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HEARING

BEFORE A

SUBCOMMITTEE OF THE

COMMITTEE ON

AGRICULTURE AND FORESTRY

UNITED STATES SENATE

NINETIETH CONGRESS

SECOND SESSION

ON

S. 1423

A BILL TO AMEND THE WATERSHED PROTECTION AND
FLOOD PREVENTION ACT, AS AMENDED

MARCH 21, 1968

Printed for the use of the Committee on Agriculture and Forestry



U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1968

92-107

AUTHENTICATED
U.S. GOVERNMENT
INFORMATION



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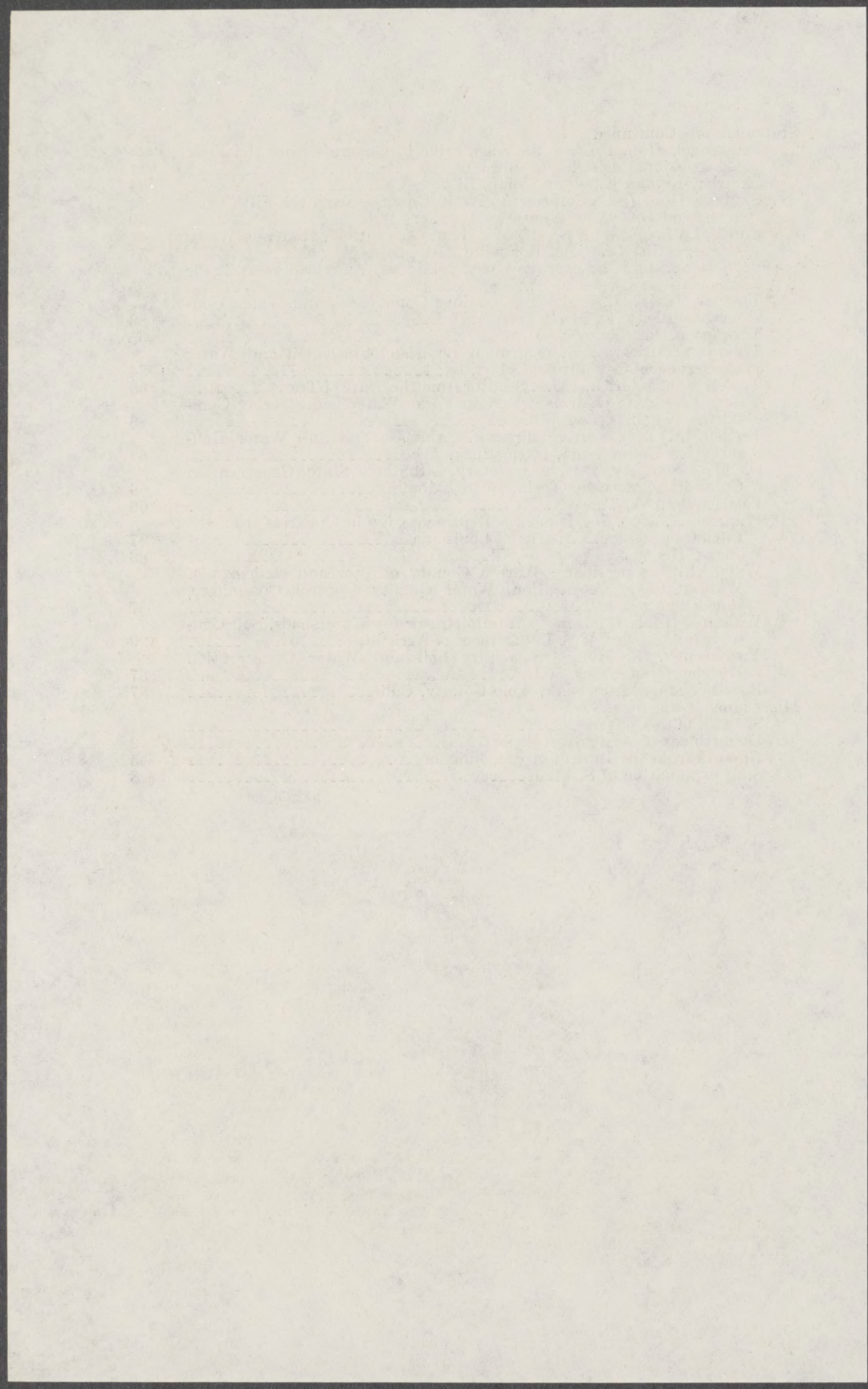
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FINANCIAL ASSISTANCE FOR WATERSHED PROJECTS

THURSDAY, MARCH 21, 1968

U.S. SENATE,
SUBCOMMITTEE ON SOIL CONSERVATION AND FORESTRY
OF THE COMMITTEE ON AGRICULTURE AND FORESTRY,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10 a.m., in room 324, Old Senate Office Building, Senator J. Caleb Boggs, presiding.

Present: Senators Boggs and Byrd of Virginia.

Also present: Sam A. Thompson, legislative assistant to Senator Eastland.

Senator Boggs. The subcommittee will come to order.

I would like to make, on behalf of the subcommittee, a brief opening statement: The subcommittee is holding hearings this morning on S. 1423, which amends the Watershed Protection and Flood Prevention Act in several respects. It would permit the local organizations to use funds granted under other Federal programs in lieu of their own funds for acquisition of land and easements, authorize long-term land treatment agreements, and authorize cost sharing on water quality management measures.

A copy of the bill, the reports from the Department of Agriculture and the Budget Bureau, and a staff explanation of the bill will be inserted in the record at this point.

(The documents referred to are as follows:)

[S. 1423, 90th Cong., first sess.]

A BILL To amend the Watershed Protection and Flood Prevention Act, as amended

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Watershed Protection and Flood Prevention Act (68 Stat. 666), as amended, is amended as follows:

(a) Section 3 is amended by changing the period at the end of paragraph (5) to a semicolon and adding the following:

"(6) to enter into agreements, which shall be based on a conservation plan, with landowners, operators, and occupiers, individually or collectively, to be carried out during a period of not to exceed ten years on the lands described in the agreement, providing for changes in cropping systems and land uses and for the installation of soil and water conservation practices and measures needed to conserve and develop the soil, water, woodland, wildlife, and recreation resources of lands within the area included in plans for works of improvement, as provided for in such plans, including watershed or subwatershed work plans in connection with the eleven watershed improvement programs authorized by section 13 of the Act of December 22, 1944 (58 Stat. 887), as amended and supplemented. In return for such agreements by landowners, operators, and occupiers the Secretary shall agree to share the costs of carrying out those practices and measures set forth in the agreement for which he determines that cost sharing is appropriate and in the public interest. The portion of such costs, including labor, to be shared shall be that part which the Secretary determines is appropriate and in the public interest for the carrying out of the practices and measures set forth in the

agreement, except that the Federal assistance shall not exceed the rate of assistance for similar practices and measures under existing national programs. The Secretary may terminate any agreement with a landowner, operator, or occupier by mutual agreement if the Secretary determines that such termination would be in the public interest, and may agree to such modifications of agreements, previously entered into hereunder as he deems desirable to carry out the purposes of this paragraph or to facilitate the practical administration of the agreements provided for herein. Notwithstanding any other provision of law, the Secretary, to the extent he deems it desirable to carry out the purposes of this paragraph, may provide in any agreement hereunder for (1) preservation for a period not to exceed the period covered by the agreement and an equal period thereafter of the cropland, crop acreage, and allotment history applicable to land covered by the agreement for the purpose of any Federal program under which such history is used as a basis for an allotment or other limitation on the production of any crop; or (2) surrender of any such history and allotments."

(b) Paragraph (1) of section 4 is amended by inserting after "without cost to the Federal Government" the words "from funds appropriated for the purposes of this Act."

(c) Clause (A) of paragraph (2) of section 4 is amended by inserting after "or for fish and wildlife or recreational development" the words "or for water quality management."

(d) Subsection (4) of section 5 is amended to read as follows:

"(4) Any plan for works of improvement involving an estimated Federal contribution to construction costs in excess of \$250,000 or including any structure having a total capacity in excess of twenty-five hundred acre-feet (a) which includes works of improvement for reclamation, irrigation, or the prevention, control, and abatement of water pollution, or which affects public or other lands or wildlife under the jurisdiction of the Secretary of the Interior, (b) which includes Federal assistance for floodwater detention structures, or (c) which includes features which may affect the public health, shall be submitted to the Secretary of the Interior, the Secretary of the Army, or the Secretary of Health, Education, and Welfare, respectively, for his views and recommendations at least thirty days prior to transmission of the plan to the Congress through the President. The views and recommendations of the Secretary of the Interior, the Secretary of the Army, and the Secretary of Health, Education, and Welfare, if received by the Secretary prior to the expiration of the above thirty-day period, shall accompany the plan transmitted by the Secretary to the Congress through the President."

DEPARTMENT OF AGRICULTURE,

Washington, D.C., August 16, 1967.

HON. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate.

DEAR MR. CHAIRMAN: This is in reply to your letter of April 5, 1967, requesting a report by this Department on S. 1423, a bill "To amend the Watershed Protection and Flood Prevention Act, as amended."

The bill would amend the Watershed Protection and Flood Prevention Act (Public Law 83-566) as amended, (1) to authorize the Secretary of Agriculture to enter into long-term contracts with landowners and operators for making changes in cropping systems and land uses and for installing needed soil and water conservation practices in watershed projects and in the eleven watershed improvement programs authorized by the Flood Control Act of December 22, 1944, (2) to authorize local organizations to use Federal funds available to them, other than those appropriated for the purposes of the Watershed Protection and Flood Prevention Act, in acquisition of land, easements, and rights-of-way needed in connection with works of improvement in watershed projects, and (3) to authorize the Secretary of Agriculture to cost-share in works of improvement for water quality management in watershed projects and to provide for coordination with the Secretary of the Interior or the Secretary of Health, Education, and Welfare, respectively, on work plans which include works of improvement for the prevention, control and abatement of water pollution or which include features which may affect the public health.

The Department of Agriculture recommends enactment of the bill, provided it is expanded to include also an amendment to section 8(b) of the Soil Conservation and Domestic Allotment Act, as amended, to authorize the Secretary of

Agriculture to enter into similar long-term agreements with agricultural producers to share the cost of approved conservation measures carried out on their farms under the Agricultural Conservation Program. These two proposals are related and both amendments are needed to deal with the conservation problems to which they apply. The authority for long-term agreements under the Agricultural Conservation Program also is needed to provide equitable treatment to the many farmers who have the same type of conservation problems but are not located in watershed program areas.

The timely installation of needed land treatment measures on a planned, systematic basis with assured cost-sharing and technical assistance, such as the bill would authorize for Public Law 566 watershed projects has proven its value in the Great Plains Conservation Program. This demonstrated effective approach would assist local sponsors and the Department to more effectively plan and install the works of improvement in approved watershed projects. The additional authority for entering into long-term contracts for conservation cost-sharing would supplement, but not supplant, the cost-sharing authorized under the Agricultural Conservation Program, the Great Plains Conservation Program, or other programs which provide conservation practice cost-sharing in those areas.

Experience has demonstrated that an agreement that is based on a conservation farm plan and that allows the landowner or operator to install land treatment with known and assured cost-sharing for planned conservation work, lessens the uncertainties of farmers in planning and programming their activities with a resulting improvement in the conservation program. This, in turn, would reduce the construction costs of the works of improvement. It also would reduce the cost of operation and maintenance of the structures and further insure their useful life expectancy. This is especially important in watershed areas above reservoir structures installed with Federal assistance. In these areas, local organizations are required by the Watershed Protection and Flood Prevention Act to obtain agreements from owners of not less than 50 percentum of the lands to carry out recommended soil conservation measures and proper farm plans.

The bill would permit the use of Federal funds available to local sponsoring organizations under other programs to be used, where appropriate, for acquiring land, easements, and rights-of-way.

The Watershed Protection and Flood Prevention Act now prohibits the use of any Federal funds for acquiring land, easements, and rights-of-way needed in connection with works of improvement installed in watershed projects, except for public recreation or fish and wildlife developments. This prevents local sponsoring organizations from utilizing on such projects any funds that may be available to them from other Federal programs. To be eligible for assistance under the Watershed Protection and Flood Prevention Act, sponsors of multiple-purpose projects now must forfeit the grant assistance under other programs for which they are otherwise qualified.

As an example, the City of Stillwater, Oklahoma, recently received approval of a grant from the Department of Housing and Urban Development to acquire the land for a multiple-purpose reservoir in a PL-566 watershed project. Because of the restriction in PL-566, the sponsoring local organizations had the choice of using the HUD grant to acquire the land for the reservoir and of forfeiting the PL-566 assistance, or of foregoing the HUD grant in order to qualify for the assistance under PL-566. If the sponsors had elected to use the HUD grant to acquire the land needed for the reservoir, they would have had to forego the PL-566 technical and cost-sharing assistance and would not have been eligible for a loan under that act.

Federal cost-sharing for water quality management is not provided for in watershed projects but is authorized for mainstem developments under other Federal programs. The bill would remove this inconsistency and improve the effectiveness of the upstream watershed program. It would help to round out a successful ongoing program under which multiple-purpose works of improvement are developed for each watershed on a package basis. The Federal cost share would be such proportionate share of the cost of providing storage for water quality management as the Secretary of Agriculture determines to be equitable in consideration of national needs and the assistance authorized for providing storage for this purpose under other Federal programs.

Comments received from various agencies during interagency review of watershed project work plans clearly indicate that the need exists in a number of watersheds for including water quality management as a project purpose.

Just as management and control of runoff and waterflows for optimum use should begin in the upstream areas where rain and snow falls, so should provision for maintenance of good water quality begin at the farthest possible upstream points. Since watershed projects under the Watershed Protection and Flood Prevention Act assist local organizations to develop, manage, and effectively utilize water and related land resources in the upstream watersheds, they can also provide assistance in water quality management in those watersheds.

By this coordinated approach in upstream areas, optimum use can be made of available water and related land resources in these areas and feasible contributions also can be made to downstream water quality management. Benefits will accrue to municipalities, industries, recreation, fish and wildlife, irrigators, and other water users. Consideration needs to be given to all storage needs during the project formulation stage if truly comprehensive resource planning and development is to be achieved. Otherwise, the fullest feasible potential use of the limited number of available reservoir sites will not be made. Where the need is evident for water quality management in a watershed, it would be given full consideration along with other objectives. It should be possible to do this on a basis comparable to that in mainstem developments.

Regarding the proposed amendment to section 8(b) of the Soil Conservation and Domestic Allotment Act, the scope of section 7(a) of that act is adequate to encompass the objectives sought, but the amendment to section 8(b) is needed to provide authority for the procedure. This proposed expansion of S. 1423 can be accomplished by expanding the title of the bill to read "To amend the Watershed Protection and Flood Prevention Act, as amended, and the Soil Conservation and Domestic Allotment Act, as amended" and adding a new section 2, as follows:

Sec. 2. Section 8(b) of the Soil Conservation and Domestic Allotment Act (49 Stat. 163), as amended, is amended by adding a new paragraph at the end thereof to read as follows: "In carrying out the purposes of section 7(a), the Secretary may enter into agreements with agricultural producers for periods not to exceed ten years creating obligations in advance of appropriations."

The Soil Conservation and Domestic Allotment Act (of 1936), as amended, provides for making payments or grants or other aid to producers for carrying out soil-building and soil- and water-conserving practices, including woodland- and wildlife-conserving measures. The Agricultural Conservation Program has been formulated under this act each year beginning in 1936. It helps farmers, ranchers, and woodland owners who add their own contributions to these public funds, to protect the public's interest in the Nation's natural resources by sharing with them the cost of carrying out conservation practices. The program, which is being regularly used by more than two million farmers, is operated on an annual basis.

The Department believes that the planning and carrying out of comprehensive conservation programs on farms could be improved if farmers could enter into agreements which would assure them assistance for installing conservation measures over a longer period of time than one year. Many farmers would be willing and able to enter into such agreements if offered the opportunity to do so. In the past, long-term agreements have been restricted to limited area programs such as the Great Plains Conservation Program and the Appalachian Land Stabilization and Conservation Program (primarily for "needy" farms), and special purpose programs such as the Conservation Reserve, Cropland Conversion, and Cropland Adjustment Programs. Long-term agreements for conservation work should now be made available throughout the country.

The proposed agreements would permit farmers in all areas more effectively to plan the application of needed practices in the best sequence, arrange for financing, and fit the proposed conservation measures into their farming systems. This cannot be as well done when cost-share programs are available only on a year-to-year basis. Effective conservation practices oftentimes consist of components or measures which must be carried out in sequence or in proper combination if they are to fulfill successfully their conservation function. In some cases these components must be carried out in consecutive years, and agreements of this kind will permit the Secretary to commit funds for the entire project and give the farmer an assurance that assistance will be available as needed until the project is completed. The resulting completion of the conservation work started will insure that the public will get more conservation returns per dollar expended.

This proposed amendment would authorize the Secretary to enter into these long-term agreements with farmers for a period not exceeding ten years. The program would be on a cost-sharing basis and would be carried out in accordance with acceptable plans for practices or measures to conserve soil, water, woodland, and wildlife resources.

This proposal administered under the existing Agricultural Conservation Program would provide a more effective total conservation effort throughout the country. Annual agreements would continue to be available to farmers who, by virtue of limited tenure or for other reasons, do not desire to enter into long-term agreements.

In carrying out the provisions of this legislation the Secretary would issue such regulations as are necessary. In general these regulations will provide that (1) the Soil Conservation Service will assist the farmer or rancher in cooperation with his local Soil Conservation District to develop a conservation plan for his farm, including any sequence necessary to the successful functioning of the practices, (2) with this information, the Agricultural Stabilization and Conservation elected county committee will negotiate an agreement with the farmer for the application of the conservation practices called for in the plan over a stated period of years, and make the decision as to what practices will receive cost-sharing and in what amount, (3) the technical assistance needed for proper installation of practices will be performed by appropriate technical assistance agencies such as the Soil Conservation Service and the Forest Service, and (4) the Agricultural Stabilization and Conservation Service will administer the agreement and make the payments due the farmer. The Agricultural Stabilization and Conservation committees, which administer the Agricultural Conservation Program, have had extensive and successful experience in administering long-term contracts and agreements.

The level of expenditures in any one year, including those required for the first year of long-term agreements and those required for the annual ACP payments, would be limited to the amount specified annually by the Congress in the Appropriation Act as the authorized size of the Agricultural Conservation Program for the succeeding year. Commitments under long-term agreements for future years would not be charged to this annual limitation, but would be included in the respective limitation for the later years.

The proposal to amend section 8(b) of the Soil Conservation and Domestic Allotment Act would not require additional appropriations but would result in substantial program benefits as indicated above.

A similar letter is being sent to the Chairman, Committee on Agriculture, House of Representatives regarding H.R. 1451 (a bill identical to S. 1423) on which a report has also been requested.

The Bureau of the Budget advises that it has no objection to the presentation of this report from the standpoint of the Administration's program, but the Bureau will submit its views in a separate report.

Sincerely yours,

JOHN A. SCHNITTKER,
Acting Secretary.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., August 25, 1967.

HON. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: As indicated in the Department of Agriculture's report, the Bureau of the Budget wishes to express its views on S. 1423, a bill "To amend the Watershed Protection and Flood Prevention Act, as amended."

The bill would amend the Watershed Protection and Flood Prevention Act (Public Law 83-566), as amended, (1) to authorize the Secretary of Agriculture to cost share in works of improvement for water quality management in watershed projects and to provide for coordination with the Secretary of the Interior or the Secretary of Health, Education, and Welfare, respectively, on work plans which include works of improvement for the prevention, control, and abatement of water pollution or which include features which may affect the public health, (2) to authorize local organizations to use Federal funds available to them, other than those appropriated for the purposes of the Watershed Protection and Flood Prevention Act, in acquisition of land, easements, and

rights-of-way needed in connection with works of improvement in watershed projects, and (3) to authorize the Secretary of Agriculture to enter into long-term contracts with landowners and operators for making changes in cropping systems and land uses and for installing needed soil and water conservation practices in watershed projects and in the eleven watershed improvement programs authorized by the Flood Control Act of December 22, 1944.

With respect to the proposed authority for cost sharing in works of improvement for water quality management, we note that the Water Resources Council (WRC) is studying this subject for the purpose of developing uniform policies and procedures with respect to water quality management under Federal programs. Substantial effort has been expended by the Council's staff and by the agency representatives and work group members on this study, which was initiated earlier this year; and the WRC should be able to make its recommendations within the next few months. We anticipate that this study will provide a sound basis for a consistent program for water quality management. Therefore, we recommend that consideration of this amendment be deferred until the Council, of which the Department of Agriculture is a member, has made its recommendations.

With respect to the proposed authority for the use of other Federal funds by local organizations, the watershed program is a federally assisted program which presumes local sharing of the costs of projects. Legislative history clearly indicates the cooperative nature of this program. The House Committee on Agriculture in its Report No. 1140 on H.R. 6788 (83rd Congress, Second Session) said, "... these upstream programs and projects should be a cooperative matter between the Federal Government, the States, local government agencies, municipalities, and private citizens and groups of citizens. Each should bear, insofar as possible, an equitable proportion of the cost based upon anticipated benefits." Cost-sharing programs, by definition, presume financial participation by the local organization. We believe that to allow matching of Federal funds with other Federal funds, as would be permitted by S. 1423, would weaken the basic principle of cost sharing. Further, it has been generally accepted in the water resources field that local interests should contribute financially to the greatest extent possible where benefits are primarily local in nature. The bill under consideration runs counter to this principle. Accordingly, we strongly oppose enactment of this amendment.

In regard to long-term contracts, their use would have significant budgetary implications. The use of long-term contracts would reduce budget flexibility by making long-term commitments which could not be broken, and consequently would preclude annual expenditure adjustments which might be desirable. In addition, we understand that the Department has undertaken a study of the Great Plains Conservation Program which is now on a long-term contract basis. This study should provide not only a basis for a determination as to the effectiveness of this program, but also whether or not this principle is sufficiently desirable to extend it to other programs. Accordingly, we recommend against enactment of the amendment incorporated in S. 1423 and the amendment to the Soil Conservation and Domestic Allotment Act proposed by the Department of Agriculture.

For the above reasons, we recommend against enactment of S. 1423.

Sincerely yours,

WILFRED H. ROMMEL,
Assistant Director for
Legislative Reference.

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., March 10, 1968.

HON. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is to revise the views of the Bureau of the Budget as stated in our letter of August 25, 1967, in regard to S. 1423, a bill "To amend the Watershed Protection and Flood Prevention Act, as amended."

The bill would amend the Watershed Protection and Flood Prevention Act (Public Law 83-566), as amended, (1) to authorize the Secretary of Agriculture to cost share in works of improvement for water quality management in water-

shed projects and to provide for coordination with the Secretary of the Interior or the Secretary of Health, Education, and Welfare, respectively, on work plans which include works of improvement for the prevention, control, and abatement of water pollution or which included features which may affect the public health, (2) to authorize local organizations to use Federal funds available to them, other than those appropriated for the purposes of the Watershed Protection and Flood Prevention Act, in acquisition of land, easements, and rights-of-way needed in connection with works of improvement in watershed projects, and (3) to authorize the Secretary of Agriculture to enter into long-term contracts with landowners and operators for making changes in cropping systems and land uses and for installing needed soil and water conservation practices in watershed projects and in the eleven watershed improvement programs authorized by the Flood Control Act of December 22, 1944.

With respect to the proposed authority for cost sharing in works of improvement for water quality management, this proposal has been reconsidered in light of changing conditions and later information. It is expected that the Water Resources Council (WRC) study of cost sharing for water quality management will be concluded late this calendar year. In this interim, in order that this session of Congress may consider this matter, the Bureau of the Budget would have no objection to the enactment of an amendment to P.L. 566 which would authorize the Secretary of Agriculture to cost share in works of improvement for storage for low flow augmentation—authority similar to that now available to the Corps of Engineers and the Bureau of Reclamation. Appropriate provisions should be made in any amendment to the Act to assure that releases in those watershed projects including such storage will be in accordance with this project purpose and such provisions further should require that the State agency responsible for overseeing water quality shall be required to establish and maintain scheduled releases for flow augmentation. The Bureau still opposes broader authority in regard to water quality management prior to conclusion of the WRC study. Further, it is our understanding that when the WRC study is concluded, the Department of Agriculture agrees that it will adopt the applicable recommendations and require local cost sharing comparable to that of other Federal agencies for similar purposes. Any legislation that may be necessary will be submitted when appropriate.

With respect to the proposed authority for the use of other Federal funds by local organizations, the Bureau's position remains the same as indicated in our letter of August 25, 1967. This provision clearly runs counter to the concept of local cost sharing on which P.L. 566 and other Federal programs are based. Accordingly, we strongly oppose enactment of this amendment.

In regard to long-term contracts, the Bureau's position remains as indicated in our letter of August 25, 1967. Since a preliminary report based on the study of the Great Plains Conservation Program should be available in the near future, we recommend that action on this amendment be deferred pending evaluation of the foregoing study.

For the above reasons, we recommend (1) against enactment of those provisions of S. 1423 which relate to use of other Federal funds by local organizations, and (2) deferral of enactment of those provisions which relate to long-term contracts. However, there would be no objection to enactment of legislation to amend P.L. 566 relating to cost sharing for storage for flow augmentation as outlined above and appropriate language along these lines which has been agreed to by the Department of Agriculture is enclosed as an attachment.

Sincerely yours,

WILFRED H. ROMMEL,
*Assistant Director for
Legislative Reference.*

ATTACHMENT

The Watershed Protection and Flood Prevention Act (68 Stat. 666), as amended would be amended as follows:

(a) Clause (A) of paragraph (2) of section 4 is amended by inserting after "or for fish and wildlife for recreational development" the words "or for storage for flow augmentation."

(b) "Provided further that, with respect to projects which include storage of water for flow augmentation, the Secretary shall require as a condition

to providing Federal assistance for the installation of such works of improvement that the State agency responsible for overseeing water quality in the State shall be responsible for establishing and maintaining scheduled releases for flow augmentation from such facilities."

(c) Subsection (4) of section 5 is amended to read as follows:

"(4) Any plan for works of improvement involving an estimated Federal contribution to construction costs in excess of \$250,000 or including any structure having a total capacity in excess of twenty-five hundred acre-feet (a) which includes works of improvement for reclamation, irrigation, or the storage of water for flow augmentation, or which affects public or other lands for wildlife under the jurisdiction of the Secretary of the Interior, (b) which includes Federal assistance for floodwater detention structures, or (c) which includes features which may affect the public health, shall be submitted to the Secretary of the Interior, the Secretary of the Army, and the Secretary of Health, Education, and Welfare, respectively, for his views and recommendations at least thirty days prior to transmission of the plan to the Congress through the President. The views and recommendations of the Secretary of the Interior, the Secretary of the Army, and the Secretary of Health, Education, and Welfare, if received by the Secretary prior to the expiration of the above thirty-day period, shall accompany the plan transmitted by the Secretary to the Congress through the President."

SENATE COMMITTEE ON AGRICULTURE AND FORESTRY

STAFF EXPLANATION OF S. 1423

Short explanation.—This bill would amend the Watershed Protection and Flood Prevention Act to—

- (1) authorize up to 10 year contracts with landowners and occupiers for land treatment cost-sharing;
- (2) permit use of funds granted under other Federal programs for acquisition of land and easements;
- (3) permit sharing of installation costs applicable to water quality management; and
- (4) provide that any plan required to be transmitted to Congress shall first be submitted to the Secretary of the Interior if it includes works for the prevention, control, and abatement of water pollution, and to the Secretary of Health, Education, and Welfare if it includes features which may affect the public health.

Senator Montoya described the need for the bill as follows (Cong. Rec. daily ed. S 4499):

Long-term cost sharing for land treatment is a must for small watersheds throughout the Nation. It would assist farmers in carrying out their responsibilities in preventing erosion which in turn causes sedimentation in flood prevention structures, reducing their effectiveness.

It would enable them to more effectively carry out land treatment needs of their farms, improving use of land and strengthening agricultural economies of these watersheds.

Using other Federal funds to acquire land, rights-of-way and easements would do much to aid carrying out of flood prevention for down-stream protection. Local citizens in small watersheds cannot afford costs of obtaining easements and rights-of-way. One negative result of the present situation is that needed structures are omitted or moved further upstream.

Either of these situations may reduce effectiveness and long term benefits of the project because of resultant failure to retard sufficient flood flow.

Provisions of this bill would enable local people to meet these responsibilities prior to cost escalation attendant upon announcement of public works of this nature. These funds can now be used for cost sharing of land for recreation purposes, and expanding their use to flood prevention would create tangible gains.

Without water quality, water quantity would be useless. There is a growing need for water storage to enhance water quality by diluting polluted runoff or by periodic flushing of polluted streams. In this bill there is provision for cost sharing of water storage in detention structures in order to accomplish this.

Departmental views.—A report was requested from the Department of Agriculture on April 5. On August 11, the Department was requested to expedite its report and on August 15 the Department advised that there was only a slight chance that it might be able to report before the Committee's meeting on August 16.

Suggested amendment.—On page 4, line 8, strike "and" and insert "or" (to make it clear that a plan is to be submitted to the Secretary of the Interior, if it includes any work for the prevention, control, or abatement of water pollution).

Objections in file.—None.

Senator Boggs. The subcommittee is happy to have with us this morning the distinguished senior Senator from Kansas, Senator Carlson.

We are glad to have you here, Senator Carlson, and you may proceed as you wish.

STATEMENT OF HON. FRANK CARLSON, A U.S. SENATOR FROM THE STATE OF KANSAS

Senator CARLSON. Mr. Chairman and members of the subcommittee, I certainly appreciate your kindness in letting us appear here this morning. I have two very good reasons for being here: First, to introduce a very personal friend of mine, a fellow Kansan who has been active and a leader in the field of soil and water resources for many years, not only as a farmer and livestock man but as an active participant in these programs. He is an active leader in the field of soil and water resources. I know very much about the fine work that is being done by Mr. Bauer of Harper, Kans. He is a wheat farmer and a rancher in his own way, living out in the heart of the Wheat Belt. He has been a soil conservation district supervisor for 14 years and has served in different capacities with the Kansas Association of Soil Conservation Districts for the past 8 years and at present is president. He is also a director of the National Association of Soil and Water Conservation Districts representing the Northern Plains States of Wyoming, Montana, North Dakota, South Dakota, Nebraska, and Kansas. He is also chairman of the Great Plains Committee of the National Association.

Lyle Bauer is an active member of civic and church organizations in his community and is allied with many worthwhile activities in connection with community growth and development.

Before I present him, Mr. Chairman, I would like to submit for the record a statement of the Honorable Joe Skubitz, a Representative from the Fifth Congressional District of Kansas, who had hoped to be here this morning and present Mr. Bauer.

Senator Boggs. We are happy to have Congressman Skubitz' testimony which you have submitted, and it will be made a part of the record following your remarks.

We know of your long interest in conservation work and the committee is honored and happy to have you appear anytime.

(The statement is as follows:)

STATEMENT OF HON. JOE SKUBITZ, REPRESENTATIVE IN CONGRESS FROM THE FIFTH CONGRESSIONAL DISTRICT OF KANSAS

Mr. Chairman and Members of the Committee, I wholeheartedly endorse the statement made by Mr. Lyle Bauer, and wish to add my support for your favorable consideration of Senate Bill 1423.

On March 22, 1967, I introduced in the House of Representatives H.R. 7674 amending the Watershed Protection and Flood Prevention Act, P.L. 83-566, to enable local rural and urban people to more fully protect and develop their land and water resources through watershed projects. I am very pleased to state that H.R. 7674 contains the same three important features as contained in S. 1423. H.R. 7674 is a companion bill to S. 1423 and has been referred to the House Committee on Agriculture where it now rests. Several of my colleagues in the House have introduced similar legislation, all of which have been referred to the House Committee on Agriculture.

In Kansas, we presently have 23 watershed projects in the operation phase. Eleven of these are in my congressional district. These are good projects which satisfy several purposes—flood prevention, watershed protection, municipal water supply, and recreation. But these would be even better projects if each also provided for water quality management.

One of the most urgent problems of our times is the need for water quality management. Recent legislation has provided greatly expanded efforts to abate pollution of our major streams. This does not take into account the total pollution problem. I believe upstream water quality management as provided for in S. 1423 must become an essential part of the total water quality program of this nation.

Scores of rural communities in Kansas are burdened by water pollution problems. These communities are located upstream in small watersheds. When projects are planned under the Watershed Protection and Flood Prevention Act, water quality management as an added purpose eligible for cost-sharing would be an effective way to overcome these problems.

The other two features provided in S. 1423 are also important adjuncts to the watershed program in Kansas:

(1) Cost-sharing for land treatment, guaranteed on a preplanned time schedule—such as has proved effective in the Great Plains Conservation Program—would speed up the completion of projects considerably.

(2) S. 1423 permits sponsors of small watershed projects to take full advantage of opportunities offered to them by the Federal government.

Various Federal grants authorized by the Congress in recent years could be of great help to sponsors of small watershed projects. But Public Law 566 prohibits their full use. For instance, the Department of Housing and Urban Development makes grants for acquiring open space for developing recreation and parks near urban centers. If sponsors accept these grants for obtaining land, easements, and rights-of-way, however, they cannot receive Public Law 566 assistance in the same development for which HUD money is used. In other words, if they get funds from HUD to obtain land for a reservoir that is to be developed for recreation, they cannot get Public Law 566 help to build the reservoir.

The Congress has long recognized the soundness of the small watershed program. It has given its nonpartisan support to Public Law 566 and its amendments and to appropriations to carry out the program.

Amendments to the act have encouraged and enabled local sponsors to include multiple-use features in their small watershed projects. Each amendment has proved to be a sound step forward. Each has given local sponsors of small watershed projects a greater opportunity to attack their land and water problems and to do it with Federal, State, and local help.

The program has become a major tool in resource development as a base for economic growth. As such, it has made significant contributions to the rural economy.

Thank you for the opportunity to express my views on S. 1423 and to encourage its favorable consideration by your committee.

Senator BOGGS. Before you proceed, Mr. Bauer, there is just one question in my mind: Congressman Schwengel is here.

Senator CARLSON. Will you object to his filing a statement?

Senator BOGGS. I have no objection. I was going to ask, dependent upon your time, if you would just let us hear the Congressman's statement first, because I know he has to get back to his duties on the other side.

Senator CARLSON. Any way that will be suitable and convenient will be all right with us.

Senator BOGGS. Whichever you prefer.

Mr. BAUER. I would like to file my statement.

Senator BOGGS. Your statement may be filed. But with your permission, let me hear the Congressman now, because I know he has to get back to his own committee meeting. We are honored to have you here this morning, and we appreciate your taking the time from your other duties to be here before the subcommittee.

We will be glad to hear you now.

STATEMENT OF HON. FRED SCHWENGEL, A REPRESENTATIVE IN CONGRESS FROM THE FIRST CONGRESSIONAL DISTRICT OF IOWA

Mr. SCHWENGEL. Thank you, Mr. Chairman. I am glad to have this opportunity to come and talk to you about a problem that is becoming more severe and more important every year and is an area in which I have a great interest and always have had a great interest. I have always been interested, ever since I was on the farm where I was born and reared, in preserving what I think is, next to the people of the United States, the most important natural resource: food. It comes from the soil. It is the soil that produces the food. That is probably a better way to say it.

Several years ago, I did a bit of research on the Mississippi River. I found among other things, that millions and millions of tons of the best soil in the Midwest was in the bed of the Mississippi River and especially at the Keokuk Dam, where we could get some measurable results of what was happening. Incidentally, it is the highest dam on the Mississippi River, and for which, at one time, they had great dreams of power possibilities as the result of that installation there. But things have happened since that time, and we were careless with our soil management, and now the best authorities tell me that over one-half of the storage capacity of that dam now is taken up with soil, and they estimate that there are 8 million carloads behind that one dam on the Mississippi River.

Senator BOGGS. Do they take some of the soil out every so often?

Mr. SCHWENGEL. They have not taken it out at all. It is continually allowed to come in. As the water comes in there with the soil, it settles and keeps building up.

Senator BOGGS. And that is some of the best soil.

Mr. SCHWENGEL. The best soil that we have. It is coming off of the top soil. It is completely immobilized here, and it becomes a hazard, because it takes up storage space that would be available in floodtime, you see.

I was interested in an article that I have in my file here which I thought would be of value for your record, which is by a writer in the Midwest. I do not have his name here. The article indicates that top soil losses are set at 50 tons an acre in certain areas of Iowa, as a result of heavy rains. We know how to do something about this.

A large percent of the program would not cost anything if we developed a program that would coordinate all of our interests and all of our facilities and if we would have a better understanding on the part of the farmer who resides there, who can manage this but does not understand. What this needs is an overall plan. I am very happy now that you are getting into this and having this hearing. I have a bill of

my own which is comparable to the Eastland bill over on our side, and that is a demonstration of my interest.

I welcome the opportunity to testify before your subcommittee in support of Senate bill 1423 because it embodies some of the features needed to help accelerate the watershed development program in my home district and the State of Iowa, and because of its tremendous value to our watershed program throughout the Nation. On June 28, 1967, I introduced an identical bill, H.R. 11231.

Senator BOGGS. Is this bill identical to your bill?

Mr. SCHWENGEL. Almost identical.

Senator BOGGS. Almost identical?

Mr. SCHWENGEL. Yes; it sets forth the same goals. I would suggest a further consideration of the proposition that will implement the objectives here, but we will get into that later in the question-and-answer period.

By way of emphasis I would like to make specific reference to these amendments to Public Law 566, which are as follows:

1. Authorize the use of Federal funds to share in the costs of storage in watershed reservoirs for water quality management and pollution control.

2. Give the Secretary of Agriculture authority to execute long-term contracts for land treatment throughout entire approved watersheds and to share in the costs of such treatment.

3. Allow Federal funds (other than Public Law 566 funds) to be used for purchasing needed easements and rights-of-way.

My longtime interest in the watershed development program is well known, in Iowa and in the Midwest.

It was my privilege to introduce H.R. 11231 and I have given strong support to Congressman Jim Wright's bill, H.R. 1451.

There are five Public Law 566 watersheds in various stages of development in my own congressional district in Iowa. We have 73 Public Law 566 watershed applications in Iowa which have been approved that are now in the various stages of development. The three main features of the bill would be a great stimulus to us in that it would enhance the possibilities of moving our program forward. We have great need to implement the land treatment program. It is important that we keep it moving at a pace consistent with other phases of the watershed program. For example, in my district only 60 percent of the land in watersheds is adequately treated to control erosion.

Senator BOGGS. Let me interrupt you there. You say "adequately treated." What do you mean by that, sir?

Mr. SCHWENGEL. Let me say it this way: "Adequately treated" means that there is a program with the proper cooperation of the farmers, who are involved in these programs, in cooperation with State programs, local programs, and also with their own programs—pond building, water diversion, et cetera.

Senator BOGGS. And what can be done on the land.

Mr. SCHWENGEL. That is right.

It is my understanding that this is above average for the 73 watersheds in the State of Iowa. However, there is need for 75-percent land treatment before works of improvement can be installed.

Landowners of Iowa have traditionally shown favor for Public Law 566 watersheds. The structures they have been able to build, however,

have largely been limited to grade control and sediment structures that inundate only small areas of productive farmland. Floodwater retarding and multipurpose structures are greatly needed in Iowa, but the cost of acquiring expensive farmland required for inundation is beyond the means of individuals or local entities. As a result, we do not have any large, single-purpose floodwater-retarding structures constructed in Iowa. We do have some in our watershed work plans but construction has been held up because of land rights.

At locations where a floodwater-retarding structure is required, it is necessary to make the structure multipurpose, having recreation or municipal water supply features as well as floodwater. In this way the necessary land rights can be purchased by some agency or organization, such as the Iowa State Conservation Commission, county conservation boards, or a city or town. This has been the most successful procedure but often takes a long period of time.

During the heavy rains in Iowa last spring, there were some farms that lost 150 tons of soil per acre. Extensive damage occurred in Cedar County which is in my district following a 6-inch rain that fell in less than 12 hours. A 10-inch rain in the Tipton, Iowa, area washed huge amounts of topsoil from fields. Much concern is being voiced at present over the rate of sediment production into Lake "Ding" Darling in Washington County, Iowa. And when it was installed this was hailed as one of the great prime recreation areas, but because we did not have the proper authority to develop the watershed in that area, why, it is going to be out of commission, out of use, and there have been millions of dollars spent, State and Federal money—in this instance mostly State funds. The rate of sediment production into Lake "Ding" Darling is due primarily to a lack of progress on the land treatment program that is needed in the watershed. This lake was built several years ago by the State and sufficient attention was not given to land treatment needs prior to its construction.

High intensity storms in this area are quite frequent but farms protected with the needed soil and water conservation measures show a minimum of damage and prevent excessive soil losses and crop damage. We have a lot of fine examples of that. An example of the effects of good land treatment is in the Pine Lake Watershed in Hardin County, Iowa. This is not in my district. This was the first artificial lake constructed in Iowa in 1922. By 1940 the original 70-acre lake has silted to 30 percent of its original capacity. The dam was enlarged in 1960 and local people made a determined effort to protect it from siltation. A special project of land treatment was begun on a subdrainage area above Pine Lake. By providing special cost-share assistance from the Agricultural Stabilization and Conservation Service plus additional cost-share assistance from the State Conservation Commission for land treatment, the sediment has been reduced from a 12- to 18-ton-per-acre average annual loss to nearly complete control on this portion of the watershed. It is evident that something can be done about it.

This project demonstrates that by providing adequate incentive landowners will cooperate in applying conservation measures that are in the public interest.

Soil and water conservation is extremely important. We must do what we can to initiate programs which will complete our watersheds

as soon as possible. In my opinion, we cannot afford to wait until the year 2000, the present estimated date of completion.

This is why action on the legislation before you is essential. It has complete support and I hope this committee acts affirmatively on it.

I would like now to add and tell the committee that I am working on a plan that envisions a bonus to the people for some kind of a proposition that would encourage their neighbors to do something. You see, if a man up from you, up the hill from you or beyond you, does not cooperate, why, it is a hazard to the man who does oftentimes.

Senator BOGGS. He is going to get some benefit out of it, too.

Mr. SCHWENGEL. That is right. I do not know just how this can be worked out. If we could work out some kind of a bonus proposition, it would help.

And, then with it, also, would come a plan of maintenance, so that it can be rebuilt and kept from deteriorating; that it will be kept effective and under control.

Again, I thank you for this opportunity, and I commend you for having these hearings.

Senator BOGGS. Thank you, Congressman Schwengel.

The subcommittee appreciates your appearance here. It values your testimony, and it thoroughly commends you for your keen interest and contributions to the soil conservation work.

Mr. SCHWENGEL. I would like, Mr. Chairman, to leave this newspaper article with the committee with the understanding that it is the only copy that I have and to send it back to me later, because I think the pictures in here are good testimony.

Senator BOGGS. The clerk of the committee will make those available to the committee members, and the clerk will return it to you later.

Mr. SCHWENGEL. Thank you.

Senator BOGGS. Thank you very much for coming over.

May I ask your indulgence, Mr. Bauer, for another few minutes?

Mr. BAUER. Yes, sir.

Senator BOGGS. The committee is honored and happy to have appear before it this morning one of the very distinguished Senators, the senior Senator from the State of Oklahoma, who has had a long and continued interest in soil conservation work, Senator A. S. Mike Monroney of Oklahoma.

We are happy to hear from you now.

STATEMENT OF HON. A. S. MIKE MONRONEY, A U.S. SENATOR FROM THE STATE OF OKLAHOMA

Senator MONRONEY. Thank you for the opportunity, Mr. Chairman, of appearing before you and this distinguished committee on this important item that you have on your agenda.

I appreciate very much Mr. Bauer yielding to me and allowing me to take care of another committee conflict. When I was in the House they used to have only one committee to attend, but, as the Senator knows, one is liable to have three of them all meeting at the same time now.

Mr. Chairman, as cosponsor of S. 1423, I want to repeat my strong belief in the need for the new authorities that this bill would provide in the small watershed program.

As you know, I have for a long time been a supporter—30 years in fact—an active supporter—of resource conservation and development. The small watershed program is a major part of the efforts in that direction, and I have followed it very closely.

I need no one to convince me of its far-reaching and lasting benefits. I have seen them firsthand in my own State. But they are also evident all across the country. Local people joined in a common cause to install soil and water conservation measures—both structural and land treatment—to provide a sound base upon which their communities can build and grow. They are doing this with Federal help under the Watershed Protection and Flood Prevention Act that the Congress passed in 1954 and that we have amended several times.

I have seen the results of this in my own State. Instead of creeping destruction that I once saw, flying at low levels in a small plane, the long-reaching angry arms of erosion and gulleys were turned back into productive lands and the barren red clay of our hard-pan soil beneath turned back into productive use by adequate flood programs, soil rebuilding, water-runoff control and, also, I think a very important part of this, upstream flood control which helps add another great benefit to this program.

We in Congress assert our belief in the multiple-purpose concept of development and use of our natural resources. I believe that the addition of water quality management to the small watershed program is in line with this thinking. The program in the beginning met the need to fill a gap between resource programs directed at assistance to individuals and the large programs of Federal development of downstream resources. I believe we need this amendment now to fill the same gap in assistance in water quality management; also because the threat to water quality is one of the pressing resource problems facing our Nation today.

A major difference in small watershed projects and other water resource activities is the land treatment that is required in combination with dams. The lasting success of works of improvement is dependent, finally, upon proper treatment of the land to prevent sedimentation. However, the lag in land treatment also tends to be a factor in slowing up construction schedules and the completion of projects.

In Oklahoma counties that are eligible for long-term land treatment cost-sharing assistance under the Great Plains conservation program—which includes about half the State—we have experienced the effectiveness of such a program. The program has been used successfully in combination with small watershed projects in these counties.

The same type of cost-sharing would unquestionably speed up the small watershed program and add benefits of thousands of dollars—perhaps millions—by advancing by many years the reality of flood prevention, water supply, recreation, and better land use. That means advancing the establishment of new business and industry. It means giving young people an opportunity in rural communities rather than sending them into the city. It means all this without undue postponements.

Mr. Chairman, since the Small Watershed Act was passed, the Congress has provided grants from various sources to acquire land, easements, and rights-of-way. However, Public Law 566 prevents their

use in small watershed projects. The city of Stillwater, Okla., where the Oklahoma State University is located, was a victim of this conflict. The city had the approval of the Department of Housing and Urban Development for a grant involving land and other facilities for a multiple-purpose reservoir in the Stillwater Creek watershed project. Because of the restriction in Public Law 566 they had to choose between using the HUD grant to acquire land for the reservoir and forfeiting assistance under Public Law 566, or foregoing the HUD grant, in order to qualify for assistance under Public Law 566. There really was no choice. If the project sponsors had taken the HUD grant, they would have forfeited \$388,000 of Public Law 566 funds and would not have been eligible for a loan under the act.

Mr. Chairman, Oklahoma has been a pioneer in the small watershed program. The experience gained in Oklahoma paved the way for the Congress to adopt the small watershed program as we know it today. The people I represent support the program and consider it one of the most important conservation programs yet initiated. That's because in most cases it benefits all the people.

In Oklahoma's Washita watershed project area they harvest the crops they plant rather than watch them get floated out. Their livestock, irrigation systems, roads, and bridges are safe where watershed project work has been completed.

The city of Duncan and its industries no longer worry about city wells that go dry. They are assured a good supply of water from one of the reservoirs in the Wildhorse watershed project. The reservoir was formed by a flood prevention dam that was enlarged to hold back extra water for the city supply. Recreation has been added at the same site. Since then the city has been able to move ahead.

These are but a very few brief examples of the benefits in only two projects in Oklahoma. Similar ones can be cited in Oklahoma and all over the country, where the investment in watershed projects has proved to be a good one. On the average, these projects bring direct benefits of \$1.80 for every dollar spent, and this does not include the many intangible values that can be attributed to them.

The small watershed program is undoubtedly making an extremely significant contribution to the development of rural America. It can make an even greater one. And I think that Senate bill 1423 will help to do it.

Thank you for the opportunity to appear before this committee to ask that favorable consideration be given to Senate bill 1423.

Senator Boggs. Thank you, Senator Monroney. And, as a cosponsor of this bill before the committee, the committee values your testimony very greatly and appreciates your long interest and support of constructive conservation watershed programs. We value your appearance and testimony very greatly.

Senator MONRONEY. I appreciate it greatly, and I regret that I must leave.

Senator Boggs. Thank you, again, very much.

We will be glad to hear from you now, Mr. Bauer.

STATEMENT OF LYLE BAUER, PRESIDENT, KANSAS ASSOCIATION
OF SOIL CONSERVATION DISTRICTS, HARPER, KANS.

Mr. BAUER. Mr. Chairman and members of the committee, I certainly appreciate the privilege and the opportunity to appear before you in support of Senate 1423, cosponsored by Senator Eastland of Mississippi and Senator Montoya of New Mexico.

The soil conservation districts of Kansas which I am representing favor immediate enactment of this very important legislation.

I would like to file my statement for the record.

Senator BOGGS. We will be happy to have it and make it a part of the record.

May I present Senator Byrd of Virginia?

Senator BYRD. Thanks, Mr. Chairman.

Senator BOGGS. We are glad to have you make this presentation. Do you have anything else to add?

Mr. BAUER. I just wish to thank you for the opportunity.

Senator BOGGS. Thank you for coming. We certainly appreciate your being here. The committee will value your testimony. It is testimony like yours, from people such as yourself who have long been interested in this work and are working right with it, which has great value to the committee.

Thank you for taking of your time to be here.

(The prepared statement of Mr. Bauer is as follows:)

Mr. Chairman and members of the subcommittee, I deeply appreciate the privilege and opportunity to appear before you in support of Senate Bill 1423 co-sponsored by Senator James O. Eastland of Mississippi and Senator Joseph M. Montoya of New Mexico. The Soil Conservation Districts of Kansas who I am representing favor immediate enactment of this very important legislation.

The mounting requirements of an expanding economy and growing population impose added responsibilities for the conservation, development, use and reuse of water in the decades ahead. As first custodians of a major share of the annual replenishment of the nation's water supply, Soil Conservation Districts are especially conscious of these responsibilities.

Soil Conservation District Supervisors are concerned about present and future water needs, not only as responsible officers of local government, but as conservationists and citizens. Supervisors believe the country's natural resources, and especially the water resources, are an essential part of the foundation for Kansas and America's continued economic growth and social development.

Soil Conservation Districts consider watershed projects under the Watershed Protection and Flood Prevention Act, Public Law 83-566, to be a most effective way of dealing with local water problems. The projects produce benefits for both rural and urban people. The combination of land conservation treatment with small dams and other structural measures in small watersheds has been tried and proven.

Congress has recognized the need for greater scope in watershed programs and has broadened the Watershed Protection and Flood Prevention Act several times since its inception. The results are encouraging. The broadened program is effectively meeting a wide range of needs of local communities. These changes have helped to promote more efficient multiple use of reservoir sites and stored water.

We should be moving toward an even broader watershed program directed at developing upstream water resources for all beneficial purposes with a maximum of local initiative and direction. In this way we will obtain the broader local interest and support necessary to enlarge the service and value of these projects. Senate Bill 1423 is a firm and positive step in this direction.

The proposed legislation provides three changes in the Watershed Protection and Flood Prevention Act, which we in Kansas believe would be desirable.

First, the bill provides federal cost-sharing assistance for needed works of improvement for water quality management in watershed projects together with arrangements for interagency coordination. One of the basic objectives in the original enactment of P.L. 566 was to bridge the gap between the major development projects on the main rivers and the conservation work being installed on individual farms and ranches. Federal cost sharing legislation has been enacted to provide the impetus for water quality management in downstream projects. The same pollution problems exist in some upstream areas. Although the authority exists under P.L. 566 to include storage for non-agricultural water management, cost sharing assistance comparable to the major downstream developments is not available. The added feature will help to realize the original objectives of the Watershed Protection and Flood Prevention Act. We believe P.L. 566 projects deserve comparability with Corps of Engineers and Bureau of Reclamation projects.

Secondly, the bill would permit the use of federal funds, other than P.L. 566, to obtain land rights in watershed projects. The language in the Act at present prohibits local organizations from utilizing the grant features of other federal programs for which the local people otherwise would be eligible. We believe there are many situations arising in which the provisions of several nationally sponsored programs can work together harmoniously for the benefit of the public as a whole.

Third, the bill would authorize the Department of Agriculture to enter into long-term contracts—up to 10 years—with owners of watershed lands in order to secure the orderly establishment of needed conservation measures. Our experience with the Great Plains Conservation Program has proven the value of providing technical and cost-sharing assistance in such a manner. It results in the regular, step-by-step establishment of land treatment measures—measures which are an essential part of our small watershed program.

Because of the traditional role and function of Soil Conservation Districts, it would be appropriate that applications for assistance in developing such conservation plans be made in writing to the district involved and the proposed agreement be reviewed by such district. The National Association of Soil and Water Conservation Districts strongly urges that this provision be included in the legislation. H.R. 15096 recently introduced in the House of Representatives by Congressman Jim Wright makes this provision.

I appreciate your interest in obtaining our views on Senate Bill 1423. We trust that you will act favorably on this legislation. Thank you.

Senator BOGGS. We will now hear from Mr. Richard C. Longmire, soil conservation district supervisor, Paul's Valley, Okla.

Senator MONRONEY has a few remarks to make, I believe.

Senator MONRONEY. I should like to say that Mr. Longmire is one of the real pioneers in soil conservation in the Washita Valley area which was the beginning of soil conservation in Oklahoma. He has been a pioneer there—I repeat—and a leader in this great work. I am sorry that I cannot remain to hear his testimony. I would like to have Mr. Longmire stand up? I understand he is the next witness.

Senator BOGGS. We will be glad to hear Mr. Longmire now, and we appreciate your fine presentation of him.

Your complete statement may be made a part of the record if you so desire, and you may make such comments as you wish, in addition, sir.

STATEMENT OF RICHARD C. LONGMIRE, PAULS VALLEY, OKLA.

Mr. LONGMIRE. Mr. Chairman, I appreciate very much this opportunity. We in Oklahoma have 87 soil conservation districts and are very much interested in this program and have worked on it, as the Senator said, for some 30 years. We realize the limitations on the problems that we have. I think the Senator expressed it very well, and we wholeheartedly endorse all of the amendments of this bill.

Thank you very much. I am happy to have been here.

Senator Boggs. We are very happy to have people like you, with personal interest and experience in this field, to appear before this committee. We value your testimony very much. It is an honor to have had you here, sir.

Mr. LONGMIRE. Thank you.

(The prepared statement of Mr. Longmire is as follows:)

Mr. Chairman and members of the subcommittee, I appreciate this opportunity to make a statement in support of the proposed amendments to PL-566 as contained in Senate Bill 1423. I have been closely associated with this dynamic program from its beginning and have seen some real progress in watershed work, both in the Washita and in PL-566 projects. Through the years amendments have been added to the law so that it has kept pace with the changing needs of rural America. Senate Bill 1423 includes three important provisions that will further strengthen the program and enable it to more fully contribute to community development. It provides opportunities for the development of resources vital to farmers, ranchers, and communities—in short—to the total citizenry.

My remarks on S. 1423 reflect the considered opinion of our 87 Soil and Water Conservation Districts which are legal subdivisions of Oklahoma and as such, represent the total land area of the State. I have discussed this matter with organized conservancy districts which in many cases are serving as local sponsoring organizations for watershed projects in the State and their views also are expressed here.

We have been vitally concerned with the cultural treatment needed on the lands within these watershed projects. We have not been satisfied with the progress in some cases and we recognize that this needed land treatment is essential if we are to achieve the objectives of the program. The provisions for long-term contracts will accelerate the installation of land treatment measures. Our experience with long-term contracts in that portion of Oklahoma covered by the Great Plains Program has been highly successful. The Great Plains Conservation Program concept has been instrumental in stabilizing farming and ranching in this area. The key to the success of this program is that formal agreements are entered into with the cooperating landowner which assures the orderly development of each phase of the conservation program with the necessary cost sharing assistance on a definite time schedule. Conservation plans are developed with Soil and Water Conservation Districts and are used as a basis for these long-term agreements. We believe that this approach should be used in all watersheds where public funds are being invested.

Efforts to improve water quality is vitally important not only to Oklahoma but the Nation as a whole. The provision for cost sharing for water quality management in watershed projects will provide opportunities to utilize the full potential of reservoir sites where the need exists. We in Oklahoma live under conditions of extremes of both floods and droughts. Consequently, we have many dry streambeds during extended periods. Provisions for additional storage would stabilize the water flow in our dry streambeds.

As you know, PL-566 prohibits the expenditure of Federal funds for land, easements and rights-of-way. In our State the local people, with some assistance from the State government, have an outstanding record for providing land rights for almost 1300 structures at no cost to the Federal Government. We believe this requirement of the law is basically sound. There are special situations, however, where this restriction imposes an undue hardship on the local sponsors in fully developing their resources. Because of the restriction, local sponsoring organizations have been unable to accept grants from other Federal programs, for which they fully qualify. It is inappropriate for sponsors to be eligible for grants under single purpose developments and then be disqualified to merge with other sponsors in multiple purpose developments such as flood prevention and municipal water supply. It is recognized that multiple purpose development is the most efficient and economical way to achieve full resource development in communities.

I hope you will give favorable consideration to this bill and I want to thank you again for giving me this opportunity to appear before you.

Senator Boggs. Our next witness is Mr. Hollis R. Williams, Deputy Administrator for Watersheds, Soil Conservation Service, U.S. Department of Agriculture.

We are very happy to have you here with us this morning, Mr. Williams.

Mr. WILLIAMS. I am accompanied by Mr. Fred G. Ritchie, Director, Conservation and Land Use, ASCS, and with your permission I would also like for Mr. William A. Weld, Assistant Director, Watershed Planning Division, Soil Conservation Service, to sit with us.

Senator Boggs. You all may sit up here together.

**STATEMENT OF HOLLIS R. WILLIAMS, DEPUTY ADMINISTRATOR
FOR WATERSHEDS, SOIL CONSERVATION SERVICE, AND FRED
G. RITCHIE, DIRECTOR, CONSERVATION AND LAND USES, AGRI-
CULTURAL STABILIZATION AND CONSERVATION SERVICE, U.S.
DEPARTMENT OF AGRICULTURE**

Mr. WILLIAMS. Mr. Chairman and members of the subcommittee.

The small watershed program—since its inception—has contributed significantly to the development of rural areas. Its usefulness as a multiple-purpose tool has been widely recognized. Its economic and social impact on communities has been tremendous.

The Congress—reacting to the potentials of the program—has amended the Watershed Protection and Flood Prevention Act (Public Law 83-566) several times. The amendments have made the program more purposeful. They have enabled local sponsors to include in small watershed projects measures needed for broader resource development.

Ideally, a watershed project should respond to existing resource needs. It should afford the kind of land and water resource protection, development, and management that enhance the economy of the total watershed area and provide the fullest social benefits possible. Expected future pressures on our natural resources call for close attention to these objectives. They dictate that comprehensive resource planning be done today. Small watershed projects lend themselves to this type of planning.

Three proposals now before the committee will strengthen the small watershed program by broadening its purpose and by shortening the installation period.

Briefly, one proposal would provide long-term, cost-sharing assistance for application of planned conservation measures. Another would enable sponsors to get Federal financial help—other than from Public Law 566 funds—for obtaining needed land, easements, and rights-of-way. The third would provide Federal cost sharing for water quality management.

The basic concept of the small watershed program is the combination of land treatment with structures such as dams, levees, and channels that store or control floodwater.

Land treatment in the critical areas above the dams is required before construction can be started. The continued effectiveness of structural measures is dependent to a major degree upon the proper conservation measures applied to all the land that drains into them. Slow progress in getting this planned treatment on the land is often responsible for holding up scheduling of construction and for the lag in completing projects. Cost-sharing assistance to individual land-owners and operators through long-term contracting of land treatment

measures would speed up this action markedly. We know this because we have found that contract cost sharing in the Great Plains conservation program has resulted in significant acceleration of the rate of application of land treatment—in some instances by as much as 50 percent.

With the acceleration of land treatment, which would be brought about by this legislation, we estimate that the time required to complete the needed land treatment for the typical project can be reduced by as much as 3 to 4 years. Significant benefits would accrue to a community in these 3 to 4 years—protection from floods, water supply, recreation, and on-farm benefits. We have watershed projects in the Great Plains where this is happening because of assured financial help through the Great Plains conservation program.

The Department of Agriculture recommends enactment of the bill, provided it is expanded to include also an amendment to section 8(b) of the Soil Conservation and Domestic Allotment Act, as amended, to authorize the Secretary of Agriculture to enter into similar long-term agreements with agricultural producers to share the cost of approved conservation measures carried out on their farms under the agricultural conservation program. These two proposals are related and both amendments are needed to deal with the conservation problems to which they apply. The authority for long-term agreements under the agricultural conservation program also is needed to provide equitable treatment to the many farmers who have the same type of conservation problem but are not located in watershed program areas.

Regarding the proposed amendment to section 8(b) of the Soil Conservation and Domestic Allotment Act, the scope of section 7(a) of that act is adequate to encompass the objectives sought, but the amendment to section 8(b) is needed to provide authority for the procedure. This proposed expansion of S. 1423 can be accomplished by expending the title of the bill to read, "To amend the Watershed Protection and Flood Prevention Act, as amended, and the Soil Conservation and Domestic Allotment Act, as amended," by adding a new section 2, as follows:

S53. 2. Section 8(b) of the Soil Conservation and Domestic Allotment Act (49 Stat. 163), as amended, is amended by adding a new paragraph at the end thereof to read as follows:

"In carrying out the purposes of section 7(a), the Secretary may enter into agreements with agricultural producers for periods not to exceed ten years creating obligations in advance of appropriations."

The Soil Conservation and Domestic Allotment Act (of 1936), as amended, provides for making payments or grants of other aid to producers for carrying out soilbuilding and soil- and water-conserving practices, including woodland- and wildlife-conserving measures. The agricultural conservation program has been formulated under this act each year beginning in 1936. It helps farmers, ranchers, and woodland owners who add their own contributions to these public funds, to protect the public's interest in the Nation's natural resources by sharing with them the cost of carrying out conservation practices. The program, which is being regularly used by more than 2 million farmers, is operated on an annual basis.

The Department believes that the planning and carrying out of comprehensive conservative programs on farms could be improved if farmers could enter into agreements which would assure them assist-

ance for installing conservation measures over a longer period of time than 1 year. Many farmers would be willing and able to enter into such agreements if offered the opportunity to do so. In the past, long-term agreements have been restricted to limited area programs such as the Great Plains conservation program and the Appalachian land stabilization and conservation program (primarily for needy farms), and special-purpose programs, such as the conservation reserve, cropland conversion, and cropland adjustment programs. Long-term agreements for conservation work should now be made available throughout the country.

The proposed agreements would permit farmers in all areas more effectively to plan the application of needed practices in the best sequence, arrange for financing, and fit the proposed conservation measures into their farming systems. This cannot be as well done when cost-share programs are available only on a year-to-year basis. Effective conservation practices oftentimes consist of components or measures which must be carried out in sequence or in proper combination if they are to fulfill successfully their conservation function. In some cases these components must be carried out in consecutive years, and agreements of this kind will permit the Secretary to commit funds for the entire project and give the farmer an assurance that assistance will be available as needed until the project is completed. The resulting completion of the conservation work started will insure that the public will get more conservation returns per dollar expended.

This proposed amendment would authorize the Secretary to enter into these long-term agreements with farmers for a period not exceeding 10 years. The program would be on a cost-sharing basis and would be carried out in accordance with acceptable plans for practices or measures to conserve soil, water, woodland, and wildlife resources.

This proposal administered under the existing agricultural conservation program would provide a more effective total conservation effort throughout the country. Annual agreements would continue to be available to farmers who, by virtue of limited tenure or for other reasons, do not desire to enter into long-term agreements.

In carrying out the provisions of this legislation the Secretary would issue such regulations as are necessary. In general these regulations will provide that (1) the Soil Conservation Service will assist the farmer or rancher in cooperation with his local soil conservation district to develop a conservation plan for his farm, including any sequence necessary to the successful functioning of the practices, (2) with this information, the Agricultural Stabilization and Conservation elected county committee will negotiate an agreement with the farmer for the application of the conservation practices called for in the plan over a stated period of years, and make the decision as to what practices will receive cost-sharing and in what amount, (3) the technical assistance needed for proper installation of practice will be performed by appropriate technical assistance agencies such as the Soil Conservation Service and Forest Service, and (4) the Agricultural Stabilization and Conservation Service will administer the agreement and make the payments due the farmer. The Agricultural Stabilization and Conservation committees, which administer the agricultural conservation program, have had extensive and suc-

cessful experience in administering long-term contracts and agreements.

The level of expenditures in any one year, including those required for the first year of long-term agreements and those required for the annual ACP payments, would be limited to the amount specified annually by the Congress in the Appropriation Act as the authorized size of the agricultural conservation program for the succeeding year. Commitments under long-term agreements for future years would not be charged to this annual limitation, but would be included in the respective limitation for the later years.

The proposal to amend section 8(b) of the Soil Conservation and Domestic Allotment Act would not require additional appropriations but would result in substantial program benefits as indicated above.

The cost-sharing feature of the proposed Public Law 566 amendment should not, over the long period, cost the Federal Government more—it would concentrate the assistance in a shorter period.

The second proposal has to do with funds for obtaining necessary land, easements, and rights-of-way. The proposed amendment would still exclude the use of Public Law 566 funds for this purpose except for cost-sharing for public recreation and fish and wildlife developments which is now in the law, but it would not preclude the use of other Federal grants and financial assistance that are increasingly becoming available.

I would like to digress from my prepared statement to make this point:

There is a specific provision in the present Public Law 566 that no Federal funds can be used for the purchase of easements and right-of-way, et cetera, but as proposed here in S. 1423 as a simple amendment to that saying that no funds under this act can be used for the purchase of land, easements, and rights-of-way. This would provide an opportunity to use other funds legally authorized under other acts to be used for this purpose and thereby permit a merger or joint venture in multipurpose projects, which they are allowed to do under single unilateral operation, but are denied if they go into it together.

The Department of Housing and Urban Development makes grants for obtaining open space for developing parks and recreation facilities near urban areas. However, at present Public Law 566 does not permit sponsors of small watershed projects to take full advantage of this help.

As Senator Monroney said here today: For example, the city of Stillwater, Okla., was eligible for a Housing and Urban Development grant to obtain land and develop water supply storage at one of the planned reservoirs in a watershed project. By accepting the grant they would have had to forgo Public Law 566 assistance in building the reservoir. Yet both were aimed at purposeful development of the site. There should be no conflict in a case such as this. Instead, there should be a dovetailing of the two.

The proposed amendment would further the multiple-purpose concept that we try to encourage and which has proven so important.

Excuse me again. Let us take a county seat that has only one site within its reach. It is unsound to develop that site for a single-purpose development when we could develop it for many purposes. Let

us say, in the first instance, it was developed for flood prevention. And then to force that county seat to bond itself heavily, to go to a distant and more expensive site if they had one at a later point in time and to go to the single-purpose development route as contrasted to the more efficient and economic approach in multi-purpose development for the total good of all of the people in the area.

Senator Boggs. While you are pausing at that point, I do not know whether your study or your research has indicated whether there are any precedents in other programs—Federal Government programs, cost-sharing programs—that set an example for what we are asking in this bill, to use funds from other Federal programs to fit in as you are suggesting here.

Mr. WILLIAMS. Senator Boggs, to my knowledge, none of the other Federal water resource development programs have a specific prohibition in their laws against the use of their funds for the purchase of land, easements and rights-of-way where cooperative undertakings are involved.

Senator Boggs. They can do it?

Mr. WILLIAMS. Yes, they can. The third proposal has to do with one of the most urgent resource problems in our country today—water quality.

Recent legislation has provided for Federal assistance downstream—in the main stem waters—but not in the tributaries upstream.

If I may picture this: At the present time, by law, the Corps of Engineers and the Bureau of Reclamation are authorized to cost-share in water resource development projects where water quality control is involved. In the upstream small watershed program we do not have that authority, and we are making a request for comparability—that is what we are actually doing.

This leaves a gap similar to that left in flood prevention assistance before Public Law 566 was enacted. Public Law 566 successfully closed that gap. The gap is not completely closed. We have had a reasonably good program operating on the farms and ranches of America with the many soil and water conservation assistance programs. We have an excellent program with the Corps and the TVA on some streams. We had this gap between the farm and ranch and the main streams. And there is more damage that occurs annually on the small streams of America than on the large streams of America.

This is an excellent opportunity to do the same for water quality management.

There is no question of the need. This is a good place to provide for taking care of this gap that we have tried to envision as the role of the upstream watershed program.

Senator Boggs. You say "water quality management." There you are referring to antipollution control?

Mr. WILLIAMS. Yes, sir; I am referring to that—low flow augmentation and the other things necessary in water quality management.

Just as management and control of runoff should begin in the upstream drainage areas, so should provisions for water quality. There is no reason why it cannot be included—in fact, it is much more efficient to include it, where needed, in a small watershed project than to plan for it separately. It would be another opportunity for encouraging the multiple-purpose concept.

The need for water quality management in watershed projects has been brought out by other agencies in the process of reviewing watershed project work plans. I would like to cite two recent examples.

If I can get this even more personal, I might say that the people in the Department of Health, Education, and Welfare have been encouraging the Soil Conservation Service to incorporate storage for water quality in watershed workplans for a long time. We have authority for the purpose under the act. We do not have authority for cost sharing. In a small watershed program, local sponsors also have the responsibility for maintenance and operation. We contended that if we placed that extra burden on those local sponsors, with them now required to provide the land, easements, and rights-of-way and a high percent of the cost of the land treatment work, the added cost of storage for water quality would be beyond their capability to finance. We question the feasibility of such an approach until such time as some better arrangement is made for cost sharing, whether that is by the county, by the State, by the Federal Government, or in combination. Since the Federal Pollution Control Administration is now in the Department of Interior and we send our work plans for interagency review there, we get such comments as this:

The U.S. Department of the Interior, in its comments on a work plan for a watershed project in Mississippi, included this statement:

Storage for the regulation of streamflow could contribute to the maintenance of water quality in the lower reaches. * * * While it is recognized that SCS does not provide storage for water quality control under provisions of the Federal Water Pollution Control Act in its projects at this time, it is recommended that the need for low-flow control be called to the attention of the sponsors of the project. * * *

Commenting on a work plan for an Indiana watershed project, they stated: "Two of the incorporated communities have water quality problems." And "There are * * * areas * * * where such problems are anticipated in the future. Water quality storage would be desirable if it could be obtained to supplement natural dry weather streamflow."

Industry, municipalities, and other downstream water users would benefit by the proposed amendment. The cost of adding this feature is estimated at about \$5 million annually. This would provide essential dilution and low-flow augmentation water in 10 to 15 watershed projects each year, where the need is apparent and expenditures can be justified.

Benefits from all of these proposals would spread throughout watersheds—to the farmer, to the rural resident, to the townspeople. I believe them to be highly desirable and hope that you will give them your favorable consideration.

And may I close by saying that this testimony is based upon and consistent with the Department of Agriculture's letter to this committee dated August 16, 1967.

Senator Boggs. Which has been made a part of the record already.

Mr. WILLIAMS. Yes, which has been made a part of the record.

At least, that is the intent of this formal presentation.

Senator Boggs. Thank you, Mr. Williams, for your excellent testimony.

At this time, I would like to ask Mr. Sam Thompson, Senator Eastland's legislative assistant, to propound a few questions and submit some information for the record.

MR. THOMPSON. Thank you, Senator Boggs. Mr. Williams, in the earlier statement by Representative Schwengel, on the Mississippi River Reservoir, he stated that half of the storage area of the reservoir had been silted in. With the experience that you have had in some 800-odd watersheds that are currently in operation, and with the information given by the Senator from Oklahoma and the information from others, can you summarize briefly for us the impact of this watershed program in reducing floodwaters and sedimentation in our streams and thus enhancing the economy of the communities involved?

MR. WILLIAMS. Mr. Chairman and Mr. Thompson, I think, with your permission, I will respond to this based on a special report that we made to the Appropriations Committee recently in the hearings, and it was substantially like this: That based upon a calculation that we had made of the benefits, it revealed a total of \$71.9 million in agriculture and \$9.4 in nonagricultural flood damages that had been prevented.

Senator Boggs. Had been prevented?

MR. WILLIAMS. Yes. It was determined that over 83 million tons of gross erosion was prevented and an additional 8.4 million tons of sediment was trapped in watershed structures, to reduce the sediment pollution in our streams and lakes.

The benefits are within the range of \$116 million that have accrued for erosion control and other conservation treatment.

Agriculture water management developments, that is, measures for drainage and irrigation, the part that is dear to your heart in Delaware, have produced \$50 million in benefits. An estimated 195,000 people in 40 rural communities are being served by dependable municipal water supply. As Mr. Schwengel brought out, by building structures and allowing them to fill up with sediment will reduce the useful lives of the structures and become expensive. The facilities that these watershed projects have provided is estimated at 2.8 million visitor days of recreation use annually, and it has been estimated that there have been almost 2,000 industries employing 40,000 people that have been attracted to or have expanded existing operations in rural communities as the direct result of the watershed program. New jobs are created. And that has meant adding a net of \$117 million annually to their income. This is a program that I like to hold up as an image, which permits the county seats, Mr. Thompson, of America to thrive and grow and improve by bringing in new industry and to stop the outmigration to the heavily populated centers of the Nation.

Senator Boggs. And which is important.

MR. WILLIAMS. Yes, sir.

MR. THOMPSON. It brings the economic impact of the thing into focus.

This morning, we have sort of concentrated on Stillwater, Okla. with the problems that developed in the use of Federal funds from other sources in the small watershed program.

Could you give us another specific example or two, so that we might broaden this and not just make it an Oklahoma problem?

Mr. WILLIAMS. Senator Boggs and Mr. Thompson, I am drawing on my native State—with your permission.

Senator Boggs. Very good.

Mr. WILLIAMS. I recall this instance that is very close to me. At Waldron, Ark., we had underway a Public Law 566 watershed study. We were about seven-eighths complete. It provided for flood prevention storage, municipal and industrial water supply, and recreational development.

This community is a low-income area. They have lost population over the years. They had a poultry-processing plant there that provided employment for 350 to 500 people. They were proud of it. They passed a million-dollar bond issue, and you know what that caused. We had great hopes that this watershed project would pump new life into the area by boosting the economy through the development of these three purposes: prevent floods on the farms and ranches and to protect the towns from floods; to increase the municipal-industrial water supply for existing industry, and to provide a recreation development in the area, because they had good structure sites.

One day, former Congressman Jim Trimble called me from Arkansas—and I hope you will not mind my playing this act a little bit. He said, "Mr. Williams, I have got some mail this morning." And I said, "What is wrong, Mr. Jim?" He said, "I have a tentative commitment with Senator Fulbright from the Area Redevelopment Administration to save Waldron." I think that the Area Redevelopment Administration had given us a tentative promise on a million-dollar grant to save the little poultry-processing plant. And he said, "The city counsel has voted 4 to 5, for the water supply project which has torn the town apart. One side says that this will kill the watershed project if we pull out, and it has caused a community row." He said further: "I understand this proposal is to be checked and reviewed by Agriculture, and I hope you will give it your OK."

"Well," I said, knowing the Congressman as I did, "I do not believe you want to approve this?" He said, "Why? It is a 100-percent grant." I said, "It will kill your Public Law 566 project that is underway, and that has three purposes, flood prevention, water supply, and recreation storage and that is death for that community if the municipal water supply item is separated and kills the \$5 million watershed project."

He said, "You and I are in trouble."

Now, the phone rang for many, many weeks to both of us. I took the chance of being the No. 1 bad boy of the year from my native State.

Here is what happened: We finally worked it out to where they did not take the entire grant. They took an 80-percent grant. I have made my point. For them to be in that joint venture, in that undertaking for multipurpose development, it was against the 566 law. They were able to operate alone under the Area Redevelopment grant. They were about to pull out for the Area Redevelopment grant. The poultry plant was about to shut down and turn people off.

(Discussion was had outside the record.)

Mr. WILLIAMS. So, with the good help and the patience and the bad language that went on, we finally worked that out. I wish you would go to that area today. They now talk about their multipurpose project

for these three purposes and how it has boosted the economy of the community, and we almost lost our case. And if I may plead the case here on this point, I want to put before you, that when we have, in good faith, passed other legislation for good purposes subsequent to Public Law 566, and it has worked at cross purposes, it seems to me that good, sound judgment dictates that it ought to be rectified.

Mr. THOMPSON. May I make a comment right here to show how rural-urban cooperation is estopped by this limitation, as against other programs where they do cooperate?

We had a community in Mississippi that had an EDA grant to make a study to solve a water problem. And while it was studying it, the industry that instigated the problem decided to locate elsewhere. EDA was estopped from helping, because there would be no new jobs created. The city then went to the Farmers Home Administration in USDA and made application for a loan. Their need was so great that they had to grant in addition to the loan, in order to meet their needs, and to bring the costs down to what the people could pay. They obtained both a loan and a grant, and they then went to the Water Pollution Control Administration. They obtained a 30-percent grant from FWPCA in the Department of Interior to treat these wastes. So, here was a municipality not involved in the small watersheds program and not involving the rural people.

You have three different types of Federal grants and three different Federal agency programs, and a loan along with the grant money to solve the problem.

I cannot understand why farmers should not be able to cooperate with the municipalities in the solution of problems like in the Stillwater, Okla., problem and in other places, such as the one in Arkansas. This points up, I think, a problem we are seeking to solve in this act, rural and urban cooperation through Public Law 566.

Mr. WILLIAMS. Mr. Thompson and Senator Boggs, could I just say that I would highlight this, that funds are available from EDA and HUD, land and water conservation funds, and one of the most complicated is the one where funds are made available to State game and fish commissions on a 50-percent-grant basis where they become intermingled and mixed.

It is normal to ask the State game and fish commission, "Can you join in this activity and, in effect, be responsible for the maintenance and operation and to blend it in with the State's plan?"

And, anytime they have those mixed funds to be used in this joint venture, we have most difficult decisions to make, whether it is within the law or outside the law; whether it is mixed up in such a way that we had better not take the risk.

Mr. THOMPSON. My next question is this: It appears in your testimony that the acceleration in land treatment in the great plains program is about 50 percent. This is also provided for in the Appalachian Act. Have you had an acceleration in land treatment so that you can proceed with the construction under the Appalachian program?

Mr. WILLIAMS. I am going to speak in approximation on this now.

Mr. THOMPSON. Let us do it briefly because of the time element.

Mr. WILLIAMS. The answer is "Yes," that it accelerates the land treatment program in Appalachia, and in varying degrees. The situations that I have in mind come from working with the Soil Conserva-

tion agencies and the State people in developing State plans as to what they will use the money for under section 203 for land treatment. I recall that in West Virginia and in North Carolina that by agreement of the local folks, recommended by the State people and approved here by the agencies in Washington, all funds under section 203 have been set aside for accelerating land treatment type long-term cost-sharing contracts in those two States in the watershed areas.

Mr. THOMPSON. You mean through the ASC?

Mr. WILLIAMS. Yes; the accelerated funds for land treatment are made available under section 203 to be administered by the ASCS, but the local people felt the needs so great in the watershed work that they took their total allocations and set them aside in North Carolina and West Virginia for this. That is an indication or trend.

In Tennessee, I recall that it is of high priority, and I believe that I can say with a reasonable guarantee that it has accelerated the land treatments in the watershed work from 25 to 50 percent.

Mr. THOMPSON. It takes from 8 to 10 to 12 years now to complete the watershed program on a project. How much do you think that this long-term contracting for land treatment by the Secretary in these areas could reduce this time so that the projects would become effective at an earlier date?

Mr. WILLIAMS. It would reduce it 40 to 50 percent.

Mr. THOMPSON. We would get the job done then, at the time that is needed?

Mr. WILLIAMS. I had better say, 4 to 6 years, on this statement. It will reduce the time by 4 to 6 years, whereas it is 10 to 12 years now.

Mr. THOMPSON. What you have just now said raises a real question: And I think that the committee will look at this hard and long. As I look at your testimony, beginning at the top of page 3, through to about page 6, it devotes most of the paper to a proposed amendment that would make the 10-year contract through ACP nationwide, and it is so worded that it would obligate the Congress to provide funds to the Secretary of Agriculture to carry out these commitments on a nationwide basis. The language of the amendment, in carrying out the purposes of section 8(b) is that the Secretary may enter into agreements with former participants for periods not to exceed 10 years, creating obligations in advance of the appropriations. The original concept of this bill was to limit longtime contracting to areas within approved watersheds just as in the Great Plains and in Appalachia, and not to make this provision nationwide necessarily. As I recall, from previous legislation, we have something in the neighborhood of 8,000 watersheds—a little more, I think, nationwide—that could possibly be involved in such a program. I think the last report I saw was that there was something over 800 of these watersheds that had been approved, and are in some stage of construction or operation. This is about 10 percent of the total.

What portion of the land area of the country, that is, countrywide, is that? Is it 2 percent or 5 percent or 20 percent, or what is it?

Mr. WILLIAMS. About 5 percent, I think. You have it about right. Based on our conservation needs inventory, there are 8,300, approximately, potential watersheds needing project-type action, and there are 827 that have been authorized, and the number of acres needed contrasted to what has been authorized—it is about 5 percent of the total.

Mr. THOMPSON. Included in this total you deduct the Appalachian area and the Great Plains area which would reduce this 5 percent. Under the domestic allotment act we have \$220 million appropriated for ACP.

In the testimony here, USDA would set the guidelines for the amendment, and if we contracted on the basis of this \$220 million for ACP—I am trying to see if the other farmers not signing 10-year contracts are going to get any money in the future. If we contracted over a 10-year period, expecting and requiring \$220 million annually, each year we would simply be carrying out those contracts, and the other farmers or the people who did not get in the first year would be left outside. I am really concerned.

Senator Eastland gets an annual report from nearly every ASCS office by counties in the State of Mississippi saying how they have expended their funds, under ACP, what was put in terraces, ditching, what was in seeding grass, cover crops, things of that type. As I recall, about one-third, on the average, of the farmers in the counties are participating, covering farmers owning about one-half of the land area. If we committed \$220 million in a long-range program to one-third of the people, how do we take care of the two-thirds that are not involved who want specific practices on an annual basis? Is there an expectation of an increase in the ACP program in order not to limit this just to the long-term contracts?

We are trying to take care of accelerating and preventing floods and creating water supplies through Public Law 566. The Department recommends in the amendment that every farmer receive benefits from it, and the fiscal aspects of this gives us real concern as to whether or not we can finance this program nationwide at this time.

Do you have any comments that you would like to give, to clarify this? Am I completely wrong? Did I misunderstand this? Do you want to tell me about this or have someone else tell me?

Mr. WILLIAMS. I believe that I will ask Mr. Ritchie if he would like to comment on it, first.

Mr. RITCHIE. We recognize, Mr. Thompson, that we do have a problem of managing commitments for the ACP. Many of the farmers who would get long-term agreements under the ACP for practices over a 3-, 4-, or 5-year period who would be the same farmers who are getting annual assistance now.

Mr. THOMPSON. That is true.

Mr. RITCHIE. There would not be a total displacement. The Appropriation Committees, I assume, would exercise control over the extent to which the Secretary in any 1 year could use the authorization for making long-term commitments of funds.

One of our concerns, of course, is that the ACP operates in the watersheds also, and we have over the years, and especially in the most recent years, tried to give particular emphasis to using ACP funds to further the land-treatment work in the approved watersheds.

In addition, there are other areas that want the watershed program. The ACP is one of their means of assistance in getting the land treatment up to a point where they can qualify for what the watershed program requires as to prior land treatment or an agreement to treat it. So, we feel that long-term ACP agreements would add to the acceleration which Mr. Williams speaks of, not only in the watersheds in which

programs are already going, but also in the acceleration of efforts to get other areas to where they could have watershed programs. We know that we would not be sound if we assumed \$220 million in commitments for 10 years on the basis that this would be obtained from the Appropriations Committee. We believe those committees will want to specify each year as they do now with ACP money, how far they think that we should go.

And, then, we know, as you have indicated, there are many farmers that are not in position to commit themselves to a complete land-treatment undertaking at a particular time. And we would want any program to maintain a sufficient amount of the annual authorization to provide those people with assistance in doing year by year what conservation work they could do.

Mr. THOMPSON. This would be pretty hard to do without the money to finance it.

Mr. RITCHIE. There are problems that we have to deal with, and we are aware of them. We think that we can manage them in such a way so as to advance the watershed activities and bring about an acceleration of conservation work nationwide.

Mr. THOMPSON. I was a Soil Conservation District Commissioner for 22 years, and I am familiar with these practices. I am a past county ASCS committeeman, and a past FHA county committeeman. I know something about the programs. I like what you have outlined in here. We would get more conservation if these people had to bring in a farm plan to do this. I wish personally that we had a little more supervision on how this money is spent through the ACP program. You are talking about reserving enough to take care of these other people. We do not have enough now. I know that in less than a week's time, all of the money was committed in my own county, and we do not have a watershed project operating in the county at the present time. It gives me some concern as to how you can manage what is currently a scarcity and take care of the long-term commitments. Less than one-third of the farmers in the country are using these funds before they are taken up.

I know, Senator Boggs, that Senator Eastland would be really concerned over the political effect of two-thirds of them being barred because of lack of funds, while one-third of them have the funds committed over a 10-year period of time.

Mr. RITCHIE. We do not want that to happen. It is our desire to afford fair opportunity to all farmers to get some help and assistance. The situation that you speak of exists in a good many counties but over a period of time, a period of 5 years, we help about two-and-one-half times as many farmers as we help in any one year.

Mr. THOMPSON. Some farmers only wanted one practice annually.

Mr. RITCHIE. These could apply for help each year under this plan.

Mr. THOMPSON. Do you have administrative procedures developed whereby you can administer this, so that everybody has available something rather than it being as now, first come, first served?

Mr. RITCHIE. We would do that, as a matter of equity.

Mr. THOMPSON. This amendment was one of the things that really concerned Senator Eastland, that he wanted me to discuss; that is, the long-term cost part of it.

Senator Boggs. I am glad you have.

Mr. THOMPSON. I believe we have clarified some of the problems that were raised in the full committee the other day.

Senator BOGGS. While you are talking about this proposed amendment, as it has been pointed out, the Secretary may enter into agreements with agriculture producers for periods not to exceed 10 years, creating obligations in advance of appropriations. Would it not be necessary in authorizing that to put in some kind of an authorization limitation for purposes of planning? That is kind of open-ended, is it not? I recall that in other legislation, in air and water pollution, et cetera, in looking ahead they always put a limitation on it, so many millions a year.

Mr. RITCHIE. This could be done by either this committee establishing a limit or by directing the Appropriations Committees to set annual limitations which they do now in some instances.

Mr. THOMPSON. Your annual limitations would be cumulative because your first year and your second year and your third year and your fourth year would go up to 10 years. At the end of the 10 years, unless you had some limitation on the amount of money that could be had on an annual basis, you could accumulate more than you now have.

Senator BOGGS. For the committee's consideration, if it wanted to be more specific, and to put an authorization limitation on creating obligations based upon experience, could you give the committee any guidance as to a reasonable figure that might be acceptable?

Mr. RITCHIE. Yes, we could. We would need to study it and respond later.

Senator BOGGS. If you would do so, we would appreciate it. I think it would be helpful to the committee. We will hold the record open for that.

(The information follows:)

The Department suggests that the following be added to the language which the Department requested in its report of August 16, 1967 be included in S. 1423 as an amendment to Section 8(b) of the Soil Conservation and Domestic Allotment Act, as amended.

"In carrying on this provision of the Act the Secretary shall not enter into agreements with producers which would require payments in any year's program under such agreements in excess of \$100,000,000."

Mr. THOMPSON. While I am here, so I do not interfere again, Senator Boggs, Senator Eastland asked that we include in the record the copies of the communications we have received in regard to this bill, for the general public's information.

And may I provide those now and let them come after the testimony of the witnesses here, to complete the record, so that the views of the people who could not get here today are available?

Senator BOGGS. Without objection, they will be made a part of the record.

Mr. WILLIAMS. If I may, in just brief summary, I would like to reconstruct the statistics in regard to the needs and operations as follows:

Based on our conservation needs inventory, we now show a need for 8,300 projects in the Nation—that is, the small watershed activities. That would embrace a billion acres. We have authorized, as Mr. Thompson said, around 827 projects which covers 5 percent of the land and 10 percent of the projects.

Next, I recall I referred to section 203, and I should be a little more explicit. That is of the Appalachia Act which provides for accelerated land-treatment funds, or more specifically, funds for conservation and land stabilization. That is the terminology in that act, which is almost synonymous here with the land-treatment work.

Senator BOGGS. Mr. Williams, just to clarify, if I may.

Would you favor the proposed bill, S. 1423, without the proposed amendment to section 8(b) of the Soil Conservation and Domestic Allotment Act?

Mr. WILLIAMS. Senator, as stated in my previous testimony, the Department of Agriculture recommends enactment of the bill provided it is expanded to include also an amendment to section 8(b) of the Soil Conservation and Domestic Allotment Act, as amended.

Senator BOGGS. Very good.

Let me ask you this: These questions always come up, and I never have the answers to them. If this bill is amended as you have suggested, can you give us any idea of the increased personnel that will be necessary to administer it?

Mr. WILLIAMS. I could answer it this way: I do not think that we would encounter any great difficulty. It would be a small expansion of the technical assistance for the acceleration.

Senator BOGGS. Would you be able to say whether it would be less than a thousand personnel or less than 500 personnel?

Mr. WILLIAMS. Since this is such a delicate item with respect to ceilings, I would like to reserve, if I may, my comment now and submit that figure so that we may study it. We have a ratio that applied to the funds available.

Senator BOGGS. I would want you to do that.

Mr. WILLIAMS. But on the whole, it would be quite small.

(The information follows:)

Implementation of the water quality item will require minimum additional staffing. Since provisions for water quality management will be included in multiple purpose reservoirs for which plans are being developed, the additional engineering services can be handled by the present staff in the states. There would be a need for adding qualified technicians to provide overall technical guidance. We anticipate that a total of 5 or 6 Sanitary Engineering positions would meet this requirement.

With respect to the long term contracting for land treatment measures we believe that Area and Work Unit staffs can provide the necessary field assistance with minimal additional staffing in those areas where watershed operations are underway. It is recognized that the overall needs for land treatment far exceed our capacity to satisfy all requirements. Regardless of the need, the staffing will be governed by (1) the ability of the local people to move forward with their contribution and (2) the rate at which funds for this activity are made available by the Congress in the annual appropriations.

Mr. RITCHIE. ASCS likely would not need to add to its personnel, because we would have people operating the annual program anyway, and we probably would be able to administer the contracts without adding to our force.

Senator BOGGS. I appreciate that.

Mr. RITCHIE. It could be that additional technical assistance would be required.

Mr. WILLIAMS. For example, we would be utilizing the Federal Pollution Control Administration and the HEW technicians to the extent possible with respect to the Water Quality Act.

Senator BOGGS. There are not too many of them yet.

Mr. WILLIAMS. This item is small, but is needed if there is a demand. But on the acceleration item, it would be a small acceleration in the technical assistance required which would be dependent upon the appropriations.

Senator BOGGS. I understand that. I mentioned personnel. I hope you can give the committee some light on that.

Mr. WILLIAMS. Yes.

Senator BOGGS. Can you indicate in terms of dollars what the additional costs of administration, as well as personnel, would be?

Mr. WILLIAMS. We would like to do that, and supply it for the record later.

Senator BOGGS. The committee would appreciate that information. (For information above, see p. 33.)

Mr. THOMPSON. May I ask one other question?

Senator BOGGS. Yes.

Mr. THOMPSON. We have the original report from the Department of Agriculture and the separate report from the Bureau of the Budget. I have been discussing this with them, prior to these hearings.

The Bureau of the Budget decided to reverse its position on the low-flow augmentation item and to maintain its opposition on the other two items. It left the situation standing as it was. We invited them to appear today, and they thought best not to come, but they submitted their letter about the same objections on the other two items which is part of the record here. I assume that it would not be in order to ask you if the Bureau of the Budget is taking a look at these others, hopefully, toward reversing their position. You are not in a position to comment?

Mr. WILLIAMS. The only comment is that I would hope you would give most serious consideration to the Bureau of the Budget's recommendations.

Mr. THOMPSON. All right.

Senator BOGGS. Just one question, Mr. Williams.

I would like to ask, on behalf of the subcommittee, that if in the course of the consideration of the testimony that may develop here today, the subcommittee might have further questions, whether they could ask you to come back or to direct the questions to you to be answered and put in the record?

No doubt there will be other questions that will arise in the members' minds.

Mr. WILLIAMS. We will be delighted to respond.

Senator BOGGS. Thank you very much. It is always a pleasure to have you before the committee.

Mr. WILLIAMS. Thank you.

Senator BOGGS. I would like to submit for the record and have appear as part of the record, the statement submitted by Senator Robert C. Byrd of West Virginia.

(The statement referred to follows:)

STATEMENT OF HON. ROBERT C. BYRD, A U.S. SENATOR FROM THE STATE OF
WEST VIRGINIA

I welcome the opportunity to submit a statement to this distinguished committee today in support of Senate Bill 1423.

Since enactment in 1954, Public Law 83-566 has contributed most significantly to meeting the growing need in West Virginia and throughout the nation for sound conservation, development and utilization of our water, land and related resources. The Act has been amended on several occasions to make it a more effective vehicle to attain the objectives and goals envisioned by the authors of the initial legislation.

The three amendments proposed in S. 1423 will further broaden the scope and effectiveness of this worthwhile program. The importance attached to the land treatment aspect of watershed protection and development is one of the features that makes this program unique. The provision which would authorize the Secretary of Agriculture to enter into long-term cost sharing agreements with landowners for establishment of planned land treatment measures is an important key to accelerating this phase of the program.

It stands to reason that we must utilize fully all of the means at our disposal in attacking the serious water pollution problem before the situation becomes even more critical. I believe that upstream watershed projects can be very effective in helping to alleviate the growing menace to our vital water supplies. The proposed amendment to P.L. 566 authorizing Federal cost sharing assistance for water quality management consistent with other Federal programs will accomplish this objective.

The bill also proposes a change in the language of the law that would allow local sponsoring organizations, when eligible, to utilize grant assistance from other Federal programs in meeting their commitments for land, easements and rights-of-way. I understand that this provision would be applicable to relatively few sites. However, when the situation does arise the watershed sponsors must forego financial assistance for which they can rightfully qualify. Such inequities would be eliminated by this amendment.

There is strong support for the soil and water conservation program in West Virginia. I have witnessed the impact of this highly beneficial program on resource development and the economic gains that accrue to the community. I urge the committee to give favorable consideration to this bill and thank you for the opportunity to express my views.

Senator Boggs. I would also like to submit for inclusion in the record, a statement submitted by Representative Wilbur D. Mills of Arkansas.

(The statement referred to follows:)

STATEMENT OF HON. WILBUR D. MILLS, REPRESENTATIVE IN CONGRESS
FROM THE SECOND CONGRESSIONAL DISTRICT OF ARKANSAS

Mr. Chairman, I wish to express my unqualified support of S. 1423. A measure of my deep interest in this much needed bill is the fact that I, along with others, have introduced this legislation in the House.

So I speak not merely as an interested bystander but as an active participant in a concerted effort to help get enacted into law the provisions of S. 1423.

My State has 35 approved watershed projects in various stages of installation and is third in the Nation in the number of communities that have applied for assistance in developing watershed projects.

So I know what this program is all about. I know its great benefits. I know what it means to the people of my state and what it will mean to them in the future.

Despite the merits of the original legislation under which the watershed program was started in 1954, and the several fine amendments that we have made since, the law is still imperfect.

S. 1423 would correct three of these imperfections and greatly improve the program, expanding its present manifold benefits and increasing its value and use.

One of the provisions of S. 1423, to provide for long-term cost-sharing agreements for installing land conservation treatment measures, would speed up the watershed program by making possible time schedules for this work, thus reducing runoff and sedimentation much faster and on a more orderly basis than is now possible. The watershed program, as you know, Mr. Chairman, combines conservation land treatment with dams and other mechanical measures. When construction gets too far ahead of land treatment, which is done mainly on a voluntary basis by landowners, we may not get our money's worth and the lasting benefits planned, from the dams. Landowners now have to rely on their own resources to do their share of the job plus cost-sharing help on some measures on an annual one-practice basis. This results in hit-and-miss land treatment and makes it impossible to follow a planned time schedule to get the total job done.

Another provision of S. 1423 would remove the restriction on use of Federal funds other than P.L. 566 watershed program funds for land, easements, or rights-of-way. This restriction actually means that various Federal programs cannot be used to complement or supplement each other. It means that the local people must pick and choose and then forego any other assistance. We experienced this problem in the Upper Poteau Watershed in Arkansas some time ago. Federal programs should work together—not in competition with each other.

The final of the three provisions of S. 1423 would add Federal cost-sharing in watershed projects for water quality management. This provision breaks no new ground; it merely accords the same authority under P.L. 566 that is already included in water resource programs of the Departments of the Army and the Interior. Upstream watershed projects can contribute greatly to water pollution control. It can't all be done in the mainstream projects.

Mr. Chairman, I urge you and your Committee to support S. 1423.

Senator Boggs. I am happy to have Mr. Fricke as the next witness. We have a very fine letter of introduction from the distinguished Senior Senator of Nebraska, Roman L. Hruska, and I would like to make that part of the record at this point.

(The letter referred to follows:)

U.S. SENATE,
Washington, D.C., March 19, 1968.

HON. JAMES EASTLAND,
Chairman, Subcommittee on Soil Conservation and Forestry,
Washington, D.C.

DEAR MR. CHAIRMAN: It is my understanding that my good friend and long-time associate, Mr. Milton Fricke, Vice President of the Nebraska Association of Soil and Water Conservation Districts, will testify before your subcommittee in support of your bill, S. 1423.

This letter will serve as an introduction for him since it appears that I will not be able to introduce him personally. Any consideration that can be given to his point of view will be appreciated.

With best regards,
Sincerely,

ROMAN L. HRUSKA,
U.S. Senator, Nebraska.

Senator Boggs. I understand that you have with you Mr. George Bagley, treasurer of the National Association of Soil and Water Conservation Districts of St. Joseph, La. He is a good supporter of Senator Ellender, the chairman of the full committee, and I am very fond of Senator Ellender. He is a great Senator.

Congressman Waggoner wanted to be here, but due to an unfortunate death in his family, he is unable to come, but he has sent us a statement which will be made a part of the record.

(The statement referred to follows:)

STATEMENT OF HON. JOE D. WAGGONER, JR., A REPRESENTATIVE FROM THE FIFTH
CONGRESSIONAL DISTRICT OF LOUISIANA

Mr. Chairman, members of the subcommittee, I appreciate the opportunity to appear before you in support of Senate Bill 1423. I have introduced a companion bill in the House. This Bill and the one I have introduced in the House would make Public Law 566 a more comprehensive law that would better serve the needs in small watershed projects.

I have two watershed projects in my home parish (we still have to be different in Louisiana and call our local political subdivisions parishes instead of counties), and I know the benefits of these projects. One of the projects is already completed and the other one is just started into construction.

These amendments being proposed by Senate Bill 1423 would help in these projects. My friends back home who are working on these projects have strongly supported these amendments.

The soil and water conservation district supervisors in my home State have studied the needs for the State and passed resolutions supporting Senate Bill 1423. We are constantly looking for ways to make our program more effective in conserving our basic resources, soil and water. I do not know of a more popular piece of legislation in my State than Public Law 566. The demands for assistance under this Act are tremendous. The principle involved of having local projects with State and Federal help is completely sound and we need to make this Act broad enough to include all of the soil and water resource problems that may be encountered in these small watershed projects.

In Bossier Parish in the two small watershed projects that we have, emphasis has been placed on multiple purpose developments. We have included in the two projects watershed protection, flood prevention, drainage, irrigation, recreation, fish and wildlife development, and water for municipal and industrial use. The people in my parish have voted a 2½ million dollar tax on themselves to finance their part of the cost of these projects. The State Legislature has agreed to appropriate over \$1,000,000 to help them out.

One of the amendments, as proposed by Senate Bill 1423, would permit the Secretary of Agriculture to enter into long term agreements and cost share on land treatment costs. Unless we can get the treatment applied on the land that is needed to control erosion and realize the benefits of the project, all of these other purposes that we have mentioned could not be fully realized. If the land treatment work could be planned and carried out in a systematic way with cost sharing assistance, it would be a big help in speeding up this job. I am convinced that it would offer encouragement to landowners to do a better job of controlling the sediment and pollution of our rivers and lakes.

Water quality management is becoming more important every day. The Red River runs right through the middle of my Congressional District. We have a lot of water flowing down the Red River, but we are not able to use much of it because of the poor quality—it has too much salt and silt to be of much value for any purpose except during periods of high flow. Usually during this time of the year, we have plenty of water from other sources, so when we need it, it's not any good.

Various agencies working on this basin have told me that the water could be made suitable for use through proper management of the flow. This requires water quality storage. Since this is a problem brought about by upstream conditions, I believe it should be approached on a cost-sharing basis in the same manner as other problems of this type are shared.

The third amendment proposed concerns the use of Federal funds other than Public Law 566 for cost sharing for land easements and rights-of-way when available.

I agree that we should not have overlapping cost sharing by different Federal agencies, but there are many cases where people could provide additional water for municipal, industrial, recreational or other uses if they could utilize funds of other Federal agencies involved in this type development to more fully develop all of the water resources in a watershed project. Therefore, I cannot see anything but good from this amendment.

I appreciate this opportunity to appear before you in support of Senate Bill 1423 and hope that you will see fit to favorably pass upon this important piece of legislation.

Senator Boggs. Mr. Fricke is chairman of the Water Resources Committee of the National Association of Soil and Water Conservation Districts and is from Nebraska. We appreciate your coming here. We are proud and honored to have you here. We will be glad to hear from you now.

First, let me say that your statement will be made a part of the record, as if you had orally presented it, and you may make such comments as you wish. It will be incorporated at the conclusion of your oral presentation.

STATEMENT OF MILTON FRICKE, CHAIRMAN, WATER RESOURCES COMMITTEE, NATIONAL ASSOCIATION OF SOIL AND WATER CONSERVATION DISTRICTS, PAPILLION, NEBR.

Mr. FRICKE. Mr. Chairman, the comments I would like to make are that we want all of these amendments in if possible.

Senator Boggs. You are speaking of the proposed amendments made by Mr. Williams now?

Mr. FRICKE. Yes, sir; we are speaking for those three, and I will now change hats, if I may, for just one minute, and say that I represent Nebraska also, and they have asked me to put in the record the same words as being their testimony.

Senator Boggs. Very good. We appreciate that.

Senator THOMPSON. Did I hear you say that you were for the Department's amendments?

Senator Boggs. Did you hear Mr. Williams when he spoke?

Mr. FRICKE. I am speaking of the three amendments, the amendments that we want in here.

Senator Boggs. Let us get that clear for the record.

Mr. FRICKE. To establish a system of long-term contracts for land treatment in watersheds, to permit the use of Federal funds other than those appropriated for Public Law 566 purposes in securing needed lands, rights of way, and authorize Federal cost sharing for water quality amendments.

Senator Boggs. Those are the points that are in the bill.

Mr. THOMPSON. Those are the points in the bill right now.

I thought that you said that you endorsed the Department's position, that you said "watershed projects to every farmer in the United States."

Senator Boggs. In your testimony, you did not go into that.

Mr. FRICKE. The long-term treatment for watershed areas?

Senator Boggs. As I construe your testimony, to be sure that I am right now, you are for the bill, that is, S. 1423, as it was introduced?

Mr. FRICKE. That is right.

Senator Boggs. Very good. Thank you very much—Let me ask you one other question. It would leave the record hanging, if I did not ask it.

You have not given, I presume, any consideration as yet, to the proposal by the Department as presented by Mr. Williams, who just spoke for the Department, to the proposed amendment to enlarge the scope of the bill as introduced to the whole country, to create the full appropriations obligations over a 10-year period without any limitation, as we have it now?

Mr. FRICKE. We would like to establish a system of long-term contracts.

Senator BOGGS. I understand that.

Mr. FRICKE. In the watershed area, that is what we are for.

Then, as I understand it now, Hollis Williams asked that you go on—

Mr. THOMPSON. Nationwide.

Senator BOGGS. And the ACP—you did not go that far?

Mr. FRICKE. We just asked for it in the watersheds.

Senator BOGGS. That is clear now.

Thank you very much.

We will now incorporate your prepared statement.

(The prepared statement of Mr. Fricke is as follows:)

I am Milton Fricke of Papillion, Nebraska, a farmer and Chairman of the Water Resources Committee of the National Association of Soil and Water Conservation Districts (NACD). NACD represents over 3,000 individual Soil and Water Conservation Districts and their State Associations in the 50 states, Puerto Rico, and the Virgin Islands.

The upstream watershed program, carried on under the provisions of Public Law 566, the Watershed Protection and Flood Prevention Act, is one of the most popular and successful conservation programs ever enacted by the Congress. A good law to begin with, it has been improved continuously over the years by judicious amendments which have broadened its scope, utility, and effectiveness.

These periodic amendments have kept Public Law 566 up-to-date, reflecting the changes that are taking place in America—in our towns and throughout the countryside. S. 1423 proposes several additional changes designed to keep pace with growing needs for wise water management and development. NACD supports the amendments in S. 1423 which would establish a system of long-term contracting for land treatment in watershed areas, permit the use of federal funds—other than those appropriated for P.L. 566—in securing needed land rights, and authorize federal cost-sharing for water quality management.

Three years ago, the NACD Council, our policy-making body, urged the amendment of P.L. 566 to establish the long-term contract approach to land treatment. This has been the basis of land treatment in the Great Plains Conservation Program and it has been most successful. It makes possible the orderly planning and installation of a complete system of needed conservation practices and land use changes within a specific period of time and with the definite assurance of financial assistance.

This approach is needed in our upstream watershed programs. Land treatment above dams and other watershed structures is essential to assure that they will not lose their effectiveness through sedimentation. And action is required from a large proportion of landowners in the upstream areas. Assured assistance on a contract basis would aid in achieving the widespread participation needed. One recommendation that we would make is that contracts be developed on the basis of a complete conservation plan approved by our local Soil and Water Conservation Districts. This would help to assure the best and most effective work.

The second proposed amendment—to authorize use of non-P.L. 566 federal funds for needed easements and rights-of-way—is also supported by NACD. Our District leaders feel that it should be possible to utilize other federal funds to purchase land rights when local resources are inadequate and the authorities of the agencies in question permit them to contribute to the development. In some cases, the lack of authority to accept available grants has meant that a project—or portion of a project—has had to be shelved to the detriment of communities most urgently in need of assistance.

Finally, we support the addition of water quality management as a purpose for which federal cost-sharing may be made available in P.L. 566 watershed projects. Our Conservation Districts are concerned about the neglect, thoughtlessness, and improper practices which contribute to water pollution. Pollution causes serious hazards to public health; increases costs of water renovation; impairs valuable fish, wildlife, and recreational resources; and damages the beauty of the countryside.

We believe that a concerted effort in both the private and public sectors is necessary to restore and enhance the quality of our waters. Upstream watershed projects constructed under P.L. 566 offer certain potentials for improving water quality. Although some advantage is being taken of these opportunities by local sponsors, a great deal more would be accomplished with the incentive of federal cost-sharing. NACD believes that the addition of this purpose would make watershed programs more truly multi-purpose and thereby more beneficial.

We would like to commend this Subcommittee and the Committee on Agriculture and Forestry for the constructive program that they have helped to establish in many small watersheds of the country. We hope that you will agree that the amendments proposed in S. 1423 are a step toward an even better watershed program for America.

Senator Boggs. We will now hear from you, Mr. Bagley. Your prepared statement will be made a part of the record and you may make any comments as you wish.

STATEMENT OF GEORGE BAGLEY, TREASURER, NATIONAL ASSOCIATION OF SOIL & WATER CONSERVATION DISTRICTS, ST. JOSEPH, LA.

Mr. BAGLEY. Mr. Chairman, we stand the same on this, and I present my statement here for the record.

Senator Boggs. Mr. Bagley is Treasurer of the National Association of Soil and Water Districts.

Mr. BAGLEY. That is right.

Senator Boggs. It is an honor to have you here.

Mr. BAGLEY. I represent the interests of Louisiana as the immediate past president. We do endorse S. 1423 as it is. We have not gone into any extension of it. We would have to weigh this further.

Senator Boggs. Good; very good.

Mr. BAGLEY. I would like to express our appreciation for the whole soil and water conservation program as well as Public Law 566 that came into being in 1954. We think that is one of the finest things that ever happened. We appreciate all of the help, generally, throughout the whole program.

Senator Boggs. You are very kind to come here today and to give the Committee the benefit of your views. I am in accord with what you say.

Mr. BAGLEY. That is the understanding that we have had, and we want to keep it going.

Senator Boggs. Thank you very much for coming here.

(The prepared statement of Mr. Bagley is as follows:)

Mr. Chairman, members of the committee, it is a real privilege for me to have the opportunity to appear before you and express my interest in and support of Senate Bill 1423.

I am George Bagley, a farmer in Northeast Louisiana, immediate past President of the Louisiana Association of Soil and Water Conservation District Supervisors and Treasurer of the N.A.C.D. During each of the past two years, our State Association has passed a resolution strongly supporting passage of this Bill. I have discussed this with my friends throughout the South and Southeastern parts of the United States and find that they also believe this would be a highly desirable piece of legislation and something which requires early action.

Public Law 566 is one of the finest Acts that we have today. I want to personally congratulate, commend and thank you and other members of Congress for making this highly beneficial program available to us. The basic Act was passed in 1954 and since that time, you have enacted a number of amendments to the Act to make it more serviceable to the people throughout the country.

You have already demonstrated your desire to include in the Act many provisions to broaden the scope and to better serve the expanding and growing needs for conserving and making best use of our soil and water resources. Senate Bill 1423 is just another step to make it even more beneficial.

The application of Public Law 566 in Louisiana has become so popular and the needs are so great that we cannot possibly keep up with the demands. However, the enactment of this Bill would allow a more comprehensive development in the watershed projects that we are working on.

We emphasize multiple purpose development in our watershed projects and strongly encourage every sponsoring local group to include every feasible purpose that will contribute to the maximum protection, development, and use of our soil and water resources. Land treatment should be the first increment and foremost benefit to any small watershed project. It is the key to harnessing the rain drop where it falls and thereby giving maximum benefits to protection of the investment placed in the structures of watershed projects.

In many cases, such as the section of the country where I live in the Mississippi Valley on flat lands needing both flood prevention and drainage measures, the land treatment part of the program is a necessity to realize the benefits from the channel improvement and other structural measures. This land treatment work costs a lot of money and the farmers need cost-sharing assistance to encourage them to carry out the practices for protection of the land and for keeping sediment and pollution out of our streams and small reservoirs.

The section of the Bill that would permit the Secretary of Agriculture to enter into long-term agreements would encourage landowners to install more conservation practices in a much shorter period of time.

Water quality management is also of major importance in the efforts to clean up our waterways. Red River runs through Louisiana and enters the Mississippi River not far below my home. Federal and State agencies are just completing a comprehensive plan on the Red River Basin. They found that much of the water in Red River upstream is not suited for irrigation of the valuable agricultural lands along the river or for use by the many cities and towns located on the banks of the river. Recommendations were made by the Federal Water Pollution Control Administration to include water quality storage in some of the Public Law 566 projects proposed. This is not a local problem but one created by upstream conditions. Therefore, it should be cost-shared by the Federal Government on the same basis as other national interests are shared. This is just one example of why this amendment to Public Law 566 is needed.

It has always been most difficult for us to explain to local sponsors why they could not use other Federal funds when they were available to cost-share for land easements and rights-of-way. In many cases, this would permit the local sponsors to work with other Federal agencies such as the Department of Housing and Urban Development, Department of the Interior, etc., to fully develop their resources and store more water for municipal and industrial uses, for recreation, and for fish and wildlife developments.

I thank you for permitting me to appear before you and offer my support for Senate Bill 1423, and again, I would like to thank all of you for the excellent way in which you have supported our soil and water conservation work.

Senator Boggs. Our next witness is Mr. Pomeroy, chief forester of the American Forestry Association.

We are glad to have you with us this morning. We are honored to have you here. You may proceed.

STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, AMERICAN FORESTRY ASSOCIATION

Mr. POMEROY. Mr. Chairman, it is a great pleasure and honor to appear before you. I would like to submit this statement, with your permission, as though read, and to tell you that we are heartily in support of this effort to supplement Public Law 566 as given in S. 1423.

Senator Boggs. Very good. Your statement will be made a part of the record just as if read.

Are there any other comments that you would like to make?

Mr. POMEROY. No. We work with the people that are interested in Public Law 566. We think they are doing a fine job.

Senator BOGGS. Thank you very much. We are very glad to meet you.

(The prepared statement of Mr. Pomeroy is as follows:)

Mr. Chairman and members of the committee, I am Kenenth B. Pomeroy, Chief Forester of The American Forestry Association.

This organization is in support of S. 1423, a proposal to amend the Watershed and Flood Prevention Act. The proposed amendments provide two important improvements in upstream watershed programs.

First, it enables the Secretary of Agriculture to enter into long-term agreements with landowners and operators for the installation of conservation treatment and practices on lands in each watershed. This arrangement will have a substantial advantage over the present year-to-year agreement procedure. This is especially true when conservation practice requires time for planning, land preparation, and establishment of protective cover. The real value would be land and water conservation of a more permanent character than is now possible.

Another Section of S. 1423 concerns water quality management. This would provide for more comprehensive consideration of water use and watershed protection in upstream watershed projects. Especially important would be the provision for sufficient water storage capacity so that additional water would be available for release during periods of low flow and drought.

Senator BOGGS. Our witness is Mr. Mendenhall, executive vice president of the Wabash Valley Association.

We are glad to have you here. We welcome you. We appreciate your coming in this morning.

Mr. MENDENHALL. I was with the Brandywine Valley project; I did work in conservation in your State, and from there I continued on to a little larger watershed out in the Midwest.

Senator BOGGS. They have done a great job on the Brandywine.

Mr. MENDENHALL. I was born on a branch of the Brandywine, on the tributaries thereof. I started in a small watershed project back about 20 years ago when it was in its infancy.

Senator BOGGS. We are happy to have your testimony.

That makes it all the more valuable to me.

Go right ahead.

STATEMENT OF HOWARD MENDENHALL, EXECUTIVE VICE PRESIDENT, AND H. PHIL PEARCE, PRESIDENT, WABASH VALLEY ASSOCIATION, MOUNT CARMEL, ILL.

Mr. MENDENHALL. Mr. Chairman, I am Howard Mendenhall, executive vice president of the Wabash Valley Association, a voluntary membership group from the States of Indiana and Illinois, dedicated to improving, restoring, and developing the basic natural resources of the Wabash River Basin. Mr. Phil Pearce, a farmer from Carmi, Ill., is with me.

Senator BOGGS. Would you like to have Mr. Pearce take a seat beside you at this time? We would be honored and happy to have you, Mr. Pearce, take a seat here at the committee table. We are glad to see you, sir.

Mr. MENDENHALL. I appreciate the opportunity to appear before this committee and place into the record a statement supporting S. 1423. Our association's official feeling is expressed in a resolution

in favor of the provisions of this bill which was passed unanimously at the association annual meeting March 11, 1968.

We particularly and strongly endorse the section of S. 1423 that concerns water quality control. We believe that Public Law 566 would be strengthened immensely as a vehicle for water resource management and would conform more closely to the requirements set forth in Senate Document 97, by including this feature.

In the Wabash Basin there are numerous stream reaches in small watershed projects where the quality of the streamflow is now either poor or is deteriorating as increasing population creates additional pressures. There are many more once-flowing streams or brooks that are now only intermittent wet-weather streams, due to changed land use. Farm ponds, detention structures, even flood storage reservoirs do not supply water to keep brooks or streams flowing in the dry season, unless specific provisions are made. This modification of Public Law 566 is long overdue from every commonsense point of view, which is a guideline for determining criteria which can be counted as beneficial. If one agency is allowed to count water control, all should, because it is too important a subject to let ride.

Senator Boggs. And when you use the term "water control," what do you visualize in water control as applied to this program?

Mr. MENDENHALL. As applied to this program, the storage water in the soil. It goes back into the history of the course of the development of our country. The first thing that we did was to trap off of the beaver to make a living, and then we chopped down the trees and we plowed up the land to make our food crops and to build homes, et cetera. This upset the balance of water, allowing the naked soil to erode, immediately letting the raindrops to run off. When this land clearing was a minor thing, it did not make too much difference. There was not too much mud and silt in these streams, but as our country has grown, particularly in the Wabash, it has demonstrated, as it has in the Brandywine, the red clay and the white clay and the other soils, we have this thing of accelerated erosion, man-caused erosion. There has always been the geologic erosion. This has caused a pollution of our water with soil, and with the fertilizing elements and the weed-killing elements, and other things. If you will, notice our raindrop emblem.

Senator Boggs. Have you an extra one?

Mr. MENDENHALL. I have one in my pocket as a souvenir. It is made of Wabash clay. There is a little symbol inside. This watershed of ours, like the Brandywine, is sometimes the raindrops that are contained within the watershed. We are hoping that within 10 or 15 years—I hope it is that short a time—that we can turn it around the other way, instead of having this muddy, colored raindrop, that we will get a clear raindrop—that the raindrop will be inside of the watershed. We feel this is fundamental to attacking the problem.

You will notice on the map here, we have a number of Corps of Engineers projects proposed of large lakes and reservoirs. These can hold some of the water in the main channels. Fundamentally, we want to get back as closely as possible to each raindrop that falls on each and every acre of farmland and to contain it there to vegetative cover or organic matter to be used there for producing.

In White County, where Mr. Pearce is a farmer, in 1961, 52 percent of the land area of that county was under water. That same year in August it was declared a drought area.

Senator BOGGS. Too much water in the spring and none in the fall?

Mr. MENDENHALL. Yes, this is the kind of thing that has happened because of manmade erosion. We have drained the potholes and the swamps. We have put in tens of thousands of miles of tile drainage in the Midwest, and, as fast as the water hits the ground, it runs off, and, then, of course, there are highways. Five percent of the land area is under asphalt and cement. It is a high percentage. In Illinois, for example, 14 million acres of trees are down to 4 million acres of trees. And in Indiana it is about the same, and the acreage is in grasses and swamps and marshes and potholes have disappeared. We have drained the potholes. We have upset the balance. Water runs away and carries the soil with it.

In the State of Indiana, 11 million tons of soil are washed out each year. And the key to this small watershed program is land treatment, attempting as closely as possible to stopping water from running off.

Senator Boggs. For the layman, what is land treatment; who do you do in that regard?

Mr. MENDENHALL. Encouraging soil cover, development of organic matter in the soil. The corn-picking machine has been a good thing from that point of view. That is as close as you can get. Then, the next is to become involved in terracing; strip cropping, grass waterways. Instead of having ditches through the fields, at the end of the field where a ditch goes, it runs into a county road or some other thing, have a dropout structure that gets the water; a small structure back on the farmer's fields would be helpful.

Then we get into channel clearing and strengthening, to have some place for that water that is not held back to go. We have some kinds of farm ponds. They are ideal, each and every one of them, creating some water-holding capacity for each and every one of those farms, allowing each and every farm pond to drain out so that there will be a constant trickle of water to reestablish what used to come from the springs that used to occur in nature when we had natural waterholes, so that our streams will stay alive and not dry up in the summer months as they have been doing. Constant flowing streams within the lifetime of many people have gone from a constant-flowing stream into an intermittent stream which flows only in wet weather.

If we can restore somehow, artificially, mechanically, with vegetative controls, some kind of storage capacity to filter the water and to hold it back and to allow it to come back in between the rainstorms, we can restore a flow to the streams. These little streams, as they dry up, these little puddles here and there, become stagnant. If there is any human use along the stream, these puddles will stagnate. The pollution will be concentrated there, and it inhibits natural aquatic life in the streams. The little balance of nature that is in that geological balance in that stream is upset and all of the little organisms are destroyed—such things as the fish feed on if it is running, but not if the streams dry out. As more and more of these dry out, our streams are alternately raging currents and dry brooks, and raging currents do the damage.

Back on the land, this is where the water quality portion of it allows the small farm compounds, these detention structures, particularly the larger ones—absolutely the larger ones, the small compound does not have to have a constant flow, but it is desirable. But at least the larger structures must have some water to be allowed to run out so that

it can be used to keep their streams alive to do this. There have been no provisions for this in the structures, because there was no benefit allowed for it. And, as a result, we have had an adverse effect to some of the larger structures by not doing this. This has often happened in building city water supplies. There has been a blockage of the water, because the city does not want to let any water out. They want to save it, and this is the natural thing. If we are going to progress in this treatment of our land and the cleaning up of our water supplies, we must have a constant flow to do it.

I have been personally convinced for more than 20 years that it was necessary. I have talked to my Congressmen and Senators and others to try to get the thing enacted. I will go along with that. I feel it is so vital to get this balance restored as quickly as possible.

There are 198 potential watershed projects within our Wabash Basin, alone, which could include about 600 structures with 2,500,000 acre-feet of potential storage capacity available for meeting such needs as quality control, over and above the needed storage of sediment and flood water. Some of this stored excess runoff water should be used to keep our streams as well as our fish life alive during low-flow periods. In actuality there are 540. The reason I say only 198 is the fact that they meet the criteria of the present Public Law 566 which will permit them to be benefited under the present benefit standards. This does not mean that those others of the 540 do not need treatment as badly. They do need the land treatment. They need the whole package, but at the present time, the criteria is such that only 198 qualify.

Most structures should include some storage for low-flow regulation not only to alleviate the upstream pollution problems that cannot be solved by other means but to keep the stream and its associated aquatic life forms alive, and to provide drought relief in the downstream areas. Benefits would be widespread.

The water quality provision of this bill would provide the incentive that the local sponsors of watershed projects need to take advantage of the potential in these projects for reclaiming and preserving the quality of streamflow in the upstream watersheds of the Wabash Basin. Land treatment for watershed protection is a very important feature of small watershed projects and provides an integrated system of erosion, sediment, and flood control over the entire watershed. The land treatment measures installed in the upstream watersheds give the soil greater absorptive capacity and slow down runoff, thereby forming the first line of defense against uncontrolled erosion, runoff, and sediment production, and therefore water quality is improved. By allowing an additional benefit for water quality control, more small watershed projects might be justified, and we might have 250 instead of the 198—I would hope—I do not know—that is just an off-the-cuff figure—thus encouraging more acreage of land treatment which would result in better water quality over a larger territory.

The section of the bill that provides for the Secretary of Agriculture to enter into long-term agreements with landowners would encourage and assist landowners to more rapidly apply land treatment measures on the watershed. As farm acreages become larger and profit margin smaller the importance of long-term commitments that will encourage wiser land use grows. To convert a farm from row crops to grass could be a costly long-term program. Long-term agreements

based on conservation plans developed with the landowners in cooperation with their soil and water conservation district would enable the farmers to apply the needed conservation measures in a planned and systematic manner that often is not possible on a year-to-year basis.

Senator Boggs. Let me ask you a question: Right now is it on a 1-year basis?

Mr. MENDENHALL. Yes.

Senator Boggs. And this would really make Public Law 566 more effective, would it not?

Mr. MENDENHALL. We feel that it could.

Senator Boggs. It would not necessarily cost any more, would it?

Mr. MENDENHALL. It actually might cost less if you are able to be assured of a continuous program.

Senator Boggs. You would get more for your money that you are putting out now under Public Law 566.

Mr. MENDENHALL. I believe this could be so, by more orderly arrangement and scheduling of the work, the contractors being able to stay on, knowing that the job could be completed, whereas the hand-to-mouth business is always expensive.

Senator Boggs. I agree with that.

Mr. MENDENHALL. The day-to-day uncertainty.

Senator Boggs. But on that point, you would add more money to the program to cover more.

Mr. MENDENHALL. Yes.

Senator Boggs. But necessarily to be done with the amount of money provided for the program now.

Mr. MENDENHALL. This should fit right in with the program as it is now, but it would give continuity to farm plan and to the watershed plan that it lacks at the present time.

Senator Boggs. That is the way that I visualize what it meant myself.

Mr. PEARCE. May I comment?

Senator Boggs. Yes.

Mr. PEARCE. Speaking as a farmer, if I had a 10-year program, I can visualize the way I am right now that I would have to pick one and decide whether it is the best or not, whether I am a part of the complete watershed program or not, and I cannot do that within a few years.

Senator Boggs. I see your point. Thank you. Let me ask you this, while I have it in mind: Just take that one section referred to. I know you are personally familiar with the technicalities of this subject. Would it take much more, or any more personnel to do this?

Mr. MENDENHALL. I doubt that it would take any more, unless there is a vast increase of the workload, but the existing personnel could probably handle the majority of it.

Senator Boggs. At the county level?

Mr. MENDENHALL. It would not take any more personnel there unless there were more people to go with the program, but, basically, I do not think that it would increase the workload very much. It might if the program was accelerated and more funds, totally, were made available each year—if it had this effect—in that sense, then there would be more personnel required, but, basically, I do not think that the shift would mean much change in personnel. I cannot visualize it. Maybe I am missing out on some point. I cannot see any vast increase.

Senator BOGGS. Thank you. I did not mean to interrupt you.

Mr. WILLIAMS. If I may interrupt?

Senator BOGGS. Yes.

Mr. WILLIAMS. Just to be sure on this, let me rationalize this, in this way: I think that I can guarantee you in the long range that it will cost less. Is it not reasonable that if you say that the need has to be stepped up, we will concentrate that cost in the next few years a little more, but that should be controlled by the Congress at the rate which the appropriations make available, but to answer your basic question, in my capacity and in the presence of these men, I would say that just good business management—

Mr. MENDENHALL. Would make more efficient use of it.

Mr. WILLIAMS. Yes, it will cost less.

Senator BOGGS. That is what I want to get into the record.

Mr. WILLIAMS. So far as land treatment is concerned, if we add activity in the Water Quality Act, it will cost a little more, because we are taking on something that we do not now do, but that will not be very great, but it is needed, as the good Congress has started it off—and please pardon me for this: When we first had land treatment, and land treatment alone, it would not do the job, so we said to the Congress: "Let us put these small structures, with a draw-down tube out of them"—and I would like to say that that is all that is needed, but that is not so. It will help tremendously, but there comes a time when there needs to be structures on the big river programs to complement these. The Congress said, in an accordant way, if I may say so, "So, you dealt with agriculture water management, drainage and irrigation," and up in your State of Delaware that is the biggest activity; that is another added function. Then you say later that we should provide for storage in this structure for fish and wildlife development, for municipal-industrial water supply, for recreational storage.

Now, you are coming along and considering making this a little broader—let us deal with the Water Quality Act, and we say that we have that as a purpose, but the cost sharing to put on local people, totally, on the farmers and the ranchers, totally, when it is not for their total benefit on the broad basis, some little additional help must come from either the county or the State or the Federal or some combination of them.

Now, we are beginning to get along with that and some phase of it in applying it to the north, to the east, to the west, to the south, and in between. Therefore, all that adds up to—what? Community development.

You talk about how can we deal with the varied needs and purposes. You have the farmer-rancher interest there, and they protect that. You have your fish and wildlife interest, you have your businessman and your municipal and industrial water supply. Then, you have recreation, then water quality control. That is a varied interest. How do you get them around the table in a spirit of compromise with mutual respect for each other to develop a program in that watershed, not for rural or town people but for both—the total population of that area?

I apologize for interrupting here, but this is a mission with me. How does this boost the economy of the community?

For every dollar invested, someone here said that there was \$1.92 returned. That is to prevent Appalachia; or that is how you give them a hand, instead of a handout.

Senator BOGGS. We are glad to have your views. That is just the purpose of having testimony in hearings—to bring out these points and to get them on the record.

Mr. MENDENHALL. Well, to use the phrase of the schoolhouse meetings—and we have one scheduled in a few weeks—four of our Wabash County chapters have encouraged the four county soil conservation districts and the ACP committeemen to sit down together to draft a joint proposal to make an application for an accelerated land-treatment program in the headwaters of the creek. This is the first time that four county soil conservation and ACP committees have sat down jointly to plan and apply for such a program.

Senator BOGGS. We have to move along now.

Mr. MENDENHALL. The need for land treatment in the Wabash Valley is indicated by the establishment by the local people of soil and water conservation districts in all 88 counties in the Wabash watershed. Those districts along with other local groups have sponsored 96 applications for small watershed project developments. These projects are in all stages of development, including completed projects.

In the Wabash River Basin, 198 potential upstream watershed projects have been identified, to which the long-term contracts would be applicable. These potential projects include 16,628 square miles, or about 50 percent of the entire basin, on which the land treatment needs should be installed in connection with watershed project development.

It is estimated that within the State of Indiana, the application of the needed conservation practices in 205 potential watershed projects would reduce the gross erosion by 11 million tons annually. From this estimate it is apparent that the land-treatment measures in these potential projects could have tremendous impact in reducing erosion and sedimentation and the resulting economic losses. They not only provide on-site control of erosion but also help to alleviate sedimentation and sediment pollution problems in downstream areas.

Sediment reduces the penetration of light and the production of fish food in water, cover the spawning beds and fish food, and reduces the visibility and ability of fish to find food. Water-based recreation, especially swimming, boating, and water skiing, is adversely affected by the turbidity and concentration of sediment in waters. Where surface waters are used for municipal water supply, it is almost necessary to introduce the filtration process for removal of sediment and other solids.

I drank the Wabash water, and we have a very expensive treatment process in our town to make it palatable.

The installation of watershed protection project is usually scheduled over a period of several years. The projects can be more effective if the landowners know that they can plan and then install the necessary land-treatment measures on their farms in a step-by-step sequence over several years. The long-term agreements provided for by this bill would assure just such an orderly installation of conservation practices on individual farms. It makes more efficient use of the Soil Conservation personnel in cutting down on trips and getting the men to do more work totally.

The third section of Senate bill 1423 would, in certain situations, enable sponsors of the Public Law 566 projects to utilize Federal grants-in-aid and Federal financial assistance, other than Public Law 566 assistance, except for public recreation or fish and wildlife developments. This has the effect of preventing the local sponsors of a Public Law 566 project from taking full advantage of the loan and grant opportunities from other Federal programs to help solve some of their water problems. I have had very intimate association with that in the coal-mining areas of southern Illinois. There were a number of communities that were in dire economic straits under that situation.

Senator Boggs. Let me interrupt you there. Were you associated with Clay Hough, or did you precede him?

MR. MENDENHALL. I worked with Clay Hough in the very beginning. That was my first job out of service. I worked in California, when I graduated from forestry school at Penn State before the war and then came back home to Brandywine. So, I had the advantage of knowing and working with Clay for 5 years, and then moved on to the Midwest to the Muskingum conservancy district in eastern Ohio, and then went out in Illinois to work with the conservancy district there, and now with the Wabash Valley.

Senator Boggs. I did not mean to interrupt you.

MR. MENDENHALL. We have been very good friends. He is with Forward Land now, the open-space project. We are surrounded by open spaces, but even in our open spaces sometimes the problem comes up.

Under certain other programs Federal grants are available for such projects as municipal water supply developments. This assistance can be used for land, easements, and rights-of-way as well as other costs of the projects. In combining such a federally assisted project with a Public Law 566 project, the sponsors have to forfeit the land, easements, and rights-of-way portion of the grant in order to be eligible for assistance under Public Law 566. These conflicts, in most of these areas where the small watershed projects are taking place, are back in the hills away from the population centers and in the poorer areas where every bit of conceivable help is needed. I have seen many of them perish in the early planting stages for the lack of getting the share of moneys needed to complete the job. In even some counties, sometimes as much as 70 percent of their county tax moneys are going to schools, and what is left goes for roads and other county expenses, and in a poor area where we have had some economic declines in certain sections, due to mining or other problems, this has made a terrific burden. If these restrictions could be removed it would be greatly beneficial to the entire program of the small watershed development. In these cases, the land, easements, and rights-of-way requirements of the act nullifies the intended cost-sharing of the other program. It also imposes an unfair penalty on a local organization which attempts by this means to develop a multiple-purpose project and develop the watershed resources to the fullest extent.

There have been a number of examples of this type of situation in which the act's limitation on use of Federal funds has severely limited the intended cost-sharing of other Federal programs. We have a case in Indiana now in which a fine recreation lake could be developed if some land and water conservation funds could be used to acquire the

lake area. However, the act specifically forbids such use of Federal funds. Under this restriction the recreation land in this watershed may never materialize. Another, a coal mining town, is in desperate need of a water supply but other available funds are not usable due to this impasse now in Public Law 566.

This amendment to Public Law 566 would not modify the basic intention that the local people should provide the land rights for their watershed project. In certain multiple-purpose developments the change would allow the watershed project to be jointly planned and installed with another Federal program to meet the multiple needs of the local sponsors without contradicting the cost-sharing provisions of either program. Land rights will continue to be acquired by and in the name of the sponsoring organization and would in no case be acquired by a Federal agency.

Small watersheds have had a very favorable reception in the Wabash River Basin. Real progress has been made in the years since Public Law 566 was enacted. The six completed projects are doing a splendid job and the watershed program will make a tremendous contribution to the soil conservation program and water resources development of the basin.

Particularly gratifying to everyone is the expanding interest in multiple-purpose developments in these projects. Nearly all of the new work plans for watersheds within the basin now include two or more purposes. However, there is no question that local entities, in many instances, will have great difficulty in coming up with all of the necessary funds to accomplish these other purposes. This is a frustrating situation for the local entities and also other Federal agencies, such as Housing and Urban Development, Economic Development Administration, and several others, which were set up to help in just such situations, but find themselves unable to do so because of the way Public Law 566 now reads.

The growing interest in the additional purposes is due in part to earlier amendments which broadened the scope of the act. The provisions of Senate bill 1423 will further broaden and improve the watershed program and make it more comprehensive and more effective.

The Wabash Valley Association believes that the proposed bill includes improvements that are important to the people in the Wabash Valley, which would improve watershed projects and increase their beneficial local impacts in terms of land treatment application, stream quality control, and which would help to meet the national objectives with regard to water quality.

Senator Boggs. This has been very interesting, Mr. Mendenhall. It has been very helpful to the committee, and we thank you and Mr. Pearce for being with us. We thank you very much. It has been good to see you—and you, Mr. Pearce.

Our next witness is Mr. Lathrop E. Smith, president of the Maryland Association of Soil and Water Conservation Districts, Rockville, Md.

Did you not used to be in the Army Reserve, the 350th Calavary? I was in it, too. I knew you when you were younger.

Mr. SMITH. You had a machine gun troop and I had the other.

Senator Boggs. I am glad to see you. That is right. It is a small world, is it not?

We are honored and happy to have you here.

Mr. SMITH. Thank you. "Father Time" is kind of catching up with me, however.

Senator Boggs. It has done the same with both of us. I am glad I am sitting here.

STATEMENT OF LATHROP E. SMITH, PRESIDENT, MARYLAND ASSOCIATION OF SOIL & WATER CONSERVATION DISTRICTS, ROCKVILLE, MD.

Mr. SMITH. Mr. Chairman, I am president of the Maryland Association of Soil and Water Conservation Districts, and next week I will complete my 18th year of service as a soil supervisor. I have a brief statement in two parts. The first is general and the second part relates to the specific impact of the proposal on Maryland, and unless the Senator wishes for me to read them, I will just submit them for the record, with maybe one or two brief comments.

Senator Boggs. That will be fine. We will make both of them a part of the record.

(The prepared statement of Mr. Smith is as follows:)

Mr. Chairman and members of the subcommittee, I am very happy to have this opportunity to testify today in support of Senate Bill 1423 which would amend the Watershed Protection and Flood Prevention Act.

As President of the Maryland Association of Soil Conservation Districts I am in close contact with the watershed program carried out under P.L. 83-566.

I have witnessed the tremendous impact of this valuable program in bringing about needed adjustments and improvements to conserve and more fully develop the land and water resources within our state. We have seen the program grow—from its inception in 1954—to become one of the most popular Federal assistance undertakings ever enacted by the Congress.

The three proposals in S.B. 1423 will strengthen the watershed program by (1) providing for long-term cost-sharing agreements for installing planned conservation measures; (2) remove the restriction on use of Federal funds, other than P.L. 566, for land, easements, or rights-of-way; and (3) include water quality management as a cost-sharing purpose.

These amendments are needed to accelerate the installation of approved projects and to further broaden the scope of the program. We are faced with a serious problem in the pollution of our vital water supplies. Upstream watershed projects can make a great contribution in alleviating this problem provided the local sponsoring organizations are given some financial assistance to install the appropriate measures where a recognized need exists. Such an approach to the problem will produce meaningful benefits in the upstream tributaries as well as to complement the downstream works of improvement.

Federal assistance programs carried out by various agencies and departments in the resource development field can accomplish much greater results if allowed to work in harmony rather than competitively. The present restriction on use of other Federal funds for acquiring land rights is imposing an unwarranted penalty on the watershed program and is not in the best public interest. Where project sponsors are eligible for grant assistance from another related program they should not be denied the opportunity to participate fully in the multiple benefits which are afforded.

The changes in P.L. 566, which Senate Bill 1423 would make, would be especially helpful in Maryland. Removing the requirement that land rights be obtained at no cost to the federal government would help in the Little and Middle Patuxent Watershed where the county plans to use small amounts of other federal program funds to supplement local funds to acquire park land on which the project structure would be built. Providing for cost sharing on water quality storage would help on Big and Little Pipe Creek Watershed where local people and state agencies are considering this type of water storage on a project in which other local costs will be substantial. Long term cost sharing for land

treatment would help on most watersheds in Maryland because of the relatively small allocation of ACP funds in this state, the relatively small amount per farm and the consequent lack of guarantee of satisfactory progress in land treatment assistance from year to year.

Thank you for this opportunity to appear before you to express my views on S.B. 1423. We in the Maryland Association are hopeful that you will give favorable consideration to this legislation.

Senator BOGGS. You are on a kind of inactive status?

Mr. SMITH. Since I got fouled up in politics some years ago, yes.

Senator BOGGS. I am inactive now, too.

Mr. SMITH. I have one or two comments to make.

I have been identified with this Rock Creek project in Montgomery County in the Washington area since its inception.

Senator BOGGS. I know you have.

Mr. SMITH. That is in 1955. I feel that there is probably no piece of Federal legislation that has done more to induce and to promote local leadership and local people to do for themselves than Public Law 566. I am more and more convinced of that. I believe that the proposals that you have before you here will facilitate and make this law more flexible.

We, in Maryland, have run into some difficulties which are minor. I recall in one southern Maryland county a watershed proposal which would affect only about 11 or 12 farmers, and the local government took the narrow view and disapproved this and would not provide any funds to get land, easements, et cetera, for want of less than \$400 and it was held up for 2 years.

We also have in western Maryland, out in Garrett County one of the earlier watershed programs in Maryland.

Senator BOGGS. Is that near Cumberland?

Mr. SMITH. It is beyond Cumberland.

Oakland, in the little valley there. The town of Oakland sits right on this stream. Actually, they have it confined in a stone brace there; and periodically suffered serious floodings until they put in the first two or three of these detention structures, and they have not been flooded since. I know that the amount of money saved from damages has more than exceeded the cost of that entire program.

So, I think that this is an excellent proposal here, and this will make the program more flexible.

Comment was made earlier—and I agree with most of what I have heard since I have been in the room—and I feel that right in our office, certainly rather than costing more dollars, costing more personnel, this will unleash, if I may use the word, the present personnel to do things we need to have done.

One of the most serious concerns that we have—and I suppose that this exists everywhere, but I am most familiar with it in Maryland—is the fact that we have about 34 projects in Maryland, Maryland being a small State, but at the present time we ought to have at least 150 projects, because real estate development and changes are preempting these sites, and it is interesting that the very thing that preempts the site makes the development necessary. The subdivider comes over the hill and interferes with the site, and at the same time creates flooding.

So, these are some of the things that I think are needed.

I realize that this is a matter of local government responsibility, but I do think—and any of you who have been interested in it from the beginning realize how valuable it is to go to the local people and get them together and then say: "These are things that can be done under this law, and we will have to do certain things, and you will have to do certain things." That very fact gets these things started, just a single meeting, or a conversation sometimes, and yet the local people will end up spending more for easements, many times more than the contributions of the Federal Government.

Senator Boggs. It is a great program.

Mr. SMITH. It is a great program, and it is a program that I think is not a cost; it is an investment. Every community that has one of these programs benefits.

In this case I cited down in southern Maryland, I certainly believe that every watershed project does not help only the people on whose land it is or whose land is affected; it helps every resident in that community and every resident of the State of Maryland. That is my conviction about this program.

If we take a broader view and we can educate some of our local government to this fact, that they are helping themselves by providing at some critical moment a few dollars to get things started, it will be beneficial. I am an enthusiast for this program.

Senator Boggs. I can see that.

Mr. SMITH. I could stay all afternoon, talking about this, but I will not do so.

Senator Boggs. I understand that. It is certainly my pleasure to have had you before the committee, to have had the value of your testimony and your experience, and I will again state that it is nice to see you again.

Mr. SMITH. It is nice to see you, too.

Senator Boggs. Good luck to you.

Mr. SMITH. Thank you.

Senator Boggs. Our next witness is Mr. Johnson, executive director of the Interstate Commission on the Potomac River Basin.

We are glad to see you, Mr. Johnson. We appreciate your being here this morning.

If you want to put in your whole statement as if read, and then summarize it, or make such comments as you wish, you may do so.

Mr. JOHNSON. I would be agreeable to submitting it for the record.

Senator Boggs. As read, fine.

STATEMENT OF CARL J. JOHNSON, EXECUTIVE DIRECTOR, INTERSTATE COMMISSION ON THE POTOMAC RIVER BASIN

Mr. JOHNSON. Mr. Chairman and members of the subcommittee.

We are particularly interested in the whole proposal in this bill; we are particularly interested in the amendment of section 3 which would authorize the agreements based on a conservation plan over a 10-year period.

We are also particularly interested in the provision for storage for water quality management.

Senator Boggs. As contained in the bill.

Mr. JOHNSON. As contained in the bill. I am certain that you know that our commission is concerned with water quality control.

Senator Boggs. I want to compliment you on the progress that you are making. I think it is very good. I serve on the Air and Water Pollution Subcommittee. I think what you are doing is very, very important.

Mr. JOHNSON. Thank you. I appreciate that.

Unless there are questions, I have finished.

Senator Boggs. I have no further questions. We thank you very much. It is good to see you.

(Mr. Johnson's prepared statement is as follows:)

Mr. Chairman, members of the subcommittee, I appreciate this opportunity to appear before your Committee to express my interest and support of Senate Bill 1423.

The Interstate Commission on the Potomac River Basin has been actively concerned with small watershed programs since their inception and have supported the projects whenever we have had the opportunity.

Since our official responsibility is in the area of water quality improvement, our overriding interest in these programs has been sediment control and soil conservation. It has been estimated that about 50 million tons of sediment move into the Basin's streams each year and studies arranged by our Commission indicate that approximately 2.5 million tons are transported into the Potomac Estuary.

While we know that a certain percent of the land area above small watershed structures must have a conservation plan, we have always been concerned about implementation of such plans. For this reason, we are glad to see the proposed amendment to Section 3, which would authorize agreements based on a conservation plan which would clearly anticipate the establishment of conservation practices during a 10-year period. I believe this will represent a major step forward in assuring the life of the structures and in alleviating sediment pollution in the streams of the Potomac Basin.

We are also vitally interested in the proposed amendment of paragraph (2) of Section 4, which will provide for storage for water quality management.

Many of the water quality problems of the Potomac Basin occur on small feeder streams which fluctuate tremendously as far as flow is concerned. Low flows usually occur during the warm weather months when stream use is greatest and when water quality problems are most severe. In most instances normal flows are such that, even with the best conventional waste treatment, satisfactory water quality cannot be maintained. Over 500 small watershed structures are being projected to accommodate a portion of the need for storage in the Potomac Basin during the next 30-40 years. We are convinced that it will be a tragic mistake not to provide storage for water quality in many of these structures. Therefore, we would urge the adoption of this provision.

Mr. Chairman, it is my observation that the small watershed programs in the Potomac River Basin have been some of the most effective public programs. They have been, and will continue to be, an important tool. Local and State agencies, along with involved citizens, support and participate in them. We believe that the proposed amendments embodied in S. 1423 are sound and we would hope that you will act favorably on this bill.

Thank you for this opportunity to express my views.

Senator Boggs. Our next witness is Mr. Gettinger from Indiana. We will be pleased to hear from you.

STATEMENT OF GEORGE D. GETTINGER, DIRECTOR OF THE WASHINGTON OFFICE, STATE OF INDIANA

Mr. GETTINGER. Mr. Chirman, in the interest of time, I have given the clerk my statement. My Senators from Indiana expected to be here, but—

Senator Boggs. I know how busy they are.

Mr. GETTINGER. They will file their statements with you.

Senator BOGGS. We will make arrangements for the two Senators to file their statements, and we will include them together with yours at this point in the record.

(The prepared statement of Mr. Gettinger follows:)

I am George D. Gettinger of Sullivan, Indiana. I am the director of the Washington Office of the State of Indiana. I am glad to have this opportunity to come and testify before this Subcommittee. It is my pleasure to endorse and offer my full support of Senate Bill 1423.

We in Indiana are extremely proud of the progress we have made in upstream management of water and land under Public Law 566. However, our people in the conservancy districts, operating under Public Law 566, have not had the benefit of full participation of the Federal agencies in this program which I believe they are entitled to. Therefore, I am glad to endorse the three proposals of this Bill.

Number one is the cost-sharing contracts between the landowners and the Department of Agriculture for ten years if necessary. It is essential to aid and assist the farmer in planning an orderly approach by a good land management program.

Number two is the need of quality water and pollution control starting at the beginning of the watershed. Therefore, the cost-sharing in water quality is certainly long overdue. In fact, gentlemen, we must start in the upper reaches of the watershed if we are honestly serious about eliminating the water pollution problems which exist in our river basins today. Public Law 566 must be given all the recognition and funds which are available to the Departments of the Army and Interior as well as other agencies that are concerned with the development of the water and land resources of our great country.

The third and final Section of Senate Bill 1423 would, under certain situations, enable sponsors of upstream watershed projects to utilize grants-in-aid and sources of Federal financial assistance other than Public Law 566 to cost-share for land, easements and rights-of-way. This type of assistance could be made available where at least one of the major objectives of the watershed project coincided with the purpose for which the grant was originated.

I respectfully urge this Subcommittee to give full consideration to Senate Bill 1423. Thank you for this opportunity to present this statement.

(The statement of Senator Vance Hartke is as follows:)

U.S. SENATE,
Washington, D.C. February 16, 1968.

Hon. JAMES O. EASTLAND,
U.S. Senator,
Washington, D.C.

DEAR JIM: As a co-sponsor of your bill, S. 1423, which would amend the Small Watershed program, I am very interested in seeing that this important measure passes during this Session.

Our people in Indiana are very interested in the Program, but are hoping for improvements. Your bill is the answer to local cost share problems and the need for general streamlining of the Small Watershed Program. We have some excellent projects which combine the benefits of soil erosion control of watersheds with the recreation and flood prevention qualities of our Army Corps of Engineers reservoir projects.

Because of the interest in Indiana and the importance of S. 1423, I offer my help in any way to see the bill pass during this Session of the Congress. Please let me know if there is anything that I personally can do.

Best personal regards.

Sincerely,

VANCE HARTKE.

Mr. GETTINGER. We endorse the bill 100 percent. It does things that we have needed to do for a long time.

I helped carry on the first watershed project in the State of Indiana. We did not develop it, because we did not have the provisions. If we

had had these provisions, it would have been worth twice as much as it will be worth now.

I compliment you on at last making it possible to give people this kind of help.

Thank you.

Senator Boggs. We thank you. We are glad to have had you here.

Our next witness is Mr. Harry L. Graham of the National Grange.

We are glad to see you, Mr. Graham.

STATEMENT OF HARRY L. GRAHAM, LEGISLATIVE REPRESENTATIVE, NATIONAL GRANGE

Mr. GRAHAM. Mr. Chairman, I will file my statement.

All I want to say is that this is consistent with the Grange support for these programs in the past. We are particularly interested in this upper watershed development program. The previous witness said he was interested in the Potomac Basin. The thing that bothers us about it is that previous testimony states sedimentation that it will fill up the dams in 20 years. This makes no sense to us. It is like building a house without a roof.

We are particularly interested in the third amendment.

Senator Boggs. In water control?

Mr. GRAHAM. In water control and for permitting some kind of an agreement between these agencies. That is all I have to say.

Senator Boggs. Thank you very much.

Your full statement will be made a part of the record at this point.

(The prepared statement of Mr. Graham is as follows:)

Mr. Chairman, members of the subcommittee, I am Harry L. Graham, Legislative Representative of the National Grange.

We appreciate your giving the National Grange the opportunity to appear before your distinguished Committee to express our support of Senate Bill 1423.

The small watershed program under Public Law 83-566 provides the most important base upon which rural economy can be built—namely, the protection, management, and development of land and water resources. It has reduced sediment pollution and floods, expanded recreational opportunities, stimulated better land use, and assured a supply of water. In fact, it has been the rebirth of many a rural community.

The Congress has strengthened the program from time to time by amending P.L. 566. The amendments have enabled local sponsors to include multiple purpose features in their projects through Federal assistance. As a result, sponsors have been encouraged to use the projects to develop resources more completely. Each of the amendments responded to a need.

Mr. Chairman, the National Grange believe that there is again a need to amend P.L. 566. Specific features designed to broaden the scope and to speed up installation of projects are needed. Experience with projects plus the rapidly increasing demands on our natural resources point up the need for the three provisions contained in Senate Bill 1423.

A unique feature of small watershed projects is the combination of land treatment and structural measures. If reservoirs are to retain their capacity to store floodwater or water for a combination of purposes, they must be protected from sediment. In critical erosion areas, structural works must wait until land treatment is accomplished. Under present provisions of the law, no guaranteed pre-planned financial help is available to landowners in carrying out this work. We in the National Grange believe that long-term cost-sharing of land treatment provided in S.B. 1423 is important at this time to speed up the completion of watershed projects.

Federal cost-sharing for water quality provided in S.B. 1423 seems a most logical feature of small watershed projects. Water quality is one of the vital national concerns of today. At present, no provision has been made for abating pollution

in upstream waters. The National Grange believe that watershed projects can be an effective instrument in overcoming the pollution problems faced by upstream watershed communities and, at the same time, help to alleviate the problem in downstream waters.

This legislation has equal value to the taxpayers and users of water and electricity generated from artificial water impoundments. Of local interest has been the proposal to build the Seneca Dam on the Potomac. However, we opposed it in part because of testimony that the impounded area would silt full in 20 years. Obviously the watershed projects should be completed before a multi-million dollar dam is constructed.

The third provision of S.B. 1423 would permit watershed project sponsors to participate in other Federal programs in which grants and financial aid are available. Specifically, it would permit them to take advantage of financial help in acquiring land, easements, and rights-of-way—an opportunity now denied them. The availability of Federal grants for these purposes is increasing under various programs. We believe that, by complementing each other, these programs will better serve the public interest.

Mr. Chairman, the small watershed program has proved to be an important tool for growth and opportunity in rural America. It has received increased support from State, county, and local levels. I feel sure that this support will continue to increase.

Each amendment to the program has been sound, as we believe S.B. 1423 to be. I hope you will look with favor on this bill.

Thank you for the opportunity to express the views of the National Grange on this important matter of the Nation's land and water resources.

Senator BOGGS. Our next witness is Mr. Pfeiffer, of San Antonio, Tex., who is the assistant manager of the San Antonio River Authority.

Mr. Pfeiffer has come all the way from San Antonio.

We did not mean to keep for the last, although the last is not the least, I will assure you of that.

Mr. PFEIFFER. I have a comprehensive statement of Mr. Brune's which I have submitted here to the clerk.

Senator BOGGS. It will be made a part of the record at this point.
(The statement is as follows:)

STATEMENT OF DAVID H. BRUNE, MANAGER, SAN ANTONIO RIVER AUTHORITY,
SAN ANTONIO, TEX.

As a conservation and reclamation district of the State of Texas, the San Antonio River Authority has a vital interest in the continued implementation and upgrading of Public Law 566 and hereby expresses its unqualified support of S. 1423.

Created in 1937, the Authority includes all of Bexar, Wilson, Karnes and Goliad Counties which cover most of the 4,180 square mile area drained by the San Antonio River and its tributaries.

In the early 1950's, the Authority applied to the U.S. Soil Conservation Service for the study of the San Antonio River Basin for a flood prevention and soil conservation program which would include the building of small detention structures on the river's tributaries.

Before this study began, Federal authorities froze available funds because of the Korean emergency. The San Antonio River Authority, in turn, deposited \$75,000.00 with the United States Treasury so that work could begin. The Soil Conservation Service study, completed at a cost of \$55,060.84, recommended construction of 85 structures within the basin.

Two watersheds in the basin were studied in more detail than the others. So, in 1953 when Congress appropriated \$5,000,000.00 for the development of 60 pilot projects throughout the nation, the first two of these chosen were situated in the San Antonio River Basin—these being the Calaveras Creek Watershed in Bexar County, consisting of nine structures and the Escondido Creek Watershed in Karnes County, consisting of eleven structures.

In each case, the San Antonio River Authority worked in close cooperation with the Soil Conservation Service and the local Soil and Water Conservation

District in furthering these projects and now assumes full responsibility for operation and maintenance of the structures.

Even before construction of the 60 pilot projects was complete, their success was evident and Congress passed Public Law 566. The San Antonio River Authority has been a staunch advocate of this Act and one of the original supporters of its creation.

Since the days of the pilot projects, soil conservation and rural flood control have consistently been a major element of the Authority's activities. In addition to \$37,000.00 spent on final surveys on the Calaveras and Escondido Creek Watersheds, the Authority has also spent \$35,900.00 for study of the Martinez Creek Watershed in Bexar County. The Authority now operates and maintains the six (6) completed dams in that watershed; \$60,000.00 was spent on a study of the Salado Creek Watershed situated above the City of San Antonio, Texas. This project is now in the land acquisition stage and will consist of 16 dams upon completion. The Authority has recently spent \$24,000.00 to help finance a \$68,000.00 study of the Eclet Creek Watershed which covers portions of two (2) San Antonio River Basin counties. This watershed survey is now nearing completion and the plan will probably recommend approximately 23 structures.

Besides financing these watershed studies, the Authority contributed \$2,500.00 toward the creation of two special purpose districts in Karnes County to help further two P.L. 566 projects. The Authority also presently operates two staffed and fully equipped maintenance units, one in Bexar County and one in Karnes County, to maintain 26 completed structures.

Out of the Authority's master plan for rural flood control, there now remain only 3 watersheds containing a proposed 21 dams requiring planning and development.

With this background in mind, it is easily seen that the San Antonio River Authority, indeed, is concerned with the legislation now under consideration. Pursuant to P.L. 566 legislation, the Authority plans to eventually have in operation approximately 100 dams, providing flood and erosion control to a majority of San Antonio River Basin rural and suburban lands.

The Authority is in full support of and urgently requests favorable consideration of S. 1423. The following are the Authority's comments concerning the three basic amendments embodied in S. 1423.

1. LONG-TERM COST SHARING AGREEMENTS FOR INSTALLATION OF CONSERVATION MEASURES

Before a P.L. 566 project is constructed, there must be a large amount of land within the watershed under basic soil conservation plans. Land improvements, as important as they are in the success of a P.L. 566 project, presently create a financial burden on the effected landowner.

Many times the landowners in a watershed will sign a conservation plan and then, because of the expense, never implement requested improvements. Therefore, even though the required percentage of land is under agreement, the watershed is inadequately protected and in future years the local sponsoring organization is faced with expensive maintenance problems. In addition, the full effect of flood control in the watershed is measurably reduced. Runoff continues through lack of conservation measures.

Other landowners may refuse to sign conservation agreements altogether, thereby delaying indefinitely flood protection to a watershed area.

Under the proposed amendment, the Secretary is authorized to enter into agreements with effected landowners to develop and carry out conservation plans for a period not to exceed 10 years; and in return for such agreements by the landowners, the Secretary agrees to share the costs of carrying out these practices set out in the agreement.

Soil conservation practices such as terracing, crop rotation, and other land treatment measures in conjunction with structural works of improvement for the retardation of runoff are the basis of small watershed soil and water conservation. These measures necessarily must be planned and installed over a long term of up to ten years. As the law now stands, much duplication of effort is required to achieve the orderly planning and implementation of these soil and water conservation projects. Without doubt, projects undertaken for flood control and water conservation can and will be more effectively planned and applied when agreements for the installation of conservation practices can be made and performed over a longer term than the current year to year basis.

The Authority firmly believes this proposal is a major step in the right direction toward assisting landowners to assist themselves and, in so doing, pave the way for an efficient, low maintenance soil conservation and flood control project. Both the landowner and the local sponsoring organization will benefit greatly by this proposed amendment.

2. USE OF OTHER FEDERAL FUNDS FOR ACQUISITION OF LAND EASEMENTS AND RIGHTS-OF-WAY FOR UPSTREAM WATERSHED PROJECTS

As pointed out earlier in this statement, the San Antonio River Authority is presently acquiring land easements and rights-of-way on the 16 dam Salado Creek Watershed north of the City of San Antonio. This is a tremendously important flood control project, for it will not only provide flood protection to approximately 75% of the Salado Creek headwater lands, but will also protect approximately 30 miles of Salado Creek channel as it flows through the highly developed eastern section of the City of San Antonio. If it were not for the Salado Creek P.L. 566 project, these 30 miles of channel in the City would need to be improved at a cost of nearly \$2,000,000.00 per mile.

In all other P.L. 566 projects which the Authority helped sponsor, 6,966 acres of easements were donated to further the projects. Condemnation procedures were required on only two parcels of land, totaling 217 acres and both of these are to be developed into public parks by the Authority.

However, in the Salado Creek Watershed, it has become necessary to purchase easements for most of the sites because the land involved is much more valuable than the land involved in prior projects, primarily by reason of its proximity to urban development.

The Authority feels that this may well be a trend of the times and eventually donation of land will be infrequent. Costs to the local sponsors for acquiring easements and land rights may well stall or prohibit development of necessary flood protection in various areas and Public Law 566 projects will be shackled.

By permitting the local sponsoring organization to utilize all available sources of Federal assistance coinciding with the purposes of the project for the acquisition of needed land, greater flexibility and capacity will be afforded local sponsors in implementing their projects. The value of this provision for greatly needed conservation and water quality programs cannot be overemphasized.

3. WATER QUALITY MANAGEMENT

The section of the proposed legislation amending Clause A of Paragraph II of Section 4 is of particular interest to the San Antonio River Authority in that the Authority has been a leader in the State of Texas in the field of pollution prevention.

The availability of water built the City of San Antonio, and the supply and quality of this water will direct its future growth. Because of the development of San Antonio at the headwaters of the river basin and the growth of other communities along various tributaries, there is presently not a stream in the basin with water safe to drink without using purification procedures. Although the San Antonio River itself has long been the center of pollution controversies, the deterioration of water quality in its tributaries has occurred only in relatively recent years. There are now 40 plants in the San Antonio River Basin of which 28 are in metropolitan San Antonio. It was in this setting that, in 1961, the Texas Legislature directed SARA to "study, correct and control" pollution in the San Antonio River Basin.

In 1962 SARA took its first step toward combating pollution in the river basin and the basin's peculiar algae problems. This study, the first of its kind in Texas, was completed in 1964 by Homer A. Hunter Associates, Consulting Engineers. The recommendations made in the Hunter Report were basically adopted on January 20, 1965 by the SARA Board of Directors as a six-point action program:

- a. Improve the operation and maintenance of existing waste treatment facilities in the basin.
- b. Monitor stream conditions by sampling and analysis.
- c. Continue surveillance and regulation of the level of Mitchell Lake.
- d. Strive for the consolidation of waste treatment facilities wherever practicable, particularly in Bexar County.
- e. Advise the Texas Water Pollution Control Board as to the proper sites for the location of new facilities and on the advisability of enlarging existing facilities.

f. Participate in research activities leading to more effective and efficient methods of waste treatment.

After the adoption of the six-point program as an initial effort SARA felt that its next logical step was reasonable stream standards which could be achieved by realistic effluent standards backed up by enforcement procedures. A committee of five Board members was appointed on October 20, 1965 to work with the management to formulate a plan for stream and effluent standards. The committee's report was submitted to and approved by the Board on June 14, 1966.

Effluent standards measure the quality of the treated wastes discharged into the basin's streams. The quality of the effluents discharged into the basin's streams and the physical nature of each particular stream determine the quality of the water existing in each stream. The use that should reasonably be expected of each stream and the physical nature of that stream should govern the effluent standards in the basin. In this regard the Authority formally requested the Texas Water Quality Board to amend all existing waste discharge permits issued in the San Antonio River Basin so that the effluent standard for each plant in the basin would be the same. Existing permits lacked uniformity both as to form and as to effluent standards. Also, the Authority requested that the numbers for the parameters of Biochemical Oxygen Demand and Suspended Solids for municipal waste treatment plants be lowered. The Texas Water Quality Board, after a public hearing held at San Antonio on February 2, 1967, granted the Authority's requests and is in the process of issuing new permits, with the two aforementioned parameters being set at 18.

On August 16, 1967 the Authority's Board adopted a regulatory ordinance "providing for the control, prevention and abatement of pollution of waters within the boundaries of the district; prohibiting the discharge of wastes into such waters; regulating discharges by operators of waste treatment plants into such waters; defining terms; and setting out penalties for violations . . ." thereof. Simultaneously, the Authority's Board determined the legal procedures to be used by its management in enforcing the regulatory ordinance.

The Authority is now studying various alternative plans that, if engineeringly feasible and economically justifiable, could permit a significant breakthrough and real improvement in water quality through *detention of effluent discharges in small upstream reservoirs*. The Authority believes that water management in the San Antonio River Basin holds greater promise for water quality improvement than reliance solely on strict discharge permits and enforcement procedures. The Authority's studies are being carried out in cooperation with the City of San Antonio, the Texas Water Quality Board, and the Texas Water Development Board.

Pollution is a major problem in the San Antonio River Basin, and one which the Authority is committed to control. The use of existing and projected small watershed dams for maintenance and management of water quality in the San Antonio River Basin will provide the Authority with a formidable weapon for its continuing war against pollution.

The Authority is particularly gratified with the inclusion of any amendment which will allow any degree of additional water quality management.

In conclusion, the San Antonio River Authority feels that local sponsoring organizations and all citizens in the San Antonio River Basin will benefit from the passage of S. 1423 through the long range planning and implementation of land treatment and structural measures for water and soil conservation and through increased emphasis on water quality management and by increased Federal participation in acquisition of land for these and other purposes. The Authority, therefore, respectfully urges the favorable consideration of these amendments by your committee.

(The attachments to Mr. Brune's statement are on file with the committee.)

You may proceed.

Mr. PFEIFFER. Thank you.

STATEMENT OF FRED N. PFEIFFER, ASSISTANT MANAGER, SAN ANTONIO RIVER AUTHORITY OF TEXAS, SAN ANTONIO, TEX.

Mr. PFEIFFER. This statement was prepared by Mr. David H. Brune. I have a statement which is much shorter, but I want to condense it even more for time's sake.

The authority is a political subdivision of the State of Texas, organized by the legislature and embraces, basically, the watershed of the San Antonio River, covering four counties, consisting of Bexar, Wilson, Karnes, and Goliad.

The purpose of the authority is to conserve and develop the water resources of this area. We have been very active and interested in soil conservation work, having been instrumental in the establishment of the initial appropriation of \$5 million by Congress for the pilot watershed work. The authority financed and had the responsibility for two of the 60 pilot projects, and even though we do not have a great many projects percentagewise and acreagewise in the basin, we do have a great percentage and are very much interested in this program and leadership in developing adequate maintenance procedures which have been really difficult in any of these programs where local interests seem to have some difficulty in setting up adequate maintenance procedures. We have really taken an active interest in this and have set up two units with all of the equipment necessary to maintain these projects.

We very much and enthusiastically support, without reservation, this bill.

Senator BOGGS. The bill as introduced?

Mr. PFEIFFER. As introduced, yes, sir. We are interested in all three areas, particularly those as to the water quality aspects of it. We are interested in that area, too, and we are a total water-development agency from water supply to soil conservation, in any way that we can utilize water. We do not have very much water in Texas, and we have to utilize it to the very best of our ability. We give our support to this bill wholeheartedly.

Senator BOGGS. Thank you very much for making the trip here and appearing before the committee. We are glad to have had you.

I am sure that the committee will value your testimony.

Mr. PFEIFFER. Thank you very much, Mr. Chairman.

Senator BOGGS. Thank you very much.

We have here a letter addressed to Chairman Ellender which will be made a part of the record. It is from the National Recreation & Park Association.

(The letter referred to follows:)

WASHINGTON, D.C., February 15, 1968.

HON. ALLEN J. ELLENDER,
Chairman, Committee on Agriculture and Forestry, Washington, D.C.

DEAR SENATOR ELLENDER: Senate bill 1423 would amend the Watershed Protection and Flood Prevention Act (68 Stat. 666) by providing long-term cost sharing assistance for planned conservation measures; enable sponsors to get Federal financial help other than from PL-566 funds—for obtaining needed land, easements, and rights-of-way; and would provide Federal cost-sharing for water quality management.

The bill would make possible the use of other Federal grants and financial assistance to acquire lands needed for recreation at small watershed projects, which would increase their utility.

Accordingly, I recommend prompt and favorable consideration for and passage of this bill by your Committee.

Sincerely,

SAL J. PREZIOSO,
Executive Vice President,
National Recreation and Park Association.

Senator Boggs. Thank you, gentlemen.

The hearings for this morning are completed. The record will remain open for a week for statements that may be submitted and other data or questions.

(Whereupon, at 12:20 p.m., the subcommittee arose.)

(Additional statements filed for the record are as follows:)

STATEMENT OF HON. ALAN BIBLE, A UNITED STATES SENATOR FROM THE STATE OF NEVADA

Mr. CHAIRMAN:

I appreciate the opportunity to present for the Committee's consideration my views on the proposed amendment to the Watershed Protection and Flood Prevention Act, as amended.

You may know I am a co-sponsor of the amendment introduced by my distinguished colleague, Senator Eastland. My support was offered enthusiastically, because I believe this proposal is meritorious in a number of important respects.

A brief synopsis of its major provisions may be in order;

First, it would authorize long-term cost sharing for land treatment in small watersheds. This would assist farmers and ranchers in preventing erosion leading to sedimentation in flood-prevention structures.

Second, it would make Federal funds available for the acquisition of land, rights-of-way and easements for implementing effective flood prevention aimed at downstream protection. Many small watersheds presently are unable to undertake prevention due to the high cost of easements and rights-of-ways.

Third, it would provide cost-sharing for water storage in detention structures for the purpose of diluting downstream wastes from industries and municipalities. As planned, the dilution process would be assisted by injecting stored water into a stream.

I shall not spend a great deal of time discussing the philosophy of the amendment, as the essential facts are well known to this committee. Rather, I would like to emphasize its potential importance to Nevada and other states deeply involved in projects sponsored by the Agricultural Stabilization and Conservation Service.

In Nevada, for example, four major ASCS projects are under way and three more are in the planning stage. Of the seven involved, all but one are aimed principally at flood control and would stand to benefit almost immediately from the amendment before this committee. And the seventh—the Elko Watershed Project—would benefit as well.

The Lovelock Watershed Project, planned for the near future, offers an excellent example. It is aimed at providing flood protection and water management in the Lovelock Valley, and involves improvement of the irrigation distribution system as well as certain recreation benefits. Under the proposed legislation, the local sponsors very possibly might obtain funds under the Land and Water Conservation Fund Act to purchase land rights. As you know, the present law does not provide this option.

In addition, the enactment of this amendment might make it possible for a farmer or rancher to execute a contract on a cost-sharing basis for land improvements, the terms of the contract to be discharged within a five-year period.

It is not an exaggeration to say that one or more provisions of the amendment before this committee eventually would benefit all ASCS projects in Nevada—not only those presently authorized or planned for the immediate future, but also those to come in the years ahead.

In my view, this is progressive legislation that would substantially benefit a great many areas of the nation. It would provide a worthwhile return on the investment of taxpayer dollars by assuring proper conservation of land and water resources. I urge favorable consideration by this committee.

U.S. SENATE,
Washington, D.C., February 14, 1968.

HON. ALLEN J. ELLENDER,
Chairman, Agriculture and Forestry Committee,
U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: As you know, I am a co-sponsor of S. 1423, introduced by Senator Eastland on April 4, 1967. The Arkansas Association of Soil and Water Conservation Districts advises me that this legislation would further strengthen its conservation and water management efforts. I hope that it may be possible for your Committee to recommend this bill to the Senate.

With best wishes, I am
Sincerely yours,

J. W. FULBRIGHT.

U.S. SENATE,
February 13, 1968.

HON. ALLEN J. ELLENDER,
Chairman, Agriculture and Forestry Committee,
Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: As co-sponsor of S. 1423 I am hopeful that committee action on this legislation can be completed in the very near future and that your committee will report the bill favorably to the Senate for passage.

I understand that the Bureau of the Budget has reported adversely on S. 1423, however, I am hopeful that either this problem can be resolved or the merits of the proposed legislation will outweigh the objections of the Bureau of the Budget. I firmly believe, Mr. Chairman, that the increased benefits which will accrue as a result of the enactment of S. 1423 in the field of soil conservation and watershed protection substantiate the need for favorable action by the committee and the Congress, and I am hopeful that the bill can be passed at the earliest possible date. Your consideration of my request is appreciated.

With kindest regards,
Sincerely yours,

FRED R. HARRIS,
U.S. Senate.

U.S. SENATE,
Washington, D.C., February 27, 1968.

HON. JAMES O. EASTLAND,
2241 New Senate Office Building,
Washington, D.C.

DEAR SENATOR EASTLAND: It is my understanding that in the near future you intend to conduct hearings on S. 1423, a bill to amend the Watershed Protection and Flood Prevention Act to (1) provide for long term cost sharing on needed land treatment, (2) remove the restriction on the use of federal funds other than P.L. 566 for land easements and rights-of-way, and (3) include water management as a cost sharing purpose.

As you know, I have long supported all constructive and appropriate phases of the small watershed program, and have in the past indicated my support for legislation of this kind. I support this bill and urge early and favorable action by your Subcommittee, by the Senate Agriculture and Forestry Committee, and in full Senate.

I am enclosing letters which I have received from constituents in Arkansas regarding S. 1423 and I request that these letters along with mine be included in the hearings on the bill.

With best wishes and kindest regards, I am
Sincerely yours,

JOHN L. McCLELLAN.

CLARKSVILLE, ARK., January 18, 1968.

HON. JOHN L. McCLELLAN,
U.S. Senate, Washington, D.C.

DEAR SENATOR McCLELLAN: You may recall that last year I wrote you regarding our interests in S. 1423 introduced by Senator Eastland and co-sponsored by Senator Montoya.

This bill would amend the Watershed Protection and Flood Prevention Act to (1) provide for long-term cost sharing on needed land treatment, (2) remove the restriction on use of Federal funds other than PL-566 for land easements and rights-of-way, and (3) include water management as a cost-sharing purpose.

Our organization and conservation groups generally have supported these proposed amendments to the Watershed Act. All would have applicability in Arkansas and would further strengthen our conservation and water management efforts.

My last information was that the bill had been referred to an appropriate committee. Would it be possible for you to ascertain the status of S. 1423 and its chances of being enacted during this session of the Congress?

Anything you can do will be sincerely appreciated.

Yours truly,

STERLIN HURLEY,

President, Arkansas Association of Soil and Water Conservation Districts.

LITTLE ROCK, ARK., April 14, 1967.

Hon. JOHN L. MCCLELLAN,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR MCCLELLAN: For the past several weeks I have been studying H.R. 3929 introduced by Congressman Mills to make improvements in the Watershed Protection and Flood Prevention program.

You have recently received a copy of the letter which I wrote Congressman Mills supporting this Bill.

I am delighted to note in the "Congressional Record" for Tuesday, April 4, 1967, that Senator Eastland of Mississippi has introduced a Bill—S. 1423 that is identical to H.R. 3929.

As I pointed out in my letter to Congressman Mills, we need this legislation in Arkansas. The State General Assembly recently appropriated additional funds to speed up the watershed program in Arkansas; however, we need the changes proposed in S. 1423 and H.R. 3929 to really put the watershed program in high gear.

I urge you to use your ability and experience to help push S. 1423 through the various hearings and committees. Based on my long and active experience with P.L. 566 projects and discussions with many groups and individuals, I am very positive in my belief that the proposed legislation is sound and needed. Your special assistance with this legislation will be greatly appreciated.

Sincerely,

A. J. TROXELL,

Executive Director, Arkansas Soil and Water Conservation Commission.

STATEMENT OF HON. JOSEPH M. MONTOYA, A U.S. SENATOR FROM THE STATE OF NEW MEXICO

Mr. Chairman and members of the committee, I welcome this opportunity to present my statement in support of S. 1423, a bill that I introduced on April 4, 1967, with Senator Eastland.

The improvement of our water resources is one of the serious problems facing our Nation. We need better systems of watershed management; we need better controls on water pollution; we need better methods of distribution; we need to find cheap ways to take water from the sea; and we need legislation that will help solve these problems.

Congress is aware of these needs and in recent sessions has enacted several bills to strengthen the control and improvement of our precious water resource. This bill, S. 1423, is in the form of an amendment to the Watershed Protection and Flood Prevention Act, as amended. If enacted, it would supplement previous legislation to improve water quality.

More specifically, the proposed amendment would authorize the following three actions:

1. It would authorize the Secretary of Agriculture to cost share in works of improvement for water quality management in watershed projects and to provide for coordination with the Secretary of the Interior or the

Secretary of Health, Education, and Welfare, respectively, on work plans which include works of improvement for the prevention, control, and abatement of water pollution or which include features which may affect the public health;

2. It would authorize local organizations to use Federal funds available to them, other than those appropriated for the purposes of the Watershed Protection and Flood Prevention Act, in acquisition of land, easements, and rights-of-way needed in connection with works of improvement in watershed projects; and

3. It would authorize the Secretary of Agriculture to enter into long-term contracts with landowners and operators for making changes in cropping systems and land uses and for installing needed soil and water conservation practices in watershed projects and in the eleven watershed improvement programs authorized by the Flood Control Act of December 22, 1944.

The enactment of this proposed amendment would give additional authority for entering into long-term contracts for conservation cost-sharing. It would supplement, but not supplant, the cost-sharing authorized under the Agricultural Conservation Program, the Great Plains Conservation Program, or other programs which provide conservation practice cost-sharing in those areas.

The bill would permit the use of Federal funds available to local sponsoring organizations under other programs to be used, where appropriate, for acquiring land, easements, and rights-of-way.

Management for water quality and runoff control must begin upstream. Since watershed projects under the Watershed Protection and Flood Prevention Act assist local organizations in effectively managing and using water and related land resources in the upstream watersheds, they can also aid in improving water quality in those upstream watersheds.

In commenting on the advantages of the proposed amendment, the Department of Agriculture made this statement:

"By this coordinated approach in upstream areas, optimum use can be made of available water and related land resources in these areas and feasible contributions also can be made to downstream water quality management. Benefits will accrue to municipalities, industries, recreation, fish and wildlife, irrigators, and other water users. Consideration needs to be given to all storage needs during the project formulation stage if truly comprehensive resources planning and development is to be achieved. Otherwise, the fullest feasible potential use of the limited number of available reservoir sites will not be made. Where the need is evident for water quality management in a watershed, it would be given full consideration along with other objectives. It should be possible to do this on a basis comparable to that in mainstream developments."

I believe the advantages of this coordinated approach are clearly evident. Therefore, I strongly urge the enactment of S. 1423 and endorse the expansion of the bill to include the Department of Agriculture's proposed amendment to Section 8(b) of the Soil Conservation and Domestic Allotment Act, as amended, to provide clear authority for the Secretary of Agriculture to enter into similar long-term agreements with agricultural producers to share the cost of approved conservation measures carried out on their farms under the Agricultural Conservation Program. The case for this additional amendment is well stated in the Department's report of August 16, 1967.

I would appreciate it deeply if the representative letters I previously furnished to the Committee to show the support in New Mexico for this bill, are made a part of the record of these hearings. At this time, I would also like to submit for the record a sampling of telegrams I have just received showing especially strong support for inclusion of conservation cost-sharing under the Agricultural Conservation Program as proposed by the Agriculture Department.

TAOS, N. MEX., March 20, 1968.

Senator JOSEPH M. MONTOYA,
Washington, D.C.:

We strongly recommend that Senate bill 1423 include agricultural conservation program funds for payments administered by Agricultural Stabilization and Conservation Service.

JOE THOMPSON,
GRANT HOWE.

TAOS, N. MEX., *March 20, 1968.*

Senator JOSEPH M. MONTOYA,
Washington, D.C.:

I want to recommend that Senate bill 1423 include ACP payments administered by ASCS.

PAUL C. VALERIO.

TAOS, N. MEX.

Senator JOSEPH M. MONTOYA:

I wish to recommend that Senate bill 1423 include ACP funds for payments administered by ASCS.

BERT QUINTANA.

STATEMENT OF HON. JOHN G. TOWER, A U.S. SENATOR FROM THE STATE OF TEXAS

Mr. Chairman, I appreciate this opportunity to present this statement in support of S. 1423, of which I am a co-sponsor. Its effect upon the conservation efforts of the Agricultural industry in the nation will be most important.

We have heard much in recent weeks about conservation and the great need we have for it in the nation. There have been reams of statistics cited, that I need not repeat here, concerning the wasting of some of our farm and ranch lands.

Mr. Chairman, it is certainly my hope that this committee will see fit to give its full endorsement to this measure. I feel certain that the dividends in return to the farmer and the improvement of our soil conservation program will more than offset any expenditure that this measure may require. If we fail to meet our responsibility in this field, the future well-being of the Agricultural industry could be endangered.

Mr. Chairman, I would like to add that I hope this measure will simply be a step towards a more comprehensive conservation program for the entire nation. The longer the wait, the harder and more costly the program will be. The sooner we start, the greater the dividends that will be returned to the nation through the improved position of its farms and those who operate them. The cost of any such program will be small indeed compared with the great benefit the nation will receive. Indeed, this program could well be the beginning of one that would stop the flow from the country to the city and allow our nation's rural areas to revitalize themselves.

Thank you for this opportunity to comment on this most vital issue.

GLENDAL, ARIZ., *February 14, 1968.*

HON. CARL HAYDEN,
*U.S. Senate,
Senate Office Building,
Washington, D.C.*

HON. PAUL FANNIN,
*U.S. Senate,
Senate Office Building,
Washington, D.C.*

We have a number of important projects pending in Arizona under provisions of Public Law 566. Passage of Senate Bill 1423 would help us materially in completing these and other proposed projects.

We respectfully urge your strong support of this bill.

KARL F. ABEL,
*President, Arizona Association of
Soil and Water Conservation Districts.*

GREENWOOD, MISS., *January 22, 1968.*

HON. JAMES O. EASTLAND,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR EASTLAND: I recently discussed with you Senate Bill 1423 which proposes to amend the Watershed Protection and Flood Prevention Act.

I am especially interested in the passage of this bill since it would authorize water quality management as a purpose for which Federal cost-sharing would be available.

It would also provide for a procedure wherein cropping systems and land treatment practices could be carried out and authorize the USDA to enter in long-time agreements with land owners up to ten years. This part of the bill would greatly strengthen the basic aspects of the PL-566 program. This part of the law would provide for a procedure similar to the long-time contracting that is in the Great Plains Conservation Program. In addition the bill would let local sponsoring groups obtain and use Federal funds to acquire needed easements and rights-of-way. This is becoming an increasingly difficult problem for drainage and water management districts in Mississippi.

The RC&D Steering Committee for the Southeast Delta area and the State Association of Soil Conservation Districts in Mississippi have long favored the strengthening of this program. I hope that you and your Committee will look with favor on this bill when it comes to your attention.

Sincerely yours,

HUGH M. ARANT,
*Chairman, Steering Committee, Southeast Delta Resource
Conservation and Development Project.*

CHARLESTON, ILL., February 16, 1968.

SEN. ALLEN J. ELLENDER,
*Chairman, Committee on Agriculture and Forestry,
Senate Office Building,
Washington, D.C.*

DEAR SENATOR ELLENDER: It has been recently brought to my attention that Senator Eastland (with Senator Montoya) has introduced a bill which would amend and enlarge upon the provisions of the Watershed Protection and Flood Prevention Act.

It seems clear to me that this amendment would be of great benefit to the public. The addition to Section 3 is particularly valuable since it would enable the Secretary and his agencies to determine and implement long range programs in the public interest. Furthermore, the addition of the cost-sharing provision gives some hope that landowners can be induced to participate in watershed improvement programs.

As water resources are gradually depleted and/or polluted, the addition to the original Act of the provision for long range, cost-sharing programs for the management of watersheds for water quality improvement is clearly most desirable. I am also pleased to note that many of these programs will be reviewed by the Secretary of the Interior, since his review should insure that maximum wildlife and recreation benefits are derived from such improvements.

In summary, I feel that S. 1423 would add greatly to the desired benefits to the Watershed Protection and Flood Prevention Act, and I hope you will give this measure your full support.

Cordially,

D. FERREL ATKINS,
*Professor, Department of Mathematics,
Eastern Illinois University.*

BLOOMINGTON, IND., February 16, 1968.

HON. SENATOR ALLEN J. ELLENDER,
*Old Senate Office Building (Office 245),
Washington, D.C.*

DEAR SENATOR ELLENDER: Please permit me to encourage and urge you to allocate some of your expert leadership, wisdom and energy to support Senate Bill 1423. I sincerely hope you not only plan to vote for this constructive piece of legislation but will influence other senators to do so also. It has become increasingly obvious in recent decades that watershed programming of conservation project is wise and we need the best legislation possible.

Thanking you for giving this matter your careful consideration and hoping for your support, I am,

Respectfully yours,

THOMAS F. BARTON,
Professor of Geography, Indiana University.

TEMPLE, TEX., *January 30, 1968.*

HON. RALPH W. YARBOROUGH,
U.S. Senate,
Washington, D.C.

DEAR SENATOR YARBOROUGH: On July 6, 1967 and September 21, 1967, Mr. Gilbert Kretzschmar, who was then the President of the Texas Association of Soil and Water Conservation Districts, wrote you expressing our support of S. 1423. Mr. Kretzschmar pointed out that the original bill should be amended so that Soil and Water Conservation Districts would have a stronger role in the proposed program. On October 19, 1967, you acknowledged Mr. Kretzschmar's letters with a copy of a letter attached from Senator Eastland in which he stated that he approved of the amendments proposed by Mr. Kretzschmar.

We once again want to express our support of this piece of legislation. We believe that it would be of great benefit to the conservation of our soil and water resources in this nation.

We also want to reaffirm our position that Soil and Water Conservation Districts as local entities of State government with many years of experience should be given a role in this program by amending the legislation as introduced. We believe that applications for assistance in developing conservation plans should be made to local Soil and Water Conservation Districts and that long term agreements entered into by the Secretary of Agriculture should be based on conservation plans approved by the local Soil and Water Conservation District.

The purpose of this letter is to reaffirm our position on this legislation to you. We sincerely appreciate your interest in Soil and Water Conservation.

Sincerely yours,

A. L. BLACK,

President, Texas Soil and Water Conservation Districts.

(NOTE.—An identical letter, addressed to Senator Tower, from Mr. Black was also submitted for the record.)

STATEMENT OF ROBERT W. BLACKSTOCK, PRESIDENT, DEEP FORK WATERSHED ASSOCIATION, BRISTOW, OKLA.

Mr. Chairman, I am here to support S. 1423.

I am an attorney currently engaged in private practice. I would like to place this statement in the record.

For the past several years it has been my privilege to work with my neighbors and friends in bringing about flood protection to the rich lands of the Deep Fork River which extends across seven counties from Oklahoma City in the upper reaches to Lake Eufaula on the eastern end. Within the Deep Fork River watershed there are 16 subwatersheds of which 9 applications for assistance under Public Law 566 are in the various stages from initial planning to one completed watershed. The Deep Fork Watershed Association of which I am President was formed several years ago for the purpose of getting needed flood protection applied to the entire Deep Fork River watershed.

Good progress has been made to date in not only dealing with the problem of floods but also in supplying municipal water to cities. Thus far the cities of Okmulgee, Stroud, Meeker and Sparks are participating in this program for securing supplies of water for municipal and recreation use from PL-566 watershed projects. Other cities have similar plans. Soil and Water Conservation Districts, Conservancy Districts, and cities are involved in sponsoring these projects.

In spite of the good progress which has been made thus far there is need for additional assistance if these projects are to fulfill the recognized need.

I have studied S. 1423 in great detail and believe the three major provisions of this proposed legislation will go a long way to help the people of the Deep Fork Watershed help themselves to take advantage of the benefits to be derived from PL-566 earlier than what may be experienced if additional assistance is not provided.

First let me say that the provision in S. 1423 which provides for cost-share and technical assistance to be made available to individual farmers and ranchers through a contract with the Secretary of Agriculture to accomplish the needed

land treatment is a major step in the right direction. Our people in 30 counties in the western part of Oklahoma are benefiting from this kind of an arrangement under the provisions of the Great Plains Conservation Program. The key to the success of this concept is that landowners and others are permitted to schedule the orderly carrying out of the needed treatment over a period of up to 10 years. This arrangement is resulting in great accomplishments in the Great Plains and I know such a provision as set forth in S. 1423 will help us in the Deep Fork and the other watersheds in the country get the needed land treatment done in an orderly manner.

A second provision in S. 1423 which we are vitally interested in is that of water quality control to be a part of watershed work under PL-566. This is a real need for I am afraid we have delayed much too long in dealing with this problem. Giving attention to the control of water quality in PL-566 watersheds across the nation will hasten the day when the deterioration of this resource can be halted.

The third major provision of S. 1423 is to amend PL-566 to permit the use of Federal funds for the securing of land rights. This provision is needed to insure that project installation can be permitted to go forward without the damaging delays presently being experienced. It is well known that there are side benefits from PL-566 projects to all our citizens not just those who live in the watershed.

Mr. Chairman, it is my hope and the hope of the people in the Deep Fork River Watershed in Oklahoma and those dealing with watershed problems across the land that the Congress of the United States will pass this proposed legislation so that our watershed protection program will move forward.

MENA, ARK. *March 20, 1968.*

HON. J. W. FULBRIGHT,
U.S. Senate, New Senate Office Building, Washington, D.C.

DEAR SENATOR FULBRIGHT: I am informed that hearings on S. 1423 have been scheduled to begin on March 21. This proposed bill would amend the Watershed Protection and Flood Prevention Act to (1) provide for long-term cost-sharing of needed land treatment in watersheds, (2) remove the restrictions on use of Federal funds other than PL-566 for land easements and rights-of-way, and (3) include water quality management as a cost-sharing purpose.

We in the organization of Eighteen (18) Arkansas Electric Cooperatives of which I am president have been close observers of the small watershed program. Here in Arkansas we have found that this program has been in great demand and has contributed very substantially to the solution of flood and water management problems. Moreover, it has been of material benefit to the orderly development and growth of our rural areas, including many small towns and communities.

We feel that the proposed amendments as set forth in S. 1423 are desirable and in best interests of the program. All provisions would have direct applicability here in Arkansas and would further strengthen conservation and water management work in the state.

It would be appreciated if you would arrange to make our letter a matter of record in the hearings on this important bill.

With kindest regards and best wishes, I am

Sincerely yours,

GLYNN H. CARPENTER,

Manager, Rich Mountain Electric Cooperative; President, Arkansas Electric Cooperatives, Inc.

(NOTE. An identical letter from Mr. Carpenter, addressed to Representative John Paul Hammerschmidt, was also submitted for the record.)

QUESTA, N. MEX., *February 24, 1968.*

HON. JOSEPH M. MONTOYA,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR MONTOYA: Enactment of S. 1423 will have considerable impact on the Small Watershed Program (P.L. 566) in New Mexico. As of June 30, 1967, a total of 81 applications covering more than 7,000,000 acres had been received and approved by the New Mexico State Engineer and the Administrator of the Soil Conservation Service since the inception of the program. As of June 30,

1967, 37 watersheds have been authorized for work plan development, 19 have been authorized for construction and 14 projects have been completed.

Applications have been submitted on watershed projects in 26 of the 32 counties in New Mexico.

Since the start of the Small Watershed Program in New Mexico, the local people of the State have contributed approximately \$300,000 to the cost of land treatment in 10 of the watersheds completed within New Mexico. They have also contributed approximately \$60,000 for land easements and rights-of-way for a total of \$360,000.

By 1970, they will need to contribute another \$650,000 for land treatment and \$93,000 for land easements and rights-of-way in various P.L. 566 watersheds. This amounts to \$743,000, or more than twice the previous amount. It is estimated that by 1975, an additional cost of \$500,000 for land treatment and \$79,000 for land easements and rights-of-way will be borne by the local people as part of their cost-share for watersheds not now authorized for planning, but considered feasible for project action under P.L. 566.

By 1980, it is estimated that another \$579,000 will be contributed by local people for land treatment and land easements and rights-of-way as their part in the Small Watershed Program in New Mexico. This comes to a total cost to the local people of approximately \$1,900,000 as their share for land treatment and costs for land easements and rights-of-way between 1968 and 1980.

One million and nine hundred thousand dollars is a considerable bill for the local people. S. 1423 which would authorize long-term cost sharing for land treatment above flood prevention structures and provide for use of other Federal funds for land acquisition, rights-of-way and easements would make this bill to the local people easier to carry.

Consequently, we urge your strong support for enactment of this bill.

Very truly yours,

W. P. CATER,
Chairman, State Soil and Water Conservation Committee.

NEWMAN, CALIF.,
February 15, 1968.

HON. GEORGE MURPHY,
U.S. Senate, Washington, D.C.:

1. We understand Senate Bill 1423 has provisions to assist landowners in solving drainage problems.

2. We believe this bill is sound and needed.

3. Knowing you are interested in conservation, we ask your support at the Senate Agricultural Committee hearing Feb. 21, 1968 in getting this bill enacted into law.

WILLIAM CERUTTI,
Newman PL-566 Drainage Project Steering Committee.

KICKAPOO CREEK CONSERVANCY DISTRICT,
Pine Village, Ind., February 18, 1968.

HON. SENATOR ELLENDER,
*Chairman of the Senate Agriculture Committee,
245 Old Senate Office Building, Washington, D.C.*

DEAR SENATOR ELLENDER: As we are primarily interested in good water management and being a farmer and chairman of the Kickapoo Creek Conservancy District (P.L. 566 program) I am interested in the passage of the above referenced bill and would appreciate your support of this bill.

Sincerely,

ARBA CLAWSON,
Chairman Kickapoo Creek Conservancy District.

NORTH WILKESBORO, N.C., January 19, 1968.

HON. B. EVERETT JORDAN,
Senate Office Building,
Washington, D.C.

DEAR SENATOR JORDAN: The North Carolina Association of Soil and Water Conservation Districts concluded a highly successful annual convention on January 10, 1968, at Nags Head. Among the policy resolutions adopted were several presented by our Watershed Committee which are related to S. 1423, which was introduced in the 90th Congress by Senator Eastland. The proposed amendments to the Watershed Protection and Flood Prevention Act as embodied in S. 1423 appear to be proper and appropriate measures to enhance watershed development.

Long-term contracts for conservation practices within watersheds are compatible with the objectives of the Watershed Protection and Flood Prevention Act, which is itself a long-term measure. Works of improvement authorized by the act would be protected by long-term conservation practices employed on lands within a watershed. This amendment would give landowners within watersheds a program similar to the highly successful Great Plains Act.

North Carolina has, as you know, been a leader in stream pollution abatement. The provisions of Section (c) of S. 1423 to add "water quality management" as a purpose for which P.L. 566 projects can be designed or used would aid the State in this endeavor. Impoundments with storage capacity sufficient to release water in periods of drought to dilute downstream pollution would aid in the State's program for quality water.

North Carolina has eighty-two applications for small watersheds in various stages of development. Several hundred potentially feasible projects could be started on the initiative of local sponsors. The proposed amendments to S. 1423 could be instrumental in the successful completion of a number of these vital projects.

We solicit your continued support of S. 1423. Your comments on the status of the measure and its provisions would be welcomed. If we can provide you with any factual information on the status of small watershed projects in North Carolina, we will be pleased to do so.

Respectfully yours,

GEORGE B. COLLINS,

President, North Carolina Association of Soil and Water Conservation Districts.

WASHINGTON, D.C., March 22, 1968.

HON. ALLEN J. ELLENDER,
Chairman, Senate Committee on Agriculture and Forestry, Room 231, Old Senate Office Building, Washington, D.C.:

Regarding yesterday's hearing on Senate bill, S. 1423, let the record show that on March 20, 1968, the National Farmers Union adopted the following point as a part of its 1968 policy statement: "We urge the enactment of Senate bill 1423 and House bill 1451, to improve and speed up the small watershed program to alleviate water pollution problems and reduce sedimentation from upstream areas."

Please insert this message in the record of the hearings on the above bills.

TONY T. DECHANT,

President, National Farmers Union.

MACON, GA., January 17, 1968.

Senator HERMAN TALMADGE,
Senate Office Building, Washington, D.C.:

The executive committee of the Georgia Association of Conservation Districts in session in Macon, Ga., today feels that favorable action on Senate bill 1423 as the Eastland bill, will greatly enhance the opportunities and effectiveness of the small water shed program in Georgia. Accordingly, we strongly urge your personal endorsement and support of this bill.

MILLER DIAL,

President, Georgia Association of Conservation Districts.

COLUMBIA, S.C., April 5, 1967.

Senator ERNEST F. HOLLINGS,
U.S. Senate Office Building, Washington, D.C.

DEAR SENATOR HOLLINGS: Your influence and support are needed in a recently introduced bill, S. 1423. This bill was introduced by Senator Eastland and I understand that it has been referred to the Agriculture Committee of which you are a member.

The Bill, if enacted, would amend the Small Watershed and Flood Prevention Act, commonly known as PL-566. The three amendments contained in S. 1423 are all objectives of the State Association of Soil and Water Conservation Districts and proponents of soil and water conservation generally.

While you will of course hear deliberations on this bill before your committee, I set forth below the essence of the three amendments, each desirable:

1. Authorization to cost share in water storage in flood control dams for pollution reduction. Presently this authority is in other statutes under which dams are constructed; our position is that it is equally desirable, as well as proper, that this authority extend to all statutes alike to be available for use as needed.

2. Authorization for funds (other than those appropriated for PL-566) to be used in hardship cases to procure an easement or right-of-way, the lack of which is obstructing the progress of a watershed construction program. Nature provided a landscape on which only certain sites are available to build flood control dams; if a highway, powerline, pipeline, etc., is there and must be moved so that the site can be used, S. 1423 would authorize assistance in such cases.

3. Authorize the Secretary of Agriculture to enter into contracts with land-owners in small watersheds to apply sediment reduction and conservation practices to their land. This principle is embodied in the Appalachian program, and the Great Plains program, very successfully.

Please pardon the length of my letter; these proposed improvements in the Small Watershed Act are so important to conservation that I felt a rather full expression of our position was in order.

Sincerely yours,

F. E. DuBose,
President, South Carolina Association
of Soil and Water Conservation Districts.

HOOKERTON, N.C.,
February 13, 1968.

Senator B. EVERETT JORDAN,
Senate Office Building,
Washington, D.C.

DEAR SENATOR: We farmers that are involved in soil, water and recreational problems are particularly interested in seeing Senate Bill 1423 pushed for passage. (1) This bill provides for long term cost sharing in watershed projects up to ten years. (2) Provides for use of funds other than PL 566 funds for easements and right-a-ways for flood control. (3) Provides water pollution control or reclamation projects.

We believe the above provisions will aid, stimulate and be of much value in expanding our watershed projects and to the overall picture of soil and water activities.

Let me suggest if you can see fit to give your support, to drop Senator Eastland, chairman of the sub-committee sponsoring this particular bill, a note urging his support and expressing our interest in S 1423.

I hope your health is improving and things are progressing to your satisfaction. If I can be of help, let me know.

Sincerely yours,

A. C. EDWARDS, Chairman,
Greene Soil and Water Conservation District.

LAS VEGAS, N. MEX.,
February 23, 1968.

HON. JOSEPH MONTOYA,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MONTOYA: We understand that you are Chairman of a sub-committee that is considering a bill to increase funds for watershed projects or to provide ways for long term loans to assist people in getting projects started.

The Adelante Resource Conservation and Development Steering Committee, working with and for the people of San Miguel and Mora counties, would like to see this bill passed. The people in these counties have submitted watershed applications, but additional appropriations, or easier ways of obtaining long range loans, would get needed work started.

As you know, the Upper Mora Watershed application is inactive because those people do not have the money to buy the rights-of-way for the dams or to take these matters to court. Also many of the people in the Mora Valley do not have enough to pay their part for the needed work on their own places.

The same situation would also apply to other streams in the Adelante area including Coyote Creek, and the Sapello, Gallinas, and Tecolote Rivers. Flood control on these rivers and streams are badly needed but the people are just too badly pressed for ready cash to get these jobs done.

The Adelante RC&D Project and the people it represents will greatly appreciate all assistance on your part in having this bill passed.

Sincerely yours,

GABRIEL ESTRADA,
Chairman, Adelante Resource Conservation and Development Project.

ANDERSON, S.C.,
April 5, 1968.

Senator ERNEST F. HOLLINGS,
U.S. Senate,
Washington, D.C.

Understand S-1423 introduced, referred Agriculture Committee: Contains three revisions vital to improvement Public Law 566 small watershed Act. Provisions are: Authorization for pollution abatement by increasing stream flow; cost-sharing assistance in procurement or hardship case easements which are blocking watershed progress; long-term cost-sharing on conservation contracts within authorized watersheds. Your favorable consideration and assistance urged.

Senator TED GARRISON.

DENVER, IND.,
February 14, 1968.

HON. ALLEN J. ELLENDER,
U.S. Senate, Chairman, Senate Agriculture Committee, Senate Office Building,
Washington, D.C.

Dear SENATOR ELLENDER: The provisions of S. 1423 set forth to amend the Watershed Protection and Flood Prevention Act, as amended; are realistically feasible and will give further depth and purpose to the original Act.

Therefore, I believe S. 1423 would make possible, the following:

1. A ten year agreement on land improvement and changes of land management, plus cost sharing from the U.S. Department of Agriculture.
2. It would permit Federal funds to be spent in developing water quality management under P.L. 566.
3. It would cause more dedicated thought to the development of fish and wild-life and water related recreation.

Because of these, and additional benefits set forth in S. 1423, I respectfully urge you to support the efforts to pass this bill.

Your assistance in this matter is sincerely appreciated.

Very truly yours,

PAUL F. GOLDEN.

JASPER, IND.,
February 16, 1968.

HON. ALLEN J. ELLENDER,
U.S. Senator,
Senate Office Building, Washington, D.C.

DEAR SENATOR ELLENDER: We are very interested in Senate Bill 1423 which I understand is now before the Agricultural Committee in the Senate.

We are in favor of immediate enactment now of this Act in order to improve the law which would allow some cost sharing on the part of the United States Department of Agriculture on land improvement and changes of land management. It also opens a new field in the development of water quality management under our now famous law 566 and would be a terrific incentive for the increased concern for the development of recreation and wild life and fish.

I would appreciate your support, Senator, on this Bill for the benefit of the people of the United States.

Sincerely yours,

ROBERT E. GRAMELSPACHER,
Eckstein Lumber, Inc.

TRACY, CALIF.

Senator ALLEN J. ELLENDER,
Senate Agriculture Committee,
Senate Office Building,
Washington, D.C.:

Request favorable action by Senate Agriculture Committee on Senate bill 1423 scheduled for hearing today. Measure would increase Federal share of costs of projects under P.L. 83-566 and thus make feasible the use of P.L. 566 for needed soil conservation and related projects which presently involve non-Federal costs too high to be financed locally.

COLLINS GRANT,
Chairman, Board of Directors,
New Jerusalem Drainage District.

JASPER, IND., February 19, 1968.

Senator ALLEN J. ELLENDER,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR: The Steering Committee of the Hall-Flat Creek Conservancy District respectfully requests your assistance in the passage of Senate Bill 1423, introduced April 4, 1967 by Senators Eastland and Montoya.

Our small watershed project, just in the planning stage, has a possible site for the impoundment of Quality Control Water. With federal participation in this structure the site will probably be utilized as a "flood control only" site. Since benefits of this Water Quality Control are in the lower reaches of the Patoka River, there is no way under present legislation, to build the structure with any but local funds. We feel that this significant piece of legislation will enable us to develop our watershed more fully.

We feel that the ten year agreement for conservation practices and land use changes is a major break-through in getting Land Treatment on the land above our small watershed detention structure.

Sincerely yours,

VICTOR GUTGSELL,
Chairman, Steering Committee,
Hall-Flat Creek Conservancy District.

COLUMBIA, S.C., February 13, 1968.

Mr. SAM THOMPSON,
Care of Senator James O. Eastland,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR SAM: We understand that the subject Senate Bill will come up for consideration before the sub-committee on Soil Conservation and Forestry of which Senator Eastland is chairman.

We are very much in favor of the proposed authorizations in this bill and would appreciate it if you would inform Senator Eastland of our interest. Attached is a copy of a letter from our Senator Hollings who is a committee member.

With kind personal regards,

Sincerely yours,

LEWIS E. HENDRICKS,

Executive Secretary, Soil and Water Conservation Committee,
State of South Carolina.

MONTPELIER, VT., January 19, 1968.

HON. GEORGE D. AIKEN,
Committee on Agriculture and Forestry,
U.S. Senate, Washington, D.C.

DEAR GEORGE: I write to reaffirm my complete support for your Senate Bill 1423, the proposed amendments to the Aiken-Hope Small Watershed Act of 1954.

As you are well aware, this measure would have a significant impact on our recreation and conservation programs in Vermont.

It would work to the decided advantage of our state and municipal efforts to improve water quality and storage and to assure adequate stream flow augmentation.

I am hopeful the Senate Committee on Agriculture will act promptly and positively on this most essential proposal.

Sincerely,

PHILIP H. HOFF,

Governor, State of Vermont.

EVERSON, WASH., January 18, 1968.

DEAR SENATOR EASTLAND: The Washington Association of Soil and Water Conservation Districts meeting in regular session at Walla Walla, Washington on November 29, 1967 passed resolutions 0-1 and 0-2 (copies enclosed) which have reference to amending the Watershed Protection and Flood Prevention Act.

We believe that amendments proposed in H.R. 1451, H.R. 12432 and S. 2276 are needed improvements to the Watershed Protection and Flood Prevention Act.

In reference to H.R. 1451 (long-term contracts, up to ten years), the supervisors of Washington's Districts favor amending this section to provide that contracts entered into by the Secretary of Agriculture and the land occupied be subject to the approval of the soil and water conservation district in which the land is located.

We sincerely hope that these amendments receive consideration at the 2nd Session of the 90th Congress.

Sincerely yours,

CONRAD HOUGEN,

President, Washington Association of
Soil and Water Conservation Districts.

(The resolutions are as follows:)

WASHINGTON ASSOCIATION OF SOIL & WATER CONSERVATION DISTRICTS

RESOLUTION NO. 0-1, 1967

Title: Changes in Public Law 566.

WHEREAS, there is need to stimulate land treatment in P.L. 566 watershed projects, and

WHEREAS, there is need to strengthen water pollution control efforts, and

WHEREAS, there is need to provide federal assistance in obtaining land rights, now

THEREFORE, BE IT RESOLVED that the United States Department of Agriculture be empowered to enter into long-term agreements (up to 10 years) with landowners and operators within the watershed, to provide for changes in cropping systems and installation of soil and water conservation practices.

BE IT FURTHER RESOLVED that the U.S. Department of Agriculture authorize water quality management as a purpose for which federal cost-sharing would be available in watershed programs.

BE IT FURTHER RESOLVED that the federal funds other than P.L. 566 funds be used in purchasing needed easements and rights-of-way.

BE IT FURTHER RESOLVED that the Washington Association of Soil and Water Conservation Districts supports the above mentioned changes in P.L. 566 and communicate this view on this proposed legislation to the members of the House Committee on Agriculture and the Senate Committee on Agriculture and Forestry.

Adopted at Walla Walla, Wash., November 29, 1967.

WASHINGTON ASSOCIATION OF SOIL & WATER CONSERVATION DISTRICTS

RESOLUTION NO. 0-2, 1967

Title: Amendment to H.R. 1451.

WHEREAS, H.R. 1451 proposes to amend the Watershed Protection and Flood Prevention Act (P.L. 566) by authorizing cost-sharing for the storage of water for quality control; by authorizing the use of federal funds, other than P.L. 566 funds, for lands, easements, and rights-of-way; and by authorizing the Secretary of Agriculture to enter into long-term contracts with landowners for conservation practices, and

WHEREAS, the feature of H.R. 1451 providing for contracts for land treatment between the Secretary of Agriculture and the landowner does not include the local unit of government responsible for conservation (the soil and water conservation district), now

THEREFORE, BE IT RESOLVED that H.R. 1451 and other similar proposals being considered by the United States Congress be amended to provide that contracts entered into by the Secretary of Agriculture and the land occupier for land treatment under this proposal be subject to the approval of the soil and water conservation district in which the land is located.

Adopted at Walla Walla, Wash., November 29, 1967.

CONNERSVILLE, IND., February 19, 1968.

Senator JAMES O. EASTLAND,
Senate Office Building, Washington, D.C.

DEAR SENATOR EASTLAND: I am deeply concerned and committed to the conservation and development of our natural resources by the people of Indiana and of these United States.

Having read Senate Bill 1423, I sincerely request your wholehearted assistance toward the passage of these most needed Amendments to the Watershed Protection and Flood Prevention Act. We in Indiana are eager to help support your fine bill.

The changes set forth in this bill are sorely needed in Indiana to accelerate the control of harmful soil erosion, sedimentation of our streams and reservoirs, and the proper use of water control measures to insure a continuing adequate supply of quality water for our people.

The watershed approach to water and soil conservation is rapidly progressing in our State of Indiana. We need these changes in the law to further the best working relationships between local, state, and national units of government.

Your great concern and realization of the problems of all people throughout the nation is vital and very much appreciated.

Sincerely,

FLOYD E. HOWARD,
President, Whitewater Valley Watershed Association.

BLOOMINGTON, IND., February 15, 1968.

HON. ALLEN J. ELLENDER,
*U.S. Senate, 245 Old Senate Office Building,
Washington, D.C.*

DEAR SENATOR: This letter is in reference to S-1423, a bill to amend the Watershed Protection and Flood Prevention Act.

All the measures in this bill appear to me to be very necessary. For example, in the Wabash Valley Basin we have a potential of 591 structure sites. In view of the present and projected needs for low flow augmentation, it is important to develop all future projects to meet these needs.

It is interesting to note that an attempt is being made to motivate the owner of woodland areas to adopt proper development and conservation measures. From the standpoint of economics, it is my belief that such steps must be taken on the Federal level in order to bring about the interest and cooperation of the small woodland proprietors.

It is my sincere hope that this bill meets with the favor of the Congress and becomes law during this session.

Sincerely,

ERNEST P. HOWE,
*U.S. Representative to the
Wabash Valley Interstate Commission.*

STATEMENT OF DEVON R. JENSEN, PRESIDENT, IDAHO ASSOCIATION OF SOIL
CONSERVATION DISTRICTS, MOORE, IDAHO

I appreciate the opportunity to submit this statement to the Senate Subcommittee on Soil Conservation and Forestry supporting S. 1423 to amend the Watershed Protection and Flood Preservation Act.

At our past two annual conventions of the Idaho Association of Soil Conservation Districts, resolutions favoring these amendments to PL 566 have been passed unanimously. Similar authorities to those proposed in the bill were also favored for RC&D projects.

The amendment authorizing the Secretary of Agriculture to share the costs of practices and measures set forth in long term agreements would be especially helpful in Idaho now.

Although cost share funds from the Agricultural Conservation Program have been most helpful in helping farmers to install conservation measures, these funds are quite severely limited. The ordinary county ACP allotments are inadequate to accelerate land treatment measures in watershed projects to the required rate. The Idaho ASC Committee indicated that it does not appear they will be adequate for accelerating increasing amounts of the essential land treatment measures in watershed and RC&D projects.

In most cases in the small watershed projects now in operation or being planned, the individual land owners are financially unable to install these measures at the desired rate with the existing programs of assistance. Furthermore, the installation of upstream land treatment measures for flood prevention conveys substantial benefits downstream and returns on the investment to the land owner are very, very slow. Typical of needed upstream practices in Idaho projects are terraces, diversions, gully control, and grassed waterways.

As you know, the law requires (and I believe it is sound) that land owners be installing appropriate conservation plans on at least 50% of the watershed above each storage reservoir before construction. If the Secretary had authority to share the costs of carrying out these measures in long term agreements as proposed in this amendment and land owners had assurance that the necessary

federal funds would be available on an appropriate cost share basis, we are confident that the projects would proceed faster. As it is now, dams for flood protection for downstream land owners may have to be deferred an unreasonable time while the necessary land treatment is installed.

The amendment would also authorize the use of federal funds other than PL 566 for land rights, easements, and right-of-way in watershed projects. Idaho is a public land state and several proposed flood water retarding reservoir sites now being planned will require special use permits from the federal land administering agency. Both the Bureau of Land Management and the Forest Service have cooperated well in providing special use permits for such purposes. In a nutshell, then, federally owned lands may have PL 566 structures installed on them but land acquired by federal grant may not. If I understand it correctly, now if a city applied to the Department of Housing and Urban Development for a grant to acquire a municipal and industrial water storage site, a multiple purpose dam would be ineligible for inclusion in a PL 566 project even though multiple purpose storage was badly needed and would otherwise be available under PL 566. Similarly sites acquired with Greenspan funds or land and water conservation funds would not be eligible for PL 566. We believe this amendment would eliminate discrimination against these multiple purpose reservoirs otherwise eligible under other federal grant-in-aid programs. Therefore, we urge that this provision be included as proposed in S. 1423.

The need for water quality management should be considered whenever water storage reservoirs are proposed. Storage for this purpose is currently being provided in reservoirs planned under other federal programs. The Idaho Association of Soil Conservation Districts is concerned about pollution and urged in their resolution that this purpose be added to Public Law 566. Idaho has many clear and sparkling mountain streams. We do have some problem cases now and expect more in the future with increased water uses of all kinds. We do and should try to plan watershed reservoirs to meet needs of the next 50 to 100 years. Sponsors need to give consideration to pollution control opportunities in the development of any water reservoir site in small watershed projects.

Idaho has only two completed watershed projects. There are three projects either authorized for construction or awaiting approval, three currently authorized for planning, and four undergoing preliminary investigation. All these would be substantially helped if the provisions of S. 1423 are made available.

In summary, the Idaho Association of Soil Conservation Districts strongly urges that S. 1423 be passed to help Idaho take full advantage of our natural resource potentials and to prevent future problems.

MENDOTA, CALIF., February 16, 1968.

Hon. GEORGE MURPHY,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MURPHY: The Westside Association of Soil Conservation Districts, comprising 16 districts on the west side of the San Joaquin Valley, from Kings County on the south, to Contra Costa on the north, ask that you consider favorable support for Senate bill #1423. This bill by Senator Eastland of Mississippi, amends P.L. 506 small watershed act, and would permit under the act the long term land treatment cost sharing, such as the Great Plains conservation program. It would also allow the S.C.S. to share in the water quality control program and we think the S.C.S. can make a valuable contribution because of great experience in the areas involved. The amendment would permit use of federal funds other than P.L. 566 to purchase rights-of-way in cases where lead time is essential.

The needs for the amendment are especially critical in the San Joaquin Valley because of the tremendous water development by the state and federal governments.

Conservation of land and water resources is badly needed because of the rapidly accelerating drainage problems brought on by the importation of additional water at higher levels.

Water quality control is the key to proper planning and construction of any master drainage outlet to the ocean via San Francisco Bay. The S.C.S., because of their previous work and investigations, can provide sound advice on the plans, which are bound to affect the agricultural economy.

Knowing your interest in water and conservation problems, and the necessity of maintaining the agricultural economy, we solicit your support in this matter.

The hearing on Senate bill #1423 is being held by Senator Ellender's agricultural committee on February 21, 1968.

Sincerely yours,

C. W. JONES,

Westside Association of Soil Conservation Districts.

PATTERSON, CALIF., February 15, 1968.

Hon. THOMAS H. KUCHEL,
U.S. Senate, Washington, D.C.:

1. We understand Senate Bill 1423 has provisions to assist landowners in solving drainage and water quality problems.

2. We believe this bill is sound and needed.

3. Knowing you are interested in conservation, we ask your support at the Senate Agricultural Committee hearing Feb. 21, 1968 in getting this bill enacted into law.

LYLE JOHNSON,

Patterson Public Law 566 Drainage Project Steering Committee.

NEW CASTLE, IND., February 16, 1968.

Senator JAMES O. EASTLAND,
*Senate Office Building,
Washington, D.C.*

DEAR SIR: Any assistance you can give us in helping to put through S. 1423 (A Bill to amend the Water Shed Protection and Flood Prevention Act, as amended) would certainly be appreciated.

We who are working in small Watersheds (Ours happens to be the Upper Big Blue River Watershed in Henry and Rush Counties.) With Water quality control, Wild Life Refuge, Recreation and Land Treatment above our Flood Control Structures could use additional help from the Federal Government in some of the above mentioned.

I do not believe that the Tax payers can actually afford total water resource development without additional help.

Sincerely yours,

JOSEPH B. KERNEL, O.D.,

Chairman, Upper Big Blue River Conservancy District.

WASHINGTON, D.C., March 21, 1968.

Senator JAMES O. EASTLAND,
*Chairman, Subcommittee on Soil Conservation and Forestry, Senate Committee
on Agriculture, Old Senate Office Building, Washington, D.C.*

DEAR MR. CHAIRMAN: The National Wildlife Federation was interested to learn that the Subcommittee had scheduled hearings upon S. 1423, relating to the small watershed program, and would like to have this letter made a part of the record.

In our opinion, the small watershed or "566" program potentially is one of the most important of all of those being implemented by the Department of Agriculture. However, we fear that portions of it and other phases of the USDA program are being misused. For one thing, despite what a practice may be called, many farmers are being aided in the drainage of wetlands and in channel clearing to create additional agricultural lands at a time when the Department seeks to remove millions of acres from production. This is occurring in the "pothole" regions of the Midwest and in hardwood river bottoms of the Southeast. Then, for another thing, some people are trying to direct that the small watershed program be limited only to the flood prevention aspects whereas we are convinced that they should be developed for multiple benefits.

And now, in commenting upon S. 1423, common sense appraisals tell us that the proper land treatment must be applied to upstream areas if the dams are to be effective. It also follows that the necessary land treatment should be applied

as soon as possible. Therefore, we are in accord with the principle of cost-sharing assistance through long-term contracting.

It is our opinion that the Department also is making a sound recommendation in proposing that the Soil Conservation and Domestic Allotment Act also be amended to allow agricultural producers to share the cost of approved conservation measures authorized by the Agricultural Conservation Program. This would allow all farmers to have the same treatment, whether or not they are located in watershed program areas, and the benefits should be equally as great.

Thank you for the opportunity of making these remarks.

Sincerely,

THOMAS L. KIMBALL,
Executive Director, National Wildlife Federation.

CONWAY, S.C. April 24, 1967.

Senator ERNEST F. HOLLINGS,
Washington, D.C.

DEAR SENATOR: As chairman of the Brown-Grier Watershed I am very much interested in S. 1423. At the present time we are unable to raise necessary funds to begin our project. I believe that S. 1423 might give us some help.

I believe ours is a worthy project that will help about 130 small farmers who could never begin to drain their farms without some help.

I am also a Rural Mail Carrier and will be looking forward to seeing you at Myrtle Beach on June 19th.

May I express my personal appreciation for the very gracious manner in which you have represented South Carolina during this session of Congress.

Sincerely yours,

WOODSON W. LONG, Sr.
COLUMBIA, S.C., April 5, 1967.

Hon. ERNEST F. HOLLINGS,
*U.S. Senator,
U.S. Senate Office Building,
Washington, D.C.*

DEAR SENATOR HOLLINGS: The State Soil and Water Conservation Committee understands that Senator Eastland has introduced legislation (S. 1423) which would, by amendments to Public Law 566, 49th Congress, greatly improve this Act. (The Small Watershed Act)

This would strengthen and advance flood control and soil and water conservation in South Carolina and the entire nation.

The three amendments to P.L. 566 contained in S. 1423 would each be of solid assistance to the cause of conservation of soil and water.

The State Committee urges that you use your influence in behalf of S. 1423 when it comes before the Agriculture Committee, and in the Senate. We assure you that this would be a sound step, approved universally by conservationists.

Respectfully yours,

D. T. MATHIS,
*Chairman, Soil and Water Conservation Committee,
State of South Carolina.*

MILLINGTON, TENN., February 27, 1968.

Hon. JAMES O. EASTLAND,
*U.S. Senate,
Washington, D.C.*

DEAR SENATOR EASTLAND: Our State Association of Conservation Districts is deeply interested in S. 1423, your Bill to amend P.L. 566. This interest and endorsement are reflected in my letter of February 17 to Senator Baker, a copy of which I am enclosing.

The Soil Conservation and Watershed Districts of Tennessee greatly appreciate your action for strengthening the Watershed Protection and Flood Prevention Act.

Sincerely yours,

A. K. McCALLA,
President, Tennessee Association of Soil and Water Conservation Districts.

(The letter is as follows:)

MILLINGTON, TENN., *February 17, 1968.*

Hon. HOWARD H. BAKER, Jr.
U.S. Senate,
Senate Office Building,
Washington, D.C. 20510

DEAR SENATOR BAKER: I wish to invite your attention to S. 1423 which is of special interest to those fostering sound economic growth through natural resource development. This legislation is now reported to be tied up in the Committee.

I am informed that this Bill, referred to as the Eastland Bill, makes three amendments to the Watershed Protection and Flood Prevention Act (P.L. 566) to provide for:

1. Use of federal funds for the purchase of land rights and easements.
2. Long-term contracts for federal cost-sharing on land treatment of the watersheds (similar to the Great Plains Program).
3. Federal cost-sharing for sediment, pollution abatement.

Under the present language of P.L. 566, no federal funds can be used for cost-sharing in the purchase of easements or land rights (except in special situations for part of such costs for recreation or fish and wildlife). The high costs of rights-of-way are defeating many meritorious projects, including some needed in the implementation of other federal programs for stimulating the economy of depressed areas.

The other two amendments would do much toward protecting the federal investment in P.L. 566 reservoirs and reducing the problems of pollution caused by sedimentation.

I am writing for the purpose of requesting that you look into the status of this legislation and use your influence to bring S. 1423 out of Committee.

We feel that this Bill deserves an early consideration and vote.

Sincerely,

A. K. McCALLA,
*President, Tennessee Association
of Conservation Districts.*

BRANDON, MISS., *January 19, 1968.*

Hon. JAMES O. EASTLAND,
U.S. Senate,
Washington, D.C. 20510.

DEAR SENATOR EASTLAND: I have in hand a copy of S. 1423 which you introduced in the Senate on April 4, 1967. We in the Mississippi Association of Soil and Water Conservation District Commissioners are very interested in this bill, which offers considerable opportunity for helping us to meet some of the long-range problems in this State through the modification of the P.L. 566 watershed activities.

I would certainly appreciate hearing from you concerning the likelihood of this bill coming up for consideration during the current session of the 90th Congress. I assure you that all of us interested in forwarding the soil and water conservation movement in this State will appreciate your interest and support in helping to keep this bill moving ahead.

With sincere good wishes, I remain

Yours truly,

ROBERT D. MORROW, Jr.,
*President, Mississippi Association of Soil and
Water Conservation District Commissioners.*

GREENCASTLE, IND., *February 19, 1968.*

Hon. ALLEN J. ELLENDER,
245 Old Senate Office Building,
Washington, D.C.

DEAR SENATOR ELLENDER: As an officer and director of the Wabash Valley Association Inc., I am writing in behalf of the above bill, which I understand is to come before your committee this week. The members of our local chapter of

the Wabash Valley Association believe that this bill will provide a number of benefits to land owners and strengthen some aspects of P. L. 566.

Very truly yours,

FRED L. O'HAIR.

LAS VEGAS, N. MEX., *February 23, 1968.*

HON. JOSEPH MONTOYA,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MONTOYA: I understand that you are chairman of the subcommittee considering a bill that would provide additional funds for watersheds. The Gallinas-Tecolote Soil and Water Conservation District is extremely interested in the passage of such a bill as we are co-sponsors of a watershed project on the Gallinas River in Las Vegas, New Mexico.

The people on this watershed will be financially strained to provide immediate easements and rights-of-ways for large dams. Also many of the people living in this watershed have serious erosion conditions and could use additional funds to treat these problems. This is not an isolated situation in northern New Mexico as other communities have similar situations.

We will greatly appreciate any assistance your committee can provide in the passage of such a bill.

Sincerely yours,

CAP PARKINSON,
*Chairman, Gallinas-Tecolote Soil
and Water Conservation District.*

RALEIGH, N.C., *January 24, 1968.*

HON. B. EVERETT JORDAN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR JORDAN: I am writing to express to you the interest of the State in S. 1423, a Bill to amend the Watershed Protection and Flood Prevention Act (P. L. 566) and to ask for any information you can give me as to the status of this Bill. We are very much interested in it because it moves in the direction of expediting P. L. 566 Watershed Protection and Flood Prevention Projects, which is badly needed. The State has taken actions also to facilitate these projects. In the last session of the General Assembly, a bill was passed to amend the State's small watershed laws to grant much broader powers to counties for borrowing and use of funds, eminent domain, and extra-territorial powers, among others. The Institute of Government at Chapel Hill is now further reviewing this legislation with a view to either recodifying it to make it more effective or to proposing additional legislation.

S. 1423 provides for long-term contracting for needed land treatment in P. L. 566 projects. It also provides for the use of Federal funds for some features of the land acquisition and relocation program. I had understood that the Bill might provide for the Soil Conservation Service to acquire land for projects, as is being done by the Corps of Engineers, but I gather that this is not the case. It would speed up projects considerably, including the badly needed Crabtree Creek project which is the best solution to flooding right here in Raleigh.

The Bill also provides for storage in P. L. 566 projects for water quality management which I think is a great step forward. A further provision is that work plans for projects be reviewed by the affected Federal Departments.

Sincerely,

Col. GEORGE E. PICKETT,
Director, North Carolina Department of Water and Air Resources.

SILVER CITY, N. MEX., *February 29, 1968.*

Senator JOSEPH M. MONTOYA,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MONTOYA: I have been informed that hearings on Senate Bill 1423 will be held soon. I am pleased to see this measure coming up for action because we, in Grant SWCD, are actively sponsoring two applications for assist-

ance on watershed projects. We realize that conservation practices carried out on the upper reaches of watersheds are important to the success of a watershed project. The long term cost-sharing provisions of this Bill will certainly help to get this needed conservation work carried out on Bear Creek and Silver City watersheds where we have applied for help.

Another provision of the Bill which will provide for Federal funds for land easements and rights-of-way, will help insure that plans developed on these watersheds will be carried out. Urbanization in the vicinity of Silver City and increasing land values will increase the cost of needed land sharply. Grant County is not a rich part of the State and soil and water conservation districts have no source of income to buy land for construction of dams and other structures.

I urge you to support passage of this important Bill.

Sincerely yours,

NOEL RANKIN,

Chairman, Grant Soil and Water Conservation District.

NORTH VERNON, IND., February 17, 1968.

Hon. Senator ALLEN J. ELLENDER,
U.S. Senate,
Washington, D.C.

DEAR SENATOR ELLENDER: I would like to express my views on Senate Bill 1423. I am writing both as a private citizen interested in water quality control and as a Soil Conservation Service employee, working with landowners and operators in several 566 watersheds.

Realizing that soil eroded from lands, is still the greatest pollutant of our streams and lakes, it appears that the long term contract for land treatment, based on a conservation plan, would be very attractive to landowners. Possibly this would help speed up land treatment work which is always lagging in our 566 projects. Needless to say, water quality control is a benefit to all people, not just the ones in the watershed.

I recall that back in November of 1967, the Supervisors of the 13 Soil and Water Conservation Districts in Southeastern Indiana, whom I serve as Area Conservationist, unanimously passed and sent to the State Association of District Supervisors, a resolution supporting the very things that this bill mentions. I am sure these supervisors will support its passage.

Sincerely,

WILLIAM H. REICHENBACH.

JASPER, IND., February 19, 1968.

Senator ALLEN J. ELLENDER,
Room 245, Old Senate Office Building, Washington, D.C.

DEAR SENATOR: The Board of Supervisors of the Dubois County Soil & Water Conservation District respectfully requests your assistance in the passage of Senate Bill 1423, introduced April 4, 1967 by Senators Eastland and Montoya.

Our county is one with four feasible small watershed projects and we can see that this significant piece of legislation would do much toward making these projects of more value to the general public.

We are at the headwaters of the "most polluted" river in the State of Indiana and the portion of the bill directed toward water quality management is of great value to our neighboring counties downstream.

We feel that the ten year agreement for conservation practices and land use changes is a major break-through in getting Land Treatment on the land above our small watershed detention structures.

This piece of legislation was recommended by the Indiana Association of Soil & Water Conservation Districts, upon the recommendation of our District, at its annual meeting in December, 1967.

Sincerely yours,

GWEN RUDOLPH,

Secretary, Dubois County Soil and Water Conservation District.

PLAIN DEALING, LA., February 16, 1968.

HON. ALLEN J. ELLENDER,
United States Senate, Washington, D.C.

DEAR SENATOR ELLENDER: In my opinion the small watershed program (PL-566) is good and is helping both rural and city folk.

If you can see fit to support House Resolution 1451 and Senate Resolution 1423 I will appreciate it.

Sincerely yours,

LEON SANDERS, Mayor.

FEBRUARY 16, 1968.

HON. ALLEN J. ELLENDER,
*Senate Office Building,
Washington, D.C.*

DEAR SENATOR ELLENDER: Enclosed is a resolution recently passed by the Louisiana Association of Soil and Water Conservation District Supervisors.

It is in reference to House Resolution 1451 and Senate 1423.

We hope you will urge that hearings be held on this bill in this session of Congress and that you will support this much-needed legislation.

Sincerely yours,

M. W. (MICKEY) SCANLAN, Jr.,

*President, Louisiana Association of Soil and Water Conservation District
Supervisors, Church Point, La.*

RICHARD S. THOMPSON,

*Chairman, Louisiana State Soil and Water Conservation Committee,
Cotfaw, La.*

(The resolution is as follows:)

Whereas, the Watershed Protection and Flood Prevention Act (PL-83-566) has been very popular in Louisiana and the nation;

Whereas, amendments to PL-566 have been made from time to time since its enactment to improve the program and experience has shown a need for additional changes;

Whereas, H.R. 1451 and S. 1423 were introduced in the first session of the 90th Congress which will amend PL-566 to (1) permit Federal cost-sharing for water quality management; (2) permit the use of Federal funds other than PL-566 for purchasing of land, easements and rights-of-way; and (3) allow for long term contract cost-sharing on land treatment measures in watershed projects similar to that now permitted in the Great Plains Program;

Therefore, be it resolved that the Louisiana State Association of Soil and Water Conservation District Supervisors supports these amendments to PL-566 and strongly recommends that the National Congress take early action in the enactment of the proposed amendments;

Be it further resolved that copies of this resolution be sent to each United States Senator and Congressman from Louisiana, the Secretary of Agriculture, the Administrator of the Soil Conservation Service, and the National Association of Soil and Water Conservation Districts.

WEST UNION, ILL., February 15, 1968.

Senator ALLEN J. ELLENDER,
*Chairman, Senate Agriculture Committee,
Room 245 Old Senate Office Building,
Washington, D.C. 20006*

DEAR SIR: In reviewing Senator James O. Eastland's amendment, S. 1423, to P.L. 566 the watershed protection and flood prevention act I would like to make some personal comments.

I have worked as a lay person since 1961 to bring about the development of the 80,000 acre Mill Creek watershed, under P.L. 566. Next month we will have a local hearing on the final plan before it goes to Washington. We are also embarking on an educational program to develop the North Fork watershed which incorporates approximately 225,000 acres, and will involve the people in parts of Edgar, Coles, Cumberland, Clark, Crawford and Jasper counties.

P.L. 566 is a good law. First, it must have the support of the people. Second, it demands that works of improvement must begin in the upper reaches of the

watershed where the rain falls, this is as it should be. To what avail is a costly huge water retention structure that in the short period of one life time becomes polluted or filled with our most precious natural resource, "our top soil."

In working with P.L. 566 I find some deficiencies. First, on a local level you find a certain amount of apathy or "why should I take part in this program." Second in areas where projects need to be developed there is a lack of taxable wealth, and will work a hardship on local people, and they don't want to buy it. Third, you have local industrial plants that release chemical pollutants into your stream. Because these plants employ local people, no one wants to bother for fear of loss of income, I think the Federal Government should take stronger action on this type of problem in P.L. 566 projects.

I think Senator Eastland's amendment S. 1423 would help this problem in permitting Federal funds to be spent in developing water quality management under P.L. 566. I also note in S. 1423 a ten year agreement on land improvement and land use changes. This is good and should be a cost shared item. This could be the incentive for land owners to reforest critical land areas. Our local SCS board helped this locally by buying a tree planter and leasing it for a nominal fee.

I think S. 1423 would bring about more thought to the development of out-door recreation, wildlife and fish. I would go one more step; in this time of growing population and shrinking natural resources, there should be more cost sharing by the Federal or State government to local legal entities who are endeavoring to develop areas through P.L. 566 projects. This is a real and critical problem to most projects as there is not enough taxing base locally to develop a project to its maximum capabilities. I am sure that in 25 years we will all be sorry if we do not develop these projects to their maximum.

Let us as human beings do everything in our power to put our land to the use for which it was intended.

Yours truly,

LYMAN K. SHAWLER.

WASHINGTON, D.C., March 25, 1968.

HON. JAMES O. EASTLAND,
Chairman, Agriculture and Forestry Subcommittee,
United States Senate,
Washington, D.C.

DEAR SENATOR EASTLAND: The American Seed Trade Association would like to express support for S. 1423, a bill to amend the Watershed Protection and Flood Prevention Act.

The seed industry has for a number of years strongly supported cost-sharing practices both in watershed and other conservation programs. Long-term agreements should be a part of all these programs to permit farmers, where appropriate, to be guaranteed that funds will be available for application of a sound program which must be carried out over a period of several years.

While long-term agreements are needed under the Watershed Protection and Flood Prevention Act, they also are needed in the ACP program for the benefit of the American farmer and agriculture. Many of the conservation problems for which long-term agreements would be effective apply to lands outside currently authorized watershed programs. The seed industry strongly supports this concept as long as it is only a portion of the total program. A large percentage of the funds should be available for annual projects.

It is requested this letter be filed in the committee record on S. 1423.

Very truly yours,

JOHN I. SUTHERLAND,
Executive Vice President, American Seed Trade Association.

NORTH VERNON, IND., February 17, 1968.

HON. ALLEN J. ELLENDER,
Senator, Old Senate Office Building,
Washington, D.C.

DEAR SENATOR ELLENDER: It appears that Senate Bill 1423, to amend the Watershed Protection and Flood Prevention Act, is an excellent way to get land treatment in small watersheds. This is particularly a problem in the Vernon Forks Watershed, which lies in Jennings, Jackson, Ripley and Decatur Counties, here in Southern Indiana.

We are particularly concerned here in our community with water supply. The part of the bill dealing with water Quality Management, will also be of great assistance to Southern Indiana.

You may rest assured that all the local leaders dealing with any phase of watershed development, whether it be flood, erosion control, water supply, quality, recreation, or fish and wildlife, join me in endorsing this bill.

Sincerely,

JOSEPH I. THOMAS,

Chairman, Jennings County Soil and Water Conservation District.

NORTH VERNON, IND., *February 17, 1968.*

HON. ALLEN J. ELLENDER,
Room 245
Old Senate Bldg.,
Washington, D.C.

DEAR SIR: This is to register our support of SB #1423. As a steering committee working towards comprehensive development of natural resources in our area, we feel that water quality control is an important point for consideration in our watershed program. Federal cost-sharing of "storage construction costs" and the land treatment measures with local tax-payers will benefit our national interests. Soil erosion is yet the number one cause of stream pollution and SB # 1423 will go a long way towards correcting this situation.

Sincerely,

LESTER O. TRACY,

Chairman Vernon Forks Watershed Steering Committee.

BUTTE, MONT., *February 17, 1968.*

Senator JAMES O. EASTLAND,
U.S. Senate, Washington, D.C.:

Please consider and support S. 1423 to permit long-term contracting for land treatment permit acceptances of other Federal funds in a project. Recognize water quality as a purpose for pollution abatement in watershed projects.

MONTANA STATE CONSERVATION COMMITTEE,
O. M. UELAND, *Executive Secretary.*

CROSSVILLE, ILL., *February 16, 1968.*

HON. JAMES O. EASTLAND,
U.S. Senate,
Washington, D.C.

DEAR SENATOR EASTLAND: I am concerned that passage of S. 1423 "A Bill to amend the Watershed protection and Flood Prevention Act, as amended," etc., etc. I certainly believe this action is needed to bring the future program of the Small Watershed Program and Upstream flood prevention program into better perspective. It would, as you well know, make possible a 10-year agreement on land improvement and changes of land management, plus cost sharing from the U.S. Department of Agriculture.

In addition, it would permit Federal funds to be spent in developing water quality management under Public Law 566. This is badly needed today and will be more important with each passing year.

And, finally, the Bill would cause more thought in the development of RECREATION, as well as fish and wildlife development and propagation.

Cordially,

HENRY J. WALLACE.

PINE VILLAGE, IND., February 18, 1968.

Re 90th Congress, first session.—S. 1423.

Hon. Senator ELLENDER,
Chairman, Senate Agriculture Committee,
Old Senate Office Building, Washington, D.C.

DEAR SENATOR ELLENDER: We have been advised that the above referenced bill is now up for consideration and we wish to encourage the passage of this bill and to ask for your support. This bill provides for water quality management and a more orderly development of recreational facilities over a long span of time, as well as long term contracts with farmers involved which is needed to implement the program.

Sincerely yours,

R. G. WILLER,
President, Warren County Chapter, and Chairman of Wabash Valley
Association Water Quality Control Committee.

ORANGEBURG, S.C., April 5, 1967.

Senator ERNEST F. HOLLINGS,
U.S. Senate Office Building,
Washington, D.C.:

Senator Eastland has introduced S. 1423 authorizing very beneficial amendments to PL 566—small watershed program. This would provide for pollution control management, authorize assistance to cost of relocation of public utilities or other easement problems and provide land stabilization measures within watershed boundaries. Urge your consideration and assistance.

F. HALL YARBOROUGH,
Chairman, Orangeburg Soil & Water Conservation District.

YOLO COUNTY, CALIF.

Hon. THOMAS H. KUCHEL,
 Hon. GEORGE MURPHY,
U.S. Senate.

Hon. ROBERT LEGGETT,
House of Representatives:

The Board of Supervisors of Yolo County urges your support of S. 1423. It is our understanding that this legislation is before the Senate Agriculture Committee on Wednesday, February 21, 1968.

FROM BOARD OF SUPERVISORS CLERK.

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the Board of Supervisors of the County of Santa Clara, California, do hereby certify that the within and foregoing is a true and correct copy of the original as the same appears on the records of said Board.

J. G. WILSON

County Clerk of Santa Clara County, California

Witness my hand and the seal of said County at San Jose, California, this 12th day of February, 1902.

Attest: I, H. H. Farnsworth, County Clerk of Santa Clara County, California, do hereby certify that the within and foregoing is a true and correct copy of the original as the same appears on the records of said Board.

H. H. Farnsworth

County Clerk of Santa Clara County, California

Santa Clara County, Cal.

Notary Public for California

Notary Public for California

Notary Public for California

Notary Public for California

Notary Public for California

The Board of Supervisors of Santa Clara County, California, do hereby certify that the within and foregoing is a true and correct copy of the original as the same appears on the records of said Board.

From Board of Supervisors Clerk

