League of Women Voters of Minnesota Records

Copyright Notice:

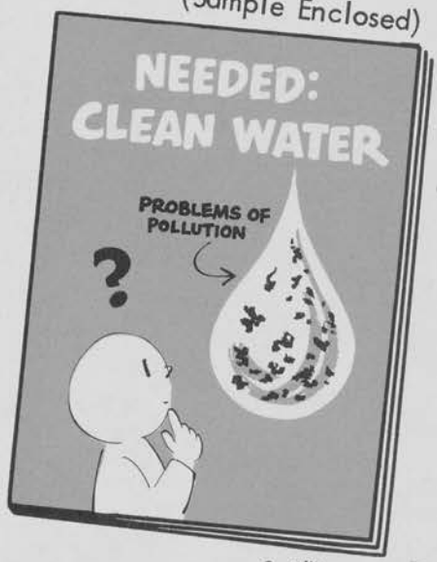
Version 3
August 20, 2018

ATTENTION:

Groups and organizations concerned with

PREVENTING WATER POLLUTION

(Sample Enclosed)



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- meetings
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_____, 1965

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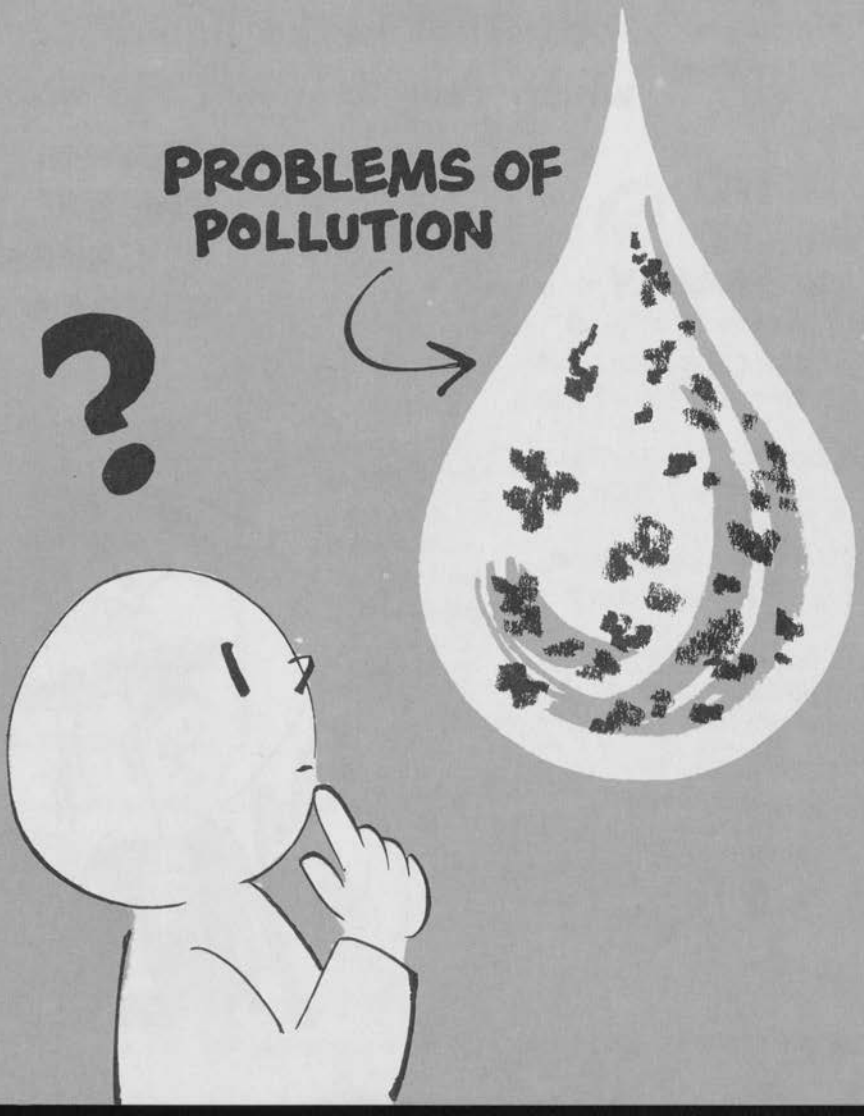
[1965?]

NEEDED: CLEAN WATER



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Version 3
March 18, 2019

League of Women Voters of the U.S.
1200 - 17th Street, N.W.
Washington, D. C. 20036

February 19, 1965

STATEMENT TO THE HOUSE PUBLIC WORKS COMMITTEE

IN SUPPORT OF
AMENDMENTS TO THE FEDERAL WATER POLLUTION CONTROL ACT

by
THE LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

The League of Women Voters of the United States is glad that amendments to strengthen the Federal Water Pollution Control Act are receiving consideration so early in the life of the 89th Congress. We are sure that public interest and concern about water is greater than ever before. League members know that citizens have long been deeply concerned about the health aspects of their water supply, but now we see a broader interest developing, a concern for water quality as it affects our total environment.

The League of Women Voters is constantly urging local and state governments to work responsibly for improved water quality. Local Leagues in many parts of the country try hard to build community support for bond issues to build sewers and sewage treatment plants. Many state Leagues put much effort behind legislation for stronger state control of municipal and industrial pollution, larger funds for enforcement agencies, state grants for treatment plant construction. One state League is supporting mandatory certification of sewage plant operators.

At the same time, the League thinks that gradual strengthening of federal water pollution control programs has been and will continue to be important to water quality improvement. We have supported amendments to strengthen the Federal Water Pollution Control Act in the 86th, the 87th, and the 88th Congresses. We would like to go on record in support of amendments under consideration today.

. . We think it desirable that an affirmative statement of purpose be included in the Act, as H.R. 3988 provides.

. . We whole-heartedly support the bonus to encourage treatment plant construction in accord with a metropolitan plan. Many Leagues have interested themselves in metropolitan problems and/or in development of a particular service for a metropolitan region. Their experience has convinced League members of the necessity for area-wide metropolitan planning.

. . We endorse the proposal in H.R. 3988 for a higher ceiling for individual projects and for projects that will serve several municipalities. League members have found in their home communities that the present dollar maximum serves as a real inducement only to smaller municipalities. We expect middle-sized cities to benefit most from the change, for even the higher ceiling proposed will not supply enough federal aid to make an appreciable difference to really big cities like New York, Chicago, or Philadelphia.

. . We are glad to see that a beginning is being made on the problem of combined sewers.

The League has no position for or against transfer of water supply and pollution control responsibilities of Health, Education, and Welfare to a separate Administration within that Department, but we would like to raise one question. Can an agency be strong enough to carry out the responsibilities for enforcement of P.L. 660 if all other present important means toward attaining better water quality (research, investigation, training, information, grants for research and development of combined sewers, grants for water pollution control programs, and construction grants for treatment plants) are separated from enforcement and retained in the Bureau of State Services as the bill passed in the Senate (S. 4) would permit? Will such division of services be a move toward worse rather than better coordination?

The League is neither supporting nor opposing authorizing the Secretary to set federal stream standards. It is not that we are worried lest this provision unduly increase federal participation in pollution control. We understand that under the proposals in H.R. 3988 federal stream standards will be established only where states do not themselves assume responsibility for setting water quality standards which protect public health and welfare and adequately prevent, control, and abate pollution. As we said in our testimony to this Committee in 1963:

> The League of Women Voters of the United States does not regard the federal government as the enemy of the states. We are convinced that if localities, states, and interstate agencies get on with the job of cleaning up the water, they need not worry about federal interference under the amendments proposed....

However, the League is concerned about stream standards in another way. Reports from state and local Leagues have shown that setting standards for sections of water does not necessarily mean protection or improvement of water. Standards lead to classification which often perpetuates existing poor conditions and becomes a tactic to delay improvement. We think that there were states where expenditure of the same amount of money, time, and effort on enforcement, grants, or technical assistance might have been of more practical benefit than standard setting. Violation of a technical standard is difficult for people to follow. It is for experts, not for the public, and so community interest flags. Yet public opinion is the most important lever of a democratic society. If federsl stream standards are authorized by H.R. 3988, we hope the legislative history will show a clear intent to upgrade water quality thereby.

1965 STATE SPONSORS
and
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POLLUTION

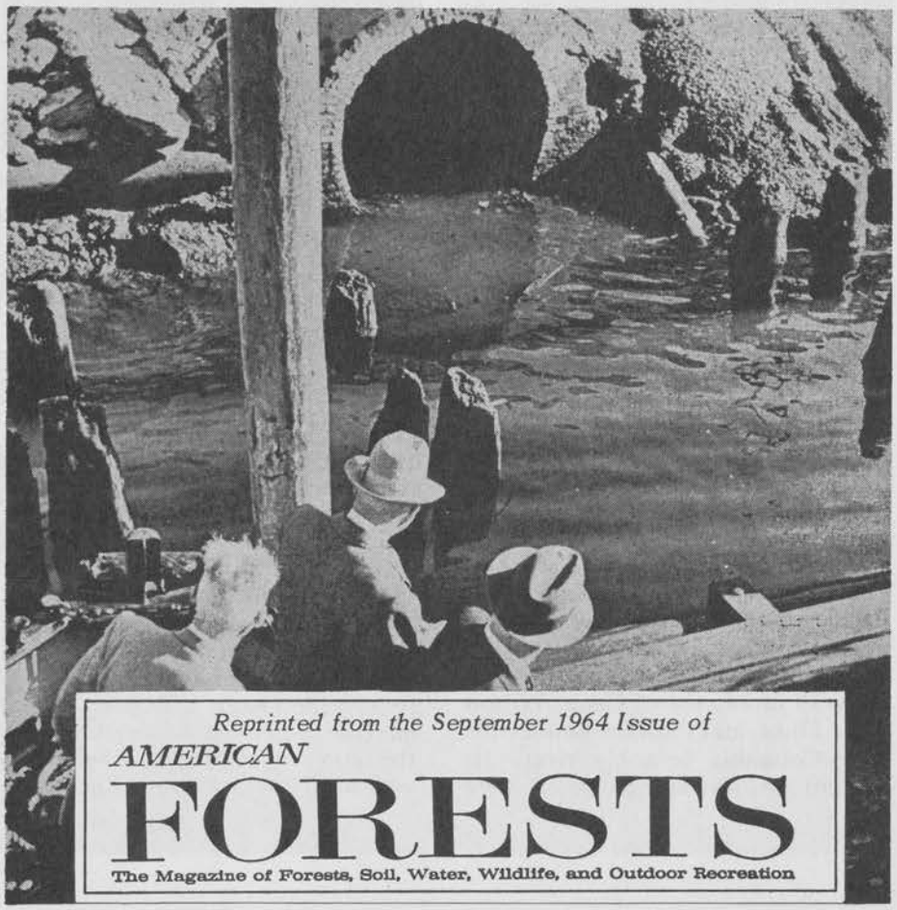
EVERYBODY'S FIGHT

By JOHN CLARK HUNT

ONE would think that the Pacific Northwest, a region blessed with shining streams, rivers and lakes, would have clean, pure water for every purpose. True, the high country snowbanks are still clean and pure. Rain falls on millions of acres of national forests and trickles down to feed these streams and rivers. This water is clear and clean. But what happens to it after it leaves the high beauty of the Rockies and the Cascades and the shining green of the forest?

As an example let's trace the Snake River to see what man has done to it. The Snake, rich in history and the lore of Indians, mountain men, and the wild frontier, is born in one of the spectacularly beautiful spots of the nation. It begins at Shoshone and Lewis Lakes in Yellowstone National Park between Yellowstone Lake and Jackson Hole. At first it is a wild, sparkling mountain stream. Then it enters Jackson Lake, emerges larger and stronger, and roars down a vicious canyon where Wilson Price Hunt and his American Fur Company companions, known as the Astorians, almost died of starvation and exertion in 1811 when they tried to follow the canyon west to

Portland city officials inspect an old sewer outlet; last summer the oxygen content of the lower Willamette River was at fish killing level from commercial pollution



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Version 3
March 18, 2019

NATIONAL WILDLIFE FEDERATION, 1412 Sixteenth Street, N.W.,Washington,D.C. 20036

TO : STATE AND LOCAL WILDLIFE WEEK CHAIRMEN

FROM: THOMAS L. KIMBALL, EXECUTIVE DIRECTOR

RE : SUGGESTED NEWS RELEASES AND EDITORIAL MATERIALS FOR USE BEFORE AND DURING NATIONAL WILDLIFE WEEK, March 14-20, 1965.

Attached are press releases and editorials suggested for state and local use as part of the 1965 National Wildlife Week observance. While these materials are designed for NEWSPAPER use, they also may prove of value in RADIO or TELEVISION interviews and in TALKS before school and civic groups.

Some of the releases, supplemented by art work, photographs and cartoons, might form the nucleus of a special National Wildlife Week newspaper page sponsored by advertising of local firms which sell outdoor equipment, including hunting and fishing gear. Many newspapers might work up such a page if the suggestion is made (SEE SAMPLE LAYOUT IN THIS PACKET).

Releases No. 1 and 2 (Pink) are for use at least three or four weeks in advance of March 14. They require only the insertion of the name of the state chairman or local chairman and the state affiliate that is sponsoring National Wildlife Week.

Releases No. 3, 4, and 5 (Yellow) can be used during Wildlife Week, March 14-20, as they provide positive suggestions for citizen action on the need to prevent and control all forms of pollution for the benefit of present and future generations.

A FINAL REMINDER: Don't overlook the opportunity to publicize National Wildlife Week through the use of PROCLAMATIONS issued by the Governor of your State or the Mayor of your Town. (See attached sample)

Attached: NEWS STORIES, FEATURES, EDITORIALS.

(11/64)

SAMPLE LAYOUT

NATIONAL WILDLIFE WEEK 1965
POLLUTION --"FIGHT DIRTY WATER"

National Wildlife Federation
1412 Sixteenth Street, N. W.
Washington, D.C. 20036

SUGGESTED LAYOUT FOR SPECIAL WILDLIFE WEEK PAGE,
March 14-20, 1965.

HEADLINE ON PLANS FOR LOCAL WILDLIFE WEEK OBSERVANCE

COPY

SPECIAL BOX FEATURING AGENCIES OR GROUPS PARTICIPATING IN WILDLIFE WEEK

COPY

LOCAL WILDLIFE WEEK PHOTO

SPECIAL BOX FOR PROCLAMATION BY MAYOR OR GOVERNOR ON WILDLIFE WEEK

COPY

COPY

LOCAL AUTO OR TRAILER DEALER

Advt.

EDITORIAL
"FIGHT DIRTY WATER"

LOCAL SPORTING GOODS STORE

Advt.

LOCAL SERVICE STATION

Advt.

LOCAL HOTEL OR MOTEL

Advt.

LOCAL CONSERVATION CLUB (Membership?)

Advt.

LOCAL CLOTHING STORE

Advt.

NATIONAL WILDLIFE FEDERATION, 1412 Sixteenth Street, N.W.,Washington,D.C. 20036

1965 NATIONAL WILDLIFE WEEK NEWS RELEASE NO. 1

_____ NAMED STATE WILDLIFE WEEK CHAIRMAN;
(Name of Chairman)

POLLUTION ABATEMENT IS THE THEME, AND THE SLOGAN IS "FIGHT DIRTY WATER."

_____ of _____ has been named state chairman
(Name) (City)

to direct the 1965 National Wildlife Week observance in _____
(State)

for the _____, which
(Name of state affiliate or sponsoring organization)
joins with the National Wildlife Federation in sponsoring this annual conservation education project during the period of March 14-20, and throughout 1965.

National Wildlife Week is held each year during the week in which the first day of spring occurs, and was first proclaimed by President Franklin D. Roosevelt in 1938. Since that time National Wildlife Week has served to focus public attention on the importance of natural resource conservation and highlights specific conservation issues.

This year the theme will be POLLUTION ABATEMENT and the slogan is "FIGHT DIRTY WATER." Positive steps which can be taken by citizens and government agencies on the local, state, and the National level to control or eliminate pollution of all kinds will be emphasized during the 1965 observance, according to _____.
(State chairman)

Individuals and organizations interested in cooperating with the _____ in this important effort to encourage
(Sponsoring organization)

all citizens to learn what they can do to prevent and control all forms of pollution are urged to contact: _____ of
(State chairman)
_____, _____ for further information.
(Street address) (City)

NATIONAL WILDLIFE FEDERATION, 1412 Sixteenth Street, N.W., Washington, D.C. 20036

1965 National Wildlife Week -- Suggested News Release No. 2

NATIONAL WILDLIFE WEEK TO EMPHASIZE
PROBLEMS IN WATER SUPPLY, POLLUTION

Water, America's most vital natural resource, will be the center of attention during National Wildlife Week, March 14-20. Members of _____ (State affiliate or local club) are asking every citizen to join them in efforts to insure enough clean water for America's present and future needs.

"By 1980 -- only 15 years from now -- America will need 600 billion gallons of water each day," says _____ (Name of Chairman), State Wildlife Week Chairman. "By the year 2,000, we will need a trillion gallons daily. It would take a tank car train 600,000 miles long to haul it. But unless we can find a cheap way to convert salt water to fresh, hydrologists estimate our maximum fresh water supply will be only 650 billion gallons a day."

The _____ (State) Wildlife Week chairman emphasized the fact that with this increasing demand for fresh water, the only answer is to re-use existing water supplies. "Some authorities say we will need to re-use our water six times by 1980," he said. "This is the reason water pollution control is the most important conservation program in America today."

"We urge every citizen of this state to put our slogan "FIGHT DIRTY WATER" into practice, " _____ (Name) proclaimed. "Wastes from our homes, factories, farms, boats and numerous other sources are reducing our supplies of useable water. First we must invest more money in city and industrial water treatment plants. Second, we need more research to find better ways to treat water so that it can be re-used and re-used to meet our growing needs. Finally, we must support strong anti-pollution laws for our rivers, streams and lakes."

National Wildlife Week, sponsored by the National Wildlife Federation and its state affiliates, such as the _____ (Name of Affiliate), has been held each year since 1952.

NATIONAL WILDLIFE FEDERATION, 1412 Sixteenth Street, N.W., Washington,D.C. 20036

1965 National Wildlife Week -- Suggested News Release No. 3

NATIONAL WILDLIFE WEEK OBSERVANCE
SCHEDULED BY CITIZEN ORGANIZATION

National Wildlife Week, scheduled for March 14-20 this year, is one of the many worthwhile conservation education projects sponsored by the National Wildlife Federation, headquartered in Washington, D.C.

Representing some two million members of state conservation organizations, individual contributors and associate members, the Federation was organized in 1938 to coordinate citizen efforts in sound management of the nation's natural resources -- soils, waters, forests, rangelands and wildlife -- through educational programs. The Federation publishes the bi-monthly CONSERVATION NEWS, the weekly CONSERVATION REPORT, and provides numerous conservation education leaflets for teachers and school children, and other services as part of its educational program. The privately-financed organization also awards, each year, a number of scholarships and fellowships to college students majoring in conservation and distributes information on conservation problems to the public through newspapers, radio and television stations.

The observance of National Wildlife Week is conducted at the local level by sportsmen's clubs, conservation clubs and other groups which are members of the state affiliate of the National Wildlife Federation. Valuable assistance is provided by state government conservation agencies.

This year National Wildlife Week will focus public attention on the problem of pollution control and prevention in America's streams, rivers, lakes and reservoirs. Using the slogan -- "FIGHT DIRTY WATER" -- the Federation is seeking public awareness and support in efforts to ensure adequate, clean water supplies so necessary to America's growth and prosperity.

NATIONAL WILDLIFE FEDERATION, 1412 Sixteenth Street, N.W., Washington,D.C. 20036

1965 National Wildlife Week -- Suggested News Release No. 4

WILDLIFE WEEK FILLERS

Water is America's most valuable and used natural resource, claims the National Wildlife Federation. By 1980 the nation will need an estimated 600 billion gallons of water daily. By the year 2,000, a trillion gallons. National Wildlife Week, which will be sponsored by the Federation, March 14-20, is designed to make every American aware of the need for pollution control.

* * * *

Although a person could survive on only 6 pints of water per day, Americans are using at least 150 gallons per day in their homes, reports the National Wildlife Federation. During National Wildlife Week, March 14-20, the Federation is calling on every citizen to help "FIGHT DIRTY WATER" -- and keep America's supply of water clean and useable.

* * * *

Unless we can find an economical way to convert salt water to fresh, America will soon run short of water, reports the National Wildlife Federation. By the year 2,000, the nation will need a trillion gallons per day, even though the maximum fresh water supply then will be only 650 billion gallons a day.

* * * *

Control of pollution is America's most pressing conservation problem, says the National Wildlife Federation. By 1980, the nation will need to re-use existing water supplies at least six times in order to meet domestic, industrial and agricultural needs.

* * * *

America is blessed with adequate water supplies, says the National Wildlife Federation, but the country is faced with an acute water shortage unless steps are taken immediately to halt water pollution. By cleaning up streams, rivers, lakes and reservoirs, water can be used many times to supply human needs, but already, some parts of the country face economic disaster because of dirty water.

* * * *

Water consumption in the United States is the key to the American standard of living, reports the National Wildlife Federation. A large paper mill requires 50 million gallons of water per day. It takes 18 barrels of water to produce a barrel of oil, 25 gallons of water to produce a gallon of aviation gas, 250 tons of water to make a ton of steel. That is why the Federation has selected water pollution control as the theme for the 1965 National Wildlife Week observance, March 14-20.

* * * *

Those who use water, claims the National Wildlife Federation, must return it to rivers, lakes and streams as nearly clean as possible. During National Wildlife Week, March 14-20, the Federation is calling on every citizen to support efforts on the local, state and national level to increase research on pollution control methods and enforce anti-pollution laws.

* * * *

NATIONAL WILDLIFE FEDERATION, 1412 Sixteenth Street, N.W.,Washington,D.C. 20036

1965 National Wildlife Week -- Suggested Editorial

POLLUTION CONTROL DOESN'T COST -- IT PAYS

Every citizen of this state and nation should take an active interest in this year's National Wildlife Week observance, March 14-20. Sponsored annually since 1952 by the National Wildlife Federation, the world's largest citizen conservation organization, the observance is designed to focus public attention on an important conservation problem. This year, the subject is pollution control and prevention.

Clean water, of all our natural resources, is the most important and the most vital asset to every human being. Without it, there would be no life on this planet, and there is no synthetic substitute. And, we Americans are consuming water at an amazing rate.

Although each of us could survive on only six pints of water per day, we are using an average of 150 gallons per day for domestic purposes -- drinking, bathing, cooking, doing the laundry, washing the car, watering the lawn, flushing toilets, and for other purposes. But it takes much more than that to provide us with our food, clothing, and other things we use to maintain our high standard of living. Even if we could live by bread alone, the water required to grow the wheat would come to 300 gallons per day per person. Another 2,500 gallons per day is needed to produce the milk, butter, eggs, cheese and meat which make up so much of the present American diet. The total amount of water required to maintain our present standard of living actually comes to about 15,000 gallons per person per day.

As the National Wildlife Federation points out, the only way to supply that much water for present and future populations is to make every gallon in our rivers, streams, lakes, reservoirs and irrigation systems count. We must stop pollution -- domestic, industrial, and agricultural -- before it starts, clean up waters that have been polluted in the past, and make every gallon available for more than a single use.

By 1980, America will need 600 billion gallons of water each day. We cannot afford to wait in the hope that additional water supplies, such as converting salt waters into fresh, will be available. The time to FIGHT DIRTY WATER is now!

SUGGESTED PROCLAMATION
for
GOVERNORS or MAYORS

A PROCLAMATION
NATIONAL WILDLIFE WEEK
March 14-20, 1965

WHEREAS, the people of _____ are dependent
(Name of city or state)
upon the natural resources -- soils, water, forests, grasslands, air, minerals, and wildlife -- to sustain life and contribute to the commerce, agriculture and recreation of future citizens of _____,
(Name of city or state)
and,

WHEREAS, pollution in all forms is a serious threat to wildlife, property values and to human health and welfare, and,

WHEREAS, pollution of the air, water, and soil can effect the economic and social values of the communities of this state, and,

WHEREAS, prevention and control of pollution in all its forms must become the responsibility of each citizen of this nation, and,

WHEREAS, March 14-20, 1965, will be observed across the nation as NATIONAL WILDLIFE WEEK, a time during which every community, industry, and any user of water, soil and air will pledge that the control and prevention of all forms of pollution will be actively pursued. This nation cannot afford any longer to despoil and destroy its life-giving natural resources, the air, soil, and water, now,

THEREFORE BE IT RESOLVED, I, _____, of the
(Name of Governor or Mayor)
_____, do hereby proclaim March 14-20, 1965, as
(Name of city or state)
NATIONAL WILDLIFE WEEK.

TO: The Board
FROM: Lois Mann
SUBJECT: NSP

On March 30, League members were invited to attend a Water Resources Seminar at the St. Anthony Falls Hydraulic Laboratory. The model of Lake St. Croix was put into operation to demonstrate the stratified nature of the flow and the spreading of the stratified water if the proposed thermal discharge occurs.

Northern States Power contracted with the Laboratory to have this model built. The operation of this plant requires cold water for condenser cooling which will be taken out of the St. Croix River and then returned to it with a higher temperature at a different location. Actual water temperatures were not predicted by the model, but the currents of the model study were used to predict river temperatures by calculation.

Professor Edward Silberman of the Laboratory spoke on the physical factors of the thermal pollution problem on Lake St. Croix. He stressed that what he discussed was learned from data gathered in relation to the model.

NSP decided to use a method of stratifying warm water rather than mix the water reentering the river as is done in several of their plants on the Mississippi. This then worked on the application of different densities with different temperatures of water. The study then determined flow pattern, temperature loss, thickness and amount of spreading of the layer and how far the flow might extend at certain temperatures and weather conditions.

Professor Smith, Department of Entomology, Fisheries and Wildlife, spoke on the biological factors of the thermal pollution problem on Lake St. Croix. First of all, he defined pollution in this way: the addition of anything to water or air that wouldn't normally occur there. Usually we think of pollution as instigated by man. It is detrimental if it makes water less usable for the next use. He then related his biological factors to the studies of the model and what they indicated. He named the disadvantages that could occur to biological life and commented as to the model's possible effect.

Heat barrier - this did not appear to be a problem. The only obligatory movement would be for spawning purposes and would likely occur in early spring when the water would be cooler.
Possible shifts of the layer - this could be due to wind and would be accompanied by dilution. It would seem to give ample passage room, as temperatures increase fish would seek cooler water.
Change in species - If the entire body of water considered were to be warmed considerably, it could drive species out. The layer effect would give the fish normal water temperatures.
Heat shock - shifts of heated water would be slow compared to movement of fish.
Bottom invertebrates - a very small proportion would be in contact with water.
Algae growth - the increase very probably would occur but for a short period of the year. The intake of cool water that would be discharged as a surface layer might have a mitigating affect.

Questions were asked only to the topics. There were many other areas of concern about the proposed plant location that were not brought out in this discussion. The speakers did not consider them less important, but they were not prepared to answer the other points.

Through news releases, editorials, letters to the editors, conversation and hearings, we have been listening to the pros and cons of the NSP location. We have heard the figures of size and cost of the proposed plant. We have also heard the plea against

this from home owners and boaters. We all have been exposed to this information about the same time. Our interests have helped to form our opinions.

It is interesting to notw that although members of the League, particularly me, felt as though we were out of step, there has been a movement of League activity indirectly affecting this situation. This is the response to the Time for Action on the Water Resources Planning Act. Isn't this the way that we would prefer to see such problems met? This Act will provide for study, coordination and planning. Evidently thought so as they responded. This legislation was passed in the House by a unanimous vote.

Now we may have an opportunity to help put this procedure to work. A bill has been introduced into the legislature to set up a Minnesota - Wisconsin Boundary Commission. A request has been prepared for permission from the national Board to take action on this legislation under the national Water Resources item.

At the present time the Conservation Commission and the Water Pollution Control Commission are deliberating on their decision to approve or disapprove the NSP plant location. The pressure is on from both sides.

Is this the time to call attention to League members, or the two Commissions, or the public our national stand? Or do we continue to work for national legislation, and the proposed state legislation if permission is granted under the national item? It is not as earth shaking but may indirectly answer the need of the St. Croix River Basin (as well as other river basins) more effectively and may merit the kind of backing the League can give.

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

March 12, 1965

TO: Local League Presidents (Copy to State League Presidents)

FROM: Mrs. Robert J. Stuart

The CURRENT REVIEW OF WATER RESOURCES, Number I, March 1965, which you are now receiving is a different kind of publication than you may have anticipated. In the September 1964 NATIONAL BOARD REPORT we told you that this spring we would be issuing a substantive publication for leaders, and here it is.

It is not intended to be used as a basis for a League meeting. Since the League started work on this item in 1956 there has been a growth in the multipurpose concept of water development. Now the federal government performs many services to help states, counties, towns, and special districts with this concept very strongly in evidence. You will note too that there is evident cooperation between various agencies within the federal government.

We know of no other place where the specific information in CURRENT REVIEW OF WATER RESOURCES, Number I, is gathered together. We think Leagues will find this information helpful to them when they talk to their local and state officials. In many places Leagues will want to place this publication in the hands of their city and county councilmen as a tool for them. Unless your Congressman has spent years on one of the water committees, he and his staff will probably find this League publication helpful in quickly answering questions brought to his office. Perhaps you will want to send or take him a copy. If your Congressman has long been interested, your League may want to send him a copy of CURRENT REVIEW OF WATER RESOURCES to remind him of League continuing interest.

But the publication is, of course, much more than a "hand-out" to other people. A League interested in finding a remedy for a particular water problem in its community -- pollution abatement or retention of wetlands, for example -- will find listed under that heading the technical and financial aid available in that field through various agencies in the federal government. To help in inquiring further about programs which seem to offer the assistance needed by your town, county, or state, agency addresses are given on pages 7 and 10, backing the updated chart of federal departments and agencies important in water resources. This chart, the central spread of this CURRENT REVIEW, is a present day version of the out-of-print, out-of-date 1956 chart for which the League still receives orders.

A friend of ours in the water field told us recently that he had seen seven stories on water in one edition of the paper he reads most frequently. With stories about water becoming more newsworthy all the time your editor would undoubtedly find CURRENT REVIEW OF WATER RESOURCES useful. When you stop in to give him a copy be sure to point out the chart!

current review of water resources

LEAGUE OF WOMEN VOTERS OF THE UNITED STATES, 1200 17th St., N.W., WASHINGTON, D.C. 20036

NUMBER I MARCH 1965 PRICE: 50¢

FEDERAL DEPARTMENTS, AGENCIES, AND COMMISSIONS WHICH OFFER ASSISTANCE IN PLANNING, DEVELOPMENT, ADMINISTRATION, AND USE OF WATER AND RELATED LAND RESOURCES

I. WATER SUPPLY AND WATER QUALITY CONTROL

Water Supply and Pollution Control Division, U.S. Public Health Service, Department of Health, Education, and Welfare

a. Construction grants to local government bodies or groups of communities to aid building of sewage treatment plants, interceptors, and outfalls. Maximum federal aid is 30 percent of the cost of building or improving the facility, but not more than $600,000 for a single-government or not more than $2,400,000 for a multi-government project. Priorities among projects are determined by the state agency on the basis of financial and pollution control needs. Recipient agrees to pay all costs above amount of federal grant. (Construction Grants Branch)

b. Technical aid to state and interstate water pollution control agencies through investigations, research, and surveys on specific problems of sanitary or industrial water pollution. (Technical Services Branch)

c. Grants to states and interstate agencies to meet from 1/3 to 2/3 of the cost of carrying out their approved plans for adequate prevention and control of water pollution, including the cost of training personnel. (Office of the Division Chief)

d. Preparation, in cooperation with local, state, interstate, and other federal agencies, of alternative, comprehensive plans for water quality management of river basins, based on probable future development. (Technical Services Branch)

e. Enforcement of abatement of pollution in interstate or navigable waters or, at the request of the Governor, in intrastate waters when it threatens the health and welfare of any persons. (Enforcement Branch)

Housing and Home Finance Agency

a. Low interest loans to small towns or other sparsely populated local jurisdictions, unable to obtain loans elsewhere on reasonable terms, to help build treatment plants, pumping stations, distribution systems, storage and supply facilities, and storm sewers. Also advisory services to assist in budgeting, financing, and construction of such community facilities. (Community Facilities Administration)

b. Interest-free advances to state and local public agencies for planning public works. Advances can help pay for engineering and architectural surveys, designs, plans, specifications, etc., and are repayable when construction begins. (Community Facilities Administration)

c. Grants and technical assistance to state and local governments for comprehensive urban planning for programs and services in metropolitan areas. Intended to help solve planning problems resulting from increasing concentration of people in urban areas with common or related development problems. Grants may not exceed 2/3 of estimated cost of the work. (Urban Renewal Administration, Urban Planning Division)

U.S. Army Corps of Engineers, U.S. Department of Defense

Construction of reservoir storage for municipal and industrial water and for improved water quality through low flow augmentation can be included when dams are built under civil works programs for navigation and flood control.

a. Advances to finance no more than 30 percent of the total estimated cost of the project may be made for storage of water for anticipated municipal and industrial needs where states or local interests give reasonable assurance that future demand will make repayment possible within the life of the structure. Repayment and interest start when storage is first used for water supply.

b. Cost of including storage for regulation of streamflow for water-quality control (low-flow augmentation) will be a federal expense if the benefits are widespread. Those who benefit directly from the added feature pay their share of its cost.

Soil Conservation Service, U.S. Department of Agriculture

a. Financial assistance to local organizations to develop municipal and industrial water supply for future use can be given in connection with watershed projects in the same way the Corps of Engineers can furnish such assistance in navigation and flood control projects. (See above.)

b. Technical assistance to states and subdivisions, including soil and water conservation districts and flood prevention or control districts, to help prevent erosion and resulting sediment damage in watersheds.

Farmers Home Administration, U.S. Department of Agriculture

a. Loans to farmers and rural residents who cannot get credit elsewhere at reasonable rates and to non-profit organizations to develop or improve water supply systems for home use, irrigation, and livestock. Long-term loans bear interest, run a maximum of 40 years, are secured by farm mortgages. Short-term loans bear interest, run a maximum of seven years, are secured by liens. (Loans to Individuals for Water Development and Soil Conservation)

b. Loans to organizations to help pay the local cost of small watershed projects can be used for the applicant's share of rural water supply distribution system, to recharge ground water reservoir, for reservoir storage for municipal water supply and/or pollution abatement by stream-flow regulation. Loans bear interest, run a maximum of 50 years, are secured by general obligation or revenue bonds, liens, or pledges of revenue. (Watershed Loans)

c. Technical assistance is available to individuals in record-keeping, budgeting, farm and money management during the first years of the loan; to applicants for watershed loans for determining engineering feasibility, economic soundness, cost estimates, financing, management in connection with proposed project.

d. Loans and technical assistance to rural local governments or small towns (not more than 2,500 population and not part of an urban area) for new water systems, sewers, or sewage treatment plants needed to attract additional income and employment-producing opportunities. Repayable in 30 years. Loans of more than $250,000 need approval of appropriate House and Senate Committees. (Rural Redevelopment Loans)

Bureau of Reclamation, U.S. Department of the Interior

a. Financial assistance to develop water supply for future use can be given in connection with reclamation projects in the same way the Corps of Engineers can furnish such assistance in its projects (See p. 2.)

b. Loans or grants for irrigation projects under the Small Reclamations Project Act may also include domestic, municipal, and industrial water supply. (See p. 13.)

Other Agencies that Assist in Water Supply and Water Quality Control

Fish and Wildlife Service
International Joint Commission -- U.S. and Canada
International Boundary and Water Commission -- U.S. and Mexico

II. FLOOD CONTROL AND WATERSHED DEVELOPMENT

U.S. Army Corps of Engineers, U.S. Department of Defense

The Flood Control Act of 1936 gave the Corps primary responsibility for flood control on main streams. The Corps plans, constructs, and operates flood con-

trol projects, including reservoirs for storage of floodwaters and provision of major drainage outlets. The Corps surveys and improves channels, constructs levees, floodwalls, and other protective aids.

a. That part of large, multipurpose reservoir costs which is allocated to flood protection is a federal expense, and no local contribution is required.

b. The construction cost of local flood control improvements is a non-reimbursable expense, but states and local governments or agencies provide land, easements, rights-of-way, plus maintenance and operation up to an amount equal to the estimated construction costs.

c. Funds for construction of emergency bank-protection works to prevent flood damage to highways, bridges, approaches, and public works are available up to a limit of $1,000,000 a year and $50,000 to a single locality in any year. State and local matching is not required.

d. An emergency fund for flood fighting, rescue operations, repair and restoration of flood control works threatened or destroyed by flood.

e. Technical assistance in the form of engineering advice to local interests for use in flood-plain zoning and use-regulation.

Soil Conservation Service, U.S. Department of Agriculture

The Watershed Protection and Flood Prevention Act of 1954 authorizes the SCS to undertake multipurpose watershed projects including water supply, recreation, irrigation, fish and wildlife, flood protection, and land stabilization measures, including waterflow and sedimentation control to prevent flood damage.

a. Advances to local organizations for immediate purchase of lands, easements, and rights-of-way to prevent encroachment of other developments in small watershed projects. Repayable with interest before construction starts.

b. Grants for entire cost of construction for flood prevention and entire cost of land treatment on federal land, also for part of cost of specifically authorized land treatment on non-federal lands. Grants up to 50 percent of the cost of construction for agricultural water management, public recreation, fish-wildlife development; of the engineering and installation cost of minimum basic recreation facilities and fish-wildlife development; of cost of land rights required for recreation and fish-wildlife. Funds for construction of watershed projects in which no structure is more than 2,500 acre-feet in capacity and the entire project will take no more than $250,000 of federal funds are allocated by the SCS Administrator until funds appropriated by Congress for this purpose are exhausted. Watershed projects of larger size must be sent to Interior, HEW, the Corps, the Budget Bureau, state Governors, and be approved by the Agriculture Committees or Public Works Committees of the House and Senate.

c. Technical assistance is available for planning and applying land treatment measures on watershed lands. Engineering and other services allocated to flood prevention, agricultural water management, public recreation, or fish-wildlife development.

Farmers Home Administration

Loans to organizations such as soil conservation, irrigation, drainage, flood prevention and control districts, municipalities, non-profit reservoir or irrigation companies, mutual water companies, water users' associations to help finance local cost of projects to protect and develop land and water resources in small watersheds. Loans may pay applicant's share for flood control dams and reservoirs, water supply reservoirs, distribution systems, diversion dams, irrigation canals, drainage facilities, recreation facilities, easements, also for land-treatment and shifts in land use for better conservation of soil and water. Loans bear interest, are repayable in no more than 50 years, are made only under watershed plans approved by the SCS.

Agricultural Stabilization and Conservation Service, U.S. Department of Agriculture

a. To speed completion of watershed projects, grants of about half the farmer's cost, within maximum limits, are available under the Agricultural Conservation Program for installing land and water conservation measures to plant and improve farm woodlands and vegetative cover and control water and use it more effectively.

b. Funds are available under the Agricultural Conservation Program (ACP) for emergency conservation measures in designated flood disaster areas.

c. Technical assistance for ASCS program is supplied by the SCS, Forest Service, Extension Service, and other agencies.

U.S. Geological Survey, U.S. Department of the Interior

Grants of 50 percent of the cost for preparation of flood-hazard maps. The USGS carries out the mapping and publishes the maps in hydrologic investigation atlases, thus making the information available to local governments, zoning boards, banks, loan companies, real estate developers.

Bureau of Reclamation, U.S. Department of the Interior

Federal funds which are not repayable finance flood control in Bureau projects as in Corps and SCS multipurpose projects. (See IRRIGATION, p. 12.)

Other Agencies that Assist in Flood Control and Watershed Development

Forest Service
Bureau of Land Management
Fish and Wildlife Service
Tennessee Valley Authority
International Boundary and Water Commission -- U.S. and Mexico

III. PARKS, RECREATION, AND OPEN SPACE

Bureau of Outdoor Recreation, U.S. Department of the Interior

a. Grants to states on 50-50 matching basis for preparation of comprehensive outdoor recreation plan and its maintenance, for acquisition of public land and water recreation areas, for development of public recreation areas and facilities. States may transfer money to their subdivisions for local public projects in accord with the state's comprehensive recreation plan. Grants for land acquisition can be used in urban areas.

b. Technical assistance to states, regions, counties, municipalities, and non-profit organizations, in that order of priority, in providing outdoor recreational opportunities, appraising recreation resources, and preparing comprehensive plans.

Housing and Home Finance Agency

a. Grants to state and local public agencies to acquire open-space land in urban areas or regions becoming urban for park, recreation, conservation, scenic, and historical uses. The federal share is 20 percent of the cost of acquiring or getting permanent control of open-space lands. The federal share is 30 percent where planning and administration for open space is part of a comprehensive plan for the urban area and acquisition is handled by an agency that can, either individually or by appropriate government agreement, act for the region. Under this program stream valleys can be acquired for parks. (Urban Renewal Administration, Open Space Land Program)

b. Grants to metropolitan and other urban areas for 2/3 of the cost of comprehensive planning for urban needs, including outdoor recreation, or for 75 percent of the cost if the community is located in an area which has been designated as a redevelopment area by the Department of Commerce's Area Redevelopment Administration. (Urban Renewal Administration, Urban Planning Assistance Program)

Farmers Home Administration, U.S. Department of Agriculture

a. Watershed loans may be used to pay the local cost of recreation development. (See p. 3.)

b. Rural Redevelopment loans (also called Rural Renewal loans) may finance installation and improvement of water storage facilities for recreation and development of greenbelts, grasslands, etc., for recreation uses. (See p. 3.)

c. Loans to family farmers may finance income-producing recreation enterprises to supplement income from farming. Such enterprises may include swimming facilities, lakes and ponds for boating, docks, picnic and camping grounds, improving natural lakes, streams, shorelines, access roads and parking facilities. (See p. 3.)

(CONTINUED ON PAGE 11)

ADDRESSES OF FEDERAL DEPARTMENTS, AGENCIES, AND COMMISSIONS MOST CONCERNED WITH PLANNING, DEVELOPMENT, ADMINISTRATION, AND USE OF WATER AND RELATED LAND RESOURCES

Federal Departments

DEPARTMENT OF AGRICULTURE
14th & Independence Avenue, S. W.
Washington, D. C. 20250

DEPARTMENT OF COMMERCE
14th & Constitution Avenue, N.W.
Washington, D. C. 20230

DEPARTMENT OF DEFENSE
Pentagon
Washington, D. C. 20301

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
330 Independence Avenue, S. W.
Washington, D. C. 20201

DEPARTMENT OF INTERIOR
18th & C Streets, N. W.
Washington, D. C. 20240

THE EXECUTIVE OFFICE BUILDING
17th & Pennsylvania Avenue, N. W.
Washington, D. C. 20503

Agencies and Commissions (See above for addresses of Departments)

AGRICULTURAL RESEARCH SERVICE, Department of Agriculture

AGRICULTURAL STABILIZATION AND CONSERVATION SERVICE, Department of Agriculture

AREA REDEVELOPMENT ADMINISTRATION, Department of Commerce

BUREAU OF INDIAN AFFAIRS, Department of Interior

BUREAU OF LAND MANAGEMENT, Department of Interior

BUREAU OF OUTDOOR RECREATION, Department of Interior

BUREAU OF RECLAMATION, Department of Interior

BUREAU OF THE BUDGET, The Executive Office Building

CIVIL WORKS PROGRAM, Corps of Engineers, Department of Defense

COMMITTEE ON WATER RESOURCES RESEARCH, Office of Science and Technology, The Executive Office Building

CORPS OF ENGINEERS, Department of Army, Department of Defense

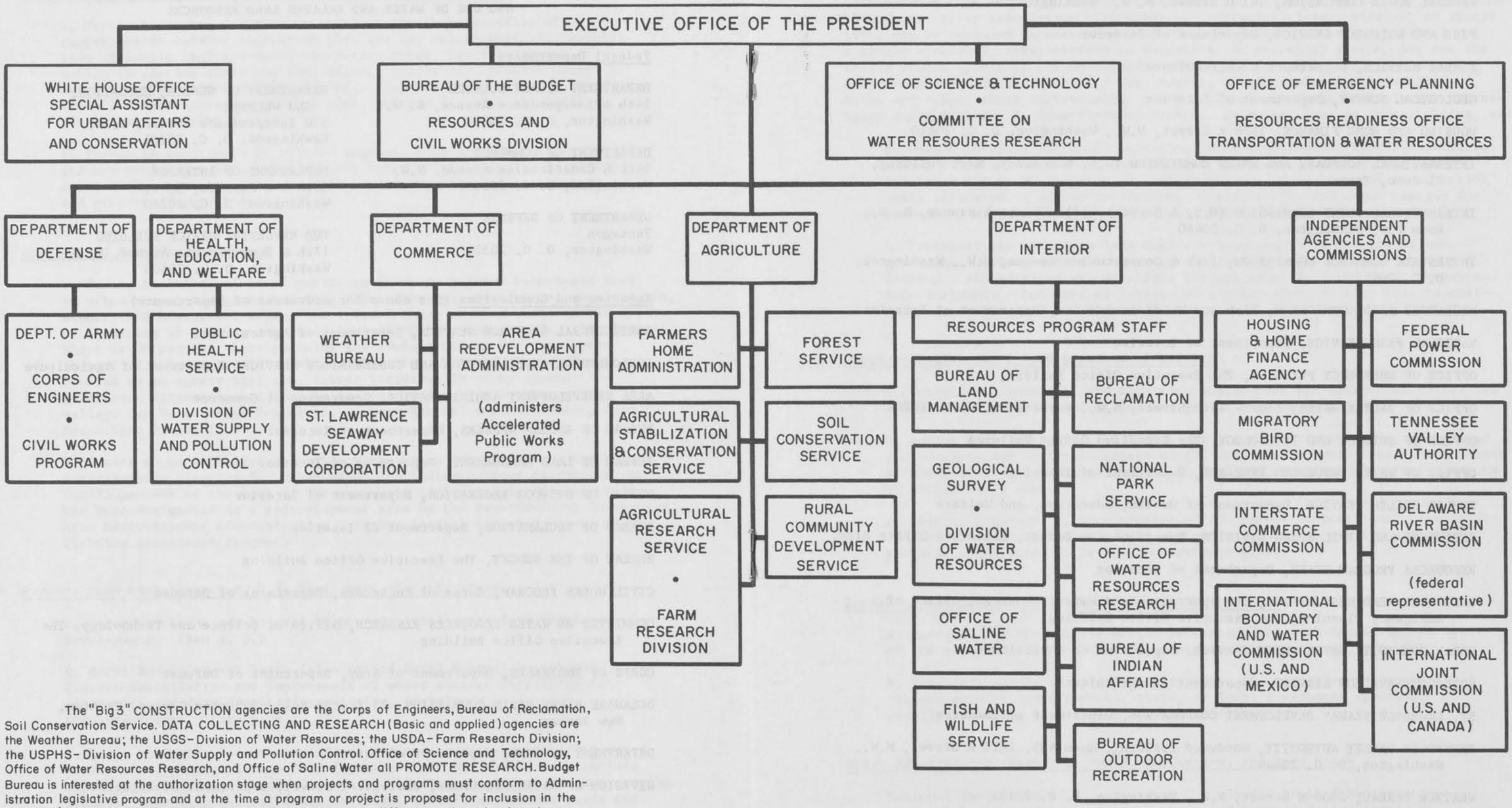
DELAWARE RIVER BASIN COMMISSION, 25 Scotch Road, Suburban Square, Trenton, New Jersey

DEPARTMENT OF ARMY, Department of Defense

DIVISION OF WATER RESOURCES, Geological Survey, Department of Interior

DIVISION OF WATER SUPPLY AND POLLUTION CONTROL, Public Health Service, Department of Health, Education, and Welfare

FEDERAL DEPARTMENTS, AGENCIES AND COMMISSIONS MOST CONCERNED WITH PLANNING, DEVELOPMENT, ADMINISTRATION, AND USE OF WATER AND RELATED LAND RESOURCES



The "Big 3" CONSTRUCTION agencies are the Corps of Engineers, Bureau of Reclamation, Soil Conservation Service. DATA COLLECTING AND RESEARCH (Basic and applied) agencies are the Weather Bureau; the USGS - Division of Water Resources; the USDA - Farm Research Division; the USPHS - Division of Water Supply and Pollution Control. Office of Science and Technology, Office of Water Resources Research, and Office of Saline Water all PROMOTE RESEARCH. Budget Bureau is interested at the authorization stage when projects and programs must conform to Administration legislative program and at the time a program or project is proposed for inclusion in the President's annual budget. Agencies have statutory interests in different and overlapping phases of water development and use: flood control, irrigation, agricultural-municipal-industrial supply, pollution abatement, low flow augmentation, recreation, fish and wildlife conservation, watershed and wetlands protection, navigation and transportation, hydroelectric power, river flow regulation, river basin surveys and studies. In the end, Congress makes the decisions and determines policy and appropriations.

March, 1965

Chart Designed by
League of Women Voters of the United States

FARMERS HOME ADMINISTRATION, Department of Agriculture

FARM RESEARCH DIVISION, Agricultural Research Service, Department of Agriculture

FEDERAL POWER COMMISSION, 441 G Street, N. W., Washington, D. C. 20426

FISH AND WILDLIFE SERVICE, Department of Interior

FOREST SERVICE, Department of Agriculture

GEOLOGICAL SURVEY, Department of Interior

HOUSING AND HOME FINANCE, 1626 K Street, N.W., Washington, D. C. 20410

INTERNATIONAL BOUNDARY AND WATER COMMISSION (U.S. & Mexico), Mart Building, El Paso, Texas

INTERNATIONAL JOINT COMMISSION (U.S. & Canada), 1711 New York Avenue, N. W., Room 208, Washington, D. C. 20440

INTERSTATE COMMERCE COMMISSION, 12th & Constitution Avenue, N.W., Washington, D. C. 20423

MIGRATORY BIRD COMMISSION, Fish and Wildlife Service, Department of Interior

NATIONAL PARK SERVICE, Department of Interior

OFFICE OF EMERGENCY PLANNING, The Executive Office Building

OFFICE OF SALINE WATER, 1107 - 16th Street, N.W., Washington, D. C. 20242

OFFICE OF SCIENCE AND TECHNOLOGY, The Executive Office Building

OFFICE OF WATER RESOURCES RESEARCH, Department of Interior

PUBLIC HEALTH SERVICE, Department of Health, Education, and Welfare

RESOURCES AND CIVIL WORKS DIVISION, Bureau of the Budget, Executive Office Bldg.

RESOURCES PROGRAM STAFF, Department of Interior

RESOURCES READINESS OFFICE, Transportation and Water Resources, Office of Emergency Planning, The Executive Office Building

RURAL COMMUNITY DEVELOPMENT SERVICE, Department of Agriculture

SOIL CONSERVATION SERVICE, Department of Agriculture

ST. LAWRENCE SEAWAY DEVELOPMENT CORPORATION, Department of Commerce

TENNESSEE VALLEY AUTHORITY, Woodward Building, Room 435, 1426 H Street, N.W., Washington, D. C. 20444

WEATHER BUREAU, 2400 M Street, N.W., Washington, D. C. 20235

WHITE HOUSE OFFICE, Special Assistant for Urban Affairs and Conservation, The White House, Washington, D. C. 20501

(...CONTINUED FROM PAGE 6)

Soil Conservation Service, U.S. Department of Agriculture

Developments that create or improve facilities for enjoyment of outdoor recreation through use of or association with water in reservoirs, lakes, streams, or shorelines may be included in watershed projects. Watershed recreation may include: a single reservoir, lake, stretch of shoreline, or perennial stream, but not the entire stream system of the watershed; land needed for public access and public use; minimum facilities such as roads, trails, parking lots, beach development, docks and ramps, shore improvements, picnic tables, plantings, fireplaces. Water-based recreation may include fishing, hunting, swimming, boating, water skiing, etc.

a. Grants to state and local agencies, local governments, special districts for up to 50 percent of the cost of land, easements, and rights-of-way for reservoir or other areas for public outdoor recreation; of construction costs allocated to public recreation; of engineering and other charges for installing minimum basic facilities for public recreation.

b. Technical assistance to land owners and operators to develop income-producing, outdoor recreation enterprises to supplement income from farming. SCS services are available through local soil and water conservation districts. SCS acts as liaison with other agencies that help in cost-sharing, credit, and technical assistance.

Corps of Engineers, U.S. Department of Defense

a. Constructs, operates, and maintains public park and recreation facilities at some of its flood control and navigation projects.

b. Leases land, including facilities, at its recreational areas, with terms and purposes set by the Secretary of the Army in the public interest. Leases to non-profit organizations for public park and recreational purposes may be at little or no cost.

c. Federal financing up to a maximum of 70 percent of total cost, exclusive of land cost, for restoration and protection of state, county, and other publicly owned shore parks and conservation areas.

Bureau of Reclamation, U.S. Department of the Interior

a. Develops and administers public recreation and park facilities at some of its reservoirs and other project areas, principally at large dams.

b. Transfers development and administration of recreation resources at its projects to other federal, state, or local government agencies, usually arranging this during project development.

Other Agencies that Assist in Parks, Recreation, and Open Space

National Park Service
National Forest Service
General Services Administration
Bureau of Land Management
Tennessee Valley Authority

IV. FISH AND WILDLIFE PROTECTION AND WETLANDS PRESERVATION

Bureau of Sports Fisheries and Wildlife, U.S. Department of the Interior

a. Reimbursement to states for up to 75 percent of estimated cost of projects proposed by state fish and game departments and approved by Secretary of Interior. Eligible projects include selection, restoration, rehabilitation, and improvement of land or water areas for hatching, feeding, resting, or breeding places. Part of the grant may be used for maintenance.

b. Technical assistance to state and other jurisdictions in management of sport fishing and fish propagation; cooperative development with states of fish-stocking programs for major streams and lakes.

c. Federal purchase or lease of land or easements to keep wetlands available as wildlife refuges. U.S. Treasury advance to be repaid from federal duck stamp receipts beginning in fiscal 1969. Migratory Bird Conservation Commission approves transaction and sets price; Fish and Wildlife Service holds title.

Soil Conservation Service, U.S. Department of Agriculture

a. Grants to state and local agencies, local governments, special districts for up to 50 percent of cost of construction, land, easements, rights-of-way, engineering and other installation services necessary for minimum basic facilities for fish and wildlife development, as part of multipurpose watershed project. (See p. 4.) Improvement of fish and wildlife habitat may include adding storage capacity to regulate stream flow, modifying structures to release cold water, improving stream channel and breeding and nesting areas.

b. Technical assistance covering entire cost of engineering and other services allocated to fish and wildlife development.

c. Financial and technical assistance in preserving wetlands as part of watershed programs (see p. 4) for flood control.

Other Agencies that Assist in Fish and Wildlife Protection, Wetlands Preservation

National Park Service
National Forest Service
Corps of Engineers
Migratory Bird Conservation Commission
Bureau of Reclamation
Division of Water Supply and Pollution Control, USPHS
Tennessee Valley Authority

V. IRRIGATION AND DRAINAGE

Bureau of Reclamation, U.S. Department of the Interior

Impounds and distributes water for beneficial use, particularly irrigation, in the eleven western states. Constructs main storage dams, canals, etc. Structures also produce extra benefits: flood control, improved navigation, streamflow regulation, wildlife and fish enhancement, recreation, and hydropower -- much of

which is used to pump irrigation water. Drainage of cropland is important in irrigation projects; excess water increases soil salinity and alkalinity.

a. Loans to irrigation districts and other public agencies of 90 percent or more of cost of irrigation distribution systems constructed under federal reclamation laws. Loans are interest free, contingent on ability of borrowers to repay in accordance with repayment provisions of federal reclamation laws. Plans and specifications must be approved by Secretary of Interior. Borrower must contribute not more than 10 percent of cost; contribution may be in money, materials, labor, lands, or interests in lands. U.S. Government holds title until loan is repaid.

b. Grants and/or loans to local organizations for irrigation projects whose entire cost will not exceed $10 million. The Small Reclamation Projects program covers an estimated maximum project cost of $5 million; for projects costing between $5 and $10 million, applicants must be able to finance costs above program maximum. Borrower must contribute up to 25 percent (including all land and water rights) of costs which would be allocated to reimbursable functions if the project were federally constructed. Loans bear interest, run a maximum of 50 years from time principal benefits become available, may not exceed amount allocable to reimbursable functions if project were done by Bureau. Grants may not exceed estimated cost allocable to non-reimbursable functions, but may be for as much as $5 million where no federal loan is requested. Governor and Secretary of Interior must approve. The Interior and Insular Affairs Committees of the House and Senate have 60 days in which to disapprove project.

Farmers Home Administration, U.S. Department of Agriculture

a. Makes and insures loans for installation, repair, or expansion of irrigation facilities including reservoirs, diversion dams, wells, pumping plants, canals, pipelines, and for garden irrigation. (For details see pp. 3, 6.)

b. Makes and insures loans for drainage systems on farmland too wet for sustained production. Wetlands in Minnesota and the Dakotas for whose drainage federal technical assistance or cost-sharing is requested are inspected by the Fish and Wildlife Service. Lease or purchase offers are made to owners for areas of high wildlife value before federal drainage assistance is granted.

Other Agencies that Assist in Irrigation and Drainage

Soil Conservation Service
Bureau of Indian Affairs
Housing and Home Finance Agency
Agricultural Stabilization and Conservation Service

VI. NAVIGATION

U.S. Army Corps of Engineers, U.S. Department of Defense

Under its civil works program, the Corps is responsible for planning, constructing, operating, and maintaining facilities for navigation on inland and coastal waterways, coastal harbors, and Great Lakes harbors and connecting channels.

Navigation construction and maintenance is a federal expense. Non-federal interests provide land, easements, rights-of-way for construction and operation of federal waterways, including disposal areas for excavated material. Non-federal responsibilities include all necessary alterations of sewer, water supply, drainage, etc., and a share of the cost of altering railroad and highway bridges. Local cost-sharing is required where navigation projects bring special benefits to individuals or corporations. Local sources provide and maintain all public terminal and transfer facilities, which shall be open to all on equal terms. Industries provide private terminal and transfer facilities.

Other Agencies that Assist in Navigation

International Joint Commission -- U.S. and Canada
St. Lawrence Seaway Development Corporation

VII. RESEARCH AND DATA COLLECTING

Division of Water Resources, Geological Survey, U.S. Department of the Interior

Maintains network for measuring and evaluating the nation's surface and ground waters; investigates areas of existing or potential water problems; carries on research in hydrology.

a. Technical assistance and cooperative programs, with the federal share not to exceed 50 percent of the cost, with state geological surveys, conservation, engineering, and highway departments, water and power boards, public health and fish-game departments.

b. Cooperative projects, under individually negotiated agreements, undertaken with counties, cities, educational institutions, water users associations.

Division of Water Supply and Pollution Control, USPHS, U.S. Department of HEW

a. Technical aid to state and interstate water pollution control agencies for investigations, research, surveys, and recommendations on specific pollution problems of agency, community, municipality, or industrial plant.

b. Grants to public and private agencies and institutions and to individuals for research, training, investigation, or demonstration in water pollution control. Matching is not required, but many applicants finance a major part of these projects.

Office of Saline Water, U.S. Department of the Interior

Grants and contracts with scientists, engineers, educational institutions, scientific organizations, industrial and engineering firms for research and development of practical, economical ways to turn saline and brackish water into water suitable for agriculture, industry, and domestic use.

Office of Water Resources Research, U.S. Department of the Interior

a. Annual grant of $75,000-$100,000 to each state for establishing and maintaining a competent, qualified water resource institute at the state land-grant college or at another educational institution designated by the legislature.

b. Grants to match, on a 50-50 basis, state or other non-federal funds made available to water resource institutes for specific research projects which would not otherwise be undertaken. Secretary of Interior must approve grants, which are selected on merit of project, need for knowledge project will produce, opportunity it provides for training water resources scientists.

c. Grants, contracts, matching, or other arrangements with other educational institutions, private foundations or institutions, private firms, or individuals, and with local, state, and federal agencies, to undertake research on water problems related to the mission of the Department of the Interior.

Bureau of Sports Fisheries and Wildlife, U.S. Department of the Interior

Reimbursement to states for their expenditures on research in fish and wildlife management. Grants financed by a part of the proceeds from federal excise taxes on fishing equipment, firearms, and ammunition.

Other Agencies that Assist in Research and Basic Data Collection

Weather Bureau
Forest Service
Agricultural Research Service
Tennessee Valley Authority
Bureau of Reclamation
Soil Conservation Service (snow surveys)
National Science Foundation (weather modification)

VIII. RIVER BASIN PLANNING

U.S. Army Corps of Engineers, U.S. Department of Defense

As the "engineers for Congress" and the agency responsible for navigation and flood control on the nation's rivers, the Corps is in charge of many river basin studies, some of which update earlier Corps reports. Because river basin planning is increasingly comprehensive and multipurpose, the Corps arranges for federal agencies with special skills to carry out particular investigations for which the agencies are reimbursed from the Corps appropriation.

Bureau of Sports Fisheries and Wildlife, U.S. Department of the Interior

Makes river basin studies which examine how fish and wildlife will be affected by water development projects of federal agencies and public and private agencies under federal license. Measures are recommended for improvement of fish and wildlife habitat through cooperation with state agencies.

Division of Water Supply and Pollution Control, USPHS, U.S. Department of HEW

Prepares -- in cooperation with local, state, interstate, and other federal agencies -- comprehensive plans for water quality management in major river basins. Based on projections of population, municipal, agricultural, and industrial growth and on estimates of their effect on water supplies and water quality, the surveys point out anticipated conflicts between water uses and suggest alternative remedies cooperating agencies might apply.

Soil Conservation Service, U.S. Department of Agriculture

River basin surveys are undertaken at the request of cooperating states or federal agencies. Although authorized by the Watershed Protection and Flood Prevention Act, basin surveys provide a basis for coordinated resource development. They coordinate the upstream watersheds for which the Department of Agriculture is responsible with downstream water use and development problems.

IX. FOR FURTHER INFORMATION ON FEDERAL ASSISTANCE FOR WATER AND RELATED LAND RESOURCES

Subcommittee on Intergovernmental Relations, Senate Committee on Government Operations, Catalog of Federal Aids to State and Local Governments, 88th Congress, 2nd Session, Committee Print, April 15, 1964

Area Redevelopment Administration, U.S. Department of Commerce, Handbook of Federal Aids to Communities, 1964 edition (in preparation)

Office of the Federal Register, National Archives and Records Service, General Services Administration, United States Government Organization Manual, 1964-65, June 1, 1964

Grants Policy Office, Office of the Surgeon General, U.S. Public Health Service, Department of Health, Education, and Welfare, Grants-in-Aid and other Financial Assistance Programs Administered by the U.S. Department of Health, Education, and Welfare: Public Health Service Portion, October 1963

Bureau of Outdoor Recreation, U.S. Department of the Interior, Federal Assistance in Outdoor Recreation, Technical Pub. No. 1, 1964

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

This is going on State
Board Supplement

April 1965

TO: Presidents of Local and State Leagues
FROM: Mrs. Robert J. Stuart

House Vote on H.R. 1111, the Water Resources Planning Act of 1965

We are sending you the enclosed copy of the vote on H.R. 1111, the Water Resources Planning Act, taken in the House of Representatives March 31. Every Member who was on the floor that day voted yea on this bill. The score was 383 yeas - 0 nays.

At one point in the floor debate which preceded the vote, according to the Congressional Record, Rep. William D. Ford (D., Mich.) rose to say "...The League of Women Voters of the United States and many other organizations have lent their support to this important issue. And I call upon the Members of this House to pass this much-needed and long overdue legislation. We cannot tolerate or explain further delay of a real solution to the pressing problems of water conservation."

Local Leagues worked long and hard last year and this to explain why H.R. 1111 was needed. Now one final bit of action, if you have not already taken it:

Let your congressman know (if he voted March 31) how glad you are that the Water Resources Planning Act of 1965 was passed.

LWV of Minnesota, State Organization Service, U of Minn., Minneapolis, Minn. 55455
October 1965

Statement prepared for the conference on Pollution of the Interstate Waters of the Red River of the North at Fargo, North Dakota, September 14, 1965, by Mrs. G. E. Mann, Water Resources Chairman, League of Women Voters of Minnesota.

Chairman, conferees, the League of Women Voters of Minnesota welcomes the opportunity to express its interest in the water resources of Minnesota.

The Red River Basin has provided a basis for study which brought together women from Leagues in North Dakota and Minnesota. We became aware of the importance of water to this area. The boundary line did not divide the water but did allow for different interpretations of water use and water rights. League members concluded that a Red River Planning Commission would provide the means of communication between North Dakota and Minnesota. We have observed the progress of this Planning Commission with interest.

League members will be reviewing what has happened in the Red River Basin since their study was published in 1959. In Minnesota, there is a League in Fergus Falls, Battle Lake, Moorhead and a provisional League in Crookston. The three largest towns are located on the Otter Tail River, Red River and Red Lake River. These towns have been increasing in population in an outmigration area. They are interested in developing economic opportunities in this basin just as they are in North Dakota. Water resources is a vital key to the success of their planning.

We have been concerned when we hear of untreated sewage entering rivers that provide a water supply for towns downstream. We have been concerned when the Orwell Dam released water to supplement the downstream flow of the Red River. We have been concerned about the dangers of flooding in the Red River Valley. We have been concerned about industrial pollution that is allowed in order to keep the industry. We have been concerned about pollution of our lakes.

A form of action taken by the Leagues in Battle Lake and Fergus Falls was to work with other groups for a county planning commission. One of the main reasons the Board of Commissioners established this commission was because of the growing threat of pollution to the lakes of Otter Tail County.

For several years, the Leagues in the Red River Basin have been invited to meet with other organizations at the Crookston Winter Show for a seminar on Water Resources. Farmers, businessmen, government representatives and homemakers exchange information, questions and ideas about this natural resource. It is this challenge of understanding the importance of water to this region, the many problems and conflict of interests as well as what can be done that must be met by the citizen.

Information such as the Report of the Red River that was received today will help guide future decisions as informed citizens work to provide a safe and usable water supply adequate for the needs of the people of the Red River Basin.

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

This Memo and the Fact Sheets are going on Duplicate Presidents Mailing

October 7, 1965

TO: Local League Presidents (copy to state Leagues)
FROM: The national office

At the time of the national Board meeting in September the attached Fact Sheets were prepared to accompany a press release sent out in connection with the Izaak Walton League Honor Award. It was thought that local and state Leagues might find the information useful. It is not intended to be comprehensive but does give some indication of the kind of League activity in the field of water.

Extra copies of the Fact Sheets cost 10¢ a set; they are sold in sets only.

League of Women Voters of the U.S.
1200 - 17th Street, N.W.
Washington, D.C. 20036

September 10, 1965

THE WORK OF THE LEAGUE OF WOMEN VOTERS ON WATER CONSERVATION

FACT SHEET #1

FACTUAL BACKGROUND ABOUT THE LEAGUE AND THE WAY IT WORKS

DESCRIPTION OF THE ORGANIZATION

The League of Women Voters is a volunteer nonpartisan organization of 145,000 with local Leagues in every state, the District of Columbia and Puerto Rico. Through the League a woman can work in the field of government in her community on local, state, and national issues.

The League's purpose is to "promote political responsibility through informed and active participation of citizens in government." The key words are "informed" and "active." The League believes in study and so is a kind of educational group; but the League also believes in political action. Study -- including learning by doing -- precedes consensus and action. Because the League tries to go into a chosen subject in some depth (and not just pass resolutions about problems) the number of subjects on the Program are deliberately limited.

POSITION ON WATER RESOURCES

The League has had water resources on its national Program since 1956. In these years Leagues have made a general study of the subject, have examined the problems and proposals for their own river basin or region, and have tried to keep up-to-date on new developments.

During this time League members have decided on these basic positions:

1. Over-all long-range planning and development of water resources are necessary if the water needs of the United States are to be met.
2. Planning and development would be wiser if (a) organization at the federal level were better; (b) coordination and consistency in federal agency policy were improved and (c) truly alternative plans which allowed for real choices were laid before Congress and the Executive.
3. Regions and river basins should be planned for and their water resources developed and administered as entities, but in ways that will differ since methods must suit physical, economic, social, and political realities of each basin or region.
4. Cooperation between federal, state, and local governments on water resource development is essential. Each level of government and private beneficiaries should carry a share of the financing of water development.
5. Citizens should have access to information and opportunity to participate in policy decisions on the directions water resource development should take.

AN OBJECTIVE OF STUDY AND ACTION

League members believe that <u>pollution of water everywhere in the United States is a disgrace and a national shame.</u> It is time that a major pollution abatement program be undertaken across the country. It is cheaper to clean up our water than to provide water supply by other means. Moreover, in the future we will need all readily available water.

FACT SHEET #2

WORK WITH CONGRESS--PROVIDING INFORMATION

BACKGROUND

One of the services individuals and groups can perform for Congress is the provision of accurate, unbiased information about a problem confronting the country. This is particularly true where a problem is nationwide but its nature and extent differs from region to region as is the case in water.

Leagues studied water conditions and problems in their own regions and river basins. They knew the facts and they had considered their region in relation to the national picture.

TESTIMONY

Senate Select Committee

In 1959 and 1960 League witnesses appeared before the Senate Select Committee on National Water Resources in all 21 states where field hearings were held and in the District of Columbia. State Leagues were able to present the needs of the region or state and relate them to national problems, administration, and finance.

National Resources and Power Subcommittee of the House Committee on Government Operations (Jones Committee)

During 1963-64 League leaders appeared before regional hearings of the Jones Committee in response to the Committee's request for detailed information on what people think and know about the waters in their river basin and how to use them. The Jones Committee was interested in the opinion of the informed citizen as well as reports from technical experts who supplied the Committee with the facts as they perceived them. League members who knew about their water supply or sewage treatment problems of their communities from Know Your Local Government studies, from local work on bond issues, etc. made excellent witnesses representing the public point of view.

League members testitied on water quality conditions and on the effectiveness -- or lack of it -- of federal programs at the following hearings: in Trenton, N.J., on the Delaware; in Hartford, on the Connecticut; in Chicago, on Lake Michigan; in Seattle, on the Columbia; in Austin, on the rivers of Texas; at Muscle Shoals, Alabama, on water conditions in that area and in Kansas City, Missouri, for the Missouri, Nebraska, and Kansas Leagues on their basin.

Special Subcommittee on Air and Water Pollution of the Senate Committee on Public Works (Muskie Committee)

Another opportunity to submit information on water pollution conditions and the effect of federal programs in their areas was afforded Leagues by the Muskie Committee. League testimony was given in Portland, Maine, and in Buffalo, New York.

PUBLICATIONS

As members of the League set out to become informed in the field of water resources they found a dearth of material in simple usable form to give the citizen the background he needs for intelligent participation in political decisions -- especially on the regional basis.

There is a flood of material but it is either too general, too technical, too dominated by one agency's points of view or too narrow in that it represents just one interest such as industry, wildlife, or recreation. Many Leagues, therefore, make river basin studies and publish the results. Copies of these studies are sent to members of Congress and to governmental agencies as well as the public.

(For a list of some of the river basin studies see FACT SHEET #4)

FACT SHEET #3

WORK WITH CONGRESS--SUPPORT OF LEGISLATION

ACTION

Problems are not solved simply by suggesting they are there. Ideas are not translated into action unless someone gives them a move. Positions are not self implementing.

FEDERAL LEGISLATION SUPPORTED

To translate League conviction (see page one for positions) into action the League has supported the following legislation:

...to combat pollution

Since 1961 the League has consistently supported AMENDMENTS TO THE FEDERAL POLLUTION CONTROL ACT to strengthen effective enforcement, to increase grants-in-aid for local treatment plant construction, to meet the problem of combined sewers in cities and to encourage joint metropolitan area-wide planning through the offer of bonuses.

...to encourage long-range planning and development

As a step toward requirements for over-all long-range planning the League supported the proposed RESOURCES AND CONSERVATION ACT OF 1960. It was not reported out of committee. This, too, was the fate of a similar bill introduced in 1961.

...to improve coordination and eliminate conflicts in basic policy at the federal level

A little later in 1961 a member of the national Board testified in support of the proposed WATER RESOURCES PLANNING ACT which provided for a Cabinet-level Council. As the League continued to support this legislation congressional interest grew and in 1964 League efforts were credited with helping to get the bill reported favorably by the House Interior and Insular Affairs Committee. After final passage in July 1965 the League was the only woman's organization represented at the signing ceremonies at the White House.

...to obtain machinery appropriate to each region

In addition to planning and coordination at the federal level the WATER RESOURCES PLANNING ACT provides for the establishment of River Basin Planning Commissions -- a useful device for joint federal-state planning.

Other legislation supported to implement League belief in regional machinery to coordinate water resources development include support of the Delaware River Basin Compact which passed in 1961; the Northeastern and Related Land Resources Compact among six New England states which failed to pass in 1961 and again in 1962.

...to make sure the country is prepared to move ahead on water problems

Knowing that wise decisions and improved management are dependent on adequate information and understanding, the League worked for passage of the WATER RESOURCES RESEARCH ACT. Signed into law in 1964 the Act makes possible the establishment of water research centers at state colleges. An important provision of the Act is the one on training water specialists. The supply of competent personnel experienced in water matters is inadequate.

LEAGUE METHODS

Members of the national Board testify on legislation which the League supports. More important is the lobbying done back home. Before every session of Congress Leagues interview their Senators and Congressmen on legislation -- including legislation on water resources. They keep in touch through letters and by sending publications on water problems.

FACT SHEET #4

REGIONAL EFFORTS ON WATER

BACKGROUND

Water is no respecter of state boundaries. It has a habit of straying across state lines. Organizations, on the other hand, are great respecters of state lines. Sometimes it is hard to reach over them. Leagues have managed this -- usually by working together on a river basin study.

STUDIES

Many river basin studies have been made. The following are outstanding examples:

THE GREAT RIVER OF THE WEST -- 32 pp. A study of the Columbia River Basin. 1959.
ALONG THE WASATCH FRONT
RED RIVER BASIN OF THE NORTH -- 39 pp. 1959.
ARKANSAS-WHITE-RED
MAN AND THE RIVER -- 54 pp. 1959 (Delaware River Basin)
WATER LINES -- 25 pp. Water issues in California. 1960.
THE SUSQUEHANA -- 26 pp. 1962.
SUDBURY, ASSABET, CONCORD RIVER BASIN STUDY -- 46 pp. 1963.
THE OHIO RIVER BASIN -- 52 pp. 1964

TESTIMONY

It is difficult to speak for a region. But because Leagues have made an effort to study on a regional basis and to come to consensus across state lines very often League spokesmen can present a truly regional point of view. The League has taken advantage of numerous opportunities to speak out on the problems of water.

Enforcement Conferences

One such opportunity is afforded by federal interstate enforcement conferences provided for by the FEDERAL WATER POLLUTION CONTROL ACT. League testimony was given

- on pollution of the lower Connecticut from towns and industries in Massachusetts, December 2, 1963, in Hartford, Conn.
- on pollution of the Blackstone and Ten Mile Creek, January 26, 1965
- on pollution of the interstate sections of the Merrimack-Nashua River, February 11, 1964, in Boston
- on pollution of the Detroit River and Michigan waters of Lake Erie, June 15, 1965, at Detroit
- on pollution of Lake Erie and Ohio Rivers, August 3, 1965, at Cleveland
- on pollution of Lake Erie, August 10, 1965, at Buffalo.

In order to speak at an enforcement conference testimony has to be solicited by state water quality officials. The conferences are open to all and hundreds of League members attended the nearly 30 such meetings scheduled in League areas during the past three or more years.

Some of the testimony before the Senate Select Committee, the Jones Committee and the Muskie Committee was regional in points of view. (See FACT SHEET #2)

(over)

THE OHIO RIVER BASIN - a Book Review*

By the League of Women Voters Education Fund

"As a continuation of their series of excellent publications on water resources, the League of Women Voters have now brought out The Ohio River Basin.

"The Ohio River Basin is a book worth reading by anyone who fishes, swims, takes a boat ride, drinks water, washes dishes or takes a shower.

"The book is attractive, well-written and arranged in a logical, understandable sequence. It has many striking photographs, some informative maps and graphs and was obviously prepared by competent authorities.

"The introduction covers geologic as well as recent history. The highly readable text explains in considerable detail every factor of importance in the river basin. Transportation and navigation, recreation, economy, industrial water use, flooding, pollution and conservation, as well as the governmental agencies dealing with these, are treated in a pleasing yet instructive manner.

"The Ohio River Basin is a book which will furnish sound source material to a researcher, pertinent economic data to a governmental official and interesting reading to the general public. I intend to keep my copy near my elbow."

Jack H. Maxwell

*Reprinted with permission of the West Virginia Conservation Magazine, Sept. 1964.

FACT SHEET #5

STATE EFFORTS ON WATER

BACKGROUND

League interest lies in better water quality. Support of strengthened federal powers in the 87th Congress was a means to that end. But to get and keep good quality water all over the United States it is imperative to strengthen state policies and procedures too.

If Leagues can help get good state laws passed and enforced the need for federal enforcement would be lessened. But most states are not strong in enforcing pollution abatement even when they have good laws on the books.

Leagues work on water at the state level to implement state participation in federal programs, to re-enforce efforts of municipalities to solve water problems, and on issues which are state problems per se.

CURRENT LEAGUE EFFORTS

...a few examples

ALABAMA: The League joined with the Alabama Water Improvement Commission and the Alabama Wildlife Federation in support of legislation to remove the "grandfather" clause from the State Water Pollution Control Act. There were 115 "grandfathered" industries contributing waste and of that number 87 need some sort of corrective treatment. The Bill passed both houses. A similar removal bill was defeated in 1963.

CALIFORNIA: Leagues work for water supply and pollution abatement started with the California Water Resources Development Bond Act of 1960.

CONNECTICUT: Supported more funds for state Water Resources Commission to hire additional staff members to work on problems of pollution abatement.

GEORGIA: Supported bill to establish a Water Resource Commission for that state.

IDAHO: Successfully supported ballot measure to amend constitution to establish a state Water Resource Agency. Followed up with support of implementing legislation in the 1965 legislature.

INDIANA: Successfully supported bill for groundwater research; supported mandatory certification of sewage plant operators, but bill was vetoed by Governor.

MAINE: Supported measures to strengthen Maine Water Improvement Commission, bond issue for pollution abatement facilities, classification of Penobscot River; opposed lowering Prestile Stream classification.

MARYLAND: Alerted public to danger of allowing stripmining in Savage State Forest.

MASSACHUSETTS: Supports incentive payments for pollution control; state Water Resources Commission.

MICHIGAN: Supported state bill to implement creation of river basin watershed councils and/or districts for river management.

MINNESOTA: Worked for the establishment of a Water Research Center at the University of Minnesota. This was follow-up on national legislation. (See FACT SHEET #3)

(over)

NEW HAMPSHIRE: Supporting increased state participation in water pollution abatement costs from 30 to 50 percent.

NEW YORK: All out state-wide campaign in support of $1 billion "Clean Waters" bond issue in November 1965 referendum.

OHIO: League actively supported request of Governor Rhodes for a conference on pollution in Ohio's Lake Erie Basin under the enforcement provisions of the Federal Water Pollution Control Act. Also active in successful efforts to open conference to non-official testimony.

OREGON: Supported appropriations for long-range study of Oregon's ultimate water needs.

PENNSYLVANIA: Supported state legislation to abate and control acid-mine drainage.

RHODE ISLAND: Supported acquisition of new reservoir sites.

TEXAS: Texas Water Commission has asked Texas League for help in educating public about Commission's ambitious water plan for Texas. Texas League supports strengthening the state Water Pollution Control Board.

FACT SHEET #6

LOCAL LEAGUE EFFORTS ON POLLUTION ABATEMENT

BACKGROUND

The League of Women Voters is tenacious about pollution abatement. During the summer months of 1946 and 47 League members in Burlington, Vermont, working in cooperation with the Health Department, made a weekly check of water along 30 miles of beaches on the shore of Lake Champlain.

Sometimes a pretty young mother would swim out into the lake to obtain a water sample -- and some attendant publicity. Because the purpose of the sampling and the testing was to draw attention to the contamination of the lake and to arouse public interest in support of a new sewage disposal plant.

To obtain treatment plants it took work at the state legislature for enabling legislation, initiatives, changes in the City Charter, and not one new plant but a number. Although some facilities were obtained in the 1950s did not write "finis" to pollution until 1962 when the third disposal plant was voted.

Tenacity was also needed in Missoula, Montana. There League members started in 1954 by making a streamside examination of the Clark Fork River to see for themselves the pollution invading the river. It wasn't until 1961 that the tax-paying voters of Missoula voted the bond issue necessary to finance the plant.

PAST ACTION

Among other Leagues that have worked on the problems of water supply and waste disposal in their communities with more or less success are: Branford, Connecticut; Augusta, Georgia; Idaho Falls, Nampa, and Twin Falls, Idaho; Alton, Decatur, Elmhurst, and Quincy, Illinois; St. Joseph, St. Louis, and Kansas City, Missouri; Syracuse and Watertown, New York; Omaha, Nebraska; Asheville, Charlotte, and Durham, North Carolina; Stillwater, Oklahoma; Salem, Oregon; Fort Worth and San Antonio, Texas; Salt Lake City, Utah; Middleburg, Vermont; and Seattle, Washington.

JUST LATELY

A recent "success" was that in Boulder, Colorado. In March 1965 the League worked for a sewer bond issue which went down to defeat. In preparation for another vote in July the League re-doubled its efforts. An excellent eight page report on the need for a new sewage system was prepared and distributed to libraries, churches, and community organizations. The League held a series of forums open to the public; a go-see trip was held. The support of other organizations was solicited and a League-produced popular flyer was distributed at banks and supermarkets. The bond issue passed two to one.

And in California the League was given major credit for work on the "Save Our Bay" bill which was signed into law by the Governor on July 18. The law creates a San Francisco Bay Conservation and Development Commission to study and plan for the conservation and use of the Bay and development of its shoreline.

FUTURE

Nearly 150 Leagues have some phase of water supply or water pollution on their <u>local</u> programs in addition to work being done under state and national Program. In Winter Park-Orlando, Florida the League is going all out for the $25 million water bond program to be voted on Nov. 2, 1965. In preparation for future action the Bloomington, Indiana League seeks consensus on water and sewage facilities and in Red Bank, New Jersey League members look for agreement on action to acquire land for a reservoir. So it goes!

Roadside erosion control and highway beautification are part of highway planning today, but temporary vegetation and other erosion control measures needed during early construction stages, to prevent exposing large areas to wind and rain, are not usually included.

Through locally managed Soil and Water Conservation Districts, which now cover 97 percent of U.S. agricultural land, individual owners and operators put soil and water saving plans into effect on their farms. But the U.S. Department of Agriculture's 1965 National Conservation Needs Inventory estimated that rural land treatment is adequate on only one third of nonfederal acreage. Erosion control is also sorely needed on much of the federal land, for example, on range land in northeastern New Mexico and southern Utah.

Suburban and rural groups are now joining in watershed protection and flood control projects that include small reservoirs for water storage and recreation and land treatment to reduce erosion and silting. Unfortunately there are not enough watershed projects to have great over-all effect. Many are in planning stages; many have been submitted for approval; but shortage of funds has severely limited the number started.

Fertilizers and Pesticides Wash In

As use of chemical fertilizers increases, more nitrates and phosphates are carried into streams and lakes by run-off and soilwash from treated agricultural land. Enrichment from fertilizers also encourages growth of aquatic plants, particularly algae.

More than 30 million acres of U.S. cropland are sprayed with some pesticide one or more times a year. Forests and highway rights-of-way are treated. Aquatic vegetation and nuisance plants like mesquite are destroyed with herbicides. Pesticides are put into water to kill undesirable fish, drift into streams during spraying, and wash in from treated lands. At the concentrations found in U.S. waters, pesticides are not known to endanger people but do affect the food chain of fish and fish-eating wildlife.

Pollution entering surface or ground water with run-off from agricultural lands cannot be traced to a single identifiable source but may come from an entire watershed. This makes control difficult.

Supplies Grow Salty

In the western states, irrigation is a source of water pollution. As irrigation water percolates through the ground, it dissolves soluble salts. Pure H_2O is lost through evaporation from reservoirs and irrigation ditches and through transpiration by plants. Both processes cause return flows to grow more heavily mineralized. In some rivers drawn on repeatedly for irrigation, downstream waters become too saline to produce healthy crops. This was the cause of Mexico's complaint about the water she was receiving from the Colorado.

In coastal areas, as fresh groundwater is pumped out faster than it is replaced, salt water moves into the porous underground beds (aquifers). When the flow of a river slackens, for whatever cause, the brackish water of the tidal area (estuary) moves upstream. In the summer of 1965, the long drought plus New York City's upstream withdrawals allowed the saline front to move up the Delaware almost to the water supply inlet for Philadelphia.

Acid Drainage Debases

Acid water draining from active strip mines, auger mines, and underground mines is one kind of industrial pollution, but roughly half of this type of water pollution comes from abandoned mines for which no company assumes responsibility.

Sulphur-bearing minerals, common in coal beds, in contact with water and air form sulphuric acid. Carried into streams, the higher acid content increases water "hardness," increases its corrosiveness, makes it more difficult to treat for municipal and industrial use, and reduces recreational values. In some cases all aquatic life is destroyed. Coal mining states with humid climate suffer most from acid mine drainage — Pennsylvania, West Virginia, Kentucky, Ohio, Indiana.

Septic Tanks Crowd Too Close

Septic tank discharges, like silting, are a source of water pollution in the zone between urban center and open country. The outward movement into suburbia and exurbia often takes place before it is economically feasible to have sanitary sewers and a treatment plant to serve the developing area. When individual septic tanks are used where lots are small or soils unsuitable for waste disposal, the result may be clogged soils with overflow from the septic field onto the land surface. Elsewhere septic tank drainage may pollute groundwater. Where household water is drawn from individual on-lot wells, as in parts of Long Island, pollution from septic tanks can be especially serious.

Ships Discharge Waste

Navigation has always caused pollution — from bilgewater, sanitary sewage, garbage (including cargo spoilage), oil, accidents, spillage while transferring cargo. Carelessness, accidents, and nighttime bilge pumping make harbor regulations difficult to enforce.

Measurement of the full extent of pollution from ships is to be included in HEW's Great Lakes water pollution control comprehensive plan. A study of ship pollution of San Diego harbor has been proposed.

Discharges from pleasure craft add to waterway and harbor pollution. In anchorages and marinas from coast to coast, the vogue for boating has meant greater discharges of galley and toilet wastes directly to the water.

IN CONCLUSION

Although unknowns are many and additional research is much needed, deterioration of U.S. waters *can* be slowed down *now*. But clean streams will not be cheap. People must show that they are willing to pay the price, for cost of municipal cleanup will be borne by the taxpayer and cost of industrial improvement ultimately by the consumer.

By taking greater responsibility for supporting and paying for pollution abatement, people can get cleaner water to use and enjoy. Improvement can go forward in the traditional American way, through simultaneous effort by private enterprise, by citizen organizations, by all three levels of government. It can be advanced through widespread growth of popular understanding and popular demand for water quality improvement. Like pollution, pollution control is chiefly a people problem.

League of Women Voters of the United States • 1200 17th St., N.W., Washington, D. C. 20036
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November 1965

Facts & Issues

LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

Population + Production = Pollution

POLLUTION IS A PROBLEM OF PEOPLE

Water pollution is not so much a water problem as it is a people problem. As people buy more and more products to satisfy their needs and desires, pollution from agriculture and industry mounts. As people continue to move into cities and suburbs, pollution from sewage is increasingly concentrated. As more people seek outdoor recreation, their sheer numbers degrade the quality of the water they crowd to enjoy. It is this increase in population, in urbanization, in production and consumption that makes water pollution a major issue.

When Americans were fewer and cities and industrial plants smaller and farther apart, our stream and river systems could carry off waste materials and still provide satisfactory water for people downstream. The great capacity of flowing water to clean itself made it simple, natural, and reasonable for people to use streams and rivers to dispose of domestic and industrial waste. "To a very substantial extent, American industry — and thereby our economy — has been built upon the base of that valuable economic asset — the ability of our great waterways to dilute, assimilate and carry away industrial wastes. The result has been a living standard of widespread abundance and a national defense potential that has delivered the goods during three periods of military conflict."[1]

But this living standard of widespread abundance, which uses more water for air conditioning, power generation, and manufacturing, also brings cars, boats, and leisure to Americans. The demand for water for swimming, fishing, sailing, water-skiing expands. The demand for plenty of reasonably clean water has grown until it now strongly challenges the old idea of an "inherent right to pollute" public waters.

Man — The Great Polluter

Some waters are suitable only for fighting fires, washing streets, receiving wastes. Some waters are suitable — with a little treatment — for drinking, food processing, swimming. The difference in quality arises from the kind and proportionate amount of dissolved (solutes) or suspended (sediment) material.

Pollution is a natural process; no surface or ground water is pure H_2O. Climate, season, temperature of water, kind of rock and soil, plant cover, and animal life affect the solutes and sediment picked up by water in a state of nature. Salt springs in the Arkansas and Red River basin are an example of natural pollution. And so is the process by which lakes fill, age, and disappear naturally as sediment is deposited, water plants multiply, and products of decay increase.

[1] Pasek, Leonard E. (Special Assistant to the Chairman, Kimberly-Clark Corporation) "The Needs and Obligations of Industry," National Conference on Water Pollution, *Proceedings*, December 1960, Washington, D.C., p. 311.

But man is the great polluter, and modern man the greatest polluter of all. People produce personal and household wastes. Industries discharge grease and oil, acids, complex chemicals, salts, and heated water. Run-off from farmland carries sediment, fertilizers, pesticides, and animal wastes into streams. Irrigation water dissolves salts from soil and through reuse becomes too saline for crops. One place or another, these and other pollutants are entering U.S. rivers, lakes, and groundwater limiting the water's usefulness.

Clean Enough to Use Again

Use is not the same for every lake and river in the United States, nor for all parts of a river system, nor even for every section of mainstem or major tributary. Water quality is highly variable, changing from place to place and from day to day, as it responds to amount and kinds of entering wastes and of flow available to dilute them. Therefore a single national standard of stream quality cannot be set as it has been for drinking water, a single use.

Plentiful and pure drinking water will always be basic, but control of water pollution is no longer solely a health measure. The present goal is water quality suitable for all legitimate uses: public water supply, industry, agriculture, recreation, and propagation of fish and wildlife.

Americans use a lot of water. To have enough, people must reuse water as it moves downstream. Have you noticed the Calgon Corporation's advertisement captioned, "Would you bathe a baby in secondhand water?" Or the one, "Would you brew your morning coffee with secondhand water?" The answer is yes, you will and probably do, because "more and more water is used water."

In some of the country's river basins the dependable flow is reused, often several times, during low-flow periods. Repeated reuse of water is forecast by all estimates of water needs in 1980 and 2000, for only with reuse will supply meet demand. Waste water is this country's most immediately available water supply; it need not be pumped over divides nor up from deep below the surface. The cheapest, quickest, most flexible way to increase the quantity of usable water is to reduce water pollution.

People's Choice

Use and reuse are key words. Where people want to use rivers only for navigation by tug and barge or for disposal of municipal and industrial waste, polluted water will suffice. Where people want to use rivers for other purposes, such as for the growing number of pleasure boats or for attractive open space in an urban area, they will want cleaner water.

Yet wastes must be disposed of in some way. People cannot avoid creating personal and kitchen sewage. People will not give up beet sugar, newsprint, automobiles, nylon and cotton clothing, fine fruit, or winter lettuce just because production of these goods increases organic and inorganic wastes.

In our super-cities, wastes as well as population and income are being concentrated. Since no organism is able to live in an environment of its own multiplying wastes, the choices before us are *how,* not *whether,* to counteract growing water pollution.

MUNICIPAL WASTES

Wastes from towns and cities and wastes from industrial plants exceed all other sources of water pollution. So great has been the increase in wastes municipalities produce that building more and more treatment plants has not been enough to keep streams from growing more polluted. Because municipal sewage treatment does not remove all wastes, waste-discharge after sewage treatment must grow greater as total volume of municipal sewage increases.

U.S. municipal sewage discharges in 1900 are estimated to have equalled the raw sewage of 24 million people. Although the number of sewered communities and the number served by treatment plants has been rising since 1900, municipal sewage discharges in 1960 were equivalent to raw sewage from 75 million people.

Population growth and movement to cities are the main causes, but failure to construct needed treatment works, treatment plant obsolescence or poor management, and increased installation of new devices such as garbage disposals also add to municipal water pollution. State-by-state surveys reported each year by the Conference of State Sanitary Engineers show that millions of people still live in places where there are no waste treatment facilities or where those they have are inadequate. But the U.S. Department of Health, Education, and Welfare points out that, even if accelerated construction provides all U.S. sewered communities with secondary waste-water treatment by 1980, substantially the same amount of municipal pollution will reach water courses in that year as is discharged into them today, simply because there will be so many more people.

There is pressing need for new water treatment processes that will remove more of the contaminants from waste water and do this economically. Complete water renovation by advanced waste treatment is now possible but costly.

Primary is Poorer

Along many waterways, cities are now so close together that their waste water needs more treatment[2] than the cities provide. To know that a city treats its sewage or that a large percentage of jurisdictions in a basin now have treatment plants is not enough. We need to ask, "Is the degree of treatment adequate?"

Unless most towns and all cities move up at least to secondary treatment, pollution of streams will grow worse. It has been suggested that secondary treatment be made the required treatment, with primary treatment allowed only as an exception by permit from a state water pollution control agency.

Secondary treatment is a substantial improvement over primary treatment, but it does not do away with all problems of pollution from domestic sewage and industrial waste. Secondary treatment even aggravates what is known as the "enrichment" problem.

Domestic sewage contains dissolved compounds of nitrogen and phosphorus, which all gardeners recognize as the chief constituents of synthetic fertilizers. Untreated sewage and the liquid discharge from treatment plants (effluent) enrich the receiving waters with plant nutrients and stimulate growth of aquatic plants, particularly algae. Living, an abundance of algae give the water a pea-green, soupy appearance; dying, they cause pollution, disagreeable odors, unpleasant taste. Unfortunately, in secondary treatment of sewage, nitrogen and phosphorus are changed into forms that algae utilize exceptionally well.

Rain in Early-Sewered Cities

In the 19th century when cities like Chicago first provided sewers, surface run-off from rain (storm sewage) and waste from toilets, sinks, and laundry tubs (domestic sewage) were both carried away in the same pipe. When cities began to build treatment plants, it was neither practical nor economical to make them large enough to handle combined storm and sanitary (domestic and industrial) waste waters. Cutoffs were constructed by which excess sewer flows could pass directly to the stream. Such outfalls pollute the waterfronts of almost all old cities.

Although rainwater dilutes raw wastes in combined sewers, downpours also flush accumulated sewage solids (raw sludge) out of the sewers and into the rivers. Storm-water picks up wastes as it washes across city surfaces. These untreated discharges from summer storms and overloaded sewage systems make receiving waters unfit for sports or shellfish. For example, New York City engineers say that when summer rains are heavy and frequent, beaches are polluted for most of the swimming season.

Neither the extent of pollution from unseparated sewers nor the cost of a national separation program is known, but preliminary studies indicate that both are high. A tentative estimate by the U.S. Public Health Service places the cost of separating combined sewers throughout the United States at $20 to $30 billion or more. To this must be added the expense and inconvenience of disrupted traffic.

Even less is known about the cost and reliability of other remedies — storing the sudden influx of water (in lagoons as in Tacoma, Washington, or in holding tanks as in Columbus, Ohio) and of chlorinating it (as Boston does before discharge into the harbor).

In an attempt to help early-sewered cities find the answer, the Water Quality Act of 1965 authorizes matching federal grants to states or cities for projects that will demonstrate new or improved ways to handle discharges from combined sewers.

INDUSTRIAL WASTES

To broaden their tax base and increase employment for their people, communities welcome industry. The industries, so eagerly sought, require water for cooling, for washing, for use in manufacturing processes. From their survey of water use in industry, published in 1965, the National Association of Manufacturers and the Chamber of Commerce of the United States report that only 6.7 percent of the water withdrawn for industrial use is consumed (i.e., made unavailable to others in the immediate vicinity or downstream because the water is incorporated in products, evaporated in cooling towers, or lost in other ways.

What happens to the rest? Cooling water is returned to the stream at higher temperatures (thermal pollution) but otherwise unchanged. Much water used for cleaning and other industrial processes also goes back into streams and lakes. Where the water is returned laden with solutes and solids, downstream use is diminished for other than waste-carrying purposes.

Information on industrial waste discharge into U.S. waters has been sparse and difficult to obtain because most companies have chosen to keep it confidential. Where state agencies are allowed by law to collect data on industrial water use and waste discharge, some operate under a legislative proviso that the information will not be revealed. Industries say that to place in the public record the names and quantities of discharged waste materials or descriptions of treatment methods would, in many cases, be tantamount to disclosing a company's secrets to its competitors.

Compounding the Problem

Industrial *organic* waste discharged into U.S. water courses in 1960 was estimated to be twice the municipal waste load.[3] Domestic sewage and industrial wastes (chiefly from food processing, pulp and paper, and non-synthetic textiles) are thought to furnish about equal amounts of organic wastes that break down under today's conventional sewage treatment (degradable pollutants).[4] In addition, chemical companies and fabricators and packagers of chemical compounds discharge synthetic organic wastes that are not removed by natural stream purification processes or by primary or secondary treatment (persistent pollutants).

Industrial processes also release *inorganic* materials — metals, salts, acids — into plant waste water. Inorganic chemicals (whether from industry, agriculture, or homes), like persistent organics, are not removed by primary or secondary treatment.

Water high in dissolved inorganic chemicals corrodes equipment, forms scale, affects color, odor, and taste, and requires additional treatment for industrial and domestic use.

Cutting Back Industrial Waste Discharge

The forecast that industry will require "80 percent or more of the expected increase in total future water requirements and will account for 65 percent or more of all fresh water used in 1980 and 2000"[5] suggests how important industrial waste-handling may be to total U.S. water quality control and to industry itself.

A company's decision on how to handle its waste water is based on economic factors. It costs money to recirculate through cooling towers, construct treatment works, develop new processes that use less water or leave it cleaner. Some industries have found it profitable to recover byproducts from waste water, but more often recovery does not match cost. Installation of treatment systems or process changes with or without waste reclamation seems expensive to a company accustomed to "free" disposal to stream, lake, or ocean.

When social conscience or concern for corporate image make stream pollution distasteful to officers and management or when government regulations limit waste-discharge into public water, companies weigh the net costs of discharging through municipal sewerage systems, altering plant processes, or upgrading company waste-water treatment. The number of plants that discharge industrial waste through municipal sewerage systems is increasing. Smaller plants tend to make use of public facilities; larger ones generally treat their own wastes.

Many companies have given great attention to pollution abatement and invested large sums in preventive measures as, for example, at the new Kimberly-Clark pulp and paper plant on the Sacramento River in California.

Detergents that Decompose

An industry-wide product change of this kind was recently made by detergent companies and the chemical industry that supplies them. When, in 1963, congressional committees were considering bills to prohibit interstate commerce in detergents resistant to conventional sewage treatment, the Soap and Detergent Association pledged that the industry would voluntarily change over to a product that would sell for no more, clean as well, and foam less in streams.

By July 1, 1965, companies which together produce more than 90 percent of all detergents sold in the United States had changed over from the old, persistent, organic cleansing ingredient (ABS) to a new substance (LAS) which decomposes *where oxygen is present.* LAS has replaced ABS in products of the three big producers (Colgate-Palmolive, Lever Brothers, Procter & Gamble), who made the shift without mass media advertising, as well as in products of companies who advertise new biodegradability.

The new active cleaning substance breaks down as rapidly in *secondary* treatment, in properly constructed lagoons and septic tank fields, and in unpolluted streams as do the human and food wastes of household sewage.

SUBURBAN AND RURAL WASTES

In suburban and rural America there are other kinds of water pollution:

- Sedimentary — excessive silting from improper farming practices, from construction of highways and housing developments, from stripmining
- Chemical — runoff from land treated with synthetic fertilizers and pesticides; concentration of salts in irrigation waters; acid drainage from abandoned mines
- Organic — drainage from inadequate septic tank installations; discharge from boats.

Hold Back That Silt

Erosion of soil by rain and running water, a natural process, is aggravated by human activities that increase runoff. Both flood peaks and sedimentation rates go up with deforestation, bad farming practices, range abuse, highway construction, suburban sprawl.

Silt accumulates in natural and man-made reservoirs, reduces their storage capacity, and shortens their useful life. Silt from fertilized and pesticide-sprayed fields carries these compounds into streams and lakes. Silt buries fertile floodplains and stream-valley parks and clogs stream channels. Silt raises the cost of water treatment and harbor dredging.

Each year more agricultural land is used for highways and housing. Some of the worst erosion in the nation is around growing metropolitan areas, Washington, D. C., for example, where housing developers scalp grass, trees, and shrubs from the land and leave it exposed until lots are sodded when construction is finished, sometimes several years later.

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[2] Primary and secondary treatment, with chlorination, have been used for sanitary sewage for 40 years with little change. *Primary* treatment screens out larger solids, settles finer solids, and disposes of these sewage solids (sludge) by burning or digestion. Following this, *secondary* treatment applies to the remaining liquid, in an intensified and controlled way, the same processes of decomposition that take place naturally in unpolluted streams. *Chlorination* of the remaining liquid (effluent) to kill disease-transmitting agents can follow either primary or secondary treatment; chlorination kills infectious bacteria but does not kill all types of viruses which are more resistant to disinfectants.

[3] 88th Congress, 1st Session, U.S. Senate Committee on Public Works, Committee Print, *A Study of Pollution — Water,* June 1963, p. 10.

[4] Kneese, Allen V., *Water Pollution — Economic Aspects and Research Needs,* Resources for the Future, 1962, p. 6.

[5] 86th Congress, 2nd Session, U.S. Senate Select Committee on National Water Resources, *Water Quality Management,* Committee Print No. 24, February 1960, p. 3.

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

This is going on
Duplicate Presidents Mailing

November 15, 1965

TO: Presidents of local Leagues for Water Chairmen and/or Publications Chairmen
FROM: Mrs. Robert J. Stuart
RE: New League Publications on Water Resources

INTRODUCTION

Water is in the news, and it will continue to be so as attention is increasingly drawn to the problem of water pollution.

With this memo we are sending two new League publications -- POPULATION + PRODUCTION = POLLUTION (A Facts & Issues on water pollution) and THE 89TH CONGRESS ACTS IN 1965 .... ON WATER RESOURCES MANAGEMENT (Current Review of Water Resources #2.) We are also sending suggestions for ways and means of using both publications and sample press releases.

# # # # # #

POPULATION + PRODUCTION = POLLUTION

This F&I presents basic information on pollution. It should be useful for new members and new Leagues, for citizens who want to know what the "fuss" is all about, for high school students, even for old members who did not pay much attention to Water Resources when that subject was first on the Current Agenda or whose interest was in an aspect of water resources other than pollution abatement.

This F&I will be helpful, we hope, to those state Leagues just beginning a study of water quality, who wish to reach into their communities with information prior to taking action.

Who knows? This F&I might even be an eye-opener to members of the state legislature, to local officials, and to county commissioners.

The style is simple and easy to read, we think, and the content is an all-in-one-place review of the kinds of water pollution which together cause this urgent, complex problem in our modern world.

League members believe that pollution of water everywhere in the United States is a disgrace and a national shame. They will want to communicate this feeling to everyone they meet. Here is an easy way to do it.

# # # # # #

(over)

THE 89TH CONGRESS ACTS IN 1965 .... ON WATER RESOURCES MANAGEMENT

This Current Review of Water Resources #2 attempts to do three things: list major water legislation passed during the first session of the 89th Congress and summarize the sections of each act which deal with water; bring up-to-date the programs of federal aid available in the water field and thus supplement Current Review of Water Resources #1; and point out two changes in the chart of federal departments and agencies concerned with water as listed in Current Review of Water Resources #1.

League members might use this Current Review as an entry when discussing water with their Congressman. It is an excellent illustration of the extent to which the League of Women Voters is following Congressional activity in water. (Remember when you talk with your Congressman to be sure your words and tone imply that "of course he knows all about what's in the Current Review because he was there and did it," even though you know he can't know every aspect of each bill and yours may not even be specializing in water.)

When your League discusses possibilities for improved water management with local and state agency personnel and elected officials, you will want to have copies of the Current Review to leave with them. After all, one of the responsibilities of a citizens' organization is to encourage the use of all available opportunities and this publication discusses just what is available under the new laws.

Resources committees will want this Current Review to learn how your state plans to proceed to use the new programs and how local needs can best be satisfied through state use of federal funds.

And a final suggestion for use is, of course, by classes studying recent federal action in the water field.

# # # # # #

SAMPLE PRESS RELEASES

COVERING MEMO

ATTENTION EDITORS AND REPORTERS:

The League of Women Voters has just issued two new publications on United States water resources: POPULATION + PRODUCTION = POLLUTION and THE 89TH CONGRESS ACTS IN 1965 .... ON WATER RESOURCES MANAGEMENT.

We think the titles are clear indications of the specific area each covers in the "great water debate," a national issue which has concerned League members for nearly 10 years.

Enclosed are copies of each publication. See the attached releases for details.

# # # # # #

LEAGUE ISSUES REPORT ON FACTORS LEADING TO WATER POLLUTION

(Dateline) -- Pollution is not so much a water problem as it is a "people problem," says the League of Women Voters in its current report on the quality of U.S. waters -- POPULATION + PRODUCTION = POLLUTION.

(more)

Issued this month by the national League, the study is also available from the _____ League, M_____, local League of Women Voters president, announced today.

In its four-page report, the League sets down facts causing the complex water pollution problem -- a situation _____League members consider a national disgrace!

As people buy more and more products to satisfy their needs, pollution from agriculture and industry mounts. As people continue to move into cities and suburbs, pollution from sewage is increasingly concentrated. As more people seek outdoor recreation, their sheer numbers degrade the quality of the water they crowd to enjoy.

No longer can our streams and river systems carry off waste materials and still provide satisfactory water for people downstream. The old idea of an "inherent right to pollute" public waters is now challenged.

So great has been the increase in wastes municipalities produce, the study points out, that the increase in treatment plant construction has still not been adequate to keep streams from growing more polluted.

Furthermore, because municipal sewage treatment does not remove all wastes, waste discharge remaining after treatment necessarily grows greater as total volume of municipal sewage increases.

In 1900 municipal sewage discharges are estimated to have equalled the raw sewage of 24 million people. Despite the fact that the number of sewered communities and the number served by treatment plants have been rising since then, town and city discharges in 1960 were equivalent to the raw sewage of 75 million people!

It is these same communities which eagerly seek industries which themselves require water for cooling, washing and manufacturing purposes. Although industrial organic waste discharged into U.S. waters in 1960 was estimated to be twice the municipal load, detailed information on industry's waste discharges has been sparse and difficult to obtain.

Most companies have chosen to keep this data confidential. Where state agencies are allowed by law to collect information on industrial water use and waste discharge, some operate under a legislative proviso that the facts will not be revealed.

Industries say that to place in the public record the names and quantities of discharged waste materials or descriptions of treatment methods would, in many cases, be tantamount to disclosing a company's secrets to its competitors.

In the meantime, of course, many companies have given considerable attention to pollution abatement and invested large sums in preventive measures. Detergent companies, for example, which together produce more than 90 percent of all detergents sold in the United States, by July 1, 1965 had changed over from the old persistent organic cleansing ingredient to a new substance which sells for no more, cleans as well, and foams less in streams.

People in cities and industries are not the only polluters. Illustrations of contributions to the overall water pollution picture from suburban and rural America include improper farming practices, runoff from land treated with synthetic fertilizers and pesticides, discharges from inadequate septic tank installations.

Concerned though it is over the pollution problem, the League members insist "deterioration of U.S. waters can be slowed down now."

(over)

But the League warns this goal will not be cheap. People must show they are willing to pay the price -- for costs of municipal cleanup will be borne by the taxpayer and costs of industrial improvement ultimately by the consumer.

By taking greater responsibility for supporting and paying for pollution abatement, however, people can get cleaner water. Improvement can go forward in the traditional American way -- through simultaneous efforts of private enterprise, citizen organizations, and all three levels of government and through widespread growth of popular understanding and demand for water quality improvement.

POPULATION + PRODUCTION = POLLUTION also defines basic terms necessary for any discussion of pollution abatement. According to M_____ , it sells for 15 cents (10 copies for $1.00) and can be ordered from _____.

# # # # # #

"MONUMENTAL" WATER LEGISLATION EXPLAINED IN LEAGUE BOOKLET

(Dateline) -- The "monumental" water legislation passed during the first session of the 89th Congress is described by the League of Women Voters in a 16-page report -- THE 89TH CONGRESS ACTS IN 1965 .... ON WATER RESOURCES MANAGEMENT.

M_____, president of the _____ League, describes the League piece as a "careful analysis of recent major acts affecting U.S. water management." The review also contains a legislative history of the laws discussed.

Now, as never before, the study explains, the Water Resources Planning Act makes it possible for comprehensive, long-range planning for river basins and regions to be carried out jointly by the states and the federal government.

The new Water Quality Act of 1965, Housing and Urban Development Act of 1965, Rural Water and Sanitation Facilities Act, Public Works and Economic Development Act, and Appalachian Regional Development Act have increased the federal grants-in-aid and federal insurance for loans for planning, construction and improvement of sewers and treatment works.

In a number of these laws provision is made for partial federal financing of the local share where communities have been unable to take advantage of federal aid programs. More federal help is now available to large cities under a new provision of the Water Quality Act.

The 1965 legislation places greater emphasis on the state's role in water management. This is especially true of the Water Quality Act, the Water Resources Planning Act, the Appalachian Regional Development Act, and the Water Projects Recreation Act.

The League of Women Voters has been studying federal water legislation since 1956. THE 89TH CONGRESS ACTS .... ON WATER RESOURCES MANAGEMENT was issued as the second in a series of Current Reviews of Water Resources.

Current Review of Water Resources #1, published last March, discusses the various federal water and land use assistance programs available at that time and includes a chart showing the relationships of federal bodies most concerned with water problems.

The most recent in this series -- THE 89TH CONGRESS ACTS -- is priced at 50 cents, and according to M_____, the local League is taking orders at _____.

# # # # # #

current review of water resources

LEAGUE OF WOMEN VOTERS OF THE UNITED STATES, 1200 17th St., N.W., WASHINGTON, D.C. 20036

NUMBER 2 NOVEMBER 1965 PRICE: 50¢

THE 89TH CONGRESS ACTS IN 1965 . . . . ON WATER RESOURCES MANAGEMENT

SUMMARY

In its first session, the 89th Congress passed monumental water legislation.

Comprehensive long-range planning to be carried out jointly by the states and the federal government for river basins and regions is made possible as never before by the Water Resources Planning Act. Coordination through the Water Resources Council is made a matter of law by that same act. In its long-range, comprehensive study and preparation of plans to meet the water needs of the northeast and of Appalachia, the U.S. Army Corps of Engineers is instructed to comply with Water Resources Planning Act provisions for cooperation with local, state, and federal agencies.

Federal grants-in-aid and federal insurance for loans for planning, construction, and improvement of sewers and treatment works have been increased by the Water Quality Act of 1965, the Housing and Urban Development Act of 1965, the Rural Water and Sanitation Facilities Act, the Public Works and Economic Development Act, and the Appalachian Regional Development Act. Provision is made in a number of these laws for federal financing of a part of the local share where communities have been unable to take advantage of federal aid programs because of inability to finance the nonfederal share. Some greater amount of financial help is available to large cities under a new provision of the Water Quality Act. An attack on acid mine drainage all over the United States will be begun by a study authorized in the Appalachian Regional Development Act.

Greater emphasis is placed on the state's role in water management, especially by the Water Quality Act, the Water Resources Planning Act, the Appalachian Regional Development Act, and the Water Projects Recreation Act.

Two laws were passed which make it necessary to correct the chart in the center of CURRENT REVIEW OF WATER RESOURCES No. 1. Under HEW, the box should now read "Federal Water Pollution Control Administration" (see page 2). At the Departmental level a new box should be made entitled Department of Housing and Urban Development. Housing and Home Finance Agency should be removed from the column headed Independent Agencies and Commissions and placed under the new department.

On the back cover of this pamphlet, the important new water laws are listed with Public Law number, date of passage, and page reference. There, too, are directions for obtaining copies of the laws and the congressional committee reports.

WATER QUALITY ACT OF 1965

"No one has a right to use America's rivers and America's waterways that belong to all the people as a sewer. The bank of a river may belong to one man or one industry or one state, but the waters which flow between those banks should belong to all the people.

"There is no excuse for a river flowing red with blood from slaughterhouses. There is no excuse for paper mills pouring tons of sulphuric acid into the lakes and the streams of the people of this country. There is no excuse -- and we should call a spade a spade -- for chemical companies and oil refineries using our major rivers as pipelines for toxic wastes. There is no excuse for communities to use other people's rivers as a dump for their raw sewage. ...

"The ultimate victory of reclaiming this portion of our national heritage really rests in the hands of all the people of America, not just the government here in Washington. Much of the money, and some of the imagination, much of the effort, must be generated at the local level. Then, and really only then, will this blueprint for victory become victory in fact. ..."

These were the words with which President Johnson prefaced placing his signature on the Water Quality Act of 1965 (P.L. 89-234) in the East Room of the White House on October 2, 1965. The Water Quality Act amends P.L. 660, the Federal Water Pollution Control Act, and makes it stronger by providing for establishment and enforcement of water quality standards for interstate streams, increasing federal financial aid for sewage treatment works construction, establishing a new Water Pollution Control Administration in HEW, and giving financial aid for experimental projects in storm-sewage management.

Changes made in P.L. 660 by the Water Quality Act of 1965 (P.L. 89-234)

Administration (Sections 1 and 2): Authorizes creation, in HEW by January 1966, of a Federal Water Pollution Control Administration to administer the Federal Water Pollution Control Act. Authorizes appointment of an additional Assistant Secretary in HEW to supervise the Administration and all other water pollution functions of HEW. The initial staff of the Administration is to be provided from HEW personnel, and arrangements are established for transfer of USPHS commissioned officers to civil service status.

Grants for Research & Development in Handling Stormwater Sewage (Section 6): Authorizes $20 million a year for fiscal years 1966-69 for a new program of (a) federal grants to states, municipalities, or interstate and intermunicipal agencies for projects that demonstrate a new or improved method of controlling discharge of untreated or inadequately treated sewage from storm sewers or combined sewers and (b) contracts for the same purpose -- but not to use more than 25 percent of the annual appropriation -- with public or private agencies, organizations, or individuals. Projects must be approved by the proper state agency as well as HEW. Grants shall not exceed 50 percent of the cost of the project.

Grants for Treatment Plant Construction (Section 8): To help keep this program in tune with today's needs, three changes are made which

(1) Authorize higher ceilings on federal grants for treatment works construction -- double the ceiling from $600,000 to $1,200,000 for a project serving a single municipality and from $2,400,000 to $4,800,000 for a multi-community plant.

(2) Increase the authorization for the treatment works construction program from $100 million annually to $150 million. The first $100 million of the annual appropriation for this program will be dispensed to the states under the same regulations that have been in force:

- a maximum of 30 percent of project cost or the set dollar-ceiling, whichever is lower
- half of the $100,000,000 to be used for treatment works servicing municipalities of 125,000 or under
- aid to states to be allotted one half according to population and one half inversely according to per capita income; because like other public assistance programs this is intended to provide a higher percentage of federal aid to low-income states.

The newly authorized $50 million a year will be divided differently. For this additional amount

- the $1,200,000 and $4,800,000 ceilings on federal aid will not apply providing the state agrees to match equally all federal grants made from such allocation for projects in the state
- the maximum of 30 percent of project cost from federal funds will continue to prevail, but under the no ceiling arrangement a local contribution could be reduced to 40 percent of project cost (i.e., with 30 percent federal and 30 percent state aid)
- the allotment will be according to state population (i.e., heavily populated states, which presumably are producing more wastes, will receive more aid).

The purpose of the new specifications for distribution of the newly authorized additional $50 million is to make it possible for a state to channel a meaningful amount of federal financial assistance to a large city where costs for treatment works projects are enormous.

(3) Allow the Secretary to increase the grant by an additional 10 percent of the grant amount for community sewage works construction that is part of a comprehensive metropolitan development plan.

Interstate Stream Standards (Section 10, c): To the section "Enforcement Measures Against Pollution of Interstate or Navigable Waters" has been added a new subsection on water quality standards. It provides that within one year following passage of the Act each state file with the Secretary of HEW a letter of intent stating that the state will by June 30, 1967, adopt (a) water quality criteria for interstate waters or portions thereof within the state and (b) a plan for the implementation and enforcement of the criteria adopted. If this is done, and if the Secretary finds that the criteria and plan adopted will protect the public health, enhance the quality of water, and serve the purposes of this Act, then that state criteria and plan shall be the water quality standards applicable to those interstate waters.

If a state does not file a letter of intent or does not establish water quality standards as described above, or if the Secretary of HEW or the governor of any state affected by water quality standards wants them revised, the Secretary may propose standards for the interstate waters in question, but he must first confer with federal and interstate agencies, states, municipalities, and industries. If a state neither adopts satisfactory standards nor petitions for a public hearing on them, the Secretary shall promulgate his standards within six months.

Up to 30 days after the Secretary's standards are promulgated, the governor of any affected state can petition for a public hearing, which the Secretary must call at or near a place affected by the standards. Provision is made for selection of a hearing board. The standards as approved or modified by the hearing board become applicable to the interstate waters of that state.

If waste discharges lower the quality of interstate waters below the stream standard set through this Act, the Secretary shall notify offenders and give them 180 days to correct the situation voluntarily. When violators do not make the necessary corrections, the Secretary may bring suit if the pollution affects another state or may bring suit with the written consent of the governor if the effects of the pollution are intrastate.

Legislative History -- How Congressional Committees View Stream Standards

It took the duration of the 88th Congress and most of the 89th to pass these amendments to the Federal Water Pollution Control Act. During the 88th Congress (1963-64) there was much opposition to creation of a separate Water Pollution Control Administration. But in both the 88th and 89th Congresses the greater difficulty was to bring House and Senate together on standards for water quality in interstate streams.

S. 4, with a strong federal standards section, was introduced into the Senate on January 6, 1965, reported out of committee on January 27 (Senate Report 10), and passed by a 68-8 roll call vote the next day.

The Senate Committee Report on S. 4 explains federal standards in this way:

> "Water quality standards ... are intended to provide the Secretary and state and local agencies with additional tools for objective and clear public policy statements on the use or uses to which specific segments of interstate waters may be put.
>
> "... water quality standards are not designed to 'lock in' present uses of water or to exclude other uses not now possible. The standards are not a device to insure the lowest common denominator of water quality but to enhance the quality and productivity of our water resources.
>
> "... a determination would be made of present quantities of water available and the condition of such water on a case-by-case basis. The determinations should be made by areas and sub-areas.
>
> "... water quality standards should be applied on the basis of the water quality requirements of present and future uses of a stream or section of stream, after due consideration of all factors and variables involved."

On February 1, 1965, essentially the same bill reported by the House Public Works Committee in the preceding Congress was introduced as H.R. 3988. On March 31, the House Committee unanimously reported out S. 4 (House Report 215) after amending it by substituting H.R. 3988 with the stream standards section altered to provide that a state will have 90 days in which to file with the Secretary of HEW a letter of intent that, before June 30, 1967, the state will establish water quality criteria for interstate waters and portions thereof, and that after 90 days no state will receive any funds under P.L. 660 unless it has promised to establish such criteria. The House Public Works Committee report explained that the committee

- considers the question of adequate water quality standards throughout the country to be of prime importance ... has no doubt that there is urgent need for standards of water quality to be applicable to interstate waters or portions thereof ... thinks these standards are required to insure water of a quality for the maximum number of uses which a growing population or industry will demand

- has amended S. 4 to allow the states time for implementing their responsibility in protecting interstate waters ... earnestly hopes that the states will do a thorough and complete job in this program.

With House and Senate bills so different on a new and major federal pollution abatement power, a conference report could not be filed until September 17, almost five months after passage by the House. When many discussions had led to an acceptable compromise and a bill better than either original version, the conference report was quickly adopted on September 21 -- in the House by a 379-0 roll call vote and in the Senate by a voice vote.

WATER RESOURCES PLANNING ACT

Comprehensive, coordinated development of the nation's water resources, with special emphasis on river basin planning and on improved state planning is the aim of the Water Resources Planning Act, P.L. 89-80, signed July 22, 1965.

The Three-Level Approach to Coordination and Improved Planning

Title I sets up a Water Resources Council composed of the Secretaries of Army, Interior, HEW, and Agriculture, and the Chairman of the Federal Power Commission. These leading water agency heads, or their substitutes, are to carry on continuing study of ways to coordinate water and related land programs and policies of the federal agencies. They are to report their recommendations to the President. To bring agencies into line, the Council is given the power, with presidential approval, to establish principles, standards, and procedures for federal participants in comprehensive river basin planning and for formulation and evaluation of federal water projects.

Title II authorizes creation of river basin commissions where one half of the states in the basin and the Water Resources Council concur, in writing, to their formation. Each such commission for a river basin or region is to be the principal agency for coordinating federal, state, interstate, and local plans for development of water and related land resources in its territory. Each basin commission is to prepare a comprehensive, coordinated, joint plan; recommend long-range schedules of priorities for collection of basic data and for planning and constructing projects; undertake

studies in its area necessary for the planning. No river basin commission is to study, plan, or recommend transfer of water between basins under jurisdiction of different commissions. Each state in the basin will have a member on the river basin commission who will be paid by the state and appointed by his governor.

Where there are basic disagreements about the best plan for development of the basin's water and related land resources, the arrangement for reporting will lay alternative plans before Congress for its consideration.

Under the proposed Water Resources Planning Act a river basin commission will be set up only if such a commission is wanted by not less than one half of the states within which portions of the basin are located or, if the Upper Colorado River is involved, by at least three of the four states of Colorado, New Mexico, Utah, and Wyoming.

Title III encourages states to develop and carry out their own comprehensive water and related land resources plans; $5 million a year for ten years is authorized for matching grants to states. The allotment formula considers population, land area, need for planning, and financial need. The federal share shall be not more than 50 percent of the cost of carrying out the program planned by the state and approved by the Water Resources Council.

Legislative History -- Thoroughly Reviewed in Past League Publications

The development of this legislation was described in CURRENT REVIEW OF CONTINUING RESPONSIBILITIES, Numbers 3, 5, and 7 and in BACKGROUND BRIEF of February 16, 1965. Copies of these are in League files as are copies of League testimony given on the several versions of the Water Resources Planning Act. The Publications Catalog lists those still available from the national office.

Recent Developments -- Applications of this Act

The Water Resources Council was called on to make recommendations for the water-short northeastern states and in July and September reported to the President.

P.L. 89-298 (October 26, 1965) authorizing river, harbor, flood control, and beach erosion projects of the U.S. Army Corps of Engineers, authorized the Corps to prepare a plan to meet the long-range water needs of the northeastern United States. The plan is to include major reservoirs, major water purification facilities, and major facilities for transfer of water among northeastern U.S. river basins to the extent found desirable in the national interest. The House Committee on Public Works (House Report 973) said that this Corps planning "will not hinder the development of river basin plans under the Water Resources Planning Act."

The Water Resources Council, in October 1965, approved the FIRST REGIONAL COMMISSION authorized by the Water Resources Planning Act. This first implementation of Title II will include the basins of the New England states -- Maine, New Hampshire, Vermont, Massachusetts, Connecticut, and Rhode Island -- plus that part of New York state within the drainage basin of the Housatonic, a tributary to the Connecticut. The New England Governors' Council requested that such a federal-state commission be set up to make adequate long-range plans for rivers that cross state boundaries. The New England Regional River Basin Commission will coordinate plans to develop water resources, set up long-range priorities for construction projects, and work on a comprehensive regional water plan.

The second supplemental appropriation bill for fiscal 1966 (H.R. 11588), cleared by both houses on October 21 for presidential signature, approved $200,000 to establish the Water Resources Council and operate it for one year. It also provided $110,000, the amount requested, to create the first federal-state river basin planning commission.

HOUSING AND URBAN DEVELOPMENT ACT OF 1965

The Housing and Urban Development Act of 1965 (P.L. 89-117), signed by the President, August 10, 1965, contains a number of amendments to the National Housing Act that are intended to bring about improved water and sewerage facilities.

Title VII, Community Facilities, was added to the National Housing Act by P.L. 89-117 to assist and encourage communities to meet citizen needs by supplying federal financial assistance to local governments for (a) adequate basic water and sewer facilities, (b) neighborhood facilities for programs of social services, and (c) acquiring land for future construction of public works and facilities.

Grants for Basic Water and Sewer Facilities (Section 702): Authorizes the Housing and Home Finance Administrator to make grants to local public bodies to finance up to 50 percent of the cost of basic public water facilities (for storage, treatment, purification, and distribution of water) and of basic public sewer facilities but not "treatment works" as defined in the Federal Water Pollution Control Act. Grants are not intended to finance ordinary repairs or to maintain existing facilities.

Grants for sewer facilities require certification from HEW that before discharge into any public waterway wastes carried by these sewers will be treated adequately to meet applicable federal, state, interstate, or local water quality standards.

The HHFA Administrator must certify that the project is

- necessary for adequate water and sewer facilities and will contribute to the health or living standards of the community
- designed with capacity adequate to meet the reasonably foreseeable growth of the area
- in accord with a unified or coordinated comprehensive area-wide development plan (prior to July 1, 1968, grants can be made if the facility can reasonably be expected to be required as part of an area-wide water and sewer facility program that is under active preparation)
- necessary for ordinary community development.

As much as 90 percent of the cost of a basic public sewer facility may be financed by the federal government for a community

. of less than 10,000

. situated in a metropolitan area

. without a public or adequate community sewer system

. with an unemployment rate 100 percent above the national average

. unable to finance construction with 50 percent aid

and communities such as these need not meet the four requirements for certification by the HHFA Administrator.

Title II of P.L. 89-117 requires public or adequate private sewerage systems for developments constructed under Federal Housing Administration mortgage insurance.

Section 201 amends the National Housing Act by adding a new title, Title X, Mortgage Insurance for Land Development, in which Section 1005, "Water and Sewerage Facilities," provides that after land development covered by the FHA mortgage insurance, the development shall be served either by public water and sewerage systems "consistent with other existing or prospective systems within the area" or by private or cooperatively owned systems acceptable to the FHA Administrator.

Section 217 amends the National Housing Act by adding Section 522, "Water and Sewer Facilities," which prohibits FHA mortgage insurance for new housing not served by a public or adequate community water and sewer system where local officials certify that such a system is economically feasible.

It would seem that this provision of Section 217 might reduce reliance on septic tanks in tract housing construction.

SALINE WATER CONVERSION

On August 11, 1965, the President signed P.L. 89-118, the Saline Water Conversion Act, which

. extended the program five years, from June 30, 1967, through June 30, 1972

. authorized an increase from $20 million to $35 million in fiscal 1967

. set a $185 million ceiling on authorizations for the program for fiscal 1968 through 1972.

This is a favorite program of the President. The Conference Report (Report 720) indicated congressional approval "for planning purposes of the full program recommended by the President." From the inception of the desalination program, the House Committee has wished to retain close watch over it and therefore continues to authorize funds only from year-to-year in order to maintain that oversight (House Report 594).

RURAL WATER AND SANITATION FACILITIES ACT

The Rural Water and Sanitation Facilities Act, to establish for rural communities a federal aid program for water supply and waste disposal systems comparable to federal aid for urban communities, became P.L. 89-240 on October 7, 1965.

Grants, Loans, and Guidelines for Rural Water and Waste Systems

P.L. 89-240 amends Sections 306 and 308 of the Consolidated Farmers Home Administration Act of 1961. P.L. 89-240, the new law, increases to $450 million, from its former $200 million ceiling, the loan insurance limit of the Farmers Home Administration, authorizes $55 million a year for a new program of grants for facilities, authorizes $5 million annually for comprehensive planning. More specifically, P.L. 89-240

. authorizes the Farmers Home Administration to make or insure LOANS to associations, nonprofit corporations, public and quasi-public agencies for installations or improvement of facilities for use and control of water (including central water systems) and of facilities for drainage and waste disposal. Facilities are to be for farmers, ranchers, farm laborers, rural residents
. authorizes $50 million annually in matching GRANTS to such bodies for projects for development, storage, treatment, purification, or distribution of water or collection, treatment, or disposal of waste in rural areas. Limits federal share to no more than 50 percent of the development cost of the project, which includes cost of construction and of land easements, rights-of-way, and water rights necessary for construction and operation
. sets conditions which a project must meet to qualify for a grant
  (a) must serve a rural area not likely to decline in population below that for which the facility was designed (i.e., projects for communities around construction camps, oil strikes, mining ventures would not qualify)
  (b) must have capacity available or to be made available to serve reasonably foreseeable (at least 20 years) growth needs of area
  (c) must be consistent with any comprehensive water and sewer plan
  (d) must comply with state and federal water pollution control standards
. authorizes $5 million a year in grants to public bodies to prepare comprehensive plans for rural water supply and sewage disposal systems
. sets 5,500 as upper limit for town population under this program, which is to take up where programs for water and sewer in urban areas end
. gives project applications by local governments priority over requests by nongovernment groups serving the same area.

Legislative History -- Overwhelming Support and Quick Passage

Introduced in April with 93 sponsors, S. 1766 was reported out by the Committee on Agriculture and Forestry (Senate Report 500) July 22. The bill for rural water facilities passed the Senate the next day by voice vote with no dissent. On August 24, the House Agricultural Committee reported (House Report 847) its own bill (H.R. 10232) which included grants for both water and sewage systems. September 23 the House amended S. 1766 by replacing it with the text of the House bill and passed it by a 326-10 roll call vote. The next day, the Senate concurred in the House amendments. On September 28, the bill went to the White House for signature.

As House and Senate committee reports explain, rural water and sanitation systems will serve not only households but also industrial and commercial users in the area. Farmers, especially dairy farmers, need clean, chemically acceptable water to meet high sanitary requirements for food production.

PUBLIC WORKS AND ECONOMIC DEVELOPMENT ACT OF 1965

The Public Works and Economic Development Act of 1965 (P.L. 89-136, August 26, 1965) authorizes grants and loans for public works and development facilities to alleviate substantial and persistent unemployment and underemployment in economically distressed regions. This legislation replaces the Area Redevelopment Act and the program of federal grants for public works under the Public Works Acceleration Act of 1962.

Grants, Grant Supplements, and Loans for Water Projects and Facilities

Eligible projects include waterworks and waterlines, sanitary and storm sewers, waste treatment works, watershed protection, and flood prevention directly related to economic development, and water and sewage facilities for residential development that contribute indirectly to economic development.

Title I authorizes $500 million a year for four years for

. GRANTS of up to 50 percent of the total cost for needed public works and public service or development facilities in redevelopment areas. The Secretary of Commerce makes grants to areas which the Secretary of Labor certifies to be eligible because of substantial unemployment. The approval of the Department of Health, Education, and Welfare is required for sewage treatment facilities constructed with financial assistance provided under this Act

. SUPPLEMENTARY GRANTS for worthy projects in order that areas of greatest economic distress can take advantage of help authorized by this Act and other present or future federal grant programs for which they are eligible but lack the required matching share. However, combined direct and supplemental federal grants cannot be more than 80 percent of the cost of a project. (See CURRENT REVIEW OF WATER RESOURCES No. 1, 1965, for federal aid programs in water and land use.)

Application for grants can be made by any state, political subdivision, Indian tribe, or private or public nonprofit organization. Local governmental authorities are to have a reasonable opportunity to review and comment upon proposed projects. And no project approved for help under the Appalachian Regional Development Act of 1965 (see p. 11) shall receive grant assistance under this Title.

Title II authorizes $170 million a year for five years for

. LOANS to states, political subdivisions, Indian tribes or nonprofit organizations representing a redevelopment area or a part of one

. GUARANTEES to private borrowers for working capital in connection with projects receiving direct loans. Loans for public works and development facilities similar to those eligible for grants are repayable in 40 years with interest.

Loans cannot be made to assist establishments relocating from one area to another (except in establishment of new branches).

Title III authorizes $25 million a year for five years for technical assistance for project planning and feasibility studies, management and operational assistance, evaluations of needs, potentiality, and means of accomplishing economic growth.

APPALACHIAN REGIONAL DEVELOPMENT ACT OF 1965

The Appalachian Regional Development Act of 1965 (P.L. 89-4), signed on March 9, 1965, creates the Appalachian Regional Commission, sets up new programs, and modifies and supplements some existing programs in order to supply federal financial and technical assistance in planning, construction, and coordination of public works and economic development programs to help the Appalachian Mountain region catch up with the rest of the nation.

Programs that Affect Water Management

Title II - Special Appalachian Programs. Under both new programs and modified and supplemented versions of existing programs are a number for development of the region's abundant but mismanaged water resources. For the highway program $840 million is authorized and for all other programs $252.4 million.

. HIGHWAYS -- The most expensive program and the one on which greatest reliance for economic development is placed calls for construction of up to 2,350 miles of development highway and an additional 1,000 miles of local access roads. Federal grants-in-aid of 50 percent are authorized for both kinds of roads, but the federal share can be raised to 70 percent where the Secretary of Commerce determines this is necessary to accomplish the purpose of the Act.

In view of the stream silting which usually accompanies highway construction, a program of this size in Appalachia's rugged terrain will require special precautions if destructive effects on streams and rivers are to be avoided. Since improvement of water resources is one of the purposes of the Act, it is important that highway building, to open up areas for fuller economic development, does not in the process degrade a resource which is important to economic growth, for industry needs clean water and tourism depends on it.

. CONSERVATION AGREEMENTS -- Up to $17 million is allotted for a new program under which owners, operators, and occupants of the land can enter into agreements with the Secretary of Agriculture to carry out specific, mutually agreed upon land uses and treatments that will stabilize and reclaim land, control erosion, reduce sedimentation, conserve and develop water, soil, woodland, wildlife, and recreation resources. The federal aid will amount to 80 percent of the necessary cost. Only 50 acres can be covered by a conservation agreement.

. MINING RESTORATION -- Up to $36.5 million is allotted for mining restoration in the Appalachian region, where pollution from acid mine drainage is widespread and difficult to curb, and for study of the problem in the entire nation. Grants will be made to states to seal abandoned coal mines and to reclaim existing strip and surface mines, to extinguish mine fires, and to expand fish and wildlife restoration projects. Up to July 1, 1967, the federal contribution to mining restoration projects on nonfederal land is limited to 75 percent of total project cost. No money is to be spent on improving privately owned land until authorized by law after completion of the comprehensive study Interior, together with other federal, state, and local agencies, is to make of all strip and surface mining operations in the United States. A summary showing the aspects most urgently needing attention in Appalachia is to go to the Appalachian Regional Commission by July 1, 1966. Recommendations for a long-range comprehensive program for rehabilitation of U.S. surface and strip mine areas are to reach the President by July 1, 1967.

. COMPREHENSIVE WATER RESOURCE PLAN -- The U.S. Army Corps of Engineers was allotted $5 million for a comprehensive water resource development and utilization plan, which is to give special attention to the need to increase production of goods and services, to flood control, river regulation for dependable industrial and municipal water supply, hydropower, prevention of pollution from mine drainage, recreation-potential enhancement, conservation and utilization of land resources, and navigation where this is cheaper than costs of other transportation. The Corps report is to be reviewed by the Appalachian Regional Commission; subsequently the President is to send the report to Congress by December 31, 1968.

. TREATMENT WORKS CONSTRUCTION -- The treatment works construction program, so familiar under the Federal Water Pollution Control Act, will be expanded for the Appalachian region. The Appalachian Regional Development Act allots $6 million for sewage treatment construction grants in Appalachia. The program is to be carried out under provisions of the HEW program, but P.L. 660 appropriation authorization ceilings and allotment among the states will not apply to this $6 million, which will be in addition to the sums the Appalachian states will receive under appropriations for P.L. 660.

. SUPPLEMENTATION GRANTS -- To help Appalachian communities benefit from existing federal grant programs, $90 million is allotted to be transferred to other federal agencies in lieu of state and local contributions required under other grant-in-aid programs for land acquisition, construction and equipment of facilities. However, the total federal contribution is to be not more than 80 percent of the cost. This reduction of local and state responsibility does not apply to the highway program, which has its own fund authorization.

Legislative History -- Initiated by the Jurisdictions that Benefit

In the late 1950s the governors of the Appalachian states held a series of meetings which led to formation of the Conference of Appalachian Governors in May 1960. This conference issued a resolution in October 1960 calling for a "special regional program of development" to be carried out by private efforts and all three levels of government. In January 1961 a task force appointed by President-elect Kennedy recommended an area redevelopment program (later authorized in the Area Redevelopment Act) and suggested priority for Appalachia. Concluding that more help was needed than that given under ARA, the Conference of Appalachian Governors called for a special program. In April 1964 the Appalachian Regional Commission, appointed by President Kennedy, recommended a coordinated program of local, state, and federal investment to President Johnson. Legislation was considered in the 88th Congress. In the 89th Congress, the Senate (Senate Report 13) passed the Appalachian Regional Development Act (S. 3) February 1, 1965. The House (House Report 51) acted on S. 3 on March 3. The Act was signed by the President, March 9, 1965.

No program or project authorized by the Act will be started until the Commission has obtained recommendations from officials designated by the governors and plans have been approved by federal officers named by the President. No state need engage in or accept any program under the Act. However, to obtain benefits under the Act, a state must keep the level of its expenditures for its Appalachian area equal or higher than they averaged for the two years before the Act became law. The cut-off date for the Act is July 1, 1971.

The Second Supplemental Appropriations Act for 1965 (P.L. 89-16, April 30) appropriated $349,688,000 for the over-all Appalachian regional development program.

FEDERAL WATER PROJECTS RECREATION ACT

This law "to establish a uniform policy on inclusion of recreation and fish and wildlife enhancement features in federal multipurpose water projects" affects projects of the Corps of Engineers and the Bureau of Reclamation. Signed on July 9, 1965, it became P.L. 89-72.

Guidelines for Sharing Costs of Recreation and Fish-Wildlife Benefits

When the Water Resources Council, operating then at the President's request, agreed on and issued "Policies, Standards, and Procedures in Formulation, Evaluation, and Review of Plans for Use and Development of Water and Related Land Resources" (88th Congress, Senate Document 97, 1962), the Council placed outdoor recreation and fish-wildlife enhancement among the primary purposes for water resource development. The Council said project plans should include provisions for public acquisition of lands and rights of way at federal water projects to insure full ultimate realization of their potential for outdoor recreation and fish-wildlife enhancement. Benefits and costs for recreation and fish-wildlife are to be considered in establishing project benefit-cost ratios. The Federal Water Projects Recreation Act establishes rules for cost-sharing for these new primary benefits:

. A federal construction agency cannot develop a water project's potential for recreation or fish and wildlife enhancement until a state, local government, or recreation district which will have to share certain of the costs of such development has made a written agreement to share such costs and to administer the features (except for certain kinds of small federal water projects and those connected with national forests or recreation areas).

. After a cost-sharing agreement has been made, the federal agency can develop recreation and fish-wildlife aspects as well as other primary purposes of the project. The federal government will bear all "joint project costs" allocated to recreation and fish-wildlife enhancement (i.e., costs that cannot be solely attributed to a single feature -- for the basic dam structure, for example -- will be nonreimbursable so far as recreation and fish-wildlife are concerned).

. The federal government and the nonfederal public body will share 50-50 the "separable costs" of recreation and fish-wildlife enhancement (i.e., costs that clearly are caused by development of these features -- modern sanitary facilities for campers, extra heighton dam to provide larger recreation pool, for example). The nonfederal share can be met by (a) payment or provision of lands or facilities for the project or (b) payment with interest within 50 years after first use of recreation facilities.

. The nonfederal body will pay all of the costs of managing and maintaining the areas provided and may charge admission in order to recover its share of construction costs, but at intervals the fee schedule must be reviewed with the government.

. Before the cost-sharing agreement is reached the federal construction agency can acquire land to protect the recreation and fish-wildlife enhancement potential; but if no cost-sharing agreement is reached in 10 years, this land is to be used by the agency for another purpose or sold.

. If no recreation cost-sharing agreement is signed, the federal government need provide only minimum basic facilities for public health and safety.

. The Secretary of Interior may expend up to $100,000 for recreation development at each existing Bureau of Reclamation reservoir for which a cost-sharing agreement had been reached with a nonfederal body. Interior is barred from preparing feasibility reports to Congress on reclamation projects unless authorized by law.

. Land and Water Conservation Fund money cannot be used for recreation costs of federal water projects which have cost-sharing under this Act.

. Projects in which the cost allocated to recreation and fish-wildlife enhancement is more than 50 percent of total allocated costs are not to be built except for protection of anadromous fish, shrimp, and migratory birds protected by treaty.

Legislative History -- One Change Makes Another Necessary

When the Water Resources Council made recreation a primary purpose, the whole question of fairly apportioning cost-sharing and reimbursement for recreation was opened up. Such determinations are particularly important for proposed western projects where amounts of federal or nonfederal money that might be required for recreation and fish-wildlife could reach enormous sums. No general policy for recreation enhancement cost-sharing had been developed. As primary benefits, recreation and fish-wildlife will make a favorable benefit-cost ratio possible for many projects which otherwise could not be justified.

Congressman Aspinall, Chairman of the House Interior and Insular Affairs Committee, asked that the Administration submit no water projects to the 88th Congress (1963-64) with outdoor recreation as a joint cost until the Administration was ready to recommend a policy agreed to by agencies involved. A proposal by the Bureau of the Budget was introduced as H.R. 9032 in November 1963, but no legislation was passed in the 88th Congress.

In the 89th Congress, the Administration proposal was greatly modified from the earlier Budget Bureau bill. S. 1229 (Senate Report 149) was passed on April 13 and H.R. 5269 (House Report 254) on May 18. Minor differences were resolved and the Conference Report (Report 538) was agreed to on June 23 by the House and on June 25 by the Senate. The bill became law on July 9, 1965, as P.L. 89-72.

When the Omnibus Rivers and Harbors bill, which authorizes the civil works projects of the U.S. Army Corps of Engineers, was before the Congress in 1965, this Federal Water Projects Recreation law made it possible for the Corps to justify a number of (multipurpose) projects which otherwise would not have had a favorable benefit-cost ratio. An objection was raised in the Senate by Senator Proxmire (D., Wis.) on the basis that recreation provided no "monetary returns to the economy" and in effect the cost-sharing arrangement for recreation in the Federal Water Projects Recreation Act was a subsidy to the beneficiaries of the projects. The ranking minority member of the Committee on Public Works, Senator Cooper (R., Ky.), said that many flood control projects cost so much that they could not show a favorable benefit-cost figure unless benefits like recreation were included, but without such projects "communities would continue to be washed away year after year."

* * * * * * *

UNFINISHED BUSINESS

Water Resources Research Act Amendment

When on July 17, 1964, President Johnson signed the Water Resources Research Act of 1964 (P.L. 88-379), to establish water resources research centers and promote a more adequate national program of water research, he entered an objection to one of its provisions.

Title II of P.L. 88-379 authorized appropriation of $1 million a year for fiscal years 1965-75 from which the Secretary of Interior can make grants or contracts with educational institutions (other than the land-grant colleges establishing water resources research institutes under Title I of the law), with private firms and individuals, with local, state, and federal agencies. These grants or contracts are to be for research into water problems not otherwise being studied which are related to responsibilities of the Department of Interior. Title II went on to provide that the Secretary shall submit each such proposed grant to Congress where the Committee on Interior and Insular Affairs of each house will have 60 days in which to disapprove. If neither committee disapproves, after 60 days the Secretary can enter into the contract.

In signing the Water Resources Research Act of 1964, President Johnson expressed serious concern over this last provision. The President said, "...it violates the spirit of the constitutional requirement of separation of powers between the executive and the legislative branches. It is both inappropriate and inefficient for committees of Congress to participate in the award of individual contracts or grants."

S. 22 was introduced in the 89th Congress to amend P.L. 88-379. S. 22 would amend Title II by (a) deleting the requirement that water research projects be referred to the Senate and House Interior and Insular Affairs Committees and (b) increasing funds for such research projects to $5 million for the first year increasing gradually to $10 million. The bill (Senate Report 127) was passed by the Senate March 25, 1965. The House Interior and Insular Affairs Committee, to whom the bill was referred, held no hearings on it during the first session of the 89th Congress.

Program Under the Water Resources Research Act of 1964

On the day that the Water Resources Research Act of 1964 became law, July 17, 1964, the Office of Water Resources Research was set up in the Department of Interior by the Secretary's Order (No. 2879). By December, rules and regulations for federal grants for water resources research institutes had been developed and published in the Federal Register. By January, 43 states had requested funds for such institutes. Meanwhile a supplemental appropriation, large enough to fund 14, had been made and the first 14 states to receive allotments for water resources research were named. By February, requests for allotments had been received from all 50 states and Puerto Rico. June 1, allotments to Puerto Rico and land-grant universities in the remaining 36 states were announced, again funded by a supplemental appropriation. Funds for the 51 institutes now operating were included in the President's January 1965 budget message, and the full $87,500,000 was appropriated.

Under Title I, Section 101, matching grants were authorized for support of specific research projects at water research institutes. By June 1965, 400 project proposals had been submitted by the 51 centers. The budget for fiscal 1966 provided $1 million for matching grants and the first supplementary budget for 1966 provided an additional $500,000. Title II has not been implemented.

MAJOR WATER LEGISLATION PASSED IN THE 89TH CONGRESS

Title	Public Law Number	Signed	Summary on page
Appalachian Regional Development Act of 1965	89-4	March 9, 1965	11
Federal Water Projects Recreation Act	89-72	July 9, 1965	13
Housing and Urban Development Act of 1965	89-117	August 10, 1965	7
Omnibus Rivers and Harbors Bill	89-298	October 26, 1965	6
Public Works and Economic Development Act of 1965	89-136	August 26, 1965	10
Rural Water and Sanitation Facilities Act	89-240	October 7, 1965	9
Saline Water Conversion Act	89-118	August 11, 1965	8
Water Quality Act of 1965	89-234	October 2, 1965	2
Water Resources Planning Act	89-80	July 22, 1965	5

Copies of Public Laws can be ordered by number from the House Document Room, The Capitol, Washington, D. C. 20515, or by writing your Congressman. House and/or Senate Committee Reports, which are a great help in understanding the legislation, should be ordered from the Committee which considered the bill. An enclosed self-addressed label will expedite handling.

Copies of the Federal Water Pollution Control Act, P.L. 660, as amended through 1965, can be obtained by writing the Office of Information, Division of Water Supply and Pollution Control, Department of Health, Education, and Welfare, Washington, D. C. 20201.

REPRINT

ENVIRONMENTAL CONTAMINATION from NUCLEAR REACTORS

By MALCOLM L. PETERSON

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Reprinted through the courtesy of the New York Scientists' Committee for Public Information, Inc., this article has been prepared as a chapter for that organization's forthcoming book on nuclear electric generating plants.

TWENTY-SEVEN NUCLEAR POWER PLANTS have been built or are under construction in this country; many more are going to be built. Some idea of this technological expansion can be realized from the data in Table I which shows the increasing number and size of nuclear power stations. In November, 1962 the Atomic Enèrgy Commission predicted that civilian nuclear power generators would be producing 5,000,000 kilowatts in 1970 and 40,000,000 kilowatts in 1980. This latter estimate has recently been revised upward by the Federal Power Commission to 68,000,000 kilowatts in 1980. The Atomic Energy Commission Report to the President in 1962 stated that at that time electricity production by reactors was less than 0.5 per cent of total power generated in this nation, but by the year 2000 this figure could be 50 per cent.

Our recent engineering and industrial achievements utilize electricity to power all phases of production and maintenance service. As our population grows, demands for services increase and industry expands, so must our power supply grow. Unquestionably some, if not most, of this expansion in power production will be realized with nuclear reactors unless sudden developments in other methods of generating elctricity are forthcoming—and there is little to hint of this. When to this is added the rapidly growing needs for water and the promise of water—desalting plants (many of which embrace reactors in their design) the future for reactors can be in only one direction—up.

What will this expansion mean to the individual citizen in terms of the pollution of his environment with

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STATE OF MINNESOTA
WATER POLLUTION CONTROL COMMISSION

CHAPTER ELEVEN: WPC 11

CLASSIFICATION AND STANDARDS
OF WATER QUALITY AND PURITY FOR THE RAINY RIVER
FROM THE OUTLET OF RAINY LAKE AT RANIER
TO THE MINNESOTA AND ONTARIO PAPER COMPANY DAM IN INTERNATIONAL FALLS

WPC 11 The classification for use and the standards of quality and purity as hereinafter set forth are hereby adopted and established for the Rainy River from its origin at the outlet of Rainy Lake near the Duluth, Winnipeg and Pacific Railway bridge, approximately at the westward extension of Main Street in Ranier, to the Minnesota and Ontario Paper Company dam, approximately at the northward extension of Third Street in International Falls.

(a) Classification for Use.

(1) The present and potential uses of the waters which require maintenance of water quality in accordance with the standards hereinafter prescribed are domestic consumption, fisheries and recreation, and industrial consumption and wildlife.

(2) The waters may also be used for navigation or any other uses for which the waters may be suitable in this state or other areas through which the waters may flow.

(b) Related Conditions.

(1) The quality of the waters shall be such that with treatment consisting of coagulation, sedimentation, filtration, storage and chlorination, or other equivalent treatment processes, the treated water will meet in all respects both the mandatory and recommended requirements of the Public Health Service Drinking Water Standards - 1962 for drinking water as specified in Publication No. 956 published by the Public Health Service of the U. S. Department of Health, Education and Welfare, and any revisions or amendments thereto.

(2) The quality of the waters shall be such as to permit the propagation and maintenance of warm or cold water sport or commercial fishes and be suitable for aquatic recreation of all kinds, including bathing, for which the waters may otherwise be usable.

(3) The quality of the waters shall be such as to permit their use without chemical treatment for most industrial purposes, except food processing and related uses, for which a high quality water is required.

(4) The quality of the waters shall be such as to permit their use by wildlife without inhibition or injurious effects, and be suitable for esthetic enjoyment of scenery and avoidance of any interference with navigation or damaging effects on property.

(c) Standards.

(1) No untreated sewage, and no untreated industrial wastes or other wastes containing viable pathogenic organisms or any substances which may cause disease or endanger the public health, shall be discharged into the waters from sources now existing. No sewage effluent, and no industrial waste or other waste effluents containing viable pathogenic organisms or any substances which may cause disease or endanger the public health, shall be discharged into the waters from any source originating after the taking effect hereof, including without limitation, discharges from watercraft.

(2) No treated sewage, and no treated industrial wastes or other wastes containing viable pathogenic organisms from sources now existing, shall be discharged into the waters without effective disinfection. Effective disinfection of any contaminated discharges, including combined flows of sewage and storm water, and/or separation of sanitary sewage from natural runoff, will be required to protect the aforesaid uses of the waters.

(3) The discharge of oxygen demanding sewage, industrial wastes or other wastes, shall be restricted so that after reasonable opportunity for mixing and dilution thereof with the receiving waters, the dissolved oxygen content of such waters will be maintained at not less than 7 milligrams per liter in October and continuing through May, based on the monthly average flow which is exceeded by 96 per cent of the monthly flows of record for February; and so that a level of not less than 5 milligrams of dissolved oxygen per liter will be maintained during June through September, based on the monthly average flow which is exceeded by 96 per cent of the monthly flows of record for August; and so as to maintain at least 3 milligrams of dissolved oxygen per liter in the receiving waters at all river flows equal to or greater than the minimum daily average flow which is exceeded by 96 per cent of the minimum daily average flows of record for August.

(4) The discharge of sewage, industrial wastes or other wastes shall be restricted so that the limits given below are not exceeded at any river flow at any point in the river after reasonable opportunity for mixing and dilution of the effluents with the receiving waters:

Substance or Characteristic	Limiting Value or Range
Alkalinity ($CaCO_3$)	No material increase above natural levels
Ammonia (N)	No material increase above natural levels
Arsenic (As)	No material increase above natural levels
Barium (Ba)	No material increase above natural levels
Cadmium (Cd)	No material increase above natural levels
Carbon chloroform extract	No material increase above natural levels

Chlorides (Cl)	No material increase above natural levels
Chromium (Total Cr)	Not to exceed a trace
Coliform group organisms	500 most probable number per 100 milliliters
Color value	No material increase above natural levels
Copper (Cu)	No material increase above natural levels
Cyanides (CN)	Not to exceed a trace
Dissolved solids	No material increase above natural levels
Fluorides (F)	No material increase above natural levels
Hardness ($CaCO_3$)	No material increase above natural levels
Iron (Fe)	No material increase above natural levels
Lead (Pb)	No material increase above natural levels
Manganese (Mn)	No material increase above natural levels
Methylene blue active substance (MBAS)	Not to exceed a trace
Nitrates (NO_3)	No material increase above natural levels
Oil	Not to exceed a trace
Phosphorus (P)	No material increase above natural levels
Selenium (Se)	Not to exceed a trace
Silica (SiO_2)	No material increase above natural levels
Silver (Ag)	No material increase above natural levels
Sulfates (SO_4)	No material increase above natural levels
Suspended solids	No material increase above natural levels
Temperature*	75°F
Threshold odor number	No material increase above natural levels
Turbidity value	No material increase above natural levels
pH value*	6.5 - 8.0
Zinc	No material increase above natural levels

*May be based on the minimum daily average river flow in August as specified in the preceding paragraph.

Radioactive materials	Not to exceed the lowest concentrations permitted to be discharged to an uncontrolled environment as prescribed by the appropriate Federal authority or by the State Board of Health.
Unspecified substances	None at levels harmful or detrimental either directly or indirectly.

(5) In addition to the above listed standards, no sewage, industrial waste or other wastes, treated or untreated, shall be discharged in such quantity or in such manner, alone or in combination with other substances, or permitted by any person to gain access to these waters, so as to cause any material undesirable increase in the taste or corrosiveness or nutrient content of the river waters or in any other manner to impair the natural quality or value of the waters or render them unsuitable or objectionable for the stated uses. Existing discharges of untreated or inadequately treated sewage, industrial wastes or other wastes, shall be abated, treated or otherwise controlled so as to comply with these standards.

(6) The aquatic habitat, which includes the waters and stream bed, shall not be degraded in any material manner; there shall be no material increase in slime growths or undesirable aquatic plants, including algae, nor shall there be any detectable increase in harmful pesticide residues in the waters, sediments and aquatic flora and fauna; the normal fishery and lower aquatic biota upon which it is dependent shall not be degraded or endangered, the species composition shall not be altered materially, and the normal propagation of the fish and other biota shall not be prevented or hindered; by the discharge of any sewage, industrial waste or other waste effluents to these waters.

(7) No sewage, industrial waste or other wastes shall be discharged into these waters so as to cause any nuisance conditions, such as the presence of floating solids, scum, oil slicks, suspended solids, material discoloration, obnoxious odors, visible gassing, slime or fungus growths, or sludge deposits, or any other offensive or objectionable effects.

(8) Means for expediting mixing and dispersion of sewage, industrial waste or other waste effluents in the receiving waters shall be provided so far as practicable when deemed necessary by the Commission to maintain the quality of the receiving waters in accordance with the applicable standards. In any instance where it is evident that it may not be feasible to provide for effective mixing or dispersion of an effluent or if at the applicable stream flows mentioned in the preceding paragraphs of the standards it is evident that the specified stream flow may be less than the effluent flow, these standards may be interpreted as effluent standards for control purposes where applicable. Allowance shall not be made in the design of treatment works for low stream flow augmentation unless such flow augmentation or minimum flow is dependable under applicable laws and regulations. All units of treatment works discharging effluent into the waters shall be operated continuously at their maximum capability and reports on their operation shall be submitted regularly at monthly intervals.

(9) It shall be encumbent on all persons responsible for existing or new sources of industrial or other wastes which are or will be discharged to these waters to treat or control their wastes so as to produce effluents having a common level or concentration, of pollutants of a comparable nature, as may be necessary to meet the standards, or better, and in no case shall the concentration of polluting substances in any individual effluent be permitted to exceed the common concentration or level required of the other sources discharging to these waters, regardless of differences in the amount of pollutional substances discharged or degree of treatment which may be involved.

(10) Liquid substances which are not commonly considered to be sewage or industrial wastes but which could constitute a pollution hazard shall be stored in accordance with Regulation WPC 4. Other wastes as defined by law or other substances which could constitute a pollution hazard shall not be deposited in any manner such that the same may be likely to gain entry into these waters in excess of or contrary to any of the standards herein adopted or cause pollution as defined by law.

(11) The quality of the waters of the state which are tributary to these waters shall be such that no violation of the standards for these waters shall occur by reason of the discharge of sewage, industrial waste or other wastes to the tributary waters.

(12) In any case where, upon application of the responsible person or persons, the Commission finds that by reason of exceptional circumstances the strict enforcement of any provision of these standards would cause undue hardship; that disposal of the sewage, industrial waste or other wastes is necessary for the public health, safety or welfare; and that strict conformity with the standards would be unreasonable, impractical or not feasible under the circumstances; the Commission in its discretion may permit a variance therefrom upon such conditions as it may prescribe for prevention, control or abatement of pollution in harmony with the general purposes of these classifications and standards and the intent of the applicable state and national laws.

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

This is going on
Duplicate Presidents Mailing

November 14, 1966

TO: Local and State League Presidents (for Water Chairmen)

FROM: Mrs. Donald E. Clusen, Chairman, Water Resources Committee

RE: Report from the Hill -- Water Legislation and League Action

Since Congress was still in session in September we were unable to give you a final wrap-up in the September Board Report (pages 18-19) on legislation and League action.*

NATIONAL WATER COMMISSION (S. 3107)

There was no further action on this legislation, but we understand it will be re-introduced in the 90th Congress. The Senate Interior Committee is expected to have hearings on the bill.

WATER POLLUTION CONTROL AMENDMENTS (S. 2947, H.R. 16076)

On the Hill: The House-Senate conferees held their first meeting on October 5 to work out the substantial differences in the House- and Senate-passed bills. On October 4, I wrote a letter to all of the members of the conference committee (see list below) urging them to use the federal construction grants as an incentive to encourage more states to go in this direction.

> "It is our hope that the conference committee will retain the following provisions of the House version of S. 2947: that the federal government pay a full 40 percent of reasonable project cost only if the state will pay 30 percent; that where facilities are part of a basin pollution control and abatement project, the federal government will pay 50 percent of reasonable construction costs only if the state agrees to pay at least 25 percent of the cost of these same projects. Such arrangements will retain the original incentive purpose of the construction grant program and at the same time will introduce the flexibility needed to help take care of the mounting wastes of metropolitan districts and to move toward the goal of clean river restoration."

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* CURRENT REVIEW OF WATER RESOURCES #4 - to be published in January 1967 will include more detailed information on legislation passed by the 89th Congress in 1966.

Conference Committee on S. 2947, H.R. 16076:

Senators: Randolph (D., W. Va.), Muskie (D., Maine), Moss (D., Utah) Harris (D., Okla.), Boggs (R., Del.), Murphy (R., Calif.)

Representatives: Fallon (D., Md.), Blatnik (D., Minn.), Jones (D., Ala.), Kluczynski (D., Ill.), Wright (D., Tex.), Cramer (R., Fla.), Harsha (R., Ohio), Kunkel (R., Pa.)

In its final form the Clean Waters Restoration Act of 1966 (P.L. 89-753) retains the points stressed in the national League letter to the conference committee. Although it removed the dollar ceiling from all federal construction grants, the Act encourages financial participation by the state. It increased the maximum federal grant to 40 percent of project cost if the state agrees to match at least 30 percent of the cost of all projects for which grants are made from that state's allocation for a fiscal year. It increased the maximum federal grant to 50 percent if the state agrees to match at least 25 percent of project cost, as above, and if the state establishes enforceable water quality standards for the waters into which the project discharges. The annual authorizations for construction grants rise gradually from the current $150 million in fiscal 1967 to $1,250 million in 1971, the total authorization for this program being $3.55 billion for the five-year period. (Authorizations in P.L. 89-753 total $3.9 billion.)

In addition, P.L. 89-753 provides federal financial aid for comprehensive basin planning for water quality control; provides for demonstration grants for advanced waste treatment and water purification methods and for new methods of jointly treating municipal and industrial wastes. It authorizes a program of grants for research and demonstration projects for prevention of pollution by industry. It increases federal aid for demonstration of improved control of discharges from combined sewers and aid for state and interstate water pollution programs. It allows reimbursement from later state allotments where states or localities prepay a possible federal share of treatment facility construction.

The Secretary of the Interior is directed to make comprehensive studies of (1) the effects of pollution on use of U.S. estuaries, (2) the costs, economic impact, and national treatment requirements of attaining the quality standards established pursuant to the Act, (3) the need for additional trained personnel, (4) the extent and methods of abating pollution and litter from watercraft, and (5) methods of providing incentives to industry to assist in construction of water pollution control facilities.

At the White House: A most appropriate conclusion (and climax) to our "season" on the Hill with regard to water legislation came on November 3rd when Mrs. Robert J. Stuart, Mrs. C. F. S. Sharpe, Program Specialist for Water on the national staff, Mrs. L. G. Hawkins of the Education Fund, and I were invited (by telegram from the White House) to attend the signing of the Clean Waters Restoration Act of 1966.

Unless you are a suburban housewife in a medium-sized middle western city and have been summoned to the telephone at 7:40 a.m. to be told that you have a wire from the White House, you may have difficulty understanding the sensation of surprise and excitement which I felt. Skipping over the more mundane matters of consultation with the national office (can the League afford the travel expense involved?), with my husband (may I have a new hat?), with the travel agency and local press, to the scene at 1:00 p.m. in the East Room of the White House:

Even the most blase Capital observer must feel a sense of drama and heightened excitement when the officer of the day intones "Ladies and Gentlemen, the President of the United States" and the Marine band strikes up "Hail to the Chief." We were no exception.

This was the first full day of work upon the President's return from his Asian trip and a veritable mountain of bills awaited his attention. The Demonstration Cities Act and the Clean Waters Restoration Act were signed at the same time. After a brief statement of the historic importance of these two bills, President Johnson said of the Clean Waters Restoraction Act:

> "It enlarges and strengthens the comprehensive approach. ... It creates new incentives for our states and cities. It strengthens their partnership with industry and the federal government. It enables us to work together on sound and practical plans for controlling pollution, once and for all."

Flanked by Vice President Humphrey and Secretary Weaver, but without the usual congressional leaders (because of adjournment), the President affixed his name to the bills in a room packed with observers, newsmen, and television cameras.

We observers at the cermony were guided toward the President where an usher asked each of us her name and repeated it to the Chief Executive. A handshake, a smile, and the presentation of a box containing the famous pen completed the session. In the obvious cross-section of American leadership represented on this occasion, you were there, through us, and we were all most cognizant of the fact that our presence attested to the impact of the League of Women Voters in this field.

BILLS ON LEGISLATION ON TAX INCENTIVES TO INDUSTRY

On August 25, we sent you a report on current activity in Congress on tax incentives for companies investing in pollution abatement. Since then 13 more Congressmen have introduced legislation in this field. We have written each a letter similar to the August 24 letter and sent each a copy of the VOTER article "Seeking New Water Ways."

Legislation on financial incentives to industry for abating water pollution introduced in the 89th Congress -- August 16 through October 22 (adjournment), 1966

U. S. House of Representatives (Ways and Means Committee)

Digest of Bill: Provides an incentive tax credit for a part of the cost of constructing or otherwise providing facilities for the control of water or air pollution, and permits the amortization of such cost over a period of from 1 to 5 years.

H.R. 17081	Arends (R., Ill.)	August 16, 1966
H.R. 17253	McClory (R., Ill.)	August 24, 1966
H.R. 17274	Battin (R., Mont.)	August 25, 1966
H.R. 17302	Lipscomb (R., Calif.)	August 25, 1966
H.R. 17447	Clancy (R., Ohio)	August 31, 1966
H.R. 17878	Conable (R., N.Y.)	September 21, 1966
H.R. 18095	Kupferman (R., N.Y.)	September 29, 1966
H.R. 18129	Mosher (R., Ohio)	September 30, 1966
H.R. 18372	Andrews, Glen (R., Ala.)	October 14, 1966

(OVER)

Digest of Bill: A bill to amend the Internal Revenue Code of 1954 to authorize an incentive tax credit allowable with respect to facilities to control water and air pollution, to encourage the construction of such facilities, and to permit the amortization of the cost of constructing such facilities within a period of from 1 to 5 years.

H.R. 18000 Gubser (R., Calif.) September 27, 1966

Digest of Bill: Permits for income tax purposes the amortization of the cost of abatement works of water and air pollution over a period of 36 months.

H.R. 17227 Boland (D., Mass.) August 24, 1966

Digest of Bill: A bill to encourage the prevention of air and water pollution by allowing the cost of treatment works for the abatement of air and water pollution to be amortized at an accelerated rate for income tax purposes.

H.R. 17932 Robison (R., N.Y.) September 22, 1966

U. S. House of Representatives (Public Works Committee)

Digest of Bill: Pollution Abatement Recognition Act -- Establishes an incentive award program for industries, municipalities, and other subdivisions of states which demonstrate excellence in waste treatment and pollution abatement programs and provides for the awarding of a certificate and flag to each organization which qualifies.

H.R. 17280 Hanley (D., N.Y.) August 25, 1966

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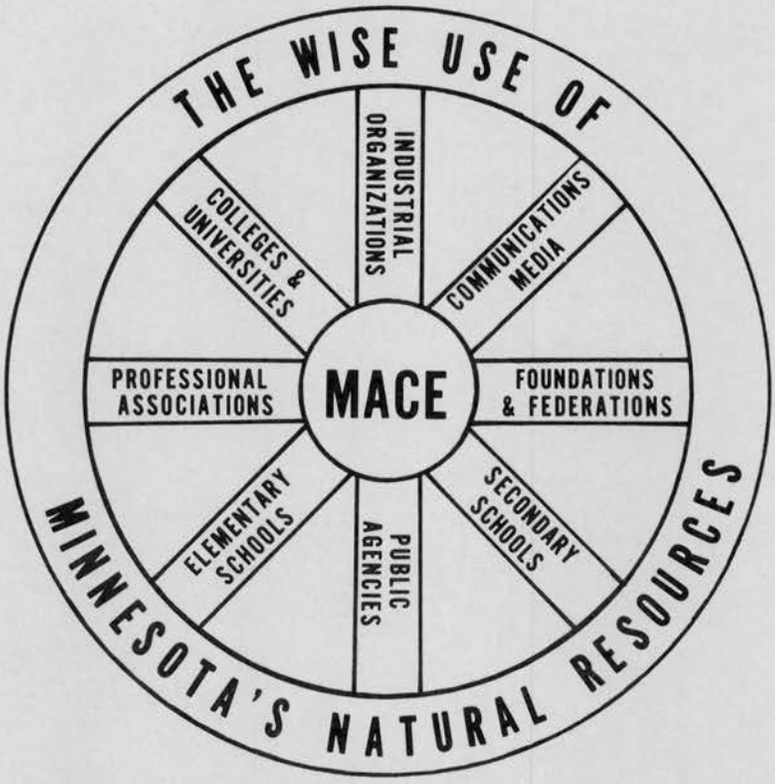
[1966?]

THE MINNESOTA ASSOCIATION FOR CONSERVATION EDUCATION, INC.



MACE is an association of organizations, agencies, and institutions with programs in the conservation of Minnesota's natural resources. The objectives of this corporation are:

1. To provide a forum for all organizations, agencies and/or institutions that are interested in promoting conservation education in Minnesota.
2. To cooperate with existing organizations, agencies and/or institutions in the stimulation and promotion of conservation education.
3. To provide assistance by which conservation education in the schools of this state and in recognized programs of continuing education may be extended in an orderly and progressive manner.
4. To lend assistance wherever appropriate in alerting the people of this state to the necessity for prudent management and conservation of all our natural resources.
5. To encourage innovation, cooperation, and communication among the many organizations, agencies and/or institutions which are engaged in activities and programs whose purposes are the wise use of natural resources and the promotion of conservation education.

We would encourage all organizations, agencies, and institutions, especially our schools and colleges, to become active members of MACE. Any such organization,, agency, and institution with a conservation program is eligible for membership and should appoint one delegate to represent their organization at meetings.

Individuals and organizations, agencies, and institutions without a conservation program are eligible as associate members without voting privileges.

For further information, write to:

The Minnesota Association for Conservation Education, Inc.
Green Hall
University of Minnesota
St. Paul, Minnesota 55101

LWV of Minnesota, State Organization Service, U. of M., Minneapolis, Minn. 55455
March 2, 1966

STATEMENT OF THE LEAGUE OF WOMEN VOTERS OF MINNESOTA
TO
THE PUBLIC HEARING ON ESTABLISHMENT OF FUTURE WATER USE
CLASSIFICATION AND STANDARDS OF WATER QUALITY AND PURITY FOR
ALL WATERS OF THE STATE

The League of Women Voters of Minnesota is concerned about water resources. Since 1956, League members have been hearing about problems of water use such as pollution, competitive needs and water shortages. At first, we seemed very fortunate to be located as an exporter of water. In the past ten years, awareness of water problems has caused us to look more closely at Minnesota's waters.

Of the 67 local Leagues throughout Minnesota, many are studying and acting on programs that relate indirectly or directly to water resources. County government, planning, recreation, surveys are part of the local Programs of 42 Leagues. Health and fluoridation, water, sewage, power are topics studied by eight other Leagues.

Minnesota's water resources are a vital part of the state's economic base. How well Minnesota's citizens take care of this natural resource will affect this state's future. We in the League are cooperating with other groups throughout the state to promote public awareness of our water needs.

The proposed establishment of future water use classification and standards of water quality and purity for all water of the state is a step in this direction. As we strive to improve the streams and surface waters in this manner, we urge that it not be a ceiling as to how much pollution will be allowed. Instead the proposed classification and standards can be an incentive to work toward clean water, usable for many needs. There will be a need for new ideas in water resource management as new products and by-products challenge these standards.

With the cooperation of industry, municipalities, citizens, this can be a significant means of protecting Minnesota's waters. It looks like it will take time, unless adequate funds will be available to get the task completed within a reasonable time.

We cannot afford to let pollution affect our economy. Industry looks for good water sources. The tourist industry needs clean, attractive water. The citizens of the state need safe and adequate water supplies for their needs.

We have not kept our water free from pollution. The Water Pollution Control Commission has tried to help by education, persuasion and enforcement of the law. The State of Minnesota has the opportunity to set these classifications before they are set by the federal government. The time is now for citizens to work toward the goal of protecting Minnesota's water resources in the rural areas, in municipalities, and by the industries of the state.

The members of the League of Women Voters of Minnesota urges the establishment in our state of water standards which will enhance water quality and further urge that when these standards are set that they be vigorously enforced.

On what should river basin consensus focus? League members should try to reach agreement on what they wish achieved in the basin or region. The League position should have relevance to choices facing the basin, and proposals under discussion for the basin should be understood; but League position should be expressed in general terms, not for or against specific legislation. For example, an inter-League group might reach a position on criteria for the agency to administer the basin program, on uses for which the water should be suitable, on citizen's rights that need protection during basin development, or on desired type of development.

Is the position reached by the river basin group ever re-examined? The national Board asks that the position reached by a river basin group be reviewed every two years. At this time each local League should decide whether it wishes to continue this inter-League work and, if so, whether it wishes to continue under the existing inter-League position. Thus the validity and relevance of the basin or regional position will be reaffirmed from time to time.

TAKING ACTION

Who decides whether action should be taken by a river basin group? The inter-League committee recommends action, subject to state and national Board approval.

After consensus has been reached on broad aspects, the inter-League committee considers how action should be carried on and makes recommendations to the League Boards. The committee considers proposed legislation in the light of League position and the political realities of the situation, decides whether support or opposition would be in line with League consensus, whether League action could be effective, whether action should be undertaken.

Where action is to be taken under the national Program, the inter-League committee must request permission from state and national Boards. Instructions for this are available upon request from the national office: (a) "Criteria" for use by the basin committee in judging the proposal and (b) "Questionnaire" to be answered in the request for permission sent to the national office. The national Board considers the most important questions to be: Are the members informed? Will they support the action? Has the state Board(s) approved?

Action on basin matters in a state legislature is directed by the state Board in consultation with the inter-League committee, particularly with members from its own state.

Where there is an opportunity to speak for the basin as a whole, the inter-League committee drafts the statement. A member of the committee or another suitable person, such as a state League president, usually speaks for the basin group.

Who sends out Time for Action for river basin action? Only a League Board can decide to send out a Time for Action. The inter-League committee can only recommend that a Time for Action would be desirable and effective. A sample T-for-A setting forth a plan for combined action by all the local and state Leagues in the basin or for selective action, if that seems desirable, will be prepared by the inter-League river basin committee. Each state Board will send out the T-for-A, with such modifications as it chooses to make, to its local Leagues in the interstate basin. In an intrastate basin, the local Boards may issue the T-for-A. But in either case the final decision on whether and how to act is a prerogative of the League Board(s), as it always is.

water resources

HOW TO ORGANIZE AN INTER-LEAGUE RIVER BASIN GROUP UNDER THE NATIONAL PROGRAM

LEAGUE OF WOMEN VOTERS OF THE UNITED STATES, 1200 17th St., N.W., WASHINGTON, D.C. 20036
PUBLICATION NO. 312 APRIL 1966 PRICE: 15¢

In 1958, only two years after the start of their work on water, members of the League of Women Voters of the United States agreed that changes in one part of a basin affect the supply, condition, and uses of water elsewhere along the river and therefore the entire river should be considered when plans are made. Whether a river is to be planned, developed, and managed or is to be purposely left in its natural state, governments in the basin must arrange to cooperate.

Because boundaries of river basins do not coincide with boundaries of political jurisdictions, they do not coincide with boundaries of Leagues. If members of the League of Women Voters are to participate through their organization in decisions affecting the river basin in which they live, the Leagues in the basin must work out ways to cooperate in groupings that cut across usual League organizational lines. Such inter-League river basin groups have formed and flourished in interstate basins and in basins within a state.

All inter-League river basin groups apply tested League methods. They seek the facts, share them with members and communities. Where basin groups come to consensus, take positions, move into action, these steps are governed by procedures described in local and state League handbooks. When these tried and tested League procedures are applied by large numbers of Leagues in several states or spread out over vast areas in major basins, some special arrangements may be necessary.

Just as the League saw, in 1960, that governmental machinery for river basin development must be suited to a basin, so no two inter-League river basin groups are exactly alike. They differ in number of local Leagues, in number of state Leagues; in size, problems, and resources in the basin; in type of work done; in opportunities for League action; and in organizational arrangements.

GETTING STARTED

What is the first step? To find out whether a reasonable number of Leagues in a basin or region are interested in working together on water issues.

How are the interested Leagues discovered? An interested League member, in many cases a present or former local or state chairman of the water item, suggests the idea to her local League president and to the state League water chairman or state president. An official letter is drafted which the local president or state water chairman sends to each League in the river basin explaining reasons for joining together and inquiring whether that League's members might be interested in considering formation of a river basin group. Where more than one state is in the basin, the water chairmen of all these states are consulted before any inquiry is sent to local Leagues in the other states.

How are the interested Leagues brought together? If there is interest, arrangements may be made for some members of the Leagues in the basin to meet together informally when at a state or national council, convention, or workshop. If the distances are not too great, a special meeting may be called. The purpose is to talk over the possibilities, gauge whether members are willing to give time to the subject, and report back to local and state Boards. It is helpful to have present the state water chairmen, a member of the national water committee, or a leader in another basin group.

At this or a subsequent meeting, a chairman and a small committee should be chosen to draw up a statement reflecting the sense of the meeting. This statement of the way the group will operate is sent to each League president with the request that each local Board (a) decide whether the members of that League will want to become part of the inter-League river basin group and (b) suggest changes in the proposals for inter-League arrangements. When approved by local and state Boards, the statement will be the basis for the group's simple procedural agreement.

How many participating Leagues are needed before the group can form? More than half, but WHICH Leagues is as important as HOW MANY. Leagues making up an inter-League group should be well distributed over the area of the basin. They should be in different counties, towns, or states, in different types and sizes of communities, and in different sizes of Leagues.

Where there are only a few Leagues in a basin, almost all will need to be interested in the project to have it move ahead. In larger basins with more Leagues, the participation of half of them will be enough at the start, provided their distribution is good. Others may take an active part later. Leagues that say they are interested but have too many current commitments will not want to hold back Leagues that may be able to put more effort into getting the group going.

The steering committee and the state Board(s) will need to scrutinize the character and distribution of Leagues before concluding that there is promise of a viable, balanced, inter-League river basin group. Whether there are enough Leagues to share the work and to be characteristic of the basin must be a matter of judgment.

GETTING ORGANIZED

How is an inter-League river basin group financed? Usually each League is asked to contribute a small sum each year to cover the group's postage, phone calls, mimeographing, paper, and other such expenses. Cost of attending committee meetings has been borne by the individual or her state or local League. Leagues in inter-League river basin groups will want to allow for both kinds of expense in their budgets. The cost of participation depends to a great extent on the size of the basin, since travel is the most expensive item. Fortunately, after committee members get acquainted they can continue their work by mail.

What kind of procedural agreement does an inter-League river basin group need? River basin and regional groups may continue for years. Later misunderstandings will be reduced if arrangements for inter-League cooperation are set down in simple form and participating Leagues indicate their agreement. A procedural agreement might state the composition of the group, the plan for meeting expenses, for communication, and for general administration. Additions can be made as needed. Where they are applicable, arrangements suggested for other types of inter-League cooperation can be followed. The guidelines for inter-League groups set forth in the State Board Handbook should be consulted. State Board approval should be obtained.

What should be done about Leagues that say they cannot help? All Leagues in the basin should be kept informed. Often Leagues that show little interest at first are gradually drawn in as opportunities for action develop or as decisions approach which affect their areas. Try to arrange to have a specific person in every basin League -- state and local -- who will receive and read the material from the river basin group and will occasionally report to her League Board about developments or prepare a piece for her League's bulletin reporting on the basin and the group's work.

GETTING STARTED ON THE STUDY

What is the guiding principle of the river basin study? The inter-League committee, made up of members of Leagues in the basin, serves all the local Leagues in this group in the same capacity as a state resource committee serves the local Leagues in a state or as a local League resource committee serves the units of a large local League. The committee, which has group responsibility,

- studies, selects the focus, and prepares materials that go out to local Leagues so that all Leagues can have the same background
- prepares a discussion outline which can be used at League meetings
- encourages local Leagues to put the subject on the League calendar
- encourages Leagues to bring their communities along with them by disseminating information about the basin through meetings and news media.

Should all inter-League groups aim to produce a printed pamphlet? This should not be the primary goal. Putting together resource material for use by League committees in all local Leagues in the basin might well come first. League-type fact sheets can go out to the community as they are ready and needed. Perfected and updated, they may be the basis for a comprehensive pamphlet for community use and sale. In some basins there may be so much printed material available that another pamphlet would be superfluous. In other basins a pamphlet may be needed.

GETTING READY FOR ACTION

Can inter-League river basin groups take action? Yes, under the national position they can take action in harmony with that position on matters which affect only their basin. They can also take action in line with positions based on basin-wide consensus, but such action must not be contrary to established national positions. Permission must be obtained from the national Board for all action under the national water resources item.

How does an inter-League river basin group reach consensus? IN THE SAME MANNER THAT LOCAL, STATE, OR NATIONAL LEAGUE CONSENSUS IS REACHED. The committee,

- decides upon a way to focus or pinpoint consensus (one of the most difficult parts of the job) when material is sent out to local Leagues
- sets a time by which reports must be in from local League Boards
- analyzes returns giving due weight to factors always considered in League consensus process as set forth in Local League and State Board Handbooks
- draws up a statement of the position it thinks has been reached and sends this to state Boards which evaluate whether or not the consensus process met the League yardstick and approve, reject, or suggest changes in the wording of the position
- transmits the statement, as finally approved by all state Boards, to all local and state Boards in the basin and to the national office.

League of Women Voters of the United States
1200 - 17th Street, N.W.
Washington, D. C. 20036

May 11, 1966

STATEMENT TO THE SENATE PUBLIC WORKS COMMITTEE
SUBCOMMITTEE ON AIR AND WATER POLLUTION
on
S. 2947, S. 2987, S. 1092, S. 2481, S. 2851, and S. 3225
filed by the
LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

SUMMARY

The 1343 voting delegates from local and state Leagues, assembled at the 27th national Convention of the League of Women Voters of the United States on May 6, reaffirmed their support for federal participation in water pollution abatement.

The delegates, by voice vote, approved the following summary statement for inclusion in the League testimony to the Senate Public Works Committee on Air and Water Pollution.

"The League of Women Voters of the United States and members of this Senate Committee are joined in common zeal to turn back the tide of pollution degrading our streams and rivers. The League is convinced that the program of federal aid to local communities, expiring this year, has been a great incentive for the installation of sewage treatment plants which should be continued and expanded. We believe that our large cities have not benefited under the program to the extent that they should, since the cost of projects to meet their needs are far in excess of grants allowable under existing law. We have supported proposals for federal research and recognize that more research is needed on treatment methods for new pollution problems but we are convinced that research efforts should not be unnecessarily duplicated. We have supported efforts to make our states strong and to approach water resource problems on a regional or river-basin basis. Legislation which will help to strengthen state government and help comprehensive planning by a regional approach is approved in principle. The Convention of the League of Women Voters of the United States submits these statements of general support for the legislation before you."

The League of Women Voters appreciates the serious and wideranging consideration which the Senate Subcommittee on Air and Water Pollution gives to the role of the federal government in water quality improvement. We welcome the opportunity to present to the Subcommittee some views of the League on the legislative proposals now before you. The delegate action has indicated the general proposals supported by the League. About certain other proposals the League wishes to raise questions which we hope will be considered by the Subcommittee members as they carry on deliberations.

In brief, the Subcommittee's proposals incorporated in S. 2947 and the Administration's proposals in S. 2987 seem to us to complement one another. Ongoing attack upon water pollution from domestic and industrial wastes and from sediment and runoff from cities and countryside will best be accomplished by a melding of some features of each bill. The innovations proposed in the Clean Rivers Restoration Act (Title I of S. 2987) will, we know, be improved by scrutiny and suggestions from

officials and citizens active in state and local governments. "Slow speed ahead" with plenty of time for study and dialog is the League attitude toward Title I of S. 2987. Meantime the federal sewage facility construction grant program should be continued.

Stream criteria alone will not bring about cleaner streams. Nor will plans for implementation and enforcement of criteria do so. Waste must be treated or it must be reduced. Construction of interceptor sewers and treatment plants will be needed and will take money. Federal aid has proved a powerful inducement to local investment. The League urges that the federal grant-in-aid program for sewage treatment facility construction be continued and enlarged.

CONSTRUCTION GRANT PROGRAM

The League's Long Interest in this Program

In January 1960 the League of Women Voters of the United States began active support of the federal program of incentive payments for sewage treatment facilities. During 1961-62 the League worked hard for authorization of more funds; in 1963-64 and again in 1965 the League endorsed proposals for higher ceilings for individual and joint projects and for a bonus to encourage treatment facility construction in accord with a metropolitan plan. Concurrently, Leagues have been urging their local and state officials to work responsibly for improved water quality. Leagues have also been supporting various local and state legislation and programs for achieving such improvement.

Efforts of local Leagues in many parts of the country to build community support for bond issues for sewers and sewage treatment facility construction have taught League members how important federal assistance can be.

Reasons for Continuing and Expanding the Program

Enforcement Conference Recommendations League members have been attending federal-state enforcement conferences and progress hearings since 1961. Recent recommendations of enforcement conferences set secondary treatment as the acceptable minimum. Though secondary treatment is not the complete answer to pollution abatement, unless most towns and all cities move up to at least secondary treatment, pollution will grow worse. However there would be no great value in going through federal enforcement procedures, established by the Federal Water Pollution Control Act, to set a time schedule for secondary treatment unless there is help available for local governments which truly lack financial resources for self improvement. How can such towns meet the time schedule agreed upon by the states and the federal conferees without federal assistance?

The League is well aware that in 1965 the Appalachian Regional Development Act, Public Works and Economic Development Act, Rural Water and Waste Disposal Systems Act, and Housing and Urban Development Act authorized federal grants for waste treatment works, water facilities, sewer facilities and related projects. These new instruments in the attack upon the problem of water supply and pollution control are welcome. But, in our opinion, they are needed additions, not replacements for the successful water facility construction program of the Federal Water Pollution Control Act (P.L. 660).

Interstate Stream Standards In 1966 and 1967, because of the water quality standards section of the Water Quality Act of 1965, states will be adopting criteria for their sections of interstate streams and will be making plans to implement and enforce the criteria adopted. If water quality standards for interstate streams are raised and enforced, many towns

and industries will be required to improve their handling of waste water. Efforts that went into passing the federal legislation and drawing up the state water criteria will have been futile unless there is construction of public sewage treatment plants capable of secondary or advanced treatment for domestic and industrial wastes. These plants must also be paid for. And in most states payment for treatment plants is a local responsibility which is assumed by passage of a bond issue.

The innovation which this Subcommittee developed and encouraged from 1963-1965 -- that the Federal Water Pollution Control Law should be able to prevent pollution -- is going to make the federal construction facility grant program more necessary than ever. It would be inconceivable if 1967, the year for adoption of state criteria, were also the year in which federal aid for the tools to meet those criteria were abandoned. Rather, 1967 may well be the year of greatest demand for this help.

The League of Women Voters of the United States is convinced that sewage must receive secondary or higher treatment if we are to avoid being overwhelmed by our own wastes. We believe that federal aid for sewage treatment facility construction has been a successful pump-primer. We know that tremendous local investment has been encouraged by this federal aid. The League believes that assistance, where needed, must accompany enforcement if stream pollution is to be reduced and that both enforcement and financial aid should be provided in the Federal Water Pollution Control Act.

The League of Women Voters of the United States therefore supports the Subcommittee's proposal to increase the funds for construction grants under Section 8 of the Water Pollution Control Act.

Changes in Financial Aid for Small Towns

When the construction grants program was started, the arrangement that each state should allot half its share to small towns was intended to help localities lacking financial resources. In the ten years since the program was introduced, the situation has changed. We know that the grants have been of greatest help to towns and small cities but that now many large cities are in dire straits. Therefore the League agrees to the proposal in S. 2947, S. 1092, and S. 2481 to delete the provision in the present law that half of the first $100 million appropriated for each fiscal year shall be used for construction of treatment works servicing municipalities of 125,000 or less. In the interest of the best use of federal aid, it seems reasonable to release the states from this restriction in allocation of federal aid.

Percent of Federal Aid

What proportion of project construction cost should be met by federal incentives has become a more complex question than it was in 1960. In 1960, 30 percent federal aid, limited by the per project dollar ceiling, was the only federal grant-in-aid program in the water quality field. But this is no longer the case. A higher percent of federal aid for pollution control projects was available under the Public Works Acceleration Act of 1962 and its successor, the Area Redevelopment Act. Now the Housing and Urban Development Act authorizes grants to local public bodies to finance up to 50 percent of the cost of basic public water and sewer facilities (though not "treatment works" as defined in the Federal Water Pollution Control Act). Under certain circumstances 90 percent of the cost of a basic sewer facility may be financed. For rural communities, the Rural Water and Sanitations Facilities Act offers up to 50 percent of construction, land easement, rights of way, and water rights costs necessary for construction and operation of rural water supply and sanitation systems.

The Public Works and Economic Development Act also gives 50 percent aid for needed public works in economically distressed areas plus supplementation of the local contribution up to 80 percent of project cost. Although the expanded treatment works construction program funded by the Appalachian Regional Development Act is to be carried out under the 30 percent aid provisions of P.L. 660, supplementation of up to 80 percent is allowed.

Might it be desirable to allow federal financial assistance of up to 50 percent for construction of municipal sewage treatment works under P.L. 660 as proposed in S. 2481?

The actual sum expended would be the same since it is controlled by the total annual appropriation and the formula for distribution among the states. States could still make their own decisions, within the limit set by the law, on the percent of aid to be given to a particular city or town. When the League of Women Voters was developing its support for better coordination at the federal level, League members deplored the differences in proportion of contributions and in required repayment under programs handled by different federal agencies. "Shopping around" for the maximum amount of aid seemed undesirable to League members because (1) it encourages delay in solving the problem for which federal aid is sought and (2) it encourages choosing the solution for which most financial aid can be obtained. League members became convinced that variations in the amount of aid which can be offered under different programs distorted decision-making, reduced maximum benefits from the federal investment, and are one factor in heightened inter-agency competition.

In spite of the discussion above, the League is not committed to 50 percent federal aid for sewage facility construction under P.L. 660 as proposed in S. 2481. Our indecision results from League interest in greater state aid for pollution abatement and League belief that all levels of government, including local government and private users, should share costs in some fair relationship to benefits received and ability to pay. Does the efficient federal tax-collection system make the federal government better able than local and state governments to assume 50 percent of project cost? Will there be more national benefit if the federal government picks up 50 percent share of the costs than if it returns tax moneys to the states, as has been proposed? If the federal contribution is raised to 50 percent, how shall the remaining 50 percent be divided between state and local governments?

Removal of Dollar Ceilings

In their own communities League members find that the present program appeals only to towns and small cities. The higher dollar ceiling under the Water Quality Act of 1965, which we hoped would increase the inducement to middle-sized cities, is counter-balanced by rising costs. The additional $50 million, which that Act authorized for use without a dollar-maximum limitation where states matched the federal 30 percent aid, was recognized by the League as a necessary move to stimulate state and big-city investment in abatement of wastes.

Greater flexibility would result from complete removal of the dollar ceiling on incentive grants, as is proposed in S. 2947, S. 1092, S. 2481, S. 2851. The amount of money invested in this program would be controlled by the total authorization and the annual appropriation process. Therefore the federal cost would not be raised by removing the ceiling. However, it would be the state's responsibility to decide whether its allocation could produce maximum benefits by giving more help to a few localities rather than less aid to many areas.

The difficulties of some big cities and the advantages of flexibility persuade the League to support removal of the dollar ceilings in P.L. 660. However, we doubt that this will prove to be as helpful a remedy as is claimed. States may continue to prefer to spread the funds out among numerous beneficiaries.

Construction Loan Program

The League approves in principle the Subcommittee's recommendation in S. 2947 for long term, low interest loans to communities and states unable to borrow at reasonable rates from commercial sources to meet the non-federal share of the construction project. However, we wish the Subcommittee would consider whether a federal guarantee of the loan might not serve the purpose equally well by making funds available from commercial sources at a satisfactory interest rate without putting the government in competition with private business and without drawing upon the Treasury for the total sum of the loans.

Our concern is to have the federal funds used as effectively as possible to abate pollution. We agree that, as one requirement for such loans, the local interests must make satisfactory arrangements for maintaining and operating the treatment works whose construction is made possible by these loans.

Federal Aid for Operator Training

To give full benefit, treatment plants must be competently operated. Leagues have been startled to discover the low qualifications of operators in some plants. It seems obvious that as plants are built or improved to give higher degrees of treatment, the operators will need greater skills. A small amount of federal aid to encourage localities to send their sewage plant operators to state-run training courses would be money well spent if it led to more efficiently operated treatment plants. It is also obvious that the need for adequately trained treatment plant operators will expand greatly as the Water Quality Act of 1965 goes into effect. League support of federal, state, and local investment in treatment plant construction makes us concerned that this large investment be protected and the plants operated to produce the best possible results.

For these reasons the League supports S. 3225.

WASTEWATER RESEARCH PROGRAM

New Authorization for Research and Development Grants

Knowing that improved management is dependent on information and understanding, League members have long been interested in federal aid to research. In the 88th Congress and the first session of the 89th Congress, the League supported this Subcommittee's proposal for grants to attack the problem of combined storm and sanitary sewers. We are pleased to see that the Subcommittee proposes that this program, authorized by Section 6 of the Water Quality Act of 1965, continue without change.

In view of the need to re-use water, it is clear that greater attention must be given to its renovation. The growing trend to discharge industrial wastes through municipal sewers and treatment plants makes us appreciate the importance of learning how domestic and industrial wastes can effectively be treated together. Therefore the League supports the authorization of $25 million for a 5-year program of grants-in-aid, on a matching basis, for development of projects to demonstrate advanced waste treatment and water purification methods or to demonstrate new or improved ways of compatible joint treatment of municipal and industrial wastes.

Concern to Avoid Duplication

The League wishes to make it entirely clear that we think great care should be taken to see that grants for research and development under Section 6 of the Federal Water Pollution Control Act do not unnecessarily duplicate research carried on in the water

resources research centers or under Title III, as amended, of the Water Resources Research Act. We know that research is necessary to cope with the mounting water-reuse problems, but we also know that money can be wasted in good causes as well as bad and that the supply of funds for research is not unlimited.

CLEAN RIVERS DEMONSTRATION PROGRAM

The League of Women Voters finds the basic concept of Title I of the proposed Clean Rivers Restoration Act of 1965 (S. 2987) most appealing. We would like to see present federal aid programs for pollution facility construction

> "supplemented by a program that focuses upon cleaning entire river basin or parts thereof in a manner that achieves ... water of adequate quality, that encourages establishment of desirable economic incentives to water users to conserve water and minimize pollution ..."

We would be pleased to see "new local and interstate bodies" come into being that would work toward these ends. And we would be delighted if such bodies could in time assume "full financial responsibility for the provision of water treatment works and water and sewer facilities in the most effective and efficient manner." Moreover we think there is merit in the proposed establishment of new local or interstate, permanent, river-basin organizations with appropriate authority to make and enforce water and related land resources regulations, to coordinate actions to carry out a comprehensive pollution control and abatement plan, and to construct -- when appropriate -- treatment works and sewer facilities on an area-wide or river basin basis.

In these proposals and their application to a few selected U.S. river basins, the League of Women Voters of the United States sees the combining of a number of strands of water resource development in which we have had longstanding interest and to which we have given support. But we also have many questions.

Area-Wide or River Basin Organization

The League of Women Voters of the United States has been supporting river basin planning since 1958. By 1960 we had reached the conclusions that "machinery is needed, appropriate to each region, which will provide coordinated planning and administration among federal, state, and local agencies." In part because of the provision in Title II for formation of federal-state river basin planning commissions, the League supported the Water Resources Planning Act from its introduction in the 87th Congress to its passage in the 89th.

Experience with many types of planning has taught Leagues that some mechanism must be devised for putting a plan into operation. In this connection, Leagues in the Delaware River Basin have had about seven years experience with establishment of the federal-interstate compact and the Delaware River Basin Commission; Leagues in the Susquehanna Basin have been and now are involved in consideration of a similar administrative mechanism for that basin; in addition, Leagues in the Columbia Basin states have been interested in the unsuccessful attempt to form an interstate compact.

We are hopeful that the planning carried on by river basin commissions or other planning bodies with similar functions will lead to development of permanent administrative bodies in the basins. However, we question how a river basin commission, composed as it is largely of federal agency personnel, can make plans which will "provide for a permanent organization."

The League is convinced that a permanent basin or regional organization must satisfy political considerations and attitudes as well as resource utilization patterns. Such acceptability is especially required when the organization is to go beyond planning to enforcement, administration, and construction. The history of attempts to unite efforts of contiguous jurisdictions suggests that it will not be quick or simple to have a strong river basin organization accepted or to get its proposals adopted. Severe pollution may cause governments to transfer their responsibilities for water to an authority; but we are well aware that citizens lose ultimate control when an authority is created.

Scope of Planning

We are interested to see that S. 2987 proposes that the river basin commission or some other type of planning organization develop a comprehensive pollution control and abatement plan. The League expects planning for pollution control to be required as an integral part of a comprehensive basin plan prepared by any river basin commission created under the Water Resources Planning Act. We think it unwise to allow planning for pollution control to replace comprehensive planning in the broad sense. It is most important that agencies created by S. 2987 be closely tied to those formed under the Water Resources Planning Act and to other bodies created for comprehensive planning.

The pollution abatement plans required by S. 2987 are to include water quality standards, provisions for use of authority to enforce them, and arrangements for the most economical handling of area or basin-wide water, sewer, and waste treatment facilities. We note that the plans are also to provide for the permanent organization and are to provide that local and interstate bodies constructing and operating water, sewer, and treatment facilities must issue revenue bonds, levy user charges, and meter their water. Grants for waste treatment works in the restoration of selected rivers program proposed in Title I of S. 2987 are to be 30 percent of project cost, without dollar ceiling, providing local and interstate bodies agree to raise sufficient revenues to operate, maintain, replace and expand when necessary their sewer, water, and treatment facilities without further federal aid.

Will local governments be sufficiently convinced of the value and necessity of total river restoration to enter this program? It would seem that many jurisdictions would prefer to stay with the construction grant program as proposed with no dollar ceiling in S. 2947. How can the present local official bind their successors never to seek further federal aid? How can they be certain that future technologic and population changes may not escalate costs of pollution control beyond local ability to manage?

We speak of this because the League's experience in citizen education suggests that it will require a well planned, adequately financed, intensive, community-wide campaign before citizens can be persuaded of the merit of higher costs for water and sewerage. Without strong citizen support it seems doubtful that officials or candidates for office would endorse higher user charges and a permanent end to federal aid.

This is not to say that the League of Women Voters does not approve of putting water supply and sewage disposal on a more businesslike basis, with the price of service more nearly related to its cost. In 1960 the League agreed that private users should pay a share of water resource development costs (which we consider to include waste treatment) based on benefits received and ability to pay. We too would like to see the backlog eliminated and local governments all able to maintain and expand their sewage treatment through local effort. But we are not convinced that the program proposed in S. 2987 will receive local support at the present time.

ROLE OF THE STATE

Since January 1960, the League of Women Voters of the United States has emphasized that the federal government has a role in financing water resource development -- including water quality improvement -- but that state governments should share costs of pollution abatement as far as possible. We are well aware that many states have failed to assume their full responsibility in cleaning up polluted streams and keeping them in good condition. Over the years, some state Leagues have supported stronger state pollution control laws, stronger state enforcement, and state financial aid to localities for improved waste treatment. In many states, the Leagues know that the state agency entrusted with pollution control cannot do its job unless it is strengthened and better staffed. Leagues testify before their state appropriation committees on the importance of upgrading state pollution control agencies and supplying adequate state funds for pollution control.

In Financial Aid for Sewerage Treatment Facilities

The League of Women Voters of the United States is pleased to see that measures to encourage state aid in financing public waste treatment facilities appear in a number of the bills before the Subcommittee.

The League supports the proposal in Title II of S. 2987 that the dollar ceiling be removed from projects for which the state will match the 30 percent contribution of the federal government. For reasons explained under "Percent of Federal Aid" on page 3 we do not unequivocally oppose the arrangement suggested in S. 2947 whereby the dollar ceiling is lifted without the requirement for state aid and a bonus of an additional 10 percent federal aid is added if the state does match the 30 percent federal aid. However, the 30-30-40 division between federal, state, and local levels may be the formula which will furnish financial resources necessary to get the clean-up done and at the same time encourage state and local enforcement needed to obtain full benefits from the investment. S. 2947 proposes to change Section 4 of P.L. 660, not only to offer the reward of the bonus, but also to deny to states not contributing 30 percent aid their present privilege of chosing the grant recipients. This punitive measure seems to the League to be unwise at a time when great effort is being made to enlarge the state role in pollution control. Is the change intended to allow federal financing to be routed to the places whose waste discharge the Federal Water Pollution Control Administration considers most deleterious to water quality in interstate streams?

In Promoting Businesslike Financing

We also have some questions about the Clean Rivers Restoration Act (Title I of S. 2987) proposal that one requirement for selection as a demonstration river be that the Governors of that basin agree, in advance, to seek whatever legislation is necessary to authorize local or interstate bodies to carry out the specific assignments which S. 2987 gives them (Section 104-5) to implement the basin pollution plan.

The League agrees that it is sensible to choose basins where the benefits of state cooperation will contribute to the success of the demonstration, and we know that prestige of the Governor's office is important in improvement of water quality. But what is the Governor asked to do?

Is this to be permissive legislation, so that no local or interstate body will find that the state laws in the demonstration basin prevent the local or interstate organization from obtaining the authority which S. 2987 requires of bodies charged with construction and operation of water and sewerage facilities in the rivers chosen

for restoration? Is this to be permissive legislation which will allow local governing bodies to transfer to that "permanent organization with jurisdiction coextensive with the river basin or basins covered by the plan" the authority to institute metering of water, to raise capital by revenue bonds, and to raise capital and operating funds by user charges?

Does the plan provide that the local governing body must be able to do these things, as the language of the bill suggests? How can local officials secure political and financial strength to place water supply and sewerage treatment on a business-like basis in the near future? Does the Section (103-B) requiring agreement of the Governor to seek legislation "necessary to authorize" mean that he would seek to alter the arrangement of state and local responsibilities so that the state could require this more businesslike financing? Concentration of federal aid in demonstration basins might well induce local governments to institute metering, revenue bonds, and user charges if these are set as a requirement for financial aid.

The League is sympathetic toward the trend toward more businesslike financing of water and sewerage services, but even with our experience and involvement in state and local government we find it difficult to visualize how the just discussed provisions of Title I of S. 2987 will operate.

In Enforcement of Better Water Quality Standards

The League of Women Voters has supported federal enforcement of pollution abatement as provided for in P.L. 660. However we are always pleased to see clean-up enforced and good quality water maintained through the efforts of state and local governments. We welcome, therefore, the emphasis on state enforcement in S. 2987, Title II, which proposes that one requirement for waiving the dollar ceiling be that the state "provides for the use of pollution and enforcement authority as necessary to maintain water quality standards." We are hopeful that state enforcement of its own pollution control laws can be made a requirement for federal aid.

The League has no basis for judging whether it would be better to enlarge the grant program to aid states in controlling and preventing water pollution (P.L. 660, Section 7a) by $5 million a year to 1972 as proposed in S. 2947 or to extend the program to 1972 at its present level and add a new authority of $5 million a year to aid state and interstate agencies in formulating and enforcing state water quality standards set under the Water Quality Act of 1965. It seems that the end will be the same. We do think that it is suitable and proper to offer additional federal aid to help the states carry on a function into which they are drawn in response to federal legislation. Setting quality standards for interstate streams needs to be done well, and the task was not of state choosing.

ENFORCEMENT

Adding to Information

League members have been astonished to find that the federal agency entrusted with pollution abatement has no way to find out what is going into the water from industrial waste-water outlets unless it samples and analyzes the stream. League members long involved in the water item were surprised to find that information on industrial waste discharge into U.S. waters was sparse and difficult to obtain because most companies have chosen to keep it confidential, and that state agencies in some states were prohibited by law from revealing their data to the federal agency. As industrial wastes become an ever bigger part of the U.S. pollution problem we believe that it will be necessary for the Secretary to have subpoena power to get information on polluting substances.

(more)

Reducing Delay

League members favor doing as much as can be done by persuasion to abate pollution before going to court. However, the requirement of two six-months waiting periods between the time the Secretary recommends remedial action to the state water pollution control agency and the time he may act to abate pollution may be unnecessarily long. The League has been watching the enforcement conference procedure since 1960, and we see no reason to suspect that the federal requirements have been unreasonable. We think, therefore, that a determination of a reasonable time for agency action against pollutors could be left to the Secretary.

To the same end of avoiding useless delay, the League supports the proposal in S. 2987, Title III, that the court shall receive the hearing board's transcript and findings in evidence. The present requirement that the court re-hear all the evidence seems wasteful of money and time and an unnecessary delay in the effort to abate pollution.

# # # # #

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

This is going on
Duplicate Presidents Mailing

May 17, 1966

TO: Local and State League Presidents for Water Resources and/or Publications Chairmen
FROM: Mrs. Robert J. Stuart
RE: TWO NEW LEAGUE PUBLICATIONS ON WATER RESOURCES

A new Facts & Issues entitled WHO PAYS FOR A CLEAN STREAM? is now available for community use, for your members, and for you to send to local and state officials and Congressmen. The national Board thinks you will find many uses for this non-technical explanation of how the cost of stream clean-up is met.

Its interest in government at all levels makes the League of Women Voters a particularly suitable organization to supply an account of the ways in which local, state and federal financing intermesh in water quality control. This Facts & Issues, WHO PAYS FOR A CLEAN STREAM?, presents -- for examination -- many new trends in paying for pollution abatement. If your area has a representative serving on any committee involved in water or one who will need to vote on a water bill, you will want to see that he receives this publication along with a gracious note from you.

The May 1966 National Board Report, which you will soon receive, will explain how this new Facts & Issues can be used in connection with the emphasis for the water resources item chosen by the 27th National Convention. You may want to correlate distribution of WHO PAYS FOR A CLEAN STREAM? to League members with your schedule for work on the national item. Or if your League is involved in a state or local water program for which the material in this Facts & Issues would be useful, you may want to get it into the hands of your League members as soon as possible.

# # # # # #

An earlier publication long out of print is replaced by the new HOW TO ORGANIZE AN INTER-LEAGUE RIVER BASIN GROUP UNDER THE NATIONAL PROGRAM. This leadership tool is a distillation of League experience since 1960. Water Chairmen will want to read it just to be informed on how regional and river basin work is carried on in the League. If at present your League has no reason to work with neighboring Leagues on water resources, the publication should be put in your League's file for future reference. Where there is current interest in considering inter-League work on water, it may be well to order extra copies of HOW TO ORGANIZE AN INTER-LEAGUE BASIN GROUP for all leaders involved in the discussion and decisions.

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League of Women Voters of the United States
1200 - 17th Street, N.W.
Washington, D. C. 20036

May 24, 1966

STATEMENT FILED BY THE
LEAGUE OF WOMEN VOTERS OF THE UNITED STATES
to the
SENATE COMMITTEE ON INTERIOR AND INSULAR AFFAIRS
IN SUPPORT OF S. 3107
TO ESTABLISH A NATIONAL WATER COMMISSION

The League of Women Voters of the United States, an organization of 146,000 women who are members of local and state Leagues in the 50 states, Puerto Rico, and the District of Columbia, wishes to express its support of S. 3107 -- to provide for a comprehensive review of national water resource problems and programs through establishment of a National Water Commission.

Since 1956, when the League of Women Voters of the United States began its study of water resources, we have supported a number of bills before this Committee for creation of a highly-placed central body that would take an over-all view of our natural resources problems. In 1960, a member of the Board of Directors, testifying before this Committee in support of the proposed Resources and Conservation Act of 1960 said:

> "The League has also found that meeting the nation's water needs requires not only regional planning, but planning for the country as a whole. The demands of one region must be weighed against those of another; the demands of one type of water use against conflicting ones. At present we find no governmental machinery suited to gathering the needed data, interpreting that data, and making recommendations on the basis of which the Executive can carry out long-range comprehensive planning and Congress can consider and enact legislation to implement such planning. ... The many decisions which will be made in the water resources field will come more and more to involve choices between its use for various purposes. Those decisions are political ones, and will be made at the local, state, regional, and federal levels. The League believes that much more information must be available at all levels if the country is to make wise decisions."

The League supported the continuing, country-wide survey by experts which was part of the proposal for the Resources and Conservation Act of 1960. And in 1961, we were back before this Committee in support of that year's version of the proposed Resources and Conservation Act. The national Director testifying for the League said:

> "Our study ... during the last three years ... has revealed a number of roadblocks to optimum development of water resources throughout the country. Important among these are:
>
> . Lack of continuing coordinated study of water resource needs and comprehensive recommendations for meeting such needs.
>
> . Lack of any agency in the Executive Branch which has responsibility for developing a clear, up-to-date picture of water needs and making a comprehensive

long-range plan to meet these needs together with recommendations for achieving the goal."

When proposals for a Council of Resources and Conservation Advisers to the President fared no better in 1961-62 than in the preceding Congress, the League continued to press for better over-all planning, better coordination between federal programs assigned to various agencies, and integrated planning and programs for river basins. In 1961, 1964, and 1965, the League supported the Water Resources Planning Act in testimony presented before this Committee. In interviews with and letters to their Representatives in Congress, League members urged passage of the bill. This time we had occasion to applaud when representatives of the League witnessed the signing of the Water Resources Planning Act by President Johnson, officially creating the Water Resources Council and authorizing river basin planning commissions.

And now the League is interested in rounding out the forward thrust in interdepartmental coordination and coordinated planning for total river basins or regions set in motion by the Planning Act. We think there has been improvement since 1961 when we spoke of the need for coordination of federal programs. We think coordination of federal and state activities has become better. But we are convinced that there still is need to have specialists in water resources from outside the government present their views on present and future water problems, water requirements, and alternative ways to solve problems and meet requirements. We want to know what experts with no long indoctrination in or allegiance to the programs or practices of any federal agency think of the potential of water quality management, interbasin transfer, desalination, advanced treatment and re-use.

We believe that there will be value in adding the conclusions reached by leading thinkers chosen from outside the government circle to the information released by the federal agency involved. Far-reaching decisions lie ahead. Before these irrevocable steps are taken at the urging of some sections, national discussion and decision is needed. But citizens are uncertain about the facts. Our members, like many others, admire and have confidence in the technical skill of the federal construction agencies. But we doubt the prudence of relying solely on construction agencies to decide on the advisability of entering into large physical projects. We think it reasonable to seek an opinion from a group of equally respected stature and impeccable reputation but of different orientation. Since the nation has no such body at present, we support creation of one by this proposed legislation.

The reasons given above for creation of the National Water Commission are reasons why the League would prefer that Section 2 (b) "No member of the Commission shall, during his period of service on the Commission, hold any other position as an officer or employee of the United States, except as a retired officer or retired civilian employee of the United States" be changed to strike out the exception in the case of retirees. We would prefer to see retired officers and civil servants ineligible for appointment to the Commission. There are many places and capacities in which these experienced, valuable people can continue to serve in the water field after retirement, but this National Water Commission should not be one. The very purpose of the Commission is to obtain the conclusions of men chosen from a different background, free from involvement in federal or state agencies. If the Commission is to be staffed by ex-agency personnel, there is no reason to establish it. What we are seeking is analysis from another viewpoint. Will it agree with the conclusion of the agency assigned by law to develop a certain program? Will it differ? How much? In what particulars?

Information, skills, and experience from the federal agencies will be available to the Commission members under the provisions of Section 6 for utilization of services of federal water resource agencies. Because we agree that federal personnel and

federal agency studies should be utilized in the interest of economy and efficiency, the League thinks it all the more important that the Commission members themselves should not be persons retired from military or civil service.

The League of Women Voters recognizes, and is pleased to see mentioned in the bill, the promise of productive relationship between the Water Resources Council and the proposed National Water Commission.

We hope to see the proposed National Water Commission give particular consideration to economic and social aspects of water resource development in contrast to emphasis on the engineering side. The Council of Economic Advisors and the Joint Economic Committee in Congress, established by the Employment Act of 1946, have been successful in developing public awareness of economic tools available to stimulate the economy and in encouraging steps to achieve economic growth. The League thinks that far-reaching effects of the same seminal character can come from discussion of interim and final reports made by the National Water Commission. We foresee the National Water Commission educating the public and officials as the Senate Select Committee did. We foresee reports of this Committee focusing attention of interested citizens and of competing agencies on common problems as the economic reports have done.

The League of Women Voters of the United States views the proposed National Water Commission, not as a panacea nor as a competitor with the Water Resources Council or with regional planning entities, but as another vehicle toward League goals of improved coordination and sounder planning in water resource development. Since 1960 the League has held the position that:

> "Over-all long-range planning and development of water resources require federal procedures which provide the Executive and Congress with adequate data and a framework within which alternatives may be weighed and intelligent decisions made."

and that

> "Procedures should be established which provide information and an opportunity for citizen participation in policy decisions affecting the directions which water resource development will take."

In hope that it will help to accomplish both these ends, we ask the Senate Committee on Interior and Insular Affairs to recommend enactment of S. 3107 to establish for five years this National Water Commission of distinguished, non-government water specialists.

State of Minnesota
Water Pollution Control Commission

Statement on Legal and Administrative Problems in
Water Pollution Control Which May Be the Subject of
State Legislation

(Prepared for Joint Meeting of the Sub-Committee on State Departments,
Senate Civil Administration Committee, and the Sub-Committee on Water Resources,
Senate Public Domain Committee, June 17, 1966)

A. Suggested Changes in Basic Water Pollution Laws

1. "Pollution" is well defined in MSA 115.01, Subd. 5. In a great many cases it may be easily demonstrated that a discharge of "sewage", "industrial wastes" or "other wastes" as defined in MSA 115.01, Subd. 2, 3 and 4, causes pollution as defined in the law. The laws should be amended to make it unlawful per se to discharge materials so as to cause pollution as defined in the law. At present MSA 115.45, Subd. 2, provides that it is unlawful to cause pollution only when such pollution is in excess of or contrary to any applicable standards of water quality established, etc.

2. MSA 115.05, Subd. 2, permits the Commission to make an emergency order, but only in cases where the matter is affecting public health. This provision should be broadened to permit the Commission to issue orders in any emergency pollution situation, such as in the case of oil and chemical spills, or discharge of materials chiefly affecting fish or wildlife.

3. MSA 115.07, Subd. 6, provides for a misdemeanor penalty for violation of provisions of the law or regulations of the Commission. Provision should be made for heavier penalties for negligent or willful losses or discharges of pollutants or failure to recover such pollutants where possible, and to permit the Commission to issue emergency orders without hearings or formal meetings, requiring such recovery or to request the court to require such action based solely upon showing a direct cause and effect relationship, rather than having to demonstrate violation of a standard or creation of a

public nuisance or health hazard. Provision should also be made for a polluter to compensate the state for losses to fish, wildlife and other natural resources caused by discharges of waste without permit from the Commission.

4. Provision should be made in the law that the Commission be immediately notified by those responsible of losses of materials from carriers which may cause or tend to cause pollution of ground or surface waters of the state and to require them to recover the same as rapidly and thoroughly as possible.

5. MSA 115.44, Subd. 4, apparently requires establishment of classification and standards of waters of the state before standards for effluent of disposal systems may be established. In many cases, the establishment of such classification and standard as regulation is not essential to the establishment of a reasonable standard for effluent of a disposal system. The requirement for formal classification of waters of the state as a prerequisite to establishment of a standard for the effluent of a disposal system should be deleted.

6. Provisions of MSA 115.43, Subd. 3, (3) apply only to municipalities. This paragraph should be revised to apply to all persons as defined in MSA 115.01, Subd. 10, thereby making it applicable to individuals, corporations, etc.

7. The procedures for notice of hearings by the Commission as outlined in MSA 115.05, Subd. 1, and 115.44, Subd. 7, differ considerably. These paragraphs should be revised and simplified to require notice of hearing as required by the Administrative Procedures Act.

In any case, notification by registered mail as required by MSA 115.05, Subd. 1, is costly to the state and the same result may be accomplished by regular or certified mail.

8. Municipalities should be required to enforce within their jurisdiction all regulations and standards adopted by the Commission. This would apply to Commission regulations such as WPC-4 relating to storage of liquids.

9. Municipalities should be prohibited by law from issuing building permits for new commercial and industrial buildings which have a source of sewage or industrial waste unless this waste will be discharged to a municipal sanitary sewer system or unless a permit for a separate waste discharge has first been obtained from the Commission.

10. New legislation, similar to MSA 361.29 as amended by Chapter 313, Laws of 1963, and Chapter 273, Laws of 1965, known as the Boat Head Act, should be enacted to regulate disposal of sewage or other wastes by occupants of ice fishing houses. This legislation might possibly require that all fishing houses with a horizontal dimension more than 5 feet, or having sleeping accommodations, be provided with adequate portable toilet facilities, and that in no case shall human excrement, sewage, or other wastes be deposited on the ice or in the water.

11. The Boat Head Act, MSA 361.29, Section 1, Subd. 1, (b) makes it unlawful to discharge untreated sewage, or other wastes from a watercraft into waters of the state, and requires all watercraft equipped with marine toilets to also be equipped with a treatment device of a type acceptable to the Water Pollution Control Commission. Subd. 3, however, does not require watercraft exempt from licensing under MSA 361.03, Subd. 2, and equipped with a marine toilet to have a treatment device acceptable to the Commission. This subdivision should be clarified to state that such exemption from licensing does not mean that the watercraft are exempt from the prohibition of discharge of untreated sewage or other wastes as outlined in Subd. 1.

B. Suggestions for New Legislation Requiring Study

1. The Federal Water Pollution Control Act authorized an increase in federal grant funds, under provisions of amended PL-660, to $150 million per year. This authorization expires June 30, 1967. During the 1965 field hearings on this Act, state, federal and local officials and representatives of industry were unanimous in their approval of the sewage treatment plant construction grants program, but they also agreed that the federal authorization of $150 million annually would be entirely inadequate even to keep pace with the problem and needs.

For the fiscal year 1965-1966 Congress appropriated a total of $121 million for this program to be allotted to the states on the basis of $130 million. Minnesota's share of this amount is about $2.3 million. Applications for these funds received by the Water Pollution Control Commission in July, 1965, totaled requests for grants of about $5 million, thus many of the unsuccessful applicants will delay construction of needed sewage treatment works in hope of receiving a grant the following year. Other communities will also delay construction in hopes of receiving a grant of 50 per cent or more under one of several other federal grant programs.

The President's budget for the fiscal year 1966-1967 includes a figure of $150 million for grants under the Water Pollution Control Act program. Minnesota's share of this amount is listed as $2,743,250. Several new bills have been introduced into the Congress which would authorize a considerable increase in the funds which may be appropriated under this program each year. One of these bills, S. 2947, introduced and sponsored by Senator Muskie and 47 other senators, amends the federal grant provisions of the Federal Water Pollution Control Act. These amendments would continue authorization for 50 per cent demonstration grants for the fiscal year

ending June 30, 1966, and the next three succeeding years in the amount of $20 million per year. The Minneapolis-St. Paul Sanitary District recently received a grant offer of about $870,000 under this program to demonstrate an improved method of control of discharge of combined sewage and storm water flows to the Mississippi River. Also included in this bill is authorization for the fiscal year ending 1967 and each of four succeeding years the sum of $25 million per year for 50 per cent grants to demonstrate advanced waste treatment and improved methods of compatible joint treatment of municipal and industrial wastes.

This bill would also increase the program grants to the states from $5 million to $10 million annually for the period June 30, 1967, to June 30, 1972. Minnesota's share presently on the basis of a $5 million appropriation is about $80,400 per year.

This bill would also authorize increased construction grants from $150 million for the fiscal year ending June 30, 1967, to $600 million for the fiscal year ending June 30, 1968, increasing each year to $1.5 billion for the year ending June 30, 1972. If this bill passes the Congress and is signed by the President this year, and funds subsequently appropriated as authorized, it should be possible to certify nearly all applicants in Minnesota for a grant in the future under this program. There is also provision in this bill to remove the dollar ceiling limitation on grants and to make grants 30 per cent of total eligible costs. If the state provides a matching 30 per cent grant, the federal share would be increased to 40 per cent. Also, if the state does not match the construction grant the Federal Water Pollution Control Administration would have the authority of determining the priority of applications for grants. A state matching grant program

would require an annual appropriation of about $10 to $25 million from 1967 to 1972 if all the federal grant funds are utilized as may be appropriated under authorization of this bill. Authorization is made in this bill for Federal loans at an interest rate set by the Secretary of Interior to subdivisions of government to finance their share of a project. Amount of funds authorized for this purpose would be $250 million. This bill, since it is sponsored by nearly half the Senate members, has a good prospect of passing in the Congress in 1966 or early 1967.

A number of other states have made state funds available on the basis of a loan or grant for engineering studies, construction, and operation and maintenance of sewer systems and sewage treatment plants. In order to encourage the maximum number of people served by adequate sewage treatment plants in Minnesota, we wish to recommend the following:

A. In recognition of the basic policy that water pollution control is a state responsibility, the state should consider a program of matching construction grants to supplement or extend the federal grants. If federal grants under PL 660 were matched with a 30 per cent state grant with a limitation of about $150,000 per project, this would help smaller communities for which the per capita cost of treatment is quite high and frequently the degree of treatment required also quite high. Such a state grant program would require an annual appropriation of $3 to $4 million dollars with a limitation of $150,000 per project.

B. In order to encourage planning of municipal sewage disposal facilities and also to help some municipalities finance their share of the cost not covered by federal grants, the state should consider establishing a revolving loan fund. This fund could be used for financing, at a low

interest rate, the preparation of preliminary engineering reports, and construction plans and specifications. Loans for construction should be made on the basis of need depending on the interest rate which a particular community might have to pay through normal financing procedures. Loans from state funds could be made, for instance, to all municipalities which would have to pay more than 4 per cent when financing for a period of 20 years or more.

C. Many smaller municipalities find that the operation and maintenance of a plant costs as much per year as amortization of the capital cost and they tend to neglect the operation of the plant to reduce their annual financial burden, hence many adequately designed systems do not produce the results expected. The state should consider making grant funds available to smaller municipalities, generally less than 3,000 population, for operation and maintenance on one of the following bases:

(1) A percentage of the municipal expenditure for operation and maintenance per year with a maximum amount, such as 30 per cent of cost, with a maximum of $5,000 per year.

(2) A percentage of the capital cost of construction of the plant, such as 1 per cent per year, with a maximum of $5,000 per year.

(3) Based on the design sewage flow and strength and the type of treatment units or degree of treatment provided. Thus a plant with a sewage flow of 100,000 gallons per day providing 75 per cent treatment as measured by BOD removal might receive $1,500 per year, and a plant providing 95 per cent might receive $1,900 per year. A maximum of $5,000 per year could also be imposed.

The annual cost to the state for operation and maintenance grants would be about $1 million per year, if the maximum to any one municipality or governmental institution is $5,00 per year.

In any case the determination of eligibility for state operation and maintenance grants would have to be on the basis of an annual inspection of the plant, and operating results and reports. This program would also require at least 5 additional technical personnel to administer and make the necessary inspections.

2. Construction of adequate municipal sewage treatment plants represents only a part of the solution to a particular water pollution problem. Many adequate plants are given inadequate attention to operation and maintenance as a result of the municipality employing an untrained and inexperienced operator. In some cases a treatment plant costing over a half million dollars is turned over to an untrained and inexperienced operator who may work at the job only on a part time basis. The result is excessive deterioration of equipment and a plant efficiency below that for which the plant was designed. A number of states, Iowa being one of the most recent, have enacted a law on mandatory certification or licensing of sewage and water works operators. The Iowa law was supported by the League of Municipalities, operators, and consulting engineers. Such certification program has been in operation in Minnesota on a voluntary basis since 1952. Under this voluntary plan most of the existing competent operators have qualified for a certificate in one of four classifications, however, many of the operators who need additional training and experience do not attend the annual operators school or attempt to qualify for a certificate. Mandatory certification of operators would help insure employment of qualified operators at existing and new treatment plants and would encourage operators to get additional training in operation of the newer equipment and treatment processes. The Federation of Water Pollution Control Associations, Committee on Personnel Advancement, published a model law and regulation for mandatory certification of waste water treatment personnel in 1963.

3. State legislation is needed to control location and construction of residential and commercial developments in the urban and suburban metropolitan areas of the state. There has been altogether too much indiscriminate development of low cost open land areas far beyond the limits of adequate municipal sewer and water services while property within such area of municipal services goes undeveloped because of the cost of the municipal improvements which have been provided. Most of the "leapfrog" development, as it is sometimes referred to, is on the basis of individual water and sewer systems which experience has proven will eventually fail and become a hazard to the public health. Later construction of community water and sewer systems presents an additional financial burden to the property owners which they never anticipated. Furthermore, most of such developments are far removed from a watercourse into which a treated sewage effluent may be discharged without excessive cost of the treatment works and also causing unsatisfactory sanitary conditions in a small stream and strong objection from downstream property owners.

The U. S. Public Health Service has published a bulletin "Recommended State Legislation and Regulations; Urban Water Supply and Sewerage System Act and Regulations; Water Well Construction and Pump Installations Act and Regulations; Individual Sewerage Disposal Systems Act and Regulations", July 1965. This bulletin contains model legislation on control of subdivision development on the basis of individual water supply and sewage disposal systems which should be considered as a base for state legislation.

4. The existing law should be given a detailed review from the viewpoint of clarifying ambiguities and thereby strengthening the legal base. The

Michigan law, for example, might be emulated in some respects, particularly in regard to the statutory prohibition of pollution and the simplified manner in which the setting of standards and issuance of orders is handled. A review of the Minnesota laws in the light of the guidelines suggested by the Federal Water Pollution Control Administration in its recently revised "Suggested State Water Pollution Control Act", November 1965, might also be considered in view of the emerging preeminence of federal authority in this field as exemplified by the Federal Water Quality Act of 1965.

5. Land use as it relates to water pollution has been a problem for many years and is becoming increasingly serious, particularly in regard to uncontrolled residential and industrial development. Consideration should be given to land use planning and zoning at the state agency level in order to assist local governmental agencies in establishing and maintaining desirable controls on land use as it relates to water use. It has been recommended many times, for example, that industry be prohibited from starting construction of a plant which may pose water pollution problems until it has first obtained Commission approval of its plans for waste disposal. Most industries strive conscientiously to do this but some do not. For complete control in the latter case, it would seem to be necessary either to prohibit prior issuance of such local building permits unless waived by the Commission or possibly to require the industry to obtain a state building permit which can be made conditional upon waste disposal needs and local consent. In either case, planning for such developments would be desirable to minimize possible conflicts relating to different water uses. The recent controversy with Wisconsin over the location of the Northern States Power Company plant on

the St. Croix River may be cited as an instance where such conflicts might have been avoided or reduced by adequate advance planning.

6. Whenever the characteristics and quantity of industrial wastes from an industry located within the corporate limits of a municipality are such that these wastes may be economically treated in combination with municipal domestic sewage, this arrangement is encouraged. There are some cases where waste from an industry is of such great quantity or of such a characteristic that it is not feasible to treat this waste in a municipal treatment works. Example of such wastes are those from paper or wood products processing, vegetable processing or large meat packing operations. For industries which may therefore construct their own waste treatment facilities, consideration should be given to legislation which would give the industry some financial incentive in the form of tax relief or loans. Exemption from property or real estate tax might be granted for approved external plant facilities designed and constructed for the specific purpose of treating waste so as to reduce consequent pollution of waters of the state, or industrial disposal systems that produce no by-products which are marketed or used in process of production. Such measures should, however, be restricted to facilities constructed and operated under plans and permits approved by the Minnesota Water Pollution Control Commission.

7. Although a state effluent tax has not been generally accepted in this country, it might be considered as a source of state revenue from those discharging wastes into waters of the state. Such a tax is used by municipalities in the form of a sewer service charge to individual users or contributors to the municipal sewer system to finance the maintenance and

operation cost, and sometimes construction cost, of the municipal sewage disposal facilities. A state effluent tax should be based on the flow and strength of effluent and be designed not primarily as a source of state revenue to help finance a water pollution control program but to make it more financially feasible for dischargers to provide adequate treatment of wastes to reduce the effluent tax. A municipal sewer service charge based on the flow and strength of individual users or contributors also has the effect of encouraging the practice of waste saving and reduction.

C. Administrative Problems

1. The state salary scales for Public Health Engineers in water pollution control work are not competitive. Although it is sometimes possible to employ engineers just out of college at the Public Health Engineer I level at the salary of $592 per month, experience has shown that it is very difficult to keep these engineers until they can qualify for Public Health Engineer II which requires that they be registered as a professional engineer in Minnesota, which also requires four years of engineering experience after graduation. Likewise, salary scales for professional engineers employed by the State of Minnesota are not competitive with industry, other states, the federal government, or consulting firms, hence vacancies, especially at the Public Health Engineer II and III levels, continue to exist without hope of filling them except by waiting for present employees to qualify. Since many of the younger engineers do not remain in state employment because of lack of opportunity for advancement, it is also getting more difficult to fill the Public Health Engineer II and III openings from this source. The same comments apply to other professional positions in the program.

Some of the technical work of the Commission does not necessarily require registered engineers, and persons trained in the natural sciences are able to learn and carry out water pollution control work. For this reason it is proposed to request Civil Service to reclassify some of the individual positions as Water Pollution Control or Environmental Specialists at I, II, or III levels similar to the Public Health Engineer I, II and III levels so that qualified persons may be employed and promoted without the restriction of registration as a professional engineer. Salary adjustments will also have to be made to attract, and hold, qualified personnel. Legislative direction may be required to accomplish this through present Civil Service procedure. To properly carry out the added and increasing responsibilities with regard to water pollution control in Minnesota it is recommended that the legislative appropriation for this purpose be very substantially increased, and that a technical, clerical administrative staff increase also be authorized.

"Staffing and Budgetary Guidelines for State Water Pollution Control Agencies" prepared by Public Administration Service, Chicago, Illinois, in 1964, recommended that minimum staff for Water Pollution Control activities in Minnesota be 58 persons with a desirable level of 104. It also recommended a minimum budget of $530,000 with a desirable budget of $946,000.

It should be understood that an increase in staffing or appropriations alone will not assure employment of necessary personnel unless adjustments are made in Civil Service ranges to attract and hold qualified personnel.

2. Federal funds in the amount of $5 million annually are currently authorized and made available to state water pollution control agencies on a matching

basis in proportion to population. This authorization was originally made for 10 years ending June 30, 1967. Minnesota has received about $80,400 for the fiscal year 1965-1966 on this basis, while the state appropriation for this period was $206,336 with an additional $200,000 appropriated for the biennium through the Legislative Advisory Committee. Proposed new legislation by Congress would increase the funds for program grants to $10 million annually which presumably would double Minnesota's program grant allocation. If the federal support of the state Water Pollution Control program is not extended by revision to the federal law in 1966, the state would have to increase its appropriation in the amount lost to continue the state program.

League of Women Voters of the U.S.
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STATEMENT BEFORE THE HOUSE PUBLIC WORKS COMMITTEE
on
H.R. 16076 AND H.R. 13104 AND RELATED BILLS
by
MRS. DONALD E. CLUSEN, DIRECTOR
LEAGUE OF WOMEN VOTERS OF THE UNITED STATES

July 14, 1966

I am Mrs. Donald E. Clusen of Green Bay, Wisconsin, an elected Director of the League of Women Voters of the United States and the new Chairman of the Committee on Water Resources. I am appearing this morning as the spokesman for the 146,000 members organized in 1227 local Leagues in the 50 states, the Commonwealth of Puerto Rico, and the District of Columbia.

Although this is my first opportunity to represent the League of Women Voters at a congressional hearing, preceding chairmen of the League's Water Resources Committee have had the pleasure of appearing before this Committee since 1960 in support of improvements and additions to the Federal Water Pollution Control Act. In their home communities and in their states, also, our members have been working for stronger laws, for better enforcement, and for additional financing to mitigate water pollution.

As many of you know, League stands are the outgrowth of study, discussion, and consensus by League members in local meetings. Most recently, at the League's 27th National Convention in May 1966, the 1343 voting delegates sent by their local and state Leagues unanimously approved the following statement:

> " ... The League is convinced that the program of federal aid to local communities, expiring this year, has been a great incentive for the installation of sewage treatment plants which should be continued and expanded. We believe that our large cities have not benefited under the program to the extent that they should, since the cost of projects to meet their needs are far in excess of grants allowable under existing law. We have supported proposals for federal research and recognize that more research is needed on treatment methods for new pollution problems but we are convinced that research efforts should not be unnecessarily duplicated. We have supported efforts to make our states strong and to approach water resource problems on a regional or river-basin basis. Legislation which will help to strengthen state government and help comprehensive planning by a regional approach is approved in principle. ..."

The League of Women Voters prefers to see local governments make a strong effort to bear the cost of good waste management; and League members often back this preference by hard work to pass local sewer and treatment facility bond issues. We encourage state assistance to lower jurisdictions; for example, the Leagues in New York State made a great effort to build support for Proposition 1, the state's Pure Waters bond issue. Leagues carry on this work, not because their members fear "big government" on the federal level, but because they have agreed upon the principle of shared financial responsibility in water resource develop-

ment. It is for this same reason that the League of Women Voters of the United States, since 1960, has steadily supported federal grants for sewage facility construction.

The Water Quality Act has added greatly to the work the responsible state agencies should be doing. Since this additional responsibility was placed on the states by action of the Congress, particularly by the House, it seems appropriate that additional federal funds be used to help states carry out their new standard-setting duties. The League therefore supports the proposal to double federal aid to states and interstate agencies for establishing and maintaining their pollution control programs.

For the standards program for interstate waters and the cleanup schedules set by federal enforcement conferences to be effective, much more money must be spent, especially by medium and large cities, for whom federal aid has been restricted because of the dollar ceiling on grants. The League therefore supports the proposal that federal aid be 30 percent of construction cost, with no dollar ceiling. However, because we believe that interjurisdictional cooperation and enforcement of state laws will be improved if states help pay for pollution abatement facilities, we would like to see Representative Blatnik's "basic 'carrot and stick' approach" apply here. We suggest that the full 30 percent of construction cost be paid by the federal government when the state agrees to match this federal help. Tied in this way, removal of the dollar ceiling should act as an incentive for states to share the responsibility for financing necessary construction.

We also support an increase in the funds authorized for the construction grant program. Whether the increase proposed in H.R. 16076 and in H.R. 13162 and the companion bills is the proper amount to get the job done and is the precise amount for this country to invest for control of municipal water pollution, we neither know nor have the factual basis for judging. In fact it would be presumptuous for us to state an exact figure. We therefore welcome inclusion in H.R. 16076 of the proposal for a detailed study of the cost and economic impact of attaining and maintaining water quality standards as established under federal and state law.

It seems only common sense to encourage states and localities to move ahead on cleanup as rapidly as they can. We therefore support the idea of authorizing reimbursement to states and local governments which prepay project costs during the time of this construction grant authorization.

Many League members have attended enforcement conferences in their own basins, and League representatives have testified at a number of conferences at the invitation of state conferees. Our members have always been puzzled by the provision that only those invited by state conferees could be heard. The League supports the proposal to allow statements of all interested parties to be considered. We think the difficulties of handling will be outweighed by the advantages of wider involvement and presentation of the full spectrum of information. We believe that citizens of each basin have knowledge and understanding of the problems and should have an opportunity to express their opinions.

In the Lake Erie Basin, where Leagues have been studying regional pollution problems, some of our members found it hard to understand why information on industrial waste discharge was so difficult to obtain. They were encouraged when, at the time of the federal enforcement conference in Cleveland, a number of companies volunteered to supply the federal pollution control agency with information about plant discharges. With industrial wastes becoming an ever bigger part of the U.S. pollution problem, we think the time has come when the

quantity and quality of industrial as well as municipal wastes must be known to those responsible for water quality management. The League supports trying the modest proposal of H.R. 16076 that such reports be required. If the needed information can be obtained in this way, the Secretary may not need the subpoena power proposed in a number of other bills.

For the past ten years the League of Women Voters of the United States has been interested in governmental machinery for river-basin planning and administration. As part of this concern the League worked for passage of the Water Resources Planning Act.

It has been our belief that planning should be long-range and comprehensive. We would be as reluctant to see pollution control separated from other elements of basin water management as we have been to see planning for basin flood control or navigation carried out without proper concern for water quality. We expect planning for pollution control to be an integral part of a comprehensive plan prepared by any river basin commission created under Title II of the Water Resources Planning Act.

The League of Women Voters has been saying for many years that rivers are no respecters of jurisdictional lines; and from the time we adopted a position in favor of river-basin planning in 1958, Leagues in different cities and in different states have worked together in inter-League river basin groups, trying in our own organization to examine the problems and to work for their remedies with the welfare of the entire basin in mind.

No organization is more convinced than the League that pollution control needs to be planned in terms of the whole river, that citizens and governments in the basin must move beyond planning into joint action and then must continue united effort for improved water quality management for the entire basin. Many Leagues have been trying to carry this message to their communities and their elected officials.

Because of our conviction of the need for interjurisdictional planning and projects, the League has supported the bonus for projects conforming to a metropolitan plan and the larger amount of aid available when municipalities combined their grants. However, we question the value of creating a special planning commission as proposed in H.R. 16076. Is this needed? Cannot states and local governments set up permanent arrangements to handle basin pollution now? We think it may add to the confusion to have the Secretary of Interior initiating single purpose river-basin planning commissions at the same time that, at the request of the Governors, the President is creating comprehensive river-basin planning commissions! We agree with many of the aims of the Administration's "Clean Rivers Restoration Act," H.R. 13104, but the proposals seem to us to be poorly attuned to the workings of local government. For this reason and because we think this is not the time to crystallize these aims into federal law, the Leagues does not support this bill.

We have considered the recommendations for stronger enforcement as proposed in a number of bills before this committee. The League wants communities to be required to live up to federal and state statutes and regulations affecting water quality, just as we want to see federal installations required to set an example in this respect. Our members realize that industrial pollution -- thermal, organic, and inorganic -- must be controlled. However, at the present stage in the development of water quality management, we think that emphasis should be placed on federal ENCOURAGEMENT, for we believe that where the public

is aroused, as in the Lake Erie basin, financing remains the obstacle to be overcome. For this reason, the League does not support the proposals to strengthen federal enforcement provisions at this time.

We would like to see the programs established by the present laws given a longer trial. We believe that research and development, state pollution control programs, treatment facility construction, the program for standards for interstate waters, and the federal enforcement possible under the existing federal law must go strongly forward. We agree that the time has come to provide specifically for studies of estuaries and pollution from vessels and boats, particularly on the Great Lakes. We believe that the nation is ready to move and that the federal incentive program is the lever.

We have also listened with interest during this hearing to the comments on proposals to provide financial incentives to industry for treatment of their wastes. We think you will be interested to know that the League is currently involved in studying such proposals and is seeking from its members in their local units an expression of opinion by January 3, 1967. If consensus is reached either for or against this philosophy, we will be presenting the League's view at hearings in the next session of Congress and in various state legislatures.

I live on a polluted river. I have seen first hand what can happen to recreation, to tourism, to industry, and to a municipality as a result. Although my state has recently adopted progressive and far-reaching legislation to remedy conditions, we in the League firmly believe that federal funds, federal enforcement, and inter-governmental cooperation are essential to the solution.

We in the League commend you gentlemen for what you have done in the past and anticipate with confidence what you will do in the future for the prevention of pollution and the protection of America's streams.

# # # # # # #

MEMORANDUM

League of Women Voters of the U.S.
1200 - 17th Street, N.W.
Washington, D. C. 20036

This is going on
Duplicate Presidents Mailing

July 26, 1966

TO: Local and State League Presidents
FROM: Mrs. Donald E. Clusen, Director; Chairman, Water Resources Committee
RE: My first opportunity to represent the League of Women Voters of the United States in Congress

The purpose of this memo -- my first to you in this capacity -- is twofold: (1) to try to share with you some of the flavor of my experiences "on the Hill" and (2) to report to you on the present status of the water pollution control bills.

Never have I been more aware of the fine reputation of the League, explicitly in the water resources field, than during the days of July 11-15. On every hand I found commendation, respect, approbation for what you have done under this item, and eagerness to hear what you think about current legislation pending. It was with considerable humility that I agreed to go to Washington to present testimony for the League of Women Voters of the United States to the House Public Works Committee. Record heat and an airline strike notwithstanding, I would not have missed this opportunity.

The first two days were spent working with Mrs. C. F. S. Sharpe (Program Secretary for the water item on the national staff) and Miss Dorothy Sortor (Congressional Secretary on the national staff) in preparing testimony to be presented for the House Committee hearings and in meeting Congressmen and members of their staffs. Like you, I have been receiving copies of statements made by national Board members before Congressional committees for years. But I had never really realized the care, the time, the weighing of every word, the constant concern for saying what members think, which marks every step of this process.

Some of the highlights of these long and full days were:

... listening to Secretary of the Interior Udall as he spent the first half day of the hearings making a statement and answering questions on the Administration's point of view

... having coffee with Rep. Blatnik (D., Minn.), Chairman of the Subcommittee on Rivers and Harbors, who was unable to be present later in the week

... sitting in the Family Gallery of the U.S. Senate (by arrangement of Senator Muskie, so we could stay for the entire time) while the Senate considered and passed the water resources bill (S. 2947, now a combination of the Muskie Committee bill and the Administration's bill) by an unusual 90-0 vote.* In conversation with Senator Muskie immediately after Senate action, he said he didn't recall this unanimous vote on anything other than war measures in the recent past.

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* The ten Senators not voting on S. 2947 were: Anderson, Bass, Clark, Gruening, Hayden, McGee, Robertson, Scott, Simpson, Smathers. The other 90 Senators voted for the bill.

... chatting with Senator Boggs (R., Del.) in the Senators' Reception Room next to the Senate Chamber. Senator Boggs is ranking minority member of the Senate Public Works Subcommittee on Air and Water Pollution.

... visiting my own Congressman, John Byrnes of Wisconsin.

Each morning, before 10 o'clock, we went to the hearing room in the New Rayburn House Office Building and in usual League fashion sat in the front row. Before and after hearings, I was able to chat with a few members of the House Committee on Public Works: Jim Wright (D., Texas), who chaired the hearing the day I testified. In introducing me, he commented on how effective and important the League contribution in the water field had been; William C. Cramer (R., Fla.) -- the ranking minority member of the House Committee; Don Clausen (R., Calif.) who, intrigued by the similarity in our names, invited me to the anteroom to praise our testimony and to have our picture taken; Richard D. McCarthy (D., N.Y.); W. J. Bryan Dorn (D., S.C.); and James J. Howard (D., N.J.)

Even though I had appeared before state legislative committees many times, I found the prospect of speaking to the national legislators a bit unsettling. Watching the two days of hearings and listening to the interplay between the Congressmen and the witnesses, was invaluable schooling for my turn in the witness chair. The second witness on the third and final morning, I read the League statement, which is enclosed. Then several Congressmen praised the work of the League on water in their home states and a number of questions were asked.

So many of the lessons learned during this week are difficult to put into words, but I came away with some impressions I would like to pass on to you: (1) The image of the League of Women Voters projected through the water item is invaluable to all members in terms of public relations, political effectiveness, and as a means of communicating with all Congressmen. Who is opposed to clean water? (2) The inestimable value of the services of the national staff in constantly working to establish rapport with the staffs of Congressmen and with other groups interested in subjects on our Program. (3) The awesome responsibility it is to say, "I speak for the 146,000 members of the League of Women Voters of the United States," and our mutual responsibility to see that this is so by keeping all of our channels of communication open.

The hearings are over and the House Public Works Committee is meeting in executive sessions to finish the work on its version of the Water Pollution Control Amendments. The Committee will probably report the bill the first week of August, and it is expected to come to the floor of the House the end of August. It is anticipated that the bill will easily pass the House, and we do not foresee now the need for any concentrated League action in the House.

However, if you have the time and/or the opportunity to write or speak to your Representative before action is completed, it is always good to let him know the League views and our continued interest in this field. It will help you to understand the rather involved combination of bills before the House, and the parts which the League is speaking about, if you will read the enclosed testimony carefully, and also refer to the copy of the League statement before the Muskie Committee (dated May 11, 1966) which was sent to you previously.

It was a wonderful week, worth spending seven hours as a "stand-by" at Washington National Airport, and I came home convinced that there is a place for the citizen's voice in water resources management, and that one, indeed, need not be a technical expert to make an effective contribution.

League of Women Voters of the U.S.
1200 - 17th Street, N.W.
Washington, D. C. 20036

August 18, 1966

LIST OF SENATE AND HOUSE COMMITTEES CONCERNED WITH WATER POLLUTION ABATEMENT

House Ways and Means and Senate Finance Committees (handle tax legislation, i.e., tax incentives to industry for abating water pollution):

House Mills (D., Ark.), Chairman

Democrats	Democrats	Republicans
King (Calif.)	Thompson (Tex.)	Byrnes (Wis.)
Boggs (La.)	Griffiths (Mich.)	Curtis (Mo.)
Keogh (N.Y.)	Jennings (Va.)	Utt (Calif.)
Karsten (Mo.)	Rhodes (Pa.)	Betts (Ohio)
Herlong (Fla.)	Rostenkowski (Ill.)	Schneebeli (Pa.)
Watts (Ky.)	Landrum (Ga.)	Collier (Ill.)
Ullman (Ore.)	Vanik (Ohio)	Broyhill (Va.)
Burke (Mass.)	Fulton (Tenn.)	Battin (Mont.)

Senate Long (D., La.) Chairman

Democrats	Democrats	Republicans
Smathers (Fla.)	McCarthy (Minn.)	Williams (Del.)
Anderson (N. Mex.)	Hartke (Ind.)	Carlson (Kans.)
Douglas (Ill.)	Fulbright (Ark.)	Bennett (Utah)
Gore (Tenn.)	Ribicoff (Conn.)	Curtis (Neb.)
Talmadge (Ga.)	Metcalf (Mont.)	Morton (Ky.)
		Dirksen (Ill.)

House Subcommittee on Science, Research and Development of the House Committee on Science and Astronautics (handles legislation on scientific research and development and recently held hearings on adequacy of technology for pollution abatement):

Democrats	Republicans
Daddario (Conn.) Chairman	Mosher (Ohio)
Roush (Ind.)	Bell (Calif.)
Davis (Ga.)	Conable (N.Y.)
Waggonner (La.)	
Brown (Calif.)	
Vivian (Mich.)	

(over)

House and Senate Public Works Committees (handle water pollution control legislation, i.e., amendments to Federal Water Pollution Control Act, and grants and loans for pollution abatement):

House Fallon (D., Md.), Chairman

Democrats	Democrats	Republicans
Blatnik (Minn.)	Tuten (Ga.)	Cramer (Fla.)
Jones (Ala.)	Rivers (Alaska)	Harsha (Ohio)
Kluczynski (Ill.)	Roberts (Tex.)	Kunkel (Pa.)
Wright (Tex.)	Everett (Tenn.)	Grover (N.Y.)
Gray (Ill.)	McCarthy (N.Y.)	Cleveland (N.H.)
Clark (Pa.)	Kee (W. Va.)	Clausen (Calif.)
Edmondson (Okla.)	Schmidhauser (Iowa)	Halleck (Ind.)
Johnson (Calif.)	Sweeney (Ohio)	Reid (Ill.)
Dorn (S.C.)	Howard (N.J.)	McEwen (N.Y.)
Henderson (N.C.)	Dyal (Calif.)	Martin (Ala.)
Olsen (Mont.)	Edwards (La.)	Skubitz (Kans.)

Senate Randolph (D., W. Va.), Chairman

Democrats	Republicans
Young (Ohio)	Cooper (Ky.)
Muskie (Me.)	Fong (Hawaii)
Gruening (Alaska)	Boggs (Del.)
Moss (Utah)	Pearson (Kans.)
Jordan (N.C.)	Murphy (Calif.)
Inouye (Hawaii)	Griffin (Mich.)
Bayh (Ind.)	
Montoya (N. Mex.)	
Harris (Okla.)	
Tydings (Md.)	

House Natural Resources and Power Subcommittee (Jones Committee) of the House Committee on Government Operations (investigates the operations of water pollution control programs of government on all levels):

Democrats	Republicans
Jones (Ala.) Chairman	Horton (N.Y.)
Monagan (Conn.)	Callaway (Ga.)
Roush (Ind.)	Erlenborn (Ill.)
King (Utah)	
Helstoski (N.J.)	
Moss (Calif.)	

League of Women Voters of the U.S.
1200 - 17th Street, N.W.
Washington, D. C. 20036

August 18, 1966

LEGISLATION ON FINANCIAL INCENTIVES TO INDUSTRY FOR ABATING WATER POLLUTION

INTRODUCED IN THE 89th CONGRESS

(January 4, 1965, thru August 18, 1966)

U.S. SENATE* (FINANCE COMMITTEE)

Digest of Bill: Pollution Abatement Incentive Act -- provides an incentive tax credit allowable with respect to facilities to control water and air pollution, to encourage the construction of such facilities, and permits the amortization of the cost of constructing such facilities over a period of from 1 to 5 years.

S. 3598 July 11, 1966

Introduced by Senator Carlson and cosponsored by Senators Allott, Bennett, Boggs, Brewster, Cotton, Dominick, Fong, Griffin, Hickenlooper, Hruska, Javits, Kuchel, Lausche, Morton, Moss, Murphy, Nelson, Pearson, Randolph, Scott, Talmadge, Tower, and Tydings (Senators Bennett and Morton are members of the Senate Finance Committee).

U.S. HOUSE OF REPRESENTATIVES* (WAYS AND MEANS COMMITTEE)

Digest of Bill: Pollution Abatement Incentive Act -- provides an incentive tax credit allowable with respect to facilities to control water and air pollution, to encourage the construction of such facilities, and permits the amortization of the cost of constructing such facilities over a period of from 1 to 5 years. (Same as S. 3598)

H.R. 16005	Slack (D., W. Va.)	June 28, 1966
H.R. 16062	Secrest (D., Ohio)	June 29, 1966
H.R. 16089	Hull (D., Mo.)	June 30, 1966
H.R. 16117	Blatnik (D., Minn.)	July 11, 1966
H.R. 16118	Dorn (D., S. C.)	July 11, 1966
H.R. 16194	Mize (R. Kans.)	July 13, 1966
H.R. 16216	Perkins (D., Ky.)	July 13, 1966
H.R. 16249	Belcher (R., Okla.)	July 14, 1966

*The Senate allows cosponsors of bills. In the House, bills may not be cosponsored.

H.R. 16260	Collier (R., Ill.)	July 14, 1966
H.R. 16284	Casey (D., Texas)	July 18, 1966
H.R. 16304	Shriver (R., Kans.)	July 18, 1966
H.R. 16398	Grabowski (D., Conn.)	July 20, 1966
H.R. 16488	Thompson (D., Texas)	July 25, 1966
H.R. 16835	Kee (D., W. Va.)	August 4, 1966
H.R. 17039	Rumsfeld (R., Ill.)	August 15, 1966
H.R. 17094	Clark (D., Pa.)	August 16, 1966
H.R. 17118	Nelsen (R., Minn.)	August 17, 1966

Digest of Bill: Increases the investment credit allowable with respect to facilities to control water and air pollution, and permits the amortization of the cost of constructing such facilities within a period of from 1 to 5 years.

H.R. 14640	Love (D., La.)	April 26, 1966
H.R. 15038	Secrest (D., Ohio)	May 12, 1966
H.R. 15057	Edwards (D., La.)	May 16, 1966
H.R. 15468	Hicks (D., Wash.)	June 6, 1966
H.R. 16466	Hathaway (D., Maine)	July 25, 1966

Digest of Bill: Provides an incentive tax credit for a part of the cost of constructing or otherwise providing facilities for the control of water or air pollution, and permits the amortization of such cost over a period of from 1 to 5 years.

H.R. 16078	Brown (R., Ohio)	June 30, 1966
H.R. 16281	Berry (R., S. Dak.)	July 18, 1966
H.R. 16294	Reifel (R., S. Dak.)	July 18, 1966
H.R. 17150	Roudebush (R., Ind.)	August 18, 1966

Digest of Bill: A bill to amend the Internal Revenue Code of 1954 to encourage construction of facilities to control water and air pollution by allowing a tax credit for expenditures incurred in constructing such facilities and by permitting the deduction or amortization over a period of 1 to 5 years, of such expenditures.

H.R. 16631	Utt (R., Calif.)	July 28, 1966
H.R. 16850	Ashbrook (R., Ohio)	August 4, 1966
H.R. 16878	Ellsworth (R., Kans.)	August 5, 1966
H.R. 17141	Corbett (R., Pa.)	August 18, 1966

Digest of Bill: Permits the cost of water control facilities to be amortized, for income tax purposes, over a life of 5 years.

H.R. 5317	Smith (R., N.Y.)	February 23, 1965
H.R. 13616	Cramer (R., Fla.)	March 15, 1966
H.R. 13654	Cleveland (R., N.H.)	March 15, 1966

Digest of Bill: Permits expenditures in connection with a trade or business for the construction, erection, installation, or acquisition of treatment works to control water or air pollution to be used as a deduction for income tax purposes. Permits the taxpayer to elect the year for such deduction over a 4-year period.

H.R. 4233	Clark (D., Pa.)	February 3, 1965
H.R. 9659	Helstoski (D., N.J.)	July 7, 1965

Digest of Bill: Permits expenditures in connection with a trade or business for the construction, erection, installation, or acquisition of treatment works to control water pollution to be used as a deduction for income tax purposes. Permits the taxpayer to elect the year for such deduction over a 4-year period.

H.R. 12455	Conte (R., Mass.)	February 2, 1966
H.R. 12478	Horton (R., N.Y.)	February 2, 1966
H.R. 12481	Mathias (R., Md.)	February 2, 1966
H.R. 12486	Morse (R., Mass.)	February 2, 1966
H.R. 12499	Stafford (R., Vt.)	February 2, 1966
H.R. 12844	Michel (R., Ill.)	February 16, 1966
H.R. 14550	Bates (R., Mass.)	April 20, 1966

Digest of Bill: Permits deduction from federal income tax expenditures for the construction or acquisition of treatment works to control water and air pollution. Permits such deductions to be deferred and treated as having been incurred during any of the 4 taxable years after made.

H.R. 4787	Monagan (D., Conn.)	February 10, 1965

Digest of Bill: Amends the Internal Revenue Code to encourage the abatement of water and air pollution by permitting the amortization for income tax purposes of the cost of abatement works over a period of 36 months.

H.R. 7418	Sweeney (D., Ohio)	April 13, 1965
H.R. 7656	Ottinger (D., N.Y.)	April 27, 1965
H.R. 8768	McCarthy (D., N.Y.)	June 3, 1965
H.R. 10029	Giaimo (D., Conn.)	July 22, 1965
H.R. 10805	King (R., N.Y.)	September 1, 1965

(over)

H.R. 12539	Poff (R., Va.)	February 3, 1966
H.R. 12839	Harsha (R., Ohio)	February 16, 1966
H.R. 15894	Cunningham (R., Neb.)	June 23, 1966

Digest of Bill: Permits at the election of the taxpayer, an additional first year depreciation allowance (up to 100 percent of cost) for new waste treatment facilities.

H.R. 11990	Halpern (R., N.Y.)	January 12, 1966

Digest of Bill: Amends the Internal Revenue Code to encourage the construction of treatment works to control water and air pollution by permitting the deduction of expenditures for the construction, erection, installation, or acquisition of such treatment works.

H.R. 5681	St. Onge (D., Conn.)	March 2, 1965
H.R. 11866	Bolton (R., Ohio)	January 10, 1966

Digest of Bill: Increases the investment income tax credit allowable with respect to facilities to control water and air pollution.

H.R. 15392	Perkins (D., Ky.)	June 1, 1966

Digest of Bill: A bill to encourage the prevention of air and water pollution by allowing the cost of treatment works for the abatement of air and stream pollution to be amortized at an accelerated rate for income tax purposes.

H.R. 17095	Clausen (R., Calif.)	August 16, 1966

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(On August 24, Mrs. Clusen, Chairman of the Water Resources Committee, sent the August issue of THE NATIONAL VOTER with a covering letter to all the Congressmen on the above list.)

Appleville

LEAGUE OF WOMEN VOTERS OF MINNESOTA

STATE ORGANIZATION SERVICE, UNIVERSITY OF MINNESOTA, MINNEAPOLIS, MINNESOTA 55455

July 25, 1966

Mrs. C. F. S. Sharpe
League of Women Voters of the United States
1200 - 17th Street NW
Washington, D.C.

Dear Mrs. Sharpe,

We would like your help in taking action under the national consensus to support the formation of a metropolitan sanitary district in the Twin Cities area.

A specific history of the development of conditions prompting this request is given in the enclosed publications. To summarize all too briefly . . . The Minneapolis-St. Paul Sanitary District was created by the 1933 State Legislature. In 1938 a system of interceptor sewers leading to a single primary treatment plant in the Pig's Eye Lake area of the Mississippi below St. Paul was completed. The authorized limits of the MSPSD are those of the Twin Cities proper. Areas adjacent to the cities may contract with either city or the District for disposal service. At present, there are 37 such contracting areas. MSPSD is governed by a board of seven trustees; three from each central city and one appointed by the Governor as a member outside the District.

The "design flow" for the original treatment plan was set at 134 mil gal/day; this volume was reached in 1952. To meet obvious expansion needs, the MSPSD Board of Trustees authorized a five-year $500,000 research program beginning in 1956. Besides investigating the future needs of the District alone, this study was to lay a plan for the expansion of the MSPSD service area into rapidly growing suburbs.

As the five-year study was concluded, the 1961 Legislature voted on a bill that would create an expanded Metropolitan Sanitary District with present, and possible future, contracting areas being made integral parts of the District. The bill passed in the House; died in the Senate. Recognizing, however, the crucial needs for sewage systems in the suburbs, this 1961 Legislature passed a bill which enabled a group of northern area suburbs to form their own regional Sanitary District.

With the failure of the 1961 Metropolitan Sanitary District Bill, the trustees of MSPSD decided to proceed with the improvements necessary to handle present and future demands of the area the District was then serving; the two central cities and 24 contracting areas. In 1962 a $22.8 million expansion was begun at the Pig's Eye plant. Recently completed, it provides secondary treatment with a highrate activated sludge process. Since 1962, however, 13 more suburbs have contracted to be served by the Sanitary District so that the expanded plant will reach capacity before 1980, its original design year.

TELEPHONE 373-2959

In the 1963 legislative session a bill was passed requiring that the MSPSD present a plan for the collection, treatment and disposal of sewage over the entire area that it could feasibly serve and to include a construction timetable, cost estimates and possible financing methods. The plan should be reviewed and amended, if necessary, by the state Water Pollution Control Commission.

The MSPSD plan (design year 2000) called for a collection area of 900 square miles to be served by expanded Pig's Eye treatment facilities, to handle 400 mil gal/day. The present contract system and governmental structure of MSPSD would continue. Suggestion was made, however, that contracting communities join to form regional districts for contracting purposes. Construction costs within a contracting community would be taken care of by the community concerned Costs of common sewers and maintenance of Pig's Eye plant would be based on sewage flow. When reviewed by the Water Pollution Control Commission, as required, the basic engineering plan was approved, but the WPCC asked for the establishment of a Metropolitan Sanitary District, which would mean replacing the contract plan and setting up a governing board that would represent all areas in the District based on populations.

Several bills to establish a Metropolitan Sanitary District were presented in the 1965 session of the legislature. One of these, the Ashbach Bill, passed the House but foundered in the Senate's Civil Administration Committee. Reasons for its failure include the facts that the amended House bill went to the Senate in the last two weeks of the session and that the metropolitan legislators could not agree on specific details of financing and of representation on the governing board.

Several suburban community groups now desire to set up separate disposal systems. The WPCC, however, has adopted stream standards for the use of the Mississippi and Minnesota Rivers which prohibit the discharge of any treated sewage in the areas concerned. Two of the suburban groups have appealed those standards, stating that they guarantee 95% treatment, and that construction of regional plants would be far cheaper than permanent connections with MSPSD or a similar agency. Relating to this crucial question of the costs of a regional as opposed to a metropolitan approach, comparative estimates have been made by several groups. Cost projections offered by each of the suburban groups appealing the WPCC standards concentrate on initial construction cost only, and each shows a $12 million saving to local residents under the regional plant system. The Minneapolis Citizens League concluded, on the other hand, that the somewhat greater construction costs under the area-wide approach are more than offset by savings that this plan offers in long-term operation and maintenance costs.

At least two bills to create a Metropolitan Sanitary District have already been prepared for the next legislative session, opening in January 1967. Neither, however, recognizes in their systems of financing that the core cities, because of their location on the river, gain the greatest benefit from use of a single treatment plant downstream. Neither bill includes in its area South St. Paul, the worst pollutant in the area because its meat packing plants give its inadequate primary treatment plant sewage equivalent to that of a city 25 times its actual size. Neither bill provides for any compromise on the single-plant concept in response to the arguments of the suburban groups.

Members of the Minneapolis Water Resources Committee, who had prepared a local publication, "On the Minneapolis Waterfront", last fall, have been interested in forming a temporary alliance with the 31 other Leagues involved in a metropolitan district plan to incorporate a study of the District with the tax incentive study this fall in preparation for taking action in the legislative session under the national consensus. Our study should supplement the fall consensus study material and will broaden membership education in a most critical area of intergovernmental relations. They have contacted over half of the Leagues concerned and have found 100% interest in such a study among them, provided that there be a small workload on those Leagues who are already overburdened with Program preparation. These 31 metropolitan Leagues are presently organized into a League Council which is in the process of working on a transportation item.

The Minneapolis League has suggested that it form a resource committee to include representatives from the suburban groups presently appealing the WPCC standards and a representative from St. Paul which would prepare a publication summarizing the history of the District legislation, arguments of the suburban groups against these bills, and the possible direction which compromise could take based on an area-wide approach. It is suggested that such a publication could be sent out to all the Leagues concerned as the basis for the fall study, and that the metropolitan Leagues would be invited to the Minneapolis briefing session in October at which questions concerning the presentation of the publication could be discussed. The publication would also be offered to interested outstate Leagues.

If any of this activity is to be pursued, the metropolitan Leagues must be able to discuss it at their August Board meetings when they do their calendar planning for the year. Because of this pressure of time, we must ask for an immediate reply to the following questions:

1. Does the program as outlined sound feasible as adequate preparation for a request for action under the national position?

2. How has the consensus support for a) machinery appropriate to each region which provides coordinated planning and administration, and b) cost sharing by government and private interests in relation to benefits received and ability to pay, been elaborated upon by other Leagues interested in metropolitan development without taking further consensus?

3. Can we direct possible action in the spring toward specific bills or should we simply testify to our general interests in compromise within an area-wide approach?

4. We assume that we must fill out a questionnaire and criteria sheet before receiving specific permission to go ahead with this program. Should this questionnaire be signed by all of the Leagues concerned? Would you kindly send us copies of the questionnaire? What information should we send along with it besides what is enclosed?

Sincerely,

Mrs. Grady Mann
State Water Resources Chairman

Newsletter

League of Women Voters EDUCATION FUND
1200 - 17th St., N.W., Washington, D. C. 20036

Vol. 2 - No. 3 August 1966

The League of Women Voters Education Fund is nine years old. In that brief span of time the Fund has grown from a very small organization with a limited budget to an organization administering a multiplicity of projects and with a yearly budget of well over $100,000. We anticipate continued growth and expansion.

On July 5 we added to our staff our first executive director, Miss Christine Urban, who comes to us with fourteen years of experience as a member of the national staff of the League of Women Voters of the United States. You will note below that we have just initiated a new and exciting project which we hope will help the newly apportioned Florida state legislature do a more effective job in meeting the problems of state government. You will also note that we are about to produce an important book about the trials and triumphs in citizen action on water problems: "THE BIG WATER FIGHT." We hope to continue our "Water Seminars for Leaders" and the follow-up local "Schools for Citizens on Land and Water Use." We are negotiating now for funds to continue our Inner City Projects in voter education. The Registration and Voting Projects initiated by the Fund in 1964 are continuing now under their own steam.

In general, Education Fund projects fall into three categories: those that come about as requests from local and state Leagues and other organizations; those we initiate ourselves, communicating the experiences and techniques developed by the League of Women Voters in citizen education over the years to other organizations and individuals; and those we initiate to experiment with and test new techniques in citizen education. Experiences from these latter projects we hope eventually to pass on to local Leagues and other citizen organizations to expand and enhance their own efforts in bringing about greater citizen participation in our democratic processes.

We think we have a challenging and productive future and we solicit the continued attention and support of all of you who get this NEWSLETTER and are interested in our purposes and our goals.

Mrs. John A. Campbell, Chairman

A NEW AND DIFFERENT PROJECT

A conference to provide Florida legislators with the kind of background information that will help them when making decisions in the areas of taxation and finance, education, roads and highways, and health and welfare, will take place January 26-28, 1967, in Tallahassee under joint Education Fund-Florida State University sponsorship. These are issues that are expected to require legislative attention in the near future.

The conference will be divided into discussion groups which will examine the situation as it exists in Florida in each of these problem areas. Then, with the help of experts from within and outside the state, possibilities for the future will be discussed. Many new legislators are expected to be elected in November as a result of Florida's recent reapportionment.

Planning the conference is a committee of three representatives of the Education Fund, (Mrs. Campbell, Mrs. Phillips, and Mrs. Lester Saphier of the League of Women Voters of Florida), the University, and both houses of the legislature. Financing is possible through a grant from The Sears-Roebuck Foundation. It is hoped this will be a pilot conference that will serve as a model that can be held in other states.

WATER BOOK COMING SOON

Publication date for our 256-page, hardcover book about citizen interest in water problems is October 21. Titled THE BIG WATER FIGHT, the book includes 17 short case studies written by local or state League of Women Voters members, highlighting specific water controversies and how citizen groups have been influential. From New Jersey to California, from Ann Arbor to Albuquerque, members reported local problems of supply, pollution, flooding, administration, and planning--with details on when, where, and how civic groups participated in helping to shape the decisions.

The Inter-League study of the Sudbury-Assabet-Concord River Basin on the edge of an expanding city (Boston) and a chapter on civic action in the Basin since that report was completed are included. Other river basin studies are briefly summarized.

Aimed at the widest possible audience, this book is a useful guide for all civic groups who want the weight of their informed opinion to count in the decision-making process. One chapter is devoted to general tips on how to be effective, and applies not only to water problems but to any number of issues at the local, state, regional, and federal levels of government.

Other areas discussed in detail are Onondaga County, N. Y.; Tualatin Basin, Oregon; Scottsdale, Ariz.; Montgomery County, Md.; Seattle; Chicago; and the states of Maine, Pennsylvania, and New York. THE BIG WATER FIGHT includes over 20 photographs as well as charts, maps, reading list, glossary, and index.

Three years in the making, the book is a proud record of citizen study and action in the field of water resources management. The publisher is offering League members a special price of $5.75. The offer is good until October 21, after which price reverts to $6.95. Watch the September National Voter for special order coupon.

Trustees 1966-68

The following are Trustees of the Education Fund: Mrs. John A. Campbell, chairman; Mrs. Arthur Yabroff, secretary; Mrs. Donald F. Bishop, treasurer; and Mrs. William M. Christopherson, Mrs. Alf Gundersen, Mrs. Philip Hammer, Mrs. Robert J. Phillips, Mrs. Vernon C. Stoneman, Mrs. Robert J. Stuart, Mrs. John F. Toomey, Mrs. Arthur E. Whittemore, and Mrs. William H. Wood.

The biennial report of Education Fund activity that Mrs. Gundersen and Mrs. Hammer made to the LWV convention is available for 25¢.

A Request - The Education Fund is anxious to build a file of simplified voter education material. If a League has recently published such material, please send a copy to the Education Fund.

League of Women Voters of the U.S.
1200 17th Street, N.W.
Washington, D. C. 20036

LOCAL LEAGUE_____

STATE_____

Report on Consensus on WATER RESOURCES

Financial Incentives to Industry for Pollution Abatement

Send your report to the national office (copy to state) as soon as possible after determining consensus but no later than January 3, 1967.

CONSENSUS COVERAGE

Report briefly on how the subject of incentive financing for industrial abatement of water pollution was brought to your membership and evaluate membership participation.

CONSENSUS REACHED

I) Should the federal government offer financial incentives to private industries to reduce their water pollution?

Give the reason for your answer.

(OVER.....OVER.....OVER)

II) Depending on your answer to question I, answer either A or B:

Give reasons for your answers in the space below.

A. If the answer to question I was "Yes"

Should federal financial help be given to all companies?

Should companies be helped only under special circumstances?

If the latter, what general criteria should be used?

What type of incentive do you prefer?

B. If the answer to question I was "No"

What are your suggestions for ways to motivate industry to reduce water pollution? (For example - enforcement? user charges? effluent charges? add to price? take from profits? etc?)

Ccic

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

This is going on
Duplicate Presidents Mailing

August 1966

TO: Local and State League Presidents (for Water Chairmen)

FROM: Mrs. Donald E. Clusen, Chairman, Water Resources Committee, National Board

With this mailing you are receiving copies of two essential pieces of material to be used by water chairmen and their committees in planning meetings on the national C. A. item on water resources -- emphasis on financial incentives to industry for pollution abatement. In addition to this you are also receiving the form to report your consensus on this phase of the item and the questions around which your discussion will evolve.

The LEADERS GUIDE is intended as a tool for water chairmen and committees in planning meetings and includes a brief bibliography of League materials. In the event that no chairman has been assigned for this study, will presidents please see that this material reaches the proper person as soon as possible?

The CURRENT REVIEW OF WATER RESOURCES gives additional subject matter information and will probably be used mostly by leaders, but is also good to suggest for advance reading by members who wish to go further into the subject.

These two publications in addition to the FACTS & ISSUES, Who Pays for a Clean Stream? and an article in the August VOTER, "Seeking New Water Ways," complete the set of materials which the national Board has planned for your use in preparation for the water meetings to be held previous to the consensus deadline of January 3, 1967. If you have questions or problems -- or comments on the nature of the material -- I will be glad to hear from you. We hope you will find this information useful and that it meets your needs.

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

August 25, 1966

(This is going on
Duplicate Presidents Mailing)

TO: Local and State League Presidents (for Water Resources Chairman)

FROM: Mrs. Robert J. Stuart

RE: Report from the Hill - Water Resources - pending legislation before Congress on tax incentives for companies investing in pollution abatement

As the Current Review of Water Resources No. 3, which you recently received, pointed out, there has been increasing interest in the 89th Congress on federal aid through the tax system to help companies in industrial pollution abatement.

Fifty-six such bills have been introduced (through August 18) in the House during the 89th Congress and twenty-four Senators have cosponsored one bill. So far no hearings have been scheduled by the House Ways and Means Committee. The Senate Finance Committee was expected to hold hearings the end of August or early September, but with pressures to adjourn, hearings will probably not be held until next year.

Legislation on financial incentives to industry will be handled by the Senate Finance and the House Ways and Means Committees. However, other congressional committees are interested in water pollution problems and are also directing some attention to financial incentives as a part of the entire picture of pollution abatement.

We believe that both the August VOTER article "Seeking New Water Ways" and Current Review No. 3, "A Consideration of Federal Financial Incentives to Industry for Abating Water Pollution," will be of special interest to the Congressmen concerned about this problem. Mrs. Clusen, Chairman of the Water Resources Committee, has sent a letter and a copy of the August VOTER to all the Congressmen who have introduced legislation on this subject. (See letter on back of memo and enclosed list) You might want to follow this up by sending your Congressman a copy of Current Review No. 3. The state League usually sends copies to the Senators and if there is more than one League in a Representative's District, the state League requests a particular League to provide this service to the Representative in that District. The VOTER article and Current Review No. 3 should also be of interest to the Congressmen on the other committees listed, and we think it would be a useful service to these Congressmen if you would provide these materials for them. Because of their committee assignments or the legislation they have introduced, we can assume these men are already interested in the subject and will be interested in knowing of the League's involvement in this problem. If none of your Congressmen are on the committees listed or have not introduced legislation in this field, you may still want to send them this material, especially if they have indicated interest in water pollution control. It is preferable to send a covering letter with any printed material sent to a Congressman. Of course, we do not have a position on tax incentives

for companies investing in pollution abatement. However, you might want to let your Congressmen know of the work you are doing in the District or state in the water field.

So far as we know, no other organization has published the pros and cons on financial incentives to industry for abating water pollution. We know of no other single publication in which all this information is gathered together. The thoughtful presentation of the factual background and the arguments for and against various kinds of financial incentives will be useful to Congressmen in the present dialog going on in both the congressional and executive branches. The national office is also sending copies of the two publications to key people in the executive agencies concerned with water pollution abatement.

* *

LETTER SENT TO CONGRESSMEN INTRODUCING LEGISLATION ON TAX INCENTIVES

August 24, 1966

Dear Senator or Mr.______________

Because of your interest in financial incentives to industry for abating water pollution, we are sending you the enclosed copy of our article "Seeking New Water Ways" in the August issue of THE NATIONAL VOTER.

The League of Women Voters has worked in the water resources field for the past ten years and, since 1958, has supported those national water policies and practices which promote coordinated administration, equitable financing, and regional or river-basin planning.

At our national Convention this past May in Denver, the League decided to study the question "Should financial help be given by the federal government to private companies as incentives and assistance in meeting the cost of water-pollution abatement?" The members in the 1230 local Leagues throughout the country will be studying this question during the coming months. The enclosed article was planned to provide helpful pro and con background information for League members as they undertake their study.

Sincerely,

S/______________
Mrs. Donald Clusen
Chairman, Water Resources Committee

Enclosure: August 1966 VOTER

No answer has yet been received from the National Office regarding our July 25th request to take action under the national water consensus on metropolitan sanitary district legislation (a copy of that request was sent to you). Since you will need to handle calendar planning for the year at your August board meetings, however, we do hope that you will plan there to allow time for discussion of the sanitary district along with your fall study of incentives to industry for waste treatment facilities. The two water-oriented topics should combine well to fill one unit meeting's discussion time.

A joint writing team from the metropolitan Leagues will prepare a publication on the metropolitan sanitary district which will be available to all the Leagues concerned by October 1. If you have someone interested in joining this team, please contact: Mrs. W. Hively, Water Chairman of the Mpls. League, 239 Bedford Street SE, Minneapolis 55414, Phone 332-3608. We are particularly anxious to have Leaguers from St. Paul, Bloomington, Fridley, South St. Paul, and the Minnetonka area as well as from Minneapolis help with the writing and editing of this publication. An outline of the paper, with an estimate of its cost, will be sent to you early in September so that you can order as many as you wish for your units.

All of the metropolitan Leagues will be invited to the Minneapolis LWV's briefing session on industrial incentives the morning of October 12, Wednesday, at the Minneapolis Public Library. Questions on the sanitary district will be answered at that briefing. Your water item committee members should certainly plan to attend this session.

We hope that this memo resolves the questions which undoubtedly occurred to you upon receipt of the July 25th letter to National. We will send you a copy of National's reply as soon as it is received.

Mrs. Grady Mann

State Water Resources Chairman

current review of

water resources

LEAGUE OF WOMEN VOTERS OF THE UNITED STATES, 1200 17th St., N.W., WASHINGTON, D.C. 20036

NUMBER 3 AUGUST 1966 PRICE: 50¢

A CONSIDERATION OF FEDERAL FINANCIAL INCENTIVES TO INDUSTRY FOR ABATING WATER POLLUTION

OUTLAY IS ESSENTIAL IF WATER POLLUTION FROM INDUSTRIAL WASTES IS TO BE CUT BACK

What do they have in common: new plants and old plants; one-mill local companies and multi-installation nationwide companies; industries in suburban industrial parks and those crowded into the central city; profitable corporations and marginal operations? Each is in existence to make a profit. Each must dispose of the wastes from its industrial process.

Waste disposal is less simple than it once was. The time when industrial plants along a stream could expect to use that waterway as a sewer is gone forever. In our modern, heavily populated, heavily industrialized civilization, manufacturers do not have the right to use a river's full capacity to assimilate wastes. Waste removal is now in competition with water supply, recreation, irrigation, navigation, and power uses of lakes, streams, and rivers.

Though no business executive champions polluted water, a corporation head who has never known the stream into which one of his plants discharges may consider improved waste water management solely an unprofitable expense. From his viewpoint and that of the plant manager, pollution abatement will improve the company image but will not increase the company earnings. And management must justify expenditure on the basis of rate of return on dollars invested.

Whether water pollution abatement is brought about by a change in plant processes ending in a closed system that discharges no waste water to the stream or by a privately installed, acceptable-level treatment plant that renovates waste water before its discharge, some capital is tied up in the project. Operating expenses of the company's pollution control system also must be considered.

Federal grants-in-aid of various kinds help local governments plan and install waste water collection and treatment systems where present ones are inadequate or nonexistent. The amount of money authorized for such federal aid to public bodies and the percentage of project cost which can be paid from federal grants has been rising. But what about industrial wastes, of which Tom Lehrer sings so poignantly?

This is the situation as described in June of 1966.

> "Another large and extensive source of waste discharge is industry. There are 7720 manufacturing establishments each using more than 20 million gallons of water annually. Their total is more than 90 percent of the water used in manufacturing, over 12,175 billion gallons /annually/ or about an average of 160 billion gallons daily. All of this water is affected by use, through changes in temperature, color, odor, or content. Yet only 20 percent of this volume receives any treatment before disposal. Much of this treatment occurs in municipal sewage plants, for many small manufacturers located in or near a town or city discharge their wastes into municipal systems. ... On a national average, about 30 percent of the volume of municipal wastes is of industrial origin. However, many manufacturers -- large or small -- are not connected to municipal systems. These manufacturers discharge both treated and untreated wastes directly to the streams. They do not use municipal systems because the waste load is too large or of a character too difficult for a municipality to handle, or because the manufacturer is not conveniently located to make the connection, or because they find it less costly to handle the wastes themselves, sometimes providing no treatment at all." (Dr. James J. Flannery, Director, Policy Evaluation Staff, Federal Water Pollution Control Administration, to the Water Symposium of the State University of New York at Buffalo, New York, June 13-17, 1966).

Although 10,000 manufacturing establishments each use more than 1 million gallons of water a year and return most of it to the rivers, information about their waste discharge is unavailable. Dr. Flannery says that no one knows how many firms in the United States discharge to streams, no one knows what is discharged or how much.

Without a national picture of industrial waste discharge to waterways, no one can know how large an investment will be needed to cut back entry of industrial waste to a point where water use for other purposes will be unimpaired. To have enough water, reuse is essential. For withdrawal uses water quality should be high enough to allow reuse after a reasonable amount of treatment. For uses that go on in the water itself without withdrawal, water quality must be higher, for there is no preuse treatment. If people want beaches, parks, marinas, and attractive subdivisions along the shores of lakes and rivers or if they want shellfish, investment for industrial waste control to keep water and shorelines clean and attractive must be huge in dollars, if not in terms of gross national product nor total capital investment of manufacturing companies.

INTEREST HAS INTENSIFIED OVER FEDERAL INCENTIVES TO INDUSTRY

Federal aid to industry for pollution abatement was proposed in the '30s. It has been discussed in a desultory way since the federal aid program to municipalities was authorized in 1956. During the twenty years from 1945 an average of three bills a year were introduced into Congress proposing various forms of tax incentives for industrial pollution abatement. During the first session of the 89th Congress (1965) there were 19 such bills. In the first six months of the second session (1966), 24 bills. In late August or in September 1966 the Senate Finance Committee expects to hold hearings on this subject. Senate interest in federal aid through the tax system is not new. A tax preference for industries installing needed waste treatment facilities was adopted by the Senate as an amendment to the 1964 tax-cut bill, from which it was dropped in the House-Senate conference committee. Although each Congress sees many bills introduced for which no pressure for passage is exerted, the current influx marks accelerating concern over federal tax benefits for companies that make capital investments in pollution abatement.

The Water Quality Act of 1965 intensified interest in financial aid from the federal government. The Act gives each state an opportunity to set water quality criteria applicable to the interstate waters within its boundaries. These criteria combined with a plan for their implementation and enforcement, when approved by the Secretary of Interior, will be the quality standards for interstate waters. Since the present law says the criteria are to enhance, not to perpetuate, the present condition, enforcement of the state stream standards will require many plants to improve their waste management.

If the states are remiss in seeing that industry and municipalities meet the new state standards of water quality, the federal government may take up more vigorous enforcement of water pollution abatement. Commissioner Quigley, head of the Federal Water Pollution Control Administration, has spoken of effective state enforcement of the criteria and plan, which each state may adopt before July 1, 1967, as the states' last chance to remain in charge of water pollution control. Administration bills introduced in the 89th Congress, 2nd Session, proposed strong federal powers for swifter enforcement. These proposals could be portents of what lies ahead.

During hearings in the 89th Congress, 2nd Session, on the many pollution control bills before the Senate Subcommittee on Air and Water Pollution and before the House Public Works Committee, financial help to industry was brought up again and again even though neither committee has jurisdiction over bills to authorize tax incentives. The manufacturers themselves seem to be showing greater enthusiasm. In the past, informed sources have found industrialists rather negative toward the idea. Rising public concern, the potential of the standards provision of the Water Quality Act, increased use of federal enforcement conferences, and problems of aid pollution control seem to be changing the attitude of some industrial leaders.

The statement of Mr. F. E. Tucker of the National Steel Corporation before the Senate Subcommittee on Air and Water Pollution in May 1966 is an example. In speaking for 23 steel companies representing about 90 percent of the production in the steel industry, Mr. Tucker concurred with Senator Muskie's statement that "A fundamental change has occurred in the national attitude toward the water pollution problem. The discussion has shifted from the issue of whether or not we should improve the quality of our water to the issue of how best to accomplish our objective." Later in his testimony Mr. Tucker said,

> "We find it difficult to understand how it can be in the public interest to supply federal financial support for municipal pollution control, but against the public interest to suggest federal tax relief for nonrevenue-producing industrial pollution control equipment. We are told each phase is of equal importance to the public good. By the same token, each deserves equal consideration. We even hear some voices which propose water-use taxes and effluent charges for industrial water users. Believe me, gentlemen, when you sit where we do, it's difficult to understand the logic of this approach. ... We hope that this subcommittee will ... use its considerable influence in the Congress to bring about passage of this tax relief legislation."

Speaking for the Manufacturing Chemists Association, an organization of 192 corporations that collectively represent more than 90 percent of the productive capacity of the basic chemical manufacturing industry in this country, Mr. A. J. von Frank told the Muskie Subcommittee:

"It may interest you that our Association believes that (1) a 7 percent or greater investment tax credit for the cost represented by property and land use and (2) a current full deduction of all capital costs in the year incurred would be instrumental in stimulating investment in such nonprofit facilities."

Speaking for the American Paper Institute, representing approximately 250 pulp and paper companies, Mr. William R. Adams, President of the St. Regis Paper Company, explained to the subcommittee that a truly comprehensive program of abatement throughout the nation went far beyond the pulp and paper industry's ability to finance and advocated "either construction grants or a commensurate amount of tax credits for construction expenses."

SEVERAL TYPES OF FINANCIAL AID ARE PROPOSED

What is meant by financial incentives to industry in connection with pollution abatement? Incentives are arrangements that, through their effect upon a company's income or profit, motivate the company to diminish the waste it discharges to the waterways. At a workshop on financial incentives held by the Allegheny County Council of Leagues of Women Voters in May 1965, Mr. Ford T. Shepherd, Vice-President of the Mead Corporation, classified incentives in this way:

1. "Stick" type - which industry generally regards as unfavorable

   a. Internal, natural, or built-in incentives; for example, loss of production, loss of good corporate image, stockholders' complaints.

   b. Externally applied incentives -- set in motion by people outside the industry; for example, stream standards and classification, effluent standards, enforcement of laws and regulations, and horror stories about water pollution.

2. "Carrot" type - which industry generally regards as favorable

   a. Internal - generally increase company earnings; for example, decrease in production cost, improved competitive advantage, or increase in sales, production, or quality of the product, favorable publicity, favorable comments from stockholders.

   b. External - generally tax relief in some form that reimburses for a part or all of the costs; for example, accelerated depreciation or investment tax credit.

In this CURRENT REVIEW attention is directed chiefly to external carrot-type incentives -- tax relief and direct grants and loans. These benefits would be offered nationwide and be supported by all federal taxpayers. Internal incentives are not considered. Two external stick-type incentives are discussed -- user charges and effluent charges -- which interest economists as alternatives to tax relief. The presentation will be in the following order:

. Types of financial aid proposed in bills introduced in Congress
. Tax preferences in relation to marginal companies
. Reasons that have been advanced to SUPPORT tax preferences
. Reasons that have been expressed AGAINST tax preferences
. ALTERNATIVES suggested in place of tax preferences
. Questions for citizens to consider

Accelerated Depreciation

Accelerated depreciation is a fast tax write-off. Under the present revenue code a taxpayer who buys equipment for use in his business is required, for tax purposes, to treat this expenditure as a capital investment. He cannot deduct the total cost as a business expense in the year in which he makes the outlay. Each year of the useful life of his equipment he can deduct a part of its cost from his taxable income. The Bureau of Internal Revenue sets the depreciation period, a different number of years for different industries. Only at the end of the depreciation period does the sum of annual deductions from a company's taxable income equal the amount paid for the equipment.

For tax purposes, equipment purchased to abate pollution is treated the same as equipment used for other purposes. Most House and Senate bills for preferential treatment to capital investment in pollution abatement equipment propose a five- or three-year depreciation period. Some bills allow the entire sum to be deducted from taxable income in the first year. A one-year depreciation term would be the same as treating the equipment purchase as a business expense.

Over the long term, the total sum which the taxpayer deducts from his taxable income will be the same on long-term or accelerated depreciation. The fast tax write-off means that less tax is paid during the years of acceleration (i.e., the total deduction would be divided between three years or five years). Therefore, the federal government permanently loses the interest it would have received had the Treasury gotten the larger first-few-years tax payments. In other words, fast tax write-off postpones payment of tax; postponement of payment means loss of revenue to the federal treasury. That such losses mount up can be seen by the fact that, at normal interest rates, freedom from interest for 12 to 14 years amounts to the equivalent of the sum borrowed.

From the budgetary viewpoint, fast tax write-off is a loss that is never recovered because once the law is in existence there are always companies who will be using accelerated depreciation. The federal budget always will be reduced on the income side by the amount industries write off for pollution abatement in any year. No end to this is seen. By legalizing accelerated depreciation, a perpetual reduction in government revenue is instituted.

Accelerated depreciation reduces the government's tax revenue in a second way. Deduction of a larger sum for a few years may put a company into a lower tax bracket for that time. For this reason all companies would prefer to take maximum depreciation in years when profits are highest.

Choice of the regular or the accelerated depreciation period is left to the taxpayer. A company can elect whichever period will work to its best advantage. A fast tax write-off lets a company recover 100 percent of its tax deduction in a short time and get it into profit-making enterprises. The longer time a company can have a sum earning income, the greater the possible gain. How profitable this opportunity will be depends on the skill of the company's management, on the company's tax bracket, and on the rate of interest the company must pay for borrowed money. The value of money to the company is the most significant factor. If the sum involved merely adds to excess funds, the company may gain little from fast tax write-off. If the sum represents capital needed for immediate investment in a promising project which later yields high returns, the fast tax write-off may be extremely useful to the company, particularly if interest rates are high.

Investment Tax Credit

As the name suggests, investment tax credit reduces a company's tax by a given percent of the sum invested. When the investment tax credit was introduced into the revenue code in 1962, the Treasury Department contended -- and Congress accepted the idea -- that a tax credit would be a greater incentive to investment and would have a more stimulating effect on the economic growth rate than would accelerated depreciation.

Under the present law, 7 percent of a company's investment in capital improvements with a depreciation life of eight years or more, but not in buildings or land, can be deducted from the company's income tax the first year of operation. Investment in pollution abatement equipment and facilities can be included in the credit, but not reservoirs for collection of acids, settling basins, and the like, and not additional land on which to build treatment facilities.

How does investment credit affect federal revenue and company profits? Federal revenue is reduced by every increase in the investment tax credit. The federal government never directly recovers the amount deducted from the company's tax under this provision of the revenue code. If the company's profits increase as a result of investment in equipment, the additional tax paid on those profits may over a time balance or exceed the federal government's loss through the investment tax credit. Water pollution abatement, however, is not regarded as a profit-making investment.

Tax reduction through investment tax credit is valuable to a company. If the corporate income tax is $100,000, for example, and if 7 percent of the company's investment in new machinery and equipment in the same year is equal to $20,000, the tax payable to the federal government will be $80,000 and the company profit will be increased by this same $20,000.

If a corporation has a 50 percent tax rate, the 7 percent investment credit will be equivalent to 14 percent of the value of the improvement. In addition, through depreciation, the company will recover the whole of the tax on money invested in equipment. A corporation with a 50 percent tax rate receives 114 percent tax benefit from the depreciation allowance and tax investment credit now in effect.

Bills have been introduced into the House and Senate which would allow investment credit for land and buildings for pollution control facilities. Increase in the percent of investment credit for pollution abatement equipment has been proposed in many bills. Doubling of the percent credit to 14 percent is a recommendation frequently made. The extreme proposal is 100 percent tax credit for pollution abatement investment, which means that capital investment for this purpose would cost the company nothing. Tax specialists point out that an investment credit somewhat lower than 100 percent plus accelerated depreciation would make capital investment for pollution abatement cost industry almost nothing.

Relative and Estimated Impact of the Two Tax Preferences

How much the federal income would be reduced by accelerated depreciation in comparison with the reduction caused by an increase in the investment tax credit depends on many complicating factors, experts on taxation say. Different specifics and different combinations produce different results. But of the two, in general investment tax credit is more expensive to the government and furnishes the company with more incentive to invest.

Inquiries were made to sources that might reasonably be expected to have figures showing the effect of accelerated depreciation and higher investment tax credit on federal revenues. The answer was always the same, "Nobody knows." There are no reliable or even reasonably realistic figures of what more generous tax preferences for industrial waste pollution abatement could or would cost the federal treasury. There are no statistical data for developing such figures. No one knows how much equipment would be needed or how much it would cost. No one knows the combined total that manufacturing companies might decide to invest in pollution abatement equipment if the companies were put under mounting pressure from states' new stream standards and steady federal enforcement.

Some estimates have been quoted in the past, but these were based on effluent treatment. For manufacturing firms that discharge directly to a waterway, effluent treatment is now considered to be an expensive method of diminishing stream pollution.

At one time abatement of industrial pollution was thought of entirely in terms of waste treatment plants. Now the preferred approach is to change in-plant processes and raw materials and to apply efficient water engineering. The purpose of these changes is to reduce drastically the waste load in the water the plant discharges; the goal is to discharge no waste water at all.

Through plant-wide studies of all operations using water and producing wastes, a closed circuit is developed in which the only new water needed is to replace losses from evaporation and leakage. The system reduces the volume of wastes, segregates concentrated wastes from dilute waste water that can be discharged or used again without treatment, and recovers materials for reuse or sale. Ultimately the concentrated waste is deeply buried, dried and incinerated, or put to some use. Heated water is run through cooling towers and reused.

With no effluent discharge, the business manager is free from government standards, regulation, and enforcement relating to water. Changes in type and amount of waste from other plants in his neighborhood no longer affect him. With a closed water circuit he achieves independence. It is this trend which makes earlier estimates meaningless and enormously enlarges the difficulty of making realistic new estimates of the impact on the federal revenue which might follow tax preferences for investment in pollution abatement equipment.

Restrictions on Federal Help

As introduced in Congress, bills for tax preferences for pollution control carry two limiting provisions: (1) Special incentive tax credit and accelerated depreciation are not to be allowed on any equipment which contributes or adds to a company's profits. Such a provision presented few problems when treatment plants received all the consideration. With present emphasis on in-plant changes and closed systems it will be more difficult to recognize whether "any facility, structure, or equipment which is constructed, erected, installed, or acquired primarily" to control water pollution is contributing to profits. (2) The water pollution control facility must be certified as being in conformity with the state program or state requirements for control of water pollution and in compliance with the applicable regulations of federal agencies. Some proposals require only certification by the state water pollution control agency. Other bills call also for certification by a federal agency or certifying authority (probably the Secretary of the Interior).

Grants and Loans

From federal funds, loans and grants are made to local governments and other official bodies in order to diminish water pollution. These loans and grants are authorized by the Federal Water Pollution Control Act, the Housing and Urban Development Act, the Rural Water and Sanitation Facilities Act, the Public Works and Economic Development Act, and the Appalachian Regional Development Act.

It seems improbable that a country which makes much of its free enterprise system would consider direct federal grants to a private industrial enterprise to defray part of the cost of that firm's capital investment in pollution control facilities. Yet this suggestion, first made in the '30s, is again being mentioned. Mr. David C. Knowlton, President, National Council for Stream Improvement, said in a speech at the Southern Pulpwood Conservation Association's 1966 annual meeting in Atlanta:

> "Last, but by no means least, financial incentives must be forthcoming to assure fullest cooperation on the part of industry. Not only must such avenues as rapid amortization or even expensing be allowed, as well as an increase in the investment credit, but also the whole area of direct grants must be fully explored as being consistent with public policy."

Senator Gaylord Nelson (D., Wis.) has spoken of introducing a bill "to provide federal grants to industry" as well as other types of industrial incentives.

Federal grants could be authorized to meet part of the costs of experimental or demonstration projects to test the effectiveness and economy of new technological developments in industrial waste management. Grants could be used to offset unusually high pollution abatement costs. But the most probable use of grants might be to channel federal aid to companies whose investment capital and profit margin are too low to allow expenditures necessary to reduce water pollution but whose continued operation is essential to the employment structure of the area.

Direct grants from the U.S. government are no more and no less a government subsidy than are indirect benefits via the tax relief route. But grants have the advantage of being the more selective subsidy. Tailoring taxes is difficult and awkward, say tax technicians. To set up tax preferences which would benefit only nonprosperous companies or companies that are mainstays of single-industry communities would become very involved. Grants could more easily be earmarked for marginal companies, single-industry areas, or for the most grossly polluted rivers or metropolitan areas.

Grants for indirect help to industry are receiving much attention. In a 1962 report, Intergovernmental Responsibilities for Water Supply and Sewage Disposal in Metropolitan Areas, the Advisory Commission on Intergovernmental Relations said:

> "... because of the economies of scale involved, municipal, subregional, and metropolitan sewer and sewage treatment facilities should be designed to accommodate industrial waste which can be handled without damage to the system."

Bills before the 89th Congress in the summer of 1966 proposed federal grants for assisting in the development of projects to demonstrate new or improved methods of compatible, joint treatment systems for municipal and industrial wastes.

In testimony before the House Public Works Committee in July 1966, the spokesman for the American Paper Institute said:

> "To the end that maximum economies and effectiveness may be achieved, we support adoption of a federal policy which will encourage joint municipal and industrial use of such treatment works and systems wherever feasible, the users paying their appropriate share of the costs of construction and operation."

The nonfederal share of construction costs "would be underwritten by local government and industry in proportion to the anticipated portion of the capacity of the facility to be used by each," the American Paper Institute told the Senate Subcommittee on Air and Water Pollution in May 1966. In response to a question from the subcommittee asking whether the American Paper Institute considered grants a better alternative than tax preference incentives, a later communication from the Institute explained that a one-year tax write-off plus an additional 7 percent investment credit would be of little significant financial advantage to the pulp and paper industry. The Institute proposed, therefore, that no less than 50 percent of the cost of a national pollution abatement program come from federal funds committed "in the form of grants to joint municipal-industrial waste treatment facilities." Only after this financial commitment should "tax incentives to provide supplementary assistance to private industry" be considered.

The Public Works Committee Report (No. 1367) to the Senate said joint municipal-industrial waste treatment facilities would provide effective means of meeting the needs of both marginal and profitable industries and that federal grants for such construction "would not be inconsistent with public policy because the grant would, in effect, be made to a unit of the government."

TAX PREFERENCES DO NOT HELP MARGINAL COMPANIES

Talk of stream standards to enhance water quality and of stronger enforcement to diminish water pollution from industrial waste inevitably leads to discussion of the old mill. What is to be done about the old, poorly equipped, crowded-in plant that is losing money or barely breaking even but directly or indirectly is the payroll for most of the town?

Old mills are a special problem, difficult to solve. Built before there was concern over industrial pollution, their manufacturing processes, their layout, location, and property size make it expensive to reduce the quantity or improve the quality of waste water discharge. Not age but profitability is crucial. Old plants are more expensive to run. Many are marginal. Many are owned by large corporations to whose profits they make scarcely any contribution.

If pollution control is required and is too costly for a marginally profitable company, will the plant go out of business or move away? Sometimes the threat is explicit. Sometimes citizens take the danger for granted. No one seems to know how many plants have stopped production and closed their doors because they were required to reduce their water pollution. Where enforcement of pollution control laws was lax, as it has been in many states, the number of shut-downs due to cost of pollution abatement must have been small.

As criteria are set to upgrade the quality of interstate streams and especially as compliance with the resulting stream standards is required, marginal plants will begin to feel the squeeze. However, owners of the polluting plant will not be able to go to some other state and continue their bad practices. Other states will also have set their standards high enough to meet the approval of the Secretary of the Interior. Other states will have submitted plans to enforce their higher standards. New plants especially will be required to shape up.

A company may decide that its competitive position will be improved if it moves the operation to a new plant of modern design. Land prices, tax rates, wage rates, and availability of raw materials, labor, markets, and water affect the decision to build in the same town or to move elsewhere. A marginal plant will not benefit from tax preferences. With scanty profits, it owes scarcely any tax; so there is nothing that fast write-off or investment credit might offset. If a marginal plant -- perhaps an old plant -- is independently owned, a low interest loan, a direct grant, or a public treatment facility which could handle industrial wastes for a negotiated charge might make the difference between closing up and continuing to operate competitively where pollution abatement is required. Local ownership might influence the decision to go or stay. Where the marginal plant is a subsidiary of a corporation with other plants in other places, the effect of tax preferences is not clear. They might offer no inducement to stay. The amount of the tax relief in relation to the total financial picture of the parent company would be balanced against cost savings from a new plant in another location. An enlightened company's sense of responsibility to a community would add weight on one side. Being able to use the expense of required pollution abatement as an excuse for a move desired for other reasons would add weight on the other.

THESE REASONS HAVE BEEN ADVANCED TO SUPPORT TAX PREFERENCES

The major arguments for tax preferences for companies that invest in equipment to diminish water pollution from industrial waste run like this --

1) A large part of water cleanup will depend on industry since many manufacturing plants are polluters. Industrial expansion is far outstripping population growth. Solving the problem of water pollution requires not only a constructive governmental program but also active cooperation of those upon whose efforts real progress ultimately will depend. Senator Ribicoff summed up this view in a Senate speech: "We will never have a successful attack on air and water pollution until we recognize the vital role that industry must play in solving this problem. We cannot simply point a finger at industry and say 'You must do something to end pollution.'"

2) Purchase and installation of pollution control equipment is an expense. The prospect is that it will cost an extremely large sum to meet the higher water quality standards which are expected. According to the Senate Public Works Committee Report (No. 1367, July 1966), an estimated $1 billion investment will be needed from the private sector. A company's real business is to make profits. Therefore, projects that yield the highest return on investment are given highest priority. Although marketable products are sometimes developed from waste water, control of water pollution is not expected to be profit-making.

With use, physical assets deteriorate and decline in value. When they wear out they must be replaced. Depreciation is a cost just as labor, fuel, and other expenditures are, and sound financial management requires that depreciation be recognized as a business expense. The depreciation allowance does not provide funds for the company that invests in pollution abatement equipment any more than does any other expenditure account. Only if the amount of the allowed deduction from taxable income is set aside -- perhaps in a special sinking fund account or investment -- will the company accumulate through the depreciation allowance any funds toward replacement of water pollution abatement equipment when it has worn out.

3) Expense of pollution control will affect a company's competitive position. Business is competitive. To satisfy its stockholders, a company must show substantial profits. To make a profit, a manager must produce and sell his wares at a price com-

parable to that of other products serving the same purpose. If a company cannot compete, it will lose its customers, its profits, and its stockholders. In companies where the additional cost of pollution control forces price increases, the mark-up may jeopardize the competitive ability of the company put to greatest expense.

The cost of pollution control depends not only on the plant's size, product, and process, but also on the natural characteristics of the receiving water, the amount and nature of wastes put into it by other polluters, and the water quality standard required. These variables and their combinations affect the degree of waste control required in one basin or region compared to another. Cost of cleanup will be distributed unequally among companies.

For example, Company X and Company Y make the same product and have identical unit production costs expect for pollution control. Company X must bear the cost of careful waste management to meet the high receiving water standards designed to keep LaBelle River in fine condition for in-stream uses. Company Y discharges its waste untreated into Malodorous Creek, classified as D, fit only for waste discharge. On the other hand, were Malodorous Creek to be upgraded, Company Y might be put to more expense than Company X. To stop the combined discharges of the many and diverse plants in the highly industrialized area from continuing to degrade the creek may require more complex and complete waste management than is necessary in LaBelle River with its larger, more rapid flow and widely separated mills.

The January 1966 issue of the Morgan Guaranty Trust Company publication expressed the relationship between pollution abatement, competition, and tax incentives thus:

> "It needs to be frankly recognized that there is little motive in most cases for the individual business unit to assume unusual costs in order to reduce or prevent pollution, particularly if competitors aren't doing so. Control equipment is nonproductive so far as yielding any marketable product is concerned. In a competitive industry, it may represent the marginal item of cost that prices a company out of some market. Recognizing this, a community eager to attract new plants may be tempted to relax in enforcing pollution regulations."

4) Outlays to control water pollution serve the health or welfare of the public and are therefore for social benefit. During the early part of the 20th century emphasis was on development of proper water-supply treatment at the point of use in order to prevent serious outbreaks of water-borne disease. In the latter part of the century emphasis is being placed on improvement of water in the streams in order to meet the public demand for outdoor recreation and for pleasant surroundings for residential developments. Where improvement of stream quality requires abandonment of industrial waste outfalls or reduction in the wasteload discharged to the waterway, the change is made in response to public demand and for broad social benefit. Since abatement is for public rather than for private benefit, the public should share the cost.

The responsibility of the taxpayer to pay for the improvement he wants was a recurrent theme at the National Water Conference arranged by the Chamber of Commerce of the United States in Washington, D. C., in December 1965. This excerpt from the address of Mr. George Olmstead, Jr., President of S. D. Warren Company of Boston, speaking for the pulp and paper industry (one of the largest water-consuming industries) on a panel "Industry and Water" is an example:

> "... we believe several things. One is that a truly comprehensive abatement program throughout the nation involves a very large measure of 'public interest' ... that there is a social cost involved which should right-

fully be borne by the public. For this reason, our second belief is that the federal government should pay a substantial part of the capital expenditures for waste treatment facilities -- which could be arrived at through very fast depreciation, or through a high investment credit, or through grants -- or through a combination of the three."

Many polluting industries were established in their present locations at a time when their waste discharge caused no complaint. Why should they be expected to assume great expenses to remedy a condition which is not of their making but arises from suburban and exurban migration of people and industry? The National Canners Association, whose members process about 80 percent of the total national output of canned foods, told the House Natural Resources and Power Subcommittee in 1963:

"...one problem which cannot be solved by technological procedures is the economic burden and competitive disadvantage suffered by the canner, once relatively isolated, but now engulfed by the outward surge of urban industries. Because the available water and disposal facilities must be divided among these invading industries, he must bear the financial burden of providing more intensive treatment in order to meet more and more rigid pollution control regulations."

5) Tax preferences to industry to diminish pollution will impose no additional burden on taxpayers. Ultimately the taxpayer will bear the cost of pollution abatement whether tax preferences are given to industry for this purpose or the price of the product is raised to include the additional expense of better waste water management. Mr. Harold Jacobs of DuPont de Nemours & Company was quoted in the press as saying:

"Pollution control can be costly and these costs ultimately pass to the consumer somehow. Sometimes it will have to be taxpayers, when sewage treatment facilities are substandard. Sometimes it will have to be consumers, because waste treatment must be included in the cost of a product."

In the discussion following the morning panel on "Industry and Water" at the U.S. Chamber of Commerce's National Water Conference, the relationship between who benefits and who pays for industrial pollution was put this way:

"It is obvious that in the end the public will have to foot the bill. The question is should they pay the cost through federal taxes or if industry foots the initial cost for pollution, won't the public have to still pay through product-price raises? My view is, why shouldn't the public help to pay for clean water if it is what they want?"

6) U.S. tax laws provide economic incentives in related areas. For example, the present law allows current deduction for research and experimental expenditures and for capital expenditures by farmers for fertilizer, lime, and other materials to enrich or condition land used in farming. Within certain limits expenditures for exploration for mineral or ore deposits, for clearing farmland, and for developing a mine are deductible. These current deductions do not apply to purchase, acquisition, construction, use, or improvement of depreciable property or facilities, it is true. But they all contain the seed of possible future profit-making. Investment to reduce water pollution has no promises of gain and is therefore even more deserving of financial support from public funds.

7) Fairness to industries that handle their own waste problem requires federal financial aid for reduction of industrial waste water discharge. Most small industrial firms are located in cities and towns, and many of these discharge their waste water through municipal sewers to municipal treatment plants where such facilities are available. Most of the major industrial users of water develop their own sources -- from wells or waterways -- and provide their own treatment or discharge untreated waste water.

Where manufacturing plants move from urban to rural areas, effluent discharge to sewers becomes impossible and companies must build their own systems. With few exceptions, new plants will be equipped with waste treatment facilities or be planned so that water can be re-cycled through the manufacturing process many times and water pollution minimized. As the National Association of Manufacturers says in Water in Industry, "A manufacturer would find it almost impossible -- and foolhardy -- to build and operate a plant today without complying with state laws governing the discharge of wastes."

In-city and smaller industries that use public sewers and treatment facilities benefit from federal revenues given to states, municipalities, or intermunicipal or interstate agencies "for the construction of necessary treatment works to prevent the discharge of untreated or inadequately treated sewage or other waste into any waters" as provided by the Federal Water Pollution Control Act (P.L. 660, Section 8) or these same industries may benefit from public funds used for planning, construction, and improvement of sewers and treatment works under the Public Works and Economic Development Act, the Appalachian Act, and either the Housing and Urban Development Act or the Rural Water and Sanitation Facilities Act.

At the hearings of the Senate Subcommittee on Air and Water Pollution and at the hearings of the House Public Works Committee on pollution control bills in the spring and summer of 1966, emphasis was placed on increased assistance for joint municipal and industrial waste handling systems. In 1965 Congress authorized investment of $150 million a year under P.L. 660 to help local governments construct public waste treatment facilities. Through the years this authorization will be raised substantially and appropriations may approach authorization.

By its construction grant program, the federal government subsidizes some of the cost of waste management for plants connected to public systems. There should, in all fairness, also be federal financial aid for firms which, because of the huge volume of their waste water or their distant location from sewer lines cannot make use of public facilities.

THESE REASONS HAVE BEEN EXPRESSED IN OPPOSITION TO SPECIAL TAX PREFERENCES

The arguments opposing tax preferences for companies that invest in equipment to diminish water pollution from industrial wastes run like this --

1) Discharge of waste into public waterways is a privilege, not a right. By basic English common law, a person is not permitted to damage another. Clean water is a scarce resource, and industries have no right to use public waters in ways which reduce their usefulness for others. The Environmental Pollution Panel of the President's Science Advisory Committee in its report, Restoring the Quality of Our Environment, recommended that "The responsibility of each polluter for all forms of damage caused by his pollution should be effectively recognized and generally accepted. There should be no 'right' to pollute."

2) The cost to industry will not be so high that profitable companies need help from federal funds. For example, a study of the sugar beet industry recently made by Resources for the Future showed that a closed system could be installed at less than 1 percent of production costs and could be amortized over the years. Abatement may be especially costly to pulp and paper companies, but many industries could absorb the cost, especially now when profits are high.

Many companies point with pride to the sums they have spent for water pollution abatement, and to a layman these do indeed seem large. But to know whether the sum represents an appreciable investment for a company, it is necessary to know its total capital investment, its annual operating costs, and its net profit. Only comparison of the four figures will show whether or not the company is making a substantial effort to reduce its water pollution.

3) Tax preferences discriminate in favor of prosperous companies. Equity and fairness are the goals in taxation. A tax arrangement that helps companies with large taxable incomes more than it does struggling companies, young or old, should be avoided. Since the benefit of accelerated depreciation and investment tax credit depends on the size of the funds offset by preferential tax relief and on the ability of a company to reinvest the money productively, proposed tax preferences will increase inequality of competition between companies of dissimilar profitability. Once a tax preference is established by law, it is difficult to abolish. Tax inequalities have developed over the years, but emphasis should be on tax reform and not on introduction of another inequality.

4) It is fallacious to reason that the public should assume the cost of diminishing industrial water pollution "because abatement is a social good." Polluting companies are now levying a social cost. Eliminating this cost is not establishing a benefit, economists say. In Industrial Incentives for Water Pollution Abatement, the Institute of Public Administration explains:

> "The root of the pollution problem is that ... pollution restricts or prevents the use of the water by others to whom its use is valuable. It requires them to incur substantial costs to make water suitable for reuse. In essence, the polluters do not pay the full economic cost of the water which they use and discharge, nor the economic cost of polluting the receiving waters. Such costs are measured by the values of uses to which water could be put if not polluted."

Industries are now subsidized where they are allowed to dump waste into waterways without charge, for taxpayers meet offsite costs of pollution by paying for water treatment or by foregoing in-stream use of lake or river.

5) Tax preferences mask economic efficiency. The real cost of production is more than shows on a polluting company's books, for the costs of cleaning up the water are not entered. Economists say the cost of pollution should show up in the cost of production and products should be sold only if buyers are willing to pay the full cost. If competition between companies is to depend on their true relative economic efficiency, the whole cost of production must be figured in when the product price is set.

Assume that there are two ways to produce a product. One way costs $1.00 for each unit produced and yields no water pollution. The other way costs 95 cents per unit and manufacture of each unit creates pollution which costs the community 10 cents. If the government pays this 10 cents pollution cost, the second product will seem cheaper and might sell for less. But it really is not cheaper. Part of the true cost of the second method of manufacture is hidden, and the less efficient producer is being subsidized.

A company that cannot pay other costs -- for power and raw material, for example -- cannot continue operating. A company that cannot compete successfully if it must meet the costs of its own waste discharge is economically inefficient. Special tax preferences will perpetuate the inefficiency by obscuring true cost.

6) Tax preferences discourage change to efficient water management. If the cost to industry is kept low because a large part of water pollution abatement expense is met from federal revenues, companies will continue the same old processes and inefficient water management practices that are in use today.

Economists reason that if a company must meet the cost of cleanup, the profit motive will make efficient pollution abatement important to the company's top management. Only then will serious attention be given to costs and efficiencies of alternative methods of handling water-borne wastes. To reduce costs, company heads will seek the method of diminishing industrial waste discharge that will give the best return for the money spent. Will it be more complete treatment? A new process that produces less waste? A method to recover and use by-products?

The profit motive will stimulate application of scientific, engineering, and technological skills to the problem of industrial waste. Since the market system is flexible and decentralized, it is able to accept and adjust to new methods. Changes which make it less costly to treat wastes will be routinely incorporated into process design. Abatement of industrial water pollution will be accomplished more efficiently and economically under the market system than under a federal tax preference program.

7) Tax preferences for technological change should be a public policy decision. A basic problem is to decide for what pollution abatement tax preferences should be given. If they continue to be linked with treatment plants, they keep companies tied to inefficient methods. If they are coupled with in-plant system changes, tax preferences become a public subsidy of technological change. Such a subsidy should be subjected to full congressional and public discussion before it becomes public policy, not established indirectly by a change in the revenue code.

8) At present, tax preferences for investment in pollution abatement equipment would overstimulate the U.S. economy. The 7 percent tax credit was introduced to help stimulate lagging industrial growth. Now the economy is booming, may be overheated. Federal Reserve Board action to raise interest rates was intended to cool off U.S. economy and reduce danger of inflation. Some taxes which earlier had been removed to encourage economic growth were reinstated to control the economy's upswing. Special accelerated depreciation and tax credit for investment for waste management would work contrary to these restraining steps. The special tax preferences might be desirable at a time when a spurt in the economy was needed but would be detrimental at a time when rapid growth and inflation are the problem.

9) Tax preferences alone are not an incentive to pollution abatement. A company trying to make maximum profits will not tie up its capital in pollution abatement equipment unless compelled to do so. Injury to the company's image or enforcement of local, state, and federal laws will be the motivating forces. Tax preferences would make compliance more palatable by making it less expensive for a company. But unless the combination of tax preferences offered enough financial help to meet industry's full investment, some other incentive would be needed.

10) Tax preferences to industry would work an injustice on others. Tax preferences given for industrial pollution abatement after a certain date will penalize companies that faced up to their civic duty earlier and reduced waste discharge to waterways without waiting for federal financial aid.

The federal revenue loss caused by tax preferences to polluters will need to be made up by higher taxes from others. How much less tax would be paid by some corporations and how much more by other corporations and individuals to compensate is unknown and cannot be predicted from past experience.

THESE ALTERNATIVES ARE PROPOSED IN PLACE OF TAX PREFERENCES

Increase in product price and reduction in company profits are two obvious ways to meet the cost of industrial pollution abatement. If it becomes government policy that federal funds should support part of the cost of diminishing industrial water pollution, federal grants, loans, and guarantees of loans could be used. These alternatives need no further explanation.

When the Council of Economic Advisers and the Treasury Department use the term "tax incentives," they refer to "reverse incentives" rather than tax reductions. The Treasury Department has steadily opposed accelerated depreciation and investment tax credit for industrial pollution abatement equipment purchases. Treasury's objection is based on its concern about erosion of the tax base and its uncertainty about the size of the drain on federal revenues.

In its annual report to the President, January 1966, the Council wrote:

> "For most resources, users are charged amounts which represent the value of these resources to others; indeed, this is a basic reason for the efficiency of a market economy. ... In the case of pollution, however, those who contaminate the environment are not charged in accordance with the damage they do. ... Public policies must be designed to reduce the discharge of wastes in ways and amounts that more nearly reflect the full cost of environmental contamination. ... In the long run, localities should collect revenues from the polluters adequate to sustain the system and to expand it in line with normal growth. Charges based on use of treatment facilities provide long-run incentives for the abatement of pollution. Effluent charges on polluters in sections of the river where there is no municipal treatment could have a similar effect: when waste discharges cost the industrial firm a certain amount for every pound discharged, the volume of wastes will be reduced and the revenue collected will help to pay for collective treatment."

Economists are discussing two kinds of "external 'stick' type" incentives:

User Charges

User charges are based on the amount of water withdrawn from municipal supplies. The theory is that, if payment were required to reflect water cost more accurately, industrial users would find it profitable to make in-plant changes and move toward closed systems and domestic users would waste less water than they now do.

It is well known that metering cuts down water withdrawal and that some plants use much less water per unit manufactured than do other plants making the same product. How effective user charges might be as deterrents to unnecessary use would depend on the level of the charge and on the relationship of expense of water to total production cost.

Dr. Flannery of the Federal Water Pollution Control Administration gives this explanation of user charges:

> "If the municipality covers water costs through property taxes, there is no relationship between water use and payments. Since there is a close relationship between the amount of water used and the amount of wastes discharged, the probable effect of the use charge for water contributes also to pollution control.
>
> "Further, if firms are required to pay for stream flow regulation from reservoir releases which reduce treatment requirements, the firms are likely to examine their entire waste disposal situation to reduce these payments. The effect again is to reduce the waste load on the stream and, therefore, to improve water quality.
>
> "In each of these instances, the economist believes that if the user of the public waters or public facility must pay for its use, the user will react to reduce the payments required through reducing the use. When the effect on the pollution situation of this reaction is considered, the attractiveness of some system of user charges is manifest."

Where a plant discharges its waste water through a municipal sewer and treatment plant, the charge to the company should reflect the burden which its waste water places upon the sewage system. The amount of discharge handled, costs of special treatment, and effect on sewers and equipment must be considered in negotiating the terms and price for each industrial sewer-user charge.

Effluent Charges

Effluent charges would be paid by the industries (many of them large water users) that develop their own water sources and discharge directly to waterways. Economists use the term effluent charge to mean a fee based on the quality and quantity of the wastes discharged to the waterways and set high enough to cover all damages caused by a company's pollutants. Damages would include costs placed upon those downstream who must treat the water they withdraw from the river for municipal and industrial uses. Damages would also include the cost calculated for loss of in-stream uses owing to pollution, i.e., loss of opportunities for recreational use, for shellfish breeding, for aesthetic enjoyment.

Conservationists and businessmen are both repeating the slogan, "An effluent charge is a license to pollute." But the economist sees the effluent charge as a tool to reduce pollution damage to the point where the cost of further reduction would exceed the value of the damages avoided. In theory the effluent charge is not intended simply to be a fee to cover the cost of treatment; nor is it to be a charge paid for the right to put untreated waste into lakes and streams, as a plant may now be doing at no cost to itself. Because the effluent charge reflects the total economic cost of pollution, it would -- in theory -- be so high that a company would find it more expensive to pay the charge than to upgrade its own waste management and thus reduce the fee. The effluent charge would therefore be an incentive to the profit-minded, upper officials of a company to seek out or develop an appropriate and less costly waste-handling alternative among the choices available to its kind of industrial firm. If the company succeeds and ceases to damage the river, it would cease paying an effluent charge.

One objection is that setting effluent charges would require creation of a large inspection, measurement, and surveillance apparatus which would become a greater burden than tax incentives on the federal revenue. The difficulties of setting up individualized effluent charges are readily apparent. They would need to reflect stream conditions of a particular segment of a body of water and discharges from a

particular plant. Both stream conditions and plant discharges vary from day to day and month to month depending on rainfall, season, rate of operation, raw material, and product. Moreover, damages caused by wastes from a single plant would differ from time to time, not only because of differences in stream conditions and in effluent discharge from that plant but because of effects from other plants and from changing uses of shores.

With computers and mathematical models, a workable system of individualized effluent charges might in time be developed in relation to the many variables. As a starting point, however, a simpler system related only to BOD (biological oxygen demand), temperature, and total dissolved solids is perhaps more promising. Since reporting, monitoring, and surveillance will be necessary for any clean river program, the following steps have been suggested:

1) required registration of all plants discharging directly to waterways;
2) required report on effluent discharge to be sent on form to basin or federal agency;
3) nominal nationwide fee set without regard for characteristics of stream -- to establish principle of user charge for disposing of waste via waterways;
4) progressive charges to support developing basin agencies that would set individualized charges as stream standards are established;
5) monitoring and surveillance whose costs would be covered by effluent charge.

Companies oppose the idea of effluent charges for a number of reasons:

1) companies that put their wastes into waterways with little or no treatment naturally are not happy with the idea they may have to pay for the damages caused downstream;
2) companies fear that the effluent charge may become a permanent means of raising revenue instead of being self-limiting;
3) companies object to the federal government invading management functions through surveillance or mandatory reports on what and how much is discharged from industrial outfalls;
4) though they accept service or use charges as essential to joint waste treatment programs, companies oppose the theory of charges "not related to the cost of external treatment or to the demonstrable value of stream quality," costs owing to the loss of amenities or recreational opportunities, for example.

The effluent charge is too theoretical to be a political reality at this time. However, the principle seems to be gaining hold that firms should be responsible for their waste discharge -- not so much because the principle is just as because such responsibility leads to greater efficiency in waste management.

QUESTIONS LIKE THESE SHOULD BE CONSIDERED BY CITIZENS

Who will pay for the changes that must be made if industries are to discharge less waste to streams, lakes, and rivers? The Congress, the Executive Branch, and the manufacturing community seem now to be thinking seriously about whether financial incentives to industry are suitable or undesirable. The time has come for citizens to inquire:

. Will financial aid stimulate industrial investment in pollution abatement as much as such aid has stimulated municipal investment?

. Will federal financial aid to industry encourage greater efficiency in diminishing waste discharge?

. Does U.S. industry need a federal assistance program to motivate companies to stop polluting lakes and rivers?

. If an assistance program is needed, should federal financial aid be offered all companies or only those that cannot afford the capital costs of cleanup?

. Will the drain on federal revenues be too great?

. Is it wise to use federal funds to sustain marginal companies?

. Should financial help be offered through federal tax preferences?

. Should financial help be offered directly by grants or loans?

. Should "reverse incentives" such as user charges or charges on plants that pollute the water be levied to encourage more efficient management of waste water by industry?

These are questions which arise as legislators, agency personnel, and citizens try to decide whether each industrial waste producer should pay the full cost or whether taxpayers should absorb part of the cost of industrial water pollution abatement. They are not easy questions. As in most other choices, there is no clear-cut, completely satisfying answer.

ADDITIONAL INFORMATION CAN BE OBTAINED FROM THE PUBLICATIONS LISTED

Few publications on financial incentives for abatement of industrial water pollution are available for the layman. ONLY TWO (those marked with asterisks) deal entirely with such incentives. If additional information is desired, these two -- in combination -- will be the most helpful.

Many witnesses at the Public Works Committee hearings spoke favorably of tax incentives. Skimming the hearing reports gives an awareness of attitudes on the subject. The Science Advisory Committee is a harbinger of concepts that will receive increasing emphasis. The NAM pamphlet reflects industry's viewpoint, particularly on use, cost, and pollution control of water; in-plant changes are discussed. The talk by Dr. Clarenbach of the urban planning department at the University of Wisconsin deals with hidden costs of pollution and use of effluent charges. Dr. Kneese's article explains use of effluent charges in regional pollution abatement associations in the Ruhr. The League's FACTS & ISSUES, Who Pays for a Clean Stream? shows the relationship between the financial efforts of different levels of government and describes new trends in financing sewers and treatment facilities.

. Clarenbach, Fred A., "Incentives for Industrial Pollution Control," Congressional Record, May 27, 1966, pp. 11147-11149.

(OVER)

Environmental Pollution Panel, President's Science Advisory Committee, Restoring the Quality of Our Environment, November 1965. 317 pp. $1.25. Order from Superintendent of Documents, U.S. Government Printing Office, GPO Catalog Number - TR 35.8:SCI2/ENA, Washington, D. C. 20402.

*Institute of Public Administration, Industrial Incentives for Water Pollution Abatement, February 1965, 95 pp. 55¢. Prepared for the Division of Water Supply and Pollution Control, U.S. Public Health Service. Order from Superintendent of Documents, U.S. Government Printing Office, GPO Catalog Number - FS2.2:W29/60, Washington, D. C. 20402.

Kneese, Allen V., Water Quality Management by Regional Authorities in the Ruhr Area, April 1965. Reprint No. 52. 21 pp. A very limited number of single copies are available from Resources for the Future, Inc., 1755 Massachusetts Avenue, N.W., Washington, D. C. 20036. Free.

League of Women Voters of the United States, FACTS & ISSUES, Who Pays for a Clean Stream? April 1966. 15¢. (10 for $1) Enclose payment for single copies with order. Order from 1200 - 17th Street, N.W., Washington, D. C. 20036.

National Association of Manufacturers, Highlights from Water in Industry, February 1965. 12 pp. Available if 15¢ is enclosed with request to the NAM, 277 Park Avenue, New York, New York 10017. Everything in Highlights is in the longer Water in Industry.

U.S. House of Representatives, Committee on Public Works. Hearings on H.R. 16076, H.R. 13104, and S. 2947. 89th Congress, 2nd Session, July 1966. Request from House Public Works Committee, U.S. Congress, Washington, D. C. 20515. Free.

*U.S. House of Representatives, Committee on Government Operations. Views of the Governors on Tax Incentives and Effluent Charges (Water Pollution Control and Abatement). 89th Congress, 2nd Session, House Report No. 1330, March 1965, 75 pp. Request from the Natural Resources and Power Subcommittee, Room B-349-B Rayburn House Office Building, Washington, D. C. 20515. Free.

U.S. Senate, Subcommittee on Air and Water Pollution of the Committee on Public Works. Hearings on S. 2947, S. 2987, and related bills. 89th Congress, 2nd Session, May 1966, 666 pp. Request from Senate Committee on Public Works, U.S. Congress, Washington, D.C., 20510. Free.

If you wish to vary your approach, why not try using one committee member to present the view of industry (pro incentives) and one to present the position that this is a production cost and should be borne by industry (con incentives). The use of any visual aids you have been able to gather will aid member understanding. Perhaps you would like to begin the discussion by showing the 14-minute film, "It's Your Decision..." if you have not used it previously.

4. Do we agree that this is what we decided? (10 minutes)

Summarize the discussion and try to state again points of agreement and disagreement and evaluate the extent of each.

C. AFTER THE MEETING -- A LOOK AHEAD

After the consensus deadline when the essential work of the water committee will have been completed in most Leagues, there may be a good opportunity to take advantage of the interest generated during the process. Perhaps there will be time to do some of the extra projects suggested in section B, "Before the Meeting." Certainly the committee, or at least the chairman, will need to keep members informed (by bulletin articles and/or brief reports to the Board and general membership) on the progress of action on other parts of the national position on water. The CURRENT REVIEW OF WATER RESOURCES (published at intervals following congressional sessions) covers national legislation and new developments. The NATIONAL BOARD REPORT section on water offers a review of League action and a preview of opportunities. It is the responsibility of the local and the state water chairmen to bring these to your League's attention and to explain how your state and locality are affected. Of course, if you are part of a river basin group or are in a state with a Program item on water, your local Board will determine your future course of action and study accordingly.

With your immediate job out of the way, you will be able to turn your attention to another important part of the League work on water -- that of encouraging citizen effectiveness. One of the greatest sources of pride and achievement from the League's impressive work in water has been our ability to communicate the nature of the problems and the need for the citizen voice in achieving solutions. We know you will want to continue to take advantage of chances to do such things as:

- write letters to the editor about water legislation (local, state, national)
- plan go-see tours (invite the press and local officials to accompany you)
- use radio and television programs on local/state water resources
- attend conferences, official and citizen, on related subjects
- cooperate with other groups interested in water problems.

While it is difficult to assess the impact of some of these activities, League members do know that theirs is a compelling and articulate voice on water and may well "point with pride" to past accomplishments, while still "viewing with alarm" all that remains to be done.

WHERE CAN WE FIND THE TOOLS FOR THE JOB?

- FACTS & ISSUES, Population + Production = Pollution
- FACTS & ISSUES, Who Pays for a Clean Stream?
- THE NATIONAL VOTER, August 1966
- NATIONAL BOARD REPORT, May 1966, pp. 31-39
- CONVENTION WORKBOOK II, 1966, pp. 117-127
- CURRENT REVIEW OF WATER RESOURCES No. 3, Federal Financial Incentives to Industry

water resources

LEADERS GUIDE 1966

LEAGUE OF WOMEN VOTERS OF THE UNITED STATES, 1200 17th St., N.W., WASHINGTON, D.C. 20036
PUBLICATION NO. 315 AUGUST 1966 PRICE: 15¢

WHERE ARE WE NOW?

As indicated in the May 1966 NATIONAL BOARD REPORT (p. 4, paragraph 4, pp. 31-32) League delegates to the 1966 national Convention re-adopted the item on water resources with the intent that work would continue almost as it has in the past. However, they also spelled out their desire to try to reach consensus on one new phase -- whether or not financial incentives should be given to industry for pollution abatement of industrial wastes. A number of proposals to offer this kind of motivation to industry are coming before the Congress and before some state legislatures. In the opinion of the national Board, the League cannot take action for or against such aid to industry under our present water position. Therefore, for the first time since 1959 we are seeking a new consensus in the water item. Since this is the only national item in which consensus is anticipated this year, it should be possible for all Leagues to plan to participate in extending the League's national water position.

The national Board wants to make consensus-reaching a satisfying and not a burdensome experience. To this end, we are: (a) making suggestions in this LEADERS GUIDE for a basic plan for use by Leagues having little or no recent activity on water problems, and (b) also including suggestions for additions to the plan by Leagues with more time and more experience in water work. The suggestions are intended as a "do-it-yourself" plan for building a consensus. If you have water experts in your League, your committee may wish to devise its own plan and should feel free to do so. In fact, the more you can supplement the minimum plan with additional meetings or experiences, the greater will be the depth and scope of member understanding and participation.

Because we are fully aware of the multiple important demands for League time, we are beginning with these assumptions:

(1) that you do have a water chairman (preferably a Board member, at least until January) and committee (size depending on availability and interests of your League);
(2) that you can cover this small section and reach consensus in one meeting;
(3) that you do have, or will order from the national office, and make available to all members of your League in advance of the meeting the two most essential League publications -- the FACTS & ISSUES, Population + Production = Pollution and Who Pays for a Clean Stream?;
(4) that you will plan to have your water meeting in time to reach consensus and send your report to the national office by the deadline of January 3, 1967 (preferably holding such meetings no later than December 1, 1966). Of course, reports are also welcome after the deadline.

WHAT SHOULD THE WATER COMMITTEE DO?

A. BEFORE THE MEETING

Not all water chairmen and their committees can, or will want to, do all of these things, but even the smallest committee (perhaps only a chairman) should be able to do some of them. Those which are starred are regarded as essential to presenting the information to the members.

*(1) Study the League materials.
(2) Read, clip, and circulate magazine and newspaper articles on industrial pollution, related tax problems, and legislative proposals.
(3) Talk with local government officials or news media about the extent and cost of industrial pollution in your area.
(4) Talk with managers of local industries to hear about their problems and how they are trying to solve them and the costs involved.
*(5) Arrange for distribution of the two FACTS & ISSUES on water at a meeting prior to the one on water or mail with the local League bulletin.
*(6) Prepare an article for your League bulletin before the meeting to create interest. Suggested forms: fact sheet on local situation; questions and answers; short quiz, provocative questions; quotations from League materials or news articles. It will be best not to try to condense the FACTS & ISSUES; members need to read everything in the two on water.
(7) Plan a go-see tour, i.e., to an industry with pollution problems, to the municipal sewerage plant; or using small boats or canoes travel your local stream to see its quality firsthand.
(8) Visual and graphic aids: preview for the committee and/or invite League members who have the time and interest to an informal showing of the film, "Clean Water -- It's Your Decision"; check on other films available from state agencies or conservation groups in your state. Charts of the costs of treatment and amount of industrial effluent, maps to point out your streams and location of outfalls, pictures of the local treatment plant are helpful to member understanding. If you have a committee member who is a camera bug or likes to make graphs, put her to work. Perhaps your local television station or newspaper, board of health, Chamber of Commerce, or local, state or interstate pollution control agency has items which you could borrow for this purpose.
*(9) Consult your state water resources chairman for information on what your state government is doing about industrial pollution.
(10) Consider water for the subject of a general meeting as part of your membership recruitment plans this fall, possibly with a panel of League members or outside experts. (CAUTION: This would NOT, of course, be the meeting at which you would reach consensus -- but an additional one.)

B. DURING THE MEETING

The following suggested plan for a unit meeting is based on the premise that most Leagues have about 1½ hours for presentation and discussion and that it will be geared to reaching consensus on this specific problem.

1. Background of the League in water (10 minutes)

Review briefly how and why the League is tackling this question -- in other words, state the problem. It might go something like this: "The League of Women Voters began its work in this field with a general study of the subject of water resources. Many Leagues have examined problems and proposals for their own river basin or region. And the League as a whole has kept up to date on new developments. During this time League members have decided on some basic positions. We believe that pollution of water everywhere in the United States is a disgrace and a national shame. It is time that a major pollution control program be undertaken across the country. It is cheaper to clean up our water than to provide water supply by other means. While there are numerous factors involved in pollution, a major problem is created by industrial wastes."

Pose questions like these to start the group thinking: Communities welcome and need industry. Therefore, who should pay for cleaning streams -- industry? municipalities? states? the federal government? any combination of these? Should the public help industries finance improved waste management because clean streams benefit the whole community? Should the cost of cleanup be borne by the product user, by the local community that needs the industry, or by all taxpayers?

2. The status quo on financing (10 minutes)

Discuss the questions below or similar questions using Who Pays...? If you have been able to find out the facts, this is the place to bring in specific information about your own locality. (Don't get bogged down on details or spend too much time on this, but expect questions about your community and state. Try to resist the temptation to read aloud from the FACTS & ISSUES.)

a. Who pays local sewerage bills now? Are all local rates the same?
b. What are the new trends in financing?
c. What local information do you have on the extent of industrial pollution and local costs?

3. What are the alternatives in financing? (60 minutes)

As you go along, summarize what seems to be the sense of the meeting, so that at the end of this section the opinion or conclusions reached by the League members are clear to all. Perhaps a brief statement such as, "It seems to me that we have been saying that ..." or "It seems that generally we are agreed that ..." will help to focus the thinking of the group.

DISCUSSION (Be sure both pros and cons are brought up and developed fairly)

a. See discussion questions on pp. 1, 2, 4 in Who Pays for a Clean Stream?
b. Review briefly the use of federal funds to encourage units of government to provide adequate waste treatment.
c. Is pollution control a production cost? Who ultimately pays such costs?
d. Should - or should not - industry be given financial assistance through accelerated depreciation, investment tax credit, grants, loans? (Define and explain each as is necessary but aim only for a laywoman's, not a tax expert's, grasp of financial details.)
e. Should - or should not - federal financial assistance go only to certain plants? On what basis would a particular company or manufacturing plant qualify for aid?

CONSENSUS QUESTIONS (These last three questions are the consensus questions all Leagues are asked to report on to the national Board by January 3, 1967. Your answers will develop out of the preceding discussion.)

f. Should the federal government provide financial incentives to private industries to reduce their water pollution? Give reasons for your answer.
g. If the answer is Yes: Should help be given to all companies? Or should companies be helped only under special circumstances? If the latter, what general criteria might be used? What type of incentive do you prefer?
h. If the answer is No: What suggestions do you have for ways to motivate industry to reduce water pollution? (For example - enforcement? user charges? effluent charges? product repricing? profit reduction? etc?)

To: Duff
cc. Annette, Pat
From: Ele
Subject: Metropolitan Sanitary Distric

In response to your question on our question: I quote from the Board Minutes, September 1966, page 6, uncorrected.

"The publication will go out with the Board Memo mailing and will have a covering letter, discussion guide and report form. The Board will wait to see what evolves from the unit reports in the way of consensus, and if some agreement emerges, we shall need to send another report form with specific consensus questions."

That is as official an answer as I can give. Now for some personal views.

I think both the state Board and CMAL's Board should be congratulated on providing member leagues with excellent information on two aspects of metropolitan problems. I think both of us should be chided on the grounds that we are not dealing with the metropolitan problem in terms of a broad intergovernmental approach. But, both of us are doing what we think our members wanted. Both of us will have to evaluate responses in determining what action, if any, we will take in the 1967 legislature.

Many leagues will be studying transit one month, water the next. The transit reports will have the advantage of complete coverage by all Leagues and in some cases better informed resource women, though in Minneapolis treatment in the individual units depends on the resource girl of the month, not the length of time the study has taken. Where a Sanitary District is the second topic it will have the advantage of giving members a second opportunity to discuss general problems of administration and equitable financing. The transit study has far more technical information on methods of transportation than does the Sewerage study, though obviously one could have gone into the technical aspects of single-plant vs. multiple plant treatment. Sewerage is more explicit on cost factors, though again one could certainly pose problems of equity in transit in greater detail. It is difficult to get from either study to a general solution of metro problems. However I would guess members would take a simhlar approach to both topics, that is the girl (and I would guess she is in the minority) who wishes to enlarge the responsibility of the Railroad and Warehouse Commission will also want to strengther the Water Pollution Control Board, the woman (and perhpps she is a minority, too) who wants to give broad powers to an authority in transit is likely to feel the same way about water and so on. I feel the two sets of reports will be complementary and not contradictory. Contradictions are more likely to be internal---those who want an effective agency but are leery of giving too much powers to a group that is still an unknown.

I have two suggestions for our mutual consideration: (1) When DMAL is ready to publish a position statement this could be sent to every League in the State along with the Transportation Booklet to give them understanding of any lobbying DMAK may be doing. (2) If state feels we are close to agreement on Sewerage, any second round of reports should be issued jointly by CMAL and the State Board

September 26, 1966

The Honorable Walter Mondale
Senate Office Buidding
Washington, D.C.

Dear Senator Mondale,

Thank you for sending the League of Women Voters a copy of your statement introducing S.3769. We are very interested in this aspect of water pollution control in Minnesota.

A number of local Leagues have focused their studies on pollution problems of lakes in their communities. Identifying the problem has not been too difficult, but how to solve the problem of pollution of lakes has been difficult.

As we follow the progress of proposed legislation dealing with water resources, we shall be particularly concerned about S.3769.

Sincerely,

Mrs. Grady Mann
Water Resources Chairman

Research Act - resource education improved through Conservation Department, schools, university and university extension. Water based recreation management program. Well digger registration? Licensing of water treatment plant operators?

FEDERAL LEG.	POS. LEG.	BACKGROUND	COM.
Pollution Control Act	Tax incentives to industry	1. all local Leagues up-to-date - Consensus 2. Dept. Health info. 3. Other org. IMM, Gov. Water Resource Com., Water Pollution Control Com.	
	Metro Sanitary Dist.	1. Metro area LL have study assignment 2. Outstate LL have info. 3. Areas of agreement? 4. Other org.	J. Hively
	Water quality management	Source - 1. Water Resources Research Center 2. Dept. of Health 3. MWPCC	
Planning Title III	State planning	Research Center Dept. of Conservation Dept. of Health MORRC State Planning office Extension Res. Dev. LWV May be necessary to do background paper	
Title II	Fed. Red River Com.	Follow-up	Ann Olson Mrs. Chubb
Interstate Water	Minn.-Wis. Boundary Water	Report on activities	
	a) appropriation b) apply for fed. compact	Where we want to go	
	Minn. River Organization Appropriation	Review studies Observer meetings	
	Upper Miss. Planning Com.		
	Great Lakes Com.		

FEDERAL LEG.	POS. LEG.	BACKGROUND	COM.
Interstate Water	Boundary Water Canoe Area		
	Upper Miss. Headwaters		
	Watershed laws		
	Reorganization possible of water resource agencies	Review what we have Compare with Wis.	
		Gov. Com. have statement	
	Flood control flood plain management	Corps of Eng. Depts. of Minn. LWV US Geological Survey	
		Gov. Com.	

LWV of Minnesota, State Organization Service, U. of M., Minneapolis, Minn. 55455
September 1966

REPORT FORM FOR STATE BOARD ON INCENTIVE STUDY

Please attach to state Board copy of your national consensus report form.

1. After consensus has been reached on federal incentives, describe your position in relation to proposed state legislation. What combinations of "carrots" and/or "sticks" do you feel are appropriate for state use? Why?

2. Case study of industrial pollution in the community of _____
Describe your local problems and/or solutions. Include private as well as public solutions.

LWV of Minnesota, State Organization Service, U. of M., Minneapolis, Minn. 55455
September 1966

REPORT FORM ON USE OF METROPOLITAN SANITARY DISTRICT IN 1967?

(Return to state office by February 1)

NAME OF YOUR LEAGUE _____

1. Did your League use this for your members? How?

2. Did your League use this material in the community? How?

3. What were the major concerns of your members after reviewing the sanitary district proposals?

4. Did they reach agreement on solutions in areas of concern?
What were their decisions? How strong was the agreement?

LWV of Minnesota, State Organization Service, U. of M., Minneapolis, Minn. 55455
September 1966

PROPOSALS FOR STATE TAX INCENTIVES TO INDUSTRY FOR POLLUTION CONTROL

There are two strong arguments for federal rather than state control of an incentives program. "The indisposition of the state to control industries, lest the industries flee to other states is a compelling argument for federal control. We must avoid penalizing the particular municipality or state which undertakes an effective control program." (Advisory Commission on Intergovernmental Relations) Federal devices are also uniform in application.

Several states have enacted legislation giving tax incentives to industry. These states are tabulated in the attached chart. The National Association of Counties recommends state tax credits to stimulate private industrial pollution control facilities. As of late September 1966, two groups in Minnesota had made legislative proposals. In addition the Governor's Committee on Water Resources is expected to make recommendations.

The League of Minnesota Municipalities is urging the legislature to enact a program of moderate tax incentives to stimulate a higher degree of pollution control by private industry. The LMM recommends that the legislature should consider the following tax incentive devices used in other states: 1) The Wisconsin system of accelerated amortization of sewage disposal facilities of a capital nature; 2) The New York system of allowing treatment facilities expense as a deduction against state income tax. The LMM also states that, "The tax incentive granted should be no more extensive than is essential to stimulate the needed construction."

The Minnesota Water Pollution Control Commission made the following recommendations for water pollution control legislation in a June 1966 presentation to subcommittees of the Senate Civil Administration Committee and the Senate Public Domain Committee: "Whenever the characteristics and quantity of industrial wastes from an industry located within the corporate limits of a municipality are such that these wastes may be economically treated in combination with municipal domestic sewage, this arrangement is encouraged. There are some cases where waste from an industry is of such great quantity or of such a characteristic that it is not feasible to treat this waste in a municipal treatment works. Examples of such wastes are those from paper or wood products processing, vegetable processing or large meat packing operations. For industries which may therefore construct their own waste treatment facilities, consideration should be given to legislation which would give the industry some financial incentive in the form of tax relief or loans. Exemption from property or real estate tax might be granted for approved external plant facilities designed and constructed for the specific purpose of treating waste so as to reduce consequent pollution of waters of the state or industrial disposal systems that produce no by-products which are marketed or used in process of production. Such measures should, however, be restricted to facilities constructed and operated under plans and permits approved by the Minnesota Water Pollution Control Commission."

"Although a state effluent tax has not been generally accepted in this country, it might be considered as a source of state revenue from those discharging wastes into waters of the state. Such a tax is used by municipalities in the form of a sewer service charge to individual users or contributors to the municipal sewer system to finance the maintenance and operation cost and sometimes construction cost of the municipal sewage disposal facilities. A state effluent tax should be based on the flow and strength of effluent and be designed not primarily as a source of state revenue to help finance a water pollution control program but to make it more financially feasible for discharges to provide adequate treatment of wastes to reduce the effluent tax. A municipal sewer service charge based on the flow and strength of individual users or contributors also has the effect of encouraging the practice of waste savings and reduction."

STATE LEGISLATION ON FINANCIAL ASSISTANCE TO INDUSTRY
FOR WATER POLLUTION CONTROL FACILITIES

State	Real Estate or Property Tax Benefit	Income Tax Allowance	Other Tax Allowance	Year Enacted
Arkansas			Credit on severance tax to oil producers who have disposal systems	1959
Connecticut	Exempts WPC facilities			1965
Idaho	Exempts WPC facilities if not a source of marketable by-products			1963
Maine	Exempts WPC facilities if not a source of marketable by-products			1961
Massachusetts	Exempts WPC facilities attached to real property			1961
New Hampshire	Exempts WPC facilities from local taxes			1955
New York	Exempts WPC facilities if constructed by order of Health Department	Net operating loss deduction for WPC facilities if not source of marketable by-products		1965
Ohio			WPC facilities exempt from franchise sale and use taxes	1965
Vermont	Exempts WPC facilities if operation meets approval			1954
Wisconsin	Exempts WPC equipment from local taxes for 5 years if provides no new income	Accelerated amortization for WPC facilities		1953

No information available on state programs of grants and loans for WPC facilities. North Carolina and Virginia also have some program of financial assistance to industry but no details available.

LWV of Minnesota, State Organization Service, U. of M., Minneapolis, Minn. 55455
September 1966

DISCUSSION OUTLINE

Background of the League in Water (5 minutes)

It might go like this: "The League of Women Voters has been concerned with the problems of water resources management since the topic was first put on the national Current Agenda in 1954. In 1960 we reached the following consensus:

> "'Support of national policies and procedures which promote comprehensive long-range planning for conservation and development of water resources and improvement of water quality. Among these policies are: a) better coordination and elimination of conflicts in basic policy at the federal level; b) machinery appropriate to each region which provides coordinated planning and administration; c) cost sharing by government and private interests in relation to benefits received and ability to pay.'

"Since 1960 we have worked on the national level for several effective pieces of legislation including the Water Research Act, the Water Resources Planning Act and the Water Quality Act of 1965. Large federal grants are now available for planning and construction of municipal treatment plant facilities and for regional river basin planning commissions. Stream standards are now being established for all major waterways of the country. Here in Minnesota the Water Pollution Control Commission has established standards for the Mississippi from Anoka to Hastings and for the Minnesota River and is holding hearings on standards for other of the state's waterways. A major problem throughout the country, however, is still created by industrial wastes.

"The topic of governmental incentives to encourage industry to clean up its effluent will take the first hour of the discussion. We will answer consensus questions concerning which, if any, of those incentives we prefer so that the national Board can lobby according to our decisions on the many pieces of legislation before Congress proposing such incentives."

At this point mention any recent local studies.

"Since the metropolitan sewage problem has been described as 'one of the two major issues to come before the '67 Legislature', and since all forces concerned are now busily aligning themselves behind one or another proposal or compromise in preparation for the session, we will present information concerning the current District proposals during the last half-hour of the meeting. The information is derived from a study just published through the state League by an Ad Hoc Metropolitan Water Resources Committee of the League."

Questions . . .

What Methods Have Been Proposed to Motivate Industry to Reduce Pollution? (10 min.)

The resource committee suggests that you make a list of methods on a large piece of poster board, dividing them into two categories as "carrots" (financial helps) and "sticks" (penalties for industrial polluters). Explain the meaning of each method listed. See page 4 of CURRENT REVIEW when compiling this visual aid.

"Carrots"	"Sticks"
Grants	Stricter enforcement
Loans (interest-free, low interest, guarantee of private loans)	User charges
Acclerated depreciation or fast tax write-off	Effluent charges
Investment tax credit	

Questions . . .

The Pros and Cons (30 minutes)

The Committee decided that any attempt to cover the History section of the study was impossible in this time period. Please encourage the members, however, to read the entire publication themselves. The following order of presentation does not follow the order of the study, but, the Committee felt, was the simplest way of presenting the material to the uninitiated.

1. Geographical area. Using the outline of the regions shown on the front cover, describe the difference between the six regions of the Five-Year Study and the four regions of the present bills. Using the inside map show them the comparative limits of service between the present and the year 2000. Suggest the South St. Paul and Lake Minnetonka problems.

2. Single versus Regional plant. Outline the present arguments for each and the possibility of compromise.

3. Financing. Outline the two GENERAL methods of financing - the differences between capital cost formulas of apportionment - and the arguments for each. Mention the two main proposals (St. Paul Sewer Study Committee and '65 amended Ashbach Bill) supporting each of the methods.

4. Administration. You probably won't have time (or the members' patience) to get too specific in this section. I would mention the method of appointing the Board in the Ashbach Bill and in the Citizens League proposals and ask the questions asked by the material about these methods. Mention multi-district metropolitan government plans and end on the note that each of the members will undoubtedly see much more in the papers both about the metropolitan government plans and the Sanitary District proposals.

LWV of Minnesota, State Organization Service, U. of M., Minneapolis, Minn. 55455
September 1966

MEMO TO: All Metropolitan Area Leagues
FROM: Mrs. Grady Mann, State Water Resources Chairman

Metropolitan Sanitary District Study

Background: In July you received a copy of Minnesota's letter to the national Board concerning the possibility of action under the national Water position at the 1967 State Legislature. In August you received a memo quoting the national Board's answer to the effect that a specific consensus of the metropolitan Leagues would be necessary. At that time you were notified of a meeting of the Ad Hoc Water Committee on August 29.

Ten Leagues sent representatives to the meeting. Additional Leagues expressed interest in a Sanitary District study. It was decided at the meeting that neither time nor Program procedures would permit a consensus study. However, with the permission of the state Board, the Ad Hoc Metropolitan Committee is preparing a background study.

The Resource Publication: This publication will be available October 1. The length will be about 20 pages. The cost will be 50¢. One copy will be sent each League. For additional copies fill in the enclosed order form. To ensure your receiving your copies promptly, return the form by September 26.

Outline of the Paper: History of Sanitary District Proposals. Contrast of two major current proposals. Areas of legislative compromise (geographical area to be included, representation, regional vs. single plant, financing).

Use of the Publication: There will be no consensus. A cover sheet will be attached to the publication suggesting various possibilities for its use: for a single unit meeting in combination with the national study, as an extra unit meeting, as background for a legislative meeting, as background for Program-making. There will be a report sheet to be returned to the state Board by February 1. This report form will simply ask you whether or not you used the material, and if so, how and what were your reactions.

October 12: Open Meeting, 9:30 a.m., Room 253, Minneapolis Public Library: What Future Does the '67 Legislature Hold for the Metropolitan Sanitary District? Keynoted by Representative Howard R. Albertson, Chairman of the House Metropolitan Affairs Committee, a panel representing a wide range of viewpoints will discuss metropolitan sewerage needs. Tha panelists are Sam Hobbs, Bloomington city engineer; Eugene E. Avery, chief engineer of St. Paul, Department of Public Works; Donald Thimsen, Minnesota Water Control Commission; and a representative from the Citizens League. Water Resource chairmen will want to attend this interesting meeting. All other League members or their friends are welcome. Further notice will be sent to all metropolitan League presidents.

- -

ORDER FORM: The LWV of ______________________________ wants __________ copies of Metropolitan Sewerage District - 1967?.

Send to:

Name ____

Address ______________________________________

____

Return to the state office by September 26. For additional information phone Janet Hively, 332-3608.

WALTER F. MONDALE
MINNESOTA

COMMITTEES:
BANKING AND CURRENCY
AGRICULTURE AND FORESTRY
AERONAUTICAL AND SPACE SCIENCES

United States Senate
WASHINGTON, D.C.

October 3, 1966

Mrs. Grady Mann
League of Women Voters of Minnesota
State Organization Service
University of Minnesota
Minneapolis, Minnesota 55455

Dear Mrs. Mann:

It was most thoughtful of you to drop me a note on the Clean Lakes Act which I recently introduced.

I very much appreciate having the viewpoint of the League on this important matter, and want to thank you for taking the time to write. This is a problem which has been receiving a great deal of my attention, and one which will continue to be of the utmost interest to me. Your support is very encouraging.

With all good wishes.

Sincerely,

Walter F. Mondale

Walter F. Mondale

LEAGUE OF WOMEN VOTERS
OF THE UNITED STATES
1200 17TH STREET, N. W., WASHINGTON, D. C. 20036

OCT 17 1966

October 14, 1966

COPY

Mrs. Grady Mann
Water Resources Chairman
League of Women Voters of Minnesota
638 W. Laurel
Fergus Falls, Minnesota 56537

Dear Mrs. Mann:

From state Board minutes and League bulletins, I have gathered that the Leagues in the Minneapolis metropolitan area have decided to try to reach consensus in connection with water quality management in that region. Although you asked for copies of consensus questions from other area Leagues, I think these would have been of no help to you. The situations on which inter-League river basin groups have come to consensus are so different that one set of questions is irrelevant to the circumstances of another group. The same principles which govern consensus on the state level should be applied to the joint effort of the Leagues in the metropolitan district.

This morning, I talked to one of the men on the staff of the Water Resources Council about the present status of the Red River Basin Planning Commission. He tells me that following the request from the Governors, the Water Resources Council asked for a meeting with the Governors from which certain recommendations developed. The Council has not yet acted on the recommendations, but expects to consider them at its next meeting. The Council meets once a quarter or oftener if necessary. When the Water Resources Council was existing under an ad hoc arrangement before passage of the Water Resources Planning Act, the comprehensive framework planning study was begun on the Missouri River and this is continuing. A similar study has been carried on for the Souris-Red. The Governors

of the Missouri River Basin have made no request for a river basin commission, whereas the Council does have the Souris-Red request to act upon. Does this agree with what you have heard in your state?

Sincerely yours,

Mrs. C. F. S. Sharpe
Program Specialist: Water Resources

LS:llw

cc: State LWV

League of Women Voters
of the United States

Memorandum

1200 17th Street, N. W. - Washington, D. C. 20036

October 26, 1966

This memo only is going on
Duplicate Presidents Mailing

TO: Local and State League Presidents (Water Resources Chairmen)

FROM: Mrs. Donald E. Clusen, Director of the League of Women Voters of the United States and Chairman of the Water Resources Committee

RE: A pamphlet to help those testifying at public hearings: state hearings on water quality standards for interstate and coastal waters particularly

Two copies of a pamphlet entitled A Citizen Guide to: Action for Clean Water are being mailed to each state and local League president. The pamphlets are not being sent out on Duplicate Presidents Mailing. Anyone who would like a copy may obtain one by request from the national office of the League of Women Voters of the United States (as long as our supply holds out) or from the midwest office of the Izaak Walton League of America, 1326 Waukegan Road, Glenview, Illinois 60025.

A Citizen Guide to: Action for Clean Water is an outgrowth of the national and regional workshops conducted by the Izaak Walton League under a demonstration grant from the U.S. Department of the Interior for citizen education about the hearings to be held in each state to give the public an opportunity to tell the uses for which the people wanted adjacent waters to be suitable. The League of Women Voters Education Fund was one of the organizations cooperating with the Izaak Walton League in this citizen education project.

This booklet describes the purpose and importance of the hearings, explains what citizens and citizens organizations can do, tells how to arrange to testify, how to develop effective testimony, and how to make the statement.

I am sure that Leagues which expect to present an official statement at the standards hearings will find A Citizen Guide to: Action for Clean Water extremely helpful. I expect that Leagues will want to make it available to individuals and to other organizations that plan to testify on desired water uses.

If your League is not near interstate or coastal waters and therefore is not involved in the hearings required by the Water Quality Act of 1965, you may wonder what to do with the pamphlet. In it there is more information about presenting statements at public hearings than I have ever found in any one other place. You will find that much of the contents is generally applicable. Save A Citizen Guide to: Action for Clean Water for consultation when preparing for League testimony on other subjects. I am sure you will find it helpful.

Remember to read again the September 1966 NATIONAL BOARD REPORT, pp. 21-22, for guidance in the League's role in connection with the state hearings on desired quality for interstate and coastal waters.

LWV of Minnesota, State Organization Service, U. of M., Minneapolis, Minn. 55455
October 1966

ATTENTION: WATER RESOURCES CHAIRMEN

CORRECTION: On Discussion Outline included in the packet of Water material in the September mailing.

On the back of the page under Pros and Cons (30 minutes) insert:

One of the resource people takes each side using pro-con arguments listed in the August National VOTER and Current Review, pages 10-19.

Consensus (15 minutes)

It might be a wise idea to take your coffee break between these sections.

Sanitary District Proposals (30 minutes)

The Committee decided that any attempt . . . . .

OCT 27 1966

Mrs. Herb Olson
716 Richland Ave., R3
Willmar, Minnesota

To the Water Resource Chariman,

I am writing to you for information on what our Minnesota state govnment is doing about industrial pollution. I am interested specifically in the answers to the questions in the Facts and Issues - Who Pays for a Clean Stream.

1. Has your state authorized loans or grants to encourage local governments to install facilities that will help to keep the streams and rivers clean?

2. Does the legislature regularly appropriate the funds authorized?

3. Is the amount large enough?

4. Do the people who want clean streams speak up in support of these appropriations?

I am sorry I must make this request so late. I will need the information before November 8th, which is our first unit meeting.

Sincerely yours,

Nancy Olson

If Lois is gone until the 6th, who should answer this?

MEMO

TO: Annette, Ele

FROM: Peggy

SUBJECT Mpls. Water meeting

DATE 10/7/66

LEAGUE OF WOMEN VOTERS OF MINNESOTA
STATE ORGANIZATION SERVICE
UNIVERSITY OF MINNESOTA
MINNEAPOLIS, MINNESOTA 55455
PHONE: 373-2959

By the time I could get around to getting out the invitation and publication to the participants in the water seminar, it was really the last minute - no more time to wait around. It was then I realized that we didn't have a covering letter to go with it. I could have whipped up something, but I hated to send out a letter over someone's signature when that someone didn't know in advance I was doing it, and needless to say, Irene agreed - Ele was out of town. So we, Irene and I, decided since it had to go immediately to send the publication with the invitation and attach Annette's card - Thought you would be interested in this. Sorry I didn't catch the missing letter sooner, but maybe this will be enough to arouse their interest.

November 15, 1966

Mrs. Arlin Albrecht, Vice President
League of Women Voters of Red Wing
1026 East Avenue
Red Wing, Minnesota

Dear Marilyn,

I'm sure you read as carefully as I just have, after receiving your letter, the National Current Agenda booklet, With Continued Support, section on United Nations. While we support U. S. policies to enhance the peacekeeping and peacemaking capacities of the U. N. and to improve peacekeeping procedures, we do not go so far as recommending the establishment of a strong, permanent U. N. peace force.

I would think, therefore, that your League could not participate as an organization in the effort in your community and write each legislator at Christmas time, urging the setting up of a permanent force under the U. N. I feel you, too, had doubts about this; I've discussed it with Mrs. Janski, our state vice-president; she suggests you might cooperate by informing your members about this effort. They can certainly participate as individuals.

Sincerely,

Mrs. Michael Richdorf
State Action Chairman

WATER RESUME - L. Mann 11/16/66

Support of national policies and procedures which promote comprehensive, long-range planning for conservation and development of water resources and improvement of water quality.

In the national publication, With Continued Support, pp. 30-32, there are six major areas of XXXX League work under this national position. These same points can be paraphrased as an outline for possible action in the 1967 Minnesota Legislature as directed by the state Board of the LWV of Minnesota with the approval of the national Board.

1. Coordination: Support of state legislation to bring together national, state and local agencies involved in development at the planning stage. The League is particularly concerned that state and local government assume a fair share of responsibility for the development of their water resources. This would include necessary appropriation of state aid to carry out such development.

2. River Basin and Regional Planning: League has supported this legislation. Minnesota has a proposed federal River Basin Commission for the Red River, and it is possible that the Boundary Waters Commission will apply for a federal River Basin Commission. Title III of the Water Resources Planning Act encourages states to develop and carry out their own water and related land resource plan. That a state water plan be developed for Minnesota is recommended by the Governor's Water Resource Review Committee.

3. Financing: The state League can support matching funds for federal appropriations for pollution control projects. Another aspect of financing in relation to planning is that for every federal appropriation there is the qualification that the community, county or state must be involved in comprehensive planning for eligibility. This also with state planning will increase financial aid. Federal river basin planning also could provide more.

4. Information: There is a growing concern that Minnesota does not have the funds to develop an adequate conservation education program. There will be requests for financial support of an expanded program by the Conservation Department.

5. Citizen Participation: The Minnesota Legislature has designated advisory committees, commissions that represent a cross-section of the people involved. However, unless the members are appointed and meetings held, they are of little value. An example of this would be the Water Pollution Control Advisory Committee made XX up of appointed lay people from each state Health District.

Better Water Quality and Land Use: Pollution control is gaining public interest and support. League members are probably most familiar with this water resource problem. It is very likely that there will be legislative proposals concerning tax incentives to industry for pollution abatement. With a consensus in this area, League members will be ready for action. Problems of pollution in rural areas, recreation sites as well as municipalities will surely come before the legislature. The Governor's Water Resource Committee recommended that water quality management be a part of total water through a statewide water resource plan. Alternative systems for water quality management should be carefully studied. Citizens should have the opportunity to consider several possible solutions to their problems.

Coordination of Agencies for Better Water Resource Management: There are presently 30 major local, state and federal agency units and over 50 other organizations interested in water resources. The listing is XXX available from the Water Resources Research Center.

League of Women Voters of the U.S.
1200 - 17th Street, N.W.
Washington, D. C. 20036

November 1966

GUIDE FOR LEAGUES REQUESTING PERMISSION TO ACT UNDER THE NATIONAL WATER RESOURCES ITEM

I. THESE ARE CRITERIA FOR YOUR LEAGUE BOARD TO CONSIDER IN MAKING ITS OWN DECISION

If your League is thinking of requesting national Board permission to act under the national water item, your League Board will want to understand thoroughly the proposal on which action is contemplated. Then MEMBERS OF YOUR BOARD WILL WANT TO ASK THEMSELVES the following questions:

1. Will the proposal contribute to better water management by helping to protect, maintain, or improve available water resources?
2. Will the proposal contribute to long-range planning?
3. Will the proposal provide a mechanism for coordinated administration?
4. Will the proposal provide a realistic method of meeting the cost?
5. Does the proposal consider intangible benefits and does it protect against losses from aggravation of a related problem?
6. Does the proposal lend itself to politically effective action? Has consideration been given to special interest groups involved? to the proposal's opponents? to the attitude of the agencies? to the amount of effort that can be expected from other sponsors of the proposal?

II. THESE ARE QUESTIONS FOR YOU TO ANSWER FOR THE NATIONAL BOARD'S INFORMATION

If your League Board decides to request national Board permission to act under the national water item, PLEASE SUPPLY THE NATIONAL BOARD WITH THE ANSWERS TO THE FOLLOWING QUESTIONS. (In view of 3-b below, it will be well to consult your state water chairman while working out the answers to these questions.)

1. Who is requesting permission to act?

   a. Name the League or Leagues proposing to take action. (If the request comes from a regional group, give the name of the inter-League committee.)
   b. Are there any other Leagues in the basin?
   c. Are there any other Leagues that will be affected by the proposal?
   d. Have you consulted Leagues named in (b) and/or (c) above? If so, describe what you have done to inform each of them about your proposed action and to ascertain that each is willing to have your League take such action.
   e. List the Leagues affected that disapprove of your contemplated action.

2. What is the situation which makes the League want to act?

   a. Describe the general situation and the specific issue or issues on which the League or inter-League group proposes to act. Enclose, if possible, a copy of any bill on which the League plans to testify or an announcement of the hearing at which it plans to make a statement.
   b. State the League's reasons for wishing to take action on this issue.

(OVER)

3. What is the authorization for League action?

   a. Which positions incorporated in the national water CA do you believe provide authorization for the contemplated action?
   b. Has the state Board approved the decision to request permission for action?
   c. If the proposed action is based on regional or river basin consensus, did that consensus represent the thinking of most of the Leagues? of most of the members in the region or basin?
   d. If the request comes from a regional or river basin group, who made the decision to take the proposed action and how was it reached?

4. Are League members prepared for this action?

   a. What recent updating and preparation for action have the members received? Are the members interested? in agreement? eager to carry on this action?
   b. Is there a local, state, or regional Program item related to this issue? If so, please state the agenda item, date adopted, and pertinent positions reached. List materials issued and activity under this item to date (enclose samples whenever possible).

5. What kind of action is proposed?

   a. Only providing information to the public? (NO PERMISSION IS NEEDED FOR SUPPLYING PRO AND CON INFORMATION UNDER VOTERS SERVICE.)
   b. Support of specific legislation? If so,

      (1) Has the legislation been measured against the yardsticks established in the national position? (See pp. 29-31, 34 of With Continued Support -- National Current Agenda 1966-1968.)
      (2) Is action contemplated with
          federal, state, and/or local legislative bodies, committees, officials, agencies?
      (3) Is action to be taken in the name of
          a League regional or river basin committee
          a state or local League or Leagues
          members as individuals in response to a Time for Action?
      (4) Is action to be by personal appearance or by letter?
          (ENCLOSE A DRAFT OF THE OFFICIAL LETTER OR STATEMENT YOU EXPECT TO MAKE.)

   c. Any other?

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*                                                             *
*  You will save time if you think through the succes-        *
*  sive steps that might be needed in action. If you          *
*  outline a series of possible activities and/or alter-      *
*  native courses and ask for over-all permission, you        *
*  will be able to respond to changing situations with-       *
*  out coming back to the national Board for additional       *
*  permission. THIS WILL MAKE YOUR LEAGUE OR INTER-           *
*  LEAGUE GROUP MORE EFFECTIVE.                               *
*                                                             *
* * * * * * * * * * * * * * * * * * * * * * * * * * * * * * *
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November 3, 1966

Mrs. Herb Olson
League of Women Voters of Willmar
716 Richland
Willmar, Minnesota

Dear Mrs. Olson,

In reply to your letter requesting answers to some of the questions in Who Pays for a Clean Stream, the answers are brief because the answer to the first question is no. This, of course, more or less eliminates questions two and three.

The Water Pollution Control Commission and the Governor's Water Resources Review Committee are planning to recommend to the 1967 Legislature that the state provide matching funds. At present, the outlook for such legislation seems dim.

On question four, since no authorization for funds has been passed, there is no opportunity for interested groups to lobby for appropriations. Under our national consensus, the state League hopes to lobby for legislation concerned with the division of payments for the installation of local facilities.

Sincerely,

Mrs. Robert Thompson
Organization Secretary

November 7, 1966

Mrs. Frederick Wolner, President
League of Women Voters of Cloquet
320 - 2nd Street
Cloquet, Minnesota

Dear Mrs. Wolner,

On November 17th at 1:30 p.m. the Water Pollution Control Commission will hold hearings on water quality standards for the Nemadji River and its tributaries. The hearings will be held in Carlton at the County Courthouse.

We are notifying you of this meeting in the hope that some members of Leagues in this area may be interested in attending as observers. The state League is working with the Izaak Walton League in an effort to increase citizen interest and participation in meetings of this sort. We would hope that Leagues would take the lead in this effort.

If someone from your League does attend this meeting, please ask her to send a brief resume to the state office.

Sincerely,

Mrs. Earl Colborn
Program Coordinator

To - Virginia
Chisholm
Hibbing

November 7, 1966

Mrs. John Dettman, President
League of Women Voters of Duluth
1405 N. 8th Avenue E.
Duluth, Minnesota

Dear Mrs. Dettman,

On November 17th at 1:30 p.m. the Water Pollution Control Commission will hold hearings on water quality standards for the Nemadji River and its tributaries. The hearings will be held in Carlton at the County Courthouse.

We are notifying you of this meeting in the hope that some members of Leagues in this area may be interested in attending as observers. The state League is working with the Izaak Walton League in an effort to increase citizen interest and participation in meetings of this sort. We would hope that Leagues would take the lead in this effort.

If someone from your League does attend this meeting, please ask her to send a brief resume to the state office.

Hearings on the St. Louis River Basi be held soon. If the St. Louis River Basin study is reasonably up to date, it would be possible for the Duluth League to speak at the hearings. Please let us know if there is any possibility of this, and we will arrange a meeting to discuss it.

Sincerely,

Mrs. Earl Colborn
Program Coordinator