National Association of Counties (NACo) announces the availability of two Research Associate

positions. The Research Associates will perform a variety of advanced research duties in the organization's research department, focusing on either social services/health care or taxation/budgeting issues. Applicants must possess a Bachelor's degree in public or business administration, political science, or a related field. A Master's degree is preferred. Essential attributes include exceptional writing, research, and analytical skills; demonstrated capacity to communicate effectively with elected officials, local government staff, the media, and the public; the ability to work independently; strong computer skills; and experience in using federal government statistical sources and data bases. Background in social services/health care or taxation/budgeting issues required. Preference will be given to individuals with previous county government experience. Minimum salary is \$27,358. All applicants must submit a letter of application and current resume to: Human Resources Manager—RASSOC, National Association of Counties, 440 First St., N.W., 8th Floor, Washington, DC 20001. Individuals who responded to the recent ad for a Research Assistant need not reapply. Applications must be received by November 24, 1993. No Phone Calls, Please! NACo is an equal opportunity employer and encourages minorities, women, the disabled, and veterans to apply. We offer an outstanding benefits package and a smoke-free work environment.

Job Market - Classified Rate Schedule

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

Display Classified: \$30 per column inch.

Billing: Invoices will be sent after publication.

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

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

Be sure to include billing information along with copy.

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

VICE PRESIDENT OF OPERATIONS

LAKESHORE EMPLOYMENT AND TRAINING PARTNERSHIP, INC., a non-profit organization in Lake County Indiana, is accepting applications from qualified professional candidates for the position of Vice President of Operations. The candidate for this position must demonstrate proven leadership qualities, supported by a history of successful accomplishments; a 10-year solid track record in top level management and staff supervision; extensive experience in the operation and design of employment and training programs; principles and general practice of operational budgeting; comprehension of state and federal regulations; demonstrated proficiency in the development and implementation of operational systems; skilled in the oral and written preparation and delivery of presentations; and working knowledge of computer language and concepts.

Salary commensurate with education and experience up to \$45,000 firm. Send education verification and letters of reference with your resume post-marked no later than **December 17, 1993** to:

LAKESHORE EMPLOYMENT AND TRAINING PARTNERSHIP, INC.
ATTN: PERSONNEL DEPARTMENT
P.O. BOX 11024, MERRILLVILLE, IN 46410
Equal Opportunity Employer



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

Local Government Specialists
Serving a National Clientele

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

CHICAGO

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

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



We Raise The Roof...

...To Lower The Risk

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



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

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



Sedgwick