Keynote Address

SCS Mission, Responsibilities, and Commitments
to the 208 Program & the USDA
Organization for Section 208

A few weeks ago at another session on water quality--and they are held often these days, I heard this story. The cycle on concern for quality of water is passing through stages. There have been at least three to date:

First -- The Pathogen era -- mostly a public health thrust with emphasis on use of chlorine treatment, separating uses of water (primarily for drinking) and ability to use some "sanctions" for noncompliance.

Second -- The Dissolved oxygen era, i.e., (P.L. 92-500) where the goal is "fishable and swimmable" -- development of much hardcore -- large expenditures and a combination of "bribes" and sanctions to reach the objectives (often confusing and conflicting).

Third -- The Non-Point era where the "208" approach will get top priority. The understanding of both sources and their effects are poor. It now means a little to many, but to accomplish results, it should mean a lot to key decisionmakers.

Material used by Norman A. Berg, Associate Administrator, SCS, at Section 208 Workshop, Sacremento Inn, Sacremento, California, December 14-16, 1976

We tend to act on perception--not truth--and the logic of what water quality should be is not simple. We have a more complex world than most will admit.

Til now the point source water quality programs have been a bargaining-negotiation situation between the polluters and the regulator and "success" continually demands greater "bribes" and greater "connections."

Whether, that will work for diffuse sources in a rural, farm, forestry, range setting is largely untested. For one also despite complaints about many aspects of U. S. society today--most Americans appear to be considerably more satisfied with the quality of their life than are most other people of the free world.

Specifically, Americans express a higher level of satisfaction with important aspects of daily living, including family life, health, leisure time, housing, work, their communities, their standard of living, their education for work and for life, and finally, life in their nation today.

Nevertheless

We have helped people achieve quality in their lives. Every organization worth its salt exists to serve some human need. We do, conservation districts do, EPA does too!

The mission of the SCS from the beginning has been and still is to develop and carry out, through local units of state government, national programs of soil, water, and related resource conservation with land owners and operators, other users and developers, regional resource groups, and state and federal agencies of government.

The results of that mission help to sustain and improve the Nation's capability (the natural resource base - soil & water) to produce the needed food and fiber to help feed and clothe the people here and abroad. And there are other good results of that mission including:

--- protection and

--- improvement in the Nation's water quality.

However, if the national water quality goals whatever the date are to be met, we must recognize that some of the most difficult water pollution abatement problems are still ahead of us.

The commitment to control muncipal and industrial point sources has been significantly expanded since early in this decade and has been pursued with substantial efforts. Major improvements in the quality of streams is well documented in CEQ's 7th Annual Report.

But land surface runoff, atmospheric loadings, and other diffuse sources are still substantial, pervasive, and difficult to bring under control. The more we clean up point sources, the more the non-point sources of nutrients, toxic materials, sediment and other pollutants will be highlighted as needing action.

Now we face the formidable task of dealing with those diffuse sources, without losing the gains made in point-sources.

So as Glen Murray said at Kansas City, "Water quality is an important issue--bound to get more important in the future--and we need some plain talk about water quality."

When Judge John L. Smith of the U. S. District Court for the District of Columbia ruled June 5, 1975, that Section 208 plans must be prepared for all areas of a state, even though they may not be designated by the governor or local officials to have water pollution problems, he invalidated EPA regulations requiring Section 208 planning to be undertaken primarily in designated metropolitan areas, and allowing other areas to be covered by other, less comprehensive, sections of the act.

New regulations drafted under Judge Smith's order extended the deadline for submitting Section 208 plans for nondesignated areas to November 1978. (The original deadline was June 30, 1975, four months before the new regulations were issued.)

What impact does this court order directing 208 planning management "to be done border-to-border, wall-to-wall, throughout the country" have on SCS and conservation districts?

~~What effect will the following scenerio have on our work.~~ We understand ~~as of October 11, 1976,~~ that EPA will have the following strategy with non-point source pollution.

We understand

As part of its areawide water quality management planning program, Environmental Protection Agency is developing guidance documents to aid planners in identifying and regulating nonpoint source pollution through use of best management practices. About to be released is guidance on controlling pollution resulting from construction activities. Guidance for other categories is still in the draft stage.

Meanwhile, EPA's nonpoint source branch has drafted the following priorities for controlling pollution from the various activites that generate nonpoint source pollution:

A - Construction -- (1) control or prevention of runoff from active and planned construction; (2) control of pollution from construction completed in the past; (3) development of control technology for use on future construction sites.

B - Individual waste treatment systems -- containment of pollution in areas of high-density suburban home development.

C - Mining operations -- (1) prevention, reduction or elimination of pollution from mineral extraction and primary processing activities; and (2) improvement of abandoned mine water pollution abatement programs.

D - Urban runoff -- (1) control of pollution in rapidly growing major urban centers, beginning with segments under development; (2) application of well-known management practices in densely populated portions of major urban centers; (3) identification of methods which could reduce the cost of stormwater control and ancillary loading to wastewater treatment plants; and (4) accumulation of data for the writing of meaningful permits pursuant to stormwater regulations.

E - Silviculture -- (1) new silvicultural operations; (2) existing operations; (3) past and terminated operations; and (4) natural areas where existing pollution can be controlled by applying appropriate silvicultural treatments.

F - For agricultural activities, objectives are the reduction of water pollution through state and areawide planning and management efforts, cooperative efforts in existing water quality control programs and water quality-related volunteer programs, and educational efforts.

Carter

As a minimum we are telling the transition team that there must continue to be a USDA role in Section 208 planning for non-point sources.

Federal courts have ruled that to be in accord with the Federal Water Pollution Control Act (P.L. 92-500) plans must be developed for all of the Nation's land to reduce all sources of water pollution. Section 208 of this Act mandates a continuing planning process for all states to deal with the problem of both point and nonpoint sources of pollution. Asst. Secy Long's letter to Agency Heads said "The U. S. Department of Agriculture must be actively involved in the 208 planning process, especially as it relates to nonpoint sources of pollution. This is important because of the magnitude of the Nation's land in agricultural use, and the diffuse sources of pollution by sediment, agricultural wastes, fertilizers, and pesticides that are potentially in water runoff from typical farm operations.

The U. S. Department of Agriculture has the programs and expertise to be effective in working with nonpoint source pollution control. Our association with conservation districts, land grant colleges and universities and state and local government provide the institutional arrangement needed to reach America's land users. This delivery system provides USDA with the only Federal capability to bring national policies, new technology and education directly to the people. Our knowledge of the land and "best management practices," along with our effectiveness in working with people put USDA in a prime position for water quality work.

At this stage we have no reason to believe that this will change. But - we don't know for certain - much will depend ultimately on the thinking of the new leaders in the White House, OMB, USDA-EPA and the Congress

In the final analysis, the states and local 208 planning agencies are the key for active involvement of SCS & SCS,

-- Are they asking or seeking our kind of help?

-- If so, in what way, how, where, and when do they want help?

-- If we help will our expertise be used in the development and implementation of the areawide waste treatment management plans?

I can't answer these questions, perhaps will you want to respond in full on every one during the meeting.

With what we know now can we make some educated guesses as to what may happen? -- I'll try:

A. Section 208 agencies are getting organized and/or beginning to develop planning activities.

B. In most instances the original designated Section 208 agencies were not acquainted with SCS and what help might be available.

C. In some instances local Section 208 agencies had spent money for resources which were already available in the county SCS offices. - as OK

D. In most instances the Section 208 planning agencies were pleased to learn of assistance available from SCS. such as

E. Assistance available in county SCS offices can help in identifying prime cropland production areas, and in establishing conservation measures for controlling nonpoint source pollution. This assistance is available in the form of:

Cons Plg Memo 14 Rec memo No Oct 16, 1974

DATA AND TECHNIQUES, AND A LOOK AHEAD. THESE SUBJECTS ARE HIGHLY PERTINENT TO OUR OPPORTUNITIES AND RESPONSIBILITIES, AND I HOPE YOU WILL THOROUGHLY EXPLORE ALL OF THEM BEFORE YOU LEAVE. ALL OF THEM LEAN HEAVILY TOWARD URGING US TO BECOME A PART OF THE SOLUTION TO A PROBLEM RATHER THAN A PART OF THE PROBLEM OR AN APATHETIC BYSTANDER. IT IS IMPORTANT THAT WE GO INTO THE CONFERENCE WITH A POSITIVE ATTITUDE.

PERHAPS WE SHOULD TAKE A LOOK AT OUR QUALIFICATIONS BEFORE WE MAKE TOO MANY COMMITMENTS. OVER THE YEARS OUR PROGRAMS HAVE BEEN PRIMARILY LAND ORIENTED, MAINLY FOCUSED ON THE USE AND TREATMENT OF LAND FOR PRODUCTION POTENTIAL AS WELL AS ITS PROTECTION FROM EROSION. OUR PROGRAMS, PROVIDED TO LANDOWNERS THROUGH LOCAL CONSERVATION DISTRICTS, HAVE BEEN BUILT ON VOLUNTARY PARTICIPATION RATHER THAN REGULATIONS. WE BELIEVE THIS IS A SOUND APPROACH, AND WE ARE READY TO DEFEND IT IF NEED BE. WE BELIEVE OUR KNOWLEDGE OF THE LAND AND OUR EFFECTIVENESS IN WORKING WITH PEOPLE PUT US INTO PRIME POSITION IN WATER QUALITY WORK.

GLEN MURRAY, IN HIS TALK TO THE STATE CONSERVATIONISTS IN KANSAS CITY, SUGGESTS WE ASK OURSELVES FOUR SEARCHING QUESTIONS:

1. HAVE OUR PROGRAMS BEEN ADEQUATE, AND WHY HASN'T USDA DEVELOPED SOME KIND OF UPSTREAM WATER QUALITY PROGRAM?

2. DO WE HAVE A WATER QUALITY PROGRAM BUT UNDER A DIFFERENT NAME?

3. ARE OUR LEGISLATIVE AUTHORITIES ADEQUATE SUPPORT FOR OUR EFFORTS?

4. WHAT INCENTIVES WILL BE MOST EFFECTIVE TO MOVE LANDOWNERS TOWARD REACHING GOALS IN WATER QUALITY?

THE ANSWERS TO SOME OF THESE QUESTIONS LIE IN SOME VALUE JUDGMENTS THAT WE HAVEN'T HAD TO MAKE BEFORE, ~~BUT NOW MUST BE MADE~~.

TO BEGIN WITH, THE DEFINITION OF POLLUTION HAS CHANGED. WHAT WE NOW TERM POLLUTION WAS ENTERING OUR STREAMS LONG BEFORE THE EUROPEANS CAME TO THIS COUNTRY, SOME OF IT LONG BEFORE THE INDIANS CROSSED THE LAND MASS INTO NORTH AMERICA. TO TRY TO CALCULATE THE SEDIMENT LOAD THAT HAD TO COME OUT OF THE GRAND CANYON WOULD BOGGLE THE MIND. EARLY SETTLERS REPORTED THEY FOUND THE YELLOWSTONE AND THE MISSOURI RIVERS RUNNING YELLOW WITH MUD AND THICK WITH THE FECAL WASTE FROM GREAT HERDS OF BUFFALO. EVEN ON FLAT PRAIRIE SOILS UNDER A GOOD COVER OF GRASS THERE IS SOME SOIL LOSS. IN THESE EARLY YEARS, POLLUTION CAUSED BY MAN'S ACTIVITIES WAS SO INSIGNIFICANT THAT IT WAS EASILY IGNORED. THE QUALITY OF WATER IN OUR STREAMS, LAKES, AND RIVERS ~~WAS GOOD ENOUGH FOR OUR~~ met their NEEDS.

~~THIS MEANS, THEN, THAT~~ So, THE ONLY LOGICAL APPROACH TO CONTROL OF THE NONPOINT PROBLEM ~~IS~~ TO PLACE REASONABLE STANDARDS ON THE USE AND CARE OF THE LAND. If so WE HAVE BEEN INVOLVED IN THIS APPROACH FOR 40 YEARS OR MORE.

THE SEARCH FOR A "BEST WAY" TO GET SEDIMENT REDUCING CONSERVATION PRACTICES ON THE LAND LED TO THE FORMATION OF THE ~~SOIL~~ CONSERVATION DISTRICT MOVEMENT. I DON'T NEED TO RECOUNT ~~THE SUCCESS OF~~ THAT ~~VENTURE~~ story - But the results are impressive. LAND USERS IN WATERSHED PROJECTS ARE ESTIMATED TO BE REDUCING EROSION BY MORE THAN 50 MILLION TONS ANNUALLY THROUGH THE CONSERVATION TREATMENT OF THEIR LAND. MORE THAN 900 CRITICAL AREA TREATMENTS HAVE BEEN PLANNED BY LOCAL GOVERNMENTS THROUGH THE RC&D PROGRAM. BUT WE NEED TO KEEP THIS IN PERSPECTIVE. WATERSHEDS COVER ONLY 3 PERCENT OF THE LAND AND THE 50 MILLION TONS OF SEDIMENT ARE ONLY ONE PERCENT OF THE ANNUAL DISCHARGE INTO OUR STREAMS. ~~IF~~ TODAY'S CULTURE DEMANDS CLEANER WATER IN A SHORTER TIME, However, ALL PROGRAMS WILL HAVE TO BE ACCELERATED MANY TIMES OVER TO REACH THE GOAL.

HISTORICALLY WE IN SCS HAVE BEEN LAND ORIENTED, RATHER THAN WATER ORIENTED. IT FOLLOWS, THEN THAT IF NONPOINT POLLUTION IS LAND-BASED AND THE REDUCTION THEREOF LIES IN LAND USE AND TREATMENT, WE ARE QUALIFIED TO ASSUME A PART OF THE PROGRAM. LET'S SEE IF WE CAN RATIONALIZE AN APPROACH.

However, ESTIMATES INDICATE THERE ARE still AROUND 4 BILLION TONS OF SEDIMENT REACHING OUR STREAMS EACH YEAR. ABOUT 30 PERCENT OF IT IS NATURAL ~~BACKGROUND FROM~~ GEOLOGIC EROSION. ABOUT

50 PERCENT COMES FROM AGRICULTURAL LAND. ANOTHER 10 PERCENT COMES FROM RANGE AND FOREST LAND, AND THE REMAINING 10 PERCENT COMES FROM DISTURBED AREAS SUCH AS ERODING ROADBANKS, CONSTRUCTION, SURFACE MINED LANDS, OR OTHER DISTURBED AREAS. AROUND 70 PERCENT, THEREFORE, IS THEORETICALLY SUBJECT TO CONTROL AT ITS SOURCE THROUGH SOUND SOIL AND WATER CONSERVATION MEASURES APPLIED TO THE LAND.

HOW MUCH OF THIS 70 PERCENT CAN BE FEASIBLY STOPPED? AND IF IT IS STOPPED WHAT WILL THE EFFECT BE ~~ON~~ RIVERS AND STREAM ~~CHANNELS~~? HOW MUCH OF IT CAN WE STOP WITH OUR CURRENT PROGRAMS? WILL WE NEED NEW PROGRAMS, AND HOW WILL THEY INCREASE OUR ABILITY? WHAT WILL THEY COST? SEARCHING QUESTIONS, AREN'T THEY? Do we or do we not ~~have~~?

~~WHETHER OR NOT WE~~ ALREADY HAVE AUTHORITY IN THIS AREA ~~IS NOT A QUESTION~~. PUBLIC LAW 46 SAYS SIMPLY THAT WE HAVE A RESPONSIBILITY OF PREVENTING SOIL EROSION AND CAN DO WHATEVER IS NEEDED TO GET THE JOB DONE. PUBLIC LAW 83-566 SAYS THAT FLOODING, EROSION, AND SEDIMENT ARE MENACES AND THAT THE SECRETARY OF AGRICULTURE, THROUGH SCS, CAN ASSIST LOCAL PEOPLE TO ELIMINATE THE PROBLEMS. PUBLIC LAW 87-703 PROVIDES THAT USDA, DELEGATED THROUGH SCS, CAN ASSIST LOCAL SPONSORS IN MAKING REGION-WIDE PLANS FOR RESOURCE CONSERVATION AND DEVELOPMENT. WE ALREADY HAVE a great deal of AUTHORITY ~~THAN WE ARE USING~~, AND ~~ALL~~ WE NEED ~~FOR THE MOMENT~~, to determine if additional authority will be needed to do even a better job. → Sen. Talmadge letter

138.12

THE CURRENT SITUATION ~~MAY~~ will DEMAND A ~~SLIGHT~~ SHIFT IN EMPHASIS AND ~~SOME~~ ADJUSTMENT IN PRIORITIES. ~~WE DO, HOWEVER,~~ We NEED TO SHARPEN OUR THINKING IN TERMS OF THE QUALITY OF THE WATER THAT COMES OFF THE LAND. WE HAVE BEEN ABSORBED WITH MANAGING THE WATER ON THE LAND RATHER THAN MANAGING IT TO BE RECEIVED BY A RIVER ~~OR~~ lake ~~OTHER~~ STREAM AND FOR THE USE OF IT BY THE PEOPLE WHO LIVE THERE. WE HAVE ~~BEEN THINKING MORE OF~~ long thought about THE EFFECT OF EROSION ON THE LAND rather ~~THAN OF~~ ITS EFFECT ON THE water ~~STREAM~~. Land program - local - Water " - National - TVA

WE NEED A MEANS FOR MEASURING SEDIMENT AND OTHER POLLUTANTS IN RUNOFF WATER, TO GO ALONG WITH OUR SOIL LOSS EQUATION. SUCH A MEANS COULD PREDICT, UNDER GIVEN CIRCUMSTANCES, THE CONTRIBUTION OF SEDIMENT, SOLUBLE PLANT NUTRIENTS, AND CHEMICALS GOING INTO OUR WATER COURSES. OUR PHILOSOPHY MAY HAVE TO BE ADJUSTED SO WE PROMOTE THE USE OF EACH ACRE OF LAND IN TERMS OF ITS ACCEPTABLE LIMITS OF NONPOINT POLLUTANTS, AS WELL AS ITS CAPABILITY FOR PRODUCTION.

WE UNDOUBTEDLY NEED TO SEARCH OUT ~~AND ZERO IN ON~~ there AREAS THAT ARE PRODUCING MORE THAN AVERAGE AMOUNTS OF SEDIMENT, AND CONCENTRATE OUR EFFORTS TO TREAT THESE SOURCES. WE HAVE THE MECHANISM ALREADY THROUGH OUR RC&D WATERSHED AND DISTRICT PROGRAMS. IT WOULD REQUIRE ONLY ACCELERATION AND SHIFTING OF PRIORITIES RATHER THAN NEW AUTHORITIES. Somehow-

WE NEED TO again INCREASE OUR EFFORTS IN PROPER IRRIGATION WATER MANAGEMENT. WE WANT TO HELP LANDOWNERS PLAN FOR THE USE OF OPTIMUM AMOUNTS OF WATER FOR BEST IRRIGATION, BUT KEEP AN EYE ON Excess irrigation water application OVERFLOWS THAT WILL CARRY OUT SEDIMENT SALTS AND PLANT NUTRIENTS.

Erosion & sediment Survey of Nonfederal lands

"402" re: proposed amendments

THE SAME APPLIES TO FEEDLOT WASTE MANAGEMENT SYSTEMS. YOU RECOGNIZE WASTE MANAGEMENT AS A DEFENSE AGAINST POLLUTANTS OTHER THAN SEDIMENT, AND IT IS IMPORTANT. Visible cons.

~~AT THE SAME TIME WE NEED TO~~ REALIZE THAT OUR ONGOING, EVERDAY PROGRAM OF CONSERVATION PLANNING AND ESTABLISHMENT OF CONSERVATION PRACTICES IS PROBABLY THE BEST BASIC TOOL WE HAVE IN WATER QUALITY WORK. EMPHASIZING PRIORITIES IN THIS BASIC APPROACH WILL GET THE JOB DONE WHERE IT IS NEEDED MOST. A RE-EMPHASIS OF THINGS WE HAVE KNOWN FOR 40 YEARS AND A DEDICATION TO OUR ORIGINAL MISSION TO THE PROPER USE AND TREATMENT OF THE LAND FOR PROTECTION AND IMPROVEMENT-- AND IMPROVED WATER QUALITY IS NEEDED. AND WE NEED ADEQUATE RESOURCES TO MEET THE WORKLOAD. & Dist. later discussion -

OUR WATERSHED AND RC&D PROGRAMS PROVIDE OPPORTUNITIES TO CARRY OUT THE NEEDED PLANNING AND IMPLEMENTATION WITHIN THE PROJECT AREAS. ALSO, THEY ALLOW THE IDENTIFICATION AND TREATMENT OF CRITICAL PROBLEMS ON AREAS THAT CALL FOR SPECIAL ATTENTION. PUBLIC LAW 566 MANDATES THE STABILIZATION OF CRITICAL AREAS UPSTREAM OF STRUCTURAL MEASURES. THIS PROVISION GIVES YOU SOME LEVERAGE TO GAIN CONTROL OF THESE SOURCES OF POLLUTION. RIVER BASIN REPORTS, ESPECIALLY THOSE MOST RECENTLY COMPLETED, ARE A VAST SOURCE OF RESOURCE DATA TO USE IN DEVELOPING WATER QUALITY MANAGEMENT PLANS. ONGOING RIVER BASIN STUDIES PROVIDE A MEANS FOR STUDYING NONPOINT SOURCES.

~~I SHOULD MENTION HERE THAT~~ THE CLIMATE IN WASHINGTON ~~IS~~ CHANGING WITH RESPECT TO LAND TREATMENT EMPHASIS IN WATERSHED PROJECTS. THE PROSPECTS FOR INCREASED TECHNICAL AND FINANCIAL ASSISTANCE UNDER PUBLIC LAW 566 ARE IMPROVING. IF YOU HAVE WATERSHEDS THAT CALL FOR COST SHARING, LONG-TERM AGREEMENTS, OR EVEN NONSTRUCTURAL PROJECTS, YOU ARE ENCOURAGED TO DISCUSS THEM WITH THE WATER~~SHEDS DIVISION~~ Resources people.

I'M SURE YOU'VE HEARD THE STANDARD JOKE THAT THE BEST BUREAUCRATIC SOLUTION TO ANY NATIONAL PROBLEM IS TO "STAND ASIDE AND THROW MONEY AT IT." THERE IS SOME INDICATION THIS SOLUTION MAY NOT WORK EFFECTIVELY IN WATER QUALITY ACTIVITIES. WE MAY NEED NEW EXPERTISE IN WATER QUALITY MONITORING AND IMPROVEMENT, BUT IT WILL PROBABLY COME FROM THE SAME PEOPLE WHO HAVE BEEN DOING OTHER JOBS, WITH JUST A BIT OF RETRAINING AND REASSIGNMENT, AND SHIFT IN EMPHASIS. AND WE WILL PAY THEM WITH THE SAME MONEY WE'VE BEEN PAYING THEM WITH, EXCEPT IN CASES WHERE WE ENTER INTO AGREEMENTS WITH OTHER ORGANIZATIONS.

~~I SEE THIS AS A CLEAR SIGNAL THAT~~ WE WILL NEED TO IMPROVE OUR WORKING RELATIONSHIPS WITH VARIOUS ORGANIZATIONS, AGENCIES, AND INSTITUTIONS. THIS HAS ALREADY BEGUN IN MANY OF OUR STATES.

TWENTY-SIX OF OUR PEOPLE ARE CURRENTLY ON IPA ASSIGNMENTS WITH 208 PLANNING AGENCIES, AND ADDITIONAL IPA'S ARE BEING NEGOTIATED IN CONNECTICUT AND OTHER STATES. WE HAVE COOPERATED WITH OTHER AGENCIES TO CONDUCT A 208 ORGANIZATIONAL MEETING IN EACH STATE. EACH STATE NOW HAS SOME KIND OF 208 PLANNING MECHANISM IN ACTION, WITH A CHAIRMAN TO COORDINATE EFFORTS.

Wyoming Chairman
Portland
Atlanta

EUSDA -

WE NEED TO REMIND OURSELVES AT THIS POINT THAT ALL OUR ACTIVITIES COME UNDER THE HEADING OF TECHNICAL ASSISTANCE THROUGH SOIL AND WATER CONSERVATION DISTRICTS, EVEN INCLUDING ASSISTANCE TO 208 PLANNING AGENCIES. WHATEVER ALLOTMENT OF PEOPLE AND TIME RESOURCES WE MAKE TO THE JOB SHOULD BE WITHIN THE OBJECTIVES AND PRIORITIES SET BY CONSERVATION DISTRICTS. THIS IS A CARDINAL PRINCIPLE WE NEED TO KEEP IN MIND AS WE LOOK INTO THE TOPIC ON INTERAGENCY COORDINATION AND COMMITMENTS.

I DON'T NEED TO REMIND YOU THAT THIS MEANS DIFFERENCES IN THE WAYS WE APPROACH THE JOB. THERE WILL BE VARIATIONS BETWEEN STATES, EVEN BETWEEN 208 PLANNING AREAS. ACCEPT THESE AS STRENGTHS RATHER THAN WEAKNESSES, AND GET ON WITH THE JOB TO MEET THE NEEDS IN YOUR STATE.

THERE ARE PLENTY OF NATIONAL GUIDELINES FOR APPLYING OUR EXPERTISE TO WATER QUALITY. LET ME REMIND YOU OF SOME OF THEM.

OUR OWN FRAMEWORK PLAN SETS THE STAGE, INDICATING WE WERE THINKING OF OUR COMMITMENTS BEFORE 1971 WHEN THE PLAN WAS LAID BEFORE US. THE FRAMEWORK PLAN MANDATES US TO "BROADEN OUR ACTIVITIES IN MONITORING AND INVENTORYING SOIL AND WATER RESOURCES, INCLUDING THEIR QUALITY." IT SUGGESTS WE SHOULD ADJUST OUR TECHNOLOGIES TO IMPORTANT CONCERNS IN POLLUTION ABATEMENT.

CONSERVATION PLANNING MEMORANDUM 14 DATED IN AUGUST 1974, LISTS A FAIRLY COMPLETE SET OF CONSERVATION MEASURES THAT AID IN POLLUTION ABATEMENT.

TECHNICAL RELEASE NO. 58 SENT OUT IN JANUARY 1976, GIVES GENERAL GUIDELINES IN MAKING ENVIRONMENTAL ASSESSMENTS, SPECIFICALLY IN REGARD TO WATER QUALITY.

THEN IN FEBRUARY 1976, ENVIRONMENT MEMORANDUM 16 SET FORTH SCS POLICY FOR INVESTIGATING, ANALYZING, AND INTERPRETING WATER QUALITY IN RELATION TO SCS PROGRAMS. IT DIRECTED ALL STATES TO IMPLEMENT A WATER QUALITY EVALUATION PROGRAM BY OCTOBER 1, 1976. IT ARRANGED FOR EACH STATE AND EACH TSC TO DESIGNATE ONE STAFF MEMBER TO COORDINATE WATER QUALITY MATTERS.

IN MARCH 1976, ADVISORY MANAGEMENT 13 LISTED OUR 1977 NATIONAL OBJECTIVES IN SCS. OBJECTIVES 2 AND 14 ARE AIMED SPECIFICALLY AT WATER QUALITY.

CONSERVATION PLANNING MEMORANDUM 18 DATED APRIL 7, 1976 IS THE POLICY MEMORANDUM FOR SECTION 208 ASSISTANCE. A LITTLE REVIEW OF THIS REFERENCE MIGHT PAY DIVIDENDS.

MY POINT IN QUOTING POLICY GUIDELINES IS TO EMPHASIZE THAT WE ARE TOOLING UP FOR THE WORK AHEAD. THIS ISN'T TO SAY WE WON'T REVISE THE GUIDELINES OR AMEND THE POLICIES AS WE GO, BECAUSE WE PROBABLY WILL. BUT WE HAVE a good basis ~~LEVEL GROUND ON~~ ~~WHICH~~ TO LAUNCH OURSELVES INTO THE WATER QUALITY PROGRAM.

IF YOU'RE WILLING TO CONCEDE, ~~THEN~~, THAT WE HAVE THE EXPERTISE, THE EXPERIENCE, AND THE LEGAL AUTHORITY ~~ON WHICH~~ TO BUILD A viable WATER QUALITY PROGRAM, LET'S LOOK AHEAD TO THE INCENTIVES THAT MIGHT BE USED TO ENCOURAGE RESOURCE MANAGERS. THEY SEEM TO FALL INTO ABOUT THREE CATEGORIES.

1) VOLUNTEERISM HAS BEEN THE LEADING EDGE OF CONSERVATION PROGRAMS AS WE KNOW THEM. WE'VE HAD REMARKABLE SUCCESS WITH THIS THROUGH CONSERVATION DISTRICTS IN THE PAST.

2) ECONOMIC INCENTIVES--THE "CARROT ON THE STICK"--HAVE BEEN REASONABLY SUCCESSFUL THROUGH ~~THE ACP AND REAP~~ ACP these or other innovative ideas IN STIMULATING PRACTICE APPLICATION. ARE "PROGRAMS ~~LIKE THESE~~ STILL NEEDED? to the job. IF SO, HOW CAN THEY BE ~~MORE~~ EFFECTIVELY ADMINISTERED TO IMPROVE WATER QUALITY?

3) LAWS AND REGULATIONS SEEM TO BE THE GROWING "INCENTIVES" IN THIS COUNTRY. THEY ARE BROUGHT ABOUT BY URGENCY, AND SEEM TO BE GROWING MORE AT THE STATE LEVEL THAN ANY OTHER. PENNSYLVANIA AND NEW YORK, FOR EXAMPLE, ARE AMONG THE 16 STATES WHICH NOW HAVE EROSION AND SEDIMENT CONTROL LEGISLATION. BEING INVOLVED IN ENFORCING REGULATIONS MAY BE A NEW CONCEPT TO THE TRADITIONS OF SCS.

Helen Mumm

THE QUESTION, THEN, IS "WHAT COMBINATION OF INCENTIVES WILL BEST GET THE JOB DONE YET PRESERVE AS MUCH FREEDOM OF CHOICE AS POSSIBLE?"

IT HAS BEEN SUGGESTED THAT SCS TAKE A STRONG POSITION IN ADVOCATING A MIXTURE OF INCENTIVES CONTAINING ABOUT ~~TEN~~ ten PARTS VOLUNTEERISM, FIVE PARTS ECONOMIC INCENTIVES, AND ONE PART LEGAL. VOLUNTEERISM IS THE HEART OF THE CONSERVATION DISTRICTS PROGRAM IN THE UNITED STATES, AND STILL THE BEST LONG-TERM, DEMOCRATIC SOLUTION TO WATER QUALITY PROBLEMS. THE ECONOMIC PART TELLS US IT IS ONLY RIGHT THAT EVERYONE

SHARE AT LEAST A PART OF THE COSTS OF CLEAN WATER IF THEY EXPECT TO BENEFIT FROM IT. THE ONE PART LEGAL RECOGNIZES THAT CONSERVATION BY FORCE IS UNSAVORY TO US, YET IT IS AMAZING THE AMOUNT OF SUCCESS A LITTLE LEGALISM HAS IN CREATING "VOLUNTEERS" IN THE STATES WHERE IT IS IN ACTION. If CONSERVATION BY REGULATION ~~BEING UNSAVORY TO US~~ is not an issue MAY REQUIRE ANOTHER VALUE JUDGMENT ~~ON OUR PART~~, CAUSING US TO EXAMINE OUR OWN ETHICS. IF WE ARE GOING TO INSIST THAT VOLUNTEERISM IS STILL THE BEST WAY TO GO, WE do NEED TO SEEK NEW WAYS OF GETTING THE INFORMATION OUT TO THE PEOPLE SO THEY CAN MAKE BEST VALUE JUDGMENTS. WE MUST CONTINUE TO BE STRONG ADVOCATES OF SOUND PLANNING AND TECHNICALLY ACCEPTABLE PROGRAMS, WORKING ALL THE WHILE TO GET MORE PEOPLE MORE DEEPLY INVOLVED IN GOING THE RIGHT DIRECTION.

I BELIEVE WE CAN DO IT--NOT BY OURSELVES BUT THROUGH TEAMWORK.

Many in EPA HAVE RECOGNIZED ~~THIS~~ our AGENCY AS A SOURCE OF EXPERTISE AND A STRONG AND WILLING ADVOCATE. WE MUST LIVE UP TO THEIR IMAGE. THEY do AFFORD THE SAME RECOGNITION TO OTHER USDA AGENCIES WITH WHOM WE HAVE WORKED AND MUST CONTINUE TO WORK. ~~IT IS UP TO US TO FIND THE WAYS AND USE THEM.~~

LET ME BRIEFLY SUMMARIZE FOR YOU:

1. WATER QUALITY IS NOW A NATIONAL PROBLEM, AND WE ARE DEEPLY INVOLVED BECAUSE OF OUR HISTORICAL AND TRADITIONAL BASE.

2. It is not a simple world.

Expertise and most of the

2. WE HAVE ~~ADEQUATE~~ AUTHORITY, PROGRAMS, ~~AND EXPERTISE TO BE IN THE FIELD~~; ALL WE NEED IS TO USE THEM to do ~~FOR~~ THE JOB.

3. GETTING A HANDLE ON OUR RESPONSIBILITIES WILL REQUIRE CAREFUL SETTING OF PRIORITIES, BETTER USE OF VALUE JUDGMENTS, AND JOINING FORCES WITH OTHERS.

4. WE WILL WANT TO MAKE FULL USE OF THE INCENTIVES, CREATING A MIX THAT WILL BE EFFECTIVE AND ACCEPTABLE.

I CHALLENGE YOU TO USE THIS WORKSHOP TO SHARPEN YOUR TOOLS TO DO THE JOB. GET BETTER ACQUAINTED WITH EPA'S OBJECTIVES AND THEIR PEOPLE. LOOK AT OUR BASIC DATA TOOLBOX AND PULL OUT WHAT WILL WORK. LUBRICATE THEM WITH COOPERATION AND INVOLVEMENT OIL. DECIDE WHAT NEEDS TO BE FABRICATED AND MOVE AHEAD TOWARD ATTAINMENT OF WATER QUALITY OBJECTIVES.

B.R.R Dewey work

1)- Direct relationship of Sediment & N2 quality

2)- Priorities { Mich. / Md. } Basins

3)- Diversities - Talk - exchange ideas.