The original documents are located in Box 48, folder "1975/07/14 - Vice President" of the James M. Cannon Files at the Gerald R. Ford Presidential Library.

Study Plans

February, 1974

NATIONAL COMMISSION ON WATER QUALITY

"There is established a National Study Commission," now known as the National Commission on Water Quality, "which shall make a full and complete investigation and study of all the technological aspects of achieving, and all aspects of the total economic, social, and environmental effects of achieving or not achieving, the effluent limitations and goals set forth for 1983 in section 301 (b)(2) of this Act.

"Such Commission shall be composed of fifteen members, including five members of the Senate, who are members of the Public Works Committee, appointed by the President of the Senate, five members of the House, who are members of the Public Works Committee, appointed by the Speaker of the House, and five members of the public appointed by the President. . . .

"A report shall be submitted to the Congress of the results of such investigations and study, together with recommendations, not later than three years after the date of enactment of this title. . ."

from Sec. 315. of the Water Pollution Control Act Amendments of 1972 (Public Law 92-500)

The National Commission on Water Quality was created by Section 315 of the Federal Water Pollution Control Act Amendments of 1972. Under this Act, the Commission is required to carry on a series of studies and investigations, using the resources of the nation's scientific and research community.

The principal effort of the Commission will be to conduct an investigation that will give the Nation the opportunity of judging the costs and benefits associated with the national commitment to clean water, as reflected in the 1972 Act. Its main focus will be the "technological aspects of achieving, and all the aspects of the total economic, social, and environmental effects of achieving or not achieving the effluent limitations and goals set forth for 1983."

It is the Commission's belief that a comprehensive study of the goals and requirements for 1983 cannot be properly undertaken without attention to the progress made toward clean water by industries and municipalities under the 1977 requirements. The Commission also intends to examine progress toward the "elimination of the discharge of pollutants" as an indicator of what will remain to be done after 1983.

The 15-member Commission has adopted a plan of study which will guide its investigations. The plan is presented below, in nine sections.

I. Definition of Terms

This section will embody a statement of the specific tasks assigned the Commission, based on the statutory language of the Act, but substituting actual language for cross references to other sections. A brief statement will review the legislative

history and incorporate other comments where appropriate. Where the Administrator of EPA promulgates definitions as directed in the Act, the Commission will use those definitions as available. Lacking EPA definitions, the Commission will develop definitions for its use. As the work proceeds, any definitions or guidelines issued by the EPA that fall within the Commission's charge will be considered by the Commission. A glossary of terms will be prepared to define the words used in staff and Commission reports.

II. Description of Present Water Quantity and Quality

The Commission, using data and reports from the Environmental Protection Agency, the United States Geological Survey, State, regional and local agencies, and other sources, will prepare a description of the current (1973-74) quantity and quality of the Nation's waters. The study will indicate those areas where data are available and adequate for defining the current quality of the water. For those areas where data are inadequate, the Commission will recommend appropriate steps to remedy the deficiencies in the data. Attention will be given to toxic constituents and those which reflect the biological condition of the water. This statement will establish the base line against which improvements in water quality stemming from 1977 and 1983 regulatory requirements will be assessed. This description will also be used to compare current quality with the requirements of Section 302 of the Act. The Administrator of EPA is directed by the Act to prepare an inventory of national water quality by January 1, 1974, which may be adaptable for Commission use.

III. Capabilities and Cost of Technology

The Commission will assess and identify the current and potential technological capabilities and fiscal and economic costs of achieving effluent reduction or elimination from municipal, industrial and other point and non-point sources and will quantify the economic, social and environmental costs of achieving effluent reduction or elimination for the requirements and goals of the Act.

Special emphasis will be given to the following:

1. progress being made toward effluent limitations based on "secondary treatment" of municipal wastes, "best practicable control technology currently available" for industrial wastes (the 1977 standard) if they are necessary for the statutory assessment of 1983 requirements, and

2. investigation and assessment of effluent limitations based on "best practicable waste treatment technology over the life of the works" for publicly owned treatment works and "best available technology, economically achievable" for industrial point sources (the 1983 standard) including assessment of their achievement in relation to the 1983 water quality goal of "protection and propagation of fish, shellfish, and wildlife and for recreation in and on the water."

3. an analysis of what remains to be done toward the elimination of "the discharge of pollutants into the navigable waters" (the 1985 goal) for those sources which the 1983 study determined would be less than no discharge.

To accomplish the above, the Commission will examine:

1) the fiscal and economic cost and benefits of the technology, including

financing, installation, maintenance, operation, cost changes (including reductions) resulting from process changes, modernizing or other in-plant practices resulting from the required effluent limitations.

2) the degree of effluent reduction, in terms of both volume and constituents, achievable through implementation of the requirements and goals of the Act.

3) the expected costs of not achieving these requirements in terms of restricted water uses and treatment costs for municipal, industrial and agricultural water supplies. Effluent limitations promulgated by EPA and their supporting technical and economic reports will be used by the Commission for this examination. Additional information from any reliable source relating to "best practicable waste treatment technology over the life of the works" and "the best available technology economically achievable" will be used by the Commission to update or refine EPA's limitations and analyses so that technological capability and cost studies will be as accurate as possible.

Where reduction or elimination of the discharge of pollutants results in residual wastes, costs of disposal of these residuals will be examined. Methods of minimizing or reducing the pollutants from non-point sources will also be analyzed.

IV. Application and Reconciliation of Costs and Resultant Levels of Water Quality on a Nation-wide Basis

Data obtained from the analysis of costs of application of the requirements of the Act will be matched with available data on sources discharging into individual river basins to aggregate costs for the Nation. These costs will reflect regional and national costs of achieving the applicable effluent limitations.

The changes in volume and constituents of effluents achievable through the reduction or elimination of the discharge of pollutants will be used, together with data on present water quality in such basins to determine the resulting water quality in relation to the 1983 requirements of Section 302(a) of the Act.

V. Projection of GNP and Governmental Income and Expenditures

As a basis for examining economic and other impacts, the Commission will prepare projections of the annual Gross National Product and governmental income and expenditures through 1985.

The Commission will examine annual estimated income of Federal, State and local governments in relation to projected estimates of the various public demands for expenditures of these revenues, for such purposes as the environment, education, health, welfare, defense, etc.

The Commission will also examine private capital and income projections and demands in relation to the demands imposed by the regulatory requirements of the Act. Accruals to the Gross National Product and governmental income as a result of compliance with requirements of the Act will be included in such projections.

Such projections will permit comparison of public and private revenue resources in relation to projected demands on such revenues as a result of the requirements to reduce or eliminate the discharge of pollutants. Governmental income and expenditure projections will permit comparisons of the various cost levels with public (governmental) as well as private (industry) outlays.

VI. Impacts—Economic, Social and Environmental

Economic—Results from the analysis of the costs, benefits, and capabilities of techniques to reduce or eliminate the discharge of pollutants, together with projections of GNP and governmental income and expenditure, will be used to ascertain the economic costs and benefits of achieving or not achieving the requirements of the Act. As a first step, cost estimates for industrial and municipal requirements for 1977 will be used. Secondly, cost and benefit figures associated with the achievement of the 1983 requirements for industry and municipalities will be used to evaluate the effects on the economy, nationally, regionally and by various industrial sectors. Finally, in those cases where the "elimination of the discharge of pollutants" is technically feasible and economically measurable, projected economic impacts (positive and negative) will be assessed. The economic impact of changes in quality as they affect the quantity of water available for use will be analyzed.

Environmental—The Commission will identify the chemical, physical, and biological composition of water necessary to restore and maintain the integrity of the Nation's waters and to provide for the protection and propagation of fish, shellfish, and wildlife and recreation in and on the water. Using the description of present water quality and the analysis of capabilities to reduce or eliminate discharges of pollutants, the resulting expected water quality level will be compared with the level necessary to support the 1983 requirements of Section 302(a) of the Act as well as the ultimate objective of the

Act, to determine whether the goals will be achieved as a result of the implementation of the requirements of the Act. The environmental consequences of achieving or not achieving the 1983 treatment requirements can then be assessed. Impact of the reduction or elimination of pollutants on water quality will also be studied. Becuse there will be residuals from some effluent reductions, the environmental effect of their disposal will be considered.

Social—Achieving or not achieving the Act's requirements and goals can have social costs and benefits. These impacts will be identified and described. Among the social factors to be considered are levels of employment, shifts in employment —either within industry or government and geographically, available leisure and recreational opportunities, health effects, changing requirements for technical skills, effect on regional development, and the general quality of life resulting from achieving or not achieving the goals of the Act.

VII. Institutional Capabilities

The Commission will evaluate Federal-State-Regional-local institutions and inter-institutional arrangements for water pollution control to analyze their administrative and financial capabilities to accomplish the legislative requirements and goals. Alternative divisions of required public expenditures will be examined for relative impacts on governmental programs. Alternative institutional arrangements for financing public and private compliance with regulatory requirements of this Act for setting and implementing standards and effluent limitations and managing and

enforcing water pollution control programs will be studied.

VIII. Regional Assessment Studies

Eight or ten representative river basins with the best available data will be examined in depth to test and validate the projections developed on a national basis. Sociological and environmental, as well as economic, impacts will be characterized and pinpointed wherever possible. Anticipated improvements in water quality resulting from required effluent limitations will be described to identify possible changes that could come from "achieving or not achieving" the requirements and goals of the Act. Special attention will be given to those areas where quantities available for use are restricted or expanded by changes in water quality. Institutional relationships will be evaluated.

IX. Data Accumulation and Future Use

The Commission will examine means to keep Congress informed on a continuing basis, using its experience as a point of departure. Recognizing the complex interrelationships between the water pollution control program and many facets of the Nation's well-being, the Commission will suggest methods for Congress to obtain, in the future, the widest possible range of reliable information with which to judge, on a continuing basis, the whole program and to make adjustments.

GPO 873-416

National Commission on Water Quality

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THE WHITE HOUSE

WASHINGTON

July 14, 1975

MEMORANDUM FOR THE VICE PRESIDENT

FROM: JIM CANNON

SUBJECT: Jim Rhodes' Invitation to the Midwest Governors Meeting

Jim Rhodes, who last Thursday had the Ohio Republicans endorse both President Ford and you, would like very much to have you come to the Midwest Governors meeting in Cincinnati next Tuesday, July 22.

Rhodes believes it would be politically advantageous for you to do so, and that it will be helpful to the President for you to be able to tell him about the concerns of the thirteen governors who will attend.

His first choice would be for you to speak at dinner that day. (Arrival in Cincinnati at 6:30 or 7 p.m.)

His second choice would be for you to speak at lunch that same day.

The attendees, in addition to Rhodes:

Ray of Iowa (R)
Bowen of Indiana (R)
Bennett of Kansas (R)
Carroll of Kentucky (D)
Milliken of Michigan (R)
Anderson of Minnesota (D)
Bond of Missouri (R)
Exon of Nebraska (D)
Link of North Dakota (D)
Kneip of South Dakota (D)
Moore of West Virginia (R)
Walker of Illinois (D)

LUNCHEON WITH THE VICE PRESIDENT
MONDAY, JULY 14, 1975
12:30 p.m.
Vice President's Office

How does this affect

present Counter Program and plans

for the Free Branch