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Water Cleanup and Recreation Making It Work for People



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Introduction

A linkage between national programs for cleaning up America's waterways administered by the U.S. Environmental Protection Agency (USEPA) and for those under the guidance of the Department of the Interior was first made possible under the Federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500).

During the early stages of implementing P.L. 92-500, parties involved in both programs saw advantages in combining needed recreation facilities and open space areas with the construction of wastewater treatment facilities. As a result of this interest, a conference entitled, "Water Cleanup and the Land" was held in Boston, Massachusetts, in November 1975, jointly sponsored by the USEPA, the Department of the Interior, and the Conservation Foundation. The purpose of the conference was to coordinate agency efforts and to discuss the possibility of combining recreation facilities and open space areas with the construction of wastewater treatment facilities.

With the passage of additional amendments in 1977 to the Federal Water Pollution Control Act (the Clean Water Act of 1977), consideration of recreation and open space opportunities in the planning of every wastewater treatment facility funded by USEPA under Section 201 of P.L. 92-500 became a requirement. In addition, the recreation/open space opportunities that could be expected to result from improved water quality had to be identified by the water quality management agency that had been designated under Section 208.

As a result of the new requirements, a Workshop, jointly sponsored by USEPA and the Heritage Conservation and Recreation Service (HCRS) was held in November 1978 to address the relationship of the 1977 Clean Water Act to water quality management planning and wastewater treatment facility planning agencies. The Workshop was entitled "Water Cleanup and Recreation - Making It Work For People," and its goal was to help establish practices and procedures which USEPA grantees could follow in incorporating recreation and open space into USEPA's programs under Sections 201 and 208 of the Clean Water Act. It was a true working conference and in a departure from usual procedure, USEPA and HCRS utilized the Workshop sessions to obtain input primarily from attendees which included state and local water quality and recreation officials, engineers, planners, and representatives of citizen, conservation, and environmental organizations, and representatives from USEPA and HCRS Washington and regional offices.

Under Secretary of Interior James Joseph and Deputy Administrator of USEPA Barbara Blum delivered the keynote addresses to the Workshop participants and agreed to link the planning of water cleanup with the development of recreation opportunities through the signing of a Memorandum of Understanding (Appendix D).

This report summarizes the Workshop discussions and the suggestions and advice that resulted from these discussions.



“EPA and the Department of Interior have just completed a memorandum of understanding designed to link the planning of water cleanup and the development of recreation... particularly recreation in America's cities...and most especially in its inner cities...where recreation is least available and most needed.”

Barbara Blum, Deputy Administrator
U.S. Environmental Protection Agency

“The fact that the Department of the Interior and the Environmental Protection Agency are now intimately involved in the implementation of a National Urban Policy is not an historical accident or a sociological irony. It is a recognition that urban initiatives must involve more than new programs. To be successful, they must include an urban consciousness in traditional programs and the use of traditional resources in non-traditional ways.”

James A. Joseph, Under Secretary
U.S. Department of the Interior

Charge to Workshop

James Joseph, Under Secretary of the Department of the Interior, charged the participants to "...be engaged in a creative search to identify opportunities for achieving two national policy goals. The first has to do with conserving and revitalizing urban communities, while the second is concerned with water management and conservation." The present Administration is looking at how existing resources can be used more wisely so that all federal agencies can work to benefit all Americans. The Department of the Interior and the USEPA now share the goal of combining recreation and open space facilities with proposed water cleanup projects. Mr. Joseph stated that "...we owe it to all of our citizens to provide an environment which enhances, rather than frustrates, the human spirit. Many of those who were reared in ghettos and barrios are now convinced that clean air, clean water, effective land use and recreative opportunities must go hand in hand with our other efforts to build a society which is healthy, humane and just."

The recent findings reported in the Department of the Interior's National Urban Recreation Study submitted to Congress in February 1978 indicate that land for recreation is poorly distributed in most urban areas, that urban residents desire facilities close to home, and that use of the facilities is determined by accessibility and safety. The Department of the Interior will cooperate in every possible way to improve the urban environment, revitalize distressed urban areas, and restore economic health to our cities. Mr. Joseph concluded his



remarks by saying "...we believe that the time has come to recognize the basic interdependence of natural *and* human resources and to deal with urban problems as part of a total system rather than an isolated phenomenon."

Barbara Blum, Deputy Administrator of the USEPA spoke on "Water Cleanup and Recreation: Key Ingredients for an American Urban Renaissance," stating that "...because of the magnitude of the nation's long-term financial commitment to water cleanup and because of President Carter's National Urban Policy, this country is now in a position to launch an urban renaissance." The "New Partnership" required by the Urban Policy calls for involvement of all levels of government, the private sector, and neighborhood organizations in a major effort to make America's cities more enjoyable places in which to work and live. Combining water cleanup and recreation is a key part of the urban strategy.

Congress has provided the necessary legislation for combining water cleanup with the development of recreation and open space through the Clean Water Act of 1977. The Act requires the consideration of recreational opportunities for water cleanup projects as a prerequisite to receiving grant funds for the proposed project. Ms. Blum's charge to the workshop participants emphasized that "...combining water cleanup and recreation is one of the surest ways I know to accelerate the development of an American urban renaissance. But this renaissance needs leadership...imagination...conviction...and know-how, qualities which you, the participants in the workshop, have in abundance.... We're all here to find ways to use those qualities to involve Americans, in all fifty states, in creating the recreational benefits which the new Clean Water Act...the President's Urban Policy...and the EPA/Interior agreement call for."

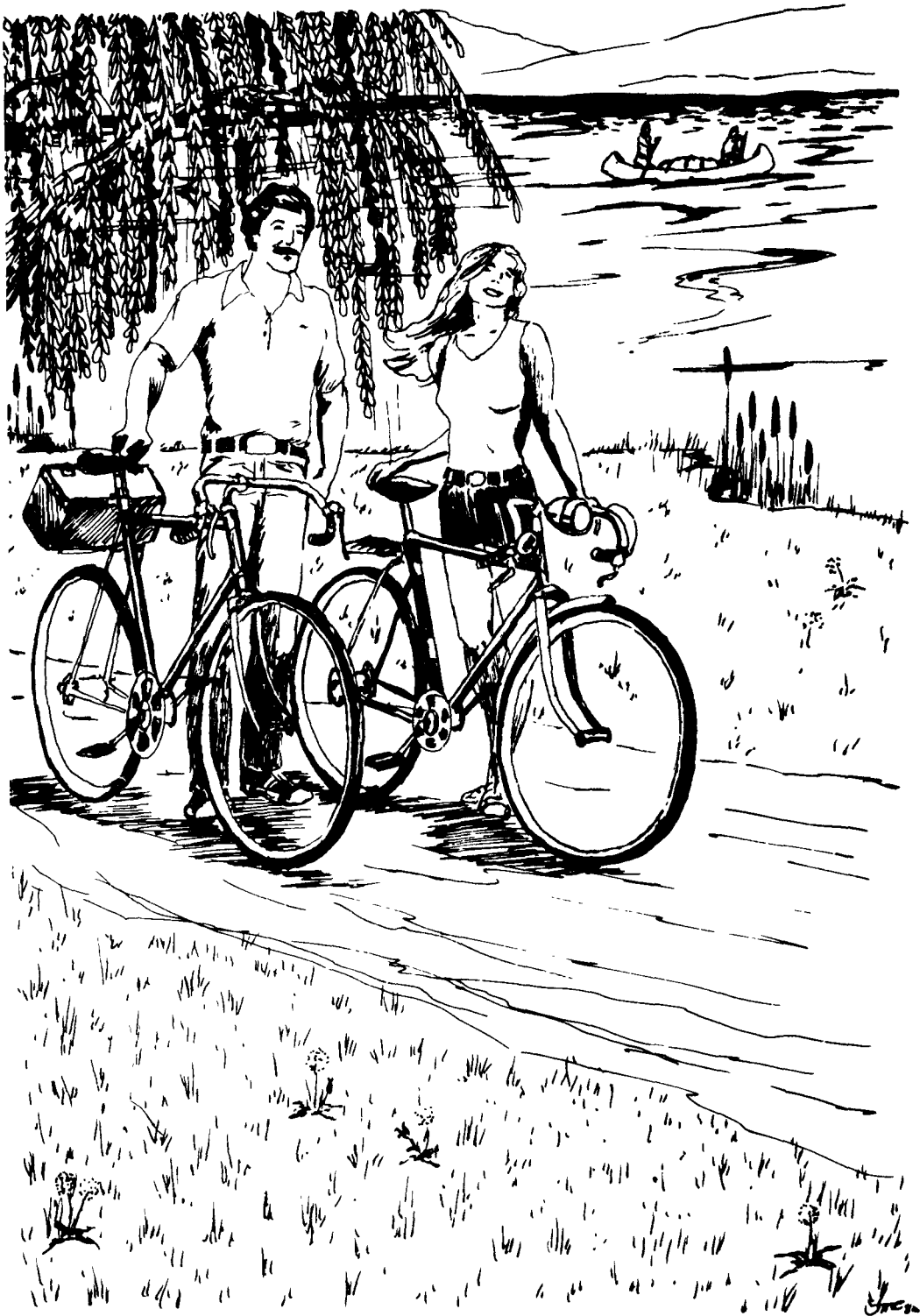
Ms. Blum concluded by stating that "...there is no substitute for public participation. Through public involvement it must be made abundantly clear that there are recreation possibilities which the community expects to be carefully considered by the consulting engineer who will do the Step One facility plan. As professionals, we share a common obligation to see to it that this critical planning stage investigates recreational and open space possibilities thoroughly and imaginatively rather than just paying lip service to accommodate the law."

Overview

The Workshop on "Water Cleanup and Recreation," jointly sponsored by USEPA and HCERS was held on November 14-15, 1978, at the Pick Congress Hotel, Chicago, Illinois, to develop recommended procedures for implementing the new recreation and open space requirements of the Clean Water Act. It involved intensive working sessions over a two-day period on water quality management (WQM) planning,¹ facility planning for publicly-owned wastewater treatment works (201), and public participation; a field trip; and a Joint Agency Meeting for USEPA and HCERS staff. The purpose of the Workshop was to develop, from the input received from the Workshop participants, a national/regional strategy for incorporating recreation and open space into the WQM and 201 planning programs. Workshop participants who developed these recommendations included representatives of Federal government (USEPA, HCERS, COE, NPS, ~~WQ~~, and others), State and local government (both water quality and park recreation agencies), public interest groups, and private agencies and organizations.

Workshop participants were taken on a field trip to the Springbrook Water Reclamation Facility in Naperville, Illinois, to see an on-the-ground example of multiple use at a wastewater treatment facility site. Appendix B contains information on this facility.

¹Planning under Section 208 of the Clean Water Act is referred to as water quality management planning instead of 208 planning.



Work Shop Content

Three different workshop sessions were held concurrently at three different times, so all participants could attend each workshop session. These were limited to fifteen participants so input could be more easily obtained from everyone. The moderators for the workshop sessions represented various state and local planning agencies and organizations, and all had extensive knowledge of the subject matter. The three workshops were:

Community Involvement in Setting Recreation/Water Cleanup Goals

1. Defining the public interest which can be assessed or defined in planning for recreation facilities and open space;
2. Involving the public in establishing short- and long-range recreation goals, the type of facilities, the siting of the facilities, and operational responsibilities;
3. Determining the role which local communities should have in financing recreation and open space facilities and areas.

Incorporating Recreation and Conservation Opportunities into Water Quality Management Plans (208)

Participants in this workshop discussed:

1. The full range of recreation and open space opportunities which can be expected to result from the potential use of land associated with treatment works and the increased access to water-based recreation;
2. The need to fully coordinate the WQM planning process with all agencies interested in developing recreation/open space opportunities;
3. The type of planning product and the level of detail that WQM agencies should be expected to prepare in order to meet the requirements of the Clean Water Act;
4. The approach(es) needed to obtain strong public involvement in the WQM planning process;
5. The identification of sources of funding.

Designing and Managing Recreation and Conservation Opportunities at Wastewater Treatment Facilities (201)

1. What informational resources are available to applicants during the planning stage for recreation and open space;
2. What recreation expertise and public involvement should be solicited to assist in the evaluation of these opportunities;
3. How extensive the evaluation process should be for recreation/open space opportunities during each phase of the 201 planning process.

The comments and recommendations from the workshop sessions were summarized by the moderator for each of the three separate workshop topics and were presented to the workshop participants during the final plenary session.

The following sections are based on the discussions which took place during the two-day workshop on November 14 and 15. They contain not only the results of the workshop but recommendations and suggestions for WQM agencies and 201 grant applicants to follow in implementing WQM and 201 plans. Grantees under these programs have the responsibility to fulfill the recreation and open space requirement of the Clean Water Act.



Water Quality Management Planning and Recreation/Open Space Requirements

This section contains the suggestions developed by workshop participants designed to assist the designated 208 agency, referred to as the Water Quality Management (WQM) agency, in complying with the recreation and open space requirements set forth in the Clean Water Act of 1977. These procedures are described under the topics of coordination, public involvement and implementation and apply to the WQM agency and its specific planning methods and goals. USEPA will be issuing format guidance in the future.

Coordination

The Clean Water Act makes a direct tie between planning and implementation. Areawide water quality management planning under Section 208 provides a framework for 201, conservation, flood control, and other pollution control projects. Coordination provides the necessary linkage between land use planning and implementation schedules, and recreational potential and use.

The emphasis here is to integrate recreation opportunities generated as a result of the 1977 Act into the existing flow of the WQM agency's ongoing water quality planning efforts rather than to add still another separate task to the work in progress. To achieve this goal, the planning effort should be coordinated with the various interests identified below and should emphasize a balanced, integrated approach. A broad range of recreation and open space uses such as habitat and fish and wildlife conservation, urban parks and greenways, and interpretative/environmental education should be considered. A wealth of current planning data are available which are important to coordination efforts. Sources of information and technical assistance need to be immediately identified early in the process. Some suggested sources are: local park and recreation agencies, regional planning agencies, and state park and recreation agencies.

Local Park and Recreation Agencies

Community park and recreation planning agencies need to be contacted for their input regarding proposals for site-specific recreation facilities. An excellent means of achieving coordination is to include representatives of these agencies in water quality advisory groups; this can also help to broaden single-purpose engineering perspective of WQM planning groups. Multiple-use recreation proposals at 201-funded facilities should insure a balanced distribution of recreation facilities responsive to the demand characteristics of the region. Contact

should be maintained with local park and recreation agencies to insure an efficient, sensible approach to coordinating water cleanup and local park development and for recreation planning and design expertise.

Local agencies assist in planning for the recreation use of abandoned facilities. Such facilities can be changed from useless eyesores to places of recreation for all ages. For example, the village of Hilton in Monroe County, New York, is considering turning an abandoned plant site into a playground and environmental education facility. Former aeration tanks would be enclosed for a teen center and community meeting rooms, and fishing piers and ice-skating rinks would take advantage of the site's waterfront location.

Regional Planning Agencies

In some cases, regional planning agencies such as planning districts, watershed councils, river basin commissions, and county recreation departments have prepared plans for specific water-related recreation facilities and open space. The WQM Agency should initiate contact with these agencies and organizations and coordinate water cleanup schedules with such plans.

State Park and Recreation Agencies

The Statewide Comprehensive Outdoor Recreation Plans (SCORP's) provide an accurate overview of recreation proposals for the WQM region. Each State is charged by the Land and Water Conservation Fund Act to prepare and maintain such a recreation plan in order to qualify for federal fund assistance for the acquisition and development of public outdoor recreation areas and facilities. The SCORP identifies public demand for the full array of outdoor recreation facilities and specifies and discusses priority issues associated with these recreation opportunities. This plan should be reviewed by the WQM agency to determine its potential for integration with the proposed water cleanup schedule. The agency should assess and coordinate its priorities in relation to the recreation/open space development schedule identified in the SCORP and suggest changes when necessary to maximize clean water/recreation benefits for the public.

In addition to the above, the regional office of the HCRS can supply the name and address of the appropriate state contact, provide technical advice on types of recreation that are suitable and compatible with the site and with the facility; identify whom to contact for further evaluation of the site's recreation potential; identify the local park and recreation agencies; suggest funding sources; and assist in the coordination between the recreation sponsor and the 201 grantee.

In some instances, WQM agencies may not be permitted either by statute or by their charter to acquire land or spend funds for recreation or open space. It may be possible to have the authority of the agency broadened to include additional responsibilities. The Metropolitan St. Louis Sewer District, for example, may purchase flood plain land and maintain it as open space under its flood control authority. A generally more feasible approach, however, is for the WQM agency to permit a recreation agency to acquire, develop, and/or manage the recreation and open space aspects of a wastewater treatment facility. Not only do recreation agencies generally have adequate authority in these areas, but they also have the expertise needed to take full advantage of recreation and open space opportunities.

Public Involvement

The WQM agency should integrate an ongoing public participation program into its existing water quality planning and management effort rather than approaching such a program as an additional task. The recreation/open space benefits resulting from clean water need to be made known to the public. Participation in decisions involving land-use and multiple use projects should be encouraged. In addition, opposition from residents adjacent to a proposed multiple use facility can often be minimized if they are well-informed about the project. Plans for the active recreation use of a wastewater treatment facility should be discussed with the adjacent community; if appropriate, community leaders should be asked to participate in the planning of the recreation aspects of the project. The impact of similar existing facilities in other areas should also be discussed with the community. For example, bike path proposals are sometimes opposed for fear of vandalism of adjacent property. However, studies of different bike path rights-of-way have shown that these fears are unfounded.

Two primary methods of achieving public involvement are: requesting public input and sustaining an ongoing dialogue with interested community groups. Public input may be obtained via radio, television, and newspaper notices as well as through the local recreation planning

agency's public involvement program. Steps that can aid in establishing an effective public involvement effort include:

Identifying Potential Participants

Potential participants include community leaders, local governments, associations of city and township governments, associations of county governments, public interest groups, professional associations, school groups, senior citizens, consultants, and other opinion leaders. The support of such individuals and groups may be all that is needed for an idea to become a reality. For example, a neighborhood park is being built on a 3/4-acre site over a combined sewer outfall pipe at the East River end of Grand Street in Brooklyn. A public interest group, the Parks Council, has led the community in planning, designing, and raising public funds for the waterfront park that is using donated barrels for seating, telephone poles for flagpoles, and unearthed cobblestones for paving. Clearing and planting are being done by an enthusiastic community. This riverside oasis also demonstrates that a project does not have to be large to have a meaningful impact on a community.

Reviewing All Alternatives

The inclusion of recreation/open space considerations requires, as a first step, obtaining indications of public interest and support for proposed facilities. All potential treatment system site locations and the associated recreation opportunities need to be reviewed with the public. Once this support is clearly identified and the public recreation need is established, alternatives should be developed and reviewed through public participation. A "no action" alternative should be included from the outset. Although limited federal funds are sometimes available for ongoing operation and maintenance of the facility, it should also be made clear that this will ultimately become a local responsibility. For maximum effectiveness the public should be involved as early as possible in the planning and review efforts.

An example of effective public involvement in which a regional public interest group was the leading force in arousing citizen concern occurred in Boston. A county prison and city jail were to be built on a site approximately ten feet from the shore of the Charles River. The Charles River Watershed Association was able, through the use of slide shows and talks with neighborhood

groups, to help the public see the potential recreational uses for the river when the shoreline corridors are kept free from developments. Local citizens then participated in the public hearings and helped to persuade the city to plan the prison and jail for another site.

Using Available Resources

There are brochures and audio-visual presentations for WQM public participation programs. The following written and audio-visual aids are available through the Environmental Protection Agency and the Heritage Conservation and Recreation Service:

- "Green Spaces and People Places: A Manual on the Multiple Uses of Wastewater Treatment Plants," USEPA Region II, New York City, 1979.
- "Recreation and Land Use: The Public Benefits of Clean Water," A Joint Publication by USEPA and HCRS, 1979.
- "The Public Benefits of Cleaned Water: Emerging Greenway Opportunities," USEPA, 1977.
- "What About Clean Water Recreation? No. 1, Fulfilling Recreation and Open Space Requirements in Water Quality Management Planning," HCRS, 1979.
- "What About Clean Water Recreation? No. 2, Fulfilling 201 Program Recreation and Open Space Requirements," HCRS, 1979.
- "Recreation Benefits from Clean Water," HCRS, 1979.
- "Public Participation in the Clean Waters Program" a slide presentation prepared by the National Recreation and Park Association for USEPA, 1977.
- "Clean Water Recreation: A How To Slide Show," USEPA and HCRS, 1979.

Implementation

Funding is an important factor in recreation/open space development in conjunction with water cleanup programs. The lack of funds is often an obstacle at the local level. There are state and federal funds available, but these funding programs often require local matching funds. Long-range operation and maintenance are also the responsibility of the local governments whose constituents the proposed facilities will serve, and the commitment of local funds is a basic indicator of local support. Implementation requires a balanced commitment of local and state/federal funds. The following are possible funding sources at these two levels.

Local Funding Sources

- Local government funds are available from general revenues, taxes, bonds, etc.
- Private foundations have been and continue to be responsive to well thought-out, recreation/open space proposals that have clearly defined public benefits.
- Nonprofit, privately-owned nature conservancies often provide funding assistance for conservation efforts to protect natural areas or initiate environmental education programs.
- Local civic groups are often supportive of the need for civic conservation and recreation projects. Admittedly, these are often limited to small contributions, but they can be used for seed funds to get a project started.

Government Funding Sources

- State funding may be available on a local match basis.
- Federal funding is available to qualified applicants. A list of federal funding sources appears in Appendix E.

“In the next dozen years, America's towns and cities will be acquiring thousands of miles of interceptor sewers. These can become hiking, biking, and walking trails... or they can become eyesores and be lost to public access.”

Barbara Blum, Deputy Administrator
U.S. Environmental Protection Agency



Facility Planning For Publicly-Owned Wastewater Treatment Works And Recreation/Open Space Requirements

This section contains the suggestions developed by Workshop participants designed to assist the 201 grantee in complying with the recreation and open space requirements set forth in the Clean Water Act of 1977. These procedures are suggestions that 201 grantees may find useful as they plan and construct multiple-use facilities. Grantees should, where possible, work within the framework of existing recreation and land use plans. EPA will be issuing formal guidance in the future.

Resources to be Used during the Planning Stage

Local, Regional, and State Recreation Plans

During the planning stage of a Section 201 funded project, the applicant should consult with the State recreation agency to determine where recreation and open space opportunities presented by the sites under consideration would fit into the SCORP and its established priorities. Local and regional planning officials, existing plans, local recreation demand studies, and recreation and open space inventories can also be helpful in identifying recreation potentials at 201 construction sites. The regional offices of HCRS and EPA should also be consulted.

The availability and usefulness of plans, inventories, or demand studies will vary from one locality to another. Planning documents are apt to contain the best statements of recreation and open space needs and objectives and hence be of greatest value in guiding the 201 applicant. If needs and objectives have not been identified, a careful comparison of demand studies and inventories of existing recreation facilities and open spaces should identify local or regional needs.

Regional and Local Recreation Agencies

Involving local planning and recreation agencies at the earliest stage of site selection and maintaining that involvement throughout the application process will greatly simplify subsequent planning and implementation procedures. The applicant should select several sites which could support the proposed facility and then work with the planning and recreation agencies on such matters as targeting areas that meet local and regional recreation needs, have ease of access, and are suitable for the types of recreation

planned. The site that best fulfills all of these requirements can then be identified.

In many instances, it may also be appropriate to include a member of the local or regional recreation staff on the 201 facility planning team. Such an arrangement can make needed planning and design expertise available to the applicant and can facilitate the identification of opportunities that might otherwise be overlooked. Continued cooperation with the recreation agency is desirable during the project design phase as well.

Recreation Planner or Landscape Architect

Where justified by the size of the 201 planning effort, a recreation planner and/or landscape architect should be included on the project planning team. If a consultant is used, the consultant should be expected to utilize such expertise. Under the 1977 amendments, the services of a recreation planner or landscape architect are now eligible for Section 201 funding during Step One (facility planning). Using this expertise on the planning team can be one of the most effective means of identifying opportunities and insuring that the planning effort has fully considered all potential recreation and open space opportunities.

Early in the planning stages of a project, the roles of all of the involved agency representatives, consultants, etc., should be clearly established. A schedule should include review periods and decision points. All involved parties should be made aware of the timetable so that they can make their contributions in a timely manner.

The Evaluation Process

The following procedures suggest a three-phase process whereby the applicant identifies recreation and open space opportunities, evaluates the opportunities in light of local needs and goals, and explores a means of developing and managing these recreation and open space opportunities. The resources that have been identified during the initial stages of the planning process should be utilized as appropriate in each of the three phases. In addition, the general public should be involved throughout the evaluation process. Various methods should be used to inform local citizens of the applicant's consideration of recreation and open space opportunities, and there should be ample opportunity for citizens to fully comment. Active citizen involvement in the development of Section 201 plans can also help convince public officials of the need to work together.

Identifying Recreation and Open Space Opportunities

The ways of considering the opportunities for recreation and open space development as well as the opportunities themselves will vary depending on the stage of the planning process. During the evaluation of alternative 201 treatment systems, any recreation and open space opportunities that are potentially associated with one or more, but not all, of the treatment alternatives should be identified. During this stage of planning, it is impractical to try to identify all recreation and open space opportunities that might eventually be associated with the 201 facility. However, it is appropriate to be aware of any recreation and open space opportunities that are unique to some types of treatment systems and which would not be available if another type of system were selected. By identifying such opportunities and their relative uniqueness, the project planning team can include them in the evaluation of cost-effectiveness of each type of treatment system and site development.

Open space opportunities in particular are apt to be dependent upon the type of treatment system that is selected. For example, alternatives that provide for applying treated effluent to land offer unique opportunities to preserve large open space areas.

By contrast, many recreation and small-scale open space opportunities depend less upon the treatment system that is selected than upon the individual characteristics of the site. For example, some treatment alternatives involve sewer rights-of-way which can be developed as recreation trails. Thus the identification of these recreation opportunities can be made after the treatment system has been selected or separately from that decision.

During the site selection phase it is appropriate to consider the full range of recreation and open space opportunities that may potentially be associated with the treatment facility. Whether any recreation or open space opportunities exist which can be developed on a site will depend upon a variety of physical characteristics associated with and peculiar to each site. It is necessary, therefore, for the applicant to integrate facility requirements and site requirements that are associated with different recreation activities.

In New York State, the plans of the Herkimer County Sewer District have been the inspiration of many other groups in the joint planning of a new secondary plant. The new facility will

enhance a trout and pike fishing area and will encourage added protection of an adjacent wetland as a bird sanctuary. Plans call for parking facilities for the fishermen, a bike trail, experimental gardens and compost site, picnic tables, an educational center, and a Little League field which will be flooded in the winter for ice-skating.

Determining the Need for These Opportunities

Not all of the identified recreation and open space opportunities will be appropriate for development in the light of local or regional needs. Therefore, the need for each identified opportunity should be determined, and those opportunities that do not meet any identifiable need should be eliminated. Determinations of need should be made with the aid of local or regional recreation agencies by consulting available plans, demand studies, and recreation and open space inventories and also by soliciting public comment. Effective public involvement in this process may provide the most useful indication of actual need. The selection of recreation/open space opportunities needed and desired by the public helps greatly in reducing the potential for public opposition at a later time.

In assessing the demand for a potential recreation facility, the location of the facility should also be considered since the proximity and accessibility of the site to the local public will greatly affect the demand for it. For example, a bike trail located on a sewer right-of-way in a city will probably receive much heavier use than a similar bike path in the country.

One such trail, located in New Jersey, will not only provide recreation benefits, but will be of historical significance as well. Citizens from eight municipalities along the Rockaway River have formed Friends of Towpath Trail to coordinate the efforts of various agencies, civic groups, and citizens in developing a linear park for the Rockaway Valley regional interceptor sewer. Aided by the Association of New Jersey Environmental Commissions, they are fostering a 13-mile footpath along the right-of-way of a regional interceptor which parallels the historic Morris Canal and Rockaway River. Towpath, once used by mules to pull canal boats, will be suitable for jogging, hiking, cross-country skiing, and possibly bicycling. One section of the linear park will have a resilient jogging surface and a series of signs and equipment to designate a graded exercise program similar to those widely used in Europe. Monthly meetings and hikes along the trail route, a map, and newsletter are

boosting regional enthusiasm for the trail. The development of Towpath Trail has focused attention on the canal route and on the creation of the Boonton Ironworks Historic District.

Exploring Financial and Management Arrangements

Following the selection of recreation and open space opportunities that are appropriate for development and that meet local or regional needs, it is necessary to devise a strategy for developing and managing these opportunities. Major obstacles may occur in finding a sponsor able to develop and manage a recreation facility, and in obtaining funds to accomplish those tasks. Generally, both a water quality management agency and recreation agency will need to work together to provide the financial and technical support to bring a multiple-use project to fruition. The recreation agency may often be able to provide staff support for the design of the recreation components, or alternatively, it may be able to contribute the necessary funds to enable the project consultant to assume the design responsibility. Recreation departments or other state or local agencies may be able to obtain federal grant funding for land acquisition and development, which are generally not funded under Section 201. The National Recreation and Park Association (NRPA) commissioned by EPA to provide expert advice prior to the development of official federal guidance, has studied these and other problems, and suggested ways to resolve them. Excerpts from NRPA's report on this project, Obtaining Recreation and Open Space Benefits Through Water Quality Management Activities, are contained in Appendix E.

The fear of potentially increased vandalism of water quality facilities if recreation facilities are located on the same site can be a major obstacle in planning for facility management. To date, vandalism of water quality facilities associated with recreation facilities has not been mentioned as a significant problem. This is probably due in part to the fact that certain facilities such as sewer lines, even where they share the right-of-way with recreation trails, are not very susceptible to vandalism. The 24-hour staffing of sewage treatment works is also a major deterrent to vandalism of those facilities. Additionally, since the unsupervised public is not permitted on the plant site, as they are in a park, the opportunity for vandalism is virtually eliminated.

Where vandalism of a treatment facility is still a concern, however, it may be possible to include a buffer strip between it and the adjacent recreational facilities. Such a buffer should not only discourage access to the plant, but also enhance the aesthetics of the site by serving as a visual barrier to the plant. In

addition, many authorities believe that the most effective deterrent to vandalism and littering is effective maintenance of the facility including prompt removal of litter. Experience has shown that well-kept facilities seem to create more respect than those in disrepair.

Another managerial concern of a water quality agency may be its liability for injuries related to use of the recreation opportunities at a wastewater treatment facility. If a water quality agency is liable under certain circumstances there are several ways that it can protect itself. First, if it is providing recreation services directly to the public, it may choose to obtain liability insurance. For example, the Metropolitan St. Louis Sewer District has liability insurance since it regularly conducts educational tours of its treatment facilities. Where the water quality agency is permitting other agencies to use its land, the agency should require the other agencies to indemnify it in the event that it is sued over injuries related to the use of the recreational facilities. Alternatively, the other agencies may be required to obtain liability insurance on behalf of the water quality agency. Either way the water quality agency is relieved of any risk of financial loss.



Summary of Recommendations For Water Quality Management And 201 Grant Applicants

This publication, which has presented the results of the Workshop held in Chicago in November 1978, is designed to provide suggestions that constituency groups and federal, state, and local planning and regulatory agencies can use as a resource document in planning and implementing WQM and 201 plans. Both WQM area-wide planning agencies and 201 grant applicants, with assistance and guidance from USEPA and HCRS, must fulfill the goals of joint recreation/water cleanup planning and development. This summary of the major recommendations that stem from the Workshop discussion is intended to assist WQM agencies until formal guidance is issued.

The WQM Agency

1. Integrate recreation and open space considerations with the WQM agency's ongoing program.
2. Identify sources of WQM planning data; these include local, state park, and recreation agencies; and regional planning agencies.
3. Coordinate with local park and recreation agencies in considering local needs with regard to site-specific recreation facilities or recreation proposals at 201-funded facilities. Including representatives of these agencies on water quality advisory groups is one way to achieve this coordination.
4. Contact such regional planning agencies as planning districts, watershed councils, river basin commissions, and county recreation departments to coordinate the WQM water cleanup schedules with any plans these agencies may have.
5. Review the Statewide Comprehensive Outdoor Recreation Plan (SCORP) to integrate the WQM agency's water cleanup schedule with the SCORP where possible.
6. Consult the regional office of HCRS for such information as: names of people to contact within state agencies for assistance in planning or for the evaluation of a site's recreation potential; the appropriate local agencies to contact; technical advice when selecting the types of recreation to be included at a site; possible funding sources; and how to best coordinate WQM efforts with the 201 grantee.
7. Establish an ongoing public participation program as part of the WQM agency's planning and management effort, and involve the public in both the planning and implementation stages of a project.
8. Obtain indications of public interest and support for proposed facilities and identify potential participants in the multiple use program.
9. Review all potential treatment system site locations and the associated recreation opportunities, including a "no action" alternative, with the public.
10. Make the public aware that the operation and maintenance of the recreation facility will ultimately be a local responsibility.
11. Use brochures and audio-visual presentations to facilitate effective communication with the public.
12. Thoroughly investigate the sources of available funds for joint development of wastewater treatment facilities and recreation, and implement the WQM plan using a balanced commitment of local and state/federal funds.

The 201 Applicant

1. During the application and planning stages of a project that is to be funded under Section 201, the applicant should consult with local and regional planning officials, USEPA and HCRS regional offices, existing plans, local recreation demand studies, recreation and open space inventories, and SCORPs to obtain information on a local or regional area's recreation and open space needs and objectives.
2. Work with local planning and recreation agencies to determine which of several proposed sites meets local recreation needs, has ease of access, and is suitable for the types of recreation planned. Involving these agencies throughout the application process will simplify subsequent planning and implementation.
3. While not required by law, it may be appropriate to include a member of the local or regional recreation staff on the 201 facility planning team.
4. A recreation planner or landscape architect should be included on the project planning team if the scope of the 201 planning

effort is large. Such services are eligible, during the facility planning stage, for funding under Section 201.

5. During the evaluation of alternative treatment systems for 201 funding, identify any recreation and open space opportunities that are unique to some types of treatment systems.
6. When selecting the site for a given treatment facility, the full range of recreation and open space opportunities that may be potentially associated with the facility should be identified, in order to assess which opportunities can be developed at each site under consideration.
7. The identification of local needs for recreation and open space opportunities should be determined by consulting available plans, demand studies, and recreation/open space inventories and by soliciting public comment; those opportunities that would not meet local needs may then be eliminated.

8. Proximity and accessibility of a potential site to the local public should be considered because these factors will greatly affect the public's demand for a recreation facility.

9. Explore various financial and management arrangements, both in terms of funding for development and for the ongoing operation and maintenance of the facility.

“A few words of advice. Don't be timid. A little idea rarely catches peoples' imagination. Bring ideas in and entertain them royally...for one of them may be the king and you may find that you have transformed your city's plumbing into society's plumage.

“Furthermore, don't think there is some, one, preordained, 'right' solution. Water pollution control, recreation, and land-use planning know principles but few, if any formulas. The key ingredients of success are imagination, knowledge, organization, determination,...and above all...an unshakeable belief that the democratic process of public participation will work for those who avail themselves of it.”

Barbara Blum, Deputy Administrator
U.S. Environmental Protection Agency

The USEPA/HCRS Joint Agency Meeting

The issues and ideas raised at the Workshop sessions during the two previous days were evaluated by staff members from USEPA and HCRS in a Joint Agency Meeting (JAM) held on November 16, 1978, in the same hotel. Both agencies were represented by staff from their Washington, D.C., headquarters and each of their regional offices. Considering the suggestions and recommendations from the Workshop sessions, USEPA and HCRS personnel met to develop a strategy through a coordinated agency effort for a plan of action to assist grantees in incorporating recreation and open space into water quality management and wastewater treatment facility plans. It was decided that USEPA and HCRS in each region would meet to develop a work plan to achieve this goal of multiple use, implement the Clean Water Act requirements, and organize jointly-sponsored regional multiple use workshops at the local level.

Flexibility Plus Commitment

The JAM participants stated several times during the discussions that procedures need to be flexible to meet the differing needs of each Section 201 applicant. The opinion was also expressed that an applicant for a small, inexpensive 201 project need not conduct as intensive an evaluation of recreation and open space opportunities as an applicant for a major treatment system. The conferees specifically rejected any suggestion that certain small project applicants should be exempt from the consideration requirements altogether.

It was acknowledged that in some instances there would be no recreation or open space plans, recreation demand studies, or inventories that could specifically aid the WQM agency or the 201 applicant. It was also felt that an applicant should not necessarily be expected to produce such information if it were not otherwise available. Regardless of the availability of such documents, many thought that the best barometer of local and regional needs would be obtained through the public participation process.

JAM attendees agreed on the need to involve local recreation agencies throughout the WQM or 201 planning process, and the desirability of including recreation planners or landscape architects on the project planning teams. Under existing procedures, both HCRS and the State Recreation Agency/State Liaison Officer should be appraised of the applicant or agency's planning activities.

Public Participation Role

The attendees stressed the importance of early public involvement in the planning process. Several thought that existing public participation requirements should be expanded to insure that recreation and open space opportunities are discussed separately from other elements of the planning effort. There was no support, however, for creating a separate public participation process for the consideration of recreation and open space opportunities. Rather it was stated that existing procedures permitted adequate public involvement.

There was considerable interest in ensuring that identified recreation and open space opportunities were actually considered during the selections of both the treatment system and the treatment site. The attendees indicated that cost-effectiveness determination does not necessarily mean "lowest cost," and it should not preclude the opportunity to consider the value of recreation and open space opportunities that may be associated with various alternative treatment systems.

It was also recommended that, in addition to establishing an effective public participation program, WQM agencies and programs should identify other agencies or groups that can provide sustained leadership to develop recreation/open space opportunities in conjunction with wastewater treatment facilities. Such agencies would include park and recreation agencies, conservation commissions, and watershed associations, singly or in combination. These diverse groups should also be involved more specifically in the consideration and implementation of recreation/open space opportunities in 201 projects.

Coordination funding arrangements were also determined to be of importance. The JAM attendees agreed that funds for WQM and 201 planning and implementation must be made available for these programs to be effective. Suggestions were made with regard to joint funding by the two agencies. It was suggested that a fund be set aside that would contain monies from sources in both agencies, such as HCRS' Land and Water Conservation Fund and USEPA's WQM (208) and Construction (201) grants.

The Joint Agency Meeting provided an opportunity for immediate reaction to, and discussion of, the Workshop topics by members of the agencies responsible for implementing the WQM and 201 programs. A list of the JAM attendees is provided in Appendix I; those interested in the WQM and 201 programs may find them to be a most effective initial contact in implementing this program.

“What we seek is more efficient management of water resource projects, improved state/Federal cooperation, a new emphasis on water conservation and an increased attention to environmental quality.”

James A. Joseph, Under Secretary
U.S. Department of the Interior

Appendix A

Reprint of Workshop Program

Water Cleanup and Recreations - Making It Work for People

A Workshop Jointly Sponsored by the
U.S. Environmental Protection Agency and
the U.S. Department of the Interior,
Heritage Conservation and Recreation Service

November 14-15, 1978, Pick Congress Hotel, Chicago, Illinois

Workshop Agenda

Monday, November 13

5:00 - 10:00 p.m. CHECK-IN FOR REGISTRANTS (Windsor Room)

6:30 - 10:00 p.m. RECEPTION (Cash Bar) (Windsor Room)

Slide shows and other exhibits relevant to the Workshop will be shown throughout the reception.

Tuesday, November 14

8:00 a.m. LATE CHECK-IN FOR REGISTRANTS (Francis I Room)

8:30 a.m. WELCOME (Gold Room)

Speakers: John McGuire, Regional Administrator
U.S. Environmental Protection Agency, Region V
Chicago, Illinois

David Shonk, Assistant Regional Director
Heritage Conservation and Recreation Service, Lake Central Region
Ann Arbor, Michigan

8:45 a.m. PUBLIC BENEFITS FROM WATER CLEANUP AND THE LAND (Gold Room)

Speakers: James A. Joseph, Under Secretary
U.S. Department of the Interior
Washington, D.C.

Barbara Blum, Deputy Administrator
U.S. Environmental Protection Agency
Washington, D.C.

9:45 a.m. PROBLEMS AND OPPORTUNITIES IN WATER CLEANUP AND THE LAND (Gold Room)

Speakers: Gary Dunbar, Vice President
Camp, Dresser, and McKee, Inc.
Boston, Massachusetts

Barry Tindall, Director
Division of Public Affairs
National Recreation and Park Association
Arlington, Virginia

10:30 a.m. WORKSHOPS (Meeting Rooms)

I. Community Involvement in Setting Recreation/Water Cleanup Goals

Moderators: Charles Kaiser, Assistant Executive Director and
General Counsel
Metropolitan St. Louis Sewer District
St. Louis, Missouri

Ray Griffin, Town Supervisor
Grand Island, New York

Brion Blackwelder
Florida Conservation Foundation
Ft. Lauderdale, Florida

Resource

People (USEPA): Chuck Kincaid, Supervisor of Management Planning
Illinois Environmental Protection Agency
Springfield, Illinois

Lee Daneker
Office of Water and Waste Management
U.S. Environmental Protection Agency
Washington, D.C.

Clem Rastatter, Senior Associate
Conservation Foundation
Washington, D.C.

Resource

People (HCRS): Robert Gift, Division Chief
HCRS - Northeast Region
Philadelphia, Pennsylvania
William O'Neal, Jr., Assistant Regional Director
HCRS - Southeast Region
Atlanta, Georgia
Julie Nagle, Outdoor Recreation Planner
HCRS - Pacific Southwest Region
San Francisco, California

11. Incorporating Recreation and Conservation Joint Development Opportunities into Water Quality Management Plans (208)

Moderators: Susan Wilkes
Old Colony Planning Council
Brockton, Massachusetts
Amos Roos, 208 Planner
Minnesota Pollution Control Agency
Roseville, Minnesota
Edward Koenemann, Director of Planning
Agency of Environmental Conservation
Montpelier, Vermont

Resource

People (USEPA): Bart Hague, Chief of Environmental Studies
USEPA - Region I
Boston, Massachusetts
Michael McMullin, Chief of Water Policy Section
USEPA - Region V
Chicago, Illinois
Barry Chefer, Water Planning Division
USEPA
Washington, D.C.

Resource

People (HCRS): Lyle Hollenbeck, Outdoor Recreation Planner
HCRS - Mid-Continent Region
Denver, Colorado
Pleas M. Glenn, Jr., Division Chief
HCRS - South Central Region
Albuquerque, New Mexico
Tom Gilbert, Outdoor Recreation Planner
HCRS - Lake Central Region
Ann Arbor, Michigan

III. Designing and Managing Recreation and Conservation Opportunities
in Wastewater Treatment Facilities (201)

Moderators: Marty Jessen, Chief Park Planner
Metropolitan Council
St. Paul, Minnesota

J. Ross Vincent, President
Ecology Center of Louisiana, Inc.
New Orleans, Louisiana

George E. Fogg, Chief of Division of Outdoor Recreation
Department of Environmental Resources
Harrisburg, Pennsylvania

Resource

People (USEPA): Elaine Stanley
Facility Requirements Division
USEPA
Washington, D.C.

Raymond Pfortner, Public Participation Coordinator
USEPA - Region II
New York, New York

Ted Hillmer, Sanitary Engineer
USEPA - Region VIII
Denver, Colorado

Resource

People (HCRS): John Brown, Outdoor Recreation Planner
HCRS - Southeast Region
Atlanta, Georgia

Robert J. Arkins, Assistant Regional Director
HCRS - Mid-Continent Region
Denver, Colorado

Michelle G. Smyser, Outdoor Recreation Planner
HCRS - Northeast Region
Philadelphia, Pennsylvania

12:15 p.m. BUSES DEPART from the Michigan Avenue Entrance for Chicago Union Station

12:30 p.m. TRAIN DEPARTS from Chicago Union Station for Naperville, Illinois
(box lunches en route)

1:45 p.m. BRIEFING ON FIELD TRIP (Naperville City Council Chambers)

Speakers: Allan Poole, Director
Water and Wastewater Utilities
City of Naperville

Chester Rybick, Mayor
City of Naperville

Scott Reese, Superintendent of Planning and Park Resources
Naperville Park District

Erskin Klyce
Northeastern Illinois Planning Commission
Chicago, Illinois

3:05 p.m. BOARD BUSES for Springbrook Treatment Facility

Enroute to Springbrook view elements of regional open space plan development-
forest preserves, parks, greenways, and regional trails.

3:30 p.m. ARRIVE AT SPRINGBROOK and view facilities

5:10 p.m. BOARD BUSES for Nordic Hills Conference Center

6:00 p.m. COCKTAILS (Cash Bar) (Nordic Hills Conference Center)

7:00 p.m. DINNER (Nordic Hills Conference Center)

8:00 p.m. INFORMAL PRESENTATIONS (Nordic Hills Conference Center)

Raymond Pfortner, Public Participation Coordinator
USEPA - Region II
New York, New York

Meg Maguire, Deputy Director
Heritage Conservation and Recreation Service
Washington, D.C.

Ralph Nordstrom, Land Use Coordinator
USEPA - Region V
Chicago, Illinois

Tom Gilbert, Outdoor Recreation Planner
HCRS - Lake Central Region
Ann Arbor, Michigan

Rita Barron, Executive Director
Charles River Watershed Association
Auburndale, Massachusetts

10:00 p.m. BUSES DEPART for Pick Congress

Wednesday, November 15

8:30 a.m. PLENARY SESSION (Gold Room)

9:00 a.m. WORKSHOPS I, II, AND III REPEATED (Meeting Rooms)

10:45 a.m. WORKSHOPS I, II, AND III REPEATED (Meeting Rooms)

12:30 p.m. LUNCHEON (Buckingham Room)

Speaker: Jack Sheaffer
Sheaffer and Roland
Chicago, Illinois

2:00 p.m. FINAL PLENARY SESSION (Buckingham Room)

Reports by workshop moderators; discussion by workshop participants

Moderator: John Gerba
Office of Land-Use Coordination
USEPA
Washington, D.C.

3:30 p.m. ADJOURNMENT

Appendix B

Workshop Field Trip— Springbrook Regional Water Reclamation Center Naperville, Illinois

The first day of the workshop included a field trip to Naperville's Springbrook Regional Water Reclamation Center, an excellent example of a wastewater treatment plant which has incorporated recreational facilities that are being actively used by the public. Following an orientation session in the Naperville City Council Chambers, the Workshop attendees were taken on a guided bus tour of the greenways and other recreation/open space opportunities that have been created in the Naperville area. They were then given a tour of the Springbrook facility.

Springbrook is located on a 125-acre site with its high-quality effluent discharge to the DuPage River approximately 1/2-mile below the confluence of the East and West Branches. The treatment facilities serve a population of 75,000 and the additional wastewater flows from industrial, commercial, and institutional customers. Ultimate expansion of the facilities will accommodate up to 150,000 population as service is extended to future developments throughout the watershed.

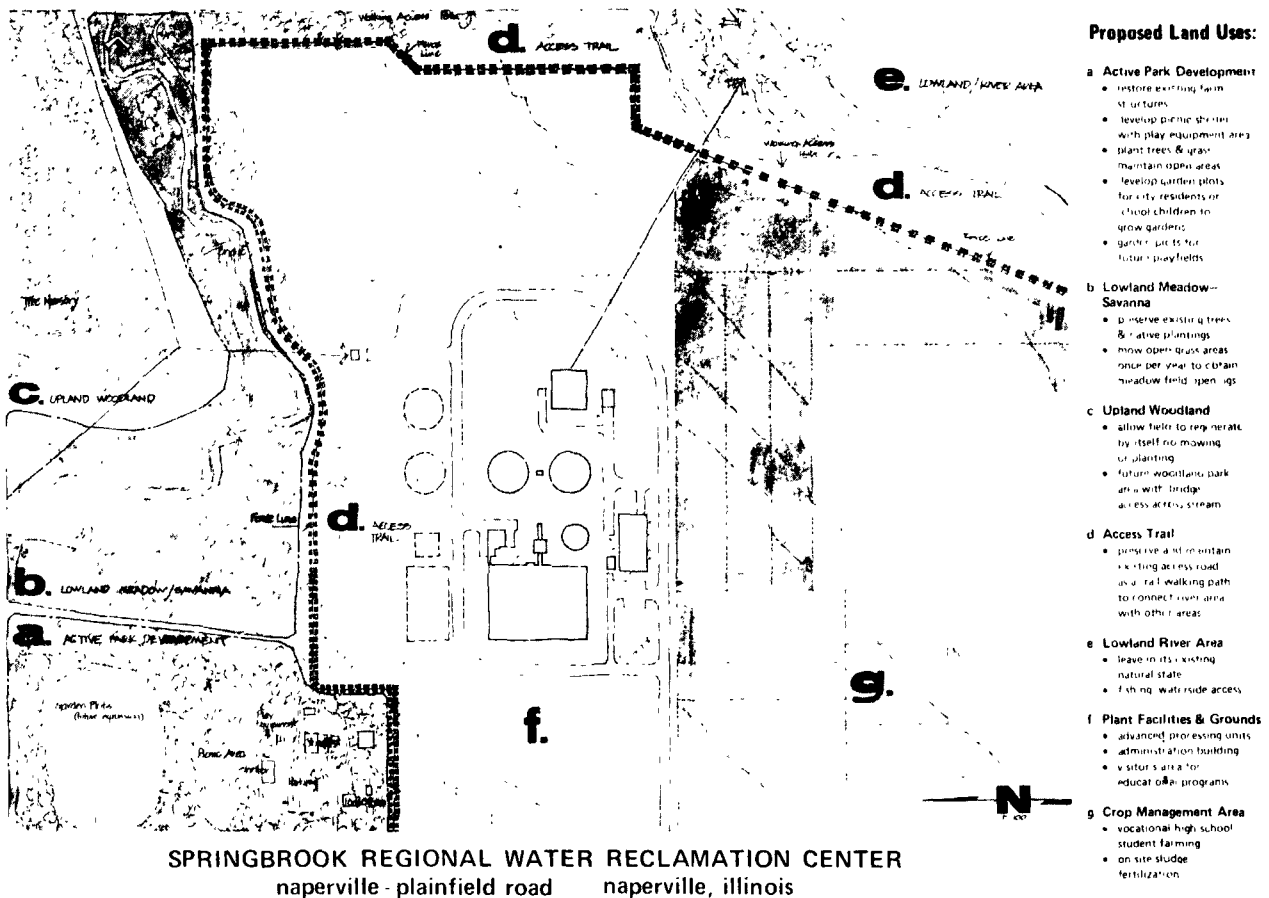
Springbrook was constructed as a joint project of federal, state, and local governments with 55 percent of the funds coming from a USEPA construction grant and 25 percent of the funds from a grant from the Illinois Environmental

Protection Agency. The remaining 20 percent of the funding was obtained through a local sewer revenue bond issue. No property taxes have been or will be used for construction or operation of the facilities. All funding is from the construction grants and wastewater services charges.

A multi-purpose land use plan has been developed for the 125 acres which incorporates technical, educational, and recreational activities. A 15.5-acre section has been leased to the Naperville Park District for Naperville area residents to grow their own vegetables for both food and enjoyment. A 28.3-acre section has been leased to the Naperville Community School District for a student farming program. Students in agriculture classes learn crop growing methods and farm machinery operation while in turn utilizing digested sludges for on-site fertilization and nutrient uptake in grain crops. A canoe launch and parking area was constructed near the outfall structure area by an Eagle Boy Scout candidate with the assistance of the Springbrook staff. This location is the finish line for the Naperville Park District's Annual DuPage River Canoe Race. Other site improvements to create a complete park environment surrounding the Center will be achieved by landscaping and land forms.

Future additions such as a tree nursery, sod farm, and horticultural class experimental area are being explored.

Following is a more detailed description of the many aspects of Springbrook's multiple-use facility.



Tour Program

In the original design of the Springbrook treatment process units it was planned that visitor tours should be properly and safely accommodated, particularly for school children. This educational experience was anticipated for every student in the Naperville area in conjunction with the public and parochial school systems. Tour orientation begins in the Conference Room with brochures for each visitor and discussion followed by an organized tour through the Water Quality Laboratory, Operations Control Center rooms, and the Observation Deck. The Observation Deck is an elevated structure which permits safe viewing of almost the entire treatment process from a single vantage point. A push-button actuated tape-recorded explanation of the treatment process from units mounted on each side of the deck is planned. This would permit a brief and concise commentary for both self-tours and group tours.

Community Garden Plots

A lease agreement for 15.5 acres of the Springbrook property has been made with the Naperville Park District for community gardening. The district has developed 340 plots each averaging approximately 600 square feet. The district provides a pressurized water system in addition to general upkeep of the grounds around the garden plots. This community garden program provides the area residents with the means for obtaining recreation in gardening activities in addition to growing vegetables for their home use.

Student Farming Program

A lease agreement for 28.3 acres of the Springbrook property has been made with the Naperville Community School District for student farming. The program involves high school students who are involved in the Career Education Program--Vocational Agriculture, in conjunction with the school's Cooperative Education Program. Most of the students involved are members of the Future Farmers of America and have career plans for farming. The Student Farming Program is intended to provide instruction on equipment use and farming techniques. Land used for student farming receives applications of digested sludges which provide crop fertilization. Nutrient uptake by grain crops grown on the land removes nutrients which would otherwise build up and leach into groundwater. The Student Farming Program thus benefits both the School District and the City of Naperville.

Canoe Launch and Fishing Area

The canoe launch is located at the effluent discharge from the Springbrook Regional Water Reclamation Center. The landscaping plan was provided by the Naperville Park District. An Eagle Scout candidate and his fellow scouts provided labor for other landscaping and related work. The Naperville Park District uses this location as a finish line for the Annual DuPage River Canoe Race. The race begins at Centennial Beach and is nine miles long, terminating at the Springbrook Canoe Launch.

This location affords a picturesque view looking upstream on the DuPage River and future plans include additional landscaping and facilities for picnicking and hiking.

Observatory

The Naperville Astronomical Association, which was founded in March 1973 by nine students at a Naperville high school, owns and operates an observatory at Springbrook. These students were members of an Astronomy Club whose objective in forming the Association was to site and construct an observatory. In searching for a location they were looking for an open space area that would be easily accessible and free from city lights. The Springbrook site is ideal in these respects. The observatory has a 10-foot dome with a 10-inch reflecting telescope.

Members of NAA have done some professional-type sighting and some photography, and they are planning more of these activities. They conduct public observation sessions on a regular basis and schedule viewings for various astronomical events. Area youth church groups have been particularly involved in these activities.

Weather Station

A complete weather station was provided at the time of construction of the Springbrook Water Reclamation facilities. Certain weather information, such as wind direction, rainfall, humidity, and temperature are important in relation to treatment plant operation, sludge withdrawals, and land application. A complete weather package with recording rain gauges has been provided. On a weekly basis the weather information is provided to the Naperville Sun and as a public service this information is provided to Naperville area residents. In addition, several weather studies have been done using the Springbrook station.

Polling Place

Wheatland Township has used the Springbrook Administration-Control Building as their Precinct #2 polling place for several years. The lobby is used for the registration tables with the conference room for the voting booths. Voters have year round access to the polling place on maintained roads with adequate parking. At this publicly-owned facility, the flags of the United States of America and the State of Illinois are flown daily to encourage the recognition and responsibility of good citizenship. The city encourages voters to look around and become familiar with this environmental control center. Local support is much easier to maintain when area residents come in physical contact with the Springbrook facility.

Conference Room

The uses of the conference room since the Springbrook opening have been many. They include:

- Orientation of Student Tour Groups
- Wheatland Township Precinct #2 Polling Place
- DuPage Valley Homeowners Association Meeting
- "Basic Water Supply Operator's Course" by College of DuPage
- Illinois Society of Professional Engineers--DuKane Chapter (Executive Board meetings and annual scholarship interviews)
- City of Naperville Departments:
 - Police Department Training

- Mid-level Supervisors Meetings
- Water and Wastewater Utilities:
 - a) Safety Meetings
 - b) Operations Meetings
 - c) Staff Meetings
- Illinois Water Pollution Control Operator's Association--Northeast Sectional Meeting
- Naperville Park District Staff Meetings

In addition to these multi-purpose uses, the conference room is the library-reference room for the Department of Water and Wastewater Utilities. On file are bound copies of the Water Pollution Control Federation and American Waterworks Association Journals and other periodicals.

In summary, the Springbrook Regional Water Reclamation Center is much more than a wastewater treatment plant. It is a facility designed and built for public education, recreation, and public service. The following table summarizes the multiple uses of Springbrook.

Table B-1. Present Multi-Purpose Uses of Naperville's Springbrook Regional Water Reclamation Center Property

<u>Element</u>	<u>Technical</u>	<u>Educational</u>	<u>Recreational</u>	<u>Public Service</u>
Canoe Launch and Fishing Area			X	
Observatory		X	X	
Garden Plots and Watering System			X	
Cropland Farming-Sludge Fertilization	X	X		
Polling Place				X
Weather Station	X			X
Visitor Observation Deck and Tour Program		X		
Conference Room and Audio-Visual Equipment	X	X		
Treatment Units and Instrument Control Systems--Display Panels	X			

Appendix C

Key Contacts In USEPA And HCRS

U.S. Environmental Protection Agency

Headquarters

Mr. John Gerba
Office of Environmental Review
Office of the Administrator (A-100)
Washington, D.C. 20460
202/755-8835

Ms. Elaine Stanley
Facility Requirements Branch
Municipal Construction Division (WH-547)
Washington, D.C. 20460
202/426-9404

Mr. David Green
Program Management Branch
Water Planning Division (WH-554)
Washington, D.C. 20460
202/245-3154

Regional Offices

Region I
Mr. Bart Hague
Room 2203, JFK Federal Building
Boston, Massachusetts 02203
617/223-5131

Region II
Mr. Ray P. Pfortner
26 Federal Plaza, Room 1009
New York, New York 10007
212/264-4536

Region III
Mr. Earle Bisher
Curtis Building
Sixth and Walnut Streets
Philadelphia, Pennsylvania 19106
215/597-7543

Region IV
Mr. Richard Gingrich
1421 Peachtree Street, N.E.
Atlanta, Georgia
404/881-4989

Region V
Mr. Roger Coppock
230 South Dearborn Street
Chicago, Illinois 60604
312/353-2124

Regional Offices

Region VI
Mr. Kenton Kirkpatrick
Water Division
1600 Patteron Street, Suite 1100
Dallas, Texas 75201
214/767-2656

Region VII
Mr. Dan Vallero
1735 Baltimore Street
Kansas City, Missouri 64108
816/374-5616

Region VIII
Mr. Patrick J. Godsil
1860 Lincoln Street
Denver, Colorado 80203
303/837-2721

Region IX
Mr. Richard Coddington
100 California Street
San Francisco, Calif 94111
415/556-7686

Region X
Ms. Deborah Curl
Water Division
1200 Sixth Avenue
Seattle, Washington 98101
206/399-4011

Heritage Conservation and Recreation Service

Headquarters

Dr. Irene L. Murphy; Ms. Carol B. Gardner
Division of Community and Human Res. Develop.
Water Resources
Pension Building
440 G Street, N.W.
Washington, D.C. 20243
202/343-5571

Regional Offices

Northeast Region
Ms. Pat Kennehan
600 Arch Street, Room 9510
Philadelphia, Pennsylvania 19106
215/597-7387

Southeast Region
Mr. John Brown
Richard B. Russell Federal Building
75 Spring Street
Atlanta, Georgia 30303
404/221-2657

Lake Central Region
Mr. Ray Essell
Federal Building
Ann Arbor, Michigan 48107
313/668-2060

South Central Region
Mr. Gary Easton
5000 Marble Avenue, N.E.
Albuquerque, New Mexico 87110
505/766-3720

Mid-Continent Region
Mr. Lyle Hollenbeck
Denver Federal Center
P.O. Box 25487
Denver, Colorado 80225
303/234-6460

Pacific Southwest Region
Mr. Louis Penna
450 Golden Gate Avenue
San Francisco, California 94102
415/556-2480

Northwest Region
Mr. Kelly Cash
Federal Building, Room 990
915 Second Avenue
Seattle, Washington 98174
206/442-5366

Appendix D

Memorandum of Understanding between the Environmental Protection Agency and U. S. Department of the Interior

I. Purpose

This Memorandum of Understanding has been developed in accordance with the provisions of the Interagency Memorandum of Agreement prescribed in Section 304(j)(1) of Public Law 92-500, and executed on August 30, 1973, by the Administrator, Environmental Protection Agency (EPA) and the Secretaries of the Army, Agriculture and the Interior. The purpose of this Memorandum is to: coordinate the programs of the U.S. Fish and Wildlife Service, the National Park Service, and the Heritage Conservation and Recreation Service (HCRS) with the water quality management process administered by the Environmental Protection Agency under sections 201, 208, and 303 of the Clean Water Act; facilitate the participation of these Interior Bureaus in the State and local establishment of water quality goals and the development and implementation of State and local programs to achieve those goals; and assure adequate consideration, under the Clean Water Act, of program needs of these Interior Bureaus.

II. Provisions

A. The U.S. Fish and Wildlife Service, National Park Service, and Heritage Conservation and Recreation Service will to the extent resources permit:

1. Establish a central point in the National and Regional Offices to facilitate Bureau involvement in the water quality management planning process, seek to derive Interior program benefits from improved water quality, and coordinate and integrate regional and field program activities with water quality management programs.
2. Participate in State and local review and State revision of water quality standards providing technical assistance and information on the identification of water uses and water quality criteria necessary to protect water uses including outdoor recreation needs, protection and propagation of aquatic life and wildlife, and preservation of natural and cultural resources under the administrative jurisdiction of trusteeship of the Agency.
3. Participate in the development, implementation, and evaluation of State and areawide water quality management plans, provide appropriate technical assistance and information, and serve on advisory committees where appropriate.
4. Comment to EPA on State adopted water quality standards and State and areawide water quality management plans submitted to EPA for approval.
5. Provide EPA with appropriate technical and other material for inclusion in guidance and other memoranda circulated to EPA Regional Offices and State and areawide agencies.
6. Within 5 months after the effective date of this agreement recommend guidelines to EPA for designating Outstanding National Resource Waters.
7. Within 6 months from the date of publication of mutually approved guidance under E.12, identify waters under jurisdiction of the Assistant Secretary which should be considered for designation as Outstanding National Resource Waters. Participate in identifying such waters in the State water quality standards review and revision process.
8. Submit a work plan for implementing this agreement within 90 days of the signing of this memorandum and prepare an annual progress report reviewing activities of the previous year under this agreement and updating the work plan.

B. United States Fish and Wildlife Service (FWS)

In addition, the U.S. Fish and Wildlife Service will to the extent resources permit:

1. Conduct research and provide technical assistance and information on development of water

quality criteria.

2. Advise EPA and State and areawide water quality management planning agencies of FWS monitoring results which indicate pollution levels that are detrimental to fish, wildlife, or their habitat.
3. In cooperation with HCRS, develop integrated water quality/water quantity modeling methods and criteria for determining minimum and optimum stream flows and other physical parameters that are necessary for protection of fish and wildlife and recreational objectives.
4. Assist States and areawide water quality management planning agencies as requested in identifying endangered and threatened species and their critical habitats identified pursuant to P.L. 93-205 in the planning area which are impacted by water quality. Recommend water quality standards and other water quality management plan provisions to the States and areawide agencies where necessary to protect and enhance such species and habitats. FWS will assist, where appropriate, in the development of those provisions.
5. In waters under FWS jurisdiction, comply with applicable Federal, State, interstate and local requirements including State water quality standards as provided in section 313 of the Clean Water Act.
6. Coordinate FWS activities which affect or concern water quality with appropriate water quality management planning agencies.
7. Take an active role in selected special study projects under the water quality management planning process and FWS programs to:
 - (a) identify water quality management planning activities to protect resources of concern to the FWS;
 - (b) assist in the development of work plans; and
 - (c) participate in the development and implementation of the water quality management planning program in cooperation with local, State and other Federal agencies.
8. Encourage State Fish and Wildlife agency involvement in the development, review and revision of water quality standards and development and implementation of water quality management plans.
9. Encourage consideration of public boat ramp and nature trail construction in facilities planning.
10. Consistent with section 208 and related provisions of the Clean Water Act of 1977 and to the extent resources are made available through FWS budget channels:
 - (a) Complete a National Wetlands Inventory, develop interpretive reports, and make such information available to planning agencies as specified in the Clean Water Act;
 - (b) Provide technical assistance to EPA Regional Offices and State 208 agencies through training, handbooks, workshops, and direct consultation and advice;
 - (c) Develop environmental requirements and management techniques for key species in wetlands or riparian habitats;
 - (d) Develop and demonstrate supplemental nonpoint source Best Management Practices to protect or enhance fish and wildlife resources;
 - (e) Develop and demonstrate methods and strategies to utilize sewage wastewater for fish and wildlife habitat enhancement;
 - (f) Initiate research to provide supplemental data on the effects of environmental contaminants on fish and wildlife and their supporting ecosystems from key pollutants listed in Table 1 of the House Committee Print 95-33 (Committee on Public Works and Transportation) and any additional pollutants designated under 307(a).

C. Heritage, Conservation and Recreation Service

In addition, the HCRS will to the extent resources permit:

1. Identify recreation and open space opportunities and methods. Provide general advice concerning the protection of natural and cultural resources.
2. Prepare program guidelines for State and local governments encouraging the use of Land and Water Conservation Fund grants for the development of recreation and open space opportunities in conjunction with existing and planned wastewater treatment works.
3. Coordinate program activities with the water quality management planning and the Statewide Comprehensive Outdoor Recreation Plan process to maximize outdoor recreational benefits derived from improved water quality and protect natural and cultural resources.
4. Develop guidance, in coordination with EPA and the FWS, encouraging and assisting State and areawide water quality management planning agencies in enhancing outdoor recreation opportunities and protecting natural and cultural resources. HCRS regional offices will distribute the guidance to park and recreation agencies and encourage those agencies to address outdoor recreation in the water quality management process.
5. Encourage appropriate State and local park, recreation, and natural resource agencies and public constituencies to maximize HCRS program benefits derived from improved water quality and to coordinate with and participate in water quality management planning.
6. Provide EPA with appropriate technical material relating to primary and supplemental public recreational opportunities and protection of natural and cultural resources.
7. Convene, in cooperation with EPA, regional conferences to develop an awareness of the primary and supplemental public recreation opportunities of State and local water quality management planning programs.
8. Encourage through guidance the provision of adequate facilities to accept and treat wastes from watercraft equipped with containment devices.
9. In cooperation with FWS, develop integrated water quality/water quantity modeling methods and criteria for determining minimum and optimum stream flows and other physical parameters that are necessary to achieve viable fish, wildlife and recreational objectives.
10. Participate in the development of State and areawide water quality management plans to assure proper consideration and protection of natural and cultural resources which include properties listed in or eligible for the National Register of Historic Places and the National Register of Natural Landmarks. Assist as requested with water quality management plan implementation.
11. Encourage consideration of public boat ramp and nature trail construction in facilities planning.

D. National Park Service (NPS)

The National Park Service will to the extent resources permit:

1. Assist State and areawide water quality management planning agencies in the review and revision of water quality standards to identify:
 - (a) Water quality conditions necessary to preserve and protect natural and cultural resources within the National Park System;
 - (b) Appropriate water uses consistent with the NPS responsibility;
 - (c) Waters which should be considered for designation as Outstanding National Resource Waters.
2. Participate in the development and implementation of State and areawide water quality management plans as necessary to assure proper consideration and protection of natural and cultural resources within the National Park System.
3. Serve on advisory committees in water quality management planning areas where water quality impacts units of the National Park Systems.
4. Encourage State natural resource management agency involvement in the review and revision of water quality standards and development and implementation of water quality management plans.

5. Take an active role in select demonstration-type projects under water quality management planning and NPS programs to:

- (a) identify water quality management planning programs to protect resources under NPS jurisdiction;
- (b) assist in the development of work plans;
- (c) participate in the development and implementation of water quality management plans to maintain, restore, and enhance the chemical, physical and biological integrity of waters associated with or affecting the involved units of the National Park System.

6. Comply with State water quality standards in waters within units of the National Park System.

7. Coordinate NPS activities which affect or concern water quality with appropriate water quality management planning agencies.

8. Identify endangered and threatened species and their habitats in units of the National Park System for appropriate State and areawide water quality management planning agencies.

9. Assure that adequate facilities exist in units of the National Park System to accept and treat wastes from watercraft equipped with containment devices.

10. Exercise such other legal authorities and responsibilities as are or may be available to assure the maintenance, restoration, and/or enhancement of existing water quality in units of the National Park System.

E. Environmental Protection Agency

The Environmental Protection Agency will to the extent resources permit:

1. Establish contact points in the National and Regional offices for coordinating the activities under this memorandum.

2. Provide assistance and all necessary information including National guidance to facilitate the timely involvement of Interior Bureaus in the development of water quality management plans. Assist these Interior Bureaus in securing placement on appropriate State and areawide water quality management planning agency mailing lists.

3. Assure that State and areawide water quality management planning agencies actively seek the advice and involvement of these Interior Bureaus and their State and local counterparts in the water quality management planning process including State/EPA Agreement and areawide work program formulation, advisory groups, and development and implementation of water quality management plans.

4. Assure that State and areawide water quality management planning agencies coordinate their activities with the appropriate Interior Bureau activities affecting the planning area.

5. Provide these Interior Bureaus with the opportunity to review and comment on proposed criteria and information developed under sections 304(a) and 403 of the Clean Water Act.

6. Provide these Interior Bureaus with the opportunity to review and comment on proposed regulations, guidance and technical publications under sections 208 and 303 of the Clean Water Act.

7. Respond to Interior Bureau comments transmitted under paragraphs 5 and 6 above.

8. Encourage State and areawide water quality management planning agencies to consider non-structural solutions to water pollution control problems that will preserve and enhance fish and wildlife habitat, open space and outdoor recreation.

9. Ensure that State water quality standards revisions describe the water quality necessary to meet requirements of the Act, including protection of existing and designated beneficial uses and designated Outstanding National Resource Waters.

10. Assure that State and areawide water quality management planning agencies consider State Comprehensive Outdoor Recreation Plan (SCORP) priorities and State fish and wildlife plan priorities and Comprehensive Statewide Historic Preservation Plan priorities.

11. Consult with these Interior Bureaus in the development of guidelines identifying open space and recreation opportunities that can be expected to result from improved water quality, the planning of wastewater treatment works, and waste management policies under section 201(f) of the Clean Water Act.

12. Consult with Interior Bureaus for the purpose of developing EPA guidelines for identifying Outstanding National Resource Waters; within 9 months after the effective date of this agreement, issue the mutually approved guidelines for consideration by the States in the development of water quality standards.

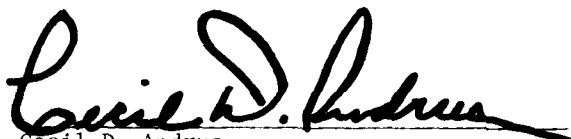
13. During the next scheduled (after mutually approved guidelines are published under E.12) review and revision of Water Quality Standards encourage States to apply the guidelines and consider designating waters identified under A.7 of this agreement by the Assistant Secretary; encourage States to submit a written justification for failure to designate waters identified under A.7 as Outstanding National Resource Waters; upon request of the Assistant Secretary, review (in consultation with the Assistant Secretary and the State) the State's action and, in the absence of a State designation, take under consideration the promulgation of designations pursuant to Section 303(c)(4) of the Clean Water Act, where appropriate.

14. Provide the Regional Directors of these Interior Bureaus with the opportunity to review and comment on water quality management plans and State water quality standards submitted to the EPA Regional Administrators for review and approval. The EPA Regional Administrators will carefully consider comments submitted by these Interior Bureaus in the EPA review and approval process. Upon request if the Director of FWS, HCRS, or NPS, the Deputy Assistant Administrator for Water Planning and Standards will review unresolved concerns and will seek to resolve them prior to approval. The Assistant Administrator for Water and Waste Management will participate upon request of the Assistant Secretary.

15. Support these Interior Bureaus in obtaining resources to implement the provisions of this agreement.

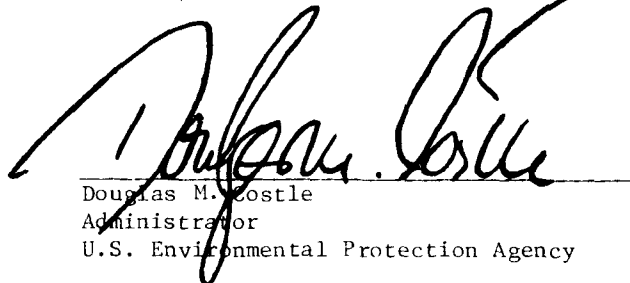
16. Submit a work plan to the Assistant Secretary for implementing EPA responsibilities under this agreement within 90 days from the signing of this memorandum and prepare an annual progress report reviewing activities of the previous year under this agreement and updating the work plan.

Within five years from the effective date of this agreement, the Deputy Administrator and the Assistant Secretary shall review the effectiveness of this agreement in achieving the stated purposes. If, based upon that review or at any time during the course of implementation of this agreement, either the Deputy Administrator or the Assistant Secretary determines that the memorandum needs modification, the Deputy Administrator and the Assistant Secretary shall within 90 days after official notice negotiate such amendments considered appropriate.



Cecil D. Andrus
Secretary
U.S. Department of the Interior

11-10-78
Date



Douglas M. Costle
Administrator
U.S. Environmental Protection Agency

11-13-78
Date

Appendix E

Sources of Funding for Achieving Recreation/Open Space Benefits

Agencies and Organizations Which Can Assist Recreation/Water Cleanup Programs

In the multiple use planning of water clean-up and recreation programs, the two principal federal agencies involved are the USEPA and the U.S. Department of the Interior. USEPA is responsible for administering the federal water pollution control program as mandated by the Clean Water Act of 1977. The goal of these programs is to obtain water clean enough for fishing and swimming by 1983 and to eliminate the direct discharge of wastewater by 1985.

The Department of the Interior has three bureaus which are involved with issues relating to water cleanup and recreation. The primary bureau involved with USEPA in the multiple use planning of water pollution control facilities is HCRS. HCRS administers the Land and Water Conservation Fund (LWCF) which provides financial assistance to states, cities, counties, and towns for the acquisition of land for recreation uses and the development of outdoor recreation areas and facilities. Each state prepares a Statewide Comprehensive Outdoor Recreation Plan (SCORP) in order to participate in the Fund program. In addition, HCRS administers a technical assistance program for providing advice and information to state and local governments as well as private interests on planning, developing, financing, and managing outdoor recreation programs. Additional information and assistance pertaining to multiple use planning is available from the Fish and Wildlife Service and the National Park Service. Information pertaining to water quality, waterfront land use to protect streamside habitat, and the ability of waterways to support diverse aquatic life can be obtained from the Fish and Wildlife Service. Advice and information dealing with the planning, developing, and managing of recreation areas can be obtained from the National Park Service.

Other agencies and organizations which can assist water cleanup/recreation programs include:

Department of Agriculture

- The Agricultural Stabilization and Conservation Service administers the Water Bank Program which provides payments to land owners who agree to preserve their wetlands for migratory waterfowl breeding and nesting areas.
- The Farmer's Home Administration administers Resource Conservation and Development Loans which can be made to local nonprofit corporations or government agencies for funding public water-

oriented recreation opportunities; Watershed Protection and Flood Prevention Loans which are available to nonprofit organizations and government agencies for fish and wildlife development projects and public water-based recreation projects; and Community Facilities Loans available to rural communities for constructing or improving public recreation areas.

- The Forest Service handles a General Forestry Assistance program which enables state agencies to assist woodland owners and associations in forest management and land use planning and preparation of wild and scenic river studies.
- The Soil Conservation Service administers the Resource Conservation and Development Program and the Small Watershed Program which provide grants and advisory services to rural communities for the development of water-oriented recreation and enhancement of fish and wildlife resources.

The Department of Commerce

- The Office of Coastal Zone Management administers a grant planning program for coastal and Great Lakes states for developing management plans for coastal areas; the Coastal Energy Impact Program which provides funds for the restoration or replacement of recreation areas damaged by or adversely impacted by coastal energy-related development; and the Estuarine Sanctuaries Program which provides funds to assist states in the acquisition, development, and operation of marine sanctuaries in coastal estuaries. It also provides grant funds for the purchase of access to public beaches and other coastal recreation and natural resource areas.

The Department of Treasury

- General Revenue Sharing, which provides 12 percent of all federal assistance to localities, gives federal aid to all general purpose units of government. These funds could be used as matching monies for LWCF grants and other federal grants.

The Department of Defense

- The Army Corps of Engineers, through their responsibilities for maintaining harbors and ensuring the navigability of waterways, participates in river and harbor cleanup efforts. Under the 1974 Water Resource Development Act, the Army

Corps of Engineers is experimenting with new flood control techniques which can provide significant opportunities for shoreline land preservation.

and recreation boards or agencies, sewer commissions, public works departments, mayors, town councils, and county boards of supervisors.

The Department of Housing and Urban Development

- The department administers the Community Development Block Grant program which can be used by communities for acquisition, rehabilitation, and construction of public park and recreation areas.
- The Comprehensive Planning Assistance Program, popularly called the "701" Program of which recreation planning is one phase, funds such activities as continuous community planning and management, improved executive planning, decision-making, and management capabilities by state, local, and regional officials; and plans developed by planning organizations.

The Department of Labor

- Comprehensive Employment and Training Act (CETA) funds can provide jobs for the unemployed and the underemployed. The CETA program is at the local level and could be a potential labor source in trail construction, paving, etc.

Regional Commissions

- Regional commissions are authorized under the Public Works and Economic Development Act of 1965 to grant "Supplements to Federal Grant-in-Aid" to states and communities which cannot raise the matching funds necessary to take part in federal programs.

State Agencies

- Many state agencies have grant programs which complement federal activities. State programs vary from providing grant assistance for the construction of wastewater facilities to the acquisition of recreational land. In addition, considerable planning assistance for water cleanup projects and recreational projects is normally available from state planning and fish and wildlife agencies.

Local Agencies

- Local agencies are the key to the success of the water cleanup and recreation program. Many local agencies and elected officials are interested in participating in efforts to create and implement water quality programs. These agencies and officials include planning and zoning boards, conservation commissions, park

Non-Governmental Sources

- Many industrial and commercial corporations are interested in supporting worthwhile community projects. Assistance in identifying these corporations may be obtained from the local Chamber of Commerce or from state and community development officials.

Philanthropic Sources

- Many philanthropic organizations have been established for promoting projects which improve the quality of life of the local community or region. Assistance in identifying these sources may be obtained from the local Chamber of Commerce and from local offices of environmental organizations such as Sierra Club and Izaak Walton League.

Professional and Public Interest Groups

- Assistance to promote and plan water cleanup and recreation projects may be obtained from local or regional chapters of architectural, engineering, or planning organizations and other public interest groups.

Following is a more detailed outline of these funding sources, including information on the funding levels available.

A. U.S. Environmental Protection Agency

Section 201 provides Federal grants of up to 85 percent of the cost of planning, designing, constructing, expanding, and improving wastewater treatment facilities. EPA's Construction Grants Program provides funds during Step 1, Facility Planning, for including recreation and open space planning as part of planning for wastewater treatment facilities. At present, USEPA policy does not provide Step 2 (Design) and Step 3 (Construction) funds for features solely associated with multiple use projects. However, these features could be eligible if their costs are not greater than the most cost-effective single purpose facility, and if they are ancillary to the treatment process itself. For example, site restoration and erosion control could be accomplished in such a way as to lend itself to use as a trail corridor while included under landscaping and grading costs of the wastewater treatment facility. A staff meeting room within a treatment facility could be opened to the public use as an environmental education center or for other public purposes.

Section 208 areawide water quality management plans are 100 percent federally fundable. Additionally, funding up to 75 percent is available upon the completion of the 208 plan for continuing planning efforts. With multiple use activities incorporated during the 208 planning process, future facility planning can directly provide for recreation and open space opportunities as a means of implementing the land use strategies of the plan.

B. Department of Agriculture

1. Farmer's Home Administration (FMHA)

- Resource Conservation and Development Loans
- Community Facility Loans
- Business and Industry loan guarantees

Contact: Area Development Assistance Program
Farmer's Home Administration
416 South Building, Room 4116
14th and Independence Avenue, S.W.
Washington, D.C. 20250

2. Soil Conservation Service (SCS) (50 percent match for recreation)

- Resource Conservation and Development (P.L. 87-703, as amended)
- Watershed Protection and Flood Prevention (P.L. 83-566)

Contact: Administrator
Soil Conservation Service
United States Department of Agriculture
Washington, D.C. 20250
202/447-4531

3. The Federal Assistance Programs Retrieval System (FAPRS)

Contact: Federal Program Information Branch
Office of Management and Budget
New Executive Office Building
Room 6013
Washington, D.C. 20503
202/395-3112

C. Department of the Army

1. Army Corps of Engineers (50 percent match for recreation)
 - Federal Water Project Recreation Act (P.L. 89-72)

Contact: Recreation-Resource Management Branch
Civil Works Directorate
Army Corps of Engineers
Forrestal Building
Washington, D.C. 20314
202/693-7177

D. Department of Commerce

1. Economic Development Administration (EDA) (80 percent federal/
20 percent local match. Loans also available.)

Contact: State Economic Development Administration
Offices are listed in *Economic Development
Administration Grants for Public Works and
Development Facilities*, Department of
Commerce, March 1977.

2. National Oceanic and Atmospheric Administration, Office of
Coastal Zone Management (planning and implementation funds
available)

Contact: Director
Coastal Zone Management Programs
National Oceanic and Atmospheric Administration
3300 Whitehaven Street
Washington, D.C. 20235
202/634-1672

E. Department of Health, Education and Welfare (HEW)

1. Environmental Education (provides funds to develop effective
environmental education practices and materials)

Contact: Office of Environmental Education
Elementary and Secondary Education
Office of Education
Washington, D.C. 20202

2. The Older Americans Act (75 percent federal/25 percent local
match for recreation services to senior citizens)

Contact: Administration on Aging
Office of Human Development
Department of Health, Education and Welfare
Washington, D.C. 20202

F. Department of Housing and Urban Development (HUD)

Office of Community Planning and Development

- Community Development Block Grants (up to 100 percent grants)
- Comprehensive Planning Assistance Program ("701" Program)
(66.6 percent federal/33.3 percent local match)

Contact: Local Regional Council, see *National
Association of Regional Councils (NARC)*
1973 Directory available from:

1700 K Street, N.W., Suite 1306
Washington, D.C. 20006
202/457-0710

G. Department of the Interior

1. Bureau of Land Management (BLM) (lease or acquisition of available public lands for recreation purposes)

Contact: Bureau of Land Management Regional or State Offices
or

Division of Lands and Realty
Bureau of Land Management
Department of the Interior
Room 3649
Washington, D.C. 20240

2. Heritage Conservation and Recreation Service

- Land and Water Conservation Fund (LWCF) (50 percent match)

Contact: State Outdoor Recreation Liaison Office or
appropriate Regional Office of Heritage
Conservation and Recreation Service
(see Appendix B for list)

- Historic Preservation Fund (P.L. 89-665, as amended)
(50 percent match)

Contact: State Historic Preservation Office
or

Chief, Office of Archeology and Historic
Preservation, Heritage Conservation and
Recreation Service
Department of the Interior
Washington, D.C. 20243

- Urban Park and Recreation Recovery Program (70 percent
federal/30 percent local match)

Contact: Heritage Conservation and Recreation Service
U.S. Department of the Interior
Washington, D.C. 20243

3. U.S. Fish and Wildlife Service

- Pittman-Robertson Program (70 percent federal/30 percent
local match)
- Dingell-Johnson Program (70 percent federal/30 percent
local match)

Contact: Division of Federal Aid
U.S. Fish and Wildlife Service
Department of the Interior
Washington, D.C. 20240
202/235-1526

4. Office of Surface Mining and Abandoned Mine Lands (up to
100 percent grants to states for reclamation of abandoned
mine lands for park and recreation purposes)

Contact: Office of Surface Mining
Abandoned Mine Lands
Department of the Interior
South Building, Room 225
18th and C Streets, N.W.
Washington, D.C. 20240

5. Bureau of Reclamation (50 percent match for recreation)
 - Federal Water Project Reclamation Act (P.L. 89-72)

H. Department of Labor

Comprehensive Employment and Training Administration (CETA)
(funding for maintenance and operations workers)

Contact: Comprehensive Employment and Training
Administration Regional Offices

I. Department of the Treasury

General Revenue Sharing (provides 12 percent of all Federal assistance to localities; gives Federal aid to all general-purpose units of government)

Contact: Office of Revenue Sharing
U.S. Department of the Treasury
2401 E Street, N.W.
Washington, D.C. 20226

J. Independent Agencies

1. Community Services Administration (CSA) Summer Youth Program (provides financial support for staff and logistical services to enhance recreation opportunities for selected populations)

Contact: Community Services Administration
1200 19th Street, N.W., Room B-309
Washington, D.C. 20506
202/254-6410

2. Appalachian Regional Commission (provides supplemental funds to eligible applicants unable to provide the required matching share for community development activities)

Contact: Appalachian Regional Commission
1666 Connecticut Avenue, N.W.
Washington, D.C. 20235
202/673-7893

3. General Services Administration (GSA) [local governments or planning agencies can apply for land or personal property (equipment, etc.) determined to be surplus to Federal government needs]

Contact: Assistant Commissioner
Office of Real Property
Public Building Service
General Services Administration
Washington, D.C. 20405
202/566-0552

or

Assistant Commissioner for
Personal Property Disposal
Federal Supply Service
General Services Administration
CSQ-5, Crystal Square
Arlington, Virginia 20406
703/557-1798

4. National Foundation on the Arts and Humanities
National Endowment for the Arts (most activities relate broadly
to community development)

The direct contact for detailed information is:

Architecture and Arts Program
Mail Stop 503
National Endowment for the Arts
Washington, D.C. 20506
202/634-4276

General inquiries on several other Endowment programs
should be directed to:

Program Information Office
Mail Stop 550
National Endowment for the Arts
Washington, D.C. 20506

Detailed information on federal funding can be found in the *Catalog of Federal Domestic Assistance* available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The 208 agency should assist local governments in coordinating the search for implementation funds.

Appendix F

Relevant Publications

1. *Managing Vandalism: A Guide to Reducing Damage in Parks and Recreation Facilities*, Parks and Recreation Commission, City of Boston, May 1978..
2. *Control of Vandalism in Recreation Areas--Fact, Fiction or Folklore?*, USDA Forest Service General Technical Report PSW-17, Washington, D.C., 1976.
3. *An Evaluation of Policy-Related Research in the Field of Municipal Recreation and Parks*, Final Report, Volumes I-IV, National Recreation and Park Association, January 1975.
4. *The Big Cleanup, Parks and Recreation*, National Recreation and Park Association, Arlington, Virginia, February 1977.
5. *Bikeways, Design-Construction-Programs*, National Recreation and Park Association, Arlington, Virginia, 1974. Special Publications Series No. 10022.
6. *Update on Section 208*, League of Women Voters Education Fund, Washington, D.C., Publication No. 413, 1978.
7. *Current Focus: Federal Environmental Laws and You*, League of Women Voters Education Fund, Washington, D.C., Publication No. 564.
8. *Community Guide: Getting in the Swim: How Citizens Can Influence Water Quality Planning*, League of Women Voters Education Fund, Washington, D.C., Publication No. 188.
9. *Clark County 208 Water Quality Management Plan*, Clark County, Nevada, May 9, 1978.
10. *Water, A Resource You Can Help Restore*, Produced for U.S. EPA, by National Recreation and Park Association, Arlington, Virginia.
11. *Metropolitan Open Space and Natural Process*, University of Pennsylvania, Philadelphia, Pennsylvania, May 1970.
12. *Directory of National Organizations Related to Recreation, Parks and Leisure*, National Recreation and Park Association, Arlington, Virginia, 1974.
13. *Citizen Participation*, Community Services Administration, Washington, D.C., January 7, 1978.
14. *Outdoor Sports Facilities*, Folio of Standard Drawings, Army Corps of Engineers, Washington, D.C., EP 1110-1-6, July 1974.
15. *Conservation Directory*, The National Wildlife Federation, Washington, D.C., 23rd Edition, 1978.
16. *The Public Benefits of Cleaned Water: Emerging Greenway Opportunities*, Office of Land-Use Coordination, U.S. Environmental Protection Agency, Washington, D.C., 20460, August 1977.
17. *National Urban Recreation Study Summary Report*, U.S. Department of the Interior, February 1978.
18. *Recommended Master Plan for the East Bay Regional Park District, (Five Parts)*, Oakland, California, June 1973.
19. *208 Areawide Plan/Development Guide on Water Quality Management*, Metropolitan Council, St. Paul, Minnesota, 55101, August 25, 1978.
20. *208 Areawide Water Quality Management Plan, Recreation and Open Space Element*, Broward County, Florida, 1978.
21. *Phase III Final Alternative Analysis Report, Areawide Waste Treatment Management Study (208)*, St. Louis City/St. Louis County, St. Louis, Missouri, October 1977.

22. *State Continuing Planning Process Handbook*, U.S. EPA, Washington, D.C., 20460, December 1975.
23. *Multiple Use of Waste Treatment Facilities and Rights-of-Way*, U.S. EPA-Region I, Boston, Massachusetts, 02203.
24. *Prado Regional Park*, San Bernardino County Department of Regional Parks, San Bernardino, California, 1978.
25. *Technical Assistance Handbook*, U.S. Department of the Interior, Heritage Conservation and Recreation Service.
26. *DRAFT Multiple Use Manual*, prepared for U.S. EPA-Region II by WAPORA, Inc., February 1978.
27. *Land and Water Conservation Fund, Assistance for Public Outdoor Recreation*, U.S. Department of the Interior, Heritage Conservation and Recreation Service.
28. *DRAFT The Urban Waterfront: Ideas for Revitalization*, U.S. Department of Commerce, National Oceanic and Atmospheric Administration, 1978. (Draft)
29. *Marinas: A Guide to their Development for Park and Recreation Departments*, by Joe Brown and David G. Wright, Management Aid Bulletin #54, National Recreation and Park Association, Arlington, Virginia, October 1965.
30. *Evaluating Water Based Recreation Facilities and Areas*, by Charles C. Stott, Management Aid Bulletin #70, National Recreation and Park Association, Arlington, Virginia, March 1972.
31. *Planning and Design of Outdoor Recreation Facilities*, Technical Manual #5-803-12, Headquarters, Department of the Army, Washington, D.C., October 1975. Government Printing Office.
32. *Standards Related to Water-Oriented and Water-Enhanced Recreation in Watersheds: Phases II and III*, Research Publication #101, by Betty van der Smitten and Monty L. Christiansen, Institute for Research on Land and Water Resources, Pennsylvania State University, University Park, Pennsylvania, October 1978.
33. *National Recreation Access Study, Volume I: Summary Report*, U.S. Department of Transportation and U.S. Department of the Interior, November 1974.
34. *Water Cleanup, Recreation and Land-Use: The Public Benefits of Clean Water*, Office of Land Use Coordination, U.S. Environmental Protection Agency, and the Department of the Interior, Heritage Conservation and Recreation Service, Washington, D.C., 20460, Spring 1979.

For a listing of more recent materials see Page 11.

Appendix G

Applicable Legislation

This appendix contains a summary of the sections of the Federal Water Pollution Control Act which authorizes the various water cleanup programs administered by the USEPA.

Section 106 requires that states establish criteria for deciding priorities in the allocation of Construction Grants money, and publish an annual priority list of projects to receive funds. Each state's "106 submission," including the priority list, is reviewed in an annual meeting with the appropriate USEPA regional office, and citizens can participate in these meetings. The priority list provides a major opportunity for state water pollution control agencies to coordinate their programs with park and recreation agencies.

Section 201 authorizes the Construction Grants program for assisting local governments in building wastewater treatment facilities. Federal funds are provided to cover up to 85 percent of the cost for municipal treatment plants. The program can be administered through the state water quality agencies, which often provide further state funds to assist communities even more. Section 201 requires use of best practicable wastewater treatment technology in any plant built with federal assistance, and study of alternative waste management techniques before any project is funded. When the Act was amended in 1977, Congress required that recreation and open space opportunities be considered in every treatment facility funded by USEPA.

Section 208 sets up the Areawide Waste Treatment Management Planning process, also known as "WQM planning." The Water Pollution Control Act provided for WQM planning in recognition of the fact that how land is used is a major factor in the control and prevention of water pollution. Important features of WQM planning are that it deals with non-point sources of pollution (erosion, sedimentation, farm runoff, etc.) as well as point sources (industrial or municipal discharge pipes), and that it requires regulatory mechanisms to assure that pollution does not develop in the future. Shoreland uses must be examined to protect water quality. The 1977 Clean Water Act amended Section 208 to require identification of recreation and open space opportunities resulting from improved water quality including "increased access to water-based recreation." All permits issued under Section 402 and all construction grants made under Section 201 must be in conformance with approved WQM plans.

Section 303 requires each state to establish a State Continuing Planning Process which sets its major objectives and priorities for preventing and controlling pollution over a five-year time horizon. Water Quality Management Basin Plans

are also prepared for individual river basins. These establish specific programs and targets for water pollution prevention and control, and establish policies to guide decision-making over a twenty-year time frame.

Section 314 authorizes the "Clean Lakes Program," which provides special funds and mandates special planning to clean up fresh water lakes. Planning is conducted at the state level, and must specifically address land use problems. Some money is also available for actual cleanup programs.

Section 402 establishes the National Pollutant Discharge Elimination System (NPDES); the permit system which requires all water polluters to clean up their discharges on a legally enforceable, step-by-step timetable. By 1977, the NPDES permits require use of the best practicable water pollution control technology; by 1983, the use of the best available technology economically achievable. Individual states can take over administration of the NPDES permit system if they demonstrate the ability to manage the program effectively and agree to follow the federal requirements.

Other legislation dealing with land use and water cleanup/recreation development programs includes:

- (1) The Solid Waste Disposal Act, as amended (P.L. 91-512)
- (2) The Safe Drinking Act (P.L. 93-523)
- (3) The Clean Air Act, as amended (P.L. 91-604)
- (4) The Coastal Zone Management Act (P.L. 92-583)
- (5) The Watershed Recreation and Flood Protection Act (P.L. 83-506)
- (6) The Rural Development Act of 1972 (P.L. 92-419)
- (7) The Land and Water Conservation Fund Act, as amended (P.L. 88-578)
- (8) The National Historic Preservation Act (P.L. 89-665)
- (9) The Federal Restoration Act (P.L. 81-681) and the Federal Aid to Wildlife Restoration Act (P.L. 75-415)
- (10) The Endangered Species Act (P.L. 93-205)
- (11) Waste Water Management Urban Studies Program administered by the U.S. Army Corps of Engineers (P.L. 685, 1938; P.L. 429, 1913)
- (12) Transportation Planning--administered by DOT (P.L. 87-866, P.L. 93-336, P.L. 93-503)
- (13) The Housing and Community Development Act of 1974 (P.L. 93-355)
- (14) Federal Aid Highways Act, 1973 (Highway Rights-of-Way).

Appendix H

Workshop Participants

November 14-15, 1978

Joanne Alter
Commissioner
Metropolitan Sanitary District
of Greater Chicago
Chicago, Illinois

David Ariail
Land Treatment Specialist
USEPA, Region IV
Atlanta, Georgia

Robert J. Arkins
Assistant Regional Director
HCRS, Mid-Continent Region
Denver, Colorado

Sandy Babb
Alternate State Liaison
Officer
Raleigh, North Carolina

William Barbaro
Assistant General Superintendent
Chicago Park District
Chicago, Illinois

Rita Barron
Executive Director
Charles River Watershed
Association, Inc.
Auburndale, Massachusetts

Susan Bellile
National Urban League
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