

This Week

Counties and
Clean Water,
pages 3-6.

Vol. 10, No. 41

COUNTY NEWS

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

Oct. 16, 1978

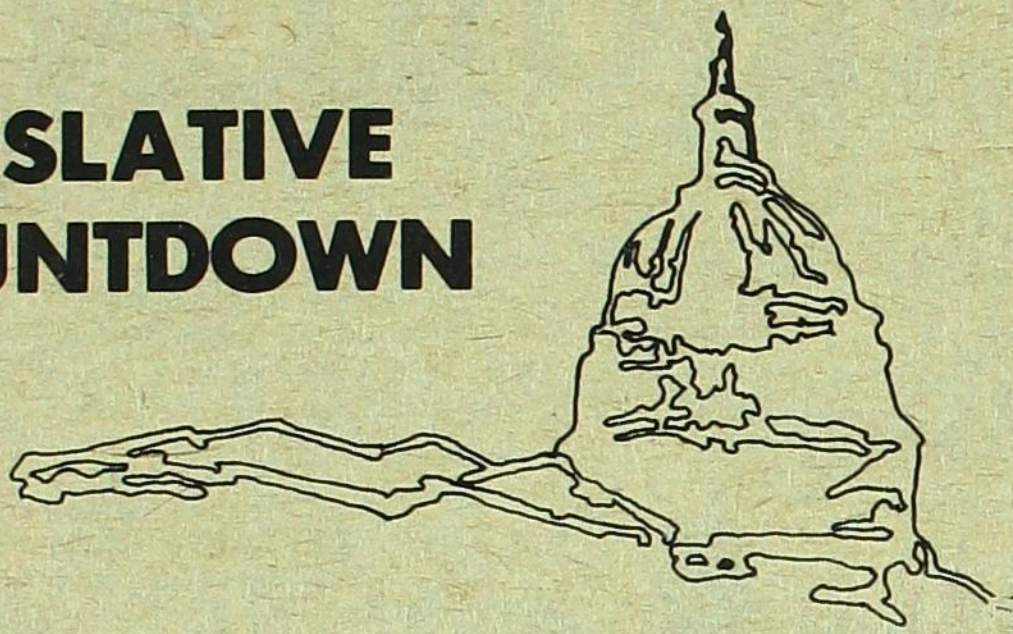
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Washington, D.C.

Bridge Accord Reached

Highway/Transit Conferees Fix Spending over 4 Years

LEGISLATIVE COUNTDOWN



As *County News* goes to press, the 95th Congress is two days away from scheduled adjournment. For the past two months we have been tracking on the Countdown Page major spending bills that are important to counties. There is much to cheer about in the compromise versions of four-year reauthorizations of both CETA and highway-transit programs. It is also good news that the Title XX social services ceiling increase has been made permanent. Other bills, like local public works and energy impact assistance, fell victim to the crush of the congressional calendar. Left pending at this late date are a welfare fiscal relief bill in the House and the countercyclical aid bill which has passed the Senate and waits for a rule in order to go to the House floor for a vote.

WASHINGTON, D.C.—For the past two years, the shapers of our nation's multibillion transportation program have pored over thousands of pages of testimony, conducted research and engaged in hard bargaining. The result of these efforts crystallized Oct. 11 when House and Senate conferees agreed to a four-year highway and transit bill, priced at \$51 billion.

In a major victory, the conferees settled on a total of \$4.3 billion over four years for bridge repair and replacement, a significant increase over the current \$180 million per year program. The NACo-led fight resulted in bridge funds totaling \$900 million for fiscal '79, \$1.1 billion for fiscal '80, \$1.3 billion for fiscal '81 and \$900 million for fiscal '82.

The federal matching share for bridges has been raised from 75 percent to 80 percent. For the first time ever, a minimum of 15 percent up to a maximum of 35 percent per state is

earmarked for local off-system bridges. Rehabilitation as well as bridge replacement costs are eligible.

The compromise represents eleventh hour decisions by Rep. Jim Howard (D-N.J.) and Sen. Lloyd Bentsen (D-Tex.), the respective subcommittee chairmen for transportation.

THE FINAL TONE of the bargaining session had been set by President Carter in a mid-week meeting with the ranking conferees. The President indicated that he would be happy with a \$52.4 billion highway-transit package. The final highway-transit package is approximately \$8 billion less than the House bill, authored by Howard, had contained. Although the President did not say he would veto a bill totaling more than \$52.4 billion, the possibility of such an action pervaded the final decision-making during the conference.

Still at issue is the question of whether \$2.8 billion worth of "interstate transfers," transfers of funding for substitute or abandoned major highway projects, will be counted as part of the \$51 billion compromise.

The issue arises because conferees agreed not to limit the amount of money that could be appropriated for transit projects funded through the abolition of planned Interstate Highway segments. The House/Senate conferees estimate that interstate transfers will total \$2.8 billion during the next four years.

Senate conferees were unwilling to accept any more than \$52.4 billion including the interstate transfers. Finally, the House proposed to cut the total program, excluding transfers, to \$51 billion.

ANOTHER LEGISLATIVE breakthrough in the bill is that counties currently participating in

See RURAL, page 7

Senate: Title XX Hike, No Fiscal Relief

WASHINGTON, D.C.—Two measures of vital importance to county governments were voted on last week by the Senate as part of the tax bill. By voice vote, the Senate approved a permanent increase in the Title XX (social services) ceiling to \$2.9 billion next year. By a vote of 52-37 on Oct. 6 the Senate voted to delete \$400 million in fiscal relief for welfare costs. NACo had supported both the welfare fiscal relief and the Title XX increase.

The Senate Finance Committee had voted to provide a temporary, one-year \$200 million increase in Title XX of the Social Security Act which provides block grants to

states for social services. Under the Finance Committee provision, at the end of one year the ceiling would have gone from \$2.9 billion to \$2.5 billion.

Sen. Robert Morgan (D-N.C.) offered an amendment on the Senate floor which makes the \$2.9 billion ceiling permanent. The present ceiling is \$2.5 billion with \$200 million additional earmarked for day care. The Morgan amendment provides that the earmarked \$200 million for day care will be incorporated into the normal Title XX ceiling in fiscal '81.

THE HOUSE HAS already passed

a separate bill providing a three-year increase in the Title XX ceiling to \$3.45 billion and other administrative changes which NACo had actively supported. The administrative provisions of the House-passed bill (H.R. 12973) are expected to pass the Senate by voice vote before congressional adjournment.

It is highly unlikely, however, that the differences between the two Title XX bills could be considered by a conference committee because in the Senate it is part of the tax bill, while the House bill is separate, not a piece of tax legislation. Thus, a \$2.9 billion increase and improved planning and requirements for participation of

elected county officials are the only changes likely for the program this Congress.

FISCAL RELIEF REJECTED

A \$400 million fiscal relief amendment proposed by Sens. Daniel Patrick Moynihan (D-N.Y.) and Russell B. Long (D-La.) had been added to the tax bill by the Senate Finance Committee. Sen. John Danforth (D-Mo.), a Finance Committee member, had vigorously opposed the amendment in committee and mounted the successful floor effort to delete the funds from the tax bill.

See SENATE, page 2



Rep. James Howard (D-N.J.) is credited with obtaining increased bridge funds in the Highway/Transit bill.

Conferees Resolve CETA's Shape

WASHINGTON, D.C.—Given the provisions which had been adopted in the House and Senate CETA bills, counties can be reasonably pleased with the outcome of the conference. House and Senate conferees reported out their compromise version of the Comprehensive Employment and Training Act Oct. 10, after several long weekend sessions. The House and Senate were expected to approve the final bill before adjournment. The President is expected to sign it later this month.

The conferees voted to authorize enough Title VI public service jobs for 20 percent of those unemployed in excess of a 4 percent national unemployment rate. However, once national joblessness hits 7 percent, the new CETA bill would authorize jobs for 25 percent of the unem-

ployed above 4 percent.

For fiscal '79, this would mean a cut of about 100,000 Title VI jobs, but the \$3 billion authorization for Title II (Part D) public service jobs (PSE) in fiscal '79 would offset that cut if full funding is provided through the continuing resolution. (See story on page 8)

The conferees also authorized modest increases for Title II (Parts A, B and C) training programs, youth programs in Titles IV and VIII and the new private sector initiatives in Title VII.

WAGE RULES for public service employment were also substantially better than counties had feared.

First, people already in the program as of Sept. 30 can stay in their jobs under current rules, generally for 12 months. Only new

enrollees will be affected by the new rules.

Depending on how the area's average wages in unsubsidized employment compare to the national average, each county will receive a federal wage ceiling between \$10,000 and \$12,000. This figure will represent the top wage that can be paid with CETA funds.

Except for those enrolled by Sept. 30, no non-CETA funds can be used to supplement the salaries of Title II PSE job-holders above the ceiling.

In Title VI, counties would be able to supplement CETA PSE salaries, but no higher than 10 percent above the area's wage ceiling, except in a handful of cases. If an area's average wages exceed 125 percent of the national average, it could use local funds up to 20 percent above the CETA wage ceiling. In Alaska,

where average wages are more than 150 percent of the national average, there will be no limit on local supplementation of the CETA salary.

The figures above represent the upper limits on individual PSE salaries. Perhaps more important is the conferees' decision that the wages of new PSE enrollees in fiscal '79 must average \$7200 nationally. In subsequent years, that figure may change based on changes in national average wages.

Again, based on how an area's average wage compares to the national average, each county will receive, annually, a required average PSE wage figure. This means that in low wage areas, PSE wages will average somewhere between minimum wage and \$7200. In high wage areas, the average could range above \$7200 but probably no higher

than \$10,000. Salaries of PSE enrollees hired after Sept. 30 will have to average the required figure.

CONFEREES DECIDED to put an 18-month limit on both Title VI projects and PSE enrollment. However, for those already enrolled, no more than 26 weeks prior to Oct. 1 can be counted against the 18-month limit. Thus, most current PSE workers could stay through fiscal '79.

Counties will welcome the conferees' decision to accept the House requirement that at least half the Title VI jobs be in special projects outside regular county employment. The Senate bill would have required that all Title VI jobs be in projects.

The conferees accepted the Senate structure for Title II training and

See CETA, page 8

Food Stamp Regs Take Effect Jan. 1

WASHINGTON, D.C.—New food stamp regulations marking the most major overhaul in the program's history were announced Oct. 10. Key provisions of the new regulations will take effect Jan. 1.

The regulations, which implement the Food Stamp Act of 1977, are aimed at "eliminating those who should not be receiving food stamps, while assuring that we do get food stamps to those truly in need," Secretary of Agriculture Bob Bergland noted.

"The changes tighten administration of the program and redirect benefits to needier persons," he added.

The regulations put into effect provisions of the law ending the requirement that food stamp participants come up with lump sums of cash to purchase their food stamps. A family now paying \$60 for \$100 in food stamps, for a \$40 benefit, would instead simply receive the \$40 in stamps.

Several million low income persons who currently cannot afford to buy food stamps will be able to receive assistance through the food stamp program when this change takes ef-

fect. Most of those who will enter the program when the purchase requirement is ended will be the elderly poor and the working poor.

ALL STATES will eliminate the purchase requirement by Jan. 1. The state of Texas has already disclosed plans to drop the purchase requirement by Dec. 1.

The new regulations also implement provisions of the new law substantially tightening the program. The regulations eliminate over 1 million current recipients—those with the highest incomes—by lowering the program's income limits and ending the use of most itemized deductions in the program.

The regulations prohibit participation by families owning luxury cars, eliminate some students, and require most students remaining eligible to register for work or leave the program.

In addition, the regulations contain new procedures to bar persons found to have committed fraud from receiving any food stamps for periods of 3 to 27 months.

These provisions must be in effect

in all states by March 1, 1979.

OTHER CHANGES in the new regulations include more flexible certification procedures for elderly and handicapped persons. These persons will be interviewed through home visits or by telephone, if they are unable to come to food stamp offices.

In addition, the changes in the deduction structure will result in several million persons receiving in-

creases in benefits, while several million other persons receive decreases in benefits. In general, the poorest households will receive benefit increases, while the less poor households are more likely to receive benefit decreases.

The department will propose additional provisions based on the 1977 Food Stamp Act in coming months. This will include provisions on state plans of operation, accessibility of

services, special procedures for use in disasters, and operation of the food stamp and commodity distribution programs on Indian reservations.

The regulations are scheduled to appear in the *Federal Register* of Oct. 13. *County News* will carry detailed analysis of the regulations in a future edition.

—Aliceann Fritschler

Senate Puts End to Fiscal Relief Hopes

Continued from page 1

The Carter administration also opposed providing fiscal relief for welfare costs without accompanying reform of the complete system.

Funds were to have been distributed on the basis of Aid to Families with Dependent Children (AFDC) costs and general revenue sharing with reductions in payments to those states with increasing error rates. The error rate provision meant that the states of Missouri, Mississippi, Arkansas, Alaska and the District of Columbia would not have received any funds under the amendment. The amendment also required that 90 percent of the funds be passed through to counties in states where counties fund AFDC. Last year, \$187 million of similar

fiscal relief for AFDC was provided as an amendment to the Social Security Act.

A list of senators who voted on the Danforth amendment appears on this page. A *No* vote was the NACo position. Other amendments affecting the AFDC program were also approved by the Senate as amendments to the tax bill.

In the House a similar (but not identical) fiscal relief bill (H.R. 13335) providing \$400 million was debated on the floor Oct. 10 and was expected to be voted on before adjournment. NACo actively supported this bill also. If the House bill passes, it would have to go back to the Senate floor for action before adjournment. The outlook is uncertain.

—Aliceann Fritschler

SENATE VOTE ON DANFORTH AMENDMENT TO DELETE FISCAL RELIEF FROM THE TAX BILL (NACo Position was NO)

VOTING NO (NACo Supported)

Brooke (R-Mass.)	Hayakawa (R-Calif.)	Morgan (D-N.C.)
Burdick (D-N.D.)	Humphrey (D-Minn.)	Moynihan (D-N.Y.)
Byrd (D-W. Va.)	Inouye (D-Hawaii)	Nelson (D-Wis.)
Case (R-N.J.)	Jackson (D-Wash.)	Pell (D-R.I.)
Cranston (D-Calif.)	Javits (R-N.Y.)	Percy (R-Ill.)
Curtis (R-Neb.)	Johnston (D-La.)	Ribicoff (D-Conn.)
Dole (R-Kan.)	Kennedy (D-Mass.)	Riegle (D-Mich.)
Durkin (D-N.H.)	Long (D-La.)	Sarbanes (D-Md.)
Glenn (D-Ohio)	Magnuson (D-Wash.)	Schweiker (R-Pa.)
Gravel (D-Alaska)	Mathias (R-Md.)	Stevenson (D-Ill.)
Griffin (R-Mich.)	Matsunaga (D-Hawaii)	Williams (D-N.J.)
Hatfield (D-Mont.)	Melcher (D-Mont.)	Zorinsky (D-Neb.)
Hathaway (D-Maine)		

VOTING YES (NACo Opposed)

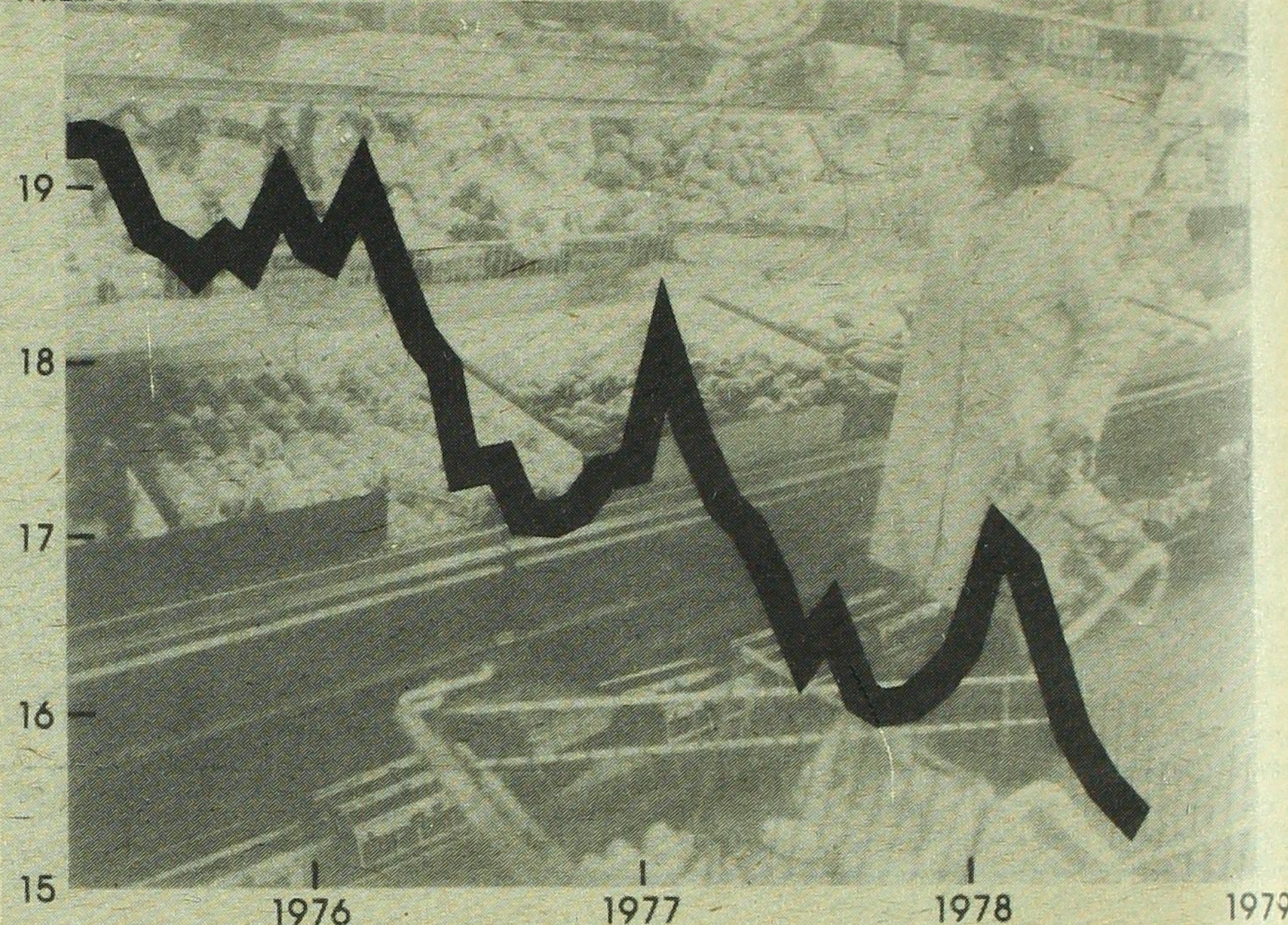
Baker (R-Tenn.)	Ford (D-Ky.)	Muskie (D-Maine)
Bartlett (R-Okla.)	Garn (R-Utah)	Nunn (D-Ga.)
Bayh (D-Ind.)	Goldwater (R-Ariz.)	Packwood (R-Ore.)
Bellmon (R-Okla.)	Hansen (R-Wyo.)	Pearson (R-Kan.)
Bentsen (D-Tex.)	Hart (D-Colo.)	Proxmire (D-Wis.)
Biden (D-Del.)	Hatfield (R-Ore.)	Roth (R-Del.)
Bumpers (D-Ark.)	Heinz (R-Pa.)	Sasser (D-Tenn.)
Byrd (Ind.-Va.)	Helms (R-N.C.)	Schmitt (R-N.M.)
Cannon (D-Nev.)	Hodges (D-Ark.)	Scott (R-Va.)
Chafee (R-R.I.)	Hollings (D-S.C.)	Sparkman (D-Ala.)
Chiles (D-Fla.)	Laxalt (R-Nev.)	Stafford (R-Vt.)
Church (D-Idaho)	Leahy (D-Vt.)	Stevens (R-Alaska)
Clark (D-Iowa)	Lugar (R-Ind.)	Stone (D-Fla.)
Culver (D-Iowa)	McClure (R-Idaho)	Thurmond (R-S.C.)
Danforth (R-Mo.)	McGovern (D-S.D.)	Wallop (R-Wyo.)
DeConcini (D-Ariz.)	McIntyre (D-N.H.)	Weicker (R-Conn.)
Eagleton (D-Mo.)	Metzenbaum (D-Ohio)	Young (R-N.D.)
Eastland (D-Miss.)		

NOT VOTING

Abourezk (D-S.D.)	Haskell (D-Colo.)	Stennis (D-Miss.)
Allen (D-Ala.)	Hatch (R-Utah)	Talmadge (D-Ga.)
Anderson (D-Minn.)	Huddleston (D-Ky.)	Tower (R-Tex.)
Domenici (R-N.M.)	Randolph (D-W. Va.)	

PEOPLE GETTING FOOD STAMPS

MILLIONS



SCIENCE FOUNDATION PROGRAM

Innovation Networks Grow

NEWPORT, R.I.—More than 125 persons, including local government officials and public interest group representatives, met in Rhode Island Sept. 27-29 to discuss the intergovernmental program of the National Science Foundation (NSF). These programs revolve around a number of national and regional networks of local governments which experiment with new techniques to solve their problems.

In the aftermath of Proposition 13, participants at the third annual Conference of Innovation Groups for Local Government noted that improved efficiency and productivity resulting from network activities

play a large part in alleviating local government financial pressures.

For example, counties and cities in three states in the northwestern part of the country comprise the newest of 12 networks to be established through NSF funding. The Pacific Northwest Innovation Group (PNIG) was formed this past January. PNIG has 25 members (five counties, 17 cities and three states).

"Now that membership has been basically established," says Director Jim Lynch, "visits are being made to get in-depth views of the problems facing each member and to search out solutions that would benefit them as well as others outside the network."

After identifying innovative solutions, PNIG publishes descriptive briefs to send to members or other interested persons. Eight different briefs have been published so far. The first one (about a fire hose washer) prompted Oregon's fire marshal to have copies sent to each of the fire districts in his state. The new device for cleaning fire hoses costs only \$175 and saves about 50 percent of the time presently required.

NSF currently sponsors networks

in Ohio, California, Wisconsin, Colorado, New York, Oklahoma, Georgia, Alabama, Tennessee, Indiana, Maryland, Texas and New England. They are organized through a variety of institutions: regional councils, state community affairs agencies, municipal leagues, urban observatories, universities, and nonprofit corporations.

The information received by NSF from participants at the recent conference will be put into NSF's program planning efforts immediately, according to NSF intergovernmental program manager Jim Linenberger. For instance, NSF also hopes to expand certain advisory boards to include local government officials.

—Sally Rood
NACoRF

COUNTY NEWS

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Published weekly except during Christmas week and the week following the annual conference by:
National Association of Counties
1735 New York Ave., N.W.
Washington, D.C. 20006
202/785-9577

Entered as second class mailing at Washington, D.C. and additional offices. Mail subscription is \$35 per year for nonmembers, \$30 for nonmembers purchasing 10 or more subscriptions. Member county surplus subscriptions are \$20, member counties purchasing 10 or more surplus subscriptions \$15. Send payment with orders to above address. While utmost care is used, *County News* cannot be responsible for unsolicited manuscripts.

Notice of Cancellation

The Milwaukee County Welfare Reform Seminar on the County's Work Assistance Program Scheduled for October 26 and 27 in Milwaukee, Wis. has been cancelled.

Counties & Clean Water

Report of NACoR's Water Quality Project

The urban stormwater story

Spring and summer bring life sustaining rain to urban and rural areas alike, refreshing lawns and gardens, cleaning polluted air and washing streets and sidewalks free of dust and grime. Except for those occasions when rain and melted snow cause flooding, few people stop to consider the consequences of the runoff of this precipitation.

The rains can combine with an air pollutant, sulfur dioxide, to form sulfuric acid, a corrosive substance which can pit and crack the surface of any building stone. On its way to storm drains, the rainwater also picks up road litter, traces of zinc, lead and asbestos from the tires and engine exhaust of cars. It sweeps away accumulated road salts, gravel and dust from road surfaces. While the environment may look cleaner after a storm, the problem, in fact, has merely been moved to another location—the storm drain.

Stormwater runoff is typically handled in one of two ways:

- Cities with separate storm and sanitary sewers most often pump stormwater with its load of chemicals, sediment and litter directly into a waterway where its pollutants often damage the existing ecosystem;
- Cities with combined storm and sanitary sewers attempt to treat the full flow from both drains and sewers, but usually end up passing most through the plant untreated because heavy storm flows completely overwhelm plant capacity.

In both cases, water quality is seriously affected. The dumping of great amounts of pollutants can be a major shock to the receiving waters, especially in coastal locations and smaller rivers.

Urban storm runoff ranks with agriculture as the greatest nonpoint, or diffuse, pollution source. The concentration of impermeable surfaces in a city, from rooftops to streets and parking lots, prevents rain from soaking into the ground and thus dissipating the total runoff. These surfaces also collect air-borne pollutants which are washed away by the rain. Sudden, heavy downpours can cause a "first flush" effect which means that most pollutants are carried rapidly into drains and sewers, in concentrations which can be equally devastating to wildlife and the chemical processes of sewage treatment plants. The intermittent, unpredictable nature of stormwater flow is only half of the total problem. The other is the highly variable nature of the pollutants involved. Each urban area is unique in that its pollutants reflect the kind of development, the climate, soil types and urban activities of that location. Heavy industry can contribute large amounts of chemicals and particulate matter to nonpoint pollution; in other areas, high levels of traffic can make air-borne pollutants the major problem. Even within a single area, there may be seasonal differences: road salts and gravel in winter, construction-site sediment and fertilizers in spring, dust and organic matter in the form of grass and leaves in summer and fall.

Magnitude of problem

The magnitude of the problem of nonpoint source water pollution is only beginning to be understood. For example, Fairfax County, Va. has recently completed a sophisticated, advanced wastewater treatment facility to protect its Occoquan watershed and reservoir from surrounding sources of pollution. Studies indicate, however, that the plant will allow for new growth in the area, and that subsequent urban nonpoint pollution will offset any improvement in water quality produced by the plant. Similarly, the city of Roanoke, Va. upgraded its sewage treatment plant so that the amount of BOD (biological oxygen demand) removal was raised from 86 percent to 93 percent. Despite this effort, there was no dramatic change in total BOD in Roanoke's waterways because of the BOD contribution of nonpoint sources.

In 1974, the Council on Environmental Quality underscored the importance of urban stormwater runoff by stating, "Until the stormwater situation is analyzed and efficient corrective measures taken, there is little or no sense in seeking higher levels of treatment efficiency in existing secondary (treatment) plants."

It has become apparent that while the nation has spent more than \$25 billion on improving water quality from point sources such as sewage treatment facilities, nonpoint sources have been largely ignored. Now that their real impacts are being felt, nonpoint source pollution is being recognized for the problem it is. Despite this, corrective measures may fall



short—the U.S. General Accounting Office has predicted that nonpoint source pollution, including urban stormwater, will prevent many areas from achieving the 1983 goals of fishable, swimmable waterways in the United States.

Abatement alternatives

Traditional efforts to control and treat stormwater runoff have relied heavily on engineering or structural solutions, i.e., the construction of storm sewers, overflow drains, catch basins and detention channels. Despite massive investments in those systems, however, pollutants carried by urban runoff continue to contaminate rivers, lakes and coastal waters. The persistence of these problems and their occurrence even in newly urbanized areas would argue for the development of new control and treatment techniques and greater efforts to eliminate these pollutants at their source.

The choice of stormwater control techniques can be divided into three issues:

- The **location** of the control, which may be through land management at the source (streets, gutters, construction sites, undeveloped lots), in the collection and treatment system, or in separate storage facilities;
- The **level of treatment** to be used; and
- The **public benefit** of stormwater control as compared with other public investments.

In considering alternatives for stormwater management the dual needs of pollution abatement and flood control must also be considered. Existing systems for stormwater control have often been designed primarily to reduce the hazards of flooding, with little regard for water quality impacts. The growing need to reduce pollutants carried by stormwater has resulted in modifications to these systems, or in some

instances actual duplication of facilities to treat overflow from flood detention areas.

Recent developments in the Environmental Protection Agency's clean water programs, including 1977 amendments to the Clean Water Act and a consent decree issued by a federal court judge, point towards a much greater emphasis on the control of toxic chemicals in our water. As standards are developed for these chemicals, many more communities will be involved in complex stormwater treatment and abatement programs.

Land management

Land management includes a wide variety of techniques aimed at reducing urban and construction site runoff before pollutants can enter a natural waterway. These are on-site measures, which include structural and nonstructural techniques that affect both the quantity and the quality of runoff. Effective land use planning and the correct choice of management techniques can greatly reduce drainage and pollution problems at their source, as well as limit erosion and flooding.

Structural management techniques are physical modifications to construction or land designed to reduce pollution, sedimentation and erosion. They include on-site storage of stormwater, porous pavements and stream and overland flow modifications.

Ponding

On-site storage uses detention (short-term) or retention (long-term) areas to hold runoff out of natural drainage systems, limiting peak flows until they can be adequately handled. In many cases, this merely means allowing water to create a pond where it does no damage. Ponding often requires few structural modifications other than some minimal grading and revegetation of natural areas.

Many newer developments have begun to design multiple uses for these simple systems; recreation, irrigation and esthetic uses are among the common dual uses for stormwater ponds. Many communities in the southern and western United States have also begun to use retention ponds to recharge their ground water supplies and to begin reclaiming and recycling water for agricultural and landscaping uses.

A variation of ponding is the use of rooftops and parking lots as detention ponds, although detention on these surfaces generally increases the concentration of chemicals and, thus, the potential for groundwater contamination. While ponding is being used more widely as a less expensive alternative to storm drains and sewers, its effect on water quality is variable. Where natural vegetation forms the ponding floor, studies have shown that significant amounts of sediment, solids and some chemicals are filtered from the water. Where impermeable surfaces are used, the major water quality benefit is the loss of some sediment and solids, but a potential increase in chemicals and hydrocarbons from asphalt surfaces can also arise.

Porous paving

Porous paving materials have long been used in places where the primary traffic is pedestrians, and in recent years have begun to appear on residential streets. Porous materials largely eliminate heavy runoff and the resultant erosion of surrounding unpaved areas which characterize conventional concrete and asphalt paving. Stormwater penetrates porous paving and is filtered by the subsurface foundation and soil, greatly reducing the need for collection and treatment. Despite these advantages, porous materials have not been widely used. Until recently, these materials were not especially stable or durable and, thus, could not be used except where traffic volume was very low.

New developments, however, have produced a much improved porous asphalt and concrete material which has withstood heavy traffic and extreme changes in temperature and water-loading. Future tests of the material's resistance to clogging and its filtering capabilities will be conducted. Present design standards advocate a 4-inch layer of porous paving over 6 inches of base, comparable to many standards

Continued on next page

Stormwater control can add recreation, open space benefits

continued from page 3

for moderate traffic roadways. Such paving allows for storage of stormwater in the paving and base particles of up to 2.5 inches of water with gradual release based on the porosity of the subsoil.

New applications

In addition to this special material, some communities are experimenting with new applications of traditional paving materials. Crushed rock and a hardener designed to stabilize gravel surfaces have both been used in areas where the cost of asphalt or special water needs dictated a different solution. Local agencies involved with these experiments, largely public works departments and planning boards, have given the materials mixed reviews. Although the initial capital costs are often lower, rock and gravel roadways require a higher level of routine maintenance, more frequent reconstruction, and are not as susceptible to snow and ice removal. In some instances, public reaction to such roads has also been unfavorable with complaints ranging from mud and pothole damage to the second class image of rock and gravel roads. Despite these problems, the cost of building asphalt roads and increasing stormwater runoff portend greater use of porous paving in the future.

Overland flow

A final structural technique used to minimize stormwater runoff is called overland flow modification. Generally, this involves cutting and filling where necessary to enhance the capacity of the natural contours of the land to retain or divert excessive runoff. The most common of these techniques is the creation of grassy swales and channels leading to ponding areas. In addition to being much less expensive than underground sewers, drainage swales allow for some purification of the water which infiltrates the soil and vegetation. Once again, maintenance and proper design are essential if these structures are expected to absorb and diffuse great quantities of stormwater runoff.

Non-structural solutions

The increasing cost and uncertain treatment needs of collected stormwater runoff have led many communities to explore other methods, principally aimed at preventing accumulations of damaging chemicals and great volumes of water. Principally, these methods include improved street sanitation, the control of chemical uses, greater use of natural drainage, and sedimentation control.

Street Sanitation

Improved sweeping and cleaning techniques not only remove dust and litter from the streets, they also greatly reduce the amount of toxic chemicals which cling to dust particles and larger sediment. Moreover, the cost of efficient street sweeping per ton of solids removed is only half that of removing solids by conventional sewage treatment. To be effective in eliminating chemical pollutants, however, sweeping must include vacuuming or physical removal of dirt. When this is accomplished, nearly 90 percent of all heavy metals and chemical oxygen remaining can be eliminated. An alternative to street cleaning though less effective, is periodic flushing. The disadvantages of this option are numerous; frequent cleaning of catch basins and sewers is required; treatment plants can be temporarily overloaded; and most importantly, dangerous chemicals can be dissolved and carried through the drainage system into waterways.

Detention in wetlands

A second method, detention of stormwater in coastal and inland wetlands, has recently been studied for more extensive use. Wetlands form a natural buffer and storage area for excess precipitation; questions remain about the impact of urban chemicals in these areas and the problems of vast inflows of fresh water into saline coastal areas.

Integrated systems

One of the most recent trends in urban stormwater control has been the movement toward the integration of both structural and non-structural methods, with an emphasis on multi-purpose use. While many communities, simply by rising costs, have been forced to consider non-structural stormwater solutions, most have discovered unanticipated benefits principally in the form of open space and recreation opportunities. The retention of natural topography and vegetation has produced unexpected esthetic benefits, as well as opportunities for informal recreation. In addition, many communities have developed retention ponds for swimming and boating and drainage swales for hiking and wildlife observation. Existing recreation and open space areas now also do double duty as stormwater retention areas. The use of these areas not only provides flood protection and improved water quality; in many cases, they maintain groundwater table levels and reduce the need for long-term debt obligations for structural engineering solutions.

SOIL CONSERVATION MODEL

Frederick County farms a

You say the world wasn't built in a day? You may get an argument about that from Warren Roelky of Frederick County, Md.

The Catocin Soil Conservation District, with the help of Frederick County Board of Commissioners, recently completed a one-day transformation of the 245-acre Roelky farm, located at the foot of South Mountain near Frederick, Md. "Project Clear Water", as it is called, put to use 14 different soil and water conservation practices to control runoff and reduce agricultural nonpoint pollution.

The farm, made unprofitable by inefficient land usage and extensive soil erosion, had its entire 245 acres renovated by volunteers Saturday, Aug. 19.

The Catocin Soil Conservation District began Project Clear Water with a \$17,000 grant from the county. The idea behind the project was to demonstrate to both rural and urban folks that practicing soil conservation is the key to maintaining soil fertility and achieving water quality goals as required by the federal Clean Water Act. Agricultural nonpoint source pollution caused by erosion and runoff such as that on the Roelky farm is a major obstacle to achieving water quality goals specified by the act.

The Soil Conservation Service (SCS) relied on 500 volunteers, neighbors and friends, plus \$18,000 in donations to furnish the 70 pieces of equipment, wood, paint, fertilizer and labor necessary to do the job. The SCS was aided in the conservation-renovation effort by the Maryland Forestry Service who prepared a forestry management plan for the 95 acres of woodland on the Roelky farm, and by the Maryland Cooperative Extension Service who advised the owner about various crop and livestock practices.

Project Clear Water was modeled after Thrasher Field Day held Aug. 18, 1948, which emphasized the need for soil conservation and improved farm productivity. The 1978 project has a dual emphasis of preventing water pollution and increasing productivity by controlling runoff and preventing erosion.

Before its facelift, the Roelky farm lost 350 tons of topsoil annually due to runoff. Nutrients necessary for crop growth, plus sediment, agrichemicals, and animal wastes were carried to streams which eventually drain into the Potomac River and Chesapeake Bay. Both urban and rural residents downstream suffered the effects.

"If you control erosion, you automatically cut down on the amount of sediment, and the chemicals attached to it reaching streams," says Daniel C. Poole, SCS supervisor. SCS and

Frederick County officials are trying to show the positive benefits of practicing voluntary land use management and conservation, benefits that mean achievement of the goals of the Clean Water Act with increased productivity and lower fertilizer costs as a bonus.

A national problem

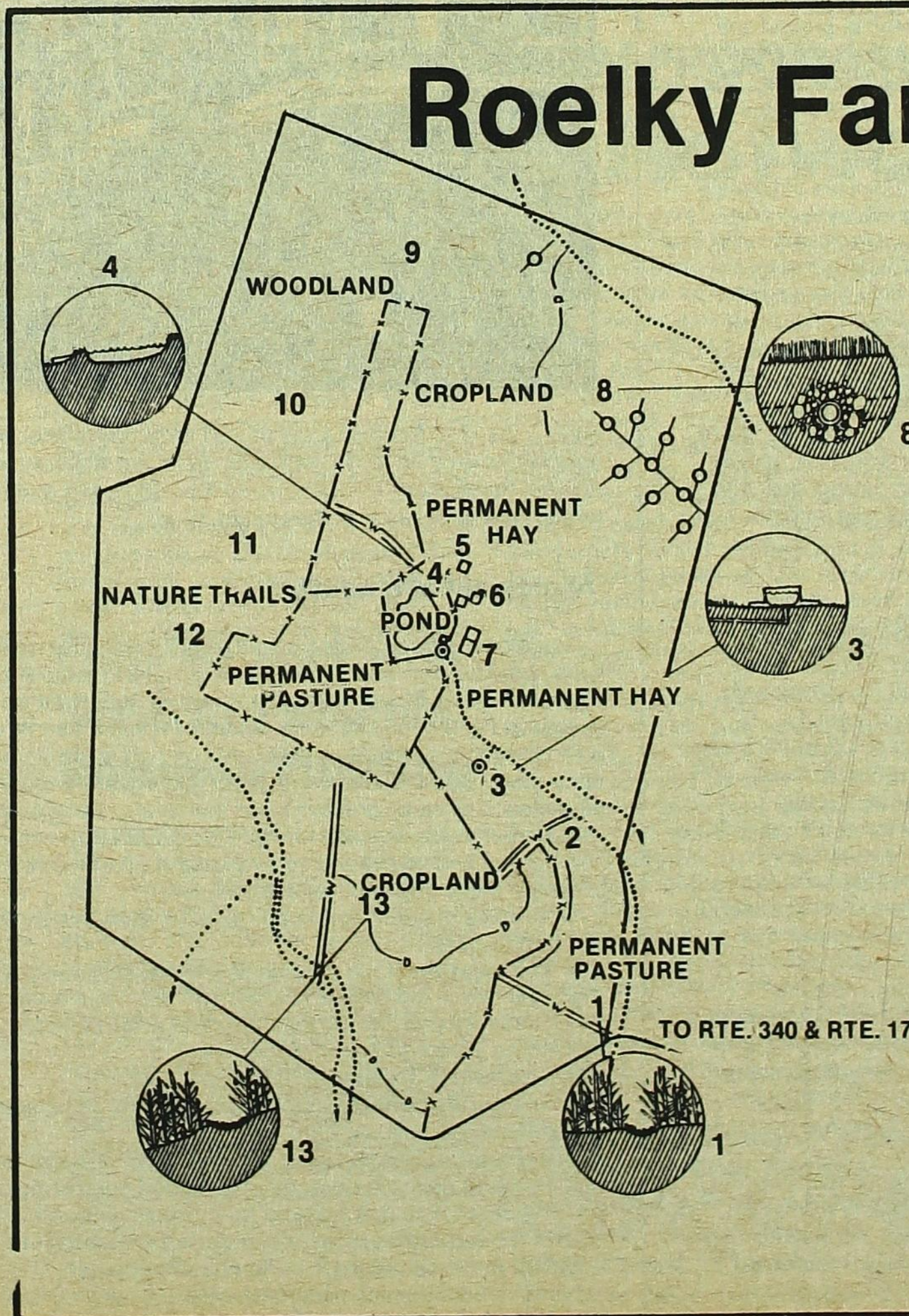
The erosion of topsoil from farms such as the Roelky's stormwater runoff from urban streets has never had the impact on the public as an industrial plant which dumps untreated wastewater into a lake or river. So, after the enactment of the first version of the Clean Water Act in 1965, Congress focused on reduction or elimination of wastewater discharges from point sources such as industrial plants.

However, point source pollution control has its bias; the treatment of wastewater after it has become wastewater. The other hand, in controlling nonpoint source pollution, only practical solutions are based on techniques which emphasize prevention rather than cures. The erosion and practices installed at the Roelky farm are an example of National Council on Water Quality report states that agricultural sediment runoff could be reduced approximately 50 percent nationwide if soil conservation practices were instituted on all agricultural land. Prevention then points directly toward land use management. However, federal initiatives involving land use planning face many political obstacles in Congress and at the state level.

The Roelky transformation

The Roelky conservation plan consisted of many individual techniques covering a wide range of farm activities. The practices installed were directed toward three goals: water conservation and pollution control, soil conservation, and increased farm productivity. The water pollution control techniques were designed to decrease sediment runoff, increase soil mobility and reduce the aggregate runoff of agrichemicals (pesticides, fertilizers, etc.), animal wastes, and soil nutrients. Several common conservation practices were introduced on the Roelky farm. For example, sod waterways and diverse terraces were constructed to control erosion by directing rainwater to planted areas where it could be absorbed with a minimum of soil movement. Contour stripcropping, plowing field parallel to the land contours, also was used to slow rainwater flowing downhill and to decrease soil loss.

Roelky Farm Renovation Frederick County,



Farm Improvements

1. Sod waterway, drop structure, stock drinking water.
2. Wildlife habitat management, stream bank stabilization.
3. Spring development & livestock watering.
4. Farm pond.
5. Construction of hog operation.
6. Landscaping of lawn and home.
7. Barn repair, construction of new building, filling of silt.
8. Tile drainage and stripcropping.
9. Forestry fire fighting equipment.
10. Timber stand improvement.
11. Saw mill.
12. Nature trail and disembarment.
13. Diversion terrace.

arms a facelift

the positive management and control of the goals of productivity and lower costs. The Roelky's silage trough had the same problem which dumps after the Water Act in 1972. The silage trough was a problem particular to the Roelky farm. Ensilage or corn while still green produces acetic acid which spoils the silage. The corn is placed in an earthen trough or silage can then be fed to livestock during the winter. On the Roelky farm, previous ensilage troughs were built close to the stream. The acetic acid drained into the stream and polluted the ground water. To prevent this a new silage trough was built away from the stream and the bottom of the trough was concrete.

Other practices were designed to decrease soil erosion. A stream bed, called a drop structure, was created by placing stones at the junction of the waterway and stream to break the force of runoff water as it enters the stream. In 1977, workers with the Save Our Streams program placed broken stones (riprap) on the stream bank to stabilize the bank and prevent erosion.

Improvements to the Roelky farm operation included home and barn repair, institution of wildlife and forestry management plans, and fence line relocation. District Conservationist Paul Edwards (SCS) estimates that the total soil and water conservation plan will reduce erosion by about 80 percent. The Roelky and Frederick Soil Conservation Districts and the 3,000 districts in the country feel that a voluntary program using traditional soil and water conservation practices to control nonpoint pollution, is best. The Clean Water Act was more than just a conservation law; it was a chance for the people of Frederick County to absorb the community spirit and concern for the land which they have the initiative and know-how to establish management practices that will accomplish the goals of nonpoint pollution.



Pollution, loss of productivity result from farmland erosion

America's farms and pastures are the most fertile in the world, regularly producing bumper crops of food and fiber for domestic use and foreign export. Superior technology and constant improvement in farming techniques, combined with good soil and climate are responsible for U.S. food prices which, comparatively, continue to be among the lowest in the world. What appears to be a never-ending series of bumper crops and almost unlimited productivity, however, is tempered by the heavy price the United States is paying for this abundance. The practices and techniques which have driven yields per acre steadily upward have also greatly contributed to water pollution in most farming areas.

Nonpoint pollution from agricultural lands—the runoff of fields, pastures, feed lots and rangeland—threatens both the quality of many rivers and lakes and the productivity of the nation's farmlands. This runoff carries away tons of valuable topsoil per acre each year, and with this steady erosion go large amounts of fertilizers, pesticides, and plant and animal wastes. While all of these materials are useful and often beneficial to cropland, they are serious pollutants when carried away in sufficient quantities into waterways.

Control of these sources of pollution requires improved management practices which reduce pollution at the source rather than the use of conventional after-the-fact sewage treatment processes. Improved farming techniques have in the past been designed for technical and economic feasibility; the need to restore rural water quality now require that environmental improvement also be a major consideration.

The development of best management practices (BMPs) for the control of agricultural nonpoint pollution revolves around land usage patterns and changed farming techniques. Alternatives in the rotation of crops and tillage practices and the use of cover crops can greatly reduce erosion and the movement of sediment into waterways. Contouring, terracing and stripcropping are all land use patterns that can limit sedimentation and retain topsoil. The reduction of fertilizers and pesticide losses is best achieved by keeping these materials in place—on plants and in the soil. In this area, the control of leaching and the avoidance of ground water contamination are as important as the proper choice of timing rates and methods of application for these materials. BMPs have been developed for both land use and farming techniques, but all are not universally appropriate. Each farm, with its unique soils, crops, topography and hydrology, requires a tailor-made program of BMPs in order to improve both water quality and crop productivity.

Erosion

For many of today's farmers, the severe drought and erosion problems that produced the Dust Bowl of the early 1930s are a curious chapter out of a history book. It is an

unfortunate fact, however, that the rate of topsoil loss in this decade is greater than it was during those years. And while few today abandon their farms to unchecked erosion, crop productivity in this country is increasingly sustained by use of fertilizers rather than the natural richness of the soil.

Erosion and sedimentation are predictable geological processes which constantly reduce hills and rocks, fill in lakes and create new water courses. Those processes are accelerated by the removal of vegetation through farming, construction or mining activities. On nearly 55 percent of all American farmland, erosion is the most significant limiting factor in productivity. Within the boundaries of the farm, erosion can greatly reduce soil productivity by factors such as: loss of topsoil, soil changes which reduce aeration and drainage, the intrusion of fast-growing weeds, and uneven grades which restrict the usefulness of farm machinery. In streams, ponds and rivers both on the farm and outside, erosion can cause: flooding and stream changes from heavy deposits of sediment, lake eutrophication, and the destruction of plant and wildlife by pesticides.

There are a number of factors which determine the vulnerability of certain areas to erosion. Of these, the most critical is the extent and durability of vegetative cover. The choice of crops and the quality of growth can overcome other negative factors such as steep or long slopes, poorly textured soil and soil permeability. Most importantly, areas which are covered by vegetation during much of the year can buffer the impact of precipitation by diffusing and retaining moisture in the soil. In this context, best management practices require a sturdy, extensive vegetation cover or mulch, especially during those months of the year when rainfall and snowmelt are greatest in volume and intensity.

Although the greatest erosion damage is done by water runoff, some agricultural areas are also affected by wind erosion. This is particularly true where the climate is dry and the soil has limited organic matter. When wind erosion is a problem, the primary control objective is to limit the velocity of the wind. This can often be accomplished by the planting of windbreaks, roughening the surface of the soil in order to trap drifting particles, and tilling at right angles to the prevailing wind direction in order to reduce the wind's impact. As with erosion caused by water, the maintenance of heavy vegetation cover is very effective in reducing wind erosion losses.

The following list of techniques, which have been developed to reduce erosion are designed to limit the impact of raindrops and to increase absorption of runoff by the soil. These control techniques are highly varied and must be fine-tuned to the specific characteristics of the area to which they are applied:

Continued on next page

Legend

- Boundary Line
- x-x- Fencework
- Sod Waterway
- Tile Drainage
- D-D- Diversion Terrace
- Stream
- ③ Improvements
- Farm Building
- Livestock Trough

Scale: 1" = 660'

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Agricultural threats to water quality

continued from page 5

- **Conservation tillage:** planting practices which roughen the soil surface to increase water retention, or sowing through residue from previous crops to retain moisture and decrease runoff velocity;
- **Terracing:** plowing or construction which creates heavy ridges across the slope of a field, designed to intercept runoff from croplands above;
- **Diversions:** large terraces linked to a collection outlet which can channel excess runoff into retention areas;
- **Stripcropping:** the planting of thick cover or grasses in strips between row crops which serve to buffer runoff velocity and retain sediment being carried by that runoff;
- **Contouring:** tilling at right angles to the slope of the land, thereby creating many rows of earth which can collect runoff and hold valuable fertilizers;
- **Grassed waterways:** the use of water-resistant grasses in natural waterways and irrigation channels which can trap sediment and diffuse runoff velocity;
- **Crop rotation:** year-round planting of several different crops which can replace essential soil nutrients, improve aeration and drainage as well as retain runoff;
- **Range management:** practices which limit the density of grazing animals or improve the productivity of the vegetative cover.

Plant nutrients

The increased productivity of the country's farmlands has been immeasurably aided by the use of fertilizers, principally nitrogen and phosphorus. Ambitious production goals, however, can lead to excessive amounts of fertilizers running off croplands and into streams and lakes. Once there, accumulations of nitrates and phosphates, which are necessary for plant growth, can pollute ground water and lead to accelerated eutrophication, the rapid growth of algae which robs other lake plant life of essential oxygen. The impact of fertilizer pollutants varies greatly. Virtually all cropland produces enough nitrogen runoff to cause noticeable algae growth but, where runoff goes directly into swift flowing rivers, it has much less effect than when lakes and ponds receive such pollutants. Pastures and open rangeland contribute few nutrient pollutants to waterways, but lands with heavy precipitation and porous soils can develop serious nitrate contamination to ground water. Complicating the control of both nitrogen and phosphorus are the many sources of these very common elements, which range from air pollution compounds to the natural decomposition of plants.

The chemical qualities of nitrogen and phosphorus also complicate their control in agricultural runoff. Most phosphorus bonds tightly into soil particles, so the control of phosphorus pollution is closely related to sediment control. Dead vegetation is a major source of phosphorus from croplands and the edges of waterways, a situation which demonstrates the difficulty of developing best management practices. If conservation tillage practices which leave crop residues are employed to reduce sediment runoff, the decomposition of those residues can easily produce excessive phosphorus pollution. Nitrogen pollution is also associated with sediment, but it usually occurs as nitrate, a compound which is water soluble. Control of this nutrient relies on the reduction of runoff and standing water, which can leach nitrogen out of the soil. The most concentrated forms of these two pollutants are found in irrigation return flows, and many of these flows are now being recirculated in order to reclaim the increasingly expensive nutrients.

The application of fertilizers is becoming a more exact science, as costs rise and more becomes known about the factors affecting the use or loss of nutrients. Heavy, intense rains can wash away much of the fertilizer applied to cropland, or it can cause rapid percolation which carries nutrients into groundwater reservoirs. Water demands of crops and the nitrogen-fixing properties of some root crops and legumes create seasonal differentials in the use of nutrients and water. In addition, in order to use fertilizers most efficiently and limit water pollution, farmers must be aware of how cooler temperatures limit the use of nitrogen and phosphorus by plants, and the impact of soil permeability on the percolation rates of nutrients.

In order to reduce the loss of valuable fertilizers and to prevent damaging impacts on water quality, a number of control techniques or best management practices have been developed. Many of these are similar to BMPs, designed to limit soil erosion, especially those which involve changes in cultivation practices, such as conservation tillage, contouring and terracing. In addition to these, the control of nutrients requires strict attention to the timing and location of fertilizer applications. New developments in timed-release fertilizers can help minimize nitrogen loss through leaching, but the high cost of these materials has restricted their use. A second problem is the long-term buildup of both nitrogen and phosphorus in the soil if all of the fertilizer is not used in a single growing season. This can then be washed out of the soil where there is little crop cover and lead to potentially serious water pollution problems.

Pesticides

The rate of usage of pesticides on American cropland has risen steadily since World War II, so that virtually all of the cropland used for the production of such items as apples, citrus fruits and potatoes is now routinely treated with large quantities of these materials. Many of the chemical residues of pesticide applications are carried into waterways where they present a serious threat to plant and animal life. Some are highly toxic for humans as well. Recent concerns about the number of dangerous chemicals in the environment has focused attention on pesticide usage on cropland, forests and rangeland. While much can be done to limit the movement of these chemicals and the intensity of application, many experts feel that the eventual solution to the problem lies in the substitution of simpler, biodegradable pesticides and the greater use of natural pest control measures.

Most pesticide chemicals reach waterways through erosion and runoff. Some form tight bonds with soil particles, much as phosphorus does. Many are highly persistent, remaining for as much as five years in the soil; clearly, these pesticides pose a greater threat to waterways than do the short-lived compounds. New varieties of pesticides have often been developed as a liquid or fine powder, a form which lends itself to uniform application through spraying. While farmers can achieve more complete coverage by spraying pesticides, the fallout from these applications can affect non-target organisms and enter many water bodies directly.

A final source of pesticide contamination is the improper storage and disposal of pesticide containers. This problem is so serious that federal regulations control the use and disposal of these containers, for the dual purpose of preventing accidental poisoning and the pollution of air and water.

Before the introduction of many modern pesticides, farmers

relied primarily on two traditional methods of pest control: elimination of insect habitats and the introduction of natural enemies of undesirable insects. Today, these methods are regaining some popularity as the cost of pesticides and their adverse environmental impacts make them less attractive for long-term use.

Crop residues often harbor insects at various states in their life cycle, and conservation tillage relies on this residue to reduce soil erosion. When these cultivation practices are employed, increased use of pesticides are often required. This does not necessarily mean a deterioration in water quality, however, since the residues which trap sediment also hold pesticides in the soil. A second widely used method of attacking insect habitats is crop rotation, a practice which discourages the growth of permanent colonies of insects in the soil and crop residues.

The introduction of natural enemies has proven effective for controlling a wide range of insects which attack crops as widely disparate as pine trees and cotton. The federal government sponsors extensive research in this area, and the number of farmers using laboratory-raised insects in pest control efforts has grown dramatically in the past few years.

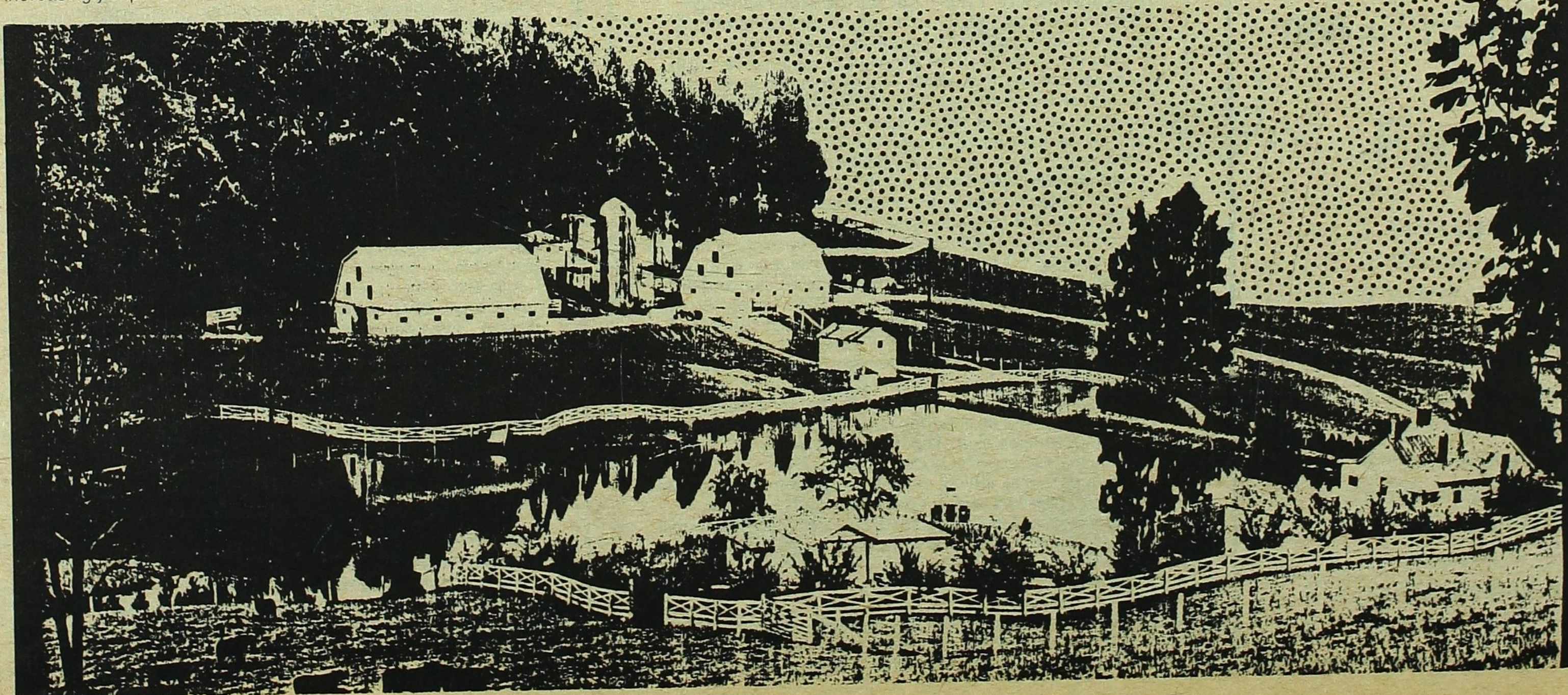
The use of these traditional methods of pest control has been augmented by new scientific techniques which limit the growth of insect populations by using sterile insects or "attractants" which prevent male insects from locating females. Together with the introduction of insect resistant crop varieties, the use of several of these techniques is called integrated pest management (IMP). The challenge of designing an IMP program is to make it as economically and technically feasible as using pesticides. While the environmental consequences are rewarding, IMP programs must be shown to increase productivity or reduce costs before many farmers will adopt them.

Animal wastes

Recent studies have demonstrated the pollution potential of animal wastes, particularly from the greater number of confined feedlots for livestock and poultry. While significant attention has been devoted to these feedlots which are defined as point sources of pollution, relatively little has been done to control nonpoint pollution from pastures which support 40 percent of all the country's livestock. Most calves, hogs and dairy cattle are pastured rather than confined to feedlots. While these larger spaces limit the buildup of animal wastes so common to feedlots, concentrations of manure are found in feeding and watering areas. To prevent water pollution from these areas, a number of BMPs have been developed:

- Limitation on the ratio of animals to land.
- Planting of dense vegetative cover to minimize water movement and trap wastes.
- Frequent relocation of feeding and watering areas.
- Creation of buffer strips of vegetation between grazing areas and waterways.
- Limiting access to streams and ponds to prevent erosion.

This supplement was prepared by NACoR's water quality project: Mary Reardon, Ronnie McGhee, in cooperation with the U.S. Environmental Protection Agency.



ity NACMO Lists Voting Rules

WASHINGTON, D.C.—Pat Moore, president of the National Association of County Manpower Officials, a NACo affiliate, has announced the approved NACMO election procedures which will be followed at the business meeting at the Seventh Annual Conference in Phoenix (Maricopa County). Moore strongly encourages all voting delegates to study the following procedures prior to the conference, Oct. 29-Nov. 1.

Basic Principles

The NACMO constitution and the following principles will govern the election of officers and the business meeting at the conference. Any other issues or problems which arise in this area will be dealt with by the Credentials/Elections Committee with the chairperson having final authority. The Elections Committee will function as the Credentials Committee at the conference.

NACMO members must be present and registered at the conference in order to vote.

Voting will be on a one county-one vote basis.

A consortium employee may cast a single vote on behalf of a single county in the consortium. If a consortium sends more than one registered delegate, they all can designate the county within the consortium they wish to vote for—up to the number of counties in the consortium.

Balance of state counties are eligible for one vote if they send a registered delegate. State employees are not eligible to vote on behalf of state counties.

City employees are not eligible to vote for a county unless the city and county involved are both members of a consortium.

A voting delegate shall normally be the chief manpower staff person from the county. If that person is not registered, another delegate representative from the county or consortium may be issued credentials to vote for the county as long as he or she is registered. Any unresolved dispute will be decided by the credentials chairperson.

Voting delegates will be issued credentials prior to the business meeting and only they will be allowed to sit in the delegate voting area by region. Inviting attendees will be allowed to attend the business meeting but will be seated in a separate area.

Only those credentialed to vote at conference registration will be allowed to vote at the business meeting. Voting status so obtained cannot be transferred to any other person.

Pre-Conference Procedures

The president will appoint the chairman of the Elections/Credentials Committee, the parliamentarian and the sergeant at arms.

Approved elections procedures will be sent to all service fee participants and known NACMO members prior to the conference. Every effort will be made to assure procedures are widely known and understood.

Each regional representative on NACMO Board will be asked to identify the chief manpower staff person for every county in its region for the purpose of determining NACMO membership.

NACo staff will prepare a form for NACMO voting membership which will be part of the registration process.

Ribbons will be ordered by staff to help identify voting delegates.

Numbered ballots will be ordered by staff to be used at the business meeting.

Elections/Credentials Committee chairman will meet with NACMO president, sergeant at arms, Nominating Committee chairman, the parliamentarian, and NACo staff before the conference to go over details of the meeting.

Pre-Business Meeting Items at the Conference

The Elections/Credentials Committee will meet Sunday morning prior to the opening of registration to finalize procedures and make assignments for covering the registration/credentials process.

At least one member of the committee will be at registration at all times. NACo staff will assist the committee in carrying out credentials functions and the committee chairman will have final authority.

The voting delegate designation will be part of the registration process. A voting delegate form will be filled out for each credentialed voting delegate.

The chairman of the Elections/Credentials Committee will have the authority to revoke voting delegate status.

Credentialed voting delegates will receive a ribbon and a signed receipt of voting delegate status.

A master list of voting delegates will be kept for use at the business meeting.

Credentials will be cut off at noon on Monday in order to allow the Credentials Committee to finalize the list of voting delegates and prepare for the business meeting. Conference registration will continue beyond noon.

Business Meeting Procedures

The president will preside at the meeting with the assistance of the Elections/Credentials committee chairman, Nominating Committee chairman, sergeant at arms, and the parliamentarian. The president will confer with the above but will have ultimate authority over the actual business meeting.

Votes for other than election of officers shall be by voice vote or hand count. The president shall decide if a ballot vote is necessary.

The election of officers shall be by ballot with the Credentials/Elections chairman supervising.

Nominations can be made from the floor.

Candidates for office will be allowed five minutes for presentation of their candidacy. No nominating or seconding speeches shall be allowed.

No person shall be a candidate for more than one office at the same time.

Job Opportunities

County Administrator, Pasco County, Fla. Salary negotiable; current, \$27,000. Population 14,000; 720 employees; \$37 million budget. Bachelor's degree required, master's degree preferred, with a minimum of five years experience in city or county government management. Experience at assistant or manager level preferred. Resume to: Personnel Manager, P.O. Drawer 609, Port Richey, Fla. 33568.

Personnel Director, Maricopa County, Ariz. Salary \$27,019 to \$38,085. Responsible for administration of all personnel functions within the county. Resume to: Maricopa County Personnel Department, Recruiting Division, Administration Building, Second floor, 111 South Third Ave., Phoenix, Ariz. 85003. Closing date Nov. 1.

Controller, Baraga County, Mich. Minimum of a bachelor's degree from an accredited college or university required. Major field of study should include accounting, management, public administration, or urban or regional planning. Three to four years experience in local governmental administration and/or accounting required. Resume plus cover letter marked "Controller's Position" to: Bernard J. Lambert, Baraga County Clerk, Courthouse, L'Anse, Mich. 49946. Closing date Nov. 15.

Controller, Beaufort County, S.C. Salary \$18,060 to \$24,324. Position involves management of county purchasing, accounting, grant administration, and budgetary functions. Requires a bachelor's degree in finance or accounting with a minimum of three years progressive experience in automated governmental accounting systems. Resume to: Beaufort County Personnel Office, P.O. Drawer 1228, Beaufort, S.C. 29902. Closing date Oct. 27.

Utilities Director, Sarasota County, Fla. Salary \$23,000 to \$30,000. Requires civil engineering degree and at least five years experience as a director of engineering or consultant to a water utilities district. Florida PE registration a plus.

Resume to: Personnel Director, Sarasota County, Box 8, Sarasota, Fla. 33578. Closing date Oct. 20.

Operations Supervisor, Public Transit, Municipality of Anchorage, Alaska. Salary \$26,000 to \$30,000. Responsible for dispatching buses, supervision of bus drivers and coordination of bus routes to maintain schedules. Conducts driver training programs and deals with transit patron complaints. Five years of progressive transit operation-oriented experience, two years of which must have been supervisory or administrative. Resume to: D.C. Jenkins, Municipality of Anchorage, Pouch 6-650, Anchorage, Alaska 99502.

Director of Data Services, Kent County, Mich. Salary high 20s. Responsible for overall implementation and maintenance of the data processing system. Desire bachelor's degree in business or public administration or accounting; management level experience, preferably in government; knowledge of state and county financial procedures and statutes; and experience in selection of hardware and software. CPA desirable. Resume to: Kent County Personnel, 300 Monroe N.W., Grand Rapids, Mich. 49503. Closing date Nov. 6.

Assistant Commissioner of Engineering, Lexington-Fayette Urban County Government, Ky. Salary to start, \$24,593; after six months, \$25,825. Assists commissioner of sanitation and public works in planning and administering activities in divisions of engineering, traffic engineering and sanitary sewers. Requires degree in engineering, preferably supplemented by graduate level courses in engineering or public administration, and extensive management experience in public works administration. Required to be registered as a professional engineer in Kentucky (or equivalency from another state) or be able to obtain the license within six months of appointment. Resume plus full salary history to: Division of Personnel, Lexington-Fayette Urban County Government, 136 Walnut St., Lexington, Ky. 40507. Closing date Nov. 30.

Assistant Commissioner for Operations, Lexington-Fayette Urban County Government, Ky. Salary to start \$23,422; after six months \$24,593. Assists commissioner of public works in coordinating division of refuse collection and disposal, division of streets and roads, division of property maintenance, division of vehicle maintenance and office of energy conservation. Requires degree in engineering, public or business administration or related field, preferably supplemented by graduate level course work in public works field, and extensive experience in public works management. Resume with full salary history to: Division of Personnel, Lexington-Fayette Urban County Government, 136 Walnut St., Lexington, Ky. 40507. Closing date Nov. 30.

Solid Waste Manager, Mecklenburg County, N.C. Salary negotiable. Engineering degree plus three to five years experience in the solid waste field is required. Resume to: E.K. Hoffman, County Engineer's Office, 1501 North I-85, Charlotte, N.C. 28216.

Deputy Director of Public Works, Town of Vienna, Va. Salary \$18,000 to \$22,000. Minimum of a bachelor's degree in civil engineering (master's preferred). Experience with municipal engineering or public works desirable. To assist in supervision of 70 employees in areas of traffic engineering, water and sewer services, street maintenance, and sanitation. Resume to: Personnel, Town of Vienna, 127 Center St., Vienna, Va. 22180. Closing date Nov. 30.

Director of Real Property, St. Lawrence County, N.Y. Salary open. Responsible for administrative and technical aspects of real property appraisal, equalization and assessments. Must meet minimum qualifications established by New York State Board of Equalization and Assessments. Resume to: St. Lawrence County Personnel Office, Emergency Operating Center, Court St., Canton, N.Y. 13617.



Matter and Measure

COMMENTS SOUGHT ON NATIONAL ENERGY TRANSPORTATION STUDY

The U.S. Departments of Transportation (DOT) and Energy (DOE) are asking for public comment on a joint study to determine if the nation's transportation system is adequate to accommodate the country's future energy needs. The study is being conducted as part of President Carter's national energy plan.

A joint DOT-DOE study team will investigate the movement of coal, crude oil and petroleum products, natural gas, nuclear fuel and electrical power to 1985 and beyond to determine needed adjustments in the present transportation network.

In the first phase of the study, DOE will select "alternative national energy scenarios" based on various assumptions about future energy supply and demand.

In phase two of the study, DOT will determine how energy would be moved from supply areas to consuming areas by all transportation modes.

In phase three, DOT and DOE will examine such issues as:

- Railroads' ability to meet future capital needs;
- Coal slurry pipelines;
- Highway requirements for coal;
- Crude oil and petroleum products distribution;
- Electric power transmission and distribution;
- Movement of nuclear waste;
- Impact of increased rail unit-train traffic on local communities;
- Natural gas transportation.

The study's final report should identify constraints on the efficient transportation of energy and recommendations for federal actions.

DOT and DOE have established an "open file" to receive public comment on their study. Please send your comments to Marlene Glassman at NACo by Nov. 10.

In addition, the departments have announced a series of public hearings on the energy transportation study:

- Oct. 30, Atlanta, 9 a.m., Sheraton Biltmore Hotel, Georgia Ballroom, 817 West Peachtree Street N.W.
- Nov. 3, Denver, 9 a.m., Executive Tower Inn (Beethoven Room), 1405 Curtis Street.
- Nov. 6, Los Angeles, 9 a.m., Holiday Inn-Downtown (Crown Room), 750 Garland Avenue.

DOT and DOE want information on constraints that would affect the ability of the transportation system to carry future energy commodities. They divide potential constraints into four categories: financial, technological, environmental/social, and institutional.

DOT and DOE invite oral presentations on these or

related topics and are especially interested in regional or local constraints or problems. Address your requests to speak to: National Energy Transportation Study Public Hearings, Office of Intermodal Transportation, P-10, Room 9217, U.S. Department of Transportation, Washington, D.C. 20590.

For additional information, contact Nancy MacRae, National Energy Transportation Study, DOT, 202/426-4203. If you make a presentation at one of the hearings, please send a copy of your remarks to Marlene Glassman at NACo.

TRANSBUS

The Urban Mass Transportation Administration (UMTA) has issued a final rule on bus specifications for transporting elderly and handicapped persons.

As of Sept. 30, new, standard, full-sized urban transit buses ordered with funding from UMTA must be procured by using the Transbus Procurement Requirements bid package. The specification requires either a front door ramp or a front door lift.

Richard S. Page, UMTA administrator, has said that the Sept. 30 date will be reassessed in the near future when manufacturers' initial delivery commitments will be known.

DOT Secretary Brock Adams said, "The Transbus program is the right thing to do for all our citizens, and one day we'll all be glad we had a part in it."

For further information on Transbus, contact Charles J. Daniels, chief, Bus Technology Development Program, UTD-21, Urban Mass Transportation Administration, Washington, D.C. 20590, 202/426-4035.

UNIFORM REPORTING

The Federal Highway Administration (FHWA) and the National Highway Traffic Safety Administration (NHTSA) have adopted a rule, effective Jan. 1, 1979, that counts as traffic fatalities only those deaths occurring within 30 days of the accident. The rule was adopted to promote uniformity in highway fatality reporting.

Until now, FHWA and NHTSA have been using different fatality counting rules. According to NHTSA, a death would not be counted as a fatality unless it occurred within 30 days of the accident.

The 30-day fatality rule will apply to the Department of Transportation's data systems and will affect data submitted by the states. The rule does not apply to state methods of counting traffic fatalities for state use.

Rural Transit Gets Funding

Continued from page 1

metropolitan planning organizations (MPOs) can now redesignate those planning bodies if 75 percent of the affected local governments representing 90 percent of the population elect to redesignate their MPO.

In addition, a majority of local elected officials shall comprise the governing board of existing or new MPOs.

The transit program is headed for the highest authorizations ever with fiscal '79 levels slightly more than \$3.1 billion and increasing to ap-

proximately \$3.6 billion in '82 with authorizations for capital construction in '83 set at \$1.585 billion. Included in these authorizations are, for the first time, the NACo-sponsored rural transit program which will allow rural areas to buy and operate bus systems with federal funds.

Debate Continues on CETA Funding

WASHINGTON, D.C.—As we go to press, Sen. Lawton Chiles (D-Fla.) is expected to offer an amendment to reduce the number of public service jobs in CETA for fiscal '79 when the continuing resolution, H.J. Res. 1139, reaches the Senate floor. His plans would cut the current PSE 725,000 jobs by 136,000, thus reducing the national total to 589,000 jobs by Sept. 30, 1979. If successful, this reduction would only occur in Title VI.

The continuing resolution, which will provide funds for CETA for the first six months of fiscal '79, will not go to the Senate floor until the conflict over the abortion language is resolved in the Labor-HEW appropriations bill for fiscal '79.

If the House and Senate cannot resolve the abortion issue and do not pass the Labor-HEW appropriations bill, the programs it funds will have to be added to the continuing resolution. In that case, Congress is expected to make H.J. Res. 1139 a 12

month measure, that is, it would provide funds through Sept. 30, 1979.

If this happens, the programs in the Labor-HEW appropriations bill would be funded at the levels specified in the conference report which accompanied it (House Report No. 95-1749). Other programs, like CETA, would be funded at fiscal '78 levels, except where specified as in Title VI public service employment.

All other CETA titles will be funded at current fiscal '78 levels. This means that no specific appropriation will be available for the new Title VII of CETA, the private sector initiatives program, or for the welfare demonstration programs. All funds for CETA under the continuing resolution will be distributed according to the new CETA allocation formulas. Until this process is complete, it is very difficult to project what level of funding any county can receive.

RULES TIGHTENED

CETA Agreement Reached

Continued from page 1

public service employment programs. Specifically, training programs will be Parts A, B and C of the new Title II and will receive 40 percent of the funds appropriated for Title II. The remaining 60 percent of Title II funds (\$3 billion in fiscal '79) will go to public service employment.

New Title II public service employees must have family incomes below 70 percent of the Bureau of Labor Statistics (BLS) lower living standard budget. In addition, they must have been unemployed 15 weeks or be public assistance recipients.

New enrollees in Title VI must have a family income below 100 percent of the BLS lower living standard budget and must have been unemployed for 10 of the most recent 12 weeks or receive public assistance.

NACo-supported Senate language on the payment of retirement benefits to CETA PSE workers was adopted, thus assuring that local

governments will not have to pick up these costs.

TRANSITION PROVISIONS

Most of the new CETA provisions will not be implemented until April 1, 1979, according to transition provisions written into the act. However, the conferees directed the Secretary of Labor to implement measures to curb fraud and abuse "as soon as possible" and required that supplementation, maximum federal wage and eligibility criteria become effective 90 days after the President signs the bill into law.

During that 90 days, they directed that the eligibility criteria of Section 608 in current CETA law apply to any new PSE enrollees. Specifically, for 90 days starting the day the bill is signed, every new CETA public service employee must have a family income no higher than 70 percent of the BLS lower living standard budget and must be on welfare or unemployed 15 of the most recent 20 weeks.

FORMULA ALLOCATION

Overall, the formulas adopted by the conferees for the distribution of CETA funds provide a maximum continuity, at least in fiscal '79.

For training programs under Title II—Parts A, B and C, funds will be distributed by the old CETA Title I formula in fiscal '79, and discretionary funds will be used to ensure that each area receives at least 90 percent of its fiscal '78 Title I level.

In subsequent years, funds for Title II—A, B and C will be distributed as follows: two-thirds by the old CETA Title I formula and one-third by the old Title II formula. The old Title I formula provides funds only to "areas of substantial unemployment," that is, areas which have at least three consecutive months of unemployment over 6.5 percent. Fiscal '80, then, will be the first time that training funds will have been distributed based on these areas. Despite their use, there will be no requirement that enrollees in training programs reside only in areas of substantial unemployment. Moreover, there will be no "program agents" required in the training portion of Title II.

Public service jobs funds in Title II-D will be distributed as follows: 25 percent based on the relative number of unemployed, 25 percent on the relative number of low income adults, 25 percent on the relative number of unemployed in areas of substantial unemployment and 25 percent on the relative number of unemployed in excess of 4.5 percent. For balance of state areas, the last factor will be considered the highest of two possibilities, i.e., the total numbers unemployed when the full area is over 4.5 percent or the numbers of unemployed over 4.5 percent in areas of substantial unemployment.

In distributing Title II-D public jobs funds, areas of substantial unemployment are defined as explained for fiscal '79. However, in subsequent years, an area must average over 6.5 percent unemployment over 12 months in order to qualify for that portion of public service jobs funds. This is expected to sharply reduce the numbers of such areas in fiscal '80, particularly where unemployment normally fluctuates seasonally.

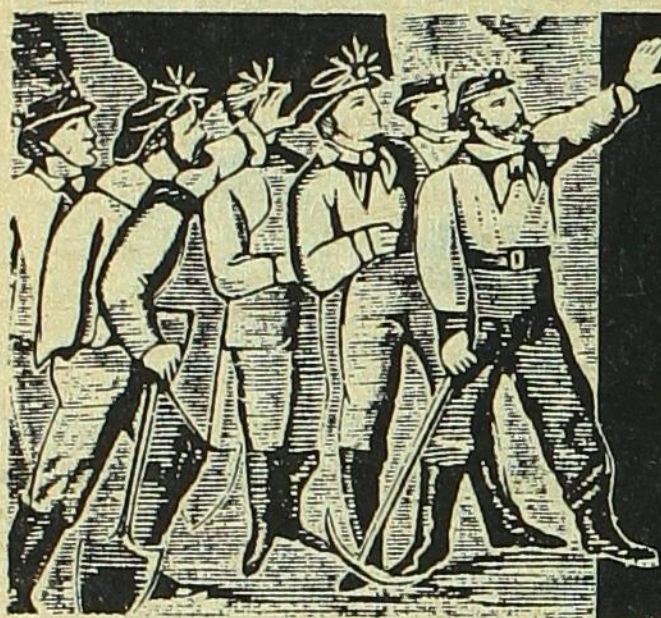
Other CETA formulas, for Title VI PSE and youth programs, remain as they are currently.

NEW TWIST

Throughout the debate on CETA, congressmen and senators have emphasized their desire to ensure that public service jobs are used as training and developmental vehicles. To emphasize that point, the conferees decided on a new way of specifying what public jobs money was to be used for.

In Title II-D, of those funds not used for administrative costs, not more than 90 percent can be spent on PSE wages and fringe benefits in fiscal '79; 10 percent must be spent on training. In fiscal '80, the percentages are 85 percent for wages and fringe benefits, 15 percent for training. In subsequent years, wages and fringe benefits must phase down to 80 percent and then 78 percent.

Title VI public service employment will operate under similar rules. In fiscal '79, 80 percent of a prime sponsor's allocation may be spent on wages and fringe benefits, 10 percent on training and 10 percent on administrative costs. In later years, the funds will be divided 80-5-15 percent. The conferees would allow prime sponsors to opt to spend more than this percentage for training, in line with Section 609, but clearly intended that this minimal training commitment take place.



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