

water pollution control programs, including adequate financial support; and (c) legislation giving appropriate State and local agencies regulatory authority over individual wells and septic tank installations, with a view to minimizing their use and limiting it to exceptional situations.¹⁹ To insure that cooperative techniques in enforcement of water pollution control programs do not become facades for delay and inaction, the State legislatures should provide time limits for each step in the enforcement procedures.

Substandard enforcement can be explained in part by the failure of the State legislatures to appropriate adequate funds, the lack of trained personnel to enforce water quality regulations, lack of follow-through in the supervision, operation, and maintenance of waste treatment plants after construction, and insufficient data on the costs and benefits of pollution abatement.

Much more important, however, are political factors in most States. The politics of pollution control involve high stakes, particularly for the municipal and industrial users who must bear the brunt of providing adequate treatment facilities. State water pollution control agencies are faced with the difficult task of balancing these interests, which normally possess considerable political influence at the State capital, against the interests of those who favor or are likely to benefit from improved water quality. The lack of precise economic guidelines on the cost of pollution and the economic benefits resulting from improved water quality increase the likelihood of basing State decisions largely on relative political influence. The obvious general benefits to health, recreation, conservation, property values, and general development usually do not generate concerted political activity. Further, these benefits offer few incentives to those directly responsible for pollution, particularly industrial water users, since the benefits do not accrue primarily to those who must make the necessary investments to improve water quality.

The compacts establishing the Interstate Sanitary Commission (with jurisdiction over New York Harbor), the Ohio River Valley Water Sanitation Commission, and the Tennessee River Basin Water Pollution Control Commission empower these interstate agencies to coordinate State programs, investigate pollution, conduct hearings, and issue orders to stop pollution. These compacts may serve as appropriate models for other States with major interstate waterways that serve highly urbanized areas.

Suggested legislation has been developed to establish a framework within which the necessary planning and regulation for the development of water and sewerage systems can be undertaken. It provides for the development of official community plans delineating the areas within which community systems must be provided, the areas where individual wells and septic tanks can be used on an interim basis, and the areas where individual systems are generally permissible. Once a plan is approved by the State health authority, no individual or community water supply or sewage systems can be installed in the area covered by the plan unless they are consistent with the plan and no State or local agency can grant building permits or approve subdivision

¹⁹ See "Control of Urban Water Supply and Sewerage Systems," ACIR 1966 *State Legislative Program* (Washington, D.C.: October 1965), pp. 174-220.