

CURRENT DEVELOPMENTS AFFECTING
CARTOGRAPHIC OPERATIONS

I am happy to participate in your National Cartographic Meeting. You in the Cartographic Division have your finger on the pulse of the Soil Conservation Service programs. You can see the gradual changes in the SCS programs ~~which require changes in the SCS programs~~ which require changes in the types of services you provide.

The programs of the Soil Conservation Service ^{have always ad} all stress improvement in the environmental quality of this Nation. Our mission, from day one, has been ^{and still} is to maintain and improve the resource base and the quality of the world that we live in. Pollution and pollution abatement are popular phrases these days. Our mission has been to reduce or control the sources of agriculture-related pollution. Sediment from soil erosion is a prime source of pollution of our waterways and water supplies. By application of conservation plans through the conservation operations program, through reservoirs and streambank stabilization with our watersheds programs, with application of wind erosion control practices in the dust bowl area of the Plains, it is obvious that SCS has a predominant role in planning and application of preventative measures.

Material for use by Norman A. Berg, Associate Administrator, Soil Conservation Service, U. S. Department of Agriculture, Washington, D. C., at the National Cartographic Meeting, September 20, 1971, Portland, Oregon

We strive to help maintain a balance of nature in planning. We consider the resource base in planning with cooperators for cost returns are not the only criteria in good planning. The Soil Conservation Service provides technical assistance to planning commissions, cities and towns, using soil surveys and the knowledge of all technical disciplines and interpretations of possible land use.

There is a continual shift in emphasis in the SCS programs. We now have sanitary engineers on some state staffs. We have a landscape architect on the staff of another state. A remote-sensing position has been proposed. An example of the shift in emphasis is in activity code 34, conservation resource planning and implementation. In fiscal year 1962, 265 units required cartographic servicing. In fiscal year 1970 the Cartographic Division serviced 100,682 units under this activity code.

The SCS has cooperative agreements with other departments and agencies. An example is the flood insurance study for the Federal Insurance Administration, Department of Housing and Urban Development. I understand, Mr. Tilker, Head of the E&WP Unit here, will discuss these studies in detail with you this afternoon. An annual agreement is completed between SCS and the Department of Housing and Urban Development, Contracts and Agreements Division. This flood insurance work generally requires cartographic servicing. Another area is our assistance in the AID and the FAO programs. We provide technical assistance with our staff acting as consultants. These programs also require cartographic servicing.

Just recently the river basins program has been expanded to include flood hazard analyses. These analyses are of use to officials and planners at the state and local level. This is a new program which will require added cartographic assistance.

All these programs, in addition to our regular going programs, will have an impact on the Cartographic Division. These new programs will require a different type of servicing. As unit heads, you must be completely familiar with the shifting programs and provide counsel to the states on the best cartographic procedures, and the necessary scheduling for timely and adequate servicing.

You are all aware of the funding of the fiscal year '72 programs. These became law on August 10, 1971.

| | <u>FY 71</u> | <u>FY 72</u> | <u>%</u> |
|---|-------------------|-------------------|--------------|
| Conservation Operations | \$139,160,000 | \$154,734,000 | +11.2 |
| River Basin Surveys & Investigations | 9,757,000 | 10,091,000 | + 3.2 |
| Watershed Planning | 6,587,000 | 6,740,000 | + 2.2 |
| Watershed Operations | 78,350,000 | 105,411,000 | +35.9 |
| Flood Prevention | 21,984,000 | 26,688,000 | +21.6 |
| GPCP | 16,629,000 | 18,113,500 | + 8.9 |
| RC&D | <u>14,953,000</u> | <u>20,867,000</u> | <u>+39.6</u> |
| | 287,020,000 | 342,644,500 | +19.4 |

The SCS received an increase of \$55,624,000 for fiscal year '72 or 19.4% of our fiscal year '71 budget. This increase is to fund the existing and changing programs and to help bring the conservation operations program more in line with the need to improve the environment. We cannot say specifically what portion of this increase will result in cartographic servicing. We do know that the increased workload in watershed operations and hopefully RC&D, flood prevention and GPCP can result in an increase in reimbursable work in these areas. The conservation operations increase is primarily to add additional field staff to provide the required services at the conservation district level.

It is your job to provide the tools for this staff so that they may more efficiently perform their functions in planning and application with the local people. I am aware that this will add to an already heavy workload. We must, however, be alert for new ways to provide a cartographic product more efficiently and economically. You have stayed abreast of the latest advances in sophisticated equipment. For example, the installation of negative and paper print processes has increased your capacity while decreasing your manpower needs. The improved procedures by which high-altitude photography is utilized for photobase sheets for published soil surveys and also is being used increasingly for preparation of base sheets for progressive mapping is another illustration of your resourcefulness. It is mandatory that we exercise quality control to provide a product which will meet and not exceed the needs of the users. This, of course, involves a continual educational process with all our users.

The first requisite of planning is to utilize the soil survey. The published survey is a key instrument in conservation planning, for zoning, highway location, building sites, and land use studies. The completed field survey without correlation and interpretation is useful only to a handful of people, provides a small return on our investment; when published, the soil survey is available to all interested parties.

The Administrator is vitally interested in accelerating soil survey publications to eliminate the backlog of completed soil surveys. A 25% expenditure over mapping costs for publication will provide a useful document to the general public. The benefits to the public from a published soil survey range from a 30:1 to 120:1 ratio. We are very pleased with the progress to date and are 100% behind this continued effort being put forth by the Cartographic Division, Soil Survey, and editorial staff.

Both the Administrator and I have been approached several times in past years regarding the lack of uniformity nationwide in charging for cartographic servicing. The same work was being charged for in one RTSC and not another. We were aware that nationally the portion of conservation operations work which was recoverable was quite uniform between the units but there was a difference in the charging for individual items. Further, the shifting of old programs and the introduction of new programs in the conservation operations area without a comparable increase in cartographic funding created problems for you in making a determination as to what work was recoverable.

Shifting of program emphasis required variations between RTSC's in determining recoverable work. For example, in comparing production in fiscal years 1962 and 1970, conservation plans reduced 23% in this period. However, conservation resource and planning units increased to over 100,000 units from 265 in 1962. Further, the B&F Division has received instructions from the Office of Management and Budget to go on a cost base budget as soon as possible. Each allottee must account for all the funds spent in servicing his state. This includes all the costs of cartographic services which are provided to his state.

The SCS Policy Committee studied these problems and made recommendations to the Administrator last February and he appointed a committee to develop the new policy on servicing. This policy was implemented July 1, 1971. The major effects of this change make the state conservationists more responsible for their cartographic needs and workload. This becomes an excellent management tool for the state conservationist and allows him to place emphasis on those programs which have the highest priority. This policy change relieves you of making decisions on recoverable work. We appreciate that it will increase manpower needs in the cartographic units for tabulating and record keeping. However, after two months of operation ^{as told} it does reduce the manpower needs in the fiscal offices, particularly on reimbursable work.

You all have received ADP programs for a machine computer printout of the data required by the states. This computer printout and capability will allow any type of production records to be obtained without additional manpower time. Further, this has done the primary thing it was intended to do which is to eliminate non-uniformity in charging for cartographic servicing to the states. This procedure also provides cost-based data to individual states in keeping with the requirements of the Office of Management and Budget. The Administrator most emphatically desires a successful implementation of this system.

We are not yet certain of the full effects of the new national economic policy. We know that Government-wide there will be a 5% personnel reduction. We do not yet know from what date this personnel reduction will be based. If based on the positions estimated in the budget, we have only minor problems; if based on year-end ceilings on June 30, 1971, we have more of a problem. However, if it is based upon the full-time employees on board as of August 14, we'll have our work cut out for us. It is hoped, of course, that reduction in personnel can be obtained by attrition. This is nothing new to the Soil Conservation Service for we have dropped 1200 positions in the last 4 years. The present rate of attrition is about 5% annually, it may be less this year.

We know, too, that we must achieve a .15 reduction in average grade level this fiscal year and .15 reduction in average grade level next fiscal year. If we cannot hire new people at lower grades we have a real problem in downgrading. We may have to re-evaluate positions and fill them at a lower grade or downgrade. It is most important that we keep the lower grade positions filled and watch promotions very carefully to make certain we do not exceed the average grade limitation.

The Nation's new economic policy presents a challenge to the Soil Conservation Service. We have received additional funding of approximately 20% this fiscal year for SCS programs. The CO funds were intended for additional people and the services they will require. The increased workload to cartographic will require additional people. The accelerated soil survey program will require additional people. If we can add to our staff at a GS-3 or 4 level this would make grade reduction easier.

We do not yet know the procedures to reduce the Federal expenditure by 4.7 billion dollars. In the meantime we should continue our day-to-day work on priority problems.

As environmental specialists our involvement in this nation's future programs will increase. So will our workload. Our services were never more in demand. The Cartographic Division will be directly affected by this increase in demand. In April of 1970, the Administrator and I spent one-half day in the Hyattsville Cartographic Unit. While there we viewed a chart

which compared cartographic servicing for the northeast states for the periods FY 1959 and 1969. The production increased from 43% in some activities to over 1,000% in other activities with a 5% increase in staff.

This is indicative of the cartographic effort nationwide and illustrates your ability to stay on top of new equipment and techniques to provide more services with the same dollar and less people.

Long range plan -

The Soil Conservation Service needs its cartographic units to provide servicing not generally available in the public sector and provide tools for our technical specialists so that they can perform their job more efficiently. We appreciate your proven management ability as members of the SCS team in helping carry out Service programs in a timely and efficient manner.