"Modern Society, especially American Society, is in one of the major transitional periods in human experience. There have been only three previous eras of cultural transformation at all comparable to that of the present day. The first of these was what we often call "the dawn of history," namely the transition from tribal society and Stone Age culture to ancient Oriental civilization between about 7000 B.C. and 3000 B.C. Next came the breakup of ancient pagan civilization, with the decline of the Roman Empire and the rise of medieval culture between the reigns of Diocletian and Charlemagne. Then roughly between the age of Columbus and the era of Napoleon Bonaparte, medieval civilization was replaced by typically modern institutions, consisting of the national state, capitalism, industrialism, liberalism, religious disunity, and the humanistic curriculum in education. Today modern culture and institutions are undergoing much the same strains and stresses that medieval institutions passed through after 1500. Our institutions are already being either rapidly supplanted or readjusted to new conditions, though we are as yet only in the initial stages of the vast transformation through which modern culture is bound to pass before it can stabilize itself in a new phase of cultural evolution."

What else does Professor Barnes say.

"While our era bears a broad general resemblance to earlier periods of cultural transformation, certain contrasts are outstanding." Because of the complex and dynamic character of our urban and industrial world culture, the tempo of transition is bound to be far more rapid than it was in any preceding epoch of world change. Furthermore, our age faces more sharply drawn and more dramatic alternatives than ever confronted those peoples who lived through earlier
transitional ages. Either a literal material utopia or a reversion to barbarism and chaos inevitable lies ahead of us. Today our machines and other aspects of our material civilization have far outrun our institutions and nonmaterial culture. If we are able to bring our institutions up to date, overtake our machines, and put the latter directly to work in the service of mankind, we cannot very well avoid attaining a material utopia. This will provide us with ample leisure and security to build up more creditable and impressive forms of human achievement on the firm foundation of our material prosperity. If, however, our machines continue greatly to outdistance our institutions, we face the prospect of ever more severe economic depressions, the growth of totalitarianism, devastating world wars, and the destruction of civilization.

While we use these words of Professor Barnes as a backdrop to the Problems of a Changing Age, we use Chapter 4, The Physical and Economic Basis Of Our Social Problems and Chapter 11, The Struggle Against Pain And Disease as modern versions of the problems of the 21st Century.

A Prospective Of The American Scene Today appropriately concludes Society In Transition as it existed in the earlier stages of the second third of the twentieth century.

The Transitional Stage closes with a few new words in the "The Crisis In Our Institutional Life". Professor Barnes would say, we hope, "So much then, for the United States at the turn of the century and in this general transitional age in which we live. ...We have utopia within our reach... but unless we take rapid and drastic steps to modernize and improve our institutions we shall actually pluck chaos from the tree of life".
INTRODUCTION

The essence of this paper are in the details. Space would not allow for these to be inserted here. One class of detail is concerned primarily with institutional memory; the relationships between water quality management and a watershed framework from 1912 to 1948.

A second class of detail carried that memory from the first Water Pollution Control Act of 1948 through the 1966 Amendments of that Act, immediately prior to the transfer of the Federal Water Pollution Control Program to the new Environmental Protection Agency.

A third class of detail is more concerned with the evolution of the current Watershed Program of the EPA from the watershed planning processes specified in the 1966 Amendments through the Area Water Quality Planning Program under section 208, and the renewed programs of EPA under the rubric of "Watersheds."

We have abbreviated these details in this paper. A complete paper is available on e-mail request from either author by writing: lbd3@cornell.edu or djal@cornell.edu.

The original report was sent to the Chair's, Committee on Environment and Public Works and Subcommittee on Water Resources, Committee on Environment and Public Works, U.S. Senate. In our letter, we complimented the Committee on its favorable vote on the Clean Water Act reauthorization. Subsequent changes in the Congress have delayed the reauthorization of the Clean Water Act.

Our comments, abbreviated for this paper, are still valid and we are pleased to share them with the members of AWRA through this medium. In addition, we said: A review of this evolution and practice, with its success's and limitation's, may help the Committee to better evaluate the ideas and recommendations we propose.

We are particularly pleased, too, that the Committee recognized the continuing importance of watershed planning, and proposed new ways to meet this need. The EPA program leader for watershed management has reported that, "The (watershed) program is not new to EPA, neither is it in broad use." The purpose of watershed planning is to guide the implementation of key incremental elements of the Federal Water Pollution Control Act.

As the means to control water pollution matured during the past 100 years, the concept evolved out of field research. Finally the concept found its way into legislative proposals during the past 45 years, from the first Federal Water Pollution Control Act of 1948 to the current Clean Water Act and its reauthorization options in 1994. The need for and importance of a rational implementation process will be taken up later. It must be said, however, that the absence of such a process over nearly four decades has cost the nation heavily.
We are concerned with the failure of the Nation’s Water Resources Management Program. We sense the need for a new State Process with Federal Assistance to meet this new crisis. The last quarter of the Century is the challenge to water. We pursue its use, allocation and value.

We provide "A Start To A State-National Aid Program". The issues confronting the United States are increasingly difficult. We need to better manage the growing complexity of the 2,000,000 +- miles of flowing Interstate Waters of the United States or of the adjoining Federal Lands.

In a complex world, how do we manage the institutional (the thousands of institutional forms) that have grown up in the course of the decades of the Nation. How can we manage the numbers involved.

Can we find a new grouping of States and their Processes; of the programs with which we are concerned that involve;
-the Fifty States and their State organizations.
-the Federal System
-State-Federal Cooperation;
-the Administration of EPA and it's Ten Administrative Regions
-the River Basins of the 18 Regional Watersheds of the United States.

A Regional Entity

We provide both a Regional Entity (As In The Four States adjoining the sub-water basins of the Pacific Northwest Regional Center) and a Federal support entity. The entity is designed to enable the States to better manage their affairs but with appropriate Federal collaboration. The purpose is to provide information and advice to the several governments and facilitate communication between governments.

As we enter the 21st century the several river basins (currently 18) of the nation are so diverse and its water problems so complex that any attempt to establish governmental institutions that have central management as its orientation would be out of place.

We propose that assistance be sought in strengthening cooperation and coordination of water management among the regional agencies, federal, state, local and tribal governments.