Case Studies: Examples of Innovative Infrastructure Financing and Delivery Systems

collected by

Alternatives for Financing Infrastructure Development in Rural Communities in the South Task Force

published by

Southern Rural Development Center
Post Office Box 5446
Mississippi State, MS 39762
Case Studies: Examples of Innovative Infrastructure Financing and Delivery Systems

Credit is extended to the Alternatives for Financing Infrastructure Development in Rural Communities in the South Task Force for compiling the case studies in this report.

Task Force Members

Ntam Baharanyi
Tuskegee University

Rusty Brooks
University of Georgia

Rodney Clouser
University of Florida

Gerald Doeksen
Oklahoma State University

Mark Henry
Clemson University

Thomas Johnson
Virginia Polytechnic Institute and State University

Danny Klinefelter
Texas A&M University

Joseph Schmidt
Mississippi State University

Lonnie Vandeveer
Louisiana State University

Ron Wimberley
North Carolina State University

SRDC Members

H. Doss Brodnax
Bonnie Teater

Jacqueline F. Tisdale
Case Studies: Examples of Innovative Infrastructure Financing and Delivery Systems

collected by

Alternatives for Financing Infrastructure Development in Rural Communities in the South Task Force

published by

Southern Rural Development Center
Post Office Box 5446
Mississippi State, MS 39762

SRDC No. 128

April 1990
TABLE OF CONTENTS

Preface

Air Transportation

Airport with Automated Approach
City-County Ownership of a Fixed Base Operation
General Ideas for Developing Local Airports
An In-Depth Account of a County Airport Development
Mountain Area Airport
Multi-County and Multi-Community Airport
Tri-County Airport
Self-Supporting Airport
Sharing an Airport with a Military Base
State Aid for Expanding a Local Airport

Business Incubators

Alabama Incubator Center
Galesburg Business and Technology Center
Victoria Incubator Foundation, Inc.

Emergency Medical Services

Emergency Medical Service Funding - A Unique Method Utilizing Community Sales Tax
Emergency Medical Services - Providing Quick Help to Remote Areas
Emergency Medical Services - Providing Quick Help to Remote Areas
Establishing a Monthly Assessment on Residents to Support EMS Services
Mobile EMT Training for Skill Maintenance, Continuing Education, and Recertification
Rural EMS Teleconference Training
Seed Money to Establish Regional EMS System
Special Districts with Ad Valorem Taxes to Operate and Maintain EMS
State Funding for EMS Demonstration Projects
State Funding for Individual EMS Organizations
State Grants to Assist EMS Organizations to Improve and Expand
State Grants to Assist EMS Organizations to Improve and Expand
Television and Computer Training for EMTs
Using a County Sales Tax for Operating EMS
Fire Protection Services

Audiovisual Library and Training Through Fire Insurance Premium Taxes
Central Fire Library
Contracts to Perform inspections
Fire Training Through State Department of Education
Funding Through Pull Tab Charitable Gambling
Mobile Training Aids
Property Taxes to Fund Operating Costs
Special Taxing Districts
Training and Recruitment

Industrial Sites and Parks

Joint Venture I - Montgomery County, Virginia
Joint Venture II - Montgomery County, Virginia

Parks and Recreation

Acquisition of Environmentally Sensitive Lands in Conjunction with Forefeiture Procedures Under Florida's Racketeering Statute
Royalties on the Sale of City Endorsed "Fashion Mark" Items
Texas Local Parks, Recreation, and Open Space Fund (Texas Local Parks Fund)
Utilization of Festivals and Special Events to Generate Funds to Underwrite the Development of Attractions and Local Recreation Facilities

Public Education

Audio Graphics
Family Learning Center
Gold Cards
Interactive Television Project
Modified School Calendar
Parent and Child Education Program (PACE)
Partners in Education - An Investment in the Future
Public/Private Partnerships in Education

Public Health/Hospitals

Health Care Foundation, Inc.: Maine
Evans Memorial Hospital: Georgia
North Carolina Rural Hospital Coalition, Scotland Neck: North Carolina
Northern Montana Health Care Alliance
Rural Health Care Partnership of Northeastern New York
Rural Wisconsin Hospital Cooperative, Sauk City: Wisconsin
West Alabama Rural Health Consortium, Eutaw: Alabama
West Texas Rural Health Providers

Public Water and Sewer

Arcata Marsh and Wildlife Sanctuary: A Model System for Wastewater Treatment
Community Development Action Grants: Massachusetts
Cooperative Intermunicipal Water Service Planning
New York State: Self-Help Support System
Private Sector Contracting for Wastewater Treatment Facilities: Auburn, Alabama
Revolving Loan Fund for Water and Sewer Facilities Construction
Wastewater Access Rights: Upper Merion Township
Water and Sewer Access Rights: Raising Capital Funds Through the Sale of Anticipated Water and Waste Water Plant Capacity
Water and Sewer Trust Funds: Corpus Christi, Texas

Rural Roads and Bridges

Federal-Aid Secondary Program - Idaho
Minibonds - Virginia
Minimum Maintenance Roads - Minnesota
No Pay May
Pavement Management Technique - Iowa
Turnback Program - Pennsylvania

Social Services

Adopt-An-Agency: An Innovative Proposal to Increase Funding for Non-Profit Agencies
The Community Options Program (COP)
Constructive Care for Kids in Trouble
Drug Abuse Resistance Education (DARE)
Illinois Child Neglect Services Project
Life Safety Alert System
Macomb 0-3 Regional Project: A Rural Child-Parent Service
Rural Child-Care Project
San Bernardino County Children’s Network
Solid Waste Management

City-owned and Operated Recycling Compost, Refuse Derived Fuel System
County Revenue Generated from Sale of Methane Gas Extracted from Closed Landfill
Countywide Recycling Project
Glass Recycling Utilizing "Sheltered Workshop" Labor
Mandatory Countywide Recycling
Municipal Solid Waste Used to Help Meet Private Firms Energy Needs
Private Recycling Firm Partly Supported by Local Government
Publicly Financed, Privately Operated Mass Burn Resource Recovery Plant
Publicly Owned and Operated Mass Burn Facility and Landfill
Recycling and Composting in Sumter County, Florida
Resource Recovery Facility (Mass-Burn Incinerator)
Solid Waste Incineration
User-Fees Collected Through Sale of Garbage Bags - Lansing, Michigan
PREFACE

Gerald A. Doeksen, Chairman

National, state and local leaders are voicing their concerns over the poor condition of America's infrastructure. The extremely poor condition is exemplified in a 1988 study by the National Council of Public Works Improvement which concluded that America's infrastructure is barely adequate to support current demands. To add to the problem, state and federal government outlays have fallen. Local outlays now make up half of the money spent for public works whereas it was 38 percent 20 years ago (National League of Cities, 1987). Without adequate infrastructure, economic growth may not occur. A detailed study by McGuire (1986) concluded that there is a positive and strong relationship between infrastructure investment and economic development.

Leadership in the Southern Rural Development Center (SRDC), having foresight of this emerging issue, created a task force to address the problem. The SRDC not only supported the travel of the task force members, but also was responsible for the publication of this document. A special thanks goes to H. Doss Brodnax, director of SRDC, for funding the project and to Bonnie Teater, Jacque Tisdale, and Sandy Markley for preparation and publication of the document. The task force consisted of 10 professionals from 10 institutions. They began work in May 1988. The members and their affiliation included:

Dr. Ntam Baharanyi, Tuskegee University
Dr. Thomas G. Johnson, VPI & SU
Dr. Rusty Brooks, University of Georgia
Dr. Danny A. Kleinfelter, Texas A&M University
Dr. Rodney L. Clouser, Univ. of Florida
Dr. Joseph F. Schmidt, Mississippi State University
Dr. Gerald Doeksen, Oklahoma State Univ.
Dr. Lonnie R. Vandeveer, Louisiana State University
Dr. Mark S. Henry, Clemson University
Dr. Ron Wimberley, North Carolina State University

The task force identified six projects which they worked to accomplish. These included:

1. Identify the top infrastructure research issues;
2. Conduct a symposium on infrastructure issues at the Southern Rural Sociology Association and Southern Agricultural Economics Association meetings;
3. Design a regional project to address infrastructure and economic growth issues;
4. Provide training to community rural development leaders on infrastructure issues and programs;
5. Conduct a national conference on innovative infrastructure financing and delivery systems; and
6. Conduct a case study document reviewing innovative financing and delivery systems.

This publication is a result of the last project which involved a detailed national search of innovative infrastructure financing and delivery systems. Each task force member accepted an area or areas and took responsibility for the national search. Areas included were fire protection, business incubators, water, sewer, hospitals, social services, roads and bridges, education, emergency medical service, airports, and solid waste.

The purpose of this publication is to share the innovative ideas with others. It is hoped that through these excellent working examples, leaders in other communities might gain insight into ways of providing better infrastructure at the same or lower costs, and thus improve the quality of life and promote economic growth.

Selected References


AIR TRANSPORTATION
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: Airport with Automated Approach

KEY WORDS:

DESCRIPTION:
Montgomery County Airport near Troy, North Carolina, is unmanned. Since the traffic is infrequent, amounting to about one plane per day, it uses an automatic system to turn the runway lights on and off. This facility covers 45 acres and about a dozen planes are kept there. Most traffic is industrial or private. Some of the land was purchased by the county and some was donated. Additional state funds were used.

MAGNITUDE OR BENEFITS:
By using automated equipment for the light traffic, personnel costs are reduced.

TRANSFERABILITY:
This approach may be considered by other places that need minimal air service. Obtaining donated land is another option to pursue.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Fluctuations in the volume of use could require more on-site personnel during critical periods.

CONTACT:
Gary McGaskill
County Finance Officer
P. O. Box 425
Troy, NC 27371
(919) 576-4221
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: City-County Ownership of a Fixed Base Operation

KEY WORDS:
Airports, North Carolina, Fixed-Base Operators.

DESCRIPTION:
The town of Lumberton and Robeson County in North Carolina own their airport's Fixed Base Operation rather than contracting it to someone else. Using this alternative, there is public ownership of a private corporation.

MAGNITUDE OF BENEFITS:
This alternative offers greater control over the FBO.

TRANSFERABILITY:
Other localities may wish to investigate such an arrangement.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Some airport authorities and communities may not want this management responsibility.

CONTACT:
Lumberton General Aviation
Lumberton, NC 28358
(919) 738-7720
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: General Ideas for Developing Local Airports

KEY WORDS:

DESCRIPTION:
First, make sure there is community consensus about the need for an airport. A good way to measure community response is to survey community leaders and individuals who own airplanes. A basic question is whether the firm or individual will agree to use the facility if the airport is developed. While there is no definite level for sufficient community support, this information will help determine the type of funding available for airport development. And, the more positive responses that are generated, the better the chances of outside funding from other private, state, or federal sources.

Second, break the total airport development project into stages. This makes the effort more manageable. Suggested stages include:

(1) Contact state transportation and/or Federal Aeronautics Administration officials in the region. They can provide much information to properly orient the effort. Remember, air service is regulated and it helps to know the viable alternatives for developing an airport facility.

(2) Determination of community support through a needs assessment as described above.

(3) Development of an initial plan.

(4) Acquisition of land through donations, condemnation, and local revenues plus bonds, state funds, and federal funds.

(5) Finalize plans.

(6) Facility construction according to community needs and plans.

(7) Begin airport operation.

(8) Review the process and modify plans as needed.

Third, be creative. If it can be documented that there is a need for an airport in a local area, there are various avenues of financial and technical support. Contacts include those noted below along with persons identified in local airport case examples.

Florida, Georgia, and North Carolina are examples of states having programs for constructing local airports. There are procedures for applying for state funds from their legislatures. Those seeking to establish an airport will have to provide at least 5 percent of the funding unless they can provide the land. Therefore, one major financial hurdle can be cleared if the local area can provide sufficient land. Federal funding will further require that there be sufficient demand in terms of anticipated take-offs and landings or rentals of tie-down spaces for aircraft.

In some instances, the Forest Service may need an airport in an area and would be willing to help coordinate and establish a facility that could be shared. A locality may find support through other governmental agencies as well.

Fourth, pursue the idea of using fixed-base operators (FBOs) to provide airport facilities and services. A FBO is a private business which subcontracts with the airport authorities. Usually as a part of a long-term lease arrangement, a FBO agrees to provide fuel services, tie-down spaces, or hangars. Some FBOs also offer pilot instruction and additional services. FBOs are regulated by the Federal Aviation Authority (FAA) and the Environmental Protection Agency (EPA). If the initial needs assessment shows strong community support and utilization potential, a FBO may be interested in handling the airport’s operation.
MAGNITUDE OF BENEFITS:
Benefits depend upon the extent of needs, use, planning, and community leadership.

TRANSFERABILITY:
These suggestions are drawn from the experiences of various localities and airport agencies. They are considered to be widely applicable.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Of course, what works in general may not be altogether useful in specific situations. Each community and area will have its own unique set of needs, circumstances, and potential resources. While general principles of regulation and authorization hold, and while there are some common forms of financial and technical assistance, the plans that fit the best are those tailored to the specific locality.

CONTACT:
Bruce Matthews
North Carolina Department of Transportation
Division of Aviation
P.O. Box 25701
Raleigh, NC 27611
(919) 787-9618

Steve Brill
Federal Aviation Authority
Atlanta, GA 30303
(404) 763-7224

Charles Prouty
Federal Aviation Authority
Atlanta, GA 30303
(404) 763-7756

Doug Barrett, Manager
Albert J. Ellis Airport
Route 1, Box 618
Richlands, NC 28574
(919) 324-4050

Regional FAA offices or transportation departments of state governments
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: An In-Depth Account of a County Airport Development

KEY WORDS:
North Carolina, Airports, Forest Industries, Federal-State-County Funding, Leadership, Mountain Area.

DESCRIPTION:
The development of the Ashe County Airport has been carefully documented in research by two rural sociologists. As described by investigators Rash and McCann (The Ashe County Airport: A Case Study of a Development Event, North Carolina State University Report SOC 70, 1979: ii-iv), the Ashe County Airport developed in the following manner.

"Prior to 1950, a grass strip owned by local businessmen was the only facility in Ashe County, North Carolina, designed to be used for the take-off and landing of light aircraft. However, use of the grass strip eventually declined and this site was chosen as the location for Beaver Creek High School. By 1959, some of the people in the county were again talking about the need for an airport. One citizen took the initiative to accomplish this by approaching the Federal Aviation Administration. This agency responded favorably to the inquiry by indicating that an airport for Ashe County was indeed a possibility. However, since this individual had acted on his own rather than as a representative of the county, nothing came of the idea at that time.

"About five years later, the same individual began to actively promote the idea of an airport for Ashe County. In 1965, he presented suggestions for the development of an airport to the Board of County Commissioners which received this report and instructed him to continue his investigation of the means for acquisition of the airport. "

"Despite this official recognition of the airport by the Board of County Commissioners in 1965, many years and much activity remained before the Ashe County Airport was to become a reality.

"The persistence of supporters of the airport was significantly rewarded by the appointment of an Airport Committee by the Board of County Commissioners in the spring, 1966. The original airport committee was later expanded from five to 12 members and called the Airport Authority. In 1969, the Board of County Commissioners issued a proclamation emphasizing the county's interest in an airport and petitioned the Federal Aviation Administration to consider the matter favorably.

"In 1970, the members of the Airport Authority personally obligated themselves by signing a commercial note which allowed the county to borrow the funds to begin the actual airport facility. Members of the Authority were excused from any actual financial commitment, however, when the county subsequently received federal and state grants. Also, in the summer of 1970, a special referendum was held which resulted in the passage of an ad valorem tax issue to provide local funds for airport maintenance for twenty years—a specific requirement of the Federal Aviation Administration.

"Sufficient funding was not the only problem faced by Ashe County during the course of this development. In 1970, another crisis situation dealt with the acquisition of the land for the airport site. Some of the landowners were willing to sell while others steadfastly refused. This problem had the potential to stop the airport since only one site complied with federal specification. The Board of County Commissioners faced a dilemma. If the Board took the side of the landowners, the development would be terminated; if they took the side of the Airport Authority, the County Commissioners would surely face the disapproval of some citizens. In January of 1970, the County Commissioners decided to use the right of eminent do-
main to acquire some of the land needed for the airport. Affected landowners and a Commissioner challenged the county’s authority to condemn the land, and it was October of 1973 before the issue was resolved by court action and the land acquired by the county.

"Other problems continued to plague the accomplishment of the airport. The first contractor declared bankruptcy after working for two years on a six-month contract. The second contractor took a year to finish another six-month contract. Owing to these problems encountered during the initial construction period, the completion of the airport was delayed for almost four years. The airport was to have been completed by 1975. As of June, 1978, the runway, lighting systems, and hangar had been completed. The airport still lacks a service facility and a fixed-base operator. Nevertheless, the facility was dedicated in April, 1979, and is now being used."

After the above research was completed, the Ashe County Airport added an office and hangar in 1981. The facility has approximately 20 tie-downs.

Of the total costs of nearly $2 million, $1.1 million came from Federal FAA funding, $50,000 from the state’s Department of Natural and Economic Resources, $67,600 from the North Carolina Highway Commission, and miscellaneous tax dollars, donations, and bonds. This airport serves private pilots and local citizens as well as several local industries including forest products and Christmas tree farms.

MAGNITUDE OF BENEFITS:
This airport benefits this county, neighboring counties, and their communities with service for commercial firms, agriculture, services, and private transportation.

TRANSFERABILITY:
Such a local development effort and combination of funds for establishing an airport has potential elsewhere as well.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Although this development effort encountered obstacles which may also exist in other localities, other places may face difficulties unique to their state, county, or local needs. Extra time and persistence may be required to achieve the goal.

CONTACT:
Mike Dixon
County Manager
P. O. Box 633
Jefferson, NC 28640
(919) 246-8841
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: Mountain Area Airport

KEY WORDS:
North Carolina, Airports, Regional Funds, County Bonds, Leasing, Mountain Area.

DESCRIPTION:
Jackson County Airport (North Carolina) was built in the 1970s on the tops of two mountains. It had a 3500 foot runway but only about 2900 feet are still useable. The rest slid down one of the slopes. Start-up costs included a county bond referendum for $100,000, Appalachian Regional Commission funds, and federal revenues. The facility is leased to an individual who does flight training, and this helps raise operating revenue.

MAGNITUDE OF BENEFITS:
Benefits include area service and supporting revenue from leasing.

TRANSFERABILITY:
A county bond referendum may be considered by other localities as well; so can leasing the facilities for specialty services.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Regional federal funds may not be available to many localities.

CONTACT:
Wayne Hooper
Chairman of the Board
Jackson County Airport
8 Ridgeway Street
Sylva, NC 28779
(704) 586-4055
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: Multi-County and Multi-Community Airport

KEY WORDS:
Airports, North Carolina, Multi-County, Multi-Community.

DESCRIPTION:
The Rocky Mount-Wilson Regional Airport (North Carolina) has seven sponsors. Wilson and Rocky Mount account for two-sevenths each while the two counties contribute one-seventh each. The rest of budget comes from operations which are handled by a fixed based operator. The yearly budget is approximately $700,000.

MAGNITUDE OF Benefits:
This arrangement draws separate resources from two towns and two counties to serve complimentary needs.

TRANSFERABILITY:
This funding approach should be transferable to other aggregates of municipal and county governments.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Establishing and maintaining agreements with all significant governmental units in the area could be problematic.

CONTACT:
Hans R. Hess, Manager
Rocky Mount-Wilson Regional Airport
Route 2, 250 Airport Drive
Elm City, NC 27822
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: Tri-County Airport

KEY WORDS:
North Carolina, Airports, Multi-county, Local Land Purchase.

DESCRIPTION:
These three counties—Hertford, Bertie, and North Hampton—have nine members on the airport authority. The facility originated circa 1965 when land was purchased with local funds. It has 15 planes tied down. There are 7,000 take-offs or landings per year and approximately 3,000 of these are for transits of over 25 miles.

MAGNITUDE OF BENEFITS:
Three counties are served that could not have easily created and maintained three separate facilities. The initial land purchase by local resources was helpful.

TRANSFERABILITY:
The transferability of this multi-county arrangement is a feasible approach for many areas.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Plans and development has to proceed in a unified fashion by multiple counties.

CONTACT:
Henry Joyner
Tri-County Airport
Route 1, Box 36
Aulander, NC 27805
(919) 345-0111
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: Self-Supporting Airport

KEY WORDS:
Airports, North Carolina, Proprietary Sales, Self-Support.

DESCRIPTION:
This city-county airport near Greenville, North Carolina, began in 1938 and has 501 acres. Originally, it was started by the military. Today, it has exclusive proprietary rights on fuel sales which draws $200,000 to $250,000 per year. This makes this airport's operation self-supporting.

MAGNITUDE OF BENEFITS:
Self-support is a major benefit of this operation for the city and county.

TRANSFERABILITY:
Once start-up costs are met, proprietary rights on fuel sales of other sources for revenue may be sought.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Fuel sales or other fees may not be sufficient to meet all ongoing expenses.

CONTACT:
Jim Turcotte, Manager
Pitt-Greenville Airport
P. O. Box 671
Greenville, NC 27834
(919) 758-4707
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: Sharing an Airport with a Military Base.

KEY WORDS: Airports, North Carolina, Leasing, Military Base.

DESCRIPTION:
This airport in Elizabeth city, North Carolina, was initially built in the 1920s by the city and is now located on Coast Guard property through a long-term lease. There is access to the Coast Guard tower, runways, and other facilities. There are 25 tie-downs. Several commercial firms use this airport and there is much private use during hunting season for planes from the Northeast. Medical planes from the University of North Carolina Memorial hospital fly in every day.

MAGNITUDE OF BENEFITS:
Both start-up costs and operational needs are less when a locality can link with a military or governmental facility.

TRANSFERABILITY:
Communities located near federal or other public facilities may wish to consider such a lease and sharing arrangement.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
This type of accommodation with a military airport would not be available to many communities and, if available, may not be negotiable.

CONTACT:
Doug Pritchard, Chairman
Elizabeth City/Pasquotank Airport
P. O. Box 1798
Elizabeth City, NC 27906
(919) 335-4314
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Air Transportation

TITLE: State Aid for Expanding a Local Airport

KEY WORDS:
North Carolina, Airports, State Assistance, Air Traffic Congestion

DESCRIPTION:
Siler City Municipal Airport (North Carolina) was originally a turf strip built in the early 1960s. Currently, the airport has a 5,000 foot paved runway and an apron area for tie downs. The state had a strong interest that Siler City pave this airport in order to alleviate congestion at the larger Raleigh-Durham International Airport. This $1.7 million project for expansion was recently completed. Of the funding, 10 percent came from the Siler City, 10 percent from Chatham County, and 80 percent from the State for converting the turf strips to a paved strip.

MAGNITUDE OF BENEFITS:
The expansion helps to serve the local area as well as the needs of the state and region.

TRANSFERABILITY:
This strategy may be useful for localities on the periphery of a larger urban air-service area.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Although this type of airport helps relieve congestion at a nearby metropolitan airport, it may increase competition among smaller airports in the area.

CONTACT:
Ben Shivar, Town Manager
Siler City Municipal Airport
P. O. Box 769
Siler City, NC 27344
BUSINESS INCUBATORS
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Business Incubators

TITLE: Alabama Incubator Center

KEY WORDS:
Small Business Incubators, Alabama Incubator Center, Auburn, Atmore, Decatur, Alabama, HUD, Community Development Block Grants (CDBG), Rural Development.

DESCRIPTION:
Three small business incubators were recently established in Auburn, Atmore, and Decatur, Alabama, as a result of a program sponsored by HUD and the state of Alabama. HUD sponsored a rural development study conducted by the Alabama Incubator Center (AIC) that concentrated on developing business incubators in smaller cities. The characteristics of cities and sites where incubators may be most successful were determined.

In addition to the AIC study, the state of Alabama made $1 million in Community Development Block Grant (CDBG) funds available for the development of incubator facilities. Funding provides for the construction or renovation of an incubator facility, in addition to $50,000 in technical assistance from Auburn University's Alabama Incubator Center. Although the facility and technical assistance is provided by the state, the city is responsible for funding annual operation costs. Cities usually set up an incubator board to handle direct operations of the incubator facility.

The Auburn site has a new 12,000 square foot building that consists of manufacturing, office, and administration space. The Atmore incubator is housed in a renovated National Guard armory and has 12,000 square feet. The Decatur incubator is in the process of remodeling an old building at this time. Currently, none of the incubators have any tenants.

MAGNITUDE OF BENEFITS:
State funding is provided for construction or renovation of the incubator facility, therefore communities can devote more funding toward operation costs. Technical assistance is provided by Auburn University.

TRANSFERABILITY:
HUD funds may offer similar programs in other states. CDBG funds may also be available in other states.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Support is limited to construction of facilities and $50,000 of free technical assistance. Cities are responsible for providing funds to cover operating costs. Scope of this project is only one year. Obligation to prospective tenants is 3 to 5 years.

CONTACT:
Clint LeNoir, Director
Alabama Incubator Center
111 Drake Center
Auburn University
Auburn, AL 36849-5350
(205) 844-4659
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Business Incubators

TITLE: Galesburg Business and Technology Center

KEY WORDS:
Small Business Incubators, Galesburg Business and Technology Center, Galesburg, Illinois, Non-Profit, Western Illinois Project, Build Illinois Program, Community Development Assistance Program (CDAP), Matching Funds, promotion.

DESCRIPTION:
The Galesburg (Illinois) Business and Technology Center is a non-profit incubator that was established in 1985 as part of the "Western Illinois Project", which was aimed at establishing business incubators in smaller, rural communities. This project was part of a larger, more comprehensive legislative program designed to promote Illinois' economic development. Among the provisions of the "Build Illinois" program was a $1,000,000 appropriation to establish new incubators in the state. The initial planning of the Galesburg incubator was done by local businessmen, who realized the potential advantages of an incubator. The businessmen developed a proposal which was presented to the Galesburg City Council. The city approved the proposal and passed an appropriations measure that allowed the city to raise funds for the project.

The city was able to collect $100,000 in donations from private businesses and local citizens. This money was used as matching funds for an additional $400,000 in Community Development Assistance Program (CDAP) funds.

The $500,000 in local and matching funds was used to renovate a vacant manufacturing building. This building was occupied immediately by a small local business, which has since grown to occupy the entire building. The business is currently arranging to purchase the building from the Galesburg Business and Technology Center.

The Galesburg incubator now consists of four units which include the renovated manufacturing plant, and three additional units within a separate incubator complex which are part of a renewal project of a former state mental health facility. These facilities provide a total of 40,000 square feet of space.

As stated earlier, the renovated manufacturing plant is in the process of being sold. Of the remaining buildings, one is completely full with eleven tenants, and the other two are being renovated. The money from the sale of the manufacturing plant will be used to help cover the costs of the renovations on the two new units.

MAGNITUDE OF BENEFITS:
The incubator was able to generate $500,000 in funding through this program. The incubator was also able to benefit by selling their initial facility and contributing the proceeds to the renovation of new facilities.

TRANSFERABILITY:
Because this program requires significant state matching funds, it may not be feasible in many states that do not have matching grant programs.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The first two years of operations were slow due to poor economic conditions as a result of plant closings in the community and also to the community's misconception about the incubator and its purpose. A promotional campaign consisting mainly of newspaper articles and presentations to local service organizations, generated public interest and support for the incubator.
This program also required significant state matching funds, which may not be available in many states.

CONTACT:
Pamela Aird, Manager
Galesburg Business and Technology Center
2101 Windish Drive
Galesburg, IL 61401
(309) 344-2233
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Business Incubators

TITLE: Victoria Incubator Foundation, Inc.

KEY WORDS: Small Business Incubators; Victoria Incubator Foundation, Inc., Victoria, Texas, Nonprofit, University of Houston-Victoria.

DESCRIPTION:
The Victoria Incubator Foundation, Inc., is a nonprofit incubator established in July 1987 when the city of Victoria, Texas, designated available space in a city-owned building to the business incubator. The building, which once housed a Sears department store, has approximately 43,000 square feet of space. The Victoria Chamber of Commerce, the University of Houston-Victoria Small Business Development Center, the Victoria Economic Development Corporation, and the Victoria Water Department are housed in the building and occupy approximately one-third of the available space. The remaining space has been designated to house a small business incubator.

Funding for the start-up of the incubator was provided by the city of Victoria. The city and the university also provided funds for operating expenses. The university provides management and technical assistance to the incubator in exchange for office space to house its Small Business Development Center.

The incubator, which recruited its first tenant in December 1987, currently houses five tenants.

MAGNITUDE OF BENEFITS:
The city of Victoria was able to utilize excess building space in a newly-acquired building to implement an economic development program for the community. The incubator receives building space and financial assistance from the city in addition to financial and technical assistance from the university. Some financial assistance comes from the business community.

TRANSFERABILITY:
A similar approach may be implemented by cities interested in utilizing excess space in city owned buildings or in supporting a public-private partnership whose purpose is economic development in the community.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Because the incubator is housed in the same building with offices, tenants' activities are limited to light manufacturing or office services.

CONTACT:
Melvin Lack, President
Victoria Incubator Foundation, Inc.
or
R. T. Lawson, Director
University of Houston-Victoria Small Business Development Center
700 Main Center, Suite 102
Victoria, TX 77901
(512) 575-8944
EMERGENCY MEDICAL SERVICES
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Emergency Medical Service Funding - A Unique Method Utilizing Community Sales Tax

KEY WORDS:
Oklahoma, Emergency Medical Services, Funding, Local.

DESCRIPTION:
Faced with rising costs, community leaders in Ada, Oklahoma, were concerned about providing emergency medical services (EMS) within their limited budget. They first approached the people and asked them to vote on creating an EMS district supported by ad valorem taxes (Oklahoma law provides for districts to be created and collect up to 3 mills property tax). The people voted the issue down. The community leaders reconsidered the problem and a new idea surfaced. They asked the voters to support a one cent sales tax for a limited period of time (about 2 years) with the proceeds to be deposited in an interest bearing account. The interest alone would be sufficient to support an EMS system. The voters overwhelmingly supported the idea. The Ada EMS has been operating for many years on the interest earned.

MAGNITUDE OF BENEFITS:
Residents were taxed only for a short period of time and now they have quality EMS services provided from the interest of the sales tax collections. The EMS system will not have to go back to the residents for additional funding.

TRANSFERABILITY
This strategy will be transferable to states where local laws allow the collection of a sales tax to be deposited and the interest to be used for specific purposes.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The disadvantage is that in the future, costs for the desired level of EMS may change, and the interest earned may not be sufficient to fund the EMS system.

CONTACT:
David Stark
Valley View Hospital EMS
430 N. Monte Vista
Ada, OK 74820
(405) 332-9326
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Emergency Medical Services—Providing Quick Help to Remote Areas

KEY WORDS:
Idaho, Emergency Medical Service, Quick Response, Local.

DESCRIPTION:
Many rural areas of Idaho cannot afford to maintain and operate an ambulance, but they still have medical emergencies. In the early 1970's a concept of Quick Response Units (QRU) was developed. A group of local volunteers are trained in emergency medical procedures with the goal of treating the patient until the ambulance arrives from a nearby EMS unit. The State EMS Bureau has developed a set of by-laws for the locally organized and operated QRU's to insure their success. Before they are authorized to operate, the organization must acquire a specified set of equipment and the volunteers must meet specified training requirements. The QRU personnel must also participate in additional training to be recertified.

MAGNITUDE OF BENEFITS:
Persons in rural areas have access to EMS at low cost.

TRANSFERABILITY:
This strategy may be adopted in any area that wishes to improve EMS in rural areas.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
This particular organization may not be appropriate for other states EMS rules and regulations.

CONTACT:
Paul Anderson, Chief
Idaho EMS System
450 W. State Street
Boise, ID 83720
(208) 334-5994
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Emergency Medical Services - Providing Quick Help to Remote Areas

KEY WORDS:
Oklahoma, Emergency Medical Services Quick Response, Local.

DESCRIPTION:
Rural decisionmakers in Ellis County, Oklahoma, were concerned about medical assistance for emergencies in rural parts of the county. Shattuck and Arnett have excellent emergency medical service systems which can respond quickly to emergency calls in the vicinity. They respond to all county calls, but because of the long distance to rural parts of the county it often takes 15 to 30 minutes to get to the scene of the emergency. One viable solution appeared to be to organize a system of first responders which would work through the EMS offices at Shattuck and Arnett. If this was to work, volunteers at each location would need to be dispatched by the Sheriff via two-way portable radios. In addition, the volunteers would have to be trained and supplied with first responder medical kits. A special grant was obtained to help pay for training, radios, and first responder kits. After six months of operation, first responders reduced response time to rural calls by seven to ten minutes.

MAGNITUDE OF BENEFITS:
The reduction in response time can mean the difference between life or death. This system greatly increased the quality of EMS services in Ellis County with very little cost.

TRANSFERABILITY:
This strategy is transferable to any rural area in the U.S. where there are people interested in providing emergency help. The concept is compatible with volunteer fire departments.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
None

CONTACT:
Dhanu Patel
Ellis County EMS
P.O. Box 591
Shattuck, OK 73858
(405) 938-5267
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Establishing a Monthly Assessment on Residences to Support EMS Services

KEY WORDS:
California, Emergency Medical Services, Funding, State.

DESCRIPTION:
The residents of Alameda County California did not all have access to Paramedic EMS and was the only populous county in the state without Paramedic EMS for all its citizens. California state law allows counties to establish County Service Areas (CSAs) for the purpose of funding and operating public services, and to establish a benefit assessment on every residence in the CSA. In 1982, the county supervisors called for a vote to establish a County Emergency Medical Service District encompassing the CSA for the purpose of providing paramedic service to all citizens in the county. The vote was favorable with an assessment not to exceed $10 per residence (one community in the county voted not to be included). As a result of the favorable vote, the district was organized and paramedic services is now available to all citizens in the county.

MAGNITUDE OF BENEFITS:
Paramedic service was provided to all residents and a permanent funding base was established to support EMS.

TRANSFERABILITY:
State law allowing the establishment of benefit assessment areas must be in place.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Requires special legislation for this strategy to be adopted in other states.

CONTACT:
Ben Matthews
Alameda County Health Agency
55 Santa Clara Avenue
Suite 200
Oakland, CA, 94610
(405) 674-6828
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Mobile EMT Training for Skill Maintenance, Continuing Education, and Recertification

KEY WORDS:
Washington, Emergency Medical Service, EMT Training

DESCRIPTION:
Volunteer EMTs in rural areas of Washington State had a high drop out rate after a year or two of service. Concerned EMS officials in the state EMS office conducted a survey of EMTs to determine the reason for the drop out rate. They concluded that the main reason was the distance EMTs had to travel to receive the necessary training to maintain their skills and to gain recertification. To counter that problem, a full time EMT instructor was hired to take the training to the EMTs making it convenient for them to obtain the necessary education. As a result of the mobile training program, the drop out rate of EMTs has been substantially reduced.

MAGNITUDE OF BENEFITS:
The cost of providing EMS in rural areas has been reduced due to having to train fewer new EMTs. Better trained EMTs are available to rural residents.

TRANSFERABILITY:
This strategy could be used anywhere the funds are available to establish a mobile training program.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
It is limited by the availability of funds to operate such a program.

CONTACT:
Jack Cvitanovic
EMS Development
1112 S. Quince (ET-30)
Olympia, WA 98504
(206) 753-2095
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Rural EMS Teleconference Training

KEY WORDS: Idaho, Emergency Medical Service, Training.

DESCRIPTION: Idaho Statewide Communications Center was developed as an EMS communication system to improve EMS throughout the state. All of the hospitals, EMS systems and Quick Response Units in the state participate in the operation of the communication system. It not only improves EMS for all Idaho citizens, it serves as a tool for continuing education for EMS personnel all over the state. With the aid of the communication system, locations throughout the state are connected using a telephone conference technique. A coordinator is located at each training site to operate the system and show slides if they are a part of the lecture. The person giving the lecture can answer questions from any of the sites. Persons at all sites can hear the questions and the answers.

MAGNITUDE OF BENEFITS: Persons in rural areas have access to EMS at low cost.

TRANSFERABILITY: This strategy may be adopted in any area that has a communication system that would allow it.

POTENTIAL DISADVANTAGES OR LIMITATIONS: This training technique requires a special communication system.

CONTACT: Paul Anderson, Chief Idaho EMS System 450 W. State Street Boise, ID 83720 (208) 334-5994
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Seed Money to Establish Regional EMS System

KEYWORDS:
California, Emergency Medical Service, Funding, Federal.

DESCRIPTION:
In 1981, seven counties in central California formed a regional organization to coordinate EMS. The State of California received federal funds which they can allocate to form and operate regional systems. The state chose to follow the federal model allowing seven years to develop and fund regional EMS systems. The Alpine Mother Lode, San Joaquin EMS Agency was one of the regional organizations formed. It recently completed its seven year “seed money period” and is continuing its operations with state and county funding. Prior to the formation of the Alpine Mother Lode, San Joaquin EMS Agency, EMS operations in the area ranged from very good, to disorganized, to non-existent. Main EMS problems in the area were: inadequate communications, inconsistent or non-existent EMT training, disparity in EMT certification, policies and procedures that were not uniform, and in most of the area, only basic level EMS was available. During the seven year “seed money period,” the regional agency has been able to correct or reduce the main problems listed above. Communications were the first thing to be improved, followed by a much improved EMT training program. A regional EMT certification system is now in place and most of the EMS systems in the area now supply paramedic services to their citizens.

TRANSFERABILITY:
This strategy should be possible for other states with access to similar federal funds.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Sometimes agencies can get “hooked” on federal funds. Federal funds can be an unstable source of support.

CONTACT:
Barbara Green
Alpine Mother Lode
San Joaquin EMS Agency
1101 Standiford
Suite D 1
Modesto, CA 95350
(209) 529-5085

MAGNITUDE OF BENEFITS:
Residents in the EMS region are receiving consistent and improved EMS.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Special Districts With Ad Valorem Taxes to Operate and Maintain EMS

KEY WORDS:
Kentucky, Emergency Medical Services, Funding, Special Districts.

DESCRIPTION:
The Barren-Metcalfe County Ambulance Service in Kentucky was formed in 1975. Revenue is from charges for services and subsidies from the two counties and the participating cities within the two counties. Metcalfe is the smaller of the two counties and has a much smaller tax base. As the costs of EMS increased, the EMS subsidy for Metcalfe County became more than their revenue would support. Legislation in Kentucky allows the formation of special districts for the purpose of imposing ad valorem taxes to support EMS. Such a district was organized in Metcalfe County in 1979. It was reported by the EMS administrator that without the ad valorem tax revenue, Metcalfe County would not be able to meet its subsidy requirements.

MAGNITUDE OF BENEFITS:
Ad valorem taxes provide a steady funding source for EMS. In this case, EMS may not be available without the ad valorem support.

TRANSFERABILITY:
This strategy will transfer to any state that allows such special districts.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Only available in states with special district legislation. Ad valorem taxes may not keep up with the increasing cost of EMS.

CONTACT:
Mike Swift
Barren-Metcalfe County Ambulance Service
703 E. Main Street
Glasgow, KY, 42141
(502) 651-8664
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: State Funding for EMS Demonstration Projects

KEY WORDS:
Minnesota, Emergency Medical Service, Training, Local.

DESCRIPTION:
Each year the Minnesota Department of Health awards funds to support special demonstration projects with potential statewide significance to EMS. Carver County Community Health Services applied for and received funds to develop a management model to improve the performance of EMS in Minnesota. The management model is geared for rural EMS systems. The model deals with three issues: quality assurance, data collection, and medical involvement. Quality assurance involves writing policies and procedures, goal setting, and evaluation. The evaluation process includes reviewing run reports and measuring them against policy and procedures and goals. Data collection is vital to an effective quality assurance program. Run sheets and a computer data base system for evaluation of the data were developed. The final issue dealt with in the demonstration project was medical involvement. Doctors were enlisted to develop uniform procedures and protocols, and paramedics act as liaisons between medical directors and first responders to facilitate communication and organization. A provider manual and a video tape were developed as a part of the project.

MAGNITUDE OF BENEFITS:
Provides a guide for improving EMS in rural areas.

TRANSFERABILITY:
The material is available from the contact listed below.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
May have to adapt the material as presented to meet local rules and regulations.

CONTACT:
Georgianne Lowney, Director
Carver County Community Health Services
609 West First Street
Waconia, MN 55397
(612) 442-4493
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: State Funding for Individual EMS Organizations

KEY WORDS:
New Mexico, Emergency Medical Service, Funding, State.

DESCRIPTION:
Placitas Fire Brigade in New Mexico provides volunteer EMS. As with many volunteer EMS systems, operating funds are sometimes hard to come by and funds for EMT training are sometimes even harder to obtain. About fifty percent of the EMS systems in New Mexico are, just as the Placitas Fire Brigade, operated by volunteers. Recent legislation in New Mexico has provided funds to be allocated annually on a formula basis to all EMS services for the purpose of "establishment, operation, maintenance, training, and licensing of local emergency medical services." In the past, only hard goods could be purchased with the requested state funds. With the new legislation, officials of the Placitas Fire Brigade requested and received funds to pay for the tuition and books for one of their EMTs to upgrade his/her skills to paramedic level. The plans of the Placitas Fire Brigade officials are to train a paramedic a year to improve EMS for their citizens.

MAGNITUDE OF BENEFITS:
Provides funds for rural volunteers EMS systems to upgrade their EMT ratings and thus save additional lives.

TRANSFERABILITY:
Will require legislation to provide state funds to individual EMS systems in those states that do not now have the provision in their law.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Will require new legislation in some states to implement this strategy.

CONTACT:
Winnie Maggiore
Placitas Fire Brigade
Star Rt. Box 393a
Placitas, NM 87043
(505) 827-2509

Karen Drager
Primary Care and EMS Bureau
Health Services Division
Health and Environmental Department
Santa Fe, NM 87503
(505) 827-2509
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: State Grants to Assist EMS Organizations to Improve and Expand

KEY WORDS:
Florida, Emergency Medical Services, Funding, State

DESCRIPTION:
Walton County, Florida, is a large rural county with a population of about 27,000. The Walton County EMS suffered from a lack of funds much like many other EMS systems. In 1985, the Florida legislature passed a bill to provide grants to EMS systems in Florida to be financed out of traffic violation fines and related court costs. Two types of grants are available—direct county grants and matching grants. The Walton County EMS applied for, and has received, three county grants and two matching grants. The money has been used to upgrade and replace communication equipment, replace ambulances, replace medical equipment, and buy medical equipment necessary to progress from providing Basic Life Support to providing Advanced Life Support. Educational supplies and equipment were also purchased for professional training and for CPR training for the public. Walton County EMS will soon be providing ALS to its citizens.

MAGNITUDE OF BENEFITS:
EMS service was upgraded to ALS and BLS. CPR training is available to most of the citizens of the county. Additional lives will be saved with ALS and CPR training.

TRANSFERABILITY:
State legislation allowing for grants is required for this strategy.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
None

CONTACTS:
Ronnie Bell
Walton County EMS
Walton County Courthouse Annex
Box 5320
De Funiak, FL, 32433
(904) 892-4385

Larry Schneider
HRS-Office of EMS
1317 Winewood Blvd.
Tallahassee FL 32399-0700
(904) 487-1911
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: State Grants to Assist EMS Organizations to Improve and Expand

KEY WORDS:
Kentucky, Emergency Medical Service, Funding, State.

DESCRIPTION:
LaRue County EMS in Kentucky serves about 12,000 residents. As with other EMS systems, the cost of new ambulances places a strain on their budget. Recent legislation in Kentucky allows the state to make matching grants to EMS systems. LaRue County had two ambulances that needed to be replaced. They applied to the state for a matching grant to help with the purchase of one new ambulance. The grant enabled the county to replace both ambulances plus purchase new pagers and additional medical equipment for the ambulances.

MAGNITUDE OF BENEFITS:
Enabled the upgrading of ambulances and equipment to improve EMS to the residents of the county.

TRANSFERABILITY:
State legislation allowing for grants is required for this strategy.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
None

CONTACT:
Becky Galslin
LaRue County EMS
Hodgenville, KY 42748
(502) 358-4071
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Television and Computer Training for EMTs

KEY WORDS:
Indiana, Emergency Medical Service, EMT Training.

DESCRIPTION:
Training is a continuing problem for EMTs in rural areas. The Indiana School of Medicine has its own television network and allocates some air time to the state EMS agency. That agency has developed several series of programs dealing with trauma, pediatrics, geriatrics, etc., especially designed for EMTs. The EMTs can tune in at the appropriate time and receive the information. In addition, the programs have been taped and copies of the tapes have been distributed to local learning resource centers around the state. These tapes are available, on loan, on request. A computer based training series, similar in topic to the series on television, has also been developed and made available, on loan, from the local learning resource centers. The computer series will work on any IBM compatible micro computer.

MAGNITUDE OF BENEFITS:
Provides training to a large number of EMTs at low cost.

TRANSFERABILITY:
The Indiana state EMS office is willing to share the tapes and computer programs with other states.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Emergency Medical Services

TITLE: Using a County Sales Tax for Operating EMS

KEY WORDS:
Georgia, Emergency Medical Services, Funding, Local.

DESCRIPTION:
For many years, Baker County, Georgia, enjoyed volunteer EMS. As the cost of EMS increased, lack of funds caused the volunteer system to discontinue service. In the spring of 1997, concerned citizens of Baker County met with their board of county commissioners to see what could be done to reinstate EMS services. It was agreed that a county-wide one percent sales tax would fund a Basic Life Support EMS system for the county. The sales tax was voted in, and EMS services were reinstated in Baker County on January 1, 1999.

MAGNITUDE OF BENEFITS:
EMS was brought back for the citizens of Baker County. Sales taxes provide a relatively stable source of income.

TRANSFERABILITY:
This strategy is transferable to states that allow sales taxes to be earmarked for EMS.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Sales taxes only change with changes in sales. If EMS costs increase faster than sales, another source of funds must be pursued to continue EMS services.

CONTACT:
Floyd Harris, Director
Baker County EMS
P.O. Box 683
Newton, GA 31770
(912) 734-5444
FIRE AND RESCUE
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Audiovisual Library and Training Through Fire Insurance Premium Taxes

KEY WORDS:

DESCRIPTION:
Training in fire protection services and appropriate audiovisual materials for such training are expensive to obtain. The state of Maine passed legislation to fund the training operation and a centralized audiovisual library via dedicated revenues (two percent) from the Fire Insurance Premium Taxes in the state. These monies were the initial backbone of the fire training programs in Maine.

Audiovisual materials are collected in a centralized library to be used by state instructors and fire departments. The audiovisual materials are purchased by various agencies and donated to the library. Local Fire Tax Schools use the materials in their training programs. Profit from these training programs is used to purchase or create more audiovisual materials for the library.

MAGNITUDE OF BENEFITS:
Individual fire departments benefit from a collection of audiovisual materials that is larger than what they could afford and what they could keep current. Costs of training are less for individual fire departments through such dedicated revenues.

TRANSFERABILITY:
This strategy is transferable with appropriate state legislation.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Cost of training and audiovisual materials may exceed the dedicated amount of revenue.

CONTACT:
Joe Thomas
Maine Fire Training and Education
SMVTI
3 Fort Road
S. Portland, MA 04106
(207) 799-7303
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Central Fire Library

KEY WORDS:
Montana, Fire, Fire Library.

DESCRIPTION:
Rural fire departments cannot afford to purchase expensive audiovisual training aids. Fourteen years ago, the Montana Fire Service Training School created a central library for use by local fire departments. In the beginning, the library only contained 50 items. Since then, more than 300 video tapes, 300 slide programs, 200 films, and 2,000 books have been collected. When the library was first created, funding came from budget leftovers at the end of the fiscal year. However, it is difficult to maintain such a library with state of the art materials on leftover funds. For the last five years, the library has obtained matching grants from the U.S. Forest Service, Title IV, Rural Fire Protection Fund. And three years ago, subscription fees were initiated. Fire departments are charged $35 as an annual membership fee, plus $1 per firefighter if the department consists of more than 28 firefighters. This year, $10,000 was generated from subscription fees alone. A computer has been purchased, in lieu of a card catalog system; a computer program provides lists of items loaned to each department, items that have been requested, or are late being returned, etc.

MAGNITUDE OF BENEFITS
A central library can obtain state of the art materials for use by local fire departments. Money is saved by subscribing to the library rather than purchasing training materials for each fire department.

TRANSFERABILITY:
This strategy is transferable to other states.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Local instructors may be tempted to use video tapes without actual "hands-on" practice on the fire ground.

CONTACT:
Bruce Hadella
Resource Center Manager
Fire Service Training School
2100 16th Ave. S.
Great Falls, MT 59405
(406) 761-7835
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Contracts to Perform Inspections

KEY WORDS:
Montana, Fire, Inspections.

DESCRIPTION:
Montana state law requires inspections to be performed by local fire chiefs. Many fire chiefs lack the time to acquire the expertise to perform consistent, adequate inspections. If the fire chief sends firefighters to perform inspections, consistency between inspections in the same year and from year-to-year is lost and the fire department loses credibility. For the past three years, the Belgrade (Montana) Rural Fire District has contracted with an independent businessman to perform inspections. This businessman has been responsible for his own education. The Belgrade Fire Chief retained the authority to approve or disapprove the inspector's recommendation and to initiate court action, if necessary.

MAGNITUDE OF Benefits:
Inspections are performed consistently and quality records are maintained by a competent professional. A system of checks and balances is achieved: recommendations by the inspector and the final authority of the fire chief.

TRANSFERABILITY:
This strategy could be transferred to other states.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
None

CONTACT:
Tom McIsaac
Fire Chief
Belgrade Rural Fire District
205 East Main
Belgrade, MT 59714
(406) 388-4480 (office)
(406) 388-6987 (home)
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Fire Training Through State Department of Education

KEY WORDS:
Maine, Fire, Fire Training.

DESCRIPTION:
Firefighters need training which is expensive to obtain. Typically, education costs at vocational technical institutes average $100 per course. The Maine Fire Training and Education personnel approached the state legislature for help in establishing a type of apprenticeship program for firefighters. The cost of tuition for active firefighters was reduced to $20 per Fire Service course. Courses to fulfill general requirements remain at the higher rate. To obtain a degree in Fire Science, 60 credits are needed (30 credits must be in Fire Science). Currently, 463 students are enrolled in the Fire Science Associate Degree Program in Maine.

MAGNITUDE OF BENEFITS:
Reduced tuition costs encourage active firefighters to pursue an education in Fire Science.

TRANSFERABILITY:
Reduced tuition costs could be transferred to other states.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The demand for training and fire science courses has increased over the last several years, and education facilities have difficulty keeping up with the demand (in terms of instructors and their time and funding).

CONTACT:
Joe Thomas
Maine Fire Training and Education
SMVTI
3 Fort Road
S. Portland, MA 04106
(207) 799-7303
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Funding Through Pull Tab Charitable Gambling

KEY WORDS:
Minnesota, Fire, Funding, Charitable Gambling, Pull Tabs.

DESCRIPTION:
Audubon, Minnesota, is a rural community of about 400 persons in Becker County in the western part of the state (45 to 50 miles from the North Dakota Border). Several years ago, the city was providing fire protection for its residents as well as those in three townships on an annual budget of $18,000. The volunteer firefighters realized that adequate fire protection could not be provided on such a budget; there was no way to obtain adequate training, new equipment or even maintain the equipment already in use. So the firefighters formed a corporation and initiated pull tab gambling in Audubon. Pull tabs can be purchased for $0.50 to $2.00 each. Each pull tab is folded in half and glued; inside, the worth of each pull tab is indicated ($0 to $500). About 70% of the proceeds are distributed as prize winnings. The state allows only 45% of the remaining funds to cover the expenses of running the gambling operation; the rest must be charitable donations. In Audubon, the firefighter corporation contributed to scholarship funds, 4-H, Boy Scouts, and other youth organizations (e.g., language clubs, speech club, drama club, sports). Bus transportation was provided for children wishing to use the swimming pool in the neighboring town.

Charitable gambling (pull tab, paddlewheel, bingo, raffles, etc.) was legalized in Minnesota in 1985 and is heavily regulated by the State Charitable Gambling Control Board. In order to obtain a license to run a charitable gambling operation, an organization must be non-profit, chartered or incorporated, tax-exempt, and have at least 23 members and have existed for at least three years. After the license application has been approved by the state, the organization must provide a sketch of the location where the gambling will occur. The manager of the operation must be bonded and show proof of bonding. The organization buys gambling games from licensed distributors and makes monthly reports to the state as required; reports include information on the amount of money the organization should make on a game (according to the distributor) as well as the amount actually made. Licenses are obtained one year at a time. Each license holder is considered a small business and carries insurance and workman’s compensation. Currently, there are several thousand license holders across the state; 20 of these are in Becker County. The charitable donations must be capital expenses (e.g., the purchase and donation of a fire vehicle or radar unit) rather than operation costs (gasoline, insurance, etc.).

MAGNITUDE OF BENEFITS:
The major benefits are adequate finances to provide quality fire protection for the city. There is less red tape involved in using these funds to aid the fire department and other charitable organizations: the waiting period is shorter than if the government is asked for funding and there is less scrutiny. The money from the gambling operation remains in the city where the operation is located.

TRANSFERABILITY:
This strategy would be transferable wherever charitable gambling was legalized.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Benefits are not permanent: the license to run a charitable gambling operation must be renewed annually. Furthermore, the IRS and the state have increased taxes and fees over the last several years.
years as they have been the amounts of money generated by charitable gambling. This continual tax increase may force smaller organizations to discontinue their charitable gambling operations just as residents come to expect the benefits. The longer these gambling operations continue, the easier it becomes for residents to forget the circumstances prior to gambling and the comradery in which dances/ice cream socials, etc. were the means of support for the fire department.

CONTACT:
Carol Cluver
Audubon City Hall
Audubon, MN 56511
(218) 439-6582 (city hall)
(218) 439-6931 (home)
(218) 439-6933 (office)

Joe Kessler
(218) 847-0646
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Mobile Training Aids

KEY WORDS:
Maine, Fire, Mobile Training Aids.

DESCRIPTION:
Local fire departments cannot afford to purchase all the training aids needed by their firefighters. Through the Carl Perkins Federal Vocational Education Grants, the State of Maine has devised training aids on wheels which can be towed to locations close to any fire department. Currently, a mobile sprinkler and alarm training aid is in use, a smoke training aid is under construction, and a mobile burn facility is being considered. Each county or fire department is allotted so many training courses each quarter. A local fire department submits a request for specific courses and within its allotment, those courses are provided free, as mandated by the state.

MAGNITUDE OF BENEFITS:
Mobile training aids can be towed anywhere they are needed, and local fire departments benefit from the training without exceeding their budgets.

TRANSFERABILITY:
This strategy could be transferred to other states.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
None

CONTACT:
Joe Thomas
Maine Fire Training and Education
SMVTI
3 Fort Road
S. Portland, MA 04106
(207) 799-7303
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Property Taxes to Fund Operating Costs

KEYWORDS: Oklahoma, Rural Fire, Fire.

DESCRIPTION:
Citizens of Brent, Oklahoma, a small residential community in Eastern Oklahoma, were without rural fire protection. If the residents had to wait for the nearest fire department to respond, the response time was long and damage was extensive before the fire units arrived. This not only meant that their property and lives were at risk, but also that they were paying high insurance premiums. In fact, some residents were finding it difficult to obtain fire insurance. Local citizens gathered to determine their options. One option was to create a volunteer fire department supported by donations. Another option was to create a rural volunteer fire district which has the authority to collect property taxes. The citizens decided to create a district.

Oklahoma has statutory provisions for the establishment of an ad valorem tax supporting a rural fire protection district. To establish a district, a petition must be circulated and 25 percent of landholders must sign. After moving to appropriate election channels, the people vote on the issue to create a fire district. It must pass by 3/5 majority. If it passes, a board of directors is appointed and they establish a rural fire district. The district can collect up to seven mills for the operation of the district. In addition, provisions are available to finance capital items through sale of bonds. For complete details of law see Oklahoma Statute Titled Free Protection District 901.

MAGNITUDE OF BENEFITS:
The major benefits will be a reduction in response time to rural fires and this will result in reduced property loss, personal injury and even death. In addition, once these systems are set up, they often result in reduced ISO ratings and lower fire premiums. In most cases, insurance premiums decrease more than property taxes increase.

TRANSFERABILITY:
This strategy would be transferable wherever a state created permissive legislation.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
None

CONTACT:
Jack Hunt
P.O. Box 116
Sallisaw, OK 74955
(918) 775-2888

Ed Henderson
Cooperative Extension Rural Development Specialist
801 State Office
Muskogee, OK 74401
(918) 687-2466
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Special Taxing Districts

KEY WORDS:

DESCRIPTION:
Fire protection training and equipment are expensive to obtain. Fire protection districts have been used in Illinois since 1927 to combat this problem. Currently, the state has a total of 758 fire protection districts. To form such a district, a petition (which includes proposed boundaries) must be addressed to the court and pass a vote of the residents within those boundaries. In Illinois, fire protection districts are not limited by political boundaries such as city, township, or county. Once the fire district is established, there are 36 ways to operate it. For example, the district may provide fire protection for itself under the direction of a Board of Trustees. This Board has the power to levy taxes at the rate of 0.125% of the value of all taxable property within the district.

Financial difficulties are common when property tax is the major source of revenue. Taxes in Illinois fire protection districts may be raised to 0.30% or 0.40% of the value of all taxable property within the district, if approved by the voters. A special feature of the Illinois Fire Protection District Act is the provision which allows consolidation of two or more districts into a single district. Consolidation allows for larger and more cost-effective units since it eliminates duplication of personnel and equipment. Another feature of the act allows for fire districts to contract with private providers or public fire departments to provide fire protection services to the district. This is especially helpful if the fire district is too small to generate the necessary revenues.

MAGNITUDE OF BENEFITS:
Fire protection districts can levy taxes to offset their expenses. Consolidation of more than one district and contracting for fire protection services also help to alleviate financial difficulties. ISO ratings are better which decreases homeowners’ insurance costs.

TRANSFERABILITY:
This strategy is transferable to other states.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
If a district has a low assessed valuation, revenues may not cover expenses.

CONTACT:
Jennifer Burka - Administrative Secretary
Illinois Association of Fire Protection Districts
120 Lageschulte Street
Barrington, IL 60010
(312) 381-8010

Kenneth Long - Trustee, Godfrey Fire Protection District
P.O. Box 425
Godfrey, IL 62035
(618) 466-1393
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Fire Protection Services

TITLE: Training and Recruitment

KEYWORDS:
New York, Fire, Training and Recruitment.

DESCRIPTION:
Increasing demands are being made of volunteer firefighters both from within the fire department and outside (vocational and family commitments). In many cases, this creates a severe shortage of trained personnel, especially during the day when many volunteer firefighters are involved in vocational duties. In the heavily populated areas of Onondaga County, New York, firefighters respond to numerous alarm system activations which provide little opportunity to use firefighting skills. In the rural areas of the county, weeks may pass with no emergency activity. The result in both cases is decreased interest among firefighters. The Onondaga County Fire Chiefs' Association concluded that there was a direct correlation between the personnel shortage and the lack of shortages/rewards for the volunteers.

Two committees of the Fire Chiefs' Association decided perhaps more incentives and a challenging training/educational experience without extensive travel would help to alleviate the problem. Members of the academic community and legislature from Onondaga County traveled to Prince George's County, Maryland, to visit a fire department of national renown and to see how the academic community there was involved. Onondaga Community College already had an accredited, two-year, Fire Protection Technology degree program. To aid in recruitment for the program, the Fire Chiefs' Association established a Fire Protection Technology Scholarship Fund for active firefighters. Furthermore, the Fire Chiefs' Association and the county legislature worked to initiate Firefighter Level I training as specified by NFPA 1001: a total of 125 hours of instruction, demonstration of proficiency in skills and knowledge, medical evaluation, and physical fitness performance testing. Thirteen firefighters graduated from the first class. Future plans include the continuation of Level I training and the initiation of courses for certification at Levels II and III.

MAGNITUDE OF BENEFITS:
Better educational incentives and improved training programs for firefighters will create personnel knowledgeable enough to become leaders of modern fire suppression forces, and alleviate the current personnel shortage.

TRANSFERABILITY:
This strategy is transferable to other states.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
None

CONTACT:
Michael Waters
Onondaga County Fire Control
4694 Central Ave.
Syracuse, NY 13215
(315) 425-3162
INDUSTRIAL SITES AND PARKS
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Industrial Sites and Parks

TITLE: Joint Venture I - Montgomery County, Virginia

KEY WORDS: Virginia, Joint Venture, Shell Building Financing

DESCRIPTION:
In an effort to attract new industry to Montgomery County, Virginia, the public and private sectors joined together in an unique industrial shell building project. Armed with recommendations from the Virginia Department of Economic Development, the recently appointed Montgomery County Economic Development Commission developed plans for a 51,200 square foot masonry shell building. Once plans were conceptualized and agreed upon, the Montgomery County Board of Supervisors, through the Industrial Development Authority of Montgomery County, provided $362,000 interest free as basic support for the project. Community minded vendors of construction goods and services, and other entities who would be involved in the project, entered into cooperative legal agreements/contracts to make the remainder of the project possible. The owners of the privately owned Christiansburg Industrial Park in which the building was to be located, the Town of Christiansburg which installed water and sewer to the site, and the firms providing architectural and engineering services all agreed to postpone payment to them until the building was sold. The IDA used the Board provided funds, until exhausted, to pay construction costs. Companies providing construction goods and services agreed to hold their invoices for expenses beyond the IDA's available funds until the building was sold and did so without charging interest or carrying charges. The shell building was completed in 1985 and sold June 1, 1989, to Ames Textile Corporation of Lowell, MA, for the relocation of their yarn warping operation. All parties to the project were paid in full, including the industrial broker who had been engaged in late 1988.

MAGNITUDE OF BENEFITS:
The joint venture program in Montgomery County has resulted in making funds available not only for one shell building in this community, but two. It allowed for interest free funding to the public sector over a relatively long period of time. This enabled the shell building planners to contribute seed money for a second shell building soon to be constructed in Blacksburg, Virginia.

TRANSFERABILITY:
This program is transferable to any community that has the initial funding from the jurisdiction and who has a pool of contractors willing to front resources in exchange for being an integral part of increasing the economic base of their community.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The disadvantages for a joint venture, such as the shell building project in Montgomery County, are few. However, one such drawback did occur. With so many people having a financial interest in the outcome of the project, it was sometimes difficult to derive a consensus of all those involved. Decision making became an arduous task. In hindsight, it may have been more efficient to appoint an Executive Committee from the group of participants to allow for more expedient resolutions of questions or problems.

CONTACT:
Donald J. Moore, Director
Montgomery County Department of Economic Development
P. O. Box 806
Christiansburg, VA 24073
(703) 382-5732
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Industrial Sites and Parks

TITLE: Joint Venture II - Montgomery County, Virginia

KEY WORDS: Virginia, Joint Venture, Shell Building Financing

DESCRIPTION:
In a continuing effort to attract new quality industry to Montgomery County, Virginia, the public and private sectors have once again joined together in another unique industrial shell building project. The Montgomery Regional Economic Development Commission in conjunction with the Industrial Development Authority of Montgomery County is developing plans for a 75,000 square foot masonry shell building to be constructed during 1989 in the Blacksburg Industrial Park in Blacksburg, Virginia. Once plans are finalized, the Montgomery County Board of Supervisors, through the Industrial Development Authority, will provide $362,000 interest free as basic support for the project. Additional funding for the new shell building will be provided by the MBC Development Corporation, a community development corporation comprised of representatives from the community and area banks for the purpose of providing Community Reinvestment Act funds and other seed money for economic development projects. Each bank will provide, through the MBC, a proportional amount of financial support to the project either through capital funds or equity funds at reduced interest rates to the IDA. If additional funding is needed, each individual bank has agreed to extend a reduced interest rate loan to the IDA to cover remaining costs. The project will adhere to County Procurement Policies which includes the standard proposal and/or bid process for architectural and engineering services, industrial real estate broker services, and construction contractors. Those willing to defer all or part of the costs of their projects or services until the building is sold include the Town of Blacksburg (owner of site) and Mills, Oliver & Webb (A&E firm). The County Administrator, Betty S. Thomas, has given permission for Randall S. Bowling, County Engineer, to serve as Project Director at no additional charge to the IDA.

MAGNITUDE OF BENEFITS:
The Montgomery County Board of Supervisors, in providing $362,000 to the Industrial Development Authority of Montgomery County in 1985, began a process that would have far reaching benefits for the citizens of Montgomery County. It created an opportunity for concerned citizens to work together through professional economic development organizations to provide a vehicle to bring new industry to Montgomery County as well as fulfill a requirement for Virginia Community Certification status. With the initial dedication of money to the shell building program, a shell building was built and sold, and the money from the sale of the first building is being channeled into the construction of a large shell building that will attract new industry to the county.

TRANSFERABILITY:
This program is transferable to any community or government that has the initial funding from the jurisdiction, and who has a pool of private financial interests willing to front resources in exchange for being an integral part of increasing the economic base of their community.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The apparent disadvantages for a joint venture, such as the shell building projects in Montgomery County, are few. However, one such drawback that can occur is the difficulty of deriving a consensus agreement on issues with a large number of people having an involvement and interest in the project. While having the expertise and experience of a broad range of individuals is a
definite advantage, decision making can become an arduous task. Using the experience from the first shell building project, the solution for the second project has been to appoint an Executive Committee from the group of participants with the County Engineer as Project Director to allow for more expedient resolutions of questions and problems.

CONTACT:
Donald J. Moore, Director
Montgomery County Department of Economic Development
P. O. Box 806
Christiansburg, VA 24073
(703) 382-5732
(703) 382-6932 (telecopier)
PARKS AND RECREATION
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Parks and Recreation

TITLE: Acquisition of Environmentally Sensitive Lands in Conjunction with Forfeiture Procedures Under Florida’s Racketeering Statute

KEY WORDS:

DESCRIPTION:
The State of Florida has a relatively new method of acquiring environmentally sensitive land. Florida statutes authorize forfeiture, to the state, of any real property which has been used in connection with racketeering, or which was purchased with racketeering proceeds. Generally, forfeited real property must be sold. However, under certain circumstances, environmentally sensitive lands may be retained in state ownership. Environmentally sensitive lands include floodplains, marshes, estuaries, lakes, rivers, wilderness areas, wildlife habitat, or other environmentally sensitive natural areas or ecosystems. The statute also allows the state to retain property necessary for the preservation of significant archaeological or historical sites. If forfeited property is encumbered in any way, these encumbrances are paid out of state trust funds designed for this purpose. Reimbursements may also be made to the investigative agency for its investigation expenses, costs, and attorney’s fees; and to law enforcement agencies for actual expenses incurred in conducting investigations leading to the forfeiture of such property. Under these statutes, approximately 240 acres of central Florida lake front property has been retained in state ownership. In addition, approximately 32 acres of forfeited marshlands in the Florida Keys is being retained.

MAGNITUDE OF BENEFITS:
This program has generated approximately 280 acres of undeveloped, environmentally sensitive land for Florida. This program may appeal to states interested in alternatives for acquiring environmentally sensitive lands. This program not only protects fragile lands but also provides land for wildlife and nature areas which can be used for parks and tourist attractions.

TRANSFERABILITY:
This program will be transferable to those states that are willing to pass legislation necessary to implement the program. This type of program would require substantial administrative support. It would also require financial support to cover encumbrances, legal, and administrative expenses.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
This program may be difficult to implement because it requires passage of state legislation. It also requires substantial administrative and financial support. Another limiting factor is that forfeiture cannot occur until the racketeer is convicted. Therefore, this strategy does not provide a constant, predictable source of land.

CONTACT:
Gary L. Conover
Assistant Attorney General
Tallahassee, FL 32300-1050
(904) 488-9105
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Parks and Recreation

TITLE: Royalties on the Sale of City Endorsed “Fashion Mark” Items

KEY WORDS:
Myrtle Beach, South Carolina, Royalty, City Endorsed “Fashion Mark” Items, Tourism, Beaches, Promotion, Matching Funds, Festivals, Special Events.

DESCRIPTION:
Myrtle Beach, South Carolina, has found a new source of revenue that generates royalties from the sale of clothing and merchandise which bear an exclusive "fashion mark." This fashion mark is a stylized city logo that appears on an assortment of items ranging from sunglasses and coffee cups, to tee-shirts, jackets and sweaters. The city entered into a contract with a private company which agreed to produce and sell items approved by the city. The city will receive an 8 percent royalty from sales in 1988. This royalty will increase to 10 percent in 1990. Revenue generated from this program is used for maintenance of the city’s beach, which is its main tourist attraction. While the city has no funds invested in the project, it has helped promote sales by adopting the fashion mark as the official city logo, and will soon promote the items in a “community pride” campaign. The program which had a late start in 1988, should generate approximately $20,000 for its first year of operation, and is expected to generate between $25,000 and $30,000 in 1989. This program provides a significant source of revenue for Myrtle Beach because of the city’s large tourist industry. Approximately 12 million tourists visit the city annually.

TRANSFERABILITY:
This strategy will be transferable to those communities that have a tourism industry significant enough to create a market for sales of “fashion mark” items. This strategy could also be used in conjunction with festivals and special events.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The community must have a significant tourist industry for this type of program to be feasible. Also, administrative difficulties may arise if a private firm is not contracted to handle the production and sale of the items. It is also difficult to get retailers to carry and sell items on a long term basis. The potential return on this type of program is relatively small. Therefore, this program may not be feasible if the community needs a large amount of revenue.

CONTACT:
Patrick Dowling
Public Information Director
Myrtle Beach, SC 29577
(803) 626-7645.

MAGNITUDE OF BENEFITS:
This program has generated approximately $20,000 for Myrtle Beach this year, and is expected to generate an increasing amount of revenue in coming years. Because the majority of sales are to tourists, revenue is brought in from sources outside the local community. The promotional character of this program may also have a positive effect on the city’s tourist industry. Benefits from this type of program may be enhanced if the revenues generated are used as matching funds for matching fund grants. This strategy may also be used to enhance revenues generated from festivals and special events.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Parks and Recreation

TITLE: Texas Local Parks, Recreation, and Open Space Fund
(Texas Local Parks Fund)

KEY WORDS:
Texas, Recreation, Parks, Funding, Texas Local
Parks Fund, Matching Funds.

DESCRIPTION:
The State of Texas levies a one penny tax on
-cigarettes that results in a fund on average of 14
-million dollars to underwrite acquisition and de-
velopment of outdoor recreation facilities through
qualified governmental entities i.e., Texas towns,
cities, counties, and special districts. Since its be-
-ginning in 1979, the Texas Local Parks Fund has
allocated more than 59 million dollars in state LPF
monies. These funds have been used primarily for
assistance to local governments for purchasing
park sites and such outdoor recreational de-
velopment as picnic areas, swimming pools, ten-
nis courts, fishing piers, playgrounds, hike and
bike trails, camping areas, etc. Funds have also
been used to acquire and develop state parks. The
program requires applicants to participate/match
funding in the order of 50% of the total project
cost. To match these funds, local governments
have used general fund appropriations, tax levies,
bond issues, in-kind contributions, and donations
of land, labor, and materials. The Department of
Housing and Urban Development Community De-
velopment Funds, Revenue Sharing Funds, and
Community Development Block Grants can also
be used. Since this is a reimbursement grant pro-
gram, local governments must certify they have
their local match at the time their grant request is
submitted. When the project is approved, the
local match provides the seed funds necessary
to begin work until the reimbursement process
begins. Applications can be submitted at any time,
but are grouped into sets for review and approval
by the Parks and Wildlife Commission twice each
year. Communities may submit multiple applica-
tion period, however, funds will be provided for only
one project per community per funding period.
Communities may also apply for and receive fund-
ing in consecutive funding periods, i.e. fund two
projects per year. In these cases, additional
funding depends on performance of ongoing or
previously funded projects.

MAGNITUDE OF BENEFITS:
Communities may apply for and receive a maxi-
-mum grant of $500,000 per project. There is no
minimum amount of funding. It is possible to ap-
ply for and receive funding two times per year.

TRANSFERABILITY:
In Texas, this program is available to qualified
governmental entities including Texas towns, ci-
ties, counties, and special districts. This program
may be transferable to states that have a suffi-
cient source of tax revenue and a sufficient source
of administration to support a program of this
nature.

POTENTIAL DISADVANTAGES OR
LIMITATIONS:
Local governments must certify they have their lo-
cal match at the time their grant request is sub-
mitted. Although there is no minimum amount that
can be received, maximum funding is limited to
$500,000 per project. Projects with costs exceeding
one million dollars may require additional
sources of funding.

CONTACT:
Tim Hogsett, Chief
Grants and Aid Branch
Texas Parks and Wildlife Department
4200 Smith School Road
Austin, TX 78744.
(512) 389-4948
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Parks and Recreation

TITLE: Utilization of Festivals and Special Events to Generate Funds to Underwrite the Development of Attractions and Local Recreation Facilities

KEY WORDS:
Palacios, Texas, Recreation, Festivals, Special Events, Matching Funds, Multiplier Effect.

DESCRIPTION:
In Palacios, Texas, city leaders have developed a strategy that sponsors festivals and special events as a means of generating matching funds for federal, state, and private matching grant programs. Over a period of years, the city has sponsored local dances and an annual Bayfest that draws tourists from around the state. By using funds from these events to gain matching grants, the city has been able to finance several projects with funds independent of local tax revenues. Examples of projects funded include a swimming pool, two bay-front parks, and a bay-front activity center.

MAGNITUDE OF BENEFITS:
This program has a two-fold benefit to the community. The first benefit is the provision of direct funds generated by the special event(s). The second benefit is created by the inflow of dollars into different sectors of the local economy (i.e. restaurants, hotels, service stations, etc.), and the multiplier effect created by these dollars. The magnitude of benefits will vary according to the ability of the special event(s) to generate funds. Benefits may also depend on the availability of matching funds (see Texas Local Parks Fund). If the special event(s) is unable to generate sufficient funds, or if matching funds are unavailable, this strategy may be impractical.

TRANSFERABILITY:
This strategy will be transferable to communities that are able to utilize an existing attraction or create an attraction or special event(s) which is capable of generating a significant amount of revenue.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
A disadvantage to this strategy is that planning, promoting, and conducting a successful special event requires a high commitment of time and resources by the community. Another disadvantage is that the time required to gain sufficient funds to complete a project may extend into a period of years.

CONTACT:
Roberta Ripke
Palacios Area Fund
Palacios, TX 77465
PUBLIC EDUCATION
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Education

TITLE: Audio Graphics

KEY WORDS:
Teleconferencing, Instruction, Remote Location.

DESCRIPTION:
Since 1985, the Delaware-Chenango Board of Cooperative Educational Services (BOCES) has used an audigraphic teleconferencing system used by such major corporations as AT&T and Honeywell to deliver instruction to students at remote locations. The system uses IBM computers with color monitors, graphics tablets and pens, Optel conferencing software, an Optel Voice-Too modern for transmission of voice and data on a single telephone line, and speakerphones. The BOCES uses a Multilink bridge that presently has phone lines to link up to six schools at a time and capacity to expand to 15 telephone lines.

Instructors and students at each site can communicate by voice, typing, writing on a graphics tablet, or sending hard copy by fax machine. Individuals at each site can point to portions of the images or write on them using the graphics tablet and pen for simultaneous viewing at all sites. The annotations can be saved on disk or erased. The graphic images can be created using the software package marketed with the system or other graphics software. The Optel software also allows capturing of screens from other software for use as part of his/her teaching materials.

During the 1988-89 school year, the system was used to deliver advanced placement calculus and English courses. Under an arrangement with a local branch of the state university system, students could take the courses for college credit by paying the tuition. In the summer of 1989, the equipment was used to pilot a drop-out prevention program targeting at-risk eighth graders. Cooperative arrangements are being developed with two colleges to use the system to deliver a master's program in special education and courses leading to coaching certification.

MAGNITUDE OF BENEFITS:
This program offers an inexpensive means of expanding instruction to small schools. Groups of three to six students at a site, with a total class size of about 18, are ideal for the system. The system is designed to be highly interactive and encourages students to be active learners.

Half of the initial cost of around $8,000 per unit is the purchase of the personal computer, which is becoming a standard educational tool even without a distance learning program. When not used for classes, the computer can be used simply as a computer. Operating costs depend on telephone charges, costs vary according to the number of long-distance calls required for a class.

Because of its high quality graphics, opportunity for hands-on activities and potential for a high level of teacher-student and student-student interaction, the equipment lends itself readily to use by right-brain learners and by visual and kinesthetic learners who are frequently overlooked in the traditional classroom.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The major disadvantage of the system is that it requires teachers to adapt traditional classroom materials to take advantage of the strengths of the equipment and humanize the technology. The remoteness of a disembodied voice and a computer screen can be overcome only by a dedicated teacher who is willing to try new techniques in order to adapt. Training of teachers in audigraphic instruction techniques is essential. Students must also be trained to use the system so the teacher can make use of teaching strategies be-
beyond lecture—the least desirable audiographic instructional strategy—and question and answer.

There are minor disadvantages as well. Rural areas with old phone lines can present audio problems, and audio quality is essential to this type of instruction. Also, if classes require toll calls, the cost of delivering a class rises considerably and could become prohibitive. Standardization of schedules, which is desirable to prevent classes from overlapping periods in a participating school, may be difficult to achieve. Teachers' unions may have concerns about job security that need to be addressed before a program is implemented. And people who have not used the system tend to think video is necessary for instruction and must be educated to the system's potential.

TRANSFERABILITY:
Audiographic instruction would seem most generally applicable where several small school districts find it in their mutual interest to expand their offerings in the most economical way possible and where teachers and students can be motivated to make it work.

CONTACT:
Linda Gorton
BOCES Instructional Support Services
2 North Mitchell Street
Norwich, NY 13815
(607) 335-6514
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Education

TITLE: Family Learning Center

KEY WORDS:
Pregnant Teens, Dropout, Graduation.

DESCRIPTION:
For 14 years, the Family Learning Center has worked to keep pregnant teens and teenage parents, including some fathers, from dropping out of school and damaging their future job prospects. Today the program serves 70-80 students per year from six rural and two suburban school districts, covering Ingham County and part of Jackson County, Michigan, all at one central location. The center is designed to maintain the teens' progress toward graduation through the socially and physically difficult times of pregnancy and young parenthood by offering study in some sixteen subjects including both traditional subjects such as math and social studies and special courses such as child care and parenting. These credits may be transferred to the student's home school or applied toward graduation at the center.

The school follows essentially a standard school day schedule. An in-house state licensed Day Care Center is an essential part of the program for young parents. Other components of the program include vocational training and job placement services, mental and health counseling, and food and clothing banks to help teens afford the time needed for school.

MAGNITUDE OF BENEFITS:
Some 90% of students involved each school year either graduate or remain in school. This alone bears testimony to the success of the program, which has succeeded in combining various services to help participants help themselves. Community support for the program has grown over the years in part due to the growing number of program alumni who have maintained interest in the center.

The program budget of $190,000-$200,000 covers transportation, instruction, counseling, administrative costs including salaries and all costs of running the day care center. This works out to about $2,500 per student per year, paid for by a variety of state education grants, social services money, standard pre-student funding, and a recent Ford Foundation grant.

TRANSFERABILITY:
This program seems generally applicable on any of various scales, from day care for students to continue classes in their regular classrooms to full-fledged centers like this equipped for social services, separate instruction, and career counseling in addition to day care. It depends on the interest of the community. Only transportation seems to limit rural applicability.

This program was recognized in 1986 by the Ford Foundation/Harvard University Innovations in State and Local Government Awards Program.

POTENTIAL DISADVANTAGES OR LIMITATIONS
As with many innovative programs in education, the coordination of the various aspects of the project requires exceptional dedication to make it effective.

CONTACT:
Jean L. Elkins, Director
Family Learning Center
400 Kimball Street
Leslie Public Schools
Leslie, MI 49251
(517) 589-9102

57
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Education

TITLE: Gold Cards

KEY WORDS:
Reward, Academic Performance, Student Motivation.

DESCRIPTION:
One of the greatest challenges to educators is to keep students motivated. In Mississippi, Forrest County School Superintendent Walter P. Cartier has hit upon an extremely cost-effective way to do just that.

In a variation on the age-old concept of giving children stars for good academic performance, the county schools reward straight-A students with special picture identification cards that qualify them for 10 to 50 percent discounts at any of nearly 30 local stores. The participating merchants offer these special prices as promotion for their business and as a way to help the community.

Despite the discounts, the emphasis of the program is on the pride and self-esteem of the student. The card is intended to make the successful student feel good about his scholastic efforts. The participating merchants are asked to encourage employees in praising young customers who show their cards and the involvement of the businesses helps raise community awareness of the program.

MAGNITUDE OF BENEFITS:
In the three years the program has been in effect, the number of straight-A students has grown from 179 to 427 out of 3,000. Some of the merchants have reported that their involvement has helped business. Parents have been motivated to help their children with schoolwork, both for what the card means to the child and for what the discounts mean to them.

To date, the program has cost the schools nothing. The former mayor has donated $1,000-$1,500 each year to cover the costs of producing the cards themselves, and many of the stores have chipped in with voluntary $25 and $50 donations. Even if these costs were borne by the school, the program would have to be deemed a success.

TRANSFERABILITY:
Given the apparent motivational success and commercial promotion possibilities offered by this concept, it would seem to be very generally applicable.

POTENTIAL DISADVANTAGES OR LIMITATIONS
No disadvantages have been reported.

CONTACT:
Walter P. Cartier, Superintendent
Forrest County Schools
400 Forrest Street
Hattiesburg, MS 39401
(601) 545-6055
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Education

TITLE: Interactive Television Project

KEY WORDS:
Interactive Television, Expanded Instruction, Specialized Course.

DESCRIPTION:
Responding to state initiatives aimed at improving education statewide, the superintendents of three rural New York school districts and the Board of Cooperative Educational Services (BOCES) began exploring cost-effective methods of delivering relatively specialized courses to their students. In the spring of 1984 they were awarded a half-million dollar legislature grant to implement an interactive television instruction program using microwave transmission. In the fall of 1985, having established a common bell schedule and developed compatible class schedules, they began broadcasting seven courses a day, including at least two originating from each of the three schools. The courses offered were advanced placement English, Latin, business law, sociology, psychology, health and shorthand.

A camera, several monitors and sound equipment at each location allow the instructor and the students at each school to see and hear one another. It is this interaction which has been key to the program by “maintaining the integrity of the classroom.”

MAGNITUDE OF BENEFITS:
The use of interactive television (ITV) technology has allowed the small, participating school to expand instruction, especially for bright students, to an extent that could hardly be justified under normal conditions. As a delivery system, ITV is nearly as effective as live teaching, especially for motivated students. The technology offers an alternative to school district consolidation, which is often unpopular in small communities where the school is the center of the community. The infrastructure might also be used for adult extension, college courses, and the like.

TRANSFERABILITY:
The applicability of interactive television instruction depends upon the costs of transmitting among the schools involved. Where “local” fiber-optic, or other high quality, telephone connections may be made, costs may be quite manageable, but where installation of technologically sufficient communications infrastructure is necessary, as in this case, costs must be weighed carefully. It also requires significant cooperation among schools.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Unfortunately, the implementation of this technology requires a very large initial investment of financial and human resources, varying with distances between schools and the numbers of students and school involved. Cost-effectiveness depends heavily on the commitment to the technical services and on the commitment of the instructors over a long term.

CONTACT:
Elizabeth A. Durocher
Division of Instructional Support Services
St. Lawrence-Lewis BOCES
N.E. Campus
P.O. Box 310
Norwood, NY 13668
(315) 353-6664
**CASE STUDY**

**INNOVATIVE INFRASTRUCTURE STRATEGIES**

**Public Education**

**TITLE:** Modified School Calendar

**KEY WORDS:** Modified Calendar, Alternatives to Building Schools.

**DESCRIPTION:**
By 1985, the continued growth of Marion County, Florida, was straining the physical plant of the school system. A committee was formed to look at alternatives to building more schools. These included increased class sizes, double sessions and a modified calendar. A decision was made to run a pilot program at Wyomina Elementary School (a mixed income school) in Ocala to test the application of a modified calendar. After 18 months of planning so that parents and staff would be well-prepared for the changeover, the school went with the new calendar.

Each of the school's six grades (K-5) were split into 5 tracks balanced by race and gender. Each track, along with its teachers, spends 12 weeks in school before taking three weeks off on a staggered schedule so that the school is open almost year round (except for traditional holiday breaks such as Labor Day, Memorial Day, Thanksgiving and Christmas and three weeks in July). Each student receives the same number of days of instruction as any other student in the State of Florida. The program is committed to putting members of the same family in the same track and has been able to place the great majority of students in the track preferred by the family, although programs for some special education students are offered during only one track due to limited number of students in the program and multiple services needed by these students.

With the passage of a recent school bond issue, Marion County is committed to implementing the modified calendar at up to eight other elementary schools as the need arises, always allowing at least 12 months lead time for adjustment.

Education officials spoke with day care centers to eliminate frequent reregistration charges for involved students. Day care people agree that a more widespread program would actually increase their capacity by evening demand over the year.

**MAGNITUDE OF BENEFITS:**
The major intended benefit of the program is to raise the capacity of each school's fixed capital (buildings, equipment) by 25 percent at minimal cost. The school found it saved approximately $29 per student through the changes. All costs were reduced per student except instruction itself, which costs more in the short-run due to extended contracts for certain necessary personnel positions (guidance counselors, administrators, etc...) but may be assumed to balance out through the savings of not hiring these staff for new schools. Other programs have found that students return from the shorter vacations refreshed and less out-of-touch with school routine, and that teachers appreciate more frequent breaks. This seems to combine for a more successful scholastic environment. Teachers had opportunities to substitute, and some had the opportunity to sign extended contracts worth 25 percent more pay.

**POTENTIAL DISADVANTAGES OR LIMITATIONS:**
Most problems cited in the program seem to be related to adjustment from the old schedule, such as families with other children at schools with different holidays. There is also some question as to the compatibility of remedial programs, traditionally taught during summer, with the new calendar.

**CONTACT:**
Judith B. Long
Marion County School System
P.O. Box 670
Ocala, FL 32678-0670
(904) 732-8041 Ext. 353
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Education

TITLE: Parent and Child Education Program (PACE)

KEY WORDS:
Teen Pregnancy, Dropouts, Parent and Child Program.

DESCRIPTION:
In 1986, Kentucky’s school system faced increasing teenage pregnancies and dropout rates, leading to high school graduation rates below 40 percent in some 52 school districts. That year the Kentucky Legislature enacted legislation creating PACE in order to address generation to generation academic failure patterns and to integrate beneficial programs for both parent and child.

From classrooms in six districts in 1986, the program has been expanded to 18 classes in 12 counties.

The program is administered statewide by a program coordinator. School superintendents in districts with over 50 percent nongraduate adult populations may apply to operate the program locally with priority given to counties with highest rates of under-education and unemployment.

Each class begins in the fall with an enrollment of ten to fifteen nongraduate parents of three and four year-olds and meets three times a week. Following a regular school day schedule, the first two and one-half hours are devoted to basic instruction for the parents and separate activities for the children. This is followed by one hour of joint learning activities, and then a rest time for the children while the parents receive training to enhance parenting and life skills. Bus transportation and lunch is included in the program. Upon completion of the school year, 80 percent attendance, and/or a G.E.D. is awarded with a small stipend intended for the purchase of appropriate educational materials.

MAGNITUDE OF BENEFITS:
The PACE program in only its second year turned out 125 G.E.D. recipients, and each year has seen seventy percent of its enrolled adults receive the G.E.D., raise their grade level two years or both. Children have displayed measurable gains in developmental levels. By raising parental education levels, the program hopes to break the generational cycle of under-education at a potential cost of as little as $800-$1000 per participant (counting children). The program hopes to add to the parenting skills of the adults and the learning skills of the children.

TRANSFERABILITY
The Kenan Family Literacy Project has been established to fund and research programs based on the PACE model, which seems generally replicable wherever governmental enthusiasm for such an idea may be fired. Four states, Wisconsin, Minnesota, Connecticut and North Carolina have made decisions to implement the program.

This program was recognized in 1988 by the Ford Foundation/Harvard University Innovations in State and Local Government Awards Program.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The effectiveness of the program seems limited only by the willingness and ability of the parents to be involved and funding limitations; however, the $800-$1000 per participant cost, when compared with national averages of $3,000-plus spent
per traditional student, seems a small investment in the future of both the parent and the child. Shyness, impaired self confidence, childcare needs of younger children and incompatibility with work schedules are some of the problems for adults. However, the provisions of Welfare Reform will bring more enrollment to PACE.

CONTACT:
Jeanne Heberle, PACE Coordinator
Kentucky Department of Education
Division of Adult and Community Education
19th Floor, Capital Plaza Tower
Frankfort, KY 40601
(502) 564-2117
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Education

TITLE: Partners in Education — An Investment in the Future

KEY WORDS:
Paid Volunteers, Tutor Math and Reading

DESCRIPTION:
Nashville, Tennessee's, Metropolitan Public Schools system officials were approached by a public relations firm, representing an anonymous client. The two developed a program plan, and the firm sold their client, First American National Bank of Nashville, on the idea to sponsor the current program.

The program is called "Partners in Education - An Investment in the Future," and is funded with $10,000 donated by the bank. The principals of selected grade schools representing a cross-section of the school system were asked to help find teachers to serve as paid volunteers in the program. Ten teachers at five schools were chosen to tutor groups of six or seven students for ten two-hour sessions either once a week for 10 weeks, or twice a week for five weeks. The students are third- to sixth-graders recommended by their teachers as most in need of help in mathematics and especially in reading. The students are encouraged without the pressure of being graded.

Entering the second semester of the program, the volunteer teachers may carry over no more than half of the students from the first session, in order that more students might be included, but still be applied effectively to those students deemed "in need of a little more help after the first session." By the end of the year, some 150-175 students will have participated in the program.

MAGNITUDE OF BENEFITS:
The volunteer teachers and regular classroom teachers have seen some measurable improvements in the students' academic skills but feel just as much or more significant have been improvements in such intangibles as self-esteem. All involved feel very positive about the program. The bank has committed funding for next year and intends to launch a campaign to encourage other businesses to fund an expansion of the program.

TRANSFERABILITY:
The program is applicable wherever some company or group of companies identifies with its community enough to motivate it to this type of donation. It is only as sustainable as the perceived public relations benefit of the program to the company.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
As of yet the program has only helped a small percentage of students.

CONTACT:
Lucille Nabors, Assistant Superintendent for Curriculum
Metropolitan Public Schools
2610 Bransford Avenue
Nashville, TN 37204
(615) 259-8654
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Education

TITLE: Public/Private Partnerships in Education

KEY WORDS:
Corporate Donors, Community Initiative, Industrial Demand for Graduates.

DESCRIPTION:
Public/Private Partnerships in Education is a community initiative that is the latest in a history of commitments to excellence in public education in Tupelo, Mississippi. It is a response to area industrial demands for quality graduates for an expanding workforce, and has as its goal the establishment of the Tupelo Public Schools as one of the ten best school systems in the country.

The initial step in the process was the founding of the Association for Excellence in Education in 1983, a private organization of individual and corporate donors who have provided over $550,000 for innovative projects and academic programs and equipment not included in the School’s regular budget. These funds have resulted in the first computers for the schools, tutorial programs, training for academic competitions, teacher scholarships and pay incentives, and ACT/SAT preparatory courses in the schools.

In 1986, the Tupelo Schools and the North Mississippi Medical Center, the nation’s largest rural hospital, entered into a partnership and with a grant from CREATE, a local community foundation, established Blueprint for H.O.P.E. This $1.2 million effort is designed to address the interrelated problems of teen pregnancy and dropout prevention, and includes a community health outreach component for at-risk children.

The City government has provided over $1.25 million from the City’s general fund over the past four years to reduce teaching ratios to 22:1 in the key skill areas of English and mathematics in grades 7-12. A $100,000 grant from the Ford Foundation, the result of being selected as a 1988 Innovations in State and Local Government award winner, was donated by the City to establish an endowment fund for the public schools. The City has now established a full-time Development Office to coordinate further fund raising efforts for the endowment fund and other aspects of the initiative.

MAGNITUDE OF BENEFITS:
ACT scores of Tupelo students have risen above the national average. Academic competition teams have won the State academic decathlon title for four years in a row. Five of Tupelo’s 380 seniors in 1989 were named National Merit Finalists. As a result of this educational excellence, Tupelo and Lee County lead the state in manufacturing jobs and per capita retail sales. The City has recently been named one of ten 1989 All-American City award winners.

TRANSFERABILITY:
Each component of the initiative can be replicated by any community that accepts the underlying premise that education is a vital key to economic development, and adopts an approach that quality education requires adequate funding of basic and innovative educational programs.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
In establishing a public/private educational effort, the school system must guard against relying excessively on short-term private giving for sustaining long-term educational programs.

CONTACT:
Michael Ward, Community Development Planner
Department of Planning and Development
City of Tupelo
P.O. Box 1485, 117 N. Broadway
Tupelo, MS 38802-1485
(601) 841-6431
PUBLIC HEALTH/HOSPITALS
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Health/Hospitals

TITLE: Health Care Foundation, Inc.
Maine

KEY WORDS:
Maine, Rural Hospitals, Health Care, Economic Development.

DESCRIPTION:
This is a consortium of five rural hospitals in Aroostook County, Maine, that have developed a rural health care program. The program controls costs by establishing procedure costing systems in all hospital departments with priority given to the following services: speech and hearing; ear, nose, and throat; rheumatology; comprehensive inpatient rehabilitation; allergy; obstetrics and neonatal care; nursing departments; laboratory; and radiology. The program also focuses on service reorganization, recruitment and retention of skilled health personnel and the development of a mobile substance abuse unit.

MAGNITUDE OF BENEFITS:
The project serves the largest county east of the Mississippi, covering 6,453 sq. miles, with a population of 88,500.

TRANSFERABILITY:
The program has been designed with transferability in mind. In particular, one program, "Quitting Time," has been designed to operate in any location.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The greatest potential disadvantage relates to securing a broad enough medical specialty coverage in a small group of rural hospitals to duplicate this program.

CONTACT:
Lloyd R. Chase, Ph.D., President
Health Care Foundation, Inc.
10 South Hall
University of Maine
Presque Isle, MA 04769-2888
(207) 764-0311 ext. 308.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Health/Hospitals

TITLE: Evans Memorial Hospital: Georgia

KEY WORDS:
Georgia, Rural Hospitals, Respite Care, Personal Care Home, Public Health.

DESCRIPTION:
This program has two rather innovative, non-traditional hospital-based projects. One is a Respite Care program. It is designed to fill empty acute care hospital beds with "clients" that need temporary care (skilled and unskilled). The second program is the Personal Care Home that has been developed within the hospital. The hospital is designed in such a way that accommodated the conversion of an acute care wing, consisting of 12 patient rooms, to personal care rooms. Both programs were established due to the continuing decrease in acute patient occupancy.

MAGNITUDE OF BENEFITS:
It generates revenue to cover some fixed expenses and promotes traffic within the hospital such as family members visiting the hospital. Both programs are financially self-supporting. Most patients come from within 30 miles of the hospital.

TRANSFERABILITY:
There should be no problem with these concepts working in other hospitals, other locales, etc.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
No hospital would want to close down more profitable revenue centers such as acute care to start a respite care or personal care program. It definitely would not be cost effective. The only way that it is cost effective is to reach an absolute minimum in hospital staff with present operations and then add one or both of these programs without adding additional staff. A potential problem may be that the tax-exempt status of a hospital operating a potential care home may be jeopardized.

CONTACT:
Eston Price, Jr., Administrator
Evans Memorial Hospital
200 North River Street
Claxton, GA 30417
(912) 739-2611
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Health/Hospitals

TITLE: North Carolina Rural Hospital Coalition, Scotland Neck: North Carolina

KEY WORDS:
North Carolina, Rural Hospitals, Rural Elderly, Public Health.

DESCRIPTION:
Problems common to the operation of small rural hospitals became apparent in Scotland Neck, North Carolina. The hospital was faced with a shrinking rural economy, higher numbers of indigent patients, and an increasing population of individuals 65 and over. In addition, difficulty with physician recruitment, outmigration of third party payees to tertiary hospitals and an aging physical plant led to the concern on the part of the hospital trustees for the continued operation of the hospital. In order to more consistently provide for the needs of the community, the plan, which was unanimously adopted by the Trustees of the local hospital, calls for the transition of the hospital into a primary health care system that provides a full spectrum of services with a special emphasis on senior populations.

TRANSFERABILITY:
If a health needs assessment so indicates, there should be no difficulties in transferring this program to other locales.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The geographic area in question for replication of this program would need to show an abundance of acute care beds. The chief recommendation to any one replicating the program is the need for sensitivity in reference to the community’s existing hospital.

CONTACT:
Serge Dihoff
Office of Health Resources Development
701 Barbour Drive
Raleigh, NC 27603
(919) 821-0465.

MAGNITUDE OF BENEFITS:
This program has a catchment area of 17,000 people who, if it were not available in Scotland Neck, would have to travel long distances to access primary care. In the provision of long term care, this program makes available services that are either nonexistent or of limited availability. This program has provided an additional grant for purposes of expending primary care services to the area. The facility provides the only primary care physicians for an area of 304 square miles.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Health/Hospitals

TITLE: Northern Montana Health Care Alliance

KEY WORDS: Montana, Rural Health, Economic Development.

DESCRIPTION:
This program was established in 1987 and is administered by the Montana Hospital Research and Education Foundation. The program serves an area in North Central Montana covering six counties and two Indian reservations. The program focuses on four areas: Continuing Education, Shared Services, Physician Recruitment, and OB Risk Management.

MAGNITUDE OF BENEFITS:
The program is now in the process of establishing a physical therapy service in two communities that have never had this service and recruiting two physicians for member hospitals.

TRANSFERABILITY:
No major obstacles in this model, other than assuring that legal arrangements relating to interface/involvement of proprietary entities should exist.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
There is a tendency to pile on ancillary issues before the basics are set. "Meet institutions where they're at" i.e., keep flexibility and THINK BIG!

CONTACT:
Tom Cherry, Executive Director
Northern Montana Health Care Alliance
1720 Ninth Avenue
P. O. Box 5119
Helena, MT 59604
(406) 442-8802
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Health/Hospitals

TITLE: Rural Health Care Partnership of Northeastern New York

KEY WORDS:
New York, Rural Health, Economic Development.

DESCRIPTION:
Consortium of five hospitals and the Health Systems Agency of Northeastern New York that will develop a hospital-based rural health care program. This program has five major areas: a hospital-sponsored primary care service development, an inpatient alcohol rehabilitation service, a medical/psychiatric service program, and a health care personnel recruitment/retention continuing medical education program.

MAGNITUDE OF BENEFITS:
By applying an urban-rural system of collaboration, the partnership has efficiently shared their facilities, equipment, and personnel. As an important product of this program, the financial viability of the rural hospitals involved has been substantially revitalized.

TRANSFERABILITY:
Yes, the project components can be transferred to other regions. There may be difficulties with some states due to differences in code requirements and regulations.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The development of a rural consortium requires a considerable amount of time and commitment from the project participants and institutions as goals and program objectives are developed.

CONTACT:
Holly B. Fox, Project Director
Health Systems Agency of Northeastern
New York, Inc.
Pine West Plaza
Washington Avenue Extension
Albany, NY 12205
(518) 452-3300
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Health/Hospitals

TITLE: Rural Wisconsin Hospital Cooperative, Sauk City: Wisconsin

KEY WORDS:
Wisconsin, Rural Hospitals, Hospital Cooperatives, Health Care.

DESCRIPTION:
Rural hospitals in Wisconsin have been searching for an alternative to the two extremes of unsustainable traditional autonomy or “selling out” to other state or national corporations. As a result of that search, the Cooperative has had substantial growth since it was begun in 1979 as a regional shared service organization and advocate for rural interests. In 1983, some of the nation’s first rural-sponsored HMOs were licensed as a joint venture between local physicians and hospitals as the result of a Cooperative initiative. In 1985, the Cooperative was named the Outstanding Rural Health Program of the Year by the National Rural Health Association and was awarded a citation of merit by the Wisconsin Legislature.

MAGNITUDE OF BENEFITS:
The service area covers 16 counties in southern and central Wisconsin with a total population of 300,065. Twenty hospitals (19 rural and 1 urban) comprise the Cooperative.

TRANSFERABILITY:
The Cooperative model is seen as having the potential to be the vehicle to develop an alternative and perhaps better system built on values consistent with local primary care and community controlled not-for-profit facilities.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
As the Cooperative doesn’t offer loss leaders to capture patients or corporate buyouts to take over responsibility and assets, active membership in the Cooperative request the rural hospital’s personal involvement in the governance and continuing developing of the Cooperative. This is the Cooperative’s primary “charge” for facilitating a community’s ability to sustain a local hospital.

CONTACT:
Tim Size, Project Director
Rural Wisconsin Hospital Cooperative
404 Phillips Boulevard
Sauk City, WI 53583
(608) 643-2343.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Health/Hospitals

TITLE: West Alabama Rural Health Consortium, Eutaw: Alabama

KEY WORDS:

DESCRIPTION:
Alabama leads the nation in hospital closures. In rural west Alabama, several hospitals have closed in the last 18 months and several other rural hospitals will probably close within the next 18 months unless some major intervention strategy is formulated and implemented. This program formulated a consortium and identified four programs to implement over a four year period: Shared Services, Regional Relationships, Integration of County Systems, and Individual Hospital Assessments. Specific activities include: Marketing and Public Relations, Professional Development of Staff, Systems Development, Retention of Professionals, Capitated Programs and Joint Ventures.

MAGNITUDE OF BENEFITS:
The Program has been operational for over one year in 6 counties with over 188,740 people. Involved are: 6 hospitals; a community health center; 6 county health departments; 3 county nursing homes and a State university medical school and community college of health science.

TRANSFERABILITY:
The types of activities in which the program is involved may be transferred without any major barriers.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The activities implemented now will probably extend the life of these rural hospitals another five years. Long term solutions must be found. Hospitals must be open to consolidation of services, management, resources, and probably a regional health care delivery system.

CONTACT:
James Coleman
West Alabama Rural Health Consortium
P.O. Box 711
Eutaw, Alabama 35462
(205) 372-4494.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Health/Hospitals

TITLE: West Texas Rural Health Providers

KEY WORDS:
Texas, Rural Health, Economic Development, Community Infrastructure.

DESCRIPTION:
West Texas Rural Health Providers is a consortium of 28 member hospitals located throughout the Panhandle and South Plains regions of West Texas. For perspective, all hospitals are located within a 250 mile radius of Lubbock. Hospitals are located over a 25,000 square mile expanse. County, hospital district and general/non-profit hospitals (all independent) comprise the membership.

MAGNITUDE OF BENEFITS:
This program represents 28 rural hospitals. Of those hospitals, many are the sole source of medical care in the area. The program has been instrumental in keeping one facility open on the face of financial difficulties. Additionally, the group has helped in the re-opening of two previously closed hospitals.

TRANSFERABILITY:
All of these programs can be replicated in other hospitals.

POSSIBLE DISADVANTAGES OR LIMITATIONS:
The major problem the program has experienced is in the area of cooperation among member facilities. The fact that they are all independent causes them to move at different rates relative to program implementation.

CONTACT:
Eddie Guffee, Project Director
West Texas Rural Health Providers
P. O. Box 93360
Lubbock, TX 79493
(806) 797-3251
PUBLIC WATER AND SEWER
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: Arcata Marsh and Wildlife Sanctuary: A Model System for Wastewater Treatment

KEY WORDS:
Arcata, California, Wastewater Treatment, Ecology, Model System, Wetland Enhancement.

DESCRIPTION:
For over 10 years Arcata, California's, city engineers worked on developing a system of sewage treatment that would depend on the natural cleaning qualities of the area's wetlands. The city no longer views wastewater treatment as a disposal problem but rather as a natural resource, a way to revive damaged wetlands. As a consequence, Arcata now successfully operates a lagoon and wetlands sewage treatment center, which produces high quality effluent that has restored marshes and attracted wildlife. Since the project's full implementation in July 1986 the program has saved millions of taxpayer dollars, and restored degraded industrial coastal land to biological productivity. The treated waters are also used to raise salmon. This treatment center is located on a 170 acre compound which is open to the public for recreation and as a learning laboratory for area public schools and Humboldt University.

TRANSFERABILITY:
The use of marshes to treat wastewater is most likely to be adopted by those communities that currently utilize oxidation ponds for wastewater treatment.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
In order to undertake a model system it is imperative that the community fully cooperates and supports the City's plan. Also, the manner of implementing such a project depends largely upon the environment of each individual community and therefore, may be more difficult to directly copy one community's system to another's.

CONTACT:

City of Arcata Department of Public Works
Arcata Integrated Wetlands Wastewater Treatment Wetland Enhancement and Salmon Ranching Program.
Rory Robinson, City Manager
735 F Street
Arcata, CA 95521
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: Community Development Action Grants: Massachusetts

KEY WORDS:
Massachusetts, Generic Public Works, Private Investment, Economic Development.

DESCRIPTION:
Massachusetts has many state programs to finance infrastructure projects. This one links funding of "generic public works" projects to economic development; for example, when a factory or large firm considers locating in an area but is unwilling to pay for the cost of putting in sewer lines for the plant, the community can go to the Department of Communities and Development and request funding for the sewer lines. The grants are all keyed to private companies moving in and creating jobs for the community. There is a maximum grant of $1,000,000.00 and if projects end up costing more than was received from the grant the community and/or private entity must come up with the difference. Funds for this program are generated by the state through tax-exempt bonds.

MAGNITUDE OF BENEFITS:
Since its inception in 1982, grants have been bestowed to some 60 communities, enabling them to attract private investment and create jobs for their citizens.

TRANSFERABILITY:
Transferability is largely dependent upon the state's ability to finance the program and its dedication to economic development.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The greatest disadvantage to this program is that it is dependent upon the state to have funds available. As more and more constraints are placed on the use of bonds the program must be very careful that the benefits of the public works projects are greater for the community than they are for the private entity. Those communities which need funding for public works but do not have private investment taking place are left in the cold.

CONTACT:
David Dronsick
Communities and Development
100 Cambridge
Boston, MA 02202
(617) 727-7180
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: Cooperative Intermunicipal Water Service Planning

KEY WORDS:

DESCRIPTION:
Traditionally, Ithaca, New York, provided water service to the communities, but as these communities began to grow at a faster rate, Ithaca was less willing to subsidize the cost of their growth. So, these five communities, three towns and two villages, joined into a cooperative organization to build a new water supply system. Local government resources are pooled to keep up with maintenance and financing of the communities' rural water systems. The Southern Cayuga Lake Intermunicipal Water Commission (SCLiWC) was created in part because members realized they could provide better service as a group than as individual systems. Each community appoints two commission members, one of the two must be an elected official. Each community has two votes regardless of how much the community contributes to the system. Policy planning is performed over a five-year period and as a result of comprehensive planning and cooperation and preventive maintenance practices are utilized. A circuit-riding crew is employed to assist in repairs and troubleshooting for each municipality's water system. In order to reduce duplication some equipment sharing takes place. Communities also share their engineers for consulting purposes. There is a consolidated rate schedule for the entire system; however, each community may collect revenues in addition to the consolidated rate. The commission is able to sell bonds jointly for water service, thereby reducing interest charged on debt. Since it is a jointly funded project if one member is unable to pay on its debt then the other communities are responsible for that debt. To date, the commission has been able to gain enough revenues to support capital improvement projects and are now planning a joint sewage treatment plant.

MAGNITUDE OF BENEFITS:
The benefits of this cooperative venture have been substantial, allowing small communities to take advantage of economies of scale that are often associated with public works utilities. The system has eliminated much of the political hassle that is usually involved in financing projects by adding mechanisms which put policies in action automatically.

TRANSFERABILITY:
This sort of project could not be undertaken in states where the constitution does not allow for joint community ventures of public works.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The greatest limitation would be that of drawing up the initial agreement between communities and being sure to make provisions for different growth rates among the participating communities. This is done in SCLiWC with different connection fees.

CONTACT:
Noel Desch
Town of Ithaca Supervisor
Ithaca, NY 14850
(607) 273-1721 or (607) 255-4272
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: New York State: Self-Help Support System


DESCRIPTION:
The Self-Help Support System is a partnership between three New York State agencies (Departments of State, Environmental Conservation, and Health) and the Rensselaer Institute. The program, which began in 1984, is set up to help small rural communities (population of 10,000 or less) find innovative approaches to the construction of water and sewer systems at significantly lower costs. Professional staff from the participating agencies provide the following services: technical assistance which includes advice on engineering, planning financing, community organization, and assessment of a wide range of water and wastewater problems and the appropriate self-help actions to solve them; printed case studies of community self-help success stories which include a contact person qualified to answer questions; the Self-Help Handbook which is a "how to manual" explaining strategies for interested communities; and for qualifying communities there is a low-interest, short-term loan fund available. Eligible expenditures are necessary materials, professional design and construction supervision services, equipment, and labor. This system works by focusing on people resources rather than money to solve local problems. This is achieved by promoting intercooperation between government agencies and local people, direct purchasing (cutting out the middleman), working with engineers to cut costs, mobilizing municipal workers and retirees, choosing the simplest possible solution and avoiding duplication.

MAGNITUDE OF BENEFITS:
The self-help system thus far has been able to help communities to cut costs by 30-70 percent. The first project completed showed savings of $1.7 million to a community with a population under 10,000. The second year the project was able to claim savings to rural communities of $4.7 million. In addition to cost-savings the program has been successful in changing the provider-dependent relationship that state governments and communities have traditionally shared to one of enabler-independent force whereby the local communities find solutions for themselves and make sure that the projects are carried through.

TRANSFERABILITY:
The EPA has recently invited the program to go on the road as a forum to serve as a model for other states. Vermont and Illinois are currently looking into replicating the New York system for themselves.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
A major problem encountered thus far is that communities tend to have low problem recognition and little confidence in their ability to find solutions; therefore, much time is spent empowering communities. In spite of the time intensive nature of this sort of program, there exists a rebound effect on the communities. After seeing what they are able to do for themselves, they continue on in other areas. Self-help may not work in every community because the program's strength, reliance upon finding an individual in the community who will see the project through to the finish, can also be a limiting factor to participation.
CONTACT:
Dave Piliod, Director
Office for Local Government Services
New York Department of State
162 Washington Avenue
Albany, NY 12231
(518) 473-3355.

CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: Private Sector Contracting for Wastewater Treatment Facilities: Auburn, Alabama

KEY WORDS:
Auburn, Alabama, Privatization, Wastewater Treatment Facilities

DESCRIPTION:
In the early 1980s, Auburn, Alabama, was saddled with two old, inadequate wastewater plants. The city, being low on the state priority list for federal grant funds, set up a commission to study possible solutions. Three alternatives were discussed: state funds, self-financing and privatization. State funds were unlikely to be gotten. Self-financing was considered infeasible due to the high debt service such a project would entail. After a feasibility study was carried out, the city opted for the privatization option which could save Auburn millions of dollars. The project was opened up for private bids and eight companies responded. A blue-ribbon committee reviewed the proposals and narrowed the field down to three companies that were given a second interview. Finally, one company was awarded a 25 year contract to build and run two treatment plants. In addition, 27 miles of interceptor sewers were put in place and the pumping station was relocated and upgraded. The charges of sewage are based on two elements: debt service and operation/maintenance costs, the latter of which is negotiated every five years and is based on actual flow, net power flow and the Consumer Price Index. The company, not the city, holds the wastewater permit. Therefore, if the plant is not in compliance with state and federal EPA guidelines, the company must pay all fines. The city collects fees from the customers and pays the company.

MAGNITUDE OF BENEFITS:
Savings to the city have been outstanding. In addition, the project was undertaken in 1983 when tax laws were more favorable and so both the city and company were able to take advantage. So far, the undertaking has been a model operation in that it has never been out of compliance with state and federal regulations. Prices to customers did go up considerably to what they were with the old plant. However, if the city had relied upon self-financing to undertake the project, prices would have gone up much more.

TRANSFERABILITY:
Auburn was the first city in the Southeast to experiment with privatizing its wastewater facility; however, it is now becoming more common.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The major limitation of privatization is in the choice of the company contracted to run the facilities. If the company does not comply with state and local standards or does not provide adequate service, then the community pays.

CONTACT:
Douglas Watson, City Manager
P. O. Box 511
Auburn, AL 36830
(205) 821-1900

Gerald Johnson and John Heilman
Dept. of Political Science
Auburn University
(205) 826-8370

"Finding New Ways to Fund Public Works,"
American City and County February 1989 p44-50.
INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: Revolving Loan Fund for Water and Sewer Facilities Construction

KEY WORDS:
Georgia, Revolving Loan, General Obligation Bonds, Sewer and Water Facilities, EPA.

DESCRIPTION:
In the 1970s much of Georgia’s infrastructure was not maintained; coupled with a decline in grants from the federal government to local communities, the State of Georgia was prompted to provide local government with access to capital for the construction of water and sewer facilities. What was created was a revolving loan fund which provides money at reasonable rates to communities. The state annually gives $20 million to the Environmental Facilities Authority which is raised through five year General Obligation Bonds. Small 20 year loans of up to $1 million are then made to communities at the same interest rate that the state pays (currently, 5.8%). So, Authority loans 20 year money at a five year rate. Before any loan is granted by the Authority the Georgia Environmental Protection Division must approve all projects; also, an in-depth study is undertaken to ensure that communities can pay back the loan and the Authority will in some cases insist that a locality raise its rates. This program is somewhat unique because the Authority is given its yearly allotment in its totality and is able to draw interest on it until it is drawn down by the local government. Sixty percent of current loans have been made to rural communities.

TRANSFERABILITY:
Similar programs have been implemented in other states, i.e. Texas, Ohio, Virginia, Kentucky. Since the Federal EPA is now changing over from a grant program to a revolving loan program to finance local projects and insisting that by 1994 states match federal funds with 20%, similar programs will have to be adopted by the States. Of course, how the funds are originally financed will depend upon the individual state’s constitution and legislature.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
From a local government point of view the loans are not free as are grants. Also, there will undoubtedly be a whole tier of financially depressed communities that can not afford the program. Since most water and sewer construction projects routinely cost more than $1,000,000 the communities will have to find additional financing for the rest of the project.

CONTACT:
Leamon Scott
Georgia Environmental Facilities Authority
2015 Equitable Building
100 Peachtree Street, N.W.
Atlanta, GA 30303
(404) 656-0933

MAGNITUDE OF BENEFITS:
Currently there are 146 loans outstanding for a total of $83 million. Because the program is a revolving loan, within ten years it could be self-sustaining at a $20 million per year level and no longer dependent upon the state for allocations other than its $450,000 operating expenses.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: Wastewater Access Rights: Upper Merion Township

KEY WORDS:
Upper Merion Township, Pennsylvania, Sewage Treatment Plants, Prepurchased Capacity, Sewer Access Fee, EDUs.

DESCRIPTION:
Upper Merion Township, Pennsylvania, was faced with a need to construct two sewage treatment plants, however, it was reluctant to excessively tax its present customers. After a growth projection study for the next 20 years was completed, a plan was devised to finance increased capacity for new customers in part through a system whereby capacity was prepurchased and reserved. Payment of predetermined fees guarantees access to sewer system services. Additional wastewater treatment capacity is constructed in stages with the precise amount to be constructed determined by the amount of capacity requested. The sewer access fee collected from each applicant is in lieu of a tapping fee. A basic per equivalent dwelling unit (EDU) charge was derived by multiplying the estimated per gallon expected capital cost by the EDU flow of 200 gallons per day. If after connection to the system the applicant’s development uses more gallons per day on average than were reserved in advance, the authority assesses a penalty surcharge on the excess each quarter. Sewer rights are transferable only through the authority.

MAGNITUDE OF BENEFITS:
This scheme gave people the unique opportunity to purchase sewer capacity before the fact which increased property values because sewer access rights were guaranteed. Any cost increases to existing customers were due strictly to normal price changes in operating costs and would have been incurred with or without the new plant.

TRANSFERABILITY:
This strategy is transferable and easily adapted to areas which are growing.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
If this approach were to be attempted in an area without growth cost would be paid for by existing customers.

CONTACT:
Roman Pronczak
Director of the Wastewater Dept.
Upper Merion Municipal Utility Authority 175 West Valley Forge Rd.
King of Prussia, PA 19406
(215) 783-7192.

CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: Water and Sewer Access Rights: Raising Capital Funds Through the Sale of Anticipated Water and Waste Water Plant Capacity

KEY WORDS:
Escondido, California, Water and Sewer Access Rights, Presell Capacity, Connection Fees, Incentives, Guarantees, Savings.

DESCRIPTION:
Escondido, California, faced serious difficulties which demanded immediate attention to replace its worn out sewer plant and to expand its water plant which was no longer able to meet its demand. However, the city’s electorate precluded any conventional financing mechanism (i.e. bonds). The city came up with a simple system to presell capacity in an unconstructed water and sewer facility and use these proceeds to finance the construction of the plants to provide that capacity. Escondido offered to sell capacity in the proposed water and sewer plants prior to their construction at prices 35% below current sewer and water connection fees. Access rights to both facilities were defined in terms of equivalent dwelling units (EDUs). Capacity could be purchased by anyone holding land in the incorporated area of the city or in the general plan area outside city boundaries. To encourage participation in general and that of real estate and development interests in particular, several enticements and guarantees were included in the program:

1. A 35% discount off current connection rights to program participants purchasing access rights prior to a stated cutoff date.
2. Purchasers of access rights were given a "connecting right" allowing them to connect to the appropriate utility at any time in the future — up to the limit of the purchased capacity.
3. Participants were guaranteed relief from future increases in connection fees.
4. Holders of access rights were guaranteed a profit on access rights resold through the city to other landowners.
5. Connection rights acquired through the program could be used for any property held by the landowner in the utility service area.

Only half of total capacity was offered for sale with discounts. The other half was sold off at the full cost of the system. This worked out so that those people buying capacity in the program paid $1500 and $900 for sewer and water capacity, respectively, while those buying at full cost paid $2300 and $1800. Under both the sewer and water and access rights programs, participants were allowed to secure their rights with letters of credit to allow for them to space their cash flows. The contract is totally voluntary and does not in any way promise developers a building permit.

MAGNITUDE OF BENEFITS:
This program turned out to be significantly cheaper than bonds, which would have cost developers $6800 in connecting fees versus the $2300 paid. Fifty percent of costs were for renovations of the old plants which were paid 100% by developers which was a savings to existing users. The plan allowed the city to install state of the art equipment which has turned into a 2.5 million dollar savings in energy costs. The program has high liquidity and eliminated undesirable political haggling.

TRANSFERABILITY:
This sort of program is very flexible but growth is needed. It does not necessarily need to be rapid growth as long as it is steady. This type program is applicable only to infrastructure to which access
can be controlled and restricted to those fulfilling certain entry conditions. Other areas have already adopted similar programs. (see Upper Merion Township, PA).

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The major limitation is that to communities that are not experiencing growth.

CONTACT:
Roderick J. Wood
Assistant City Manager of Escondido
100 Valley Boulevard
Escondido, CA 92025.

CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Public Water and Sewer

TITLE: Water and Sewer Trust Funds: Corpus Christi, Texas

KEY WORDS:
Corpus Christi, Sewer and Water, Trust Funds, Surcharge, Fixed and Pro Rata Fees.

DESCRIPTION:
Prior to 1982, Corpus Christi, Texas, financed new water and sewer lines on an ad hoc basis, sometimes the city installed new lines, sometimes developers installed at their own expense. There was no system to ensure that each developer was responsible for its fair share of the cost. The city, through an ad hoc advisory committee, established an equitable policy. Four trust funds were established, one each for major and supporting water lines and for major and support sewer lines. All developers pay into the trusts whether they are the first or the last to develop property in an area; all developers who construct water and/or sewer lines which will be used by subsequent developments are reimbursed from the trust funds for the costs they incur. Three types of fees are deposited in the trust funds: a fixed fee per lot or per acre, whichever is greater, for each the water and sewer lines. Second, developers are also assessed a sanitary sewer surcharge per lot for all types of construction and a water surcharge for a single family or duplex residential construction. Third, developers tapping into already existing distribution/collection lines must pay a pro rata charge per foot of line fronting their property. Fee levels are indexed to the August Construction Index published in Engineering News Record. The fixed lot/acre and pro rata fees are paid prior to signing the final plat; unit surcharges are paid at the time tap fees are paid. The funds from these four trusts are available to pay the city for water and sewer line construction and to reimburse developers for construction beyond the public works for which they are directly responsible. Reimbursements are limited to developers to construction within city plans and standards; reimbursements are specified in city ordinance and are proportional to the fees paid by the developers. The water and sewer are reported as separate utility funds, thus the segregation of financial flows from other city financial responsibilities resulted in user-based support. The trusts were an extension of user-based financing to a sub-group of users and appear to function as planned.

MAGNITUDE OF BENEFITS:
Helped city to expand direct city limits allowing development to continue where it may not have taken place due to lack of lines in place.

TRANSFERABILITY:
This strategy of using trust funds which are not geographically restricted, is most transferable to cities in which development is occurring in several non-adjacent areas simultaneously and in which there are no independent water and sewer utilities.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
When development is slow, the payback to the developer is also slow because the funds available for reimbursement are dependent upon the amount of growth taking place. There is an interest carrying cost of both the impact fee and the cost of implementation.

CONTACT:
Debra Andrews
Assistant City Manager
City of Corpus Christi
PO. Box 9277
Corpus Christi, TX 78469
(512) 380-3220
Carl Crull
Director of Engineering Services
City of Corpus Christi
P.O. Box 9277
Corpus Christi, TX 78469
(512) 880-3220

RURAL ROADS AND BRIDGES
INNOVATIVE INFRASTRUCTURE STRATEGIES
Rural Roads and Bridges

TITLE: Federal-Aid Secondary Program - Idaho

KEY WORDS:
Idaho, Rural Transportation, State Investment.

DESCRIPTION:
Idaho has begun a local federal-aid secondary exchange program, where the Idaho Transportation Department provides the voluntary opportunity for counties to exchange their annually apportioned federal aid secondary highway funds for state highway account funds. The exchange rate percentage shall be determined annually by the Department based on a comparison of the pavement overlay mileage that can be constructed with 100% state funds versus the pavement overlay mileage that can be constructed utilizing Secondary Federal-aid.

The cost of acquiring Secondary Federal-aid from counties and highway districts plus the cost of compliance with federal regulations and federally imposed design decisions shall be taken into account so that ITD remains revenue neutral in terms of producing the same miles of pavement overlay with either state dollars or Secondary Federal-aid funds.

The exchange is limited to the annual amount of federal aid secondary funds, which for 1989 is $3.5 million federal aid dollars. At the current exchange rate of 61.67%, a maximum of $2.1 million state highway funds could be exchanged to the counties for $3.5 million federal dollars. An exchange agreement with the county would assure that the exchanged funds are expended and distributed for highway purposes by improved road formula to the county and to those that request for exchange. Implementation is dependent on available funds and budget.

MAGNITUDE OF BENEFITS:
Those counties and highway districts that have never utilized the funds to any extent, would receive funds that they could count on in their highway and road budgets. The high cost of red-tape caused by Federal Regulation and Federal design requirements would be eliminated for the beneficiaries of the program. The state would be able to advance State highway system projects instead of 50 small local highway projects.

TRANSFERABILITY
This strategy is highly transferable to other states in which both the state and counties have responsibilities for secondary roads. Some states may wish to develop variations on this basic theme. California has a banking program for their FAS funds.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
This strategy requires cooperation between counties and the state DOT.

CONTACT:
Hugh F. Lydston
Chief Transportation Services
P. O. Box 7129
Boise, ID 83707
(208) 334-8818
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Rural Roads and Bridges

TITLE: Minibonds - Virginia

KEY WORDS:
Virginia, Bond Financing, Transportation.

DESCRIPTION:
Virginia Beach, Virginia, has twice raised $2 million through the sale of municipal minibonds to finance several local highway projects.

Four thousand bonds were sold. The bonds mature in three years (1991) and will earn 5.5 percent interest. Selling in $500 denominations, the minibonds were limited to a maximum of 10 per investor.

Whereas the usual municipal bond requires a minimum $5,000 purchase, the minibond provides the opportunity for many to buy bonds who normally cannot afford to do so. First-time investors had the opportunity to take advantage of municipal bonds on a smaller scale.

Approximately $4,000 in marketing was targeted toward display advertising in local newspapers, news releases, direct mail to target audiences, and feature articles. The public information office and the finance department also published a marketing brochure.

MAGNITUDE OF BENEFITS:
The program created an enthusiastic response from the community and good will towards the local government. Bond referendums may receive more support in the future because of this unique form of public relations.

In addition, the program provided a relatively low cost course of financing for the locality.

The estimated present value cost savings were $31,500 in the first sale and $14,575 on the second sale.

TRANSFERABILITY:
This program should be highly transferable to localities where bond financing is possible.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
There is no secondary market for the minibonds so that investors have limited opportunity to liquidate. This concern was addressed by offering a put option once a year in the first sale, and the choice of three different maturities in the second.

There is a risk that interest in minibonds will be less than expected. A thorough marketing plan is necessary to assure success.

CONTACT:
Giles G. Dodd
Assistant City Manager for Administration and Director of Finance
Municipal Center
Virginia Beach, VA 23456
(804) 427-4681

89
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Rural Roads and Bridges

TITLE: Minimum Maintenance Roads - Minnesota

KEY WORDS:
Minnesota, Minimum Maintenance.

DESCRIPTION:
Minnesota's recent legislation permitted the designation of those roads that may not be opened during wintertime, as minimum maintenance roads. This provision has been most often used by 1800 townships to reduce maintenance costs.

There are approximately 1300 miles of such "township" roads that have been identified as minimum maintenance roads.

This strategy of defining roads that are closed for most of the year as minimum maintenance roads has resulted in reduced costs for snow removal and other maintenance services.

MAGNITUDE OF BENEFITS:
Since liability is probably the most important issue involved with this strategy, the passing of legislation insulates local governments somewhat from liability related to injury on these roads, thereby saving dollars.

TRANSFERABILITY:
This strategy is transferable to states where roads can be closed off during winter. Doing so would reduce maintenance costs and achieve major savings by avoiding snow removal and reducing the frequency of periodic activities like mowing, lowering maintenance standards, etc....

POTENTIAL DISADVANTAGES OR LIMITATIONS:
This strategy clearly reduces services in the winter and may increase the danger to travellers. Without enabling legislation, the local governments could be liable for personal and property damages.

CONTACT:
Gordon M. Fay, Director
Office of State Aid
Department of Transportation
Transportation Bldg.
St. Paul, MN 55155
(612) 296-9872
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Rural Roads and Bridges

TITLE: No Pay May

KEY WORDS:
Kansas, Transportation, Marketing, Ridership.

DESCRIPTION:
The Topeka, Kansas, Metropolitan Transit Authority undertook an innovative marketing project for their transit system which could work for any rural transit system. One overcharge fund was used to pay for a month of fare-free transit service during May, 1998. Ridership almost doubled during the promotion, and a permanent ridership increase remained when fares were charged again. Assuming a level of 5.5 percent increase continues to hold, this translates into 50,000 additional passengers over a full year, and a significant increase in cash flow to the transit system.

A report on the project has been prepared for the U.S. Department of Transportation. Single copies of the report, entitled “No Pay May: Project Description, Analysis of Ridership Data, and Survey Results,” are available at no charge. Send a self-addressed mailing label to the Technology Sharing Program (DRT-1MD), Research and Special Programs Administration, U.S. Department of Transportation, 400 Seventh Street, S.W., Washington, D.C. 20590. Please note the report’s title and document number, DOT-T-90-04, when ordering.

MAGNITUDE OF BENEFITS:
The major benefits of such a program are the permanent increased ridership, the improved economic conditions for the transit system (probably reduced subsidies required), the reduced traffic, and energy consumption. The project included the development of a straightforward technique for estimating the energy impacts of such marketing programs. A minor benefit is the one-month fare relief for passengers.

TRANSFERABILITY:
This should be of interest to managers of small-to-medium size transit authorities where a significant number of potential riders exist but do not regularly use the system.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
This marketing strategy may not lead to permanent increases. The habits formed may slowly erode so that the program is required periodically. During the free fare month, the large increase in ridership could be disruptive.

CONTACT:
Technology Sharing Program (DRT-1MD)
Research and Special Programs Administration
U.S. Department of Transportation
400 Seventh Street, S.W.
Washington, D.C. 20590
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Rural Roads and Bridges

TITLE: Pavement Management Technique - Iowa

KEY WORDS:
Iowa, Optimize Maintenance, Economic Development.

DESCRIPTION:
Iowa has begun to use payment management techniques to optimize maintenance and construction efforts and carefully analyze where prudent reduced maintenance efforts make sense. The program is aimed at more effective utilization of available funds to improve more miles of rural highways with equal dollars. It provides data to assess the continued expenditure of funds on maintenance versus major construction or reconstruction efforts.

MAGNITUDE OF BENEFITS:
The system will prevent expending more funds on maintenance of a section of highway than it would provide the optimum strategy for utilization of funding.

TRANSFERABILITY:
Transferability of this technique is limited because the data base and assumptions are established using Iowa’s primary road design and maintenance criteria.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
This strategy would require resources to establish and maintain the database and the process.

CONTACT:
Gerald T. Solbeck, Director
Office of Program Management
Iowa Department of Transportation
800 Lincoln Way
Ames, IA 50010
(515) 239-1500
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Rural Roads and Bridges

TITLE: Turnback Program - Pennsylvania

KEY WORDS:
Pennsylvania, Control of Roads, Rural Transportation.

DESCRIPTION:
The Commonwealth of Pennsylvania has an active "Turnback Program" whereby, the control of state-owned roads is returned to the local government jurisdictions. The decision to turnback local highways to local governments, depends on the Turnback Program review and approval process, which involves two major considerations. They are:

1. How quickly the municipal governments can rehabilitate the roadways being transferred.

2. Will the normal annual year round maintenance service to Pennsylvania's motoring public be of a higher level and faster response than if said roadway(s) remains on the state system.

Since 1981, Pennsylvania's department of transportation has transferred over 3,250 miles of state-owned highways to local governments, through the "Turnback Program." In the process, the Department has committed nearly $65 million in the rehabilitation of functionally-local roads that are to be transferred, in an effort to ensure good, efficient transportation services to the public. This strategy has resulted in reducing the State's annual maintenance costs.

MAGNITUDE OF BENEFITS:
The Turnback Program has resulted in saving the Pennsylvania Department of Transportation approximately $20 million in annual maintenance costs on the 3,250 miles of returned roadway.

TRANSFERABILITY:
This program is transferable to those states where the capacity of the local governments can support the maintenance of the returned highways. In Pennsylvania the highway funds are raised by local governments from property taxes, road-user taxes, proceeds sale of bonds and notes, general fund appropriations and other local receipts.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Care must be taken to provide the local government with the financial resources to maintain the roads. If local governments do not have sufficient funds to maintain the roads the roads will deteriorate and the savings will be an illusion.

CONTACT:
Gerald Fritz, Director
Center for Program Development and Management
Department of Transportation
Harrisburg, PA 17120
(717)787-2862
SOCIAL SERVICES
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: Adopt-An-Agency: An Innovative Proposal to Increase Funding for Non-Profit Agencies.

KEY WORDS:

DESCRIPTION:
Expansion of the nonprofit social service sector has been financed largely through government funding for private social services—purchase-of-service contracts, direct grants, fees, and other mechanisms. Increased non-governmental financing for private social service agencies has become essential as the result of significant federal, state, and local budget cuts.

A new model of corporate giving to social service agencies in the nonprofit sector will ameliorate this dilemma. Modeled on the successful “adopt-a-school” program of education-business partnerships, the “adopt-an-agency” program results in increased financial support to nonprofit social service agencies. It goes beyond more dollars to provide various forms of mutual assistance to social service agencies and benefits to businesses. The “adopt-an-agency” plan restores a sense of partnership which characterize the business-social service agency relationship in earlier times. Mutual benefit or reciprocity is a key element of the model. Part of the problem non-profit social service agencies face results from their distance from donors.

PROVIDES a viable model for further exploration. Private social service agencies have much to offer businesses. Increased business support is essential for the survival of the nonprofit social service sector. The potential benefit seems large to businesses and to private social service agencies.

TRANSFERABILITY:
Transferability is excellent. However, human services’ agents will have to convince the private sector on needs and reciprocity.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The greatest disadvantage to Adopt-An-Agency is that the human service agency cannot become dependent upon its donor, because there may be a conflict of interest in policy-making and decisions which would cause the donor to withdraw financial support to the agency.

CONTACT:
Dr. Paul Stuart
Associate Professor and Chairman
BSW Program, Little Hall
Box 370314
The University of Alabama
Tuscaloosa, AL 35487-0314
(205) 348-7027

MAGNITUDE OF BENEFITS:
The magnitude of the benefits realized from adoption of this proposal is uncertain, since the relationship between donor and beneficiary is seldom seen as one of mutual benefit. Since the “adopt-a-school” program has been successful, it pro-
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: The Community Options Program (COP)

KEY WORDS:
Assessment, Investigation, Alternative, Services, Community Focus.

DESCRIPTION:
The Community Options Program is intended to target shrinking public resources toward elderly and disabled persons who are at greatest risk of entering nursing homes, and to make sure that reliable assistance is available to individual's who wish to stay in their homes or communities.

MAGNITUDE OF BENEFITS:
Since its inception in 1986, all seventy-two Wisconsin Counties are participating. COP is an effective alternative to nursing home care. Experience has shown that COP can serve even the most disabled persons, including an increasing number of ventilator-dependent persons rejected elsewhere with their services.

TRANSFERABILITY:
Transferability seems to be excellent, because COP operates at about 50% of nursing home cost. Hence, of the persons entering nursing homes rather than COP, taxpayers will pay twice as much for the cost of their care, and state cost will be 12% higher.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Based upon current data, there are no disadvantages to this program.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: Constructive Care for Kids in Trouble

KEY WORDS:
Care, Case Management, Trouble.

DESCRIPTION:
Juvenile detention is often viewed as a jail for kids in trouble. Children who have been arrested are held at the direction of the courts pending the outcome of their cases, when they may be sent home or sentenced to state facilities. In the meantime, they wait. In New York City, 4,000 children between the ages of seven and fifteen are admitted to detention each year. Some stay overnight; others may be locked up for a month or longer.

The New York City Department of Juvenile Justice (DJJ) has developed a new approach to detention that is attempting to break the cycle of delinquency during a period usually referred to as "dead time." The department has taken a fresh look at its mandate, changed it to better serve the needs of its clients, and put in place an organization and system of management to implement it. Although it received some outside help from the Wharton School of Management, DJJ accomplished the reforming largely by enlisting the good will and cooperation of existing staff.

DJJ instituted a system of case management that coordinates existing social services and tailors them to each child's special needs. Case management simply means more consistent and appropriate treatment for each child; it also permits the staff to apply and share their best professional judgment on a case-by-case basis. For example, a child with learning disabilities will not only attend classes while in detention, but will also receive help with behavior problems related to the learning disabilities.

DJJ also works with the courts, probation officers, child welfare agencies, and schools to address the problems that led to detention in the first place. An after-care program continues to offer help when the child leaves detention and returns home. After-care social workers and education specialists work directly with families, schools, and social welfare agencies to keep the child in school. Before the program began, 47 percent of children released from detention returned to school; now 75 percent do so.

MAGNITUDE OF BENEFITS:
The magnitude of benefits from a program of this nature is seen in the percent of students returning to school for further training. Thus, it benefits the individual and society when implemented.

TRANSFERABILITY:
This strategy can be transferred to those states where finance is available and where state, and local officials are willing to make concrete change.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Some states will not appropriate the finance necessary to support a program of this nature.

CONTACT:
New York City
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: Drug Abuse Resistance Education (DARE)

KEY WORDS:
Students, Attendance, Attitudes, Problems.

DESCRIPTION:
The DARE Program consists of a 14 lesson curriculum taught by six specially trained uniformed police officers. The officers teach this program as a full time job in the seventh grade of Baltimore County, Maryland, public and private schools. The lessons focus on four areas: 1) accurate information about drugs and alcohol; 2) effective decision making skills; 3) assertive resistance of peer pressure; and 4) positive alternatives to drug use. To reduce the level of acceptance of drugs by school children and to increase the capacity of school children to resist the inclination to experiment with or use drugs.

MAGNITUDE OF BENEFITS:
Baltimore County implemented Project DARE on the local level without the aid of Federal or State funding demonstrating the support and commitment of the Baltimore County Executive and the Baltimore County Council. Over the past two school years every seventh grade public school student and many private school students, some 12,000 in all, have received the fourteen lessons. Preliminary follow-up surveys suggest a significant increase in drug awareness, and thus, resistance to the inclination to experiment with or use of drugs.

TRANSFERABILITY:
This reaction is largely attributed to the use of uniformed officers as role models and instructors, as well as the fact that students really are receptive to the lesson themselves; they want to know. This program is highly transferable.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
There are no major disadvantages to this program because this project is only concerned with helping students. The availability of a police force dedicated to this type approach is the key to potential success.

CONTACT:
Police Community Relations Division
Dare Section
400 Kennilworth Drive
Towson, MD 21204
(301) 887-2214
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: Illinois Child Neglect Services Project

KEY WORDS:

DESCRIPTION:
Project SAFE (an acronym for Substance and Alcohol-Free Environment) was initiated through a Federal Demonstration Grant provided by the Department of Health and Human Services, Office of Human Development Services. The project is implemented by the Illinois Department of Children and Family Services (DCFS) in cooperation and collaboration with the Illinois Department of Alcoholism and Substance Abuse (DASA). DCFS is the state and federally mandated child protection agency in Illinois; DASA is the comparatively designated agency responsible for the planning, licensing, funding and monitoring of substance abuse prevention and treatment services in Illinois. The purpose of Project SAFE is to develop, demonstrate, evaluate and disseminate an innovative model of providing services to neglectful mothers who abuse, or are addicted to, alcohol. The model is aimed at providing intervention, diagnosis and treatment of the alcoholic parent as well as providing concurrent interventions aimed at enhancing parental functioning. The service model incorporates the following components:

* The identification by local DCFS Caseworkers of neglectful mothers who were screened to be at high risk for alcoholism.
* The assessment and recruitment of these individuals into an intensive outpatient alcoholism counseling program.
* The completion of a formal course designed to improve parenting skills.

* The provision of outreach worker services in the home to provide support for both sobriety and the application of new parenting skills.
* The on-going participation in self-help group and aftercare counseling.
* Regular case conferences and service coordination meetings between local DCFS representatives and staff of the alcoholism counseling program.

MAGNITUDE OF BENEFITS:
The number of neglectful mothers going through the program has been steadily increasing.

TRANSFERABILITY:
States have existing child neglect programs, however; states may wish to modify their process to allow for more flexibility.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
More money may be required of states wishing to adopt this project, or certain modifications in existing programs could accommodate this model.

CONTACT:
Mary Ann Kren
Acting Deputy Director
Division of Policy and Plans
Department of Children and Family Services
40 G East Monrol
Springfield, IL 62701-1498
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: Life Safety Alert System

KEY WORDS:

DESCRIPTION:
The Life Safety Alert System is a personal emergency response system linking residents who are elderly, handicapped or medically at risk directly to the Shaker Heritage Fire Department. It is designed to monitor continuously for fire or medical emergencies as well as inactivity in the home. This system offers three separate alarm capabilities, each of which immediately transmits a distinct warning to a central receiving unit in the Shaker Heights Fire Department. Installation is provided and requires only a 110 volt electrical outlet and an existing telephone line. "The Shaker Heights Fire Department's Life Safety Alert System is the first of its kind in Ohio and one of only 13 in the country."

MAGNITUDE OF BENEFITS:
The Life Safety Alert System is available to Shaker residents who are medically at risk, elderly, or handicapped.

TRANSFERABILITY:
The transferability of this project is excellent in that most of the facilities needed to establish it are already available.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
There appears to be no limitations to this project except the vision of city officials in charge.

CONTACT:
Evelyn Krent, Director
Office for Senior Adults
16700 Van Aken Blvd.
Shaker Heights, OH 44120
(216) 491-1350
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: Macomb 0-3 Regional Project: A Rural Child-Parent Service

KEY WORDS:
Curriculum, Assessment, Diagnosis.

DESCRIPTION:
The Macomb 0-3 Regional Project is a home-based delivery system for services to handicapped children from birth to three years old who reside in a rural area. It was first funded in 1975 by a federal grant through the Bureau of Education for the Handicapped. In 1978 the project received funding as an outreach project to continue for three years. In June of 1980, the Joint Dissemination Review Panel approved the project as an exemplary model, making it a part of the National Diffusion Network.

The major claims of effectiveness of the project are: (1) to provide an effective educational/remediation program for optimal development of handicapped infants in rural areas, and (2) to help parents who live in rural areas acquire skills and knowledge to become more effective in dealing with their child.

TRANSFERABILITY:
Transferability is dependent upon any state’s ability to finance the program and its dedication to revitalizing human services for special rural children.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The greatest disadvantage this program is likely to encounter is a resistance to change in order to deal with all kinds of mental illnesses at a young age.

CONTACT:
Patricia L. Huting, Ed. D., Project Director
Professor, Early Childhood
College of Education
27 Horabin Hall
Western Illinois University
Macomb, IL 61455
(309) 298-1634

MAGNITUDE OF BENEFITS:
The children range in age from birth to three years of age, and exhibit a variety of handicaps, including gross physical or motor handicaps, sensory impairment, marked intellectual lag, lack of age-appropriate speech and language development and serious emotional problems. Multiple handicaps include Cerebral Palsy and Down’s Syndrome. Children who are classified as “high risk” are also served. It is reported and acclaimed that children in the state of Illinois benefit tremendously from this program.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: Rural Child-Care Project

KEY WORDS:

DESCRIPTION:
As numbers of women with children enter the workforce and single-parent families grow, Virginia must face the need to strengthen and support working parents in all areas of the Commonwealth. Childcare, a problem for many working parents, becomes overwhelming for some, particularly in rural localities where child-care services are scarce. Strategies to generate quality childcare services in support of the workforce in rural localities are not currently in place statewide. Sufficient resources to develop new child-care services or to adequately utilize existing resources are not available. State government must, therefore, provide technical assistance to localities to encourage the expansion of a coordinated child-care delivery system in rural communities.

Senate Bill 325, Chapter 198, 1988 Acts of the Assembly directed the Department for Children to provide technical assistance for the development of pilab child-care programs for rural communities.

MAGNITUDE OF BENEFITS:
The entire commonwealth of Virginia will profit from this innovation in rural child-care as specified in Senate Bill 325, Chapter 198, 1988 Acts of the Assembly.

TRANSFERABILITY:
Transferability is largely dependent upon the state's ability to finance and maintain.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
One potential limitation for this program is the financial strain on state and local governments.

CONTACT:
Dr. Martha Norris Gilbert
Director
805 East Broad Street
Commonwealth of Virginia
Department for Children
Richmond, VA 23219
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Social Services

TITLE: San Bernardino County Children's Network

KEY WORDS: Neglect, Abuse, Assessment, Council.

DESCRIPTION:
The Children's Network of San Bernardino County, California, concerns itself with "children at risk" who are defined as minors who because of behavior, abuse, neglect, medical needs, educational assessment, and/or detrimental daily living situation are eligible for services from one or more of the constituent agencies of the Children's Network. They are:

1. Children's Policy Council
2. Children's Advocate Council
3. Children's Services Team
4. First Fund of Children's Resources
5. Children's Lobby
6. Children Task Forces
7. At-Large Membership

The overall goal of the Children's Network is to help "children at risk" by: Improving communications, planning, coordination and cooperation among youth serving agencies; identifying gaps and overlaps in services; providing a forum for clarifying perceptions and expectations among agencies and between agencies and the community; setting priorities for interagency projects; and implementing collaborative programs, public and private, to better serve children and youth.

TRANSFERABILITY:
The transferability of this project appears to be good in that it assists "children at risk" suffering from abuse, neglect, medical needs, and educational assessment using resources already in place.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
The only potential disadvantage recognized by the contributor at this time is the ability of another county to finance the project.

CONTACT:
Patrick J. Morris
Supervisor Court
San Bernardino, CA 92415

MAGNITUDE OF BENEFITS:
Residents of San Bernardino County appear to have benefited from this networking and coordination of activities in favor of children at risk.
SOLID AND HAZARDOUS WASTE
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: City-owned and Operated Recycling Compost, Refuse Derived Fuel System

KEY WORDS:
Humboldt, Tennessee, Recycling, Compost, Refuse Derived Fuel

DESCRIPTION:
The City of Humboldt, Tennessee, is planning to construct a resource recovery/RDF plant to serve Humboldt, Trenton, Milan, Gibson, Medina, Dyer, Rutherford, Bradford, Yorkville, Kenton, and parts of Crockett and Carroll counties.

The plant which will be supplied by Lundell Manufacturing will separate out recyclables and produce compost and Refuse Derived Fuel (RDF) which will be sold to coal burning facilities as a substitute fuel. They believe that this fuel will not create any air emission problems.

Financing was through a municipal service group, through a bank, and secured by the five acres on which the plant will be located. The operation will be city owned and operated. Waste will be delivered by all collectors in the service area. The group has investigated markets for their product, but, of course, are always looking for a more lucrative market.

MAGNITUDE OF BENEFITS:
City revenues supplemented by sale of refuse derived fuel.

TRANSFERABILITY:
Requires feasible volume of waste to provide commercially attractive volumes of fuel. Markets for the product must be readily available.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Available volume and markets and capital outlay required.

CONTACT:
Jess Pritchard
Mayor, City of Humboldt
Humboldt, TN
(901) 784-2511

Environmental Protection Agency, Region IV Case Studies of Public-Private Partnerships: Contact Tom Nessmith or Tom Moore at: U.S. Environmental Protection Agency, 345 Courtland St., N.E., Atlanta, GA 30365 (404) 347-7109.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: County Revenue Generated from Sale of Methane Gas Extracted from Closed Landfill

TRANSFERABILITY:
Suitable for areas with landfills that could generate and feasibly recover methane gas. Would also require a market for methane gas.

KEY WORDS:
Lexington County, South Carolina, Methane from Closed Landfill, Revenue, Public-Private Partnership.

DESCRIPTION:
Methane is being extracted from closed landfill, industry with a royalty paid to the county, owner of the landfill.

Company is extracting about 80,000 cu.ft./hr. of methane gas which has been generated within the landfill. Heat content is about 550 BTU after sulfur and water have been removed and the gas has been compressed. Gas is being sold to two users within 1/2 mile of the landfill and the contractor is planning to install 9 miles of gas service line to serve an AT&T facility.

Extractor believes that there are about 7 million cubic per day available and that this is a viable source for 15 years.

A gas lease was developed between Carr and Lexington County which requires the extractor to pay a royalty to the County of 12-1/2% of sales for the first five years of operation and 17-1/2% after that.

CONTACT:
James Carr
Carr and Assoc.
P.O. Box 90209
Columbia, SC 29209
(803) 776-7789

MAGNITUDE OF BENEFITS:
Sales of methane gas helps supplement county tax revenues.

Environmental Protection Agency, Region IV Case Studies of Public-Private Partnerships: Contact Tom Nessmith or Tom Moore at: U.S. Environmental Protection Agency, 345 Courtland St., N.E., Atlanta, GA 30365 (404) 347-7109.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: Countywide Recycling Project

KEY WORDS:
Seneca County, New York, Recycling, Voluntary, Community Service Labor

DESCRIPTION:
Seneca county, (population 35,000) in the state of New York, began operating a countywide voluntary recycling program, the first in the State, in January 1988. By June of 1988, the program had seven recycling centers set up to collect newspapers, glass, cans, car batteries, and cardboard. Each center is open 2 days per week, including Saturday. It is hoped that eventually at least one recycling center would be open 6 days per week. Besides reducing the volume of discards sent to the landfill, the program earns an average of about $20 per ton for sale of the recycled material. Revenue from the centers is helping to build two playgrounds. The program helps keep its labor costs down by staffing with workers from the local alternative-to-incarceration program, which allows the courts to sentence people to community service instead of jail.

MAGNITUDE OF BENEFITS:
This recycling program takes advantage of labor from a community service program and holds down costs. Reduced volume for disposal and new revenue source for youth recreation facilities provide reduced demands on tax revenue.

TRANSFERABILITY:
This program is transferable to many areas.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Recycling programs require tremendous community support. Dependability of a steady/reliable labor supply through the community service program should be evaluated.

CONTACT:
Bob Haysen
2221 Lake Road
Seneca Falls, NY 13148
(315) 549-7121

CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: Glass Recycling Utilizing "Sheltered Workshop" Labor

KEY WORDS:
Hopkinsville, Kentucky, Recycling, Glass, Sheltered Workshop.

DESCRIPTION:
Hopkinsville, Kentucky, has been awarded national recognition for its efforts in reclaiming glass, which is sold to Owens Illinois. The program originated from a $35K grant from TVA to PRIDE, part of the Keep America Beautiful effort, as seed money for a pilot project. Glass was selected because no one else in the area was involved in glass recovery.

Facility and equipment was supplied by local "sheltered workshop" and grant money was used to build bins, buy a crusher and safety equipment. Labor is made up of residents/students at the workshop and two full time employees. The workshop employees (21) are paid on a piece basis which in some cases equals minimum wage. Between July and September 88 they processed 186K pounds to Owens Illinois. The operation is breaking even financially, and has positive effects on the workers.

MAGNITUDE OF BENEFITS:
Provides recycling opportunity as well as source of wages for "sheltered workshop" workers.

TRANSFERABILITY:
Suitable for areas with suitable labor and available market for recycled materials.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Availability of markets, labor, and capital required must be evaluated.

CONTACT:
Penny Shewning
Pride, Inc.
P. O. Box 4096
Hopkinsville, KY 42240
(502) 887-4026

Environmental Protection Agency, Region IV Case Studies of Public-Private Partnerships: Contact Tom Nessmith or Tom Moore at: U.S. Environmental Protection Agency, 345 Courtland St., N.E., Atlanta, GA 30365 (404) 347-7109.
TITLE: Mandatory Countywide Recycling

KEY WORDS: Recycling, Curbside Pickup, Retarded Citizens

DESCRIPTION:
Somerset County, New Jersey, has a mandatory recycling program in effect in all 21 of its municipalities. Of those, 19 have contracted with the Association for Retarded Citizens, which provides curbside pickup of recyclable and processing at a county-leased warehouse. Somerset was the first county in New Jersey to voluntarily institute recycling countywide. Benefits of the program include employment for the handicapped, recycling rebates for participating towns, conservation of resources and preservation of dwindling landfill space.

MAGNITUDE OF BENEFITS:
Provides recycling alternative which reduces pressure on landfill space. Provides employment opportunities for retarded citizens.

TRANSFERABILITY:
System could be adopted in areas with good citizen support and where markets are available.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Availability of volume, markets and labor source must be evaluated.

CONTACT:
Wayne DeFeo
Recycling Coordinator
Somerset County Office of Solid Waste Management
P.O. Box 3000
North Bridge & High Streets
Somerville, NJ 08876
(201) 231-7031

CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: Municipal Solid Waste Used to Help Meet Private Firms Energy Needs

KEY WORDS:

DESCRIPTION:
A comprehensive solid waste disposal is proposed by the company. It has its own power plant, and plans to retrofit its boilers to burn RDF to reduce its dependence on coal (presently consume 400 tons of coal a day.) Coupled with the incinerator operation, the company proposes to purchase a recycling system from Lundell Manufacturing Company of Cherokee, Iowa. The operation which is under consideration would convert MSW into: RDF/50-60% of output; compost/20-30% of output; aluminum/1-5% of output; steel/5-10% of output; and plastic 1-5% of output.

The company is meeting with local government officials to explain the proposal. It would require that local governments enter into at least a 10 year contract with the company to deliver their MSW to a location (possibly the plant site) where the recycling operation would take place.

The company would assume all responsibility for financing the capital investment costs and operation/maintenance. In return, the local governments would agree to a "processing fee" (usually termed a tipping fee) which would enable the company to retire its debt, and to cover O/M costs. (The "processing fee" apparently could range from $25 to $40 per ton).

The company is serious about converting to RDF, and they have already purchased a PET recycling facility to obtain material for their manufacturing operation. They see the recycling system as an opportunity to obtain a source for RDF, for additional PET, and for additional revenues from sale of other recycled material and from the "processing fee" from the local governments.

The local governments are accustomed to tipping fees under $10 and consequently are hesitant to consider the higher costs mentioned above. The hesitancy vividly points out a major problem in solid waste - that of educating local elected officials to the current true costs of collection and disposal as well as to the true future costs which will result from the new regulations.

At the present time this is a proposal even though the company is currently involved in recycling plastic. The company wants to move forward. In fact, Mr. Richard Lorge was hired in August 1988 to start the initiative. The problem being encountered is resistance from local elected officials to the higher disposal costs which will result from the company’s proposal. Therefore, it is not a successful case but rather a proposal which is having problems getting off the ground.

MAGNITUDE OF BENEFITS:
Strategy provides opportunities for recycling as well as Refuse Derived Fuels. Could provide long term solid waste management.

TRANSFERABILITY:
Would require a firm that could utilize RDF technology and be in a position to provide financing.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Higher tipping fees are projected for local governments. However, these fees must be evaluated in light of tipping fees for alternative solid waste management systems.
CONTACT:
Richard J. "Dick" Lorge
Director of Energy Recovery and Recycling
North American Rayon Corporation
West Elk Avenue
Elizabethton, TN 37643
(615) 542-2141, ext. 201
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: Private Recycling Firm Partly Supported by Local Government

KEY WORDS:
Gwinnett County, Georgia, Recycling, Public Private Partnership

DESCRIPTION:
This is a Keep America Beautiful effort which has been assisted by the County in several ways and is providing a major recycling opportunity for the residents of the County.

The Recycling Bank of Gwinnett County, Georgia, operates as a private entity with some support provided by the county. This is a 2200 square food multi-media facility built on county land, with materials which were donated by businesses. The actual construction was accomplished by inmates of the county prison system.

All Solid waste operations in the county are handled exclusively by private companies. It is true that some municipalities contract with private haulers and include these fees in their taxes (i.e. Lilburn). The landfills are also privately owned and operated.

Recyclable materials are brought to the center by citizens. The center is staffed by people serving a public service obligation portion of a sentence, and the proceeds from a “deposit” of material may be paid directly to the donor, or assigned to any of several groups with established accounts (i.e. Boy Scouts, Girl Scouts, PTA, etc.)

MAGNITUDE OF BENEFITS:
Strategy takes advantage of labor provided through the judicial system. Encourages recycling.

TRANSFERABILITY:
Requires a marketable volume to recycle as well as community support.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Continuous training of labor from judicial system.

CONTACT:
Connie Wiggins
Recycling Bank of Gwinnett
Satellite Blvd.
Duluth, GA 30136
(404) 822-5187
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: Publicly Financed, Privately Operated Mass Burn Resource Recovery Plant

KEY WORDS:

DESCRIPTION:
A 600 tpd mass burn resource recovery plant is nearing completion. A private company has designed, built, will operate and own the facility which is located on leased county-owned land. The public/privately financed facility will be funded by steam and electric sales and by user fees. Ash will be transported and disposed of by another private company in a privately owned landfill.

Construction of a 600 tpd incinerator is nearing completion in Charleston County, South Carolina. Steam sales will be made to a nearby U.S. Navy facility under a twenty year contract, and electric sales will be to the local utility. The waste steam will be guaranteed by agreements with municipalities within the county. Private collection services will also utilize the facility. Ash from the facility will be transported to a privately owned landfill in an adjacent county.

The county government has contracted with Foster Wheeler Inc. to design, construct, operate, maintain, and own the facility. A twenty year contract with the U.S. Navy has been made for the sales of steam. Agreements with municipalities within the county will insure the waste steam. At the end of the twenty year contract period, the county has the right of first refusal to purchase the plant or to renegotiate terms of the contract.

Another private company, Waste Management Inc. will transport and dispose of the ash from the plant in a landfill owned by Waste Management.

County issued $70 million in revenue bonds of which $59 million will be loaned to Foster Wheeler for design and construction of the plant (the remaining $11 million will apparently be used by the County for bond related expenses and for other solid waste activities.) Foster Wheeler has $15 million cash in the project. Annual deb service and operation/maintenance is estimated to be $10 million. This amount will be covered by $5 million in steam sales; $1.5 million in the sale of electricity; $5 million in tipping fees to the plant and $3 million in user fees.

The estimated cost of disposing of one ton of waste at the plant is $23. The user fee charge is $38 per household per year (based upon an estimated 1.6 tons per household per year). Tipping fees (which will be charged to private collection companies) are based upon "market rates," i.e. what the market will bear. The existing rate at the County landfill is $8.60 per ton and that will be the tipping fee at the plant (at least initially, to encourage the private companies to use the plant rather than finding "other" disposal alternatives. The County plans to take quotations from private vendors to implement a voluntary curb-side recycling program.

MAGNITUDE OF BENEFITS:
Provides for long-term solid waste management system. Resource recovery helps offset annual debt service, and operation and maintenance costs.

TRANSFERABILITY:
Scheme adaptable to any area with feasible volume and market outlet for waste steam.
POTENTIAL DISADVANTAGES OR LIMITATIONS:
Requires large capital outlay.

CONTACT:
Richard "Rick" Field
Assistant Director, Public Works Dept.
Project Leader, Resource Recovery
Charleston County Public Works Depts.
4350 Azalea Avenue
Charleston, SC 29405
(803) 745-2207

Environmental Protection Agency, Region IV Case Studies of Public-Private Partnerships: Contact Tom Nessmith or Tom Moore at: U.S. Environmental Protection Agency, 345 Courtland St., N.E., Atlanta, GA 30365 (404) 347-7109.
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: Publicly Owned and Operated Mass Burn Facility and Landfill

KEY WORDS:
New Hanover County, North Carolina, Incinerator, Resource Recovery, Landfill

DESCRIPTION:
A turnkey 200 tpd mass burn resource recovery facility is owned and operated by the County. A double-lined landfill is owned and operated by the County. Incinerator is at capacity and will be expanded by 250 tpd. Private vendors are involved in design and construction of both incinerator and landfill. Private industry is utilizing steam from the facility.

Original incinerator was built in June, 1984, as turnkey project at a cost of $13 million. Now operating at capacity, an expansion will increase capacity from 200 tons per day to 450 tons per day. The expansion is scheduled to be completed by May 1991. Clark-Kenneth was the contractor (also built the Hampton, VA facility). Incinerator was built to reduce demands on landfill. Landfill is double lined and constructed by Waste Management Inc.

Both the incinerator and landfill are owned and operated by New Hanover County, North Carolina. Private vendors have in the past been involved in the design, construction, and operation, but now it is a public operation. Steam sales are to a company doing business as Nitrex.

The annual debt service and operation/maintenance budget is $5 million. Funding is as follows: $2.1 million from its tipping fees ($23/ton); $.4 million taken from the plant sinking fund; $.4 million from landfill tip fees ($23/ton or $368/cu.yd.); $13,000 from the landfill sinking fund; $.4 million from electricity sales; and $1.2 million from the County general fund.

When questioned as to why the County did not utilize private vendors in operating the plant, we were told that the best offer was from Clark-Kenneth who proposed a cost plus $300,000 management fee. The County determined it could do the job as well and save the $300K.

MAGNITUDE OF BENEFITS:
Provides local control of resource recovery facility and landfill operations. Appears to be saving taxpayers money over a privately operated facility.

TRANSFERABILITY:
Suitable for any area with sufficient volume for resource recovery.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Requires feasible volume of waste and ability to finance large capital outlay.

CONTACT:
C. Ed Hilton, Jr.
Director of Engineering and Facilities
New Hanover County
414 Chestnut Street, Room 101
Wilmington, NC 28401
(919) 341-7139
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: Recycling and Composting in Sumter County, Florida

KEY WORDS:
Sumter County, Florida, Recycling, Public-Private Partnership, Composting.

DESCRIPTION:
A Sumter County, Florida, owned and operated landfill is supplemented by a jointly owned recycling system operated by the county and owned by both the county and by the company which is marketing the recycling system. System is recycling metals and producing compost.

The recycling system consists of a building on the site on the landfill wherein garbage is dumped on a floor and placed on a conveyor belt with a front-end loader. The system utilizes seven employees plus four inmates to oversee movement of the garbage on the belt and to handpick material out which can not be composted. Ferrous is the only material being recycled at present. The main objective apparently is to convert all degradable material into compost. The Florida Department of Environmental Regulation has not yet approved the composted material as safe for market. All waste (approximately 60 tons per day) is passing through the recycling building.

After an unsuccessful private effort, the County (population - 30,000) entered into an agreement with U. S. Waste Recovery System, Inc. wherein the $2.5 million recycling facility is jointly funded with the County’s contribution amounting to slightly more than $1 million.

The landfill and recycling system is operating at a deficit. Estimated O/M costs are $330,000 in the current year, while revenues are expected to produce $250,000. Tip fees are $16 per ton.

The County is at its legal limit on ad valorem taxes and is struggling to meet state mandates regarding its jail and its landfill. County officials have indicated that no funds from the general fund will be available to meet increasing solid waste disposal costs.

MAGNITUDE OF BENEFITS:
Supplemental revenues from recycling are used to offset operating costs which would otherwise have to paid from tax revenues.

TRANSFERABILITY:
This strategy could be adopted by areas with sufficient volume and a willing private partner.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Availability of volume and markets for recycled materials are essential. Strategy utilizes inmate labor to reduce labor costs.

CONTACT:
Gary Breeden
Director of Public Works
222 E. McCollum Avenue
Bushnell, FL 33513
(904) 793-0240
Landfill (904) 793-3368
INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: Resource Recovery Facility (Mass-Burn Incinerator)

KEY WORDS:
Millbury, Massachusetts, Resource Recovery, Mass-Burn Incinerator Public-Private Partnership

DESCRIPTION:
Communities in the Worcester, Massachusetts, area formed a committee to develop a regional solution to solid waste management. When Wheelabrator offered to own, finance, build, and operate a resource recovery facility, the Town of Millbury offered to site the facility within its boundaries and lease the land to Wheelabrator. In exchange, Millbury enjoys free tipping from Wheelabrator for 20 years for a specified amount of waste and receives “host community fees” each month from the 35 other communities providing waste to the facility. Wheelabrator sold the facility to the Ford Motor Credit Company after tax benefits of ownership were reduced by the 1986 Tax Reform Act, but Wheelabrator continues to operate it, leasing the facility from Ford.

Wheelabrator’s market studies identified the Worcester, Massachusetts area as having unmet solid waste disposal needs and an energy market. They approached the Central Massachusetts Resource Recovery Committee and offered to build and operate a resource recovery facility.

Wheelabrator obtained private financing for purchase of the land and construction of the facility. Taxable private financing was preferred to take advantage of the investment tax credit.

In order to increase their control, Millbury purchased the land for the facility from Wheelabrator and then leased it back to Wheelabrator (sale lease-back). By state law, bonds to purchase land must be taxable so the Millbury Industrial Development Finance Authority sold $325,000 of taxable industrial revenue bonds to purchase the land. The non-rated bonds are backed by revenues from the facility.

The regional committee developed a service agreement that required communities to provide minimum tonnages of waste each year and contained performance guarantees from Wheelabrator. Each participating community signed a separate service agreement. The service agreement between Wheelabrator and Millbury provides the town free tipping for up to 11,315 tons of solid waste per year. Beyond that amount, Millbury will pay Wheelabrator’s current per-ton rate.

MAGNITUDE OF BENEFITS:
Public-Private partnership resulted in no fees for town residents. Provides opportunity for resource recovery.

TRANSFERABILITY:
Strategy suitable for communities with industries that can take advantage of resource recovery technology.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Availability of a firm(s) that can feasibly incorporate resource recovery technology.
CONTACT:
Earl W. Chase, Jr. Administrator
Town Hall
127 Elm Street
Millbury, MA 01527
(508) 865-4710

U. S. Environmental Protection Agency, Public-
Private Partnership Case Studies; Profiles in
Providing Environmental Services, Administration
and Resource Management Division, PM-225,
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE:  Solid Waste Incineration

KEY WORDS:
Huntsville, Alabama, Incineration, Steam Sales, Nonprofit-Public Corporation

DESCRIPTION:
A 690 tpd mass burn facility is under construction in Huntsville, Alabama. Facility has been designed, is being built and will be operated by Ogden-Martin Systems. The solid waste authority will own the facility.

This 690 ton per day facility is under construction and will be operated and maintained by Ogden-Martin Systems. Steam sales will be to the neighboring military facility. Project also includes landfill gas recovery facility with provision to also burn this gas to generate steam.

Huntsville’s Solid Waste Authority, a nonprofit, public corporation created by the city council, sold $110 million in taxable revenue bonds to finance this facility. Originally, the city was to be allowed to issue tax exempt bonds under a special provision of the tax code, but the exemption expired prior to the bond issue’s marketing. The Authority estimated that this taxable financing would raise interest rates 250 to 300 points. These additional costs will then be reflected in higher tipping fees as paid by the residents.

Both city owned and private solid waste collectors are required to deliver all solid waste to the facility. Both Ogden-Martin and the purchaser of the steam have executed 25 year contracts with the Solid Waste Authority.

The Authority has contracted with a company for a curbside pickup recycling program (glass, aluminum, newspaper, ferrous metals, and plastic) for the city beginning in April 1990. This will help generate revenue and reduce the volume burned.

Additionally, the Authority contracts with another company to handle white goods (appliances).

MAGNITUDE OF BENEFITS:
Reduces volume of solid waste going to landfill. Combines several waste management techniques (i.e., incineration, recycling, separation, etc.) into one system.

TRANSFERABILITY:
Transferable to areas with sufficient volume of solid waste for appropriate incinerator and markets for steam and recovered resources.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Capital outlay required and public acceptance.

CONTACT:
Environmental Protection Agency
Region IV Case Studies of Public-Private Partnerships;

Contact:
Tom Nessmith or Tom Moore
U. S. Environmental Protection Agency
345 Courtland St., N.E.
Atlanta, GA 30365
(404) 347-7109
CASE STUDY

INNOVATIVE INFRASTRUCTURE STRATEGIES
Solid Waste Management

TITLE: User Fees Collected Through Sale of Garbage Bags - Lansing, Michigan

KEY WORDS:
Lansing, Michigan, Solid Waste Management, User Fees.

DESCRIPTION:
The City of Lansing accepts bids and purchases garbage bags with a strict set of specifications (color, city seal, size, etc.) for use by households. The cost of providing pickup, transportation and disposal costs are calculated and added to the cost of a bag. Sixty-five local stores sell these bags with no markup. Households who want to subscribe to the City's garbage pickup simply buy their supply of bags from a local store and place filled ones on the street for pickup. City garbage crews only pickup from households that purchase and use these bags. Subscribers have prepaid for garbage pickup and disposal. Households are free to contract with a private company for garbage service. Garbage collection costs are reviewed and updated at least annually. This system has been in effect since 1978.

MAGNITUDE OF BENEFITS:
This scheme makes the user of the service bear the complete cost of the service. Users pay according to the volume generated.

TRANSFERABILITY:
Local unit of government must be competitive with private providers.

POTENTIAL DISADVANTAGES OR LIMITATIONS:
Variable funding for essential service since households may choose a private hauler instead of city garbage service. Unit of government often unable to change operating costs as quickly as private company. Difficult for local unit of government to "market" garbage service.

CONTACT:
Robert Clegg, P.E.
City Engineer
732 City Hall
Lansing, MI 48933
(517) 483-4455
The SRDC is one of four regional rural development centers in the nation. It coordinates cooperation between the Research (Experiment Station) and Extension (Cooperative Extension Service) staffs at land-grant institutions in the South to provide technical consultation, research, training, and evaluation services for rural development. This publication is one of several published by the Center on various needs, program thrusts, and research efforts in rural development. For more information about SRDC activities and publications, write to the Director.

Southern Rural Development Center
Box 5446
Mississippi State, MS 39762

The Southern Rural Development Center is an Equal Opportunity Organization providing research, educational information, and other services only to individuals and institutions that function without regard to race, color, religion, sex, national origin, age, handicap, or Vietnam era veteran status. SRDC is an Equal Opportunity Employer.