



League of Women Voters of Minnesota Records

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INFORMATION KIT

NATIONAL WATER QUALITY LABORATORY

at DULUTH, MINN.

6201 Congdon Boulevard

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U.S. DEPARTMENT OF THE INTERIOR

Water Pollution Control Administration

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Prepared by The Duluth Chamber of Commerce
In Cooperation With The National Water Quality Laboratory

"PRESERVING OUR NATURAL HERITAGE"

"Let us proclaim a creed to preserve our natural heritage with rights and the duties to respect those rights:

The right to clean water --- and the duty not to pollute it.

The right to clean air --- and the duty not to befoul it.

The right to surroundings reasonably free from manmade ugliness --- and the duty not to blight.

The right of easy access to places of beauty and tranquility where every family can find recreation and refreshment --- and the duty to preserve such places clean and unspoiled.

The right to enjoy plants and animals in their natural habitats --- and the duty not to eliminate them from the face of this earth."

*From a Speech by: LYNDON B. JOHNSON
PRESIDENT OF THE U. S.
FEBRUARY 23, 1966*

On October 5, 1962, Representative John A. Blatnik of Minnesota's Eighth Congressional District announced that a National Water Quality Laboratory would be located in Duluth, Minnesota. The authorization for the new Water Laboratories as described in the Federal Water Pollution Control Act and passed in 1961 was sponsored in the House of Representatives by Congressman Blatnik.

The 13.2-acre site on which the building is located was donated by the City of Duluth in March, 1963. The building was designed by the Architectural firm of Melander-Fugelso and Associates and constructed by A. Hedenberg & Co., Inc., both of Duluth, Minnesota. Construction was started in September, 1965 and completed in July, 1967. Appropriations for construction of the laboratory totaled \$2,200,000 and there will be approximately \$1,000,000 worth of highly technical and scientific equipment at the facility by 1968.

A small staff of technical personnel started the operations of this laboratory in Old Main Hall of the University of Minnesota at Duluth (UMD) in 1965. Their preliminary task consisted of ordering and adjusting highly technical equipment and gathering pertinent material and data for use in the new facilities.

NATIONAL WATER QUALITY LABORATORY

FACT SHEET

AUTHORIZED: Federal Water Pollution Control Act Amendments of 1961 (P.L. 87-88)

SITE: 13.2 acres of land located on a buff overlooking Lake Superior, which was donated to the Federal Government by the City of Duluth in March, 1963. Five miles northeast of the heart of Duluth, the laboratory at 6201 Congdon Blvd. is near the mouth of the Lester River.

BUILDING: Approximately 50,000 sq. ft., two-story laboratory, with a one-story administrative wing; modern-type architecture employing brick and cast-stone facing.

COST: Approximately \$2,200,000. There will be \$1,000,000 worth of highly technical and scientific equipment on the premises by 1968.

CONSTRUCTION: Started -- September, 1965
Completed -- July, 1967

ARCHITECTS: Melander-Fugelso and Associates, Duluth, Minnesota.

CONTRACTOR: A. Hedenberg & Co., Inc., Duluth, Minnesota.

STAFF: August 11, 1967 -- 23 professional
9 technical and clerical
Ultimate -- 133

Current professional staff includes eight Ph. D.'s and seven personnel with Master's Degrees.

AUXILIARY FACILITIES: Newtown, Ohio, laboratory staffed by fourteen researchers. Research will be aimed at studying long term chronic toxicity among warm water fishes.

A new laboratory, staffed by five investigators, which will develop research on soft and hard water. A site for the laboratory is yet to be selected in the South.

PROGRAM:

There are five sections engaged in water quality research, in addition to an Administrative Section and the Office of the Director.

Research Sections

Plankton-Periphyton-Bacteria Section: This section isolates and raises planktonic organisms (Microscopic plant and animal life) in mixed and pure environments in order to expose them to sensitivity and long-term toxicological tests. It will conduct research into pollutants that trigger the growth of undesirable algae blooms. One of the nation's major water pollution problems is caused by these blooms, whose growth is greatly accelerated by pollutants, which act as a fertilizer. Excessive algae growth speeds the aging or "dying" of lakes; Lake Erie is a prime example of this eutrophication process, in which a choking crop of algae has developed. Another function of the section will be to examine those microorganisms that produce taste and odor problems in water supplies.

Invertebrate Section: This section carries on research to determine the environmental requirements of those fresh water invertebrates that can be seen without a microscope, such as aquatic insects and worms. It will seek to determine levels at which water pollutants become lethal to these forms of life.

Fish Section: This section will rear fish, their fry and eggs to use in short and long-term tests which will seek to determine the relative sensitivity of different species to contaminants, and to establish levels of water quality to which different species of fish may be safely exposed.

Ecology Section: This section will take field and laboratory findings and test them in natural or simulated environments, determining the short range and accumulative effects of toxic substances on total aquatic communities.

Research Services Section: This section supplies technical and consultative assistance, providing analytical, statistical, data processing, computer, library, publication, editorial, photographic, drafting and illustrating services.

Research Goals

To detect and determine the variety and amounts of pollutants affecting all organisms in the aquatic food chain, including fish. To develop ways of detecting obscure indications of slow deterioration in environmental conditions in order to restore, maintain, and avoid destruction of our aquatic resources. To develop more precise biological indicators of pollution, and develop rapid and effective autopsy techniques to determine what kills fish and other aquatic organisms.

+ + + STAFF + + +

(As of August 11, 1967)

DIRECTOR - (to be announced)

ASSISTANT TO THE DIRECTOR - M. D. Lubratovich

ADMINISTRATIVE OFFICER - C. B. Nash

Purchasing Supervisor - P. Granholm
Secretary-Stenographer - G. G. Idlett
Clerk-Stenographers - D. M. Holm, R. L. Johnson

GENERAL ENGINEER - G. D. Idlett

Maintenance Mechanics - W. F. Dawson, H. T. Jackson

PLANKTON-PERIPHYTON BACTERIA SECTION:

Research Aquatic Biologists - Dr. L. G. Williams, Phytoplankton-Periphyton Unit
C. T. Walbridge, Phytoplankton-Periphyton Unit
Dr. A. W. Hoadley, Bacteria Unit

INVERTEBRATE SECTION:

Research Aquatic Biologists - A. E. Lemke, Production-Sensitivity Unit
J. W. Arthur, Production-Sensitivity Unit
V. R. Mattson, Production-Sensitivity Unit
Dr. A. V. Nebeker, Environmental Unit
Dr. M. J. Imley, Environmental Unit
W. E. Smith, Environmental Unit
H. L. Bell, Environmental Unit
D. T. Olson, Environmental Unit
Dr. S. L. Warnick, Toxicology Unit

FISH SECTION:

Environmental-Production & Sensitivity Unit Chief - B. R. Jones
Toxicology Unit Acting Chief - Dr. J. M. McKim
Research Aquatic Biologists - J. G. Hale, Production-Sensitivity Unit
D. A. Benoit, Production-Sensitivity Unit
Dr. D. A. Hilden, Toxicology Unit
J. H. McCormick, Toxicology Unit
R. E. Pearson, Toxicology Unit
Research Chemist - Dr. G. M. Christensen, Toxicology Unit
Science Technician - R. F. Syrett, Production-Sensitivity Unit
Biologist Laboratory Technician - G. F. Olson

RESEARCH SERVICES SECTION:

Research Chemist - R. W. Andrew, Service-Methods Unit

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U.S. DEPARTMENT OF THE INTERIOR - Stewart L. Udall, Secretary of the Interior

FEDERAL WATER POLLUTION CONTROL ADMINISTRATION - James M. Quigley, Commissioner
John T. Barnhill, Deputy Commissioner

For Release July 19, 1967

STATEMENT BY SECRETARY OF THE INTERIOR STEWART L. UDALL ON WATER QUALITY STANDARDS, WASHINGTON, D.C., JULY 19, 1967

The big water cleanup launched by the Water Quality Act of 1965 and reinforced by the Clean Water Restoration Act of 1966 has moved into a new and crucially important phase.

The Federal Water Pollution Control Administration has been part of the Department of the Interior only a little more than a year.

It has been a big year--a year of increased activity on all fronts--in construction of municipal waste treatment works, in research, in the development of river basin programs, in technical assistance.

We have also been keeping the heat on in the enforcement area. For example, one of these actions--an enforcement conference on Lake Erie pollution last March--was the most significant in terms of total impact since the beginning of the enforcement program in 1948.

We are in the midst of a major study which will give us the first authoritative basis for measuring the long-range costs of preventing industrial pollution. We are also tackling the question of financial incentives to industry.

We have conducted the first overall study of pollution from watercraft and what should be done about this growing problem.

And in cooperation with other Federal agencies, we are developing an across-the-board program for the prevention and control of oil pollution.

While all this has been going on, we have been laying the groundwork for an entirely new approach to the problem of water pollution in this country.

The establishment of water quality standards for all interstate and coastal waters--regardless of the sources of pollution--puts water pollution control for the first time on a consistent basis throughout the country.

What this program adds up to is the phasing in of a new generation of weapons in the war on water pollution, without any letup in any of the going operations.

Setting water quality standards involves three major steps:

1. Deciding what uses are to be made of specific interstate and coastal waters.
2. Determining what kinds of water are needed for these various uses.
3. Developing a specific enforceable plan and schedule for achieving the necessary water quality.

June 30th, as all of you know, was the due date for the States to submit their proposed standards.

Here's the box score as of today:

Proposed standards have been received from 48 of the 50 States and from the District of Columbia, Puerto Rico, and the Virgin Islands. Alaska, Oklahoma, and Guam, as of the moment have not sent us their standards.

Based on the recommendations of Commissioner Jim Quigley, I have approved water quality standards for all interstate waters of two States--Georgia and Indiana.

I want to congratulate the Governors of these States and their water pollution control agencies for an all-out effort. Their standards reflect the tremendous amount of work they've put into this task in the last year.

I have also approved the standards submitted by the State of Oregon, except for a small portion of the State involving the Klamath River and Goose Lake drainage areas where compatability with California's standards must be determined. Congratulations are also in order here for a job well done.

Finally, I have approved the standards submitted by the State of New York for the Delaware River.

This brings me to a second category--standards that are substantially satisfactory but on which some details still need to be worked out.

The New York standards for the Susquehanna, the St. Lawrence, Lake Ontario, and Lake Erie--Niagara River are in the generally satisfactory category. We have not yet completed our review of New York's proposed standards for the Hudson River or New York coastal waters. Based on the reviews thus far completed New York has done a generally outstanding job of standard setting.

Also in the generally satisfactory category are the standards from Alabama and South Dakota and those from Ohio for the Maumee River. Review of the other Ohio standards has not been completed.

The most significant single thing about the standards that I have approved is that they call for a minimum of secondary treatment for all municipal wastes and a comparable degree of treatment for industrial wastes.

Considering that the deadline for submission of standards was only about two weeks ago and considering all the complexities involved, this is excellent progress. The standards approved so far are among those that were submitted well before the June 30 due date and so were reviewed first, both in the field and in Washington.

I expect to be able to announce additional approvals in the near future.

There also will be some problems. I expect to have no choice but to disapprove some standards. Where we have problems that we believe can be worked out, we are encouraging the States to take another look at their standards and to bring them into conformity with the requirements of the Water Quality Act and our Guidelines.

Where this cannot be done, I will promptly set the machinery in motion for Federal establishment of standards for those interstate and coastal waters for which we do not receive satisfactory standards from the States involved.

The decisions I have thus far taken were based on reviews by the Federal Water Pollution Control Administration and the recommendations of Commissioner Quigley and a final review by my office.

There has been another important development. We have received the preliminary reports of the National Technical Advisory Committees on water quality criteria. You may recall I appointed these five committees last February to recommend water quality criteria for various water uses. They have already performed an extraordinary public service, and we can look to them with confidence for further advice and assistance in the weeks and months ahead.

I have here a copy of an interim report of these committees, and my people tell me that the scientific information that these committees have brought together for us and the recommendations they have developed are proving invaluable as guides in reviewing the water quality standards submitted by the States.

Determining water characteristics required for various water uses is a complex business. Drawing on the best available scientific knowledge, the technical committees have done an excellent job of developing guidelines for determining suitable water quality for five major categories of use--recreation and aesthetics, public water supplies, fish and other aquatic life and wildlife, agriculture, and industrial water supplies.

A great many factors must be taken into account in making these determinations--levels of dissolved oxygen, temperature, turbidity, pesticides, hydrogen-ion concentrations, and so on and so on.

As an interesting sidelight, one of the recommendations is that a substitute for lead be developed for shotgun shells. These spent lead pellets settle into underwater feeding grounds and kill an estimated million ducks a year.

One of the most significant committee recommendations was one dealing with temperature requirements for fish and other aquatic life. Temperature increases are an emerging problem all across the country. Temperature, therefore is one of the major factors considered in reviewing State standards.

I want to take this opportunity to thank the 86 scientists and water authorities from all parts of the country who serve on these technical committees and who have been working so hard to help us achieve the objectives of the water quality standards program.

I would like to add just a couple of thoughts here.

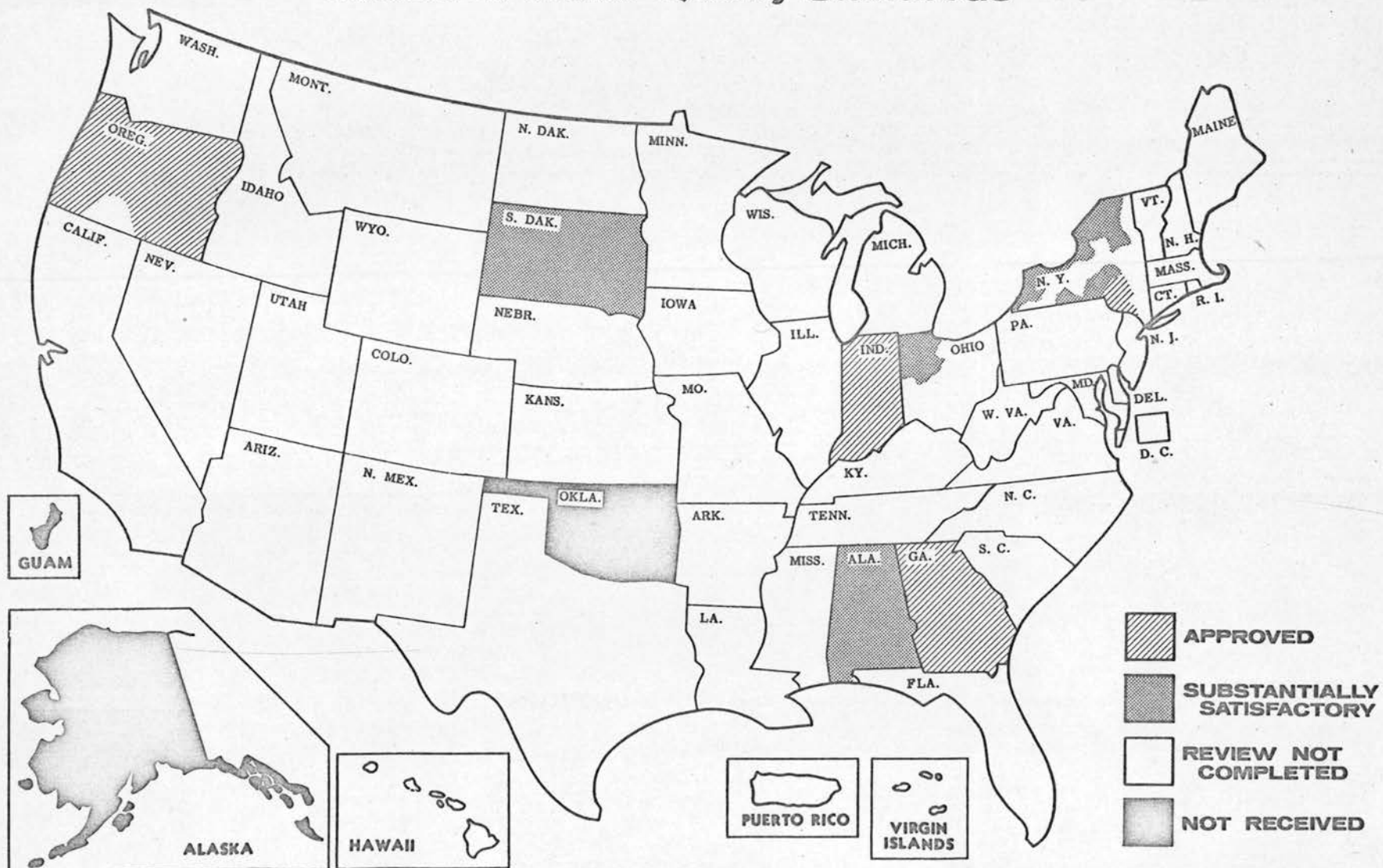
This is just the beginning. The process of review and action on the standards will be going on intensively during the next several weeks. The pace that Jim Quigley and his people over at the Agency have been setting is a fast one. So I would guess that the whole job would be completed before the end of this year.

But please bear in mind it involves literally hundreds of standards for portions of interstate waters throughout the country. Just for example, I have here standards for New York's portion of the Susquehanna River Basin. It totals three thick volumes just for this one stretch of water.

Once standards have been approved for all interstate and coastal waters we will be on our way toward better water for all uses. In fact, we are already on our way. This is the beginning of the end of gross abuse of this country's invaluable water resources.

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Status of Water Quality Standards



July 17, 1967

U. S. Department of the Interior • Federal Water Pollution Control Administration

June 1967

**WATER QUALITY STANDARDS:
Questions and Answers**

**U.S. DEPARTMENT OF THE INTERIOR
FEDERAL WATER POLLUTION CONTROL ADMINISTRATION**

Water Quality Standards--Q & A

- Q. The terms Water Quality Standards and Water Quality Criteria seem to be used more or less interchangeably. What do these terms mean?
- A. There is a distinction between these terms under the Water Quality Act, and this distinction is essential to an understanding of what is intended by the law and of how the program works in actual practice. The law states that criteria for interstate waters, together with a plan for implementation and enforcement of the criteria, are the water quality standards for such waters. What these words mean in actual practice is this:

First, after public hearings, a determination is made as to what a particular stretch or body of interstate water is to be used for. These uses will vary, depending both on what is wanted in the way of water quality and what is considered possible.

In many cases, the standards will call for water clean enough for swimming and for municipal supply. In some cases, the standards will be less rigid, allowing for water of lower quality--for use, say, mainly for boating and industrial supply.

In no case, will standards permit abandoning interstate waters to nothing but waste disposal. And no standards will be approved that would permit lowering the existing quality of any interstate waters.

Second, once uses have been determined, the specific characteristics required or allowed for such uses are applied. These specific characteristics are the water quality criteria. All criteria pertinent to the uses decided upon for a particular stream or lake must be covered by the standards. Depending on intended uses, acceptable criteria for an interstate lake or stream must include specific levels or ranges for some or all of the following: dissolved oxygen, temperature, chlorides, phenols, alkalinity, salinity, alkalinity-acidity balance (pH), hardness, number of coliforms, sedimentation, and suspended solids or turbidity.

Third, a specific, detailed plan for meeting the criteria must be developed. Where the objective is to substantially upgrade the quality of a badly polluted stream or lake, a schedule for construction of waste treatment facilities and other measures is required. This work may involve both cities and industries and may extend over a period of years, depending on the amounts and kinds of pollution involved and the water uses decided upon. In cases where water is already of sufficient quality to serve agreed upon uses, preventive actions may be needed, or perhaps only surveillance.

In short, the term water quality standards means (1) a determination as to what the water in question is to be used for, (2) a scientific determination of the specific characteristics or criteria that make the agreed upon uses possible, and (3) as needed, a step-by-step plan for construction and other measures that will meet the criteria.

- Q. What is the significance of the standards?
- A. The principal significance is that the establishment of water quality standards is now a national program. The idea of water quality standards is not new, but the approach heretofore has been on a piece-meal basis. The Water Quality Act of 1965 set the machinery in motion to develop standards for all interstate and coastal waters, regardless of the sources of pollution. Once standards have been approved for all States, all cities and industries will know what is required of them in order to upgrade or maintain the quality of the interstate waters of their respective States. In effect, the program puts cities and industries in a given river basin or along an interstate lake on a more or less equal footing. In the past, it has not been uncommon for industries to let it be known that they might have to move elsewhere if faced with too-stringent pollution control requirements at their existing locations. With the establishment of water quality standards for all States, there will be few if any opportunities for such moves solely for the purpose of avoiding measures to control or prevent water pollution.
- Q. Since uses, and therefore the water quality criteria, will vary, how does this put cities and industries on an equal footing?

- A. The Water Quality Act begins with these words: "The purpose of this Act is to enhance the quality and value of our water resources and to establish a national policy for the prevention, control, and abatement of water pollution."

While this declaration of policy does not mean that every city will be required to provide the same degree of waste treatment as every other city, or that every industry will be confronted with identical requirements, it does mean that the door is being closed against many pollution practices that have been tolerated and even accepted as necessary in the past.

All water quality standards--classes of use, the water quality criteria for such uses, and the plans for implementation and enforcement--will be evaluated in the light of the declaration of policy. In that sense, cities and industries are placed on an equal footing. In order to carry out the objectives of the Act, however, some cities and industries will find it necessary to take more drastic pollution control measures than others, depending on volume and flow of receiving waters, the uses these waters are intended to serve, and other factors.

Heavy contributors to pollution of interstate waters which are marked for substantial upgrading will be in much the same situation the country over. Similarly, preventing pollution of waters that are already of desirable quality will impose more or less equal responsibilities on communities and on industries which, in the absence of standards, might be tempted to use those waters for indiscriminate waste disposal.

In other words, since the basic objective of the water quality standards program is to "enhance the quality and value of our water resources," major polluters are roughly on the same footing. So are minor polluters, and so are potential polluters. Obviously, the standards will not have the same impact on minor or potential polluters as on major current polluters.

- Q. Who determines the criteria for various water uses?

- A. The Secretary of the Interior is empowered under the law to approve or disapprove both the criteria and the plans submitted by the various States. On February 9, 1967, the Secretary announced the appointment of five National Technical Advisory Committees to recommend specific criteria for five categories of use--agriculture, recreation and aesthetics, industrial water supplies, public water supplies, and fish and other aquatic life and wildlife. These expert committees are advising the Federal Water Pollution Control Administration and the Secretary as to what water characteristics are necessary or allowable for the various categories of use to which the committees have been assigned. The committees were not asked to advise the Government as to what various interstate waters should be used for, only for scientific determinations as to the kinds of water needed or acceptable for various uses. The findings of the committees will be taken into account in reviewing the State standards. For example, the number of parts per million of dissolved oxygen necessary for various water uses is one of the many criteria on which the Government is receiving expert advice from the National Technical Advisory Committees. Among other things, excessive amounts of organic wastes reduce or deplete the dissolved oxygen normally present in lakes and rivers. This, in turn, has adverse effects on many desirable forms of marine life.
- Q. What is the procedure for approving or rejecting water quality standards submitted by the States?
- A. The standards are first reviewed by the Regional Offices of the Federal Water Pollution Control Administration and then by the Water Quality Standards Staff in Washington. This review determines whether the criteria developed for a particular stretch or body of interstate water are consistent with the purposes of the Water Quality Act and whether the State plan for implementation and enforcement of the criteria is adequate. In making its initial review, the Water Quality Standards Staff has the benefit of water use criteria developed by the five National Technical Advisory Committees, factual information and judgments on pollution control needs developed by FWPCA's nine Regional Offices, background information and status reports growing out of past or pending Federal enforcement actions, comprehensive pollution control programs developed or being developed by FWPCA for a number of river basins, and many other reference materials developed by FWPCA and/or State and interstate pollution control agencies over the years. Moreover, in most cases, formal submission of the standards to FWPCA was preceded by extensive consultation among the Water Quality Standards Staff, the Regional Offices, and State officials during the development of the standards.

Following exhaustive review by the Water Quality Standards Staff, the standards are submitted, with recommendations, to the Commissioner of FWPCA. Standards that the Commissioner considers adequate are submitted, with a recommendation for approval, to the Secretary of the Interior. Those the Commissioner considers unacceptable are submitted to the Secretary with the recommendation they be rejected.

Q. How long is the total review process expected to take?

A. The reviews involve hundreds of standards for various portions of interstate waters. In many instances, standards submitted by one State must be reviewed against standards submitted by an adjoining or downstream State, so that all standards for an interstate stream or lake will be comparable, equitable, and workable.

As fast as FWPCA reviews are completed, standards will be referred to the Secretary for final action. Some standards or sets of standards will be acted upon by the Secretary while the FWPCA review of other standards is still in progress. The whole process--FWPCA reviews and recommendations and final Department action--will take several months.

Q. What happens if the standards submitted by a State are disapproved in whole or in part by the Secretary?

A. The Secretary is empowered to establish standards--i.e. set criteria and develop a plan for implementation and enforcement--for the interstate waters in question. The procedure, in brief, is as follows:

After reasonable notice and a conference with representatives of appropriate Federal departments and agencies, interstate agencies, States, municipalities and industries involved, the Secretary is empowered to prepare regulations setting up new or revised standards for the interstate waters of the State in question. Then, if the State does not submit acceptable standards within six months or petition for a public hearing, the Secretary is empowered to put the standards into effect.

Q. And if the State petitions for a public hearing?

- A. The Secretary calls a hearing before a board of five or more members. The members of the hearing board are appointed by the Secretary, but each State which would be affected by the standards must be given the opportunity to select one member of the board. If the hearing board approves the standards established by the Secretary, the standards go into effect upon receipt of the board's recommendations. If, on the other hand, the hearing board recommends modifications, the Secretary is required to issue revised standards in line with the board's recommendations.
- Q. Once standards for the interstate waters of a particular State have been approved or established by the Secretary, how are the standards enforced?
- A. Standards submitted by a State and approved by the Secretary (or issued by the Secretary) become, in effect, Federal standards for the waters involved and are therefore subject to Federal enforcement action. This, however, is a last resort. The initial responsibility for enforcement of standards rests with the States. Development of State plans for implementation and enforcement of the criteria is an integral part of the standard-setting process.
- Q. How will a State and/or the Federal Government know in all instances whether plans for implementation as submitted by the State and approved by the Federal Government are in fact being carried out by the municipalities, industries, and others concerned?
- A. There are a number of ways in which both performance and results can be monitored--ranging from checking on construction schedules to monitoring actual water quality at various points. FWPCA maintains a monitoring system to keep track of changes in the quality of many interstate streams, and this system is being expanded. As necessary, State monitoring programs are also expected to expand. Some water quality data are collected electronically, some through laboratory tests of water samples. Data collected by other Federal agencies, particularly the Geological Survey, will also be useful in standards surveillance.

Then, too, implementation plans will usually involve specific timetables for construction of waste treatment facilities. Construction of required municipal waste treatment works will involve Federal grants and in many cases State grants as well. This provides both the Federal and State governments with a specific means of keeping track of construction progress.

For example, in order to meet the criteria for a particular stretch of river, a city, say, is required to install secondary treatment for its wastes. This involves a number of specific steps--development of plans and specifications and cost estimates, submission of applications for grants and other provisions for financing, advertising for bids, and so on. These, in effect, constitute check points against which the State agency can measure the progress of the project.

In the case of an industrial plant, meeting the criteria may mean either installation of waste treatment facilities or process changes or both. Here again, through consultation with plant managers or other company officials, the State agency can determine periodically whether the work is on schedule.

State and Federal surveillance of the standards will be a relatively simple matter in the case of major and well known sources of both municipal and industrial pollution. Where many and diffuse sources of pollution are involved, surveillance will, of course, be more difficult. However, as major sources of pollution are brought under control, it will become progressively easier to identify and deal with the less obvious sources of pollution.

- Q. What effect will the standards have on the existing Federal water pollution control enforcement program?
- A. Approved standards constitute specific objectives and specific steps for achieving those objectives. If the Secretary has information that standards are being violated and that State enforcement actions are inadequate, he is empowered--after notice and a wait of 180 days--to refer the matter directly to the Department of Justice. In such instances, the conference and hearing stages, otherwise involved in Federal enforcement actions, are dispensed with.

Pollution of interstate waters usually involves a number of communities and industries. Although enforcement conferences and hearings are not required under the water quality standards provisions, the burden remains on the Government to prove that an industry or city is in violation of the standards. In other words, as in any other enforcement action, the Government must be prepared to cite specific kinds and amounts of pollutants and their effects on the interstate waters involved.

The ultimate decision as to what actions will be required rests with the court. On this point, the law states: "The court, giving due consideration to the practicability and to the physical and economic feasibility of complying with such standards, shall have jurisdiction to enter such judgment and orders enforcing such judgment as the public interest and the equities of the case may require."

- Q. Quite apart from enforcement, to what extent is the Federal Government prepared to help the States carry out the objectives of the water quality standards?
- A. Federal assistance will be available all across the board--ranging from technical advice on complex pollution problems to grants for construction of waste treatment works under the expanded construction grants program and more liberal Federal matching authorized by the Clean Water Restoration Act of 1966.

The Federal Water Pollution Control Administration conducts and supports a variety of technical studies and demonstration projects. It also develops comprehensive pollution control programs for entire river basins. Expert technical assistance is constantly being made available, on request, to State pollution control agencies, and this kind of service will accelerate under the water quality standards program. Experience of FWPCA experts on particularly difficult pollution problems in one section of the country is often applicable to similar problems elsewhere.

Moreover, FWPCA technical experts are in constant touch with FWPCA research and development work throughout the country and are in position not only to advise States and communities on the latest pollution control techniques but to alert them to research and development work that is under way. For example, phosphates and nitrates that are not removed by secondary treatment processes have become a major pollution problem, and FWPCA technical experts are up on the latest developments in this growing area of research and development. Control of acid mine-drainage and the control and prevention of oil pollution are among the many other areas of current concern with which FWPCA technical experts are fully conversant.

In a word, FWPCA will back the States in every way possible--with both money and knowledge--in achieving the objectives of the water quality program.

- Q. Will the standards program have any effect on intrastate waters?
- A. Although the water quality standards provisions apply only to interstate waters, pollution of these waters is subject to abatement under the law "whether the matter causing or contributing to such pollution is discharged directly into such waters or reaches such waters after discharge into a tributary of such waters." Therefore, the standards will affect many streams not commonly thought of as being interstate streams. Moreover, many States, in developing standards for their interstate waters, have also developed standards for some or all of their intrastate waters as well, and this trend is expected to continue. The benefits resulting from the standards program for interstate lakes and streams can be expected to generate a drive for more effective pollution control and prevention for all the Nation's water resources. The spill-over of benefits to intrastate lakes and streams could come about as the result of strengthened State enforcement programs, increased pollution control activity on the part of industry, public demands for application of pollution control techniques to intrastate waters that are known to be effective in controlling interstate pollution, and in many other ways.

Under the Clean Water Restoration Act of 1966, Federal grants for the construction of municipal waste treatment works can be increased to 50 percent if the project is part of an enforceable water quality standards program. And this applies to intrastate pollution control programs as well as to interstate programs.

- Q. How soon will the water quality standards program begin to show actual results?
- A. For some forms of pollution, the program is expected to produce tangible results in a matter of three to five years. Some of the more difficult situations will take longer, perhaps up to a decade.

The causes of water pollution fall into two broad categories--wastes from easily identified, point-of-origin sources, and wastes from diffuse or non-point sources.

Control and prevention of interstate pollution under the water quality standards program will proceed on both fronts simultaneously, with earliest results appearing in the first category--that is where sources are most easily identified and the pollution most readily controlled.

The major immediate objective will be the control of pollution from cities with inadequate waste treatment facilities or no treatment facilities and major industrial plants which have not instituted pollution control measures which are readily available to them, such as waste treatment or process changes or both.

Progressive control of interstate pollution from all such sources can be expected to begin in the near future. The standards program, coupled with the expanded Federal grants program for waste treatment construction, will provide a powerful stimulus to the construction or expansion of municipal waste treatment facilities. At the same time, the requirements of the standards program should result in early action against many industrial pollutants, such as organic pollutants that can readily be treated, either by the plants themselves or in combination with municipal waste treatment, and chemical pollutants that can be eliminated through process changes or recovered and otherwise disposed of. The control of thermal pollution from power plants and manufacturing plants using large quantities of water for cooling is another area in which early progress is possible. With respect to industrial pollution generally, there is a marked trend toward including pollution control as a legitimate and regular part of the overall costs of production. The requirements of the standards program can be expected to accelerate this trend.

At the same time, efforts will be intensified to prevent or control pollution from diffuse, non-point sources. These include silt from land erosion; pollution from combined storm and sanitary sewers; pollution from return flows of irrigation waters; pollution from the vast quantities of sludge that have been accumulating in or been dumped into many lakes, rivers, bays, and estuaries; pollution resulting from improper or excessive use of agricultural chemicals; runoff from feed lots; seepages from septic tanks and cesspools; wastes from ships and boats; and pollution from a host of other diffuse sources. Effective control of some of these hard-to-control forms of pollution will take time. How long will depend on the speed of scientific and technological advances in some of the more difficult areas of water pollution control, public understanding and public pressure, individual cooperation, and many other factors. As progress is made in dealing with the more obvious, more manageable forms of pollution, the water quality standards program can be expected to stimulate efforts to deal with the more difficult, more diffuse forms of water pollution.

- Q. Once the standards have been put into effect, are these the standards from there on out, or can they be changed or upgraded from time to time?
- A. Either at the request of a Governor or on his own initiative, the Secretary is empowered to take steps looking toward a revision of the standards of any State. The procedure for this is the same as the procedure for revising the standards initially submitted by a State if found to be unsatisfactory.

With continued advances in the science and technology of water pollution control, it is expected that many of the water quality standards initially approved or established by the Secretary will be upgraded from time to time in the years ahead in order to meet mounting demands for clean water for both necessary and desirable uses.

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AUG 23 1967

AUG 23 1967

The Izaak Walton League of America
719 13th Street, N. W., Room 509
Washington, D. C. 20005
Tel: 202-347-5880

Clean Water Letter #2

July 31, 1967

FIRST WATER QUALITY STANDARDS APPROVED

Indiana and Georgia took first honors July 19 when Secretary of the Interior Stewart L. Udall announced final Federal approval of their water quality standards at a press conference in Washington. They are the first states to get Federal acceptance of their standards as required by the 1965 Federal Water Quality Act. Forty-eight of the 50 states and the District of Columbia, Puerto Rico, and the Virgin Islands have sent in their proposed standards.

Hailing Georgia and Indiana as bellwethers, Udall commended them for national leadership in setting acceptable standards for all their interstate and coastal waters. Oregon's standards were also approved, excepting a small portion of the state involving the Klamath River and Goose Lake drainage areas where compatibility with California's standards is yet to be determined.

Udall classified standards from several other states as "substantially satisfactory," meaning the submission had approval of all but a few details not being worked out between the state and Federal governments. New York's standards for the Susquehanna, the St. Lawrence, Lake Ontario, and the Lake Erie-Niagara River basins fell into this category. Review of New York's proposed standards for the Hudson River and the New York coastal waters has not been completed.

Alabama and South Dakota standards, and Ohio's for the Maumee River, are also in this second category. A decision is expected soon on the Alabama and South Dakota standards and the remaining New York standards.

Not yet in with their proposals are Alaska, Oklahoma, and Guam. Federal representatives are working with state and territory officials on these missing standards. FWPCA Commissioner Quigley expects Oklahoma to be in with its standards very soon.

FWPCA review of other state submissions is not complete. The job of reviewing the state standards is not expected to be finished before the end of the year.

High water quality goals coupled with a sound implementation and enforcement plan proved key factors in these initial approvals. "The most significant single thing about the standards that I have approved is that they call for secondary treatment as a minimum for all municipal wastes and a comparable degree of treatment for industrial wastes," Udall stated. He expects that many areas will want to go beyond secondary treatment. All standards must include a specific timetable for waste treatment plant construction to get Federal approval.

Agreement on standards for adjacent or shared waters in another important factor determining Federal acceptance. "Once we approve adequate standards for one state or river basin, the other states will have to measure up," Udall said.

The Secretary stressed his reluctance to set standards for states having unsatisfactory proposals, but indicated he would exercise his authority if Federal and state officials could not come up with a revised and acceptable set of standards. He emphasized the importance of compatibility of standards on a regional and national basis. "What we're pushing for is to get states which share a river basin to share a common standard, a common goal in planning," he explained.

Udall said he expected to have no choice but to disapprove some standards. A case in point involves the Potomac Basin states, notably those in the metropolitan Washington region: Maryland, Virginia, and the District of Columbia. Udall expressed disappointment over the failure of metropolitan area officials to come up with the model standards requested by President Johnson for the Potomac. "This means we'll have to throw the standards back and have a series of hard-headed discussions. I regret they are submissions we can't approve," he concluded. Maryland submitted better standards than the other two metropolitan Potomac jurisdictions according to the Secretary.

UDALL FORECASTS ACTION PROGRAM TO MEET STANDARDS

Secretary Udall summed up the outlook for the future as "an action program working toward improvements in water management." He predicted "fair-minded and tough" Federal enforcement of standards and increased Federal action to get waste treatment plants constructed by industry and local governments. "This is a roll-back program. We're not just proposing to hold the line," he said. The Federal government is looking to achievement of clean water within a 5-year period.

NEXT STEP: ENFORCEMENT

Water quality standards are meaningless unless enforced. Federal enforcement to date has been directed not to the new standards and powers but to enforcement authority in the basic Federal Water Pollution Control Act. As of July 1, 1967, 41 enforcement conferences have been convened to deal with the worst cases of pollution. Only one case so far has reached the court. Although court action may be necessary to get enforcement of standards, Federal officials endorse an early view of Justice Holmes that water pollution disputes ought to be resolved in conference, not in court.

FWPCA enforcement officials are responsible for reviewing the state implementation and enforcement plans to determine whether they are realistic and enforceable. Reviewers look for a plan which will provide clean water in roughly five years and which includes a detailed, step-by-step waste treatment facilities construction schedule. FWPCA has not set-up an official timetable for the construction of necessary remedial facilities by a polluter. Past experience in setting up construction time schedules as a result of enforcement conferences is one basis the reviewers are using to judge the adequacy of state implementation and enforcement plans. Practicality and possibility of state plans and goals also helps to form the Federal rule-of-thumb.

Once promulgated, state standards are Federally enforceable. FWPCA policy is to encourage and accept state enforcement action. The Federal agency neither desires nor intends to direct all enforcement activity from Washington.

FWPCA officials will cooperate with the states in a program of monitoring interstate waters throughout the country to verify that water quality reported and specified is being achieved and maintained. The Federal surveillance system is being expanded. State programs are expected to expand as a result of recently increased Federal appropriations for grants to the states to upgrade their pollution control programs.

Where water quality standards are being violated, and a state neither takes nor intends enforcement action, the Federal government is empowered -- after notice and a wait of 180 days -- to initiate court action. In the case of interstate pollution (where polluted water endangers the health or welfare of persons in a state other than the one in which the polluting discharge occurs), the Secretary may request the Attorney General to bring suit on behalf of the United States to secure abatement of the pollution. In the case of intrastate pollution (where polluted water endangers the health or welfare of persons within the same state in which the pollution originates), the Secretary, at the written request of the Governor of the state, may ask the Attorney General to file suit.

The burden remains on the government to prove that a municipality or industry is violating the state standards. This means that before the Federal officials start court proceedings they must have precise technical and scientific reports indicating pollution exists and identifying the source.

The old authority granted in the basic water pollution control act can still be invoked by Federal enforcement officials. In a case of interstate pollution, the Secretary must call an enforcement conference at the request of a state. He may also initiate and participate in joint international pollution control conferences. He can likewise continue to call enforcement conferences to abate pollution affecting shellfish or shellfish products. In other words, none of the old enforcement powers has been diminished or deleted by the new authority.

NATIONAL TECHNICAL ADVISORY COMMITTEES' INTERIM REPORT PUBLISHED

Last February Secretary Udall organized five National Technical Advisory Committees to recommend criteria required to support various water uses. The committees have published a voluminous interim report outlining criteria necessary to maintain suitable water quality for five major use categories: recreation and aesthetics, public water supplies, fish and other aquatic life and wildlife, agriculture, and industrial water supplies.

The facts and recommendations submitted by the various committees have proved invaluable guides in the Federal government's review of state standards, Secretary Udall has said. Although he described the reports as advisory, the Secretary expects almost all the recommendations will be followed and will "become standards as they evolve."

Among the most significant recommendations are those dealing with scientific requirements for fish and other aquatic life. Following are some excerpts from the report of the Committee on Water Quality Criteria for Fish, Other Aquatic Life, and Wildlife.

CRITERIA FOR FRESHWATER ORGANISMS

TEMPERATURE

I. For Warm Waters

To maintain a well-rounded population of warm water fishes:

- A. Heat should never be added in excess of an amount that would raise the natural prevailing temperature more than 5° F in streams nor more than 3° F in the epilimnion of lakes (depending on certain averages and ideally based on continuous records over a period of one year or longer).
- B. The following upper limits are recommended for various geographic locations of the country:
 - 1. Peak water temperature range not to exceed 83° to 86° F (with designated local peak temperatures not to prevail more than 6 hours in any 24-hour period) for:
 - a. cooler lakes and headwater streams of northern portions
 - b. higher elevations in south, other portions
 - 2. Peak water temperature range not to exceed 86° to 90° F (with designated local peak temperatures not to prevail more than 6 hours in any 24-hour period) for:
 - a. larger streams, lakes and reservoirs of central portion
 - b. lowland streams of northern portion
 - c. areas of moderate elevation in southern portion
 - 3. Peak water temperature range not to exceed 90° to 96° F (with designated local peak temperatures not to prevail more than 6 hours in any 24-hour period) for moderate to large lowland streams and large lowland streams and lakes, southern portion.

II. For Cold Waters (Salmonids)

- A. Inland trout streams, headwaters of salmon streams, trout and salmon lakes and the hypolimnion of lakes which contain salmonids should not be warmed by the addition of wastes.
- B. No heated wastes should be discharged near spawning areas. Winter temperatures (November through March) of salmonid waters should not be raised above 55° F.
- C. Large cold streams used as migratory routes by salmon and inhabited by adult trout should be maintained at temperatures favorable for salmonid production.

DISSOLVED OXYGEN

Essential for maintaining native populations of fish and other aquatic life are the following conditions:

I. For diversified warm-water biota (including game fish):

- A. DO concentration should be above 5 ppm (assuming normal seasonal and

daily variations are above this concentration).

- B. Under extreme conditions -- DO may range between 5 ppm and 4 ppm PROVIDED that the water quality is favorable in all other respects.

II. For diversified cold-water biota:

DO concentration should be at or near saturation.

- A. For spawning areas -- DO levels must not be below 7 ppm AT ANY TIME
- B. For good growth, well-being of trout, salmon and other species of biota -- DO levels should not be below 6 ppm
- C. Under extreme conditions -- DO levels may range between 6 ppm and 5 ppm PROVIDED that water quality is favorable and normal daily and seasonal fluctuations occur.
- D. In large streams having some stratification or serving principally as migratory routes, DO levels may be as low as 5 ppm for periods up to 6 hours, but NEVER below 4 ppm at any time or place.

pH (ALKALINITY, ACIDITY)

No materials should be added in quantities sufficient to lower the pH below 6 or raise the pH above 9.0.

HOUSE BACKS OFF FROM CLEAN WATER COMMITMENT

In a July 25 session attended by less than half its membership, the House of Representatives rejected an effort to fund the Federal waste treatment facilities construction grants program at the \$450 million level authorized unanimously by Congress last year. The action came when Congressman James Howard of New Jersey offered an amendment to the Public Works Appropriation bill which would have restored the construction grant funding to the \$450 million mark authorized last year for fiscal 1968. The House Appropriations Committee had pared the amount to \$203 million.

Despite overwhelming public and private support for the national clean water drive, the Administration requested -- and got -- a recommendation of \$203 million for the construction grant program for 1968. This is less than half the amount the states need to build sewage treatment plants in the numbers and with the speed required to clean up America's waters. Yet the proved most effective way to combat water pollution is to build treatment facilities.

Senator Muskie and Congressman Blatnik, state water authorities, and conservationists predict that the Federal government's failure to keep financial faith with the states will disastrously slow down the attack on water pollution, just when for the first time all the states are setting water quality standards and establishing firm goals for their pollution abatement programs. "If we provide \$200 million, our states and municipalities will make their plans at that level. If we provide

\$450 million, they will make their plans at the higher level and we will be that much nearer to the day when our lakes, streams, and estuarine areas will be restored to an acceptable degree of purity," Blatnik told his Congressional colleagues.

Congressman Jim Wright of Texas, explaining the "multiplier effect" of Federal pollution control funds, stated: "The first \$500 million that the Federal government invested in the water purity program generated local and state expenditures in excess of \$3 billion -- a ratio of about 6 to 1." He estimated that in cutting the construction grant budget over \$200 million the House might be reducing the total nationwide anti-pollution effort by close to \$1 billion in one year.

A few figures suggest the magnitude of the problem. Thirty-three states have said they need more construction grant dollars in 1968 than the \$203 million will provide. Ohio could match \$27 million, but will get \$8.8 million. Tennessee could use \$9 million, but will get \$4 million. Maryland could absorb \$20.6 million, but is scheduled for \$3.3 million. New York State estimates it needs \$1.7 billion to clean up its backlog of waste treatment plant construction. New York City alone expects to spend \$179 million in 1968. New York State has \$1 billion available for matching grants and can easily qualify for the 40%, possibly even the 55% Federal share of the cost. At a 50% cost-sharing level, New York alone could eat up even more money than the originally scheduled \$450 million. But New York is now eligible for only \$14.5 million.

To look at the problem another way, a 1966 survey of State Sanitary Engineers shows a backlog of 5640 critically-needed waste treatment projects, whose total cost is estimated at \$2.6 billion. The Senate air and water pollution subcommittee, after surveying the needs of our 100 largest cities, indicated that the minimum backlog cost figure is at least twice as big -- approximately \$5.2 billion. In addition to these facilities which should have been built long ago, it is estimated that an average annual expenditure of \$620 million is necessary to replace plants becoming obsolete and to build new or expanded facilities to keep up with the population growth.

In the words of Congressman Minshall of Ohio: "It is almost inconceivable that the same Administration which told us on January 27, 1966, in the economic message, 'despite budgetary stringency, expenditures for this purpose will be given high priority,' should now have more than halved the authorized amount Congress deemed essential to carry out an effective pollution control program."

Mr. Minshall appears to have pointed his finger accurately, judging from the statement of Appropriations Committee Chairman George Mahon of Texas, confidant of President Johnson: "The President just this past year withheld from expenditures some \$3 billion . . . some of it involving funds added above the budget requests . . . In my opinion, there is no likelihood that the additional funds in the (Howard) amendment would be spent . . . unless there should be an end to the war."

It remains to be seen whether the Senate will be more responsive to the nation's need for clean water and whether the Senators will prove more independent of Administration pressure than the House members.

SPEAKERS ON THE HOWARD AMENDMENT:

FOR: Rooney (Pa.), Philbin (Mass.), Howard (N.J.), Minshall (Ohio), Blatnik (Minn.), Clausen (Calif.), Horton (N.Y.), McCarthy (N.Y.), Dingell (Mich.), Feighan (Ohio), Esch (Mich.), Wright (Tex.).

AGAINST: Evins (Tenn.), Rhodes (Ariz.), Mahon (Tex.), Bow (Ohio), Jonas (N.C.), Collier (Ill.).

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Clean Water Letter #1

July 14, 1967

FWPCA DEMONSTRATION GRANT RENEWED

As a result of the Executive Board's decision at last October's evaluation session in Glenview, the League applied to the Federal Water Pollution Control Administration for another demonstration grant to continue last year's successful program of helping civic leaders keep up-to-date on national clean water activity. The IWLA received a continuation grant for this purpose in the latter part of April.

As soon as possible, now that the State water quality standards deadline has passed, the League plans to hold another citizen workshop at a central location. To it will be invited knowledgeable citizen leaders from each State and local government, industry, agriculture, public health, water sanitation, biological sciences and other interests and disciplines. The purpose will be to:

1. Appraise public attitudes and trends in attitudes during and as a result of State water quality standards hearings across the country.
2. Appraise in general the adequacy of water quality standards to meet desired uses as proposed by the States.
3. Appraise in general the adequacy of programs to implement and enforce the standards proposed by the States.
4. Determine the major areas, at Federal, State and local levels, where citizen support and action will be most essential to clean water progress.
5. Determine major courses of action in which cross-the-board citizen organization cooperation must be developed.

A draft of another citizen action guide, similar and in a sense supplementary to "a Citizen Guide To: Action for Clean Water" will be developed and distributed ahead of time to invited participants in the workshop. A task of the workshop will be to finalize the scope, content and thrust of the Guide, and get it in shape for final editing.

In general the Guide will outline the areas in the clean water effort where citizen support and action will be essential, the best channels through which the effort should be concentrated, and the "how" of organizing the effort.

The success of this further effort will again depend primarily on the interest, participation and cooperation of citizens dedicated to action for clean water.

FWPCA AND THE STANDARDS

As of last week only two States and two U. S. territories had failed to meet the June 30 water quality standards deadline set by the 1965 Federal Water Quality Act. Alaska and Oklahoma, Guam and the Virgin Islands are the latecomers and each has special problems which are being worked out with the help of FWPCA officials

An early opinion of Commissioner James M. Quigley indicated that Indiana might take the prize as queen of clean water. In a June letter to State water pollution control administrators Quigley called Indiana's Maumee River Basin standards the "kind of state submission which I would be disposed to recommend for approval." More recently the Commissioner was quoted in the New York Times as stating that New York and Indiana standards were among the best reviewed so far by his agency.

Ohio and the District of Columbia, on the other hand, have been scored by other Federal officials for their water quality proposals. Interior Secretary Udall has publicly criticized Ohio for "not moving as aggressively as it could" to clean up its polluted waters.

Frank C. DiLuzio, Interior's Assistant Secretary for Water Pollution Control, appeared as a surprise witness at the District of Columbia water quality hearing to berate District officials for failing to set high enough goals for the Potomac River, which the President wants to be a model for the Nation. He charged that if the District used minimum standards, everyone would put in the minimum effort to clean up the water. He criticized the District for failure to set a goal of swimming in the Potomac when Maryland and Virginia aim for this water quality in the Potomac right at the District line. DiLuzio indicated that this kind of conflict over goals and standards for shared waters would pose a serious problem in getting the Interior stamp of approval on standards. Criticism by DiLuzio, the IWLA and other organizations forced the District to set swimming in part of the Potomac as policy for the future, but city officials kept other clean water goals much the same as those presented at the hearing.

POLLUTION DILUTION FOR POTOMAC?

"In addition to the waste treatment facilities called for . . . flow regulation storage for water quality control . . . will be required at various places in the Upper Basin to meet the water quality goals described . . .

"Because of the multiple purpose nature of the flow regulation storage releases, with corresponding sharing in joint costs, preliminary estimates indicate that such storage would be cheaper than advanced waste treatment."

So reads the February 1, 1967 final report of the "Sub-Task Force on Water Quality, Inter-Departmental Task Force on Project Potomac" or, more simply, the clean water wing of the group established by President Johnson to make the Potomac River a model for the Nation.

Conservationist reaction to the new report is that, quality-wise at any rate, the Potomac may constitute a bleak model for the rest of the Nation—particularly when, contrary to popular belief, the Potomac is not now the dirtiest river in America.

According to the report, the Federal team sees little hope that the 95 miles of the North Branch affected by acid mine drainage will ever again be aesthetically attractive or suitable for fish, unless an answer is found for the mine discharge problem. It believes the remainder of the basin can be returned to an attractive condition suitable for general recreation and for fish and wildlife, if adequate waste treatment is provided and supplemented by dilution from storage reservoirs.

The team considered questionable the possibility that a suitable environment for swimming can be achieved in most of the basin.

Concerning the upper Potomac estuary, the report indicated that all waste treatment could be brought to acceptable levels and advanced treatment to remove troublesome phosphates provided at reasonable cost. These facilities, plus diversion and dispersal of some wastes, would eliminate the algal bloom problem and make the estuary suitable for fish support and, except during storms, esthetically acceptable for environmental and general recreational uses. Swimming pools, according to the report, could be built "for far less" than the cost to trying to reduce bacterial pollution in the upper estuary to safe swimming levels. The report seriously questioned the possibility of ever having swimming in the upper estuary.

Standards proposed by the Sub-Task Force appear generally lower than those contemplated by the States in the Potomac Basin. The Federal report recommends that for fish and other aquatic life "dissolved oxygen should be not less than 4 milligrams per litre, 90% of the time nor below 3 mg/l at any time. Fisheries biologists generally ask 5 mg/l for warm water species, and 6 mg/l for trout, holding that a 3 mg/l level can be lethal." Similarly the report says that "temperatures" should not be above 93° F at any time, nor greater than 73° F during the period of December through April. These figures are well above those recommended by aquatic life scientists, particularly for coldwater species.

In short, the report of the Potomac Water Quality Sub-Task Force is disturbing because it fails to set clear goals or specify a program which, as the President directed two years ago, will "clean up the river and keep it clean, so it can be used for boating, swimming, and fishing."

A LOOK AT THE BASIC REQUIREMENTS FOR STANDARD APPROVAL

Whether a State has set high goals, especially with an eye to technological advances expected in the water pollution control field in the next five to ten years, will unquestionably be a first consideration of the FWPCA standards reviewers. Without forthright identification of pollution sources and the specific abatement action to be required by the State, as well as a tough time schedule for getting the water cleaned up, the standards are meaningless. Failure of States to resolve conflicting goals for adjacent waters may also lead to standards being rejected.

FWPCA officials are busy at the job of evaluating the State submissions, both at the regional offices and in Washington. Interior's water people indicate that the review process is well along and they look forward to some early decisions by the end of this week. Other sources have indicated that all standards will be acted on by October 2.

FWPCA NEW FACT SHEET

A basic question and answer fact sheet released this week by the Federal Water Pollution Control Administration answers a few important procedural questions.

First off it provides an official definition of water quality standards: "the term water quality standards means (1) a determination as to what the water in question is to be used for, (2) a scientific determination of the specific characteristics or criteria that make the agreed upon uses possible, and (3) as needed, a step-by-step plan for construction and other measures that will meet the criteria."

The review of State water quality standards includes the following steps. Standards are first reviewed by the FWPCA Regional offices and then by the Water Quality Standards Staff in Washington. (In most cases, formal submission of the standards to FWPCA was preceded by extensive consultation among the Water Quality staff, the Regional offices, and State officials during the development of the standards.) The review determines whether the criteria developed for a particular stretch or body of interstate water are consistent with the purposes of the Water Quality Act and whether the State plan for implementation and enforcement of the criteria is adequate.

Following this review, the standards are submitted, with recommendations, to the FWPCA Commissioner. Standards the Commissioner considers adequate are submitted, with a recommendation for approval, to the Secretary of the Interior. Unacceptable standards are submitted to the Secretary with the recommendation that they be rejected.

As fast as FWPCA reviews are completed, standards will be referred to the Secretary for final action. Some standards or sets of standards will be acted upon by the Secretary while the FWPCA review of other standards is still in progress. The whole process--reviews, recommendations, and final Department action--will take several months.

Standards submitted by a State and approved (or issued) by the Secretary become, in effect, Federal standards for the waters involved and are therefore subject to Federal enforcement action. This, however, is a last resort. The initial responsibility for enforcement of standards rests with the States.

Federal assistance to help the States carry out the objectives of the water quality standards will be available all across the board -- ranging from technical advice on pollution problems to grants for construction of waste treatment works.

The water quality standards program cannot be expected to show instant results. For some forms of pollution, the program is expected to produce tangible results in a matter of three to five years. Some of the more difficult situations will take longer, perhaps up to a decade.

Once the standards have been put into effect, they can be changed or upgraded from time to time. Either at the request of a Governor or on his own initiative, the Secretary is empowered to take steps looking toward a revision of the standards of any State.

Anyone wanting a copy of the complete 10-page fact sheet can obtain one by sending a request to the Washington IWLA office.

*Send for - Fact sheet mentioned
in July 14 Clean Water Letter*

OK - 7/18/67

NEEDED: CLEAN WATER ACTIVITY REPORTS

Keeping abreast of the national clean water effort and especially of citizen participation and influence on the standard setting process and on future state action will require constant reporting from State and local clean water committees. We want to hear from those who are working right now at State and local levels about the problems they face. Citizen support or rejection of the final State standards and implementation and enforcement plan is of crucial significance. In the months ahead we'll be anxious to hear just when and how each State is going to get from where it is now on water quality to where it wants to go — according to the standards and plan it has adopted.

League of Women Voters
of the United States

Memorandum

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

August 18, 1967

This memo is going on
Duplicate Presidents Mailing

TO: Local and State League Presidents

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

Notice this

Your League's copy of the LEADERS GUIDE FOR WATER RESOURCES 1967-1968 is in this mailing.

This LEADERS GUIDE tells how to BRUSH UP, KEEP UP, STUDY UP, SPEAK UP on the national Program item on water resources. The GUIDE is short. It is specific. We think it will make League work easier.

Watch for this

A blue-and-white pamphlet called ALTERNATIVES IN WATER MANAGEMENT will arrive soon in a franked envelope from the U. S. Department of the Interior, Federal Water Pollution Control Administration. This pamphlet is needed for the "Study Up" section of "What Should the Water Committee Do?" in the LEADERS GUIDE 1967-1968. Each League will get one free copy. It will not go out on Duplicate Presidents Mailing.

Do this

Please pass this LEADERS GUIDE FOR WATER RESOURCES 1967-1968 on promptly to the Board member in charge of the national water item or to the off-Board person whom you have asked to be responsible for water work in your League

Please pass on the pamphlet, ALTERNATIVES IN WATER MANAGEMENT, to the same person as soon as you can.

To: all Borders
National
Lwv St. Croix V.
Lwv Wisconsin

water

Minnesota-Wisconsin Boundary Area Commission
Meeting, Hudson, Wisconsin
August 18, 1967

The Commission met with village, city, county, state department, and federal department officials as well as several state legislators from both sides and the full length of the St. Croix River. Some 65 men and two women (League of Women observers from St. Croix Valley and the Minnesota state League) attended.

The Commission views its function as establishing a unifying and coherent focus of responsibility and control in respect to the future development and protection of the major rivers: the Mississippi and the St. Croix. "The St. Croix River is a zipper down through the area and it needs the same sort of cloth on both sides," according to Mr. Peter Odgaard, the Commission's Secretary and sole employee for the past year.

The meeting broke into small discussion groups pairing officials on both sides of the river. The purpose was to come up with problems needing Commission attention and direction to the Commission. Among the proposals were:

1. There is the real threat of Twin City expansion that must make the area work together to ensure orderly development. "The river use is so fast moving that it is disturbing to think that there is no umbrella over it, protecting it." Leadership is wanted from the Commission, not mediation.
2. The resource base of the region is recreational and efforts must be made to guide development so that it enhances the aesthetic and recreational values. Industrial development, river traffic, litter problems, air pollution, soil erosion, and abandoned structures were mentioned as problem areas.
3. Communication between all of the conflicting agencies and governmental bodies through the Commission is vital - zoning changes, legislation, agency proposals involving river use, etc.
4. Services such as fire, police, cleaning-up, etc. need cooperation on an area basis.
5. Efforts must be made to resolve state regulation conflicts:
 - a. Differences in fishing rules
 - b. Boat toilet laws
 - c. Flood plain control legislation (Wisconsin has a mandatory state statute that is in effect if local communities fail to adopt their own ordinances. Minnesota has not acted in this field.)
7. In the headwaters area there was concern about and disagreement with the US Corps of Engineers' proposed high dam.
8. Support of the Wild & Scenic Rivers Act which has passed the US Senate but is not expected to receive House action this session.

During the general discussion period, the League of Women Voters and its publications in the water field received gratuitous praise. It was suggested that the League of Women Voters could be of great service on both sides of the river informing the citizenry of the Commission's efforts. The League member from St. Croix expressed her League's interest and thought that perhaps the gentlemen present might be of service getting the women of Hudson, Wisconsin interested in forming a League.

Lila Abbott



Welcome To The

DEDICATION

NATIONAL WATER QUALITY LABORATORY

DULUTH, MINNESOTA

AUGUST 11, 1967 - 11:00 A.M.

HELLO
my name is

MRS. O. J. JANSKI
RICHFIELD, MINN.



United States
of America

"Let us proclaim a creed to preserve our natural heritage
with rights and the duties to respect those rights:

The right to clean water -- and the duty not
to pollute it.

The right to clean air -- and the duty not to
befoul it.

The right to surroundings reasonably free
from manmade ugliness -- and the duty not
to blight.

The right to easy access to places of beauty
and tranquility where every family can find
recreation and refreshment -- and the duty to
preserve such places clean and unspoiled.

The right to enjoy plants and animals in their
natural habitats -- and the duty not to eliminate
them from the face of this earth. "

LYNDON B. JOHNSON
"PRESERVING OUR NATURAL HERITAGE"
February 23, 1966

PROGRAM

| | |
|--|---|
| BAND SELECTIONS | Combined Duluth High School Bands |
| THE NATIONAL ANTHEM | Combined Duluth High School Bands |
| MASTER OF CEREMONIES | O. A. Burghdorf, President
Chamber of Commerce |
| INVOCATION | Reverend William L. Halfaker
Pilgrim Congregation Church |
| WELCOME | Mayor of Duluth, Ben Boo |
| OPENING REMARKS | Commissioner James Quigley
Federal Water Pollution Control
Administration |
| RESEARCH ALLIANCE | Dr. Ray Darland, Provost, UMD |
| INTRODUCTION OF
SECRETARY STEWART UDALL | Honorable John A. Blatnik, M. C. |
| DEDICATORY ADDRESS | Secretary of Interior, Stewart L.
Udall |
| CLOSING REMARKS AND
PRESENTATION OF AWARD | Vice Chairman L. J. Andolsek
U.S. Civil Service Commission
Superintendent Henry Falcone |
| BENEDICTION | Reverend Michael Hayes
St. Michael's Catholic Church |

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Joseph Wiesinger, President, AFL-CIO
Central Labor Body

Program

Mike Lubratovich
Maurice B. Tobin

Duluth to Become Center Of U.S. Lake Water Studies

**BY ROGER SKOPHAMMER
Of The News-Tribune Staff**

The new U.S. Water Research Laboratory will make Duluth the nation's center for

the study of lake water, speakers at Friday's laboratory site dedication declared.

Rep. John A. Blatnik, D-Minn., instrumental in obtain-

ing the laboratory for Duluth, said the laboratory will be the only research center of its type in the world.

When the laboratory goes into operation, he said, "We will begin to delve into the unknown of what everybody has taken for granted for so long."

He took note of the need for such a center, commenting that "Water is becoming one of the most difficult, complex and obstinate problems facing mankind."

He said it is "most fitting" that the laboratory should be located in Duluth, "the western terminus of the largest body of fresh water in the world."

Besides being important to the study of problems relating to water, Blatnik noted, the laboratory also will become an asset to Duluth. He said about 140 persons will be employed at the laboratory, and they are "not just workers." About 90 to 100 of them, he said, will be "top-flight research scientists."



The start of work on a U.S. Water Research Laboratory in Duluth began officially Friday with groundbreaking ceremonies. Digging the first shovelful of dirt are, from left, Dr. Gordon McCallum, assistant sur-

geon general and chief of the Division of Water Supply and Pollution Control in the U.S. Public Health Service; Rep. John A. Blatnik, D-Minn., and Duluth Mayor George D. Johnson. --(Staff photo.)



Architect Reinhold Melander, FAIA, Dr. Ray Darland, Provost of the University of Minnesota at Duluth and Aquatic Biologist, Armond Lemke, admire the latest Duluth landmark that bears the mark of Blatnik sponsored legislation.



On October 5, 1962, Congressman John A. Blatnik announced that a National Water Quality Laboratory would be located in Duluth, Minnesota. The authorization for the new Water Laboratories as described in the Federal Water Pollution Control Act and passed in 1961 was sponsored in the House of Representatives by Congressman John A. Blatnik.

The 13.2 acre site on which the building is located was donated by the City of Duluth in March, 1963. The building was designed by the architectural firm of Melander-Fugelso and Associates and constructed by A. Hedenberg & Company, Inc., both of Duluth, Minnesota. Construction was started in September, 1965 and completed in July, 1967. Appropriations for construction of the laboratory totaled \$2,200,000. There will be approximately \$1,000,000 worth of highly technical and scientific equipment on the premise by 1968.



Photos by Ponikvar

Acting Director Mike Lubratovich of the National Water Quality Laboratory, Congressman John Blatnik as the original author of the National Water Pollution Control Program, Commissioner James Quigley of the Federal Water Pollution Control Administration and Commissioner L. J. Andolsek, Vice Chairman of the United States Civil Service Commission, beam with pride at the finished product that has finally become a reality. The National Water Quality Laboratory was created by the 1961 Blatnik Water Pollution Control Act. The \$21 million bridge in the background connects Wisconsin and Minnesota and is part of the Interstate System of which the Blatnik Highway Committee oversees.



"We, in Minnesota, are proud of our senior legislator and we know him as a man of action. A quick look at the seaway, the eight-state Regional EDA Headquarters in Duluth, the Arena Auditorium, the \$21 million bridge, taconite construction and you see that the National Water Quality Lab is but another monument to Blatnik's hard work."

VICE PRESIDENT
HUBERT H. HUMPHREY



As Chairman of the Rivers and Harbors Subcommittee, Congressman Blatnik has held numerous water pollution hearings. The Congressional hearings in Lake Tahoe in California included a first hand inspection of the polluted lake. Information from these public hearings is helpful to Blatnik in preparing additional legislation that will help provide clean water for the nation.

Blatnik Cites Need Of Pollution Control

MONTEREY, Calif. (AP)—Congressman John A. Blatnik, D-Minn., said Friday that the United States needs a pollution control plan as extensive as the federal highway system.

Blatnik told a meeting of the California Water Pollution Control Association that "unless we do something about water pollution, we're going to smother in our own filth."

He said the country's population is expected to double in 35 years and that changes in waste disposal systems are vital.



As chief architect of the Nation's water pollution control program, Blatnik keeps in constant touch with local, as well as national, labor leaders. He also draws valued assistance from conservation groups, League of Women Voters and other civic groups, both national and local. On the left, he is with the then Secretary of Labor, Arthur Goldberg. On the right, labor leader, George Meany testifies on the Blatnik Accelerated Public Works Bill.

Blatnik Box Score on Pollution Legislation

| Yr. | Passed House | Public Law |
|-----|--------------|----------------------|
| 56 | 338-31 | 84-660 |
| 60 | 225-143 | Vetoed by Eisenhower |
| 61 | 308-110 | 87-88 |
| 65 | 396-0 | 89-234 |
| 66 | 313-0 | 89-753 |

Blatnik Praised For Leadership In Legislation

George H. Fallon, chairman of the House Committee on Public Works, Washington, today praised Congressman John A. Blatnik's leadership in winning approval of the Public Works and Economic Development Act by a 246 to 138 vote. Blatnik steered the 5-year, \$3.3 billion program to victory and Fallon said he was given a rare tribute of a standing ovation from House colleagues.

Speaker John W. McCormack had high praise for Blatnik's "skillful and knowledgeable handling of this complex measure," Fallon told the Mesabi Daily News, and House Democratic Majority Leader Carl Albert and House Whip Hale Boggs also commended Blatnik for his "expert floor strategy in defeating 17 crippling amendments."

Blatnik's 8th Congressional District received some \$18 million in federal funds, creating 3,500 jobs under the accelerated public works and area redevelopment programs, Fallon said. "The new bill," he added, "designed to break the constant cycle of economic distress plaguing many disadvantaged areas of the country, will open up new approaches and provide new funds to help solve the economic problems of northeastern Minnesota."

Blatnik Wins Big Pollution Victory

The Blatnik Water Pollution Control Bill passed the U. S. House of Representatives late last week by an unprecedented unanimous vote of 395-0.

Such overwhelming endorsement of a vigorous "clean water" program for America drew high praise from the White House, Speaker John W. McCormack, and other House colleagues who joined in the long but successful fight for an effective program. Congressman Blatnik said:



Water Pollution Control Bill Sent To President

A major bill designed to clean up our nation's polluted streams and rivers, authored by Representative John A. Blatnik (D-Minn.) cleared the last hurdle yesterday, passing the House of Representatives 378-0. The Senate also approved the measure yesterday, ending a four month deadlock between House and Senate over conflicting versions.

Blatnik, in presenting the measure to the House floor for action, praised it as one "that strikes a happy balance between strong controls and fair procedures." During Senate months of negotiation with conferees, Blatnik successfully resisted pressure for immediate federal controls and emerged with a compromise that gives the states almost two years to establish acceptable standards which take local conditions into account; only if they fail to do so will federal standards be imposed.



President Johnson congratulates Minnesota's Congressman John Blatnik and presents him a pen that signed the Blatnik pollution bill into law. The President referred to Blatnik as "the fighting general in the war on pollution."

Blatnik Managed Public Works Bill

WASHINGTON (AP) — Rep. John A. Blatnik, D-Minn., was floor manager for the administration's \$3.25 billion public works and area development bill passed 245-138 by the House Thursday.

All Democratic congressmen in Minnesota and the Dakotas voted for the bill. All area Republicans voted against it, except for Rep. Albert Quie, R-Minn., who was not listed as voting.

Cong. Blatnik Heads Sub Comm On Public Works

ST. PAUL, — A subcommittee on Public Works, U. S. House of Representatives, arrived in St. Paul, Minnesota, Wednesday night May 19, 1965 to begin a tour of flood-stricken areas in the Upper



Congressional Record

PROCEEDINGS AND DEBATES OF THE 89th CONGRESS, SECOND SESSION

BLATNIK—"MR. WATER POLLUTION CONTROL"

Mr. DORN. Mr. Speaker, our distinguished and illustrious colleague, the Honorable JOHN BLATNIK, of Minnesota, today delivered an excellent address to leading scientists and executive officers of the major chemical industries here in the Nation's Capital at the Madison Hotel.

Our beloved colleague, Mr. BLATNIK, is known throughout the Nation as "Mr. Water Pollution Control." He was author of the original Federal water pollution bill in 1956. He has struggled unceasingly over the years for the passage of effective legislation which would diminish water pollution.

It was Mr. BLATNIK'S dynamic leadership which resulted in the passage of the "Water Quality Act of 1965" by a unanimous vote of 396-0 in the House.

Mr. Speaker, it has been a great honor and inspiration for me to know and to serve on the Public Works Committee with my esteemed, dedicated, and courageous friend, the gentleman from Minnesota. Mr. Speaker, I commend to you, to the Congress, and to the people of the country his timely and superb address:

WATER--MASTER OR SERVANT



Photo by Ponikvar

In the "Land and Peoples Conference" of 1963 in Duluth, Congressman Blatnik shows off the vast natural resources of Northeast Minnesota to the late President John F. Kennedy. President Kennedy had repeated high praise for Blatnik's fight in Congress for national legislation for the control of water pollution.

Blatnik Continues Crusade for Clean Water

EXTENSION OF REMARKS OF

HON. JAMES J. HOWARD

OF NEW JERSEY

IN THE HOUSE OF REPRESENTATIVES

Wednesday, June 1, 1966

Mr. HOWARD. Mr. Speaker, this Nation owes an outstanding debt to the distinguished gentleman from Minnesota, Representative JOHN A. BLATNIK. No one in this country has worked harder or accomplished more in the field of water pollution control than JOHN BLATNIK.

We here in the House work tirelessly on behalf of our constituents and in this respect the citizens in northern Minnesota are more than fortunate in having JOHN BLATNIK as their elected Representative. JOHN BLATNIK has done more than serve his constituents well; he has undertaken the job of fighting water pollution throughout the United States and in this respect every person in this country is fortunate that the distinguished gentleman from Minnesota is serving in the House of Representatives.

Recently Mr. BLATNIK delivered a talk before the Paperboard Group of the American Paper Institute, Inc. at the Greenbrier in West Virginia. Because of the importance of this speech, I urge all of my colleagues in the House to take a few minutes to read it through. Mr. BLATNIK'S speech follows.



The Potlatch-Northwest Paper million dollar research lab in Cloquet, Minn., is an example of the pace-setting industrial research that is being undertaken to solve pollution problems. This lab will be dedicated immediately following the National Water Quality Lab dedication.

KANABEC COUNTY TIMES
Mora, Minnesota 55051
Thursday, March 16, 1967

Blatnik Schedules Hearings on Water Pollution Problems

John A. Blatnik said that hearings on the progress of water pollution abatement will begin on April 25th in the house public works hearing room. Lead-off witness for the inquiry into the slowup in cleaning up the nation's waters is former presidential water pollution board member, John Charles Daly. The popular T.V. attraction of "What's My Line" has been most active in the fight for clean water. In addition to narrating documentaries on clean water, Daly has made significant legislative proposals to upgrade the whole field of water pollution control.



Former President of the National Stream Improvement Association and current President of Potlatch Forests, Inc. (parent company of Northwest Paper Company in Cloquet), Mr. Ben Cancell confers with Chairman Blatnik on possible tax incentives to industries charged with the responsibility of constructing additional treatment facilities. Cancell is one of many national industrialists who confers with legislators concerning the war on pollution.



Congressional Record

PROCEEDINGS AND DEBATES OF THE 89th CONGRESS, SECOND SESSION

CONSTRUCTION MAN OF THE YEAR

(Mr. McCARTHY (at the request of Mr. REES) was granted permission to extend his remarks at this point in the RECORD and to include extraneous matter.)

Mr. McCARTHY. Mr. Speaker, yesterday in New York City's Hotel Pierre, Engineering News Record is honoring our esteemed colleague, JOHN A. BLATNIK, at its annual construction man-of-the-year banquet. He is the only man from our body to be cited for achievement of significance to the construction industry in 1965. The honor is the direct result of Chairman BLATNIK's untiring efforts in authorizing and in piloting the Water Quality Act of 1965 through the House by an impressive, unprecedented unanimous victory. Certainly we in the House join in this well deserved salute to the able and conscientious dean of the delegation from Minnesota. Congressman BLATNIK, is the only Member of either body to be twice honored by this distinguished engineering publication.



"As Governor of New York's some 17 million people, I came to Chairman Blatnik's office for help on our water pollution problem and got results. Pollution is a non-partisan national problem and I salute Blatnik's longtime leadership in this field."

GOVERNOR ROCKEFELLER
of New York



Congressional Record

PROCEEDINGS AND DEBATES OF THE 89th CONGRESS, SECOND SESSION



"Just a short decade ago, the people we could interest in water pollution control could meet in a phone booth. We have come a long way from this small beginning to an International Conference on Water Pollution that brought representatives from 90 countries to exchange ideas on our mutual problem of preserving and cleaning up our waters."

CONGRESSMAN JOHN A. BLATNIK

Water Resource Problem EXTENSION OF REMARKS OF HON. KENNETH J. GRAY

OF ILLINOIS
IN THE HOUSE OF REPRESENTATIVES
Thursday, May 25, 1967

Mr. GRAY. Mr. Speaker, again, Congress champion of clean water has taken the time from his busy schedule to address a most important conference on water. This time it is the 90-nation International Conference on Water for Peace, at Washington's Sheraton-Park Hotel. As in the past, Congressman JOHN BLATNIK shares his vast knowledge and experience in the field of water with these delegates, and I am proud to include his remarks in today's CONGRESSIONAL RECORD:

Water Pollution Control Measure Wins Approval

WASHINGTON, D.C. —(P)
—The House Public Works Committee unanimously approved Thursday a four-year program for fighting pollution in the nation's rivers and lakes that would cost \$2.45 billion.



Chairman Blatnik goes over plans for the treatment plant in his hometown of Chisholm, Minnesota with Superintendent Henry Falcone and Mayor Jay Woodward. Across the nation a thousand similar sized communities have received nearly \$140 million in construction grants for their treatment plants since the Blatnik legislation passed in 1956.



"As a former colleague in Congress with John Blatnik and as a Cabinet member under Presidents Kennedy and Johnson, I have had many work sessions with Minnesota's dean of the delegation. Above, we have just finished signing a contract with Chairman Wingate of International Nickel. Today's dedication of the national lab is a tribute to the many yesterdays of hard work by veteran legislator Blatnik. Time after time, Blatnik has proven himself a real thoroughbred in the race to control water pollution. I am proud to see the country rally behind his leadership and hopefully we will soon solve this major domestic problem."

SECRETARY STEWART L. UDALL

American County Government

An Interview With Congressman Blatnik

"Mr. Water Pollution Control" Speaks



An Exclusive Interview

Pollution Control Key Factor In Water Supply—Blatnik

Blatnik Urges Quick Action On Water

Rep. John A. Blatnik warned members of the Great Lakes Commission Thursday that the Great Lakes chain, "a precious resource, one of the finest in the world, has a value that can be lost for generations to come if we don't take action now."

"We sit here tonight in the western end of one of the most impressive and imposing ways in the world," Blatnik said at the gathering in Hotel Erie is already dying.

"Pollution by complex chemicals has caused to age 50 years in the time the widely recognized national leader in water management declared.

"So let us look to the future. Let us remedy and great tragedy our majestic, rich timber that stretch Michigan to Wisconsin in Minnesota.

No man is more responsible for public activity in the water pollution field than "Mr. Water Pollution Control" himself, Congressman John Blatnik of Minnesota.

Cong. Blatnik Receives Standing Ovation On Passage Of PW-ED Bill

WASHINGTON. Minnesota's senior legislator, Congressman John A. Blatnik, was accorded the rare tribute of a standing ovation from House colleagues Thursday afternoon for his masterful managing of the Public Works and Economic Development Act of 1965 as he steered the 5-year, \$3.3 billion program to an impressive victory.

Speaker John W. McCormack had high praise for Blatnik's "skillful and knowledgeable handling of this complex measure." House Democratic Leader Carl Albert and House Whip Hale Boggs also commended Blatnik for his expert floor strategy in defeating 17 crippling amendments.

Blatnik's 8th Congressional District received some \$18 million in Federal funds, creating 3500 jobs under the Accelerated Public Works and Area Redevelopment program. The bill, designed to break the constant cycle of economic distress plaguing many disadvantaged areas of the country will open up new approaches and provide new funds to help solve the economic problems of north-eastern Minnesota.



WASHINGTON

Clean Water Ahead

By Representative JOHN A. BLATNIK (D. Minn.)
Representative Blatnik is ranking member on the House Public Works Committee.

In a Connecticut public school, a student tries the drinking fountain and steps back in horror as a milky substance froths up in bubbles from the faucet.

Dead fish float up the banks of Town Creek in a small midwestern community after a local shelling plant dumps its refuse, laden with tannic acid into the stream.

A southern city is turned down by the third industry in a week because it lacks a "dependable" water supply.

These instances are only a few among many that happen every day in the United States. They are the result of water pollution.



John A. Blatnik



THE COMMITTEE ON AWARDS OF THE NATIONAL RIVERS AND HARBORS CONGRESS, THE DIRECTORATE CONCURRING, HAVING DESIGNATED REPRESENTATIVE JOHN A. BLATNIK OF MINNESOTA AS THE MOST WORTHY TO RECEIVE THE 1967 BREIDENTHAL MEMORIAL AWARD, THE EXECUTIVE COMMITTEE HAVE ORDERED THE ISSUE OF THE FOLLOWING

CITATION

FOR MORE THAN TWENTY YEARS OF LOYAL SERVICE IN THE HOUSE OF REPRESENTATIVES OF THE UNITED STATES THROUGHOUT WHICH HE HAS HELD A PLACE IN THE FRONT RANK OF THOSE DEVOTED TO THE SUPPORT OF A WISE PUBLIC POLICY FOR THE PRUDENT AND FAR-SEEING USE AND CONSERVATION OF THE NATION'S WATER RESOURCES, THE BREIDENTHAL MEMORIAL HONOR OF THE NATIONAL RIVERS AND HARBORS CONGRESS IS AWARDED TO

JOHN A. BLATNIK
OF
MINNESOTA

STATESMAN AND LEGISLATOR. HIS WISDOM AND COURAGE AS A MOULDER OF PUBLIC POLICY WITH RESPECT TO WATER WILL BE WRITTEN LARGE IN THE HISTORY OF HIS COUNTRY'S WELFARE AND SECURITY.

GIVEN IN THE CITY OF WASHINGTON
IN THE DISTRICT OF COLUMBIA
THIS FIRST DAY OF JUNE, 1967.

7) Check in Alternatives the suggestions, trends, policies, and methods that your "Brush Up, Catch Up" work shows the League long has emphasized. In which matter has there been improvement? What unresolved problem would you select as the one most meriting concern and effort? Do you think citizen value judgments would have greater influence on the solution of the problem under the suggested 2-step decision process than they now do?

WHAT SHOULD THE WATER CHAIRMAN DO?

Whether you are a Board member with water as your major responsibility, a Board member in charge of all national Program items, or an off-Board chairman, as water committee chairman you will want to do as much as you can to encourage a nucleus of League members to "Brush Up, Keep Up, Study Up" this year. You have one other important responsibility -- to prepare your League to "Speak Up" on water issues.

To help your committee "Brush Up, Keep Up, Study Up," the water chairman will try to

- . Involve other members in planning and carrying out League water activities. A few women interested and working are more important than a large, on-paper-only committee. Involving committee members is the way to develop a successor.
- . Arrange for informal meetings -- perhaps 5 or 6 in this League year -- of the committee members to discuss what they have read and learned. For the fun of being "in the know," ask each woman to be responsible for a part of each discussion.
- . Arrange for circulation of League water publications and League tools among committee members so that they all become acquainted with the trend of League thinking and the aids which the League has at hand.
- . Arrange to be put on mailing lists for nonLeague materials that express a variety of viewpoints and circulate these. Encourage your library to display, to order, and your committee to read publications on water problems and water management.
- . Be alert for interesting water-oriented Go-See trips for the committee and others.

To help your League "Speak Up," the water chairman will do her best to

- . Develop contacts with organizations, officials, and individuals with an interest in water. Learn the interests and attitudes of Representatives and Senators and keep in touch with them and their staffs. Find someone to clip and file or keep a scrapbook of water news related to your area and your Congressmen.
- . Communicate with the state water chairman about possibilities for state action and with the local Board, state water chairman, and (if you wish) the national office about local action under the national water item. Request permission from the national Board for local action under the national water item.
- . Tell all members of your League, from time to time, what is happening, using the local Bulletin and/or a short time at unit discussion meetings to give essentials. Involve League members in action by keeping them informed and interested but not buried in legislative details.
- . Alert the League president to the possibility of a Time-For-Action. Prepare the first draft of the response to a T-for-A for the president's consideration.
- . Emphasize individual member action in response to a T-for-A.

WHAT WILL WE ACCOMPLISH?

If in 1967-1968 every local League makes some effort to "Brush Up, Keep Up, Study Up, Speak Up," the League of Women Voters of the United States can keep abreast of developments and alternatives in water management. The task will not be formidable, for we will build on interest aroused by study and consensus in 1966.

water resources



LEADERS GUIDE 1967-1968

LEAGUE OF WOMEN VOTERS OF THE UNITED STATES, 1200 17th St., N.W., WASHINGTON, D.C. 20036
PUBLICATION NO. 323 AUGUST 1967 PRICE: 15¢

WHERE ARE WE NOW?

Action was the by-word in 1966-1967! The League's national water position was enlarged slightly when members reached consensus in support of limited federal financial assistance to industry as a means of expediting abatement of industrial water pollution. We are now ready to express League thinking on that issue. We can continue to act on the basis of our 1960 positions. The excellent work of local and state water chairmen and their committees enabled the League to carry out the intent of the 1966 national Convention. Member interest has been renewed and heightened. Water committees will want to prepare to satisfy this member interest.

WHAT LIES AHEAD FOR 1967-1968?

Study lies ahead. Beginning now and continuing through the year, one or more of the following may be undertaken. (1) Every local and state League will receive one copy of Alternatives in Water Management. This pamphlet is intended for the League water committee and/or especially interested League members. Suggestions for its use follow on p. 3. (2) If your League is in an inter-League basin group, the inter-League committee may have material for study and a suggested plan for member discussion. (3) If your state or your local League is considering action under the national water item, the resource committee at that League level will collect facts about the problem and the proposed solutions so that your members can become informed and ready for action.

Action lies ahead. The national Board will watch for opportunities to express League thinking to Congress and the Executive Branch. Some local and state Leagues and inter-League groups will have opportunities to testify at hearings, enforcement conferences, or meetings of advisory boards held in various U.S. cities by federal agencies and congressional committees. Where inter-League water committees and state and local water chairmen and Boards are alert for opportunities for effective action on water in their own areas, similar action before state and local bodies will be possible for Leagues that are prepared and request national Board permission.

Watchdogging lies ahead. Concerted action for authorizations of programs is only a beginning. Is money appropriated to carry out the program? Is the amount adequate? Is the necessary personnel employed? Is the law enforced? Is the public kept informed? Is the administrative arrangement for improved coordination really working? Is the mechanism for basin or regional planning and administration operating well? Is there an opportunity for citizen participation in policy decisions?

WHAT SHOULD THE WATER COMMITTEE DO?

A. BRUSH UP ON LEAGUE BACKGROUND

Leagues long active in water work may have well-informed committee members, who understand the League position and the action it has taken. Newcomers to the committee will need to familiarize themselves with League background as well as with the subject of water management. Every water chairman, experienced or new, will benefit by reviewing League position, past action, and present interests to be sure she understands the possibilities under the national water item.

The water committee should have all the publications mentioned below. One copy of each publication prepared in the national office is sent to each League president. Whenever testimony is given for the League of Women Voters of the United States, a copy of the statement is sent to the president of each local and state League. If materials are missing from your League files, new copies can be purchased from the national office. For prices, consult the League's free Publications Catalog.

On the national water position

- . WITH CONTINUED SUPPORT-National Current Agenda 1966-1968, pp. 28-34
- . THE NATIONAL VOTER, February 1967, p. 3
- . NATIONAL BOARD REPORT, January 1967, pp. 17-20; May 1967, pp. 44-45

On national action to advance that position

- . For a general description, see WITH CONTINUED SUPPORT, pp. 30-31
- . For League testimony on bills, consult Publications Catalog and see NATIONAL BOARD REPORTS for January 1967, pp. 22-23 and May 1967, pp. 37-39, 45-48

On regional, state, and local action under the national position

- . For the basis for such action, see WITH CONTINUED SUPPORT, p. 29, paragraph 1, and see NATIONAL BOARD REPORT for May 1964, p. 40, paragraph 3; January 1966, p. 76; and May 1966, p. 34
- . For examples of such action, see permissions given by the national Board listed in NATIONAL BOARD REPORTS beginning in September 1966
- . For how to obtain permission for action from the national Board, see the January 1967 NATIONAL BOARD REPORT, pp. 24-25, or write the national office for a free copy of "Guide for Leagues Requesting Permission to Act Under the National Water Resources Item"
- . For advice about statements at hearings of fact-finding and oversight committees or at enforcement conferences, see NATIONAL BOARD REPORT for September 1966, p. 22; May 1966, p. 33

B. KEEP UP WITH CURRENT LEAGUE WATER INTERESTS

Everyone on the water committee will need to know the essentials about the content and progress of bills through Congress and about federal programs in which the League is interested. If you don't have a formally constituted water committee, whoever is looking after that national item will want to get two or three new members to help her watch these same things. The committee will find it helpful to use

- . CURRENT REVIEW OF WATER RESOURCES, No. 4, "Out of the 89th into the 90th Congress," May 1967, and other issues of the CR of WR as they are published
- . NATIONAL BOARD REPORT, May & Sept. 1967, Jan. & May 1968, "Water Resources"
- . THE NATIONAL VOTER, "Report from the Hill" in each issue
- . Other League publications announced in the water section of NATIONAL BOARD REPORTS and the Publications Catalog

C. STUDY UP ON ALTERNATIVES IN WATER MANAGEMENT

Many engineers and planners end their speeches on water management by saying that the steps taken "will depend on political and economic decisions." In other words, decisions depend on what people want and how much they are willing to pay. But how do we make these choices? How do we make our value judgments known? How can we be sure that we see the alternatives broadly enough to choose wisely?

Alternatives in Water Management, the first report of the National Academy of Sciences-National Research Council's water committee, discusses choices on which decision making must rest. This readable pamphlet, written by experts of broad experience but dissimilar special interests from different sections of the country, seems extraordinarily well suited for League use. The Federal Water Pollution Control Administration is supplying each local and state League with one free copy of Alternatives in Water Management, mailed to the League president. Additional copies can be purchased from NAS-NRC.

The national water committee is not suggesting that each League set aside membership meeting time for discussion of the material covered in Alternatives. We are suggesting that League water committees will find it stimulating to move on from their water pollution study of 1966 to this provocative discussion of water management. Make Alternatives available for reading by every member of your League's water committee and/or League members most interested in water. Plan to have the committee discuss its content from time to time as they meet through the coming months to "Brush Up, Keep Up, Study Up." Use a provocative quotation from Alternatives in your bulletin prior to the committee meeting to bring recruits to the committee.

Here are some suggestions for focusing discussion of Alternatives. These questions are intended only to stimulate your thinking. (No national consensus reaching on water will be undertaken in 1967-1968. This year each resource committee has a special responsibility to assist members in making suggestions for national Program.)

- 1) From observation and reading, do you agree with Alternatives that goals for water resource development are changing? Have official attitudes changed? Has public demand changed?
- 2) Do you find the public willing to pay for intangible water values? Are intangible values overstressed? underestimated? Why are nonmarket values peculiarly difficult to build into water development and water management decisions?
- 3) What alternatives can you list in water supply? in pollution abatement? in flood-loss reduction? in irrigation? in navigation? Do government agencies have freedom to choose among alternatives? What factors influence citizen choices?
- 4) Why has water traditionally been priced unrealistically? Do you think water should be priced at cost? nearer true cost? How does pricing affect type and amount of water use?
- 5) Why is water resource development a matter for national policy? How does water development affect community, regional, and national economic development? Do you agree with the comments on the effect of water resource development on social benefits? on income and population distribution? How is national water policy affected by the concern for all regions to share in economic growth?
- 6) Do you think a means for consideration of economic and social benefits could be provided in the political process? At what point in the political process do you see a role for the individual? Where do you see the League in this process?

Minnesota-Wisconsin Boundary Area Commission
Meeting, Hudson, Wisconsin
August 18, 1967

The Commission met with village, city, county, state department, and federal department officials, as well as several state legislators from both sides and the full length of the St. Croix River. Some 65 men and two women (League of Women observers from St. Croix Valley and the Minnesota state Leagues) attended.

The Commission views its function as establishing a unifying and coherent focus of responsibility and control in respect to the future development and protection of the major rivers: the Mississippi and the St. Croix. "The St. Croix River is a zipper down through the area and it needs the same sort of cloth on both sides," according to Mr. Peter Odegard, the Commission's Secretary and sole employee for the past year.

The meeting broke into small discussion groups pairing officials on both sides of the river. The purpose was to come up with problems needing Commission attention and direction to the Commission. Among the proposals were:

1. There is the real threat of Twin City expansion that must make the area work together to ensure orderly development. "The river use is so fast moving that it is disturbing to think that there is no umbrella over it, protecting it." Leadership is wanted from the Commission, not mediation.
2. The resource base of the region is recreational and efforts must be made to guide development so that it enhances the aesthetic and recreational values. Industrial development, river traffic, litter problems, air pollution, soil erosion, and abandoned structures were mentioned as problem areas.
3. Communication between all of the conflicting agencies and governmental bodies through the Commission is vital - zoning changes, legislation, agency proposals involving river use, etc.
4. Services such as fire, police, cleaning-up, etc. need cooperation on an area basis.
5. Efforts must be made to resolve state regulation conflicts-
 - a. Differences in fishing rules
 - b. Boat toilet laws
 - c. Flood plain control legislation (Wisconsin has a mandatory state statute that is in effect if local communities fail to adopt their own ordinances. Minnesota has not acted in this field.)
7. In the headwaters area there was concern about and disagreement with the US Corps of Engineers' proposed high dam.
8. Support of the Wild & Scenic Rivers Act which has passed the US Senate but is not expected to receive House action this session.

During the general discussion period, the League of Women Voters and its publications in the water field received gratuitous praise. It was suggested that the League of Women Voters could be of great service on both sides of the river informing the citizenry of the Commission's efforts. The League member from St. Croix expressed her League's interest and thought that perhaps the gentlemen present might be of service getting the women of Hudson, Wisconsin interested in forming a League.

Liz Ebbott



LEAGUE OF WOMEN VOTERS

O F T H E U N I T E D S T A T E S

1200 SEVENTEENTH STREET, N. W., WASHINGTON, D. C. 20036 TEL. 296-1770

Mrs. Robert J. Stuart, President

September 18, 1967

Mrs. O. J. Janski, President
League of Women Voters of Minnesota
State Organization Service
University of Minnesota
Minneapolis, Minnesota 55455

Dear Mrs. Janski:

Mr. Luke Hester of the Federal Water Pollution Control Administration tells us that WCCO, the radio station in Minneapolis, put on a half-hour program on water pollution, Thursday evening, September 14.

According to Mr. Hester, the station is considering doing a series of programs on water pollution if the station receives a good response from their half-hour on this subject on the 14th. Perhaps the League would like to generate some letters to WCCO telling of interest in such a series.

Even if people did not hear the program which WCCO did on water pollution, letters could be written to the station telling of individual interest in the subject and expressing appreciation and a desire to hear programs on water pollution. Expression of listener interest would encourage the station to do more on this important subject.

You will know better than we here in the national office the areas in your state that receive broadcasts from this station.

Sincerely yours,

dois Sharpe

Mrs. C. F. S. Sharpe
Program Specialist: Water Resources

LS:llw

cc: State LWV

LWVs of Wisconsin, South Dakota, and North Dakota
Mr. Luke Hester

Enclosure

P.S./Mrs. Guyol wondered whether the local League had had a role in having the station put on this pollution program. If so, we would like to call this to Mr. Hester's attention.

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Miss Dixie Drake

M
E
M
O

TO: Lois Sharpe

FROM: Irene Janski

SUBJECT WCCO Pollution Program

LEAGUE OF WOMEN VOTERS OF MINNESOTA

STATE ORGANIZATION SERVICE
UNIVERSITY OF MINNESOTA
MINNEAPOLIS, MINNESOTA 55455
PHONE: 373-2959

DATE

9/27/67

We have checked with the Minneapolis League, which would have been the logical contact for WCCO, and they had no role in the 9/14 program.

The Izaak Walton League of America
719 13th St., N. W., Room 509
Washington, D. C. 20005
Tel: 202-347-5880
September 1, 1967

Clean Water Letter #3

MUSKIE SUBCOMMITTEE HOLDS POLLUTION HEARINGS

Water quality standards -- state actions and Federal review of state submissions -- were the focus of interest at two days of hearings held by Senator Edmund Muskie's (D-Me.) air and water subcommittee in Washington in early August.

Fears that the crucial implementation and enforcement plans the states submitted are too vague to give the Federal Water Pollution Control Administration any basis for future prodding of the states. Suspicion that the Federal agency's review of standards has been too swift to be thorough. Unhappiness with blanket approvals of standards already announced by the Federal agency. These were the themes Senator Muskie returned to again and again in questioning the agency's top brass about progress made since the new administration was moved to the Department of the Interior in May, 1966 and since the passage of the far-reaching Federal pollution control legislation of 1965 and 1966.

Other areas of concern to the Congressional watchdog committee included the limited funds recently appropriated by the House for the waste treatment construction grant program, the oil pollution problem, pollution from Federal installations, the Army-Interior dredging agreement, and sophisticated pollution sources (complex industrial chemicals, power plant heat, etc.) which represent problem areas still to be attacked.

WATER QUALITY STANDARDS SCRUTINIZED

Lead-off witness Interior's Secretary Udall called water quality standards "the keystone of the nation's water pollution control program" and said that the setting of standards was "the most significant pollution control task the Federal and state agencies have had to face over the past year. Standards will be the keystone to the massive clean-up program which lies ahead; they will be the goals and objectives guiding our pollution control effort."

Since standards represent not only state objectives but, once approved, are Federal objectives, Secretary Udall emphasized that standards must be high.

Even though some states have lower economic ability to accomplish high goals and will therefore require more time, the standards they set should be high ones, Assistant Secretary DiLuzio agreed. While the goals set may require large expenditures in terms of treatment facilities, implementation plans can provide the time required to build the proper facilities.

Senator Muskie was skeptical that the standards and plans FWPCA has already approved were high enough and complete enough. "My impression, which may be unfair and inaccurate, is that the plans for implementation of the water quality standards aren't as complete as they ought to be -- and I am in doubt about what you have in

mind to make them more complete, more able to achieve the level of water quality which they envisage," he told Commissioner Quigley, who was forced to agree the approved standards did not have implementation plans as specific and complete as he also would have liked them to be.

While all accepted state plans have a target date for achieving improvements in water quality -- generally in the range of 3, 5, or 7 years -- for the most part they do not contain specific interim deadlines (which would show what progress must be made in interim period in order for the target date to be met).

Senator Muskie called the lack of interim goals a serious weakness in the standards and sought assurances that standards are still subject to Federal pressure for improvement. (They are.) He was equally unsatisfied with the Federal agency's "blank check" approvals of certain state plans. "I think everything can't be perfect, but I think deficiencies ought to be pointed out to the states. If standards are approved, it should be on a provisional basis with plenty of handles left for the Federal agency to press for improvement. I don't think a state should be given a blank check because what they have after approval is an accepted Federal standard," he complained.

The Senator also expressed concern over the speed with which initial standard approvals have been made. Grilling agency officials about the method of review as well as the thoroughness, he received confirmation that FWPCA has been working closely with the states since last spring and that speedy approvals -- 9 in 6 weeks -- were given only to those states whose officials had worked closely with FWPCA officials to develop good standards.

Muskie next inquired if FWPCA was "satisfied beyond any reasonable question that in terms of today's conditions and initial goals the standards you have approved are sufficiently satisfactory that you do not contemplate seeking revision or upgrading them at any time within the foreseeable future." Secretary Udall assured the Chairman that standards set would be acceptable for "the next few years." But he also said "from time to time I think we will have to go back and review the standards, see how they are working, see whether we've aimed high enough, see whether new conditions both in terms of the pollution condition as well as our capability to avoid pollution, that we are using out best tools and that our goals are consistent with our capacity."

Senator Muskie was also disturbed over approvals given one or more states, but withheld from others in the same river basin. Such a procedure limited the Federal agency's negotiating powers over the remaining states whose standards were not approved, he felt. For example, FWPCA has approved the Maryland standards, rejected the District of Columbia's, and taken no action on Virginia's. "How can you do this without correlating these standards with those of other jurisdictions in the same watershed?" Muskie asked. The public interest might be better served, he argued, if FWPCA withheld approvals until all states in a river basin agreed on standards for shared waters.

"We decided we would go for the best we had in a basin and then do our best to negotiate up to that," Commissioner Quigley responded. For example, he said Oregon's standards (approved) were considered better than Washington's (not yet approved). It is interesting to note, however, that the Federal agency is now requesting Washington to LOWER its temperature standards for the Columbia River to meet the temperature requirement set by Oregon. (Washington adopted standards

requiring that temperatures not be permitted to rise above 65.5° F. Oregon would permit 68° F in the same water.)

"If we set standards for Washington, they wouldn't be considerably different from those for Oregon or Indiana. If Washington felt they could not make changes, the Federal government would have to set the standard for the state," Commissioner Quigley said. Given the government's current request, Washington need only fear its goals will be lowered.

Interestingly enough, Washington is evidently being asked to revise its temperature goal because of complaints from the Atomic Energy Commission that it would have to spend \$40 million to build cooling towers for its Hanford power plant in order to meet Washington's temperature requirements. Assistant Secretary DiLuzio, pointed out at the hearings that requiring AEC to build these structures would be wrong. He argued, rather, for using the most economic alternative to this. The option he favored was low flow augmentation coupled with total river basin management. Other methods he suggested were drawing water from the lower parts of reservoirs and giving proper attention to the location, design, and operation of such facilities.

Interior has adopted an official policy, already transmitted for review by the Bureau of the Budget and the Water Resources Council, concerning Federal cost sharing for low flow augmentation for pollution abatement and water quality control.

CONSTRUCTION GRANTS PROGRAM

Muskie also closely questioned the Federal agency heads about money needed to adequately fund the waste treatment facilities construction grants program. The present level of appropriation passed by the House in July will bring the water pollution control effort to a "screeching halt," he claimed. The water quality standards section of the Federal pollution control law was developed with the purpose of setting some realistic, meaningful targets toward which the states could move. "Now, at the very outset, by an action here in Washington, we suggest to the states that these (standards) are really meaningless till we are ready to provide money. This will create a disrespect for these standards and the policies they represent and will cultivate an apathetic attitude and approach to the problems and the implementation of standards. It has taken us 4 to 5 years to build this up and now we are going to let it explode through an escape valve instead of through constructive action," he said.

In reply Secretary Udall reiterated his past statements that the states don't need the money in this fiscal year because they have already slowed down on construction programs until standards are set and they know what the Federal government will require of them in the future.

"The extent to which the states would be able to make use of funds in this fiscal year has been underestimated. If your guess is accurate that only \$247 million is needed (\$203 million appropriated by the House plus \$44 million in carryover of unobligated 1967 funds) you won't lose anything by appropriating \$450 million" Muskie told the Secretary. The Senator also cited figures showing that the amount approved by the House is three-quarters of a billion dollars short of the backlog of pending requests for Federal assistance. "We have \$247 million available to meet \$1 billion of requests," he pointed out.

A key staffer in the pollution control agency recently denied as acceptable the argument that the states didn't use up the funds available in 1967 and therefore will not be able to use the full 1968 authorization of \$450 million. There is a carryover of funds in the construction grants program every year because funds once allocated are available for 18 months, he said. Therefore, if a state has money available which it has not used by July 1, that money is still available for use until the following December 31. In some instances, for example, a state may find that the next application on its priority list is for a large sum of money, say \$1 million. But the state has remaining in its allocation for that fiscal year, only \$950,000. So it will hold up on taking the funds till the beginning of the next fiscal year, July 1, and use the remaining \$950,000 plus \$50,000 of funds for the new fiscal year to grant the application for \$1 million. Obviously, therefore, the theory that because all money hasn't been used at the end of a fiscal year the states don't really need more is meaningless.

FWPCA PREFERS STATES TO SET STANDARDS

Reluctance of the Federal agency to set standards for the states became quite clear at the hearings. The agency is more than willing to negotiate with the states to get them to set their own goals, overwilling perhaps. From Secretary Udall down through his pollution control staff, flexibility, willingness to cooperate, and reluctance to tell the states what standards to set were the watchwords. The Federal agency has not set up minimum model standards, Assistant Secretary DiLuzio said, because they feel the law intended states to do what they thought best. The function of the Federal agency, as they see it, is merely to review the states' propositions. Apparently the Federal agency stops short of flexibility only at the rock bottom standard: that no stream shall carry untreated waste and that no further degradation of streams shall take place and every standard shall have a tendency to improve water quality.

FEDERAL AGENCY WILL CLEAN OWN HOUSE

Pollution from Federal installations will be corrected as soon as possible, with the probable target date 1972, according to Assistant Secretary Diluzio and Brigadier General Woodbury of the Army Corps of Engineers. "Under Executive Order 11288, regarding control of water pollution caused by Federal activities, we are pursuing several avenues of approach to insure that the Federal Government will 'clean its own house' as rapidly and as efficiently as possible, and in accordance with the highest standards," Diluzio commented. He estimated the total cost of the Federal clean-up program at \$131 million. The Administration's FY 1968 budget request for this purpose is \$51 million. In July FWPCA issued guidelines for Federal agencies which spell out their specific pollution control responsibilities and set up reporting and review procedures. FWPCA is the responsible agency.

Under Executive Order 11288, the Army has been working actively toward pollution abatement on its military and civil works facilities, according to General Woodbury. "The Army has programmed the installation of the equivalent of secondary sewage treatment at all of its installations throughout the United States. It is our objective to complete this program by 1972. The total cost approximates \$39 million for military installations and \$16 million for civil works facilities," General Woodbury said.

Officials also require that sanitary effluents from facilities on Federal and other project lands meet Federal and state standards. Facilities on such lands constructed by others must meet these standards as a condition for Army permits, easements, or leases.

Army Engineers are also in the vanguard of those installing treatment facilities aboard vessels, with over half of their vessels already provided with treatment facilities, the rest to be equipped by 1972, the General said.

Regarding Corps of Engineers dredging operations to maintain the Nation's ports and navigation channels, General Woodbury reported that Congress appropriated funds for a pilot study by the Corps to determine the effect of dredging operations on the water quality of the Great Lakes and the alternative means of harbor maintenance necessary to ensure that water quality standards are met. Summer 1968 is scheduled completion date for the study, which is investigating alternate disposal methods to deposition of polluted material removed from harbors into the Great Lakes. Use of along-shore diked areas, disposal at some distance inland from shore, treatment of dredged material, porosity of containment material, and evaluation of pollution abatement results are methods under review.

Regarding permits for dredging by private interests, which are required to be obtained from the Department of the Army, General Woodbury reviewed last month's Army-Interior dredging agreement designed to combat pollution from dredging, filling, or excavation operations in United States navigable waters.

STATUS OF POLLUTION STUDIES REVIEWED

Assistant FWPCA Commissioner for Program Plans and Development, Dr. Allan Hirsch, reviewed the status of Federal pollution studies for the Muskie subcommittee. Following are excerpts from his report on studies required by the Clean Waters Restoration Act of 1966:

1. Vessel Pollution Study: "Wastes from Watercraft" report has been completed and transmitted to the Congress along with proposed legislation providing for Federal regulations governing discharge of sanitary waste, ballast and bilge water, litter, garbage, and sludge. The report does not deal with oil pollution. This problem is being covered in a 90-day joint Interior-Transportation study for which the report is still being prepared.

2. Manpower and Training Needs Study: Report has been completed and transmitted to Congress. It identifies need for additional trained state and local personnel and estimates that between now and 1972 state and local governments will need an additional: 5,400 scientists, engineers, and related professional personnel; 3,900 technicians; 10,000 trained sewage treatment plant operators. There are also substantial needs for consulting engineers, suppliers of chemicals and equipment for waste treatment plants, universities, and Federal agencies.

3. National Estuarine Pollution Study: Scheduled for completion November 1969. It is intended to make "recommendations for a comprehensive national program for the preservation, study, use, and development of estuaries of the Nation, and the respective responsibilities which should be assumed by Federal, state, and local governments and by public and private interests."

4. Cost Estimate Studies: Report due January 1968 will make a detailed estimate of the costs of carrying out provisions of the Federal Water Pollution Control Act and a comprehensive analysis of the national requirements for and the cost of treating municipal, industrial, and other effluent to attain such water quality standards as established. The first report will cover the 5-year period beginning July 1, 1968.

FWPCA has assumed that costs of meeting municipal needs for FY 1968 will require secondary treatment to attain state water quality standards. Subsequently, the first report on municipal costs will include, by state, estimated costs to upgrade all present primary waste treatment facilities to secondary treatment, provision of secondary treatment where no treatment now exists, and provision of secondary treatment facilities for population growth and obsolescence of existing facilities.

In the industrial area, FWPCA is estimating, for 17 major industries which use about 90% of our industrial water, the costs of attaining adequate levels of treatment for the same time period.

5. Economic Impact Study: Also due in January 1968, this study will review the economic impact on affected units of government of the cost of installing treatment facilities. Estimates will be made of costs municipalities will have to pay, based on assumption of the amounts and percentages of Federal and state matching grants available. To these costs will be added estimates of interest costs (based on data on municipal water and sewer bond issues obtained from the Investment Bankers Association) to assess the total costs local governments will have to bear.

This report will also investigate means of bond repayment, such as taxes, user charges, connection fees, and special benefit assessments. It will attempt to determine -- at least in a few sample cases - how these costs are shared among commercial, industrial, or household users. For example, FWPCA hopes to relate the projected costs and improved waste treatment to the possible increases in the householders' monthly bill.

6. Industrial Incentives: Planned for January 1968, this report will recommend methods of providing incentives to industry to assist in construction of facilities to reduce or abate water pollution. Cooperating on this study are the Department of Health, Education, and Welfare, the National Industrial Conference Board, Commerce and Treasury Departments. Incentives being considered are tax credits and writeoffs, low interest loans, grants, and special arrangements to encourage joint municipal-industrial systems for pollution control.

FURTHER WATER QUALITY STANDARDS APPROVALS

Standards already approved as Federal standards by the Secretary of the Interior include those of: Georgia, Indiana, Arkansas, Idaho (except the Bear River Basin), Maryland, Massachusetts, North Dakota (except the Red River), New York, South Dakota, and Oregon (except the Klamath River Basin and Goose Lake).

State standards generally acceptable, but requiring solution of minor problems before they qualify to become Federal standards include those for: the coastal region of California, part of Ohio, all of Michigan, Minnesota, Missouri, New Mexico, North Carolina, Alabama, and the District of Columbia.

Guam is the lone jurisdiction which has not submitted standards to the Federal Government.

Other standards are still under review by the regional and Washington offices of the Federal Water Pollution Control Administration. The review procedure involves study by field offices of FWPCA and other interested Federal agencies, including the Bureau of Outdoor Recreation, Commercial Fisheries, Sport Fisheries and Wildlife, Reclamation, and Mines. The Departments of Agriculture and HEW have also been participating at the field level.

In addition to scrutiny by the Federal agencies, the reports of the National Technical Advisory Committee have been used extensively as a technical guide for standards review.

Secretary Udall has underscored the fact that standards approved so far call for secondary treatment as a minimum. The only exception is in the case of certain coastal waters, where standards approved call for a lesser degree of treatment with the understanding that, should investigations currently underway prove that this will result in water quality deterioration, FWPCA will require the level of waste treatment to be upgraded.

Assistant Secretary DiLuzio said under questioning, however: "I'm not going to . . . tell you that in all of the submissions of the remaining 40 states that we will send to the Secretary that every instance secondary treatment will be required. It may not be in some instances, but as a general proposition, we are trying to achieve this where we can when we can."

All the top Federal water pollution control officials agreed that the setting of standards is but the first step in pollution abatement and control. Secretary Udall called the second step -- monitoring water quality to assure that the implementation plan, a crucial part of the standards, is carried out -- more challenging and demanding. FWPCA must therefore strengthen its monitoring system and follow-up on State pollution abatement schedules. Where compliance with standards is not proceeding within a reasonable time, FWPCA hopes the states will take regulatory action. If they do not, FWPCA will not hesitate to use Federal regulatory procedures spelled out in the basic Act, the Secretary said.

Standards already approved contemplate control of conventional sources of pollution (from cities and industries) in interstate and coastal waters within the next five years. FWPCA is also endorsing similar standards and levels of control for intrastate waters.

Encouragingly, Udall and his deputies look toward future revision and improvement of standards as conditions change and knowledge improves.

NEW PROBLEMS, SOLUTIONS OUTLINED

With water quality standards developed, the next problem will be to implement standards through construction of waste treatment plants.

Meanwhile we must begin now to confront the new, more difficult and more subtle types of pollution problems, requiring new and more sophisticated solutions --

solutions which are legislative and institutional as well as technical, Assistant Secretary Diluzio observed. Examples of such problems are: thermal pollution; agricultural run-offs; irrigation return flows and pollution problems related to the level of flow in rivers; eutrophication; non-degradable pesticides; and acid mine pollution.

Coping with difficult water and waste management problems, he suggested, will require a whole range of options -- options which include more than just the construction of waste treatment plants, options which must be considered more thoroughly in the future. In addition to waste treatment plant construction, these options include: low flow augmentation; re-aeration; construction of dams and reservoirs; trans-basin transfers of water; discovery of new underground water resources; weather modification; desalting and waste water renovation techniques; and harvesting precipitation. Other methods which must be considered are: managing water more efficiently through evaporation control, flood control, forest and snow pack management, development of agricultural, industrial and domestic systems which require less water, and water re-use; research and programs to prevent and control the harmful ecological effects of non-degradable pesticides, as well as phosphates, nitrates and other nutrients; and, for prevention and control of acid mine drainage, water flow control through recontouring and grouting, flooding and air sealing.

DiLuzio reaffirmed at the hearings his oft-stated thesis that overall, comprehensive management of the water resources and water flow of a total river basin is essential for the wise use and preservation of our nation's waters.

M TO: All Boarders

E FROM: Mary Nash

M SUBJECT Water and the Lake Leagues

O

LEAGUE OF WOMEN VOTERS OF MINNESOTA

STATE ORGANIZATION SERVICE
UNIVERSITY OF MINNESOTA
MINNEAPOLIS, MINNESOTA 55455
PHONE: 373-2959

DATE 9/6/67

There are 8 Leagues in the Minnetonka Watershed - Westonka, Excelsior, Deephaven, Wayzata, Minnetonka, St. Louis Park, Edina, and Minneapolis. Among the Leagues bordering the lake, there's considerable interest in the problem of pollution in the lake but only 2 Leagues, Wayzata and Deephaven, have a local water item. I've talked to the 2 presidents and they both realize their limitations and know they can't take action. I think both are wondering just what to do with the item now that they have it. Apparently they have the item because they have a few enthusiasts -- who undoubtedly will be frustrated with the lack of action. Perhaps the interested members can talk to the other Leagues in the area and get them together on a common study so eventually they may be able to act.

If any of you consultants hear about the letter to the editor in last week's Minnetonka Herald from the Wayzata League, you should know that they intended it to convey the message that they were interested and were studying lake problems. However, it was interpreted by the paper as support for the Minnetonka Conservation District and it carried the head, "Wayzata LHV Favors Lake District." It's not hard to see how the paper got this impression, but apparently it really wasn't what the League meant. Mrs. Morris (pres.) and I had a little chat about this. The Excelsior League is sponsoring a bus tour of the watershed on Sept. 13. All the other lake Leagues have been invited to join them. Looks as if I'd better go.

The Izaak Walton League of America
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Tel: 202-347-5880

Clean Water Letter #4

September 15, 1967

SENATE PLANS PUBLIC WORKS HEARING

On September 19, 20, and 21 the Senate Public Works Committee plans to hold hearings on certain rivers and harbors and flood control projects in various states.

Definitely scheduled for consideration on September 21 is the Salem Church Dam and Reservoir project on the Rappahannock River in Virginia. Other projects are to be scheduled on about September 15.

No omnibus bill will be reported by the committee during this session of Congress. Hearings will be held, recessed, and picked up again in the next session. Projects not considered this time round may still come up next year.

FWPCA STEPS UP ENFORCEMENT ACTIVITY

The Federal Water Pollution Control Administration is reconvening three enforcement conferences and holding progress meetings on a fourth during September. Reconvened conferences were planned to review pollution abatement progress on Puget Sound, the Hudson River, and the Connecticut River. Progress meetings covered the Lake Michigan-Calumet River situation.

PUGET SOUND

The second enforcement session on Puget Sound was held in Seattle, September 6-7 for another go-round between Federal and state officials and representatives of Pacific Northwestern pulp and paper mills.

Donald Benson, Executive Secretary, Northwest Pulp and Paper Association, indicated the mills are willing to "do what is necessary" to modify pollution in the Sound. He said most mills were ready to comply with primary treatment of pulp wastes and to adjust outflows of sulfite waste liquor (i.e., move the outflows farther out into the ocean). Several industry representatives mentioned corrective treatment facilities built or under consideration by their companies. The mill spokesmen claim, however, that meeting Federal waste treatment requirements could cost them \$40 million or more.

According to a joint Federal-state report issued prior to the conference, pulp and paper mill wastes discharged into the Sound have had damaging effects on aquatic life. The report said that damages to valuable commercial and sports fish and oyster resources can be reduced only by proper treating of pulp and paper mill wastes.

Edward J. Gumble of the Oyster Institute of North America called the study a "classic example of unbiased scientific research of a complex problem" and urged "immediate implementation" of its recommendations.

At a concluding executive session, conferees agreed to a request from mill representatives that the conference record remain open for two weeks for mills to submit supplementary statements. Agreement was tied to a stipulation that a Federal-state technical team will use the two weeks to request from the mills further information for the Federal conferees to consider before making their recommendations.

According to an FWPCA spokesman, the executive session will be reconvened in about four to six weeks to consider agreement on remedial measures and a time schedule for implementing them.

H U D S O N R I V E R

The Hudson River enforcement conference will be reconvened September 20-21 in New York City, to consider progress in curbing municipal and industrial pollution since the initial conference in September, 1965. Recommendations at that time provided that all municipal and industrial discharges into the Hudson from New Jersey and New York should receive a minimum of secondary treatment or its equivalent. According to the schedule set up, all treatment facilities should have been started by last July 1. FWPCA officials have been informed, however, that there has been a "significant delay" in meeting the schedules.

Goal of the new enforcement session will be "to obtain firm agreement on stepping up the pace of anti-pollution measures in the lower Hudson River Basin."

C O N N E C T I C U T R I V E R

Curbing pollution in the Connecticut River, New England's largest, will be the objective of Federal and state conferees at a meeting September 27 in Hartford. This second enforcement session on the Connecticut will review progress made toward compliance with waste control recommendations agreed on at the first session in December 1963.

Under those recommendations, Massachusetts and Connecticut cities and industries should have completed construction of required waste treatment facilities by the end of this year. Treatment facilities construction plans submitted by the two states with their water quality standards, however, indicate the states have had to move back their schedules for completion of facilities by some cities and industries.

The Federal Water Pollution Control Act provides that if action is not taken as a result of a conference to reduce pollution, a hearing board must be convened to start a more formal process for getting corrective action. If the board fails to obtain results, the Secretary of the Interior may refer the case to the Justice Department for court action.

L A K E M I C H I G A N - C A L U M E T R I V E R

The September 11 progress meeting on the Lake Michigan-Calumet River pollution situation followed up a 1965 enforcement conference and an earlier meeting in March of this year.

Lead-off witness, Chicago's Mayor Daley, warned against piecemeal efforts to control the lake, saying they would fail and would cost more in the long run. He called instead for a cooperative effort from all communities with a stake in the future of the lake.

Murray Stein, Assistant FWPCA Commissioner for Enforcement, and conference chairman, warned that the pollution death of the Great Lakes could bring severe economic repercussions capable of affecting the United States as a world power.

In addition to reviewing the Michigan-Calumet pollution, officials zeroed in on alewives, the little fish which have been causing big problems for Lake Michigan shoreline communities. Expert consultants presenting statements included Roland Smith, Assistant Director for Research, Bureau of Commercial Fisheries, and William Carbine, Regional Director of the Federal Fish and Wildlife Service, Ann Arbor.

Prior to the meeting Vinton W. Bacon, General Superintendent of Chicago's Metropolitan Sanitary District, said the Federal requirement that treatment facilities be completed by the end of December, 1968, was unrealistic. The Chicago Sanitary District has in operation a \$1 billion clean-up program scheduled for completion in 10 years.

HOUSE COMMITTEE URGES ACTION ON LAKE POLLUTION

A recent report issued by the House Committee on Government Operations recommends new approaches to an old problem, that of lake eutrophication or aging, a natural process which has been so speeded up by man's activities that the demise of our small lakes is rapidly approaching the panic button situation.

Entitled "To Save America's Small Lakes" (House Report 594, available from the IWLA Washington office), the report urges sharply expanded Federal, state, and local research and demonstration programs to develop practical and effective methods for improving the quality of lake waters. It also urges Congress to authorize and appropriate "substantial" funds for special research and demonstration programs to preserve small lakes.

Hastened aging of our lakes is caused by ever increasing discharges into them of mineral nutrients, the report says. Principal nutrient sources are municipal sewage and industrial wastes, agricultural and urban runoff (containing feedlot wastes, chemical fertilizers, detergent wastes, etc. all considerable nutrient sources), septic tanks, and wastes from boats. The nutrients "fertilize aquatic weeds and organisms (principally algal blooms) which clog and degrade the waters and eventually produce swamps and destroy the lake," according to the report.

Lake eutrophication (also called over-fertilization) has many adverse effects. The report states: "The destruction of water quality in our nation's small lakes cuts deeply into their recreational uses; swimming beaches and picnic areas close; fishing and boating activities decline sharply; shoreline property values fall off. The deteriorating water quality also adversely affects the water supplies of nearby communities and industries, and can result in financial disaster to the towns and cities whose economic well-being is dependent upon good quality water."

The committee reports "a critical need for further research into the eutrophication process and for practical demonstration programs to develop methods of removing nutrients from waste water effluents." Federal support for research

and demonstration programs to help solve eutrophication problems has been minimal, the committee said.

Among the 17 committee recommendations are the following: Federal agencies interested in small lake restoration (Interior, HEW, HUD, Agriculture) should expand and coordinate their programs; Federal government should use technical assistance and planning grants to encourage local communities and states to design comprehensive programs to restore eutrophic lakes; Federal agencies should use maximum funds provided by Congress for pollution control.

Also recommended is inclusion of phosphate control in water quality standards, expanded government - industry emphasis on removal of phosphates from detergents, development of better dredge disposal methods, and adoption by counties and other local government units of ordinances for improved control of sediment and siltation.

The Senate also recently highlighted the lake eutrophication problem when the air and water subcommittee chaired by Maine's Democratic Senator Edmund Muskie held one day of hearings on S. 1341, the Clean Lakes Act of 1967, introduced by Senator Walter F. Mondale (D-Minn.). The Interior Department reviewed S. 1341 and submitted a revised draft bill for committee consideration.

The draft bill provides FWPCA with authority to carry on a research and demonstration program related to lake eutrophication and authorizes funds for this purpose. It does not set up a Federal action program because, according to Assistant Secretary DiLuzio's accompanying letter, "we are not ready to go beyond a research-demonstration program."

The Federal agency has already taken steps to expand its lake study program. On August 31, Secretary Udall and E. Scott Pattison, President of the Soap and Detergent Association named a 13-man government-industry task force to recommend a cooperative research program on controlling eutrophication of lakes, including the role of phosphates and their possible replacement.

The task force is expected to recommend a broad-gauge program of research which may be initiated by government and industry. Interior and industry representatives agree that the likelihood of finding a practical solution to eutrophication is greatest if an overall research approach to the problem of eutrophication is pursued, instead of limiting the investigation solely to phosphates and their possible replacement.

Many industries are being enlisted by the Department of the Interior to aid in solving the problem: fertilizer, chemical, and phosphate producers, agriculture and other industries which discharge waste containing phosphates and nitrates.

FWPCA ASKS CONSERVATIONISTS TO HELP WITH ESTUARY STUDY

FWPCA Commissioner James M. Quigley has written officials of conservation groups and other interested private organizations to ask their cooperation, counsel, and assistance in the Interior Department's comprehensive study of pollution problems in the nation's estuaries. The study was authorized by the Clean Waters Restoration Act of 1966 and is due to be reported to the Congress in November 1969.

The major national conservation organizations have arranged a group meeting with Commissioner Quigley to discuss the subject. Results will be reported in a later newsletter.

Seven items are of particular interest to the FWPCA team:

1. Documented statistical data.
2. Examples demonstrating economic and social values, pollution and the conflict between pollution and beneficial uses or values.
3. Information on use trends, expressed in terms of 1975, 1985, and 2000.
4. Cooperating organizations' views on the respective responsibilities of private and public interests for resource management.
5. Cooperating organizations' views on the respective responsibilities of Federal, state, and local governments for the administration of estuarine resources.
6. Suggestions for public management systems which would be in keeping with public policy.
7. Research needs.

Specific questions on the estuaries study should be directed to the FWPCA project director, Mr. Eugene R. Jensen. Mr. Jensen's title and address are: Chief, Office of Estuarine Studies, Federal Water Pollution Control Administration, 633 Indiana Avenue, N. W., Washington, D. C., 20242.

A recent speech of Frank DiLuzio, Assistant Secretary of the Interior for Water Pollution Control, given before the National Symposium on Estuarine Pollution at Stanford University on August 23 presented a very fine overview of estuarine problems in this country.

In his remarks Mr. DiLuzio said: "The next five to ten year period will be critical to the future of our estuaries. If we put off positive action until we have complete answers it will be too late. If we are not careful, our estuaries will become stagnant, putrid pools, or filled land for housing developments." Regarding the problems of municipal sewage treatment for a growing population in estuarine areas, DiLuzio continued: "... if it takes seven years to provide 85% waste removal from all municipal sewage, the size and density of population around estuaries will have increased and, seven years from now, we may still be where we are today in terms of water quality." The speech summarized Federal efforts (begun and programmed) which are aimed at protecting our estuaries. Also included is a ten-point "national estuary policy."

Copies of Mr. DiLuzio's remarks are available on request from the IWLA Washington office.

DILUZIO CITES CITIZEN ACTION GUIDES

Frank C. DiLuzio, Assistant Secretary of Interior for Water Pollution Control, in a recent speech before the Federation of Fly Fisherman outlined some basic guidelines to effective citizen action for pollution control progress. His suggestions parallel what the Izaak Walton League and other citizen conservation organizations have been advocating for several decades and they are worth repeating.

Here are Assistant Secretary DiLuzio's suggestions:

"I encourage you: First, to inform yourselves and the public about local water pollution problems, needs and goals; second, to organize for action; and, third, to produce action for clean water by local, state, and Federal government.

You can help in the following ways:

1. Learn the process by which decisions on water quality are made and carried out -- from setting of standards for water use through to implementation, monitoring, and enforcement.
 2. Learn about the standards, the plan of implementation and enforcement for the streams in your state, and for the streams you fish or would like to fish.
 3. Learn about the actions to implement and enforce these standards and make sure that the local authorities are adhering to the schedule for implementation.
 4. Keep in touch with the state agencies involved in pollution control.
 5. Join your efforts with others seeking high water quality -- other conservation organizations, and people interested in clean water for public water supply. Help open up new fishing waters.
 6. Act to restore areas, for instance, the Bangor, Maine, salmon pool and the Clark Fork River in Montana, which, at one time, were prime fishing areas.
 7. Look into the possibility of opening up public water supplies for legitimate recreational uses.
 8. Become concerned with the management of water flows in river basins and act to guarantee flows from reservoirs in order to protect water quality and to create fishable streams where their might be none.
 9. Speak and act for Water Quality:
 - For state grant participation programs;
 - For strong state pollution control agency action;
 - For state allocation of construction grant money to the real pollution centers (population centers -- not small towns);
- Speak up at Federal-state water quality standards hearings and enforcement conferences.
- Speak up if implementation plans are being ignored.
10. Speak up in your communities, civic and professional organizations, in your companies and industries. Make sure that your words and actions promote clean water."

\$8 MILLION IN GRANTS, CONTRACTS STEPS UP WATER POLLUTION RESEARCH

The Federal Water Pollution Control Administration has stepped up the nation's water pollution research efforts by awarding \$8,136,962 in grants and contracts in the past four months to cities, industries, universities, and individuals, Secretary of the Interior Stewart L. Udall announced.

Of the total, \$2,389,073 in grants was awarded for research and development of new or improved methods for treating wastes from industry, FWPCA Commissioner James M. Quigley said.

Grants to universities to help expand or improve training and education in pollution control or prevention amounted to \$216,590.

The grants and contracts were made under programs authorized by the Clean Waters Restoration Act of 1966.

FWPCA RECOMMENDS VESSEL POLLUTION MEASURE

As a result of an FWPCA study entitled "Wastes from Watercraft" issued June 30, 1967, the Department of the Interior submitted to Congress legislation designed to help control discharge of waste from ships into U. S. navigable waters. The measure would implement major recommendations in the detailed report regarding controls on commercial, recreational, and Federal watercraft.

Under the proposed bill, the Secretary of the Interior would establish regulations for the control of sewage from vessels in U. S. navigable waters. Standards would be developed after intensive investigation and research to determine the efficiency and effectiveness of various systems for treating sewage wastes from boats.

In addition, the Secretary would prescribe regulations governing discharge of ballast and bilge water in all commercial type vessels. These rules would limit the quantity of such discharges and time and place of discharge.

The Secretary would also issue regulations governing discharge of litter, garbage and other substances from boats. Disposal of oil and of dredged materials is regulated by law and other regulations at present. However, the Army Corps of Engineers and Department of Transportation are making further studies which will probably result in separate legislative proposals.

The currently suggested legislation would give the U. S. Coast Guard a major role in enforcing all regulations.

A maximum penalty of \$2,500 or one year imprisonment, or both, for anyone violating the regulations would be established. The bill also provides for a \$10,000 penalty for the owner of a vessel violating these regulations.

While the FWPCA report recommends Federal control legislation, the states would "be encouraged to develop adequate inspection systems -- particularly for inland and other recreational waters where Coast Guard coverage is not likely to be extensive." Regulations affecting foreign vessels would be coordinated through the Department and appropriate international organizations.

CHICAGO TO CURB VESSEL POLLUTION

Chicago's Mayor Daley announced a new vessel pollution control ordinance for Chicago waters during a recent appearance before the International Water Quality Symposium held in the city. As of September 7, Daley disclosed, an ordinance will be introduced in the city council making mandatory the use of retention or recirculation sanitary devices aboard all vessels operating in Chicago waters.

The proposed ordinance would apply to all pleasure craft over 20 feet long and to all commercial craft, the mayor said. He expected the ordinance to become effective and to be strictly enforced by the beginning of the 1968 boating season.

BUREAU OF PUBLIC ROADS TAKES POLLUTION STEP

The U. S. Bureau of Public Roads has taken its first action to restrict construction of combined sewers in interstate highway projects, according to Congressman Robert E. Jones (D-Ala.), Chairman of the House Subcommittee on Natural Resources and Power.

After a subcommittee investigation, Jones had urged the Bureau of Public Roads to bar the use of Federal funds to subsidize construction of combined sewers in highway projects.

In an instructional memorandum recently distributed to its field offices and state highway departments, the Bureau stated its guidelines for construction of combined sewers in highway projects and pledged full cooperation with community plans for the eventual elimination or reduction of water pollution. It noted, however, that construction of combined sewers would be permitted under special circumstances.

The guidelines, the first on combined sewers to be issued by the Bureau, have been accepted by the Federal Water Pollution Control Administration "as being technically satisfactory."

The Bureau's memorandum said that although the continued drainage of surface water from highway improvements into a combined sewer is not desirable, alternate solutions for disposal of the surface water will frequently not be feasible because the local government has not provided for a plan and an implementing program for separation of combined sewers.

When a community has plans for pollution abatement, arrangements should be made for cooperative projects between highway and appropriate local agencies which incorporate plans for the eventual elimination or reduction of pollution.

September 27, 1967

Mr. Val Linder, Program Director
WCCO-Radio
50 S. 9th
Minneapolis, Minnesota

Dear Mr. Linder:

Mr. Luke Hester of the Federal Water Pollution Control Administration has informed us that WCCO-Radio produced a 30 minute program on water pollution which was aired on Thursday, September 14. Unfortunately, I had not been aware that the program was scheduled and didn't hear it.

The League of Women Voters has been interested in the control of water pollution for many years and has worked actively in the support of legislation that would curb this growing menace to the nation's waterways. The members of the League join me in commending WCCO-Radio on the production of informative, educational programs such as the one mentioned above.

Our members would be very interested in a series such as the one proposed by Mr. Hester. If such a series should be produced, we would be glad to aid in its promotion through our local Leagues which serve 6000 members throughout the state.

Best wishes in your efforts to provide the people of Minnesota with informed, public service broadcasting.

Sincerely,

Mrs. O. J. Janski
President

The format was similar to the tone used in August at Hudson. Mrs. Alexander of the Duluth League also covered the meeting.

Wm. Walton reviewed agencies having to do with managing Great Lakes resources. He had not prepared and simply read a list which we should ask him for if we don't have it. The focus of this meeting was the Great Lakes and the question of whether the BAC should concern itself with Superior problems or whether there were other agencies already equipped to do this. They also asked agency people and legislators in that area from both states whether they would like to see the BAC involved. Small groups were formed to discuss these questions.

In my group we were lucky to have Mr. Bergerud who monopolized a good share of the time with a matter of "private interest"; namely, his own cabin on the Namakagan which he wants for himself and his children. He did raise some interesting questions about renumeration for the cabin - they can either use it for 25 years or be paid for the cabin. My group was more on the side of private ownership ("When it gets to the point that the government can condemn or acquire land for scenic purposes . . . !). Problems generally related to:

1. The fact that Lake Superior is bounded by Canada, Minnesota, Wisconsin, and Michigan, making tri-state and international cooperation necessary. The offenders now are mostly in the U.S. where the largest ports and cities are. This is a knotty problem because this has also become an international waterway in the sense of being an ocean port. The pollution from sea-going vessels was mentioned frequently as seriously affecting the Duluth harbor already. The dumping system on the ships is made for the ocean, and there is no way for us to regulate them. As Superior narrows, there is no way to carry off pollutants as there would be at sea. They talked about wanting more bottoms under U.S. flags in the Great Lakes to ship more military cargo, etc. All of these questions involve the agreements between governments which at present seem not to be possible. I wondered whether we could be useful with some "How Did It Happen to Erie?" information.
2. Water pollution from Reserve Mining, the St. Louis River, ships, etc. is very real.
3. Need for standard interstate hunting, fishing and boating regulations.
4. Conflicts of interest in land use, e.g. timber versus parks. In my group, at least, there was great reluctance to allow the federal government to make decisions. Also, they looked upon federal ownership of land as a bad, bad thing. This made it look dreary for Kabetogama. We heard the same old tired arguments about how you can't let a little ugliness and pollution stand in the way of local tax revenue and prosperity. Anticipated industrialization all along the North Shore will increase pollution, it was said.
5. Pollution of the St. Louis River.
6. Coho salmon. This breed was introduced near the Straits of Mackinac. It is larger and breeds earlier than native fish and then feeds on other native fish and reportedly is destroying these varieties in the lake and streams.
7. Commercial versus recreational fishing interests and differences in regulations in various states.

The people in the area said, yes, the BAC should be involved in this area, especially as an information dispensing agency. Odegard himself said later he thinks the BAC should keep its activity narrow, acting on such matters as the legislature requests it to deal with. I found the whole thing discouraging. It doesn't seem as though the machinery is adequate to regulate matters, and everyone seemed to feel that Superior is going to have a lot of stuff poured into it. The optimists took the view that we can never pollute it because it is 600 feet deep. The BAC has an advisory group of legislators of which I was formerly unaware. Bergerud is one. M. Watson

League of Women Voters

of the United States

Memorandum

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

October 11, 1967

TO: State Water Resources Chairmen (Copy to State League Presidents)

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

While I have been able to keep up with the many phases of your activity on the national item on water resources, it has been some time since I have had the opportunity to tell you something of my activities, other than via the NATIONAL BOARD REPORT. Every time I go to the Hill or to a conference or hear laudatory words for the League's work in water, I wish I could share the experience with you. When I read your articles in state Voters, your sections in State Board Reports, copies of statements made, and reports of action taken on the state level under the national item, I wish it were possible to write to each of you personally to say, "Well done."

Fighting for Funds

Never have I felt this more deeply than in the months since May when we began to build pressure on members of Congress for appropriation of \$450 million for funding construction of sewage treatment facilities in this fiscal year. Your fine letters to your Congressmen, documented by the needs of your own states, did make an impression. On October 10, the Senate approved \$225 million for treatment construction grants. In recommending this "increase of \$22 million over the amount allowed by the House and the budget estimate," the Senate Appropriations Committee spoke of it as "a token increase ... to indicate its support of this program."

The mood of and demands upon the Congress -- and the absence of administrative pressure for the grants program -- continue to be such that we probably should expect no more than the \$203 million recommended in the Executive Budget and voted in the House. Even to keep the appropriation for the treatment facility grant program up to that figure will rate as an accomplishment now that the House is asking its Appropriations Committee to make further cuts in some appropriations which the House has already voted to accept.

In its report, the Senate Appropriations Committee referred to the "numerous requests" it received "to increase the construction grants to the full authorization." One must wonder -- if the League had not made the effort, if Congressmen had not been made aware how the less-than-authorized sum would affect projects in their own districts -- might not the \$203 million already have been reduced? Evaluation of political effectiveness is always difficult, but I choose to think that your efforts and those of hundreds of local water chairmen did make a difference.

Meanwhile, Back on the Hill...

Testifying before the appropriate subcommittee on appropriations in each House in your behalf was a fascinating experience ... albeit frustrating. Imagine if you can, these men (and the number present on a given occasion varies from one to ten) closeted for weeks on end in a committee room, and every few minutes hearing different witnesses asking them to appropriate more money for some item in the budget. If subcommittee members seem at times perfunctory and irascible, one can hardly blame them. In fact, in one instance, the chairman, in almost pleading tones, stated that he sympathized and understood the need for funds for pollution abatement, but what would we cut from the budget? Such either-or choices were not ours to make, for the League had no position on other items in the public works appropriation bill. We were there to support a particular program that the League considers important.

All the Way to the Top

One of the by-products of this effort on the part of the League to follow-through on support for the Clean Water Restoration Act of 1966 is the opportunity to show our members what happens at each step in the federal legislative process.

We began by examining the bills introduced. We testified in the summer of 1966 in support of proposed legislation. We were present at the White House when the President signed the Clean Water Restoration Act. Through a Time for Action -- sent to all Leagues -- in support of funding authorized for one program by this Act, we attempted to secure federal appropriations to help the states meet their pollution problems more adequately. We will continue all the way to the Bureau of the Budget and the Executive Office, if it seems feasible, pointing out that delay in using federal appropriations for treatment facility construction will increase the costs of cleanup as prices rise and states postpone committing matching funds.

At the same time we will begin to try to influence the amount specified for the construction grant program in the next Executive Budget. As I write and talk to officials in Washington and you remind the men in your state Capitols that the level of support for these grants is under consideration in the Department of the Interior and the Bureau of the Budget right now, we will be demonstrating the patience and tenacity for which the League is famous.

States Have Alternatives, too

When you received the LEADERS GUIDE for this year, accompanied by Alternatives in Water Management, you may have wondered what the pamphlet meant to state water chairmen. Of course, you have the opportunity to encourage local water chairmen to read and use it in their committees. Beyond this, however, as you watch state and river basin planning develop (perhaps piecemeal, as it usually does) in your area, can you not mentally apply the same basic questions to these plans: Is there sufficient consideration of all alternatives? Are we being careful not to shut the door on future flexibility?

A Case in Point?

Almost constantly the national office receives requests for examples of citizen activity. Frequently we are asked for illustrations specifically in the water field. It seems to me that it would be useful for us to build a file of such stories. From them we would be able to demonstrate also that the national water

item has done a lot of good for the League in the community -- from a public relations standpoint and even from a financial point of view. Would you, therefore, whenever you have time in the next few weeks:

"Please write a synopsis of any activity carried on by your state League or a local League in your state (alone or in company with other people or organizations) that you think might illustrate effective (though not necessarily successful) citizen activity in connection with water resources."

REMEMBER: WHO, WHAT, WHERE, WHEN, HOW, WHY, AND WITH WHAT RESULT.

Working and Talking Together

With this memo you are receiving a list of the names and addresses of all state water chairmen and chairmen of inter-League basin groups. We know you like to communicate with each other, and you have no idea how much I like to hear from you.

What have I been doing the past few months? 1) Traveling: to Oklahoma City and Pittsburgh for one-day Program Conferences; to Omaha, Denver, and Portland to assist in planning for the Education Fund Seminars on Land and Water Use; to Washington to testify and attend national Board meetings; to St. Louis for a State Board Conference. 2) Speaking: to the International Water Quality Symposium in Chicago and to local Leagues and mens' service clubs. 3) Writing: (with the invaluable help of Mrs. Sharpe) LEADERS GUIDE, Board Reports, testimony, Times for Action, correspondence regarding permissions to take action, etc. 4) Reading: new materials in a continuing flood; the Congressional Record; your letters, publications, bulletins and statements.

But most of all, I have been trying to find ways to implement our national positions and to provide you with the tools and the encouragement needed to do your job with the local Leagues in your state.

And, so you see, our jobs are not so very different. If it is of any inspiration or comfort to you to know that, behind the papers and the formal communications necessary in an operation of this size, there is a living, breathing human being who cares about your successes and failures, let me remind you that such is the case. When all is said and done, it isn't the money itself to build sewage treatment plants; it isn't the temperature of the stream in setting interstate water quality standards; and it isn't even the image which we build for the League of Women Voters and sometimes, incidentally, for ourselves, that we are concerned about. It's the quality of our water resources in this generation and the next which is our *raison d'etre*.

Enclosure to water chairmen: Lists

M TO: Mrs. C. F. S. Sharpe
E
M FROM: Irene Janski
O SUBJECT

LEAGUE OF WOMEN VOTERS OF MINNESOTA

STATE ORGANIZATION SERVICE
UNIVERSITY OF MINNESOTA
MINNEAPOLIS, MINNESOTA 55455
PHONE: 373-2959

DATE 10/20/67

The state Board has approved the appointment of Mrs. Leland Powers,
4157 Ensign Avenue North, New Hope, as state Water Resources chairman.

I thought you would be interested in the enclosed brochure on the Water
Resource Problems Conference.

The Izaak Walton League of America
719 13th St., N. W., Room 509
Washington, D. C. 20005
Tel: 202-347-5880
October 2, 1967

Clean Water Letter #5

CONSERVATION GROUPS MEET WITH FWPCA ON ESTUARIES

National Resources Council members (who represent major national and regional conservation organizations) met with Deputy Commissioner Barnhill of the Federal Water Pollution Control Administration on September 18 to explore ways for the conservation community and the public in general to cooperate and participate with FWPCA on the estuary study which it is undertaking under authorization of the Clean Water Restoration Act of 1966.

Eugene T. Jensen, Chief, Office of Estuarine Studies, outlined FWPCA study aims as follows: to discover socio-economic values of estuaries, to identify what we know about estuaries at present (including effects of the power industry, demography, sedimentation, etc., on estuaries), to identify areas needing further research, and to make recommendations for preservation and administrative management of this precious and heretofore unprotected natural resource.

The meeting was held in accord with the Act's instruction to FWPCA to seek the cooperation of "private organizations, institutions, and individuals" in making this comprehensive national estuarine study. FWPCA is also cooperating with other Federal and state agencies.

Three approaches are planned for the study: 1) consultation with Federal and state agencies and private organizations; 2) contracts with specialists in the aspects of estuaries authorized for study in the Act; and 3) studies of certain representative estuaries.

"Having a report to Congress is not the end point of the study. What is important is an action program, a national estuarine management program," according to FWPCA's Jensen. "An estuary is one of the few remaining natural resources we have in the country for which we haven't come up with a management scheme," he said. "Estuaries are complex because they are not just water, not just land, but systems including both land and water. This makes them unlike any other resource with the exception of forest lands," he continued. He indicated that there are two things to be considered concomitantly in dealing with estuarine management: water quality management and land and shoreline management. "These are inseparable in managing estuaries for complete public use," he said. "And land management means zoning practices," he added.

How Conservationists Can Help

Conservationists can be helpful in making the study more successful in several ways, Jensen pointed out. First, FWPCA needs statements providing information about local estuaries from those acquainted with them first-hand. Such statements should include information about damage done in the estuary by filling or dredging operations, and by pollution (including pollution from industrial and municipal and other sources — such as siltation, water temperature rises, etc.). Second, FWPCA wants advice from conservationists regarding the proper elements to be included in a national estuarine management system. For example: Would such a system best be administered by the Federal government or by the individual states; would administration along the lines

set out in the Massachusetts Wetlands Act be appropriate and successful? Third, FWPCA seeks conservationists' views on setting up an action program based on the management system approved.

Apart from needing these formal statements, FWPCA is looking to the conservation people to educate the public regarding the importance of estuaries and the dangers which confront them as population and industrial growth make increasing demands for water.

Without citizen support for preserving and protecting estuaries from further encroachments and damage, even the Federal government will be powerless to save these diminishing resources. Already, for example, one third of San Francisco Bay has been filled in. And the California State Highway Department wants to build a new freeway just offshore in the Bay. Such a move would not only fill in more of the Bay for roadway, but would create a backwater area between roadway and shoreline which could become a nuisance and require filling also. On the East Coast, 60% of Connecticut's estuarine areas have been ecologically destroyed by filling, dredging, etc., for various purposes. Other East Coast estuaries are also being destroyed. One of the major problems of the lack of national estuarine protective regulations is that the estuaries are being destroyed piecemeal. The filling of 37 acres here, 20 acres there, 70 acres elsewhere doesn't sound too bad and such individual cases are hard to fight, Deputy Commissioner Barnhill emphasized. But the overall figures on total estuarine areas destroyed are staggering and the pressure for their destruction is mounting.

Public Education Program Needed

"One half of the people in the United States live within one hour's driving range of these estuaries," Jensen said. Yet people are largely ignorant of estuarine values, according to J. W. Penfold, IWLA Conservation Director and Vice Chairman of the Natural Resources Council of America. "An intensive public education program is needed," Penfold said, "to sell the public on estuarine preservation just as the public had to be sold on soil conservation 25 to 30 years ago."

Deputy Commissioner Barnhill agreed and outlined ways the conservation groups could assist in such a public education program. Among his suggestions: 1) encourage members of the organization to study local estuaries and be prepared to testify at the public hearings FWPCA expects to hold next year to get general public reaction in each area concerned; 2) supply information which can make the public in general more aware of the value of estuaries to everyone, not just fishermen, boaters, etc.; and 3) have local groups contact official state agency heads regarding the importance of the state estuarine areas and local public interest in their preservation.

H. R. 25 And The FWPCA Estuarine Study

Conservationists asked Barnhill about the relationship between H. R. 25 and the FWPCA estuarine study. Congressman Dingell's proposed bill is not in conflict with the FWPCA study, he said. In fact, the two studies have different scope and different purposes.

H. R. 25 is oriented toward the study of just a few small estuaries and aims ultimately at setting them aside as public preserves. The FWPCA study intends to present a national overview of the 1,000 or more U. S. estuaries, including special

in-depth reports on some of the larger ones representative of the problems of each estuarine area. This latter study aims at suggesting a broad program of managing estuaries as an important national resource, whereas H. R. 25 is a specific study aimed at delineating use patterns, water quality, etc., in specific estuaries.

H. R. 25, if enacted, would be carried out by the Fish and Wildlife Service of the Department of the Interior. Thus, there would be close coordination between the H. R. 25 study and the FWPCA study, since FWPCA is now located in Interior.

It is important to note that H. R. 25 has been revised from the original draft. One of the amendments dropped the Great Lakes from consideration under the definition of estuarine area. The FWPCA study likewise, by definition of estuarine zone and estuary in the 1966 Act, will not take the Great Lakes into consideration. The definitions as worded in the Act are: "... the term 'estuarine zones' means an environmental system consisting of an estuary and those transitional areas which are consistently influenced or affected by water from an estuary such as, but not limited to, salt marshes, coastal and intertidal areas, bays, harbors, lagoons, inshore waters, and channels, and the term 'estuary' means all or part of the mouth of a navigable or interstate river or stream or other body of water having unimpaired natural connection with open sea and within which the sea water is measurably diluted with fresh water derived from land drainage." Being fresh water bodies, the Great Lakes cannot by this definition come under review. Their problems, while serious, are of a different nature, and require a different solution, according to FWPCA's Jensen. The need for a different approach to lake problems has been recognized by the legislation introduced in this Congress which would authorize separate funds specifically to study and to improve lake waters. Examples are S. 1341, The Clean Lakes Act of 1967 (sponsored by Senators Mondale, Javits, Hart, Hartke, McCarthy, Nelson, and Proxmire) and S. 2001, the National Lakes Preservation Act of 1967 (sponsored by Senator Nelson). Another relevant legislative proposal, the Marine Sanctuaries Study Act of 1967, is discussed in the next section.

Future Actions Planned

"Congress has in effect invited us to go on a public crusade," Jensen concluded. "Given the smallness of our estuarine areas and the large public demands being made on them, we have the capability of totally destroying them in 20 or 25 years," he said, "so this study is especially important."

Following is a partial list of estuary-related studies FWPCA will contract out during this fiscal year:

- three local socio-economic studies
- study of effects of sediment as a pollutant
- case study of public administration of estuarine areas (e.g., to examine the history, value, problems of administering a similar area — like the Massachusetts Wetlands)
- study of legal constraints (property rights, etc., in two different areas)
- study of electronic water quality surveillance systems in selected estuarine areas
- demographic study (where the people are, how many there will be in 10-20 years, etc.)

Another meeting between FWPCA officials and the conservation leaders has been tentatively scheduled for December. At that time, FWPCA will make a progress report on contracted studies and will possibly have a schedule of planned public hearings ready for dissemination.

FWPCA contemplates sponsoring a 4-day national conference on estuarine management in January 1969.

States And Territories Having Estuarine Zones:

| | |
|---------------|----------------------|
| Hawaii | Pennsylvania |
| Alaska | New Jersey |
| Washington | Delaware |
| Oregon | District of Columbia |
| California | Maryland |
| Louisiana | North Carolina |
| Texas | Virginia |
| Mississippi | South Carolina |
| Alabama | Georgia |
| Maine | Florida |
| New Hampshire | Guam |
| Massachusetts | Puerto Rico |
| Connecticut | Virgin Islands |
| New York | |

MARINE SANCTUARIES BILLS PROPOSED

In recent months approximately twenty Congressmen and several Senators have introduced bills "to authorize the Secretary of the Interior to study the most feasible and desirable means of establishing certain portions of the tidelands, Outer Continental Shelf, seaward areas, and Great Lakes of the United States as marine sanctuaries and for other purposes."

According to the proposals, many of these areas "are in danger of damage or destruction by commercial and industrial development." The measures therefore aim at establishing a national system of marine sanctuaries in selected portions of the nation's publicly owned coastal waters. Another purpose is to "preserve, protect, encourage balanced use, and where possible, restore, and make accessible for the benefit of all the people," not only the areas described, but their valuable "natural, commercial, recreational, esthetic, and other resources of immediate and potential value to the present and future generations of Americans." The bills describe the regions cited as "valuable for sport and commercial fishing, wildlife conservation, outdoor recreation, and scenic beauty."

"Public protest against oil industry plans to explore and develop portions of the scenic Santa Barbara Channel off Southern California and the Georges Bank near Cape Cod, Massachusetts, led to the proposal for Congressional action," according to Sierra Club Director Fred Eissler. The Sierra Club has been instrumental in getting the bills introduced.

"The country must not wait, as we did with our land frontier, until the undersea wilderness is almost gone before we decide to save some of it in parks and other reserves," Eissler has asserted. "The marine sanctuaries bills apply the great principles of the historic Wilderness Act of 1964, a land reserve measure, to ocean areas," he says.

General provisions of the bills are as follows:

- authorize the Secretary of the Interior to study, investigate, and formulate recommendations on the most feasible and desirable means of establishing portions of the Nation's tidelands, Outer Continental Shelf, seaward areas, and lands and waters of the Great Lakes as marine sanctuaries

- require the Secretary to coordinate his studies with all other applicable planning activities related to the areas under consideration

- provide for public hearings in areas contiguous to proposed sanctuary sites

- require the Secretary not to issue or renew any license, permit, or other authorization for the exploration, development, mining, or other removal of any minerals (including gas and oil) from any part of the Continental Shelf under study as a possible marine sanctuary until he submits the required report to the Congress

- authorize the Secretary to cooperate with affected Federal, state, local and international governments and agencies, and with interested private organizations and international organizations, so that — until the study is completed — a moratorium on industrial development of any portion of areas under consideration may be agreed upon by interested parties

- require consultation with the Secretary of State in matters relating to international waters

- authorize \$1 million to carry out the purposes of the Act

House bills have been referred to the House Committee on Merchant Marine and Fisheries, Subcommittee on Oceanography, for consideration. Senate bills have been referred to the Senate Committee on Commerce. No action is planned at present in either House or Senate.

ONLY 19 STATES QUALIFY FOR FEDERAL-STATE MATCHING GRANTS

Only 19 states have legislation sufficient to qualify them for the increased grants allowed under the Federal-state matching grants program for construction of waste treatment facilities.

As of July 1, 1967, by a provision in the Clean Water Restoration Act of 1966, the Federal share of matching construction grant payments allowable to the states was increased to a maximum of 55%. Prior to July 1, the Federal government could only pay up to 30% of the estimated reasonable cost of construction of a municipal sewage treatment facility.

Presently, the minimum Federal share of eligible costs is 30%. If the state agrees to provide 30% of the cost of the project, the Federal government can up its share by 10% — to 40%. If the state has approved water quality standards and agrees to pay 25% of the eligible costs, the Federal share may be increased to 50%. If the state planning agency certifies that the project is part of a comprehensive area plan, the Federal share can be increased by another 10% of the total grant: by 3% on a 30% grant, 4% on a 40% grant, or 5% on a 50% grant. Thus, the maximum Federal share of eligible project costs is 55%.

The grant assistance program was begun by Congressional authorization in 1956 to spur construction of municipal waste treatment facilities in order to hasten pollution abatement. To date the program has aided thousands of communities in the building of a total of nearly \$4 billion worth of waste treatment plants across the country.

States qualifying for the increased Federal grants (if they agree to pay either 25 or 30% of the eligible costs of the project) include: Connecticut, Georgia, Indiana, Maine (after October 8), Massachusetts, New Hampshire, New Jersey, New York, Oregon, Pennsylvania, Rhode Island, Tennessee, Texas, Vermont, Washington, and Wisconsin. Also qualifying are the District of Columbia, Puerto Rico, and the Virgin Islands.

Three other states will qualify after final Federal-state agreement on the interpretation of their laws. They are: Colorado, Delaware, and Maryland.

Seven states had enabling legislation pending as of September 22: California, Illinois, Louisiana, Michigan, Missouri, Nebraska, and South Carolina. Guam was also considering legislation.

Remaining states have either taken no action or have defeated legislative proposals.

FEDERAL INSTITUTIONS ATTACK WATER POLLUTION

When he issued guidelines to carry out President Johnson's Executive Order 11288, which required prevention or control of all pollution caused by Federal activities, Interior Secretary Udall said the Federal government must set the example and provide the leadership to improve water quality in the United States.

The guidelines, prepared by the FWPCA in cooperation with other Executive agencies and departments, are aimed at preventing additional pollution in the future, as well as at solving existing pollution problems at Federal facilities. The regulations apply to new and existing facilities and include Federal water projects and pollution from Federal vessels in their scope.

According to Commissioner James Quigley, the new guidelines:

- Spell out the general standards for waste treatment by all Federal installations.

- Outline the procedure an agency or department planning a new facility should follow as far as pollution control is concerned.

- Require consultation between the FWPCA and other Federal departments or agencies on existing pollution problems.

Provide for the submission and review by the Secretary of the Interior of any Federal plans for water resource development projects to determine their impact on water quality.

Program responsibility for the Secretary of Interior's functions has been assigned the Federal Water Pollution Control Administration whose regional offices have primary operational responsibility within their respective regions. FWPCA will provide the necessary review, coordination, and technical advice and assistance to other departments and agencies who in turn, must cooperate with the state, interstate and municipal agencies.

EXPERTS CLASH OVER POLLUTION CONTROL ECONOMICS

Belief that our nation's waters are the most logical carriers and diluters of human waste has not lost support in this country, despite strong public outcry against man-made pollution. Comments made during a panel conducted at the Third International Water Quality Symposium in Chicago at the end of August brought this fact home once again.

Conservationists and representatives of the general public (including spokesmen for the Izaak Walton League and the League of Women Voters) clashed on the issues of water use and waste treatment cost.

Eric E. Johnson, Assistant Secretary of the American Water Works Association said bluntly: "Streams are the logical carriers of our wastes." While admitting that streams are also for other uses, and that "the better the quality of the stream, the easier the job of the water utility and the lower the cost of the drinking water to the community," he stated, "... the idea that a stream must be of drinking water quality is completely impractical from an economic viewpoint.

James G. Watt, Natural Resources Secretary of the U. S. Chamber of Commerce, agreed with Johnson that the water pollution crisis in this country has been generated by critics who feel they must overstate their case to make progress. "The demand of the public has been raised to a fever pitch to adopt remedial measures regardless of the future effects or economic cost," Watt said.

We can no longer afford the luxury of waste through pollution," countered Joseph W. Penfold, Conservation Director of the Izaak Walton League of America. "The public is tired of the blackmail so often leveled at the community in the past — the threat that strong enforcement of water pollution laws will drive industry and jobs away," he contended. "The people have overwhelmingly chosen clean water as a goal — and I do not believe that that decision is negotiable. He added that when presented with available pollution control alternatives, the people "will elect the best way to restore their waterways to the optimum condition to serve all their needs."

Mrs. Donald E. Clusen, Chairman of the League of Women Voters Water Resources Committee, agreed with Penfold that the U. S. is not moving fast enough in pollution control. "... in spite of an aroused public and considerable increase in expenditures, we are still not spending enough money to do the job. Nor is the present high level of technical and scientific ability being used to the utmost," Mrs. Clusen said.

Assistant Secretary DiLuzio, who was scheduled to make some remarks after the panel, threw away his prepared text and directed his statements to the charges of the panelists.

He said he couldn't understand industry's unwillingness to make expenditures to control pollution since the bill would eventually be passed along to the consumer as a higher product cost. He also told the strong anti-pollution panelists that their demands for completely pollution-free water everywhere were unrealistic and prohibitively expensive.

COMMISSIONERS PASS WATER QUALITY RESOLUTION

Text of the resolution of the International Association of Game, Fish, and Conservation Commissioners follows:

WHEREAS, the Federal Water Pollution Control Administration, U. S. Department of the Interior, in its official GUIDELINES FOR ESTABLISHING WATER QUALITY STANDARDS FOR INTERSTATE WATERS (Under the Water Quality Act of 1965, Public Law 89-234), has stated emphatically, "Water quality standards should be designed to enhance the quality of water. If it is impossible to provide for prompt improvement in water quality at the time initial standards are set, the standards should be designated to prevent any increase in pollution. In no case will standards providing for less than existing water quality be acceptable." The Federal Water Pollution Control Administration in these Guidelines also provided that, "No standards of water quality will be approved which provide for the use of any stream or portion thereof for the sole or principal purpose of transporting wastes," (emphasis supplied) and

WHEREAS, it has come to the attention of the International Association of Game, Fish and Conservation Commissioners that the Federal Water Pollution Control Administration has indicated that it will controvert its own guidelines by accepting state set standards which provide for less than the existing water quality, and allow the use of streams or portions thereof for the principal purpose of transporting waste, and

WHEREAS, there are many streams in the United States which have a dissolved oxygen content that never falls below 6.0 parts per million upon which the Federal Water Pollution Control Administration has indicated it is prepared to accept a water quality standard allowing the dissolved oxygen content to fall to 4 parts per million, and

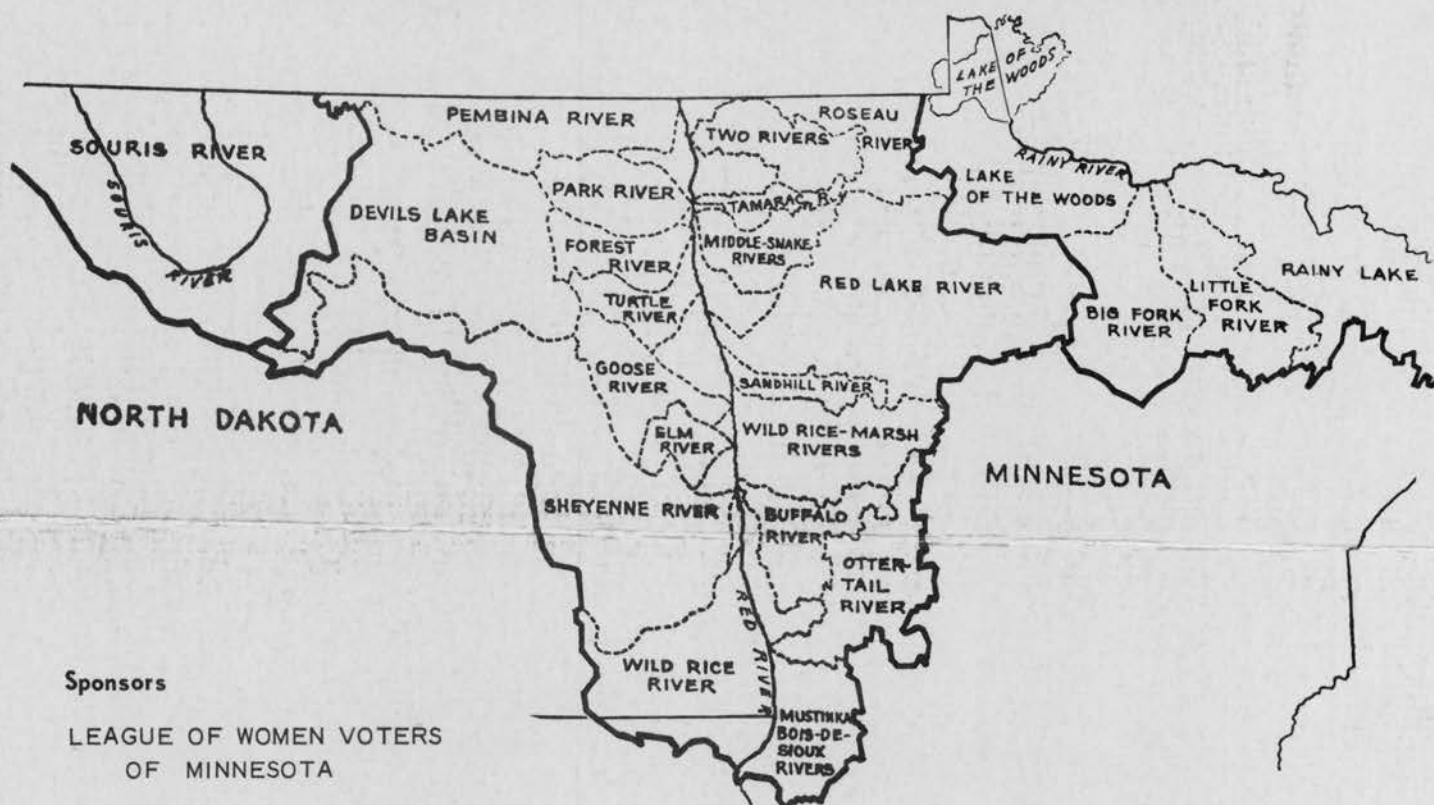
WHEREAS, there are many streams in the United States upon which standards have been set, which allow such streams or portions thereof to be used solely or principally for the transporting of wastes, and

WHEREAS, the members of the International Association for Game, Fish, and Conservation Commissioners have specific facts, data, and proof to establish these allegations.

NOW, THEREFORE, BE IT RESOLVED BY THE INTERNATIONAL ASSOCIATION OF GAME, FISH, AND CONSERVATION COMMISSIONERS, in annual meeting in Toronto Canada during the dates of September 11-13, 1967 duly assembled that the Federal Water Pollution Control Administration of the U. S. Department of the Interior is hereby called upon to adhere to and abide by its own duly promulgated and published guidelines for the establishment of water quality standards and that it specifically abide by its rules or guidelines which provide: "In no case will standards providing for less than existing water quality be acceptable" and that "No standards of water quality will be approved which provide for the use of any stream or portion thereof for the sole or principal purpose of transporting waste".

CONFERENCE ON

WATER RESOURCE PROBLEMS OF THE SOURIS-RED-RAINY RIVER BASINS



Sponsors

LEAGUE OF WOMEN VOTERS
OF MINNESOTA

LEAGUE OF WOMEN VOTERS
OF NORTH DAKOTA

NORTH DAKOTA WATER RESOURCES
RESEARCH INSTITUTE

SOURIS-RED-RAINY RIVER
BASINS COMMISSION

OCTOBER 31, 1967

MEMORIAL UNION
NORTH DAKOTA STATE UNIVERSITY
FARGO, NORTH DAKOTA

STAMP

WATER RESOURCES RESEARCH INSTITUTE
NORTH DAKOTA STATE UNIVERSITY
FARGO, NORTH DAKOTA 58102

Conference on
**WATER RESOURCE PROBLEMS OF THE
SOURIS-RED-RAINY RIVER BASINS**

October 31, 1967

Memorial Union
North Dakota State University
Fargo, North Dakota

9:00- 9:30 Coffee

Opening of the Conference

Thor A. Hertsgaard, Director, North Dakota Water Resources Research Institute, North Dakota State University.

Master of Ceremonies, Mrs. Earl R. Herring, State Board Member, League of Women Voters of Minnesota, Moorhead, Minnesota.

9:30- 9:45 Welcome to the Conference, Dr. Herbert R. Albrecht, President, NDSU.

9:45-10:15 "League of Women Voters' Interest in Water"

Mrs. Grady Mann, League of Women Voters, Fergus Falls, Minnesota.

10:15-11:00 "Problems of Flood Control in the Basins"

J. R. Calton, Chief, Basin and Project Planning Branch, U. S. Army Corps of Engineers, St. Paul, Minnesota.

11:00-11:45 "The Need for Watershed Protection in the Basins"

Charles A. Evans, State Conservationist, Soil Conservation Service, U. S. Department of Agriculture, Bismarck, North Dakota.

12:00-12:45 Lunch

Master of Ceremonies, Mrs. W. B. Treumann, President, League of Women Voters of North Dakota, Fargo, North Dakota.

1:00- 1:45 "Problems of Water Pollution and Its Control in the Basins"

James M. Quigley, Commissioner, Federal Water Pollution Control Administration, U. S. Department of the Interior, Washington, D. C.

1:45- 2:30 "Problems of Recreation and Wildlife in the Basins"

John S. Gottschalk, Director, Bureau of Sport Fisheries and Wildlife, U. S. Department of the Interior, Washington, D. C.

2:30- 2:45 Coffee

2:45- 3:30 "Research Contributions to Comprehensive Water Resources Development"

Eugene D. Eaton, Associate Director, Office of Water Resources Research, U.S. Department of the Interior.

3:30- 4:15 "What is a River Basin Commission?"

Gordon K. Gray, Chairman, Souris-Red-Rainy River Basins Commission, Moorhead, Minnesota.

4:15- 4:30 Concluding Remarks.

PRE-REGISTRATION FORM

TO: Water Resources Research Institute, NDSU, Fargo, N. D.

I plan to attend the conference on "Water Resource Problems of the Souris-Red-Rainy River Basins" at NDSU on Tuesday, October 31, 1967.

NAME _____

ADDRESS _____

OCCUPATION _____

League of Women Voters of Iowa
203 Brick & Tile Building
MASON CITY, IOWA 50401

*Arline
has a copy*

November 8, 1967

To: State Water Chairmen of Indiana, Illinois, Minnesota, Missouri, South Dakota
and Wisconsin
From: Mrs. George G. Koerber, State Chairman, Water Resources, Iowa
1206 Orchard Drive, Ames, Iowa 50010

In late October, I attended a meeting of the Coordinating Committee for the Upper Mississippi River Comprehensive Basin Study at the invitation of the Corps of Engineers, the coordinating agency for the study. This was the first time, the Iowa League had been invited. As a newly appointed chairman, I was quite surprised to learn that the Coordinating Committee wanted the LWV to comment upon the studies prior to the formulation of the final drafts. My surprise has almost become dismay since learning the final draft of the first study is scheduled for completion in December 1967. Although I have received copies of certain studies, no prior indication had been given that comments from the League were desired.

All of you may be better informed about this study than I was. Just in case you have as little information as I did, an outline of the study procedures and schedule is enclosed.

The Corps of Engineers has sought our participation through the respective state representatives on the Coordinating Committee. However, all contact I have had so far has been directly with the Corps. A list of the state representatives is also enclosed. According to Col. Barnes, Deputy Division Engineer of the North Central Division of the Corps, each state League should submit their comments to their state representative.

Mrs. Clusen has written me that our national position on water is sufficient authority to take action so long as the comments fall within the framework of that position. If a state or local League has a position resulting from their own study, she recommends that comments based upon such positions be made in separate letters.

Because I am such a "greenhorn" in this area, I would appreciate any assistance you can give me. In particular, I would appreciate your comments on whether the state Leagues involved should coordinate their comments and activities regarding the UMRCBS and whether these comments should be formulated with the assistance of the national Board.

copies: national office
state League presidents
Iowa state office

STATE REPRESENTATIVES

to

Coordinating Committee of URBCHS

| | |
|-----------|---|
| Minnesota | Wayne H. Olson, Commissioner of Conservation
S. A. Frellsen (Alternate) Director, Division of Waters, Dept. of Conservation |
| Indiana | John Mitchell, Executive Secretary, Indiana Flood Control and Water Resources Commission
Donald Foltz (Alternate) Director, Department of Conservation |
| Missouri | Clifford L. Summers, Executive Director, Missouri Water Resources Board
Carl R. Noren, (Alternate) Missouri Conservation Commission |
| S. Dakota | Joe Grimes, Chief Engineer, So. Dakota Water Resources Commission
Eugene Stearns (Alternate) Director, S. Dakota Industrial Development Expansion Agency |
| Illinois | Eugene Graves, Executive Director, Board of Economic Development and Chairman of the Technical Advisory Committee on Water Resources
Dr. William C. Ackermann (Alternate) Chief, State Water Survey Div. |
| Iowa | Othie R. McMurray, Director, Natural Resources Council
Eldren Rich (Alternate) Staff Engineer, Natural Resources Council |
| Wisconsin | Frank P. Zeidler, Director, Department of Resource Development |

UPPER MISSISSIPPI RIVER COMPREHENSIVE BASIN STUDY
STATUS AND SCHEDULE OF REPORT PREPARATION, 15 SEPTEMBER 1967

| REPORT SECTION | | DRAFT 1 | | DRAFT 2 | | POPULAR
SUMMARY | DRAFT 3 | | PRINTING |
|----------------|-----------------------------------|------------------|---------|------------------|-----------------|--------------------|-----------|--------|----------------------------|
| LETTER | TITLE | SCHEDULED | ACTUAL | SCHEDULED | ACTUAL | | SCHEDULED | ACTUAL | |
| A | MAIN REPORT
STUDY HISTORY | DEC 67
NOV 67 | | APR 68
APR 68 | | | | | JULY-Aug 68
JULY-AUG 68 |
| B | AESTHETICS | OCT 66 | NOV 67? | FEB 67 | | | JAN 68 | | FEB-MAY 68 |
| C | CLIMATE | NOV 65 | Nov 65 | MAR 66 | OCT 66 | | DEC 66 | | " |
| D | HYDROLOGY | OCT 66 | NOV 66 | FEB 67 | MAR 67 | AUG 67 | JAN 68 | | " |
| E | GROUNDWATER | JUN 67 | JUL 67 | AUG 67 | | | DEC 67 | | " |
| F | MINERALS | SEP 66 | | FEB 67 | 1 & 2
JAN 67 | MAY 67 | JAN 68 | | " |
| G | SEDIMENTATION | SEP 66 | SEP 66 | FEB 67 | MAR 67 | JUL 67 | JAN 68 | | " |
| H | WATER SUPPLY &
QUALITY CONTROL | DEC 66 | | FEB 67 | | | JAN 68 | | " |
| I | FLOOD CONTROL | SEP 66 | NOV 66 | FEB 67 | JUN 67 | AUG 67 | JAN 68 | | " |
| J | NAVIGATION | SEP 66 | JAN 67 | MAR 67 | MAY 67 | | JAN 68 | | " |
| K | RECREATION | SEP 66 | OCT 66 | JUN 67 | | | JAN 68 | | " |
| L | FISH & WILDLIFE | SEP 66 | | FEB 67 | | | JAN 68 | | " |
| M | POWER | SEP 66 | SEP 66 | FEB 67 | MAY 67 | AUG 67 | JAN 68 | | " |
| N | AGRICULTURE | DEC 66 | FEB 67 | JUN 67 | | | JAN 68 | | " |
| O | WATER LAWS &
POLICIES | DEC 66 | NOV 66 | MAY 67 | | | JAN 68 | | " |
| P | ECONOMICS | SEP 66 | NOV 66 | MAR 67 | | | JAN 68 | | " |
| Q | PLAN FORMULATION | DEC 67 | | APR 68 | | | | | JUL-AUG 68 |

As you can see, some of the reports are behind schedule so we may have more time to formulate any comments.

It is my understanding that the League is to comment upon the material in the popular summary of draft 2 and such comments will be considered prior to the formulation of draft 3.

League of Women Voters

of the United States

Memorandum

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

This is NOT going on State Board Supplement

November 3, 1967

TO: State Water Resources Chairmen (Copy to State League Presidents)

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

RE: Participating in the Federal Water Pollution Control Administration's study of pollution problems in estuaries

As you know, the Clean Water Restoration Act of 1966 directed the Department of the Interior to make a comprehensive study of pollution problems in the nation's estuaries, the results to be reported to the Congress within three years. The Act provided that the study be made in cooperation with interested groups, including private organizations.

The Federal Water Pollution Control Administration has invited the League of Women Voters to participate in this study to whatever degree we decide is appropriate.

Here is an opportunity for Leagues on estuaries to make information developed by their water resources committees a part of the input of an official study that, in its final form, will be used by Congress. I am sure that some local Leagues will be delighted to have a share in the process.

You know which of the local Leagues in your state are on estuaries or especially concerned about estuaries. Please tell these local Leagues that they have been invited, if they wish, to send information about their own estuary to

Mr. Eugene T. Jensen, Chief
Office of Estuarine Studies
Federal Water Pollution Control Administration
633 Indiana Avenue, N.W.
Washington, D. C. 20242

The Office of Estuarine Studies says it is particularly anxious to obtain

- a) examples demonstrating economic and social values, pollution, and the conflict between pollution and beneficial uses or values
- b) information on use trends, expressed in terms of 1975, 1985, and 2000
- c) research needs.

No League should feel compelled to contribute to the FWPCA collection of information. No League need cooperate unless it wishes to do so.

(OVER)

I think it best for local Leagues that want to contribute to the estuarine pollution study to send their material directly to the FWPCA headquarters. The local League members who compile the material will have a greater sense of direct participation. State chairmen will be spared the task of putting together a composite report. Please remind local Leagues that it would be helpful to us all if a copy of information which they send to the FWPCA could be sent to the state and national offices.

Please send the national office a list of the local Leagues in your state that you consider to be located on or particularly concerned about estuarine areas.

TO: State Water Resources Chairman (Copy to State League President)
 FROM: Mrs. Donald E. Cline, Chairman, Water Resources Committee
 RE: Participating in the Federal Water Pollution Control Administration's study of pollution problems in estuaries

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 Federal Water Pollution Control Administration
 833 Indiana Avenue, N.W.
 Washington, D. C. 20542

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(OVER)

League of Women Voters EDUCATION FUND
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Washington, D.C. 20036
Telephone: (202) 659-2685

November 1967

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