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Vol. 9, No. 33

# COUNTY NEWS

"The Wisdom to Know and the Courage to Defend the Public Interest"

Aug. 22, 1977



Washington, D.C.

# Counties to Rally for Action

WASHINGTON, D.C.—County officials will rally here Sept. 21 to urge quick action on NACo's number one legislative issue—welfare reform.

State and local government leaders, top Administration and congressional figures will discuss the issues in kick-off speeches at the Mayflower Hotel Ballroom in the morning. Later, buses will take participants to Capitol Hill to visit their congressmen.

Welfare Action Rally delegates will push two key issues:

- To provide immediate and significant fiscal relief to local governments, and
- To continue the role of the chief elected local official as the decision-maker in jobs and training programs.

President Carter's proposal for welfare reform, announced Aug. 6, projects \$2 billion in fiscal relief in the first year of the program, fiscal '80 (Oct. 1, 1979). Rally delegates will urge that the President's proposal be phased in, beginning in fiscal '79 (Oct. 1, 1978).

H.R. 7200, the Public Assistance Amendments of 1977, is now before Congress. It would provide up to \$1 billion for state and local fiscal relief even sooner—Oct. 1 of this year. The rally could provide impetus to this legislation.

Consistent with NACo policy, the Administration's welfare reform proposal places a heavy emphasis on jobs for those who are able to work. But the President's announcement did not clearly indicate the contin-

tion of the role of the local elected official in the design and implementation of jobs and training programs. Staff papers within the Labor Department suggest that the Administration is considering a shift of decision-making authority from local elected officials to the governor's office (see related story).

Under the Comprehensive Employment and Training Act (CETA), chief elected local officials have successfully administered public service employment and training programs tailored to the needs of their jurisdictions and local residents. The bottom line in the welfare jobs program must be the continuation of this role for local elected officials, according to NACo spokesmen.

See JOIN, page 3

Welfare Reform Now.

National Association of Counties

# Congress Clears Air

WASHINGTON, D.C.—After months of wrestling with antirecession aid, public works, sewage treatment plants, energy and youth employment, Congress recessed Aug. 6 for four weeks. For those members of the Senate Public Works Committee and the House Commerce Committee, this break was marked by a

special accomplishment—passage of the 1977 Clean Air Bill (P.L. 95-95).

Those who have followed the history of this legislation know that its passage was no minor task.

Initially, implementation of the 1970 Clean Air Act—the first legislative attempt to protect the nation's clean air—was at best difficult. No

sooner had the country embarked on its course to protect pristine areas and to clean up those places which had been allowed to deteriorate, when the nation was confronted by the 1973 energy crisis. The 1970 act became the target of loud protests. Many contended that environmental concerns would have to be sacrificed to the country's urgent need for increased energy production. And so, in 1974 Congress found itself amending the Clean Air Act in the Energy Supply Environmental Coordination Act of 1974 to permit industry to convert to coal.

## Congress Considers Changes

In 1975 Congress began to look more closely at the Clean Air Act and local governments welcomed this review. Implementation of the act had its own set of problems for the local official.

For urban areas, the automobile is the major source of pollution. While the 1970 act addressed this problem by prescribing automobile emission standards, the auto industry repeatedly requested and received delays from Congress and the Environmental Protection Agency (EPA).

At the same time, however, because automobile pollution was so devastating in many communities, EPA was forced to issue extensive regulations to control indirectly automobile use and, thus, reduce increasing pollution levels. In turn, local governments were forced to implement transportation controls, independent source review programs and parking management resolutions.

Additionally, local governments were eyeing the approaching 1977 deadline when clean air standards were supposed to be achieved nationwide. Unless these standards were achieved, local governments were concerned that no new industries would be permitted into polluted areas.

Throughout 1975 and 1976 the House Commerce Committee and the Senate Public Works Committee worked hard on amendments to the Clean Air Act. These complex and controversial amendments were finally completed only to be filibustered to death by Sen. Jake Garn (R-Id.). See CLEAN, page 5

## NACo Mounts

## Postcard Campaign, page 3

# CETA Renewal

## Counties/Cities Urge Continued Decision-maker Role for Officials

WASHINGTON, D.C.—In an Aug. 10 letter to Secretary of Labor F. Ray Marshall, NACo Executive Director Bernard F. Hillenbrand, along with John Gunther, executive director, U.S. Conference of Mayors and Alan Beals, executive director, National League of Cities, applauded the Administration's commitment to welfare reform and expressed their desire to work closely with both the Administration and Congress on welfare reform and the re-enactment of the Comprehensive Employment Training Act (CETA).

The letter went on, however, to express the organizations' opposition to a Department of Labor (DOL) staff draft of a CETA re-enactment bill, which would seriously undermine the decision-making role of local elected officials in the CETA program. The draft amendments to CETA would place more authority for the design of jobs and training programs in the hands of the governor of state.

"Continuation of the exclusive decision-making role of the chief local elected official is the bottom line in our organizations' approach approach to CETA re-enactment and the jobs side of welfare reform," the three public interest group directors told Marshall.

AS PRESENTED by the President in his Aug. 6 announcement, the jobs component of welfare reform would consist of a joint state/local program designed to assure an unbroken sequence of services "to participants." CETA prime sponsors, state employment service agencies and community-based organizations would play major roles in the

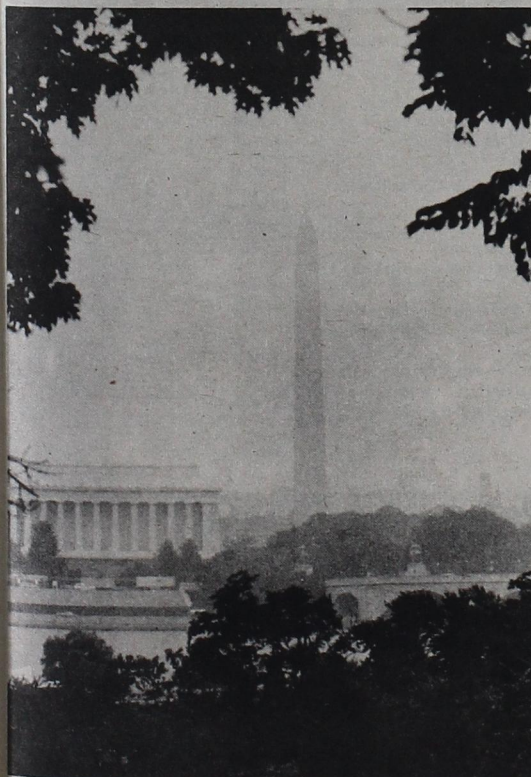
delivery of jobs and training programs. The proposal further emphasizes creating job opportunities at the local level where community needs and special problems can be taken into consideration. The local administration of the jobs program was one of the President's 12 principles for welfare reform.

As the agency responsible for designing the jobs component of welfare reform, DOL so far is not emphasizing local administration. Although Administration decisions on the issue are still pending, the draft amendments to CETA represent the current DOL position on the structure of the jobs component of welfare reform.

Overall, the proposed amendments make the governor responsible for assuring there exists an integrated manpower service delivery system which meets the manpower needs of the state. Presumably, should the governor decide that a local plan does not meet the overall manpower needs of the state, he could reject the local plan.

SPECIFICALLY, CETA section 108(a) would be amended to state that the Secretary shall not approve a local prime sponsor plan unless the governor of the state has concurred in those sections of the local plan dealing with coordination of services with state agencies. Should local elected officials decide that services could be performed more effectively by non-state agencies, the question remains whether the governor could reject the local plan of service. Currently section 108(a) provides for comments on the local plan by the

See LOCAL, page 2



(Photo by Larry Morris, The Washington Post)

Air pollution clouds Washington, D.C. monuments.



# Jobs: Key in Welfare Reform Plan

WASHINGTON, D.C.—In announcing his welfare reform plan on Aug. 6, President Carter emphasized that "a major component of the program is a national effort to secure jobs for the principal wage earners in low income families with children."

The Administration proposal calls for both stronger incentives for those expected to work and an improved employment and training system to match people with available work in the private or public sector. The Administration hopes that such an approach will provide families with both the skills and opportunity for self support.

Here is an outline of the basic components of the welfare reform jobs program. (The jobs program is not limited solely to welfare recipients; any persons unemployed for five weeks or more is eligible.)

## Jobs and Training

The proposal emphasizes employment in the private or unsubsidized public sector. If an individual is unable to secure unsubsidized employment, the Administration proposes to create 1.4 million public service jobs—paying at or slightly above the minimum wage. Of the 1.4 million jobs, approximately 300,000 will be part-time for parents with school-age children.

Jobs under the welfare reform program will be created much along the same lines as current public service jobs. Most of the jobs will be projects in public and private, non-profit agencies lasting no more than 12 months.

## Eligibility

Participation in the program is fairly simple. Jobs or training slots will go to the principal wage earner in families with children. For two-parent families, the principal wage earner will be defined as the adult who had the highest earnings or worked the most hours the previous year.

In single parent families, the adult member will be expected to work full-time when the youngest child reaches the age of 14. If adequate day care is not available, single parents with children ages 6-13 will be expected to work part-time only. In those areas where day care is adequate such parents will be expected to work full-time. Single parents with children under 6 will not be expected to work.

There will be no income or assets test for eligibility, but applicants must be unemployed and have looked for a private sector job for at least five weeks prior to being placed in a subsidized job.

## Benefit Structure

The benefit structure for those expected to work is designed to provide incentives for accepting employment and disincentives for refusing a job. (Although the benefit structures relate to welfare recipients, persons not on welfare are eligible for jobs and/or training.)

Two parent families and single parent families in which the adult is expected to work full-time will receive a basic benefit of \$2,300 in addition to their income. The first \$3,800 of earnings will be disregarded in determining benefit reductions.

Benefits will be reduced by 50 cents for each dollar of earnings in excess of \$3,800. No benefits will be payable when family earnings reach \$8,400.

Single individuals and childless couples will receive no benefits if they refuse work and will cease to be eligible for benefits when their earnings reach \$2,200.

In those families where the adult refuses work, the benefit for a family of four will be reduced to \$2,300. The reduction is designed to provide a disincentive to refusing work and to protect the children if a parent refuses work.

## Wage Supplementation

States which supplement cash assistance benefits beyond the basic federal benefit will also be required to supplement the minimum wage and benefit levels proportionately so as not to destroy the work incentives.

## Earned Income Tax Credit

As an additional incentive to find jobs, individuals employed in the private sector will be eligible for an earned income tax credit. The proposed system will provide a 10 per cent credit on earnings up to \$4,000; a 5 per cent credit on income between \$4,000 and the point at which the family is liable for federal income tax; and a phase-out of the credit above the tax entry point at the rate of \$1 for every \$10 earnings.

## System Operation

State employment agencies, community-based organizations, CETA prime sponsors and other manpower service deliverers will be expected to

design a locally coordinated program which will provide an unbroken sequence of employment and training services for the participant.

Basically, the welfare jobs component will begin with a five week job search to find unsubsidized employment. If no job is found, the participant will be placed in a subsidized job lasting no longer than 12 months.

After a year, the participant must again undertake a five week job

search. For the first two weeks, the participant will be paid at full wages. Beginning with the third week, the participant will receive benefits on the lower tier of approximately \$50 per week (family of four). If at the end of five weeks no unsubsidized job is found, the participant will re-enter the subsidized job system for placement. In the event that no subsidized job were available the participant would "flip up" to the higher benefit tier after the eighth week.

## Local CETA Control Urged

Continued from page 1

governor, but not necessarily concurrence.

DOL's draft amendment to CETA section 106(b)(4) reads . . . "the unbroken sequence of services shall include plans and arrangements developed by local prime sponsors pursuant to the provisions of section 105(a)(7) and 105(a)(8) which have met requirements established by the governor of the state in conformity with such regulations as the Secretary may promulgate, and have received formal written concurrence of the Governor." Similar language requiring concurrence by the governor is found in draft amendments to sections 105(a)(8) and 108(a) as described above and 108(b). Currently prime sponsor plans require only comments by the governor and not concurrence.

Section 107(b)(1), relating to the State Manpower Services Council, would amend the current CETA legislation by giving the council the

authority to recommend to the governor that local plans be approved, rejected or returned for modifications if they do not provide for effective coordination to meet state manpower needs. Under the current law, section 107(b)(1) provides for council review of local plans but has no provisions for recommending to the governor the approval or rejection of a plan.

**PROPOSED** amendments requiring concurrence by the governor of the state could seriously undercut decision-making authority of local elected officials. Although the draft amendments do not eliminate the local prime sponsor, they would give the governor the power to review and potentially reverse the decisions of local elected officials.

Current CETA legislation expires at the end of fiscal '78 (Sept. 30, 1978). DOL and Congress will be working on new legislation during the coming year.

# Welfare Action Rally

Mayflower Hotel Grand Ballroom  
1127 Connecticut Ave., N.W.  
Washington D.C.

September 21, 1977 • 10 a.m.

Join county officials from across the country as NACo rallies for PROMPT congressional action on welfare reform.

An overhaul of the old welfare system is needed to:

- Achieve fiscal relief for county government beginning Oct. 1, 1978 (fiscal year 1979)
- Ensure that county decisions on jobs and training programs remain exclusively in the control of chief elected local officials.

Congress is considering the welfare reform plan of the Carter Administration. Prompt congressional action to reform a system full of inequities and inconsistencies is long over-due. There is no excuse for delay.

Rally for action in Congress on welfare reform. Be a voice in a nationwide chorus of county officials seeking a welfare plan that gives a fair share for fair care.

Call Carol Cox, NACo, (202) 785-9577 for Rally Information.

All requests for information on hotel reservations should be directed to the Mayflower Hotel (202) 347-3000, attn: NACo Welfare Reform Rally.





**SPECIALLY EQUIPPED BUS**—Nursing home staff and CETA-funded driver assist an elderly resident of the Rockingham County (N.H.) nursing home aboard a bus the county recently purchased with revenue sharing funds.

## Revenue Sharing Funds Buy Bus for Nursing Home Trips

ROCKINGHAM COUNTY, N.H.—Exasperated with federal "strings" tied to Department of Transportation (DOT) funds, Rockingham County commissioners turned to revenue sharing dollars to buy a bus to take nursing home patients on excursions when the weather is good.

"Department of Transportation regulations demanded bus services to be scheduled five days a week, 52 weeks a year despite the fact that nursing home residents don't want to travel anywhere when the weather is bad," says Commissioner John Driscoll.

Yet, he adds, in good weather, when residents of the 289-bed facility wanted to have a picnic, go sightseeing, or see the Boston Red Sox play, no transportation was available to many of them.

Some residents, Driscoll notes, had not left the building for over a year.

County commissioners joined forces with the county's delegation to the state legislature to appropriate \$20,000 of general revenue sharing funds to buy a specially equipped bus.

The 30-passenger vehicle has a hydraulic lift, special steps, and slots where wheelchairs can be locked in place.

Space in the rear of the bus allows passengers' walkers to be stored. Overhead storage areas hold pillows, blankets, and box lunches.

During the summer months, Driscoll reports, four or five excursions are scheduled each week. About two-thirds of the residents are healthy enough to sign up for these trips.

To allow passengers to enter and leave the building freely, an electrically sliding glass door is also being installed.

A full-time driver has been hired with funds obtained under Title VI of the Comprehensive Employment and Training Act (CETA).

"The county is quite pleased in the way this bus is meeting the needs of elderly citizens who otherwise would be confined to the nursing home," Driscoll concludes.

## Proposed Nursing Home Affiliate Decides Bylaws

WAYNE COUNTY, Mich.—Thirty-five county nursing home administrators and other administrators of public facilities providing long-term care met at NACO's annual conference last month to organize a proposed affiliate of county long-term care facility administrators.

Ruth Shankin, associate administrator of the Champaign County, (Ill.) Nursing Home, was elected president of the proposed affiliate; Raymond Diehl, Monroe County, N.Y., was elected first vice president.

The bylaws of the proposed affiliate will be presented to the NACO Board of Directors for consideration in the fall.

The proposed affiliate will provide the long-term care facility administrator with a vehicle for input into the formation of national health policies. Some specific problems to be addressed are the difficulty with financing; the flood of mentally ill persons and the "dumping" of poor patients by proprietary home operators.

• The Medicaid regulations, as the Department of Health, Educa-

tion and Welfare (HEW) interprets them, preclude counties from supplementing deficits which occur because of reimbursement at an unreasonable cost basis. This squeeze on county homes may force some to shutdown, leaving no place for their residents to go. County home administrators from several states, particularly Illinois, have expressed their difficulty with shortage of funds.

• Recent court cases have emphasized deinstitutionalization of mentally ill patients, although the effects on other institutions have not been fully examined. The county home continues to be the catch-all for society's problems. It becomes difficult to render the proper services for such diverse cases.

• Although the function of county-owned nursing homes is to serve the poorest county residents, the unwillingness of private nursing home operators to accept their share of Medicaid patients puts a strain on the county facility.

For further information on the proposed affiliate, contact Tony McCann at NACO.

## Cancer Claims Mrs. Keane

WASHINGTON, D.C.—Carolyn Keane, wife of Mark E. Keane, executive director of the International City Management Association (ICMA), died of cancer Aug. 11.

An associate of Closer Look, a federally funded program for handicapped children and their families, she specialized in counseling families with more than one handicapped individual. Through Closer Look, she also worked to help open the job market and combat discrimination in the housing and employment of handicapped young adults.

She was an intern with the National Institute of Public Affairs when she first came to Washington in 1941. She later was assistant to the budget director of the Federal Works Agency.

She and her husband had resided in Oak Park, Ill. and Tucson, Ariz. from 1953-62 while he served as city manager.



Carolyn Keane

## U.S. Forest Service Chief Keys Public Land Meeting

SPOKANE, Wash.—U.S. Forest Service Chief John McGuire will be the keynote speaker at the annual conference of the Interstate Association of Public Land Counties here Sept. 14-17. About 150 county officials are expected.

McGuire will talk about programs and plans of the U.S. Forest Service that are important to western public land counties. Forest Service studies to implement the Resource Planning Act and to define wilderness areas in the West will be discussed. Another key federal official, Tim Monroe of the Bureau of Land Management, will speak concerning the Federal Land Policy and Management.

The business meeting of the association will include a merger plan with the NACO Western Region District. The proposed merger plan has been approved by the Western Region District and would be implemented this year following action at the Interstate conference.

The NACO Public Lands Steering Committee and Indian Affairs Task Force have scheduled meetings in conjunction with the conference. Following is a summary of the conference program:

Wednesday, Sept. 14  
1:30 p.m.

NACO Indian Affairs Task Force

Thursday, Sept. 15  
9 a.m.  
12 noon  
6:30 p.m.  
7:30 p.m.

NACO Public Land Steering Committee  
Tour of Spokane County Regional Park Facilities  
Interstate President's Reception  
Annual Banquet

Friday, Sept. 16  
9 a.m.

Opening general session: O.G. "Clem" Clemons, Interstate Association president, presiding; John McGuire, chief, U.S. Forest Service, keynote speaker

10:30 a.m.

Panel discussion: payments-in-lieu of taxes, George Buzianis, presiding

12 noon

Luncheon speaker: Bert Cole, Washington State Commissioner of Public Lands

1:30 p.m.

General session speaker: James "Tim" Monroe, Bureau of Land Management

2:30 p.m.

State reports

Saturday, Sept. 17  
8 a.m.

Breakfast, sponsored by Washington State Association of Counties, Gordon Kunz, presiding  
Business meeting  
Scheduled adjournment

9 a.m.  
11:30 a.m.

The conference will be held at the Ridpath Hotel, Spokane, Wash. Reservations can be made by calling (509) 838-2711.

## Join Postcard Campaign

Continued from page 1

In conjunction with the rally, NACO is conducting a "postcard" campaign. A sample "postcard" addressed to the President is printed. Copies of this card will appear in every issue of *County News* between now and the rally, and additional copies can be requested.

In the next few weeks county officials will be seeking signatures on thousands of these "postcards" from county employees, members of taxpayers' associations, local unions, and other interested community

groups. Signed postcards will be delivered to the President on Sept. 21 to dramatize the fact that there are scores of concerned individuals who may not be able to make it to the rally, but who are anxious to see action on welfare reform.

NACO President Bill Beach is urging every NACO member county to participate.

Asked what could be done between now and the rally date, Beach said, "Schedule appointments to see your congressional delegation during the afternoon on Sept. 21. Let your state

association of counties know about appointments you schedule with your congressional delegation, so we can be sure that each key legislator is visited.

"Get as many 'postcards' as possible signed by concerned citizens—county employees, members of taxpayers' associations, local unions, and any other interested groups in your community. Bring the signed 'postcards' with you to the rally.

"We hope to have thousands and thousands to present to the President."

## LET EVERY NAME BE COUNTED

Dear President Carter:

Welfare reform can't wait. We urge you and your Administration to work toward prompt congressional action:

- To insure significant and immediate fiscal relief for county governments; and
- To insure that decisions on jobs and training programs remain exclusively in the control of chief elected local officials.

NAME \_\_\_\_\_

ADDRESS \_\_\_\_\_

COUNTY \_\_\_\_\_

STATE \_\_\_\_\_



# Youth Compensate Crime Victims

by Jane Karr and Louis Bolce

Last year, of an estimated \$15 billion spent on criminal justice, only 1 per cent went to the victims of crime. And many of them were victims of juvenile crime: 85 per cent of juvenile crime results in personal or property loss, with losses averaging \$240. This raises the question of who is responsible to their victims: society, offenders or offenders' parents? Ironically, most of the burden now lies not only with society, but also with the victim.

One of the major points of the McClellan-Kennedy bill, designed to modify the federal criminal code, is the establishment of a compensation board to reimburse up to \$50,000 the victims of federal crimes. While commendable, such a board would legally transfer responsibility from the offender—where it rightfully belongs—to society. In addition, most crimes resulting in loss to the victim are against state, not federal, laws. The most equitable way to contend with the problem, therefore, is on the local level.

The Work Restitution Therapy Program (WRTP), set up last summer in Cincinnati's Hamilton County by Judge David Grossman, is an admirable example for other urban areas. Under the program, young criminals pay victims for personal or property losses. Victims are reimbursed in full from income earned by the offenders while participating in the court-ordered program. Twenty-five per cent of the minimum wage received for the seven-hour work-day is kept by the offender, providing both an incentive to work and reinforcement for constructive behavior.

In conjunction with community officials, juveniles assist in maintaining and beautifying city parks and other community-designated public facilities. The only projects selected are necessary tasks that otherwise might not be performed because of limited resources and manpower. Therefore, there is no possibility of displacing regular employees, and union approval is obtained.

Work groups consist of 10 to 14 male youths supervised by two counselors (78 per cent of offenders are males about age 15 and living in the inner city). Last summer this program, which cost about \$50,000, saved Hamilton County more than \$280,000 in labor costs alone. Most important, the amount of restitution paid by the youths in only nine weeks was 70 per cent of the total paid in 1975.

The program's philosophy is that youths need to accept responsibility for their actions and to learn respect for the property of others. The responsibility is shifted from parents (in many states parents are legally responsible for restitution) and society to the offender. Those who might not otherwise be able to pay restitution and close their account with the court get the opportunity to do so. As a result, the juvenile's file may be sealed and he may later petition the court to expunge his record. When the youth has paid full restitution, he is dropped from the program.

But the program is most important to the victim, who is often not compensated because most juvenile offenders come from families unable to pay for losses.

Jane Karr is the chief copy editor at *Us* magazine. Louis Bolce, assistant professor of political science at Fordham University, is former director of the Work Restitution Therapy Program in Hamilton County, Ohio.

## Commentary

Most local courts have three responses to juvenile delinquency: incarceration, probation or a stern reprimand. These limited alternatives and the restitution problem can create a vicious circle: As community attitudes toward juveniles become increasingly negative, pressure builds for stronger sanctions. And as sanctions become stronger, the community must pay more for better detention facilities. However, detention produces little, if any, rehabilitation.

What is needed is a program that not only recovers the victim's loss in full, but also prevents juvenile delinquency by forcing the offender to return to society what he took without increasing the likelihood that he will commit another crime.

The WRTP is such a program. It provides the court with an additional means for keeping juvenile offenders off the streets while involving them in an active and positive role. Theoretically, it could be extended to requiring the offender to compensate society for the costs of law enforcement: courts, police, probation officers.

There are various reasons for the success of the WRTP. Unlike many youth programs, the supervisors—one male-female team per unit—work along with youths, reinforcing action in the desired direction, removing the stigma attached to menial work, counseling the offender and relieving the probation officer's workload.

In Hamilton County, the program was court-ordered and the director given the authority to issue violation-of-court orders for discipline problems. Since it was local, the director was free of federal red tape. For example, in the first two weeks of implementation, the WRTP was altered three times until a personnel-administrative structure was established to coincide with the program's goals—not an advantage of federally sponsored programs.

The WRTP could work nationally on a local level with sources coming from public and private sectors. While most youths from poor families owing restitution lived in the city of Cincinnati, 75 per cent of the funds for the program came from county-designated monies under the Comprehensive Employment Training Act with the stipulation that the money be used for county youths. The \$7,500 from local businesses (Proctor and Gamble

supplied food and clothing) allowed the flexibility needed to deal with this problem.

The Law Enforcement Assistance Administration is considering a two-year evaluation of the restitution concept for implementation in six states. Since June 1976, the experiment in Cincinnati has provided an effective model.

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## CIC Sponsors Grant Training

WASHINGTON, D.C.—The Council of Intergovernmental Coordinators (CIC) will sponsor its first training seminar on grantsmanship to coincide with the Annual Federal Aid Briefing this September. It will run from 1 p.m. Thursday, Sept. 8 to 5 p.m., Saturday, Sept. 10. Cost of the seminar will be \$35. All sessions will be conducted at the NACo offices. Lunch will be provided on Friday and Saturday.

This training is designed to assist the new grantsperson. It will explain how a grants office is organized, how various grants offices operate, how to track federal programs and how to follow up on funding possibilities. Friday and Saturday will concentrate on the grant writing stage.

Since the program is designed to provide intensified and concentrated training, space is limited. Trainees will be accepted on a first come basis.

The seminar will be conducted by intergovernmental coordinators who are experienced in the field and who presently teach in this area.

If you are interested in attending please fill out the form below and send with your payment of \$35 to:

Linda Church  
Training Seminar  
NACo  
1735 New York Avenue, N.W.  
Washington, D.C. 20006

Make checks payable to NACo.

(If all spaces are filled, your check will be returned and your name placed on a mailing list for possible future seminars.)

Name \_\_\_\_\_  
Title \_\_\_\_\_  
County \_\_\_\_\_  
Address \_\_\_\_\_  
City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_  
Phone (\_\_\_\_) \_\_\_\_\_

(Please make your own hotel reservations—hotel costs are not included in the registration fee.)

National Association of Counties

## Annual Federal Aid Briefing

sponsored by  
COUNCIL OF INTERGOVERNMENTAL COORDINATORS

September 11-13, 1977

Hyatt Regency Hotel  
Washington, D.C.

Sunday, September 11

Registration 7:45 a.m. all day  
10 a.m.-noon CIC Board Meeting  
2 p.m. General Session  
Opening Remarks and Welcome  
Commission on Federal  
Paperwork Presentation  
NACo Legislative Representative  
Overview and Legislative  
Update

4:15 p.m. Recess for the day

Panel sessions will be conducted on:

LEAA  
CETA  
YOUTH  
FEDERAL AID REFORM AND OMB CIRCULARS  
ARTS AND HUMANITIES  
SOLID WASTE  
WATER QUALITY  
GRS  
PUBLIC WORKS  
COMMUNITY DEVELOPMENT

Monday, September 12

Registration 7:45 a.m. all day  
8:45-11:45 a.m. Panel Session  
Luncheon—NACo/CIC  
Business Meeting  
2:45-3:30 p.m. Panel Session  
6:30-8 p.m. Reception

Tuesday, September 13

Registration 7:45 a.m. all day  
8:45 a.m.-12:30 p.m. Panel Sessions  
12:45-2:15 p.m. Luncheon  
Luncheon Speaker  
2:15 p.m. Adjourn

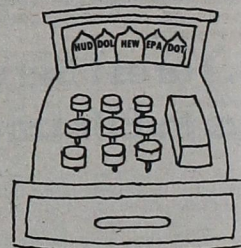
TITLE XX  
COMMUNITY ACTION AGENCIES  
IPA  
PAPERWORK/RED TAPE  
EDA  
BUREAU OF OUTDOOR RECREATION  
AFFIRMATIVE ACTION  
INDIRECT COSTS  
ALCOHOLISM AND MENTAL HEALTH  
AGING

Registration  
On site—No preregistration

\$95 (members)  
\$125 (non-members)

Room rates: s \$37, 41, 44, 47  
d \$47, 51, 54, 57

For Hotel reservations, please call the hotel directly. Tell the hotel clerk what meeting you are attending.  
HYATT REGENCY HOTEL  
(202) 737-1234





# Counties & Clean Water

## Report of NACoRF's Water Quality Project

### TOO OFTEN TAKEN FOR GRANTED

## Safe drinking water

Until a few years ago, almost everyone drank tap water without giving much thought to its safety. Outbreaks of waterborne disease are minimal (15-20 cases per year, affecting a total of 4,000-5,000 people), and they are due primarily to isolated incidents such as malfunctioning equipment.

As in so many other environmental areas, however, we are learning about unforeseen health hazards in our water supply systems. Nowadays, even laboratory rats are reluctant to drink water for fear of developing cancer. The Environmental Protection Agency (EPA) has demonstrated the presence of cancer-causing organic contaminants (particularly chloroform) in the drinking water of at least 80 cities. The amounts discovered were measured in parts per billion, and the health effects of these levels are still in dispute. In any case, concern has shifted over the last few years from waterborne communicable diseases to cancer and chronic illnesses caused by trace amounts of various chemicals in the water supply.

The passage of the Safe Drinking Water Act of 1974 indicated recognition of this new orientation towards public health issues. The act represents the first attempt by the federal government to set standards for numerous inorganic and organic chemicals.

EPA has already adopted interim standards which became effective June 24. These are based on the limited available evidence of the health risks associated with various contaminants. Revised standards, based on a recent report by the National Academy of Sciences, are to be promulgated within the next few months. It seems likely that the standards will continue to change as new health effects are discovered and as more effective monitoring and treatment devices are developed for trace contaminants. As is frequently the case with federal regulatory programs of this sort, increasingly stringent standards will be based on highly sophisticated technologies used in urban areas, while thousands of small water suppliers have difficulty meeting even the most basic monitoring, analysis, and treatment requirements necessary to protect public health.

### State drinking water responsibilities

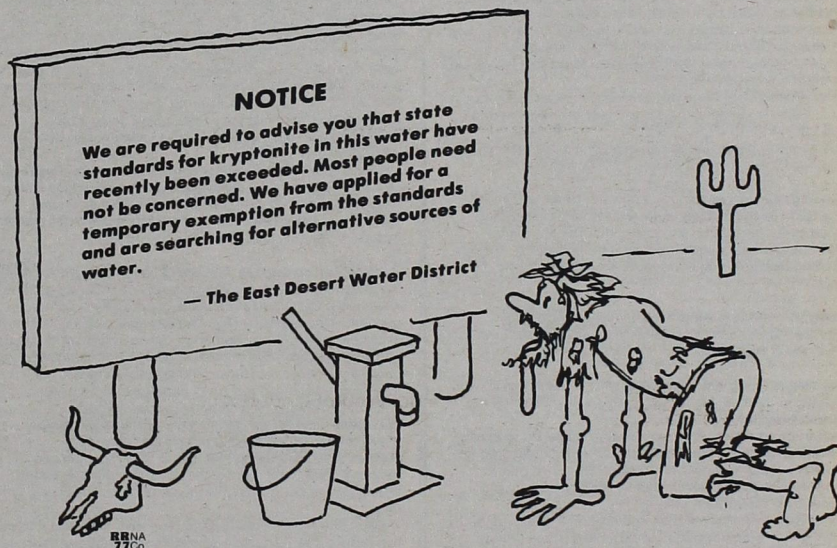
Congress originally hoped that states would be able to assume primary enforcement responsibility over the drinking water program by the time EPA's interim standards went into effect (June 24, 1977). In order to assume that responsibility, a state must enact enabling legislation for authority to supervise water suppliers and promulgate regulations as stringent as EPA's. Congress appropriated a total of almost \$25 million to assist states in their efforts to take over this program.

Thus far, only about seven states have obtained primary enforcement responsibility, though all but a few will eventually apply for it. In the meantime, while EPA and the remaining states are involved in transferring administration of the program, much immediate enforcement action against non-complying water suppliers seems unlikely. EPA simply does not have a large enough staff.

### A new definition of public water system

Even at the state and county levels, enforcement will be an overwhelming task, because of the expanded definition of "public water supply" which now includes water systems serving intermittent users. In Wisconsin alone, it has been estimated that the new definition will increase the total "public" water systems from 600 to 22,000. The latter number includes hotels, motels, service stations, schools, restaurants, and mobile home parks, if they have a separate water system and serve an average of at least 15 connections or 25 people at least 60 days a year.

Clearly, many states will have to rely on counties to aid in inspections and enforcement if this program is to operate



successfully on such an enormous scale. Also, some counties which have not traditionally been considered water suppliers may fall under the requirements of the act if the county owns a park or similar facility which has its own water supply. Fortunately, the monitoring requirements for these "non-community" (intermittent) water suppliers do not take effect until June 24, 1979, so that state programs will have a chance to get under way before being inundated with paperwork.

### Setting standards—maximum contaminant levels

For "community" water suppliers, serving 15 connections or 25 people on a year-round basis, standards have been set for specified organic and inorganic chemicals, turbidity, coliform bacteria, and radiological contaminants. (Turbidity, or cloudiness of water, is included because suspended particles may interfere with disinfection.) The maximum contaminant levels for most chemicals are based on health risks of lifetime exposure. Therefore, standards for chemicals do not apply to "non-community" water suppliers since their water is consumed on an intermittent basis. A margin of safety is included in all of the standards so that short-term violations will not represent significant health hazards. Naturally, the margin of safety has been contested for many of the contaminants since little is known about their toxicity at low doses.

EPA estimates that as a result of its interim standards, treatment costs for systems serving 10,000 persons or more may rise from a current level of \$1 per capita per year to between \$15 and \$35 per capita per year. The difference in cost will be due to control of turbidity and removal of heavy metals (where such treatment is necessary). If an equal level of treatment is also needed for a system serving only 100 users, the cost will rise from a few dollars to between \$52 and \$247, according to EPA estimates. Neither of these dramatic cost increases includes the expense of installing "activated carbon" filtering devices to replace sand filters—a move which may be necessary if EPA places stringent standards on chloroform and other chlorine-related organic chemicals. EPA recognizes that the projected cost increases will impose a

significant hardship on some customers of small systems, but it is bound by the legislative history which calls for standards which can reasonably be afforded by large metropolitan or regional systems. Congress clearly intended the Safe Drinking Water Act to be used as a lever in centralizing water supply facilities to achieve economies of scale.

### Sampling and reporting requirements

In addition to the cost of installing treatment technologies, all water systems, large and small, are faced with the task of sampling for various contaminants on a regular basis. The regulations (Federal Register, Dec. 24, 1975) specify the frequency with which samples must be taken, though the frequency varies according to the size of the population served on the source of water (ground or surface) for some contaminants, such as coliform bacteria.

The regulations also specify that laboratory analysis of samples must be performed by a lab certified by the state. EPA estimates that on a nationwide basis, laboratory costs will probably be no more than 50 cents per capita per year, even for systems of 1,000 persons. However, some states may have difficulty certifying enough laboratories to meet the expanded demand for this analysis under the act.

Reports of these analyses and any violations must be submitted to the state. In addition, records of the analyses and actions taken to correct violations must be kept for varying lengths of time, ranging from three to ten years. These requirements are likely to impose significant paperwork burdens on small water suppliers.

### Variance and exemptions

A minimal amount of relief is available to small water suppliers in the form of a temporary exemption from standards. To be eligible for an exemption, a water supplier must show that it cannot comply with a maximum contaminant level due to economic or other compelling factors and that the



## PLANNING FOR THE FUTURE

# Counties and water conservation

When America was first settled, nearby sources of fresh water were essential for locating population and agricultural centers. That's no longer true. Now we bring the water to where it's needed.

As a result, water "shortages" are due largely to the expense of supplying water to a growing population rather than to limits on absolute amounts available. Soaring construction and energy costs have made new facilities for water resource development and wastewater treatment an expensive proposition. Soon we must choose between using less water, or paying heavy financial and environmental costs for our thirst.

### Reducing water demand saves four ways

**Supply of raw water.** Prime sites for new water resource development are scarcer, and as Interior Secretary Cecil Andrus has predicted, the dam-building era is coming to an end. The remaining places are more expensive to develop, and local water users must share in the higher costs. New proposals to pump water from one region to another may be in the multi-billion dollar range.

Ground water may be readily available in many areas, but in others, drilling for water can be financially or environmentally prohibitive.

Cutting water demand now can postpone these expenses and perhaps make some of them unnecessary.

**Treating drinking water.** Costs of water treatment and distribution could be substantially reduced through cutting consumption. This may be especially important as higher levels of treatment are demanded of water suppliers, through the federal Safe Drinking Water act (see accompanying article).

**Energy.** Conserving water means conserving energy. Energy is used to pump fresh water to the user and to treat and dispose of wastewater.

**Wastewater treatment.** When less water is used, less flows into sewage treatment plants. This can mean smaller wastewater facilities.

The Carter administration is proposing legislation requiring counties and cities to adopt water conservation measures or face partial loss of sewage treatment construction grants. Designs for new plants would have to reflect a 15 per cent reduction in dry weather flows.

The Environmental Protection Agency (EPA), which funds 75 per cent of construction costs, would save on each project and be able to fund a larger number of facilities, accelerating water quality improvement nationwide.

Promoting water conservation is not new for the federal government. User charges have been a condition of construction grants, in part to provide incentives to cut water use. Communities frequently calculate sewer charges on the basis of water consumption, since meters to measure sewage from households are not practical.

The state of California, with its omnipresent water supply problems, recently revised its own regulations for the state grant program requiring grantees to investigate and implement water conservation methods where feasible.

Cities and counties, which have to match federal assistance with as much as 25 per cent of costs, could also save money through potential reduction in both construction and locally financed operation and maintenance costs. Reducing the amount of water passing through a facility can also provide better treatment, both in centralized and on-site disposal systems.

Should this requirement become law, EPA must take a clear look at its implications for local governments. An across-the-board cut in sewage flow for all communities may be simplistic. In some areas of the country, conservation measures may not be cost-effective. Also, it would be unfair if those cities and counties that have been leaders in reducing water demand are forced to show a further reduction to qualify for federal funds.

### County and city programs are under way

#### Shower with a friend: rationing in Marin County, Calif.

Rationing in the United States is usually an emergency measure in response to a crisis. Marin County (Marin Municipal Water District) was faced with total depletion of water resources by December 1977 due to drought. In February of this year, water rationing was begun. Water was allocated to families on the basis of average household use, and to commercial and industrial customers on the basis of previous consumption. Heavy penalty rates were imposed on abusers. By late spring, the water district found it necessary to threaten automatic restriction of non-compliers' water supply.

Marin County residents have vigorously cooperated in

reducing water consumption. The rationing program has more than succeeded in meeting the emergency, reducing a normal 30 million gallons per day (mgd) to a recent 11 mgd, surpassing the district's goal.

However, in return for using less water, residents may have been paying higher water bills. The water district has been raising water rates regularly to attempt to recover lost revenues. Compared to pre-drought prices two years ago, water prices have tripled, due mainly to a rationing surcharge. Other districts in the area have even started to encourage their consumers to resume normal use, despite the continuing drought, because of falling revenues.

Water demand has been known to return to previous levels after rationing is lifted. Residents may feel all water supply problems have been solved after the immediate crisis is over. Measures less extreme than rationing are as effective in fostering water conservation habits to meet long-term needs.

**Cutting water use outside.** In some areas of the country, almost half of domestic water demand is for outside use—green lawns and shiny cars. Recognizing this, San Joaquin County, Calif. has adopted an emergency ordinance governing outside use of water. Specifically, the law bans the washing of vehicles, sidewalks and driveways, using water for fountains and prohibits sprinkling yards during daylight hours (to minimize evaporation). Bans on these uses not only reduce consumption, but have the advantage of being easily enforceable. In San Joaquin County, violators can incur fines up to \$250.

Counties with sub-division control responsibility may revise landscaping requirements to avoid promotion of high water-using vegetation. In their own public facilities, including roadside landscaping, counties could use plants that survive on natural rainfall, and do not require irrigation.

**Water saving devices.** The use of water saving devices in the home could save an average family over 34,000 gallons of water annually. Counties have the opportunity to help residents save water by requiring installation of such devices in all new construction. Refitting existing homes, apartments and commercial establishments could be encouraged by tax or water bill rebates to those who take these measures. Intensive public education or distribution programs to encourage refitting have already been successful.

Water-saving toilets, showerheads, and faucet flow restrictors are effective and readily available. A Massachusetts study estimates that since flushing and washing account for most of the domestic sewage, water-saving appliances cut flow into treatment facilities by 35 per cent.

For many standard toilets, displacement bottles in the tank can reduce flow by a small amount, although they cannot be used in every situation.

The state of California will be requiring that by 1979 all new toilets installed be of the low-volume type.

Both Marin County and the Washington Suburban Sanitary Commission (Prince George's and Montgomery Counties, Md.) have had programs to distribute inexpensive water-saving devices free to the consumer.

The Washington Suburban Sanitary Commission (WSSC) developed such a program for an area producing exceptionally high wastewater flows for an already burdened system. Actual installation of devices in 10 per cent of the targeted residences was overseen by the sanitary commission. An exhaustive evaluation of the success and problems of each type of appliance was made for possible use

in future plumbing code revisions. WSSC estimated that the installation of the appliances and instruction in maintenance, along with an extensive education program, reduced water consumption in the homes involved by 12 to 20 per cent. The sanitary commission now has a continuing program of free distribution of some water saving appliances, along with toilet leak detection kits.

**Leaks make lakes.** The East Bay Municipal District in California has designed a long range program of leak detection and repair for its entire distribution system. Also, consumers were notified when water losses were found to result from leaky toilets or irrigation systems. To date, it is estimated that water losses have been reduced by 2 per cent. Although this may not sound like much, it amounts to almost 1.5 billion gallons per year, enough to fill a good-sized lake. Officials regard the program as a good investment.

The federal Water Resources Council reports that leaks in municipal water systems may account for losses of up to 35 per cent. Although it may not always be cost-effective to overhaul totally a distribution system, potential water savings could be great.

**Consumer education.** In the past, the Americans knew that water was cheap and available and, therefore, were not concerned about wasting it. More and more, water suppliers have seen the need to re-educate their consumers. Local public information programs have been telling citizens about water conservation needs and of methods they can use to meet them.

For example, the Washington Suburban Sanitary Commission has been active in promoting water conservation since 1971. Currently, a newsletter mailed with all water bills provides rate and public hearing information, along with conservation ideas. Interested consumers can also obtain more detailed information, leak detection kits and some conservation devices.

This May, the commission had a "dry run" to prepare for a potential water emergency. Mailings were made to schools, civic associations, small businesses and restaurants, publicizing "Camel Week," and explaining conservation techniques. Water use in the two-county area was actually reduced during the week.

The rehearsal was well-timed. In July, a fire in a WSSC pumping station caused a real short-term water crisis. The commission ordered huge reductions in water use—the response of consumers was phenomenal, reports a WSSC representative.

Evidently, water conservation practices have taken hold in suburban Maryland. The emergency is over, yet demand has remained low for this time of year. Prince George's and Montgomery Counties face a long-term water supply problem as their population expands.

**Recycling water.** Using wastewater one extra time before it is returned to a stream or lake will reduce fresh water demand. Rather than diluting wastewater, many communities recycle it directly from the treatment plant. Municipal wastewater becomes a commodity, not a disposal problem. Industry, agriculture and public facilities themselves are all potential users of reclaimed water.

Los Angeles County and the Santee Water District provide high quality reclaimed wastewater for recreational lakes. Boating and sport fishing are allowed, and swimming is available at one reservoir, after the water passes through the highly sophisticated South Lake Tahoe waste treatment plant.

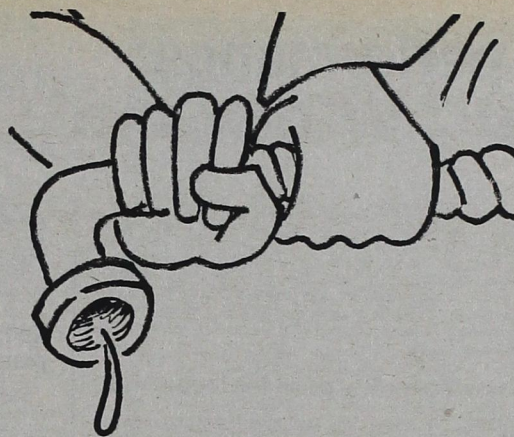
Continued on next page



The Washington Suburban Sanitary Commission held a Water Saving Poster Contest in 1975 for area schoolchildren. This poster is from an entry by Robert Moxley, age 13.



# Counties and water conservation



Continued from 4B

Industries, including power plants, could be great potential customers of municipal wastewater, both for cooling and process purposes. Most of the existing industrial users are in the semiarid areas of the United States, where wastewater can be cheaper and more reliable than fresh water.

In a 1975 survey of 358 municipalities in the United States which provide reclaimed wastewater, only about 20 per cent of the communities reported that they received revenues. Of those that do charge, many appear to be undercharging. As the price of fresh water increases, wastewater will be able to compete successfully in more situations.

Surveys indicate little public resistance to the use of

reclaimed water by residences if its safety is approved by health departments. Using wastewater for nonpotable domestic purposes (not for drinking) has great potential. Its popularity, however, may depend on the availability and expense of dual water systems—one for drinking, one for other uses.

At this time, only one resort community in Arizona reuses wastewater for domestic nonpotable purposes. Reused water is priced lower than fresh water to encourage its use. The city of Denver is building a small demonstration water reclamation plant. Engineers there hope to learn enough about the process so that a good percentage of the water supply can come from wastewater by the year 2000.

Counties that do not supply of treat wastewater can also

## Safe drinking water

Continued from 4A

exemption will not impose a public health risk (40 CFR 142). However, the regulations do not allow a permanent exemption based on economic hardship because the act is designed to encourage large-scale, centralized facilities where they are cost-effective.

A variance, on the other hand, is granted only on the basis of the quality of a raw water source. A state with primary enforcement responsibility may grant one type of variance if a water supplier cannot meet a given standard because of the poor quality of its water source (assuming there is no immediate threat to the health of its customers). Since this type of variance is assumed to be temporary, the water supplier in violation of a contaminant level should make every effort to find another source of raw water. Another type of variance, removing a requirement for a specific treatment technique, may be granted if a water supplier can show that its raw water source is pure enough without treatment.

Before a variance or exemption type is granted, the supplier must notify the public and make available the opportunity for a public hearing.

### Public notification requirements

One of the more unusual elements of the Safe Drinking Water Act is the use of public notification of violations as a means of "enforcement." The concept behind this approach appears to be that the public is the best protector of its own interests and that citizens will force water suppliers to take action if they feel their health is endangered. It is also hoped that public notification will generate a greater willingness among taxpayers to finance needed improvements in water treatment.

Public notification by mail is required within three months if approved testing procedures are not followed, if a variance or exemption is requested, if required monitoring is not performed, or if a compliance schedule is not followed. Notification by mail as well as by newspaper and radio are required if a water supplier has violated a maximum contaminant level. EPA stresses, however, that violation does not occur if a single sample exceeds the allowable limit of a contaminant. Other check samples are to be taken, and a violation occurs only if the average of the original and the check samples exceeds the maximum contaminant level.

Since users of non-community (intermittent) water supplies will typically be travelers, notification requirements will be different, generally involving posting signs in conspicuous locations if a violation has occurred.

A number of city and county officials have indicated some anxiety about the effects of the public notification

requirement. As one county public health engineer expressed it:

"The act puts undue emphasis on...public notification...after trouble has occurred. This is a poor way to correct the problem in a small village where the elected official is underpaid and does not need bad press in addition to his other problems. An educational approach would be better than bad press."

Others have pointed out that the notification requirement will have to be handled skillfully to prevent alarm. When an incident must be reported to the public, it should include an understandable explanation of the seriousness of the problem and what is being done to solve it. Also, the water supplier should indicate that the notification procedure is a new federal requirement and that the federal or state standards include a substantial margin of safety.

Another problem for some city and county officials may arise if they are forced to respond to citizen concerns about costs or health hazards when they have no legal authority over water supply. Some local elected officials have expressed dismay that the act contains no requirement that they be informed of violations before newspapers and broadcast stations are notified. This would at least provide a chance to prepare for the inevitable onslaught of questions and complaints, even if the county or city official has no power to correct the problem.

### Financing

The Safe Drinking Water Act provides no funds to water suppliers to upgrade their treatment facilities or to build new ones. Congress deems water supply an entirely local function, and it does not appear likely to authorize any funds for that purpose. Some low or moderate income areas may be able to receive grants or loans from the Farmers Home Administration (FmHA), the Economic Development Administration (EDA), or the Department of Housing and Urban Development (HUD), but most communities will have to finance improvements entirely out of local funds. This may be done either alone or in connection with other jurisdictions under a joint services agreement.

One of the difficulties with financing improvements in water supply systems is that consumers tend to take safe drinking water for granted. There may be a reluctance on the part of citizens to pay the full cost of sophisticated monitoring and treatment in addition to the cost of obtaining and distributing the water. In many areas of the country, drinking water has been underpriced, and the new federal requirements will require many communities to face that issue directly. To a large extent, the public notification requirement should force citizens to determine just how much they are willing to spend to reduce the risk to their health. Even though EPA and authorized states have ultimate enforcement power, the most significant pressure for change (or lack of it) must come from the consumers who will have to pay.

encourage recycling. Tuolumne County, Calif. recently passed a county ordinance making it legal for residents to divert "gray water" for outside use. Untreated gray water (household water not from toilets or garbage disposals) can be safe as long as certain precautions are taken to avoid health problems. The costs of mechanically diverting gray water can be high in existing residences, which is probably why few county residents have applied for permits. In new houses, however, provisions to divert gray water can be made which are cheap and reversible.

Speaking of the county's action, a Tuolumne County supervisor said, "Counties must face the issues of water conservation. We shouldn't remain bound by outmoded ordinances that discourage conservation practices."

### Realistic pricing encourages conservation

Consumption of water in metered areas has been found to be much less than in unmetered areas; when people are forced to see the actual cost of their water, they use less. Waste occurs when water is underpriced relative to its cost. This may occur if water rates are consciously subsidized out of other tax revenues or if such intangible factors as protection of wild rivers and wetlands are ignored in analyzing the benefits and cost of water.

Where counties have direct control over water pricing, they can adjust rates to encourage water conservation. Revising rates can shift the burden from one user to another to serve economic or social goals.

When a **declining block rate** is used, large users pay less per unit of water than small users. Industry or agriculture is subsidized. The system is probably the most common one in use today, with a great variety in the number of graduated blocks.

To encourage water conservation, other water pricing strategies are needed.

Charging a **single commodity rate**, a flat charge per unit of water, may reduce water consumption by large users. However, San Diego, where industry accounts for only 30 per cent of water used, experienced no decrease in consumption when this system was adopted.

A **peak rate** structure allocates capital or capacity costs according to each user's demand for water during the time of maximum use. The capacity charge would be separate from a per gallon use charge because it would reflect the cost of having a supply available rather than the unit cost of water supplied. The rationale for separating peak capacity costs and operating costs is most apparent when allocating costs for a new well or reservoir. Peak rates ensure that those who use the new capacity pay their fair share of costs. In contrast to proposals on peak-load pricing of electricity, peak water rates would probably be based only on seasonal rather than daily variations in use.

With a **zone system**, peripheral users pay more. Costs of extra pipeline or pumping equipment is incorporated into the rates of the users benefitted. This kind of system has been suggested as a means of stimulating redevelopment in an inner city. It could be combined with other rate structures so that all costs of the system are incorporated in the price of water. However, zone systems may not be popular because of administrative complexity.

Paying the full cost of water supply may be hard for some low income residents. To make sure that they do not suffer unduly, **lifeline rates** have been proposed, especially for electricity and gas, but potentially for water and sewer services as well. Users on a fixed income would pay less for a given basic amount of water or power. Many economists feel, however, that pricing should be based purely on the cost of services and that social goals should be accomplished through other forms of income redistribution. It is clear that lifeline pricing does little to provide a conservation incentive.

As has been the experience in California recently, reduced consumption will result in decreased revenues, which will then necessitate increased water rates. In the long run, however, lower demands will permit economies in operation and expansion, translating into water rates that increase more slowly. Consumers may then see their bills go down as a result of efficient water use, even with higher per unit rates.

### A new water resources policy is a Carter priority

In recognizing the long-term water problems of the country, President Carter has ordered reform of the federal water resources policy "with conservation as its cornerstone."

To this end, the President has directed the Water Resources Council to conduct a review of existing policy and options for change. \* Counties could be affected by new procedures for reviewing water development, changes in cost-sharing for federal projects, requirements to coordinate water supply and water quality planning, and ways chosen to encourage water conservation.

The Administration has placed a new emphasis on environmental protection in federal decisions. A new water resource policy will most likely include measures to ensure that those who use water pay the cost of its supply, which will in turn provide incentives to reduce demand.

\*Copies of the Water Resources Council option papers are available from NACo. Official comment period ends Aug. 20 as recommendations must be made to the President in September.



# Treatment works performance: key to clean water

Without the proper operation and maintenance of sewage treatment plants they have built, local governments may see their investment in water pollution control go down the drain.

One-third of the federally funded sewage treatment plants in the country are not operating at designed efficiency levels. Since the plants are not removing as much of the pollution as they potentially could, taxpayers are not getting their money's worth. As is true of any mechanical device, the life expectancy of a sewage treatment plant is longer when properly maintained. Communities will then be burdened less frequently with replacement costs.

If a plant is not operating efficiently, its state or federal discharge permit is probably being violated. A county or city in violation of its permit could be subject to enforcement action by the Environmental Protection Agency (EPA), the state or even a private citizen.

Many of these inefficiently operating plants could, without significant capital investment, improve their performance. An EPA survey of plants designed to provide secondary treatment showed that 20 per cent of the plants performing marginally could meet standards just by upgrading operation and maintenance (O&M).

## O&M is a local job

While Congress provided federal funding at a 75 per cent level for construction of treatment systems, it considered financing of continued operation of the facilities to be a local responsibility.

Thousands of new treatment facilities are going on line throughout the country, and local officials are becoming increasingly concerned about the budget effects of these O&M costs. Inflation, increased labor costs, and more sophisticated systems have contributed to their concern. Especially in small communities, the cost per capita can be extremely high, a burden to both residential users and to industry. In some cases, O & M costs alone (excluding debt retirement) exceed \$150 per year per household.

## Consider O&M first

Because all costs of operation must be generated locally, it is essential that they be taken into consideration in the early stages of planning new or improved facilities. A community may be eager to accept a 75 per cent federal grant for construction, only to find that the operation of the plant is more than it can afford.

EPA regulations require that a facility plan—the initial step in planning a facility—include a brief statement that the local authorities have the financial resources to insure proper operation. However, according to an EPA policy memorandum, "The financial assurances would have little basis unless those served by the treatment works are informed of their costs." Most residents have been unaware of their financial obligations until most of the construction is completed and monthly rates are determined.

EPA now requires that, during the required public hearing on a facility plan, citizens be adequately informed about how much constructing and operating a federally financed system will cost them. The total cost must be translated into a charge per typical residential user, itemizing the monthly charges for O & M and debt service, plus the estimated connection charge.

This should help county and city governments decide what their taxpayers are willing to afford. A recent study in a high unemployment area in upstate New York showed that local officials estimated that only 6 per cent of their constituents would support a large increase in taxes to achieve cleaner water, whereas the actual figure was about 25 per cent.

Preliminary assessment of O&M costs before deciding on a treatment facility will give communities the chance to make an informed choice among alternative collection and treatment techniques, including upgrading an existing facility or improving management of septic systems.

EPA construction grant regulations do require that upgrading operation of existing facilities be considered as an alternative or supplement to building a new plant. Were improved operation to solve the community's water quality problem, this could be considerably cheaper than new construction.

But this alternative may not be technically feasible. In addition, building a new plant is seen to have other advantages which may offset the extra cost such as new construction jobs and the attraction a new plant might have for industry.

Some federal funding of O&M costs for older plants as an alternative to construction has been discussed at EPA, although the possibility of such a program in the near future is slim. Without this, cities and counties will continue to choose federally assisted capital projects.

## Consider regional solutions

Economies of scale in operating cost can be great, especially for plants providing a high level of treatment. Regional solutions can be a key to reducing costs.

Even when treatment is not provided by a single regional facility, interlocal agreements can reduce costs through cooperative programs. For example, maintaining an areawide inventory of spare parts could prove valuable for expensive or hard-to-get machinery. A group of communities may share the services of a highly trained troubleshooter to solve plant problems. Cooperative training programs, or the sharing of management consultants can all be less expensive on an areawide basis.

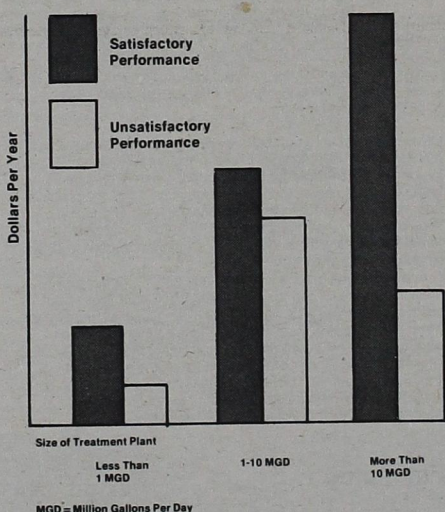
## New York state provides incentives

The Pure Waters program in the state of New York provides an incentive to municipalities to improve the efficiency of their plants. The state is authorized to reimburse up to one-third of O&M costs if the plant is operated satisfactorily. But a major problem has been that the costs of bringing the plant into compliance for funding eligibility are in many cases greater than the money available from the state. This year, due to budget constraints, New York is offering only 10 per cent reimbursement. Nevertheless, the program has encouraged governing boards to become aware of the importance of proper operation. Generally performance has improved, although this may not be directly attributable to the incentive program. No other state has adopted such an approach.

## Qualified operators are essential

The operator can be the key to a successful sewage treatment facility. An EPA survey shows that improper operation of equipment by inadequately trained operators is the biggest obstacle to efficiency. Plants which spend more on training generally have a better performance record (see chart). Training can be in the form of initial education programs, short courses and seminars, or specialized training in plant processes.

Average Annual Training Expenditures



This chart, compiling results of three annual EPA surveys, demonstrates that those plants which spend more on training generally perform better. Adapted from article by Walter Gilbert in *Water Pollution Control Federation Journal*, July 1976.

The Municipal Operations and Training Branch at EPA is working with the U.S. Office of Education (HEW) to coordinate training programs across the country. State training programs have been funded by EPA to help meet the demand for qualified operators. States are encouraged to sponsor operation certification programs that meet national standards. In addition, EPA serves as a clearinghouse both for technical information and available training material.

On-the-job training (OJT) can be a valuable way to tie classroom knowledge to practical experience. The Texas Water Quality Board's OJT program, for example, has as its object the improvement of each plant's performance. Although this state agency's purpose is enforcement, it uses former plant operators as instructors in an attempt to encourage the municipality to address problems with little threat. Oregon, too, has an OJT program which uses mobile laboratories to make short courses more available to operators.

\* One sanitary district in Oregon had a novel approach to solving two problems at once. The Operation and Maintenance Manual, required by EPA, was actually written by plant employees. This was less costly than hiring a consultant and gave the employees valuable experience. The manual is written in language understandable to those who need to use it.

## Keeping informed about plant performance

Congress requires EPA to conduct an annual survey of the operating efficiencies of federally funded plants. Sometimes this information cannot be obtained because laboratory facilities at the plant are inadequate. This means that the plant operators may not know themselves how well their plant is performing. Too often, the elected and chief administrative officials do not know whether or not their facility is doing a good job. Recently, a New Jersey city administrator suggested that EPA systematically advise the non-technical local government officials, along with public works directors, of any evaluation done by federal or state enforcement agencies. Clearly, this information is crucial if local elected officials are to dedicate sufficient funds for O&M, since they are ultimately responsible for meeting state and federal pollution standards.

In some cases, pressure from the state, neighboring communities or the public will be put on a local government to guarantee that a plant will meet its design standards. In at least two communities, this has meant turning to consultants for operation assistance.

Burlingame, Calif. was struggling with erratic plant performance when the news reached the public that their new \$2.5 million facility wasn't working. The major problem was lack of sufficiently qualified personnel to operate the complicated machinery needed to meet California's high standards. After conducting an extensive but futile search for qualified operators, Burlingame's council enlisted the services of a consulting firm to assume total responsibility for operation.

Performance has improved dramatically. At least for the initial year, this service cost Burlingame no more than city operation had cost the previous year, and state standards are apparently being met.

Virginia's Fairfax County Upper Occoquan plant will provide advanced waste treatment when it begins operation in 1978. The state wanted to ensure that the plant was performing to design standards, in order to protect the drinking water supply for the Northern Virginia community.

The state demanded that the design engineer be made responsible for obtaining the required effluent quality. Fairfax County signed a contract with the consultant for supervision of operation of the facility for at least one year. The experienced consultant will, therefore, be able to take the plant through its start-up period, solving process and management problems inherent in any complex system. In addition, county personnel will become experienced with their own facility under the supervision of the engineers who know how the plant is meant to perform.

## Operation and maintenance—a checklist for counties

- Are your sewage treatment facilities meeting the terms of their federal or state discharge permits, both the reporting and effluent quality requirements?
- What kind of sampling and testing programs are being used to assess the efficiency of the plant?
- Is money collected for sewer use charges actually set aside to finance waste water facilities?
- When examining treatment alternatives in a facility plan, are O & M costs considered at the outset?
- Has the public been informed how much a new facility will cost them on a per user basis?

This supplement was developed by NACoRF's Water Quality Project:

Bob Weaver, Project Director  
Cliff Cobb  
Arleen Shulman  
Gerri Hill

in cooperation with the U.S. Environmental Protection Agency.



# Clean Air Changes Finally Become Law

Continued from page 1

Utah) on the final day of the 94th Congress. Garn opposed that provision in the bill designed to protect air quality in already clean air areas of the country.

## Congress Tries Again

Early this year, clean air legislation was reintroduced in both Houses. The House approved its bill, H.R. 6161, in late May, and the Senate approved its version in early June.

The same controversies and confusions surrounded these two bills: the same lobbying groups—industry, the automobile companies, and local governments—had their same concerns. One thing, however, was different. If action were not taken this year, the automobile manufacturers threatened to close down, contending they could not meet the required 1978 emission standards. It was the knowledge of what an auto industry shut-down would mean that forced conferees finally to resolve at 2:20 a.m. Aug. 3 the Clean Air Amendments of 1977.

In an almost unprecedented follow-up, both Houses immediately approved the Conference Report and sent it to the President for signature. In signing the Clean Air Act amendments shortly thereafter, President Carter praised the legislation as a "sound and comprehensive program for achieving and preserving healthy air."

## The Law Takes Effect—Autos

In almost all respects Public Law 95-95 sets forth a workable program for states and local governments and industries to achieve clean air standards.

With respect to automobiles, Congress compromised between the House version, which had considerably both extended and relaxed standards, and the Senate version which had less of a delay. The compromise extends the 1977 hydrocarbon standard of 1.5 grams per mile (gpm) through 1979, proposing the statutory standard of 41 gpm for 1980. The 1977 carbon monoxide standard of 15 gpm would be extended through 1979, dropping to 7 gpm in 1980 and then to the 1978 statutory standard of 3.4 gpm in 1981. The compromise provides for a possible two-year waiver of the carbon monoxide standard depending on a number of conditions. The 1977 nitrogen oxide standard of 2 gpm is continued through 1980 with a 1 gpm standard in 1981. The original statutory nitrogen oxide standard of .4 becomes a research objective.

Conferees also agreed to allow a waiver for the American motor Corporation as well as a decision to reduce performance warranties to 24,000 miles and to relax emission control regulations for cars sold at high altitudes.

## Significant Deterioration

The second most controversial section of the bill deals with preventing clean air areas in the country from further deterioration. While both bills contained sections to prevent significant deterioration of clean air areas (pristine), the House bill contained an amendment by Rep. John Breaux (D-La.) to allow deterioration of air quality on 18 days of the year.

Breaux was a conferee for this section of the bill, and it ran into as much difficulty as the auto emissions section.

Basically, the conferees finally agreed on a three-class increment system. Class I protects pristine areas of the country and includes international parks and wilderness

areas over 5,000 acres, and national parks over 6,000 acres. All other areas of the country are to be designated as Class II and allow moderate deterioration (which is defined in very technical terms). Governors after consultation with local elected officials and federal land managers are allowed to redesignate areas to Class III which would allow for considerably more deterioration.

Under the significant deterioration provision, major polluters would need a permit from the state before locating in a certain area. Compromise on the Breaux amendment permits a Class I variance for sulfur dioxide for up to 18 days annually which can be granted only after the governor held public hearings. If the Secretary of Interior opposed the variance, the matter would be sent to the President for a decision within 90 days.

The law also sets up a program to protect deterioration of visibility in pristine areas of the country.

## Nonattainment Areas

Of most concern to local governments is the provision that deals with nonattainment areas. This section regulates those areas of the country which have not yet achieved national air quality standards and, thus, theoretically can not allow new industrial development. Earlier this year, EPA issued an administrative procedure known as the "trade-off policy" to allow limited new industrial sources to locate in dirty-air areas if other sources agreed to clean up. Many states and local governments had problems implementing the trade-off policy. This compromise section serves as an alternative to the EPA remedy.

The new deadline for nonattainment areas takes effect in 1982. Areas with severe photochemical oxidant and carbon monoxide problems could possibly obtain extensions until 1987. By 1979, a state must revise its State Implementation Plan (SIP) to include all reasonable controls which provide for attainment of air standards by 1982. By 1982, a state would have to make a second SIP revision if it still cannot meet the carbon monoxide or oxidant standards, and the SIP would have to include vehicle inspection and maintenance programs, funding for mass transit and alternative site analysis for major polluters.

By 1979, states must have a permit program for locating new sources in nonattainment areas. This section also requires states and local governments to incorporate transportation controls into their SIP revision. These states may, however, adopt the more stringent California automobile emission standards.

## Other Provisions

Other provisions of the Clean Air Act affecting local governments include:

- Required use of locally or regionally available coal to prevent economic disruption or unemployment;
- State authority to suspend SIP requirements for economic or energy emergencies;
- Restriction on EPA from requiring indirect source controls (states may require);
- Requirement that states set up consultation processes with local governments and allow direct federal delegation to local governments;
- Restriction on EPA from charging for training of state and local personnel; and
- Establishment of a national Commission on Air Quality to report to Congress on certain air programs.

—Carol Shaskan  
Legislative Representative



**NEW OFFICERS**—The Aug. 8 NACE "Matter and Measure" column listed names of NACE officers installed during NACE's annual conference in Wayne County, Mich. Now the faces behind those names! From left: Herbert O. Klossner, north central region vice president, chief engineer, Hennepin County, Minn.; Blake Livingston, southeast region vice president, engineer, St. Clair County, Ala.; James T. Pott, first vice president, director, Santa Clara County (Calif.) Transportation Agency; Milton L. Johnson, president, engineer, Clayton County, Iowa; Charles L. Plummer, western region vice president, roadmaster, Deschutes County, Ore.; and William G. Harrington, secretary-treasurer, engineer, Linn County, Iowa.

# Matter and Measure



Dear NACERS:

I am pleased to announce the following appointments to our Research Committee:

- Deane R. Anklan, chairman, senior engineer, Ramsey County, Minn.;
- Warren G. Davison, engineer, Cerro Gordo County, Iowa;
- Robert C. Esterbrooks, engineer, Maricopa County, Ariz.;
- Ernest Geissler, County Road Administration Board engineer, Olympia, Wash.;
- Arthur D. Haddad, engineer, Miami County, Ohio;
- William G. Harrington, engineer, Linn County, Iowa (ex-officio member);
- Alan R. Holmes, engineer, Wellington County, Guelph, Ontario, Canada;
- Milton L. Johnson, engineer, Clayton County, Iowa (ex-officio member);
- Blake Livingston, engineer, St. Clair County, Ala.;
- James T. Pott, director, Santa Clara County, California Transportation Agency;
- Max L. Rothschild, director, El Paso County, Colorado Department of Transportation; and
- Charles E. Wiles, highway engineer, Genesee County, Mich.

—Milton L. Johnson, P.E.  
NACo President

## EDUCATION OPPORTUNITIES

If you or a member of your department is interested in expanding your expertise in highway safety or highway transportation research and education, here's your opportunity to act.

To aid state and local government agencies in developing professional and technical manpower for implementing highway programs and for developing more effective transportation programs, the Federal Highway Administration (FHWA) annually awards about 150 fellowship and scholarship grants, ranging from \$1,500 to \$6,000.

The fellowship program offers grants of up to \$6,000 for one year of full-time or two years part-time graduate study in some phase of highway safety or highway transportation research and education. These grants cover tuition, fees, books, supplies and living stipends.

A second graduate level program on highway safety is being implemented, January through March 1978, at Northwestern University. This program is designed to respond to two basic concerns: 1) lack of study programs available in the area of safety, and 2) extended time for participants to be away from their jobs.

Some of the subjects emphasized by this program are: identification and surveillance of accident locations, accident prevention and severity reduction, human and vehicular factors, traffic characteristics, traffic control devices, safety design, accident studies and analysis, legal considerations, and highway safety standards.

The scholarship program in highway technology offers grants of up to \$4,000 for tuition, fees, books, supplies and stipends. These grants cover one year of full time or two years of part-time graduate study in highway technology and related subjects.

Listed are county recipients of the 1977-78 grant for the scholarship program in highway technology: Marvin Campbell, Hillsdale County (Mich.) Road Commission; Larry D. Hill, Jackson County (Miss.) Department of Public Works; Roger D. Johnson, Walsh County (N.D.) Highway Department; Marian Karia, Cook County (Ill.) Highway Department; Harold B. Sherritt, Dade County (Fla.) Department of Traffic and Transportation; Allen Tillton, Sonoma County, Calif.; and Gordon Hover, Van Buren County (Mich.) Road Commission.

County recipients of the 1977-78 grant for Highway Research Fellowship are: Enrique Lopez, Metro-Dade County (Fla.) Department of Traffic and Transportation, and Sylvester Weyker, Ozaukee County, Minn. For the Highway Safety Fellowship, the county recipient for the 1977-78 grant is Phillip Wadsworth, Dade County (Fla.) Department of Traffic and Transportation.

FHWA notice (application form included) announcing the 1978-79 programs will be issued in Aug. 1978. To obtain your free copy of the notice, write the National Highway Institute (NHI-3), Federal Highway Administration, 400 Seventh St., S.W., Washington, D.C. 20590.

## PHOTOMONTAGE DEMOS

The Federal Highway Administration (FHWA) will be presenting two Demonstration Projects titled "Highway Photomontage No. 40" on Sept. 7 and 8.

On Sept. 7, the demonstration will be held at the FHWA Region 6 Office in Fort Worth, Tex. For more information, contact A.L. Alonzo at (817) 334-2143.

On Sept. 8, the demonstration will be held at the South Carolina Highway Department, Columbia, S.C. Contact Herman Snyder, of the S.C. Highway Department at (803) 758-3227 for more information.

The photomontage method was designed by FHWA to assist the public in understanding exactly what is proposed in highway location and design decisions. The technique combines a computer perspective drawing with a photograph of the alignment which, according to FHWA, will result in an understandable picture of how the road will look after construction.

The demonstrations are conducted in two parts. Part one is a one-half hour slide show providing an overview of photomontage and its uses. Part two is a two to three hour workshop which covers the process of photomontage in detail. Computer programs and user manuals on this demonstration will be provided during part two of the demonstration.

## ARTBA MEETING

The American Road and Transportation Builders Association (ARTBA) is holding the 25th anniversary meeting of the National Conference on Local Transportation in Columbus, Ohio at the Sheraton-Columbus Hotel, Sept. 18-21.

Registration forms are available from ARTBA, 525 School St., S.W., Washington, D.C. 20024.



## Application Deadline Set for Rural Health Funds

Regional Offices of the Department of Health, Education and Welfare (HEW) will be accepting applications for Rural Health Initiative (RHI) funds throughout the fall. The deadline for submitting applications is Nov. 11.

Funds are available to any public or private non-profit organization to provide and arrange for primary care services in medically underserved areas.

Projects which apply for RHI assistance must be located in a county that is or can be designated as one of the following: (1) Medically Underserved Area; (2) Critical Health Manpower Shortage Area; (3) High Migrant Impact or High Migrant and Seasonal Agricultural Worker Shortage Area; or (4) High Infant Mortality Area.

The Bureau of Community Health Services has identified the following rural counties not presently served by federal community health programs. These counties also meet at least three of the above four health need designations.

### High Priority Counties

These counties meet criteria of three of the health need indicators:

Region	State	County(ies)
I	None	
II	None	
III	Virginia	Bland, Page, Russell, Smyth, Tazewell
	West Virginia	Boone, Calhoun, Fayette, Greenbrier, Lewis, Mineral, Ritchie, Upshur, Webster
IV	Alabama	Blount, Butler, Chambers, Cherokee, Chilton, Choctaw, Clay, Cleburne, Conecuh, Covington, Crenshaw, Cullman, Dale, DeKalb, Geneva, Henry, Jackson, Marengo, Perry, Randolph, Washington, Wilcox
	Georgia	Atkinson, Berrien, Bleckley, Burke, Calhoun, Crawford, Decatur, Dodge, Dooley, Early, Evans, Grady, Irwin, Jefferson, Johnson, Lanier, Macon, Miller, Mitchell, Montgomery, Peach, Randolph, Screven, Stewart, Tattnall, Taylor, Treutlen, Turner, Washington, Webster, Wheeler, Wilcox, Wilkenson, Worth
	Kentucky	Adair, Breathitt, Casey, Johnson, McCreary, Martin, Metcalfe, Rockcastle, Whitley
	Mississippi	Amite, Choctaw, Clarke, Clay, Covington, Forrest, Greene, Humphreys, Jasper, Jefferson Davis, Jones, Kemper, Lamar, Lauderdale, Lawrence, Leake, Marion, Monroe, Montgomery, Newton, Oktibbeha, Pearl River, Perry, Pontotoc, Quitman, Scott, Simpson, Smith, Tallahatchie, Tippah, Walthall, Wayne, Yalobusha
	North Carolina	Anson, Camden, Duplin, Franklin, Gates, Hoke, Hyde, Lincoln, Nash, Perquimans, Scotland, Swain, Tyrrell, Warren, Wilkes
	South Carolina	Allendale, Calhoun, Fairfield, Lancaster, Lee, Union
	Tennessee	Carroll, Hardin, Haywood, Henderson, Johnson, Lake, McNairy, Monroe, Unicoi, Van Buren
	Illinois	Johnson, Pulaski
	Indiana	Franklin, Ohio, Ripley, Switzerland
	Wisconsin	Adams
VI	Arkansas	Montgomery, Scott
	Louisiana	Bienville, Catahoula, De Soto, East Carroll, East Feliciana, Evangeline, Franklin, Jackson, Madison, Pointe Coupee, Red River, Sabine, St. Helena, Tangipahoa, Tensas, Vernon, West Feliciana, Winn
	New Mexico	Sierra
	Oklahoma	Adair, Coal
	Texas	Armstrong, Bailey, Bandera, Borden, Briscoe, Castro, Coleman, DeWitt, Deaf Smith, Dickens, Fisher, Frio, Gaines, Hall, Hudspeth, King, Knox, Lipscomb, Motley, Oldham, Stonewall, Terrell, Throckmorton, Ward
VII	None	
VIII	Colorado	Custer, Routt
	Montana	Jefferson
	South Dakota	Buffalo, Douglas, Gregory, Hanson, Jerauld, McCook, Sanborn
	Wyoming	Campbell, Crook, Niobrara
IX	Arizona	Mojave
X	None	

Application packets entitled "Program Guidance Material" are available from HEW's 10 regional offices, and should be addressed to the RHI Regional Program Consultant.



**JOINT ACTION FOR HEALTH CARE**—Participating in the joint funding project to take health care to senior citizens are from left: Mrs. Bonnie McMahon, director, Area Agency on Aging, Region 5 (Pierce and Kitsap Counties); Mrs. Velda Driver, driver-coordinator; Clay Huntington, chairman, Board of Pierce County Commissioners; Dr. Walter R. Herron, director, Tacoma-Pierce County Health Department; Patrick J. Gallagher, Pierce County commissioner; Joe Stortini, Pierce County commissioner; and Brendan Gallagher, executive director, Pierce County Community Action Agency.

## Health Unit Rolls to Elderly

by Tony Bollen  
Information Officer

PIERCE COUNTY, Wash.—It looks like a motor home; you might expect to look up when passing it on the road and see a ball-capped tourist with a cigar sitting proudly behind the wheel.

But if you were to glance in this particular motor home, the driver smiling back would be an auburn-haired lady at the wheel, not of a rolling "tourist box," but of a well-equipped mobile mini-hospital.

The driver's name, coincidentally, is Velda Driver. She is the full-time driver-coordinator for the Senior Citizens Medical Unit, a brand-new, completely customized 29-foot motor home rebuilt as a rolling clinic.

The medical unit's purpose is to bring health care to hundreds of Pierce County senior citizens who otherwise would probably never have a check-up because they might not want, or cannot afford, to see a doctor.

On a regularly-scheduled basis, Mrs. Driver takes her medical unit to clinic sites throughout the county—18 in all, including two inside Tacoma. Tacoma-Pierce County Health Department nurses meet her there and see as many as 50 patients in six hours.

The program is operated by Pierce County's Community Action Agency as a service of the county commissioners and the Health Department, which sponsors the clinic.

Community Action Agency Director Brendan Gallagher explained that the program to provide seniors with health care began in 1972. Funded by a demonstration grant from the state, the original program was designed solely to administer flu shots.

The "clinic" was mobile then, too, but in much less grand style—they used a cast-off bookmobile provided by the now-defunct Office of Economic Opportunity.

But the plan worked so well, Gallagher said, that in 1973 the agency did a "needs assessment" as a preliminary step toward requesting more permanent funding. Complete medical check-up services were offered the following year.

By this year, the program had matured to the point where a better mobile clinic was needed.

With help from the office of Sen. Warren Magnuson, the Community Services Administration (CSA) was persuaded to buy the new van, and a variety of Pierce County agencies—the commissioners, the Community Action Agency, the Area Agency on Aging, the Health Department—joined in equipping the van, paying for a driver, providing nurses at the clinics, and generally keeping the program going.

Inside, the mobile clinic is arranged like a doctor's office. One portion of the vehicle is open, with plenty of counter space for lab work and an area for consultation.

Periodically, a doctor is also in attendance and appointments with private physicians in the patient's home area can be arranged.

Program directors emphasize the fact that the mobile clinic is in no way intended to supplant the family physician.

The actual services provided by the nurses are the same as those in any clinic. Screening tests, such as blood pressure, urinalysis, height and weight, pulse measurement, and a review of medication habits are conducted. Lab work is performed on the spot.

Free hearing evaluation is available, as is foot care—often a problem for older men and women who lack the agility required to bathe and medicate their feet and trim their toenails.

Patients are also screened for cervical cancer and hormone deficiencies. Services are generally by appointment. Fees are charged on a sliding fee scale, depending on ability to pay.

Money, or the lack of it, is one of the reasons many health problems go unchecked in older people. As Mrs. Driver put it, "If their blood pressure's high (for example), they know there's going to be a prescription, usually, and that's going to cost them some more. So I think they'd just rather blank it out in the back of their mind—there's really nothing wrong with them."

## Regional Offices

Region I (New England States)  
John F. Kennedy Federal Building  
Boston, Mass. 02203  
(617) 223-5846

Region II (N.Y., N.J., P.R., V.I.)  
26 Federal Plaza  
New York, N.Y. 10007  
(212) 264-2540

Region III (Del., D.C., Md., Pa., Va., W.Va.)  
P.O. Box 13716  
Philadelphia, Pa. 19101  
(215) 596-1566

Region IV (Ala., Fla., Ga., Ken., Miss., N.C., S.C., Tenn.)  
50 Seventh St., N.E.  
Atlanta, Ga. 30323  
(404) 881-2161

Region V (Ill., Ind., Minn., Mich., Ohio, Wis.)  
300 South Walker Drive  
Chicago, Ill. 60606  
(312) 353-1720

Region VI (Ark., La., N.M., Okla., Tex.)  
1200 Main Tower Building  
Dallas, Tex. 75202  
(214) 655-3041

Region VII (Iowa, Kan. Mo., Nev.)  
601 E. 12th St.  
Kansas City, Mo. 64106  
(816) 374-5985

Region III (Colo., Mont., N.D., S.D., Utah, Wyo.)  
19th and Stout Sts.  
Denver, Colo. 80202  
(303) 837-4974

Region IX (Ariz., Calif., Hawaii, Nev., Guam, American Samoa, Wake Island, Trust Territories)  
50 United Nations Plaza  
San Francisco, Calif. 94102  
(415) 556-7066

Region X (Alaska, Idaho, Ore., Wash.)  
1321 Second Ave.  
Seattle, Wash. 98101  
(206) 442-7240

Information on opportunities for funding rural health programs, and pre-application technical assistance are available through NACoRF's Rural Health Project. For additional information, contact Joan Jacobs-Prosen, rural health specialist.



## Keeping Up with States

**NORTH CAROLINA**—One of the most massive lobby efforts undertaken by the North Carolina Association of County Commissioners brought 170 county officials to Raleigh. During the two-day event, the county officials emphasized the obligations of counties and the urgent need for an end to revenue cuts. Following a briefing on pending legislation, county officials visited with some 120 members of the General Assembly during a reception and dinner. The following day, county officials testified before the house and senate appropriations committees and talked with legislators individually.

**MONTANA**—Dale Skaalure, Chouteau County commissioner, has been elected first president of the Montana Local Government Institute. The objectives of the institute are to provide technical assistance and consulting services to local governments and to collect and distribute information to officials on local government administration. The institute's board selected six priorities: public relations, revenue sources, collective bargaining, model bid specifications, energy conservation, and law and crime control.

Members of the institute's executive committee come from the Montana Association of Counties (MACo) and Montana League of Cities. Funding for the institute will be sought from sources outside MACo and the league. Other officers are first vice president, Norman Stedje, mayor of Ronan, and fiscal officer, Marie Thompson, Billings councilmember.

**MISSISSIPPI**—Several Mississippi counties are planning new buildings or renovation of existing buildings for county offices. In Adams County, revenue sharing funds have been used to purchase the old Natchez General Hospital. The hospital will be renovated to house the health department and other county agencies. Newton County has officially opened its \$150,000 health center located on a one-acre site just north of Decatur. Noxubee County held groundbreaking ceremonies for a jail to be built with a \$250,000 grant.

In Tallahatchie County, dedication of the new Tutwiler Public Library climaxed the county library system's observance of National Library Week. The 2,552-square-foot building was built with \$78,793 in funds provided by the Tallahatchie County Board of Supervisors, the Town of Tutwiler and the Mississippi Library Commission through state revenue sharing funds.

Construction of Wayne County's \$5.5 million hospital should be completed early this summer. The three-story, 79,000-square-foot facility was made possible by a \$1 million Hill-Burton grant, \$2 million secured as a direct loan and \$1.25 million from sale of general obligations by the county. Federal grants are also being used. The county also contributed \$200,000 for a well-lighted entrance road, landscaping and paving of a 298-vehicle parking lot.

Kemper County is planning a new jail and library. The one-story library will be built where the old jail now stands.

## Roland D. LANDRY

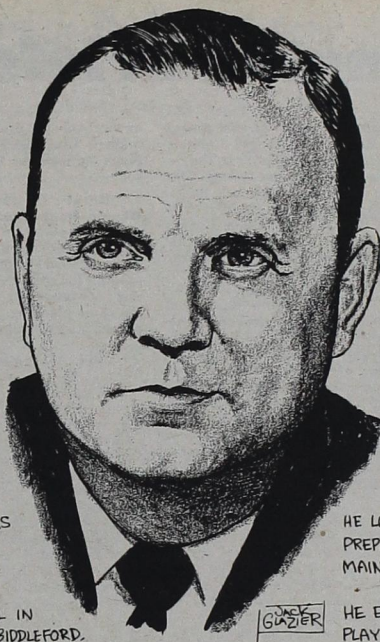
EXECUTIVE DIRECTOR  
MAINE COUNTY  
COMMISSIONERS ASSOCIATION

WAS FIRST ELECTED TO THE ANDROS-COGGIN COUNTY COMMISSION IN NOVEMBER 1964, TAKING OFFICE JANUARY 1, 1965. HE WAS RE-ELECTED FOR SIX YEAR TERMS IN NOVEMBER 1966 AND NOVEMBER 1972. CURRENTLY HE IS CHAIRMAN OF THE COMMISSION.

HE WAS ELECTED THE FIRST FULL-TIME EXECUTIVE SECRETARY OF THE MAINE COUNTY COMMISSIONERS ASSOCIATION ON SEPTEMBER 25, 1970.

HE HAS SERVED ON THE BOARD OF DIRECTORS OF THE NATIONAL ASSOCIATION OF COUNTIES SINCE JUNE, 1972.

HE GRADUATED FROM ST. DOMINIC'S HIGH SCHOOL IN LEWISTON AND ATTENDED ST. FRANCIS COLLEGE IN BIDDLEFORD.



HE SERVED ON THE LEWISTON CITY COUNCIL, AN ELECTED OFFICE, 1961-1962. HE WAS APPOINTED TO THE LEWISTON FIRE COMMISSION FOR A FIVE YEAR TERM IN 1963 AND WAS A LEWISTON PARKING DISTRICT MEMBER IN 1968.

FOR MANY YEARS HE OPERATED HIS OWN PRINTING BUSINESS. HE HAS WORKED AS A LOAN OFFICER FOR A LOCAL CREDIT UNION AND AS PERSONNEL DIRECTOR OF THE MARCOTTE NURSING HOME IN LEWISTON.

A LIFE-TIME RESIDENT OF LEWISTON, MAINE, MR LANDRY MARRIED MARGUERITE THERIAULT. THEY HAVE FOUR CHILDREN:

GILES- MAINE STATE TROOPER.  
SUE- STUDENT, UNIVERSITY OF MAINE.  
PAUL- STUDENT, ST. DOMINIC HIGH SCHOOL  
DENISE- STUDENT, ST. DOMINIC HIGH SCHOOL

HE LOVES TO ENTERTAIN BY PREPARING AND SERVING MAINE SEAFOOD.

HE ENJOYS TRAVELING, PLAYING GOLF AND FISHING



## Newsmakers

**SAN JUAN COUNTY, Utah**—County Commissioner Calvin Black, has received an honorary degree from the College of Eastern Utah in Price. Black is also president of the Utah Association of Counties.

**ILLINOIS**—The Illinois Association of County Board Members realigned its officers during the 90th Annual Spring Conference of the Illinois Association of County Officials. Officers are: president, Robert Ausbury of McDonough County; first vice president, Glenn Seidel of Bureau County; second vice president, C.D. Green of Vermilion County; third vice president, Herbert Milton of Madison County; secretary, Esther Morrison of Cass County; and treasurer, Charles Bolton of Hancock County.

**COLORADO**—Karl Williams, Jefferson County manager, was reappointed to a six-year term on the

Governor's Advisory Committee on Governmental Affairs. He represents county government on the committee.

**NORTH CAROLINA**—Jane Greenlee, McDowell County commissioner, has been appointed to the North Carolina Paroles Commission by Gov. James B. Hunt. She is a director of the North Carolina School for the Deaf and a director of the Learning Institute of North Carolina.

**PENNSYLVANIA**—The Pennsylvania State Association of County Commissioners has honored F.W. Gunzburger of Potter County for his 50 years of service as chief clerk to the county. The association, meeting for its 91st Annual Convention, recognized Gunzburger by presenting him with a plaque at its opening dinner session.

**CLINTON COUNTY, Mich.**—Commissioner Virginia Zeeb has been named director of the Michigan Licensing and Regulation Department. The appointment was made by William Ballenger, department director. The position to which she and two other directors were appointed was created under a departmental reorganization plan implemented last year. Zeeb will supervise the largest number of local boards. Zeeb, who was first elected to the commission in November 1972, is a member, director and past secretary of the Michigan Association of Boards of Health. She also chairs the Michigan Public Health Board and is a member of the Michigan Mid-South Health Systems Agency Board.

**MICHIGAN**—Fred Saigh, chairman of the Iron County Commission, was elected president of the Upper Peninsula Association of

Counties during an organizational meeting held in Escanaba. Other officers include: vice president, Kermit Tessmer, chairman of the Menominee County Board of Commissioners, and secretary-treasurer, Stanley Dominick, chairman of the Delta County Board of Commissioners. Other members of the association's executive committee are: George Pini, Houghton County board chairman; Reino Nelso, Chippewa County commissioner; and Harold Vanlerberghe, Delta County board member. Robert Olsen, director of the Upper Peninsula Commission for Area Progress (UPCAP), serves as ex officio secretary to the association. The association also appointed three delegates and alternates to the UPCAP delegate body. Delegates are Tessmer, Elnora Vader, Delta County commissioner; and Wendell Sanders, Dickinson County commissioner.

## NACo T-shirt Winners

Youth delegates to NACo's annual conference at Detroit's Cobo Hall July 24-27 competed in a T-shirt designing contest sponsored by the Wayne County spouse and youth committee. Children worked with magic "puffer" paints that rise up like a cake in a special activity room, dubbed the Ren Cen Den T-shirt Factory. Smiling winners in the contest were presented prizes by conference officials. Pictured are (from left, front row): Don Green, Calcasieu Parish, La. in a "Detroit Is Rock City" T-shirt; Stacey Harrison, East Baton Rouge Parish, La. with a "My Name Is Stacey" design; and Ashley McCorkle of Chatham County, Ga. showing off the "Skyline of Detroit." Officials pictured are: Macomb County Commissioner Herbert McHenry; Mrs. Eleanore Manning, chairman of the spouse-youth committee; Wayne County Commissioner Richard E. Manning, chairman of the NACo '77 Steering Committee; and Wayne County Board Chairman John Barr, newly elected member of NACo's Board of Directors.



### COUNTY NEWS

EDITOR: Bernard Hillenbrand  
MANAGING EDITOR: Beth Denniston  
NEWS MGR.: Christine Gresock  
PRODUCTION MGR.: Michael Breeding  
GRAPHICS: Robert Curry, Omar PC Dusen, Mary Duncan, Karen Eldridge, Barry Leviten & Robert Redding  
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# Washington Briefs

• **Welfare Reform.** Administration presented Aug. 6 a welfare reform plan that incorporates many county reform measures. Counties to rally in Washington Sept. 21 to urge speedy action on welfare reform in Congress for fiscal relief and continued local decision-making on jobs and training programs in plan.

• **Clean Air.** President has signed into law new air pollution legislation. See page 1.

• **Water.** Senate has completed action on water bill. When Congress reconvenes NACO will push for House and Senate to get together as soon as possible to work out final version of water amendments. County officials should continue to press House and Senate members for quick action on passage of a water bill.

• **Food Stamps.** H.R. 7940, which passed House, in Conference Committee. Targeted child care and shelter deduction included.

• **Public Assistance.** H.R. 7200 in Senate Finance Committee markup. Substantial changes from House version on Aid to Families with Dependent Children (AFDC) and Work Incentive (WIN) programs.

• **Payments-in-Lieu.** Proposed regulations to implement the payments-in-lieu program published in the Aug. 8 *Federal Register*. The Department of Interior has indicated that \$10 million payments to counties will be made in September for the first year of the program.

• **Public Works.** EDA has issued amended regulations that provide 100 new counties with public works grants and increases the grant awards to another 361 counties. Applicants have 28 days from date of official notification to submit new or adjusted applications and may apply the funds to projects for which financing arrangements have already been completed.

• **Social Security.** Senate Finance Committee voted 11 to 3 against the use of general revenues to help pay for Social Security. Committee tabled action on seven other funding

proposals until after August recess. Both House and Senate Committees to mark up a bill prior to the October recess. In testimony before the Senate subcommittee on Social Security, chaired by Sen. Gaylord Nelson (D-Wis.), Milwaukee County (Wis.) Supervisor Michael Mett discussed the impact of funding changes on Milwaukee County. Committee asked him to submit details regarding the impact of proposed funding changes on the frequency of county withdrawal from the system. A joint task force, composed of Labor-Management Relations, Taxation and Finance, Welfare and Social Services, Health and Education, and Employment Policy Steering Committees, was formed at NACO's annual meeting to review this matter and respond to Sen. Nelson's request.

• **Labor Relations.** House subcommittee on labor-management relations, chaired by Rep. Frank Thompson (D-N.J.), cancelled hearings on H.R. 8410, a bill to amend the National Labor Relations Act by concentrating on reforms that will facilitate union organizations, especially in the South and West. Senate Human Resources Committee, chaired by Sen. Harrison Williams (D-N.J.), will hold 10 days of hearings on S. 1883 beginning Sept. 20. Reform package does not include repeal of state right to work laws [Section 14(b)] of the Taft-Hartley Act, nor will it provide for mandatory coverage of state and local employees.

• **Minimum Wage.** House floor action on the minimum wage bill is expected after Congress reconvenes in September. If passed, minimum wage next year will rise from \$2.30 to \$2.65 per hour with automatic annual increases in the future. Several amendments are expected during the floor debates, including a subminimum wage for youth.

• **Intergovernmental Personnel Act (IPA).** Fiscal '78 appropriations bill for the U.S. Treasury, Postal Service and General Government was signed by President Carter July 21. It provides \$20 million for IPA.

an increase over previous years of \$5 million. Civil Service Commission plans to release final allocations soon.

• **Rural Development.** Both Houses have passed H.R. 7558, Rural Development Appropriations for fiscal '78. The bill, awaiting signature of President, provides increased funding for rural development grant and loan programs and new funding for rural planning grants. New appropriations will take effect on Oct. 1.

• **Cost Containment.** Senate Human Resources Committee reported out S. 1391 Aug. 2. Contains an approximate 9 per cent cap on hospital revenues with provisions made for changes in patient load and necessary services. Amendments exempt hospitals with fewer than 4,000 admissions that are the sole provider in a non-metropolitan area, and make it easier to enforce the prohibition against private hospitals dumping "bad debt" patients onto public hospitals. Bill goes to Senate Finance Committee where it will be considered in September. House Ways and Means subcommittee on health to continue markup of House version of the same bill, H.R. 6575 after August recess.

• **Aircraft Noise.** Rep. Glenn M. Anderson (D-Calif.), chairman of the aviation subcommittee, and 25 members of the Public Works Committee have introduced a revised aircraft noise bill, H.R. 8729. The newest version eliminates provisions objectionable to NACO and would provide \$400 million in fiscal '79 and '80 for off-airport noise abatement projects, plus \$15 million for noise planning.

• **Highways and Transit.** Senate Public Works Committee will begin in-depth hearings on extension of the federal-aid highway act and trust fund early in fall, continuing into 1978. The House surface transportation subcommittee will continue its hearings in September. Rep. Jim Howard (D-N.J.) has introduced his comprehensive surface transportation proposal, H.R. 8648. It includes a \$2 billion bridge program, increases for interstate, primary and secondary roads, and for all sections of the urban transit program. It adds a new transit program for rural areas at \$150 million annually.

• **Airline Regulatory Reform.** A bill has been introduced in the House by aviation subcommittee chairman Glenn M. Anderson (D-Calif.). Anderson holding a series of hearings in California during August. Additional September hearings scheduled in Washington, D.C. Senate Commerce Committee expects to finish action on its bill for floor action in September or early October.

• **Universal Voter Registration.** President Carter's same-day registration proposal (H.R. 5400, S. 1072) removed from the House calendar for the second time.

## NACO Box Score... Priority Issues

Welfare Reform..... NACO rally Sept. 21; Carter plan released.  
Employment..... President signed youth bill.  
Public Works..... Amended regs provide more county funds.  
Antirecession..... House, Senate approve \$1.4 billion for fiscal '78.  
Health Insurance..... Senate committee approves 9 per cent hospital cap.  
Payments-in-Lieu..... President signs fiscal '78 appropriations.  
Community Development..... House-Senate conference deadlocked.  
Rural Development..... Both Houses approve increased appropriations.  
Transportation..... House defeats gas tax.  
Water Pollution..... Conference expected in September.  
Air Pollution..... Clean air amendments passed.  
LEAA..... Funding for fiscal '78 cut to \$647 million.  
Land and Water Conservation Fund..... President signed '78 appropriations.

## Do You Have Innovative Community Block Grant Program?

Does your community have an innovative approach to citizen participation in the Community Development Block Grant Program?

The Department of Housing and Urban Development has contracted with Lawrence Johnson and Associates Inc. (LJA) to prepare a catalogue of the country's exemplary citizen participation processes that were used in the third year CDBG program. The catalogue will contain descriptions of citizen participation processes in 40 communities, and will be widely distributed to local governments, citizens' organizations, and research establishments.

If you believe that your community's approach to citizen participation has exemplary or innovative aspects which warrant its inclusion in this catalogue, please send:

- A description of the activities in your citizen participation process;
  - Background material about the process (pamphlets, newspaper articles, etc.);
  - A copy of your third year CDGB application; and
  - A copy or description of your citizen participation plan.
- Mail to: Lawrence Johnson and Associates Inc., 2001 S St., N.W., Suite 502, Washington, D.C. 20009, (202) 667-4130.

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