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EPA AGENCY GUIDANCE
FISCAL YEARS 1980/81

U.S. ENVIRONMENTAL PROTECTION AGENCY

WASHINGTON, D.C.

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FOREWORD

This Agency Guidance culminates an intensive review of EPA's plans and priorities for the 1980 and 1981 fiscal years. It gives specific direction on issues in the 1980 operating plan and serves as a basic agenda for the 1981 budget.

CHANGES FROM LAST YEAR

Past users of the Guidance will note that its contents differ from last year's in several respects.

Media Focus

Last year's Guidance contained lengthy, detailed descriptions and directions for specific Decision Units. This approach resulted in a lack of coordination among Decision Units, and shifted attention away from common Agency purposes and assumptions. This year's Guidance takes a broader perspective, focusing on the principal issues, assumptions, and priorities within each of the media.

Extension to Headquarters

This document completes last year's extension of the Guidance to Headquarters programs. Headquarters plans for FY 1980 and FY 1981, with discussions of changes from last year and possible alternatives for the future, appear in each program's Guidance. For media with research programs, Headquarters plans also include, for the first time, a Research section describing EPA's present priorities for Research and Development.

Cross-cutting Guidance

While one section of the Interdisciplinary Guidance is devoted to interdisciplinary R&D (like last year), two additional sections have been added. These sections deal with Federal Activities and Environmental Profiles. They apply to all Agency programs and should be considered supplementary guidance for all media.

Length

Preparation of last year's Guidance imposed an excessive workload on the programs, and the document was too long. This year's Guidance has been shortened substantially.

Four Parts of the Package

Last year's Guidance marked the first appearance of separate Policy Guidance and State Guidance documents. This year, there is also a separate Research and Development Guidance, compiled from the Research section of each program's Headquarters Plan. These three publications supplement the Agency Guidance (this document) and provide information about EPA's plans and priorities to audiences (e.g., States, R&D labs, the general public) that do not wish or need to review the entire Guidance package.

PROJECTED PROGRAM ACCOMPLISHMENTS (PPA's)

The Guidance defines the scope of the Agency's Regional programs. The Agency will use PPA's as a guide in developing budget justifications. A listing of selected PPA's for FY 1980 will be preprinted on the Operating Plan forms that will be part of the Planning Manual. We will provide these forms to the Regions at the same time as the Regional resource targets.

The ZBB forms may require quantified end-of-year output projections based on these PPA's. Regions should submit them as part of the Regional Operating Plans; projected output levels should be negotiated with appropriate Headquarters program offices before final approval of the Operating Plans. The selected PPA's will be consistent with the Guidance and correspond to those activities contained in the workload analysis. Each Regional and Headquarters office will be required to submit an end-of-year accomplishment report, which will feed back into next year's Agency Guidance, workload analysis, and OMB budget submission.

Paul Elston's March 13, 1979 memorandum to the Assistant Administrators and Regional Administrators on Agency reporting requirements discusses the steps we will take during the rest of this fiscal year to reinstitute

reporting in the Agency. The content of a future formal reporting system has not yet been determined. Therefore, there may be some overlap between the PPA's in the Agency Guidance and the measures to be incorporated in a new reporting system. PPA's may or may not be included in such a system for FY 1980 and 1981; by themselves, they do not constitute the reporting system. Considering this, any reference to PPA reporting or frequency of reporting in the Agency Guidance should be temporarily suspended until decisions are made on a new reporting system for FY 1980 and FY 1981.

MONITORING

There has been considerable activity during FY 1979 to improve the Agency's monitoring activities, and improved monitoring continues to be a priority for FY 1980 and 1981. Specifically, one has identified a number of issues that will affect how we conduct monitoring. The issues that are being addressed include:

- how to develop methods, and how to develop capabilities in the Regions and States, for analyzing toxic pollutants;
- how to improve the quality of the collection and analysis of samples and the quality of other data the Agency collects;
- developing and using better statistical methodologies for analyzing environmental data;
- defining the role of biological monitoring and health data collection;
- how to obtain resources for needed laboratory equipment;
- identifying ways of preventing overlap and redundancy in monitoring programs; and
- improving planning and resource allocation for monitoring throughout the Agency.

Individual programs do prescribe in this Guidance actions to improve the monitoring activities in their specific media and in some cases prescribe actions to be taken in the same areas the Select Work Group is considering

(e.g., improving quality assurance of data). Policies on monitoring that the Agency adopts as a result of the Select Work Group on Monitoring's Review will be fully circulated so that program managers can incorporate them into their programs at all levels.

WHAT HAPPENS NEXT

This Guidance is the basis for the FY 1980 Operating Plans which must be submitted for each Decision Unit. These plans should follow the priorities laid out in the Guidance and give reasons for any significant differences. The Guidance also provides the basic policy information necessary for constructing and reviewing descriptions of the FY 1981 Decision Units. In early June, Media Task Groups will review these Decision Unit descriptions for consistency with the Guidance.

The Program Analysis Division will issue the EPA Planning Manual soon. That document will give further details on the character and timing of Media Task Group reviews and ranking responsibilities. Media Task Groups may also want to meet before their ranking sessions to review analyses of issues identified in the Administrator's Analytic Agenda and earlier Task Group meetings.

* * * * *

Our principal objectives in this year's planning and budgeting cycle are to simplify the budget process, while expanding our analysis of significant issues and encouraging the Agency to look at the assumptions behind its actions as well as their consequences. The success of this Guidance will be measured by the extent to which it serves these goals.

EPA AGENCY GUIDANCE
FISCAL YEARS 1980/81

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ADMINISTRATOR'S POLICY GUIDANCE

1980/1981

DOUGLAS M. COSTLE, ADMINISTRATOR

BARBARA BLUM, DEPUTY ADMINISTRATOR

ADMINISTRATOR'S POLICY GUIDANCE

EPA and State and local agencies can be proud of what they have accomplished over the last two years. We have won strong legislative mandates, and we are making good progress in implementing them. EPA is better integrated, and we have begun the process of strengthening our State and local relationships. We are making good progress in developing effective controls for toxics. In area after area we are recognized front-runners in the Administration's reform efforts. The air and the water are getting cleaner. The people, the President, and the Congress support our work: they respect both our professionalism and our ability to get a tough job done.

This Guidance addresses the future. But before we go on to define what lies ahead, we wanted to note how far EPA has come. The Agency has been working hard and well. Congratulations and our thanks.

In this Agency Policy Guidance we identify what we feel the Agency's priorities should be for the next several years. Our Assistant Administrators follow with more detailed guidance for each of their areas of responsibility. We have worked closely with them in developing these program guidances.

Broadly stated, the Agency's priorities are as follows:

- To reduce public exposure to dangerous pollutants;
- To protect sensitive ecological systems; and
- To improve management of our environmental programs.

REDUCE PUBLIC EXPOSURE TO DANGEROUS POLLUTANTS

Over the last several years we have come to understand more of the connections between the thousands of chemicals our society has put into our environment and a great many of the diseases that afflict modern man. EPA has been given lead responsibility for identifying, evaluating, and controlling environmental pollutants. Doing so is one

of our chief objectives. We are approaching the problem at every point -- when a chemical is produced, shipped, used, or ultimately disposed of. Our Toxics, Air, Water, Pesticides, Drinking Water, Radiation, Hazardous Waste, and spills programs must all give the toxics problem greater priority. In doing so we expect that all action on individual pollutants should generally be governed by the principle of addressing first those that present the greatest health risks. A major part of that effort has been the development of an integrated strategy for toxic substances, a strategy which we will continue to develop and refine throughout 1980 and 1981 through vigorous implementation of the Toxic Substances Control Act.

As another element of an Agency-wide toxics strategy, we will develop an Agency cancer policy. The policy will provide a framework for continuing decision-making in our pesticides, toxics, and drinking water programs and for emerging carcinogen regulations under the Agency's air, water, and hazardous waste programs.

Finally, our urban strategy is a key part of this effort because it is based on attacking the unhealthy environmental conditions of cities. We expect the Assistant Administrators and you to continue to implement our existing urban initiatives and to develop innovative solutions for urban problems.

PROTECT SENSITIVE ECOLOGICAL SYSTEMS

Increasingly during the past two years, we have focused the Agency's efforts on dealing with pollutants as they affect public health. Ultimately, however, we must protect the environment that supports us and all other life. While continuing to clean up our air and water, we need to give much more attention to particularly sensitive environmental systems such as wetlands. Though natural systems like wetlands and fisheries are usually described as renewable -- on the assumption that they can regenerate themselves when depleted or damaged -- we are beginning to learn how fragile they truly are as we begin to understand sensitive ecological relationships. Once a groundwater supply is contaminated with toxics, for example, it may take centuries for natural restoration (or millions of dollars for clean-up) if it is ever to support healthy natural life or to be used for drinking water.

IMPROVE MANAGEMENT OF OUR ENVIRONMENTAL PROGRAMS

We have made a major commitment to finding better, more effective ways of regulating. There are almost fifty reform efforts in progress across the Agency now. We are beginning to see the results of this commitment, and we expect a great many more initiatives to move into implementation stages over the next several years. We will continue to look for complements to traditional regulation, such as offsets and the bubble, our reporting requirements, sunset, and procedural simplifications. We want your active help in finding better ways to carry out our responsibilities. Specifically, we want to continue to:

- Integrate EPA programs -- We have made a good start in our efforts to consolidate our grant and permit programs. The integration of programs in water quality, drinking water, solid waste, hazardous wastes, and underground injection can serve as a good model for other program areas.

- Strengthen Federal/State/local partnerships -- Establishing the State/EPA Agreements and encouraging appropriate delegation should strengthen and improve environmental programs at all levels. We also need to retain and improve our ability to assess performance at all levels. We want to work for passage of an Integrated Environmental Assistance Act as a legislative base for increasing management flexibility between us and the States as well as in State programs.

- Improve coordination with other Federal agencies -- We must make greater use of the IRLG and Regulatory Council mechanism to assure coordinated and concerted action among all Federal agencies. We must work particularly closely with the Department of Energy in developing environmentally and health sensitive energy policies.

- Reform and refine our management practices -- In this area we are emphasizing the completion of Civil Service reforms recently enacted. We must also put in place the planning, zero-based budgeting accountability system for the Agency.

In addition, we are reassessing our monitoring with an eye to the quality, utility and compatibility of our information systems.

- o Improve regulatory reform -- We are giving major emphasis to the development of more flexible, less costly alternatives to our traditional regulatory approaches, such as the "bubble" concept and "banking" of offsets in nonattainment areas. We want to continue improving the quality of our regulations. One of the most important elements to the latter is continued strengthening of the Steering Committee; we want to enlarge the role of the Regions in this process.

- o Strengthen the Agency's research capacity and programs -- We want to improve our ability to forecast environmental problems and solutions, particularly in the long term. We need to expand the data base for our regulatory decision-making.

Finally, there are a number of cross-cutting issues we want to flag. We expect:

- o a strong commitment to improving public participation;

- o a determined affirmative action program; and

- o continued attention to the Administration's urban programs.

* * * * *

The 1980-1981 planning years present a great challenge to us as managers. We must continue to move this Agency toward protecting public health and the environment more fully. We expect that each participant in this planning will consider how his or her program can contribute to these initiatives.

The following sections of this Guidance set forth our priorities in greater detail. They serve as the basis for FY 1980 Federal and State program implementation and as the policy framework for program and resource recommendations to the President for FY 1981.

Douglas M. Costle
Administrator

Barbara Blum
Deputy Administrator

ASSISTANT ADMINISTRATORS' OVERVIEWS

AIR, NOISE, AND RADIATION

WATER AND WASTE MANAGEMENT

TOXIC SUBSTANCES

ENFORCEMENT

RESEARCH AND DEVELOPMENT

PLANNING AND MANAGEMENT

OFFICE OF AIR, NOISE, AND RADIATION

Overview Statement of Priorities and Goals

David G. Hawkins, Assistant Administrator

PUBLIC PARTICIPATION AND INFORMATION

Each OANR program plan should include resources and should plan for effective participation. Limited resources should also be available for case-by-case assistance to participants in a small number of major rulemaking and/or permit proceedings.

I would also like OANR offices to work with Regional Offices to develop effective public participation programs for their activities.

Finally, each office should review existing public information materials in its area of responsibility. Program plans should provide for major improvements in our information base and should include a system for keeping our public information materials current. Please work with our Office of Public Awareness representative in this effort. Our laws, particularly the Clean Air Act, are complex but their purposes and effects can be simply explained. We must make more of an effort to do so.

AIR

High priority must be given in 1980 to completing all actions required as a result of State implemention plan submissions in 1979. Most plan approvals, disapprovals, and promulgations should be completed in 1979, as should the schedules for implementing the plans. However, some such actions may not occur until 1980. We must have in place systems for tracking State progress in implementing their approved plans. We need to emphasize and develop ways of assuring that the States assume their responsibilities under the plans including all new source review responsibilities. It is especially important that we encourage States to implement the program for Prevention of Significant Deterioration.

During 1980 programs for visibility protection and Prevention of Significant Deterioration for pollutants other than TSP and SO_2 should be ready for implementation. States should be urged to assume responsibility for these programs as well.

The next major round of SIP revisions will be in 1982 for those areas where EPA has granted extensions beyond the 1982 deadline. Our guidance requires that for ozone these areas base their revised plans on an air quality model. It appears that the most appropriate technique for protecting future air quality in this round of SIPs will be the relatively complex dispersion models which account for photochemical reactions. We should give high priority in 1980 to the acquisition of data required for these models and to validating them. The 1981 program plan should provide for the use of these models in all areas where required in a time frame that permits technical review and public participation on development of control strategy to assure meeting the Clean Air requirements.

The general problem of lack of confidence in air quality data also must be addressed in 1980. Emphasis must be given to the establishment of technically sound sites and procedures for National Air Monitoring Stations (NAMS) and State Local Air Monitoring Stations (SLAMS) as required by our monitoring regulations. Participation by State/local laboratories in quality assurance programs should be mandatory. If the programs require additional resources, this should receive a high priority in the 1981 budget request.

At Headquarters, by December 31, 1890, we must have completed our review and appropriate revision of all existing ambient air quality standards. The plan for 1980 should clearly recognize this requirement and, given the need for a better quantification of benefits, provide for the development of such a data base and analyses as may be required.

The budget for 1980 provides funding to complete the development of new source performance standards for all major stationary sources by 1982. The program plans for 1980 and 1981 must demonstrate that we are on a schedule which will meet that statutory deadline.

No large increment in resources is being provided in 1980 for activities related to hazardous air pollutants. I expect that, before the next fiscal year begins, we will have in place a policy on air carcinogens providing a systematic approach to substantially reduce risks from airborne carcinogens. Our plan in 1980 should provide for the orderly implementation of that policy with a major intensification of actions in 1981. This program should take into account and be coordinated with other programs regulating risks from toxic or hazardous pollutants.

In Mobile Sources we should have completed all vehicle rulemaking specifically required by the Clean Air Act in 1980. Our future standard-setting program should address the need to regulate presently unregulated pollutants, and resources to address the light-duty diesel should be available in 1980 in the event that research establishes the need for additional action. Our 1980 program should focus on such assessment activities as may be necessary if standards are to be proposed in FY 1981 or subsequent fiscal years.

Given commitments to inspection/maintenance programs in the SIP's, we must be in a position of being able to provide expert guidance to State and local I/M programs. The 1980 plans should address, as a matter of priority, such data gathering and assessment as may be necessary to assure that we can assist I/M programs to achieve their maximum potential.

We should give major attention to other activities which will help assure that vehicles in use perform as intended, and the 1980/81 plans should specifically address this concern. In particular, we should continue to examine test procedures to improve their relation to real-world problems.

NOISE

In FY 1980 I think that every effort should be made to become current with our previous commitments to regulate new products. New commitments should be limited until we are assured that the backlog of previous identifications and/or proposals can be eliminated. If we take on new efforts, they should focus on transportation-related concerns.

To the extent the 1980 budget is not adequate to complete the required pre-regulatory work for light duty vehicles and tires, the Agency should not make formal commitments. These sources would then be a major initiative in the 1981 budget.

Although I am attracted by the idea of using noise labeling as a method of enhancing consumer choice, I believe we should complete promulgation of the general labelling and hearing protector regulations first. Any proposal for additional work in the labeling area in 1980 must be carefully tailored to fit within available resources and my desire for us to complete pending actions. An expanded program may be considered in 1981, but it should have a lesser priority than work related to transportation sources.

I am anxious that we show material progress in implementing the Quiet Communities Act. To the extent that our stated goals of 400 communities and 40 States with effective noise programs provide a real basis for program planning, our program plans for both 1980 and 1981 should clearly indicate projected progress against these goals.

We should likewise display our actions to undertake investigations and studies on a more complete health base for noise control against a specified objective. I think it important that we develop an outline which indicated the areas in which new information should be produced on a priority basis and that our proposed research-related plans in both 1980 and 1981 indicate how they will meet our needs as outlined.

RADIATION

In radiation the mission of EPA is now reasonably well defined as a result of the IRG Report, Libassi Committee deliberations, NRC Agreements, and our own actions in developing criteria for waste disposal. The IRG Report indicating the multi-agency nature of the Federal government's nuclear waste management program should be used as a blueprint for defining the scope of and timing required for EPA standard-setting in this area. The program focus in 1980 should be on actions delineated in that report.

The priority we give to actions under the Clean Air Act must be a product of the reduction in radiation risk which such actions can accomplish compared to reduction achieved in other radiation programs. To the extent that priority must be given to the issue of radioactive waste, and/or to the completion of standards required under the Uranium Mill Tailings Act, I am willing to accept a slower rate of progress on Clean Air Act-related problems in 1980. Nevertheless, the program plan for 1981 should present a full range of actions to effectively implement our determinations on the nature of radioactive air pollution problems, we should assign them high priority.

Given the acknowledged limitations of our resources, I would expect only limited EPA resources devoted in 1980 to implement EPA's general authorities to provide Federal radiation guidance. I would much prefer that we take time to establish an interagency committee to review the potential scope of the guidance function and assess priorities as our major program action in the guidance area in 1980. Implementation of the committee's recommendations would follow in 1980 and 1981. Additional resources for EPA in 1981 could be sought where necessary to supplement the resources of other agencies.

OFFICE OF WATER AND WASTE MANAGEMENT

Overview Statement of Priorities and Goals

Thomas C. Jorling, Assistant Administrator

The priority objectives of EPA's Water and Wastewater Management programs are to implement statutory mandates providing for:

- Achievement and maintenance of the physical, chemical, and biological integrity of the Nation's ground and surface waters, with special emphasis on protection of public health and sensitive aquatic ecosystems;

- Treatment, containment, and control of toxic and hazardous materials in solid waste;

- Protection of an adequate supply of high quality drinking water for public consumption; and

- Federal, State, and local development of integrated environmental management systems which minimize transfers of pollutants between media and which identify optimal ultimate disposal strategies for pollutants.

The objectives described above can be achieved most efficiently in terms of both dollars and manpower through:

- Effective use of State planning and program funds to implement water quality management, water supply, and solid waste management goals through State/EPA Agreements;

- Management of the $4 billion/year construction grants program to meet the treatment needs of publicly owned treatment works (POTW's) effectively at least cost to all levels of government;

- Application of alternative, innovative, and cost-effective technologies and management practices to solve water and solid waste pollution problems; and

- Emphasis on resource recovery, reuse, and recycling to conserve energy, materials, and water.

The objectives and management tools to achieve them will be delivered within a context of program integration and consolidation. An integrated focus for the Agency and for OWWM in particular arises because the Resource Conservation and Recovery Act (RCRA) closed the gaps in the waste disposal cycle left by previous air and water legislation by providing control for the disposal of pollutants in or on the land. Since there is no "free dumping ground", an integrated approach is necessary to determine the best mix of environmental controls to minimize the adverse effects of pollution. These integrative efforts will be manifest in the way we deal with identifiable areas of control or regulation. For example; many programs within OWWM act on specific chemicals. When one program is dealing with a chemical, it is imperative that all programs regulating that chemical share knowledge, experience, and implementation.

Integration of water quality, water supply, and solid waste programs will generally occur at the State level via the State/EPA Agreement process. EPA will encourage States to conduct integrated problem assessments, develop long-term strategies to solve their water and waste management problems, and commit to one-year work programs to implement their strategies. In return, EPA will supply program and planning grants from the Clean Water Act (CWA), Safe Drinking Water Act (SDWA), and RCRA to assist the States that undertake integrated approaches.

An integrated State/EPA agreement process is a logical outgrowth of the Water Quality Management (WQM) program, which is a key focus of the Office of Water and Waste Management. The major goal of WQM is the development of a State and local decision-making process to control point and nonpoint sources of pollution. Current WQM efforts are concentrated on plan implementation to achieve water quality improvements. Continuing WQM grants will only be made to State and areawide agencies who can show evidence of implementation.

In managing the $4 billion/year construction grant program, the Agency will consider publicly-owned treatment work systems as a structural and functional component of human community. This should enable questions relating to levels of performance and technology, operations and maintenance, sludge management, pretreatment, toxics, combined storm water overflow and urban drainage to be viewed as parts of a single system.

EPA's strategy for 1980-81, then, is to orient funding toward meeting environmental requirements through stringent cost-effectiveness review and to stress innovative and alternative approaches to waste treatment, including water and energy conservation, reuse and recycling of pollutants, and small systems. Funds earmarked for State delegation under Section 205(g) of the CWA will be directed toward State assumption of program activities with high professional quality consistent with Congressional policy and requirements. In addition, the construction grant program will move rapidly toward reinforcing other Agency actions such as the control of toxics and enforcement objectives through implementation of the municipal enforcement strategy.

Industry is a key focal point for the application of technology and management practices to control environmental pollution. The multiple controls on industry must be applied in a coherent way to a single facility or industry category to control toxic and hazardous pollutants effectively. The available control mechanisms include spill prevention control plans; best management practices for toxics; BAT, pretreatment, new source performance standards, and BCT; RCRA hazardous waste controls; and underground injection control (UIC).

This arsenal of controls will be implemented coherently through consolidated permitting of NPDES, RCRA Section 3005, and UIC permits. Permit consolidation will enable concentration on programmatic, environmental, and procedural permitting elements which allow technical and legal talents to be applied effectively and efficiently to achieve environmental objectives.

All OWWM programs will emphasize conservation of our precious natural resources: energy, water, minerals and other materials. The resource recovery program will strive to maximize the use of energy and materials which are currently disposed of as solid wastes. Municipal and industrial point source control programs will stress reuse of wastewater and recycling of pollutants through standards, permits, and financial assistance. In particular, the construction grants program will focus attention on multi-purpose projects which recover energy and materials and reuse wastewater.

Four final OWWM priority areas are: attention to specific ecosystems; development of criteria and standards; implementation of new OWWM public participation regulations; and emergency response.

- An important focus is on specific ecosystems or subsets of ecosystems, such as: ground water as it is influenced by the programs of OWWM; wetlands protection as it is specifically achieved by the regulatory program under section 404, and wetlands as influenced by such other factors as solid waste facility siting, treatment systems siting, and others. The oceans represent another ecosystem which is high priority and can only be protected by the integrated application of OWWM programs.

- Another integration of OWWM activity ranging across all programs is in development of criteria and standards. Water quality criteria, 404 criteria, 403 criteria, safe drinking water standards, and hazardous substance criteria all will be looked at as they are developed, issued and applied.

- Overall public participation regulations for water quality, water supply and solid waste programs, which were promulgated in February 1979, will be implemented in 1980. These regulations support program integration objectives by standardizing certain public participation requirements for OWWM programs. They should foster more effective and constructive public involvement across these programs.

- 1980 must see the emergency response capabilities of OWWM integrated so that the various authorities under the Safe Drinking Water Act, Resource Conservation and Recovery Act, and the Clean Water Act are carried out in a coherent way by adequately trained people. We must build on the emergency response capabilities already in place under section 311 and expand them to recognize that the response is attentive not just to surface waters but also to ground waters and to the landscape and atmosphere.

OFFICE OF TOXIC SUBSTANCES

Overview Statement of Priorities and Goals

Steven D. Jellinek, Assistant Administrator

This Overview Statement lays out what I believe to be the important priorities for achievement by the pesticides and toxics programs for the years 1980 and 1981. As such, it represents my "guidance" to the managers and staff of the two programs and information of interest to our colleagues throughout the Agency.

I have arranged the objectives for each into "general" and "specific" categories. The specific objectives are subdivided further into "highest" priority, "high" priority, and "other." We have no low priority objectives.

The general objectives are provided to give a sense of what I believe are the thrust and tone of the programs. The specific objectives are more in the nature of outputs I expect to be delivered.

TOXICS--1979

General Objectives

- Continue the thrust toward institution-building. From the organizational perspective:
  - Secure adequate space.
  - Staff up to budgeted levels with qualified professional and support personnel, with special efforts on increasing the number of women and minorities.
  - Organize to the branch level.

From the regulatory perspective:

  - Place more emphasis on premanufacture review, test standards, and test rules.

  - Give less emphasis to existing chemical regulation.

- Complete the development of a priority setting system for choosing chemicals for testing and regulation under TSCA and other statutes; clarify and establish the role of the Toxic Substances Priorities Committee in this system.

- Develop a detailed program planning system for each DAA-ship.

- Clarify the regional role in TSCA implementation.

Specific Objectives

Highest Priority

- Publish the Chemical Substances Inventory.

- Promulgate the final regulations on premanufacture notification; establish and operate a system for screening and assessing notices; and take actions under TSCA sections 5(e) and 5(f) to prevent or control the manufacture of new chemicals, as required.

- Promulgate a final regulation establishing test standards for oncogenicity, chronic toxicity, combined oncogenicity and chronic toxicity, and good laboratory practices.

- Propose the first section 4 test rule requiring industry to test 20-30 chemical substances and categories of substances.

- Propose a rule under section 8(a) to develop basic use/exposure information on approximately 2-3,000 chemicals to aid in setting priorities for regulation.

- o Propose a regulation under section 6 banning or limiting the use of one existing chemical that poses an unreasonable risk to public health.

- o Fully implement the program to help States and school districts identify and control asbestos in school buildings.

High Priority

- o Propose testing guidelines for premanufacture notification.

- o Propose remaining test standards for health effects and several fate and ecological effects test standards; resolve inconsistencies with pesticides testing guidelines.

- o Conduct health and environmental effects assessments, monitoring, and economic impact analyses to support regulation of new and existing chemicals.

- o Follow premanufacture notices with individual "significant new use rules" and/or individual section 8(a) information rules for a few selected new chemicals, as required.

- o Begin the development of generic follow-up systems for "significant new use rules" and section 8(a) information rules for new chemicals.

- o Begin developing proposed regulations banning or limiting the use of an additional 2-4 existing chemicals that pose an unreasonable risk to health or the environment.

- o Complete an analysis of the issues concerning the impact of testing costs on small volume chemicals and, if appropriate, develop proposed legislative solutions.

- o Continue the development of TSCA and inter-agency chemical information systems and data bases.

- o Complete the development of responsive and effective document control data services, and FOI procedures.

- o Develop model rules for information gathering under section 8(a).

Other

- o Develop a process to review and act expeditiously on carcinogens, mutagens, and teratogens under section 4(f).

- o Initiate the development of generic approaches to banning or controlling the use of chemicals under section 6.

- o Promulgate the PCB ban rule.

- o Provide industry assistance on TSCA requirements.

- o Distribute State grants.

- o Continue development of public participation programs.

- o Support OECD and other planned international harmonization programs.

- o Propose model regulations under section 8(c) and 8(d) to require recordkeeping and submission of health and safety studies concerning significant effects of chemicals.

TOXICS--1980

General Objectives

- o Continue the thrust toward institution-building. From the organizational perspective:

- Staff up to budgeted levels with qualified professional and support personnel, with special efforts on increasing the number of women and minorities.

- Build effective staff teams through management actions and training.

From the regulatory perspective:

- Fully operate premanufacture review and test rule development.

- Increase emphasis on existing chemical regulation, both individual and generic approaches.

o Operate a priority-setting system for choosing chemicals for testing and regulation under TSCA and other statutes, in conjunction with the Toxic Substances Priorities Committee.

o Operate a detailed planning system for the toxic substances program; initiate formal evaluation; modify program design, as needed, to increase quality and quantity of output; develop, jointly with the R&D community, specific program requirements for high priority research; examine the need for major legislative changes in 1981.

Specific Objectives

Highest Priority

o Fully operate the premanufacture notification review process; take actions under sections 5(e) and 5(f) to prevent or control the manufacture of new chemicals, as required.

o Promulgate the section 4 test rule proposed in 1979; propose and promulgate additional test rules.

o Conduct health and environmental effects assessments, monitoring, and economic impact analyses to support regulation of new and existing chemicals.

- Promulgate the section 6 regulations proposed in 1979 banning or limiting the use of one chemical; propose section 6 regulations for several additional existing chemicals.

- Promulgate the section 8(a) information rule on 2-3,000 chemicals proposed in 1979.

High Priority

- Promulgate final testing guidelines for premanufacture notification.

- Propose and promulgate model rules under section 8(a); promulgate model rules for sections 8(c) and 8(d).

- Promulgate the full set of health effects test standards and the fate and ecological effects test standards proposed in 1979; propose additional fate and ecological effects test standards.

- Futher develop and begin to use generic follow-up systems for "significant new use rules" and section 8(a) information rules for new chemicals.

- Publish the revised chemical substances inventory; maintain the integrity of the inventory.

- Develop proposed regulations implementing generic approaches to regulation under section 6.

- Begin partial operation of TSCA and interagency chemical information systems and data bases; continue systems development.

- Review and act expeditiously on carcinogens, mutagens, and teratogens under section 4(f).

Other

- Begin reviewing existing test standards as required by section 4.

- o Begin review of overall economic and innovation effects of TSCA.

- o Provide industry assistance on TSCA requirements.

- o Continue to develop public participation programs.

- o Support OECD and other planned international harmonization programs.

TOXICS--1981

General Objectives

- o Achieve institutional maturity. From the organizational perspective:

  - Have a stable organization in place with technically and managerially qualified staff.

  From the regulatory perspective:

  - Fully operate all major program components.

  - Balance emphasis on regulation of new and existing chemicals.

- o Operate an integrated priority-setting system for choosing chemicals for testing and regulation for TSCA and other statutes, in conjunction with the Toxic Substances Priorities Committee.

- o Operate a detailed planning and evaluation system for the toxic substances program; explore alternatives to established regulatory approaches.

- o If appropriate, develop and support proposals for major legislative changes.

Specific Objectives

Highest Priority

- Fully operate the premanufacture notification review process at an improved level; take actions under sections 5(e) and 5(f) to prevent or control the manufacture of new chemicals, as required.

- Promulgate and propose regulations under section 6 with greater emphasis on generic approaches, banning or limiting the use of a significantly greater number of existing chemicals that pose unreasonable risks to public health.

- Conduct health and environmental effects assessments, monitoring, and economic impact analyses to support regulations of new and existing chemicals.

- Continue promulgating rules under sections 4 and 8 to obtain data to support assessment and regulation.

High Priority

- Revise testing guidelines for premanufacture notification to provide more specific guidance.

- Complete fate and ecological effects test standards; review existing test standards as required by section 4.

- Use routine, generic follow-up systems for "significant new use rules" and section 8(a) information rules for new chemicals.

- Complete chemical information systems development; operate systems, services, and data bases at full scale.

Other

- Continue actions under 4(f).

- Maintain industry assistance.

- o Continue to develop public participation programs.
- o Support international harmonization programs.
- o Continue TSCA overall economic and innovation impact studies.
- o Evaluate and refine operating programs.

PESTICIDES--1979

General Objectives

- o Continue the thrust toward institution-building. From the organizational perspective:
  - Secure adequate space.
  - Staff up to budgeted levels with qualified professional and support personnel, with special efforts on increasing the number of women and minorities.
  - Complete the reorganization; fill senior line positions.

  From the regulatory perspective:
  - Place more emphasis on completing major RPAR actions, initiating conditional registration, establishing the registration standards process, and making registration decisions on new chemicals with adequate hazard data.
  - Give less emphasis to large-scale operation of the registration standards process.
- o Develop management systems for expediting decisionmaking on high volume operations, such as registration and registration standards.
- o Develop a detailed program planning system.
- o Clarify the regional role in FIFRA implementation.

Specific Objectives

Highest Priority

- Review benefits and risks of 15-20 RPAR compounds identified as posing potentially unreasonable adverse effects.
- Reach 17-23 final risk/benefit determinations on RPAR compounds.
- Implement the conditional registration program.
- Process 25-30 new registrations, 5,000-5,600 administrative/technical amendments and 2,000-2,500 routine/intrastate registrations in an efficient, effective manner.
- Give registration priority to new chemicals for which complete hazard data are submitted.
- Initiate the preparation of 42-47 generic standards, including the reassessment of associated tolerances.
- Evaluate the scientific basis of the system for establishing tolerances, including consideration of inert ingredients in order to revise tolerance regulations.

High Priority

- Provide timely and responsive guidance to the States relative to their FIFRA section 5(f) experimental use permits and review 180-240 section 5 registrations in a median turnaround time of 120 days.
- Review 1,000-1,500 section 24(c) special local needs registrations and conduct overview activities on their final actions.
- Review 170-220 section 18 emergency exemptions in a median turnaround time of 4 weeks, including full scientific review of pertinent data.

- o Develop proposed guidelines for biological pesticides.

- o Establish 80-120 pesticide residue tolerances and review 75-100 amendments for food and animal feed crops after review of data and risk/benefit analyses in a median turnaround time of 105 days.

- o Accelerate the program to classify pesticides for restricted use. Aim for completion in 1980.

- o Develop and initiate procedures to require early testing to fill data gaps on existing compounds instead of waiting until such gaps are identified in the development of generic standards.

- o Integrate IPM into the RPAR process and into regulatory actions (e.g., section 18 emergency exemptions) when technically appropriate.

Other

- o Audit 50-70 testing laboratories.

- o Develop more precise procedures for handling confidential business data.

- o Conduct training program.

- o Improve FOI response procedures, so that all requests are given an initial response within 10 days and a final response as quickly as possible.

- o Monitor for hazard prediction and significance of potential problems.

PESTICIDES--1980

General Objectives

- o Continue the thrust toward institution-building. From the organizational perspective:

  - Build effective staff teams through management actions and training.

From the regulatory perspective:

- Emphasize completion of the remaining RPAR reviews, increasing production of registration standards, and registration decisions on new pesticide chemicals.

- Initiate reregistration of existing pesticides.

o Operate priority-setting systems for selection of chemicals for the registration standard process and for priority registration decisions.

o Operate a detailed planning system; initiate formal evaluation; modify program design, as needed, to increase quantity and quality of output; develop, jointly with the R&D community, specific program requirements for high priority research.

Specific Objectives

Highest Priority

o Review benefits and risks of 12-17 RPAR compounds identified as posing potentially unreasonable adverse effects.

o Reach 15-20 final risk/benefit determinations on RPAR compounds.

o Implement the conditional registration program.

o Give registration priority to new chemicals for which complete hazard data are submitted.

o Reregister 1,000-1,400 products from available generic standards.

o Complete the generic standards initiated last year, and initiate the preparation of 40-50 generic standards, including the reassessment of associated tolerances.

High Priority

- Provide timely and responsive guidance to the States relative to their section 3(f) experimental use permits, and review 180-240 section 5 registrations in a median turnaround time of 120 days.

- Review 1,000-1,500 section 24(c) special local needs registrations and conduct overview activities on their final actions.

- Review 170-220 section 18 emergency exemptions in a median turnaround time of 4 weeks, including full scientific review of pertinent data.

- Promulgate guidelines for biological pesticides.

- Establish 80-120 pesticide residue tolerances, and review 75-100 amendments for food and animal feed crops after review of data and risk/benefit analyses, in a median turnaround time of 105 days.

Other

- Audit 50-70 laboratories.

- Improve FOI response procedures, so that all requests are given an initial response within 10 days and a final response as quickly as possible.

- Monitor for hazard prediction and significance of potential problems.

PESTICIDES--1981

General Objectives

- Achieve institutional maturity. From the organizational perspective:

- Have a stable organization in place, with technically and managerially qualified staff.

From the regulatory perspective:

- Fully operate all major program components.

- Substantially complete RPAR.

o Operate an integrated priority setting system.

o Operate a detailed planning and evaluation system.

o Intensify strategy for replacement of older pesticides with unknown or hazardous effects with new, safer pesticides and alternative pest control actions.

Specific Objectives

Highest Priority

o Integrate the RPAR process into the generic standards production process.

o Give registration priority to innovative, environmentally protective compounds.

o Reregister 1,000-1,400 products from available generic standards.

o Complete the generic standards intiated last year, and initiate the preparation of 40-50 generic standards, including the reassessment of associated tolerances, with attention to detail and quality.

High Priority

o Provide timely and responsive guidance to the States relative to their section 5(f) experimental use permits, and review 180-240 section 5 registrations in a median turn-around time of 120 days.

- Review 1,000-1,500 section 24(c) special local needs registrations, and conduct overview activities on their final actions.

- Review 170-220 section 18 emergency exemptions in a median turnaround time of 4 weeks.

- Establish 80-120 pesticide residue tolerances, and review 75-100 amendments for food and animal feed crops after review of data and risk/benefit analyses, in a median turnaround time of 105 days.

Other

- Audit 50-70 laboratories.

- Improve FOI response procedures, so that all requests are given an initial response within 10 days and a final response as quickly as possible.

- Monitor for hazard prediction and significance of potential problems.

OFFICE OF ENFORCEMENT

Overview Statement of Priorities and Goals

Marvin B. Durning, Assistant Administrator

This guidance builds upon the top priority activities set out for enforcement in the EPA Policy Guidance for FY 1979/80. The activities described are our top enforcement priorities, not a complete list of all enforcement activities. These priorities are stated as programmatic priorities and as management-institutional priorities, but the two are obviously interrelated.

PROGRAMMATIC PRIORITIES

Enforcement in Emergencies

All EPA, State, and local enforcement personnel should give top priority to any true emergencies involving substantial threats to public health and safety. Containment and removal of the dangers is, of course, the top priority. Follow-up on penalties for violations can be undertaken in the course of other enforcement, rather than as an emergency. This guidance applies, of course, to emergency enforcement response to hazardous spills.

At this time in FY 1979, EPA personnel have as their top priority the investigation and prevention of substantial and imminent hazards created by existing or abandoned chemical waste sites. Those efforts will continue as facts may dictate. We expect a large number of civil actions of this nature in FY 1980 and 1981.

Major Source Enforcement Effort

The major source enforcement effort against violators of the Air Act and Water Act is our next highest priority after emergency situations. Enforcement against these major sources is critically important to accomplishing our environmental goals. It is directed against that small minority of major sources which failed to meet the requirements of the Air and Water Acts by the statutory deadlines. It includes many of the most serious and most recalcitrant sources of pollution in the country. By bringing these sources into compliance, with penalties where appropriate, we will keep

faith with the great majority of firms and public bodies which met their responsibilities and will build the confidence necessary to continue voluntary compliance with all the environmental laws.

In FY 1980, Regions and States will bring the major source enforcement actions to decision by settlement, administrative process, or court trial, including appropriate penalties, and make or defend appeals. By the end of FY 1980, the major source drive should be nearly completed, with only a few actions and appeals still pending in trial or appellate courts. In FY 1981, actions and appeals still pending should be completed as rapidly as possible.

Enforcement against Automobile and Truck Pollution

Because of the great public health and environmental significance of air pollution from automobiles and trucks, especially in urban areas, enforcement against mobile sources of pollution will continue to be a top enforcement priority in FY 80/81.

EPA enforcement will continue to ensure that new vehicles meet emission standards. We will increase our emphasis on maintaining the effectiveness of emission control systems throughout the period of their use. To achieve this, EPA's main emphasis will be on inspection and maintenance systems in the major nonattainment areas for auto-related pollutants, supplemented with Headquarters audits and I/M programs.

- To ensure that new vehicles meet standards, EPA enforcement will continue our assembly line audits, recall and warranty efforts.

- To ensure that cars in use meet standards and to support introduction of inspection and maintenance systems where needed, EPA will continue to focus investigations and enforcement actions (a) on national or regional fleets, chains, dealership or repair facilities, or "pattern" violations and (b) in major metropolitan areas where auto pollution is high and I&M will be introduced. EPA will encourage State and local anti-fuel switching and anti-tampering efforts.

We will use private, State, or local contracts to carry out inspections to ensure the availability and purity of unleaded gasoline, and the installation and operation of vapor recovery systems on fuel delivery trucks and at gasoline outlets.

EPA and the States, in cooperation with other agencies, will implement any programs authorized to control the leaded-unleaded gas price differential and other authorized environmental/energy programs.

Consolidated and Simplified Permitting

EPA is consolidating its permit programs, both to simplify administrative steps and to get all important environmental problems addressed in a single process. By October 1, 1979, companies will be able to submit just one application for all water, solid and hazardous waste permits, go through one review, and be issued one permit. We expect application forms for air quality permits to be consolidated in late FY 1980 (or early FY 1981). NPDES second round permits under the Clean Water Act will be issued throughout FY 1980/81. We will begin to issue hazardous waste permits in late FY 1980, accelerating in FY 1981. We will also start issuing Underground Injection permits in FY 1981.

In all permitting activities, we will give first priority to large or major sources with serious adverse health effects, including those with significant toxic discharges.

Full Federal Compliance

President Carter has directed all Federal facilities to come quickly into compliance with Federal, State, and local environmental requirements.

By the end of 1980, we expect all, or almost all, Federal facilities both major and minor sources will be in compliance. Regions should see to it that all Federal facilities do indeed come into compliance as soon as possible. EPA will ensure that Federal agencies request necessary funds for compliance by reviewing the agencies plans included in the annual A-106 report.

EPA is encouraging the States to assume these responsibilities for Federal facilities. The States should find the managers of Federal facilities cooperative. EPA will assist the States in getting any disputes resolved.

Stationary Sources

Completing the Major Source Enforcement Effort continues to be of highest priority in FY 1980/81, including the monitoring of compliance orders to ensure that sources comply with the terms of the orders. We also want to ensure that major sources comply with new requirements placed on them by SIP revisions and by the ambient standards for lead, and to enforce new source performance standards and national emission standards for hazardous air pollutants.

As the Major Source Enforcement Effort is completed in FY 1979/80, EPA will design and implement an improved program of compliance monitoring and enforcement to ensure continuous compliance.

During FY 1979, regulations will be promulgated for administrative assessment of noncompliance penalties under Section 120 of the Clean Air Act. This program should be fully implemented during the second half of FY 1979 and throughout FY 1980/81. Prompt implementation of these penalties should assist in obtaining and maintaining compliance with the Air Act.

Water Enforcement

Completion of the Major Source Enforcement Effort, including actions against publicly owned treatment works (POTW's), continues to be of highest priority in FY 1980/81. As this effort is completed, EPA will design and implement an improved program of compliance monitoring and enforcement to ensure continuous compliance.

Beginning in FY 1979 and growing in importance in FY 1980/81 will be advice and assistance to delegated States so that State pretreatment programs can be established and the conditions of those programs enforced. During FY 1981 the activities of assisting and advising States and POTW's, modifying permits to incorporate pretreatment requirements, approving POTW treatment programs, notifying affected indirect dischargers, and determining treatment levels should be at their peak level and of prime importance if we are to achieve compliance by all affected POTW's and indirect dischargers by FY 1983 or FY 1984. NPDES permits will be issued as part of the consolidated permits program.

Strategies for New Programs (TSCA, RCRA, SDWA, FIFRA)

In recent years, Congress has provided new programs and has amended existing statutes to respond to the threats of chemical poisons, hazardous wastes, and pesticides, and to protect drinking water supplies. We must carefully devise or revise enforcement strategies under the additional provisions of the Toxic Substances Control Act (TSCA), the amended provisions of the Federal Insecticide, Fungicide, and Rodenticide Act (FIFRA), the hazardous waste provisions of the Resource Conservation and Recovery Act (RCRA), and the Safe Drinking Water Act (SDWA).

Under RCRA, our priority enforcement activities in FY 1980/81, in addition to responding to emergencies, include monitoring and enforcing the notification program (Section 3010); reviewing proposed State programs for enforceability and adequacy; issuing permits, monitoring permitted sites, and ensuring that Compliance Schedules are met; and monitoring and enforcing the manifest systems.

Under TSCA, our compliance monitoring and enforcement will initially focus on PCBs, chlorofluorocarbons, inventory requirements and to premanufacturing notice requirements. We will continue our special investigative efforts regarding the accuracy and truthfulness of laboratory test data in the toxics and pesticides programs.

Under FIFRA, during FY 1980/81 EPA will attempt to develop cooperative enforcement grant programs with the remaining seven States (for a total of 50) and will continue to enforce regulations on pesticide use until States assume this responsibility.

Under SDWA, EPA will respond to emergency situations threatening public health and will concentrate on enforcement of primary drinking water standards, particularly in non-primary States.

Noise Control

The noise enforcement program will continue to ensure compliance with standards and requirements for products and procedural labeling as its top priority. Although urban noise can often be controlled through State and local efforts, it continues to be a Federal responsibility to ensure that products meet the standards established under the Noise Act. EPA Headquarters will carry out this function.

MANAGEMENT AND INSTITUTIONAL PRIORITIES

In addition to the preceding programmatic priorities, we have a number of management and institutional improvements as top priorities. These improvements have to some degree already been described in the programmatic priorities and they obviously interrelate with them.

- o Consolidated Permitting -- EPA will consolidate and simplify its permitting activities, mostly during FY 1979 and totally by the end of FY 1980. It will assist and encourage States to do so as well.

- o Industry Enforcement Strategies -- During FY 1979 and FY 1980 EPA will develop and implement industry enforcement strategies for selected industries.

- o Continuous Compliance -- We will develop programs for ensuring continuous compliance by regulated sources, including compliance monitoring (and information systems for recording and tracking compliance), penalties to remove the economic benefit of non-compliance and remote sensing techniques.

- o Improved Oversight of State Enforcement -- During FY 1979 and thereafter, Headquarters and Regional personnel will begin to apply standards of performance to State enforcement activities under all Federal grants or contracts for enforcement.

- o Management and Management Information Systems -- During FY 1979 and FY 1980 as needed, we will review our management, reporting, and information systems (including ADP systems). Our emphasis will be on improved accuracy, usefulness, simplicity, and compatability.

- o Improved Cooperation with Other Agencies -- During FY 1979, 1980, and 1981, we will improve our cooperation with other agencies, such as the Department of Justice, the other members of the IRLG (OSHA, FDA, and CPSC), the Securities Exchange Commission (SEC), and the Departments of Energy and Interior.

- Innovative Methods -- Throughout FY 1979, 1980, and 1981 the Office of Enforcement will explore innovations such as widened use of penalties to remove economic benefits of delay, environmental auditing, and contracts or grants with citizen groups.

- Investigating Criminal Violations -- During FY 1980/81 EPA enforcement will improve its ability to investigate criminal violations of environmental laws by recruiting and training EPA investigative personnel.

OFFICE OF RESEARCH AND DEVELOPMENT

Overview Statement of Priorities and Goals

Stephen J. Gage, Assistant Administrator

During the next two years, three major objectives will be driving the Environmental Protection Agency's research and development program: (1) continuing the integration of the Office of Research and Development into the mainstream of the Agency's activities, (2) enhancing the Office's capability to provide the scientific and technological data the Agency will use for future regulatory and enforcement actions, and (3) improving that data through scientific peer review of research procedures and results, quality control of risk assessments, and quality assurance of monitoring data.

Much of the groundwork for achieving these objectives has been laid during the past year. The Research Committees have been quite successful in planning research in five critical areas jointly with the Program Offices. A significant Public Health Research Initiative ($37 million, 46 positions) was developed and successfully defended with OMB through the cross-agency zero-based budgeting for toxics. A new Office of Health and Environmental Assessment, building on the successful experiences in scientific assessments by the Carcinogen Assessment Group and the Environmental Criteria and Assessment Office, has been proposed. Other developments have also built a good foundation for future action.

INTEGRATING ORD INTO THE AGENCY'S MAINSTREAM

Joint planning of the Agency's research and development activities through the five pilot Research Committees already provides a very valuable linkage between the regulatory program offices responsible for developing regulations and the ORD scientists and engineers supporting the regulatory efforts. During early 1979, we will establish seven new Research Committees to cover the joint planning of substantially all of the research in support of regulation and enforcement. Each of the 12 committees will be specifically oriented to the users of the research information, typically Program Office Deputy Assistant Administrators or, in some instances, Division Directors (see Attachment A).

The new Research Committees will develop multi-year research strategies oriented toward supporting regulatory needs; identify research outputs required within the next budget year (now beginning the FY 1981 cycle); seek the required resources through the Agency's ZBB process; and monitor and evaluate ongoing and completed research. We must make special efforts during this formative period to bring more fully the Agency's enforcement and Regional programs into the joint planning process. In the interest of cost-effectiveness, it will be necessary for the Regional Offices to coordinate their participation and share responsibility for representing Regional interests in the Research Committee; ORD will support the Regional Offices in this effort.

We will continue to experiment cautiously with matrix management approaches as a means of improving the coordination and delivery of high-visibility, short-term research outputs. Matrix management of the diesel emissions program will continue, and we will consider establishing a limited number of similar programs, such as in Acid Precipitation.

Closely related to the evolution of the joint research plannng approach is the long-overdue simplification of ORD'S planning and reporting systems. We must take this step to bring ORD's planning and management approaches into synchronization with (1) the five-year plan developed in the preparation of the Agency's Research Outlook, (2) the multi-year plans developed by the Research Committees, and (3) the Agency's ZBB review and decisions. We must also eliminate the redundant paperwork that absorbs too much ORD staff time.

In order to improve accountability for the research and development efforts, we must bring into operation a reliable tracking system for the critical outputs required by the Program Offices as identified by the Research Committees. As a corollary, we must also reduce to a manageable number the outputs to be tracked. While we must have adequate information to monitor progress of the key outputs, we must vigorously resist spending too much time and effort reporting preliminary and fragmented data. Good research management means monitoring the right indicators, not all of the possible indicators, of orderly progress toward objectives. Too much reporting together with overspecification of research investments will counterproductively tie the hands of the research managers and stifle innovative research. Management flexibility must, of course, be coupled with accountability.

With the increased pressure for higher quality management of several key research areas, we will be realigning the laboratory reporting relationships to consolidate functional or discipline groupings. These changes, which should improve morale and productivity, will allow us to improve the implementation of the Agency's research efforts. Specifically, the realignment will establish an office for health effects research management; an office to integrate environmental transport, fate, and effects research; and an office to integrate control technology and hazardous waste research.

BUILDING A RESEARCH FOUNDATION FOR AN IMPROVED DATA BASE

We made important progress in the past year in starting the long-term process of building a foundation for a significantly improved scientific and technological data base for the future regulatory and enforcement actions of the Agency. Planning and budgeting the Public Health Research Initiative was a critical first step, but it was only a beginning.

We must now commit ourselves to the detailed planning and implementation of the Initiative. Since the Initiative represents the first significant expansion of the Agency's basic environmental health sciences, we must wisely dedicate it to achieving a solid understanding of human health effects caused by both direct and indirect environmental exposures. Because we will be drawing heavily on scientific talent in the private sector to assist us in this effort, we must begin immediately to seek the best scientific advice available to help us in this planning effort.

The second critical step, a broad environmental research initiative, must be taken immediately. Because of the heightened awareness in the Administration of EPA's requirements for the best scientific and technological data that can be developed for the Agency's comprehensive environmental regulations, we now have an excellent opportunity to seek a government-wide review of environmental research. This review will focus on how existing and future Federal resources can support broader based, longer term environmental research to build an improved data base. We must assume the leadership in developing the conceptual framework for such efforts, bringing to bear on the program design the best scientific advice available. We must look to the Agency's Science Advisory Board, the President's Office of Science and

Technology Policy, and the National Academy of Sciences as well as numerous individual scientists in this comprehensive planning and review effort. We are now in the process of developing a select set of initiatives for 1981 and beyond, focusing on protecting humans from environmentally mitigated pollutants; identifying and protecting critical components of ecosystems from injury; and addressing the more global problems of protecting our life support systems.

In parallel with these activities, we must carefully review the longer-term research already underway in ORD to assure ourselves that we are directing our attentions to the most important future problems and are using the best scientific talent we can attract to work on these problems. We must determine if we are obtaining high quality, well-documented results from our research grants -- the primary mechanism we have for supporting innovative ideas. We must make the scientific community more widely aware of our research grants, encourage much greater competition for those grants, and ensure that they are awarded strictly on the basis of merit through enhanced peer review. We should also see if alternative approaches for handling these longer term grants can relieve the burdensome monitoring loads placed on the individual laboratory researchers.

An invigorated, competitive grant program for longer-term research in each research area, coupled with an expanded Anticipatory Research Program, will provide the Agency with an important new base of exploratory research. It is essential that, with the significant infusion of new funding associated with the Public Health Research Initiative, we do not waste this opportunity to build a firmer foundation with the help of the best scientific talent available in the country.

IMPROVING THE QUALITY OF DATA USED IN DECISION MAKING

Scientific and technological data come in many forms and in varying quality. The credibility and integrity of all data used in Agency decisions is a prerequisite for any analyses. The evaluation and synthesis of the data is an essential step in informing the many far-reaching regulatory decisions. We have made significant progress during the last year in providing carcinogenic risk assessments for the Program Offices and in improving the capability of ORD to prepare Air and Water Quality criteria documents by establishing the new Environmental Criteria and Assessment Offices in Research Triangle Park and Cincinnati.

We have not yet, however, undertaken the special responsibility assigned by the Administrator to provide quality control of the Agency's risk assessments. With approval of ORD's new Office of Health and Environmental Assessment (OHEA), we must now move ahead, first to quickly develop guidelines for the several types of risk assessments required for the Agency's regulation development, and then to exercise oversight to ensure that the asssessments prepared by the Program Offices conform reasonably to the guidelines. We must also proceed to staff OHEA with the best qualified people we can attract from the scientific community, significantly upgrading in this process ORD's capability to provide consultation to the Program Offices and, upon request, assessments of specific chemicals.

Although we in ORD have discussed the role of peer review extensively during the past year, we must now act in the coming year to build into all of the Agency's scientific and technological efforts appropriate review mechanisms. We must begin with enhanced peer review for individual research projects. The ORD senior laboratory management must convey to the professional staff strong support for and assistance in periodic external peer review of individual projects. Whenever feasible, the results of individual projects should be subjected to rigorous scientific or technological scruntiny through publication in referred journals. We should also see that the results of our grants and contracts are published in peer-reviewed journals, slowing the growth of that body of EPA-published "gray literature" which now constitutes the only publication channel for too much of our work. Publication of research results in the peer-reviewed literature must become an important criterion for advancement in all of our laboratories.

In addition to peer review of individual research efforts, we must systematically review our research programs. While such reviews may begin at the laboratory level, it is usually more appropriate to conduct them at the level of the Deputy Assistant Administrators or even of the Assistant Administrator. Since the Research Committees will be providing the primary focus for the bulk of our research activities, it is logical that we direct our attention increasingly to programmatic reviews along the lines of the committees. We should also be mindful of other mutually supporting programmatic areas which may provide results for several committees, such as biological screening tests, analytical methodologies, etc.

Finally, we have been expanding in the past year our efforts to provide support to Agency laboratories for quality assurance of environmental monitoring data. We must now assume the lead for improving the quality assurance of all of the environmental monitoring data used in the Agency's decisions. We must first make sure our house is in order by requiring adequate quality assurance practices for all environmental quality monitoring, sampling, and analytical activities conducted in the ORD laboratories or by our contractors or grantees. This policy should become effective immediately. We must also require, through the Blue Ribbon Monitoring Task Force, similar quality assurance practices for all of the Agency's laboratories, contractors, and grantees. Lastly, we must work closely with the Regional Offices to bring quality assurance practices into uniform use in all of the State and local laboratories, which provide the bulk of the environmental quality data available to the Agency.

OFFICE OF PLANNING AND MANAGEMENT

Overview Statement of Priorities and Goals

William Drayton, Jr., Assistant Administrator

The Agency's central management objective remains that of creating a national environmental program that derives strength and initiative from decentralization and purposiveness and environmental coherence from effective integration. Toward these and other ends we must strengthen our analytic and common services in a number of areas. This guidance deals first with that central objective, then with other objectives connected with our analytic and common services.

AN INTEGRATED, DECENTRALIZED PROGRAM

From its inception EPA rejected the top-down, overcentralized, untrusting Louis XIV/Herbert Hoover form of management common to most government organizations, a form that has failed. Instead we are building on the philosophy of the Federalist Papers: decentralize and democratize within a realistic set of incentives designed to ensure organizationally responsible results.

Not only are we doing what makes sense for EPA, but we're setting the pace for others. That's why others in the government have quickly recognized so many of our reforms as models.

No matter how satisfying being out front is, however, it doesn't make ground breaking any easier. Although we've come a long way, we still have several years of intense work ahead of us:

(1) We should continue to strengthen our regulation development and zero-base budgeting. They provide the structure that makes possible broad involvement in the Agency's two principal cross-cutting areas for decision making: respectively, (a) regulation and policy development and (b) priority setting, management, and resource allocation. Regulation development is mature, and ZBB is over the worst of its start-up pains. Both need continuing adjustment and strong support.

The Regions should contribute more heavily to regulation development and review, especially regarding operational and resource issues.

Last year ZBB focused heavily on process; henceforth it should focus more on substantive analysis: getting workload analysis fully implemented, finding efficiencies, developing new program initiatives, and re-examining older programs carefully. We must also continue to help Office of Management and Budget develop cross-agency ZBB.

(2) We need both stronger State programs and stronger State/EPA collaboration. State and local officials now staff 85 percent of the national environmental regulatory effort, and we are seeking to delegate even more. We must strengthen our joint environmental management effort, especially in the following areas:

- We have more than doubled the Federal grant support to State and local units since 1977 (including the addition of the Clean Water Act, Section 205(g) funds).

- Our new State/EPA agreements should become more than contracts: they should induce joint planning and they should press decision making up to the senior policy officials on both sides. This should make it easier to refocus programs as our needs change and to innovate and integrate. By 1981 the agreements should cover all our programs.

- We must win passage for and then implement our Integrated Environmental Assistance legislation to give the States the flexibility and added resources for such refocusing, innovation, and integration.

- We should encourage personnel interchange and training, e.g., through group IPA's.

(3) Our Regional Administrators must strengthen their management/analytic capacity so that they can better manage their Regions, lead and evaluate the State and local agencies in

their areas more effectively, and participate equally in Agency-wide policy and management decision making. Unless the Regions' ability to think and manage is strong, both Regional decentralization and EPA's linkage with State and local government are at risk. Headquarters analytic units must help the Regions develop this capacity, and both sides should build strong, continuing ties.

(4) Our managers should adopt Agency-wide career paths. True independence, based ultimately on the real ability to move if frustrated, will flow from the professional breadth, self-confidence, and reputation such mobility will foster. It will also give the Agency a management team with Agency-wide environmental perspective and loyalty, a critical step in our successful integration.

(5) The Agency's grantees, programs, and managers should be held accountable for their performance. We do not do this core management task at all well now. Our new personnel performance evaluation and reward program -- probably our most demanding management reform for the next 12 to 18 months -- will make major difference. Our review of monitoring and the new Regional Profiles may help. OUr fundamental scrutiny and rationalization of our many computer-based information systems will help. A systematic regiment of evaluations beginning at the local and State levels and working up is critical. Such evaluations should be backed by a reformed reporting system and tied to the promises made in ZBB. Designing and implementing a practical, integrated, limited-cost way of holding the States' and our own decentralized managers accountable is a difficult, missing part of our management construction.

RESPONSIVE,
EFFICIENT SERVICES

We will continue implementing a number of fundamental improvements in the Agency's services in 1980-81:

(1) We must begin to manage EPA's personnel. The new Civil Service Reform Act only makes this possible: we will have to make it happen by changing the way each of our managers does his or her most important job.

(2) We will begin pilot tests of contracting reform in 1979 to improve responsiveness and cut processing time.

(3) The Agency will commit to new computers after a thorough management review of our data needs and of our existing and planned programs.

A SMART AGENCY

Our analytic services -- directly supporting our top managers, helping prepare regulations, checking budget pricing, providing legal or economic analyses, negotiating with other agencies, and the like -- must keep up with a growing workload and maintain a superior level of professional quality. Compromise here is foolish.

We must continue our leadership in regulatory reform. Finding more effective, equitable, and economical ways of doing our work is one of the most useful, highly leveraged opportunities open to us. (Further, as America's largest regulatory agency, we have a responsibility to lead. Our two most important reforms are controlled trading and tools for regulatory decision making, including benefits analysis.

Once we set a standard for controlled trading of clean-up requirements, we can allow those we regulate to find more efficient ways of achieving the same (or better) environmental result. These alternatives must also be as administrable and enforceable as our initial approach. Offsets (in both non-attainment and PSD areas), the bubble, banking, brokerage, and perhaps marketable rights should gradually all fit together into an increasingly important complement to traditional "command and control" regulation. If we can make this approach work on a wide scale, we will provide our first positive incentive for control technology innovation and significantly reduce clean-up costs (and therefore resistance to clean-up).

To strengthen both performance and accountability we should strengthen our program evaluation capacity at all levels. We should also play a stronger leadership role in Administration debates on both economic and energy policies; the best defense is a more sensible alternative.

1980/1981 AIR MEDIA GUIDANCE

AIR

MEDIA OVERVIEW

Planning Assumptions

New Source Review (NSR) -- In FY 80, most States will have EPA approved State Implementation Plans for Prevention of Significant Deterioration (PSD). During FY 80, Regional Offices will curtail their review of PSD permit applications with the principal Regional Office role in FY 81 being one of maintaining an overview of State and Local programs with little or no direct EPA permit issuance. EPA will make maximum utilization of contractor support in conducting required permit review activities in 1980 until State plans are approved and will utilize Section 105 grant funds to secure such assistance.

Headquarters and Regional Offices will provide specific expertise and interpretation of Agency policy and guidance (ex. modelling) to States in implementing the PSD program. In addition, the Regional overview function in FY 81 will give particular attention to assuring consistency between adjoining States. The Regional Offices with assistance from Headquarters will be involved in mediating/arbitrating issues relative to interstate impact on growth plans and use of the increment particularly in high growth areas.

The promulgation of regulations expanding PSD requirements to include carbon monoxide, nitrogen dioxide, and volatile organic compound emissions will be completed by Office of Air, Noise, and Radiation (OANR) by the end of FY 80. OANR will support the States efforts to insure consistent policy in the review of new source permits and control technology determinations by maintaining a clearinghouse for these decisions.

During FY 80/81, the number of New Source Performance Standard promulgations by OANR will be greatly increased. These new emission limits will provide a general basis for determining required case-by-case Best Available Control Technology (BACT) by either the State or Regional Office for sources subject to PSD.

In those States not delegated New Source Performance Standards (NSPS), National Emission Standard for Hazardous Air Pollutants (NESHAPS) or having an approved SIP for PSD, Regional Offices will continue to verify the compliance and initiate enforcement action against new sources including Federal facilities subject to NSR requirements which are in violation of procedural, permit, or emission requirements.

The Office of Air, Noise and Radiation and the Office of Enforcement in FY 80 will develop procedures for the overview and audit of State new source review activities including engineering determinations, modelling, public notification, surveillance, and enforcement to assure new source compliance with both procedural and emission requirements. This review will also include adequacy of procedures for tracking increment utilization, growth and impact on air quality including Reasonable Further Progress in attaining standards.

The consolidation of EPA new source permitting programs will continue in 1980. Inclusion of the air permits into the consolidated program where direct Regional Office permitting activities are still necessary will occur in FY 81.

Carbon Monoxide and Ozone (CO/O_3) -- During FY 80, the review and possible revision of the National Ambient Air Quality Standards (NAAQS) for CO will be completed. It is expected that if there is a revision to the CO standard, it will not signicantly change the number of major urban nonattainment areas where the development and implementation of transportation measures (including automobile inspection/maintenance (I/M)) by the States would be necessary to attain the standard by 1987.

In FY 80 followup actions to remedy deficiencies in the 1979 SIP submissions will be completed by most States and reviewed by Regional Offices. Also, the schedules contained in the 1979 SIP for developing mandatory I/M programs, conducting a transportation control planning process, and enacting additional volatile organic compound (VOC) regulations consistent with the Control Technology Guideline (CTG) documents will be met by most States in both FY 80/81. Regional Offices will track the progress of States in meeting these schedules with major guidance being

provided in the development of the transportation planning process in urban areas greater than 1,000,000 population, and the development of mandatory I/M programs. The appropriation by Congress of any additional Section 175 monies for support of the transportation planning process is not expected in FY 80 or 81.

Development of a regional ozone model will be completed by the Office of Research and Development (ORD) in FY 81 with support from OANR. The model will serve as a major tool in developing the appropriate strategies by States for inclusion in the 1982 SIP submission for those major urban nonattainment areas having an extension that are experiencing extensive air quality violations and which will require implementation of complex and costly control measures to attain by 1987. Use of the model will require in FY 1980 the development by the States of extensive data bases within these areas (i.e., emissions, air quality, meteorology). The establishment of National Air Monitoring Stations (NAMS) for ozone and the quality assurance of the data from these stations should be completed by the States to provide the ambient data necessary for model application.

Verification of compliance and initiation of necessary enforcement action by the States against existing stationary sources subject to the new VOC emission limits included in the 1979 SIP and the additional regulations required to be enacted by January 1980 will commence. Regional Offices will work with States to develop a strategy for these sources and oversee State efforts to verify and secure compliance. The Regions will initiate necessary enforcement action where States fail or cannot act or request EPA assistance. The 1979 SIP is expected to increase the number of major VOC sources subject to the SIP by 3,000 with an estimated 6,000-8,000 additional sources anticipated by the end of FY 81.

In FY 80, enforcement by EPA of anti-tampering and fuel switching requirements in areas requiring mandatory I/M programs will be initiated by Mobile Source Enforcement Division (MSED). These actions will assist in reducing the costs to the public of passing a mandatory vehicle inspection. States will be encouraged to enforce existing State anti-tampering or fuel switching regulations or to develop regulations if none exist.

In FY 80, both EPA Regional Offices and the States will establish more effective measures for informing the public and securing public participation in the strategy development and implementation process particularly as it relates to the transportation planning process and mandatory I/M programs.

Procedures will be established and implemented by OANR to insure consistent application of sanctions nationwide as required by Sections 176 and 316 of the Clean Air Act where States fail to enact or carry out necessary controls for the attainment of NAAQS.

The development and promulgation of additional mobile source emission standards required by the Clean Air Act will be completed by OANR in FY 80.

Total Suspended Particulates and Sulfur Oxides (TSP and SO_x) -- In FY 80, the required review of NAAQS for TSP and SO_2 will be completed by OANR with necessary revisions to be promulgated by EPA in FY 81. The review of the TSP standard may result in the promulgation of new primary ambient standard for inhalable particulates (IP) and subsequent secondary ambient standards for sulfates and fine particulates during FY 81. The modification and promulgation of additional TSP/SO_2 standards will require major State efforts to revise the SIP in FY 81 with completion required in FY 82. In FY 80, efforts to refine the definition of the nature and extent of the TSP problem in urban nonattainment areas where re-entrained fugitive dust is a major element will be conducted by both ORD and the States in anticipation of the new standards.

By the beginning of FY 80, all State or EPA-initiated civil/criminal actions associated with the Major Source Enforcement Effort (predominantly TPS and SO_2 sources) will have been undertaken with decisions either by settlement, administrative process, or trial completed by the end of FY 80 and disposition of appeals completed as early as possible in FY 81. The compliance of Federal facilities with existing SIP requirements will also be completed by EPA or the States by the end of FY 80. States in FY 80 will assume a larger role in securing and maintaining the compliance of Federal facilities.

Delegation to the States of the non-compliance penalty program (Section 120) initiated by EPA in FY 79 will be undertaken in FY 80 and accelerated in FY 81. It is estimated that the program will be delegated to 15 percent of the States in FY 80 and to 30 percent in FY 81.

In those cases where the States have not accepted delegation for the non-compliance penalty program by FY 81, Section 105 grant funds will be utilized by EPA for implementing the program. These funds will provide contractor assistance for implementing the program to minimize impact on available EPA resources in assessing penalties.

In FY 80/81 new programs devoted to ensuring that major TSP/SO_2 sources that have obtained or are presently in compliance remain in compliance will be initiated both by EPA and the States. OE will complete development of an improved program in FY 80 in consultation with the States and then secure State plans for implementing the improved program with the States focusing first on a limited number of selected troublesome sources.

Toxics -- During FY 1980/81 emphasis on control of hazardous pollutants will increase as result of the Air Carcinogen Policy. Promulgation of NESHAP standards will be accelerated. NESHAPS for benzene and arsenic are currently planned for FY 1980/81.

Goals/Priorities/Objectives

The goal of the program is to protect public health and welfare through a combination of national efforts which provide for consistent and timely progress in rectifying existing air pollution problems and avoiding new ones.

With respect to priorities, States were required to submit revised Implementation Plans in January 1979 outlining their strategies for attaining ambient air quality standards in designated nonattainment areas. High priority will be given to correcting deficiencies in these SIPS and to providing adequate guidance to States in developing and implementing additional programs required for the attainment of standards. High priority will also be given to review of ambient air quality standards and development of supporting analyses for revisions to the standards.

Emphasis will be given to a program obtaining State acceptance of full responsibility of all New Source Review activities, providing adequate guidance for development of PSD SIPs and maintaining an effective national clearinghouse for NSR decisions. The clearinghouse will be used by both Regions/States to assure consistent policy in conducting NSR.

The NSPS program will receive increased funding in FY 80, thereby allowing work to begin on all NSPS on schedules consistent with the statutory deadline. When an Air Carcinogen Policy has been established, development of NESHAPS consistent with that policy will become a priority item.

In FY 80 priority will be given to establishment of technically sound NAMS/SLAMS and implementation of quality assurance measures to establish increased credibility to air data.

Development of regulations for PSD Set II and visibility will receive priority in FY 80.

The highest priority in the mobile source program is the support of I/M implementation by States and the development of requisite technical information on evolving aspects of I/M programs, such as its applicability to newer technology control systems. Also of importance will be the completion of the standard-setting activities mandated by the Clean Air Act, and the implementation of controls necessary to assure public health protection.

During FY 1980, many standard-setting activities will result in final rulemaking. It is expected that during FY 1981 the standard-setting program will shift its priority focus to the control of hazardous pollutants, bioactive materials, and emissions under non-FTP conditions.

Enforcement priorities include:

- Enforcement actions in emergency situations involving substantial threats to public health and safety.
- Major Source Enforcement Effort against violators of the Clean Air Act.

- o Enforcement against automibile/truck pollution.
  - anti-tampering
  - fuel switching
  - inspection and maintenance program
- o Fuel compliance by Federal Facilities.
- o Review for enforceability in FY 1980/81 with respect to any continuing SIP revision work
- o Section 120 noncompliance penalities
- o Major source compliance with SIP revisions, and enforcement of NSPS and NESHAPS
- o Improved program of compliance monitoring and enforcement to assure continuous compliance

Regional priorities are set forth in the Regional Guidance section.

The objectives of the Air Program Regional Activities in 1980 and 1981 are to:

- o Assure attainment of standards in accord with the approved SIP schedules
- o Assure consistent application of the law in all States
- o Increase the State responsibilities in new source review
- o Initiate enforcement actions in all appropriate emergency situations
- o Complete all civil/criminal action associated with the Major Source Enforcement Effort
- o Implement effective inspection and maintenance, anti-tampering, and fuel switching program
- o Initiate civil/criminal actions and impose noncompliance penalties against all appropriate major sources in violation of SIP standards, NSPS, and NESHAPS
- o Perform annual evaluations/audits of State enforcement programs

- o Improve and have at least quarterly updates of CDS
- o Assure full compliance by Federal Facilities
- o Followup on all enforcement actions and compliance schedules

HEADQUARTERS PLAN

Office of Air Quality Planning and Standards (OAQPS)

There are no major redirections from the President's budget in FY 80. Major program changes took place in FY 79 with the establishment of an accelerated program to develop New Source Performance Standards (NSPS) relying on contract support. This accelerated program will continue in FY's 80 and 81 to meet the requirements of the CAA Amendments of 1977. In 1980 we will propose ambient standards for NO_2, particulate matter, and sulfur oxides and promulgate NAAQS for carbon monoxide. All standard reviews and revisions, where required, are to be completed by the end of calendar year 1980. As a follow-up to the review of the TSP and SO_2 standards, OAQPS expects to initiate a program for the development of secondary ambient air quality standards for fine particulates and sulfates. Substantial increases in the level of analytic support for NSPS, NESHAPS, and ambient standard actions have significantly increased costs and time requirements. This will require some reprogramming in FY 1980 with continued funding in FY 1981. As part of the analytic effort OAQPS will increase its emphasis on identifying benefits to complement the standard-setting process. The establishment of an Air Carcinogen Policy early in FY 80 will provide a basis for OAQPS to increase emphasis on development of new NESHAPS.

OAQPS has assigned a very high priority in FY 80 to approval of State programs for PSD. To support this effort a clearinghouse for New Source review decisions is being developed in OAQPS and will be available in FY 80 for use by Regions/States to ensure consistent and timely issuance of permits. In FY 80 EPA will develop a program to consolidate its own air and water permit programs in the few remaining States where EPA has not yet achieved its objective of securing State permit programs. This program will be initiated in FY 81.

In FY 1980 OAQPS will expand the PSD program to include the development, proposal, and promulgation of regulations and supporting guidance to address visibility and automotive pollutants. Studies will be conducted on methods of assuring visibility levels and models for measuring visibility degradation.

OAQPS efforts will continue to develop the improved O_3 modelling techniques that will provide a basis for 1982 SIP submissions. Also, OAQPS will carry out studies to support the anticipated shift to an inhalable particulate standard.

In FY 80 and 81 OAQPS will increase its emphasis on public participation and public awareness. OAQPS will hold public meetings and hearings to allow more public participation in the standard-setting process. Public awareness will be enhanced by the dissemination of additional fact sheets that explain in everyday language our intent in regulating air pollution from stationary sources.

In FY 80 we will work with the regions to assure that NAMS sites are established in accordance with criteria, that instrumentation not meeting specifications is replaced, and that quality assurance programs are incorporated in the operation of the sites.

Office of Mobile Source Air Pollution Control (OMSAPC)

There are no major redirections in FY 80 from the President's budget. Major program changes were initiated in FY 1978 and implemented during FY 1979, including major program shifts (i.e., increased emphasis on I/M) regulatory reform measures (i.e., revised certification process), and contracting out of functions. During FY 1980 and FY 1981, these program changes will continue.

OMSAPC Program efforts will concentrate, in FY 81, on I/M program support, completion of key regulatory measures mandated by the Clean Air Act, and control of hazardous pollutants. No new program, organization, or legislation initiatives are foreseen for FY 1981. However, we foresee new regulations in the area of hazardous pollutants control and non-FTP condition emissions. We also foresee a potential need to control bioactive materials if breakthroughs are made in methodologies used to assess the health effects of these substances.

No significant alternatives for carrying out the program are foreseen for FY 1981. Changes currently being implemented will be consolidated by FY 1981. Additional changes may be identified in the distant future, but it is more likely that FY 1981 will represent a period of consolidation rather than large-scale changes.

Office of Transportation and Land Use Planning (OTLUP)

The activities that OTLUP plans to carry out during FY 1981 fall into the categories listed below. Priority will be given to assuring reasonable progress towards the 1982 plan submittals for 60 large urban nonattainment areas.

- Implement policy guidance for the application of sanctions under Sections 176 and 316
- Develop new technical guidance and revise existing guidance for developing the transportation element of State Implementation Plans and for analyzing the air quality and other (e.g., economic, energy, etc.) consequences of transportation and land use measures
- Implement a monitoring program to track State progress in: 1) preparing selected portions of the 1982 plan submittals and 2) completing the reasonably available transportation measures contained in the 1979 plan submittal
- Develop guidance for strengthening portions of SIPs dealing with growth forecasting and management, tracking of reasonable further progress, and alternative analyses for new sources
- Implement demonstration projects to establish institutional structures for reconciling differences between urban air quality and economic development goals
- Implement a monitoring program to evaluate the effectiveness of the use of Section 175 funds
- Develop policies for coordinating federally sponsored planning programs

Stationary Source Enforcement Division (DSSE)

As in the past, DSSE provides national program management to the Stationary Source Enforcement Program, and also, serves as a coordinating center for Regional and State stationary source enforcement functions. Further, DSSE establishes program direction and strategy, and helps assure nationally consistent enforcement of the Regional and State programs, provides support and guidance to Regions and States, and assesses the effectiveness of the nationwide program and recommends corrective measures. Also, DSSE coordinates with other agencies on matters impacting this program. The following are DSSE's planned tasks and responsibilities for FY 80/81.

Respond in Emergency Situations

- o Provide legal/technical assistance in Section 303 emergencies.

Ensure Compliance by Major SIP Sources

- o Support Major Source Enforcement Effort
  - Expedite initiation of litigation by Regional offices and review and make recommendations on referral to Department of Justice (DOJ).
  - Track and expedite processing of litigation actions through DOJ/U.S. Attorneys to ultimate disposition.
  - Provide legal/technical assistance in conduct of litigation.
  - Participate in litigation coordination teams.
  - Participate in development of enforcement strategies for selected source categories.
- o Review, Interpretation, and Develop Regulations
  - Make applicability determinations for Delayed Compliance Orders (DCOs).
  - Review new and revised SIPs and DCOs with national significant issues.
  - Implement Section 120 (Noncompliance Penalty) regulations.
  - Implement of Section 119 (Primary Nonferrous Smelter Order) regulations.

- Provide advice and guidance to Regions and participate in implementation of Section 125 (Measures to Prevent Economic Disruption or Unemployment) and Section 126 (Interstate Pollution Abatement).

- Develop policy on flue gas conditioning as a means of interim compliance.

o Manage Compliance Monitoring Program

- Provide contractor assistance

- Manage and update compliance data system

Manage NSPS and NESHAPS Enforcement Program

o Review and refer NSPS and NESHAP cases prior to referral to DOJ.

o Develop enforcement inspection manuals.

o Review and interpret regulations.

- Make applicability determinations for NSPS and NESHAPS.

- Review proposed regulations for enforceability.

Ensure Compliance by Federal Facilities

o Assure compliance by all Federal sources with all applicable requirements under the Clean Air Act.

Enforce Applicable Sections of the Power Plant and Industrial Fuel Use Act of 1978

o Coordinate with Department of Energy

o Applicability determinations

o Revise Part 55, Energy Related Regulations

o Provide guidance to Regions on coal conversion program.

o Review Section 113(d)(5) coal conversion DCOs.

Develop a Continuous Compliance Strategy

o Work with Regions, OANR, OPM, States, and localities to develop the needed strategy.

o Provide guidance to Regions and States.

Mobile Source Enforcement Division (MSED)

The Mobile Source Enforcement Program is directed primarily towards achieving compliance with motor vehicle emission standards and fuels regulations.

In FY 80, the new mobile source enforcement strategy will be fully implemented. The program supports inspection/maintenance (I/M) by retarding further emission deterioration of the vehicle fleet before I/M programs are implemented through the enforcement of the anti-tampering and anti-fuel switching prohibitions. Public resistance to I/M is likely to increase proportionately with the percentage of the fleet that would ultimately fail an I/M due to the cost of repairing emission control systems to pass I/M. If resistance to I/M implementation is to be minimized, tampering and fuel switching must be controlled.

This new initiative will focus on a nationally coordinated effort of tampering and fuel switching inspections of major new car dealerships, fleet operators, gasoline retailers, and commercial repair facilities and support the President's Denver Air Initiative. In FY 81, the new strategy will be continued, and I/M audits of ongoing programs will be conducted to assure that States are achieving the emission reductions indicated in their SIP revisions.

In FY 81, the plans and emphases of the Mobile Source Enforcement Division are to:

Assure that emission control systems are not removed or rendered inoperative.

- Continue the new mobile source enforcement strategy by conducting anti-tampering and fuel switching investigations in support of I/M.
- Conduct audits of ongoing I/M programs.
- Enforce unleaded gasoline regulations.
- Continue monitoring the rates of tampering and fuel switching.

Assure that new vehicles meet emission standards.

- Continue the Selective Enforcement Auditing program.

- o Conduct inspections of new motor vehicles and engines at assembly plants to verify installation of proper emission control components.

- o Monitor the importation of motor vehicles to assure their compliance with Federal import regulations.

Assure that vehicles meet emission standards in-use.

- o Conduct recall investigations to determine compliance of in-use vehicles with emission standards and recall noncomplying classes.

- o Implement the warranty regulations.

- o Implement the maintenance instruction regulations.

- o Implement the aftermarket parts certification program.

- o Continue to perform testing by METFac.

Assure that harmful gasoline additives are not distributed in commerce.

- o Prepare administrative decisions for waivers from prohibitions against distribution of fuels and fuel additives that may adversely affect vehicle emissions.

- o Enforce prohibitions.

Assure control of hydrocarbon emissions during gasoline transfer operations.

- o Conduct inspections of gasoline dispensing facilities for installation of Stage I Vapor Recovery equipment.

- o Enforce Stage I Vapor Recovery regulations.

- o Develop enforcement programs to ensure gasoline transfer from gasoline pump to vehicle minimizes release of hydrocarbons.

Assure compliance with transportation control measures.

- o Develop and implement policy in application of CAA sanctions for noncompliance of SIP revisions statutory requirements.

Administer California waivers.

- o Review waiver requests.

Administer the statutory emission waivers.

- o Review applications, studies conducted by NAS, and other information to assess appropriateness of granting waivers. Prepare administrative decisions.

Office of Research and Development (ORD)

In FY 81 and FY 81 the research and development program will continue to carry out its extensive activities in support of the full range of short- and longer-term needs of the Office of Air, Noise and Radiation Programs. The program will include, however, some major shifts in emphases in response to the changing nature of the air pollution problems. The FY 80 program has already passed through ZBB process; its general contours have been established. Therefore, we do not anticipate any major shifts to occur as a result of detailed plan implementation in coordination with the relevant research planning committees. Shifts that do occur are expected to be at a level of resolution that will not affect the FY 80 program.

In FY 81, we do anticipate some major shifts in program emphases that will lead to redirection of resources. These emphases reflect certain assumptions about national and program office concerns with respect to the most pressing research needs. In some cases, the emphases flow directly from a research plan, e.g., work on inhalable particulates, in others, they reflect ORD's attempt to get the jump on what we anticipate to be program office needs within the next five years.

This guidance is not exhaustive. It merely identifies the peaks on what is the much more elaborate and extensive topography of the complete research program.

The exact composition of the entire research program will be hammered out in detail in the deliberations of the appropriate research committees. The guidance provides only the benchmarks for that detailed planning activity. Effective with the FY 80/81 planning cycle, the major part of the Office of Research and Development (ORD) planning and management system is organized around 12 research committees. These research committees provide the means for ORD to work jointly with representatives of the program offices in preparing research plans.

All of the research in support of air program regulations in FY 80/81 is covered by the planning activities of four committees:

1. Oxidants (includes ozone, NO_x and hydrocarbon research)

2. Gaseous and Inhalable Particles (includes SO_x, nitrates, suspended particles, and lead)

3. Mobile Source Air Pollution

4. Hazardous Air Pollutants (includes organic emissions as toxics, metals, such as Hg, As, Cd, and asbestos)

For purposes of clarity and consistency, this research guidance has been organized along the lines of the research committee structure. Such a division can never be totally clean. For example, field studies on NO_x and nitrates provide outputs that are valuable in addressing both the oxidant and the inhalable particles problem. Similarly, research on the characterization and control of fugitive emissions can address questions concerning both the suspended particle and the hazardous air pollutant problem. The guidance does not attempt to deal with this ambiguity. Rather each major effort is assigned to a particular research committee domain based upon that aspect of the study which appears most critical from a programmatic perspective.

Oxidants (Ozone, NO_x, and Hydrocarbons)

In FY 81, the health effects program will continue to focus on ozone. Studies will be undertaken to determine conclusively the effects of low level

exposures on the cardiorespiratory efficiency of health exercising individuals. Also, an attempt will be made to isolate the effects of low level exposures to ozone on individuals suffering from chronic lung disease, viz., asthma and bronchitis. The effects of low level exposures on defense mechanisms to bacterial and viral infection will also be studied.

The program will also focus upon the potential health effects from exposures to secondary photochemical products such as formaldehydes, formic acid and acrolein. The ecological effects program will carry out studies to determine the acute and chronic effects of exposures to ozone on important and signal plant species. Assessment of impacts will include the effects on productivity, quality, and basic processes for forest and crop species and on integrated ecosystems. Some work will continue to assess the biogenic emissions from vegetation and their contribution to ambient ozone and oxidant levels.

In the transport area, the FY 81 program includes a commitment to continue ORD's program of targeted field studies. In addition the program includes continuation for a major effort begun in FY 80 to assess the impact of regional scale oxidants in the Northeast. Laboratory studies will complement the field studies in order to provide a more comprehensive understanding of the atmospheric reactions that occur among ozone precursors (volatile organic compounds and oxides of nitrogen).

The characterization program in FY 81 will continue field and laboratory measurements to determine the formation and distribution of secondary photochemical products associated with mobile and stationary sources.

In the control technology area, the effort wil continue to demonstrate NO_x control technology to include industrial processes employing fuel combustion, advanced control technology for stationary internal combustion engines and gas turbines, and new technologies for power plants.

Finally, the modelling area work will continue to provide improvements with particular emphasis on developing validated, multiday air quality simulation techniques for ozone and oxidants.

Gaseous and Inhalable Particles (includes SO_x, Nitrates suspended particles and lead

Inhalable particulates will continue to demand major attention in the FY 81 health effects research program. Animal toxicology studies will examine potential chronic effects of exposure to coarse and fine particles. Clinical studies will examine the acute effects of exposure to combinations of particulate pollutants. In addition, studies will continue on the acute effects of exposures to NO_2, on healthy and sensitive populations, and the short- and long-term effects of exposures to nitric acid vapor and nitrates, including the possibility of in vivo nitrosamine formation. Finally, the health effects program will contain a significant effort in the area of particle epidemiology studies.

As part of the mandatory 5-year review and updating of criteria documents, in the area of secondary air quality standards, research will continue to improve our ability to assess the impact of gaseous and particle pollutants in the terrestrial environment. Long-term, low-level chronic exposures of gaseous pollutants acting singly and in combination need to be further studied.

In anticipation of a possible change in the TSP standard that may include separate consideration of inhalable and fine particulates, the FY 81 program will include considerable effort in the areas of characterization and methods development, modelling, and control technology for inhalable particles. The program includes an extensive emissions characterization/emission factor program to provide a national assessment of sources, concentrations, distributions, and components of particulate matter. Control technologies will be evaluated with an emphasis upon their removal efficiencies for inhalable size fractions and selected chemical components.

Paralleling the characterization effort will be a continuing program to develop particulate emission measurement equipment and materials. This research will address problems of continuous measurement, size distribution, and identification of individual compounds in particle emissions. Studies will also try to establish signatures for emissions from different sources in order to attribute ambient air particulate concentrations to specific sources.

Transportation studies will include a continuing major effort to provide validated multiday air quality simulation models for sulfates, nitrates and other inhalable particles. The modelling research will attempt to provide a means for assessing the long-range impact of particle emissions on primary standards and visibility under the assumption that a secondary standard for visibility may be necessary. During FY 81, data analysis and modelling activities in State will be emphasized using the FY 80 experimental results from the PEPE field intensive study. These results will substantially support the development of a visibility standard and of air quality transport models.

Field studies of visibility will continue to better identify the particle species and their source that contribute most significantly to visibility reduction. Methods development will continue to improve the existing instruments and techniques for quantifying visibility and related parameters. The FY 81 modelling program will also include a significant continuing effort to evaluate, validate and apply an acceptable complex terrain emissions assessment system.

The FY 81 program contains a significant effort to deal with the problem of acid rain. The emphasis of the program will be on the solution of those aspects of the problem are most critical and most amenable to solution. Most of the acid rain research will be funded under the Anticipatory Research Program (planned by the interdisciplinary Media), but some ancillary applied research will be funded by base research under the Air Media. Quality assurance in FY 80 will continue to conduct and coordinate on-site inspections and performance audits for the National Air Monitoring Stations with some increased support to EPA Regional reviews of State and Local Air Monitoring Stations.

Exposures assessment methods will also continue to demand a significant share of the monitoring and measurement techniques resources for inhalable particulates as well as all other air pollutants. Particular emphasis will be given to tying together epidemiological methods, stationary site monitoring systems, and personal monitors into compatible systems in terms of time, space and concentrations. As part of this effort, the FY 80 program will include the final stage of deployment of the inhalable particle sampler network.

Control technology research will continue to evaluate the relative efficiencies and costs of alternative means to control different size fractions of primary emissions. Control of fugitive emissions will also be investigated for priority industrial processes as well as for problems of resuspended particles from streets and other nonpoint sources. Associated with the technology studies will be the development of methods for and the actual acquisition of emissions data from non-traditional particulate matter sources needed for evaluating the long-term and short-term impacts of fugitive emissions of particles.

Mobile Source Air Pollution

The FY 81 program will continue to focus heavily upon the effort to define better the risks from diesel emissions by means of bench and field studies. In the characterization area, there will continue to be a substantial demand for the collection of exhaust products with different operating conditions, different engine designs, and fuel types. In addition, there is likely to be some characterization and measurement of exhaust products from candidate control systems.

Hazardous Air Pollutants (includes organic emissions as toxics, metals such as Hg, As, Cd, and asbestos)

The FY 81 health program will also include a significantly expanded emphasis on air pollutant induced carcinogenesis. The primary emphasis will be on testing methods and epidemiological investigations. The test method development will address the design of an optimal tiered battery of tests for assessing potential for carcinogenesis. The epidemiological program will try to relate the incidence of cancer observed on cancer registeries to exposure to air pollutants. In the area of prospective epidemiology research will focus on the development of methods to track health status of populations subject to extraordinary exposure incidents.

In addition, we expect the research on air pollutant health effects begun under the Public Health Initiative to continue in FY 81. Some of the major problems that will continue to be addressed include: the improvement of methods to relate animal toxicity to human clinical

results; the development of faster, sensitive methods to detect biochemical, genetic and immune changes; and and epidemiological studies of selected pollutant problems, e.g., indoor pollution, improvement of our quantification ability with respect to exposure characterization, and temporal exposure patterns.

The FY 81 research program will also emphasize the characterization of hazardous organic emissions from stationary sources--both constrained emissions from vents and stacks and fugitive emissions. In both instances, the characterization may require the development of either sampling and collection methods or improved analytical techniques, e.g., for total organic emissions or for selected toxic substances.

Characterization activities in FY 81 will be expanded to begin a systemmatic effort to determine the inventory and significance of regulated air pollutants from stationary sources. In addition, the program will focus upon the characterization of indoor air and attempt to relate indoor air quality to 24-hour and annual exposures to various air pollutants.

Studies will be carried out to assess population exposures to toxic organic vapors and particulates, especially potential carcinogens and mutagens developing and employing where appropriate personal monitors.

The FY 81 program will include an attempt to identify and quantify hazardous materials associated with fugitive dust from mining activities, transportation of materials and industrial operations. Research will also be carried out to characterize VOC emissions and develop appropriate control technology. The development of solvent collection and disposal/recovery systems will also be pursued as well as the development of alternative solvents or solvent-free processes.

The control technology program will also include an expansion of the demonstration control options for the second round NSPS stationary sources and the effort to generate AP 42 emission factors and cost curves for selected control technologies and pollutants.

A final area of emphasis will be development and deployment of monitoring systems to allow broad scan screening of emissions and ambient air for a variety

of toxic organics. In addition, the program allows for some contingency to cover short-term delivery of targeted measurement devices to deal with particular problems, e.g., those efforts in the past to measure vinyl chloride around PVC plants.

Technical Support

The FY 81 program anticipates a significant amount of resources will be devoted to technical support to the program offices. In the past, this support has been provided, and we assume will continue to be provided, by the ORD base program. There is no rational way to assign specific levels of effort to each of the four major research areas a priori. The level and distribution of this technical support activity will be set as a result of the deliberations of the respective research committees.

Quality Assurance

Following on the major effort of FY 80, Quality Assurance will continue to be a major concern in the FY 81 research program. In addition to maintaining oversight over the Agency's quality assurance system, the research program will continue to investigate ways to improve the Agency's Quality Assurance activities.

Exploratory Research

The new structure for planning research in the Agency provides assurance that studies will be carried out in the support of the regulatory programs. However, the long-term viability of the Agency's assessment and control of environmental problems as well as the quality of ORD's programs depend upon a stable base level of exploratory research. The exact nature and amount of such research that is necessary will vary from program to program within any medium and even accross media. The FY 81 program for air research assumes that 15% of the total budget will be devoted to exploratory research, i.e., research which is not in direct support of some existing or anticipated regulatory need. This 15% figure appears low but given the pressing need for research in support of regulation, such minimum level may be necessary. In any event, this guidance establishes this minimum level of 15% as a base on which the research committees can base their deliberations.

Energy

The Energy Research Program is ranked by the Energy media team. Nevertheless, a great deal of the energy research addresses air pollution problems. Every attempt will be made to factor the Energy activities into the deliberations of the Air media group. To aid in those deliberations, the following major emphasis of the FY 81 Energy program are provide for reference:

- Field experiments on the formation and transport of nitrates and secondary organic particles will continue in FY 81. An effort will be initiated in FY 81 to expand the geographical areas of concern for baseline measurements of nitrates and organic particles beyond the Ohio Valley Region.

- Continuation of the demonstration of low NO_x burner technology for new and existing industrial and utilty oil and coal-fired boilers.

- Continuation of the characterization of particulates (including the condensible fraction) for energy facility emissions.

- Development and demonstration of dry low cost SO_x control technology for new and exixting industrial and utility boilers.

- Continuation of the air quality monitoring network in the East in order to establish a baseline from which to assess the impact of energy activities.

- Finally, consultations and discussions during FY 80 between EPA and National Laboratory Scientists in DOE should lead to integration of the MAP3S program into the overall EPA-ORD research program.

REGIONAL GUIDANCE

Air Abatement and Control--Air Quality Management

Major Priorities for FY 80

- o The first level of priorities reflects activities which all Regional Offices are expected to perform in FY 80. Resources for FY 80 will be allocated to Regional Offices for implementing each of these priorities as well as to maintain an air grants management function for Section 105 and 175 grants and a core Regional Office base program for air management.

- o The second level of priorities reflects activities which are required by the Clean Air Act or represent activities for which Regional Office involvement is considered important to the development of effective SIPs. The Regional Offices, however, will have flexibility to choose which of these priorities to undertake. Resources allocated to the Regional Office for FY 80 will not be adequate to fully carry out every priority in this level.

- o The third level of priorities reflects activities which may be required by law but in general have limited public health and socio-economic impacts. In specific local circumstances, they may be significantly important. The Regional Offices will have flexibility to choose which of the priorities to undertake. Resources allocated to the Regional Office for FY 80 for allocated to the Regional Office for FY 80 for these priorities will be very limited.

Priority Level I

- Review, Track, and Approve Sanctionable SIPs
- Guide, Review, and Approve State Plans for PSD
- Conduct Tier II Reviews for PSD where States do not have an Approved PSD Plan
- Guide States to Develop Transportation Planning Process and Transportation Control Measures in Late Urban Nonattainment Areas

- Audit Selected State Performed PSD Reviews where State PSD Plan has been Approved

- Act on Major Energy Related Actions (e.g., Fuel Conversions) which have Potential Impact on Air Quality

Priority Level II

- Guide States in Developing Mandatory I/M Programs

- Review, Track and Approve Non-sanctionable SIPs including Lead (Pb) and other Required Miscellaneous SIP Revisions

- Guide States in Developing Additional VOC Regulations

- Guide States in Analyzing Measures and Conduct of Pilot Demonstrations for Control of Urban Fugitive Dust in Major Urban Nonattainment Areas

- Guide States in Developing Lead (Pb) SIP for Primary Lead Smelters

- Review/Approve other State Initiated SIP Revisions

Priority Level III

- Promulgate Required SIP Provisions where States Fail to Act or Correct Deficient SIPs

- Guide States in Developing Transportation Planning Process in Smaller Urban Nonattainment Areas

- Guide States in Developing other Required SIPs for Lead (Pb)

- Guide States in Developing Required SIP Revisions Rural Nonattainment Areas

- Guide States in Developing Required Miscellaneous Revisions to the SIP

- Guide, Review, Approve 111(d) Plans

Principal Regional Activities

- Review, Track and Approve Sanctionable SIPs SIP review, tracking, and approval is a non-discretionary function for the Regions and the public health and economic impacts make it especially critical for the sanctionable SIPs. The intent here is to prevent Regional approval/disapproval action from delaying the SIP process and to place increased emphasis on the Regional management function in the SIP process. This is a reflection of the Agency's priority on improved management of environmental programs. In FY 1980 the initial nonattainment SIPs will have already been submitted and approval/disapproval action taken. Therefore, the most important tasks for FY 80 will be tracking State milestones for: I/M development; transportation planning; VOC regulation development; urban fugitive dust analysis; satisfying reasonable further progress requirements as well as reviewing and approving revisions to the SIP resulting from the schedules. Also included is the review and approval of those SIPs which were given "conditional" approvals and require follow-up actions by the State. "Conditional" approval here refers to SIP regulations which were approved subject to the condition that they be revised in some minor aspect (e.g., cut size, etc.) and not the SIP scheduling provded for in Mr. Costle's February 24, 1978 memorandum. The Regions should complete the review and approval of most of the "conditional" approvals before the end of FY 1980. In addition to following up on the 1979 non-attainment SIPs, there is the potential need for review and approval/disapproval of SIP actions in newly designated nonattainment areas.

- Prevent Significant Deterioration Efforts to secure State assumption of the PSD program and completion of individual PSD reviews by the Regional Office where the State has not assumed the program are essential activities in FY 80. The Congress clearly expected States to assume the PSD program and the workload associated with continued EPA responsibility for the

program exceeds resources available for it. It is EPA policy that Regional Office efforts in FY 81 will be limited principally to one of overview. Therefore, the Regional Offices should provide extensive guidance to States in preparing PSD plans and, review/approve State submitted plans. Upon approval of a State plan, the Regional Offices should audit and evaluate the technical adequacy of the State program through selective (approximately 10%) review of individual State Tier II permits. In FY 80, EPA Headquarters will develop more comprehensive guidelines regarding Regional Office roles in overviewing and auditing State and local new source review programs (including PSD). It is anticipated that EPA's major interest after FY 80 would only be with auditing those new sources which are precedent setting or have major inter-state impacts.

In those cases where the State cannot or will not develop an approvable plan, the Regional Office will continue to carry out the BACT and modeling analysis for the Tier II reviews. However, the conduct of Tier I reviews should not be handled by the Regional Offices. The purpose of the two-tier system in PSD is to prevent significant resources from being employed for review of relatively minor sources. If a new source applicant has a valid State permit which brings allowable emissions under 50 tons per year, Regional Offices should not expend resources re-reviewing the permit. Where Regional Office conduct of Tier II reviews is required, Section 105 grant funds should be employed to obtain contractual support to aid in the conduct of the necessary reviews. In the conduct of PSD reviews, priority consideration should be given to Air Quality Control Regions (AQCR) where energy facilities are requesting approval to construct. Within the AQCR, reviews against the allowable PSD increment should continue to be conducted on a first-come-first-served basis, by the Regional Office. In interstate areas the Regional Office would need to consider the impact of the review on a state's growth

policy if one or more of the States had an approved SIP containing a growth policy.

- Guide Transportation Planning in Large Urban Areas
  The special significance of transportation control measures and their role in the Agency's overall urban strategy require that major Regional Office guidance be given to the development and implementation of the transportation planning process in nonattainment areas for ozone/carbon monoxide having a population in excess of 1,000,000. Regional involvement with the Section 175 grantee agencies must continue to ensure that these one-time grant funds result in an EPA approvable SIP and an effective transportation planning process.

- Maintain Grants Management/Regional Office Base
  As in FY 79 the Regional Office will continue to perform essential activities for grants management and maintain a core Regional Office base program for managing the Air and Hazardous Materials Division, preparing responses to the public, conducting public information and participation activities, and reviewing draft policies and regulations. Proposals are currently being considered in Congress to amend solid waste legislation to require that abandoned or closed disposal sites be surveyed for presence of improperly disposed hazardous wastes. With the expectation that the surveys will uncover a number of such cases and that the incineration of these wastes will be a prime measure for final disposal of the materials uncovered, the Regional Office air staff in FY 80 can anticipate increasing workloads in determining if such wastes can be safely incinerated.

  During FY 80, EPA Headquarters will evaluate alternatives for enhancing Regional Office involvement in the preparation and review of the more major regulation development actions which will have significant impact on EPA Regional Office responsibilities and workloads as well as those of State and local control agencies. Within the air media, likely candidates for FY 80 are the PSD

regulations for automobile related pollutants, regulations for visibility protection and changes in the National Ambient Air Quality Standards for Total Suspended Particulates.

- o Guide for I/M Development Providing guidance to States in the development of mandatory I/M programs in urban nonattainment areas is an important activity in FY 80. Guidance to States should focus on implementation of the introductory phases of the program where full legislative authority exists. Because of the large start-up expenditures associated with this program, an effort should be made to fund certain introductory steps of I/M projects using Section 105 grants. In addition, support for training, public information, and acquisition of data on program effectiveness may be necessary.

- o Review, Track, and Approve Nonsanctionable SIPs. Although review and approval actions for the SIPs (e.g., other revisions required by the Act, as well as State initiated revisions) are non-discretionary, their economic and public health impacts are generally minor. Regional Offices may choose to process them administratively after a minimal technical review or delay action on them until other priorities are completed.

- o Other SIP Guidance in Urban Nonattainment Areas In general, the greatest attention should be given by the Regional Offices to guiding State development of ozone and TSP SIPs in nonattainment areas having large urbanized populations and significant air quality problems. The emphasis on the larger urban areas and the most significant air quality problems should provide the most public health benefit. Also, it is consistent with the Agency's urban initiatives for providing technical assistance, demonstration programs, and planning grants to cities in urban nonattainment areas. Areas of possible guidance include development of additional VOC regulations required to be submitted by the States in

January 1980 and 1981; development and implementation of the transportation planning process in urban areas having population between 200,000 and 1,000,000; the development of additional TSP controls for industrial stack and fugitive process emissions if not included or approved in the 1979 SIP; the analysis of possible measures for control of urban fugitive dust; and collection of necessary baseline data for conduct of ozone modelling in severe urban nonattainment areas (areas with design value in excess of 0.20 ppm and population of 1,500,000 or more). Guidance on fugitive dust during FY 1980 should focus on the need to build an adequate data base prior to implementing any control measures. Given the possiblity that an inhalable particulate standard may result from current EPA review of TSP standard, field studies being conducted by the State to improve the definition of the nature and extent of the fugitive dust problem should include the acquisition of limited data on particle size distribution.

o Guide Development of Lead SIP

Guidance to States for the development of most of the required SIPs for Lead (Pb) should generally be limited. However, guidance for the development of the SIP for primary Lead smelters should receive the most emphasis in FY 80 where such SIPs are required. It will be particularly difficulty for States to develop effective control measures for smelters as part of the SIP which are reasonable in cost. EPA has committed itself to assist the States and the primary lead industry in developing approvable strategies and controls and guidance from the Regional Offices in FY 80 will be necessary.

o Promulgation of Inadequate SIPs

Promulgation of SIP strategies is generally low priority for FY 80. However, exceptions should be considered for those promulgations which, for relatively few resources, would result in removing

sanctions or would provide a significant benefit to public health. In most cases, the resources involved are substantial and would duplicate money already allocated to States in FY 79 under Section 105. To the extent major promulgations appear to be necessary later in FY 1980, they should be handled through reprogramming after their policy and resource implications have been thoroughly analyzed by the Regional Office and the Office of Air, Noise, and Radiation.

Abatement and Control-Ambient Monitoring

Major Priorities for FY-80 -- Resources to be allocated for the accomplishment of the priorities listed below in the three priority levels for Ambient Monitoring are similar to the approach for Air Quality Management. Priority I tasks will be mandatory and Regional offices will be allocated resources to accomplish each priority. Regional offices will have flexibility in selecting from Priority II and III as the resource allocation will not be adequate to carry out every priority listed.

o Priority Level I

- Prepare SIP Revision for State Network and conduct Networks Reviews
- Evaluate NAMS Sites
- Submit Air Quality Data to NADB and Validate NAMS Data
- Participate in 105 Grant Negotiations
- Conduct State, Agency System Audits and Prepare Quality Assurance Program Descriptions
- Conduct Data Acquisition for Special O_3 Dispersion Modelling Efforts to Support 1982 SIP Revisions
- Conduct Data Quality Assessments
- Respond to Emergency Situations
- Participate in Regional Office Lab Performance Audits
- Prepare Regional Environmental Profiles

o Priority Level II

- Process Emissions Data
- Implement Daily Index Reporting in Areas with Population Greater than 500,000
- Conduct Ambient Network Review and Analyze Ambient Data for Critical New Sources
- Conduct NAMS Performance Audits (Higher Priority in FY 81)
- Conduct SLAMS Site Evaluations in Areas with Population Greater than 200,000
- Validate of SLAMS Air Quality Data
- Coordinate Special Purpose Monitoring (Health or SIP Related)

o Priority Level III

- Review Lead SIP Network
- Develop Population Exposure Analyses
- Audit Small Local Agency Systems
- Conduct SLAMS Site Evaluations in Areas with Population Less than 200,000
- Implement Daily Index Reporting in Areas Less than 500,000
- Conduct SLAMS Performance Audits
- Coordinate Special Purpose Monitoring (Not Health or SIP Related)

The highest priorities for FY 80 are the activities associated with the implementation of the new air monitoring regulations developed by the Standing Air Monitoring Work Group (SAMWG). The most critical of these activities will be the ones involving the National Air Monitoring Stations (NAMS). Due to the size of the State monitoring programs, it is recognized that intensive Regional Office oversight of State activities must be limited to a subset of the total network in any one year. Accordingly, in FY 80, Regional Offices should emphasize the NAMS network as these sites represent areas of highest concentrations and population exposure.

The first step in implementing the provisions of the revised monitoring requirements involves the State submission by January 1, 1980 and Regional review of the SIP revision detailing the state air monitoring program. At the time the SIP revision is submitted to the Regional Office the States should have reviewed and redesigned their monitoring network.

The second step in implementing the regulations involves the review of the entire network of State and Local Air Monitoring Stations (SLAMS network) by the Regional Offices to identify potential NAMS sites and to document where new or relocated sites are needed if not already completed in FY 79. The review of the entire SLAMS network is required to be performed on an annual basis, to insure that the State networks remain responsive to EPA needs.

The third step is the evaluation and documentation by the Regional Office of identified NAMS sites including on-site visits to determine conformance to 40 CFR 58, Appendices C (Monitoring Methdology), D (Design Criteria), and E (Probe Siting) followed by detailed documentation of site descriptions. SLAMS site evaluations could be conducted if the SLAMS monitor is co-located with NAMS. Other SLAMS (not co-located with NAMS) should be evaluated by the Regional Offices only after all NAMS have been completed.

Regional Offices in FY 80 should conduct a quality assurance system audit for all State monitoring programs. The Regions should, to the extent possible, negotiate with the States to audit all Local monitoring programs. In cases where a Local monitoring program is larger than the State program or includes all or the majority of NAMS in the State, the Local system audit should receive a higher priority than the State audit. During this audit, the Regions should verify that all requirements of 40 CFR 58, Appendix A (Quality Assurance) are being met. All EPA Regional laboratories must participate in the Environmental Monitoring Support Laboratory (EMSL) performance audit program for Nitrogen dioxide (NO_2), Sulfur dioxide (SO_2), hi-volume flow, Carbon monoxide (CO) and Lead, if they perform monitoring for these pollutants.

The Quality Assurance program description required by 40 CFR 58, Appendix A, must be developed by States and approved by the EPA Regional Office no later than the end of FY 80. This program description should address the technical details of the State's quality assurance policies and procedures.

Air quality data from all SLAMS must be reported by States to the National Air Data Bank (NADB) in FY 1980 with priority given to the validation of NAMS data. Beginning in January, 1981, only data from NAMS will be required to be reported by the State to NADB, but all air quality data will continue to be accepted. The assessment of the quality of environmental data is continually receiving increased emphasis within the EPA; and as a result, the Regional Offices should become extensively involved with State programs to assess the quality of ambient data during FY 80. Beginning in FY 81, the new monitoring regulations will require that precision and accuracy statements accompany all NAMS data submitted to the data bank by the States.

In FY 80, Regional Offices should provide coordination and guidance to States which will be collecting short-term ambient and emissions data in areas where ozone dispersion modelling will be conducted in preparation for the 1982 SIP (i.e., urban areas with design value in excess of 0.20 ppm and population of 1,500,000 or more). This includes the Northwast Corridor Modelling Study and other severe urban nonattainment areas where ozone dispersion models will be employed in developing the 1982 SIP revisions.

In FY 80, the review and negotiation of the Section 105 grants must be given greater attention by the Regional Offices than in previous years. The Regional Offices Air Monitoring staff should be actively involved in negotiation of specific State accomplishments, including the upgrading of networks, improving data quality, and State participation in special monitoring studies.

For FY 80 new source review related monitoring activities are included in Priority Level II for the Regional Office because it is expected that Regional Offices new source review activities will decrease rapidly as States develop PSD plans and implement the PSD program. However, some Regional involvement in the more complex or critical PSD reviews is foreseen for FY 80 and possibly beyond.

The activities placed in Priority Level II are of lower priority because: (a) they generally involve the first year of a multi-year program, (b) involve activities which are guidance-related rather than review or management-related, or (c) do not relate to data needed for SIPs. Activities in Priority Level III are considered to be of lowest priority because of either (a), (b) or (c) above, or because (d), they involve areas of low population, or (e), they pertain to areas that are not health-related.

Enforcement

Of highest priority, the regional enforcement personnel must initiate enforcement actions when needed to contain and remove the danger in emergency situations involving substantial threats to public health and safety.

Next to emergencies, the most important activity in the Regions is the completion of the Major Source Enforcement Effort. In FY 1980, Regions will bring the enforcement action to decision by settlement, administrative process, or court trial, including appropriate penalties, and take or defend appeals. By the end of FY 1980, the major source effort should be virtually completed with only a few actions and appeals still pending in trial or appellate courts. In FY 1981, those enforcement actions still pending in courts should be completed as rapidly as possible.

In FY 1980, the emphasis of the mobile source enforcement program changes. The program intends to complement and facilitate the I/M program by retarding further deterioration of the vehicle fleet before I/M programs are implemented. Public resistance to I/M is likely to increase proportionately with the percentage of the fleet that would ultimately fail an I/M inspection due to the cost-related aspects of repairing emission control components to pass I/M. If resistance to I/M implementation is to be avoided, tampering and fuel switching must be controlled. The new FY 1980 initiative will focus a Headquarters (MSED) effort in support of I/M by conducting tampering and fuel switching inspections of major chains of automobile repair facilities, fleet operators, new car dealerships, and gasoline retailers, and support of the President's Denver Air Initiative. In FY 1981, the new strategy will be continued and I/M audits of ongoing programs by Headquarters will be conducted to assure that States are achieving the emission reductions indicated in their SIP revisions. It is important that the Regions recognize the priority of mobile source enforcement program in FY 1980, especially in the context of EPA 105 air grant negotiations. As States are funded, the Regions will forward State reporting requirements to Headquarters.

By the end of FY 1979, regulations will be promulgated for Section 120 noncompliance penalties; this program is projected to be very resource intensive. Notices of noncompliance will be issued to most appropriate major sources in FY 1979 but the large burden of the resultant adjudicatory hearings and litigation will be felt in FY 1980. Also, the Regions must advise and assist the States to facilitate delegation of Section 120 to as many States as possible.

By the end of 1980, it is expected that all, or almost all, major federal facilities will be in compliance and most minor source federal facilities as well. Regions should see to it that all federal facilities do indeed come into compliance as soon as possible, and no later than the end of FY 1980.

To ensure that the gains obtained in enforcement efforts in FY 1979 are preserved, substantial effort will be required in FY 1980 to monitor compliance with consent decrees entered into in FY 1979. Similarly, emphasis will be placed on an improved program of monitoring and enforcement to assure continuous compliance of major sources which have obtained initial compliance. There will be an increased emphasis on continuous monitoring as one aspect of this effort and other approaches will be explored as well.

Each Regional Office should assure that the States in its Region have adequate compliance monitoring programs. This obviously requires a close working relationship between the Regions and States. While Regional overview inspections provide one measure of the State's performance, a complete picture of the adequacy of State compliance monitoring, and the State enforcement in general, requires an annual on-site State evaluation/audit by EPA. The compliance monitoring part of the evaluation will allow EPA to validate the State compliance statistics and, where necessary, provide recommendations and support for corrective action.

The maintaining and updating of CDS is a major component of the proper management of the stationary source enforcement program. Each Region must update CDS in a timely manner (at least quarterly) and ensure that the data is complete and accurate as defined in Headquarters guidance.

Emphasis in FY 1980/1981 is also placed on providing support for continuing SIP revision work. Also, these revisions will increase significantly the number of major VOC sources that must meet SIP standards, and thus, ensuring expeditious compliance by these sources is imperative. Efforts in FY 1980 should also be devoted to ensuring that new sources are constructed in accordance with applicable NSPS, PSD and emissions offset provisions. Regions should also assure compliance with standards for hazardous pollutants under NESHAPS, and enforce all applicable provisions of the Power Plant and Industrial Fuel Use Act of 1978.

During FY 1980, the Regional Offices should complete an evaluation/audit of all of their States' air enforcement programs. The Regions should review the SIP enforcement, enforcement aspects of NSR/PSD permitting, and NSPS and NESHAPS programs. Further, there must be a thorough review of the States' compliance monitoring and surveillance program. When appropriate, the Regions should provide recommendations and assistance to States whose programs need improvement.

REGIONAL OFFICE PROJECTED PROGRAM ACCOMPLISHMENTS

Air Quality Management

Priority I

1. Percent of States having EPA approved SIP for the Prevention of Significant Deterioration. -- This PPA measures the status of the development by the States and approval by EPA of State plans for the revention of Significant Deterioration as required by Part C of Title I of the Clean Air Act.

2. Percent of States having full legislative authority approved by EPA for implementing automotive inspection/maintenance program. -- This PPA measures the status of the enactment by States and approval by EPA of the legislative authority necessary to implement mandatory inspection/maintenance programs in required urban nonattainment areas for ozone and/or carbon monoxide.

3. Percent of required inspection/maintenance programs proceeding to develop on schedule. -- This PPA measures the status of state progress in carrying out the schedule contained in the 1979 attainment SIP for the development of mandatory automotive inspection/maintenance programs.

4. Percent of conditionally approved SIPs corrected by the State on schedule (by pollutant). -- This PPA measures the status of State efforts to correct, modify, or add provisions to their 1979 attainment SIP as a result of conditional approval of the original submission. Actions by the State are to be in accordance with the schedule set forth by EPA in the conditional approval. Only one SIP per pollutant per State should be counted in the PPA. If any part of an attainment SIP for one of the criteria pollutants has been conditionally approved by EPA, the entire State SIP for that pollutant is considered to be conditionally approved for the purpose of this PPA. (i.e., SIP for O_3 where one VOC regulation has been conditionally approved).

5. Number of O_x/CO SIP Strategies Tracked and Reviewed as a ratio of the total number O_x/CO strategies. -- This PPA covers the Regional tracking, review (including RFP) and approval/disapproval of O_x/CO SIPs. Regions should count as a strategy each separate I/M program, TCM program, and set of VOC regulations tracked and reviewed as a ratio of the total number of such strategies.

6. Number of TSP nontraditional SIP strategies tracked and reviewed as a ratio of the total number of TSP nontraditional strategies. -- The regions should count as a strategy each separate TSP nonattainment area which will have an approved SIP calling for nontraditional controls (i.e., fugitive dust control studies and/or measures) as a ratio of the total number of such strategies.

7. Number of TCM programs in areas >1 million. -- This PPA covers the guidance and assistance to TCM programs in urban areas >1 million. The Regions should count the number of such areas assisted as a ratio of the total number of such areas.

8. Number of State PSD programs as a ratio of the number of States. -- The Regions should count the number of approved State PSD plans and the number of full delegations of the PSD program.

9. Number of Tier II reviews completed by a Region as a ratio of the total number of Tier II sources. -- The Regions should count the number of Tier II reviews (i.e. BACT determination and air quality impact analysis) which they or their contractor will conduct as a ratio of the total number of all Tier II reviews (i.e., including State completed Tier II reviews).

Priority II

10. Number of I/M programs guided and assisted as a ratio of the number of I/M programs. -- This PPA covers the guidance and assistance to I/M programs or areas starting a SIP required I/M program as a ratio of the total number of such programs.

11. Number of VOC regulatory programs guided and assisted as a ratio of the number of VOC regulatory programs. -- The Regions should count the number of programs assisted as a ratio of the total number of State and local regulatory programs (agencies) which are developing VOC regulations.

12. Number of TSP nontraditional SIP strategies in areas >200K population guided and assisted as a ratio of the total number of such strategies. -- The Regions should count the number of areas >200K population requiring nontraditional TSP controls where guidance is provided as a ratio of the total number of such areas.

13. Number of Pb SIP strategies tracked and reviewed as a ratio of the total number of such strategies. -- The Regions should count the number of Pb SIP strategies which are

reviewed and approved/disapproved as a ratio of the total number of such strategies required. A Pb SIP strategy is considered to be each area or source(s) which require a separate control strategy demonstration.

14. Number of point source Pb SIP strategies guided and assisted as a ratio of the total number of such strategies. -- The Regions should count the number of point source Pb control strategy demonstrations where assistance and guidance are given as a ratio of the total number of such control strategies. The definition of a Pb point source is contained in 40 CFR 51.

15. Number of "other" Clean Air Act required SIP revisions tracked and reviewed as a ratio of the total number of such revisions. -- The Regions should count the number of Clean Air Act required SIP revisions reviewed and approved/disapproved as a ratio of the total required. "Other" Clean Air Act required SIP revisions are defined as those revisions, required by the Act, but not covered by the general headings of nonattainment SIPs or PSD (e.g., Stack Height, Board composition, permit fees, etc.)

16. Number of State initiated SIP revisions tracked and reviewed as a ratio of the total number of such revisions. -- The Regions should count the number of revisions initiated by the States but not required by the Act which are reviewed and approved/disapproved as a ratio of the total number submitted to the Regions.

Priority III

17. Number of TCM programs in area >1 million population guided and assisted as a ratio of the total number of such programs. -- Same as #7, but applied to areas >1 million.

18. Number of TSP nontraditional SIP strategies in areas >200K guided and assisted as a ratio of the total number of such strategies. -- Same as #12, but applied to areas >200K.

19. Number of Tier I reviews completed by a Region as a ratio of the total number of Tier I sources. -- Same as # , but applied to Tier I reviews (i.e., engineering review on sources >50 TPY SIP allowable).

20. Number of nonattainment SIP promulgations as a ratio of the total number needed. -- The Regions should count the number of promulgations made to help complete a disapproved nonattainment SIP as a ratio of the total number needed to lift sanctions.

21. Number of urban (>500K population) Pb SIPs guided and assisted as a ratio of the total number of such SIPs. -- The Regions should count the number of Pb SIPs in areas >500K which are given assistance as a ratio of the total number of such SIPs required. Any SIPs in urban areas >500K which involve only the control of a few point sources should be accounted for under #14 above and not here.

22. Number of Class I area visibility plans guided and assist as a ratio of the total number of such plans (i.e., the total number of designated Class I areas or State portions thereof). -- The Regions should count the number of visibility plans for designated Class I areas which they guide and assist as a ratio of the total number of such plans (i.e., the total number of designated Class I areas or State portions thereof).

23. Number of PSD Set II SIPs guided and assisted as a ratio of the number of States. -- The Regions should count the number of PSD SIPs for CO, O_3, and NO_x which they guide and assist as a ratio of the number of States.

24. Number of 111(d) plans tracked and reviewed as a ratio of the number of such plans needed. -- The Regions should count the number of pollutant/source specific 111(d) plans which they review and approve/disapprove as a ratio of the total number of pollutant/source plans needed.

Air Quality Monitoring

PRIORITY I

1. Percent of National Air Monitoring Stations (NAMS) meeting all requirements of the EPA ambient monitoring regulations, (location, probe siting, quality assurance). -- This PPA measures the status of State efforts to establish national air monitoring sites as part of their state ambient monitoring network. The national air monitoring stations are to be fully in place and operation by January 1, 1981.

2. Number of NAMS monitors evaluated and fully documented for conformance to 40 CFR 58 expressed as a ratio to the total number of NAMS monitors. -- Every NAMS pollutant monitor site (NAMS being a subset of the SLAMS) must be evaluated for conformance to Appendices C, D, and E requirements of 40 CFR 58. This involves visiting each site in the NAMS network over the next year to verify whether requirements have been met. The documentation consists of a detailed site description form being completed and schedules established for complying with any 40 CFR 58 criteria not being met at the time of the pollutant monitor evaluation. The site documentation also includes the collection and submission of management information to OAQPS. This management information consists primarily of site descriptive data as well as information on schedules for implementing the provisions of the 40 CFR 58 requirements. All NAMS monitors should be evaluated by the end of FY-80.

3. Number of State and local agency 105 grants reviewed, expressed as a ratio to the total number of agencies receiving grants. -- The Regions should include the number of 105 Agency Grants that have been reviewed for monitoring as a ratio to total number of agencies receiving 105 grant monies.

4. Number of State or local agency system audits completed, expressed as a ratio to the total number of State and local agencies with air monitoring systems receiving 105 grant monies. -- This is a Regional responsibility involving an annual on-site qualitative review of State or local agencies' monitoring capabilities and facilities as required by 40 CFR 58, Appendix A, Section 2.4. The Region should account only for those system audits involving 105 funded agencies.

5. Number of State monitoring (SLAMS) network descriptions submitted to the Regional Office by January 1, 1980. -- The States are required to have a complete description of their SLAMS (including NAMS) network available at the time the SIP is revised to reflect the new 40 CFR 58 requirements. The network description requirements are listed in 40 CFR 58.20.

6. Number of State quality assurance programs that are reviewed and approved by the Region. -- The Region should include the number of State quality assurance programs (required and described in Appendix A of 40 CFR 58) which are reviewed and approved by the Region. As a minimum, the State quality assurance program description should cover the NAMS network. It is recommended that the entire SLAMS network be included in the quality assurance program in FY-80. The quality assurance program should be submitted by the State by 6/30/80 and approved by the Regional Office no later than the end of FY-80.

7. Number of EMSL performance audits in which the regional laboratory participates, expressed as a ratio of the total number of audits EMSL schedules. -- These audits are required by 40 CFR 58 for all agencies operating SLAMS. For FY-1980, those Regional Offices actually involved in ambient sampling and analysis will be strongly encouraged to participate. EMSL schedules a total of 13 performance audits annually (SO_2, NO_2, CO, nitrate, sulfate, and lead are semi-annual and Hi-vol flow annual).

8. Number of SIP revisions for ambient monitoring reviewed, expressed as a ratio to the total number of SIP's to be revised. -- The States are required to submit a SIP revision to 40 CFR 51.17 to reflect the 40 CFR 58 requirements by January 1, 1980. The Regions should count the number of SIP revisions to be made as a ratio to the number of SIP's needed to be revised.

9. Number of special ozone studies in which the Region will participate for areas which will need an extension for attainment to 1987 and for which complex photochemical dispersion models will be exercised. -- The Region should include only those studies which will involve the application of urban or regional diffusion models. Generally, areas whose O_3 design value is less than 0.2 ppm and whose urbanized area population is less than 1.5 million will not be encouraged to exercise complex photochemical models.

10. Number of States for which Region will process and validate SLAMS data. -- The Regions should count those States for which they will process and validate SLAMS data. The 40 CFR 58 regulations will change the requirement from all data being reported quarterly to EPA to NAMS data being reported quarterly to EPA. These new requirements will take effect with data collected beginning in FY 1981. Therefore, in FY-80, all SLAMS data should be reported and validated quarterly as is current practice.

11. Number of data quality assessments completed for State and local agency air quality data bases, expressed as a ratio to the total number of data bases which need to be assessed. -- The Region should display the number of State and local agency data bases which will be assessed as a ratio to the total number of State and local agencies operating a SLAMS network. This activity involves the implementation of the recommendations of the Quality Assurance Committee in terms of assessing the quality of data in EPA data banks. This is primarily the summarization of a series of qualitative judgments on data quality. These assessment activities should be considered interim measures until the precision and accuracy reporting requirements in 40 CFR 58 Appendix A take effect.

12. Number of Regional Environmental Profiles completed which involve air quality displays or analyses. -- The Regions should count the number of urbanized areas greater than 200,000 population which will be part of the Regional Environmental Profile.

13. Number of emergency spills or emergency episodes to which the Region responds. -- The Region should count only those spills or episodes during which the Region takes environmental samples or for which Regional personnel are involved on-site.

PRIORITY II

14. Number of New Source Review Data Analyses performed by the Region. -- The Region should count the number of new source permits for which they review the air quality data.

15a. Number of source operated monitoring networks reviewed in States where the Region is implementing the PSD program expressed as a ratio to the total number which need to be reviewed. -- The Region should include the number of source networks that the Region reviews in States that do not have a PSD program. Review means discussions with the proposed source on the monitoring plan described in "Ambient Monitoring Guidelines for PSD" - OAQPS 1.2-096. In the case of large/controversial sources, and on-site visits to monitoring sites, performance audits would be included in the review.

15b. Number of source operated monitoring networks reviewed in States with PSD programs. -- The Regions should include the number of source networks that they review in States with a PSD program. (i.e., in States with permit granting authority either by means of a SIP or EPA delegation).

16. Number of States for which the Region will process emission data. -- This covers those States for which the Region will process and submit emission data to NADB for inclusion in NEDS.

17. Number of pollutant monitor performance audits completed. -- The Region should count the number of quantitative on-site performance audits of individual pollutant monitors that the Region conducts. (Reported by pollutant).

18. Number of urbanized areas for which the Region will coordinate the reporting of a daily air quality index expressed as a ratio to the total number of urbanized areas needing coordination. -- The Region should include the number of urbanized areas greater than 500,000 population which will require Regional coordination and overview to implement an air quality index report expressed as a ratio to the total number of urbanized areas greater than 500,000. For areas already reporting an index, coordination would involve review of the existing index report for consistency with 40 CFR 58, Appendix G.

19. Number of SLAMS monitor sites (excluding NAMS) evaluated and documented for conformance to 40 CFR 58 expressed as a ratio to the total number of SLAMS monitor sites. -- The total number of SLAMS pollutant monitor sites that the Regional Office will evaluate and provide detailed site documentation should be displayed as a ratio to the total number of pollutant monitors in the SLAMS network.

PRIORITY III

20. Number of urban lead monitoring networks reviewed, expressed as a ratio to the total number of networks which need review. -- The number of urban lead networks that the Region reviews for areas greater than 500,000 population should be displayed as a ratio to the total number of urban areas greater than 500,000 population. In addition, the Regions should include any other areas for which the State will be required to operate a lead network.

21. Number of population exposure analyses the Region conducts expressed as a ratio to the total number of analyses needing to be performed. -- The Region should count urbanized areas greater than 200,000 population for which they will perform population exposure analyses expressed as a ratio to the total number of urbanized areas greater than 200,000 population.

AIR ENFORCEMENT

I. Ensure Compliance by Major SIP Sources

- Number of major SIP sources determined to be in compliance with emission limitations
- Number of major SIP sources determined to be in violation of emission limitations, but meeting compliance schedules.
- Number of major SIP sources determined to be in violation of emission limitations and not meeting or not on compliance schedules.
- Number of major SIP sources of unknown status with either emission limitations or schedules.
- Number of overview inspections for existing major SIP sources. 2/
- Number of existing major SIP source case development inspections completed. 3/
- Number of civil/criminal actions against major existing sources in violation of SIPs. 4/
- Number of Section 113 administrative orders against major existing sources in violation of SIPs.
- Number of notices of noncompliance issued (for all major sources).
- Number of noncompliance penalty assessments (for all major sources).
- Total dollar amount of noncompliance penalties assessed (for all major sources).

II. Ensure Adequate New Source Program

- Number of identified sources subject to NSPS and determined to be in compliance.
- Number of subject sources determined to be in violation with respect to any procedural and/or emission requirements for NSPS.
- Number of subject sources of unknown compliance status with respect to any procedural and/or emission requirements for NSPS.
- Number of PSD sources in compliance with procedural permit requirements.
- Number of PSD sources determined to be in violation with respect to procedural or permit requirements.
- Number of PSD sources of unknown compliance status with respect to procedural or permit requirements.
- Number of new source (subject to NSR, NSPS, and PSD) case development inspections.[3/]
- Number of State NSR permits reviewed for enforceability.
- Number of State NSR permits found to be deficient.
- Number of audits of State NSR programs (can be part of the general State audit or a separate audit).

- Number of Regional Offices issued permits for:

  (a) NSR
  (b) PSD
  (c) NESHAPS

- Number of NSPS performance tests observed.

- Number of civil/criminal actions against new sources in violation of NSR, NSPS, and PSD requirements.[4]

III. NESHAPS Program[1]

- o Number of non-transitory sources subject to NESHAPS regulations that are in compliance.

- o Number of non-transitory NESHAP sources determined to be in violation of standards or waivers.

- o Number of non-transitory sources subject to NESHAP regulations of unknown compliance status with respect to standards or waivers.

- o Number of non-transitory sources that are on waivers and are in compliance with their waivers.

- o Number of NESHAPS overview inspections.[2]

- o Number of NESHAPS case development inspections.[3]

- o Number of civil/criminal actions against NESHAP sources.[4]

IV. Create and Maintain Priority Source File in the Compliance Data System

- Number of States for which an adequate priority source file is maintained in CDS.

V. Energy Related Activities[1/]

- Number of 113(d)(5) orders issued.

VI. 111(d)[1/]

- Number of sources subject to 111(d) requirements.

Footnotes

1/Quarterly updates of compliance status reported through CDS.

2/Facility Overview Inspection - means verification of State reported compliance status for all emission points within a facility for all regulated pollutants and determination of compliance by the facility with all enforceable procedural requirements. Individual field surveillance actions comprising a facility inspection must be completed for each major source within the fiscal year.

3/Case Development Inspections - distinguished from facility overview inspections and counted separately. Inspections of a given facility subsequent to an overview inspection may be counted. Case development inspections support specific enforcement actions originated by regional overview, citizen complaints, etc.

4/A civil/criminal action can be counted once a complete litigation report has been submitted to Headquarters.

1980/1981 WATER QUALITY MEDIA GUIDANCE

WATER QUALITY

MEDIA OVERVIEW

Major Objectives

During 1980/81 the Water Quality Program will aggressively pursue the following three central objectives which are encompassed in this Guidance:

- To aggressively control pollution discharges in order to protect public health and sensitive ecological systems such as wetlands;
- To share responsibilities with States and localities while encouraging public participation in water quality management; and
- To manage the program in an efficient manner.

Clearly, the driving force in the Water Quality Program is to control pollution, to protect public heatlh and the environment. As our knowledge has increased regarding the effects of toxic pollutants on human life, so too have we intensified our efforts on controlling toxic pollutants from entering the environment. Similarly, the significant improvements in our understanding of aquatic resources, especially wetlands and shallow water areas, is paralleled by increased legislative attention to protect these resources through Section 404 of the Clean Water Act. It is essential that responsibilities are shared between Federal and non-federal authorities to maximize our efforts on improving water quality, to limit redundancies in Federal and non-federal programs, and to utilize the best mix of resources to identify and solve our environmental problems. Because of the critical nature of the Water Quality Program and the large number of dollars the program utilizes, it is essential that the program be managed efficiently to maximize environmental benefits. This can be achieved through an integrated planning and implementation process within the Agency as well as integration with other Federal agencies and States and localities.

Major Planning Assumptions

Inherent in the priority activities for FY 80/81 for achieving media objectives are the following major planning assumptions:

Construction Grants

- The Construction Grants appropriation will be $3.8 billion in FY 1980 (available by October 1, 1979), and $4 billion is requested in FY 1981, with the allotment formula for both years the same as in FY 1979.

- The Congress will enact a one-year extension of the allotment period for FY 1979-1982 Construction Grants funds, increasing the period of availability to three years for all appropriations authorized in the Clean Water Act.

Spill Prevention

The Spill Prevention and Response Program, while continuing in the general program direction established during the last two years, is experiencing some major changes in emphasis to allow response to hazardous spills. The principal assumptions for program planning in FY 1980 are:

- Publication of final Hazardous Substances Regulations, revised to incorporate the October 1978 amendments to Section 311 of the Clean Water Act, is expected in the Spring of 1979.

- The list of 299 hazardous substances which must be reported in the event of a spill and which will require EPA spill emergency response will be expanded by 1981.

- Based on voluntary reports, the program estimates about 700-1,200 hazardous spills, involving one or more of the 299 substances, will occur annually.

Ocean Disposal

- All interim Ocean Disposal Permits are to be phased out by the end of 1981, by regulation. All dumping of harmful sewage sludge is to stop by the end of 1981, by statute.

Dredge and Fill

- Transfer of Section 404 Dredge and Fill Program responsibility to qualified States will begin in FY 80 and increase in FY 81. Approvals will remain low until later years (reflecting both a waiting

period while EPA finalizes regulations and the lead time for States to develop their programs), but EPA will be heavily involved in assisting interested States in program development.

- o The total Dredge and Fill permit load will increase gradually from the current level as EPA enforcement activities increase. This change results from better surveillance methods and more citizen participation and increasing attention to the total acreage and stream mileage being actually regulated.

Water Quality Management

- o Funding of continuing planning will be limited to those areas in which substantial implementation of the initial approved plan is taking place.

- o Funds will be available for continuing planning under Section 208 in FY 81 with emphasis on completion of planning in high priority problem areas.

Permits Issuance

The FY 80/31 Guidance is premised on three major assumptions:

- o FY 80/81 priorities will be essentially the same as in FY 79, that is emphasis is placed on issuing and reissuing permits to control major sources of industrial and municipal pollution, including Federal facilities.

- o Additional priorities which must be addressed within the context of decreasing resources are implementation of the permits consolidation effort and implementation of the National Pretreatment Program.

- o Clean Water Act amendments require consideration of new variances such as the Section 301(i) municipal time extension, the Section 301(g) water quality variance, and the Section 301(h) marine waiver.

Media Priorities

Program plans in FY 80/81 will emphasize activities that are designed to better assess environmental problems, and to develop and implement programs to solve and prevent environmental hazards.

Essential to an efficient pollution control program is the ability:

- o To identify potentially harmful pollutants;
- o To assess the effects of levels of pollutants on aquatic organisms, other food chain organisms, and man,
- o To assess the transport and fate of pollutants in the environment,
- o To monitor for potential pollution problems, and
- o To evaluate improvements in water quality.

Much is known about conventional pollutant indicators such as biological oxygen demand and bacterial counts. However, our ability to assess toxic pollution problems is hampered by the large number of toxic pollutants in the environment and the necessity of using highly sophisticated and expensive technology to monitor pollutant levels. Currently there is much ongoing work to resolve these problems.

Program plans demonstrate an integrated effort by the Office of Research and Development and the Office of Water and Waste Management to improve problem assessment capabilities.

Concurrent with our activities designed to identify and assess environmental problems, the Water Quality Program is aggressively pursuing activities to solve our water quality problems while limiting environmental impacts to other media. Major Water Quality Program thrusts for 1980/81 are in response to the mandate of the Clean Water Act of 1977.

Program plans represent a coordinated effort by the Office of Water Program Operations, Office of Water Planning and Standards and Office of Enforcement, working in concert with States and localities to:

- o Control industrial and municipal dischargers of pollutants through technology-based controls.
- o Control nonpoint source pollution and prevent and clean up oil and hazardous spills.
- o Protect sensitive ecological systems such as lakes and wetlands.

- o Utilize Water Quality Standards and environmental quality based effluent controls, where necessary, to assure protection of public health and environment.

- o Enforce environmental control requirements.

The implementation of these priorities will be characterized by their integration within the Water Quality Program and integration with other Agency activities directed at improving environmental quality. Information gleaned from problem assessment activities will be critical to the continuing evolution of solutions and strategies.

Industrial and Municipal Dischargers

In 1980 and 1981 the control of industrial and municipal dischargers of pollutants will remain the keystone to water programs control activities. The 1980 program will also include additional pollutant studies (e.g., "hot spots" analyses) that will concentrate on selected areas of industry where monitoring data indicate high cancer incidence or potential water pollution problems would persist after the implementation of effluent limitations. The studies will lead to the development and implementation of additional controls. Efforts also will continue in 1980 to identify other toxic pollutants and industries that should be addressed in effluent guidelines.

By 1984, industrial sources of toxic pollutants will be required to meet technology-based toxic effluent discharge limitations for both direct and indirect wastewater discharges. This effort entails detailing the presence or absence of 65 toxic pollutants or classes of toxic pollutants. An in-depth economic analysis of each industry also must be conducted to ensure that regulations are economically achievable and equitable. This program will peak in 1979 and 1980 and continue through 1981 with final promulgations and court defenses.

Municipal point source control activities are addressed principally through the Waste Treatment Facility Construction Program. This program is of major importance to reduce water pollution problems resulting from conventional pollutants, such as suspended solids, bacteria, and oxygen demanding loads that degrade our waters and continue to pose problems to public health and the environment. The long range goal of the Construction Grants Program is to eliminate

the municipal discharge of untreated or inadequately treated pollutants and thereby help restore or maintain the quality of the Nation's waters. A large number of amendments to Title II of the Clean Water Act created incentives for use of environmentally justifiable, innovative and alternative technologies in municipal treatment systems; established funding for States to assist them in adopting and managing Construction Grants Programs; made special considerations for the needs of small communities; and increased emphasis on water reuse and recycling, recovery of energy, and confined disposal of pollutant wastes to prevent their migration to the water.

Through the passage of the Clean Water Act the Congress reaffirmed its intention that States have a major and continuing role in environmental programs. The year 1980 will mark the start of a new era in planning, implementing and managing environmental programs at the Regional and State levels. State/EPA Agreements will present consolidated approaches to solving water supply, solid waste, and water pollution control problems. The integration of these program areas will be a major step toward the objective of comprehensive environmental planning and management.

Activities aimed at integrated management are being initiated in 1979. EPA is requiring all States to develop comprehensive State/EPA Agreements to cover Clean Water Act programs including consolidation of Sections 106, 208, 303, and the Clean Lakes provisions of Section 314.

State/EPA Agreements will be the result of a negotiation process between each State and its respective EPA Region. The Agreements will describe activities that States and EPA will undertake during the coming year. An agreement will be the result of an assessment of the environmental problems faced by an individual State, development of a long-term strategy to solve those problems, and a determination of critical steps to take during the next year.

Each State/EPA Agreement will reflect important decisions on environmental and programmatic problems, State and EPA priorities, timing, and responsibilities. It also will be a management tool which focuses attention on the evaluation and accomplishment of major environmental efforts.

Initial Water Quality Management Planning will be completed by all States and areawide agencies by the end of 1979. The continuing planning effort by local and State agencies in 1980 will focus on the highest priority problem areas with special emphasis on toxics. The Agency will stress implementation of the initial plans and require that substantial implementation occur as a condition for future funding.

The key change in program management to ensure Section 208 plans are being carried out is the development of the State/EPA Agreement process. State implementation will utilize funds provided under Section 106 Program Grants to accelerate establishment of regulatory programs and to provide for monitoring to assess the adequacy of clean-up efforts.

Implementation of the Construction Grants Program requires integrated Agency and State efforts with a large delegation of responsibilities to the States.

The program strategy for 1980 recognizes that there are limited funds available to meet these pollution control needs and that the funds available must go toward assisting municipalities in meeting the most critical needs in the shortest possible time. Accordingly, the EPA strategy for 1980-1981 is: (a) to orient funding toward meeting the environmental requirements of the Act through stringent cost-effect review on a project-by-project basis, and (b) to stress innovative and alternative approaches to waste treatment, including emphasis on water and energy conservation, waste water reuse and recycling of pollutants, and small systems. Funds specifically earmarked for State delegation under Section 205(g) of the Act will be directed toward maximizing State assumption of program activities in the shortest possible time. In all cases, State delegation will be part of an overall agreement that will ensure that EPA policies and environmental objectives continue to be met.

EPA will continue to pursue program strategies that provide sufficient certainty and stability to States and municipalities to facilitate effective planning and management at all levels. The 1980 appropriation request of $3.8 billion is a critical component of this management need.

The State Management Assistance Grant Program authorizes the use of two percent or $400,000, whichever is greater, of each allotment to cover the cost of delegation to the States of the Construction Grants Program and (to the extent that funds suffice) the National Pollution Discharge Elimination System Permit, Dredge and Fill, and Section 208 Management Programs. EPA's long-term goal is to allow the States, rather than EPA, to assume responsibility for day-to-day management of Construction Grants activities. The timing and extent of delegation to each State depends on the State's ability to operate a program that meets the necessary competency requirements and policy direction mandated by the law and EPA objectives. A grant is given to a State when it can show that it is able to assume delegated responsibility for a substantial portion of Construction Grants program activities.

Approximately 26 States are expected to receive State Management Assistance Grants during 1979, which will allow gradual phase-in of most program activities as the States staff up and are trained to accept each task. Most of the remaining interested States will have entered into preliminary negotiations during 1979 leading to a grant in 1980 and 1981. Resource benefits from this State delegation strategy should begin to be evident in 1981.

Control of Nonpoint Sources

Nonpoint source pollutants are a continuing cause of water quality degradation. A substantial number of the nation's waterways will continue to fail to meet their intended uses unless nonpoint source programs are developed and controls enacted. Nonpoint source problems require further identification; control techniques must be developed and tested; and cost effective, best management practice systems designed and demonstrated. Substantial efforts will be directed to the identification and evaluation of these practices both with Agency resources and in conjunction with other Federal agencies.

It is a priority to continue to develop and assess methods of controlling urban nonpoint source pollution and additional methods for controlling rural nonpoint source pollution.

Hazardous Spills

In 1980, the Agency will implement and expand its Spill Prevention and Response Program to cover not only oil spills but also the discharge of those substances determined to be hazardous by EPA. The Agency is currently developing and will promulgate regulations for hazardous substances designations, removability, harmful quantities, and rates of penalty. An Environmental Emergency Response Team has been established to provide immediate on-the-scene expertise in handling, clean up, and disposal of most critical oil and hazardous substance spills.

Protection of Ecological Systems

Wetlands

In FY 80 and especially FY 81 the Wetlands Protection Program will have a high priority within the Office of Water and Waste Management. Section 404 of the Clean Water Act provides the principal protective tool and may underpin other non-Federal activities for protection of wetlands. EPA shares the responsibility for implementing Section 404 with the U.S. Army Corps of Engineers, the U.S. Fish and Wildlife Service, and in the future, with the States.

A significant increase in Section 404 responsibility for EPA will occur in 1980 as the Agency provides a significant degree of the substantive review on at least the most significant environmental permits, whether issued by the Corps or the States, and responds to the variety of new program developments.

Under the 1977 Act, the Corps will continue to allow dredge and fill material discharge in the traditionally navigable waters. States may assume permit responsibility in other waters, if they are qualified. EPA's role in this process is large and includes responsibility for issuing regulations, establishing State program approval criteria, reviewing and acting upon applications from States, and providing continuing oversight for both States and the Corps permit programs.

EPA is currently drafting two sets of regulations for State assumption of permitting responsibilities. The regulations are for program approval and State program operations.

Lake Protection

The Clean Lakes Program is authorized by Section 314 of the Clean Water Act. The program provides grants to States for: identification and classification according to euthrophic condition of all property around freshwater lakes; procedures, processes, and methods to control sources of pollution; and procedures for restoration.

Program plans demonstrate continual efforts directed at efficient control of lake pollution problems and activities designed for lake quality enhancement.

Water Quality Standards and Environmental Quality Based Effluent Controls

Water quality standards are a means for States to protect the ambient quality of their waters. Section 303 of the Clean Water Act requires States to review Water Quality Standards every three years and to submit new and revised standards to the Administrator for approval. If standards are unacceptable to the Administrator, the EPA can promulgate State standards where States fail to comply with Federal regulation.

At present, many State standards do not contain criteria for toxic substances. Even where States do have certain criteria for toxics, NPDES permits frequently are not written to meet such criteria. In FY 80/81 EPA is considering revising the Federal standards regulations so that States may be required to adopt numerical criteria for a minimum list of toxic substances. The Office of Water Planning and Standards is further attempting to remedy this through technical assistance on wasteload allocation procedures and methods of implementing bioassay criteria in Water Quality Standards. An additional priority here is to develop a strategy for the use of Section 307(a) toxic effluent limits where BAT requirements are sufficient to protect public health and environment.

Enforcement

Enforcement activities play a central role in implementing an effective pollution control program. Toxic pollutant and hazardous materials enforcement wll be pursued through enforcing reissued permits, bioassay inspections, pretreatment requirements, Section 404 requirements, Section 311

hazardous substances requirements, and use of Section 504 emergency powers. In 1980, the Permit Program will initiate its issuance of permits based on promulgated effluent guidelines for toxic pollutants.

Implementation of the pretreatment requirements demonstrates the importance of working liaison between the EPA and localities. The Clean Water Act of 1979 requires that POTW's must develop programs to enforce the EPA's National Pretreatment Requirements. Following the 1978 promulgation of Federal pretreatment guidelines, the program will begin to shift in 1979 and 1980 to the local level. Toxic pollutant controls will proceed through incorporating pretreatment requirements in municipal permits for control of indirect discharges. Enforcement resources will be devoted to the pretreatment programs, consider requests for modification of pretreatment standards, and modify municipal permits to incorporate pretreatment requirements.

The Water Quality Program will make a major initiative to limit the redundancies of the regulatory process and to provide for more efficient program management. In 1980 the Permit Program will work to consolidate National Pollutant Discharge Elimination System (NPDES) permits under the Clean Water Act with Hazardous Waste permits under the Resource Conservation and Recovery Act, and Underground Injection Control permits under the Safe Drinking Water Act. Consolidation of these permit programs will eliminate duplicative permit issuance reporting requirements for affected facilities.

Emphasis will continue in 1979 and 1980 on the Municipal Enforcement Strategy first formulated in 1978. As with other water quality programs, this strategy is an attempt to integrate program activities of the Grants, Enforcement, and NPDES Permit Compliance Programs, to better coordinate and reinforce planning and scheduling of municipalities to meet the goals of the Act. The principal effort in 1979 and 1980 will be to implement a program of action throughout EPA and the States, leading to:

- Integrated municipal permit and grants schedules;
- Compatible information systems;
- Internally consistent operating procedures; and
- Coordinated grant and enforcement sanctions for noncomplying municipalities.

The overall result is expected to be more effective and expeditious actions toward the compliance of municipalities with requirements established in the Act.

Permits Issuance

The major objectives of the FY 1980/81 Permits Program will be to maximize the control of toxic pollutants through the initiation of the second round permitting effort and the implementation of the National Pretreatment Program; to accomplish a major regulatory and management reform initiative by streamlining the permit process to allow for consolidated procedures, organization and permit format; and contribution to the major source enforcement effort through implementation of the National Enforcement Strategy.

Under separate cover, OWE will provide more detailed guidance on integrating permit program priorities with particular reference to pretreatment activities.

- o Toxic control through second-round permits -- NPDES second-round permits under the Clean Water Act will begin to be issued in FY 80 and will be issued throughout FY 80/81. The reissuance of expiring permits to these industries, including Federal facilities, covered by the NRDC consent decree ("primary" industries) will be of particular importance as it will impose BAT/toxic limitations on the significant sources of toxic pollutants. Emphasis on permits issuance will be prioritized in FY 1980/81 as follows: major primary industries which could be sources of highly toxic substances, major secondary industries, remaining (80%) minor primary industries, and minor secondary industries.

- o Regulatory and management reform through consolidated permitting -- EPA is consolidating its permit programs, both to simplify administrative steps and to facilitate addressing all environmental concerns through a single process. By October 1, 1979, EPA will consolidate permit issuing, i.e., permit drafting, paper flow and initial point of contact, for NPDES permits; Hazardous Wastes permits; Underground Injection Control permits; Ocean Dumping permits; Air New Source permits; and other permit-like programs in one place in each of its Regional Offices. Regulated facilities will be able to submit one application for all water, solid and hazardous wastes related permits; go through one review; and be issued one permit.

- o Toxic control through pretreatment -- The pretreatment program is expected to take on increasing importance in 1980. Pretreatment activities in FY 1980 should be addressed generally according to the following priorities: 1) provide assistance to States in developing State pretreatment programs and approve such programs: 2) review and make determinations on requests for local pretreatment program approval; 3) develop compliance schedules for insertion in NPDES municipal permits requiring the development of a local pretreatment program; and 4) work with States and municipalities in identifying industrial users subject to categorical pretreatment standards as such standards are promulgated.

- o Major source enforcement through implementation of the Municipal Strategy -- The National Municipal Policy and Strategy published in FY 1979 sets forth priorities for reissuing expiring major municipal permits. This policy directs that municipalities requesting time extensions for compliance with secondary treatment requirements (Section 301(i) extensions) be given priority in permit reissuance.

  The 301(i) compliance extension is a major mechanism for bringing non-complying municipalities into compliance with the law thus contributing significantly to the Agency's major source enforcement effort.

Research and Development

Much is known about conventional pollutant indicators such as biological oxygen demand, and bacterial counts. However, our ability to assess toxic pollution problems is hampered by the large number of toxic pollutants in the environment, and the necessity of using highly sophisticated and expensive technology to monitor pollutant levels. Currently there is much work ongoing to resolve these problems. Priority activities (not necessarily in priority order) in 1980/81 include an integrated effort by the Office of Research and Development and the Office of Water and Waste Management to:

- o complete the publication of water quality criteria for 65 classes of toxic pollutants, to assess impacts of those pollutants on aquatic species and human health, and to determine acceptable levels,

- o select additional priority pollutants and develop criteria,
- o develop wet weather criteria for pollutants to account for nonpoint source contributions during high flows,
- o add carcinogens and chronically toxic pollutants to the hazardous substance list,
- o develop recreational water quality criteria,
- o expand selected water quality predictive models to include toxics and sediments in assessing transport and fate of pollutants,
- o develop rapid screening tests for characterization of toxic pollutants in complex effluent,
- o assess effects of specific pollutants, pollutant transformation products and combinations of pollutants on marine biota,
- o develop simulation techniques, including microcosms, to predict pollutant stress on marine biota and ecosystems,
- o develop a simple implementable technique for assessing wetlands transition zones, and characterization of productivity of wetlands, as a tool for assessing the quality of wetlands,
- o improve solid phase bioassay techniques to test toxicity of dredged and fill material,
- o develop broader spectrum and more cost-effective methods for screening and quantifying organics in water and wastewater with increased emphasis in FY 81 on nonvolatile organics,
- o develop more cost effective multi-element and chemical specification methods, with emphasis in FY 81 on solids,
- o perform multi-media toxic and hazardous material problem assessments in local areas in response to public health concerns, in absence of State or local capabilities,
- o continue study of toxic materials in publicly owned treatment works in order to develop comprehensive urban toxic pollutant control strategies,

- o continue development of methodologies to assess impact of nonpoint source pollution, and perform nonpoint source assessments,

- o integrate Agency monitoring efforts for priority pollutants, including establishing a single data base system and approved quality assurance,

- o develop, evaluate, and report on a practical lake (quality) evaluation index (LEI) procedure to assist lake managers in interpreting lake problems and selecting corrective actions,

- o assist Regions and States to develop toxic pollutant monitoring capabilities to support State/EPA Agreements, toxic wasteload allocations, water quality standards, permit setting, and permit compliance monitoring,

- o continue exploratory research to identify potential pollutant problems in the future and to develop potential controls for pollution problems; to develop technologies that minimize pollution production.

- o sludge: evaluate innovative and alternative technology projects; improve data on exposures of organics, metals, and pathogens from land application; develop beneficial uses, including energy recovery technologies, evaluate detoxification methods,

- o small flows/land treatment: demonstrate central management of onsite systems; extend overland flow systems to colder climates; evaluate toxics management in land application systems; investigate higher rate nutrient update systems,

- o investigate process development for treatment systems for small communities and combined sewer overflow management and technology; evaluate conservation/reuse demonstrations and high rate biological removal of specific pollutants; and develop surrogate control parameters,

- o initiate a major program for development and demonstration of reuse/recycle technologies and to reduce intermedia impacts of wastewater treatment.

HEADQUARTERS PLANS

Construction Grants; Municipal Operations

Plans and Priorities, FY 80 and 81

The Construction Grants Program in FY 1980 and FY 1981 will put principal emphasis on program implementation and management; few (if any) new legislative changes are anticipated. Although the overall goal of the program remains intact, the new thrusts arising from the Clean Water Act of 1977 will significantly alter EPA's management strategy. The highest management priority effort in the near term is to shift the program toward decentralized management, with State delegation and use of Corps of Engineers resources receiving maximum emphasis. Effective management in this decentralized environment will require increased use of the Regional Construction Grants Management Information System (RCGMIS) at the EPA level and development of improved program management systems, all with delegation.

The principal Headquarters emphasis in FY 1980 and FY 1981 will be to implement on a national basis the overall program management strategy. The emergence of major Corps and State delegation of activities has accentuated the need for support structures that will both enhance the benefits of decentralized management and facilitate control and coordination across the various management levels. The highest Headquarters priority will be to make the overall program management strategy work; the principal methods will be through policy and guidance, technical assistance to States and use by the Regions and States. For the first time, the Construction Grants Program Guidance includes municipal operations and maintenance activities. The major activities related directly to Construction Grants policy are:

- Establish policy and implement guidance in support of the program shift into decentralized management, including delegation to States and the Corps, and definition of the EPA role and responsibilities in a decentralized situation.

- Provide guidance on and evaluate (on a national basis) the five-year State priority list, including guidance on priority systems, long-term planning and uses, and management of the priority list.

- Coordinate with the Enforcement Division in the management of the National effort under Section 301(h), to review and take action on applications from municipalities regarding permit modification requests for ocean dischargers.

- Provide guidance on and evaluate (on a nationwide basis) the Step 1 facility planning stage, including implementation of new amendments regarding innovative and alternative (I&A) technology, small systems, cost-effectiveness, changed eligibilities, multi-purpose projects, etc.

- Provide innovative and alternative technology assistance and support thru Cincinnati and Ada offices.

- Review and coordinate the Advanced Waste Treatment (AWT) and Advanced Secondary Treatment (AST) decisions in accordance with PRM #79-7, for direct review by the Administrator. The development of Guidance for and review of AWT and AST Regional level decisions.

- Coordinate (on a nationwide basis) the management of construction outlays and the meeting of national estimates.

- Coordinate and evaluate Regional Office and State implementation of program guidance (being developed by MOB) on operational requirements.

- Coordinate national public participation policy in the Grants programs.

- Coordinate national Minority Business Enterprise (MBE) policy in conjunction with the Office of Civil Rights for the Grants program.

- Continue support to implementation of the President's Urban Initiative to discourage sprawl.

- o Develop guidance on multiple purpose projects and funding strategies.

- o Direct, in conjunction with the Enforcement Division, the National Municipal Strategy.

- o Provide close support and technical assistance to the Regions in problems related to design and construction of treatment facilities.

- o Coordinate a comprehensive program management strategy which encompasses the management of priority lists, applications, awards, preconstruction lags, completions, outlays, etc.

- o Promote (encourage) rural development iniatives, including use of alternative systems.

- o Prepare a long-term funding strategy and legislative program.

- o Initiate 1980 State Facilities Needs Survey.

The major Headquarters activities related to Environmental Impact Statement (EIS) Policy for Construction Grants* are:

- o Revise 40 CFR Part 6 in accordance with new Council on Environmental Quality regulations and new Construction Grants regulations.

- o Revise the Manual for Preparation of EIS's for 201 Construction Grants Projects in accordance with new CEQ regulations and new construction grants regulations.

The major Headquarters activities related to municipal operations and maintenance are:

- o Follow up with Regions on implementation of newly-issued PRMs on: (1) operational reviews of facility plans and plans and specifications; (2) plan of operation implementation; and (3) required use of operations checklists. Also, follow up with Regions previously issued PRMs on start-up services subagreements (#77-2) and plans of operation (#77-3).

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* See Guidance on Non-Regulatory NEPA Compliance in the Interdisciplinary Media for detailed EIS Guidance

- o Modify the EPA/Corps of Engineers agreement to provide for use of Corps personnel for: (1) operational review of plans and specifications; and (2) flagging plan of operation compliance schedule violations.

- o Provide informal guidance on: (1) correction of design errors during Step 3 and (2) coordination of outside start-up service related activities.

- o Refine the operations checklist package.

- o Evaluate O&M inspection feedback on new, Federally funded POTWs.

- o Monitor existing POTW performance levels and problems nationally.

- o Coordinate with Enforcement, et. al. on POTW operations related issues.

- o Cooperate with the National Training and Operational Technology Center (NTOTC) on establishment of an EPA "hotline" for referring municipalities with O&M problems to sources with applicable and documented solutions.

In addition to these specific activities, Headquarters will become more actively involved in review and evaluation of program performance, through (a) review and analysis of performance indicators, (b) specific project reviews (e.g., facility planning quality reviews), (c) construction management evaluation inspections, and (d) close oversight and assistance in areas of greatest need. In FY 1980, particularly, this headquarters "audit" function will stress overview of the State delegation and the Corps agreement.

Spill Prevention and Response

In the Spill Prevention and Response Program, management efforts in FY 1980 and FY 1981 will be directed to:

- o Provide program and policy guidance to implement and support the National Spill Prevention and Control Program at the Regional and State levels, including implemention of the recommendations of the EPA Task Force on Environmental Emergencies.

- o Develop regulations and implementation guidelines for Regional operation of a Hazardous Substances Spill Prevention and Response Program.

- o Continue development of an Environmental Response Team (ERT) capable of independent on-scene response, individually or as a team, to augment the Regional response capabilities. (The ERT will be fully operational by late 1979).

- o Provide a contract-supported Technical Assistance Team (TAT) for each Region and for the ERT, to be managed, tasked, and utilized at the field level to augment resources in the Spill Prevention and Control Program.

- o Prepare guidelines for Regional contingency plan revision.

- o Revise dispersant acceptance program and develop new dispersant test standards.

- o Provide the mechanism for aerial photomapping of significant oil and hazardous substance spills and for aerial surveillance in support of oil pollution prevention compliance monitoring.

- o Provide guidance and establish program priorities for technical assistance and support during disasters declared by the Federal Emergency Management Administration (FEMA).

- o Provide a coordinating mechanism for training the ERT, Regional, State and local personnel in hazardous substances response.

- o Plan and provide for multi-Regional meetings to review program accomplishments, program and policy guidance, and future program directions.

Ocean Disposal and Permits

In the Ocean Disposal and Permits Program, management in FY 1980 and FY 1981 will:

- o Prepare annual reports for Congress and the Intergovernmental Maritime Consultative Organization (IMCO) Ocean Dumping Convention.
- o Prepare position papers and technical documents to support the Ocean Dumping Convention (ODC).
- o Continue an environmental impact statement (EIS) contract to re-analyze available data on dumpsites and perform additional baseline surveys to result in the designation of two municipal/industrial dumpsites.
- o Revise Ocean Dumping Regulations based on new statutory requirements, changing program needs, and operational experience.
- o Revise the Implementation and Procedures Manual on dredge/nondredged materials; review the bioassay manuals based on operational and research experience in ocean dumping.
- o Develop environmental guidelines for one major offshore activity.
- o Organize interagency monitoring of the Flower Garden Banks in the Gulf of Mexico.
- o Review 10 EIS's, 10 development plans, and 25 regulations for outer continental shelf lease sales; review 8 EIS's for other offshore activities.

Water Quality Training

Because of the resource constraints, EPA cannot actively help States and municipalities document and resolve workforce development and training program development problems related to POTW noncompliance issues, not can it substantially address the limited capabilities of States to assume delegated Section 205 or other Water Quality Program responsibilities. Technical and training support resources for States and municipalities to solve workforce development and training problems must be developed by the private sector, State agencies, municipalities, and educational and training institutions.

However, the National Training and Operational Technology Center (NTOTC) in Cincinnati, Ohio, will provide limited resources and expertise to support development of State and local training programs. Instructor training, courses, instructional materials, and complete course packages on various water quality subjects will be provided, with special emphasis given to Section 205 program delegations and operator training. An expanded Instructional Resources Center program will provide services to State and local training programs and educational and training institutions.

In the short term, NTOTC will also provide a limited schedule of specialized training courses for EPA, State, and local agency personnel. Ultimately, the delivery system for these courses must be provided through existing State, local and private sector capabilities; also, through the establishment of a number of Area Training Centers. The establishment of Area Traning Centers will serve as an effective extension of EPA's capabilities for training EPA and State personnel.

NTOTC activities will include:

- Informal guidance (via a national meeting) by July 1979 for the delivery of training courses to Section 205 State Agency staff and POTW personnel.

- Development, demonstration and initial delivery of Section 205 training courses and packages (including the training of instructors for conducting these courses).

- Increased emphasis on training of State, local, educational system and private sector instructors.

- Guidance and grant funds for Section 104(g)1 and Section 109(b) State training program efforts.

- Development of instructional materials, including AV units, individual modules, and complete course packages, for use in State and local training programs.

- Specialized direct technical training for EPA, State, and local agency personnel. A course schedule for FY 80 will be prepared by June 30, 1979. It is intended that increased State, local and private sector training capabilities, plus the establishment of Area Training Centers, will minimize the need for NTOTC direct training activities.

- Consultative assistance for selected municipalities in identification, correction, prevention and documentation of those POTW performance problems which are significant causes of the national noncompliance problem.

- Support of programs which will lead to the development and documentation of new, improved, or expanded operational technology, and related courses, materials, and guidance.

- Maintenance on the Instructional Resources Center, including the Instructional Materials Lending Library, the Instructional Resources Information System (IRIS) and distribution of the IRC Bulletin.

- Development of methodology for evaluating the effectiveness of State and local training programs and NTOTC support needs.

- Development, demonstration and provision of courses and packages on request of OWWM programs.

- Design of technical assistance packages to support the Public Service Employment (CETA) program objectives of the President's Urban Policy (new-entry O&M training and occupational standards). Support of the President's Urban and Rural Initiatives by continuing or developing interagency agreements with DOL, HEW, DOI and other agencies to provide Drinking Water and Water Quality job opportunities and training.

Water Quality Management

Plans and Priorities, FY 80

The Water Quality Management and Standards Program activity will emphasize an integrated Federal, State and local partnership to address water problems primarily through management controls, planning and local regulation.

The fundamental goal and purpose of the Water Quality Management Program is the development of a State and local government decision-making process to control point and nonpoint sources of pollution to meet fishable and swimmable water quality goals. To meet this goal in FY 1980, the following will be done:

- Implement the State/EPA Agreement process by preparing guidance and other information documents, working with other program offices involved, establishing an information exchange/ assistance mechanism for the States and Regions, tracking progress of Agreement development and maintaining periodic status reports, and reviewing other EPA and non-EPA program documents to assess their applicability.

- Develop policy guidance and strategies for the national WQM program, coordinate development of short-term policy positions, and systematize the policy-development process for long-term WQM policy.

- Update the National Water Quality Management Needs Assessment which covers control of point and nonpoint sources of pollution.

- Conduct biannual evaluations of Regional Office management of the WQM program, placing emphasis on leadership and long-term strategies as opposed to reactive management; develop management strategies with examples of management techniques.

- Manage/provide a program of effective, timely training and technical assistance to appropriate Federal, State, and local personnel concerning financial planning and techniques to overcome funding barriers to implementation of approved plans.

- Provide technical assistance in the areas of ground water management, urban storm runoff control, and advanced waste treatment (AWT) decisions; in the area of AWT decisions, provide assistance in WQM agencies, especially on water quality standards and wasteload allocation issues required to make specific AWT decisions.

- Work with Regional Offices to complete the current triennial review of Water Quality Standards (WQS).

- Monitor and evaluate implementation of the cost effectiveness guidelines.

- State Water Quality Standards do not generally contain criteria for toxic substances. EPA is considering revising the Federal standards and regulations so that States may be required to adopt numerical criteria for a minimum list of toxic substances. Even where State standards do contain criteria for toxics, NPDES permits frequently are not written to meet such critiera. OWPS is attempting to remedy this through technical assistance on: (1) wasteload allocation procedures; and (2) methods of implementing bioassay criteria in water quality standards.

- Review criteria in Quality Criteria for Water to determine which toxic constituents are technically defensible for promulgation as standards, and necessary to protect 1983 goal uses. However, EPA is still considering the question of the necessity of promulgating such standards.

- Review criteria for the 65 toxics to determine which, if any, should be required for inclusion into standards.

- Prepare or clarify guidance on a number of WQS issues such as: justification for stream downgradings, application of WQS to intermittent streams, inclusion of toxic criteria in WQS, designation of outstanding natural resource waters and other issues currently included in Chapter 5 of Guidelines for State and Areawide Water Quality Management Program Development.

- o Initiate projects to resolve interstate and interregional inconsistencies in WQS applicable to interstate boundary waters.

- o Develop guidance for use of WQS in controlling nonpoint sources of pollution.

- o Increase WQS integration with other EPA programs such as Water Quality Management, NPDES Permits, Construction Grants, and TMDL assessments.

- o Develop Headquarters policy guidance to Regions and States on the third round of WQS revisions.

- o Encourage and assist public participation on the WQM program by promoting Regional Office capability; training WQM grantees, advisory committees, and citizens in public involvement; supporting State and local involvement; and coordinating public participation activities with other programs.

- o With the Regions, improve the basic policy and guidance for AWT planning by WQM agencies and establish better State processes for incorporating Water Quality Standards, wasteload allocations, effluent discharge requirements, and service area and capabity requirements into decisions on AWT facilities. Apply improved policy to specific prototype situations requiring AWT decisions.

106 Grants

Headquarters will work with the Regions, States, interstate agencies, and other EPA offices to agree on modifications to the present 106 allocation formula. Based on the WQM National Needs Assessment, a work group will work out details of a policy for determing levels and uses of 106 funding, including considerations of equity and defensibility. The objective of the work group is to work out policy details for FY 81 allocations.

208 Grants

The key elements for the management of 208 grants to State and areawide agencies are: (1) implementation of problem solutions identified in certified and approved WQM plans and (2) further identification of pollution sources, water quality relationships, and cost-effective controls. During FY 80, the following will be done:

- Develop guidance on Regional agricultural strategies, provide guidance and assistance to individual agricultural MIPs (Model Implementation Projects), coordinate with other agencies working in agriculture, develop guidance on the operation of the Rural Clean Water Program 208(j), participate on the National Rural Clean Water Coordinating Committee, and manage joint research studies on agriculture pollution controls with ORD, USDA, and USDI.

- Manage and coordinate EPA's efforts to assess urban storm runoff problems and potential controls; with the regions, complete selection of 15-20 prototype projects and develop workplans; provide technical and management assistance to the selected agencies; make a preliminary assessment of the data, and report to Congress on progress.

- Develop joint OWPO/OWPS policies for obligation of the $21 million in Section 201 funds earmarked for AWT review and planning in FY 80.

- Work with the Regions, States, and areawide agencies to develop and implement controls on construction runoff and pollution from septic systems, with particular emphasis on fiscal and financial aspects of controls.

- With other EPA Headquarters offices, and with the help of a contractor, manage 4-5 major studies in selected demonstration areas on groundwater aquifer designation and protection; work with a consulting team to manage a hands-on implementation assistance effort.

- Provide guidance to Regions, States, areawide agencies and others on methods for incorporating water conservation into problem solutions for agricultural runoff, municipal facilities, urban runoff, construction runoff, and other areas.

Clean Lakes Grants

Implement completely the new structure of Clean Lakes Program as provided under 40 CFR 35.1600.

- Work closely with the Regional Offices to help them understand the specific requirements of the new regulatory procedures for the Clean Lakes Program and to improve the operating effectiveness of the program to acheive its mandated objectives. This will be accomplished through:

    - Development and distribution of additional policy and program guidance under established program information transfer procedures (Clean Lakes Assistance Memoranda).

    - Schedule and conduct workplans for State and Regional personnel to discuss and exchange opinions on the new regulatory requirements and policy and guidance and to seek ways to further improve these procedures.

    - Meet with the Regional program personnel, as requested, to help resolve project specific problems.

    - Develop and make available a grants assistance manual and other instructional materials to be used by grant applicants, grantee project managers and Regional program coordinators.

- Continue to develop optimum program integration between the Clean Lakes program and other EPA and other agency programs. Such activities would define ways to include these other programs in Clean Lakes projects during the

project proposal stage when such integration is most easily accomplished. Such program cooperation can lead to reduced program costs of all programs involved, while improving the benefits and outputs derived from each program and support of Agency Urban initiatives. Emphasis will be placed on EPA's National Urban Runoff program, the Model Implementation Program, the development and implementation of alternative methods to treat domestic wastes and the Office of Research and Development demonstration program for nonpoint source pollution control, including storm water treatment. Other agency programs include those of the Departments of Agriculture, Housing and Urban Development, and Interior.

- o Review all Clean Lake grant applications and provide the Regions with timely grant funding recommendations.

- o Continue to review the efficacy of the Clean Lakes Program to control water pollution, particularly nonpoint sources, to enhance lake quality in a cost-beneficial manner.

- o Compile a yearly summary of the overall program status on a project basis.

- o Work with the Office of Research and Development to encourage the continued development of new procedures, to improve existing procedures, for lake quality enhancement.

- o Continue to review the adverse environmental impacts associated with lake restoration and define the mitigative measures available to reduce these impacts.

- o Prepare and publish every two years the required Section 307(j) report presenting the state-of-the-art knowledge on methods and procedures avaialble for lake restoration.

Changes--FY 1980

- o Increased importance of State/EPA Agreements.

- o Increased emphasis on national WQM priorities -- urban storm runoff, AWT planning and review (especially regarding water quality standards, wasteload allocations, stream classification, and effluent requirements), agricultural runoff, construction runoff, ground water management, and septic system management.

106 Grants

- o 106 grants will be allocated to the Regions using the existing formula (including general State allotments as target amounts). The exact amounts of grants from the allotments to the States, however, will be based on demonstrated needs determined in the negotiations in the State/EPA Agreement process.

- o With the advent of increasing numbers of 205(g) delegations to States, some 106 funds will be freed up for nonconstruction purposes such as implementation of nonpoint source controls, 504 emergency response requirements, and hazardous and toxics monitoring.

208 Grants

- o An increased percentage of 208 funds will go into the conduct of workshops and conferences and wider participation in activities providing opportunity for making presentations.

- o EPA will support States in 404 program development and approval, including providing them with model statutes and regulations; assisting them in developing procedures and staff; conducting training workshops; and coordinating the review and approval process (working with Regions) and nonpoint source control planning and demonstrations.

- o WQM agencies will continue to do "up-front" work related to facility planning in areas where AWT decisions are being made. They will concentrate on water quality standards issues, wasteload allocations, and size and location of treatment works.

- o EPA will develop a water quality-based strategy, illustrating the role of WQS.

- o EPA will issue revised WQS regulations (40 CFR 130.17).

- o EPA will call for increased consideration and inclusion of toxic criteria in WQS.

- o Headquarters will reassume some minimum degree of participation in the approval/disapproval of State Water Quality Standards.

- o Headquarters will assume a direct role in projects designed to eliminate inconsistencies in standards applicable to interstate waters. In the Water Quality Monitoring Program, most main changes are in emphasis rather than in major program redirection. However, EPA's Blue Ribbon Monitoring Panel is addressing several issues which may impact this guidance. Any guidance or policy determinations generated by this group will be factored into this Guidance as it becomes available.

Alternatives

- o A number of alternatives affecting the role of the WQS program will be described and debated during the effort to revise existing 40 CFR 130.17 regulations and in the development of a water quality-based strategy.

Water Quality Management

Plans and Priorities -- FY 81

- o Establish a more aggressive, rather than reactive, management stance for the WQM program with more emphasis on national priority problems identified in the nationwide needs assessment.

- o Pay more attention to Regional Office management of the WQM program, particularly with respect to Regional organization and coordination/integration mechanisms; make recommendations as appropriate.

106 Grants

- o With the States and Regions, evaluate the State strategy/needs assessment method of allocating 106 funds. Since this attempt to improve the management of 106 funds involves many complex issues, anticipate adjustments in 106 funding policies for FY 82.

- o Concentrate on establishing improved monitoring practices, including improved intensive surveys and refined, fixed-station networks; establish improved problem assessment methodologies for better utilization of resources.

208 Grants

- o Prepare a preliminary report for Congress on urban storm runoff problems, effects, and controls.

- o Manage hands-on technical assistance projects in selected areas studying groundwater aquifer designation and protection, with the Offices of Solid Waste and Drinking Water.

- o Prepare a national summary report on results of Model Implementation Projects for agricultural pollution control.

- o Assist the Regions and States in developing Statewide Dredge and Fill regulatory programs under Section 208(b)(4)(B).

Changes -- FY 81

As mentioned above, Headquarters will assume a more positive role in program management, with an emphasis on leadership and development of long-term management strategies as opposed to reactive management. Headquarters will hold each Regional Administrator accountable for accomplishment of the outputs agreed to in the State/EPA Agreements, and will conduct biannual evaluations of Regional performance on management of 106 and 208 grants.

106 Grants

- For FY 81, 106 grants will be awarded to State and interstate agencies based on their needs, taking into account the nationwide WQM Needs Assessment which the Water Planning Division will manage during FY 79 and 80. Headquarters, the Regions, the States, and the interstate agencies will continue to meet to work out details of 106 funding policies.

208 Grants

- No major changes expected from FY 80.

Effluent Standards and Guidelines

Plans and Priorities, FY 80

The Effluent Guidelines Division (EGD) is a Headquarters function without direct counterpart Regional organizations. However, the Division's programs directly affect many areas of program implementation in the Regions and States as well as Headquarters.

By virtue of the expanded mandate of the 1977 Clean Water Act (in toxic pollutant control, conventional pollutant control technology, sludge and "spills") and specific requirements of the NRDC "Settlement Agreement," the EGD role with the Office of Water Enforcement and the Office of Solid Waste has expanded considerably.

Within the broadly stated mission of developing industrial point source effluent and pretreatment standards, there are six principal activity groups for which this Guidance is appropriate. For each of these activity groups, the Division is committed to integration and coordination with all major affected programs as summarized below for FY 80.

Toxic Pollutants Effluent Limitations. This activity includes the plans and priorities for establishing BAT effluent limitations, New Source Performance Standards, and pretreatment standards for new and existing sources.

- o Complete sets of regulations will be promulgated for 24 industry categories. The regulations will set forth specific numerical standards for toxic pollutants where possible. Certain regulations which have already been designated will also have an Urban and Community Impact Analysis (EO 12074) prepared.

- o In addition to the issuance of these final rules, complete sets of regulations will be proposed for 22 industry categoreis.

- o In cooperation with ORD, OWE and other offices, toxic pollutant treatability studies will be performed in laboratory scale in support of both the EGD standards setting program and the OWE NPDES permit function.

- o Work will continue with ORD, Regional laboratories and contractor services in analytical methods refinements, including Quality Assurance and Quality Control for detailed quantification of pollutant levels.

- o With the support of other programs in OWPS, work will continue in defining industry categories or subcategories to be excluded from national standards or deferred for development of regulations in FY 1981 due to resource limitations.

Conventional Pollutants and BCT Limitations. This activity includes plans and priorities for all work in the area of conventional pollutants for both primary (e.g., covered by Settlement Agreement and CWA) and other industries.

- o BCT regulations will be promulgated for 24 primary industries for conventional pollutants in conjunction with BAT regulations for toxic pollutants.

- o In the area of "secondary" industries, BCT regulations will be promulgated.

- o Work will continue on toxic "indicator" relationships using conventional pollutants.

Study of Publicly Owned Treatment Works (POTW). This activity encompasses all technical evaluations and data acquisition actions to be conducted in support of the Agency POTW regulatory strategy, including pretreatment, sludge guidelines, treatability and toxics "problem" assessment. A short term field sampling survey of 40 POTW's will be completed. Extensive treatment performance and toxic discharge data will be collected. Similar survey and studies by ORD will be incorporated into this investigation, as will data and information from 301(h), Marine Waiver submissions.

- o Action will be taken to initiate the integration of these data with activities under OWE (Pretreatment Program) and OSW (sludge disposal guidelines).

- o Regional Surveillance and Analysis compliance monitoring data will be requested to supplement other sources.

- o Regional, ORD, and Contractor laboratories will be conducting analyses of samples.

- o Preliminary treatability information will be assembled to help define longer-term needs for field evaluations of secondary treatment, and advanced secondary treatment.

- o Assessments of "compatibility", i.e., interference of pass-through of pollutants, will be initiated for inclusion in industrial pretreatment standards where possible.

- o Intensive (4 to 6 weeks) studies of several selected cities will be initiated to define treatability sampling requirements and long-term performance.

Sludge, Wastes and Spills. This activity includes engineering analysis and data acquisition on industrial and POTW sludge characteristics, wastes, and sludges associated with meeting effluent limitations, and 304(e) best management services for leaks, spills, runoff, etc., associated with industrial processes.

- o Work will continue in developing mechanisms for integration of RCRA and BAT regulatory impacts.
    - Support for this work will include collection of initial data on sludge generated by 33 industrial point sources and by POTWs.
    - A program initiated in FY 1979 with ORD and contractors to develop sludge analysis protocols is expected to be completed for initial "field testing" of improved analytical methods.
- o Data collection efforts to support the development of supplemental BMP regulations for the control of leaks and spills, raw material storage runoff, and sludge disposal will continue in coordination with the Offices of Water Enforcement and Solid Waste.

Litigation. This activity includes preparing briefs and court records to respond to anticipated lawsuits filed against the BAT regulations. The Division is fairly certain of litigation in most industry categories.

- o Respond to anticipated lawsuits for promulgated BAT regulations.
- o The timing of these court challenges is unpredictable, but they usually take longer than anticipated due to the highly complex legal and technical questions which arise. Thus, decisions on these regulations will probably not be forthcoming until FY 1981.

Technical Support and Assistance. This activity includes providing consultation and technical support to permitting authorities for non-conventional waivers, and implementation of the standards in the National Pollutant Discharge Elimination System (NPDES) integrated permits.

- o EGD intends to provide the principal technical support to Regional and State permitting authorities as to how to interpret and apply regulations in situations where pollutants have been excluded from regulations.

- This technical assistance will also involve application of the "indicator" concept as well as advice on subcategories or facilities excluded from national standards or implication involving BAT regulation of nonconventional pollutants.

Plans and Priorities - FY 81

Toxic Pollutant Effluent Limitations

- o Nine sets of industry category regulations will be promulgated.
- o Treatability studies will be focused on a larger scale (e.g., pilot studies) for actual industrial waste streams. Emphasis will be placed on pollutants not readily removed or treated by traditional methods.
- o An expected 6 categories covering about 380 subcategories deferred from FY 1980 will be investigated for developing necessary effluent standards.
- o It is anticipated that additional specific toxic compounds will be identified for which further sampling, analysis and technology performance review will have to be conducted. Related closely to this work will be increased emphasis on investigations of "innovative" technologies to minimize the overall discharge of all toxics (whether identified or not) into the environment, especially concepts which reduce costs of pollution control or result in improved production system efficiency by recycle and reuse of by-products and wastes.
- o It is estimated that 10 categories representing over 300 subcategories will be emphasized in "innovative" technology review due to potential economic impacts of BAT requirements.

Conventional Pollutants and BCT Limitations

- o Promulgate BCT regulations for 9 primary industry categories with supporting documents as described above, as well as propose amendments or issue "guidance" revising or confirming BCT limitations for several food commodity industries (e.g., dairy products, fruits and vegetables, etc.) in accordance with review of Sections 301 and 306 of the CWA.

- o Statistical and technical means to define quantifiable "surrogate" relationships will be defined for pollutant parameters common to several (or all) industry categories. These surrogates will represent specific levels of conventional pollutants with associated specific levels of one or more toxic pollutants.

Study of Publicly Owned Treatment Works (POTWs)

- o Anticipate formulation of recommendations for a specific POTW regulatory strategy, including support for mechanisms for pretreatment credits at the local level, inputs to OWPO and OWE program efforts, and possible "guidance" to Regions and States on POTW toxics problems.

Sludge, Wastes and Spills

Supplemental BMP regulations will be proposed for several industries where these controls are appropriate.

- o Sampling and analysis of "spills" and waste streams will be incorporated into these to help define the potential for toxic discharges into surface waters as well as potential mechanisms for treatment or control by traditional or innovative management schemes.

Litigation

- o Respond to anticipated lawsuits for promulgated BAT regulations.

- o Demands for substantial additional data collection on toxic levels in effluents, technology performance, and environmental impact are expected for all industries challenged in FY 1980.

- o If there are substantial successful challenges to the earlier regulations, many others scheduled for promulgation in FY 1981 may be delayed pending additional work to strengthen these later rulemaking efforts.

Technical Support and Assistance

Because of the uncertainty in timing, but anticipated intense court activity on these regulations, technical assistance will be made available as necessary to advise on "best engineering judgment". Section 402(a) permits, many of which may have to be issued while litigation/remands are in progress. In addition to the "indicator" concept, problem areas are expected to be in technology transfer, technology performance, and innovative technology.

Dredge and Fill

Plans and Priorities, FY 80

The Dredge and Fill Program focuses on a specific water pollution problem and is especially concerned with the impact and control of this source of pollution as it affects the nation's wetlands. This program is of high priority within the Office of Water and Waste Management and plans for FY 80 and particularly FY 81 represent intensified activities within this area. The following plans and priorities will be addressed in FY 1980:

- Complete and issue basic 404 regulations (State permit programs) and issue necessary policy guidance supplements where special interpretations or implementing instructions are needed.

- Provide guidance to the Regions and States on development and operation of Statewide Dredge and Fill regulation programs under Section 208(b)(4)(B).

- Improve support of Regional operations through improving technical and administrative training, operating procedures, information and data systems (e.g., establish a computer-based permit system), providing assistance on major/controversial cases, etc.

- Assess 404 program research needs and initiate programs to accomplish that research through ORD and other organizations.

- o Initiate efforts in public information, education, and participation through development and dissemination of information, general education, and training materials.

Plans and Priorities - FY 81

In the Dredge and Fill Program, the following plans and priorities will apply for FY 1981:

- o Accelerate emphasis in solving remaining problems with regard to program management and operations and threats to aquatic ecosystems through research, information and education, monitoring and evaluation, assistance to Regions, etc.

- o Participate actively in providing assistance to States (as above) and in coordinating and assisting with State program review/approval.

Changes - FY 81

The only major change for the Dredge and Fill Program will be moving from a rulemaking to a program management emphasis in FY 81.

Monitoring and Data Support

Plans and Priorities - FY 80

In the Water Quality Monitoring Program, emphasis on toxic pollutants will continue as top priority, with a major thrust on developing national standards under Section 307(a) for selected priority pollutants, identification of additional local "hot spots" for regulatory emphasis, and intensive work to upgrade control options in geographic areas where technology-based controls will not be adequate to meet water priority goals. Planned monitoring activities include continuation of FY 80 programs, plus:

- o Upgrading of water quality based controls for conventional and toxic pollutants, including water quality criteria and standards to supplement technology-based controls.

- o Integration of multi-media, multi-source toxic pollutant monitoring data systems, and quality assurance programs.

- o Provision of environmental information for developing Section 307(a) standards for selected priority pollutants.

- o Improvement of EPA capabilities to make assessments of public health and critical environmental concerns in the absence of local or State capabilities.

- o Operation of data systems and improvement of access.

- o Continuation of interagency agreements for toxics and conventional monitoring with the Fish and Wildlife Service and the Geological Survey.

- o Guidance of mandatory quality assurance/quality control program for EPA, State, contractor, and permittee laboratories.

- o Guidance of implementation of biological monitoring and data interpretation programs.

- o Initiation of representative "before and after" water quality impacts of BAT.

WATER QUALITY ENFORCEMENT

Plan and Priorities - FY 80

The highest priority for the Enforcement Program during FY 1980 will be response to emergency situations involving substantial threats to public health and safety.

- o Headquarters will provide technical and legal assistance in the event of an emergency situation.

The program's next priority is to complete by the end of FY 1980 the major source enforcement effort against violators of the July 1, 1977, deadline, including municipalities. While other than Major Source Enforcement Effort enforcement actions will continue, MSEE referrals will receive primary emphasis, pending resolution.

- o Headquarters will provide legal and technical assistance to the Regions to complete all cases pending with the U.S. Attorney and the Department of Justice.

- o Track and expedite processing of all actions with the U.S. Attorney and the Department of Justice to their ultimate disposition.

Full compliance by all Federal facilities, major and most minor, will be achieved no later than the end of FY 1980.

- o Headquarters will provide the technical and legal assistance required to achieve this goal, taking an active role, as needed, in negotiation of consent agreements.

- o Track and monitor compliance status for all Federal facilities in delegated and non-delegated States.

As the MSEE effort draws near completion in FY 1980, Headquarters will reevaluate its existing compliance monitoring and enforcement program and plan for an improved program designed to assure compliance from municipal and non-municipal permittees.

- o Review and evaluate the Compliance Monitoring and Inspection Program, including:

    - CEIs
    - CSIs; CSIs (Toxics)
    - biomonitoring
    - performance audits
    - DMR quality assurance

- o Review Regional programs for State overview procedures.

- o Expand management information system capabilities.

- During the last quarter of FY 1980, Headquarters will become involved in the overview of EMS implementation in the NPDES States through review and evaluation of the audit procedures implemented by the Regions. The Headquarters Compliance Branch will carry out this overview through the Regional Liaison Program and through special audits of the EMS.

- Continue work on developing automatic DMR processing capabilities. Begin loading permit limitation data. The loading of the DMR parametric data will follow, upon completion of the loading of the permit data. The automatic violation detection capability of Compliance Assurance System will be operational in FY 1981

o Review and evaluate the Federal, Regional, and State ADP information systems.

o Develop a strategy for use of contractors in compliance monitoring activities.

o Examine reallocation of Headquarters and Regional resources (shift from MSEE to continuous compliance activities).

Develop and expand activities in the areas of toxic and hazardous substances control.

o Develop and implement a pretreatment compliance/ enforcement program before the end of FY 1980.

o Before the end of the FY 1980, begin an overview for implementing procedures to track and assure compliance with pretreatment requirements.

o Provide legal and technical support, as needed, for any enforcement actions involving hazardous materials spills.

o Overview monitoring and enforcement efforts for compliance with second-round permit requirements.

o Provide legal and technical support for enforcement actions involving second-round permits.

Overview phased implementation of the Municipal Strategy, which is designed to achieve coordination between program offices within the Agency for the purpose of bringing municipalities into compliance with the requirements of the Clean Water Act in the most efficient and effective manner.

- o Complete the PCS/GICS interface.
- o Audit the Regions to promote maintenance of Enforcement/Grants interface.
- o Track compliance by municipal facilities.

Improve program management methods by:

- o Reviewing Quarterly Noncompliance Reports.
- o Coordinate in developing a strategy to resolve second-round NPDES adjudicatory hearings.
- o Develop and/or implement enforcement strategies for the following categories, coordinating where necessary with other programs:
  - Chemicals
  - Petroleum refineries
  - State and local governments
  - Iron and steel
  - Electric utilities
  - Federal facilities.

Plans and Priorities - FY 81

The Enforcement Program's highest priority during FY 1981 will be response to emergency situations involving substantial threats to public health and safety.

- o Headquarters will provide technical and legal assistance in the event of an emergency situation.

Following response to emergencies, the highest Enforcement priorities during FY 1981, will be referral of schedule and effluent limitation violators to the U.S. Attorney and the Department of Justice for enforcement action, and resolution of pending cases.

- o Headquarters will focus efforts and resources on whatever case support is necessary to expedite case referral and resolution, providing technical and legal aid as needed.

- o Headquarters will monitor all cases to ensure compliance.

- o Headquarters will provide technical and legal support in enforcement cases involving non-compliance with pretreatment, hazardous substances and toxics requirements.

- o Headquarters will overview monitoring and enforcement efforts for compliance with second-round permit limitations.

- o Headquarters will provide legal and technical support for enforcement actions against non-complying second-round permittees.

Headquarters will continue overview of municipal policy and strategy; provide legal and technical assistance in carrying out strategy.

Program management methods will be improved by:

- o Continuing audits to maintain EMS/Grants.

- o Evaluating ONCRs.

- o Implementing enforcement strategies for the following categories:

  - Chemicals

  - Petroleum refineries

  - State and local governments

Changes - FY 80

Emphasis in FY 80 will be placed on resolution of all MSEE referrals.

Greater attention will also be directed toward bringing Federal facilities, both major and minor, into compliance with requirements of the Clean Water Act.

Focus will shift to enforcement of second-round permit limitations (BAT and BCPT requirements).

Pretreatment and revised hazardous substances, regulations will be promulgated before the end of FY 79.

For those remaining major and minor Federal facilities not in compliance, every effort will be made to ensure that those Federal facilities are brought into compliance with the Clean Water Act during FY 1981.

- o Headquarters will provide any legal and technical support necessary to bring these sources into compliance as early in the year as possible, taking an active role, as needed, in negotiation of consent agreements.

- o Headquarters will monitor major Federal facilities to ensure compliance.

The Office of Enforcement will implement the improved Compliance Monitoring and Enforcement Program to ensure continuous compliance. As part of this, the following activities will be undertaken:

- o Make adjustments, as needed, to compliance monitoring program procedures and guidelines.

- o Continue reviewing Regional programs for State overview procedures.

- o Implementation of a strategy for use by contractors in compliance monitoring activities.

- o Overview expansion of management information system capabilities, including the following:

  - Overview of EMS in NPDES States.

  - Overview implementation of automatic DMR processing capability (majors).

- Ensure data quality for DMR data entry from States.

The Office of Enforcement will continue support to toxic and hazardous substances control activities, including the following:

o Overview tracking and monitoring procedures to assure compliance with pretreatment, hazardous substances and toxics requirements.

These will be the focus of new initiatives in FY 80; new initiatives will cover toxics compliance monitoring and enforcement as well.

Changes - FY 81

Considerable emphasis will be placed in FY 81 on developing and implementing new or revised compliance monitoring and enforcement programs designed to ensure continuous compliance with requirements of the Clean Water and Ocean Dumping Acts.

Alternatives for Carrying Out the Program - FY 81

Consider contracting out more compliance monitoring inspections.

WATER ENFORCEMENT - PERMITS ISSUANCE

In keeping with the Agency's objectives of implementing toxic controls and regulatory reform efforts, the Headquarters' plan for FY 1980/81 will focus on activities attendant to the issuance of BAT/toxic permits and the permits consolidation effort.

Plans and Priorities - FY 80/81

Priority activities for Headquarters in FY 1980/81 will focus on toxic substance control, improving permitting methods through the consolidated permit effort, and meeting the requirements of the CWA. Headquarters' activities with respect to toxic control include finalization of the BMP regulations, development of the permit application form which will require information on the presence of toxic pollutants, and issuance of guidance on primary industry permit

reissuance. In addition, Headquarters in FY 1980 will manage a $2 million contract to provide assistance to localities in developing pretreatment programs for the control of toxic pollutants. Additional pretreatment efforts in 1980 include provision of guidance to the Regions on approving local programs and making final approval decisions on State pretreatment programs.

Activities relating to improved permitting methods will focus primarily on the implementation of the consolidated permit effort. In FY 1980 the permits program will focus on issuing guidance to the Regions on developing consolidated permitting procedures and writing consolidated permits. In addition, a group of multi-disciplinary professionals, centered in the Permits Division at Headquarters, will be responsible for integrating policy guidance developed for the various consolidated permit programs nationwide.

Many of the new responsibilities imposed by the CWA will require initial implementation efforts by Headquarters in FY 1980. FY 1980 will see the development of regulations for Section 301(c) and (g) variances (economic and environmental variances) and development of regulations for Section 301(k), innovative technology variances. Additionally, the Headquarters' Permit Program will be responsible for concurring in approvals of State 404, Underground Injection Control (UIC) and RCRA programs, and modifying NPDES State programs according to the provisions of the CWA.

In addition to responding to new CWA requirements, the Headquarters' program in FY 1980 will need to continue ongoing program efforts such as consideration of fundamentally different factors variances, review and approval of requests for NPDES State program approval, review of adjudicatory hearings stipulations, and Headquarters assistance to Regional Offices in responding to Section 316 requests for thermal variances.

Changes - FY 80/81

The major changes between FY 1979 Headquarters Permits Program efforts and those activities outlined in the FY 1980/31 Guidance are the initiation of the Permits Consolidation effort and the increased focus on toxic pollutants via the pretreatment program and the second-round permitting effort. These changes in program emphasis are reflected in increased Guidance

attention to new programs such as Permits Consolidation and pretreatment and the development of associated regulations. In addition, there will be some changes in Headquarters' activities between FY 1980 and 1981. In 1981, the Headquarters component of the permits issuance decision unit will address the consolidation of State permit programs. This activity translates into developing communications channels for States to encourage the assumption of consolidated permit programs, providing guidance to States on acceptable components of consolidated programs, and providing technical assistance to States, where necessary, in developing consolidated permits. Additionally, Headquarters activities in 1981 will be directed at expanding the permit consolidation effort to other Federal agencies. Finally, Headquarters' activities in 1981 will include modification of the pretreatment and consolidated regulations to ensure that the requirements of these programs are integrated.

Alternatives

As the majority of the permit issuance activities at Headquarters revolve around regulation and guidance development responsibilities, there is little room for substitution of outside contractor personnel. However, use of contractor personnel in making preliminary determinations on the increasing number of variance requests which must be addressed by Headquarters in FY 1980/1981 might be feasible. In addition, the Headquarters program has used, and will continue to use, contractor support in developing program publications which explain in layman's terms the various regulations promulgated by the Office. Contractor support has also been used in developing programs for necessary public participation in the NPDES program. In FY 1979 and continuing into FY 1980, the Headquarters program will use contractor support to provide assistance to localities and States in implementing the National Pretreatment Program. This contractor assistance is provided in lieu of increasing the Regional staffs to the levels which would be required to initiate the pretreatment program.

RESEARCH AND DEVELOPMENT

General R&D Management

In FY 80 and FY 81 EPA's R&D program will have three major management goals:

- o Continue the integration into the main stream of the Agency's activities of all of ORD's research in support of regulation and enforcement.
- o Enhance ORD's capability to provide better data for future Agency regulatory and enforcement actions.
- o Improve the quality and utility of scientific and technical data used by the Agency.

Actions to be taken to achieve these goals include the following:

Establish Research Committees to cover all water quality research in support of regulations and enforcement.

Currently one Research Committee exists -- Industrial Wastewater Research. Three Committees will be established during FY 79 to cover essentially all research conducted in support of water quality regulation and enforcement.

Water Resources (relating primarily to OWPS activities).

Industrial Wastewater (broadening the existing Industrial Wastewater Committee).

Municipal Wastewater, Ocean Disposal, and Spill Prevention (relating primarily to OWPO activities).

One major concern is how to incorporate requirements and views of the Regional Offices into the Research Committee process. This will make it necessary for the Regional Offices to coordinate their participation and share responsibility for representing regional interests.

Develop an exploratory research effort which applies the Nation's best scientific capability to addressing future Agency problems.

Fifteen percent of ORD resources for water quality will be devoted to research which has the purpose of applying the best available scientific capabilities to research which looks beyond immediate (1-3 years) Agency needs or involves higher risk but potentially higher pay-off than research normally undertaken in support of regulation or enforcement. This effort will be developed by ORD in consultation with the scientific community external to the Agency. All plans for exploratory research will be reviewed by the Agency's Research Committees.

Scientific peer review of Agency research projects and reports.

Mechansims will be established to ensure, wherever feasible, scientific peer review of the plans for and results from individual research projects.

Establish an environmental criteria and assessment function.

This involves completion of the staffing and implementation of ORD's new Office of Health and Environmental Assessment in order to provide consistency in the Agency's risk assessments and provide water quality assessments upon request by the Agency.

During FY 80 and FY 81, "technology transfer" activities will no longer be planned and budgeted separately. Plans and resources for technology transfer in a given program, e.g., municipal wastewater, are to be included in Decision Units for that program.

Health and Research

- Determine the health implications of existing and new technology for the treatment, disposal and reuse of wastewater and sludge.

- o Determine the health effects of priority toxic pollutants.

- o Develop rapid screening tests suitable for extrapolation to man for characterization of toxic pollutants in complex effluents.

- o Develop recreational water quality criteria.

Research will proceed as described in the FY 80 budget, except for the following:

- o In developing screening tests which can be extrapolated to man, mammalian and in vitro tests will be considered along with bioassay tests normally used by aquatic biologists.

- o Current discussions may lead to a new effort for nonpoint sources.

Environmental Processes and Effects

Freshwater environmental effects research will focus on the following priority areas in FY 80 and FY 81:

- o Nonpoint source impacts, including recovery rates and montoring methods.

- o Test protocols for toxics, including mutagenic and carcinogenic effects.

- o Effects evaluation of complex toxic effluents.

- o Test methods for the bioaccumulation potential organics.

- o Environmental effects of land application of municipal wastes.

Marine environmental effects research will address:

- o Methods for measuring the relative "health" of marine ecosystems.

- o Simulation techniques, including "microcosms" for predicting pollutant stress on marine biota and ecosystems.

- o Effects of specific pollutants from ocean dumping, outfalls, dredged materials, and other sources pollutant transformation products, and combinations of pollutants on marine biota and ecosystems.

- o Questions of wetland function and importance.

Transport and fate research goals include:

- o Expansion of selected water quality predictive models to include toxics and sediments.
- o Development and joint evaluation with OWWM of a method for determining gross environmental "mass balances" for toxics.
- o A continued, limited effort to verify selected water quality predictive models, primarily through use of existing data, with emphasis on utility for wasteload allocations and advanced waste treatment facility decisions.
- o Studies of the transport and fate of selected pollutants in the marine environment.

The Great Lakes research program will in FY 80, verify phosophorous-plankton models used in load reduction simulations, and begin an effort to expand in FY 81, research on the risks to man from toxics transported through the lakes system.

The Chesapeake Bay research program will carry through studies, just initiated, on assessing, in reference to competing uses of the Bay, existing and projected consequences of toxics and nutrient loadings on the Bay system, human health and the economy of the Bay.

Measurement and Monitoring

Measurement methods research in FY 80 and FY 81 will address:

- o Broader spectrum and more cost-effective methods for screening and quantifying organics in water and wastewater, with increased attention in FY 81 to nonvolatile organics.
- o Completion in FY 81 of identification of volatile organics in industrial effluents (in direct support of Effluent Guidelines Division, OWPS).

- o More cost-effective multi-element and chemical specification methods, with emphasis in FY 81 on techniques for soils, sediments and suspended solids.

Quality Assurance Program Activities will include:

- o Completion in FY 80 of analytic methods and quality assurance materials for consent decree toxics in sludges, ambient waters and fish tissues.
- o Evaluation of surrogate methods for toxics in effluents and sludges.
- o Evaluation of alternative monitoring methods for enforcement.
- o Quality assurance support for all Agency laboratories and Agency sponsored contracts.

Monitoring methods and systems research will include:

- o Correction of deficiencies and analytic methods for consent decree toxics in effluents, sludges and ambient waters.
- o Specifications for EPA approved Regional sampling and monitoring instruments.
- o Development of pathogen idenfication and concentration procedures.
- o Evaluation of biological monitoring systems.
- o Development of monitoring system concepts for linking Agency monitoring systems to facilitate correlation of monitoring data with health statistical data.

Technical support program will provide:

- o Remote sensing support for spill prevention and emergency oil spill response activities.
- o Monitoring and analytic support, consultation, and expert testimony, as needed.

Control Technology

In FY 80 the Industrial Wastewater Control R&D program will focus on:

- o Optimization of available treatment methods and development of innovative technologies for control of toxic pollutants.
- o Laboratory and pilot scale treatability studies for priority pollutants.
- o Development of BMP's for industrial sources not readily covered by BAT or revised BAT.
- o Technology development for control of hazardous materials spills.
- o Initiation of a major program for evaluation and development of reuse/recycle technologies.
- o Major effort to evaluate and establish ways in which to minimize intermedia impacts from wastewater pollution abatement practices.

In FY 81, the Industrial Wastewater Control Program will continue the initiatives described under FY 80, and in addition, will include:

- o Demonstration of reuse and recycle systems for those industrial segments which contribute a high number of the 129 priority pollutants in their discharge.
- o Acceleration of development of technology to support an Agency emergency response capability for the control of hazardous waste incidents of all types.
- o Technology transfer of reuse/recycle technology to industrial users.
- o Assessments and treatability studies on toxic pollutants to be added to the original list of priority pollutants.

Municipal control technology priorities will include:

Sludge:

- o Evaluation of innovative and alternative technology projects.
- o Assessment of exposure levels of organics, metals, and pathogens from land application.
- o Development of beneficial uses, including energy recovery technologies.
- o Evaluation of detoxification methods.

Toxics:

- o Characterization of sources and magnitude.
- o Determination and development of predictive methods for treatability.
- o Evaluation of urban-wide toxics control and pre-treatment strategies.
- o Evaluation of promising control strategies.

Small flows/land treatment:

- o Demonstration of central management of on-site systems.
- o Extension of overland flow systems to colder climates.
- o Evaluation of toxics management in land application systems.
- o Investigation of higher rate nutrient uptake systems.

Process development:

- o Treatment systems for small communities.
- o Combined sewer overflow management and technology.
- o Evaluation of reuse demonstrations.

- o Evaluation of high rate biological systems for removal of specific pollutants.

- o Development of surrogate control parameters.

Cincinnati Test and Evaluation Facility:

- o Response to short-term needs of Regions and Program Offices.

Agricultural control technology will emphasize:

- o Field evaluation of best management practices, in coordination with the Model Implementation Program and Rural Clean Water Program.

- o Validation of recently developed pollutant loading models.

REGIONAL GUIDANCE

Construction Grants; Municipal Operations Priorities; FY 80 and 81

The Construction Grants Program Guidance covers all the activities necessary to administer grants for construction of publicly-owned treatment works, pursuant to Title II of the Federal Water Pollution Control Act, as amended by the Clean Water Act of 1977. Regional Construction Grants activities cross organizational lines, and may involve personnel from the Water Division, Management Division, S&A Division, and the Office of Civil Rights. This Program Guidance also encompasses personnel performing environmental reviews of construction projects, including preparation of EIS's, and operations and maintenance (O&M) related activities. (See Guidance on Non-Regulatory NEPA Compliance in Interdisciplinary Media Section for detailed EIS guidance.)

The specific program priorities for FY 1980 reflect the major emphasis toward decentralized management and continued program quality outlined in the Title II regulations and various Program Requirements Memoranda (PRMs) and Program Operations Memoranda (POMs). In general terms, the program priority continues to require that the obligation rate be developed consistent with the primary emphasis on environmental and fiscal quality and full implementation of the law. For purposes of planning FY 1980/1981 activities, therefore, the Regions are to put primary emphasis on environmental management, sound program management, and project integrity. The obligation goals are to be developed and achieved at levels that take account of this environmental and management emphasis.

This primary emphasis on quality, however, does not lessen to any degree the principal purpose of the program, which is to make grants to municipalities and to get treatment plants built and operational. As more resources are made available to the program through State delegation and the Corps, obligation rates are expected to increase. The Regions, in developing their operating plans based on limited resources, must strike a balance between the need to manage obligation goals and the requirements for ensuring program and fiscal integrity. Through the development of the Regional operating plans, the Regions are to determine that mix of activities which minimizes the

adverse impact of tradeoffs and provides the best balance among competing objectives. In all cases, a tradeoff of one activity against another should be evaluated and analyzed in the Regional program plans for its impact on program performance.

The development of FY 1980 program plans must explicitly address at the outset how the limited resources available will be utilized to meet the FY 1980/1981 objectives outlined above. Since the resource base has not increased in line with the vastly increased responsiblities thrust upon EPA under the Clean Water Act, specific activity tradeoffs must be identified and evaluated to determine the risk involved in incomplete program management. Although State delegation will provide a longer term solution to the resource problem, the resource problems in FY 1980 are not expected to be mitigated significantly. How each Region addresses this problem in FY 1980 should be the central focus of the program plans to be developed.

Given the need to balance the grant objectives against overall quality requirements, the following list of major program areas is to be used as a guide for assessing relative priorities among the major activities (the highest priority efforts are listed first):

1. Environmental Management. The Clean Water Act provided a great number of amendments related to the facility planning phase, all of which are absolutely essential for project quality and proper environmental management. The facility planning effort is of highest priority, particularly assuring that facilities affording treatment more stringent than secondary receive careful review; that the cost-effectiveness guidelines are fully complied with to ensure quality projects at minimum costs; and that the use of innovative and alternative technology approaches receives increasing emphasis in FY 1980. The Regions should develop a strategy that includes a mix of front-end activities (pre-application conferences, mid-course meetings, public participation, final review, etc.) to ensure that the three high priority objectives of facility planning are met.

2. Delegation and Management of Program Activities Under Section 205(g) and the Corps Agreement. Given limited EPA manpower in the Construction Grants Program to accomplish the full legislative mandate, a strategy on resource usage that makes effective use of State,

Corps, and EPA resources is essential as part of the operating plan development. Regional strategies are to place emphasis on State delegation as the preferred manpower alternative over the long term; thus, the Corps effort should be gradually phased out over time in favor of State delegation. Regarding State delegation policy:

- Regions are to continue to thoroughly evaluate the ability of any State to administer the program in full compliance with all EPA policy and environmental objectives prior to the award of the initial Section 205(g) grant.

- Prior to the award of the initial grant, Regions must ensure that realistic and complete manpower planning analyses and phase-in schedules are provided by the State, and should take all steps necessary to ensure sufficient staffing by the States to meet the full intent of the legislation.

- Given the resource constraints faced by EPA, emphasis placed on delegation monitoring after full phase-in by the State should be greater on front-end activities and lesser on Step 2 and Step 3 activities; the Regions should provide only the minimum necessary monitoring effort on grant related activities not related to environmental objectives.

Regarding Corps policy, the Regions should encourage maximum use of the Corps resources (in lieu of State delegation) to meet the full intent of the National Agreement. Where appropriate, Regions should expand their use of the Corps to include activities such as value engineering reviews, sewer evaluation survey reviews, operational reviews of the plans and specifications, project close-out, or other activities that make use of their technical expertise. Monitoring of the Corps should be the minimum necessary to ensure program integrity and activity coordination, with increasing responsibility given to the Corps to resolve issues previously done by EPA.

3. Program Planning and Management. A continued high priority effort must be provided by the Regions to

improve program management and protect the fiscal and technical integrity of the program. This effort should focus on the following areas:

- The continued high emphasis on outlay management, including the estimation of realistic and achievable outlay estimates, as well as the management of project schedules to achieve outlay targets.

- The setting and achievement of obligation goals that reflect the existing mix of active projects and the need to level out workload during the year, recognizing that obligation levels will increase as more resources (State, Corps, and EPA) are brought to bear on the program.

- The use of the Municipal Enforcement Strategy as one of the foundations for the program management strategy.

- The establishment and maintenance of improved, multiple-year project planning thru the five-year priority list--linked to the Needs Survey, the NPDES permit program, and the State Water Quality Management Plans.

- The review and use of the priority list for day-to-day management of the program. Priority list management will be the vehicle for Construction Grants program planning.

- The monitoring of all Step 1 active projects to ensure timely completion of the facility planning process.

- The monitoring of all projects immediately after Step 3 award to ensure early construction starts.

- The monitoring of all Step 3 projects to ensure timely project completion, close-out, and resolution of audit exceptions.

- The maximum use of the Regional Construction Grants Management Information System (RCGMIS) for effective program and project management.

The resources provided through the Corps agreement and State delegation will be the primary sources of manpower to accomplish most of the program management initiatives. The Regional effort should focus on long-term planning and overall management and coordination, including management of obligation and outlay goals.

4. Environmental Review and EIS Preparation. A continued high priority should be placed on early environmental review of projects during the facility plan development through "piggybacking" and "layering" techniques to streamline the NEPA process and ensure more sensitive reviews. Emphasis should also be placed on coordinating EPA project planning with the planning efforts of other Federal agencies to provide for better environmental reviews of the cumulative effects of Federal actions. While the principal objectives of the environmental review process should be improved projects either with or without an EIS, the Agency's output of EIS's relative to the size of the program is still so low that we must continue to strive to prepare more EIS's when resources are available to do so. Specific guidance on relative priorities within EIS preparation is stated in the Interdisciplinary Media Section of this Guidance.

5. Operations and Maintenance. Operational requirements are to receive high priority in FY 1980. Beginning in FY 1979 and continuing through FY 1980, the Office of Water Program Operations will be developing a series of guidance packages to clarify operational requirements of the Construction Grants Program. The Regions should ensure that construction grants are not closed-out until there is acceptable evidence that POTW's are capable of being operated reliably at levels set forth by their NPDES discharge requirements. Increased effort should also be directed at identifying existing POTW's that do not comply with NPDES permit requirements and conducting performance evaluations when needed.

Certain other program areas--such as Minority Business Enterprise, Public Participation, EEO and Davis-Bacon--are Agencywide or Government initiatives and are non-discretionary. All other activities not specifically noted above are essential for program integrity but of relatively lower priority.

Activities; FY 80 and 81

The specific Regional activities that are encompassed within the priority areas noted above number approximately 75, broken principally into Step 1 activities, Step 2 activities, Step 3 activities, delegation and Corps management and oversight, program planning, information system control, and other support activities. The Construction Grants Resource Model provides this activity listing and its relative resource pricing. This model should be used, to the maximum extent possible, in evaluating the resource impact of various priority options. (The model and technical assistance on its use are available from the Office of Water Program Operations.)

Not included in the existing resource model are O&M related activities. Activities necessary to support increased emphasis on operational requirements (as described above) are as follows:

- Implement PRMs (issued during FY 1979) on (1) use of operational checklists; (2) operational reviews of facility plans and plans and specifications and (3) conditioning Step 3 grants or grantee compliance on plans of operation schedules.

- Use grant sanctions as necessary to ensure grantee response to operational requirements and to ensure grantee commitment to adequate O&M for completed projects.

- Conduct O&M inspections and follow-up inspections, as necessary, before close-out of the Step 3 grant.

- Conduct one-year O&M inspections on close-out projects to verify performance or flag problems.

- Overview State O&M inspections and performance evaluations on existing POTW's. Conduct EPA inspections as necessary to supplement the State O&M inspections programs.

- Coordinate with Enforcement to ensure responsive action to performance-related problems for both newly completed and existing POTW's.

Spill Prevention and Response

Planning Assumptions

- The Hazardous Substances Regulations (designation, reportable quantity), will become effective in May-June, 1979, and will require notification by the discharger of spill incidents and an initial situation assessment.

- EPA will receive notice of approximately 2,000 incidents per year involving hazardous substances. Between 700 and 1,200 will involve one or more of the 299 designated substances.

- Section 311 of the Clean Water Act (CWA) gives specific authorities and responsibilities to the President. Although these responsibilities cannot be delegated to State agencies or to individuals, States can participate by (1) providing assistance to Federal operations, (2) legislatively establishing their own spill and emergency response capability, and (3) seeking reimbursement under Section 311(k) of State funds spent on spill cleanup.

- Section 106 grant funds, which may become available as a result of Section 205(g) delegations, will be reprogrammed into high priority activities identified in State/EPA Agreements (SEAs), including environmental emergencies and spill prevention/control activities.

Priorities; FY 80 and 81

Regional priority in FY 1980 and FY 1981 must be given to on-scene emergency responses to spills of oil and/or designated hazardous substances which contaminate or threaten public drinking water supplies, which cause or threaten danger to public health and welfare, or which constitute an environmental emergency and threaten or cause severe damage to sensitive ecological systems or to the spill environment. Further, EPA must be prepared to respond to incidents involving materials other than oil and designated hazardous substances that cause or threaten to cause health or environmental damage.

The specific priorities for FY 1980 are listed below in descending order of priority:

- Expand, utilizing resources available from increased resource allocations, Technical Assistance Teams (32, or more personnel) and the ERT (8 member team) capabilities for on-scene response to major spills of oil and hazardous substances that threaten public health and welfare or sensitive ecological areas, with particular emphasis on drinking water supplies.

- Respond on-scene to direct Federal cleanup/litigation or monitor cleanup/litigation actions taken by a discharger to all reported spills and environmental emergencies within resource capabilities.

- Respond within the limits of available resources and mandated program responsibilities to those environmental emergencies involving non-311 substances that threaten life, public health and welfare.

- Conduct prevention compliance inspections and other prevention related projects at a lower priority than on-scene response actions.

- Provide technical assistance and support as requested by Federal Emergency Management Administration during declared disaster episodes.

- Revise Regional contingency plans for incorporation of hazardous substances response mechanisms.

- Give environmental damage assessments and technical assistance to other Federal agencies, States, and site restoration operations lower priority until additional resources permit greater activity.

- Review resources assigned to the Regional spill prevention and control decision unit to determine the maximum utilization of positions for qualified On-Scene Coordinators, and minimize assignment of personnel

to administrative/clerical operations or to actions outside the Spill Prevention and Control Program.

Activities; FY 80 and 81

- Maintain a capability to receive immediate notification of spills of oil, hazardous substances, and other environmental emergencies on a 24-hour a day basis.

- Encourage dischargers to assume cleanup/litigation responsibility.

- Respond to major spill incidents, providing qualified, on-scene coordinators (OSC) to coordinate the response and maintain adequate surveillance to determine that removal actions are being properly carried out.

- Implement within available resources an aggressive spill prevention program for non-transportation related facilities, including compliance inspections, review and amendment of Spill Prevention Control and Countermeasure (SPCC) plans, aerial surveillance, and timely issuance of notices of violation.

- Prepare, revise and update on a continuing basis local, State, Regional contingency plans.

- Plan and coordinate the resources necessary to respond to requests for assistance during Federally-declared disasters to include planning, field damage surveys, and cost estimating assistance.

- Work aggressively with the State governments to prepare them to assume a more active role in the Spill Response Program, in accordance with the recommendations of the EPA Task Force on Environmental Emergencies.

- Urge States to develop adequate emergency authority, contingency plans, and draft enabling legislation that includes permission for contingency funds for environmental emergencies and Spill Response Programs; urge inclusion as high priority items in State/EPA Agreements (SEAs) and in Section

106 grant applications of Spill Prevention and Control and Emergency Response program activities.

Ocean Disposal and Permits

Planning Assumptions

- All interim permits are to phase out by the end of 1981, by regulation. All dumping of harmful sewage sludge is to stop by the end of 1981, by statute.

- Ocean Dumping under special permits is expected to attain a slightly higher level in FY 1980/1981 as a result of implementation of the Resource Conservation and Recovery Act, the elimination of marginal and unsatisfactory disposal of harmful sewage sludge, and an increase in incineration-at-sea applications which will require site designations and monitoring.

- Probable changes in the International Ocean Dumping Convention will require changes in U.S. Ocean Dumping criteria during the next few years, particularly in radioactive waste disposal and incineration-at-sea. The program is responsible for both internationnal negotiation and changing criteria.

- New and changing ocean technologies, i.e., in situ at-sea incineration, deep ocean drilling, deep sea mining, ocean thermal emergy conversion, and operations near marine sanctuary areas, require development of industry specific environmental guidelines and site specific disposal permit conditions.

Priorities, FY 80 and 81

Major Regional goals and priorities are the following:

An overall increase in Ocean Dumping program activity is expected over the next few years, not a decrease. The phase-out of interim permits is a minor part of the overall program and has little resource impact, (less than 5% of total volume dumped, including dredged material). Regions' and Headquarter's

workloads will not be reduced over the next few years because of continued litigation and enforcement action toward major interim permittees (e.g., Philadelphia, New York); an increase in ocean-dumped, dredge material permit activity by the Corps, as a result of new channel deepening projects; and litigation on present permit actions requiring our review for compliance with EPA criteria. (Estimate ocean dumping of dredge materials at rates 10 times present annual rates.) The Corps has provided $6 million for the next three years for EPA to perform field surveys to designate 15 of 127 dredged spill disposal sites by the January, 1980 court deadline. Given this context, the following provide the major program priorities in FY 1980 and FY 1981.

- Because of the statutorily required termination of ocean dumping of harmful sewage sludge as well as the termination of all interim permits by the end of 1981, emphasis on overseeing the implementation of alternative disposal practices must continue and increase through 1981.

- A major continuing effort is to push interim permittees into implementing acceptable alternatives by the end of 1981. Alternative methods of disposal of sewage sludge on land or land utilization should become part of the 201 and 208 planning process, and those responsible for 201 and 208 implementation should be made aware of the land utilization/land disposal alternatives which must be considered as part of the required phase-out of sludge dumping by December 31, 1981.

- Review of applications for special permits for ocean dumping should continue at present or slightly higher levels.

- Critical review of dredged material permit actions by the Corps of Engineers should continue to receive major emphasis.

Activities; FY 80 and 81

- Act on interim and special permit applications.

- Review Corps of Engineers dredged material permit/project applications.

- o Evaluate permittees' monitoring reports.
- o Provide inputs to Headquarters for the annual report on Ocean Dumping.
- o Provide inputs to Headquarters for the annual report to Congress and the Ocean Dumping Convention.
- o Refer emergency permit requests/situations to Headquarters for action.
- o Evaluate offshore industrial activities to determine the need for special discharge guidance or development of other pollution control regulatory mechanisms, e.g., discharges from ocean thermal energy conversion (OTEC) or discharges involving hypersalinity. Particular attention should be given to activities that may impact areas of special sensitivity and/or concern. Necessary actions should be initiated for the development by Headquarters of any such needed guidance.
- o Participate in Department of Interior (DOI) Regional Committees for inputs to outer continental shelf (OCS) lease sales.
- o Identify Regional R&D priorities related to off-shore energy and other resource development activities.
- o Advice on marine sanctuaries: Respond to requests from the National Oceanic and Atmospheric Administration (NOAA) (as specified in Title II of Marine Protection Research and Sanctuaries Act (MPRSA) and from other agencies for EPA advice on nominations of sites for potential designation as marine sanctuaries, and nominate sites for designation as marine sanctuaries.
- o Develop an inventory and data on sites for potential inclusion in the national system of sanctuaries and rank them in terms of Regional/national priorities. This should be coordinated with other concerned agencies so that there is no duplication of effort.

Water Quality Training

Priorities, FY 80 and 81

As a result of the reduction in training positions, the Regional training function will be limited to liaison and coordination between State and local training programs and the National Training and Technology Center (NTOTC). Only limited assistance and support will be required by NTOTC in the conduct of Section 205 program courses and for coordinating EPA/State training needs assessments.

Activities; FY 80 and 81

Regional activities include coordination with State and local agencies and assistance to NTOTC on:

- Section 205 training programs
- Instructor training
- POTW operator training programs
- Section 109(b) State training program development
- Delivery of NTOTC and other available training courses
- Instructional Resources Center Services needs
- Assistance to States in development of State Joint Training Coordinating Committees
- Assessments of EPA/State training needs

Secondary Treatment Modification for Marine Discharge

Section 301(h) of the Clean Water Act established a provision which allows the Administrator to modify secondary treatment requirements on a case-by-case basis for POTWs which discharge into marine waters and which meet other stringent criteria. The modification is provided through revision to the effluent requirements established in an NPDES permit. Applications for a modified permit will be reviewed by a task force composed of staff from the R&D Corvallis Laboratory (Marine Division), and other marine biological experts from NOAA, supplemented by

contractor support. Headquarters will be responsible for technical review of applications. Following preparation of tentative determinations on each application, Regional EPA staff will be responsible for carrying out all the permit issuance activities, including such things as public notices, public hearings, and maintenance of records associated with the issuance of modified permits.

Water Quality Management

Priorities; FY 80

The Regional Water Quality Management and Standards Program emphasizes the implementation and overview of local water quality management, grants management, and institutional controls. Regional priorities include the following:

Management

- Develop fully the WQM portions of the FY 81 State/EPA Agreements. These Agreements will cover not only the Water Quality Programs, but also the Solid Waste and Drinking Water Programs. Work with the States to ensure development of adequate five-year strategies, water quality problem assessments, and FY 81 work plans.

- Ensure more effective Statewide management and coordination of planning and implementation. States are ultimately responsible for Statewide planning.

- Improve financial and fiscal planning components of the WQM work programs and plans, and work with State and local officials in overcoming financial barriers to implementation.

- Participate actively and continuously in the management of FY 79-funded WQM planning projects of designated State and areawide agencies. Specifically, Regional staff must aggressively manage identified national priority projects concerning urban storm runoff, agricultural runoff, advanced waste treatment, groundwater, and other priority public health and environmental problems identified in SEAs.

- o Ensure that each State Rural Clean Water Program (RCWP) Committee oversees implementation of cost-sharing of approved agricultural BMPs.

- o Provide for, encourage, and assist public participation in the above priorities consistent with 40 CFR, Part 25 and 35.

106 Grants

- o Work with the States to develop adequate emergency authority and to ensure adequate progress in developing contingency plans, and to draft legislation for contingency funds for environmental emergencies under Section 504 in FY 80.

- o Award grants to States from 106 allotments based on demonstrated needs determined in the negotiation of the State/EPA Agreement. Use general State allotments as targets.

- o Ensure that funds which become available as a result of 205(g) delegations are reprogrammed into high priority activities identified in SEAs, especially hazardous and toxic materials, monitoring and spill prevention, implementation of WQM plans, and support to State compliance and enforcement activities.

208 Grants

- o Grants in FY 80 are intended solely for development of nonpoint source control programs with principal emphasis on agricultural runoff, construction runoff, groundwater septic regulation, noncoal mining, and silviculture.

- o Promptly approve, as appropriate, certified portions of State or areawide WQM plans addressing agricultural pollution so that the control measures (BMPs) identified can be eligible for cost-sharing under the RCWP (208(j)) administed by USDA.

- o Continue to provide for, encourage and assist public participation in WQM.

Clean Lakes Grants

- o Assist States in implementing the Section 304 program regulations and developing complete, technically sound Clean Lakes grant proposals.

- o Provide optimum grants administration to awarded grants to ensure projects are being conducted according to approved grant agreements and attached grant conditions, thereby ensuring the Agency is not mismanaging the millions of dollars attached to the Clean Lakes Program.

Activities; FY 80

Management

- o Work with the States to ensure that WQM activities under Sections 106, 208, 314 and 206(g) are integrated in the State/EPA Agreements for FY 80. These Agreements will cover not only the Water Quality Program, but also the Solid Waste and Drinking Water Programs. Encourage the States to develop a single consolidated work plan.

- o Review and provide comments on early drafts of State/EPA Agreements and annual work plans to ensure the final agreements are complete and that they correctly include the regulatory requirements of the Clean Lakes Program for those States wishing to participate. This is particularly important because of the requirement that all States that wish to participate must have completed and submitted to the Agency by January 1, 1982, a classification of their significant, publicly-owned freshwater lakes in need of pollution protection or enhancement, along with a priority listing of such actions.

- o Ensure work programs for continuing funding under Section 208 contain measurable outputs leading to technically, politically, and financially implementable solutions for identified priority problems areas in the State.

- Consistent with SEAs, award early in the year 106 State and interstate program grants and 208 grants to successful agencies. Ensure that 208 agencies lacking evidence of significant implementation of initial plans do not receive additional funds.

- Complete EPA review and approval requirements for all initial plans.

- Provide continuing (including off-site) technical assistance with respect to priority problem activities, including fiscal management aspects of planning and implementation.

- Provide continuing evaluation of Approved Management Agency performance, particularly those responsible for National priority program areas and for implementation of regulatory programs.

- Ensure effective public participation in State and areawide agency activities consistent with 40 CFR 25 and 35, Subpart G.

- Review all State-proposed revisions of WQS for compliance with EPA regulations and policy guidance.

- Approve or disapprove WQS revisions.

- Give special attention to working with States still attempting to complete the previous triennial review of WQS.

- With Headquarters and the States, select State and areawide WQM agencies to conduct AWT reviews and develop construction and septic system NPS regulatory programs.

- Participate in the review of NPDES Permits, AWT projects and Water Quality Management Plans to ensure the achievement of, or implementation of Water Quality Standards.

- Review 301 (h) waiver applications.

106 Grants

- o Evaluate accomplishments at mid-year and end-of-year, and reallocate funds among States and interstate agencies where appropriate.

208 Grants

- o With Headquarters, manage 15-20 demonstrations of implementation of urban storm runoff control programs in FY 80.

- o With Headquarters, manage selected groundwater protection/aquifer designation demonstration projects.

- o Manage seven on-going Model Implementation Programs (MIP) and initiate 12 to 15 new MIPs.

Clean Lakes Grants

- o Integrate Clean Lakes projects to the greatest practicable extent with other EPA and other Agency programs to maximize the effectiveness of the limited amount of available resources. Particular attention should be paid to the Model Implementation Program (MIP) and the Nationwide Urban Runoff Program, and many of the Office of Research and Development demonstration activities to improve existing nonpoint source pollution detection and control technology.

- o Receive and technically, as well as administratively, review Clean Lakes grant applications, and award or deny grants based on funding recommendations from Headquarters and other technical comments received. Regions need to supply Headquarters a copy of each proposal received after a grant number is assigned by the Regional grants office. Priority consideration should be given to State lake classification proposals, then to grant applications that will likely lead to quick positive funding decisons, ordering proposals for processing so that those which will provide the greatest public benefit are started through the funding decision process

first. Those proposals which will likely end in a non-award decision should be processed last.

- o Assist Headquarters in tracking the process of the Clean Lakes Program and provide input to further improve program operations.

- o Compile and submit tc Headquarters (Criteria and Standards Division) by October 1 of each fiscal year, the resource needs by State and project priority for lake restoration requirements, as reflected in State/EPA Agreements and work plans submitted to the Regional Administrator pursuant to the regulatory requirements.

Dredge and Fill

Priorities; FY 80

First Priority

- o Assist States in the development of State 404 programs by providing information on applicable Federal regulations, procedures, and funding mechanisms; provide direct support in terms of consultation on existing State Dredge and Fill/wetlands programs, draft legislation or regulations, and other program development; provide information or testimony before State legislative or executive bodies; provide assistance to approved States in starting up program operations by helping to establish coordinating procedures, data bases, advisory bodies or the like. These actions should be coordinated with, and assisted by, when possible, the Headquarters 404 staff.

- o Review State 404 program submissions to ensure that the statutory requirements of Section 404 (g, h, and j) and the regulatory requirements of 40 CFR 122-4 are met. Document the review and transmit the results of the evaluation with recommendation for approval/denial to Headquarters. Coordinate with, and seek necessary assistance from, Headquarters.

- Review Environmental Impact Statements submitted with the intent of seeking a 404(r) exemption from permitting. Participate in project planning, environmental impact assessment, public hearings and other activities with the objective of ensuring that the factors and criteria of the 404(b)(1) guidelines are adequately considered in environmental assessment and project design and implementation. Review and document the degree to which the 404(b)(1) guidelines are adequately considered in the EIS, and provide recommendations to the Regional Federal Activities staff on the environmental merits of the project. As needed, seek assistance from and coordinate with Headquarters.

- Provide assistance to Regional General Counsel in litigation involving Section 404 where EPA is the defendant by providing supplementary analysis for litigation reports, assisting with the preparation of briefs, and providing other support necessary for an effective government defense.

- Assist the Water Quality Management Program in the review of State regulatory programs and best management practices submitted under Section 208 (b)(4). Review should emphasize both the internal quality of the proposed program/BMPs and the degree of consistency with State 404 programs. Coordinate with Headquarters as appropriate.

- Manage and coordinate the Federal agency review of State 404 permits in accordance with 404(j) and the applicable portions of 40 CFR 122-4. Ensure that the Federal review provides meaningful information and comment to the States and that the system is operated in such a manner as to preserve the integrity of Federal agency responsibilities.

- Review "major" Corps and State permits and carry out those actions necessary to a meaningful evaluation and recommendation, such as site visits, participation in public hearings, EIS review, and consultation with appropriate agencies and organizations. Coordinate, as needed, with Headquarters on controversial and especially critical cases, and solicit Headquarters assistance when appropriate.

Second Priority

- Review "important" permits as described above for "major" permits.

- Review Federal or State general permits as described above for "major" permits, placing special emphasis on the need to provide sufficient data and analysis to make a meaningful assessment of cumulative and aggregate environmental impact. To the extent possible, participate with the Corps Districts, and States in the development and assessment of proposed general permits.

- Increase efforts in enforcement against unauthorized dredge or fill activities or permit violations by providing increased technical support of administrative actions under Section 309 and/or litigation by EPA enforcement attorneys and administrative actions/litigation by District Engineers under Section 404(s). Such support should include site evaluation and technical assessments, record development, preparation of action documents (e.g. A.O.s, T.R.O.s), or other support. Coordinate with, or seek assistance from, Headquarters as appropriate.

- Conduct field inspections to ascertain the state of compliance for permitted activities, to detect unauthorized activities, and to evaluate cumulative impacts of activities conducted under general permits or 208(b)(4) BMPs. This activity will normally be carried out in conjunction with EPA, Corps, or State enforcement officers using land, water, or aerial surveillance methods and involves preplanning, field work, documentation, and initiation of follow-up action, as appropriate.

Third Priority

- Provide assistance to States in the development of State 208(b)(4) regulatory programs and best management practices. Activities will be in support of 208 program personnel who have the lead in this area and in coordination with the Fish and Wildlife Service which is mandated to provide technical assistance to States pursuant to Section 208(i).

- Review "minor" permits and provide comments and recommendations to the Corps or States.

- Review EISs submitted with a Section 404 or Section 9/10 permit application or which involve wetland resources or 404-type activities even when no such permit is required. To the extent feasible, participate in project planning, environmental impact assessment, public hearings, and other activities with the objective of ensuring both compliance with 404(b)(1), when applicable, compliance with the Wetlands Protection and Floodplains Management Executive Orders, the EPA Wetlands Policy, and other applicable EPA policies.

- Working with Headquarters, identify needs in terms of policy/technical guidance, research, monitoring and evaluation, information and data systems, and other program support areas and develop plans for or take actions to address these needs, soliciting Headquarters assistance where needed.

- With Headquarters assistance, expand activities involved with increasing the level of information about the 404 program and the level of public awareness and understanding of the value of the aquatic resources, especially wetlands. Activities may include the development and dissemination of materials for information, education, or training; participation in public meetings such as conferences and symposia; or conducting educational programs with schools or citizens groups.

- Participate in plan formulation, review, evaluation, and comment on special area management plans under the Coastal Zone Management Act (CZMA), 208 area-wide plans, and GREAT plans (under WRDA) or ad hoc plans which deal with regional environmental assessments and/or land use plans.

- As appropriate, exercise the EPA veto power of Section 404(c) in accordance with the procedures of 40 CFR 231 and any supplemental guidance. This would include pre-initiation site and record

development, preparation of action documents, support of public hearings, and support of adjudicatory hearings (if held).

- o Review, evaluate, and comment on regulations, guidelines, Executive Orders, and other policy documents, research reports, and other studies. Includes participating in and reviewing development of new/revised regulations and guidance published under Section 404. This may involve the review of other regulations affecting 404 programs, such as EPA's Solid Waste Regulations, NEPA regulations, and Section 402 Regulations, or regulations and reports published by the Corps, Fish and Wildlife Service, National Marine Fisheries Service, Coastal Zone Managment Agencies, State Environmental Agencies, River Basin Agencies, and others.

Activities; FY 80

- o Monitor awarded projects to ensure that milestones are accomplished, time requirements are met, and special grant conditions are handled properly, particularly those involving Section 404 Dredge and Fill permit requirements and those of State Water Quality Standards. Those grants that are monetarily large and have significant potential for adverse environmental impact, such as dredging, should be given priority attention. A copy of quarterly reports required on all grants must be submitted to Headquarters as they are received by Regional project officers.

- o Complete on a quarterly basis a standardized coding and reporting form for water quality and grants administration data on each project, and input this information or have it entered into the STORET and GICS systems. The water quality data will be continually reviewed to assess the effectiveness of the program and for preparing reports for administration officals to be used before Congress and the public. Copies of the quarterly reports must be sent to Headquarters on a quarterly basis for this purpose.

- o Provide Headquarters a brief (approximately one page) summary of each project on October 1 of each fiscal year, describing the project status, water quality impacts, and public benefits derived in relationship to the costs incurred.

- o Carry out 404(c) "pre-designation" activities for the advanced designation of areas subject to EPA's authority under that section. This includes participation in plan formulation, review, evaluation, and comment on plans which specify particular areas subject to 404(c) designation. It may involve site visits, technical assessments, interagency and inter-office coordination within Regions or between Headquarters, and participation in meetings and public hearings.

Region-Specific Guidance/404

Two specific problem areas which warrant extraordinary attention because of anticipated future difficulities, are:

Alaska, which is characterized by conflicting public interests in a resource-rich, but relatively little understood ecoregion. (Much research is needed on the unique ecosystems, and special policies/procedures may need to be developed to deal with the unique and often large-scale problems likely to be encountered.)

The arid Western States, where increasing competition for scarce water resources will require greater involvement in State-Regional planning and the development of special policies/procedures.

Effluent Standards and Guidelines

Priorities; FY 80

It is expected that 24 sets of toxic control effluent regulations will be promulgated during FY 80. These regulations will incorporate the "fundamentally different factors" (FDF) variance clauses into BAT, BCT and NSPS as a general provision of all regulations. Because of the sensitive and highly complex nature of the regulations and the supporting "record", Headquarters expects

that the Regions will consult fully the Effluent Guidelines Division (EGD) on any FDF variance requests. All such requests, whether approved or disapproved by the Regional Administrator, are to be forwarded to EGD for concurrence prior to final action. Any FDF variance thus submitted will be in writing and supported by copies of all relevant data and information upon which the decision was based.

BAT Regulations Public Hearings

- o Encourage public participation at public hearings in review of proposed effluent guidelines.

- o Ensure that all data conform to the Agency's Quality Assurance Policy and Management Plan and are properly stored in STORET.

Water Quality Monitoring and Analysis

Priorities; FY 80

- o Assess and solve multi-media, multi-source problems e.g., waste disposal sites and related ground and surface water problems, and ensure that multi-media toxic chemical data are entered into STORET.

- o Review Advanced Waste Treatment (AWT) and Advanced Secondary Treatment (AST) proposals, and improved technical capabilities for conducting and reviewing Wasteload Allocations (WLAs).

- o Guide and direct State monitoring activities within the framework of the Basic Water Monitoring Program.

- o Review Section 301(h) waiver applications for technical accuracy.

- o Coordinate Federal monitoring efforts.

Data Collection Support Priorities

Headquarters will expect significantly increased support and assistance by all Regions in 1980 in the effluent guidelines process.

Headquarters generally expects continued, in some cases expanded, assistance by Regional S&A Divisions to conduct monitoring activities of various industrial facilities or POTWs in support of vastly expanded data gathering efforts. In this regard, the Regions can expect requests for specific assistance in obtaining data on sludge, waste, spill, and runoff from industrial sites as well as POTWs, and general assistance and advice on impacts of BAT and RCRA, monitoring problems, technology issues and the like.

- Collect and analyze toxic chemical data to support Sections 301, 302, 304, 306, 307(a)(1) and (2), 307(b)(1) and 405(d) of the Clean Water Act of 1977 and the revised NRDC/EP Settlement Agreement. These data will be used to develop BAT, New Source Performance (NSP) and Pretreatment Regulations, and BPWTT for POTWs, and to develop programs for specific areas where control more stringent than BAT is necessary.

- Improve the toxic chemical analytic capabilities of the States.

- Develop the use of biological monitoring, especially as a screening tool for toxic chemicals and other problem identification.

- Maintain a minimum proficiency for conducting toxic chemical laboratory analysis. This is required to support the Agency's Quality Assurance Policy and Management Plan.

- Collect and analyze priority pollutant samples shown in Table 1 and store the resulting data in STORET for use by the Monitoring and Data Support Division (MDSD) for support of effluent regulation development, and for conducting exposure/risk studies, fate studies, and studies to determine the instream effects of specific effluent levels (dilution studies). For this effort, the Region should recommend a monitoring plan which includes sampling sites and schedules. The Regions will be responsible for sample collection, laboratory analysis, quality assurance, data handling, data entry into STORET and progress reports submitted bimonthly to Headquarters. Headquarters will review the Regional toxic monitoring plans, and may elect to collect additional samples for toxic chemical analysis under contract.

- Since the toxics chemical monitoring effort will ultimately require State involvement (e.g., compliance monitoring, water quality-based effluent limitations etc.), the Regions should work with its States to develop a plan for analyzing toxic chemicals, using any combination of Regional, State, or contractual support. Emphasis should be placed on improving the toxic chemical analytic capabilities of those States showing potential, and improving the proficiency of those States which have fully developed their capabilities, e.g., effort should be made to ensure that all laboratories within a State integrate sample analyses, where possible, to meet multi-media needs.

Activities, FY 80

The Regional monitoring program will engage in the following activities:

- Participate fully in the Agency's Quality Assurance Policy and Management Plan. Participation will be mandatory and each program and laboratory should make the permanent commitment of manpower necessary for this effort. The Regions should also evaluate State, local, and contractor laboratory quality assurance performance and ensure that they conform to the Agency's QA plan. Continuing emphasis must be placed on acquiring technically sound and legally-defensible data.

- Conduct problem assessments, including ground water, surface water, and biological sampling, at those hazardous waste disposal sites known or suspected of posing a threat to public health or sensitive aquatic ecosystems. Store all data in STORET. These data will be used to identify problem areas and will serve as a basis for defining Water Quality Management priorities and necessary remedial actions.

- Provide technical review of wasteload allocations (WLA) and AWT/AST proposals. In FY 80, much more attention will be placed on the adequacy of monitoring activities conducted to support WLA

and AWT/AST decisions. Since each Region will be expected to review and concur with wasteload allocations--including intensive survey designs, monitoring or related data, and modeling results--it is important that the Region provide adequate capabilities in this area.

- o Oversee and guide State implementation of the Basic Water Monitoring Program. Each Region must evaluate State conformance with this program and negotiate specific work plans with the States through the State/EPA Agreement process. Emphasis should be placed on intensive surveys, especially for multi-media problem assessments, biological studies of specific ecosystems, and wasteload allocations; operating the national ambient monitoring station network under the Basic Program; following EPA's quality assurance program; entering data into STORET; and, expanding the Section 305(b) reports.

- o Operate the STORET system and support States storing data in STORET. To assist in this effort, each Region should designate a high level professional in a technical divison as a STORET data base manager to be responsible for the transfer of all Regional/State data, including multi-media toxics data into STORET.

- o Summarize and evaluate State Section 305(b) reports. Each Region should guide and assist the States in preparing these reports and transmit them to EPA Headquarters by April 1, 1980.

- o Review Section 301(h) waiver applications for technical accuracy.

Region Specific Guidance

The Water Quality Monitoring Program requires the following:

- o Each Region is expected to include any Regional output not presently identified in this Guidance package. Examples include: preparing special data reports and responding to inquiries and requests from State and local

governments; coordinating with other Federal agencies; modeling activities to support specific programs, etc.

Water Quality Enforcement

Regional Priorities and Activities; FY 80

I. Initiate enforcement actions in emergency situations involving substantial threats to public health and safety.

- o Respond to extreme emergency situations under Section 504.

II. Conclude all enforcement actions involving major source enforcement effort cases, including municipalities and Federal facilities.

- o Work with the respective U.S. Attorney conducting technical and legal activities necessary to resolve all pending referrals, including municipal and Federal facilities.

III. Enforce against violators of the Clean Water and Ocean Dumping Acts (other than MSEE).

- o Conduct pre-enforcement evaluations of self-monitoring reports from permittees for whom EPA has primacy.
- o Conduct an enforcement evaluation (technical) of self-monitoring reports from permittees for whom EPA has primacy.
- o Conduct sampling inspections of major permittees.
- o Conduct compliance evaluation inspections of major permittees (see PPA 5&6 explanation, following Enforcement PPA list).
- o Issue administrative orders and notices of violations to violators of National Pollution Discharge Elimination System (NPDES) permits.
- o Refer and follow-up NPDES cases.
- o Assess civil penalties against significant ocean dumping and SPCC violations.
- o Take enforcement actions against oil spill cases.

- o Prepare NPDES quarterly noncompliance reports.
- o Maintain and improve Regional ADP systems to support tracking of compliance with the NPDES program.
- o Monitor and enforce Section 404 violations, minimally.
- o Re-evaluate and if necessary, rewrite existing Memoranda of Agreement to reflect changes in NPDES regulations.

IV. Expand toxics and hazardous substances control programs.

- o Begin implementation of the toxics compliance/ enforcement program.
- o Conduct compliance sampling inspections using bioassay screening for toxic substances.
- o Conduct compliance sampling inspections for toxic substances for secondary permittees.
- o Begin the pretreatment monitoring program.
- o Implement the pretreatment monitoring program.
- o Take enforcement actions against violators of hazardous substances regulations.

V. Implement the Municipal Policy and Strategy.

- o Implement designated phases of the municipal policy and strategy; coordinate with States and Headquarters in carrying out the strategy.
  - PCS/GICS interface.

VI. Improve enforcement methods.

- o Conduct audits and/or overview of NPDES States, including review of States NPDES quarterly noncompliance reports.
- o Update the Discharge Monitoring Report (DMR) quality assurance program (see PPA 11 explanation, following Enforcement PPA list).

- Implement updated Enforcement Management System (EMS) procedures.
- Coordinate with Headquarters re-evaluation of existing compliance monitoring and enforcement programs (continuous compliance effort).
- Implement enforcement strategies for specified categories (i.e., electric utilities, iron & steel, etc.).
- Load permit limitation data for Compliance Assurance System (CAS), beginning in early part of FY 80; loading of DMR parametric data will follow upon the completion of the loading of the permit data; the automatic violation detection capability of CAS will be operational in FY 1981.
- Assure States CAS data quality.
- Assist/overview NPDES States implementation of EMS.

Water Enforcement - Permits Issuance

Regional Priorities and Activities; FY 80

Permits Issuance Program will focus on the development and implementation of toxic controls through the second-round permit effort and the pretreatment effort, reissuing major municipal permits in accordance with the National Municipal Strategy, and on streamlining the permit process through the initiation of the Permits Consolidation effort. Priority activities are broken down as follows:

- o Reissue Major Industrial Permits - One of the more resource intensive activities in FY 1980 will be the introduction of BAT/toxic controls in industrial NPDES permits. As the BAT/toxic guidelines are promulgated towards the end of FY 1979 and the early part of FY 1980, Regional Permits Program personnel will be required to incorporate these revised limitations into existing NPDES permits. In addition, where BAT controls are not promulgated (largely for "secondary" industries), the Permit program will be responsible for developing toxic limitations for these sources based on best engineering judgement (BEJ). This is a very time and resource-consuming process.

- o Reissue Major Municipal Permits - The National Municipal Policy published in FY 1979 sets forth the priorities for issuing expiring major municipal permits. This policy, developed by an Agency-wide task force, requires that reissued municipal permits incorporate the results of 301(i) determinations which allow POTWs an extended compliance schedule for installing secondary treatment. In addition, the Policy dictates that reissued major municipal permits include the requirement to develop a pretreatment program where appropriate. The incorporation of these two requirements will entail increased resources over those needed in previous years to reissue major municipal permits.

- o Permit Consolidation - FY 1980 will witness the development of consolidated permit-writing units in the Regional offices. These permit-writing organizations will contain positions for permit

drafting, paper flow, and an initial point of contact for issuing consolidated permit relating to the NPDES, Hazardous Waste, Underground Injection Control, Ocean Dumping, New Source, and other permit-like programs. In addition, the first consolidated NPDES-RCRA permits should be issued by the Regional offices in FY 1980.

- o Pretreatment Program Approval - In FY 1980, considerable Regional resources must be devoted to reviewing and approving or denying requests for local pretreatment program approval. In the 24 States which have not received NPDES approval, EPA will be responsible for making an initial determination on the requests for State pretreatment program approval, and forwarding recommendations to Headquarters for the Administrator's final determination.

- o Overview State Programs - Regional resources devoted to overviewing approved NPDES State programs will remain fairly constant from FY 1979 to FY 1980. In FY 1980, it is anticipated that three additional States will receive NPDES approval. Studies conducted by the Headquarters and Regional offices have determined that delegation of State programs will reduce Regional office resources a base level beyond which no further resource reduction is possible. In the NPDES program, we have witnessed a general reduction of Permit Program resources from a high of 490 positions in FY 1974 to the FY 1980 level of 237 positions. This reduction in permit issuance resources is largely attributable to the delegation of State NPDES programs. As work load analyses indicate, however, a base level of Regional personnel must be maintained to insure sufficient overview of State programs. This base level amounts to approximately 162 Regional positions nationwide. As most Regions are currently functioning at this base level, increased reductions due to State delegations are not anticipated. In addition, the nature of the State programs to be overviewed becomes increasingly complex as additional programs, such as RCRA, UIC, and 404 are assumed by the States. As these State programs become more complicated, the task of the Regional personnel in overviewing the State programs similarly becomes more difficult and resource intensive.

- Conduct Adjudicatory Hearings - In order to clear the way for the new enforcement initiatives envisioned by the FY 1980/1981 Office of Enforcement priorities, it will be necessary for Regional offices to address as many high priority adjudicatory hearings as possible. Enforcement proceedings are stayed pending the resolution of such hearings.

In addition to the above enumerated priorities, the Regional Offices should, where resources permit, continue other significant, yet lower priority, activities such as review of Dredge and Fill permits; issuance of New Source permits, based on New Source Performance Standards; and development of preliminary determinations on requests for 301(c) and (g) economic and water quality variances, 316 thermal variances, and fundamentally different factors variances.

Region Specific Guidance

While the Regional Offices should generally follow the priorities set forth in the previous sections, the order of priority may change from Region to Region. The top priorities set forth in this guidance may not be resource intensive for some Regions, and thus they may wish to devote resources to other activities because of the importance of the activity within the Region. For example, certain 316 requests for variance may be sufficiently beneficial to the environment to justify Regional resource expenditures. The following Regions should ensure that significant priority is given to the listed activities:

- Region I - Particular attention should be given to 301(h) marine waivers in Region I. The Region should ensure that resources are available to incorporate the results of 301(h) determinations into NPDES permits. In addition, the Region should devote considerable attention to ensuring that POTWs in Massachusetts develop pretreatment programs where appropriate as the Regional Office will be primarily responsible for overseeing the implementation of the pretreatment effort in this State, since it has not yet received its NPDES delegation. Massachusetts is anticipated to have a significant number of industrial users subject to Federal pretreatment standards. Region I should similarly focus on ensuring that second round permits with BAT/toxic controls are issued to industrial sources in Massachusetts.

- Region II - Region II should focus special attention on ensuring that pretreatment programs are developed by appropriate POTWs in the State of New Jersey. New Jersey is expected to have large numbers of indirect dischargers subject to pretreatment requirements and since the State has not received NPDES delegation, the Regional Office will be responsible for ensuring that such standards are complied with by industrial users and that appropriate POTWs are required to develop programs to control the discharge of pollutants by these industrial users. In addition, Region II should place priority on issuing direct discharge BAT/toxic permits in the State of New Jersey. Finally, Region II has the largest number of outstanding adjudicatory hearings to address. Priority should be given to resolving these hearings.

- Region III - Region III should ensure that resources are provided to work with the Regional 404 (Dredge and Fill Program) Office in assisting States to develop 404 programs. Regional NPDES personnel are particularly capable of providing this type of assistance since the 404 State program requirements are virtually identical in most cases to the 402 NPDES State program requirements.

- Region IV - Region IV, like Region III, has a significant number of wetland areas and should work with the Regional 404 Office in ensuring that State 404 programs are efficiently and effectively developed. In addition, Region IV should give high priority to issuing second round BAT/toxic permits to those sources for which it is responsible. This Region has the largest workload of EPA issued BAT/toxic permits.

- Region V - Since the States in Region V have all received NPDES approval, priority in this Region should be given to approving State pretreatment programs where appropriate, and overviewing State programs.

- Region VI - As none of the States in Region VI have received NPDES delegation, Region VI activities should focus on issuing BAT/toxic permits to industrial sources in these States and ensuring that appropriate POTWs in these States develop pretreatment programs. In addition, because of the significant number of wetland areas in Region VI, the Permits in this Region should work with the 404 program office to ensure that the Region VI States develop efficient and effective 404 State programs.

- Regions IX and X - As both of these Regions have jurisdiction over large coastal areas, their priorities are similar. Regions IX and X should ensure that resources are available to incorporate the results of Section 301(h) marine variance determinations into NPDES permits. In addition, the Permits personnel in both Regions should work with the Regional 404 program offices in ensuring that the States in these Regions develop efficient and effective 404 State programs.

PROJECTED PROGRAM ACCOMPLISHMENTS

B230 - MUNICIPAL WASTE TREATMENT FACILITY CONSTRUCTION

The following set of PPA's are to be included in the operating plan to be submitted by the Regions. Final determinations on whether the PPA will be an output commitment or an activity indicator will be made at a later date. (Further PPAs may be required for FY 1980 related to delegation progress, and will be included by separate memorandum.)

(Construction Grants PPAs)

1. Gross dollar obligations. This is a cumulative quarterly estimate for FY 1980 of the gross rate of obligations by State excluding P.L. 84-660 and 206(a) reimbursable fund.

2. Gross dollar deobligations. This is a cumulative quarterly estimate for FY 1980 of the deobligations made to prior grants during the year, excluding deobligations from Section 206(a) awards.

3. Number of new awards by step. This is a cumulative quarterly estimate for FY 1980 of the number of new awards (excluding amendments) by State by step.

4. Number of completions by step. This is a cumulative quarterly estimate for FY 1980 of the number of completions by State by step.

5. Outlays. This is a cumulative monthly estimate for FY 1980 of the dollar amount of outlays by State.

6. Number of new step 1 awards which have had an individual, or joint, preapplication conference. This is a cumulative quarterly estimate for FY 1980 by State, of the number of new step 1 awards for which individual, or joint, preapplication conferences have been held prior to or immediately after the award of the Step 1 grant.

7. Number of step 1 completions which have had midcourse facility planning meetings. This is a cumulative quarterly estimate for FY 1980 by State, of the number of step 1 completions for which midcourse facility meetings have been held.

8. Date five-year priority list is accepted by EPA and input into the GICS system. This is the estimated date for FY 1980 by State, when a priority list (meeting all regulatory requirements under section 35.915 and section 39.915-1 and policy guidance under PRM #78-13) is accepted and input into GICS.

9. Number of EISs initiated, related to construction grants project. This is a cumulative estimate for FY 1980 by State, of the number of environmental impact statements (EIS) related to construction grants projects that were required by issuance of a "notice of intent" during the period.

10. Number of new step 1 awards with "full scale public participation programs." This is a cumulative quarterly estimate for FY 1980 by State, of the number of Step 1 awards for which a "Full Scale Public Participation Program", as defined in section 35.917-5(e) of the proposed regulations on Public Participation, will be initiated.

11. Percent and dollar amount of new step 1, 2, 3 dollars awarded to minority business enterprise (MBEs). This is a cumulative quarterly estimate for FY 1980 by Region, of the percent of A/E and construction contract dollars awarded to MBEs.

12. Date for awarding construction management assistance grant to State. This is the estimated date for FY 1980 when each State (where applicable) will sign a Construction Management Assistance Grant (CMAG) Agreement with EPA.

13. Number of work-years of Corps of Engineers personnel under the step 3 management agreement. This is the workyear estimate for FY 1980 by State, of

the number of workyears of Corps of Engineers employees involved in the EPA construction grants program under the step 3 management IAG.

14. Dollar value of the innovative/alternative technology used in construction grants projects. This is the dollar estimate for FY 1980 by State of the eligible cost of the innovative or alternative portion of construction grants projects qualifying for the 2% set-aside under section 35.915-1(b).

15. Dollar value of small community projects using altenative technology. This is a dollar estimate for FY 1980 by State of the total eligible cost of small community projects using innovative or alternative technologies, which qualify for the 4% set-aside under section 35.915-1(e).

16. Number of AWT projects reviewed and the number of these plans changed because of review. This is an annual estimate for FY 1980.

17. Number of facility plans reviewed which include Innovative and Alternative technology. This is an annual estimate for FY 1980.

(Operations & Maintenance PPAs)

18. Number 1 Step 1 and Step 2 projects receiving operational reviews. This is an annual estimate for FY 1980 by Region of facility plans and P&S operational reviews intended to remove unneeded upgrade projects from State priority lists and to identify major influent control and design deficiency problems for grantee correction before final grant payment.

19. Number of projects receiving strict operations checklist application. This is a quarterly estimate for FY 1980 by Region of major projects and selected minor projects to which the operations checklist will be applied.

20. Number of Step 3 grant awards conditioned on timely completion of approved plan of operation schedules. This is an annual estimate for FY 1980 by Region of projects for which plan of operation schedules will be strictly enforced.

21. Number of Step 3 grants awarded with separately identified start-up service subagreements. This is an annual estimate for FY 1980 by Region.

22. Number of O&M inspections of new and upgraded Federally-funded treatment plants. This is a cumulative quarterly estimate for FY 1980 by State of the number of O&M inspections of each new or upgraded plant conducted by EPA Regions or States before Step 3 close-out; also, approximately one year after start-up, and documented on a completed EPA Form #7500-5. Actual inspections are to be identified by project number for input to the O&M Data system.

23. Number of O&M inspections of existing plants. This is a cumulative quarterly estimate for FY 1980 by State of the number of O&M inspections of each existing plant conducted by the State and reported on EPA Form #7500-5. EPA accompanies the States on 15 percent or more of these inspections. (One-third of each State's operating POTW's are to receive such an inspection each year.) Actual inspections are identified in the O&M Data System by project number.

24. Number of problem plant follow-up inspections. This is a cumulative quarterly estimate for FY 1980 by Region of the number of State or EPA Region inspections on existing plants with known operationl problems (identified through prior inspections, review of operating records, or referral from other sources) to verify corrective action previously required or to specify probable causes of the problems. The actual number of inspections will be reported manually through the Formal Reporting System.

25. Number of POTWs brought into compliance through coordinated enforcement and assistance actions. This is a cumulative quarterly estimate for FY 1980 by Region of the number of on-site assistance projects (by private contract, States, or EPA and coordinated with enforcement), which will yield reliable compliance with NPDES permit effluent limits.

B212 - Spill Prevention and Response

1. Number of spills into inland waters of the U.S. at which a qualified EPA On-Scene Coordinator (OSC) was present on-scene to direct removal mitigation actions:

   -- Oil spills
   -- Hazardous subtances spills
   -- Other environmental emergencies (not included above)

2. Number of spills into inland waters of the U.S. at which a qualified EPA OSC was present on-scene to monitor removal/ mitigation actions:

   -- Oil spills
   -- Hazardous substances spills
   -- Other environmental emergencies (not included above)

3. Number of responses by a qualified OSC, for which his presence was not required, but for which resources(s) were expended (e.g., telephone monitoring, coordination, State actions, environmental response team (ERT) on-scene, etc.)

4. Number of spill prevention inspections of all types conducted by Regional staff technical assistance team (TAT), or ERT personnel at non-transportation related facilities.

5. Number of workyears of technical assistance provided to States for training field personnel in responding to environmental emergencies.

6. Number of Federal Disaster Assistance Administrator mission assignments to assist or provide technical support in a Federally declared disaster to which EPA responded.

Water Quality Training

- o Completed State assessments of Section 205 program related training needs.
- o Number of State Agency personnel training in Section 205 curricula.
- o State assessment of POTW training needs.
- o Number of POTW personnel receiving training. . . total and at Section 109(b) training centers.
- o Number of States with:
  - Completed 109(b) training centers
  - Operator Training Coordinating Committees
- o Number of Direct Training courses and trainees

B203 - WATER QUALITY MANAGEMENT - SECTION 208/106

(Reporting Requirement: SL-Start Level; M-Monthly; Q-Quarterly; SA-Semi-Annually; A-Annually; R-Regional only; S-by-S - State-by-State)

1. Number of FY 1981 State/EPA Agreements concluded. (SL, M, S-by-S)

2. Number 208 planning grants awarded covering AWT Planning. (SL, A, R)

3. Amount of 208 funds obligated for planning covering AWT Planning. (SL,A, R)

4. Number of 208 planning grants awarded covering Other Facilities Planning (SL, A, R)

5. Amount of 208 funds obligated for planning covering Other Facilities Planning (SL, A, R)

6. Number of 208 planning grants awarded covering Septics (SL, A, R)

7. Amount of 208 funds obligated for planning covering Septics (SL, A, R)

8. Number 208 planning grants awarded covering Urban Runoff (SL, Q, R)

9. Amount of 208 funds obligated for planning covering Urban Runoff (SL, Q, R)

10. Number of 208 planning grants awarded covering Construction Runoff (SL, Q,R)

11. Amount of 208 funds obligated for planning covering Construction Runoff (SL, Q, R)

12. Number 208 planning grants awarded covering Agriculture NPS (SL, Q, R)

13. Amount of 208 funds obligated for planning covering Agriculture NPS (SL, Q, R)

14. Number of 208 planning grants awarded covering other NPS (SL, Q, R)

15. Amount of 208 funds obligated for planning covering other NPS (SL, Q, R)

16. Number of 208 planning grants awarded covering Groundwater (SL,Q, R)

17. Amount of 208 funds obligated for planning covering Groundwater (SL, Q, R)

18. Number of State agencies funded for FY 1980 under a consolidated 105/208/314 work plan (SL, Q, R)

19. Number of FY 1980 State 106 programs approved (SL, Q, R)

20. Number of FY 1981 State 106 programs approved (A, R)

21. Amount of FY 1980 State 106 funds obligated (SL, Q, R)

22. Increase, FY 1980 over FY 1979, in State 106 funds committed in approved or amended State programs for implementation of NPS controls under approved 208 plans or parts of plans. (SL, Q, R)

23. Decrease, FY 1980 vs. FY 1979, in State 106 funds committed in approved or amended State programs for support of Construction Grants Program Management. (SL, Q, R)

24. Number of 208 planning outputs (recommended pollution control measures) approved by EPA for national priority problem categories (AWT, septics, urban storm runoff, construction runoff, and agriculture, groundwater, mining, and silviculture NPS) (SL, SA, R)

25. Number of 208 planning outputs approved by EPA for other than national priority problem categorties.

26. Number of Waste Load Allocations approved as an output of 208 planning (SL, SA, R)

27. Number of population projections approved as an output of 208 planning (SL, SA, R)

28. Number of WQM plans (as defined in Section 35.1521) certified and approved within 150 days of submission (Q, S-by-S).

29. Number of EPA approved designated management agencies implementing approved plans or parts of plans for control of national priority problem categories (AWT, septics, urban storm runof, construction runoff, and agriculture, groundwater, mining, and silviculture NPS) (SL, SA, R)

30. Number of EPA approved designated management agencies implementing approved plans or parts of plans for control of other problem categories (SL, S, R)

31. Number of Regional person years for designated management agency oversight (SA, R).

32. Number of Regional person years for all other WQM program mangement (208/106). (SA, R)

B253 - Ocean Disposal and Permits

1. Number of interim permit applications acted upon.

2. Number of special permit applications acted upon.

3. Number of implementation schedules of interim permittees monitored.

4. Number of Corps of Engineers dredged material permit/ project applications reviewed.

5. Number of offshore industrial activities evaluated.

6. Number of sanctuary sites identified.

7. Number of sanctuary sites studied.

(Reporting Requirements: SL-Start Level; M-Monthly; Q-Quarterly; SA-Semi-Annually; A-Annually; R-Regional only; S-by-S - State-by-State)

B244 - Clean Lakes

1. Number of State/EPA Agreements and work plans reviewed and commented on.

2. Number of State lakes classification grants awarded

3. Number of State lakes grant applications processed for award.

4. Number of clean lakes grant aplications processed for non-award.

5. Number of clean lakes projects completed.

6. Number of quarterly progress reports received, reviewed and approved.

7.. Number of standardized STORET and GICS reporting forms completed and the information put in the computer systems.

B209 - Dredge and Fill

(Reporting Requirement: SL-Start level; M-Monthly; Q-Quarterly; R-Regional only; and S-State only)

1. Major Permit Review. Review, evaluation, comment on, and other actions related to the processing of major federal or state individual Section 404 and/or Section 9/10 permit applications. May include site visits and participation in hearings. Major permits are deemed to constitute 14% of total individual permits based upon the average over 10 regions of the categorical breakdown using the criteria established in FY '79 (see attachment). The actual work element for PPAs 1-3 is public notices received. (SL-M-R)

2. Important Permit Review. As in 1, for important permits established as 51% of all individual permits. Less likely to involve site visits or hearings. (SL-M-R)

3. Minor Permit Review. As in 1, for minor permits established as 35% of all individual permits. Will not normally involve site visits or hearings. (SL-M-R)

4. 404(c) Actions. Activities concerning exercise of the EPA "veto" power of Section 404(c). Pre-initiation site and record evaluation, initiation of action, additional site evaluation, record development, preparation of action documents, support of public hearing, and support of adjudicatory hearing (if held). (M-R)

5. General Permit Review. Review, evaluation, comment on and other actions related to the processing of federal or state general Section 404 permits. (Q-R)

6. Enforcement Support Activities in support of EPA or Corps of Engineers enforcement actions with regard to either noncompliance with permit conditions or unauthorized activities (non-permitted). May involve site evaluation, record development, preparation of action documents, and support of administrative actions under Section 309 and/or litigation by Office of Enforcement, the Corps, or the Department of Justice. (Q-R)

7. Compliance Monitoring. Field inspections to ascertain state of compliance for permitted activities, to detect unauthorized activities, and to evaluate cumulative impacts of activities conducted under general permits or 208(b)(4) BMPs. Will normally be carried out in conjunction with EPA or Corps enforcement officers using land, water, or aerial surveillance methods. Pricing includes preplanning, field work, documentation, and initiation of follow-up action if (any). (Q-R)

8. State 404 Program Transfer Assistance. All activities involved with transfer to qualified states of the 404 program including pre-submittal consultation and assistance, review of program submissions, documentation of findings and recommendations, coordination with headquarters and other agencies, assistance with needed revisions, and assistance in early phases of program operation. (Q-R)

9. State 208(b)(4) Program Transfer Assistance. As in 8, with regard to State 208(b)(4) regulatory programs plus the review of State-submitted Best Management Practices for classes and categories of appropriate activities. Activities here will be in support of 208 program personnnel who have the lead in this area and in coordination with the Fish and Wildlife Service which is mandated to provide technical assistance to States pursuant to Section 208(i). (SL-Q-S)

10. EIS Review - non-404(r). Pre-planning participation, review, and comment on environmental impact assessments, statements, and related documents submitted along with a 404 and or Section 9/10 permit application or which involve wetland resources or 404-type activities even when no such permit is required. Does not include EIS's submitted with the intent of seeking a 404(r) exemption for major federal projects. May involve participation in public hearings and litigation. (SL-Q-R)

11. EIS Review - 404(r). As in 10, except for those EIS's submitted with the intent of seeking a 404(r) exemption from permitting. The scope, complexity, controversy, and political interest inherent in these major congressionally-authorized projects is much greater than for other projects and a commensurately higher level of resources is required to adequately evaluate and document the degree to which the EIS adequately considers the factors and criteria of the 404(b) environmental guidelines. Includes coordination with headquarters, CEQ, and other agencies. (SL-Q-R)

12. CZM Plan Review. Participation in plan formulation, review, evaluation of, and comment on State Plans under the Coastal Zone Management Act and the Special Area Management Plans which specify the detailed land use Plans for particular coastal areas. Objectives include assisting with planning for the wise use of aquatic resources and ensuring that the Plans comply with Clean Water Act provisions in accordance with the consistency mandate of Section 307(f) of the CZMA. Participation in public hearings and litigation (if any). (SL-Q-S)

13. Administrative and Program Management and Overhead. All other activities at the regional level necessary for the effective operation of the 404 Program, including:

    - administration - supervision, personnel action, contracting, budget preparation and funds management, recruiting, training, etc.

    - technical review and comment on regulations and other policy documents, research reports, and other studies,

    - review of 208 and other regional plans not covered above

    - coordination with/assistance to the Fish and Wildlife Service's National Wetlands Inventory.

    - development of regional guidelines or supplements to national regulations/policies

    - public information and education

    - general coordination with headquarters, the Corps of Engineers, NOAA, States, Interstate and River Basin agencies, and others. (Not applicable as reportable requirement)

B303-Water Enforcement

PROJECTED PROGRAM ACCOMPLISHMENTS DEFINITIONS

(PPA's which have not been defined are considered to be self-explanatory - the numbers refer to PPA's for FY 1980)

The term "compliance monitoring" is a generic term meant to cover all activities taken to ascertain a discharger's compliance status. This includes, but is not limited to, compliance inspections -- NPDES Compliance Evaluation Inspections and NPDES Sampling Inspections, and compliance review -- the review of discharge monitoring reports and compliance schedule reports. The main function of NPDES compliance inspections is to verify self-monitor-

ing information and develop the basis for possible follow-up enforcement action. "Compliance monitoring" may also include aerial monitoring and special site visits for other non-NPDES enforcement purposes but compliance monitoring resources have not been provided to support these efforts. All inspection activity is to be conducted on the premise that it may lead to enforcement action.

PPA 1 + 2. Pre-enforcement evaluation is the initial evaluation of compliance information to arrange the noncomplying sources in sequence for subsequent enforcement review. This is essentially a routine process for the preliminary screening and prioritizing of noncompliance within an established procedural framework.

Techical enforcement evaluation takes place following the pre-enforcement evaluation. It is a substantive, technical evaluation of noncompliance identified as other than routine violations. This evaluation is done to determine the appropriate level of enforcement action to be taken.

PPA 3 - 6. A visit to a facility for compliance inspection is to be counted in only one of the categories listed. Thus, a single visit cannot be counted as a compliance evaluation inpsection as well as a sampling inspection. It must be one or the other.

PPA 3 + 4. Sampling Inspections are inspections at which representative composite sample (s) of a permittee's effluent is collected and analyzed to verify the accuracy of the permittee's discharge monitoring reports. This activity also includes the same objectives as a compliance evaluation inspection, and where appropriate, may serve to gather detailed information for the possible institution of legal action against the permittee. However, credit is to be given to only one type of inspection. In this case it would be for a sampling inspection. We recognize that sampling inspections are considerably more resource intensive than compliance evaluation inspections.

A "representative composite sample" consists of a series of aliquots or discrete samples collected during the course of an operating day, collected at the location specified in the permit or appropriate representative location chosen by the inspector, and appropriately weighed for variations in flow and/or concentration to be representative of the effluent discharged during the sampling period.

A grab sample may be taken to satisfy this definition only in those situations when the inspector has sufficient knowledge of the manufacturing process and wastewater treatment facility to ensure that a grab sample will be representative of the permittee's discharge

A FY 80 priority will be given to the utilization of sampling resources more directly in support of enforcement needs. That is, case development and followup in support of the major source enforcement drive will receive first priority. In allocating resources, the next highest priority will be given to ensuring that municipal permittees operating under 301(i) extensions are achieving full compliance with their extensions schedules. Finally, remaining sampling resources should be allocated to ensure the continued compliance of major permitees with BPT or secondary limitations.

It is expected that every major permittee meeting statutory effluent limitations should be sampled annually, by either EPA or the State. Priority will be given to sampling permittees achieving statutory effluent limits and for verification for continued compliance with statutory effluents limits once achieved.

A sampling inspection is considered complete only when the sampling inspection is followed by the completion of the appropriate sections of a Compliance Inspection Report (EPA Form 3560-3). Guidance for conducting sampling inspections and for submitting the appropriate report forms are contained in the "NPDES Compliance Sampling Inspection Manual" which has previously been provided to EPA Regions and States.

In FY 80 review of DMR data will be automated utilizing a computerized data management system which will be called the Compliance Analysis System (CAS). When CAS becomes operational in the Regions, parametric data from samples collected and analyzed as part of a CSI will be entered into the system as a requirement for the crediting of a completed CSI.

PPA 5 + 6. Each major municipal and nonmunicipal facility should be inspected by the State or EPA a minimum of once annually during the compliance schedule period and more often during critical phases of construction. In addition, those permittees that have online treatment facilities should be inspected to verify the adequacy of their self-monitoring program and records and to assure that their operation and maintenance program is being conducted in a manner that will ensure permit compliance. In summary, compliance evaluation inspections are undertaken for one or more of the following purposes:

1. observe the status of construction required by the permit;

2. assess adequacy of the permittee's self-monitoring and reporting program;

3. check the completeness and accuracy of permittee's performance/compliance records;

4. evaluate the permittee's operation and maintenance activities; and

5. express concern that permit requirements be met.

In FY 80 EPA will provide major permittees with an annual set of performance samples. The series of samples sent the permittee will be governed by the effluent limits contained in the permit, and at a maximum will contain samples for minerals, demand, suspended solids, metals and nutrients. As one of the stated purposes of a CEI is to "assess the adequacy of the permittee's self-monitoring and reporting program," CEIs will be employed to follow-up on permittees who do not perform within an acceptable range of error on one or more of the performance samples.

To ensure that the above outlined objectives are met, a Compliance Evaluation Inspection of a municipal or nonmunicipal facility is considered complete only when the site inspection is followed by the completion and submission of the appropriate portions of a Compliance Inspection Report Form (EPA 3560-3).

Guidance for conducting CEIs and submitting the appropriate report forms are contained in the NPDES Compliance Evaluation Inspections Manual (revised 1/78) which has previously been provided to EPA Regions and States.

Compliance Evaluation Inspections of municipal facilities, as in FY 79, have as one of their primary purposes the evaluation of the permittees operation and maintenance activities as they relate to present and future permit compliance. CEIs do not serve as the means of obtaining operation and maintenance information for the annual Section 210 report to Congress. Operation and maintenance data for the Section 210 report is derived from operation and maintenance inspections utilizing EPA Form 7500-5. It is recognized however, that in many EPA Regions the personnel performing compliance inspections are also the same personnel who perform operation and maintenance inspections. Efficient utilization of scarce resources dictates that for inspections of major municipal facilities that fall within the program guidance priorities of OWE and OWPO, that both EPA Forms 3560-3 and 7500-5 be completed and counted in FPRS.

In FY 80 an Interagency agreement with the Corps of Engineers may be completed whereby the Corps will perform Compliance Evaluation Inspections for construction purposes on major POTWs being financed under the construction grants program. The Corps will complete a modified version of the Compliance Inspection Report (EPA Form 3650-3) and the appropriate inspection tracking data will be entered by the Regions in PCS. CEIs performed by the Corps will not be counted against the Regions CEI commitment.

PPA 7. In FY 80 we will make a significant increase in the number of compliance sampling inspections using biomonitoring to screen for toxic substances in the discharges from permittees in the primary industrial classifications. The objectives of the boimonitoring program are to:

1. Identify those permittees who may be meeting BPT or secondary treatment effluent limitations but whose level of treatment is not sufficient to ensure the biological integrity of the receiving waters.

2. Identify those permittees who may have potential toxicants in their discharge (s) that have not been identified in their permit.

3. Evaluate compliance with permit toxicity limit requirements.

In those instances where biomonitoring reveals the presence of toxic substances not addressed in the issued permit, the permittee may be required through the 308 process to chemically and/or physically characterize the composition of the discharge to identify and quantify the toxic substances or substances.

All Agency compliance sampling inspections using acute toxicity bioassay techniques for determining permit compliance and/or toxicity levels must do so in strict adherence with the methods and materials described in "Methods for Measuring the Acute Toxicity of Effluents to Aquatic Organisms" (EPA-600/4-78-012; Revised July 1978). Identification of the inspection as a biomonitoring inspection should be made by placing the letter B in the inspection type box (#18) located at the top of page 1 of Form 3560-3.

In the near future, the above referenced technical manual will become an appendix of a larger Agency biomonitoring manual. Once published, this manual will become the Agency's official NPDES Biomonitoring Compliance Evaluation Manual. The manual is expected to be completed by September 1979.

PPA 8. Compliance Sampling Inspections for Toxic Substances

In recognition of the increased laboratory support required for compliance monitoring of permittees with discharges to toxic substances other than heavy metals, phenols and cyanides, we have created a separate PPA for CSIs that require such laboratory support. These inspections have the same overall objectives as a conventional CSI, but are approximately 17% more expensive to perform than an industrial CSI. To identify the inspection as a toxics CSI, place the letter X in the inspection type box (#18), located at the top of page 1 of the compliance Inspection Report Form 3560-3.

PPA 9 + 10. Performance Audit Inspections Conducted by Regions

In FY 80 we will begin a shift in emphasis away from routine compliance monitoring inspections to more specific support of enforcement needs by our inspection resources. This change in emphasis will not effect our basic inspection goal of having each major permittee inspected by EPA at least once during the five-year life of the permit. To accomplish this shift in emphasis within the framework of our basic inspection policy, a third type of compliance inspection will be added to the two types of compliance inspections now performed by the Regions. This third type of compliance inspection, to be known as a "Performance Audit Inspection" (PAI, requires on the average only 37.6% of the resources now utilized for the performance of conventional CSIs. A PAI has as its primary objective the verification of the permittee's self-monitoring program. This does not differ from the primary objective of our other two types of compliance inspections. However, how this objective is achieved differs from the techniques used in a CSI or CEI. In conducting a PAI the inspector(s) will verify the permittee's program by observing the permittee perform all the steps in the self-monitoring process -- from sample collection and flow measurent to laboratory analyses and data workshop and reporting. The procedures developed for PAIs will be equally applicable to verification of both chemical and biological self-monitoring data.

Guidance on the objectives of a PAI and procedures on how a PAI shall be conducted will be forthcoming from Headquarters prior to the beginning of FY 80. For planning purposes, a PAI will require on the average 12 work days or require 5.45 work years to perform 100 PAIs.

PPA 11. DMR Quality Assurance Program

In FY 80 EPA will provide each major permittee with an annual set of performance samples. The series of samples sent the permittees willbe governed by the Effluent limitations contained in the permit, and at a maximum, will contain samples for minerals, demand, suspended solids, metals and nutrients. Permittees will be required to analyze the samples and return the data to the local coordinator (EPA or State) within a fixed time period, generally 30 days. Followup on non-acceptable performance may range from a letter and/or telephone notification, laboratory evaluation, AO issuance, to formal legal action, depending on the cause of the nonacceptable performance.

As one of the stated purposes of a CEI is to "assess the adequacy of the permittee's self-monitoring and reporting program," CEIs will be employed to follow-up on nonacceptable performance by permittees in those cases where a laboratory inspection is necessary. CEIs used for followup on the DMR Quality Assurance program have been set out as a separate PPA. It is anticipated that the initial nonacceptable rate for permittees will be 60% and that 1/3 of the nonacceptable permittee's laboratories will require on-site followup inspections. More specific guidance on the objectives and procedures of the DMR Assurance Program will be forthcoming from Headquarters prior to the beginning of FY 80.

PPA 12. Construction Verification Inspections Conducted by the Corps of Engineers

In FY 80 an Interagency Agreement with the Corps of Engineers will be completed whereby the Corps will perform CEI on major municipal wastewater treatment facilities being financed under the construction grants program. The objective of these CEIs will be to verify construction progress. The Corps will complete a modified version of the Compliance Inspection Report (EPA Form 3560-3) and the appropriate inspection tracking data will be entered by the Regions into PCS through the interface with GICS.

Although CEIs performed by the Corps will not be counted against the Region's CEI commitment, this activity has been designated as a separate PPA to better identify and track the number of CEIs performed by the Corps for this specific purpose. It is anticipated that the Corps will be able to perform approximately one-third of the municipal CEIs now performed by EPA. The resource saving from this activity may now be shifted into performing CEIs from DMR Quality Assurance followup.

PPA 13. Pretreatment Compliance Evaluation Inspections

In FY 80 we will begin a modest program to verify compliance with pretreatment requirements for major contributing industries. Compliance Evaluation Inspections will be used to verify permit pretreatment requirements and completion of the appropriate portions of the standard NPDES Compliance Inspection Report will be required. Identification of the inspection as a pretreatment evaluation should be made by placing the letter P in the inspection type box (#18) located at the top of page 1 of form 3560-3.

PPA 14. Dredge and Fill Compliance Evaluation Inspections

In FY 80 we will conduct a modest number of site visits to verify compliance with section 404 dredge and fill permits. Compliance Evaluation Inspections will be used to verify section 404 permit conditions and completion of the appropriate portions of the standard NPDES Compliance Inspection Report will be required. Identifcation of the inspection as a section 404 dredge and fill evaluation should be made by placing the letter D in the inspection type box (#18) located at the top of page 1 of Form 3560-3.

PPA 15. National State Overview Program

The National State Overview Program has been developed to assure that the States which have been delegated the primary authority for the administration of the NPDES program, exercise their enforcement perogatives in a consistent manner. Under the Act, the Agency has a continuing responsibility to make certain that these State-run programs operate in accordance with National standards. The State Overview program is a fulfillment of the Agency's regulatory responsibiities and insures that the regulated public receives equitable treatment in meeting the requirements of their NPDES permits. The program identifies a number of overview activities which will establish a base level of Agency presence in each State to ascertain whether NPDES requirements are being met. Since the costs associated

with these activities cannot be accurately measured using the Water Quality Enforcement model, a separate State Overview model has been developed for issuance with specific Regional guidance on the administration of a State Overview Program. This guidance will be issued prior to the beginning of FY 80 and require the development of annual State Overview plans which describe Regional overview activities and their associated costs based on the new model.

PLANNED PROGRAM ACCOMPLISHMENTS

1. Number of pre-enforcement evaluations of self-monitoring reports.

2. Number of technical enforcement evaluations of self-monitoring reports.

3. Number of compliance sampling inspections of major municipal permittees. (commitment - quarterly)

4. Number of compliance sampling inspections of major nonmunicipal permittees. (commitment - quarterly)

5. Number of compliance evaluation inspections of major nonmunicipal permittees. (commitment - quarterly)

6. Number of compliance evaluation inspections of major nonmunicipal permittees. (commitment - quarterly)

7. Number of compliance sampling inspections conducted using biomonitoring screening for toxic substances. (commitment - quarterly)

8. Number of compliance sampling inspections for toxic substances. (commitment-quarterly)

9. Number of performance audit inspections of major municipal permittees. (commitment-quarterly)

10. Number of performance audit inspections of major nonmunicipal permittees. (commitment - quarterly)

11. Number of compliance evaluation inspections conducted for DMR QA followup. (commitment - quarterly)

12. Number of municipal construction evaluation inspections performed by the Corps of Engineers. (commitment - semi-annual)

13. Number of compliance evaluation inspections for pretreatment conducted. (commitment - semi-annual)

14. Number of compliance evaluation inspections conducted to monitor compliance with major dredge and fill permits. (commitment - semi-annual)

15. Number of NPDES AOs and NOVs issued.

16. Number of municipal NPDES cases referred to Headquarters. (commitment quarterly)

17. Number of nonmunicipal NPDES cases referred to Headquarters. (commitment - quarterly)

18. Number of SPCC (no plan) actions initiated by the Regions. (commitment - quarterly)

19. Number of Ocean Dumping actions initiated by the Regions. (commitment - quarterly)

20. Number of oil spill violations referred to the CG and U.S. Attorney. (commitment - quarterly)

21. Number of hazardous substance violation referrals to Headquarters. (commitment - quarterly)

22. Number of section 404 enforcement actions taken by the Regions. (commitment - quarterly)

23. Number of Quarterly Noncompliance Reports prepared.

24. Number of audit and/or overview of State NPDES program conducted. (commitment - quarterly)

25. Number of pretreatment AOs and NOVs issued. (commitment - quarterly)

26. Number of pretreatment referrals to Headquarters. (commitment - quarterly)

27. Number of Regional referrals of noncomplying Federal facilities. (commitment - quarterly)

28. Average amount of time (days) it will take the Region to respond to major NPDES permit violations. (commitment - quarterly)

29. Number of major municipal permittees not in compliance with schedule requirements. (commitment - quarterly)

30. Number of major municipal permittees not in compliance with effluent requirements. (commitment - quarterly)

31. Number of major nonmunicipal permittees not in compliance with schedule requirements. (commitment - quarterly)

32. Number of major nonmunicipal permittees not in compliance with effluent requirements. (commitment - quarterly)

B306 - Permit Issuance

1. Number of major permits in "primary industries" reissued or extended.

2. Number of major permits in "primary industries" reissued by BAT guidelines.

3. Number of major permits in "secondary industries" reissued.

4. Number of major permits in "secondary industries" reissued by best engineering judgement (no BAT guidelines)

5. Number of major funded POTW permits issued or reissued, (not 301(i) modifications)

6. Number of ajudicatory hearings for major industrial and municipal permits initiated in previous FY, denied, conducted and/or settled

7. Number of ajudicatory hearings for major industrial and municipal permits initiated in current FY, denied, and/or settled.

8. Number of dredge and fill materials discharge permits reviewed.

9. Number of new source permits based on NSPS issued

10. Number of expiring major municipal permits modified to incorporate compliance schedule time extensions pursuant to section 301(i)

11. Number of municipal POTW pretreatment programs to be developed and approved.

12. Number of major municipal (POTW) dischargers that must have a permit.

13. Number of major industrial permits issued and in effect (not expired).

14. Number of major municipal permits issued and in effect (not expired).

15. Number of major primary industrial dischargers that must have a permit.

16. Number of major secondary industrial dischargers that must have a permit.

17. Number of major Federal facility permits issued and in effect (not expired.)

1980/1981 DRINKING WATER MEDIA GUIDANCE

DRINKING WATER

MEDIA OVERVIEW

The goal of the drinking water program is to protect the public health by assuring the safety of the drinking water.

Assuring the safety of drinking water is primarily the responsibility of State and local governments. However, Congress has determined that the Federal Government should share in this responsibility by assisting, reinforcing, and setting standards for State and local efforts.

The Safe Drinking Water Act requires (1) primary health related drinking water regulations requisite to protect the public health, (2) public water systems supervision programs (PWS) to assure compliance with the regulations, (3) underground injection control programs (UIC) to protect underground sources of drinking water, and (4) the provision of emergency assistance. The Act envisioned that the States would have primary enforcement responsibility for both the PWS and UIC programs. Moreover, the Act is designed to encourage voluntary compliance with the regulations.

The program activities will focus on implementation of the primary drinking water regulations in non-primacy States and on Indian lands, assistance on the implementation of the trihalomethane and synthetic organics regulations; maintaining a strong management program in primacy States to assure primacy implementation; continuing efforts to encourage non-primacy States to assume primacy; emergency assistance; financial assistance to States; research, development and implementation of additional regulations to control other contaminants in drinking water; implementation of a program to protect underground sources of drinking water; the initiation of enforcement actions to ensure compliance and implementation of State/EPA agreements.

Activities within each major area involve at least two of the program offices. The assignment of program office responsibilities is based on program expertise. In general, the Office of Drinking Water and its Regional counterparts will be responsible for the program activities involving on-going communications with the public, the water systems, injection facility operators, and the States. The responsi-

bilities also include laboratory certification, technical assistance and evaluations, standards development, technical expertise in regard to variance and exemption applications and other legal action, data handling and evaluation, UIC primacy application review, technical evaluation of permit applications, and sole source petitions reviews.

Drinking Water Enforcement positions in Headquarters will be devoted to the following activities: permitting and enforcement guidance for the UIC program; coordination; budget and administrative efforts; legal strategies for regional and State overview programs, including guidance on compliance monitoring and inspection; enforcement and legal assistance for regional PWS programs; and legal support for actions initiated in response to emergency situations.

Regional Drinking Water Enforcement staff will participate with Drinking Water program offices in legal aspects of issuing variances and exemptions by assisting in developing compliance schedules and interim reporting and monitoring requirements to be included in variances and exemptions to be approved by the Regional Administrator (unless otherwise delegated); providing legal and administrative support in initiating formal enforcement actions; working with ODW to ensure enforceability of compliance actions or other requirements imposed on public water systems; issuing UIC permits to facilities disposing of wastes underground; investigating and initiating civil and criminal actions for violations of the UIC regulations; and providing technical and legal support in legal actions initiated in response to emergency situations.

The Research program will relate to: (1) causes, diagnoses, and prevention of diseases and other impairments in man resulting directly or indirectly from contaminants found in drinking water; (2) the treatment and control of those contaminants; and (3) the provision of dependable, economical, and safe supplies of water, including the protection of underground sources of drinking water. Research will also be conducted to develop and implement quality assurance procedures and protocols for water supply laboratories to assure that laboratory analytical data are accurate and valid.

Planning Assumptions

The planning and operating guidance for FY 1980 is based upon the following assumptions. For consistency purposes, the Regions are requested to adopt similar assumptions in preparing their submissions.

- o Currently proposed organic regulations will be promulgated in Summer, 1979.
- o Revised drinking water regulations will be proposed in early FY 1980.
- o UIC regulations will promulgated by January, 1980.
- o By FY 1981, all 57 States will be listed as requiring underground injection control programs. They will then become eligible for grants. The following list shows for each year, the number of States first becoming eligible in that year:

  - FY 1979 - 23
  - FY 1980 - 18
  - FY 1981 - 16

- o Consolidated permit regulations will be in effect in FY 1980.
- o EPA itself will utilize the grant allocation for underground water source protection of listed States that (1) do not apply for grants or (2) indicate that they will not assume primacy for the UIC program.
- o Sole/principal Source Aquifer (1424(e)) regulations will be promulgated in Spring, 1979.
- o In FY 1980, EPA will implement public water systems supervision programs in 12 States: Indiana, Pennsylvania, Oregon, District of Columbia, South Dakota, Utah Wyoming, Illinois, Vermont, North Carolina, American Samoa, and Northern Marianas.
- o A legislative amendment extending the compliance schedule for exemptions will be adopted.

These assumptions represent the best projections based upon information available to Headquarters at this time. There undoubtedly will be changes; however, for consistency these assumptions should be reflected in Regional operating plans.

Media Priorities

The media priorities for FY 1980 and FY 1981 provide general guidance reflecting the National Program Managers' high priority items. These priorities may differ from one Region to another depending upon each Region's particular situation. Regions maintain the flexibility to pursue priorities which satisfy the needs of their unique situations.

o Priority 1 activities are:

- to establish maximum contaminant levels and/or treatment techniques to assure the safety of drinking water.
- to implement the organics regulations.
- to initiate enforcement actions and respond to emergency situations involving substantial threats to public health.
- to take enforcement actions, as necessary, in non-primacy States.
- to maintain a strong management program in primacy States including overview of State enforcement activities and grants administration.
- to develop a coordinated ground-water policy and strategy by the third quarter of FY 80.
- to encourage State assumption of primacy for PWS and UIC programs.
- to implement and enforce a program for assuring compliance with the primary drinking water regulations in non-primacy States and on Indian lands.
- to conduct research into the health effects and treatment of trace organics and investigate alternative disinfectant techniques.
- to maximize program effectiveness and integration through the consolidated permits program, the State/EPA agreements, etc.
- to complete the assessment of surface impoundments.

o Priority 2 activities are:

- to protect designated sole source aquifers.
- to develop UIC implementation plans where necessary.
- to investigate the relationship of inorganic contaminants and asbestos fibers on health.
- to provide technical and legal assistance for enforcement actions in primacy States.
- to increase public awareness and public participation.

o Priority 3 activities are:

- to develop a coordinated ground-water research program.
- to conduct research on direct and indirect additives.
- to conduct studies on home water treatment devices.
- to initiate enforcement actions in primacy States, as appropriate, where a State is unable to or fails to do so.

HEADQUARTERS PLANS

Abatement and Control

Headquarters Plans and Priorities -- The Headquarters plans and priorities (which involve Regional and State involvement) for FY 1980/1981 focus on the protection of the public health through the establishment of drinking water standards that assure the safety of the drinking water, protection of underground sources of drinking water and management of State delegations and EPA's continued implementation of the public water systems supervision and underground injection control programs.

FY 1980 planned activities fall into the following three priority levels:

o Priority 1 activities include:

- Development of drinking water regulations which address pathogens and radiological contaminants; establishment of maximum contaminant levels for particular organic compounds and proposal of Revised Drinking Water regulations for inorganic contaminants.
- Management of the implementation of the organics standards.
- Conduct of economic analyses in support of regulations development.
- Headquarters coordination with Regions to encourage non-primacy States to assume primacy.
- Analysis of the financial impact of the drinking water program and the subsidy issue.
- National oversight of the implementation of the public water systems supervision program based upon Federal Reporting Data Systems data.

- Promulgation of the underground injection control program regulations.
- Development of a coordinated ground-water policy and implementation strategy with Regional and State participation.
- Development of technical guidance documents relating to implementation of the UIC program.
- Initiation of public awareness and public participation activities for the ground water program.
- Review of primacy applications.
- Issuance of toxicological opinions relating to spills and emergencies.
- ADP in support of regulation changes.
- Guidance on SEAs to implement program integration goals.

o Priority 2 activities include:

- Development of a mandatory laboratory certification program.
- Review of water treatment additives.
- Analytical support relating to spills and emergencies.
- Development of UIC-related training program for Regional and State personnel.
- Analysis of the surface impoundment assessment data.
- Public participation activities related to the public water systems supervision program.
- Guidance on UIC program implementation on Indian lands.

o Priority 3 activities include:

- Development of drinking water criteria applicable to land treatment, hazardous waste, etc.
- Development of a policy relating to home water treatment devices.
- Recommendations based upon the Rural Water Survey.
- ADP system enhancements.

FY 1981 projected activities and priorities will include in addition to the continuing FY 1980 activities: (1) promulgation of new bacterial standards, (2) promulgation of the Revised Drinking Water Regulations, (3) development of a regulatory strategy to control corrosivity of water in distribution systems, (4) preliminary activities directed at the establishment of wastewater reuse criteria, (5) a major new initiative for regulating drinking water additives through use of TSCA authorities. These activities will primarily be included as Priority 1 activities, subject to resource constraints.

Changes (FY 1980) -- EPA intends to list all 57 States as requiring underground injection control programs by FY 1981. By FY 1980, a total of 41 States will be listed (the original assumption was based upon 22 States being listed).

Alternatives for carrying out the program -- In non-primacy States, the use of contractors/grantees to implement operational activities such as conducting inventories, sanitary surveys, data processing should be considered. Resources for these contracts/grants are available in the FY 80 budget. The feasibility of using term employees to implement EPA enforcement responsibilities in non-primacy States which will eventually assume primacy may be investigated.

Modification of PWS grant regulations to allow use of grant funds in non-primacy States will be considered.

Enforcement

Priority 1

The Drinking Water Enforcement program's first priority for FY 80 will be response to emergency situations involving substantial threats to public health.

- Headquarters will provide any assistance required by the Regions for preparation of enforcement cases initiated in response to emergency situations involving substantial threats to public health.

Priority 2

Plans will include preparation of guidance necessary to conduct programs required under the Safe Drinking Water Act.

- o Develop an enforcement manual to address how and when enforcement actions should be taken where non-compliance with Public Water System requirements has been identified. (Estimated distribution date for final document: 2nd quarter, FY 80)
- o Develop guidance for implementation of an Underground Injection Control Enforcement Program to control underground injections, including toxic substances (Estimated distribution of final document: 3rd quarter, FY 80).
- o Develop guidance for issuing Notices of Violation (Estimated final distribution: 1st quarter, FY 80).
- o Develop compliance assurance guidance covering compliance monitoring and inspection activities for the Public Water System Program (Estimated final distribution: 3rd quarter, FY 80).
- o Develop guidance for Regions overviewing State Underground Injection Control Programs, addressing enforcement actions and assessing adequacy of control of underground injection of toxic substances (Estimated final distribution: 4th quarter, FY 80).

Priority 3

Headquarter will overview enforcement actions and assist where necessary to assure compliance with requirements of the Act.

- o Review all referrals to the Department of Justice and provide legal assistance to the Regions in the preparation of major enforcement actions concerning violations of National Interim Primary Drinking Water Regulations, including organics.

FY 81 - Plans and Priorities

Priority 1

The first priority for FY 81 will continue to be response to emergency situations involving substantial threats to public health.

- o Headquarters will provide legal and technical support, as requested, to Regions initiating enforcement actions in response to emergency situations.

Priority 2

As a second priority, Headquarters will prepare guidance for conducting those programs required under the Safe Drinking Water Act.

- o Develop guidance on enforcement actions covering non-compliance with variances and exemptions, including non-compliance with the January 1, 1981 Interim Primary Drinking Water Standards deadline (Estimated final distribution: 1st quarter, FY 81).
- o Develop guidance covering compliance monitoring and inspection procedures for a UIC enforcement program (Estimated final distribution: 2nd quarter, FY 81).

Priority 3

As a third priority, Headquarters will overview enforcement actions and assist where necessary to assure compliance with requirements of the Act.

- o Review all referrals to DOJ and provide legal assistance to the Regions in the preparation of major enforcement actions concerning violations of National Interim Primary Drinking Water Regulations, including organics.

FY 80 - Changes

More attention will focus on assessing the adequacy of State Public Water System Enforcement Program. Initial effort will also be directed in FY 80 to phasing in the Revised Primary Drinking Water Standards.

FY 81 - Changes

Attention will focus in FY 81 on compliance with Interim Primary Drinking Water Standards and on enforcement actions necessary to assure compliance. EPA will also begin to assess State Underground Injection Control Enforcement Programs for adequacy.

Research and Development

The Safe Drinking Water Act is reasonably specific in setting forth the Agency's responsibilities, so it has been possible to develop a drinking water strategy with a "step-by-step" schedule of future activities. One major element of this strategy is to conduct research to improve the scientific and technical basis for Primary and Secondary Drinking Water Regulations (especially regulations based on Maximum Contaminant Levels -- MCL's), and regulations to protect the quality of ground water. The issues have been reviewed by a non-government advisory committee formed to update the 1962 U.S. Public Health Service Drinking Water Standards, an ad hoc group of the Agency's Science Advisory Board, the National Drinking Water Advisory Council and by the Drinking Water Research Committee during its deliberations on FY 80 research activities. These groups and others from within the Agency's Operating and Research Offices determined that research was necessary to help answer the following basic questions:

1. What substances occur in drinking water supplies at a sufficient number of locations to warrant regulation?

2. What are the effects of these substances on human health?

3. What analytical procedures should be used to monitor water to assure that the Revised Primary Drinking Water Regulations are met?

4. Because some of these substances are formed during transport, storage, treatment and distribution, what changes in treatment practices would be appropriate to minimize the formation of these compounds in water delivered at the consumer's tap?

5. What treatment technology must be applied to reduce contaminant levels to the concentrations specified in the Regulations?

The Agency has decided to focus on these broad questions in order to develop a defensible basis for standards. These same questions apply to wastewater when it is being considered as a water source for drinking. Underlying this research is a quality assurance effort that also plays an important role in the certification of non-EPA laboratories and, generally, in assuring the reliability and accuracy of laboratory analyses of drinking water samples.

The setting of research priorities has resulted primarily from the interpretations by the Office of Drinking Water and the Drinking Water Research Committee of the regulatory requirements set forth in the Safe Drinking Water Act in light of the target dates specified in that Act. These groups have given full consideration to the gaps in existing information and to the principal problems referred to them for action by the Regions, the National Drinking Water Advisory Council, and the National Academy of Sciences. The research staff, however, plays a major role in setting priorities due to their insight (derived from experience) regarding the general feasibility of broad classes of analytical measurements, the time it takes to conduct health effects and engineering experiments, and the cost of generating additional research data.

These deliberations resulted in a balanced research program that includes studies of short- and long-range health effects studies, as well as efforts to improve analytic methods and treatment techniques. Approximately 45 percent of the budget will go to health effects projects (many of which are conducted jointly with the Department of Health, Education and Welfare), 40 percent to the development of treamtment technology, 6.5 percent to improvement of analytical methods, and 8.5 percent to groundwater concerns. These allocations may change as a result of the Drinking Water Research Committee's deliberations for FY 81.

Trace organics are still the least understood and most troublesome drinking water contaminants, so approximately 43 percent of the funds are directed toward that problem. Research into trace organics will examine their health effects, and will also focus on development of appropriate monitoring and treatment technology. The second highest priority

is the impact of inorganic contaminants, particularly asbestos fibers, on health, so a large effort will be made in this area, too. We will also closely examine the implications of the difference in the incidence of cardiovascular disease between those consumers drinking soft water and those drinking hard water. Determining the incidence and effects of microbial contamination as well as developing appropriate monitoring and treatment technology for such contaminants will remain a relatively high public health priority because outbreaks of water-borne disease still occur in the United States, especially in poorly operated distribution systems. We will also study the causes of corrosion in distribution systems and possible methods for controlling it, and we will give greater attention to the development of cost-effective treatment techniques for removing contaminants from small water supplies.

The various elements of the program have been arrayed in priority order for FY 80/81.

In the short term, our highest priority will be technology development and assuring the quality of analytical methods now in use. In the long term, emphasis will be placed on health effects, development of improved analytical methods, and ground-water research.

The research strategy has been designed to develop information from which EPA can determine if there is a need to regulate additional drinking water contaminants. Furthermore, if regulations are deemed appropriate, our research information can help establish the levels at which standards should be set. Our drinking water research data will also be used by EPA's Office of Drinking Water to evaluate institutional solutions to some drinking water problems. Some of the pertinent areas are regionalized water supply systems to serve the small scale user, aid to states regarding the economics of water supply, and the management of water supply systems.

Better Methods to Identify and Quantify Contaminants -- In the absence of reliable contaminant measurement and monitoring methods, it will be impossible to provide scientifically valid and legally defensible data to support and enforce the regulations issued

under the authority of the Safe Drinking Water Act. Consequently, primary emphasis will be placed on continuing our quality assurance program in EPA, state, local, and contract laboratories.

Objectives	Major Research
Priority 1	
- Continuing quality assurance functions	- Quality assurance program to support monitoring requirements for Safe Drinking Water Act performance evaluations, etc.
- Analytical methods for organics	- Analytical methods for nonpurgeable organics.
- Surrogate methods for measurement of classes of organics	- Surrogate methods for measurement of volatile organic compounds.
Priority 2	
- Analytical methods for microbial contaminants	- Methods to determine presence of cysts and viruses.
	- Radiometric methods for detection of sanitary indicator microorganisms in treated water.
	- Analysis of ATP (adenosine triphosphate) methods for monitoring bacterial levels.

Priority 3

- Multielement analytical techniques	- Comparison of several methods of multielement analysis, i.e., optical emission spectrometry with an inductively coupled plasma source and x-ray fluorescence.

Better Treatment Technology for Drinking Water -- The lack of unequivocal health effects data related to organic contaminants in drinking water does not relieve EPA of responsibility for developing appropriate treatment methods when reasonable doubt about health effects exists and monitoring is not practical. The development of treatment processes to control organic compounds will be the first priority in the area of treatment technology. Organic contaminants selected for study will be identified in surveys that quantify the prevalence of the compounds and identify available health effects data. Treatment processes will then be developed through bench and pilot-scale studies and will be studied in field evaluations. We will attempt to adopt some processes now used in larger treatment systems for use in the smaller systems. In doing so, our objectives will be to keep the technology simple enough so that the training required for operators will be minimal.

The two immediate needs in the inorganics area are: to develop treatment processes that will enable small systems to meet regulations economically, and to evaluate treatment processes for removal of asbestiforms. A further objective will be the development of treatment processes to control other inorganic compounds in small systems, with primary emphasis on the more troublesome inorganics such as nitrates, arsenic, fluorides, and selenium.

The major thrust in the area of treatment technology to reduce microbial contaminants will be the evaluation of alternative disinfection methods with emphasis on (1) small systems and (2) preventing the deterioration of water quality in distribution systems.

Objectives	Major Research
Priority 1	
- Processes for organics control including alternative disinfection technology	- Field studies involving carbon adsorption methods for organics control.
Priority 2	
- Processes for inorganics control with emphasis on small systems	- Bench-scale studies of techniques for controlling fluoride, arsenic, nitrates and selenium.
	- Field studies to evaluate full scale operations of promising inorganics control methods that were successful at bench scale.
	- Field studies to evaluate processes for removing asbestiforms.
	- Special studies to provide treatment methods for small systems, e.g., reverse osmosis, ion exchange, activated alumina.

Priority 3

- Microbial control technology
- Virus and parasite removal.
- Identification of factors affecting growth of micro-organisms in distribution systems.
- Development and evaluation of alternative indicators of disinfection efficiency.

Health Effects -- As of April 1978, 698 organic compounds had been identified in drinking water within the United States. While important information on incidence, concentrations, and health effects still needs to be developed, a number of these compounds are already strongly suspected to be detrimental to health. Therefore, we will first attempt to assess the health effects of certain of these organic compounds. The focus of this health effect research will be on potential carcinogenicity. Because there is such a large number of compounds, our research will follow two distinct avenues of investigation. First, we will examine those compounds which have already been identified as potential human health hazards. Our second avenue of investigations will focus on various groupings of compounds selected on the basis of their high observed concentrations and high frequency of occurrence, in conjunction with preliminary determinations of significant hazard based either on available data or on short-term bioassays.

Considerable attention has been given to the relationship between the presence of inorganic compounds in drinking water and cardiovascular disease. The National Academy of Sciences predicted a possible 15% reduction in heart disease mortality by manipulation of the hardness of the nation's water supplies but

stressed that the specific alterations that would be appropriate have yet to be determined. The Council on Environmental Quality has also published information that suggests a correlation between water softness and heart disease. As with organics, we will continue to develop health effects information on these various inorganic compounds.

Objectives	Major Research
Priority 1	
- Health effects of organic compounds and alternative disinfection techniques	- Concentration and chemical characterizations of organic compounds from tap water in five cities.
	- Selection and evaluation of indices of organics significant to health.
	- Association between cancer and exposure to drinking water contaminants.
	- Selection of organic parameters which can be used for standard setting.
	- Toxicological and epidemiological studies to validate the health signifigance of organic parameters.
	- Health impacts of the use of alternative disinfection techniques.

Priority 2

- Health effects of inorganic compounds	- Health effects of arsenic. - Neurochemical effects of lead. - Carcinogenic potential of nitrate. - Health effects of asbestiforms. - Inorganics and cardiovascular disease.
- Health effects of additives used in treatment and distribution of drinking water	- Assistance in developing protocols and implementing the program.

Priority 3

- Protect drinking water from microbial contamination	- Annual review of waterborne disease outbreaks. - Characterization of the etiological agents of viral gastroenteritis and giardiasis.

Scientific Basis for Protecting Ground Water Quality -- A primary objective of the program is to identify major problems in the protection of ground water and to provide the appropriate assessment methods to States and communities. A corollary objective is to develop scientific and engineering guidelines on which we can base source control criteria. Work on assessment

methods will include development of biological and chemical indicators of ground-water pollution, methods to detect pressure increases resulting from well injections, and protocols for determining, in any given locality, the probable impact of specified activities with known pollution potential.

Objectives	Major Research
Priority 1	
- Assessment methods for monitoring the transport and transformation of ground water contaminants	- Biological and chemical indicators of ground-water pollution.
	- Pressure increases resulting from well injections.
	- Transport and transformation of hazardous materials.
Priority 2	
- Establish scientific basis for controlling various classes of pollutant sources	- Petroleum exploration and development.
	- Land application of waste.
	- Artificial recharge.
	- Agricultural practices.
Priority 3	
- Identification of major ground-water pollution problems	- Extension of State-specific studies from the current 34 States to 50 States.

Changes Anticipated - FY 80/81

- The ORD public health initiative for FY 80 includes an increase of nearly $5 million over the FY 79 level for health research. These resources will be used to intensify our research into the health risks posed by organic, inorganic, and microbial contaminants. A strong emphasis will be placed on organic compounds and their carcinogenic potential. ORD will initiate the development of an investigative strategy which will help address systematically the numerous organic compounds that have been identified as being of potential concern. Emphasis on the public health initiative will continue in FY 81.

- In FY 80 and 81, we will emphasize field evaluations of modular treatment methods for control of organics. Information from these field evaluations will be used to guide regulation development and implementation.

- In accordance with a congressional mandate, ORD expanded research into the reuse of wastewater for potable purposes by $8 million in FY 1979. $1 million for the reuse program is in the FY 80 research budget for drinking water. ORD plans to budget the $1 million for FY 81 within the research budget for water quality.

REGIONAL PLANS

Abatement and Control

Regional Priorities for the Ground Water Protection Program -- The Regional priorities for the ground water protection program center on the implementation of the underground injection control regulations, implementation of State/EPA agreements which encourage program integration and completion of the surface impoundment assessment and protection of sole/principal sources of drinking water. The FY 1980 planned activities fall into the following three priority levels:

- Priority 1 activities are:
  - Emergency response to ground-water contamination incidents.
  - Administration of the underground water source protection grants.
  - Providing technical assistance to States to assume primary enforcement responsibility by assisting in the review of existing legislation and regulations, revising current State programs, etc.
  - Continuing oversight of grantees and contractors conducting the Surface Impoundment Assessment (SIA) program.
  - Implement State/EPA agreements through program integration with RCRA, 208, Environmental Impact Statements and NPDES programs.
- Priority 2 activities are:
  - Processing petitions and project reviews and preparing Memoranda of Understanding (MOUs) regarding Section 1424(e) - sole source aquifer actions.
  - Initiating UIC activities in non-primacy States and Indian lands such as inventories for Class IV wells, aquifer mapping, inventories and assessments for injection wells and negotiating interagency agreements regarding program implementation on Indian lands.

- Promoting public participation in the UIC program and public awareness of statutory and regulatory requirements.

o Priority 3 activity is:

- Implementing data handling and storage procedures to process inventory data.

Regional Priorities for the Public Water Systems Supervision Program -- The Regional priorities focus on implementation of the Interim Primary Drinking Water Regulations including the organics regulations, management of the State delegation and implementing State/EPA agreeements. The FY 1980 planned activities fall into the following three priority levels:

o Priority 1

Maintain and enforce a program for assuring compliance with the National Primary Drinking Water Regulations (NPDWR) in non-primacy States, Indian lands and over interstate carriers.

- Conduct sanitary surveys of high priority systems impacting public health.
- Implement Interagency Agreements (IAGs) with the Indian Health Service (IHS).
- Conduct public hearings on exemption compliance schedules for community systems.
- Coordinate with the Enforcement Division.
- Issue and follow-up on violation notifications.
- Implement non-community systems strategy plan.
- Manage the laboratory certification program.
- Maintain data management system.
- Provide training and public education.

Provide emergency assistance after spills and ground-water contamination and situations involving imminent and subtantial health endangerment to public water supplies and underground water supplies.

- Supply technical assistance as needed.

Administer grants to States to implement and maintain their public water system program.

- Award grants in timely manner.
- Conduct mid-year review of program plans.

- Provide data for national grant program.

Develop a strong oversight program for primacy States to assure maintenance of primacy.

- Continue quality assurance for certified laboratories.
- Perform State-by-State management review and information exchange (evaluation).

Emphasize State/EPA Agreements with respect to 201, 208, and National Pollutant Discharge Elimination System (NPDES) coordination.

- Encourage States to assume primacy.

o Priority 2

Provide technical assistance to the States in the implementation of the organics regulation.

- Implement monitoring of trihalomethane (THM) in cities over 10,000 (assuming the regulation promulgated is the same as that proposed).
- Participate in training and public awareness forums in both primacy and non-primacy States.
- Assist States in revising regulations.

Provide technical assistance for synthetic organics and the processing of variances and exemptions to the organic regulations (as promulgated).

- Participate in training and public awareness forums in both primacy and non-primacy States on monitoring and health effects of Granular Activated Carbon (GAC) regulations.
- Assist States in processing variances and exemptions.
- Assist States in revising regulations.
- Review approach for GAC facilities.
- Provide analytical assistance/lab certification.
- Coordinate with Enforcement Division.

o Priority 3

Coordinate the public water system program with other environmental programs.

Enforcement

Priority 1

- o Initiate enforcement actions in response to emergency situations involving substantial threats to public health.
- o Take enforcement actions, as necessary, in non-primacy States.
- o Maintain overview of State enforcement activities.
- o Respond to emergency actions involving imminent and substantial endangerment to health.

Priority 2

- o Provide technical and legal assistance for enforcement actions in primacy States.
- o Develop a UIC enforcement program in the Regional office where designated States will not assume primary enforcement responsibility.
- o Enforce the health related Primary Drinking Water Regulations including significant violations of MCLs, reporting requirements, and public notification requirements. (Some actions will be continuation of actions initiated in FY 79.)
- o Provide enforcement assistance to States having primary enforcement responsibility but which have requested EPA assistance in initiating enforcement action against violators of health-related primary drinking water regulations.

Priority 3

- o Initiate enforcement actions in primacy States where a State is unable to or fails to do so.
- o Begin implementing a management information system designed to track compliance monitoring inspection and enforcement information.
- o Overview State issued variances and exemptions and State initiated enforcement actions.

- Work with designated UIC States on development of a State ground water protection program including an Underground Injection Control (UIC) permit and enforcement program.
- Issue Notices of Violation and initiate appropriate follow up action in primacy States that have not adequately enforced the SDWA.

1980/1981 SOLID WASTE MEDIA GUIDANCE

SOLID WASTE

MEDIA OVERVIEW

The Solid Waste Media is concerned with the national management of three Resource Conservation and Recovery Act (RCRA) programs: the Subtitle C (hazardous waste) program; the Subtitle D program for the management of wastes not classified as hazardous; and the Technical Assistance Panels program, designed to support the two foregoing efforts by providing implementation assistance.

Media Priorities

The first priority of the Solid Waste Media is the national management of the hazardous waste program. All Subtitle C regulations are expected to be promulgated by December 31, 1979, and to become effective in July 1980. The major hazardous waste activities of the Solid Waste Media are responding to emergencies (highest priority), issuing guidance for implementing the regulations, assisting in the defense of the regulations against court challenges, authorizing and overseeing State programs, conducting Federal enforcement activities, and identifying, evaluating and enforcing against facilities which may pose imminent hazards (to be referred to as problem sites).

The second priority is the national management of the Subtitle D program. In 1980, high priority activities will include management of the land disposal site inventory, State program development and management of grants under the President's Urban Policy program.

The third priority is the Technical Assistance Panels program.

Planning Assumptions

The Solid Waste Guidance for 1980 is based upon the 1980 President's Budget. This budget does not include adequate resources to handle the priority activities listed earlier. There are substantial resource shortages in many areas, but particularly for identifying, evaluating and enforcing against abandoned or problem hazardous waste sites. There are, however, several uncertainties regarding resources for handling abandoned or problem sites that could significantly alter this Guidance. This section will describe the assumptions used within the limits of the 1980 President's budget, and will also describe in some detail the uncertainties that exist regarding resources for solid waste in FY 1980.

Base Level Assumptions

o Schedule of Regulations:

Section of RCRA	Promulgation Date
3001, 3002, 3003, 3004	12/31/79
3005, 3006	10/31/79
4004 and 1008(a)(3)	07/31/79
1008(a)(1)	01/31/80
4002(b)	06/30/79
405 (Clean Water Act)	08/31/80

0 FY 1980 Grant Levels:

Hazardous waste - $18,600,000

Solid waste - $10,000,000

Urban Policy program - $13,950,000

(See Table 1 for State allocations)

0 Subtitle D grant funding:

- Declining at a rate of $2 million per year for 5 years
- To fund high priority activities only (inventory, State regulatory program, State plan development)
- No pass-through unless clearly supporting high priority activities

0 Permitting function will be split in all budget documents (irrespective of Regional organization)

- Abatement and Control will handle technical reviews
- Enforcement will handle administrative processing and compliance monitoring

FY 1980 State Grant Allocations

	Subtitle C	Subtitle D
ALABAMA	362,328	159,100
ALASKA	160,146	50,000
ARIZONA	235,848	81,800
ARKANSAS	125,736	88,800
CALIFORNIA	1,472,562	921,300
COLORADO	188,604	102,000
CONNECTICUT	222,084	140,000
DELAWARE	93,000	50,000
DISTRICT OF COLUMBIA	93,000	50,000
FLORIDA	433,414	313,600
GEORGIA	316,944	212,000
HAWAII	93,000	50,000
IDAHO	103,044	50,000
ILLINOIS	870,108	513,400
INDIANA	572,880	239,900
IOWA	173,724	130,500
KANSAS	164,610	103,800
KENTUCKY	322,524	148,700
LOUISIANA	610,080	167,700
MAINE	93,000	50,000
MARYLAND	253,890	181,200
MASSACHUSETTS	395,994	262,800
MICHIGAN	761,856	410,000
MINNESOTA	223,386	175,800
MISSISSIPPI	127,224	102,400
MISSOURI	290,160	216,000
MONTANA	106,764	50,000
NEBRASKA	93,186	68,500
NEVADA	93,000	50,000
NEW HAMPSHIRE	93,000	50,000
NEW JERSEY	553,722	331,100
NEW MEXICO	93,000	50,000
NEW YORK	1,043,088	842,400
NORTH CAROLINA	365,118	234,700
NORTH DAKOTA	93,000	50,000
OHIO	1,015,188	492,000
OKLAHOMA	172,794	118,200
OREGON	245,334	96,600
PENNSYLVANIA	1,014,816	544,900
RHODE ISLAND	121,272	50,000
SOUTH CAROLINA	272,862	119,700
SOUTH DAKOTA	93,000	50,000
TENNESSEE	478,020	181,200
TEXAS	1,855,722	517,200
UTAH	119,040	50,000
VERMONT	93,000	50,000
VIRGINIA	237,150	214,700
WASHINGTON	271,932	157,500
WEST VIRGINIA	343,542	80,600
WISCONSIN	353,028	204,100
WYOMING	93,000	50,000
AMERICAN SAMOA	93,000	50,000
GUAM	93,000	50,000
PUERTO RICO	105,276	125,300
NORTHERN MARIANAS	93,000	50,000
VIRGIN ISLANDS	93,000	50,000
TOTAL	18,600,000	10,000,000

	C	D
REGION I	1,018,350	602,800
REGION II	1,795,086	1,348,800
REGION III	2,035,398	1,121,400
REGION IV	2,728,434	1,471,400
REGION V	3,796,446	2,035,200
REGION VI	2,857,332	941,900
REGION VII	721,680	518,800
REGION VIII	693,408	352,000
REGION IX	2,173,410	1,253,600
REGION X	780,456	354,100
TOTAL	18,600,000	10,000,000

- 0 Penalty policies, enforcement strategies and implementation plans will be prepared during FY 1980

- 0 No specific funding is provided in 1980 President's budget for the discovery and evaluation of abandoned and problem hazardous waste sites

1979 Reprogramming -- Although no specific funds have been provided in either the 1979 or 1980 budget for the discovery, evaluation and enforcement activities associated with abandoned hazardous waste sites, considerable activity of this type is presently ongoing. It has been estimated that approximately 30 workyears of effort are being expended on this activity, utilizing Headquarters and Regional solid waste enforcement, and surveillance and analysis resources. The effort is not spread evenly among the Regions, but appears to be related to the number of problem sites per Region.

Two enforcement cases related to problem or abandoned sites have currently been filed, and eight more are expected within FY 1979. In the next 18 months, it is anticipated that another 12 to 18 cases will be evaluated, and remedied either through voluntary action by the owner or through Federal and/or State actions, including litigation. An increase in resources, estimated at an additional 20 manyears of effort, will likely be expended on this effort. This would bring the total Regional effort on problem abandoned sites to 50 manyears. It appears that even without official recognition of this priority charge, the current reprogrammed resources will continue to function on the abandoned site problem. This implies, however, that resources will be unavailable to implement the regulatory program.

Request for Supplemental Funds -- EPA is requesting supplemental resources of $108.8 million and 113 positions for FY 1980 to undertake an active program of discovering and investigating, as well as responding to emergency actions and conducting enforcement actions concerning abandoned and inactive hazardous waste facilities that present an imminent hazard to public health or the environment.

The proposed program will have five parts: discovery, reconnaissance investigation, full investigation, enforcement and where essential, emergency action. The program will be implemented by the EPA's Regions and, in fact, by the States wherever possible. To accomplish

this, EPA has already established a new institutional structure of national and Regional coordinators and has issued a change in programmatic priorities that will result in the reprogramming of approximately 50 workyears into this program. Also, EPA is preparing to convene a three-day workshop to orient the appointed coordinators and train participating personnel. Although EPA has some experience in acting on abandoned/inactive site incidents, the techniques for investigating cases, protecting the safety of investigating personnel, documenting data and preparing cases are still to be perfected and many of the personnel that will be investigating and bringing enforcement action on abandoned/inactive sites will need additional training and experience.

The discovery of abandoned/inactive sites will basically involve receiving (or otherwise obtaining) and recording leads on suspected sites. Currently there is no formal mechanism for the discovery of problem sites. Most of the known problem sites have been identified through informal communications with States and through citizen complaints. This portion of the program will systematize the documentation of information received from various sources. It will also involve several low-cost efforts to search for undiscovered sites. The discovery component of the program will be institutionalized and carried out throughout the 18 months of the program and thereafter.

The reconnaissance investigation component of the program will involve making a preliminary investigation of those sites identified as suspected problem sites in the discovery phase of the program. Supplemental funds of $1.5 million in FY80 are requested for this work.

The full investigation component of the program involves conducting extensive field investigations, in-depth sampling and analysis, and other related studies on sites identified by the reconnaissance investigation as being potential significant hazards.

It is projected that approximately 300 sites can and should be investigated over the next 18 months. At a cost of 5.5 workyears per site, this workload (930 workyears) would far exceed the current resource capacity of EPA and would even exceed EPA's capacity to hire and train personnel if additional personnel were authorized. Accordingly, it is proposed to use as many as 30 contractors under level-of-effort contracts to supplement State and

Regional resources under case-by-case task orders to conduct full investigations. There are contractors available for such an effort.

It is assumed that 225 sites can be investigated by the States, but with varying amounts of EPA assistance from the above-described contracts. The remaining 75 sites would be fully investigated by EPA also using contractors. It is further assumed that all of this effort would be performed in FY 1980 following discovery and reconnaissance activities in FY 1979. Using these assumptions, the full investigation component of the program will cost $53.2 million. To manage the contractual effort, and provide quality assurance, a limited number of in-house experts, 43 additional positions and $1.7 million will be required. Accordingly, supplemental resources of 43 positions and $54.9 million are requested for FY 1980.

The enforcement component of the program will involve bringing suits to require responsible parties to take corrective actions. This phase encompasses the preparation of legal cases and the additional technical work and investigations necessary to support such cases. It is assumed that following full investigations, the States will assume responsibility for enforcement action through State courts in 50 cases, with varying amounts of EPA assistance, and that EPA will pursue action on 50 cases under Federal authorities. Using workload experience to date in similar enforcement actions, 60 additional personnel and $2.4 million will be required in supplemental funding for FY 1980.

The emergency response component of the program will involve Federal funding of clean-up actions deemed necessary to immediately contain extremely hazardous situations. This will include action such as the removal of drums of chemical wastes from navigable waters and drainages into navigable waters (e.g., Louisville, Kentucky), the segregation and removal of drums of chemicals that pose a fire or explosion threat or which are leaking into the environment, and the temporary containment of subsurface migration of toxic chemicals through the construction of drains or other means (e.g., Love Canal). These actions will not cover permanent remedy. They will be employed where a responsible party is not available or refuses to take the emergency action. Whenever possible, recovery of costs will be sought from available responsible parties. Also, enforcement/injunction actions will be concurrently taken wherever possible.

Of the projected 300 sites that will be fully investigated, it is assumed that 20 sites will require critical emergency response. At an assumed average cost of $2 million, $40 million will be required. It is proposed that 75 percent of these 20 emergency actions can be taken under the response authority of Section 311 of the Clean Water Act and that the remainder will have to be addressed under Section 504 of that Act. Accordingly, $30 million is requested to supplement the Section 311 fund and $10 million is requested to fund the Section 504 authority. Five additional positions are requested to manage these clean-up actions which are very complex and long-term compared to oil and hazardous materials spills.

In addition, it is assumed that at least five sites will require emergency response requiring application of innovative technology. The La Bounty site in Charles City, Iowa, is a good example. To deal with these situations, 5 additional positions and $10 million are requested.

In summary, 10 positions and $50 million are requested for emergency response actions.

Overall, the following supplemental resources are requested for the proposed program:

	FY 1980	
Component	pos	$1,000
Discovery	-	-
Reconnaissance Investigation	-	1,500
Full Investigation	43	54,900
Enforcement	60	2,400
Emergency Response	10	50,000
	113	108,800

It should be noted that this proposed 18 month program is designed to address only a small part (300) of the estimated potential universe of significantly hazardous abandoned/inactive sites. Continuing activity beyond FY 1980, at the same or higher level, is expected.

HEADQUARTERS PLAN

Abatement and Control

In Fiscal Year 1980, the Office of Solid Waste will undertake a new programmatic direction. Most of the major regulations under the Resource Conservation and Recovery Act will be promulgated by January 1980. With the promulgation of these regulations, OSW will move into an implementation phase of its hazardous and non-hazardous waste programs.

The national management of Subtitle C requirements will continue to be the highest priority during FY80 and 81. Major activities will include developing program guidance for implementing the regulations; providing oversight of and assistance to the State delegation program; providing technical support for the litigation expected after the regulations are promulgated; and developing guidance and guidelines for specific industries and special wastes.

FY80 will begin the five-year phase down of Federal financial assistance under Subtitle D of RCRA. The Headquarters program will concentrate on national management of the disposal site inventory; litigation support for promulgated regulations; development of sludge management regulations; and development of guidelines and manuals to assist Regional Offices and the States in their control of non-hazardous wastes.

National management of the technical assistance program, the President's Urban Policy resource recovery program, and evaluations of existing resource recovery technologies will continue as at present.

Plans and Emphasis

- Subtitle C Activities

  OSW will concentrate on promulgating the Subtitle C regulations during the first quarter of FY80. Upon promulgation of the regulations, we expect that a significant number of law suits will be filed. Two areas where significant litigation support will be necessary are: (1) proposals of additional listing and de-listing of hazardous wastes under Section 3001, and (2) defense and revisions of facility standards under Section 3004 of RCRA. OSW will devote efforts to this throughout FY80 and 81.

OSW will also be refining and developing additional technical guidance documents under Section 3004, outlining appropriate treatment, storage and disposal methods for specific wastes, and will be considering amendments to Section 3001 lists and criteria.

Day-to-day guidance will be provided to Regional and State solid waste officials on technical and procedural requirements of the promulgated regulations.

Depending on Congressional action on our proposed legislation, OSW will develop regulations for a program to provide funds for dealing with the problems of inactive and abandoned disposal sites posing a threat to public health or the environment. OSW will concentrate on this activity during the latter part of FY80.

- Subtitle D Activities

In FY80, OSW will provide consultation for and national program management of the land disposal site inventory, including training sessions to facilitate Regional and State understanding of the Section 4004 requirements. The first inventory will be compiled and published in January 1981. OSW anticipates that litigation could also occur in response to the Section 4004 regulations. In the event challenges occur, OSW will devote efforts toward response.

Guidelines under Section 1008 for landfilling will be promulgated in January 1980. Guidelines will be proposed for surface impoundments and specific design and operating manuals and monitoring manuals will be developed in FY80 to accompany these guidelines.

EPA will propose regulations for sludge management under Section 405 of the Clean Water Act during FY79. Promulgation is scheduled for August 30, 1980. In FY81, efforts will be concentrated on possible litigation in response to these regulations. OSW will also provide consultation with the Regions, and develop and issue a variety of guidance documents to accompany these regulations.

o Technical Assistance Activities

National program management of the President's Urban Policy resource recovery grant program will be provided by OSW during FY80 and 81. Headquarters will maintain an oversight responsibility for the financial and programmatic aspects of the Urban Policy program.

Technical evaluations of resource recovery systems will continue. Three or four in-depth evaluations will be conducted in each FY80 and 81.

National program management of the Technical Assistance Program will be provided by OSW during FY80 and 81, although little, if any, direct technical assistance will be provided.

Federal procurement guidelines will be promulgated in FY80 for fly ash as a cement supplement, recycled paper products and composted sewage sludge as a soil conditioner/fertilizer. Guidelines will be proposed for recycled construction materials and insulation products using recovered materials.

o Public Participation/Information

The four-year public education program on RCRA implementation, Waste Alert, will continue during FY80 and 81. The program will include Regional and State conferences, and the development and distribution of information materials. The problem of siting, which is an impediment to rapid improvement of solid waste disposal practices, will be an area of major emphasis in this program. Training modules will be available in 1980 to orient new Federal and State employees to RCRA regulations and requirements.

Changes

o Reorganization

In anticipation of implementation of the hazardous and non-hazardous waste programs, the Office of Solid Waste will undergo a reorganization. The new organization will provide a balance of responsibilities among the divisions, the bulk of which center on the Subtitle C regulations. It will also

concentrate on meeting both short-term and future requirements outlined in the regulations and other policies, and facilitate integration and coordination of related efforts. As an example, the development of control technologies and disposal alternatives for both hazardous and non-hazardous wastes will be handled by a single organizational unit.

The new organization will be composed of three divisions. The State Programs and Resource Recovery Division will provide integrated guidance and assistance to Regional offices, States and local governments as EPA implements RCRA's regulations and programs. The Land Disposal Division will be responsible for a national program to control the disposal of all solid and hazardous wastes. The Hazardous and Industrial Waste Division will characterize and list wastes under Section 3001, provide regulations and guidelines for the storage, treatment and recovery of industrial wastes, and manage economic and environmental assessments of Subtitles C and D of RCRA. The Management and Information Staff will continue to be responsible for basic budget, planning, analysis and administrative functions; public participation and education activities; and production and dissemination of technical information.

o RCRA Amendments

EPA will submit proposals to Congress in FY79 for amendments to RCRA. This is also necessitated by OSW's new programmatic direction, along with the increased understanding of problems of hazardous and non-hazardous waste management. Of the number of amendments to be proposed, the major ones include:

- Funding mechanisms to deal with post-closure costs and liabilities of permitted hazardous waste facilities.

- Strengthening the Federal enforcement capability by authorizing the Administrator to take immediate action against violators of hazardous waste provisions and regulations without 30 days notice to the violator or the State.

- Extending funding authorization beyond 1979 to ensure implementation of the mandates of RCRA and the promulgated regulations.

Enforcement

Plans and Emphases -- In FY 1980 the solid waste enforcement program will emphasize taking enforcement actions in imminent hazard situations involving substantial threats to public health or the environment and in developing a long-term national program to evaluate the industrial waste disposal practices engaged in by selected companies, industries or geographical areas. A second broad priority will be the development of regulations and enforcement policies. This will include the development of a plan for enforcement under the overall regulatory program, and appropriate enforcement strategies (including priority setting) for monitoring compliance with standards imposed upon persons who generate, transport, store, treat or dispose of hazardous waste. Thirdly, assistance will be provided to the Regions in reviewing and concurring in authorizing State hazardous waste programs. Fourthly, Headquarters will assist OSW in establishing necessary ADP capability. Finally, Headquarters staff will be responsible for concurring in specific Regional enforcement actions, and in developing necessary program policies and guidance.

In FY 1981, emergency response and imminent hazard action from the investigation of abandoned/inactive hazardous waste disposal sites will continue as the most important priority. Other priorities will include policy development, guidance development, preparation of Solid Waste Enforcement Policy Statements, and assisting with State program oversight and operating programs for unauthorized States.

Changes -- In FY 1980, the Pesticides and Toxic Substances Enforcement Division, in which the solid waste enforcement program resides, will undergo a reorganization. The four present branches (three pesticides-related and one for toxic substances and solid waste) will be realigned into three branches. Each branch will discharge duties along functional rather than media lines. There will be branches for policy and strategy development, compliance monitoring, and case development and litigation. Each branch will consist of two sections with more narrowly-defined duties. All branches will be responsible for the pesticides, toxic substances, and solid waste enforcement programs within their functional areas.

Research and Development

The Resource Conservation and Recovery Act requires that hazardous waste be identified, separated and managed so as to assure environmental protection. Because of the relatively small amount of research in the past, the information available on the quantities and characteristics of hazardous wastes and on the costs and capabilities of environmental control options is limited.

The awareness of and concern over hazardous wastes has increased very substantially. As the Agency has moved to use the authorities of the new legislation, information on the actual size of the hazardous waste problem has begun to be available. Several aspects emerge as particularly acute. First, an appreciation has developed for the number and size of unaccpetable facilities that are now in operation or have been abandoned. Second, the long term environmental consequences of storage, disposal or destruction alternatives is quite uncertain. The costs of these different alternatives can vary considerably. Third, a desirable degree of general knowledge or accuracy in characterizing wastes and control options does not exist. At the present time each individual waste and the proposed management practices must be evaluated separately to establish costs and performance. Without detailed studies in each specific case, projections of acutal operating characteristics are presently impossible. Fourth, as the requirements and costs for managing hazardous wastes increase, present waste generation patterns and practices will change. Our understanding of how waste generators, transporters, and disposers will respond to increased costs are limited. For example, a regional liquid and solid waste management facility may be the least expensive and most effective option for metal plating and finishing firms. However, the costs of a facility designed for an existing situation may affect the economics of these firms enough to change their operations.

The purpose of this section is to present issues and questions inherent in the current planning of EPA's research effort in hazardous waste management. The concerns raised here are meant to stimulate thought and discussion to produce a better designed and executed research and development program.

Program Office Views on Research and Development

The Office of Solid Waste has not and does not rely upon or assign high priority to research in solving the hazardous waste problem. Their position is founded upon four separate points.

- Effective programs for dealing with hazardous wastes and rectifying unaccepatable or abandoned sites will cost tens of billions of dollars. The technological problems in establishing these programs are remarkably small compared with the problems of obtaining the necessary financial and institutional commitment.

- The Office of Management and Budget has decided that EPA will not undertake a grant program to either plan or site hazardous waste facilities or to finance their construction.

- RCRA calls upon EPA to establish rules for the disposal of future wastes. Research results will not be available on a schedule compatible with the legislated requirement. Resources to generate the information for rule making are $20 million less than that required, resources for research should therefore be minimal.

- Research and development efforts cannot yield results quickly enough to respond to the problems of abandoned or unacceptable facilities. These facilities must be addressed with presently avaliable technology.

Is objective information available that establishes that aspects of dealing with the hazardous wastes are, in fact, critically limited by lack of knowledge? Are there cogent reasons to believe that Federal R&D should generate that knowledge?

Research Required

An effective research program for solving the problems of managing hazardous wastes must address a variety of subjects. Planning such a program must systematically identify these problems. One approach is to divide the research into three general areas:

- o The costs and capabilities of alternative hazardous wastes disposal options are not well documented. Options include storage or landfilling, fixation, detoxification, and incineration. Efficient procedures for dealing with various types of wastes have not been demonstrated.

- o The characteristics and quantities of wastes from various sources have not been well documented. The properties of wastes that must be known to allow safe and effective disposal have not been catalogued in a comprehensive fashion.

- o Regional hazardous waste problems at abandoned, existing and future sites may differ. Techniques have yet to be developed that will lead to efficient regional waste management or minimization systems.

What structure should be used in planning a research and development program? What types of problems and activities should be included?

Other Solid Waste Research

ORD's research program now includes activities in both hazardous and municipal solid waste. In addition, the activities are directed to defining environmental problems as well as to solving them. The problem definition research activities include health effects, measurement and environmental assessment. The problem-solving activity includes technology research, development, demonstration, evaluation and technology transfer.

Is the scope of research program inappropriate? Should research on specific topics be terminated? Should research be initiated on new topics?

Research Management

At the present time, three separate laboratories conduct research on solving hazardous wastes. The mission of the two IERL's is defined by industrial sector and deals with all environmental problems, including hazardous wastes. Within the IERL's the organizational structure follows industrial sectors. At the MERL solid wastes are assigned to a single division and the division's structure reflects alternative control technolgies.

ORD has not specifically addressed the problems of designing a research program on hazardous wastes and has not clarified divisions between organizations' responsibility. How might such a clarification be accomplished.

What structure should be used in planning a research and development program? What types of problems and activities should be included?

Research Planning

The Office of Research and Development is reexamining thoroughly all of its present research in solid waste and the emerging R&D needs of the Agency. This examination includes all facets of research and development activity and will not be restricted to present, or proposed technology program.

The activities will be divided into categories:

Municipal Solid Wastes
Waste-as-Fuel (Energy Funding)
Health Research
Transport and Fate of Pollutants
Quality Assurance, Measurement and Monitoring
High Volume Mining Wastes
High Volume Energy Wastes (Energy Funding)
Thermal Decompostion
Hazardous Waste Treatment
Containment
Waste Characterization
Regional Hazardous Waste Management
Abandoned Facilities Response

Documents are being developed in each area that will define the research needs, goals and outputs. These documents also define alternative program levels in each of the thirteen areas. The Office of Solid Waste and other interested parties will evaluate and rank the program options. This ranking will provide the direction for the FY-80 and FY-81 research programs.

REGIONAL GUIDANCE

Abatement and Control

In Fiscal Year 1980 and 1981, the Regions will be required to play a major implementation role in the management of RCRA's mandated programs. Emergency response and management and oversight of State hazardous waste program development and operation will be the Regions' highest priorities throughout FY80 and 81. The major activities include enabling States to qualify for full or interim authorization; overseeing authorized State programs; handling notification activities; notifying on interim permit status; and assisting in response to emergencies and imminent hazards.

Oversight and assistance in the development of State Subtitle D programs will also continue. Major activities will include managing the disposal site inventory; managing development and implementation of State regulatory powers; managing the resource recovery grants awarded under the President's Urban Policy program; and overseeing the State planning process. The Regions will also continue to operate the Technical Assistance Panels programs.

Subtitle C Activities

The highest priority under Subtitle C for FY 1980 and 81 will be to work aggressively with the States to enable as many as possible to qualify for full or interim authorization. EPA Regions will concentrate during the first three quarters of FY 1980 on assisting the States to develop appropriate legislation and regulations, set up operating programs, and write applications for authorization. During the second through fourth quarters, Regions will review and approve or deny applications for authorization. These efforts are essential if we are to maximize the number of States authorized early in the program. In FY 1981, oversight of authorized State programs will be of equal priority. Particularly for States with interim authorization, it will be important to verify that the regulations are being administered as intended and that the States are continuing to develop their programs so that they can move toward obtaining full authorization.

In FY 1980 and 81, EPA Regions will begin to administer those portions of the Subtitle C regulations for which EPA has responsibility. Specifically, this means notification for all States in FY 1980 and review of manifest reports and issuance of permits for unauthorized States in FY 1981.

Section 3010 regulations originally provided limited interim authorization to allow States to handle notification activities. It has now been decided that the Regions will handle all notification activities. Insufficient resources are currently available for notification activities. It is expected that notifications will be handled with a combination of other-than-permanent-full-time employees and contract dollars obtained through the Agency's overtarget process. All notifications must be submitted to Regional Offices in the 90 days from January 1 to March 31, 1980.

Part A of the permit applications are due no later than 180 days after the Section 3001 regulations are promulgated. As the current projection for promulgation is December 30, 1979, the Part A applications are due by the end of June 1980. Notices of interim permit status must be issued to all applicants, and the Part A applications ranked. The ranking is the basis for determining when the full permit application (Part B) is due. Requests from the Regional Administrator for submission of Part B must provide a minimum of 6 months for preparation. It may be possible to initiate work on some permits in FY 1980. The full permit process will not begin, in most cases, until FY 1981.

The regulations describing the manifest system will become effective June 31, 1980. The quarterly manifest exception reports and annual manifest reports from hazardous waste generators are not due until 30 days after the close of each quarter or the close of each year, making the first reports (both annual and quarterly) due October 31, 1980. Therefore, review of manifest reports also will not begin until FY 1981.

The third major area of responsibility under Subtitle C will be to assist in responding to emergencies and imminent hazards. The lead responsibility for emergencies, i.e., a sudden, urgent, unforeseen occurrence requiring immediate action, will rest with the Oil and Hazardous Response Teams. The responsibility of the Solid Waste Branches will be to provide technical advice on containing the hazardous substance to mitigate the emergency; assist in finding a permanent remedy; and follow up to assure that the remedy is applied and is effective. Under imminent hazard situations, those where legal action has been taken or is contemplated by the Office of Enforcement, the Regional Solid Waste Branches will assist OE by making technical evaluations and will help in developing evidential data. The Office of Enforcement has the lead for developing imminent hazard cases. In FY 1980 the Regions will continue to actively seek out,

identify, and screen hazardous waste sites to determine whether they pose a threat to public health or the environment. Those suspected of constituting an imminent hazard should be referred to the Office of Enforcement for appropriate legal action. Technical remedies should be proposed for these sites. However, for those sites for which there is no financially responsible party, unless and until Congress approves legislation for a clean-up fund, Federal funding will not be available to implement appropriate remedies.

Subtitle D Activities

Grant funds to the States under Subtitle D (which will be awarded under State/EPA Agreements) will be phased out over a five year period starting in FY 1980. During this five year period, States will be encouraged to develop self-supporting programs based on a system of user charges. The decreased level of Federal funding will not provide for addressing all the objectives of Subtitle D. Federal funds will be directed toward funding only the highest priority activities under Subtitle D - the open dump inventory; development and implementation of State non-hazardous waste regulatory programs; and substantial forward progress in development of State solid waste plans. Local and Regional planning and implementation will be a low priority in FY 1980 and 81. Grants under Section 4008(a)(1) will be made for those purposes only if maximum progress on the high priority activities is being achieved. Beyond FY 1981, we anticipate that no Federal funds will be available for local and regional planning and implementation.

The three major activities in FY 1980 and 81 under Subtitle D will be to manage the disposal site inventory, oversee the development of State regulatory powers, and manage the Urban Policy grants. The first installment of the inventory is expected to be published in January 1981. The Regions will assist the States in developing inventory protocols and will monitor conduct of the inventory. As Headquarters will merely be compiling and publishing the lists sent by the Regions, a particularly important aspect of inventory management will be to monitor State inventory activities. This should include a thorough review of State inventory procedures and occasional site visits with State personnel to land disposal facilities to ascertain that facility evaluation procedures are being accurately followed. A site classification manual and additional guidance will be issued to help the States classify facilities and to help the Regions evaluate State inventory programs. A review of State regulatory powers will be undertaken, and actions to help the States remedy deficiencies will be taken, as necessary.

By the end of FY 1979, 40 to 60 grantees will have been selected and work plans approved under the Urban Policy Grant program. In FY 1980, the Regions will manage these grants; help select an additional 40 to 60 grantees (some of which will be continuing projects started in FY 1979); and work with the new grantees to develop acceptable work plans. The same activities are anticipated for FY 1981, and by the end of that year there will be 60 to 80 active grants. Contractors will be available to assist in the management of these grants.

Technical Assistance Activities

Management of the technical assistance program will continue as at present. Except in rare circumstances, Headquarters will not provide direct technical assistance beyond FY 1979. In FY 1980 and beyond, assistance will be provided solely by contractors, peer match, or Regional staff. Demand for technical assistance has, to date, been lower than expected. Regions are encouraged to use the Panels as a supplementary resource when assisting in the development and operation of State hazardous and non-hazardous waste regulatory programs. The Panels should be used innovatively whenever possible for State hazardous waste programs and for conducting the inventory. They may also be used to provide help to Regions in managing Urban Policy grants.

Enforcement

In FY 1980 and 1981 the Regional Offices will have as their most important activity the taking of enforcement actions in situations involving substantial threats to health or the environment. A second important activity will be compliance monitoring of all hazardous waste handlers to insure that all such persons have notified EPA of their activities. The Regions will work to encourage voluntary compliance with provisions of RCRA on the part of industry through contacts with industry and State representatives. Procedures for enforcement oversight in authorized States and Federal enforcement operations in unauthorized States will be established. State hazardous waste management plans will be reviewed for enforcement adequacy and compliance with the RCRA manifest system will be monitored.

Since regulations will not be in place and enforceable until late in FY 1980, only minimal compliance monitoring activities and initiation of enforcement actions will take place through most of the year. The major compliance monitoring priority for FY 1980 and 1981 will be to ensure that all hazardous waste generators have notified and are properly complying with the requirements of regulations under Section 3002. Most enforcement activities are expected to be conducted

in response to emergency incidents or in accordance with the affirmative action plan developed by Headquarters to determine where imminent hazards may exist by investigating selected companies, industries, or geographical areas.

PROJECTED PROGRAM ACCOMPLISHMENTS - Abatement and Control

(All are for 1980 and 1981 unless noted otherwise)

Solid Waste Management

*1. Number of State plans under review
*2. Number of State plans approved (by State)
*3. Number of Urban Policy grants being managed

Hazardous Waste Management

*1. Number of States receiving interim authorization
*2. Number of States receiving full authorization
*3. Number of notifications processed
*4. Number of notices of interim permit status issued
*5. Number of emergencies for which assistance was provided
*6. Number of abandoned/problem sites identified
*°7. Number of reconnaissance investigations of abandoned/problem sites (in process) (completed)
*°8. Number of full investigations of abandoned/problem sites (in process) (completed)
*°9. Number of Part B applications (being) reviewed for completeness (1981)
°10. Number of Part B applications being reviewed for draft permit (1981)
*11. Number of draft permits issued (1981)
*°12. Number of Part B applications (in) (completed) comment period (1981)
°13. Number of Part B applications being reviewed for final permit issuance (1981)
*14. Number of final permits issued (1981)
*15. Number of special permits issued (1981)
*°16. Number of permit decisions appealed to the Administrator (1981)
*°17. Number of permits (under) (completed) judicial review (1981)
*18. Number of appealed permits issued (1981)
*19. Number of permits (in each unauthorized State) suspended, denied, revoked (1981)
*20. Number of permits (in each unauthorized State) modified (1981)
*21. Number of facilities (in each unauthorized State) which were closed/ceased operation
*22. Number of State permit applications/draft permits reviewed (in each authorized State)
*23. Number of State permit applications/draft permits which were formally commented on (in each authorized State)

*24. Number of manifest exceptions (in each unauthorized State)
*25. Number of international shipments (by receiving country)

Technical Assistance

*1. Number of peer matches completed
*2. Number of contractor TA efforts completed
*3. Number of Regional personnel TA efforts completed
*4. Number of requests pending

*Quarterly and/or annual totals
°In process, as of (end of quarter and/or end of year)

PROJECTED PROGRAM ACCOMPLISHMENTS - Enforcement

(All are for 1980 and 1981 unless noted otherwise)

1. Number of imminent hazard actions initiated pursuant to RCRA Section 7003
2. Number of civil court actions initiated under RCRA Section 3008
3. Total number of inspections
   - Number of inspections of generators who treat, store or dispose on-site
   - Number of inspections of generators who treat, store or dispose off-site
   - Number of inspections of treatment, storage and disposal facilities
   - Number of inspections of transporters, including inspections by DOT
4. Number of Notices of Violation issued
5. Number of Informal Notices of Warning sent
6. Number of compliance orders issued under RCRA Section 3008
7. Number of administrative/enforcement hearings held pursuant to RCRA Section 3008
8. Number of criminal prosecutions initiated
9. Number of state emergency actions initiated
10. Number of activities conducted so as to promote voluntary compliance on the part of industry with RCRA requirements
11. Number of state oversight inspections (1981)
12. Number of state plans for interim authorization reviewed for adequacy of enforcement
13. Number of state plans for full authorization reviewed for adequacy of enforcement
14. Number of violations detected
15. Number of sites determined to pose an imminent hazard
16. Number of sites which have begun to come into compliance

1980/1981 TOXIC SUBSTANCES MEDIA GUIDANCE

TOXIC SUBSTANCES

MEDIA OVERVIEW

Planning Assumptions

The FY 1980 toxic substances abatement and control program activities and outputs are based on assumptions about resource status and on program activity level. The significant programmatic assumptions are related to actions external to the toxic substances program. The major one is that we will receive 400 premanufacture notifications annually for review. We expect that the Interagency Testing Committee will continue to make recommendations for priority testing up to the statutory limit of 50 chemicals. We are assuming that we will receive industry substantial risk notifications at the same rate as up to now. Requirements for industry assistance are assumed to remain fairly constant overall. We expect that many of the actions the Agency takes initially will be the subject of petitions and suits and that this will require significant program effort to respond. We have assumed that section 28 State grant authority and funding authorizations will not be extended beyond FY 1979 by Congress. We assume that imminent hazard actions under TSCA section 7 will be nonexistent or nearly so. These assumptions will also apply to FY 1981. No legislative changes are assumed for FY 1980.

Abatement and control resources for the Regions will provide for a minimal program level. Only a small amount of resources are provided for necessary actions resulting from regulations. Coordinative resources are provided for Regional integration, but it is assumed that other media will provide resources for activities to control toxic chemicals which are being integrated. No resources are provided for toxic chemical emergencies or other activities not required to support legislatively mandated functions.

Output levels are based on the assumption that the program operates at the full programmed resource level in both FY 1979 and FY 1980. This assumes that we will be able to locate, hire, and integrate into our organization large numbers of people with necessary skills and use our contract money effectively. This in turn depends on having adequate space when needed and necessary administrative support.

Finally, because this is a new program, we have had to base many output levels on models of resource needs and projections of program design rather than on actual experience.

The toxic substances enforcement program anticipates that by the end of FY 1980, the Agency will have promulgated several TSCA section 4 testing standards, including oncogenicity, chronic toxicity, and combined oncogenicity and chronic toxicity standards. In addition, a section 4 testing rule, requiring the submission of test results data relating to health and environmental effects, will have been promulgated and 20-30 chemicals selected for testing under this regulation. Standards for providing test data in support of a premanufacturing notice under section 5 will also have been promulgated, and a number of section 5(e) and 5(f) rules or orders will have been issued. An additional section 6 rule is expected to become effective by the end of FY 1980. Under section 8(a), the Agency will have promulgated a use/exposure rule gathering information on 2000-3000 chemicals. In addition to individual section 8(a) information rules for a few selected new chemicals, model rules will be issued under sections 8(a), (c), and (d). Finally, regulations governing the importation of chemicals will be in place.

FY 1981 will bring additional chemical control regulations under section 6. New section 4 testing rules and new rules and orders under section 5(e) and 5(f) are also expected. Furthermore, additional section 8(a) reporting regulations will be finalized by the close of FY 1981.

The enforcement resources necessary to adequately monitor compliance with these program activities will, for the most part, be cumulative. We assume that resource allocations to existing programs will decrease with time. The net effect of the promulgation schedule, however, will be to increase the demand for enforcement resources.

Research and development planning assumptions will be identified through the research committee mechanism which is being established presently for the toxic substances media.

Media Priorities

The FY 1980 and 1981 toxic substances programs reflect increasing levels of program activities and outputs. These expanding activities are based on the necessary foundations for program operation such as a chemical selection and priority setting system, assessment process, premanufacture review process, including testing guidelines for new chemicals, and data management systems and capabilities for the most part being in place and functioning. These activity levels also require that expedited procedures be in place for such activities as reporting and recordkeeping rulemaking and for control actions on new chemicals, which must be taken quickly in order to be effective.

In FY 1980, we will continue establishing these toxic substances abatement and control program foundations while more fully operating most aspects of the program. We will put priority on making the premanufacture review program fully operational, in order to review new chemicals and take action on those that may be hazardous before their release into the environment. We will also emphasize development of rules to obtain testing data upon which to make chemical assessments in support of regulatory actions. We will begin to increase our emphasis on control of existing chemicals which are identified as hazards through our assessment process. We will operate a priority setting system for choosing chemicals for testing and regulation under TSCA and other statutes, in conjunction with the Toxic Substances Priorities Committee. In FY 1981, we will emphasize full operation of all major program components. We will place a balanced emphasis on regulation of new and existing chemicals based upon the information base we establish in FY 1979 and 1980. We will operate an integrated priority setting system for choosing chemicals for testing and regulation under TSCA and other statutes in conjunction with the Toxic Substances Priorities Committee. Public participation in these key programs will be emphasized in both years.

The Office of Enforcement will concentrate its FY 1980 and FY 1981 resources on the enforcement of those regulatory programs which provide the most effective means of (a) abating threats to public health or the environment due to chemical contaminants, (b) gathering accurate and comprehensive data concerning the universe of potentially harmful substances, and (c) monitoring compliance with existing standards to determine that regulated chemicals are handled as required, and (d) assuring the integrity of the regulatory program. Based on these criteria, the following priority hierarchy has been established.

Emergency Response -- Since emergency situations by definition present a direct and substantial threat to public health or the environment, coordinating Agency response to such imminent hazards will be the highest priority for the Office of Enforcement. The Office of Enforcement will bring actions under section 7 of TSCA for such injunctive relief as may be necessary to remedy the risk at hand. Moreover, the Office of Enforcement will actively enforce the requirement under TSCA section 8(e) that persons immediately report any emergency incidents of environmental contamination. Finally, every effort will be made to use, where appropriate, emergency response tools available under other environmental statutes such as the Solid Waste Disposal Act.

Premanufacture Notification - TSCA Section 5 -- Because the premanufacture notification requirement contained in section 5 of TSCA can be used both to gather information and to reduce the risk of hazardous chemicals being introduced into commerce, monitoring compliance with this requirement is a high priority. The proper implementation of the section 5 screening mechanism will allow the Agency (a) to prevent hazardous substances from reaching the marketplace, and (b) develop a more accurate profile of the chemical industry.

Chemical Control Actions - TSCA Sections 6, 5(e), and 5(f) -- Chemical control regulations constitute the primary means by which the Agency directly controls risks to public health and the environment. Section 6 rules on PCBs, CFCs, and any other substances in effect will receive special attention. Since rules or orders issued under TSCA section 5(e) and 5(f) (in conjunction with the review of premanufacture notices) also impose chemical-specific controls, the enforcement of the terms of such rules or orders will receive the same priority as that assigned to other chemical control enforcement activities.

Information Gathering - TSCA Sections 4 and 8 -- TSCA sections 4 and 8 provide the principal authority for obtaining information regarding chemical toxicity and exposure. Since a violation of section 4 or section 8 does not directly endanger health or the environment the enforcement of these programs receives a lower ranking than the compliance monitoring activities described above. The Office of Enforcement recognizes, however, that since the success of other TSCA sections depends upon the integrity of the data received under sections 4 and 8, the Office of Enforcement must provide the resources necessary to assure that the information received under these programs is valid and complete.

Imported Chemicals Control - TSCA Section 13 -- A smaller portion of resources will be used to inspect imported chemicals at U.S. ports of entry. The Office of Enforcement will monitor imported chemicals in cooperation with the U.S. Customs Bureau. Developing a specific protocol to control imported substances will also be a part of the strategies devised to enforce each of the programs listed above.

Federal Facility Enforcement -- By the end of FY 1980, it is expected that all, or almost all, Federal facilities which are major sources will be in compliance with applicable TSCA regulations and most minor source Federal facilities will also be in compliance. Regions should assure

that all Federal facilities do indeed come into compliance as soon as possible, and no later than the end of FY 1980.

Apart from the enforcement of the substantive mandates of TSCA, the Office of Enforcement will enhance the efficiency of its compliance monitoring management system during FY 1980 and 1981. Among the many programs which will be implemented to achieve this objective, the Office of Enforcement will focus on the following activities.

Multi-Media Enforcement -- The Office of Enforcement plans to implement an intra-agency multi-media approach to toxic substances enforcement. As appropriate, the Office of Enforcement will use both the enforcement tools and the resources available under other EPA-administered programs to integrate compliance monitoring and enforcement activities.

Inter-Agency Cooperation -- To further expand inspectional resources, the Office of Enforcement will work with participating agencies of the Interagency Regulatory Liaison Group (IRLG) to (a) develop cooperative joint, referral, and crossover inspection programs, and (b) coordinate complementary compliance monitoring programs.

Evaluation of the TSCA Enforcement Program -- The Office of Enforcement will continue to evaluate and refine its compliance monitoring and enforcement programs in FY 1981. As part of this procedure, the Office of Enforcement will establish a formal, automated system of processing information generated through compliance monitoring and enforcement activities. It will also conduct a periodic review of Regional programs and will establish a Regional team to evaluate Headquarters performance.

Research and development priorities for toxic substances will be established jointly by the research committee participants.

Major Objectives

The abatement and control program objectives are to implement the Toxic Substances Control Act's policy that (1) adequate data should be developed with respect to the effect of chemicals on health and the environment and that the development of such data should be the responsibility of those who manufacture and process the chemicals, and (2) adequate authority should exist to regulate chemicals which present an unreasonable risk of injury to health or the environment. These objectives include the information related activities of developing test standards and applying them to specific chemicals by rule to obtain test data from industry, establishing reporting and recordkeeping requirements to obtain existing information on chemical substances, setting requirements for submission of information by industry on new chemicals and significant new uses, monitoring for field data, implementing and operating data management systems, and exchanging nonconfidential information with other programs, Federal agencies, States, public interest groups, and the general public. It also includes scientific assessments of effects, exposures, and risks for new and existing chemicals based upon this information and technical determinations of control options, including economic considerations. Control related activities include taking formal actions on the manufacturing, processing, distribution, use, and disposal of new and existing chemicals under TSCA authorities, referring action to other programs or agencies, and taking nonregulatory approaches.

The fundamental objective of the toxic substances enforcement program is to protect public health and the environment from unreasonable risks posed by chemical substances regulated under the Toxic Substances Control Act. The risk abatement process will be accomplished through:

(1) The implementation of a program to prevent or respond to toxic substances emergencies and notices of substantial risk,

(2) The achievement of compliance with the substantive requirements of TSCA and regulations promulgated thereunder,

(3) Assuring that information gathered under TSCA is accurate and complete so that correct assessments of toxicity and exposure can be made, and

(4) The expansion of inspectional resources and improvement of the TSCA enforcement management system.

Research and development objectives will be established through the research committee for toxic substances.

HEADQUARTERS PLANS

Abatement and Control

Plans and Priorities

o Premanufacture Review

- In FY 1980, as part of the priority we place on premanufacture review of new chemicals, our highest priority objective will be to fully operate the notification review process and to take actions to prevent or control the manufacture of new chemicals, as required. A high priority objective will be to promulgate the final testing guidelines for premanufacture notification. Another high priority will be to further develop and begin to use generic follow-up systems for significant new use rules and section 8(a) information rules for new chemicals.

- In FY 1981, our highest priority objective will be to fully operate the premanufacture notification process at an improved level and continue to take control actions on new chemicals as required. As a high priority we will revise the testing guidelines for premanufacture notification to provide more specific guidance. Another high priority will be routine use of generic follow-up systems for significant new use rules and section 8(a) information rules for new chemicals.

o Testing

- In FY 1980, as part of the priority we place on development of testing data, we will promulgate the test rule proposed in FY 1979 and will propose and promulgate additional test rules. As a high priority we will promulgate the full set of

health effects test standards and the fate and ecological effects test standards proposed in FY 1979 and will propose additional fate and ecological effects test standards. Other activities will include beginning to review existing test standards.

- In FY 1981, our highest priority will be to continue promulgating testing rules to obtain data in support of assessment and regulation. As a high priority we will complete the fate and ecological effects test standards and review existing test standards.

o Existing Chemicals

- In FY 1980, our highest priority will be to promulgate regulations proposed in FY 1979 banning or limiting the use of one chemical and to propose regulations for several additional existing chemicals. A high priority will be to develop proposed regulations implementing generic approaches to regulation of existing chemicals.

- In FY 1981, as our highest priority we will promulgate and propose regulations with greater emphasis on generic approaches, banning or limiting the use of a significantly greater number of existing chemicals that pose unreasonable risks to public health.

o Information

- In FY 1980, our highest priority will be to promulgate the section 8(a) information rule on 2-3,000 chemicals proposed in FY 1979. As a high priority we will propose and promulgate model rules under section 8(a) and will promulgate 8(c) and 8(d) model rules. We will also publish the revised chemical substances inventory and will maintain the integrity of

the inventory. Another high priority will be to begin partial operation of TSCA and interagency chemical information systems and data bases and to continue systems development.

- In FY 1981, the highest priority will be to continue promulgating rules under section 8 to obtain data to support assessment and regulation. As a high priority we will complete chemical information systems development and operate systems, services and data bases at full scale.

o Regulations Support

- In FY 1980, our highest priority will be to conduct health and environmental effects assessments, monitoring and economic impact analyses to support regulation of new and existing chemicals.

- In FY 1981, our highest priority will continue to be to conduct health and environmental effects assessments, monitoring and economic impact analyses to support regulation of new and existing chemicals.

o Other Priority Activities

- In FY 1980, other priority activities are to review and act expeditiously on carcinogens, mutagens, and teratogens under section 4(f); begin review of the overall economic and innovation impacts of TSCA; assist industry regarding toxics program requirements; continue development of public participation programs; and support OECD and other planned international harmonization programs.

- In FY 1981, other priority activities are to continue actions under section 4(f); maintain industry assistance; continue TSCA overall

economic and innovation impact studies; operate public participation programs; support international harmonization programs; and evaluate and refine our operating programs.

Changes -- The FY 1980 headquarters abatement and control program plans and priorities are consistent with those outlined in the FY 1980 President's budget. These plans and emphases represent a logical progression of FY 1979 activities into FY 1980 as the TSCA program matures.

The major change for FY 1981 will be significantly increased emphasis on control actions for existing chemicals which will be based upon the information and assessment activities emphasized in FY 1979 and 1980. Information, testing and assessment activities will be maintained at the levels necessary to support the greater number of control actions.

Alternatives -- Alternatives which will be considered in development of headquarters abatement and control program plans and budgets include:

- Use of contracts, grants and interagency agreements as a substitute or supplement for inhouse resources
- Use of consultants, IPA's, interns and other types of other-than-permanent personnel to provide specialized skills or fill temporary needs
- Use of other programs and agencies to take action where most appropriate
- Use of regional and State/local expertise where most effective
- Use of other program methods to accomplish objectives more efficiently and effectively, such as generic approaches to regulation, expedited rulemaking, automated systems, nonregulatory approaches to control, etc.

Enforcement

Plans and Priorities -- The following is a list of priority Headquarters activities for FY 1980 and FY 1981. It should be noted that Headquarters functions will include specific participation in on-site inspectional activities in such areas as enforcement of premanufacture notification, enforcement of section 8(e) requirements, and enforcement of section 4 and 8(a) requirements.

- First Priority
  - Coordinate response to toxic substances emergencies
  - Ensure compliance with the section 8(e) requirement to immediately inform the Administrator of emergency incidents of environmental contamination
  - Target facilities for compliance monitoring under the premanufacture notification requirement, and participate in appropriate inspectional activities
  - Develop strategies for the enforcement of premanufacture notification and chemical control regulations.
- Second Priority
  - Develop a multi-media compliance monitoring and enforcement program
  - Develop an outreach program and other methods to induce voluntary compliance with TSCA
  - Target facilities for compliance monitoring activities under sections 4 and 8(a), and participate in appropriate inspectional activities
  - Develop strategies for the enforcement of the information-gathering provisions of sections 4 and 8(a)

- Coordinate the development of cooperative inspectional programs between IRLG member agencies

- Evaluate and refine existing compliance monitoring and enforcement strategies and procedures

o Third Priority

- Actively participate in the TSCA regulations-development process

- Develop a strategy for the enforcement of the section 13 import regulations

- Identify areas of potential international cooperation in monitoring the movement and control of toxic substances

- Develop an ADP system for processing information received through compliance monitoring and enforcement activities.

In FY 1980 and FY 1981, the Headquarters toxic substances enforcement program will coordinate the response to toxic substances emergencies and substantial risk situations, and will actively pursue enforcement actions in appropriate instances. Headquarters staff will also participate in on-site inspectional functions in enforcement of premanufacturing notification, section 8(e) requirements, and section 4 and 8(a) requirements. Other priority programs will continue to include establishing enforcement policy and providing Regional guidance regarding compliance monitoring and enforcement of chemical control regulations; developing and implementing cooperative Headquarters/Regional compliance monitoring strategies for the enforcement of testing rules and premanufacturing notification requirements promulgated under TSCA; implementing a multimedia enforcement approach as an integrated response to chemical risk situations; assisting the Regions in reviewing and providing concurrence on enforcement litigation; and evaluating and refining existing TSCA compliance monitoring strategies. Other activities will include monitoring initial efforts to enforce

import and export requirements, reporting requirements, and conceiving and implementing outreach programs to induce voluntary industry compliance. Increased cooperation will be sought in developing complementary mechanisms to monitor the international movement and control of toxic chemicals. Headquarters will conceive and implement additional mechanisms for cooperative compliance monitoring and enforcement through the IRLG. The Headquarters toxic substances enforcement program will establish and implement policies and operating procedures for conducting all categories of inspections, assessing civil penalties, and preparing and prosecuting civil and criminal cases. Finally, Headquarters will assist in the design and implementation of an ADP system to record appropriate compliance and enforcement information regarding firms subject to TSCA regulations.

Protection of public health and the environment will continue to be the criteria upon which compliance monitoring and enforcement programs will be developed in FY 1981. The toxic substances enforcement program will expand in scope to monitor compliance with additional chemical control, testing, and information-gathering regulations. Upon critical evaluation of monitoring information developed in the execution of the toxic substances enforcement program, a portion of the compliance monitoring effort may be targeted to firms, industries, or geographical areas which on the basis of prior history of compliance, demonstrated human or environmental risk, exposure, or epidemiological data, warrant priority enforcement attention. Additionally, such monitoring data will be used by enforcement personnel to help focus future TSCA rulemaking activities.

Changes -- This toxic substances enforcement guidance has been changed to reflect revision of the Office of Toxic Substances regulation-development calendar. This revised calendar contains a different mix of rulemaking activities than had been projected for FY 1980. In addition, plans for the establishment of a cooperative enforcement grant-in-aid program with the States, expected to be initiated in FY 1979 and to continue indefinitely thereafter, have been suspended. Insofar as this program is not put into effect and the toxic substances enforcement program is to be conducted entirely by Federal personnel, adjustments in the program plans and resource needs for this program in FY 1980 and FY 1981 will have to be made.

By FY 1980, the Pesticides and Toxic Substances Enforcement Division will have undergone an internal reorganization. The four present branches (three pesticides-related and one for toxic substances solid waste) will be realigned into three branches. The duties of these branches will be assigned along functional rather than media lines. There will be branches for policy and strategy development, compliance monitoring, and case development and litigation. Each branch will consist of two sections with more narrowly-defined duties. All branches will be responsible for the development and management of pesticides, toxic substances, and solid waste enforcement programs within their functional areas.

Alternatives -- The Office of Enforcement is considering several alternative methods of discharging its responsibilities under TSCA. Each alternative is designed to maximize available resources, and thus will impact the FY 1980/1981 ZBB process.

- o Cooperative Agreements with the States -- The Office of Enforcement has considered initiating a cooperative enforcement grant-in-aid program with the States. Under such a program, selected State agencies would cooperate with EPA in monitoring compliance with certain TSCA regulations. As noted above, plans for the commencement of this program are presently suspended.

- o Contractor Support -- In many cases it may be practicable to employ contractors to assist EPA personnel in performing compliance monitoring activities under the Act. Contractors would complement Agency inspection teams by providing specialized expertise in the detection and prosecution of violations. Given adequate funding, the use of contractors could significantly augment existing inspection-related resources.

- o Headquarters Affirmative Compliance Monitoring -- Evaluating the compliance status of firms subject to certain TSCA regulatory programs, (such as those under TSCA sections 4, 5(a), and 8(e)), will require sophisticated technical judgments which will be made at Headquarters by the

Office of Toxic Substances. Since Headquarters Enforcement is required to work closely with the Office of Toxic Substances in developing such cases, program efficiencies argue for vesting in Headquarters an important part of the responsibility for directing these compliance monitoring and enforcement programs.

Research and Development

Plans and Priorities/Changes -- In FY 1980 and and FY 1981, EPA's R&D program will focus on three management priorities:

- o Continue the integration of ORD's research into the Agency's activities.
- o Enhance ORD's capability to improve the scientific and technological data for future Agency regulatory and enforcement actions.
- o Improve the quality and utility of the scientific and technical data used by the Agency.

Plans for accomplishing these priorities include the following:

- o Establish research committees to oversee the joint planning of all toxic substances research in support of regulations and enforcement. Three committees are proposed:
  - Pesticides established in FY 1978 (relating primarily to the Office of Pesticide Programs).
  - Testing and Assessment to be established in FY 1979 (relating primarily to the Office of Testing and Evaluation and the Office of Program Integration and Information).
  - Chemical Control, deferred (relating primarily to the Office of Chemical Control).

These committees will develop multi-year research strategies and will incorporate requirements and reviews of the Regional Offices. To accomplish this, it will be necessary for the Regional Offices to coordinate their participation and share responsibility for representing Regional interests.

- o Review all longer-term research efforts underway in ORD to assure that the best scientific capabilities are being directed toward the most important future problems. Fifteen percent of ORD resources for toxic substances R&D will be devoted to existing and future broader-based, longer-term research efforts to build an improved data base.

- o Plan and implement the Agency's Public Health Initiative which will provide an integrated data base for assessing the significance of human exposure and adverse human health effects from chemicals and chemical mixtures released into the environment. This will include the establishment of a National Neurotoxicology Research Facility to serve, particularly, the Federal agencies forming the Interagency Regulatory Liaison Group. Also within this initiative are cooperative programs which include NCI, OTS, and ORD. These programs involve research to develop enough basic data relating to chemicals, animal species, and biological mechanisms to permit estimates of human effects.

- o Establish mechanisms to assure, wherever feasible, peer scientific review of the plans for and results from individual research projects, bringing to bear on the program design the best scientific advice available.

- o Establish an environmental criteria and assessment function to provide quality control for the Agency's risk assessments and develop a program for quality assurance of biological research and testing.

FY 1980 Health Research

The health research program will focus on developing new and improved techniques for rapid, reliable and economical screening of toxic substances to provide scientific data for regulating new and existing chemicals in the marketplace. Efforts will also be directed toward improving the reliability of studies on the carcinogenic effects of ultraviolet rays. These plans include the following priorities:

- o Perform epidemiological studies of the reaction of human populations to environmental toxic chemicals, for example, epidemiology in the area of human reproduction and sterilant effects.

- o Develop methods for analytically determining the exposure history of specific populations to chemicals in general.

- o Develop screening techniques for determining means of detecting the effects of toxic substances on the nervous system and evaluate the significance to humans.

- o Develop rapid, reliable and low-cost screening techniques using bioindicators for assessment of the commercial chemicals reaching the environment.

- o Develop testing procedures and techniques to measure effects of toxic substances on the immune system.
- o Examine the feasibility of using the toxicology of aquatic and mammalian organisms as short-term testing indicators of human health effects.
- o Apply the time-to-tumor model to reduce time required for obtaining carcinogenicity test results.
- o Test personal dosimeters, develop models to forecast UV-B skin cancer incidence and compare the economic value of reduced risk of skin cancer to future generations.

FY 1981 Health Research

The FY 1981 research plan will include the continuation of the research identified for FY 1980 and will expand the parameters to support development of testing standards for existing chemicals as required under TSCA section 4.

FY 1980 Changes

Research will proceed as described in the FY 1980 budget with the following exceptions:

- o The immune system research will be broadened in scope to include other aspects of host defense systems such as whole organs (lung and liver) and whole organisms.
- o Screening with short-term testing using biological indicators will include end points relating to mutagenic, carcinogenic, and reproductive hazards.
- o Analytical chemical procedures may incorporate development of quality assurance procedures to be used in determining human exposure levels.

FY 1981 Changes

No changes are anticipated at this time.

FY 1980 Environmental Processes and Effects Research

Transport and Fate -- The research work under the plan will focus on the development of exposure assessment models for toxic chemicals in multimedia environments, development of improved protocols to be used in testing of toxic chemicals, and technical assistance to OTS on complex problems. The following are priorities:

- Develop exposure assessment models to predict the concentration of toxic chemicals in air, water and soil/sediment environments. Incorporate single media models for the development of a multimedia exposure model.
- Investigate complex environmental transformation processes such as photolysis (in air, soil, sediments) and microbial degradation for the development of protocols for toxic chemical testing.
- Investigate complex transport processes such as leaching and partition coefficient for the development of testing protocols to be used in exposure assessment models.
- Develop model ecosystems and smog chambers for the validation of exposure assessment models and for screening of toxic chemicals.
- Characterize and select soils and sediments to be used in testing of toxic chemicals and to determine the feasibility of a soil/sediment bank.
- Validate and develop a representative chemical or benchmark concept to predict the behavior of toxic chemicals in the environment.

Ecological Effects Research -- The major emphasis of research in this area is to develop screening procedures and protocols for testing of toxic chemical effects on living organisms in freshwater, marine and terrestrial environments. Under this plan, a major effort on the Public Health Initiative will be

initiated to develop a better understanding of the effects of exposure and develop methods to predict human exposure to environmental toxicants. Specific priorities include the following:

- o Develop, refine, validate, and calibrate ecological screening procedures for defining the effects of toxic substances on organisms and ecosystems.

- o Conduct round-robin testing of methods such as acute bioassay and bioconcentration tests, for assessing toxic chemicals.

- o Develop predictive techniques and methods to determine levels of human exposure to environmental toxic chemicals. This will involve validation of existing exposure models and initiation of "benchmark" and structure activity concepts for predicting toxic chemical behavior. The development of exposure models will require a better understanding of transport and transformation processes, biochemical transformation into the food chain, validation of exposure models into laboratory model ecosystems and microcosms. These models will be used in the screening of toxic chemicals.

- o Delineate evaluative methods to determine human exposure to toxic chemicals at environmental levels to validate exposure models. The work will involve monitoring and field surveys.

- o Develop the data base on human exposure. The work will include the evaluation and analysis of the exposure data currently available at the Federal and State level.

- o Initiate experiments on photosynthesis reactions of field crops to UV-B.

Characterization and Measurement Methods Development -- The main thrust of the research plan under this program is to develop improved methods for the characterization and quantification of toxic chemicals in air, water, soils and sediments. Such methods

are needed in determining exposure to toxic chemicals, monitoring toxics and carrying out transport, fate and effects studies on toxic substances in the environment. Furthermore, TSCA requires regulation of large numbers of chemicals. For many chemicals, especially new chemicals, adequate methods for characterization do not exist. The specific priorities are as follows:

- o Develop improved methods for the characterization of toxic chemicals in air using such methods as resins, high pressure liquid chromatography and mass-spectrometry.
- o Develop improved collection devices for toxic chemicals to be used in determining exposure concentrations of toxics in air.
- o Develop methods for separation and characterization of toxic chemicals in soil/sediments. Although soil/sediments represent a major sink for toxics, the current state of the art for measuring and identifying toxics in soil/sediments are extremely limited.

FY 1981 Environmental Processes and Effects

Transport and Fate -- The research plan for FY 1981 will involve the continuation of the work identified for FY 1980 with the following modifications:

- o Acceleration of work on methods development for exposure assessment of toxic chemicals in multimedia environments.
- o Initiation of work on transport and transformation of chemicals in marine and terrestrial environments.

Ecological Effects -- The research plan for FY 1981 will involve the continuation of the work identified for FY 1980 with the following modifications:

- o Termination of the work on development of acute bioassay testing methods for use in evaluating toxic chemicals.

- o Initiation of chronic effects testing for toxic chemicals on organisms and the aquatic ecosystem.

Characterization and Measurement Methods Development -- The research plan for FY 1981 will involve the continuation of the work identified for FY 1980 with the following modifications:

- o Expansion and acceleration of work on the development of methods for characterization and quantification of toxic chemicals in soil/sediment environments.

FY 1980 Measurement and Monitoring Research -- The measurement and monitoring research will focus on the areas of biological laboratory quality assurance and technical support related to data collection capabilities. The priorities include:

- o Develop reference and quality control materials, and prepare technical guidelines pertaining to methodology and biological laboratory testing.
- o Develop a laboratory intercomparison studies program and evaluate laboratories and laboratory procedures.
- o Develop a training program comprising quality assurance procedures and methodologies.
- o Determine the nature and extent of toxic emissions to the atmosphere through fenceline monitoring studies around chemical complexes.
- o Provide aerial sampling, photography and interpretation to identify and assess the nature, extent and source of toxics in the environment resulting from the manufacture, processing and disposal of toxic substances.

FY 1981 Measurement and Monitoring -- In FY 1981 this program will focus on quality assurance for biological testing which will be sufficiently developed to stock and operate a repository of biological testing and reference materials. This

will allow interlaboratory testing of biological testing protocols to be conducted on a routine basis. It will facilitate conducting evaluations on a routine basis. It will also permit an assessment of the proficiency of analyses and the performance of technicians conducting biological tests. Technical assistance support will be maintained in essentially the same areas as were identified in FY 1980.

FY 1980 Changes -- The FY 1980 plan for quality assurance of biological laboratory testing is a new start. A small program has been in existence which demonstrated the feasibility of in vivo incorporation of inorganic toxics into plant tissues which could be used as biological testing reference materials. This initial program indicates the probability of the success of the development of organic toxic materials into tissue samples is good. No changes are anticipated in the technical support program to provide data collection capabilities in the area of toxics monitoring.

FY 1981 Changes -- No changes are anticipated.

FY 1980 Control Technology Research -- In FY 1980 emphasis will be placed on expansion of the regulatory data base, specifically the development and expansion of the predictive model for chemical manufacturing. The plan includes the following priorities:

- Use process expertise in the manufacture of existing chemicals to provide and predict information on the occurrence of toxics as contaminants in intermediates, by-products, products and wastes.

- Develop marketing and use information to provide a basis for identifying substitute chemicals and alternative process routes including recovery reuse and recycling of toxic wastes.

- Develop a predictive model for new chemical manufacture to identify anticipated processes and expected releases of toxics.

FY 1981 Control Technology Research -- This program which originated in FY 1978 and is approaching critical mass in FY 1980, will be expanded in FY 1981. The

major emphasis will be to support manufacturing regulations development as well as control of existing chemicals, emergency response techniques and assistance to the regions. The predictive model for new chemical manufacture to identify anticipated processes and expected releases of toxics will also be expanded.

Alternatives -- An alternative to the planned method of operation (a balance between in-house and extramural) is an all extramural effort. This was rejected because:

- o EPA has now established expertise in terms of both facilities and highly specialized interdisciplinary personnel.
- o Additional cost of extramural work.

REGIONAL GUIDANCE

Abatement and Control

Overview

This guidance describes recommended Regional Toxics Program activities and anticipated outputs for the remainder of FY 1979 and for FY 1980. All of these activities support the development and implementation of either TSCA programs in particular or of integrated Regional toxics programs in general. The guidance does not discuss the development of a Regional organization or strategy for the control of toxics, since that issue has already been addressed by most Regions through the development of coordinating mechanisms such as policy committees or staff working groups. Those Regions which have not yet established such mechanisms, however, should do so, as the integration of Regional toxics programs and activities continues to be an extremely important effort in FY 1979/80, as it has been before.

Regional Priorities

The Regional activities included here are essential both to the implementation of TSCA programs and to the more general task of providing a systematic and integrated Regional approach to toxic substances control. The recommended activities are: (1) TSCA Program Implementation (including the School Asbestos Control Program); (2) Development and Implementation of Integrated Regional Toxic Substances Programs; (3) Industry Assistance; (4) Public Participation and Information; (5) State Financial and Program Assistance; and, (6) TSCA Regulations Development.

Regions may find it necessary to vary the priority of these activities to reflect any unique or unusual problems or characteristics of their areas. If, for example, a TSCA regulation will affect only a segment of the chemical industry not represented in a given Region, that Region may choose not to become deeply involved with its development or implementation. On the other hand, if the Region were the principal locale for the regulated segment of the chemical industry, more active involvement would seem useful to both OTS and to

the Region. Similarly, if the Region has neither a State cooperative agreement under Section 28 nor a Headquarters-funded public participation program, there will be minimal need to devote Regional resources to those areas. And finally, readers should note that the higher priority activities will not necessarily demand the most Regional resources, nor will the lower priority ones necessarily demand the least.

The following sections describe the resource requirements, program components, and associated outputs for each activity. The activities discussed are not intended to represent all feasible approaches, and creative alternative approaches are encouraged.

Principal Regional Activities

(1) TSCA Program Implementation -- TSCA implementation activities for FY 1979/80 should emphasize the School Asbestos Control Program; the PCB marking and disposal regulations; and, the Section 5 Premanufacture Notification Program.

(a) During the second half of FY 1979 and early FY 1980, the highest priority aspect of TSCA program implementation for Regional Offices is the development of State Voluntary School Asbestos Control Programs. This is because the School Asbestos Control Program addresses an immediate problem which appears solvable by an intensive effort over a relatively short period.

Therefore, each Regional Toxics Program should actively encourage State and local participation in this program. Headquarters has developed an asbestos guidance document which provides basic information concerning identification and mitigation of the problem. The Regional Toxics Program should disseminate information on the program widely, especially to other Federal, State or local governmental bodies, both by distributing the document and by participating in whatever public forums may be available.

This effort will probably require considerable attention from Regional staff, especially in responding to inquiries from affected State and local organizations (e.g., school boards); but it also is probable that most of this attention will be concentrated in the six months

immediately after initiation of the program on March 16, 1979, a period roughly corresponding to the second half of FY 1979.

(b) TSCA program implementation should also emphasize the PCB marking and disposal regulations. Regional staff should develop familiarity with the facility approval process, and participate in the decisionmaking. It is especially important that Regional Toxics Staff identify and forward to Headquarters any problems or issues related to the permitting process, including those related to facility siting and public opposition.

(c) The Premanufacturing Notification Process under Section 5 will demand time and attention from Regional Toxics Programs, but neither the dimensions nor timing of this demand can be predicted with precision yet. Regional staff may be involved in at least two distinct roles: (1) assisting the affected industries in understanding and complying with Section 5; and, (2) assisting Headquarters in conducting site-specific or plant-specific assessments.

The first of these roles is included in the Regional Toxics Programs' activities under Program Implementation. The impact of the second role remains unclear, since the number and distribution of Section 5 notices cannot be predicted. The type of assistance involved will include responding to Headquarters requests for information on the site or plant at which a new chemical is to be produced, including whatever information may be available from other parts of the Regional Office or from the appropriate State.

This second role may require a significant share of Regional toxics resources but that will not be clear for some time. The distribution of resources and the priorities in this Guidance will be revised if necessary at such time as the impact of this activity on the Regions is clearer.

(2) Development and Implementation of an EPA and Interagency Integrated Toxics Substances Program -- The development and implementation of a coordinated Regional toxic substances control program which integrates all

relevant Federal control activities continues to be a major activity for the Regional Offices during FY 1979/80. Most Regions have already implemented coordinating mechanisms in the form of policy committees or staff working groups or are planning to do so shortly. The Regional Toxics Program should actively participate in such groups, and through that participation assist the group in: defining specific toxic substances problems; coordinating effective and efficient use of resources in solving those problems; identifying data needs; acquiring and analyzing data; and, establishing working relationships with EPA Headquarters and with other governmental entities. The Regional toxics staff role should be coordinative, however, as the resources to carry out the group's recommendations will be from air, water, solid waste, etc.

The Regional Toxics Programs could also assist their Regional coordinating groups by identifying chemical manufacturers and processors. Most of this information is contained in data submitted under the Inventory Reporting Regulation (Section 8(b)). Regional Toxic Staffs will need to receive clearance and to develop safeguards for the handling of such information, as access to, and use of, some of it is restricted due to confidentiality claims.* Further, OTS will provide summaries of Section 8(e) reports to the Regions periodically, and this information also may prove useful in helping the Region identify potential problems. Similarly, compliance monitoring data and records of enforcement actions can help identify problem sites, both potential and actual.

Other useful activities include: helping the group to identify key contacts in their Regions, both in EPA and in other Federal Agencies; compiling a list of available toxics information; and developing information on current or planned contracts in relevant subject areas.

Interagency program coordination (through coordinating groups, for example) can have the effect of providing additional resources and information to the Regional Office, although over the near term this coordination may involve only the IRLG. The IRLG is responsible for

*CID has already provided Regions with detailed requirements and procedures for this.

coordinating the activities of its five member agencies: OSHA, CPSC, FDA, FSQS (USDA), and EPA. (Each Regional Office has designated an IRLG contact.) Examples of Regional IRLG activities include: personnel exchanges, joint inspections, referral of consumer complaints, sharing of investigative equipment and facilities, exchange of chemical hazard information, and public information and education. The Regional Toxics Program should examine IRLG activities to determine how they can best contribute to the Regional coordination effort.

OTS has not accorded spill response a high priority and, therefore, the Regional Toxics Program should attempt to minimize active involvement in on-site response. Since TSCA does not provide for funding to support the mitigation or clean-up of spills or other environmental incidents, these actions should be left to the various media offices or to the Regional Spill Coordinator. The Regional Toxics Staff can help most effectively by providing technical information concerning the health and environmental risks of spilled (or in situ) toxic chemicals, and in order to do this, the Regional Toxics Program may need access to information sources available at Headquarters. OTS has not yet developed criteria or procedures for ordering and choosing among Regional requests for this kind of Headquarters assistance, although the Program Integration Division plans to develop such a mechanism during the last quarter of FY 1979.

(3) Industry Assistance -- The Regional Toxics Program should serve as a local liaison between EPA and industry by providing technical assistance, disseminating information, and referring any requests they cannot fulfill to the appropriate media programs or Agencies.

The Regional Toxics Program can further TSCA program implementation by providing industry with information on TSCA regulations and related activities. Two ways this information can be provided are through participation in compliance training programs developed and conducted by Headquarters and by answering questions from individuals concerning the various TSCA regulations, Premanufacture Notification forms and processor reports.

The Headquarters Industry Assistance Office also provides this important service to industry and has established a toll-free telephone number as part of its program. Most calls to the Regional Office will seek forms or publications or raise general questions about toxic substances. As many callers as possible should, therefore, be directed to the toll-free number so as not to consume limited resources in the Regions.

(4) Public Participation -- Public participation has become an increasingly important part of EPA's decision-making, in large part because EPA's experience has shown that an informed public can and does improve the quality of that decisionmaking. The success of toxic substances control will depend, at least in part, upon the public's perception that proposed controls are reasonable, well-designed, and cost-effective. Allowing the public to participate in, and have an impact on, the toxic substances decisionmaking process can only foster a better understanding of the issues and provide support for EPA actions.

OTS has a commitment to involve grass-roots organizations in its public participation program. During FY 1979, a pilot public participation program has been developed in Region II to increase public participation under TSCA, as well as to build public awareness of toxics problems which may be controlled under other Federal, as well as State and local authorities. Headquarters plans to select two or three other Regions in FY 1979 to develop public participation programs through two-year grants from Headquarters. Development of public participation programs in the remaining six Regions is planned for FY 1980/81. Two of the criteria for selection of grantees are: (1) a commitment by the Regional Office to finance the project during its third year; and, (2) a willingness to work towards institutionalizing the concept of public participation in the Region. Further criteria for selection of grantees, and guidance on grant monitoring, will be developed by the Program Integration Division during the third quarter of FY 1979.

Regional Toxics Programs are encouraged to support the development of public participation components in State applications for funding under Section 28 of TSCA as a further means for involving citizens in toxics planning, control, and decisionmaking. Those regions not involved in Headquarters-funded programs are nevertheless

encouraged to develop coordinated, innovative Regional public participation plans and programs of their own. Detailed guidance for this activity will be developed by the Program Integration Division during the fourth quarter of FY 1979.

(5) State Financial and Program Assistance -- During FY 1979/80 the Regional Toxics Programs should focus their State Financial and Program Assistance activities on: (a) managing such State cooperative agreements as are awarded in their Regions; (b) providing information and assistance on the Federal program, especially with respect to available information and information management systems; (c) identifying the key people and agencies for toxics control in their States; and, (d) developing data on State programs, including State legislation, regulations, and information resources.

(a) TSCA Section 28 authorizes State grants to control toxic substances. Two rounds of competition will be held during FY 1979. The Regional Toxics Program should provide information to States on the availability of these grants, including making them aware of the May 27, 1979, closing date for the second round. If TSCA appears to be the appropriate source of funds, the Regional Toxics Program should assist interested States in developing their proposals, consistent with the National objectives for the program as expressed in the August 28, 1978, Federal Register. The appropriate Regional Toxics Programs will also participate in the selection process by reviewing and rating any proposals from their respective regions.

Affected Regions will, of course, need to monitor the progress of grantees within their Region after award. The grantee State will be required to provide quarterly and annual reports to the EPA Project Officer. The Project Officer, in turn, in conjunction with State Officials, should prepare and forward to the Program Integration Division semi-annual evaluations of the grant which include a copy of the State's annual report and an evaluation of the grant's impact on the public, and on State and local governments. The evaluation should address: (1) the transferability to other State Programs of techniques or procedures developed by the project, and any attempts already made to transfer them; (2) the extent to which the project has complemented or otherwise

impacted upon Regional Office toxics programs; and (3) possible ramifications of the project for future Headquarters policy, procedures, rulemaking, etc. The Project Officer should use these evaluations to work with State officials to guide the projects toward fitting Regional needs. Evaluation reports should, of course, include any modifications agreed to by EPA and the State.

(b) Regional Toxics Programs should provide information and assistance on the Federal program. The purpose of this is to ensure that States develop programs which complement that of EPA and which are reasonably consistent from one State to another.

For example, several States have already developed, or are currently in the process of developing, toxics information systems. These systems may well duplicate, or be incompatible with, the information systems being developed by EPA, other Federal agencies, and even those of other States. States should be made aware of Federal information systems, so as to minimize the chance of their investing time, money, and effort in their own systems unnecessarily. The Program Integration Division is procuring contractor support to train State and Regional staff on the availability and use of all relevant information systems. This training should be available by early FY 1980.

(c) The identification of key people and Agencies is especially important in FY 1979/80, as both the Federal and State toxics programs are in early stages of development. The Regions' need to convey information and render program assistance to the States requires that they quickly learn who the "players" are in each State and establish contact with them.

(d) The National Wildlife Federation is currently conducting a survey of State Toxics Substances Programs under a grant from the Program Integration Division. Their survey will produce considerable information on State legislation and regulations for toxics management and control. Regional toxics programs should supplement that base by developing information on State organizational and staffing patterns, and on State resources such as information systems, laboratory capabilities, etc. All of this data should be distilled into a "State Profile" which serves two major purposes: (1) it will help the Regional staff to identify both the capabilities

and the limitations of their State programs; and, (2) it will help Headquarters assess and assist the development of State toxics programs over the next 3-5 years. Regional Toxics Programs should send copies of these profiles to the Program Integration Division as they are completed. In addition, Regional toxics staffs should be aware of, if not participants in, non-Federal toxics planning in their Regions to ensure consistency with the Federal program and policies.

(6) TSCA Regulations Development -- During FY 1979/80, OTS regulatory activities will focus on: Section 4 Testing Rules; Section 5 Premanufacture Notification and Review; Section 6 Rules (PCBs and possibly asbestos); TSCA Section 8 Rules; and, one or two existing chemicals or generic rule areas yet to be identified.

The Regional Toxics Programs are responsible for reviewing draft and proposed TSCA rules to provide a Regional perspective to the rulemaking process. The Regional input will take the form of either active participation in the work group process (including attendance at work group meetings) or review of the draft and proposed regulations.

Each work group will include at least one Regional Toxics Program representative (the "lead Region"). The lead Region will be responsible for keeping the other Regional Toxics Programs informed of the relevant issues concerning the developing regulations and for soliciting their comments on all drafts. The lead Region will then provide the Headquarters working group with the resulting comments, and will raise issues identified by the other Regional Toxics Programs for attention from the work group.

Regional Toxics Programs should ensure that all relevant information is brought before the work group, especially where a regulation is designed to address a problem of special interest to one or more Region(s). Further, each Region should solicit input and comments from the other Regional Media offices, State offices, and public organizations. Public input and comments from individuals and organizations should be solicited through existing public participation mechanisms (including Headquarters-funded activities). Formal or informal meetings comprise one such mechanism. The lead Region

should ensure that all inputs obtained are compiled and forwarded to the working group for inclusion in the rule-making record.

Region-Specific Guidance

Specific guidance for those Regions having Headquarters-funded public participation and/or State cooperative agreement programs is provided in the discussion of Principal Regional Activities for public participation and State financial and program assistance.

Resource Requirements

Regional needs for each Regional Toxics Program (Table I) will vary depending upon such factors as the number of States in the Region, the extent to which all program elements are undertaken and the program's level of involvement in each. A Regional Toxics Program of the kind and level described here will require approximately 3.5 to 5 person years. Regions in which Headquarters-funded public participation projects are conducted will need to devote about one additional person year to their projects and each of these programs would therefore require approximately 4.5 to 6 person years of effort. This level of required resources exceeds what will actually be available in FY 1979 or FY 1980. OTS will augment Regional Staff by contracting for the services of ten civil engineers, and assigning one to each Region to assist with the School Asbestos Control Program. Because these are contract resources, they are not shown in Table I, and are in addition to the 46.5 person years listed there.

Reports

OTS expects to implement a Regional reporting system in the third quarter of FY 1979. This system will allow the Regions to inform Headquarters, and each other, of significant problems and issues affecting their implementation of the program described in this Guidance. The reports will also enable Headquarters to make such adjustments to the program as may be called for in light of the Regions' experiences in implementing it.

The report should be submitted monthly to the Program Integration Division (TS-793) and should cover at least the following:

(1)(a) School Asbestos Control Program:

State contact (if changed); problems or complaints from States; significant developments, including major news coverage; activities in State legislatures; and, any additional comments the Regional Staff thinks useful.

(1)(b) Other TSCA Program Implementation:

Any significant problems or issues.

(2) Toxics Integration:

Information on Regional coordinating groups should include descriptions of their format (if changed from what was initially reported); objectives; planned activities and schedule; and, planned outputs.

A summary of IRLG and other interagency activity should also be included.

(3) Industry Assistance:

A log of industry assistance activities such as phone calls, literature provided, industry consultations, meetings or seminars attended, etc., should be kept to document Regional involvement and to establish Regional resource requirements. A summary of these activities should be included in the monthly report submitted to the Program Integration Division, which will then inform the Industry Assistance Office. The summary should include: numbers of telephone inquiries received, meetings attended, and major questions or issues raised.

(4) Public Participation/Information:

Any significant problems or issues.

(5) State Financial and Program Assistance:

Any significant problems or issues. (Regions monitoring cooperative agreements should report semi-annually

as described in Part III(5) of this Guidance. Significant problems or issues between these reports should be identified in the monthly report.)

(6) TSCA Regulations Development:

Any significant problems or issues.

Table 1

Regional Toxics Program

Distribution of Available Resources by Activity

Activity	Aggregate Resource Requirements
1. TSCA Program Implementation	
a. School Asbestos Control Program	7.5
b. Other (PCB, CFC, etc.)	13.0
2. Development and Implementation of Integrated Toxics Programs	10.0
3. Industry Assistance	6.0
4. Public Participation	4.0
5. State Financial Assistance	2.0
6. TSCA Regulations Development	3.0
7. State Program Assistance	1.0
Total	46.5

Note: These are aggregate figures for the ten Regions. Those Regions with Cooperative Agreements and/or Public Participation grants will account for more, and remaining Regions for less, of the resources estimated for Activities 4 and 5 above.

The total for Activity 6 is presumably divided among all the Regions equally since no Region will be "lead Region" for all the sets of regulations developed during FY 1979/80.

TABLE 2

HEADQUARTERS AND REGIONAL OUTPUTS BY ACTIVITY

Activity (Priority)	TSCA Program Implementation (1)	Development and Implementation of Integrated Regional Toxic Substances Programs (2)	Industry Assistance (3)
Elements or Program	. Dissemination of Information	. Development of Process Identification of media/or Interagency contacts	. Technical Assistance (e.g., in-depth consultation on completion of PMN forms) . Dissemination of information
	. School Asbestos Control Program . PCB marking and disposal Regulations . Premanufacture Notification System	. Identification of potential Regional Toxics problems . Coordination with other Federal Agencies . Identification of chemical manufacturers/processors . Information exchange concerning substantial risk-enforcement problems . Technical assistance/information concerning environmental/health risk for spills.	
Regional Outputs	. State/local participation in School Asbestos Control Programs . Status Reports on School Asbestos Control Problem . PCB disposal permit review and analysis coordinated within appropriate R.O. . Dissemination of information	. Profile of chemical manuf/processor (problem ID) . Status report-actions taken on emergencies . MOU development . IRLG participation; status reports on IRLG activities . Public meetings	. Log of industry assistance activities - (Phone calls/literature mailed/meetings/ in-depth consultation) . Mail out pertinent literature . Summary Report to PID
HEADQUARTERS OUTPUTS	. Status reports on Asbestos Program . Summary of issues related to PCB disposal permits review/ approval (public opposition) . Summary of Information Assistance activities	. Summary of potential problem(s) identified . Summary of IRLG/other Agency involvement	

Activity (PRIORITY)	Public Participation and Information (4)	State Financial and Program Assistance (5)	TSCA Regulations Development (6)
Elements of Program	. Public Participation plan development and Implementation (Regions with Hq-Funded Grants only)	. Compilation of State regulatory profiles . Review of State grant applications . Information exchange . Oversight of State cooperative agreements . Assistance to State programs	. Review draft/proposed regulations . Submit available support documentation for regulations . Participation in work-groups as "lead Region" . Other media involvement through Regional Regulations Coordinator . Public awareness and participation in development process
REGIONAL OUTPUTS		. State Regulatory Profiles . Monitoring of State Grants . Analysis of State information systems . Exchange of information	. Summary of Issues from workgroup to other Regional Offices from lead Region . Comments on draft/ proposed regulations to lead Region . Summary of Regional comments (lead Region)
HEADQUARTERS OUTPUTS	. Public Participation Plan . Identification of Regional Problems . Status report on grants (Regions with Hq-Funded Grants only)	. Summary of State Regulatory Profiles . Status Reports on State cooperative agreements . Identification of pertinent State information received. . Training on Federal and other information management systems.	. Summary of Regional comments (lead Region) . Summary of media/State/ Public comments received and issues identified.

Enforcement

Regional Priorities

The following Regional enforcement activities will be given highest priority in FY 1980:

- First Priority
  - Initiate investigations and prosecute enforcement actions in response to toxic substances emergencies
  - Conduct compliance monitoring programs and initiate enforcement actions in support of premanufacture notification regulations under section 5
  - Conduct compliance monitoring programs and initiate enforcement actions in support of chemical control regulations under section 6 (including PCBs, CFCs, and any others in effect) and rules or orders issued under sections 5(e) or 5(f).
- Second Priority
  - Implement multi-media compliance monitoring and enforcement program
  - Coordinate regulatory and information gathering strategies with Regional OSHA, FDA, and CPSC offices
  - Implement public outreach programs and other methods to induce voluntary compliance with TSCA
  - Conduct compliance monitoring programs and initiate enforcement actions in support of testing rules and reporting regulations promulgated under section 4 and section 8(a)
  - Conduct compliance monitoring programs and initiate enforcement actions in support of import regulations under section 13

o Third Priority

- Conduct compliance monitoring programs and initiate enforcement actions in support of reporting requirements under sections 8(c) and 8(d)

- Participate in TSCA rulemaking and enforcement strategy development activities

Principal Regional Activities

In FY 1980, the highest priority Regional activity will be responding to emergency situations involving substantial threats to public health and safety and initiating enforcement actions where appropriate. Additional priority activities will include inspections of facilities subject to rules or orders issued under sections 5(e), 5(f), or to chemical control regulations (specifically PCBs, CFCs, and any other regulations in effect in FY 1980), and those firms which are subject to section 5 premanufacture notification requirements. Inspections of facilities subject to section 4 testing rules and section 8 reporting requirements will be conducted in close coordination with the screening process conducted at Headquarters. The Regions will monitor compliance with section 13 importing regulations in cooperation with local personnel of the U. S. Customs Bureau. Regional enforcement offices will perform the case preparation and case prosecution functions needed to successfully prosecute actions arising from the aforementioned investigatory programs. The Regions will also implement intra-agency multi-media enforcement programs, and public outreach programs and other means to encourage voluntary compliance with TSCA requirements. In addition, Regional personnel will participate in the development of enforcement strategy and policy.

PROJECTED PROGRAM ACCOMPLISHMENTS (PPAs)

- Number of enforcement actions initiated in response to toxic substances emergencies
- Number of inspections of facilities subject to Section 6 rules on PCBs
- Number of inspections of facilities subject to Section 6 rules on CFCs
- Number of inspections of facilities subject to Sections 5(e) and 5(f) rules
- Number of inspections of facilities subject to Section 4 rules
- Number of inspections of facilities subject to Section 5(a) rules
- Number of inspections of facilities subject to Section 8 rules
- Number of inspections of facilities subject to Section 13 rules
- Number of enforcement actions initiated against violators of Section 6 rules on PCBs
- Number of enforcement actions initiated against violators of Section 6 rules on CFCs
- Number of enforcement actions initiated against violators of Sections 5(e) and 5(f) rules
- Number of enforcement actions initiated against violators of Section 4 rules
- Number of enforcement actions initiated against violators of Section 5(a) rules
- Number of enforcement actions initiated against violators of Section 8 rules
- Number of enforcement actions initiated against violators of Section 13 rules

- Number of intra-agency multi-media inspections conducted
- Number of IRLG referrals
- Number of inspections conducted under IRLG guidelines
- Number of program activities conducted to encourage support for voluntary compliance with TSCA requirements

1980/1981 PESTICIDES MEDIA GUIDANCE

PESTICIDES

MEDIA OVERVIEW

Planning Assumptions

The Federal Pesticide Act of 1978, which amended the Federal Insecticide, Fungicide and Rodenticide Act (FIFRA), will make the regulation of pesticides more efficient, more effective, and more timely. All registration (section 3) guidelines will be completed and in force by the second quarter of FY 80 and new regulations, where appropriate, will be in effect at this time and fully enforceable. The following assumptions reflect the new directions and resumed activities that those amendments have made possible.

Studies required by the FIFRA as amended on methods of pesticide applications and minor use pesticides will be completed the third quarter of FY 79, but at this time, we do not anticipate the results to cause any major realigning of OPP's regulatory activities. Efforts to refine and improve the Agency's tolerance-setting mechanisms will continue through FY 80 and FY 81; no radical departures affecting Agency or registrant resources are anticipated. Legal challenges to the trade secrets and data compensation provisions in the 1978 FIFRA amendments are anticipated. OPP and the Office of General Counsel expect these to be resolved in EPA's favor.

The Generic Standard development process will be fully productive by the beginning of FY 80. RPAR will be merged into the generic standards in FY 81 when the original RPAR commitment to 65 chemicals has been completed.

Until pesticide generic standards are developed, EPA will be granting conditional registrations. Conditional registrations will allow the Agency to process applications for registration of new products which are like one already registered. Ultimately, OPP will review all products comprehensively when they are reregistered under generic pesticide registration standards.

"Me-too" products and new uses of "old" chemicals will be eligible for conditional registration if EPA determines that enough information is available to evaluate unique hazards that may be posed by the new uses. The Agency will also issue conditional registration of new chemicals in the public interest if risk during the period required to complete and submit additional studies is not unreasonable.

States will have broader authority and responsibility for registering Section 24(c) "Special Local Needs" pesticides without requiring EPA's approval. Regions will assist States in establishing their 24(c) programs and will provide early guidance and screening to States on individual 24(c) applications. Final review/disapproval will remain a headquarter's function.

EPA will use broad discretion granted by the 1978 amendments to waive the submission of efficacy data. OPP will evaluate this during 1980 and, if it does not prove to be effective, will reconsider this approach. In any case, the Agency will continue to consider efficacy when performance of the product bears upon public health.

In FY 1980 EPA will complete (except for updating) the process of classifying uses by regulation, apart from the registration process. This will help to realize the objectives of the applicator certification program with regards to restricted use products.

The effort to develop grants-in-aid with States and Territories for enforcement will be continued. By the end of FY 1980, 43 States will have cooperative grants-in-aid, and by FY 1981 the number of grants will increase to 50.

The Office of Enforcement will initiate a new program (Investigations of Nationally Targeted Pesticides Public Health Incidents) during FY 1979 to focus upon all aspects of the manufacture, distribution, use, and disposal of certain restricted use pesticides. This effort will be given continued empahsis in FY 1980.

By the end of FY 1980, it is expected that all, or almost all, Federal facilities which are major sources will be in compliance and most minor source Federal facilities as well. Regions should see to it that all Federal facilities do indeed come into compliance as soon as possible, and no later than the end of FY 1980.

Research and Development will be integrated into supporting pesticide activities in 1980. Furthermore, ORD will receive its planning priorities from the Pesticide Research Committee and specific requirements from OPP.

The Federal Certification program in Colorado and Nebraska will continue at least through FY 1981.

OPP will be staffed up to budgeted levels with qualified professional and support personnel. Both Regional RPAR and Special Registration Decision Units are eliminated commencing in 1980.

Priorities

FY 80 priorities will emphasize the completion of the remaining RPAR reviews, completion of registration standards initiated in FY 79 and reregistration of existing pesticides based on these registration standards, registration of new environmentally protective pesticide products for which complete hazard data are submitted, expanded enforcement involvement on the part of the States, and increased response to emergency situations which involve substantial threats to public health and safety.

FY 1981 priorities for the pesticide program will be similar to those for FY 1980. RPAR will be substantially completed and integrated into the registration standards process. Highest priority will be registration of new environmentally protective pesticide products. Continued completion of registration standards and reregistration of existing pesticides based on them will also be emphasized. Cooperative enforcement grants-in-aid are expected to be developed in all or most States by the end of FY 1981.

In those States which have Federal certification programs, enforcement activities will be in support of efforts directed toward developing approved plans.

Federal personnel will continue to be responsible for enforcement of applicator certification in Colorado and Nebraska.

Major Objectives

In FY 80 the Agency plans to review benefits and risks of 12-17 RPAP compounds identified as posing potentially unreasonable adverse effects and reach 15-20 final risk/benefit determinations on RPAR compounds; implement the conditional registration program; give registration priority to new chemicals for which complete hazard data are submitted; reregister 1,000-1,400 products from available generic standards; complete the generic standards initiated last year and initiate the preparation of 40-50 generic standards, including the reassessment of associated tolerances.

Major objectives, reflective of the special registration program, will be for Regions and Headquarters to provide timely and responsive guidance to the States relative to their Section 5(f) experimental use permits and review 180-240 Section 5 registrations in a median turnaround time of 120 days; review 1,000-1,500 Section 24(c) special local needs registrations and conduct overview activities on their final actions; review 170-220 Section 18 emergency exemptions in a median turnaround time of 4 weeks including full scientific review of pertinent data.

Guidelines for biological pesticides will be promulgated. The Agency will establish 80-120 pesticide residue tolerances and review 75-100 amendments for food and animal feed crops after review of data and risk/benefit analyses in a median turnaround time of 105 days.

The laboratory audit program will be continued; 50-70 laboratories will be audited.

FOI requests will be given an initial response within 10 days followed by a final response as quickly as possible. Monitoring for hazard prediction and significance of potential problems will continue, but will be more closely tuned to support the regulatory process.

The abatement and control objectives for 1981 remain the same as for 1980 except that the RPAR process will be integrated into the generic standards process and increased empahsis will be given to registration of innovative, environmentally protective compounds.

The Federal Enforcement role will continue to be one of oversight, guidance, an support of non-Federal enforcement effects in States and Territories. The program will also focus upon all aspects of the manufacture, distribution, use, and disposal of certain restricted use pesticides.

During the next two years, four major objectives will be driving the Environmental Protection Agency's research and development program. These are (1) continuing the integration of the Office of Research and Development into the mainstream of the pesticide activities by supporting the Pesticide Research Committee that was jointly developed by ORD, OPP, Office of Enforcement and regional representation, (2) enhancing the Office's capability to improve the scientific and technological data for use in future regulatory and enforcement actions, (3) improving that data through scientific peer review of research procedures and results, quality control of risk assessments, and quality assurance of monitoring data, and (4) providing specific data in response to OPP's immediate needs.

HEADQUARTERS PLANS

Abatement and Control

Plans and Emphases

In 1980, the Registration Standards program will cement the standards production rate and maintenance process as a workable regulatory means of reregistering, in roughly a decade, approximately 40,000 pesticides. Based on the initial experience with the prototype standard, OPP expects development of each standard to take 13 to 14 months. Thus, the first standards initiated in FY 79 will be completed in FY 80 and an estimated 48 standards will be initiated annually thereafter.

The subtasks involved in the development of a generic standard include screening all published literature, company submitted data and other unpublished information; bibliography preparation; data evaluation and assessment of fate effects and exposure risks and benefits; preparing a regulatory rationale and position; seeking public comment and participation; preparing and publishing the standard document; and managing records with the necessary ADP and micrographic support.

During FY 1980 EPA will be maintaining the prototype standard completed during FY 1979 as well as initiating maintenance on new standards as they are completed. The subtasks involved in maintaining completed generic standards include screening all newly published literature, new company, laboratory, monitoring, and accident data and updating the standard, as necessary, from this material. In particular, this effort covers updating standards to include new uses, new tolerances, new special registrations and new data. Reregistration of existing pesticides will be initiated upon completion of appropriate generic standards.

In 1981 there will be a continuation of the 1980 program in which standards will be completed from the previous year and new standards will be initiated.

In 1980 the rebuttable presumption against registration process will be completed on the majority of the 65 chemicals originally listed as RPAR candidates. Final decision documents including environmental impact statements will be prepared for 15-20 chemical classes on which a rebuttable presumption has already been declared because these chemicals are suspected of having an adverse effect on man or the environment. In addition, decisions on whether to issue an RPAR will made after data gathering for, and evaluation of, 12-17 other chemical classes. Two administrative hearings are anticipated, for which technical and scientific support will be provided. The Substitute Chemicals Program will be integrated into the RPAR process since final decision documents require the determination of feasible alternative pest control strategies that can be safely and effectively substituted for RPAR chemicals.

In the laboratory audit program 70 laboratories which perform tests in support of pesticide registration and other studies will be audited jointly by the Food and Drug Administration and EPA. Primary emphasis will be placed on audits of toxicology labs of particular importance to the generic standard and RPAR process. EPA headquarters personnel and regional PTSED inspectors will perform Good Laboratory Practice (GLP) and data audit inspections at environmental chemistry and fish and wildlife testing facilities. Two hundred registrant validations of toxicology studies will be evaluated.

Similarities between the RPAR and registration processes illustrate the cost effectiveness of combining future RPAR investigations with the standards production. Hence, the RPAR program will be reoriented in 1980 for merger with Registration Standards in 1981.

Because of the legislative changes permitting conditional registrations and the freeing of strictures in the registration process, OPP will be able to increase its regulatory decision-making in 1980 on applications for administrative and

technical amendments, new chemical registrations, routine registrations, and tolerance petitions. Increased resources will not only permit the processing of an increased work load, but will allow for reduction in decision making time and application backlog. No change is expected in 1981.

Section 18 emergency exemptions will be processed within four weeks of receipt and Experimental Use Permit applications and petitions for temporary tolerances will receive scientific and administrative processing within 120 days of receipt (this represents a 50% reduction in processing time over FY 78). One hundred additional periodic EUP reports will be reviewed plus an additional 50 revised labels which are required as a condition for granting EUP's. State-issued 24(c) registrations and 5(f) experimental use permits will be reviewed for less obvious descrepancies and necessary corrective action will be taken. Appropriate comments and constructive criticism will be forwarded to the States. In addition revised labels will be reviewed for agreement with the terms of each special registration and a sampling program will be established to evaluate the scientific validity and legal adequacy of data submissions. No change is expected.

The certification and training grant program was terminated in 1979; however, up to $2 million will be provided in 1980 for cooperative agreement support to (1) States and Indian tribes which agree to initiate and/or upgrade their certification and training activities; (2) States and tribes in which EPA's ongoing program evaluation justifies continuation of Federal assistance; (3) permit continuation of Federal certification and training activities in Colorado and Nebraska. Headquarters will continue to appraise integrated pest management techniques using the contract mechanism. RPAR and IPM functions will be performed at headquarters. Registrant/public inquiries and problems with these programs will be directed to the regions. Regions will increase their public

awareness outreach to agricultural and other significant interest groups in order to build public understanding and acceptance of Pesticide programs. Classification by regulation of pesticides for restricted use will be completed.

Changes

In view of the passage of the Federal Pesticide Act of 1978 which amended the FIFRA, no legislative changes are anticipated for FY 1980 or FY 1981. Organizationally, similar functions of OPS and OPP will continue to be integrated in 1981. Also, the RPAR process will be merged into the generic standards production process.

Alternatives

The primary alternative to be considered in each program is that of contracting. All program elements of non-regulatory nature should be examined. When determining the possibility of contracts, the following will be considered: (1) cost effectiveness; (2) quality control; (3) response to EPA operating programs; (4) definition of work scope; (5) time requirements; (6) sensitive/nonsensitive nature. Programs will also be examined to determine if existing contracts could incorporate additional program requirements by expanding an existing contract rather than generating new contracts.

Enforcement

Plans and Emphases

The Enforcement Program in FY 1980 will be a continuation and expansion of the trend toward increased state involvement. It is expected that cooperative enforcement grants-in-aid will be developed in all or most States and Territories by the end of FY 1980. The Federal role at the Regional level in States and Territories which have grants-in-aid will be that of State program oversight and guidance, developing and monitoring of State programs and activities, providing training to State program staff, assisting as necessary in case development, and initiating

Federal Enforcement actions on the basis of State activities where appropriate. Consequently, in States and Territories with grants-in-aid, traditional Federal functions such as establishment, marketplace, and use inspections will cease or decrease significantly. In States without grants or with grants of less than comprehensive scope, Federal inspectional activities will continue.

The program area entitled "Investigations of Nationally-Targeted Pesticide Public Health Incidents" will continue in FY 1980, having begun operation late in FY 79. It's role is primarily to set priorities for enforcement investigations, emphasizing human health concerns. The programs initiation does not entail an increase in resources, rather a reprogramming. It does, however, require increased coordination between OE and OPP.

Enforcement will continue to focus upon the enforcement of standards and requirements relating to the certification of applicators. Appropriate enforcement efforts in this area will be undertaken by most States in support of their certification programs. However, in those Regions in which a State has not established an approved certification plan, EPA will be responsible for both applicator certification and enforcement of such certification. In such Regions, the Federal pesticide enforcement program must include an active enforcement effort in support of Federal applicator certification.

The laboratory audit program will continue to be given special emphases by the Office of Enforcement. During FY 1980, the Office of Pesticide Programs will expand the laboratory audit program to include environmental data, using the same criteria and techniques applied in the toxicological audits. The Office of Enforcement will provide inspection support for these audits.

Changes

In response to the greatly expanded State role in the pesticides enforcement program, the Office of Enforcemnt will be reorganized along a functionally-based organizational structure rather than the existing media-oriented structure. The present three pesticides branches, Scientific Support, Policy and Guidance, and Program Operations, and the one toxic substances/solid waste branch will be replaced by three branches, each having functional program responsibilities. Each branch will have two sections with more narrowly defined functions. Personnel will administer three statutes, the Federal Insecticide, Fungicide and Rodenticide Act, the Toxic Substances Control Act, and the Resource Conservation and Recovery Act. The reorganization will advantageously respond to the similiarities in all three statutes by consolidating functions, responsibilities, activities, and corresponding resources within the same organizational elements.

Alternatives

While the trend of the Pesticides Enforcement Program is presently toward the continuation and expansion of involvement on the part of the States, it is possible that the responsibility for enforcement could be wholly restored to the Federal EPA. The Office of Enforcement would focus upon uniform pesticide compliance among the States and Territories. Federal responsibility for the enforcement of the pesticides program would, of course, necessitate a large increase in position resources.

The enforcement program continues to develop grants-in-aid with States and Territories. In response to this growing trend, the Office of Enforcement could administer a program which reviews and audits the adequacy of state enforcement programs. Such a program would entail an annual review of the efficiency and effectiveness of State enforcement activities.

Presently, the participants of the Interagency Regulatory Liaison Group (IRLG)--OSHA, FDA, CPSC, and EPA--are coordinated to participate in actual cooperative compliance and enforcement activities. As a result, the four agencies are involved in cooperative inspections which are conducted at any site or for any purpose at the referral, recommendation, or request of a cooperating Federal agency. The cooperation among the agencies could be extended beyond referral inspections to include joint inspections whenever and wherever appropriate.

The laboratory audit program which is currently conducted in EPA and FDA could be conducted instead by a private contractor in order to free Office of Enforcement resources. The Office of Enforcement would then focus entirely upon case development, and determining whether allegations of misconduct warrant referral of the case to the Department of Justice.

Alternatively, the four agencies which participate in the Interagency Regulatory Liaison Group (IRLG) -- EPA, FDA, CPSC, and OSHA -- could conduct the laboratory audit program. The rationale for this course would be to ensure the monitoring of the laboratory practices and testing data within the purview of the four agencies.

ADP systems are currently operated at the Regional level. Instead, these systems could be located at Headquarters to be conducted either by Headquarters personnel, or by a private contractor. Centralization of the system would ensure a uniform system of data gathering and analysis.

Research and Development

Plans and Emphasis

The Office of Research and Development will intensify efforts to develop protocols for obtaining a scientifically sound, legally defensible pesticide data base, to provide specific data requested by OPP, and to assist in assessing the data in relation to pesticide regulatory actions

required by the Agency. Special emphasis will be placed on a continuing integration of the Office of Research and Development into the mainstream of the Agency's pesticide activities by supporting the Pesticide Research Committee that was jointly developed by ORD, OPP, Office of Enforcement and Regional Representation. ORD's planning and reporting system will be synchronized with the plans of the Research Committee and the Agency's ZBB process. Certain laboratory reporting relationships will be realigned; this realignment will enhance human health research and integrate the environmental transport, fate, and effects research pertaining to pesticides.

The increased integration of ORD efforts into the regulatory mainstream will result in an increase of data and methods to support OPP's regulatory needs. In looking at health effects, ORD will conduct exposure estimates on priority compounds identified by the RPAR and generic standards process. Similarity, ORD will conduct research into ecological effects in response to near-term regulatory needs. This will include data assessments, toxicological tests and transport and fate tests for RPAR compounds. In addition, ORD will develop the quality level of analytical measurement data, expressed in terms of precision and accuracy, to support OPP regulatory decisions.

Additional activities include efforts to build into our scientific and technological activities appropriate review mechanisms, including enhanced peer review for individual research projects and systemic programmatic review for pesticide research activities. ORD will require, to a greater extent than in the past, quality assurance practices for all environmental quality monitoring and analytical activities.

Research activities will follow as closely as possible the strategy and needs developed by the Pesticide Research Committee and be responsive to specific OPP needs. The Committe contemplated research required by OPP, OE, and the Regions to

fill knowledge and data-gaps, to develop scientific techniques for obtaining these data, and to respond to future needs that are more appropriately anticipatory in nature. Research needs were discussed under three major topics; populations at risk, exposure assessment, and adverse effects. Also included were research needs for quality assurance, integrated pest management and technical support. The Committee agreed that exposure assessment should receive special attention in FY 80 and 81.

The Integrated Pest Management (IPM) program will develop systems for use with chemical pesticides to provide a necessary alternative for the pesticide registration process. Primary emphases will be directed to major crop ecosystems (corn, cotton, soybeans, alfalfa, and apples) and urban pests. Technology transfer activities will continue in order to educate the use community.

The registered uses of a pesticide determine the population group at risk. As increased amount of exposure data for different pesticides become available, it will be possible to make accurate and meaningful identifications of overall populations risk. Within these populations, attempts will be made to pick out subgroups of persons at relatively high risk of developing illness from pesticide exposure. Extrapolation from teratology and reproduction studies in experimental animals will help to define those compounds that may pose a risk to pregnant women as well as to the fetus and the newborn child. Other research will study susceptibility to pesticides of animal given suboptional diets.

Interest in the population at risk also includes pesticide exposed populations that may have incurred vulnerability to other hazards. New studies to survey this problem will include evaluation of the immunologic competency of animals exposed to various pesticides and capability of pesticide exposed animals to withstand bacterial and viral challenge. FY 79 and

earlier research activities in pesticide exposure studies have produced guidelines for general use by registrants in measuring exposure of workers to pesticides. Emphasis in 1980 and 1981 will be on developing and validating procedures useful in measuring environmental exposure to pesticides, particularly exposure of nearby residents to drift from agricultural application. Also, research will be begun to evaluate generic models for compounds and application methodology in estimating human occupational and environmental exposure to replace study of individual situations.

In-house and extramural studies will produce the requisite scientific understanding, laboratory measurement techniques, and mathematical descriptions of the interactions of pesticide chemicals with air, water, and soil and the actions of organisms on the chemicals. This information will then be developed into test protocols that incorporate necessary quality control provisions and decision-making tools to evaluate the environmental transport, transformation and distribution of pesticides. Specifically, research on environmental exposure will include determination of transport processes in water, sediment of soil and biota in terrestrial and aquatic environments.

There will be a close coordination between exposure research and effects to define the degree of hazard or extent of safety of current pesticide exposures for both occupationally and environmentally exposed populations. For many pesticides, by-products, metabolites and biotransformation products, exposure methodology is now sensitive to levels below those known to have toxic effects on man and the environment. Effects research will be carried out to continue to assure the safety of ambient levels of pesticides or to detect any hazardous levels that exist. Biological-type pesticides are a special problem and will be given special attention.

In addition to the usual research on effects of specific pesticides on aquatic and terrestrial organisms, ORD will develop the capability to

conduct subacute avian toxicity tests on a limited scale. These tests will yield information unattainable from other Federal agencies.

Quality assurance, including both internal quality control and external quality assurance, will be made an integral part of every protocol. Current procedures in analytical and biochemical projects provide for such procedures, but quality assurance can and will be improved. Additional efforts will be made to ensure that in-house and extramural pesticide laboratories are routinely involved in quality assurance programs for chemical analysis.

In a closely related area, ORD will work closely with OPP and OE to develop protocols for "good laboratory practices" and will become involved in transferring this information to Regional Inspectors and others as necessary.

Changes

Other than items addressed in the "Plans and emphases" section, there are no major changes anticipated in R & D activities.

Alternatives

Research activities are now conducted through a mixture of in-house and extramural activity. Alternatives to this approach include accomplishing research activity through grant and contracts only or through in-house activity only.

Grant and contract work permits exclusive control over planning and implementation of desired research but often requires even longer lead-times than now required. This approach does not furnish the agency with required data analysis and necessary expert testimony at regulatory hearings.

The office of Research and Development is not able to maintain under present resource allocations, the necessary skills mix or expertise to

address the entire scope of scientific questions that arise within the Agency. Also, it is scientifically advisable to maintain close contact with academic and private sectors.

Therefore, a research operation which is either exclusively in-house or conducted through grants and contracts is not feasible.

REGIONAL GUIDANCE

Abatement and Control

The Agency has recently decided to allocate 55 positions to the Regional Offices for abatement and control activities. However, in order to provide perspective to Regional priorities and activities at the 55 position level, the guidance addresses four levels of resources: (1) 10 positions, relating to special circumstances; (2) 25 positions, reflecting the FY '80 President's Budget; (3) 55 positions, reflecting the actual resource availability; and (4) 67 positions, representing the optimum level of activity.

Regional Priorities -- In general, Regional priorities are based on those functions necessary to the implementation of FIFRA which can most cost-effectively be performed at the Regional level. The specific activity prioritization which follows in the Principal Regional Activities part of this guidance is further premised on two factors: (1) some activities are "demand" activities which the Regions must perform regardless of resource level, assuming a resource base greater than zero; and (2) various "non-demand" activities which the Regions must undertake, given additional resources, before they expand their efforts the "demand" activity areas beyond a passive "response" mode to "moderate" or "active outreach" levels. The distinctions among these terms will become clear through the Regional Activities section which follows.

Regional Activities -- The activities discussed here are set out by cumulative resource levels -- 10 positions, 25, 55, and 67. Further, activities are discussed in priority and resource increment order within each cumulative level, with priorities proceeding sequentially from each resource level to the next. Finally, the discussions deal with national resource aggregates and not Region-specific resource levels, as allocation of positions will be accomplished through the workload analysis process.

- o 10 Regional postions. These positions, divided equally between Regions VII and VIII, will support the Federal certification program in Nebraska and Colorado.

- 25 Regional position. At this level (the FY '80 budget level), the Regions can expect to provide response capability in the following areas:

  - Respond to Congressional and Freedom of Information inquiries; respond to inquiries from the press, public, and other institutions.

  - Provide support to Federal, State, and local government agencies, responding particularly to requests for assistance with specific problems and to reviewing and commenting on EIS's, Sec. 208 plans, disposal plans, and similiar activities.

  - Assure public health and safety, particularly in relation to assisting in dealing with pesticide spills and fires; supporting migrant and other farm worker safety programs; assisting poison control centers, hospitals, physicians, and worker clinics; and evaluating health and safety implications of Sec. 24(c) registrations and Section. 18 requests.

  - Provide product registration and compliance assistance chiefly by responding to registrant requests for information and guidance.

- 55 Regional positions. At this level (the presumed FY '80 level), the Regions can expect to perform a wider range of activities with a greater degree of outreach effort (NOTE: Some activities are listed two or three times, with variances in the described activity. The reader should recall that each described activity represents an incremental resource increase from the activiy preceeding it. The concept of increments is retained within the 55 resource discussion section as a contingency against a lesser actual resource availability.) Activities within the 55 position level are:

- Participate in intra-Agency, inter-media coordination and planning activities, including support to the IRLG, Sec. 208 plans, EIS processes, Headquarters task forces and Agency public hearings.

- Provide preliminary guidance to States on Sec. 18 and Sec. 24(c) activities, and screen Sec. 24(c) registratons and Sec. 18 requests for obvious improprieties. (Final review and/or disapproval to occur at Headquarters.)

- Complete State Certification plan development and process plan amendments.

- Respond to Indian Tribes' requests for assistance with pesticides problems and issues.

- Provide certification grants administration at a level necessary to meet minimum grants requirements.

- Provide expanded level level of support to registrants and others subject to or impacted by registration requirements.

- Expand public interface activities to include: greater information flow to the public; speeches before associations; groups and organizations; and broader understanding of Agency policies and decisions.

- Increase State certification and training activity to include program monitoring for compliance with regulations and plan requirements, and to assure continuation of State programs.

- Expand State Certification and training activity to cooperative agreement level to achieve maximal qualitative levels in all States.

- Expand Sec. 24(c) and Sec. 18 activities to include full range of guidance and assistance to States in the administration of the programs. (This activity would not include final Agency determination on individual Sec. 24(c) product registrations, but would serve to limit the burden on Headquarters resources to those registrations of questionable validity requiring in-depth scientific review.)

- Review and issue supplemental registrations.

- Provide full range of guidance and assistance to States in the development and implementation of Sec. 5(f) State plans.

- Expand Sec. 18 activities to include monitoring of all exemptions granted.

- Provide full range of support service to Headquarters in the monitoring of EPA-issued Sec. 5 experimental use permits.

- o 67 Regional positions -- These positions represent the number with which Regions would be able to undertake all activities potentially operable at the Regional level. The additional activities are:

  - Provide outreach capability for registrations compliance assistance, including "road shows" to reach all registrants, distributors, and dealers.

  - Monitor Sec. 5(f) State plans for compliance.

  - Provide public and special interest group outreach.

  - Provide final Agency review capability on all Sec. 24(c) product registrations.

  - Support the Pesticide Incident Monitoring System (PIMS) through such activities as coordination of investigations, and reports, assistance in medical diagnosis and evaluation, and preventive education.

Region-Specific Guidance -- Since the above priorities and activities are all-inclusive and inter-Regionally applicable, no additional guidance aimed at specific Regions is necessary here.

Enforcement

Regional Priorities

The Office of Enforcement will continue to bring enforcement actions in emergency situations where the use, supply, and disposal of pesticides involves substantial threat to public health and safety.

The Pesticides Enforcement Program will continue to encourage the increased involvement of the States and Territories. The program expects to establish cooperative enforcement grants-in-aid in all or most States and Territories.

In order to fulfill their role in the Investigations of Nationally-targeted Pesticide Public Health Incidents, the Regions will convey information on select restricted use products and their production sites to the States, and provide oversight, guidance, and support in implementating and conducting the program. State personnel and EPA personnel in States without cooperative enforcement agreements will initiate establishment, books, and records inspections at all producing sites; conduct use observations; and pay careful attention to disposal practices. Emergency situations or incidents of misuse involving these products will of course, take precedence over all other situations.

The Office of Enforcement will continue to emphasize Regional involvement in the conduct of the joint FDA-EPA laboratory audit program. In cases in which the Agency has reason to believe that data deficiencies or falsifications exist, the Regions will investigate such allegations of data fraud and develop and provide evidence in the event of any subsequent enforcement action.

The Regions will work closely with Headquarters to determine if a specific case should be referred to the Department of Justice of a U.S. Attorney's office for prosecution. In conjunction with the laboratory audit program, Headquarters will continue to emphasize a program consisting of four courses designed to train regional pesticides inspectors for participation in the audit program. The training will provide inspectors with a background in the basics of scientific theory and practice in toxicology and chemistry.

Regional Activities

Despite the increase in State enforcement activities, certain functions will continue as Regional responsibilities. Included among these are laboratory data audits, monitoring of Section 18 emergency exemptions of States and Federal agencies, cooperative interagency activities, and enforcement overview of State certification programs. In conjunction with OSHA, CPSC, and FDA, the EPA is committed to developing and implementing joint cooperative enforcement activities.

EPA will maintain an enforcement overview of State conducted applicator certification programs to assure that appropriate enforcement programs are conducted by the states. Finally, Section 18 monitoring activities will remain a Federal function even in States cooperating in the grant program; it is not appropriate for States to monitor exemptions granted to themselves. Section 5(f) of the new amendments to FIFRA authorized the States to issue Experimental Use Permits (EUPs). The Regional role will be to conduct use observations for Experimental Use Permits (EUPs). In the first year, it is anticipated that 5-10 States will establish authorized EUP issuance programs.

Should the decision be made that the ADP systems will continue to be supported by the Regions, it is expected that the Regions will be called upon to continue to assume the responsibilities necessary for that function.

The pesticides enforcement program will continue to monitor the importation of pesticide products in order to determine that imported products meet the same requirements imposed upon domestic pesticide manufacturers. In addition, the program will monitor the content, destination, and intended uses of exported pesticides. Pesticide manufacturers are required to keep records of the chemical content, quantities, purchasers, and dates of shipment and receipt of all exports. Regional responsibilities will include assuring that these records are maintained, and inspecting products ready for distribution. Furthermore, the 1978 amendments to FIFRA require exporters to label unregistered pesticides as such and to obtain statements from importing countries that they understand the product cannot be used in the U.S. Regional personnel will inspect producer records to assure that pesticides are exported in accordance with FIFRA.

Region-Specific Guidance

Enforcement of Federal certification programs in States without approved certification plans, among Indian tribes, and among Federal agencies has been the major responsibility of the regional pesticides enforcement program. In States which do not have approved certification plans, Federal certification programs will continue. High priority therefore, will be given to an active and assertive Federal certification enforcement effort in any Region having nonparticipating States. Such an effort demonstrates the Agency's commitment to maintain the credibility of the certification program in general, and any Federal certification program in particular. Therefore, it is essential that Regional VII and VIII pursue Federal enforcement of federal certification programs in Nebraska and Colorado, respectively.

PROJECTED PROGRAM ACCOMPLISHMENTS (PPA's)

Abatement and Control

Registration Standards

Number of active ingredient standards initiated

Number of active ingredient standards completed

RPAR Decisions

Number of decisions to RPAR

Number of final RPAR decisions

Number of toxicology lab audits

Registration

Number of administrative/technical amendments processed

Number of new chemical registrations processed

Number of routine/intrastate registrations processed

Number of reregistrations processed

Special Registrations

Number of Section 18 registrations/median processing time in weeks

Number of Section 5 registrations/median processing time in days

Number of Section 24(c) registrations processed

Tolerances

Number of tolerance petitions/turnaround time in days

Number of amendments processed

Number of inert ingredient requests

Pesticides Use Management

Number of State certification and training plans approved

Number of federal agency plans approved

Number of restricted uses classified

Enforcement

Pesticides Enforcement

Number of States awarded grants-in-aid

Number of State inspectors trained

Number of State-conducted investigations of nationally-targeted pesticide public health incidents

Number of State-conducted use inspections

Number of State-conducted establishment inspections

Number of State-conducted marketplace inspections

Number of EPA-conducted investigations of nationally-targeted pesticide public health incidents

Number of EPA-conducted use inspections

Number of EPA-conducted establishment inspections

Number of EPA-conducted marketplace inspections

Number of pesticide dealers monitored by States

Number of pesticide dealers monitored by EPA

Number of State applicator certification programs monitored for enforcement adequacy

Number of import entry documents reviewed by EPA

Number of State-conducted import inspections

Number of EPA-conducted import inspections

Number of laboratory data audits

Number of Section 18 monitorings

Pesticides Enforcement (Continued)

Number of interagency cooperative inspections (IRLC)

Number of civil actions

Number of criminal prosecutions

Number of stop sale, use, or removal orders

Number of Section 9(c) warnings

Number of Section 14(a)(2) warnings

Number of import detentions

Number of samples collected

Number of Section 5

Research and Development

Health Effects

Completion time for the development of improved detection systems for pesticide compounds and residues

Completion time for review and evaluation of available information to determine pesticide use hazards

Completion time for development of methods for analyzing and determining the effects of new pesticide control agents

Completion time to develop prediction models for determining potential human effects from use exposure to pesticides

Ecological Effects

Number of RPAR Data assessments

Number of toxicological tests conducted for RPAR

Number of transport and fate tests conducted for RPAR

Completion time for development of toxicological and transport and fate testing methods

Completion time for development of exposure and hazard assessment models

Pesticide Management (Industrial)

Completion time for IPM studies for major crop, urban, and other selected ecosystems

Number of technology transfer conferences and seminars

Quality Assurance

Number of analytical methods performance evaluations completed

Number of analytical methods performance evaluations initiated

Number of new pesticide reference materials added to repository

Hours devoted to quality assurance assistance to upgrade residue lab performance

Number of samples distributed from repository

Number of interlaboratory performance evaluations of pesticide residue labs

Transport, Fate, and Exposure

Number of exposure models and analyses of RPAR pesticides in multimedia and estuarine environments

Number of protocols developed for testing of pesticides in soils, water, and sediments

Completion time for developing improved terrestrial microcosms for pesticide testing

Number of reports issued on transport and transformation of selected pesticides in water, soil and marine environments

1980/1981 RADIATION MEDIA GUIDANCE

RADIATION

MEDIA OVERVIEW

The Environmental Protection Agency is responsible for protecting the public and the environment from the adverse effects of unnecessary radiation. Recent Congressional and Executive mandates have directed EPA to focus on the following specific radiation sources and pathways:

- The Resource Conservation and Recovery Act (RCRA) and the Uranium Mill Tailings Radiation Control Act (UMTRCA) charge EPA with providing standards for protection from waste materials with radioactive content.

- The Interagency Review Group on Nuclear Waste Management (IRG) identifies EPA as the standard setter for the various classes of waste in its Report to the President.

- The Clean Air Act Amendments of 1977 require EPA to protect public health and the environment from harmful radioactive airborn effluents.

These specific authorities dictate the major emphases which EPA's radiation program will pursue in FY 1980-81.

Planning Assumptions

FY 1980 -- The Radiation Guidance assumes the passage of no new legislation, but does assume endorsement by the President of the agency roles and work schedules proposed in the IRG Report. In addition, Guidance assumes that:

- EPA will promulgate the standard for disposal of high-level radioactive waste in FY 1980.

- The Agency will complete its cancer policy.

- No major changes in Federal energy policy will be made.

- o No major natural or man-made event will occur or be discovered to require immediate EPA action to prevent or mitigate serious acute population exposure to radiation. If such an event does occur, EPA will provide required support by diverting efforts from lower priority projects.

- o The Office of Radiation Programs will determine sources or substances requiring control under the Clean Air Act Amendments of 1977 by the beginning of FY 1980.

FY 1981 -- The following additional assumptions apply to FY 1981:

- o EPA will promulgate standards for three major source categories under CAA. Attention can then focus on other sources.

- o EPA will issue the standard for inactive uranium mill tailings.

- o EPA, other Federal agencies, and the Congress will agree on EPA's role in developing Federal Radiation Guidance.

Media Priorities

Two priorities are proposed for FY 1980: developing standards for radioactive wastes and airborne radioactive emissions; and establishing organizational roles and procedures to enforce these standards. In FY 1981, the Radiation Program will continue to emphasize standards activities, while implementing an effective standards enforcement program.

Media Objectives

In FY 1980, ORP will give top priority to developing standards for inactive uranium mill tailings, with immediate transfer of that effort to developing standards for active uranium mill tailings as it becomes possible to do so. The Interagency Review Group schedules will serve as a guide to planning the EPA program for developing standards for transuranics waste (TRU), land and sea disposal of low-level wastes, and the decommissioning and

decontamination of nuclear facilities. Work will progress in all of those areas with resource commitments generally in the amounts specified in the IRG Subgroup II Report on Involvement. ORP will pursue these efforts through both FY 1980 and 1981, on the assumption that this level of effort will continue until the recommended IRG schedules are completed.

To the extent possible, the Radiation Program will support international efforts to harmonize radiation protection policies for environmentally sound nuclear activities.

Of equal importance are continued efforts to implement the Clean Air Act. ORP will issue the first standards for CAA radioactive effluents in FY 1980, and the Office of Enforcement will begin planning for enforcement of these standards.

EPA will continue to perform its Federal Guidance functions as prescribed by the Atomic Energy Act. Both ORP and ORD will continue to study the prevalence of and health effects caused by nonionizing radiation. The degree to which this role is pursued is the subject of a separate paper for the Administrator's Analytical Agenda. Precisely how EPA exercises this authority will affect ORP's resource requirements.

ORP will give second priority to operating the Environmental Radiation Ambient Monitoring System (ERAMS), and identifying potential hazards through a limited program of special studies and assessment of emerging technology. Headquarters and Regional personnel will review significant Federal actions as required under the National Environmental Policy Act (NEPA).

ORP will limit technical assistance to States to localized problems which have wider ranging significance and can be accommodated in the work schedules for higher priority efforts. These priorities may change, however, if specific situations are found to pose significant hazards.

HEADQUARTERS PLAN

Abatement and Control

Plans and Emphases -- As indicated in the program priorities, ORP will emphasize developing standards as required by the Clean Air Act, and accelerating the pace of standards development for radioactive wastes to meet the needs of the other Federal agencies.

Changes -- ORP will rely increasingly on the work of contractors due to the greater availability of contract dollars than in-house staff. Also, enforcement of radiation standards within EPA may require significant resources for the first time in FY 1981. The Agency will determine the impact of this change on the Regional Radiation Program role and requisite staffing in the course of developing the FY 1981 ZBB.

Alternatives -- The Agency has typically used contracts as a means of accelerating the development of regulations and avoiding the need for very large in-house staffs. This approach has worked well in the areas of air and water pollution abatement and control, where the Agency is the largest single force affecting the universe of contractors. In the radiation field, however, the Department of Energy dominates the contracts market, and EPA is a relatively small competitor. Contractors who depend on DOE for their principal source of funding are not always willing or able to undertake work which EPA needs to write regulations. The DOE National Laboratories (Argonne, Brookhaven, Oak Ridge, et al) have the capability of performing much of EPA's requirements, but Congress raised the question of conflict of interest when these Laboratories performed work for the Nuclear Regulatory Commission.

The Agency could increase its in-house staff and reduce reliance on contractors as an alternative to the dual problem of competing with DOE and avoiding the appearance of conflict of interest.

Research and Development

Plans and Emphases

o Nonionizing Radiation (NIR)

- FY 1980 -- Experimental animal research on the teratologic, mutagenic, immunologic, behavioral, and neurophysiologic effects of low power density, chronic exposure to frequencies of environmental significance. Investigations of the mechanisms of interaction of NIR with biological systems using microwave spectroscopy, experimental studies of effects of NIR and amplitude-modulated NIR on membranes and isolated systems. Initiate pilot epidemiological studies of selected populations. Begin to develop a competence in thermoregulatory physiology and the dosimetry of partial body resonance.

- FY 1981 -- Thermal physiology research to determine the biological correlates of localized heating in animals; investigations of the interspecies comparisons of thermoregulatory systems; computer modeling of human thermoregulatory systems. Conduct experimental and theoretical studies of the interaction of NIR with biological membranes, directed towards mechanisms of interaction. Investigate amplitude-modulated NIR phenomena in whole animal systems. If warranted, conduct full-scale retrospective epidemiologic studies and initiate pilot prospective studies.

o Ionizing Radiation

- FY 1980 -- The ORD reimbursable program provides comprehensive off-site support to the Department of Energy programs at the Nevada Test Site (NTS) and other sites. This support will include mobile and aerial radiological surveillance of each nuclear test and radiation monitoring of groundwater, animals, and other types of samples in and around NTS. A new emphasis for FY 1980 will be in the development of exposure and dose estimates for the population in the vicinity of NTS as a result of all previous nuclear tests. The quality assurance program provides radioactive reference standards and samples, the development of quality control guides, and on-site inspection and interlaboratory tests to determine the capability and performance of measurement systems and operations.

- FY 1981 -- The Agency will consider initiating a program of research for ionizing radiation.

Changes Anticipated

o Nonionizing Radiation (NIR)

- FY 1980 -- An ORD Public Health Initiative in FY 1980 will provide $2.0 million and 3 man-years to expand research on the mechanisms of interaction, to develop exposure systems for long-term experimental animal studies, to begin epidemiological studies, and increase our knowledge of the ambient radiofrequency environment.

- FY 1981 -- None anticipated.

o Ionizing Radiation

- FY 1980 -- Over the past two years the Off-site Program has been extensively reviewed up through OMB. The present program is the minimum satisfactory product resulting from these reviews. No further changes are anticipated in this or the quality assurance program.

- FY 1981 -- The Agency anticipates no changes at this time. An Analytic Agenda Issue will consider a research program for ionizing radiation. The Agency will also review again how the Off-site Program should be operated.

Alternatives

o Nonionizing Radiation (NIR)

Elimination of this R&D program either outright or through contracting out in toto would likely cost the Agency its expertise in nonionizing radiation health effects, an area of growing public concern.

o Ionizing Radiation

There are three alternatives for the operation of the Off-site Program. The first is that ORD continue to operate the program in its present mode. The second alternative is for EPA to discontinue support to DOE's testing program. These two alternatives have been widely discussed previously, and they will necessarily be treated in the ranking process of Radiation Decision Units. The third alternative is for EPA to accept full responsibility for design, operation, and funding of the Off-site Program.

The Agency has not conducted a research program for ionizing radiation since 1976. An Analytic Agenda Issue will examine the alternative of starting such a research program again.

REGIONAL GUIDANCE

Given the major role of the Radiation Program is to reduce the public health impact of human radiation exposure by reducing unnecessary exposures, Regional Programs must participate in activities related to locating potential sources of unnecessary radiation exposure and in the prioritization of remedial programs. These activities place the Regional Programs in the position of being both an extension of Headquarters Programs and the principal radiation advisor of the Regional Administrator.

Through this mechanism, the Regional Programs are expected to provide input to Headquarters on matters related to future standard setting. It is essential that the Regional Program develop competence and working relationships with State Programs to ensure that remedial actions are adequately implemented. Working relations with other involved Federal agencies must also be developed for similar reasons. Headquarters liaison is also essential so that problems can be acted upon and applicable guidance can be interpreted.

Often Regional Programs must respond quickly to rapidly developing issues caused by the discoveries of new sources or other problems. Because of this, programs must develop the ability to reprogram resources from lower priority work areas to handle these contingencies. Also, utilizing State Program resources and available ORP resources should be a means for handling these contingencies. This further requires strong State Program development and liaison.

To achieve these objectives the Regional Radiation Program must involve itself in certain areas:

Priority One

1. The characterization of various radiation sources within the Region is an important function of the Regional Program. Each Region should have up-to-date status reports on the various sources which include a quantification of the health effects consequences of the source. This task should be directly related to ORP guidance and standard setting in top priority areas (i.e., UMTRCA, Radwaste

Criteria, High-Level Standards for Radwaste, and CAA). MED/AEC sites, phosphate sites, and radium contaminated sites are specific sources that should receive attention for providing input to ORP priority standard setting.

2. Regional representation on working groups, to consider proposed radiation standard or guidance, is an Agency requirement. From a program perspective it is also desirable, since it provides an opportunity for consideration of direct Regional experience and concerns gained through 1 above, especially with regard to implementation. Regions should identify working groups in which there is special Regional interest and expertise and communicate this to ORP. Working groups dealing with top priority standard and guidance setting (i.e., all Radwaste work, phosphate guidance, and PAG guidance) should receive substantive input from Regional Programs based on experience gained in 1 above. Input will be channeled through lead Regional Representatives as outlined in ORIO's procedures.

3. The uranium fuel cycle (UFC) is one area where unnecessary radiation exposures may be encountered. Environmental Impact Statements (EIS) for Light-Water Reactors (LWR) and for other nuclear fuel cycle facilities (e.g., waste disposal-related facilities) are prime mechanisms for pinpointing UFC exposures. Review of these statements fulfills EPA's NEPA requirements and requires a very specific knowledge of local conditions, concerns, and sensitivities. For these reasons, this function was transferred to the Regions in the past. While this is a high priority item, the workload is not necessarily distributed evenly among the Regions. Also, radiation Federal Facility inspections are performed under the same context as the EIS review function.

Priority Two

4. Radiological Emergency Response Planning (RERP) for fixed facilities and for transportation is an extremely important function for the Regional Radiation Program because it is the prime means for controlling unnecessary exposures to the public due to possible incidents and emergencies. This consists of reviewing and concurring in State emergency response plans, assurring that plans are up-to-date, and testing and critiquing existing plans. The Regions must ensure an adequate ability to respond and protect the public by ensuring that State plans incorporate and implement PAG guidance.

5. The Environmental Radiation Ambient Monitoring System (ERAMS) and other radiation monitoring and surveillance activities are an important Regional Radiation Program responsibility because these are the prime means by which the radiological quality of the environment can be monitored and problem sources identified. Headquarters ERAMS functions are also a priority two item. The Regions must assure that the ERAMS stations are maintained and operated for the Agency by State and local governments and are operable during emergencies whenever and wherever required. Some of the States operate monitoring systems continuously, providing data to the Agency on environmental radiation levels and trends. Most are in standby mode, being activated in time of emergency or when unusual levels of ambient radiation are expected, such as from an above-ground nuclear detonation. The system basically provides data for the air and water media programs. In addition to ERAMS, other Federal, State and local monitoring and surveillance programs may be in existence which might aid the Agency with its radiation protection responsibilities. The Regions should identify these, evaluate them in accordance with Agency criteria, and determine the feasibility and mechanisms for incorporating them into the Agency's overall monitoring and surveillance effort.

6. Assisting other media programs with enforcement activities is another requirement made of the Regional Radiation Program. The extent of such assistance is dependent upon the technological complexities involved. Certain Regional Programs must also provide support by acting as Regional Radiation Safety Officer. For FY 1980, much of this function is expected to be directed at assuring full compliance with the Safe Drinking Water Act. Regional Radiation Program efforts would be directed at State and local program reviews, laboratory reviews, and assistance with compliance actions.

Priority Three

7. The development and strengthening of State and local Radiation Control Programs is a very necessary Regional function. To a very great extent, the Agency must rely on competent and capable State and local programs to assist with the National effort of protecting the public from unnecessary radiation exposures. These programs provide the immediate interface with individuals and groups that might be impacted by radiation exposure situations or by Agency regulations. It is very necessary that sound and harmonious working relationships be developed between the Agency and State and local programs. The Region should foster such a relationship by supporting State and local programs with technical assistance, information exchanges, training opportunities, and an annual Regional meeting of Radiation Control Program Directors.

8. Providing a source of information for the general public on radiation matters is a necessary Regional function. Many individual concerns relate to very specific situations that require local knowledge to enable development of a meaningful response. The Region should be able to acquire and provide this type of input. In addition, the Region should also have the capability for relating National policies and procedures to practical, local situations.

PROJECTED PROGRAM ACCOMPLISHMENTS (PPAs)

Nuclear Power Plants EISs

*No. of draft statements reviewed

No. of final statements reviewed

*Percent of statements reviewed on time

*No. of statements with an Environmental Reservation rating

*No. of Statements with an Environmentally Unacceptable rating

Uranium Fuel Cycle EISs

*No. of draft statements reviewed

*No. of final statements reviewed

*Percent of statements reviewed on time

*No. of statements with an Environmental Reservation rating

*No. of statements with an Environmentally Unacceptable rating

Generic EISs

*No. of draft statements reviewed

*No. of final statements reviewed

*Percent of statements reviewed on time

*No. of statements with an Environmental Reservation rating

*No. of statements with an Environmentally Unacceptable rating

Radiation Sources (other than operating reactors)

*No. of source-specific reports reviewed

*No. of reports written characterizing source-specific sites

Radiological Emergency Response Planning

*No. of States with adequate plans

No. of State plans reviewed

No. of emergency response tests observed

No. of critiques supplied to NRC on emergency response tests observed

Radiological Emergencies

*No.of emergencies and/or incidents in Region

*No. of emergencies and/or incidents with Regional response

*No. of transportation accidents and/or incidents

*No. of fixed-facilities accidents and/or incidents

Environmental Radiation Ambient Monitoring Systems (ERAMS)

*No. of continuous ERAMS stations in Region

*Percent of continuous ERAMS stations in operating condition

*No. of standby ERAMS stations in Region

*Percent of standby ERAMS stations in operating condition

Radiation Standards Setting

*No. of Regional input reports to working groups

*No. of working group meetings attended

State Radiation Program Development

State Program Control Directors Regional Meeting (one per year)

Response to Public Requests for Information or Assistance

*Quarterly Reporting

1980/1981 NOISE MEDIA GUIDANCE

NOISE

MEDIA OVERVIEW

Goal

The goal of the EPA noise control program is to eliminate as much exposure as possible to levels of noise harmful to public health and welfare. The noise program uses two principal means to achieve this: regulation of noise emissions from products which the Agency has identified as major noise sources; and control of noise by State and local governments.

Planning Assumptions

For FY 1980 and 1981, the EPA noise control program assumes that: (1) work will continue on completing the noise emission regulations begun in previous years with no new starts in FY 1980. Depending on the successful completion of work in progress, new efforts in surface transportation and consumer products will begin in FY 1981, along with continuing related technology investigations. (2) One new product emission regulation (trash compactors) and one product labeling regulation (hearing protectors, along with labeling general provisions) will become effective in FY 1980. Regulations for buses and motorcycles (including replacement exhaust systems) will become effective in FY 1981. These regulations will result in related enforcement activities in FY 1980 and FY 1981 (see Appendix 1 which shows the Agency's current noise regulatory schedule and additional products to be studied). (3) The Agency will aggressively implement the new authorities contained in the Quiet Communities Act in FY 1980 and 1981 (including expanded assistance to States and localities in enforcing noise control laws), with a resulting increase in the number of State and local programs in FY 1980 and FY 1981. (4) The Agency will expand its research on noise health effects in these two fiscal years. (5) All appropriate facets of the noise control program will be involved in an increasing effort to address urban noise problems, particularly in concert with the urban-related programs from other Federal agencies. (6) The Noise Enforcement Division will order remedial actions by manufacturers and seek criminal and civil penalties from manufacturers

for non-compliance under the Noise Control Act. (7) In FY 1980 and FY 1981 no organizational changes are anticipated; various changes were implemented in FY 1979 as a result of the Quiet Communities Act.

Media Priorities

The four key priorities of the EPA noise control effort for FY 1980 and 1981 are: (1) completing regulations begun in previous years, which are now overdue; (2) enforcing those existing regulations which will achieve the greatest reduction in levels of environmental noise; (3) implementing the Quiet Communities Act so as to achieve the 1985 objective of 400 active local and 40 State noise control programs, including enforcement assistance to States and localities; and (4) expanding efforts in the investigation of noise health effects, particularly non-auditory effects.

HEADQUARTERS PLAN

Abatement and Control

In the noise abatement and control program, the FY 1980 and 1981 plan will involve efforts in noise emission regulation and labeling, related investigations into noise pollution abatement technology, efforts to promote the development of effective State and local noise control programs, and studies of noise health effects.

Noise Emission Regulation and Labeling

In FY 1980 the Agency should issue Notices of Proposed Rule Making for pavement breakers and rock drills, and lawnmowers, and final noise emission regulations for motorcycles and buses. A final noise emission regulation for truck-mounted trash compactors will be issued in FY 1979. In FY 1981 no Notices of Proposed Rule Making will be issued, and Notices of Rule Making will be issued for pavement breakers/rock drills and wheel and crawler tractors.

These efforts will continue the phase of noise emission regulations begun in 1975 which was supplemented by the identification of lawnmowers and pavement breakers/rock drills in 1977. FY 1981 will mark the transition into the next phase of noise emission regulation. This involves addressing the remaining surface transportation sources which are not controlled, i.e., light vehicles and tires. (It should be noted that at the present time the Agency has not yet committed to any specific control strategy for these products and that the study effort now going on will determine whether emission regulation, labeling, State/local control or some mix of these is the most appropriate course of action.) Another initiative in FY 1981 will be to continue and accelerate work in consumer product noise control. It is expected that a final labeling regulation will be promulgated for one consumer product in FY 1981, and the Agency will continue to review other products for potential emission control or labeling. Finally, the Agency in FY 1980 and 1981 will continue and accelerate its study of the noise problem and control strategies regarding industrial machinery.

Technology Investigations

The Agency will also continue technology investigations, which are oriented toward future possible rule making in the surface transportation area. If the noise exposure relief experienced as a result of the Interstate Motor Carrier regulation and the introduction of quieter heavy and medium trucks in compliance with EPA regulations is to be maintained or further reduced, the permissible noise levels of future (post-1985) new trucks and buses will have to be reduced periodically. In order to determine what future levels may be achievable, the Agency is acquiring and modifying trucks and placing them in fleet service. These will be tested for noise level reliability and cost of maintenance. In another technology program, the Agency is reviewing types of internal combustion engines and correlating them to noise levels. This may result in further investigation of various noise-reducing modifications for internal combustion engines. Another project in FY 1980 will review tire designs, and may lead to a technology demonstration if various designs generate significantly lower noise levels.

State and Local Assistance

EPA's State and local control efforts are carried out both at Headquarters and in the Regional Offices. They are oriented toward producing 400 active local noise control programs, 40 State programs, and the addition of 400 new noise control "components" to existing local programs.

The goal of 400 active local programs is generally targeted to communities over 50,000 population since noise problems tend to be greater in more highly populated areas. However, some smaller communities that are a part of larger urban aggregates will also be included in some instances since they share "urban" characteristics. The 40 State programs should include the 40 most populous States, although the Agency will be willing to assist less populated States with special problems if EPA resources permit. The criteria for an "active" program include: noise legislation covering at least one of the local noise control "components" listed below; the allocation of personnel and funds; instrumentation; and the institution of enforcement actions. The "components" include (1) motor vehicle

control, (2) stationary source control, (3) construction noise control, (4) control of noise through abatement planning and prevention, and (5) public information. At the present time, EPA has identified 43 active local programs and 12 active State programs. The Agency is in the process of analyzing this survey more extensively and also checking directly through the Regions as to program status. Therefore, this number is expected to change.

In FY 1980, EPA plans to directly assist approximately 37 communities and 13 States through "start-up" financial and technical assistance and agreements with States whereby the State will take over or prepare to take over the EPA-run ECHO program in the State. In addition, approximately 30 other communities will receive assistance through the EPA-run ECHO program. In FY 1981 the Agency hopes to be able to provide direct financial assistance to additional communities and expand the ECHO program to additional States.

EPA will also continue to carry out noise control demonstrations. These will include comprehensive demonstrations (the Quiet Communities program experiments), demonstrations involving control of one noise source, such as motor vehicles, and transportation planning demonstrations. These demonstrations are primarily designed to provide EPA with information on the most effective control measures for noise pollution This information can then be distributed nationwide. Obviously, however, the communities where such demonstrations are carried out will generally benefit, and an active noise control program will result or be expanded.

In general, the thrust of local program development efforts should be in motor vehicle control, which is consistent with the national priority. We anticipate that program development efforts will be toward the following (in priority order): motor vehicle control, stationary source control, control of noise through abatement planning and prevention, and control of construction noise. As new programs are started and components are added to existing programs, the Regions will have to keep records on the types of components which are adopted; it is expected that the

results will generally be consistent with the national priorities and each Region's strategy for achieving active State and local programs. We further expect that quarterly reporting of active program components and components added to existing programs will be required when the Regional reporting requirements for FY 1980 are made final by EPA management.

The Agency will also attempt to add noise as a major component to EPA air projects and other Federal agency (non-noise) projects, particularly urban projects on a demonstration basis. Examples might include participation in the Department of Energy "weatherization" program, in HUD housing rehabilitation efforts, or the air pollution vehicle control programs.

Health Effects Research

The basic objective in undertaking noise health effects research is to generate information and data, especially in the area of quantified dose-responses to noise exposures, which can be used in developing regulatory actions, community noise control measures, and cost-benefit analyses and evaluations. It is also important to inform the public about these effects, so that individuals can take action on their own to avoid excess noise.

It is generally accepted that noise effects are fairly well documented in areas of hearing impairment, annoyance, and activity interference. Information and evidence generated from studies during the past 3 to 5 years suggests that there may be non-auditory effects at levels lower than those harmful to hearing. This is still not clear, however, and more sophisticated and controlled studies are needed in this area.

In determining its noise research needs, EPA has carefully "tracked" the scientific community to assess the state-of-the-art on health effects due to noise exposure. It is now clear that there is a consensus of findings and recommendations regarding research initiatives. Assessments have been completed by the following: Department of Health, Education and Welfare/National Institute for Environmental Health Sciences; National Academy of Sciences; Federal Inter-Noise Effects Research Panel; National Academy of Sciences/Committee on Hearing and Bioacoustics Draft Report WG 81 (Effects of Long-term Exposure to Noise Upon Human Health); International Commission on the Biological Effects of Noise; and the Interagency Regulatory Liaison Group (EPA, CPSC, FDA, OSHA)

The consensus of conclusions and recommendations is that non-auditory effects need to be studied in more detail with emphasis on:

- o Noise as a possible factor in cardiovascular disease;
- o Long-term, controlled studies using subhuman primates to see if chronic deleterious non-auditory health effects ensue from representative occupational and social noise exposures;
- o Noise events and sleep disturbance--general health effects;
- o Reproductive effects of noise exposures in women; and
- o Interactive effects of other factors with noise, such as chemical and physical agents, and other stressors.

These conclusions have been provided to both the executive and legislative branches of the Federal Government.

The Quiet Communities Act (QCA) of 1978 reflects the concern of Congress with respect to these research needs. Section 2 of the QCA amends Section 14 of the Noise Control Act to emphasize the need to "conduct research . . . to investigate psychological and physiological effects of noise on humans . . . with special emphasis on the non-auditory effects of noise."

Further research on the non-auditory health effects of noise is needed because (a) there is a substantial body of work only in the area of cardiovascular effects, and not in the endocrinological, immunological, reproductive and other areas, and (b) the cardiovascular literature, while strongly suggesting an association between high noise exposure and hypertension, is incomplete. Work in 1930 will be directed toward demonstrating or clarifying this association. In FY 1980, 1981, and beyond, if an association between noise and cardiovascular disease has been clearly demonstrated, research will be directed toward establishing a cause and effect relationship through appropriate prospective, intervention studies. The ultimate requirement is for a dose-response criterion to quantify this cardiovascular effect, and other non-auditory health effects of noise.

It is EPA's plan to move forward with a health effects research program which emphasizes the possible effects of noise on the cardiovascular system in addition to continuing some work in progress on hearing loss in children. In FY 1979, health effects research plans include:

- University of Miami Study--assessment of the effects of protracted noise exposure on cardiovascular function using rhesus monkeys. Long-term research employing detailed specification of the auditory environment and sophisticated monitoring of physiological function. (Second year of a four-year study; co-support with NIEHS).

- Fels Institute (Long-range study)--under subcontract to determine the effects of environmental noise on children. This information will assist in the development of hearing loss criteria for children and a better understanding of the susceptibility of children to noise. (NINCDS will co-support in FY 80.)

Plans for an expanded FY 1980 health effects research program include:

- University of Miami Study (Third year)

- Epidemiological Study--Examine the long-term effects of noise exposure on the cardiovascular status of workers. (Two year study--possible co-support with NHLBI).

- Investigate teratogenic and reproductive effects of noise exposure. (DHEW/CDC may co-support.)

- Studies regarding perception of intrusive noise, pure tones, impulsiveness, and temporal factors.

- FELS Study--Environmental noise on children (continuing).

Projected plans for FY 1981 health effects research, assuming resources are available, will include the continuation of (1) a major epidemiological study, and (2) the University of Miami animal study. In addition, the initiation of some new studies should cover areas such as subjective and behavioral responses, effects on children, and the effects on sleep and related general health.

Alternatives

During the ZBB, the Agency will want to consider the following operational alternatives for carrying out the noise control program. (1) Continue the present relatively low level of direct financial support (or a lower level) or expand this as the primary means of developing State and local noise control. (2) As a means of improving performance on issuing regulations and State and local assistance, increase the level of Federal staffing or continue the very high rate of contracting out. (3) Change the relative priority of new regulatory initiatives and related technology investigations as compared with other facets of the program.

Enforcement

Plans and Emphases -- In FY 80, EPA's Noise Enforcement Division plans to enforce those new product noise standards which will most reduce environmental noise. This means that standards effective in FY 80 will be ranked on the basis of their estimated effect on noise. The Division will enforce information labeling requirements only to the extent that its limited resources permit. The noise enforcement program will also develop the enforcement strategies and attendant regulations necessary to support the Office of Noise Abatement and Control's regulatory development schedule.

With respect to the Quiet Communities Act of 1978, the noise enforcement program, in concert with the overall EPA noise program, plans to expand its assistance and guidance to State and local noise enforcement programs. This includes developing additional State/local noise enforcement procedures and guidance on the role of State and local programs in enforcing Federal information labeling requirements. The Noise Enforcement Division will also provide

guidance on specific State and local noise enforcement problems as they arise. NED plans to develop and distribute several general enforcement guidance packages to assist State and local noise enforcement activities.

In FY 81, the Noise Enforcement Division will emphasize the enforcement of those new product noise emission standards which became effective in prior years, while continuing any enforcement activities initiated in FY 80. Enforcement strategies for additional actions will be developed according to a schedule established by the Office of Noise Abatement and Control. The noise enforcement program plans to review its assistance and guidance to State and local noise enforcement programs to ensure that its activities provide necessary information and support. If necessary, some redirection could occur to address other or additional enforcement needs to State and local noise enforcement programs. The Noise Enforcement Division will coordinate with ONAC in this area to avoid any duplication of Federal efforts.

Changes -- In FY 79, the noise enforcement program has acquired the authority to seek civil penalties for violation of §10(a)(1), (3), (5), or (6) of the Noise Control Act. This provision provides for increased effectiveness in the enforcement of new product standards and information labeling requirements.

In FY 80, the §6 new product noise emission standard for compactors will become effective. Also, the information labeling requirement of hearing protectors becomes effective.

In FY 80, under the authority of the Quiet Communities Act of 1978, the Noise Enforcement Division, will provide increased State and local noise enforcement guidance assistance through demonstration grants, training programs and related activities.

Alternatives

- Eliminate product verification (PV) testing; rely only on selective enforcement audit (SEA) tests with a simplified sampling plan.

- Replace single PV test with a simple statistical test program prior to distribution of products in commerce.

- Use of a contractor to handle required submittals under regulations for information labeling requirements.

- Eliminate PV testing; use a certification program similar to that used by the Office of Mobile Source Air Pollution Control.

- It may be possible to assign other than permanent full time personnel to work for an equivalent of 1 to 10 man years on State and local noise enforcement activities at one or more Regional Office locations. Potential Regional noise enforcement responsibilities are: (1) conducting noise enforcement training workshops; (2) assisting in development and review of enforcement procedures and of enforcement provisions of new State legislation and local enforcement programs; (4) monitoring and analyzing enforcement data from State and local programs; (5) collecting and analyzing information about States and local enforcement problems and procedures; (6) developing and assisting in implementing State and local enforcement activities which directly complement Federal enforcement activity; (7) conducting Federal tampering investigations; (8) coordinating with the Regional Noise Program Staff in briefing of State and local prosecutors; and, judges in noise control and enforcement; and, (9) reviewing and commenting on headquarters Enforcement Division documents.

REGIONAL GUIDANCE

The key Regional priority for FY 1980 and 1981, as in the greater parts of FY 1979, will be to manage regional noise resources so as to make significant progress toward the Agency's 1985 goals of 40 active State programs, 400 active local programs, and the addition of noise control components to 400 active programs. As stated in the Headquarters Plan, these targets are oriented toward cities over 50,000 population and the 40 most populous States. The Office of Noise Abatement and Control will be sending out soon a list of all cities over 50,000 population and between 25,000 and 50,000 in each Region, along with data on individual city population and population density. Also, ONAC will send the results of its 1977-78 survey indicating which of these cities have active programs and legislation, and are interested in EPA assistance. Finally ONAC, with Regional assistance, will be developing a workload projection model for Regional use in planning for FY 1980 and FY 1981.

The Quiet Communities Act of 1978 provides the Agency with a number of tools and programs by which the program's goals can be achieved. It is intended that the Regions have as much discretion as possible in using these tools to obtain their objectives in each Region. In FY 1980, it is expected that all financial assistance, except demonstration assistance and transportation planning assistance will be directly awarded by the Regions rather than Headquarters in FY 1980. This continues the trend seen in FY 1979, when most of the decisions will be made in the Regions although the actual paperwork will be signed in Headquarters.

Each Region should develop a five-year strategy as soon as possible for using all of its noise control resources to meet the 1985 State and local program development goals, with special emphasis on meeting the goal of active State programs as early as possible so as to facilitate the achievement of the community goals in later years. As a first step, the Regions will have to review survey data and assess through other means the number and identity of local programs that meet the Agency definition of "active" programs. Then each Region should indicate what portion of the national program goals will be achieved in the Region by 1985. The Regions should use State/community population and population density as general criteria for deciding

where to "target" initial efforts, along with the national program priorities (motor vehicle control, etc.) mentioned in the Headquarters Plan. However, each Region will also have to consider a number of other factors including State/local interest, fiscal condition, etc. in deciding where to focus its program development efforts in FY 1980 and 1981. The major tools and programs which the Regions can use in FY 1980 and FY 1981 are as follows:

Regional technical centers

These centers should be established in most Regions in FY 1979, and be operating fully in FY 1980 and 1981. They will provide technical assistance and training to States and localities under the guidance of the Regional offices.

State support and guidance

Financial assistance is available to help States start up noise control programs and once underway, to assume the delegated function of running the ECHO (Each Community Helps Others) within the State. This will relieve the Regional office of the task of servicing the communities of that State from the Regional ECHO program, and will allow the Region to assist communities through ECHO in States where there is no active State program.

Community support

Financial assistance will be available to enable communities to start up noise programs and to add components to existing programs.
Other assistance programs which the Regions can use are: workshops (probably through the Regional Technical Centers) and mandated E.O. 11752 responses to State/local requests for assistance with non-complying Federal facilities.

It is important for the Regions to develop for use in FY 1980 a noise component in the State/EPA agreements. At a minimum, such noise components should be contained in all State/EPA agreements where there is an active State noise control program. However, the Regions should try to write in components even in those States where there is not an active program in order to lay the ground work for further work with the State environmental agency, and to provide a framework for the

assistance which the Region is providing to communities in that State through such mechanisms as direct technical assistance, ECHO, the Technical Assistance Center, and financial assistance.

By FY 1980, at least nine States will be running the ECHO program within their jurisdiction and four more States will be developing an active noise control program. Although regulatory activity by some States may be appropriate in the area of motor vehicle control and growth management, the principal focus of most State programs should be the provision of assistance to developing community noise control programs. The Regions will also have to continue to provide assistance to Headquarters in regulations development, perform various public information functions, and review EIS's for noise impact.

NOISE PROJECTED PROGRAM ACCOMPLISHMENTS (PPA'S)

The Media Task Group has conscientiously reduced the number of PPA's to enable each Regional Office to develop plans to achieve its portion of the national noise program through flexible use of the tools contained in the Quiet Communities Act. Therefore, each Region will be participating in some of these programs, e.g., the ECHO program, "start-up" financial assistance, and the QCP experiment, although all of these have been dropped as PPA's. The details of each Region's use of these tools will have to be worked out in internal Regional planning, which will be oriented to the achievement of the national objectives. Further, in what is presently a one-person per Region program, there are necessarily a great many "overhead" activities, such as EIS review, planning, public response, etc., which will have to be considered in planning for FY 1980 and FY 1981, although this work is not included as a PPA. PPA's will be used for FY 1980 Operating Plan and FY 1981 Budget.

Noise Regional Program Implementation (G210) D.U.

1. Number of active State noise programs

2. Number of active local noise programs

3. Number of "components" added to existing local noise control programs

APPENDIX 1

REGULATORY ACTIONS

Product	Proposed Regulation (NPRM)	Final Regulation (NRM)	Earliest Possible Effective Date*
Wheel & Crawler Tractor	7/77	(2QFY81)	FY 1982
Buses	9/77	(2QFY80)	FY 1981
Trash Compactors	8/77	(4QFY79)	4QFY80
Motorcycles	3/78	(2QFY80)	FY 1981
Lawnmowers	(3QFY80)	(3QFY81)	FY 1982
Truck Transport Refrigeration Units	Deferred		
Pavement Breakers & Rock Drills	(3QFY80)	(3QFY81)	FY 1982
LNEP	2/74	(4QFY79)	--
Labeling, Hearing Protectors	6/77	(3QFY79)	3QFY80
Labeling, General Provisions	6/77	(3QFY79)	3QFY80
Labeling, One Consumer Product**	(2QFY80)	(2QFY81)	FY 1982
Interstate Rail Carrier	(3QFY79)	(4QFY79)	EPA doesn't enforce
Medium & Heavy Truck	(FY 1982)	(FY 1983)	--

*Except for labeling all dates are subject to change depending on regulatory options approved by Administration and other timing factors.

**Either vacuum cleaners or air conditioners.

Product	Proposed Regulation (NPRM)	Final Regulation (NRM)	Earliest Possible Effective Date
Light Vehicles	Being studied		
Tires	Being studied		
Other Consumer Products	Being studied		
Chainsaws	Being studied		

Note: In addition to the products listed, in FY 1979 and 1980 studies on a number of products will continue since contracts were already awarded for these in earlier fiscal years. These are being managed in this fiscal year by a contractor. When completed the contractor studies will be available to the Agency and the public and may become the basis for regulation in the post-FY 1981 period. These products are: snowmobiles, motorboats, guided mass transit, vehicle mufflers, portable air compressor (revision), and air conditioner emission regulation, and earthmoving equipment. Except for the management contract ($80K) no funds will be spent on these actions in FY 1980. In addition, a general survey study of industrial equipment is being conducted in 1979 in order to allow the Agency to assess its role in this area under Sections 6 and 8. No further studies are planned for FY 1980.

1980/1981 ENERGY MEDIA GUIDANCE

ENERGY

MEDIA OVERVIEW

The Energy/Environment research and development program was initiated in FY 75 following the recommendations of two OMB/CEQ task forces -- one on pollution control technology and the other on the environmental processes and effects of energy pollutants. These recommendations were based on a desire to develop needed control technology and health and effects data necessary to help avoid an irreconcilable conflict between energy supply and environmental protection interests. Such a conflict seemed likely since it appeared that the nation would necessarily be relying more heavily on the "dirtier" fuels such as coal and oil shale and less on the cleaner domestic gaseous and liquid fuels. This trend has been accelerated by our national energy policy, which although only slowly evolving, calls for a widespread conversion of utility and industrial power facilities from scarce oil and gas to plentiful coal, decreased fuel consumption, and in the longer term, the use of technologies that are only now beginning to emerge for the production of liquid and gaseous fuels from coal and oil shale.

Projections indicate that total U.S. coal mining activities will increase from today's annual production of 700 million tons to nearly 1 billion tons by 1985 and will more than double by the year 2000. In 2000, conversion of existing utility and industrial facilities from oil and gas to coal coupled with construction of new conventional and advanced coal utilization facilities will consume approximately 1.4 billion tons of coal annually. Although conventional combustion of coal will predominate, by the year 2000 emerging coal-based technologies are projected to consume 300 million tons of coal per year.

These shifts in energy development and use pose potential significant threats to human health in the next two decades. Massive increases in coal and oil shale mining, off-shore oil and gas prodution, and uranium extraction are all projected by the year 2000. Intensified mining activity will create erosion problems and generate runoff which can contaminate surface waters. Aquifers may also be polluted as a result of leachate or drainage from the mines themselves, or from the improper disposal of mining wastes. Increased use of coal by utilities, industries, and new technologies will produce more air pollution and solid waste residue than are currently produced. The pollutants expected to increase are nitrogen and sulfur oxides, ashes, and sludges. Because of the way they are formed, pollutants emitted from new technologies can be varied and complex and may prove to be even more harmful to human health than those emitted from current technologies.

To address the environmental threat associated with energy and industrial pollution EPA's enabling legislation has been toughened with the aim of tightening effluent and emission limitations. The Clean Air Amendments of 1977, the Resource Conservation Recovery Act and the Federal Water Pollution Control Act Amendments will require improved control of emissions, effluents and solid residuals.

The trend toward increased reliance on coal and other potentially damaging fuels and technologies can only occur without massive environmental impact if the necessary data base is available to quantify effects and if affordable control technology can be applied in a timeframe consistent with technology utilization.

The following discusses major priorities of the FY 80-81 program in the control technology and effects programs.

CONTROL TECHNOLOGY

EPA's energy control technology program has the overall goal of providing information of the types and quantities of pollutants released by current and emerging energy supply activities and where necessary, to develop control options. The following delineates major research priorities in the FY 80-81 timeframe for the six control technology subprograms: flue gas sulfur control, nitrogen oxide control, particulate control, environmental impacts of conventional and advanced energy systems, fuel extraction and fuel processing.

Flue Gas Sulfur Control

This program includes sulfur oxide pollution control research and development relating to electric utility and industrial power generation. Technology improvement is important since EPA regulations are expected to require from $2-4 billion in annual expenditures on relatively immature SO_x removal technology in the 1990's. Major efforts are directed towards flue gas desulfurization (FGD) technology development and assessment; assessment of the capital and operating costs of FGD systems; research and development directed towards increasing FGD system reliability, reducing sulfur oxide emission levels and reducing capital and operating costs. Special attention should be paid on transferring information to the public sector.

o Research Priorities (Air)

1. Continue to issue quarterly updates of the performance and status of existing FGD systems for new FGD installations in the U.S., Japan and Europe. Also continue technology transfer program via symposia, data books and seminars.

2. Document the full scale evaluation of the adipic acid modified limestone FGD process evaluation. Special attention will be given to the economic impacts of this process modification and any secondary operational or environmental factors. Preliminary testing indicates such an approach offers potential of greater than 95% SO_x control capability at costs lower than current technology.

3. Complete the duel alkali evaluation program at Louisville Gas and Electric. The final report will provide an evaluation of performance and economic factors; this technology offers potential for cost and reliability advantages over commercial lime and limestone FGD systems.

4. Complete the preliminary evaluation of dry sulfur oxide control processes. Such processes offer the promise of low cost energy-efficient alternatives to commercial FGD systems, particularly for low to moderate sulfur coals.

Nitrogen Oxide Control

This program includes research and development relating to nitrogen oxide control from electric utility boilers, industrial boilers, process furnaces, and other stationary sources. Successful conduct of such a program is important since NO_x emissions from stationary sources are projected to increase at an alarming rate over the next two decades. This is primarily due to the projected increased combustion of coal and the current absence of cost effective NO_x control technology.

o Research Priorities (Air)

1. Document the status of NO_x control for utility and industrial boilers to support the 1982/1983 review of the Standard of Performance for NO_x, as required by the Clean Air Act Amendments of 1977.

2. Demonstrate the low NO_x coal burner on two industrial boilers and a utility boiler. The program goal is an emission rate of 0.2 pounds of NO_x per million BTU in a timeframe compatible with possible revised NSPS in the 1982/1983 timeframe.

3. Evaluate dry NO_x control technology for Stationary, high efficiency gas turbines to support the Congressionally-mandated review of the New Source Performance Standard for Gas Turbines.

4. Demonstrate combustion modification concepts to simultaneously reduce NO_x and particulate emissions from stationary internal combustion engines.

5. Conduct assessment and applications testing of combustion modification technology for stoker coal-fired commercial and industrial boilers.

6. Continue bench-scale research and assistance to California on the technical and economic factors relating to flue gas treatment for NO_x and simultaneous NO_x/SO_x control. Such processes offer the potential of greater than 90% NO_x control albeit at substantial costs.

Particulate Control

The overall objective is to assess, improve and develop technological methods for the control of all forms of man-made (and induced) particulate matter; especially those controls effective at minimizing emissions of inhalable size particulates.

o Research Priorities (Air)

1. Characterize inhalable particulate matter emissions from important energy and industrial sources. Such information will be required to allow selection of the appropriate control technology to achieve a possible ambient inhalable particulate matter (fine) particulate standard. Such a revised ambient standard is under active evaluation by EPA.

2. Evaluate the sources and controls for urban fugitive dusts. Such sources are major contributors to total suspended particulates in certain urban locations.

3. Review the industrial and utility boiler particulate control technology adequacy in order to help the Air Program Office evaluate the appropriateness of revising the NSPS in 1982/1983 timeframe.

4. Complete evaluation of a full scale baghouse on low sulfur coal utility boilers, and continue assessment of electrostatic enhancement of fabric filtration for baghouse applications. Baghouses represent the most cost-effective control alternative for stringent particulate emission limitations particularly for low sulfur coal applications where ESPs are costly.

5. Complete the initial evaluation of after-treatment particulate trapping devices for mobile source diesel emission control, and assess the prospect of their use to support an emission standard for autos and trucks.

6. Continue assessment and development of flue gas conditioning additives and the engineering evaluation of a 30,000 SCFM electrostatic precipitator (ESP) precharger for enhanced particulate control. Subsequently, perform evaluation of control enhancement options for low sulfur coal boilers with low performance ESPs.

7. Continue evaluation of optimized (SO_x-Particulates) mini-plant wet scrubber with the objective of achieving the proposed 1979 Utility NSPS for particulates and SO_x with a single low-cost control device.

Environmental Impact of Conventional and Advanced Energy Systems

The program includes the following four subprograms:

- Conventional combustion environmental assessments; define environmental impacts of unregulated pollutants from utility, industrial, commercial and residential sources.

- Waste and water: define the impact and where required evaluate/develop controls for the solid waste and water residuals associated with coal and oil combustion sources.

- Conservation and advanced energy systems: environmentally assess wastes-as-fuel, geothermal, solar and other emerging non-fossil fuel energy systems.

- Integrated technology assessments: identify environmentally, socially and economically acceptable alternatives for meeting national energy objectives.

- Research Priorities

  - Air

    1. Define the environmental impact of POMs, heavy metals and direct sulfate emissions from selected coal and oil combustion sources.

    2. Complete combustion source chemical and bioassay studies for utility and industrial coal and oil sources, aimed at comprehensive screening for unregulated air pollutants.

    3. Define the environmental impact of increased wood burning in industrial, commercial and residential sources.

    4. Define the air impact and evaluate control of commercial and near-commercial waste (municipal refuse) - as-fuel systems.

    5. Define air impact and evaluate controls for geothermal energy systems.

  - Water

    1. Continue regulatory support efforts to provide characterization data and control technology information for the promulgation and implementation of effluent guidelines for the electric utility industry.

2. Complete comprehensive combustion source chemical and bioassay studies for utility and industrial coal and oil sources aimed at comprehensive screening for water pollutants.

3. Continue limited assessment and control technology evaluation for waste-as-fuel and geothermal water pollution problems.

- Solid Waste

1. Complete regulatory support program to obtain sufficient data and information to enable promulgation of guidelines or regulations under RCRA for the storage, treatment and disposal of coal ash and scrubber waste from coal-fired electric generators.

2. Evaluate second generation ash and scrubber waste disposal approaches with the aim of identifying more affordable and effective techniques.

- Multi-Media

1. Perform congressional-mandated analysis of the Federal energy/environmental and conservation programs; present annual findings to the Congress.

2. Extend coal technology, electric utility, coal development and oil shale development, integrated technology assessments (ITAs) to evaluate impacts of energy conversion technologies and development strategies on residuals disposal, toxic and trace elements levels and water use.

3. Extend the regional ITA of the Ohio River Basin and Appalachia to identify energy-development policy options for local, state and regional governments.

Fuel Processing, Preparation and Advanced Combustion

The program includes the characterization of effluents and emissions, assessment of related environmental impacts, and development and evaluation of necessary pollution control technology for various emerging coal, oil shale and biomass fuel processes. The results of this effort are used as input on the Agency's standard setting process. Fuel processes assessed include: (1) coal cleaning, (2) fluidized bed combustion, and (3) synthetic fuels generation from coal, biomass and oil shale.

- o Research Priorities (Multi-Media)

  1. Continue improving methods for sampling, analysis and continuous monitoring of air, water and solid waste effluents/residuals to quantify total organics, characterize toxics and determine inorganic compounds for coal processing technologies.

  2. Update multi-media pollution control guidance document and environmental assessment report (EAR) for first generation above ground and in-situ oil shale processes.

  3. Prepare multi-media pollution control guidance document and environmental assessment reports for low/high BTU coal gasification, coal liquefaction and fluidized bed combustion processes.

  4. Evaluate air, water and solid waste environmental problems and controls for coal preparation (cleaning) plants.

  5. Evaluate environmental problems and controls for first generation biomass energy systems.

Extraction

The general objective of the extraction research program is to assess, develop, identify, and verify control technology for solid fuel, oil and gas extraction which will assure that the recovery of the nation's fuel reserves is conducted in an environmentally acceptable manner. To this end, equipment, methods, and technology are assessed and developed to prevent, control, and abate the discharge of environmental pollutants from both point and non-point sources. Pollution sources include facilities for exploration, production, storage, and transportation of coal, uranium, oil shale, oil, and gas. Both normal operations and accidental spills are examined.

o Research Priorities

- Air

1. Characterize fugitive particulates by size and chemical composition in extractive processes.

2. Relate ambient particulates to sources.

3. Conduct fate and effect studies related for extractive processes.

4. Evaluate fugitive process particulate controls.

5. Evaluate the role of natural hydrocarbons on O_3 and aerosol problems.

- Water

1. Evaluate the effects of Western coal and oil shale extraction on surface and groundwater quality.

2. Develop water quality monitoring network in Western energy development areas.

3. Determine the best management practices for surface mine sediment control.

4. Develop techniques for removal of toxic materials from mine drainage.

5. Identify the best available technology for the treatability of effluents.

- Solid Waste

1. Determine adverse effects of solid waste from mining.

2. Determine the best management practices for solid waste from mining.

3. Assess methods for mining waste reduction, recovery and reuse.

HEALTH EFFECTS

The major thrust of the second five year effort should be to respond to specific EPA and other agency research requirements. This trust will strengthen the utility and effectiveness of the program. The second five year effort should be closely coordinated with the base research programs both in EPA and the other agencies.

During the course of the Interagency Steering Committee Meetings helping to plan the FY 80-85 program, the non-EPA members have voiced concern that appropriate sensitivity to the interagency character of the program be recognized during EPA's ZBB process. They remind us of their feelings that EPA's ZBB process may not adequately reflect the priorities and needs of other agencies participating in the program. The research program should be sensitive to these concerns.

The following are the research objectives of the programs identified by the four major subdivisions: Ecological Fate and Effects, Air Transport and Fate, Monitoring and Instrumentation, and Health Effects.

Ecological Fate and Effects - Research Priorities

Toxics

1. Development and validation of quick and economical methodologies to test the biological effects of toxic energy-related chemicals in support of TOSCA's requirements to regulate hazardous chemical substances and mixtures.

Air

1. Evaluate the effects of energy-related air pollutants on aquatic and terrestrial ecosystems and their components in support of the Clean Air Act requirements to prevent the significant deterioration of air quality and the development of national ambient air quality standards.

Water

1. Identify techniques to prevent adverse environmental effects from coal mining operations in support of the permanent regulation of the Office of Surface Mining (DOI) and the development of best management practices in support of EPA's national water standards for the coal mining industry.

2. Assess the impact of energy-related consent decree pollutants on various ecosystems in support of EPA's development of the water quality criteria documents.

3. Evaluate the effects of offshore oil and gas exploration and extraction of marine environments in support of EPA's requirements pertaining to the National Pollutant Discharge Elimination System permit program.

Air Transport and Fate - Research Priorities

Air

1. Development of complex terrain air pollution dispersion models to support the Agency's efforts to establish environmental standards based on sound scientific information and to develop and evaluate abatement programs.

2. Development of regional (long-range) transport and dispersion model to support Agency efforts to understand the atmospheric transformation and impact on visibility of pollutants originating from energy sources and to develop standards and abatement strategies.

3. Fine particulates - studies to characterize their formation, transport and affect visibility. Output to support Agency fine particulate standard development.

4. Pollutant behavior studies - chemical and physical atmospheric processes, field and chamber studies. Output information for use in model development. This includes studies of scrubbed and unscrubbed plumes and of nucleation and cloud phenomena.

Monitoring and Instrumentation - Research Priorities

Toxics

1. MAS - Master Analytical Scheme. Continuation of development of this comprehensive and ultra-sensitive GC/MS system for analysis of complex organic molecules. The computerized detection module of this sytem has a library of 50,000 fingerprints of the organic species most likely

to be found in environmental samples, including many that are toxic or carcinogenic. This powerful tool will be used by the Agency in pseudo mass-balance studies to identify the major sources of particular toxic substances to assure that regulatory initiatives are realistic and effective.

Air

1. Visibility monitoring in Federal Class I areas in support of Agency efforts to implement Clean Air Act mandates for prevention of significant deterioration.

2. Acid precipitation and dry deposition monitoring in support of Agency efforts to identify the ecological and economic impacts of acid precipitation.

3. Fine Particulates - development of methodology for monitoring the organic and nitrate fractions in support of the Agency's efforts to understand atmospheric transport and transformation of these pollutants. The monitoring methodology also supports agency efforts to devise and evaluate abatement strategies.

4. Air quality baseline documentation for the western area where intense energy development activity is projected to occur by 1985 - summaries and analysis of data obtained during the first five years. This data will enable the Agency to see and prove the environmental impacts of energy developments.

Water

1. Development and implementation of a nationwide anticipatory monitoring program for toxic pollutants from energy developments (AMTES: Anticipatory Monitoring for Toxics from Energy Sources). The monitoring system will be used to devise and evaluate abatement strategies and to raise alarm flags to avert potential catastrophes.

2. Development of advanced monitoring systems and strategies for particular field applications related to new energy developments, e.g., OCS drilling platforms, in-situ retorting. These monitoring systems will support the NPDES program.

Water Supply

1. Basin studies in the western energy development areas to establish baseline hydrological and chemical groundwater data in order to predict impacts on groundwater of energy developments. Energy developments threaten both the quality and quantity of water supplies in the semi-arid regions of the West which accelerated development of vast energy resources is occurring.

Multi-Media

1. Multi-media development of monitoring and instrumentation technology for energy source monitoring and ambient monitoring for pollutants from energy sources in support of Agency enforcement activities and Agency efforts to evaluate abatement programs.

2. Multi-media development of pollutant measurement methodology in support of health effects, ecological effects and transport, transformation and fate studies of pollutants from energy sources. These studies support the Agency's efforts to establish environmental standards based on sound scientific information and to develop and evaluate workable and effective abatement strategies.

Health Effects - Research Priorities

Toxics

1. Development of techniques to identify manufactured agents/mixtures that can produce adverse effects on human health.

2. Development of a data base to assist in determining the impact on humans of specific manufactured energy-related chemicals (and mixtures) for specific biological endpoints (birth defects, cancer, mutagenic effects). These techniques/data are needed to provide EPA support to the Toxic Substances Control Act of 1976

Air

1. Development of a data base to assist EPA in establishing energy-related National Ambient Air Standards. This data base enables the development of reliable estimates of human health damage functions for various population groups through a balanced program in animal toxicology, epidemiology and clinical studies.

Water

1. Development of techniques to identify waterborne agents/mixtures that can produce adverse effects on human health.

2. Development of a data base to assist in determining the impact of humans of energy-related waterborne effluents (individual agents and mixtures) for specific biological endpoints (cancer, cardiovascular disease).

Solid Waste

1. Development of techniques for identification of energy-related hazardous wastes that can produce adverse effects on human health.

1980/1981 INTERDISCIPLINARY MEDIA GUIDANCE

INTERDISCIPLINARY

MEDIA OVERVIEW

The past years have seen the development of a growing recognition that the Agency must improve its exploratory research capabilities in parallel with integrating its research and regulatory functions. Likewise, the development of the regulatory decision process has come to require that the risks, benefits and costs of EPA's regulatory decisions be documented with improved methodologies and data. In response to these developments ORD established its Anticipatory Research program as a cornerstone in the development of a long range research program and proposed the establishment of an Office of Health and Environmental Assessment. During this same period of time, operational components of the Agency have recognized that segmented state grant mechanisms did not always encourage innovative multimedia management approaches for dealing with health and environmental problems. The Agency accordingly proposed the Integrated Environmental Assistance Act of 1979 to assure that alternative ways to foster and support a total grant delivery approach. Finally, an ongoing agency activity most representative of the integrative approach needed to examine environmental problems, is the environmental impact statement. Total NEPA compliance and 309 Review activities relating to all media categories are the overview responsibility of the Office of Federal Activities.

MAJOR OBJECTIVES

- Develop an integrated exploratory research program within ORD.
- Fully implement a health and ecological assessment capability within ORD to serve program office requirements.
- Coordinate environmental training programs throughout the EPA by the National Workforce Development Staff.
- Integrate new Council on Environmental Quality regulations, Endangered Species Act regulations, Historic Preservation regulations and the Executive Orders on Floodplain Management and Wetlands Protection in all NEPA programs.

- Implement the Integrated Environmental Assistance Act emphasizing simple administration, enhanced state program integration and flexibility and incentives for good performance.

- Develop and publish a set of Environmental Profiles.

GUIDANCE FOR FEDERAL ACTIVITIES

This guidance relates to the total NEPA Compliance and 309 Review activity and relates to a number of Media categories. The elements in this program include (1) the regulatory NEPA compliance program (all media) (2) the nonregulatory NEPA compliance program (Water Quality Media), (3) the new source NEPA compliance and EIS review programs in the regions (interdisciplinars media), and (4) the Office of Federal Activities which has oversight over the total program (Agency and Regional Management Media). Guidance relating to the regulatory EIS preparation program is described under the Headquarters Abatement and Control Section and guidance for nonregulatory EIS preparation, new source EIS preparation and EIS review under the Regional Abatement and Control Section. The Office of Federal Activities oversight for these programs is described under the Headquarters Agency and Regional Management Section.

Planning Assumptions

Planning assumptions for the total program are generally the same as in the past with the exception of adjustments necessary to conform to the new Council on Environmental Quality regulations, the Endangered Species Act regulations, Historic Preservation regulations, and the Executive Orders on Floodplain Management and Wetlands Protection in all programs.

Media Priorities

Priorities and constraints are contained in the following guidance for each program.

Major Objectives

NEPA Compliance -- to assure that EPA's decisions concerning (a) construction grants, (b) new source discharge permits, and (c) selected regulatory actions are environmentally sound and cost-effective and that EPA's compliance with NEPA is timely and efficient.

EIS 309 Review -- to assure that all Federal actions are environmentally sound.

HEADQUARTERS PLAN

Abatement and Control

Plans and priorities

° Regulatory NEPA Compliance Program (Air, Water, Toxics, Noise, Solid Waste, Pesticides, and Radiation)

Program direction for fiscal year 1980 is generally consistent with the information provided in the past. Continued emphasis should be placed on integrating into EISs other major supporting documentation (e.g., economic and health assessments) for a given regulation (at least summaries of this other documentation should be in the EIS). This comprehensive integrated analysis, which is presented in EIS in a style suitable for non-expert readers, will contribute to public understanding of Agency actions and increase the public awareness that EPA does consider a balanced set of impacts in developing environmental regulations.

- In order to comply with the new CEQ EIS regulations, increased emphasis should be put on the analysis of meaningful alternatives and the preparation of succinct EISs which under the new EIS regulations should be no more than 150 pages in most cases.

- In order to comply with the recent Executive Orders on wetlands and floodplains and the Agency's policy on prime agricultural lands, impacts affecting these areas should be highlighted in EISs.

° EIS 309 Review Program

Increased emphasis on program offices' review of major Federal projects to insure consistency with EPA regulatory programs and goals.

Changes

No changes anticipated for fiscal year 1981.

Agency and Regional Management (OFA Oversight)

Plans and priorities

° Nonregulatory NEPA Compliance

- Revise 40 CFR Part 6 in accordance with new CEQ regulations and new 201 construction grants regulations.

- Review controversial EISs and findings of no significant impact at the request of CEQ, other Federal agencies, Congress, or citizens.

- Review the NEPA program in each region annually for quality, efficiency, and effectiveness.

- Develop interagency agreements for lead agency EIS preparation as required.

- Provide training conferences for regional offices.

- Manage contracts and resources to meet regional office needs for contractor assistance in preparing EISs and NEPA-related studies.

- Revise Manual for Preparation of EIS for 201 Construction Grants Projects in accordance with new CEQ regulations and new 201 construction grants regulations.

- Provide guidance and assure conformance with other environmental laws (Endangered Species, Historic Preservation, Floodplain Management, and Wetlands Protection).

° New Source NEPA Compliance

- Revision of new source regulations:

-- to conform to new CEQ regulations
-- to conform to proposed new NPDES permit regulations
-- to require pre-construction review
-- to encourage scoping
-- to coordinate air and water new source reviews,
-- to encourage tiering and area-wide EISs

- Complete development of technical guidelines and appendices for selected new source industries.

- Manage contracts and resources to meet regional office needs for contractor assistance in EIS preparation.

- Provide guidance and conduct new source EIS training conference for regional staff.

- Provide guidance and assure conformance with other environmental laws (Endangered Species, Historic Preservation, Floodplain Management, and Wetlands Protection).

° Regulatory NEPA Compliance

- Continue to review selected EISs. Emphasis will be placed on EISs prepared under more recent laws, i.e., TSCA and RCRA.

- Finalize revision to Regulatory EIS Procedures to address changes precipitated by the new CEQ EIS regulations and continue to provide guidance on compliance with the Agency's Regulatory EIS Procedures.

° EIS 309 Review Program

- Continue to review Federal agency regulations and controversial National level projects, clear regional EIS

comments, conduct headquarters liaison, and provide assistance to regions in framing 309 determinations and other significant adverse comments, with special attention to energy, water resources, and major transportation and community development projects.

- Negotiate 309 referrals and follow up with CEQ and sponsoring agencies.

- Provide guidance and follow up on the EPA implementation of the CEQ regulations.

- Continue development and up-dating of policy (309 Review Manual) and technical guidelines.

- Provide guidance and continue to operate Official Filing System.

Changes

In the EIS 309 review program, there will be a significant emphasis in program oversight related to improving the EIS assistance/review interface in fiscal year 1981. In the NEPA compliance programs, there will only be minor changes in oversight activities. In all programs, regulations, guidance, manuals, etc. will be revised and updated as necessary to conform to any revisions in existing or new laws.

REGIONAL GUIDANCE

Abatement and Control

Regional priorities

° Nonregulatory NEPA Compliance

Program direction for fiscal year 1980 is generally consistent with last year except that the regions are being allowed more flexibility in the design of their specific program to accomplish the objectives.

The principal program involves preparation of 201 facilities plan EISs. 208 areawide planning grant EISs and Clean Lakes program EISs will be prepared only as resources permit.

Regions should strive for early environmental review of projects during the planning phases and should promote the preparation of piggy-back EISs wherever EISs are to be prepared. Emphasis should also be placed on coordinating EPA project planning with the planning efforts of other Federal agencies to provide for better environmental reviews of the cumulative effects of Federal actions. While the principal objectives of the environmental review process should be improved projects either with or without an EIS, the Agency's output of EISs relative to the size of the program is still so low that we must continue to strive to prepare more EISs when resources are available to do so.

Even though we have an EIS exemption on each, some Regional Administrators have decided to do EISs on Clean Lakes grants and 208 areawide planning grants because of some of the significant adverse impacts these projects can cause. The general approach on such grants should be to have the applicant prepare an assessment (paid for with grant funds as an eligible cost) and if an EIS is prepared use the assessment as a principal input to the EIS. Unfortunately, the EPA contract funds for EISs are already assigned to the mandatory EIS programs. Funds for Clean Lakes and 208 areawide planning grant EISs will be available only if expenditure patterns in other areas are less than planned.

Solid waste demonstration grant EIS activities are handled at headquarters.

Consistent with available resources, each region should develop a mix of the following activities that will minimize the adverse environmental impacts of proposed actions;

however, EISs must be prepared on at least some projects.

- Attempt to identify need for EISs during Plan of Study development. If not possible during this phase, do so as early as possible in order to minimize project delays.

- Conduct pre-application (201) conferences to identify those actions requiring EISs.

- Prepare draft and final EISs with appropriate mitigation measures.

- Attempt to prepare piggyback EISs for construction grant projects.

- If no EIS is required, prepare findings of no significant impact with appropriate mitigation measures.

- Assure that all Federal requirements regarding wetlands, floodplains, agricultural land, wild and scenic rivers, historic and archeological sites, and endangered species are considered for all projects.

- Review and monitor NEPA compliance by States with 201 delegation. Make NEPA decision for 201 projects for all States.

- Obtain the review of all affected regional staffs before issuing findings of no significant impact, notices of intent, draft EISs, and final EISs.

° New Source NEPA Compliance

Program direction for fiscal year 1980 is generally consistent with last year except that the regions are being allowed more flexibility in the design of their specific program to accomplish the objectives.

Consistent with available resources, each region should develop a mix of the following

activities that will minimize the adverse environmental impacts of proposed actions; however, EISs must be prepared on at least some projects.

- Identify potential new sources as early as possible.

- Conduct pre-application conferences.

- Coordinate with other Federal agencies, organize and attend scoping meetings.

- Make new source determinations according to New Source Task Force Initiatives.

- Attempt to obtain third party EISs.

- Conduct environmental reviews of all new sources to determine if they will significantly affect the environment.

- If it is determined that the project will not have any significant environmental effects, prepare findings of no significant impact fully justifying the decision.

- Prepare notices of intent, and draft and final EISs.

- Obtain reviews by all affected regional staffs before findings of no significant impact, notice of intent, draft EISs and final EISs.

- Assure that all Federal requirements regarding wetlands, floodplains, agricultural land, wild and scenic rivers, historic and archeological sites, and endangered species are considered for all new sources.

- Participate in other agency's EISs in accordance with negotiated lead agency agreements.

- Utilize areawide EISs when appropriate.

° EIS 309 Review

Program direction for fiscal year 1980 is generally consistent with last year except that the regions are being allowed more flexibility in the design of their specific program to accomplish the objectives. Particularly close attention should be paid to pre-EIS liaison related to highly controversial projects which involve critical areas of emerging national policy, have significant and/or multi-media effects, and/or concern several agencies. Examples are coal-fired and nuclear power plants, transportation projects, and actions which involve wetlands and prime farmland.

Consistent with available resources, each region should develop a mix of the following activities that will minimize the adverse environmental impacts of proposed actions.

- Timely Reviews -- Timely, high quality reviews which make use of all available expertise.

- Pre-Draft Liaison -- Scoping, particularly for projects expected to have significant adverse environmental effects, e.g., energy, water resource, and major transportation and community development projects. EIS coordinators should be familiar with new CEQ regulation requirements and planning systems and processes of other Federal agencies.

- Pre-Final Liaison -- Negotiating differences with originating agency which resulted from review of the draft EIS. Enables EPA to be aware of timing of issuance of the final EIS.

- CEQ Reg Interpretations -- Advise and assist the public and other interested parties on interpreting CEQ regulations, including determining need for EIS, etc.

- Coordinating Environmental Reviews -- Develop closer link between EIS reviews and related environmental reviews such as new source reviews, 109(j) determinations, and 404 reviews.

- Cooperating Agency -- Technical assistance in critical areas where EPA's technical input can significantly improve the quality of an agency's plans and projects.

- Referring Bad Projects -- Refer to OFA those projects rated "EU" or "3" at draft EIS review stage or "environmentally unsatisfactory" at final EIS review stage.

- Post-EIS Follow-up -- Selectively follow up at the post-EIS stage on key projects to assure that crucial mitigation measures are incorporated as promised in final EISs; report critical discrepancies to OFA. Periodically monitor projects of a continuing nature (e.g., navigation projects) to acquire new information and identify need for project modifications.

REGIONAL PROJECTED PROGRAM ACCOMPLISHEMNTS

NEPA Compliance

1/ Number of draft EISs prepared on construction grants (output commitment required).

Number of final EISs prepared on construction grants.

2/ Number of findings of no significant impact on construction grants.

1/ Number of draft EISs prepared on NPDES new source permits (output commitment required).

Number of final EISs prepared on NPDES new source permits.

2/ Number of findings of no significant impact on NPDES new source permits.

Number of draft EISs prepared on other regional office actions.

Number of final EISs prepared on other regional office actions.

EIS Review

Number of draft EISs reviewed.

Number of final EISs reviewed.

1/ Percent of draft EISs reviewed on time (output commitment required).

1/ Percent of final EISs reviewed on time (output commitment required).

Number of draft EISs reviewed where the project was rated environmentally unsatisfactory (EU)

Number of draft EISs reviewed where the project was rated environmental reservations (ER).

Number of draft EISs reviewed where the EIS was rated inadequate information (3).

Number of final EISs reviewed where comments indicated environmental reservations (ER) with the project.

Number of final EISs reviewed where the project was found unsatisfactory and was referred to CEQ.

Number of final EISs rated unresponsive.

Number of draft EISs with significant scoping sessions.

1/ Output commitment required.

2/ Regions or GICS must provide this data -- all other data will be provided by OFA.

CONSOLIDATED GRANT PROGRAMS

Implementation of Consolidated State Grant Programs

The number of EPA state grant programs has grown from three programs with a grant authority of $60 million in 1978 to 116 programs with grant authority of nearly $300 million. There is growing awareness of the complexity of the cross-media impacts of these programs as well as the seriousness of the impacts to health and the environment. Implementation of the Integrated Environmental Assistance Act would enable the states to decide whether or not to apply for integrated assistance grants and which programs to include; would require the States to submit an integrated program plan as part of its assistance application and to consult with local governments as the integrated plan is developed. It will be important to have greater opportunities for local government to participate as part of a total state environment program. Finally, the integrated assistance projects must be awarded on a nationally competitive basis.

o Plans and Priorities - FY 80

- Develop Regulations, Policies, and Procedures to implement the Act in conjunction with regional inputs.

- Headquarters will review, rank and select supplemental assistance proposals.

- Regions will assist state and local governments in preparing applications including integrated work programs.

- Regions will review applications and award integrated assistance.

ENVIRONMENTAL PROFILES

The Agency must continue to improve its communication with the public on status and trends in environmental pollution and its reversal. Not only must our citizens know of the success of their commitment to clean up their air, land, and waterways, they mut also be aware of how much is left to be done.

EPA and its State partners collect data on ambient levels of many pollutants. For the most part we aggregate these data at the national level for use in policy review and program planning. We have not made sufficient use of

this unique resource to allow the public to assess for itself whether the environment is improving, and how quickly.

Currently, Regional staff are engaged in an intensive review of our ambient data to design model "Environmental Profiles," arraying status and trend information in clear, easily used graphics to describe pollution levels in discrete geographic areas (such as counties). In FY 79 at least four, and as many as six Regions will publish pilot Regional profiles. From these Regional reports Headquarters will derive a partial National profile for internal review. The Agency will distribute the Regional publications, and OPM will conduct an intensive evaluation of their reception and use by influential readers such as State legislators, news reporters, and public interest groups. Our purpose is to determine if these information "gatekeepers" can use the Profiles to communicate patterns of environmental change to the general public on a small scale geographic basis.

Depending upon the results of the pilot, the Administrator will decide whether to publish compatible Environmental Profiles in all Regions in FY 1980 and beyond. If he so decides, the FY 1980 Operating Plan will change accordingly. In FY 81, Regions not involved in the pilot should plan to devote 2.5 work years and $25,000. Each Region should also devote an appropriate amount for distribution.

RESEARCH AND DEVELOPMENT

Development of an Exploratory Research Capability

We have made important progress in the past year in starting the process of building an exploratory research capability. Within the Anticipatory Research Program initiation of the Center Support Program provides us with the beginning of a long term research program in critical areas to serve as a foundation for our applied research in support of regulations. It will become an increasingly important link to the best institutions in the academic community in the future. Internally, the Innovative Research Program is providing new opportunities for our own scientists to surface basic research proposals and unique ideas. Finally, more mature multidisciplinary programs aimed at assessing anticipated problems have begun to focus on areas likely to be of growing future concern.

Since these advances provide the underpinnings to our ability to ultimately get ahead of our future problems, we must be careful of their design and assure that the best scientific talent of the country participates in their development. Moreover, our efforts to identify new problems must also take advantage of the government wide resources devoted to similar undertakings in offices such as the Office of Technology Assessment, National Science Foundation and Congressional Research Service. We must articulate our research interests to the scientific community with increasing clarity and assure through greater competition that the best scientific proposals are awarded. Finally, there remains the task of assuring that exploratory research conducted within all media is integrated into a comprehensive effort. This task must focus on identifying exploratory research across all areas and assuring that those problem areas in need of fundamental research are adequately supported.

- o Plans and Priorities - FY 80

  - Provide increased competition and improved peer review of EPA grant programs.
  - Implement Center Support activities initiated in FY 79 and establish four (4) new centers for long-term research.
  - Expand Innovative Research activities providing for increased ORD participation by Laboratory and extramural scientists.
  - Integrate Acid Rain and Cancer Program research programs.

o Plans and Priorities - FY 81

- Integrate long range research conducted through the Public Health Initiative, Anticipatory Research and Base Programs into exploratory research program.

Implementation of a Health and Ecological Assessment Capability

The scientific assessment program is made up of two distinct but interrelated operations: a criteria and assessment development activity; and a special assessment activity on risk and exposure. In FY-79 OHEA (Office of Health and Environmental Assessment) was proposed to institutionalize both the existing Cancer Assessment Group and Environmental Criteria and Assessment Office scientific assessment programs and the new 1979 initiatives (ECAO-CIN, Reproductive Effects Risk Assessment, Exposure Assessment). FY 1979 was a start-up year for the new programs with the ECAO-CIN developing proposed water quality criteria for the 65 *Consent Decree Chemicals*, the Reproductive Risk Assessment Group developing guidelines for Agency wide adoption and the Exposure Assessment Group initiating methodology development.

The entire scientific assessment program is Program Office oriented in its outputs. The needs are articulated by the others and converted into work plan priorities.

FY 1981 should see a strengthening of the Agency's capability to develop health related assessments in a uniform and consistent manner. The quality control afforded by OHEA either through the ECAO programs or the special risk groups assessment will be apparent. The capability for exposure assessments, and estimating total body burdens etc. will likely be much improved on an Agency wide basis as we approach the end of FY-80 and look into 1981. For planning purposes OHEA expects to receive more requests for assistance from the program offices in the development of assessments. Moreover, as we approach FY 1981, ORD anticipates that effects other than carcinogenic and reproductive impairment will be emerging for regulatory analysis. Pulmonary, neurological, and cardiovascular effects are likely candidate areas. The establishment of a special assessment group for these health areas appears appropriate as a final step in the development of this capability. OHEA functional statements provide for this event.

o Plans and Priorities -- FY 80

- Fully implement a scientific assessment capability in the area of Carcinogenesis and Reproductive Risk Assessments.

- Fully implement a scientific assessment capability to conduct Exposure Assessments.

o Plans and Priorities - FY 80

- Expand scientific assessment capability to include pulmonary, neurological and cardiovascular effects.

WORKFORCE DEVELOPMENT ACTIVITIES

In the next two years the Office of Research and Development will take steps in four broad areas: (1) move more education, employment, and training on environmental subjects into the self-supported systems; (2) coordinate the full range of training in the Agency - including enforcement related training; (3) expand the use of workforce planning tools in Integrated Environmental Assistance and State-EPA Agreements; and (4) determine the shortages likely to occur in highly specialized environmental occupations.

o Plans and Priorities - FY 80

- Expansion of the Senior Environmental Employment Program to all 50 States by 1980.

- Establishment of a strong Co-op Education Program for State and local environmental agencies.

- Publication of a guide to extra-agency resources.

- Preparation of composite training plans across program lines, e.g., hazardous waste dumps; hazardous spills, enforcement.

- Identify with the regions non-compliance situations related to human resource deficiencies and promote with the regions education and training on topics such as I/M, hazardous waste management, land application of waste water, and waste treatment plant operations.

o Plans and Priorities - FY 81

- Continue FY 80 initiatives.

1980/1981 MANAGEMENT GUIDANCE

MANAGEMENT

MANAGEMENT OVERVIEW

The primary goal of management is to help the Agency achieve its environmental objectives over the long run. To accomplish this goal in the context of a decentralized, yet effectively integrated, management system we need to strengthen our analytic capacity and our capacity to provide services in several areas. The body of this Guidance addresses primarily those priority areas which we believe must be strengthened, recognizing that we must continue to carry out our ongoing management activities in an effective way.

The remainder of this overview identifies the major planning assumptions on which this Guidance is based, and the major priorities for FY 1980 and 1981.

Planning Assumptions

This Guidance is based on a number of planning assumptions, most of which carry forward from the base program. We believe, however, that we should highlight our major assumptions because of their impact on planning:

- The Agency will continue to stress integrated, decentralized management.
- We must implement several key provisions of the Civil Service Reform Act of 1978 during FY 1980/81--particularly the Senior Executive Service, Merit Pay, Performance Appraisal and increased recruitment of minorities and women.
- We will stress increased delegation of contract management responsibilities to the Regions when volume and capacity warrant it.
- We will put in place a complete system of management information and accountability during FY 1979 and early in FY 1980.
- The ZBB process will become less resource intensive; its focus will shift to workload analysis and substantive budget justification.
- We will continue to work toward passage of the Integrated Environmental Assistance Act.

- o The Agency will continue to emphasize developing analytic capacity in the Regional offices. By the end of FY 1979, three Regions should have improved capabilities well under way, and at least two additional Regions should have strengthened their analytic capability in FY 1980.

- o Significantly greater emphasis will be placed on the analysis of the benefits of environmental regulation in FY 1980 and 1981.

- o This Guidance does not reflect conclusions and recommendations from the Staff Offices study presently under way.

- o During FY 1981, the Agency must substantially complete the systems development process to replace the present ADP capacity within the constraints of the OMB A-109 process.

- o Support services estimates for FY 1981 (including ADP Timesharing) will reflect cost increases attributable to inflation similar to that experienced in recent years.

- o Budget estimates for basic Agency services (personnel, contracts, support services, etc.) should be based on providing services for current levels of employment and program activity. Expansion (or contraction) in these service areas to meet changing employment or program activity levels will be factored into the Agency's overall budget estimates as a final step in the ZBB process after overall budget levels are determined.

Management Priorities

As with all programs, priority needs inevitably outstrip resources. As a result, it is important to identify the areas of highest priority. Although the body of this Guidance describes them more completely, the following are our highest priorities:

- o Implementing the Civil Service Reform Act effectively, in order to improve our management accountability and performance;

- o Providing the information systems and evaluation capacity to enable us to hold ourselves, as well as State and local governments, accountable;

- o Strengthening the management/analytic capabilities in the Regions to enable the Regional Administrators to better evaluate their programs, manage their Regions, deal with the increasingly complex job of integrating their programs, and participate equally in Agency-wide policy and management decision making;

- o Continuing to refine ZBB to channel Agency energies less toward process and more toward substance;

- o Developing and testing ways to improve our contracting process, improving responsiveness and cutting processing time;

- o Developing practical alternative regulatory approaches to the traditional "command and control" model as a key contribution to regulatory reform;

- o Improving the state-of-the-art in regulatory decision making, especially with respect to benefits analysis;

- o Implementating the Integrated Environmental Assistance Act as a key management tool for integration of Agency programs in the Regions;

- o Building stronger linkages among the management processes and among the OPM analytical/management groups.

Regulatory reform is an especially important part of the management priorities, and it cuts across several of the elements of management guidance. The Integrated Environmental Assistance Act will provide Regional Administrators with a flexible negotiating tool which should enable them to deal more effectively with the States. We will direct substantial analytic effort toward generating, testing, evaluating, and implementing ways to obtain more environmental protection at the same or lower cost, particularly in the area of controlled trading initiatives. We will be renovating the Agency

reporting system with an eye toward eliminating burdensome, duplicative and unnecessary reporting. The General Counsel will also place a high priority on reform activities.

PLANNING GUIDANCE

Personnel Management

The primary objective in personnel management is to help the Agency use its personnel resources in such a way as to maximize their contribution to our environmental objectives over the long run. The major thrust of our personnel management system through FY 1981 will be to implement the various elements of the new Civil Service Reform Act to improve our management of personnel. Four tasks rank as the highest priority:

- o Implement a system that will enable individuals to achieve an understanding with their supervisors as to the work for which they will be held accountable during the year. Such a written understanding will form a rational basis for accountability, performance rating and rewards.

  - Establish standards for all EPA staff by the middle of the first quarter, FY 1980. This will be the result of each person, working with his or her supervisor, deciding the details and basis for accountability during the year.

  - Give ratings to all staff based on standards by the end of FY 1980. This will be the key to each individual's understanding of what he or she has accomplished during the year, and will serve as a basis for rewards and training.

  - Using the standards developed for FY 1980 as a basis, develop FY 1981 standards, starting the latter part of FY 1980 for all staff. Complete the process by the end of 1980. These standards will govern employees during FY 1981.

- Develop systems and processes to ensure that the performance management system is operating and implemented, including development of monitoring procedures.

- Design a mechanism for using the performance management system to identify promotion potential and training programs.

- Develop policy and guidance documents dealing with SES, performance management, Career Development, Labor Relations, and the like. Headquarters must work closely with the Regions on this task.

o Implement all aspects of the Senior Executive Service including classification, recruitment, placement, career development, and the establishment and management of two new Agency-wide boards:

- Performance Review Board, which makes recommendations on performance ratings and on performance awards.

- Executive Resources Board, which has responsibility for managing and establishing policy for managing the executive resources of the Agency consistent with delegations from the Administrator.

o Recruit minorities and women into professional and high level positions. We have made progress, but must do better at both Headquarters and Regional levels. New legislation mandates increased efforts. All Headquarters and Regional offices will need to develop detailed plans and goals for recruiting, working with the Office of Civil Rights and the Office of Personnel Management.

o Examine our normal day-to-day operations to ensure that our programs are receiving needed services and that we are increasing effectiveness and finding efficiencies in their management.

A variety of other activities will also be important during FY 80/81. The new reform law allows agencies to propose demonstrations for Office of Personnel Management approval. The demonstrations permit testing a variety of new approaches to improve the personnel system, such as expansion of merit pay to employees other than those now eligible. These demonstrations, if we begin them, will require resources and must be carefully evaluated for planning and implementation. Labor-management relations are also affected by the new law. We will need to be certain that our staff understands the new elements of the law and is trained to implement it.

To support a stronger EPA/State/local environmental regulatory effort, we should build on existing mechanisms (e.g. group IPAs) to encourage personnel interchange and training. That interchange should be encouraged between EPA programs and Headquarters and Regions as well as between levels of government as a means of developing career paths.

It will be very important that members of our management group in fact have an opportunity to become environmental managers through individual mobility and other developmental opportunities. Advancement will be available as individuals travel their planned career paths and gain valuable experience in different programs and in different geographic areas. Individuals will need to play a key role in the planning of their career paths, working with Agency top management as they fashion their futures.

We also hope to establish an Environmental Executive Service--a special high potential employee program--for developing a group of highly qualified employees in all environmental disciplines and a parallel program for employees in some of our more specialized areas, e.g., senior professionals in nonmanagerial research positions and our many attorneys.

The Office of Personnel Management has issued several new regulations that will affect a number of internal policies, especially our merit promotion plan. The plan will need to be revised and implemented throughout the Agency. We will need to train all our supervisors, managers, and employees on the new policies and programs.

The Office of Personnel Management will be generating another key activity because of the required revision of classification standards. The environmental engineer, mechanical engineer, chemist, clerical, and secretarial standards have recently been revised and the Agency must evaluate all present positions in relation to these standards. The same task will need to be done for most of our positions by the end of 1981. We will look at the possibility of encouraging mobility between programs by building cross-media tasks into our classification standards in some specialties.

Region Specific Guidance -- All of the tasks outlined have major implications for both Headquarters workload and for all of the staff in the Regions. As a result of the many changing ground rules, special strain will be placed upon the Regional personnel staffs who will have a major role and responsibility to assure achievement of our objectives. Performance appraisal standards must be developed, ratings must be given and standards must be updated annually. It will be especially important that we ensure careful and effective communication between Regions and Headquarters during these difficult transitional reform years.

Contracts Management

The key contracts management objective is to help the Agency manage its contract resources in such a way as to maximize their contribution to our environmental objectives over the long run.

The major thrust in Contracts Management will be toward improving the service to "client" organizations. Priorities for the Contracts Management activity during FY 1980/81 will be:

- o Improving the responsiveness and efficiency of the Headquarters contract acquisition process;
- o Continuing efforts to devise and introduce contract acquisition strategies that are more responsive to program needs and that promote improved contractor efficiency and quality of performance;

- o Strengthening Regional procurement and continuing the delegation of increased procurement authority to the Regions where justified by need and Regional capability;

- o Developing program office capacity in contracts acquisition and management;

- o Upgrading the post-award monitoring of contracts.

The Headquarters Contracts Management function will take a number of steps to improve the responsiveness and efficiency of our contracting:

- o Undertake during FY 1979 an experiment in the use of a voucher system for allocating contracting staff resources. The results of this experiment will determine the extent to which a voucher system is adopted in Agency contracting operations in FY 1980 and 1981.

- o Station resident procurement advisors in all Headquarters program offices that are major participants in the contract acquisition process.

- o Review and, as appropriate, revise contract policies, procedures and resource allocations in order to reduce procurement lead times.

- o Develop workload measures that reflect variations in procurement complexity as well as dollar size and provide a credible basis for adjusting contract work force in response to workload increases.

- o Revise procurement planning and reporting processes to --

  - Improve accountability for procurement activities in which program offices and contracts personnel share responsibility.

  - Reorient the Headquarters contracts organizations and processes to a client-centered mode of operation.

- Continue to work with program offices to consolidate procurement requirements into broad program or mission-oriented requirements rather than narrowly defined tasks.

- Increase use of award fee contracts and other strategies that are designed to motivate contractors to deliver the quality of service or product represented in their proposal.

We will try to strengthen Regional procurement further with continued delegation of increased procurement authority to the Regions. We expect to continue and expand the delegation of procurement authority to field units, commensurate with their development of the requisite expertise, organizational capacity, and needs. We will strengthen programs for periodic review of Regional procurement and couple these reviews with on-site technical assistance to address needed improvements.

One of the most important initiatives for improving service will be improving program office capacity in contracts acquisition and management. We will initiate several key activities:

- Conduct expanded training of project officers with emphasis on definition of requirements, technical evaluation, and contractor management.

- Establish a pre-review process to provide coordination of contracts and program requirements at a time that permits resolution without risk to program priorities.

- Establish DAA-level review and coordination of major contract acquisitions to ensure that problem areas are speedily addressed before becoming major delays.

- Strengthen program office involvement in selection.

Finally, we will upgrade the post-award contracts monitoring function to offset loss of traditional leverage (i.e., annual competition) over contractor performance that is inherent in

the mission contract concept, and we will reinforce project officer authority and accountability for contractor performance.

Resources Management

The primary objective in Resources Management is to help the Agency manage its total resources in such a way as to maximize their contribution to environmental objectives over the long run.

There are five areas of highest priority for Resources Management:

- o Refining and improving the Agency's resource allocation process;
- o Actively participating in inter-agency and cross-agency ZBB;
- o Rebuilding the top management information and accountability systems;
- o Working toward implementing the Integrated Environmental Assistance Act;
- o Strengthening the budget execution process.

The following text elaborates on the five key areas, and outlines the roles of Headquarters and the Regions. In addition, a number of other priorities for both Headquarters and Regional Resources Management are listed, together with a summary of Region-specific guidance.

Improving Resource Allocation -- As one of the Agency's two critical cross-cutting decision-making processes, Zero-Base Budgeting will continue to be the focus of the Agency's resource allocation. In cooperation with the program offices and the Regions, OPM will continue to refine the existing system to reduce the apparent deficiencies, paperwork burdens, and time commitments; meet OMB requirements; and accommodate changes in management style or program emphasis within EPA. These refinements must take into account the need to reduce the workload which the ZBB now imposes on personnel at all levels within the Agency and to streamline ZBB wherever possible

while maintaining it as an open process in which line managers participate fully in decision making.

Previously, ZBB has focused heavily on the process. Now that the process is well established, it should focus more on substantive analysis. Both Headquarters and the Regions should continue to develop analytical capabilities so that we allocate resources using the best available information. To assist in this process, we will focus this year on developing and working through both an analytic agenda and workload analyses.

The Regions should expect to play a major role in assisting in the development of the analytic agenda and various workload analyses. In addition, the Regions should become more active in regulation development and review, especially regarding resource issues.

Participating in inter- and cross-agency ZBB -- In the FY 1980 budget process, EPA profited significantly from participating in OMB's initial inter-agency ZBB (of all programs at the margin) and cross-agency ZBB (of related programs). We expect OMB's inter-agency and cross-agency ZBB to be more sophisticated in FY 1981. This year, therefore, we will identify and recommend new areas for cross-agency and inter-agency ZBB--areas in which our experience tells us we should do well.

Because of this, OPM must also invest in helping OMB define better and more open processes for conducting these ZBB efforts, and provide staff and other support for them. This will include identifying specific issues useful to OMB staff and providing the analysis necessary to clarify and resolve them. The program offices, in coordination with OPM, should be prepared to invest time in making these inter- and cross-agency ZBB's work well, since as a new, lean agency we can expect to receive additional resources from them, just as we did last year.

Renovating the Agency Reporting System -- We must give highest priority to rebuilding our management information and accountability system so that it will --

- Provide useful information for all the Agency's managers in an easily understandable form.

- Reflect measures of environmental improvement which substantially reflect Agencywide goals and program achievements, rather than merely "count beans".

- Support our performance evaluation system, ZBB process, workload analysis, State/EPA agreements, and the changes which we hope will result when passage of the Integrated Environmental Assistance Act is passed.

- Eliminate burdensome, duplicative, and unnecessary reporting.

The Assistant Administrators, Regional Administrators, States, and localities should have accountability systems of their own, since they must be able to identify their own commitments and know whether they are being achieved. The Agency-wide system should build upon rather than duplicate these efforts, reflecting more aggregated data than our managers must have for their own needs. We must avoid duplicative and wasteful information gathering.

We are too far into FY 1979 to put in place a full-scale reporting system. FY 1979 will be a transition year. Headquarters and the Regions will submit short reports quantifying their accomplishments and their plans, relating them to the projected program accomplishments they used to justify decision unit levels in the FY 1979 ZBB submission. The Regions will provide standardized, quantifiable data but at a level reduced from that in FY 1978. A Regional/Headquarters work group has begun work to define specific levels of reporting and the measures the Regions will use. State reporting requirements will not change. For FY 1980 and beyond, Headquarters and the Regions will develop reporting requirements in coordination with the Guidance/ZBB/Operating Plan process.

In conjunction with changes to our information/accountability systems, in FY 1980 we will also work toward completing the integration of our computer-based data systems in the financial and resources management area.

Implementing the Integrated Environmental Assistance Act -- Headquarters and Regional Offices must prepare to implement the proposed "Integrated Environmental Assistance Act of 1979." This Act will strengthen our State/EPA agreement effort and encourage meaningful integration of our State and local assistance program grants. We will develop a detailed implementation plan during FY 1979 and 1980. Regional Office staffs will be asked to participate substantially in the work groups assigned to these tasks. The program offices, working with OPM, must develop a process for integrating national program guidance which will be utilized by Regions in negotiating integrated program plans under the Act.

Regional Administrators should carefully review current grant operations to identify those changes which will be necessary to implement the Integrated Environmental Assistance Act. Regions should build on the Regional Grants Management Task Force report to ensure Regional grant organization and functions are shaped in a way best suited to accommodate and achieve integration of our State and local assistance programs. Regional Administrators should accord similar high priority to the Administrator's commitment to having State/EPA agreements in place for all programs by end of FY 1980.

Strengthening Budget Execution -- The fifth area of critical importance to Resources Management is budget execution. The top budget execution priority for Headquarters and the Regions is strengthening it by improving the requirements for justification of changes, coordinating offices which are affected by the changes, and integrating financial data with the program accountability data.

In addition, ORM will upgrade the object class analysis, build it into budget development, and develop the capacity to display all budget figures according to authorizing category. Throughout the process we will strive to continue to improve our working relationships with the various Congressional committees, the Regions, and other Headquarters offices. Mid-year and quarterly reviews should be stressed as highly useful management tools.

In addition to the five areas of highest priority, there are a number of other priorities in Resources Management:

- o Analyzing the resource implications of State/ local delegations.

- o Analyzing cross-cutting issues. We must continue to examine the resource implications.

- o Auditing resource use. The quality of our decisions on pricing and resource allocation depends as much on the accuracy of the Agency's accounting of how it is presently using resources as on the relative priority of activities.

- o Initiating operating efficiencies in financial management. Because financial management throughout the Agency is largely tied down by day-to-day operational workloads, we must find new ways--through automation, better use of personnel resources, and greater involvement of program offices--to reduce paperwork. Financial managers must find ways to divert more of their resources to support the larger analytical efforts in both Regional and Headquarters offices. Our financial resources can be better used in cash management, financial analysis, cost benefit and productivity analysis, and financial information assistance to program managers and grantees.

- o Improving financial systems support for both analytical and accountability purposes. We will improve the integration of financial and accounting systems to link planning, budget control, resource utilization, and performance review during both FY 1980 and FY 1981.

- o Undertaking a major effort to involve both programs and Regional management offices in the development of obligation and outlay plans and projections, particularly in construction grants.

Region-Specific Guidance -- In summary, the highest priorities for the Regions' traditional resource management activities will be as follows:

- o improving development of the operating plan;
- o implementing the Full Time Equivalent requirement;
- o participating in the Regional workload analysis;
- o improving budget execution capacity and the Regions' abilities to justify changes in their plans;
- o implementing a Regional and State accountability system with reporting requirements and interfaces to financial information;
- o participating in the revision of Headquarters workload and pricing analysis;
- o implementing the Integrated Environmental Assistance Act;
- o participating in an Agencywide review of grant procedures;
- o cooperating with Headquarters in efforts to upgrade the management of construction grant outlays;
- o selectively participating in analyses of the following budget issues:
  - grants/delegation
  - cross-cutting issues
  - Agency Ranking Committee issues
  - media issues;
- o improving operating efficiencies in financial management.

Planning, Evaluation and Analysis

The primary objective of Planning, Evaluation, and Analysis is to provide strong, independent analytic

and evaluative support to the Agency top management, enabling them to manage the Agency's programs and make decisions which will maximize progress towards the Agency's environmental objectives. The highest priorities for FY 1980/81 will be --

- o improving the planning/guidance process so that it is a more useful management tool;
- o helping the Agency implement regulatory reforms which improve the effectiveness and reduce unnecessary costs of EPA's programs;
- o strengthening the Regional Administrators' management/analytic capacity;
- o helping improve program effectiveness through performance-based evaluations;
- o supporting the analytic and project management needs of the Administrator and Deputy Administrator;
- o helping program offices improve the quality of regulations developed by EPA;
- o providing leadership for Agency analytical work in economic, energy, and statistical analysis to improve Agency decisions, defend the Agency's program, and protect environmental interests involved in other agencies' actions.

Headquarters Specific Guidance -- The key elements for the Office of Planning and Evaluation at Headquarters for FY 1980/81 are as follows:

- o Manage and improve the process for development of practical, defensible regulations consistent with Administration policy and legal requirements:
  - improve working group effectiveness;
  - increase Regional involvement in regulation development;

- provide more timely information to top management on status of and issues in regulations under development;

- increase public awareness of and participation in regulation development;

- strengthen the linkages between regulation development and the budget to help ensure that the resource implications of new regulations are adequately addressed.

o Improve analytic tools to assist top management regulatory decisions (the demonstration of the benefits of environmental regulation will be of the highest priority):

  - demonstrate the use of benefits assessment in standard-setting through several pilot tests each year;

  - show how risk assessment and exposure data can be incorporated in the setting of regulatory priorities and standards;

  - use marginal cost information to regulate more efficiently and provide useful perspectives in the absence of information on benefits.

o Review (and assist in developing and improving) proposed regulatory and legislative action from a policy standpoint, focusing on technical feasibility, economic impact, energy impact, statistical validity, justification, implementability, impact on other programs, consistency with Agency goals, strategy and policies.

o Provide project management or consulting services on high priority, policy-oriented analyses at the request of the Administrator or Deputy Administrator. Respond to requests quickly and effectively with analysis, diagnosis, recommendations and implementation of change. Train staff to develop project management skills.

- o Manage (in conjunction with the Office of Resources Management) the planning process and make it a more useful management tool:
  - increase direct role of top management in priority-setting and planning;
  - reduce paperwork involved in the guidance;
  - tie guidance to evaluation of performance against plans;
  - improve scheduling to allow for timely review and comment by the State and local governments and the Regional offices.
- o Coordinate implementation of the regulatory reform program, including improvements in both regulation and budget development and approaches to specific environmental problems:
  - coordinate Agency efforts to test, evaluate, and implement better environmental protection at the same or lesser cost;
  - serve as a catalyst for development of more reform proposals;
  - give highest priority emphasis to controlled trading initiatives (e.g., marketable permits, offsets, banking) to examine whether more broadly applicable approaches would be desirable.
- o Improve program effectiveness through performance-based evaluations:
  - conduct 3 to 5 major evaluations each fiscal year, with special emphasis on Federal/State/local roles during FY 1980/81;
  - develop guidelines for self-evaluation by programs and Regions;
  - move Regional profiles from the pilot stage to routine use as a tool for assessing and improving performance, if warranted.

- o Help the Regions build their analytic capability to support Regional Administrator decision making:
  - help recruit staff and introduce them to available sources of assistance;
  - help develop analytic agendas for the Regional Management/Analytic Centers;
  - work cooperatively on selected projects.

Region-Specific Guidance -- Because most of the environmental management resources are located in State and local governments, and because environmental program management is rapidly becoming more complex and interrelated, it is essential that the Regional Administrators improve their staffs' capabilities in the areas of planning, evaluation, and analysis. In FY 1980 at least three regions will have Regional Management/Analytic Centers serving as pilot studies of how project-oriented analytic groups can assist the Regional Administrators in managing and solving environmental problems. If the pilot Centers are successful, Centers should be added for most, if not all the Regions in FY 1981.

The highest priorities for the Regions' traditional planning, evaluation, and analysis activities will be --

- o coordinating Regional input to the Agency's guidance, budget, and operating plans;
- o providing the Regional Administrators with program evaluations which assess Regional performance in solving environmental problems and advise how to improve it;
- o performing economic analysis for Regional management;
- o ensuring productive Regional involvement in regulation development.

Key Regional activities for both years will include the following:

- o working with Headquarters and Regional program staff on all aspects of the guidance and budget development;
- o developing Regional operating plans;
- o evaluating Regional performance in solving environmental problems (perhaps with Regional profiles as inputs) and recommending changes in policy, organization, resource allocation, or management approaches to improve performance;
- o performing economic and financial analysis required for all significant regulatory actions, EIS's, and noncompliance penalty calculations;
- o advising the Regional Administrator of economic impacts of individual and aggregate Regional actions (e.g., plant closings from enforcement actions; combined impacts on economically vulnerable industries);
- o managing the Early Warning System responsibilities, including new efforts to avoid specific economic dislocations by making SBA/EDA/DOL assistance programs work better;
- o reviewing economic and population growth projections;
- o analyzing energy-related Regional issues and participating in the EPA Energy Policy Committee through Region VIII representation;
- o ensuring full participation by the Regions in Headquarters regulation development;
- o hiring and developing analytic staff.

Most Regions will have to markedly upgrade their capabilities for program evaluation and economic analysis, and both Headquarters and the Regions will have to improve efforts to work together on regulation development.

Those Regions with Management/Analytic Centers will have these additional activities:

- o recruiting staff (FY 79/80);
- o developing work plans cooperatively with OPM and other Regions, including projects that:
  - enable RA's to manage integrated State environmental programs;
  - undertake demonstrations of new processes and reforms (e.g., consolidated permitting);
  - demonstrate analysis, solution design, and implementation for complex problems affecting several Regions (e.g., urban transportation-related nonattainment problems);
  - develop strategies for dealing with problem industries and Regions (e.g., steel in Region V).
- o initiating projects to assist RA's in management of high priority, complex issues.

Agency Support Services

Priorities for Agency Support in FY 1980/81 will include:

- o Facilities Management
  - Continuing the program to identify and correct health, safety, and environmental deficiencies in EPA facilities in both Headquarters and the Regions;
  - Seeking increased EPA autonomy in space management;
  - Upgrading agency space planning capabilities to prevent the traditional "lag" between increased personnel and increased space.
- o Automatic Data Processing
  - Continuing, as the highest priority, to provide the basic computer service now

represented by the Washington Computer and National Computer Centers;

- Moving the Agency from its current posture of widely separate and sometimes duplicative and unsatisfactory data systems to an environment where systems dealing with similar Agency programs, sets of data, or regulated industries can be integrated;

- Completing the first two of four steps in the procurement of a data center(s) to replace the current system in the 1984-94 time period (OMB A-109 process -- RFP release in FY 1980, contract initiation in FY 1981);

- Improving the quality of the Agency's data flow from sources to the Regions and Headquarters, using minicomputers where appropriate.

Regional offices will be affected by changes in central data center support and should participate in acquisition strategy, evaluation and review panels. Regions will face some workload increases during conversion between interim data centers. Program integration efforts should provide significant benefits to the Regions. As a result, Regional offices may wish to examine their own internal ADP support activities to determine how best to take advantage of the integration and new data which will become more readily available.

o Libraries

EPA libraries in both Regions and Headquarters exist to ensure the availability of information in meeting the Agency's goals. Priority activities will include:

- Providing specialized information to satisfy the Agency's peculiar needs, especially when the information is not readily available elsewhere;

- Providing assistance to EPA staff, State and local government staff and the general public in locating and utilizing information necessary to support EPA's goals.

- o Management and Organization Analysis

  - Developing increased capacity to meet the growing demand from program offices for assistance in developing and implementing the processes and organizational structures required for effective inter-and intra-media integration of program policy.

Occupational Health and Safety

The priority objective is to continue leadership of an effective, decentralized occupational health and safety program by assisting Regions in program and resource development and through technical support. The principal elements of this objective are as follows:

- o Expanding health and safety training, emphasizing skill development of collateral duty personnel;
- o Developing and promoting mandatory training programs for supervisors, employee representatives, and safety committee members;
- o Providing program audit and consultant services, as a high priority item, to ensure effective and timely response to needs;
- o Ensuring participation by Regions in regulation and guidance development activities;
- o Reviewing OSHA policies, standards, and procedures and advising Regions of potential impact and compliance needs;
- o Expanding capability to accommodate OSHA requirements by using an automated management information system.

Regional priorities will be planning, implementation, and evaluation of the health and safety program. The Office of Research and Development, Regional Offices, and national program offices should budget for periodic physicals for designated employees.

Legal Services

Assuming that in FY 1980 and 1981 there will be no major changes in our statutes, that regulatory

activities under our current statutes will continue to increase as implementing rules are issued and new permit programs begin, that most of the significant regulatory activities will be challenged in court, and that government regulation itself will continue to be a major public policy issue, the following are the priorities for Legal Services:

- o Litigation -- Defensive litigation is not an activity we can choose to conduct. Once sued, we must at least do what the courts regard as an adequate job. Otherwise, we risk both our reputation with the courts and disruption to Agency programs from avoidable defeats. Therefore, litigation must be our first legal service priority.

- o Advising on Regulatory Actions -- Early legal advice on regulations will make them better and easier to defend. Ideally, OGC should be drafting at least portions of the preamble for major regulations. However, because other offices in the Agency can pick up some of the slack we might leave in this area (which is not true for litigation), legal review drafting of regulations is second priority.

- o Regulatory Reform -- EPA is under tremendous pressure to justify itself in terms of "regulatory reform," and the Administrator has made this a top priority. Searching for innovations, however, must be secondary to ensuring that the actions which the Agency is going to take anyway are legally defensible and are defended. For that reason, and although it remains a priority activity, regulatory reform is third priority when scarce resources are being distributed.

Headquarters Staff Offices

EPA's Staff Offices perform a number of essential functions as well as a central integrating role. A study is now under way to evaluate the functions and present structure of the Staff Offices. The study may result in changes during

FY 1979. For purposes of this Guidance, assume that the present functions performed by the Staff Offices will continue in FY 1980 and 1981. Discussion of alternatives for these offices will be reserved until completion of the study.

The activities covered by this portion of the Guidance are carried out by the following offices:

- o Civil Rights
- o Inspector General
- o Legislation
- o Public Awareness
- o Federal Activities
- o Regional and Intergovernmental Operations
- o International Activities
- o Immediate Office (Administrator-Deputy)
  - Administrative Law Judge
  - Science Advisory Board
  - Land Use Coordination

Because of the close relationship between these offices and the Administrator and Deputy, many of the activities of these offices are flexible and are readily adjusted to meet changing priorities.

In addition to the priorities set out explicitly in the following paragraphs, we will continue to give high priority attention to urban policy efforts. The Immediate Office of the Administrator/ Deputy Administrator will continue to provide leadership for the Urban Work Group. The Regional and program offices should continue to provide staff support and initiatives. Program offices should continue to identify regulations and legislative and budget initiatives with potentially

signficant urban impacts and to conduct urban and community impact analyses on those initiatives, preferably as an integral part of other required impact analyses.

Office of Civil Rights -- The Office of Civil Rights (OCR) oversees the implementation of affirmative action plans and will work closely with Personnel Management Division on programs to increase the number of women and minorities in under-represented occupational groups. OCR investigates and oversees processing discrimination complaints in Headquarters, Regional offices, and laboratories and has assumed jurisdiction over all processing in five Regional Offices. OCR manages programs designed to assist small, disadvantaged, and minority-owned businesses in providing indirect procurement services to EPA; directs, monitors, and reviews implementation of Minority Business Enterprise policy under the construction grant-in-aid program; monitors other nondiscrimination compliance programs involving Agency assistance; and provides liaison with external civil rights groups.

In FY 1981, responsibility for processing discrimination complaints should be shifted back to the five Regional Offices for which OCR assumed jurisdiction. Initial implementation of the new MBE program will be resource intensive; an increase of 0.7 FTE workyears in FY 1980 at Headquarters will enable this office to provide the support and oversight required to implement this Presidential initiative.

Inspector General -- The Office of the Inspector General, which will be created in FY 1979 by combining the Office of Audit with the investigations resources of the Security and Inspection Division, will be undergoing a complete evaluation of its functions and resources in FY 1979 and 1980. It will be responsible for implementing, for EPA, the Inspector General Act of 1978, P.L. 95-452.

The Office will undergo a thorough evaluation of its goals and priorities after the Inspector

General is appointed. The priority emphasis will continue to be the Construction Grants program. We will complete the initial implementation of changes to the Audit Management System (Audit Resolution Board and computer tracking of audit findings) in late FY 1979 and early 1980. The Office of Audit should continue its successful emphasis on the use of contract auditors to supplement the EPA Audit personnel.

Office of Legislation -- The Agency will continue to need a central capacity through which to initiate and coordinate communications and interaction with Congress. The functions provided include daily liaison with key Congressional members, committees, and staff to gather information, convey and advocate agency positions, and brief members on items of interest; preparation of testimony and briefing materials for Congressional hearings; development and negotiation of legislative changes; review and comment on introduced legislation; and direct services such as response to personal and telephoned Congressional inquiries and Congressional mail and notification of grant awards. In addition OL distributes Congressional documents, provides summaries of pertinent Congressional Record and Federal Register entries, and compiles hearings schedules and reports for use throughout the Agency.

Legislative priorities include passage of the Integrated Environmental Assistance Act, legislation to establish a comprehensive Hazardous Waste Emergency and Liability Fund, and reauthorization of all existing programs, including the Clean Water Act. OL expects Congressional oversight of the Clean Air Act following the Report of the Air Quality Commission and revision of the SIPs. Continued strong Congressional interest in the effects of EPA regulations on inflation and as a constraint on energy development will necessitate an increase in office liaison activities, preparation of hearings, and efforts to head off undesirable legislation. Case work and liaison with Regional Administrators and their Congressional and outreach staffs will have to expand to deal with concerns of members of Congress and their constituents as the State-EPA Agreements are effected

and new programs are implemented pursuant to the recent revisions to the CAA, CWA, and FIFRA.

Office of Public Awareness -- The Immediate Office of the Administrator and the Office of Public Awareness are jointly developing an Agency-wide public participation policy during FY 1979 and are providing guidance to the programs and Regions for the development of their public participation plans and priorities. They will also provide direction for implementation training, development of evaluation criteria and incentives to strengthen public participation in all programs.

The Office of Public Awareness priorities, in order of importance are to --

- Develop public information materials in support of EPA program operations. Public information/participation plans, with their elements prioritized, are prepared by OPA in coordination with the programs and are revised annually.

- Perform outreach activities to increase constituent understanding of the EPA mission and programs, and EPA appreciation for the concerns of its diverse constituencies.

- Promote public awareness of EPA activities through electronic and print media.

- Provide resources to, and serve as coordinator between OPA headquarters, OPA Regional staffs and State Public Information Officers in support of program information and participation activities.

Greater commitment to these goals by program offices will be required in FY 1980/81 to offset the FY 1980 reduction in central resources.

Office of Federal Activities -- The Office of Federal Activities has four major goals and priorities (in rank order):

- o Oversee the development (including relevant research) and presentation (including negotiations with the senior officials in other agencies) of the EPA position on all proposed major Federal actions likely to have significant impacts on the human environment.

- o Provide information, and recommendations to the Administrator and Deputy Administrator through staff papers and briefings concerning --

  - EPA's compliance with NEPA (including development of appropriate guidance documents and regulations) and related statutes, executive orders, and policy statements (e.g., wetlands, endangered species and prime farmlands);

  - the environmental impact of the programs and activities of other Federal agencies.

- o As National Program Manager, exercise quality control over and develop programs to improve the performance of the EIS Review and EIS Preparation Programs and staff in EPA's program and Regional offices.

- o Participate on EPA working groups and interagency task forces on matters relating to OFA management programs.

Office of Regional and Intergovernmental Operations -- The office provides a Headquarters secretariat for the Regions and coordinates and assures Regional participation and representation in the Agency's policy and regulation development and evaluation processes. The office also serves as Agency liaison with national organizations representing general purpose State and local governments such as the National Governors' Association and the U.S. Conference of Mayors. The ORIO staff maintains continuing contact with these organizations to ensure their understanding of, gain their support for, and provide interpretation of their views on EPA objectives and policies. ORIO is expected to concentrate on these objectives:

- o Strengthening the communications linking the Administrator, Deputy Administrator, staff and

program offices with EPA's ten Regional Administrators and their staffs;

- o Continuing to assist in improving the effectiveness of the participation and representation of the Regional Administrators in EPA's policy and management processes;

- o Supporting the Administrator's/Deputy Administrator's efforts to strengthen the Federal/State/local partnership with particular emphasis on State/EPA agreement activities in the Regional Offices and passage and implementation of an Integrated Environmental Assistance Act.

Office of International Activities -- The Agency has these specific international objectives for 1980-81 (in priority order):

- o Provide leadership, especially to the industrialized countries, in establishing effective environmental control of toxic substances and hazardous and radioactive waste and work toward harmonization of regulatory actions in these and other environmental areas;

- o Extend our efforts with Canada and Mexico to solve the most pressing pollution problems threatening both sides of the borders;

- o Expand and improve the exchange of state-of-the-art technology with Germany, Japan, and other countries most advanced in environmental protection;

- o Enlarge and improve EPA's cooperation with developing countries to enable them to address their environmental problems more effectively, working directly with a few selected foreign countries and through the UN;

- o Continue to support productive programs with the USSR, NATO's Committee on the Challenges of Modern Society, and various

Countries through the Scientific Activities Overseas program;

- o Develop environmental cooperation with the People's Republic of China;
- o Continue to press for adequate environmental standards in all marine negotiations, including Law of the Sea, the Ocean Dumping Convention and the Intergovernmental Maritime Consultative Organization;
- o Continue to coordinate the Agency's participation in the environmental aspects of the Nuclear Nonproliferation Act.

The Office of International Activities coordinates the achievement of these Agency objectives and represents the Agency in a variety of international forums. A reduction in resources in FY 1980 will put a larger burden of coordination on the program offices and will decrease the amount of support available in international efforts.

Immediate Office of the Administrator and Deputy -- In addition to personal staff assistance, the immediate office contains the offices of the Science Advisor and the Administrative Law Judge. Increased resources in the Science Advisor's Office will make possible better coordination and preparation of information for the Administrator's regulatory decisions. The mission of the Office of Land Use Coordination is to ensure that the Agency's programs contribute to planning integration and sound land use planning. In particular, the office will work to ensure that adverse effects of growth and land use in urban areas and environmentally sensitive areas are minimized through program assistance and by continuing to help provide staff support to the EPA Urban Work Group.

The Administrative Law Judges should expect an increased workload as a result of the civil penalties requirements under the Toxic Substances Control Act, Section 120 of the Clean Air Act and the Solid Waste Disposal Act. In addition, amendment of the

FIFRA rules of practice will require cases to go to the ALJ at an earlier stage, resulting in additional cases. An increase in resources for FY 1980/81 may be necessary to handle these increased requirements.

Regional Policy Direction

This Decision Unit brings together the key elements in the Regional office which enable the exercise of internal leadership to achieve program unity and more effective use of resources, and the exercise of external leadership to achieve a fuller understanding of the Agency's goals and purposes and a fuller degree of Federal-State-local cooperation.

Specifically, energies will need to be focused on:

- Providing integrative leadership and cross-media insight and understanding of Regional and national programs.
- Working with State and local officials to achieve more effective, coordinated and integrated efforts to solve environmental problems and decrease or eliminate environmental pollution. Implementing effective State/EPA agreements.
- Maintaining contact with local Congressional staffs to be responsive to their concerns and to achieve a fuller understanding of the Agency's goals.
- Providing information to the press and other media implementing programs to assist the public to better understand the purposes and goals of the EPA, and ensuring that public concerns are identified and understood with the Regional Offices.
- Improving public participation in Agency decision-making.
- Emphasizing EEO programs to ensure more effective participation.
- Refining and upgrading analytical capacity to achieve more effective participation in

ZBB, regulatory development and reform and other management strengthening processes.

- o Identifying and implementing changes needed to achieve more effective use of resources.
- o Ensuring implementation of the Civil Service Reform Act.
- o Ensuring implementation of the Integrated Environmental Assistance Act upon its passage.

Program Management

The primary objective of program management is to provide management and support to the programs, to enable them to better accomplish their objectives. The program management element of each Assistant Administrator's office plays a key role in the integration of Agency programs, Regional coordination, and the accomplishment of key planning, budgeting and other management processes. It is essential that these offices develop and maintain a strong capacity to fulfill these roles.

The main priorities for the Office of Toxic Substances during FY 1980 and FY 1981 are to:

- o Achieve institutional maturation with a stable organization and technically and managerially qualified staff;
- o Operate a detailed planning and evaluation system for toxic substances and pesticide programs;
- o Develop, in cooperation with the R&D community, a high priority research program;
- o Examine the need for major legislative changes to the Toxic Substances Control Act in 1981, and develop and support such changes, if appropriate.

In addition to its continuing management role, the Office of Enforcement will give priority attention to the following activities:

- o Coordinating the Office of Enforcement's compliance efforts with respect to Federal facilities, including the development of policies, guidance, and procedures to ensure full compliance;

- o Reviewing EPA litigation prior to transmittal to the Department of Justice;

- o Expanding the coordination and planning role to include implementation of a multi-media docket and status-tracking system, legal strategy development and development of a national training program for legal/ enforcement personnel;

- o Developing multi-media industry enforcement strategies for various industries;

- o Reviewing methods, strategies and techniques and Federal/State/local roles in ensuring continuous compliance;

- o Improving and extending cooperative enforcement with other Federal agencies;

- o Developing, in cooperation with the Regions, effective workload models for distributing resources in both Regions and Headquarters.

The highest priorities for the Office of Air, Noise and Radiation will be:

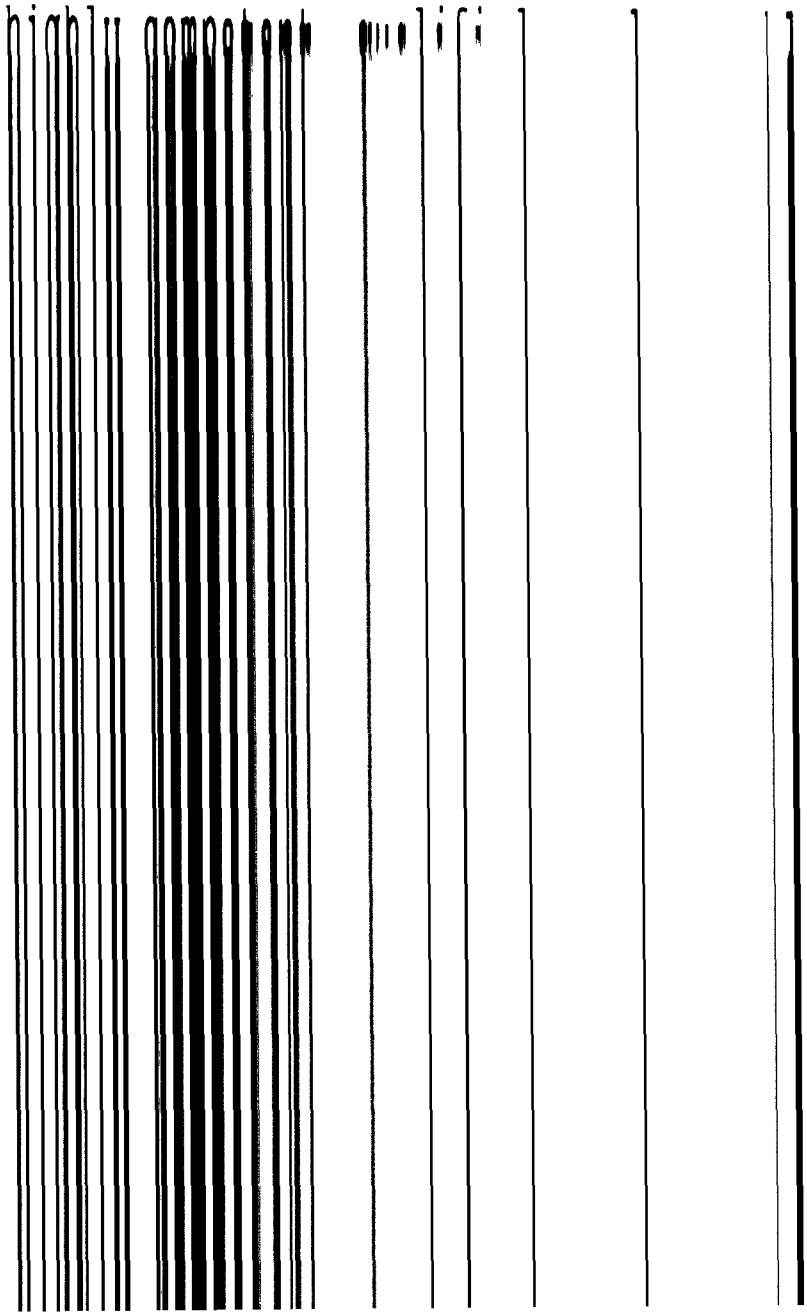
- o Strengthening capability to coordinate Headquarters and Regional planning;

- o Extending program capacity to manage the implementation of new personnel requirements.

The major priorities for the Office of Planning and Management will be:

- o Developing and implementing a variety of management reforms to enable both the Office of Planning and Management and the Agency to do a better job;

- Significantly improving cooperative relationships with the Regions, especially with the Management Divisions;
- Developing, in cooperation with the Regions, a good set of management media workload models for resource allocation purposes;
- Implementing centralized budgeting and management information and tracking systems within the Office of Planning and Management;
- Completing the staffing of the office with



for the scope of OWWM responsibilities. The staff generates new policy initiatives and program implementation strategies. It performs a coordinating and synthesizing role among OWWM's several programs and between OWWM, the other program offices of the Agency and with the Regions. Major areas of staff concentration in OWWM are:

- o Significantly improving cooperative relationships with the Regions, especially with the Management Divisions;
- o Developing, in cooperation with the Regions, a good set of management media workload models for resource allocation purposes;
- o Implementing centralized budgeting and management information and tracking systems within the Office of Planning and Management;
- o Completing the staffing of the office with highly competent, qualified people capable of undertaking a wide variety of management tasks.

Beyond its continuing responsibilities for managing the program, the main focus for the Office of Research and Development will be:

- o Expanding the research committee system to encompass nearly all of the R&D program;
- o Improving the responsiveness of the Research Program to the needs of the Enforcement Program and the Regions;
- o Refining the system used to award and monitor grants and cooperative agreements;
- o Improving the ability of management to handle new programs and changes in organizational structure;
- o Strengthening the management, collection and dissemination of technical information and scientific data.

The Assistant Administrator's Office for Water and Waste Management will continue to strengthen its capabilities to provide staff support to the Assistant Administrator in his day-to-day responsibilities to implement and administer the water and waste management statutes. Additionally, the staff performs a function of program analysis planning and development

for the scope of OWWM responsibilities. The staff generates new policy initiatives and program implementation strategies. It performs a coordinating and synthesizing role among OWWM's several programs and between OWWM, the other program offices of the Agency and with the Regions. Major areas of staff concentration in OWWM are:

- o Program planning, budget and financial management;
- o Coordination and review of standards and regulation development;
- o Review and respond to Agency management initiatives; and
- o Policy and strategy development and assessment.

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