

MIDWEST ASSISTANCE PROGRAM
SOURCE

Your source for community solutions

FROM THE FIELD



**MIDWEST ASSISTANCE PROGRAM
CELEBRATING 40 YEARS!**



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GIS Training



MAP Technicians participate in hands-on GIS training during the staff meeting in Billings, MT.

Missouri River Flooding



Major flooding due to snow melt, frozen ground, saturated soils, and heavy rainfall in the spring resulted in fields under water all summer 2019, Rock Port, MO.

Midwest Assistance Program Staff Meeting - Billings, MT



New Staff Hire



KEVIN COLDSMITH – Technical Assistance Provider in South Dakota

Kevin is an experienced water and wastewater operator and has been working in the industry since 2010. Kevin has run a mechanical wastewater plant, collection system, and a city's water system. Kevin conducted operation and maintenance programs to ensure repairs on both water and wastewater systems. His work included utility locates, meter repairs, sampling, lab work,

heavy equipment and sewer jet/vac operation. He holds certifications in Class III wastewater collection, Class II wastewater treatment, and a Class II water distribution. Kevin also has a lengthy background in surveying along with statewide travel involving road design projects. Recently he has had exposure to the solid waste industry. His passion for small rural communities, with their rich histories, will allow him to use his skills to support them and the tribes of rural America.

RCAP TAP of the Year

Jesse Campbell is a Private Well Lead and Technical Assistance Provider working out of all nine states in our Midwestern region. Campbell has been with MAP for four years. He brought with him to the network years of service working with veterans and developmentally disabled individuals.

As a well owner for more than 15 years, Campbell has performed over 220 private well assessments throughout the Midwest. He plans and delivers seminars, trainings and workshops for well owners and provides them with the resources they need to protect public health.

In addition to working with well owners, Campbell works with small drinking water and wastewater systems providing information, resources, expertise and technical assistance. His favorite part about working in the RCAP network is the flexibility to work with communities where and when they need them, eliminating barriers to assistance. Thank you, Jesse, for all of the hard work and dedication you've shown to improve quality of life in rural communities.



Keith Ashby, President of the Board, RCAP; Jesse Campbell, TAP, MAP; Mike Brownfield, Executive Director, MAP; Nathan Ohle, Executive Director, RCAP; TAP of the Year Award given at the National Conference July 2019



Can We Still Call It Water?

Kristina Hartley, Technical Assistance Provider

In the Beginning

Americans have been flushing their unused and expired medications for as long as those fixtures have been in existence. The releasing of these contaminants into the ground and waterways has likely occurred for some time and since WWI in ever-increasing quantities. Chemical traces show up in parts per billion or trillion, which might seem insignificant on the surface, however aquatic life is exposed to the full concentration.

Understanding which chemicals are harmful is a laborious process. Scientists reviewed a decade of wastewater treatment data from all over the world to see how well specific compounds are removed through wastewater treatment processes. The chemicals in question are increasing significantly in concentration in the North American Great Lakes region.

Deemed contaminants of emerging concern, these products encompass many kinds of chemicals from industrial pollutants to prescription and over the counter medicines, household cleaning supplies, personal care products including sunscreens, lawn care fertilizers and herbicides, agriculture antibiotics, steroids, endocrine disrupting compounds (EDC'S) and concentrations of pesticides metabolites.

Chemical Detections

Detected chemicals have a low rate of removal in standard treated effluent. This means they are not reduced in concentration with traditional treatment methods. They

include a popular herbicide, an anti-seizure drug, two antibiotic drugs, antibacterial drug, and an anti-inflammatory drug. Caffeine, acetaminophen and a natural estrogen have been frequently detected and fortunately have high removal rates.

Triclosan, a popular antibacterial in soaps and toothpaste, is toxic to algae and a hormone disruptor in fish. It is frequently in water systems and has a medium level of removal efficiency. Antibiotics are a concern as they show up consistently in effluent and bacteria in those water systems become resistant to standard methods of removal.

Determining Concentrations, More Research Needed

Many studies on toxic complexities in fish have been completed to determine pharmaceutical blood and tissue residue concentrations. Scientists have found concentrations high enough to treat a human seen in proportionately comparable levels in fish, 16 out of 24 tested compounds were found in Chinook alone. Fish caught near wastewater treatment plants serving five major U.S. cities had residues of pharmaceuticals in them, including medicines used to treat high cholesterol, allergies, high blood pressure, bipolar disorder and depression.

The consumption of fish and shellfish should be thoughtfully undertaken. Methylmercury, Selenium, Dioxin and PCBs are unwelcome ingredients found in our fish. While the concentration is likely unknown or unreported, these chemicals build up in your body. The body needs six years to get rid of PCSs, and one year to get rid of mercury.

Caffeine, acetaminophen and a natural estrogen have been frequently detected and fortunately have high removal rates.

Value of Mapping to Small Systems – The Map in Decision Making

Jerry Popp, Technical Assistance Provider

In the world today, the value of quality mapping to a small water or wastewater system far exceeds traditional thinking. How are maps used when making decisions?

Data-driven mapping should be the foundation of all system wide decision making.

System operators are very likely familiar with the need for better mapping of our systems. They could have a conversation something like this:

“I know there is a valve on this line, but I can’t seem to locate it. Oh yea, that one was paved over on that overlay job last year. We had better find it quick, that main break is going to drain the tank. It shows on the map to be right here, but I seem to remember it being closer to the middle of the intersection. Is this metal locator even working properly? Sure wish we had accurate locations ...”

This situation displays the traditional need for mapping and highlights the most obvious value placed on them as they relate to the operation, maintenance and repair of physical facilities. But what about looking beyond just locating items on the ground?

Continuing the previous scenario, there are many things that have to happen. Decisions need to be made, and actions taken to protect the water quality for the users.

- What customers will be shut off? They must be notified.
- How long is this repair going to take? People and equipment must be allocated.
- What portion of the system is potentially contaminated? Flushing & testing must be done.
- How large is the area with compromised fire protection? Fire officials must be notified.
- How and where will traffic be most safely re-routed? Signs and barricades must be placed.

This list goes on, and the decision making and actions taken start requiring the involvement of many more people. As the keys to effective decision making are good information and communication, it is clear that a lot of communicating needs to take place quickly and visual aids to that communication will be extremely valuable. Therefore, making these life, health, safety, and financial decisions about systems that are largely hidden from view, effective visuals are needed, i.e., a map, to help facilitate the sharing and dissemination of information and communication.

Suppose now the leak in the main is fixed. However, the calendar shows the Town Council is meeting over the next several months to set the budget for the coming year. This must include budgets for the enterprise funds that support the water and wastewater systems. This process will need to take into account everything from O&M and emergency repairs, to planning for pro-active or life-cycle replacements (such as an ongoing meter replacement project), salary and insurance cost increases, new EPA testing requirements, etc... Further complicating matters, the budget is not just a matter of spending the dollars, the funding source for every dollar must also be identified.

Given that financial resources available are severely limited in nearly all communities/systems, the council will be making many tough decisions. Priorities will be established, schedules set, planned capital projects either started or delayed, emergency projects funded, future projects identified. This always leads to many additional questions: How and from what source will all of this be funded? Are there reserves? Is the income from users keeping up with the expenses and depreciation? What are the politics of increasing rates in the community?

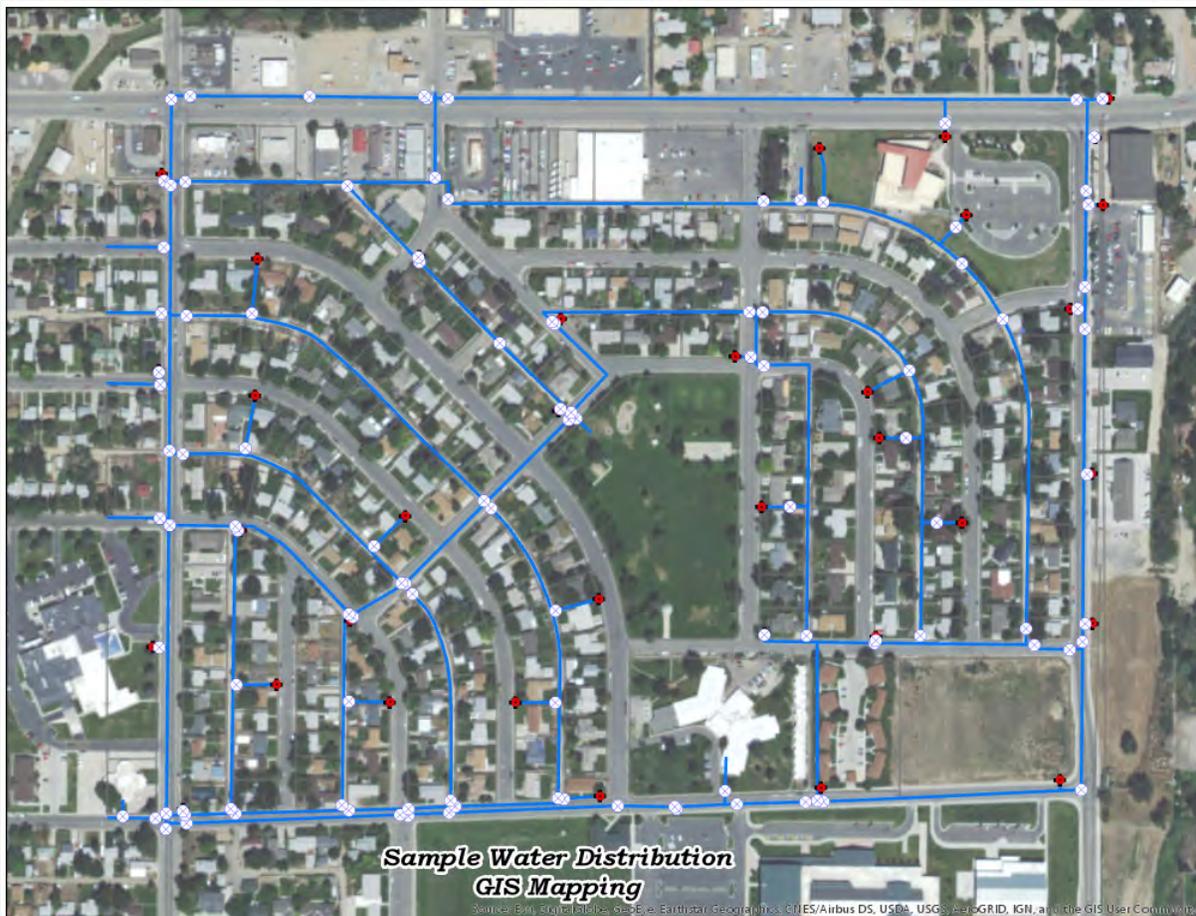
During the budget process, again, the decision-making is going to be driven by, and require the use of, a lot of information and communication. Having an accurate, up-to-date map of the entire system/community is crucial. The map will function as a visual aid to all of the information review and communication. Maybe it will be visually demonstrating on a map how the system is completely dependent on one critical component, such as one Lift Stations, or one pressure release valve. Possibly, it is showing the council/public the neighborhoods served by the upcoming capital projects over the next 10 to 20 years to justify the budgeting of revenue into reserve accounts. It could be simply putting up a map of the entire system, giving the council/public a striking visual image for them to associate with the tens of millions of dollars’ worth of infra-

structure being operated, maintained and used every day. Many people have no idea of the extent of the systems buried under their streets and alleys. Most have even less awareness of the immense dollar value! Residents and their leaders very typically take for granted the very systems they put to use every day when they turn on a tap or use a restroom, however they rely upon them heavily. When faced with a graphical image of the present day multi-million dollar value of these installations, they are able to see the reality of the immense investment that needs to be protected. The budget discussion will turn from: "Those upgrades will be funded later, the money is not available right now", to something more like: "The reserve account priorities need to be adjusted to get that built now!" Putting the dollar number up on a wall by itself will not have this effect, people need to see something tangible the dollars represent. Use the map!

In many situations, communities find themselves with immediate needs for projects that require funds beyond their current reserves. Funding applications for loans and grants to multiple agencies and entities will be needed. The preparation of applications, gathering community support, and getting approval of loans/grants is far more effective if accompanied by a map showing the current system and the planned/desired upgrades. This can be rather expensive if a community pays an engineering/surveying consultant repeatedly to prepare these maps for every application or project. Certainly, the engineer will need to include some surveying and mapping specific to the design and construction of just about any project. However, every system should own and manage their own data-driven base map of the system and community.

Midwest Assistance Program, Inc, provides assistance to small systems with creating, updating and maintaining their own system maps. These maps have proven to be a useful and very cost-effective tool for engineering firms and funding agencies to work with and build upon. These system-owned and maintained maps can be used in all of the ways described above and in many other time/cost saving ways. During ongoing operation and maintenance of system, the map may be used internally to plan flushing operations, analyze testing results, aid in calculation of chemical feed changes to meet residual requirements, or to simply provide the visual means to understand testing results. In external communications, the map can effectively aid in: explaining testing results to the public, explaining needed repair/replacement to the public and or council, explaining needed funding taxes or rate increases to the public and or council.

In summary, the operation and management of any water or wastewater system is an ongoing process of decision-making involving vast amounts of information and extensive communication. The entire process is much more effective when based on data driven mapping.



RCAP Support, Perseverance Pays Off for Morrison, Missouri Water Project

Jeff Kormann, Technical Assistance Provider



In many ways the city of Morrison, Missouri is similar to most small towns Midwest Assistance Program, Inc. (MAP) often assists. At some point in the 1930s, the city took advantage of the opportunity to obtain surplus piping from the 1904 St. Louis World's Fair to develop a central water distribution system. A 48,000-gallon storage reservoir was constructed then constructed during the 1930s. Later improvements included a new well in 1957, and a significant upgrade in the early 1990s which included new distribution lines and a 35,000-gallon standpipe.

Fast forward to 2011, and a time when the wheels seemed to be coming off the wagon for Morrison's drinking water system. The storage reservoir was showing its age and triggering sampling violations by allowing rainwater to flow directly into the distribution system. The reservoir was only one of a number of substandard system components, including the adjacent well house and an improperly abandoned well. This prompted the Missouri Department of Natural Resources (MO DNR) to issue an Administrative Order of Consent (AOC) and establish a schedule for addressing several items of deficiency. To help the community address these challenges, MO DNR funded a preliminary engineering report that carried what the Board of Aldermen felt was an excessively steep price tag. The city chose the route of addressing the action items in the AOC one by one as local resources permitted, a strategy that eventually triggered the imposition of a fine, which was paid in accordance with MO DNR requirements. Eventually, they whittled the list down to the most costly and contentious item—DNR's requirement to renovate, replace, or retire the over 80-year-old reservoir. Finding stand-alone grant funding unavailable and with the scope of work considered too small for either USDA-Rural Development or the State Drinking Water Revolving Loan programs, the Board found itself in a position of having to "pick your poison" from among several unappealing options. One of the options included mortgaging their handsome city park, to avoid additional financial penalties or other legal actions being taken by the primacy agency.



Enter Midwest Assistance Program (MAP) and the resources of the Rural Community Assistance Partnership (RCAP) network into the equation. Based on information from an area contractor to reline the tank and replace the current lid with a concrete cover, MAP Technical Assistance Provider (TAP) Kormann was able to submit a successful application to Com-



munities Unlimited (the Southern RCAP) for a \$95,000 loan leveraged by slightly over \$16,000 in available local cash. MAP then produced a rate study which projected the city would need to increase water rates by nearly 30% in order to make monthly payments against the 15-year term and accumulate some cash reserve for short-lived asset replacement. The Board agreed that this increase, while no doubt painful for the many local customers who were elderly or on fixed incomes, was still significantly less than what would have apparently been required by public funders. Contracts were signed with the general contractor and a local firm for final engineering design and construction inspection services. When delays did occur, TAP Kormann drafted a letter for the city to submit to MO DNR through which they were granted a time extension for completion of the work to June 30, 2018.

That spring, however, the municipal elections produced a surprise. Mayor Sam Birk, who had served in that capacity for 40 of the previous 42 years, declined to retain office on the basis of write-in votes leaving the city without a mayor for nearly six months. Along with

Rate Studies – Why are they Necessary?

By *Aubrey Neussendorfer, Technical Assistance Provider*

Often times the most difficult issue an elected official must deal with is if their utility rates bring in enough income to cover the costs of the utility. Some state laws mandate that any municipal utility must be self-sufficient. However, it is best practice even if law does not require it.

Revenues collected from utility sales, services, and any additional sources must equal expenses, operating and non-operating costs in a utility. What is paid into the system must at least equal what is paid out.

This concept can be a source for many disagreements between elected officials, and between elected officials and users within the utility system. These disagreements can evolve into the idea of changing rates or having a rate study completed. Both options are often avoided, however, it is the elected officials' duty to work through these difficult tasks to ensure the utility is sustainable and in a good place moving forward to continue to provide the best quality of product and services to its users.

The best time to complete a Utility Rate Study is during the annual budget preparation process. During this process, financials and expenses for the next year are reviewed, planned and discussed. When a rate study is completed during the annual budget process, it allows for small, annual increases to the rates to be implemented. This will accommodate for things such as inflation or building reserves for future improvement projects. These gradual annual rate increases will be easier to implement and be more acceptable to users of the system, as opposed to implementing large, sporadic increases.

Each year, as new rules and regulations are passed, expenses incurred by utilities will continue to increase. With so much of the utility's infrastructure underground, it is hard for elected officials to understand where those dollars are spent. The items used within a utility system are expensive, essential capital costs. Regular improvements to a utility

results in a safe and healthy environment, and promotes economic growth for the community.

Four factors should be considered when establishing a good rate structure for your utility:

- Generate adequate income to pay for the total cost of the system,
- Distribute the costs of the system fairly across all user classes,
- Allow for the customer accounting to be easily performed, and
- Be easily understood and accepted by the consumer.

It is very important to have the customer understand and accept the rate structure officials adopt and implement. A utility will receive more customer support if the rates are fair and equitable to all user classes. Elected officials should also consider how the rate structure affects the billing procedures performed by utility staff. If a complex rate structure is implemented within a small utility system, it will not only increase the costs to administer, but also confuses the users and ultimately leads to less acceptance of other management policies in the future.

Many other functions can be built into a rate structure to accommodate the specific needs and goals of a utility. For example if an elected board wishes to promote water conservation, a rate structure can be designed to increase based on water consumption by users. This type of rate structure is called an "increasing block rate". Alternatively, if an elected board would like to provide a service to low-income consumers at a price below the actual cost of producing the water this is called a "lifeline rate".

Rate Studies should become a routine and essential tool utilized by elected officials within every utility system. If you would like assistance in having a rate study completed for your utility, please contact MAP at map@map-inc.org and a Technical Assistance Provider in your area will contact you.

RCAP Support...continued from Pg. 6

that, the city clerk stepped down citing job responsibilities, and turnover on the Board deprived the project of its two major advocates. The contractor, citing prior scheduling commitments, did not begin work when expected and the entire 2018 construction season was lost. At this point the project appeared to be in serious jeopardy, and MO DNR's patience was definitely being put to the test.

This is where perseverance came in. Although not authorized to speak directly for the city with MO DNR Enforcement, TAP Kormann remained in contact with their staff while Board President Koenigsfeld was able to obtain another time extension to June 30, 2019 with no additional fines imposed. Just as the contractor was preparing to mobilize in November, early wintry weather intervened and the project was once again delayed. As spring arrived, concrete began pouring to create a new liner and roof for the reservoir. Additional work, including replacement of the dilapidated wellhouse, did generate a cost overrun but by late June, the work was substantially complete. Once final cleanup and punch list items are completed, it is expected that MO DNR and the city will be able to formally close the book on this very interesting and challenging project.

Today the 139 citizens of Morrison--that unique little community located in both the hills and valleys of Central Missouri--enjoy the benefits of the world's most important resource, safe drinking water.

The Forgotten Utility Team-members

Michelle Pond, Technical Assistance Provider

Customers are the main reason systems exist, and yet they are often overlooked when it comes to making decisions. They are the end users, the primary source of income, and the electors for your governing body. Educate them and get them involved with their system. Community engagement is key to providing quality service and building transparency and trust.

Having a communication plan is indispensable to reaching as many customers as possible. There is no one-size-fits-all for communications. Remember that it will likely take several forms of communication to really reach everyone and make a strategy that will work for your community. In general, it is effective to make messages personal. Relate it to their pocket book. Relate it to the health of their family and the community as a whole.

When was the last time you stopped and thought intentionally about how you communicate with and involve your customers? The following are a few ideas about conversation topics and ways to reach your customers. Your local Midwest Assistance Program (MAP) Technical Assistance Provider (TAP) is able to support these outreach efforts, as needed.

Important conversations to have:

Budgeting and rates:

In some states, public meetings are required by law when increasing rates. Whether it is required or not, it is important to communicate and be transparent through the budget and rate review process, including outreach on how the public funds are spent, what maintenance has been done, and what still needs to be done. Encourage public participation and understanding. Customers are more likely to support rate increases if they understand all the work and resources required for delivering their water or sewer service. Making small annual rate increases is generally more acceptable to customers than large infrequent jumps in price.

Complaints:

Customer complaints can be an efficient form of feedback for your system. Complaints of change in water taste, new odors from your lagoon, sewage backflow, or main breaks may alert you of important issues you can address. Others concerns may be less urgent or beyond your control. However, having a consistent process of listening to, recording, and (when reasonable) addressing complaints helps maintain positive relations with your customers and stay in tune with what the community cares about.

Plans for water quality alerts and emergencies:

Talk about emergency scenarios before they happen. Have a plan and make sure that everyone understands it. Consider having contact lists and template notices pre-written for quick delivery and think about how you will get the message out to everyone in a timely manner. Ensure your customers know where to look for information and who to contact with questions.

What does the customer actually care about?

You are legally bound to meet regulations to protect public health. Beyond that, you have some room to define the specific level of service your utility will provide. It is important that you communicate and try to address your community's concerns. Generally, customers are most concerned about their bill, so prioritize minimizing costs while still delivering a quality service. After cost, consumers may care about the taste of chlorine in their water or have health concerns about the presence of fluoride and lead piping. Others may prioritize having higher pressure or enough water to be able to keep their lawns green. Ask and listen. Setting community-specific goals and showing that you are working to meet those goals is a great way to grow customer support.

Leaks within the home:

Educate your customers about leaks and their impact on operational costs. Explain that it is not just the customer's bill that increases, but that the water system also needs to treat and distribute more water and the wastewater system has to deal with a larger volume of diluted influent, both of which can increase expenses for all users. Make sure they know to check regularly and empower them by teaching simple ways to detect leaks (visual checks, monitoring meter usage, placing food dye in the toilet tanks, etc.)

Illegal dumping or pumping:

Illegal dumping can overload wastewater systems and has potential to have negative effects on treatment as unknown substances enter the system. Illegal pumping puts water systems at risk of contamination from cross connections or backflow and infrastructure damage from improper use of valves and hydrants. Customers can be the eyes and ears to help inform of improper use of the system, if they know what to look for and who to contact. This can prevent potential damage to your system and ensure authorized users cover the cost of service.

Encouraging proper pretreatment:

Targeted outreach to customers with excess fats, oils, and grease, or other high strength loads, can prevent significant issues in your wastewater system. Encourage restaurant owners to teach their staff to scrape plates thoroughly before washing and to maintain their grease traps. Ensure industrial customers have the proper pretreatment. Make sure septic and portable toilet pumpers know not to dump large slugs of waste into the system without approval.

To flush or not to flush?

There are stories of trash wreaking havoc for wastewater systems - a single yellow LEGO block destroys a pump, costing thousands; a utility is forced by lawsuit to purchase an adjacent cabin property after crows started dropping contaminated trash from the lagoons on it; lagoons whose useful lives are cut short from excess sludge build up due to indigestible items making it through the system. A headworks system may still be prudent, but consider investing time into public education as a first line of defense. You have seen all the tampon applicators, floss, and “flushable” wipes fouling your system but, for most customers, it’s “out of sight, out of mind.” Consider providing lists of what can and cannot be flushed. Talk about the problems and costs associated with improper disposal.

Strategies for outreach:

Public meetings:

By many state standards, any time a quorum of your governing board or council is present, it may be considered a public meeting, which should have an agenda posted for public notice. Agendas should include opportunities for public participation. Remember, the public should be a part of your decision making process, as they are your customers. Public participation should not just be allowed, but actively encouraged. Consider having a process for accepting topics from the public for future meetings; this allows for proper planning, for both time and ensuring the appropriate people are in attendance to answer concerns, and shows a willingness for open communication from both sides.

Community confidence reports and bills:

Bills and community confidence reports are sent to every customer already. Adding educational blurbs and info sheets is a great way to contact your entire audience regularly while helping to maximize the value of administrative time and expense.

Public events:

Being present at public events can be a powerful form of outreach. It gives you a chance for direct conversations and discussion. Law enforcement and fire are often pres-

ent - give voice to this other component of community health and safety work. Set up a booth and be prepared to talk about your system at school events, elections, farmer’s markets, festivals, etc.

Websites:

Websites are powerful tools to highlight information about your system. They can be updated easily (think public meeting announcements and agendas) and yet are also useful for archiving large amounts of information for future reference (think meeting minutes and project information). Having information accessible online encourages public awareness and participation and potentially saves administrative time filling information requests. Establishing a website from scratch takes some thought and planning. Paid and free options exist. Paid options tend to involve a one-time design fee plus annual fees to maintain the address. Most free options give you a web address in exchange for some advertising space on the site and many require you to design the site yourself. This is much simpler than it sounds. Do your research to find an option that will work your system. If no utility staff are comfortable working on websites, consider creating an internship for a local high school or college student to establish or optimize your website.

Social media:

Depending on your community demographics, social media can be a great free way to get current information out to your customers. It is easy to update and easy to access. Note: it is recommended to have social media pages supplement, rather than replace, websites. Facebook, Instagram, and Twitter are the three predominant sites. There are also apps such as NextDoor, which create forums for specific neighborhoods to communicate - joining something like this would allow more targeted outreach during construction or repairs. Again, if you don’t feel comfortable setting this up, consider enlisting help from the younger generations of your community.

Posters and flyers:

Simple printed flyers can be quite effective when properly located. Target the most publicly visible locations you have in your community. This may include local schools, post offices, community halls, senior centers, vet’s halls, gas stations, restaurants, and more. Consider posting on public bathroom doors – you have a captive audience, and the information is likely timely.

Direct training and conversations:

Sometimes targeted outreach is the most effective. If there is a subset of your customers dealing with issues, such as pretreatment, consider putting on a training for them or ask your local MAP TAP for help with this.

SOURCE

Midwest Assistance Program, Inc. Central Office

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Source Mission:

To provide information for the clients of the Midwest Assistance Program so they better understand the programs and services MAP offers to help them improve their communities and tribal associations; and to showcase the expertise of MAP employees.

FIND US ON FACEBOOK!

MAP Source is funded through a grant from the HHS/Office of Community Services and prepared by the Midwest Assistance Program, Inc. Material not otherwise attributed was written or redacted by the editor.

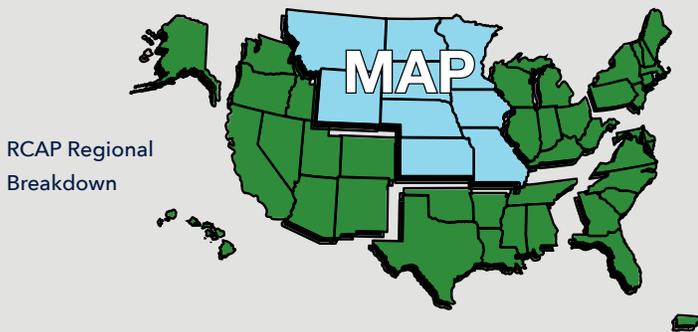
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The Midwest Assistance Program (MAP) is a member of The Rural Community Assistance Partnership (network). RCAP is made up of a total of six regional partners including MAP.



MAP has been helping communities and tribal nations meet their infrastructure and development needs through information, resource management, expertise and technical assistance since 1979. MAP provides solutions to more than 400 such communities each year in Iowa, Kansas, Minnesota, Missouri, Montana, Nebraska, North and South Dakota and Wyoming. Through individualized support from MAP staff, residents are given the knowledge and tools to revitalize their communities. MAP staff members live in the communities served and have a deep commitment to the strength, vitality, and future of rural America.



Midwest Assistance Program has been designated and approved vendor by the General Services Administration, which means:

- MAP is a GSA-approved contract holder
- Agencies can bypass the full request-for-proposal process and come directly to MAP
- Less delay getting projects underway

MAP is the first member of the RCAP network to receive this designation.