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Vol. 9, No. 35

COUNTY NEWS

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

Sept. 5, 1977



Washington, D.C.

Keep Our Children Healthy

by Joseph A. Califano Jr.
Secretary
Department of Health,
Education and Welfare

"An ounce of prevention is worth a pound of cure." That's probably the oldest saw in the American vocabulary. Unfortunately, it has been repeated so often that it may have lost its importance if not its meaning.

This is particularly true in the field of medicine and health. We applaud medical breakthroughs and have high expectations for all sorts of cures, but we seldom exercise the self-restraint or commonsense which would improve our health more than any treatment or cure. Our consumption of tobacco, alcohol and drugs is one example. The lack of proper nutrition in our diet, despite the wealth of this country, is another. Failure to take simple measures to protect our health is perhaps the greatest example.

"Cure" Syndrome

The tragedy of our thinking is that we are carrying the "cure" syndrome into the lives of our children. This is particularly evident in the so-called "childhood" diseases that we too often believe belong to a dark past and not in today's enlightened atmosphere.

As of Aug. 13, there have been over 52,000 cases of measles reported in this country so far this year. For all of 1976, we had about 40,000, which in itself represented a 62 per cent increase over the previous year.

Those statistics provide dramatic evidence that childhood diseases are not a thing of the past. It should be a

warning to parents of the almost 14 million children under the age of 14 who are not immunized against measles to make sure their children are protected.

Unfortunately, many parents are not alarmed by these growing statistics. They continue to hold to the misconception that measles is a mild and temporary disease and nothing to get excited about. This is not true. Out of every thousand or so cases of measles reported to the Center for Disease Control in Atlanta, Ga., there is one person who has died because of it. In the same grouping, we are liable to find a case of encephalitis, blindness, pneumonia, or mental retardation, all directly associated with the disease.

The Unprotected

Other so-called common childhood diseases also involve serious complications and sometimes death. About 19 million children 14 years of age and under have not been immunized against polio. Over 14 million children 12 and under are not immunized against rubella (German measles). Over 27 per cent of children 13 and under are not now fully protected by a DPT immunization for diphtheria, pertussis (whooping cough), and tetanus. There were almost 38,000 cases of mumps last year, but that figure could balloon when you consider that 55 per cent of the children between 1 and 13 are not immunized. Mumps is one of the leading causes of deafness in children.

To sum up the situation, of the 52 million children 14 years old or



MONTGOMERY COUNTY RESPONDS—Henry Smith, 10, of Silver Spring, Md. receives an oral polio vaccine from community health nurse Jackie Freeman at a Montgomery County health center. Maryland has passed a law requiring school children to be immunized against measles because of the high number of outbreaks reported in the state last year. The county's immunization efforts were aimed at children through teenagers who received protection from such diseases as polio, measles, rubella, whooping cough, diphtheria and tetanus.

younger, 20 million have not been adequately immunized against the childhood diseases I have mentioned. Over half of these children will be in your schools this fall, a natural breeding place for the transmission of these diseases.

In April, when I announced a major federal effort to address the problem of low immunization rates, I described the situation as a "national disgrace." Nothing since that time has occurred that would cause me to change that assessment.

We have the resources and the technology to address this problem; the cost is relatively small. The vaccines have been proven effective over the years against all of these childhood diseases.

Immunization Goals

Last April I announced two major goals of the national campaign to immunize our children against preventable childhood diseases. The first is to fully immunize at least 90 per cent of this nation's children against these diseases. The second is to establish a permanent system which will assure that the 3 million children born in America each year will receive proper immunizations in their early years of life.

To accomplish these goals it will take considerable effort from those of us at the federal level. But we can plan and scheme in Washington until doomsday without any appreciable effect unless we enlist support at the local level.

Parents of America must be reminded of the spectre of the iron lung, the generation of deaf children, and the babies born with birth defects. A major public information effort is underway and is primarily directed at parents.

We must also reach thousands of health care providers, some of whom may be apathetic about this major national health problem.

We will work closely with the National League for Nursing to build a broad network of volunteer programs across the nation. The league did a remarkable job in Arkansas, and it should provide a model for the nation.

We're also calling on industry and labor to initiate a major education

See LET US, page 2

Watson to Announce Aid Reform Plan at Briefing

Jack Watson, special assistant to the President for intergovernmental relations, will announce the President's Federal Aid Reform Proposal at a Sept. 13 luncheon at the Hyatt Regency Hotel in Washington, D.C.

This announcement will be presented to county officials attending the NACo/Council of Intergovernmental Coordinators' national federal aid briefing. The proposal, developed by White House staff, will have a significant impact on the grants-in-aid system.

A question and answer period will follow Watson's announcement to allow for county reaction to the proposal.



Presidential Assistant Watson

The Welfare Maze

Counties Weighted Down by Regs

WASHINGTON, D.C.—Counties are being buried under the glut of paperwork required by the existing welfare system. In 18 states, counties are administering welfare programs under various rules and regulations set by different levels of government and by different agencies within those levels.

Some counties directly administer Aid to Families with Dependent Children (AFDC), food stamps, general assistance, Supplement Security Income, and Title XX Social Services—each with different sources of funding and regulatory instructions.

Other counties administer only one or a combination of the above programs. The unemployment programs which are to be integrated in President Carter's welfare reform are administered separately and have their own federal/state/local hierarchies and sets of overlapping regulations.

THE PROGRAMS are created by Congress in response to specific needs, and tend to grow independent of one another into multi-level, intricately regulated and operated networks. As programs begin to over-

lap, changes are legislated to standardize different eligibility requirements. Usually this serves only to superimpose one system on the other.

USUALLY county welfare employees operate state-supervised, federal programs over which the county has no control, and often, no voice in the development of state regulations. Although states set the conditions for county involvement and develop regulations and instructions for county operation of welfare

See SYMPLIFYING, page 3

Let Us Prevent Childhood Diseases

Continued from page 1
campaign among their millions of employees and members.

Local Initiatives

State and local governments must become fully engaged in this task. Forty-five states have laws requiring immunization of children entering school, but many of these laws are not being enforced. I have written to the governors of those states asking

them to make the maximum use of their legal authority. I have also written to the governors of states that either have no law requiring the immunization of schoolchildren or have laws that are not sufficiently comprehensive.

State and local laws do make a difference. States with laws requiring immunization against measles at school entry had an average incidence of 26.5 cases per 100,000

school age population in 1974. States without such laws had double that rate, 53.9 cases. Last year North Carolina, which by law mandates immunization against measles and other diseases, reported less than two cases per 100,000 population. Idaho, on the other hand, with no school immunization law as of September 1976, had a reported measles incidence of 722.8 cases per 100,000.

Role of Schools

It becomes obvious, then, that our schools must play an important role in the campaign. They are in a unique position to identify the students without immunizations, and they have the facilities to offer assistance recordkeeping, contacts with the parents, and physical facilities where actual inoculations could be given.

The start of school represents a critical period of time. Childhood diseases spread fast in classrooms, then from school to school through the homes of the students. One case was observed where a communicable disease started in one school and spread to 21 school districts within six weeks.

And don't for a minute believe that the 5 and 6-year-olds are the only youngsters spreading these diseases. They are increasingly being reported in junior and senior high schools, an indication that these older children are not being immunized during early childhood.

Teachers and parents are now being infected by their children, which can be a devastating prospect for a pregnant woman who fears deforming her child through German measles, or a man who faces sterility when he comes down with the mumps.

Federal Financing

To be sure, getting the job done means making adequate resources

What Counties Can Do to Help

- Publicly endorse the childhood immunization effort.
- Urge your health and education officials to work closely in developing a comprehensive approach in reaching school-age children.
- Direct all county officials—particularly those with programs reaching parents and pre-schoolers—to actively participate in the program.
- Appoint a coordinating committee consisting not only of health, education, and other governmental officials, but of civic, fraternal, labor, business, and volunteer groups as well.
- Review your state/local immunization requirements for children and encourage the strict enforcement of these laws to protect children from these diseases.
- Urge the physicians of your county to review the records of their patients and notify parents if a child's immunizations are not up-to-date.
- Communicate your concerns about the level of communication to the various organizations you address, such as civic, fraternal, and volunteer groups, and urge their participation in the campaign.
- Support the efforts to establish a permanent immunization system which assures that all children born in your county are fully immunized at the earliest possible time.



HEW Secretary Joseph Califano

PREVENTING DISEASE:

Time-honored Partnership

by Julius B. Richmond, M.D.
Surgeon General,
U.S. Public Health Service
Assistant Secretary for Health
Department of Health,
Education, and Welfare

Since its beginning in 1798, the main mission of the Public Health Service has been to advance and protect the health of the American people. And from the very beginning, no one working in the federal agencies had any illusions of being able to carry out this task alone.

Of the major advances in medicine made during the history of the Public Health Service, the overwhelming majority were accomplished as cooperative efforts between public and private medicine and among officials at all levels of government. Perhaps nowhere is this more evident than in the field of epidemic control.

AS EARLY as 1799, Congress authorized federal officers to cooperate with state and local authorities in the enforcement of their quarantine laws. And in succeeding years, many short-term laws were enacted, authorizing Public Health Service physicians to go to the assistance of communities stricken with cholera and yellow fever. This partnership has been steadily nurtured, and strengthened since that time and is largely responsible for the current control of many communicable diseases.

Smallpox is one dramatic example. Public health doctors working with private practitioners have eradicated this disease from our country. Indeed, in cooperation with the World Health Organization, we have almost eradicated it from the world. It exists

in only one small section in Eastern Africa.

Eradicating preventable diseases was also the purpose of the Vaccination Assistance Act of 1962. It enabled the Public Health Service to again work with states and communities to protect our children against polio, tetanus, diphtheria, and pertussis (whooping cough). Shortly after, as vaccines for measles, rubella, and mumps were developed, these were included in the attempt to immunize those who were most vulnerable.

THE EFFORTS of federal, state and county officials along with private physicians were quite successful as shown in the following statistics: in 1954 there were 18,000 cases of polio; in 1976 there were nine; in 1960 there were 441,703 cases of measles; in 1976 there were 39,583; in 1960 there were 14,809 cases of pertussis; in 1976 we had 927.

Ironically, this very success is cited as a principal cause for our current problem: the fact that 20 million children are currently unprotected against the so-called common childhood diseases. Because we have eliminated—for the time being—the major epidemics of the past, many people think they have been conquered for good. Others—particularly young parents—are not familiar with the devastating effects caused by such diseases as polio.

I am sure that the absence of epidemics has misled many of our citizens into a false sense of security. If you asked young parents today to name a leading cause of deafness in children, few would respond: "mumps." Few would also realize that

measles—commonly thought of as a mild disease—can cause encephalitis, pneumonia and other serious complications. Even fewer would be aware that out of every one thousand reported cases of measles, there is one reported death.

WE CANNOT afford to await the return of these epidemics to dramatize how costly these diseases can be. We must create an awareness of the problem. We must educate people to the fact that when immunization levels decline, the chances of serious outbreaks of disease increase. We must also mobilize our health and school professionals, our volunteer organizations and others in the community to address this problem with determination. You, as governmental officials and community leaders, are in a unique position to be catalysts in this effort.

Specific suggestions are listed elsewhere in this issue and I need not repeat them. As a pediatrician and a health professional who has devoted most of his career to the special problems of children, I can assure you we are talking about a health problem that has the potential for tremendously harming our children. As the Surgeon General of the Public Health Service, I can assure you there are few health concerns with a higher priority. As a pragmatist, I can assure you that our attempts to immunize 90 per cent of all children now unprotected and to set up a permanent system of immunization will fail unless people such as you become actively involved. Please join us in this important effort to advance and protect the health of our most important resource, our children.

available. In fiscal '76, less than \$5 million was appropriated for childhood immunization. During this current fiscal year, we increased this figure to \$19 million and next year this will be increased further to about \$23 million. The money will be distributed among the states and used primarily for the purchase and administration of the vaccine. But money is not the key to getting the job done. The key is making everyone aware of the problem, educating them to the fact that the problem can be prevented, and motivating them to act.

Under Secretary Hale Champion put the importance of our nation's counties into proper perspective when he spoke to the NACo annual conference in Detroit in July. He noted that 93 per cent of the population of this country is served in at least some fashion by county government, which, of course, includes our schoolchildren. He also noted that 45 per cent of the public hospitals in this country are operated by counties, and that counties spend \$4 billion a year on health care. That is sufficient evidence that if any federal health initiative, including our immunization effort, is to succeed, we need the active support of county leaders.

County Support

There are a number of initiatives we hope you will undertake immediately. The obvious first step is to pledge your own commitment to the immunization campaign and make that commitment known to other county officials, local and state health people, and the general public. We hope you will provide leadership in coordinating activities among education, health, public, business, labor and parents' organizations, through existing committees or through a new group. You should encourage businesses, churches, community groups and publishers to help get the immunization message to the public. Physicians in your county should be encouraged to review their records and pledge their support. And, of course, your efforts can be of great value in identifying the inadequately immunized children.

You could place particular emphasis on working with health authorities to make the clinic or health center hours practical for working parents.

At HEW, we plan to make the maximum use of existing federal programs such as community health centers, day care centers, Head Start programs and the Early Periodic, Screening, Diagnosis, and Treatment

program. The President has already announced that he hopes to expand and alter the EPSDT program in order to provide more comprehensive diagnostic and treatment services for more children. All of those programs could benefit from local government's active interest and cooperation. They are of particular importance, since they deal with the pre-schoolers who are not detected through the classroom.

Prevention Pays

When you talk to others about the problem and the proposed solution, please emphasize that the cost of fully immunizing our nation's young is minute compared to the cost, in both dollars and human suffering, that results when children are afflicted with diseases like polio, tetanus, whooping cough, diphtheria and measles.

The minimal costs have a maximum payoff. Between 1963 and 1976, it is estimated that vaccinations for measles averted over 32 million cases. During that same period it is estimated that over 3,200 lives were saved, mental retardation was averted in almost 11,000 children, over 106 million school days were saved, over 16 million physician visits were saved, and almost 2 million hospital days were saved. The economic benefits run into the billions of dollars.

Therefore, not only are we saving the lives of our children and protecting them from harm, we are saving money that would otherwise have to be used on hospital costs and long term care for those who are seriously afflicted.

If we can tap the deep wellspring of American idealism and draw upon America's notable tradition of voluntarism, then this immunization campaign can stand as a bright example, not of government helping people, but of people helping themselves.

COUNTY NEWS

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Published weekly except during Christmas week and the last week of July by:

National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006
(202) 785-9577

Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription is \$15 per year for non-members, \$7.50 per year for county personnel in member counties. Send payment with orders to above address. While no most care is used, County News cannot be responsible for unsolicited manuscripts.

Welfare Directors Briefed

WASHINGTON, D.C.—The Administration's welfare reform proposal was explained to 100 local welfare directors and administrators attending a joint meeting of the National Association of County Welfare Directors (NACWD) and the National Council of Local Public Welfare Administrators (NCLPWA). The meeting was held last month at the Hotel Burlington, Washington, D.C.

Michael Barth, deputy assistant secretary in Health, Education and Welfare's Office of Planning and Evaluation, reaffirmed the President's commitment to extend coverage to all needy individuals—many of whom are currently ineligible for federal aid and must depend solely on county general assistance programs for support.

The President's plan would scrap current welfare programs—Aid to Families with Dependent Children (AFDC), Supplemental Security Income (SSI) and food stamps—and replace them with a nationally uniform program stressing income supports, work incentives and public service jobs.

Other presentations covered human service coordination and integration which included two current pilot programs: Dolores Delahanty described the Louisville (Ky.) Human Service Coordination Alliance which is in its fourth year as an HEW pilot program, and Dr. Helen Hackman, director of the Arlington County (Va.) Department of Human Resources, described how her county integrated services into one department.

Tim Reed, manager for Project Share, concluded the panel discussion. An HEW-sponsored program headquartered in Rockville, Md., Project Share is national clearinghouse for improving the management of human services. Its basic function is collecting all available publications and program de-

scriptions concerning human services and to provide this information to all those interested in human service planning and implementation.

Sam Bauer, director of the Cuyahoga County (Ohio) Welfare Department, described the Personal Social Service System Project which he is now implementing as a demonstration project. This project expands the availability of services by locating 26 social service centers throughout the county. Each center provides intake, counseling, information and referral services to its geographic area.

The last presentation was made by Jim Edmund, director and Maura Zunt, assistant director of the Ramsey County (Minn.) Welfare Department. The department is now offering the opportunity for staff members to continue their college education through training funds available under Title IV-A, XIX and XX.

The group also heard legislative updates on food stamps, AFDC, social services, child welfare and SSI from staff members of NACo and the American Public Welfare Association.

Westchester to Arrange Special Transit Services

Westchester County (N.Y.) has been awarded one of five demonstration grants in the nation to show benefits of coordinating existing transportation services for disadvantaged groups, the Department of Health, Education and Welfare announced recently.

In awarding the grants, Assistant Secretary for Human Development Services Arbella Martinez said, "The federal government is spending millions of dollars each year on special transportation services for disadvantaged people, but there is very little coordination of these fragmented programs. This often results in too much or too little help for some groups, and underutilization of transportation equipment."

The Office of Human Development Services estimates it spends \$150 million annually under 12 different funding authorities for transportation services. In addition many other HEW and related agencies

have transportation programs designed to serve special client groups.

Under the \$96,000 grant, the Westchester County Department of Transportation will pool agency vehicles. Agencies with relatively fixed transportation needs will contract with the project to provide a fixed level of service at a mutually agreeable cost. Initially up to 400 clients per day will be served at an average round-trip passenger cost of \$4.82.

Currently many human service agencies in the county are contracting independently at an average cost of \$18.77 per person per day. Other agencies have implemented agency-owned and operated transportation systems characterized as inefficient, underutilized, and expensive to operate.

The other grantees are in Arkansas, Maryland, Michigan and Florida. The program will run for two years.

IPA Announces '78 Funding

WASHINGTON, D.C.—The U.S. Civil Service Commission has announced the allocations for fiscal '78 to states under the Intergovernmental Personnel Act (IPA). In making this announcement, Commission Chairman Allan Campbell stated that, "this \$20 million appropriation is a modest national investment in helping state and local governments build their management capacities, especially when you consider that these governments will be responsible for managing about \$80

billion in federal grants during the same fiscal year."

The IPA is the only federal grant program aimed at the overall management improvement of state, local, and Indian tribal governments. The fiscal '78 appropriations represent a \$5 million increase over previous years and will be available Oct. 1.

Under the IPA, at least 50 per cent of the funds to states must be used for local governmental purposes.

NACo was instrumental in securing the increased appropriation and provided testimony to both House and Senate Appropriations Committees during hearings. There will be a workshop on the IPA grant program at NACo's federal aid briefing Sept. 11-13.

The following table shows the amount by state of formula grants under the IPA for fiscal '78. Counties interested in securing funding should contact the governor's IPA designee or the CSC regional offices.

Intergovernmental Personnel Act
Formula Grant Allocations for Fiscal '78

State	Total State Allocation	Minimum Share for Local Gov't Needs*	State	Total State Allocation	Minimum Share for Local Gov't Needs*
Alabama	\$255,000	\$127,500	Missouri	\$334,000	\$167,000
Alaska	90,000	45,000	Montana	90,000	45,000
Arizona	173,000	86,500	Nebraska	119,000	59,500
Arkansas	147,000	73,500	Nevada	90,000	47,100
California	1,564,000	979,500	New Hampshire	90,000	45,000
Colorado	198,000	99,000	New Jersey	524,000	325,100
Connecticut	212,000	132,100	New Mexico	94,000	47,000
Delaware	90,000	45,000	New York	1,365,000	984,400
D.C.	90,000	-	North Carolina	392,000	243,700
Florida	608,000	331,300	North Dakota	90,000	45,000
Georgia	357,000	178,500	Ohio	722,000	394,000
Hawaii	90,000	45,000	Oklahoma	204,000	102,000
Idaho	90,000	45,000	Oregon	176,000	88,000
Illinois	762,000	381,000	Pennsylvania	780,000	390,000
Indiana	371,000	185,500	Rhode Island	90,000	45,000
Iowa	214,000	107,000	South Carolina	208,000	104,000
Kansas	175,000	78,500	South Dakota	90,000	45,000
Kentucky	232,000	116,000	Tennessee	308,000	190,300
Louisiana	289,000	144,500	Texas	913,000	456,500
Maine	90,000	45,000	Utah	93,000	46,500
Maryland	313,000	203,100	Vermont	90,000	45,000
Massachusetts	418,000	273,300	Virginia	376,000	231,200
Michigan	654,000	327,000	Washington	261,000	130,500
Minnesota	292,000	148,100	West Virginia	133,000	66,500
Mississippi	170,000	85,000	Wisconsin	334,000	199,600
			Wyoming	90,000	45,000
			TOTALS	\$16,000,000	\$8,879,500

*Must be at least 50 per cent of the state's total allocation



WHAT A WORKER MUST KNOW—Los Angeles County, Calif. employee Carol Matsui is seen with the regulations every welfare eligibility worker must know. These binders take up 12 feet on a bookcase.

Simplifying Welfare

Continued from page 1

programs, counties find it necessary to issue separate operating instructions to fit their unique delivery systems. Thus, a small county welfare department is inundated with policy and instructions from three levels of government and multiple sources.

In Los Angeles County alone, workers are expected to be familiar with written instructions that occupy 12 linear feet of shelf. The application forms for food stamps and AFDC are 19 pages long—and must be completed by the applicant. Other forms to be completed by the worker, laid end to end, extend 70 feet. A floor chart of the steps necessary to determine and recertify eligibility is over 200 feet long.

Besides the different levels of government to which welfare operations must respond, there are different federal agencies issuing completing regulations and eligibility criteria. The Agriculture Department promulgates regulations for the food stamp program, administered by county welfare departments; while the Department of Health, Education

and Welfare is responsible for AFDC and SSI. In addition, general assistance which is county/state funded and administered further complicates the system.

The Administration's welfare reform proposal would change some of this complexity by consolidating AFDC, SSI, and food stamps into a single cash assistance program for all persons not expected to work, including those now supported by county/state general assistance programs. The eligibility criteria, income, and assets tests would be revised so that the existing disparities would be resolved. A major administrative and error-producing snag of the present system, treatment of earnings, would be simplified.

HEW Secretary Joseph A. Califano is stressing a centralized, federally run, computerized payment system which is intended to simplify the system further, to strengthen quality control, and to save costs.

Although major revision of the welfare and unemployment systems is necessary, simplification alone would be a great improvement.

County Opinion

Protect Kids

Little more than a generation ago, late summer was an anxious time for many parents and physicians. It was the season for polio. Just the word produced fear. And with reason. The disease was devastating...swiftly claiming its young victims...crippling and killing.

None of us would wish those days back. Within a lifetime this dreaded killer andcrippler of children has all but been eliminated from the United States.

But now we have a generation of parents who don't remember the polio epidemics of the 1950s. They aren't aware of the real dangers of measles, whooping cough, mumps and other childhood diseases. Many foolishly believe that the diseases have been eradicated. But health experts are now telling us that there are renewed dangers of epidemics.

This is outrageous.

Communicable disease control—polio is only the most dramatic recent example from among many—has been a function which counties perform to protect their people. Once again, counties must take every step necessary to eradicate the threat of vaccine-preventable diseases.

Elsewhere in this newspaper, HEW Secretary Califano asks for county help to insure that children are protected from dangerous diseases. Programs to raise immunizations so that every child is protected, and to guarantee that immunization levels will never again fall to dangerous levels should be initiated as a priority in every county. These programs must cover each of the seven diseases (measles, rubella, polio, mumps, whooping cough, diphtheria and tetanus) for which the vaccines are available and which have been designated as the targets of the timely new national Immunization Initiative.

Secretary Califano has asked for our help to make this program work. He has invited a county health officer to sit on an advisory committee to the Immunization Initiative, and he has asked NACo's Research Foundation to act as an intermediary between counties and the federal government to facilitate the smooth operation of this program.

NACo pledges to respond to the Secretary's request to make sure that the Immunization Initiative works as a cooperative venture among all levels of government. No individual county should do less.

Administration to Reform NLRB Procedures

WASHINGTON, D.C.—The House subcommittee on labor-management relations, chaired by Rep. Frank Thompson (D-N.J.) will continue hearings this month on H.R. 8410, a bill to amend the National Labor Relations Act by concentrating on reforms that will facilitate union efforts in the South and West.

The Senate human resources subcommittee, chaired by Sen. Harrison Williams (D-N.J.), will hold 10 days of hearings on S. 1833 beginning Sept. 20. Both House and Senate bills are a result of compromises reached among the Administration, congressional and labor leaders. The reform package does not include repeal of state right to work laws nor will it provide for mandatory coverage of state and local employees.

The following are excerpts from President Carter's message to Congress which transmits the proposals for legislative action on laws governing labor management relations.

The National Right to Work Committee has said that it would not support the Administration's union-backed labor law "reform" proposal, nor a business-backed counter proposal, saying that neither one addresses the "basic injustices" inherent in federal labor policy.

Congress is expected to amend some of the provisions in the labor reform bill currently being proposed. Its outlook at this point is unclear. Anyone interested in copies of the legislation should contact Ann Simpson of NACo.

To the Congress of the United States:

I have pledged to make federal regulatory agencies more responsive to the people they serve. Government regulation only works well if it is fair, prompt and predictable. Too often this has not been the case with the regulatory process that governs collective bargaining and labor-management relations. Our labor laws guarantee employees the right to choose freely their representatives, and to bargain collectively with employers over wages, fringe benefits and working conditions. But legal rights have limited value if many years are required to enforce them.

The National Labor Relations Board (NLRB) administers our labor laws. In recent years there has been growing agreement that those laws should be amended to insure that the board can

function more effectively to protect employees' rights. While the great majority of employers and unions have abided by the labor laws, a few have unfairly abused the procedures and practices under which the board must operate.

As a result, the American Bar Association, many federal courts, and the NLRB's own task force each recently suggested ways to improve the board's procedures....

Unnecessary delays are the most serious problem. In even the simpler cases, the NLRB typically takes almost two months to hold an election to determine whether workers want union representation. The enforcement of board decisions is also subject to unnecessary delay: lengthy proceedings before the board and extended litigation can sometimes delay final action for years.

The problem of delay has been compounded by the weakness of the board's remedies. One of the reasons the regulatory process has worked so slowly is that a few employers have learned that, because of the problems the board has in enforcing its decisions, delay can be less costly than initial compliance with the law. In one case, for instance, workers who were illegally fired for their union activities in 1962 are still awaiting payment for lost wages.

Because of these problems, workers are often denied a fair chance to decide, in an NLRB election, whether they want union representation. The same problems often deny employers the predictability they too need from the labor laws.

To help reduce the problems of delay, and to cure a number of related problems with our labor laws, I am recommending to Congress a set of reforms for the National Labor Relations Act. These reforms are designed to accomplish three important goals:

- To make the NLRB's procedures fairer, prompt, and more predictable.
- To protect the rights of labor and management by strengthening NLRB sanctions against those who break the law.
- To preserve the integrity of the federal contracting process by withholding federal contracts from firms that willfully violate orders from the NLRB and the courts.

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 _____

Let's all be counted. Postcards like this one will be used to impress the President and Congress with the fact that there are many people concerned about welfare reform who cannot make it to NACo's Welfare Reform Rally Sept. 21 in Washington, D.C.

If you have any questions about the "postcard" effort or about the Rally, call Carol Cox on the NACo staff. (See ad on page 8 for more details.)

Cut Welfare Tape

It is a minor miracle that county welfare departments find time to make payments and provide services to deserving poor people who meet the eligibility requirements for existing public assistance programs. The sheer weight of the paperwork is enough to bury them. Some examples of that paperwork are: a 19-page application form; an average client file 2 inches thick; 12 feet of bookcase shelving stuffed full of regulations with which each and every social worker must be familiar; and the reports. Counties must report to two and sometimes three state agencies and three federal agencies, each of which require different information and, therefore, have their own reporting forms.

Welfare reform is NACo's priority legislative issue. A reformed welfare system

must clean up this paperwork mess. There must be a way to streamline the system. A simple consolidation, and resulting reduction, of the number of laws and regulations would be a significant starting point.

Mandated uniform reporting requirements would help. A common sense of balance between necessary accountability and the inclination of regulatory agencies to require a preposterous proliferation of paperwork in the hope that they will be able to answer any conceivable question is imperative.

The law of diminishing returns must apply to the amount of information it is reasonable to require. Do we really need to know for instance, if a supplemental security income recipient is taken out to dinner once a week by his or her grandchildren?

I believe these goals can be met through the following changes in our labor laws:

An election on union representation should be held within a fixed, brief period of time after a request for an election is filed with the board. This period should be as short as is administratively feasible. The board, however, should be allowed some additional time to deal with complex cases.

The board should be instructed to establish clear rules defining appropriate bargaining units. This change would not only help to streamline the time-consuming, case-by-case procedures now in effect, but would also allow labor and management to rely more fully on individual board decisions.

The board should establish procedures that would allow two members of the board to affirm summarily the less complex decisions of its administrative law judges.

All appeals of board decisions should be required to be filed within 30 days of the board's decision. If no appeal is filed, the board should refer its orders to the courts for enforcement without further delay.

When employers are found to have refused to bargain for a first contract, the board should be able to order them to compensate workers for the wages that were lost during the period of unfair delay....

The board should be authorized to award double back-pay without mitigation to workers who were illegally discharged before the initial contract. This flat-rate formula would simplify the present time-consuming back-pay process and would more fully compensate employees for the real cost of a lost job.

The board should be authorized to prohibit a firm from obtaining federal contracts for a period of three years, if the firm is found to have willfully and repeatedly violated NLRB orders....

Under current law, the board is only required to seek a preliminary injunction against a few types of serious union unfair labor practices, such as secondary boycotts or "hot cargo" agreements. The board should also be required to seek preliminary injunctions against certain unfair labor practices, which interfere seriously with employee rights, such as unlawful discharges....

—Jimmy Carter

Counties & Clean Water

Report of NACoRF's Water Quality Project

If sewers are too expensive...

Options for low density areas

Many small communities cannot reasonably afford conventional sewers and treatment facilities, even with 75 per cent federal assistance from the Environmental Protection Agency (EPA). Per capita costs for wastewater treatment are often extremely high in nonurban areas for two reasons. First, economies of scale made possible by spreading capital costs over a large population in urban areas are not possible in places with fewer people. Second, it has been necessary in many small towns to install an extremely expensive network of collector sewers to replace septic systems throughout the entire community. In these situations, where sewers have never existed and population densities are low, putting in a collection system may involve 90 per cent of the initial cost of a project.

In a national survey of 258 communities with less than 50,000 population which had completed wastewater facility plans, EPA began to determine the magnitude of the problem. "Of the 258 facility plans, 83 were for completely new collection and treatment systems. Three-quarters of the 83 indicated costs in excess of \$100 per household per year and one-fifth in excess of \$200 per household per year."

For example, households in Dugger, Ind. will have to pay an average of \$240 per year for debt retirement plus operation, while the cost per family in Napoleon, Ohio may be as high as \$350 per year. Considering that the median income in many small communities is \$6,500 to \$10,000, a number of families will be paying 3 per cent to 50 per cent of their gross incomes for sewage treatment alone. Connection charges of \$1,000 or more plus high annual charges will cut deeply into many households' discretionary incomes and could deplete lifetime savings of retired citizens.

This issue will become increasingly important over the next decade as urban areas complete their treatment facilities and EPA and states turn their attention towards more sparsely populated areas which are not in compliance with pollution standards. Between now and 1990, EPA expects to devote approximately half of its wastewater funds to grantees with populations of less than 50,000. Consequently, a number of people at all levels of government are seeking ways to minimize financial hardships imposed on small-town residents by the cost of sewers. Some communities have already discovered that they are not locked into conventional approaches and that costs can be reduced significantly by using alternative treatment and collection systems. This article describes some of the background issues related to the use of those alternatives. The accompanying article provides a non-technical explanation of some of the specific treatment and management options which have been adopted by various counties in recent years.

EPA policies

For the past year, the Environmental Protection Agency has been officially encouraging use of noncentralized, low cost treatment technologies in rural areas. Throughout the spring and summer of this year, the agency has held seminars to familiarize consulting engineers and planners with these concepts. EPA has also been funding for several years an ongoing effort in applied research at the University of Wisconsin (the Small Scale Waste Management Project) to determine the feasibility of various alternatives to conventional septic systems. This type of research has been seriously neglected for the most part, considering that one out of four American households uses an on-site disposal system. Nevertheless, the research at the University of Wisconsin has produced some valuable information, which is available from the address given at the end of this supplement.

Within the last year, EPA has issued several policies which

have directly or indirectly created an incentive to examine all treatment alternatives very carefully.

Public notification. In August 1976, EPA began requiring applicants for wastewater construction grants to provide taxpayers with the estimated capital and operating costs of proposed treatment or collection facilities. The information must be presented at a public hearing on the facility plan, and it must be translated into the charges that a typical residential user will have to pay.

Eligibility of small treatment systems. A few days after that policy was established, the agency made "septic tanks, holding tanks, and package plant treatment systems serving small clusters of homes...eligible for funding," where they are publicly owned, cost-effective, and meet federal, state, and local requirements. Although individual household treatment systems are not allowed, trucks to pump and haul septage from individual septic tanks are eligible. In addition, one of the provisions of the new Senate clean water bill (S. 1952) would make individual home systems eligible.

Cost-effectiveness guidelines. In February of this year, EPA proposed supplemental guidelines on cost-effectiveness which are intended to encourage the sizing of treatment facilities on the basis of reasonable expectations of growth. The practical effect may, however, be to reduce the federal share for treatment works and interceptor sewers. This may further encourage the use of nonsewered alternatives in rural or suburban areas.

The guidelines call for the use of new Commerce Department population projections. Federal payments are limited to treatment facilities staged for 10 to 20 years of growth and to interceptors for 20 to 40 years of growth. Those are calculated to be the cost-effective staging periods, depending on the rate of population growth. If a county or city wishes to build a larger facility, EPA will pay 75 per cent of eligible costs only for that portion which is cost-effective. For example, if a facility is designed to treat 5/4 of the cost-effective flow (over-sized by 25 per cent according to EPA's criteria), the federal grant would be for only 4/5 (the reciprocal of 5/4) of the standard 75 per cent of eligible costs, or 60 per cent. Since land and several other costs are ineligible, the federal grant might contribute as little as 40 per cent to 50 per cent of total capital costs.

The new Senate clean water bill would further restrict payments for treatment works to 10 years of growth and for interceptors to 20 years, regardless of the cost-effective size. Similar policies in California in recent years have been costly in the long run by requiring repeated "retrofitting" of facilities to increase their treatment capacity as population grows. It has also been counter-productive in achieving the presumed goal of growth management, according to some county officials in California. Restrictions on growth in existing service areas, induced by inadequate sewers or treatment capacity, has had the undesired effect of encouraging "leap-frog" development.

EPA agrees that limiting the size of facilities is not a very effective method of controlling growth or sprawl. It maintains, however, that cost-effective sizing of facilities should reduce the expensive practice of building facilities far beyond the expected needs of a community, and it may encourage more careful examination of decentralized alternatives.

Funding of collector sewers. The most recent policy declaration by EPA on funding of collector sewers has been the most controversial. A June memorandum requires any county or city applying for a grant for collector sewers to

demonstrate that, on a block by block basis, the population density of the service area exceeds 1.7 persons per acre (approximately one household for every two acres); that sewers are needed to meet point source discharge requirements or to solve existing public health problems such as contaminated groundwater; and that collector sewers are more cost-effective than alternatives, such as upgraded septic systems, on-site aerobic units, or pressure sewers.

The major source of controversy over this policy has been its timing. It may delay federal funding of a number of projects while the Sept. 30 deadline for obligation of funds rapidly approaches. Regional EPA offices have undertaken intensive reviews of proposed collector sewer projects, particularly to determine if the project is cost-effective and if population densities are adequate to meet the new requirements. There has been concern on the part of local officials that some states may lose a portion of their allotments if the time-consuming reviews are not completed by Sept. 30.

The other source of controversy is more substantive and will probably be more significant in the long run after the press of obligation deadlines is over. Some county officials fear that the new policy will mean that EPA will not fund collector sewers and centralized treatment facilities if cheaper alternatives are available, even though the alternatives may pose an unacceptable health risk. To the extent that there are differences of judgment between EPA and health officials on the public health effects of using decentralized treatment techniques, there may be a stalemate on building any type of facilities. If state and county health authorities approve only those projects with collector sewers and conventional treatment, and if EPA refuses to fund some of those state-approved projects because they are not cost-effective, it is difficult to foresee much progress in improving water quality.

Obstacles to decentralized treatment systems

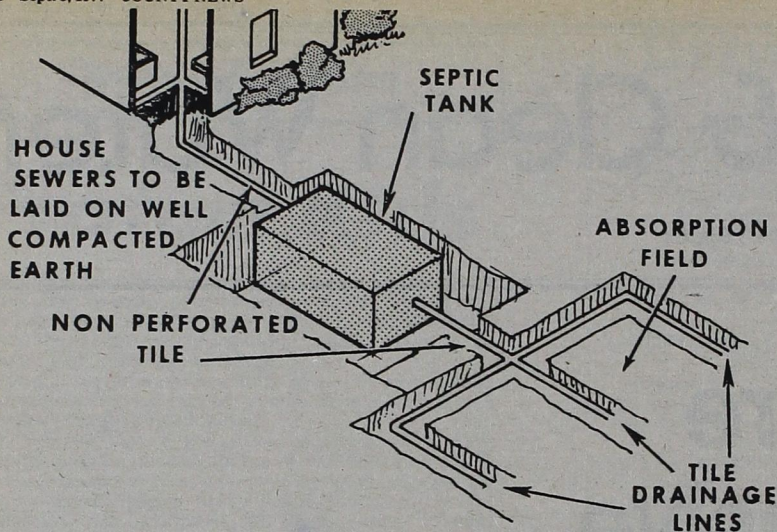
If a county wishes to avoid the high cost of sewers and centralized treatment facilities (where they would not be cost-effective), a number of obstacles or difficulties may stand in the way of using alternative technologies.

Perhaps the greatest hindrance to use of some innovative systems is sheer inertia. A new concept may be viewed with skepticism until it has been demonstrated as workable on a broad scale, though it may be difficult to demonstrate its feasibility until a number of communities have been willing to experiment with it.

Engineers' training and lack of incentives. For low-cost, decentralized treatment, an important factor retarding widespread acceptance among civil engineers is their general lack of training and experience with these systems. This is crucial, since consulting engineers play a central role in designing systems and in helping communities determine the appropriate type of treatment to be used.

In addition to a lack of formal training in designing decentralized systems, engineers have little incentive to risk working with innovative concepts for wastewater treatment in rural areas. If a relatively experimental system does not function properly, the design engineer may be held legally liable, or at a minimum, the firm's reputation may be tarnished. Also, reliable performance data under actual operating conditions may not be available to assist the engineer, and even where the data exist, they may not apply to the specific climatic or soil conditions under which a system must be designed. These factors, plus the absence of standardized

See IF SEWERS, page 4A.



Following "pretreatment" in a septic tank, effluent flows out through drainage lines and into the soil which filters out remaining pollutants, including pathogens. Depending on the type of soil and the size of the lot, variations on the leaching field which is shown may be used, such as leaching pits and leaching beds. Furthermore, the life of any septic system may be increased by installing alternating leaching fields with a diversion valve to switch the flow of effluent on an annual basis. This allows the soil in one field to regenerate while the other is being used. Diagram from: James F. Kreissl, "Status of Pressure Sewer Technology."

A SURVEY OF METHODS

Low cost sewage treatment

A number of low cost sewage treatment options are available to meet the needs of counties and the communities within them. To a great extent the choice will depend on how much citizens are willing to tolerate in terms of personal involvement and frustration with on-site disposal methods in order to save money. There are gains and losses with any approach, and many of the determining factors in the minds of citizens (such as potential odors or health risks) will be non-financial. Nevertheless, the cost of various alternatives will remain a key issue in most situations.

This article offers an overview of technologies available to counties which can be used to reduce the cost of wastewater collection and treatment to nonurban residents. The techniques currently being used include:

- Maintenance and upgrading of septic systems;
- Innovative on-site disposal methods to replace septic systems in poor soils or high water tables;
- Maintenance or management districts to oversee the operation of on-site disposal systems;
- Pressure sewers or other small-diameter sewers;
- Community subsurface waste disposal;
- Oxidation ponds (lagoons); and
- Land application of wastewater.

In addition, a variety of management practices could be adopted by a county to cut sewage treatment costs:

- Development of conservation programs to reduce wastewater flows and to delay the need for building or expanding a treatment facility;
- Sizing needed facilities according to realistic population projections;
- Hiring a management consultant or additional county staff to assist small communities in wastewater planning.

While new technologies are probably more easily transferable than management practices, the experience of successful county programs suggests that they must be accomplished simultaneously. Therefore, this article will include some discussion of those management practices which are most closely associated with the techniques being considered.

On-site disposal

More than 17 million households in the United States relied on septic systems in 1970. Nationwide an average of 25 per cent of all households use a septic system, with the proportion reaching as high as 50 per cent in New England. It is estimated that approximately 25 per cent of new housing units built in the future will also use on-site disposal methods.

A conventional septic system is composed of two basic components: a 750 to 2,000 gallon tank in which solids and grease are retained and a series of pipes or chambers through which the partially treated effluent flows into the soil. The cost of these components ranges from \$1,200 to \$5,000, and this generally represents the least costly method of on-site disposal. The other element in the system is the soil which is intended to filter out pollutants (organic material, nitrogen, pathogens, phosphorus) as the effluent percolates through it.

Only about 32 per cent of the land in the United States is suitable for septic systems, according to the U.S. Soil Conservation Service. Septic systems have developed a bad reputation in many areas of the country because they were oversold in the 1950s as the method of wastewater treatment for all subdivisions, without adequate site analysis and other safeguards. Often the results were persistent problems with backups into household fixtures, clogged soils, or

contamination of surface and groundwater. Unreliable percolation tests were run during the dry season, only to discover that the system could not operate during the wet season because the soil became saturated. Other physical limiting conditions, such as tight soils, were ignored in the interests of providing a uniform solution for mass produced housing.

Regulating septic systems. The problems with septic systems in the past may be avoided if a county or state takes steps to insure that those which are installed meet stringent standards and regulatory requirements. Some of the procedures which might be followed include:

SITE RESTRICTIONS

- Specifying soil types which may not utilize on-site disposal (soil absorption) systems—based on advice from the U.S. Soil Conservation Service or other soil scientists.
- Setting particularly stringent restrictions on those sites close to water supplies and requiring frequent monitoring to determine if groundwater contamination is occurring.
- Requiring that percolation tests (which determine the soil's filtering capacity) be conducted during the wettest months of the year. Also, "perc" tests should not be relied on as the primary method of approving a site, due to the test's gross inadequacies.
- Prohibiting use of septic systems in aquifer recharge areas.
- Imposing large-lot zoning where it can reasonably be justified on the basis of a demonstrated threat of groundwater contamination from excessive concentration of on-site systems. (This may be difficult since it is not simple to establish a direct relationship between density and groundwater contamination.)

PERMIT REQUIREMENTS

- Linking approval of subdivision plans or building permits to review of proposed septic systems by qualified personnel.

- Providing for on-site inspection of systems as they are installed to insure compliance with the design standards in a permit.
- Allowing variances from standards only on the basis of technical considerations, as opposed to economic justifications.

CERTIFICATION REQUIREMENTS

- Mandating that a state- or county-certified soil scientist or other expert, (possibly retained under a working agreement with a soil conservation district) sign off on all permits for on-site disposal systems.
- Bonding and/or licensing of septic system installers and seepage haulers.

A number of counties have operated successful septic system programs for several decades. Jefferson County, Ala. has tens of thousands of septic systems installed, with only about a 3 per cent "failure" rate. Fairfax County, Va. has determined that its permit procedures and maintenance requirements can be expected to prolong the life of its septic systems up to 30 to 50 years. Part of the success of the program in Fairfax has been due to the required use of alternating beds which consist of dual leaching or absorption fields and a diversion valve. This allows land to "rest" in alternating years and renew its assimilative powers. Initially this requires installation of a somewhat larger network of drainage tiles, but it significantly reduces the likelihood of system failure and the need to put in a new absorption field when the first one becomes clogged.

As a cautionary note, it is important to remember that a septic system may still be failing in the absence of overt signs such as a change in the color of the grass above the system or apparent seepage of effluent into surface waters.

Contamination of groundwater by either nitrates or pathogens may pose serious health problems but go unnoticed until there is an outbreak of illness because all of the systems in an area seem to be functioning properly. Many jurisdictions know very little about their groundwater and about the likelihood of serious contamination. This suggests that a greater effort must be devoted to monitoring groundwater quality if there is to be continued reliance on on-site disposal of wastewater.

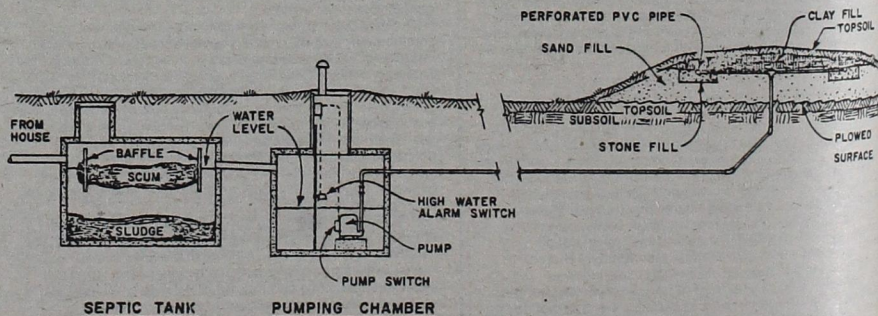
Innovative on-site disposal systems. In many areas where sewers would be prohibitively expensive, soil and other conditions may also rule out the use of septic systems. This does not necessarily mean that such land cannot be developed using on-site disposal. Several methods have been developed which are not as severely restricted as conventional septic systems by soil conditions, although they are considerably more expensive.

A **mound system** uses the same principle as a septic system by filtering effluent through the soil. The mound consists of permeable soil, imported to the site, to act as an additional layer of filtering capacity before effluent reaches the original soil which may be too shallow, or which may have a high water table. Cost of construction is generally several thousand dollars greater than for a septic system, and operating costs are likely to be greater if a pump is needed. Design standards for mound systems have already been established by the Monroe County (N.Y.) Department of Health.

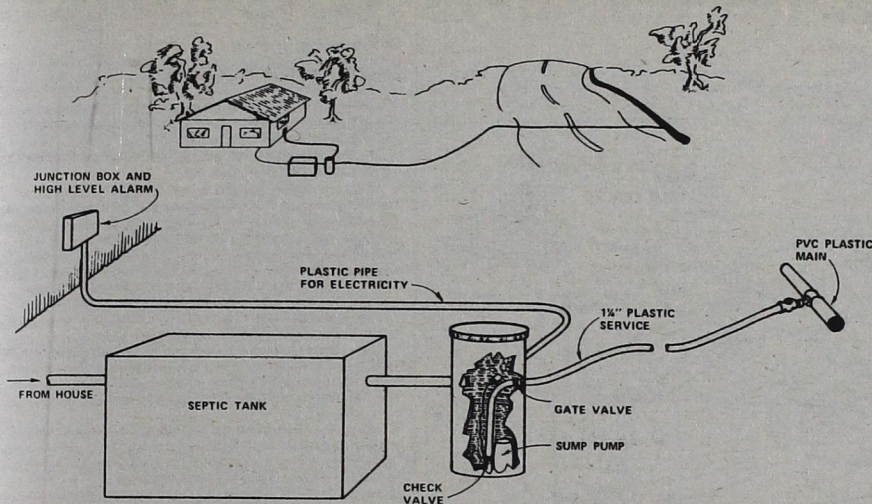
An **evapotranspiration system** is primarily useful in dry climates with relatively impermeable soils, although they have been used with some success in humid areas on the East Coast. The system relies on evaporation from a soil underlaid with drainage lines plus transpiration through plants. If percolation of effluent through the soil must be avoided, a plastic sheet may be buried slightly below the drainage lines. These systems require a large amount of land and are, therefore, a good deal more expensive than septic systems.

An **aerobic** (oxygen consuming) system presents perhaps the most significant alternative to septic systems in situations with poor soil conditions that are unsuitable for most other on-site systems. An aerobic system, however, is costly, ranging from \$1,000 to \$4,000 for installation of the tank alone (excluding the surface or subsurface disposal apparatus). Also, because a power supply is needed to pump air for the treatment process, operating costs may be substantial, and regular maintenance is necessary. However, when combined with a disinfection unit, the system operates almost as a miniature treatment plant, producing a far higher quality effluent than a septic tank. This may allow surface disposal which is far cheaper than subsurface disposal.

The most widely publicized use of aerobic systems has been in conjunction with the Boyd County (Ky.) Demonstration project, funded by the Appalachian Regional Commission (ARC). After financing conventional collection and treatment



In a mound system, effluent from a septic tank is pumped into a mound of sand which serves as an additional filter when existing soil is inadequate or when there is a high water table. Diagram from: Dr. Stephen C. Smith, testimony before the House Committee on Science and Technology.



In a pressure sewer system, effluent is pumped from a septic tank through small diameter pipes to a treatment plant. Pressure sewers are most useful in sparsely populated, hilly areas. Diagram from: Douglas County, Oregon, Department of Public Works, Glide-Ideley Park Sewerage Study.

systems at a cost of \$8,000 to \$10,000 per household, the ARC decided "to try to find some alternatives which would help fill the gap between municipal treatment and individually maintained septic tanks." As a result, the Boyd County project serves 47 families with 36 individual home aerobic units and two multi-family units. The equipment from a number of manufacturers is being used to compare their performance under actual operating conditions. Also several families are recycling disinfected wastewater through their toilets with apparent success. Costs to date have been around \$4,200 per house, compared to an estimated cost of \$9,000 per house for conventional sewerage and treatment. As more experience is gained, costs are expected to fall to between \$2,500 and \$3,000 per household.

Management districts

Not even the simplest treatment methods, such as septic systems, will operate and maintain themselves. Many homeowners are either unaware of or unconcerned about their responsibilities in preventing contamination of water from their on-site system. To avoid the problems caused by private neglect of public health considerations, management districts have been established in several counties to insure a desired level of maintenance of primarily on-site disposal systems. The concept is similar to a special assessment district, except that the purpose is to provide for ongoing maintenance and supervision rather than construction of facilities. In some cases, though, a county may wish to construct and own the decentralized systems as well, since publicly owned multi-household wastewater treatment units are now officially eligible for federal financing. This is the approach followed in Boyd County.

A management district allows control over decentralized sewage disposal on the same basis as a centralized treatment system. By providing an adequate level of governmental service and supervision for both types of treatment, concern about poor operation of individual systems need not enter into decisions about the most suitable form of waste treatment. Special districts established for on-site inspection and maintenance also provide a convenient entity for a sanitary (sewer) district if on-site systems are ultimately replaced by sewers.

Management districts are likely to be as varied as the governments that set them up. In some cases, the service and supervision provided may be minimal, if residents have a record of maintaining their systems properly. In the case of Ventura County, Calif., the county health department expects homeowners in each of the service districts to maintain their own septic systems to the maximum extent possible. The county monitors groundwater and responds to requests for assistance. Special assessments provide the funds for the basic operations of the district. Most of the money is used for record keeping.

By contrast, a special management district in El Dorado County, Calif., is intimately involved in the planning, design, inspection, and ongoing maintenance of the individual soil absorption systems within its jurisdiction. As a condition for receiving a permit to dispose of wastewater on-site, the district requires property owners to agree to follow the district's rules and to grant an easement to inspect and maintain systems on private property. It is impossible to obtain a building permit within the district boundaries without a sewage disposal permit.

In Santa Cruz County, Calif., still another arrangement is followed. In addition to requiring an easement for inspection and maintenance, the county contracts with a private company to pump out septic tanks within the maintenance

district on a regular basis. The charge may then be added to the county tax bill for residents of the district.

A number of issues need to be considered by a county which is considering establishing a management district:

- What should be the relation between the district and the county government? Should the county have control over it, or should it be independent?
- If the county is responsible for the district, which county agency should have lead responsibility for setting standards, inspection and enforcement?
- What, if any, state enabling legislation is required to establish a management district?
- How extensively should the district be involved in helping to maintain individual waste treatment systems? To what extent should homeowners be relied on to take care of their own systems?
- Does the county have sufficient trained personnel to devote to the functions of the district or will it be necessary to hire additional staff or consultants?
- Are the on-site disposal systems within the district boundaries expected to operate on a permanent (30 year) basis? If not, what provisions need to be made for the transition to a centralized collection system?

Collection systems

Pressure sewers. Where soils or topography are clearly unsuitable for septic systems or other on-site disposal methods, but where conventional sewers would be very expensive, the use of pressure sewers may present a financially viable form of wastewater collection. Pressure sewers use electric pumps to force wastewater through small pipes to a treatment facility rather than relying on gravity flows as in conventional sewers. Douglas County, Ore., has already determined that a system of pressure sewers connecting rather dispersed residential units will cost only about half as much as conventional sewers, including both debt retirement and operating costs. Even more significant savings have been reported from Radcliff, Ky., and Priest Lake, Idaho. The cost of pressure sewers was estimated at one-third and one-twelfth the cost of conventional sewers, respectively.

Wastewater first passes through a large interceptor tank which reduces the strength of waste by 50 per cent to 70 per cent and holds a day's reserve capacity in case of a pumping failure. In general, an existing septic tank can be used for this purpose with some modifications. Septage will still need to be pumped from the tank at one to five year intervals (depending upon the tank's capacity) and disposed of as sludge under controlled conditions. The partially treated effluent is then pumped to a main-line connecting households along the service route. The effluent may then be treated in a conventional facility, disposed of in a community drainfield, or connected with gravity sewers which will carry the wastes to a regional treatment plant. Each home is also equipped with an alarm in case of a pump malfunction.

The intuitive basis for using pressure sewers is very simple: they operate in a similar fashion to water supply systems because they both use small pipes and pump water under pressure. As Terry Bounds of Douglas County put it in a paper on pressure sewers:

"It seems odd that (sparsely populated and hilly) areas... are often served by rural water systems, frequently without benefit of grant funds. Why then do most of these rural communities seem to find it economically infeasible to collect the wastewater? It is a general fact that exclusive of infiltration (of groundwater into sewers), wastewater flows would be less than water use due to (such uses as outside watering). Considerations such as these dictated interest in pressure sewers."

Pressure sewers are cheaper to install than gravity sewers in part because of smaller size and also because they do not need to be buried as deeply, saving considerable amounts on excavation in rocky terrain. In addition, pressure sewers have the tremendous advantage of not being subject to infiltration of groundwater, which may compose from 50 per cent to 90 per cent of the flow in conventional sewers during the wet season. The increased flows in gravity sewers from infiltration cause serious pollution problems if a treatment facility becomes overloaded and is forced to bypass sewage directly into receiving waters. The reduced infiltration in a pressure sewer system allows construction of a considerably smaller treatment facility, since there would be far less variation in the flow between the wet and dry seasons.

There are, of course, some problems with pressure sewers. Chief is the small number of design engineers with experience in this area, although EPA has published a considerable amount of material to serve as guidelines in engineering studies. Nevertheless, choosing pressure sewers may mean an initial delay while a consultant determines the specific design needed for a community.

The other major disadvantage of pressure sewers is that their operating costs are higher because of using electric pumps at each household. If residences are built close together in a natural drainage basin, conventional gravity sewers are likely to remain more economical. However, in sparsely inhabited rough terrain where numerous pump stations are needed in conjunction with gravity sewers, the balance will often tilt towards pressure sewers because reduced capital costs will outweigh higher operating costs.

Small diameter sewers. In some cases, small-diameter gravity sewers may be more cost-effective than either pressure sewers or conventional gravity sewers. This was the case in a project carried out for Westboro, Wis. (population 200) by the Small Scale Waste Management Project at the University of Wisconsin. Like pressure sewers, small-diameter sewers require septic tanks for every household and are cheaper to install than conventional gravity sewers. Like conventional sewers, they may not require much pumping, except in hilly areas. Thus, in effect, they are similar in size to pressure sewers but use no power-generated pressure.

Vacuum sewers. Experiments are under way in the use of vacuum sewers. They are intended to suck waste through the collection lines. Difficulties in maintaining a vacuum, high operating costs, and general mechanical problems have produced among experts in the field a general skepticism towards this technology.

Treatment and disposal

Package plants. When the wastewater from a small community or a subdivision has been collected and transported to a centralized location, there are several methods of treatment which may be considered. The use of a small mechanical (activated sludge) treatment facility or package plant (often installed by developers) may be called for in certain cases to meet state health or water quality standards. Although there are clear advantages to a mechanical treatment process, such as considerable control over effluent quality, package plants are notorious for poor operation and maintenance, in part because of inadequate staffing. This is understandable, since many small communities cannot afford a sophisticated plant operator to manage the facility. Thus, even though the design effluent of a complicated mechanical treatment plant may be higher than simpler forms of treatment (such as oxidation ponds), the latter may in practice produce a higher quality effluent than the former.

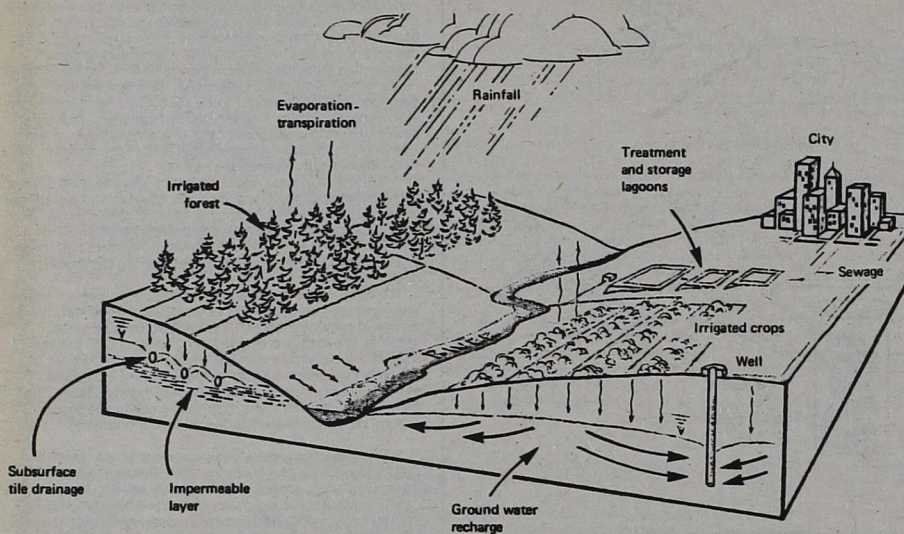
Oxidation or stabilization ponds (lagoons). Oxidation ponds are shallow ponds (generally 2-4 feet deep) in which treatment is carried out by algae in the pond consuming organic material in the presence of air and sunlight. Ponds may be placed in a series to achieve higher removal efficiencies. An artificial aerator may also be added to insure an adequate supply of oxygen and to reduce the required surface area of the pond.

The cost of an oxidation pond varies according to its depth and surface area. Since a pond occupies 20 to 100 times as much land as a mechanical treatment process for a given volume of wastewater, the price of land is a crucial factor in the comparison of alternatives. This is particularly significant because land is not a grant eligible expense in EPA's wastewater construction grants program. Nevertheless, in rural areas, with relatively inexpensive land, oxidation ponds will often remain competitive, in part because of the very low operating costs. (They do, however, require some maintenance to prevent weed growth, odors, and structural damage from animal burrows.)

The major problem with oxidation ponds is their inability to achieve adequate removal of suspended solids because of the high concentrations of algae in the effluent. On Sept. 2, 1976, EPA eliminated federal requirements for suspended solids removal from oxidation ponds as long as those solids are in the form of algae (which may not be easy to demonstrate). Nevertheless, states may impose higher restrictions on suspended solids in effluent, effectively nullifying EPA's relaxation of the standards. There are a number of ways of upgrading the effluent from an oxidation pond to meet higher standards, including: filtering the effluent through a bed of sand or rocks, treating the effluent with chemicals and allowing the solids to settle, or applying the effluent to land by means of irrigation or infiltration.

Land treatment. Land application of wastewater to achieve better than secondary treatment may be used either in conjunction with oxidation ponds as suggested above or with other forms of primary and/or secondary treatment, depending upon state regulations. The soil filters out remaining organic material, suspended solids, nitrogen,

Low cost sewage treatment: survey of methods



Land treatment of wastewater is achieved by spraying partially treated effluent on appropriate soil. The soil and plants filter out 85 to 100 per cent of many pollutants, including nitrogen, phosphorus, and pathogens. The water which filters through the soil may recharge groundwater or be collected and returned to surface waters. Diagram from: USEPA, "Environmental Pollution Control Alternatives: Municipal Wastewater."

If sewers are too expensive

Continued from page 4A

equipment and procedures for many alternative systems, may make planning, design, and approval of them a troublesome and unprofitable task. With the press of contractual deadlines, state and federal deadlines, and the demands of other projects, many engineers would prefer to deal only with familiar collection and treatment techniques. As a result, it may be necessary for a small community which is concerned about long-range capital and operating costs to insist that decentralized methods of treatment be examined thoroughly in facility plans.

State level obstacles. Other obstacles are likely to exist at the state level. State statutes or health regulations may limit or prohibit certain kinds of sewage treatment methods, particularly those which involve subsurface disposal or which require individualized designs. Many of the restrictions are undoubtedly valid, since many of the innovative designs which have been developed recently have not had extensive testing under a variety of conditions. Nevertheless, state health authorities sometimes seem to overlook the fact that in rural communities which cannot afford conventional facilities, the real choice is often between abandoning housing with overflowing septic systems and finding a relatively inexpensive way to solve the problem. In those cases where conventional collection and treatment systems may represent the lowest public health risk, but at the highest cost, it may be prudent for states to allow use of systems with a slightly higher risk if there are significant cost savings.

Another obstacle at the state level may be the absence of financial assistance for decentralized systems. There are few state aid programs, and such projects are unlikely to rank high enough on state priority lists to qualify for federal funding, in spite of EPA's policy that has declared those projects eligible. To alleviate this problem, the new Senate clean water bill would require states with 25 per cent or more rural residents to set aside 5 to 10 per cent of the state's allotted construction grant funds for alternative treatment systems in communities of 3,500 or less. Even if that provision fails, however, state priority lists can be expected to shift more federal funds to small communities anyway, as metropolitan areas complete their sewage treatment systems and reduce their demands on federal assistance.

Land use implications

The availability of sewage treatment facilities, ranging from septic systems to centralized treatment works, determines the development potential of land. The location of development, in turn, affects the county budget because of the need to provide services and public facilities. Since low-density areas or widely dispersed subdivisions generally require higher per capita budget expenditures than high density areas, a county may find it advisable to consider land use issues in addition to economic and public health concerns in its waste disposal policies.

Regulating on-site disposal. One policy might involve coordinating the decisions of health officials, engineers, planners, and zoning boards on the conditions for approval of either on-site disposal systems or sewer extensions. A key element in that policy would be to carefully distinguish between those septic systems which are intended to be temporary (replaced by a sewer within a few years according

to a capital improvements program) and those which are expected to last 20 to 30 years. Where sewers are anticipated in the near future, the developer should be required to install a capped connection from each house to the street. In these cases, however, soil tests and installation requirements for septic systems would not need to be as stringent as when the systems are expected to be relatively permanent.

If septic systems are to be relied on as permanent disposal method, a number of measures to minimize failures may be taken. (See accompanying article.) The essential land use action would be to identify soil types suitable for on-site disposal and to incorporate this information into zoning decisions. Large lot zoning or complete prohibition of on-site disposal are two possible zoning policies for poor or marginal situations, although large lot zoning is a very imprecise means of insuring public health. If detailed soil maps are not available to guide zoning decisions throughout the county, it may still be possible to restrict on-site disposal on improper soils by requiring soil tests on each lot within a subdivision as a basis for building permits or subdivision approval. It is important that decisions be made on a lot by lot basis if individual on-site systems are planned because the suitability of soils may vary significantly within a subdivision.

The failure to apply such policies has led to disaster in many counties. Due to inadequate control over the use of septic systems, subdivisions have been approved with disposal in poor soils with high water tables. When the systems fail within a few years, sometimes through no fault of the homeowners, the residents demand sewers—often at great expense to the county.

Financing relief sewers. When several miles of county financed interceptor sewers are extended to provide relief to an area with malfunctioning septic systems, the result may be either a strain on the county budget or pressure to increase taxes. If the residents demanding the service were required to pay the full cost of extending sewers as a matter of policy, the burden would fall on those who benefit from the additional facilities. However, even if it is politically acceptable, assessing full costs to those who benefit may not be legally permissible in many jurisdictions because the courts generally interpret provision of sewers as a proprietary function of government, meaning that it must serve all customers in the service area at approximately the same cost.

If a county does not have the legal authority to assess users for the full cost of facilities provided, it may be necessary to develop an ordinance which restricts development in areas without adequate public facilities.

The courts in several states have accepted, in principle, the concept that a county has the right to restrict development if that development would place a fiscal burden on the county by imposing costs greater than tax revenues. That fiscal burden might occur where widespread use of on-site disposal systems created a low-density housing pattern for which it would be costly to provide services. In that situation, land use restrictions would need to be based on more than soil suitability tests. However, if land use restrictions are applied as a means of protecting the county budget and guiding development, the restrictions must not be arbitrary. This means in many cases that development limitations must be based on either comprehensive plans or on rationally based development policies which are not exclusionary and which merely seek to alter the rate of development.

Continued from page 4C

phosphorus, and pathogens, producing an effluent quality similar to that discharged from an advanced waste treatment system.

Congress has encouraged the use of land treatment by requiring that it be considered as an alternative in all EPA funded wastewater facility planning. As an added incentive, land costs are eligible for federal assistance if the land is used as part of the treatment process.

In spite of these incentives, land treatment has not generally been found cost-effective for communities applying for wastewater construction grants, even though operating costs are relatively low. The main problem with it involves finding and negotiating for a large enough parcel of reasonably priced and suitable land close enough to the area being served to avoid enormous transport costs. Since land treatment requires several hundred acres for every 10,000 residents served, its usefulness is generally confined to rural areas with large amounts of cheap land nearby.

Other legal or administrative obstacles may arise over such issues as relocation of existing households on the selected site, interference with water rights of downstream users, or special requirements imposed by state regulations.

Community subsurface absorption fields. Another method of centralized waste treatment which relies on the soil to filter out contaminants consists of subsurface absorption fields similar to those used in individual septic systems. As with pressure sewers, this method could rely on individual septic tanks to continue acting as settling tanks and to "pre-treat" the wastes. The advantage over on-site leaching fields is the flexibility in choosing one or more sites which have the optimum soil characteristics and a suitable distance from wells or surface water. This method would be particularly useful in situations where septic system malfunctions occur in a number of dispersed areas within a town. Since there appear to be no significant economies of scale produced by this method, it would make sense to have a number of sites for subsurface disposal as close to the failing systems as possible instead of at a centralized location. This approach was followed in a facility plan for Fountain Run, Ky.

The other major advantages of community subsurface absorption fields are the cost (possibly even less than individual drainfields on each lot) and the potential availability of federal assistance if the project is publicly owned and is high enough on a state priority list.

The only apparent disadvantage of this approach is common to all subsurface disposal—the danger of groundwater or surface water contamination. However, where that threat is present, it should be easier to monitor and control in a few public systems than in numerous private systems.

Further information

The following books, articles, and other publications provide detailed information on decentralized treatment and collection systems:

- EPA policy memoranda on low-cost sewage treatment funding, cost-effectiveness, and collector sewers may be obtained from the NACoRF Water Quality Project.
- A fairly comprehensive work on the subject of on-site treatment is entitled, **Individual On-site Wastewater Systems**, edited by Nina T. McClelland. It consists of the proceedings of the National Sanitation Foundation's Third National Conference on on-site treatment. It is available for \$22.50 from Ann Arbor Science Publishers Inc., P.O. Box 1425, Ann Arbor, Mich. 48106. Included are descriptions of the experiences of Jefferson County, Ala.; Douglas County, Ore.; Lake County, Ill.; Boyd County, Ky.; plus a number of state regulatory programs.
- The Small Scale Waste Management Project at the University of Wisconsin has a list of relatively technical publications based on their research. The publications list is available from Small Scale Waste Management Project, 1 Agriculture Hall, University of Wisconsin, Madison, Wis. 53706.
- EPA's recently published volume, **Legal and Institutional Approaches to Water Quality Management Planning and Implementation**, contains a very instructive chapter on the management and regulation of on-site wastewater disposal. A copy of the bibliography at the end of the chapter may be obtained from the Water Quality Project at NACoRF. The full volume may be obtained from USEPA, Water Planning Division Library (WH-554), 401 M St., S.W., Washington, D.C. 20460.
- Publications from EPA's Technology Transfer seminars offer relatively technical material on pressure sewers, vacuum sewers, stabilization ponds, seepage disposal, land treatment, biological treatment (mechanical), and cost-effectiveness analysis of small-scale wastewater treatment alternatives. The publications may be obtained from: Office of Technology Transfer, USEPA, 26 West St. Clair, Room G-75, Cincinnati, Ohio 45268.

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.

Bridges: Target of Illinois Off-system Program

EDITOR'S NOTE: The following article appeared in the July/August issue of *American Transportation Builder*, published by the American Road and Transportation Builders Association, and is reprinted here with permission.

by Melvin B. Larsen

Authorization to utilize federal funds for desperately needed roadway improvements off the federal system was met with elation by all of us who observe the plight of local agencies in their frustrating effort to keep pace with today's transportation demands.

When the enabling legislation was enacted by an amendment to U.S. Code Title 23 in 1974, the first order of business was to decide how this money was to be apportioned to the individual local agencies. The original Off-system Program provided approximately \$5.6 million to Illinois for projects on rural off-system roads.

AFTER MUCH negotiation and several meetings with local agency representatives, the funds available to Illinois were allotted to the individual counties on the basis of area, rural population and off-system mileage.

The specific distribution formula provided for 10 per cent to be divided equally among the counties, 30 per cent based on rural population, and 30 per cent based on rural off-system mileage under local jurisdiction. (This is the formula used for FAS funds except rural mileage was used instead of off-system mileage.)

The Illinois Department of Transportation with concurrence from Illinois County Superintendents' Association Policy Committee specifically requested that priority be given to the replacement of deficient bridges. The counties were advised to consult with the townships and municipalities for possible utilization of a portion of these funds to improve systems controlled by the latter.

THE LANGUAGE of the original legislation indicated that monies available should be distributed equitably. Therefore, contemplating the

The author is an engineer of local roads and streets for the Illinois Department of Transportation.

number of agencies involved (102 counties and 1,476 townships or road district organizations) vying for the available funds, it is readily apparent that only smaller bridges could be built under auspices of the program. This, of course, did not have to be viewed negatively since geographically Illinois has roughly one bridge for every mile of roadway.

MANY of these bridges are shorter and lend themselves to replacement by relatively smaller amounts of money.

Since this was a program utilizing the expenditure of federal funds through the Federal Highway Administration (FHWA) and the state government by the individual counties and townships, we were attempting a program on the off-system roadways which had little precedence.

As the authorizing legislation was analyzed by the department and by the various policy committees, it was readily apparent that cooperation was tantamount to success. This cooperation was forthcoming and resulted in 92 projects programmed for construction, and to date 68 projects placed under contract.

We are anticipating construction of larger projects now that the original program has been replaced by the 1976 Highway Act authorizing the Safer Off-System Roads Program (SOS). Using the successful format designed for the parent program, funds for SOS will be allocated to counties and municipalities under 5,000 population not in an urbanized area, and to the Department of Transportation District Engineers for use in urbanized areas on local highway systems. Funds apportioned to Illinois will be allocated to the rural, smaller urban, and urbanized areas in a manner similar to that used in the distribution of monies to the individual states.

THE FUNDS allocated to the counties may be expended on off-system county highways, township roads and those streets of municipalities under 5,000 population. The funds allocated to the Department of Transportation district offices shall be spent only on off-system local streets and highways in the urban and urbanized areas.

We are again recommending that priority be given to the replacement of structurally inadequate and narrow bridges on the local system. The

Safer Off-System Program funds are to be matched on a 70-30 basis, and it will be the local agencies' responsibility to provide all required engineering and matching funds.

We are pleased to see that FHWA is encouraging the maximum use of such simplified procedures which are appropriate for the types of projects expected to be implemented under this program. It may be appropriate at this time to take another look at "red tape." It's presently fashionable to talk about cutting red tape, but when we attempt to cut through red tape we find that some of it follows logic.

Nevertheless, looking at the SOS program from a philosophical point of view, it would appear that we are being encouraged to indeed eliminate some red tape. We are presently using the Secondary Road Plan as a basis for project processing.

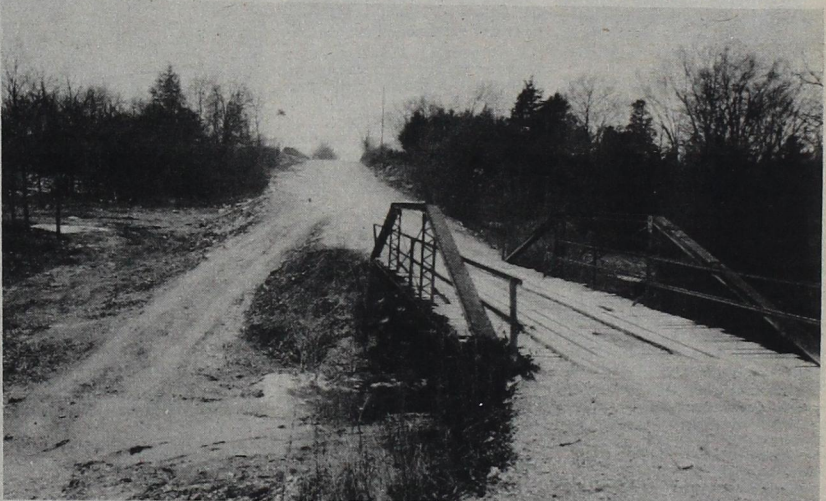
It would also appear that we would not need as detailed construction plans for a majority of these projects since they certainly aren't going to be of the magnitude of an interstate project, for instance. All this in spite of the fact that Congress used the term "grant" in the Off-System Program enactment. This term infers allocating funds with general guidelines only and led AASHTO to urge FHWA to do just that. It was not to be and FHWA apparently fearing new ideas even though suggested by Congress, reverted to the old processes.

WITH THE combination of the Safety Program and the Off-System Program and a hybridism of the requirements, some additional safety projects, in addition to bridges, will be constructed under the new program.

In order to maintain the current emphasis on bridge upgrading and/or replacement, it is proposed that approximately 75 per cent of the Off-System funds available to the counties be used for bridge replacement. Our records indicate 87 per cent of the fiscal '76 funds provided by the 1974 amendment will be spent for bridge construction.

It is not possible to overemphasize the need for the local agencies to continue their excellent cooperation with the department. Thus far, the common effort is gratifying.

Our Bridge Inspection and Inventory Program continues to find grossly deficient bridges on our local roadway systems. This minimal funding certainly will not eliminate the mass of grossly unsafe structures, but it most assuredly will provide the vehicle to alleviate the presently intolerable situation.



DETOURING THROUGH THE CREEK—This one-lane bridge inadequately serves expanding Callaway County, Mo. Large and heavy vehicles such as loaded dump trucks and road equipment must ford a small creek rather than cross this 12-foot-wide bridge built around 1912. To bypass this bridge, alternate routes to U.S. 54 and the town of New Bloomfield—which are just over the hill—are 12 to 15 miles. NACo is surveying every county in the nation to identify and document the needs of off-system bridges to justify adoption and speedy implementation of a major federal program for off-system bridges. County officials are urged to return their bridge surveys.



Matter and Measure

The Federal Highway Administration (FHWA) will be presenting three Demonstration Projects entitled "Highway Photomontage No. 40" this month.

On Sept. 16, the demonstration will be held at the Colorado Division of Highways in Denver. Contact Frank Wood at the Colorado Division of Highways at (303) 757-9011 for more information.

On Sept. 20, the demonstration will be held at the Arizona Department of Transportation in Phoenix. Contact Eugene Morris, research engineer at (602) 261-7721 for information.

The third project demonstration will be held on Sept. 22 at the California Department of Transportation, Sacramento. Contact Malcolm Wallace at (916) 445-9925 for 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 2 to 3 hour workshop which covers the process of photomontage in detail. Computer programs and users manuals on this demonstration will be provided during part two of the demonstration.

PAVEMENT SESSION

A morning session on Structural Design and Rehabilitation of Pavements is being presented at the American Concrete Institute's Convention on Friday, Oct. 21 at the Braniff Place Hotel, New Orleans, La.

The session will include presentation on structural overlays, thin bonded overlays, the design of local transfer systems, factors in blow-ups under overlays, polymer

concrete patching and joint sealing.

For more information, contact the American Concrete Institute, Box 4754 Redford Station, 22400 West Seven Mile Road, Detroit, Mich. 48219 at (313) 532-2600.

SLOTTED UNDERDRAIN SYSTEMS

The Federal Highway Administration's Office of Federal Highway Projects in Region 8 has developed an underdrain system of slotted plastic pipe which utilizes water-well design principles developed by the Agricultural Research Service (ARS).

These findings are described in Implementation Package 76-9, "Slotted Underdrain Systems," prepared under sponsorship of the Implementation Division, Office of Development.

According to the report, most current underdrain designs utilize pipe with circular perforations that usually require zoned filters to function properly. Zone filters are difficult to construct and if not used, the underdrain system tends to clog within one or two years.

Using six types of underdrain pipes, full scale tests were conducted to drain fine, medium, and coarse materials that fell within the "gravity drainable" range of soils. Four different filter criteria design were used.

Although any type of pipe can be slotted, polyvinyl chloride (PVC) and corrugated polyethylene (PE) plastic pipe were the only slotted pipes tested in this evaluation. Both pipes performed adequately with the corrugated polyethylene offering considerable savings potential for materials and installation costs.

The package briefly documents the test results and findings. Other pertinent factors, as well as design examples and sample specifications, are included.

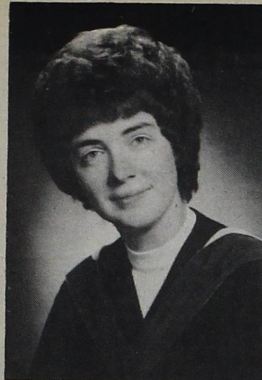
The package is available for free distribution until Oct. 1 by writing the Federal Highway Administration, Implementation Division, HDV-22, Washington, D.C. 20590. After that date, you may write the National Technical Information Service, Springfield, Va. 22161.

Welfare Reform

Now.

National Association of County Engineers

Martha, a 45 year old divorcee with a young son, had been on Aid to Families with Dependent Children (AFDC). Finally, she got a job as a housekeeper and off welfare. She didn't make a lot of money, but she felt proud of herself. Then Martha needed to be hospitalized for several weeks. She applied for public assistance to pay the hospital and the doctors. Because she was employed—her employer wanted her to return to work as soon as she was well—Martha was eligible only for partial assistance to pay her medical expenses. The balance was far more than she could manage. The only way Martha could get the help she needed was to quit her job—surely her physical condition justified it, she was told. If she quit, it was explained to her, Martha would be eligible once again for AFDC and her medical expenses would be paid for her.



Richardson

New Exec for ACRO

ONTARIO, Canada—Sheila Richardson, 27, was appointed executive director of the Association of Counties and Regions of Ontario (ACRO) on July 1.

She replaces Carolyn Ion, who became ACRO's first full-time executive director in 1964. Ion will continue to work with the association as a consultant.

Richardson received a bachelor of arts degree in geography in June from York University. In 1975 she organized the office systems for Dufferin County's new countywide method of building inspection. In 1974, Richardson was appointed secretary-treasurer for Dufferin County's Land Division Committee.

She was named Dufferin County's historical researcher in 1972. Her research was used for the writing and publication of "Into the High Country," the history of Dufferin County.

"The Impact of Reform" will be the theme for ACRO's 18th annual meeting to be held Oct. 16-19 at the Sheraton-Brock Hotel in Niagara Falls, Canada. Keynote speaker will be Provincial Treasurer W. Darcy McKeough.

Program topics include a symposium on "Regional Government Studies," a panel discussion on "Preservation of Farmlands" and a discussion of "Education and Training for Local Government at Home and Abroad."

JOSEPH J.

Murnane

EXECUTIVE DIRECTOR
MARYLAND
ASSOCIATION of COUNTIES, Inc.

A GRADUATE OF THE UNIVERSITY OF BALTIMORE, 1952, LL.B.

A MEMBER OF THE MARYLAND BAR SINCE 1953.

HE SERVED AS ASSISTANT GENERAL MANAGER FOR THE BETTER BUSINESS BUREAU OF BALTIMORE 1951/1963

FROM 1963 TO 1968 HE WAS MANAGER, LEGISLATIVE DEPARTMENT, OF THE CHAMBER OF COMMERCE OF BALTIMORE.

1968 TO PRESENT, HE HAS BEEN EXECUTIVE DIRECTOR OF THE MARYLAND ASSOCIATION OF COUNTIES.

MURNANE LOVES TO READ, RESTORE OLD HOUSES AND COLLECT ANTIQUES AND DUCK DECAYS



MACo Conducts Educational Forum

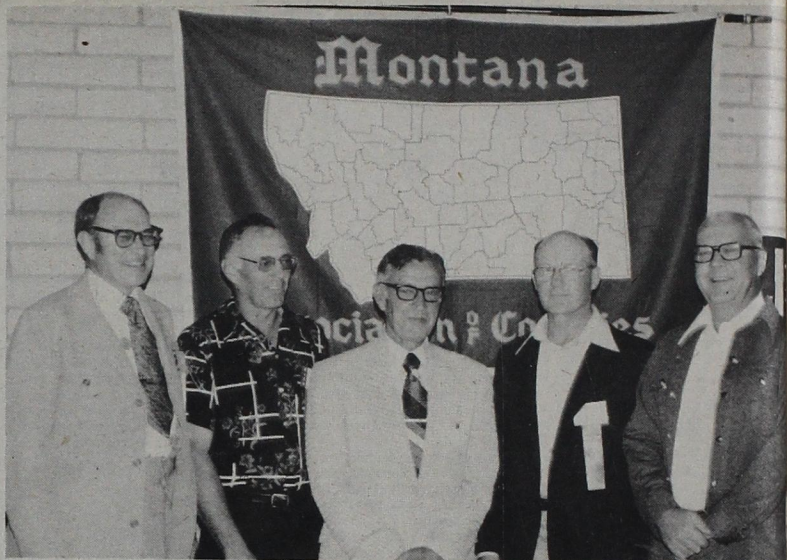
FLATHEAD COUNTY, Mont.—Montana Gov. Thomas L. Judge conducted an educational forum for the Montana Association of Counties (MACo) during its 68th Annual Convention.

More than 120 county officials from 50 of the state's 56 counties attended the meeting in Kalispell.

The governor, assisted by key state agency directors, discussed state programs and issues that affect counties including the increasing tension about Indian reservations in Montana. A second forum was a roundtable discussion with legislative leaders. Much of this discussion was about defeated legislation that would have given Montana county commissioners more flexibility in dealing with local problems.

MACo members also passed resolutions:

- Authorizing a feasibility study for a self-insurance program;
- Urging the passage of legislation to give counties increased flexibility for form, function and finance;
- Authorizing MACo staff to conduct a study to find alternatives to the current financial institutions tax; and
- Suggesting that efforts be made at all levels of government to end the controversy surrounding Indian tribal jurisdiction.



EXECUTIVE COMMITTEE for the Montana Association of Counties for 1977-1978 are, from left: fiscal officer, Grinde, Fergus County commissioner; second vice president, Kenneth Coulter, Garfield County commissioner; president, Mike McClintock, Yellowstone County commissioner; first vice president, Bill Brinkel, Stillwater County commissioner; and past president, Dale Skallure, Chouteau County commissioners.

Newsmakers

BROWN COUNTY, S.D.—Brown County Auditor **Ruth Humphries** has been named to represent county auditors on a subcommittee of the State Election Board which will make recommendations on improving South Dakota election laws.

FLORIDA—Jim Hoskins, president of the State Association of County Commissioners of Florida, and Lex Hester, Broward County administrator, have been named to the state's first Advisory Commission on Intergovernmental Relations (ACIR). Both were appointed by Gov. Reubin Askew. The ACIR held its formation meeting Aug. 19 in the governor's office in the Capitol.

CALIFORNIA—Revan Tranter, executive director of the Association of Bay Area Governments (ABAG),

received the National Association of Regional Councils' (NARC) Walter A. Scheiber Regional Leadership Award. NARC established the award last year in honor of the executive director of the Metropolitan Washington Council of Governments. It will be presented annually to a regional council executive director for outstanding leadership in the field of intergovernmental cooperation. ABAG represents city and county governments in the San Francisco Bay area.

WASHINGTON—Two Washington County officials have been named to federal posts. John C. Merkel, Kitsap County prosecuting attorney, has been confirmed by the Senate as U.S. attorney for western Washington. J.J. Harvey, Snohomish County sheriff, has been confirmed

by the Senate as U.S. marshal for western Washington.

WASHINGTON—The Washington State Association of County Auditors and the Washington State Association of County Treasurers elected officers during their annual joint meeting in Wenatchee. Officers for the auditors are: president, Ted Wright of Kitsap County; vice president, Nancy Evans of Klickitat County; secretary-treasurer, Duane Kemp of Island County; and representative to the Washington Association of County Officials' board for a two-year term, Earl Miller of Chelan County. Officers for the treasurers are: president, Betty Verbrugge of Pend Oreille County; vice president, Bud Kuehner of Lewis County; secretary-treasurer Don Smith of Grays Harbor County.

Keeping Up with Counties

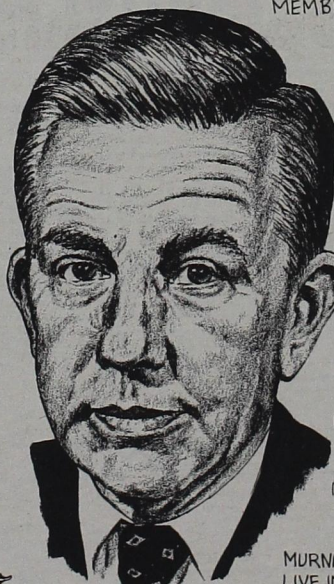
MERIWEATHER COUNTY, Okla.—The county courthouse, gutted by fire in 1976, will soon be rebuilt, approximately \$1.6 million. Local officials hope to gain federal money as part of the work, but they have accumulated \$1.1 million in local funds which can be used for construction. The 1903 building will have a completely new interior roof, but the outer walls can be preserved. The courthouse is on the National Register of Historic Places.

TAMA COUNTY, Iowa—For the past 23 years Tama County has been a program linking county government training to the local school systems. The Tama County American Legion and its auxiliary coordinates the program within the courthouse. Student delegates elected by the student body of the county high school—spend the day at the courthouse, tour county facilities and spend time with officials.

SAGINAW COUNTY, Mich.—Saginaw County commissioners voted to spend the \$568,000 in federal public works to provide a third floor for the county's new health center. The floor will be used for a conference and training area.

POLK COUNTY, Iowa—Polk County Rape-Sexual Assault Center has received the Law Enforcement Assistance Administration (LEAA) Exemplary Project Award. This award has been given to only 23 LEAA projects nationwide based on evidence of achievement and adaptability to other regions.

DOUGLAS COUNTY, Kan.—Douglas County's new \$4 million Judicial and Law Enforcement Center has been dedicated and is open for use. The building is designed to house all court, detention and law enforcement functions for both Douglas County and the City of Lawrence. The building is being renovated. Completion of the work on the courthouse is scheduled for the fall of 1978.



MEMBER: MARYLAND ECONOMIC & COMMUNITY DEVELOPMENT ADVISORY COMMISSION.
POWER PLANT SITING PROGRAM ADVISORY COMMITTEE.
GOVERNOR'S COMMISSION TO STUDY NEGOTIATIONS WITHIN PUBLIC EDUCATION AGENCIES.
MARYLAND RURAL AFFAIRS COUNCIL.
PUBLIC LABOR RELATIONS CONFERENCE BOARD.
MARYLAND PUBLIC FINANCE OFFICERS ASSOC.
TITLE I ADVISORY COUNCIL FOR HIGHER EDUCATION.
STATEWIDE AD HOC ADVISORY COMMITTEE—MARYLAND STATE MASTER PLAN FOR MARYLAND COMMUNITY COLLEGES.
ADVISORY COMMITTEE FOR ENVIRONMENTAL EDUCATION.
GOVERNOR'S TASK FORCE TO STUDY EXECUTIVE BRANCH REORGANIZATION.
STATEWIDE TASK FORCE TO REVIEW ARTICLE 77A OF ANNOTATED CODE.
HE IS TREASURER OF THE MARYLAND ASSOCIATIONS OF COUNTY CIVIC ATTORNEYS AND ALSO OF THE COUNTY PLANNING OFFICIALS.
HE IS SECRETARY-TREASURER MARYLAND ASSOCIATION OF COUNTY ADMINISTRATIVE OFFICERS.

MURNANE AND WIFE SARA ARE ANTIQUE LOVERS. THEY LIVE IN A 105 YEAR OLD HOME THEY RESTORED, IN THE CENTER OF BALTIMORE. THE ASSOCIATION OFFICES ARE IN A BUILDING MURNANE RESTORED IN ANNAPOLIS.

WACKER

Proposed Regulations

The following proposed regulations are being analyzed by county officials and the NACo staff to determine their impact on counties. For copies, contact the Grants and Regulations office at NACo.

77-42 USDA "Part 51, Title 9, Payment of Incentive for Animals Destroyed Because of Brucellosis." This document proposes to amend the CETA regulations in 29 CFR Parts 94, 95, 96, and 97. The changes are being proposed in order to reflect the experiences gained during the first three years of implementation, clarify existing policies, and provide for new approaches to the grant process. Copies are available.

77-44 Treasury "Part 52—Antirecession Fiscal Assistance to State, Territorial and Local Governments." The purpose of these regulations is to amend the interim regulations published by the Office of Economic Sharing pursuant to the Public Works Employment Act of 1976. These amendments provide guidance to recipient governments and inform other interested persons of changes in the Antirecession Fiscal Assistance Program brought about by enactment of the Intergovernmental Antirecession Assistance Act of 1977. Copies are available.

77-45 HEW "Grants to State Educational Agencies to Meet the Special Needs of Migratory Children—Part 116d." This document is an interim final regulation expanding the regulations which implement section 122 of Title I of the Elementary and Secondary Education Act of 1965. Copies available.

77-46 Interior "School Construction Contracts for Public Schools, 25 CFR Part 277." This proposed rule revises regulations under which public schools or on or near Indian trust land can obtain school construction contracts. The regulations are being revised to reflect a Memorandum of Agreement between the U.S. Office of Education and the Bureau of Indian Affairs on procedures for joint implementation and funding. The regulations are also being revised to change the order in which some actions are taken and to resolve some operational problems under the existing regulations. Copies available.

77-47 Treasury "Subpart A General Information; Subpart C Computation and Adjustment of Entitlement Funds; Subpart D Prohibitions and Restrictions on Use of Funds and Subpart G Procedures for Reduction of Entitlements, Withholding or Repayment of Funds." The rules and regulations are prescribed for implementing the State and Local Assistance Act of 1972 applicable to entitlement periods beginning Jan. 1, 1973 and the State and Local Fiscal Assistance Act of 1976 applicable to entitlement periods beginning Jan. 1, 1977. Copies available.

77-48 Interior "State and Federal Conflict of Interest Provisions." These regulations are intended to provide the methods by which conflict of interest situations involving employees performing under the Surface Mining Control and Reclamation Act of 1977 can be identified and remedied. Copies available.

77-49 Interior "Interim Program Regulations." This document sets forth the rules and procedures through which the Secretary of Interior will implement the Surface Mining Control and Reclamation Act of 1977. The act requires the Secretary to establish procedures for development and approval of programs for the regulation of surface coal mining and surface effects of underground coal mining for each state. The act also requires the Secretary to establish an initial federal enforcement program which applies limited environmental performance standards to state, federal, Indian and private lands until the approval of a management state or federal program for each state. Copies available.

77-50 EPA "Interim Guidelines for Identification of Regions and Agencies for Solid Waste Management." These guidelines present criteria and procedures to assist state and local governments in identifying (1) regions which have common solid waste management problems and which are appropriate units for planning regional solid waste management services, and (2) state and local agencies and their respective responsibilities for developing and implementing a state solid waste management plan. Copies available.

Nuclear Energy Report Available

Copies of an overview study on nuclear energy are available from the NACoRF Energy Project. The wide-ranging study, **Nuclear Power: Issues and Choices**, is the product of a blue-ribbon panel of experts who tried to take "a fresh and independent look at the role that nuclear power should play in the United States and the rest of the world in this century."

The panel examined the reprocessing and recycling of plutonium, the breeder reactor program, nuclear waste management, expansion of uranium enrichment capacity, and export of nuclear technology and materials. The study was funded by the Ford Foundation and administered by the MITRE Corporation.

The full report was published by Hallinger Publishing Company and is available in many bookstores. The overview chapter has been reprinted, and single copies can be obtained from the NACoRF Energy Project, 735 New York Avenue, N.W., Washington, D.C. 20036.

September 9-11—Maine County Commissioners Association, annual meeting, Downtown Holiday Inn, Bangor, Roland Landry, 207-782-6131.

September 9-11—New Hampshire Association of Counties, annual meeting, Brickyard Mountain, Laconia, Peter Spaulding, 603-228-0331.

September 11-13—National Council of County Association Executives (NCCAE), annual meeting, Hilton Hotel, Atlanta, Ga. A. Barry McGuire, president, 517-372-5374.

September 11-13—Federal Aid Briefing, Washington, D.C. Linda Church, 202-785-9577.

September 12-16—Washington State County Assessors Association, annual meeting, Rosario, Orcas Island, Lyle T. Watson, executive director, Washington State Association of Counties, 206-943-1812.

September 13-16—South Dakota Association of County Commissioners, 63rd Annual Conference, New Convention Center, Rapid City, Neal Strand, executive director, 605-224-8654.

September 18-21—New York State Association of Counties, fall seminar, Hotel Concord, Kiamesha Lake, Edwin Crawford, executive director, 518-465-1473.

September 21—NACo's Welfare Reform Rally, Mayflower Hotel, Washington, D.C. Carol Cox, 202-785-9577.

September 21-22—Association of Arkansas Counties, annual meeting, Arlington Hotel, Hot Springs, Courtney Langston, 501-372-7550.

Associate Public Health Engineer, Department of Health Services, Chautauque County, N.Y. Salary \$18,309-\$21,912. Responsible for planning, directing and administering the public health engineering and environmental health activities in the county. Requires bachelor's degree in engineering and four years of sanitary or public health engineering experience. Eligible for P.E. license. Resume to Chautauque County Department of Personnel, County Office Building, Mayville, N.Y. 14757.

Director, Social Services, Anoka County, Minn. \$20,196 to \$28,776 annually depending upon qualifications. Requires individual with demonstrated management ability, bachelors degree (masters degree preferred) in the human services field, familiarity with public policy boards, public budgeting and labor relations; must have minimum of five years successful management experience as a department head or assistant department head plus a thorough knowledge of federal and state programs related to welfare and social services. Resumes to Anoka County Department of Personnel, Courthouse, Anoka, Minn. 55303.

Executive Director, City-Wide Economic Development Committee, City of Toledo, Ohio. Salary open. Newly created 11-member economic development group is seeking Executive Officer. Minimum eight years experience. Successful track record and proven abilities in industrial and urban economic development. Should be familiar with real estate financing, appraisal, site development, zoning and physical planning. Proven abilities required in public relations, programming and budgeting. Resume to: Leslie J. Barr, President, Greater Toledo Corporation, 505 Jefferson Avenue, Toledo, Ohio 43604 by Sept. 15.

September 22-24—State Association of County Commissioners of Florida, annual conference, Carlton House Resort Hotel, Orlando, John Thomas, executive director, 904-224-3148.

September 25-28—Wisconsin County Boards Association, annual convention, Holiday Inn, Stevens Point, Robert Mortensen, executive director, 608-256-2324.

September 27-29—Wyoming Association of County Officers and Wyoming County Commissioners Association, annual meeting, Ramada Inn, Casper, Vincent V. Picard, 307-766-5166.

September 29-30—Tennessee County Services Association, fall meeting, Reed House and Motor Inn, Chattanooga, Ralph J. Harris, 615-242-5591.

October 5-7—Iowa State Association of Counties, annual school of instruction, Hilton, Des Moines, Donald Cleveland, 515-244-7181.

October 11-13—Washington Association of County Officials, annual conference, SeaTac Motor Inn, Seattle, King County, Lyle T. Watson, 206-943-1812.

October 16-19—Association of Counties and Regions of Ontario, annual meeting, Sheraton-Brock Hotel, Niagara Falls, Canada, Sheila Richardson, 705-325-5064.

October 18-20—County Judges and Commissioners Association of Texas, 55th annual conference, Gunter Hotel, San Antonio, Derwood Wimpey, president, 214-722-5152.

October 19-20—Association of County Commissioners of Georgia, better informed public officials conference, Marriott Motor Hotel, Atlanta, Hill Healan, 404-522-5022.

Director of Institutions and Departments, Milwaukee County, Wis. \$45,131.88-\$54,746.40. Administrative responsibility for the management, operation, maintenance, and improvement of the county's institutions and departments; recommendation of policy changes; preparation of annual budget and annual report; development and management of a state program which administers \$28 million for care and services by public and private agencies in the areas of alcoholism, drug abuse, and mental health. Requires bachelors degree with post graduate training in administration; desirable: 10 years successful experience in a highly responsible, administrative or executive position; thorough knowledge and comprehensive understanding of modern administrative procedures in the management of hospitals, institutions, and welfare programs; considerable understanding of the principles of business administration as applied to accounting, budgeting, personnel, and management services; recognized and demonstrated knowledge of the problems of health and public welfare. Resume Frank Peluso, Chairman, County Executive's Search Committee, 901 North Ninth Street, Milwaukee, Wis. 53233.

Community Development Assistant, Southwest Georgia Planning & Development Commission. Salary negotiable. Requires bachelors degree in discipline that includes exposure to economics or economic development. Experience desirable but not required. Must have been unemployed for 30 days prior to filing of application. Should be able to demonstrate effective oral and written communication. Position entails constant handling of detailed paperwork to a high degree of accuracy. Full time, temporary (one year) position. Apply to Administrative Assistant, Southwest Georgia Area Planning and Development Commission, P.O. Box 346, Camilla, Ga. 31730. (912) 336-5616.

October 25-26—Idaho Association of Commissioners and Clerks, annual meeting, Holiday Inn, Pocatello, Dean Huntsman, 208-345-9126.

October 25-28—County Supervisors Association of California, annual meeting, Convention Center, Sacramento, Allan P. Burdick, 916-441-4011.

October 27-28—Idaho Association of Counties, annual meeting, Holiday Inn, Pocatello, Dean G. Huntsman, 208-345-9126.

November 2-4—Arizona Association of Counties, 11th annual winter meeting, Safari Hotel, Scottsdale, Richard W. Casey, 602-252-6563.

November 3-5—Alaska Municipal League, annual meeting, Baranof Hotel, Juneau, Marilyn Miller, 907-586-6526.

November 8-10—Association of Minnesota Counties, annual meeting, Arrow Wood Lodge, Alexandria, James Shipman, 612-222-5821.

November 10-12—Nevada Association of County Commissioners, annual meeting, Cal-Neva Lodge, Crystal Bay, Lake Tahoe, Harold P. Dayton Jr., 702-588-2463.

November 13-15—Virginia Association of Counties, annual meeting, Ft. Magruder Quality Inn, Williamsburg, George Long, 804-973-7557.

November 13-15—Kansas Association of Counties, annual meeting with the Kansas Officials Council, Broadview Hotel, Wichita, Fred Allen, executive secretary, 913-233-2271.

November 15-18—Colorado Counties Inc., annual meeting, Four Seasons, Colorado Springs, Clark Buckler, executive director, 303-534-6326.

Executive Director, Apalachee (Fla.) Regional Planning Council. Salary negotiable. Requires masters or other advanced degree in planning, law, public administration or other related field; work experience in regional, state or local planning; supervisory and program administration capability; commitment to sound fiscal management policies; work experience with Florida's administration and planning laws; work experience with planning programs at the federal, state, regional and local levels. Duties include the administration of Regional Planning Agency; and administration of the following federal programs at the regional level: HUD "701" planning, Economic Development Administration programs, including Coastal Plains Commission, water quality planning, Law Enforcement Assistance Program and Coastal Zone Management. Applicants should submit resume, salary requirement, and date of availability information to Lee Vause, Chairman, Apalachee Regional Planning Council, Room G-42, Calhoun Courthouse, 425 East Central Ave., Blountstown, Fla. 32424.

Senior Planner, Polk County (Fla.) Planning Department. \$13,000-\$20,000. Need experienced planners to prepare and implement a Comprehensive Plan in a rapidly growing county. Requires bachelors degree, plus three years significant experience. Submit resume to Personnel Office, P.O. Box 60, Bartow, Florida 33830. Attn: Mr. Fredericks.

Public Service Employment coordinator for CETA program, Jackson County, Ore. Salary \$1,350/month. Involves administration, knowledge of employment and training programs, and degree in business or related field, or equivalent combination of education and experience. Job descriptions and application forms may be obtained by calling (503) 779-9033. Filing deadline is Sept. 12.

November 16-18—Association of Oregon Counties, annual meeting, Valley River, Eugene, P. Jerry Orlick, executive director, 503-585-8351.

November 16-18—Kentucky Association of Counties, annual meeting, Galt House, Louisville, Sara Thompson, 502-223-7668.

November 29-30 and December 1—Nebraska Association of County Officials, annual meeting, Holiday Inn, Omaha, Gerald Stromer, executive director, 402-477-8291.

November 30-December 1-2—Missouri Association of Counties, annual meeting, Lodge of the Four Seasons, Lake of the Ozarks, Tony Hiesberger, 314-634-2120.

December 5-7—County Commissioners' Association of Ohio and County Engineers' Association of Ohio, annual joint winter convention, Neil House, Columbus, A.R. Maslar, executive director, 614-221-5627.

December 6-8—Association of Indiana Counties Inc., annual statewide meeting, Downtown Hilton, Indianapolis, Shirl K. Evans Jr., 317-632-7453.

December 7-9—Maryland Association of Counties, winter meeting, Hunt Valley Inn, Baltimore County, Joseph J. Murnane, 301-268-5884.

December 8-10—Hawaii State Association of Counties, annual meeting, Keahoo Beach Hotel, Kona, Burt Tsuchiya, president, 808-245-4771.

December 11-14—Manpower Conference, Fairmont Hotel, San Francisco, Calif. Nancy ReMine, staff contact, 202-785-9577.

December 15-16—Association of County Commissions of Alabama, mid-winter conference, Grand Hotel, Point Clear, O.H. "Buddy" Sharpless, executive director, 205-263-7594.

Fiscal Officer, Cuyahoga, Ohio. Salary commensurate with qualifications and experience. As head of the Accounting Department, the fiscal officer will be responsible for the proper execution of all work in connection with budgeting, contract work, all payroll functions, and benefits, including Public Employees Retirement System. Managerial and supervisory experience also necessary. Respond to the Personnel Director, Cuyahoga County Engineer's Office, 1370 Ontario Street, Cleveland, Ohio 44113.

Controller, Beaufort County, S.C. Salary negotiable. Requires extensive knowledge and experience in governmental accounting, grant accounting and automated financial systems. Also requires strong management abilities, bachelors degree in Accounting (CPA desirable). Resume to Beaufort County Personnel Office, P.O. Box 1031, Beaufort, S.C. 29902.

Manpower Comptroller, Seminole County, Fla. \$15,500-\$19,000. Responsible professional fiscal work in the financial management of the federal program for CETA. Ability to adapt requirements imposed by various levels of government into effective systems for coordination with other agencies; develop and administer a cost allocation plan and an indirect cost plan; analyze and interpret financial data; prepare county and CETA budgets; plans and organizes the installation of accounting systems and procedures applicable to data processing. Requires bachelors degree in finance, accounting or business administration with a minimum of five years responsible experience in governmental financial programs and management or an equivalent combination of training and experience. CPA certificate helpful. Resume, by Sept. 16 to Seminole County Manpower Division, Seminole County Courthouse, North Park Ave., Sanford, Fla. 32771.

Job Opportunities

Washington Briefs

• **Welfare Reform.** 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. Administration presented Aug. 6 a welfare reform plan that incorporates many county reform measures.

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

• **Water.** Senate has completed action on water bill. 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.** Conference report on food stamps portions of the Farm Bill includes NACO-sought elimination of purchase requirement and provides a combined \$75 deduction for excessive shelter costs and child care. Bill would extend program four years.

• **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 \$100 million payments to coun-

ties 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 increase the grant awards to another 361 counties.

• **Social Security.** Senate Finance Committee voted 11 to 3 against the use of general revenues to help pay for Social Security. 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 the impact of funding changes on the frequency of county withdrawal from the system for the Senate committee.

• **Labor Relations.** 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.

• **Public Employee Pension Systems.** After several attempts with Treasury officials to get the Internal Revenue Service (IRS) to reverse actions regarding an April 21 press release which required governmental units with employee pension plans to file annual returns (form 5500 and 5500c), the IRS extended the due date and approved reduced reporting requirements.

• **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 this month. 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. NACO has completed a section-by-section analysis of the bill. Contact Susan Thornhill at NACO for a copy.

• **Rural Development.** President signed H.R. 7558 Aug. 12, the Rural Development Appropriations for fiscal '78. Bill provides increased funding. Appropriations will take effect 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. House Ways and Means subcommittee on health to continue markup of House version of the same bill, H.R. 6575, this month.

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..... Senate committee reports bill for 9 per cent hospital cost
Payments-in-Lieu..... President signs fiscal '78 appropriations
Community Development..... House-Senate conference deadline
Rural Development..... President signs fiscal '78 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

• **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.

• **ERDA Authorization bill.** The Senate adopted S. 1811, a bill which would prohibit Energy Research Development Administration from expending funds under the act for the University of California Lawrence Livermore Laboratory programs unless the contract between the university and ERDA provides for certain labor relations procedures including binding arbitration. The House Science and Technology Committee passed H.R. 6796 on July 12 which did not include that provision, however. Rep. Pete Stark (D-Cal) is expected to introduce the amendments when the bill comes to the House floor next week. Although this action affects one institution in California, NACO is concerned that

a precedent is being set in an attempt to use federal contract power to impose labor relations requirements on a state.

• **Uniform Selection Guidelines.** The principals of the Equal Employment Opportunity Coordinating Council (EEOCC) met last week in an attempt to resolve the differences which exist on employment selection guidelines. NACO is hopeful that the EEOCC will reach agreement and make the guidelines available to the public interest groups this month for review and comment. The Office of Revenue Sharing has targeted Oct. 1 as the date for publication of the guidelines.

• **Intergovernmental Personnel Act.** The U.S. Civil Service Commission has announced the allocation for fiscal '78 to states under the IPA program. Counties and other local governments are to receive at least 50 per cent of the state funds for local personnel and management improvement programs. The fiscal '78 appropriation of \$20 million was supported by NACO and represents a \$5 million increase over previous years. State and local allocations also increased slightly above fiscal '77 amounts. See page 1

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 overdue. 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.