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EXECUTIVE OFFICE OF THE PRESIDENT  
COUNCIL ON ENVIRONMENTAL QUALITY  
722 JACKSON PLACE, N. W.  
WASHINGTON, D. C. 20006

August 3, 1973

MEMORANDUM FOR: HONORABLE MELVIN LAIRD  
HONORABLE ROY ASH

Subject: Council on Environmental Quality

This memorandum sets down some personal thoughts that you may find helpful concerning the Council on Environmental Quality.

CEQ was created by statute (P. L. 91-190 and P. L. 91-224). The two statutes, the National Environmental Policy Act and the Environmental Quality Improvement Act, originated on the Senate side with Senator Jackson and the Senate Interior Committee and with Senator Muskie and the Senate Public Works Committee, respectively. On the House side, Representative Dingell and the House Merchant Marine and Fisheries Committee was the sponsor of NEPA and the House Public Works Committee has jurisdiction over the Environmental Quality Improvement Act. Senators Jackson and Muskie and Congressman Dingell have all expressed to me their very strong concern that CEQ remain a vigorous institution in the Executive Office.

The Council provides an effective mechanism for directing and coordinating the implementation of the National Environmental Policy Act (NEPA) by Federal agencies, including their response to the environmental impact analysis requirement. The Council also has provided a highly effective mechanism for policy development. I will enlarge on both points.

The environmental impact analysis process was mandated by the National Environmental Policy Act and is implemented pursuant to guidelines prescribed by CEQ in accordance with Executive Order 11514. In addition, the Council reviews and advises with agencies on their proposed actions in the light of NEPA. It is essential that some central Executive Office agency provide this function. Bureaucratically, it is virtually impossible for one Executive Branch agency to coordinate or otherwise provide effective guidance to sister agencies.



The typical environmental impact statement involves not only the basic input of the action agency but also the comments of other interested Federal, State and local agencies and the private sector. The effective "cranking in" of these other views to decision-making is an important part of CEQ's responsibility. As you know, Section 102 (2) (C) of NEPA requires that all reasonable alternatives to the proposed agency action must be identified and analyzed in the environmental impact process, including alternatives which may not be the jurisdiction of the action agency. This requirement provides in my view a highly effective management tool with great potential for improving planning and decision-making by Federal agencies. Most problems with which government must deal today are inherently complex, involving functions and concerns which are the responsibility of more than one agency. Yet we all recognize the very natural bureaucratic instinct to emphasize solutions which support and promote one's own specific programs. Thus, one of the main challenges in government today is to develop procedures and institutions to ensure comprehensive planning and decision-making. The NEPA process, properly used, can provide a vital tool in this regard. Not only is this environmentally important but it can have great significance in assisting both the agencies themselves and OMB in the allocation of budget resources.

The NEPA process has given rise to litigation which, on occasion, has resulted in delays on projects of importance to the Administration. The approximately one-year delay in the Gulf off-shore leasing program is a case in point. In that case, the Court held that the Department of the Interior had not met the requirements of the statute in identifying and analyzing alternative actions. Indeed, Interior had dealt with all possible energy alternatives in one brief sentence. CEQ had consistently advised Interior in this instance that considerably more analysis was needed under the statute. However, the Department refused to accept this advice and the litigation resulted with the one-year delay in leasing which I mentioned. Ultimately, Interior developed an adequate statement of alternatives which met the Court's requirement. CEQ had likewise urged the AEC in its environmental impact analysis of the breeder reactor to include in its analysis the possible environmental implications of a full breeder system, rather than simply the impact of one plant. Again, our advice was not accepted and AEC went on to lose its case on this specific point in the courts. The AEC has now agreed to do the kind of analysis which we had originally suggested and is not appealing the court case. I mention these points because of my conviction that the Council, properly staffed and supported, can give guidance



and coordination to the whole environmental impact analysis process which will lead to far more expeditious implementation of NEPA, with minimal delays.

NEPA applies to all current major Federal actions, even though the project was authorized prior to the effective date of the Act. Its application to these cases has given rise to a number of delays. However, this is essentially a transitional problem. With environmental analysis undertaken from the start of the planning process (rather than as an "add-on" at the end), there should be little delay.

In the field of policy development the Council has played an exceedingly effective role. It has developed the President's annual environmental legislative programs which have been noteworthy for their comprehensive and innovative qualities. In many cases, the policies are the direct result of the Council's own initiatives, including such matters as national land use policy, toxic substances, pesticides, noise, ocean dumping, etc. As a Council, rather than simply an interagency group, CEQ has the institutional ability to provide policy innovation which is seldom possible under other arrangements.

We are faced with increasingly complex policy problems (in such areas as energy) which require careful analysis and balancing of a variety of national interests. The Council has demonstrated again and again its competence to perform such tasks. A recent example is the extensive study of strip mining (including environmental, technological, energy and economic aspects) which formed the basis of the Administration's legislative proposal in this area and which I believe will be the major basis for the legislation which I expect to be enacted. The Council's study of deepwater ports and supertankers, involving a mix of environmental, economic, and land use analyses, has provided the central support for the Administration's legislative proposal on this matter, and I have been the Administration's lead witness on four occasions before Congressional committees on the subject. Our analysis has been well-received by environmentalists and oil industry alike. CEQ's current study, directed by the President, of oil development on the Atlantic and Gulf of Alaska Outer Continental Shelf is well underway and is of critical importance to effective decision-making in this area. It involves the same sort of comprehensive analysis of environmental and economic factors.





While severely handicapped by the reduction in its personnel ceiling from 65 to 50 in this fiscal year, CEQ has developed a strong analysis group with the ability to deal with complex systems. Any further reduction in staff would substantially destroy this competence.

I seriously doubt that comparable studies could be directed by individual program agencies and given the same public credibility as this work by the Council. Given the great importance to the national interest of effective energy policies, it is vital that this combination of effective analysis and public credibility be preserved. I have no doubt whatsoever that the need will continue and grow for the foreseeable future.

To summarize my views:

A strong Council is needed to continue to provide effective leadership for the President in environmental policy-making.

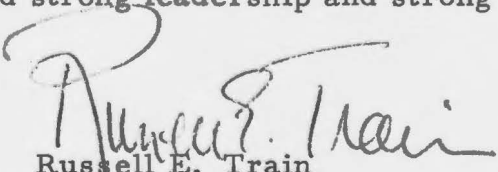
It is needed to provide effective direction and coordination to the environmental impact analysis process.

Any effort to eliminate or substantially reduce the role of the Council would generate very substantial opposition on the Hill, particularly from Senator Jackson.

Similarly, such an effort would give rise to very adverse public reaction. CEQ has not generally generated very vocal private sector support, largely because of the constraints it has always recognized are imposed on its operation by its Executive Office character. Do not be misled by this. Believe me, any major reduction in the role of the Council would give rise to a public howl.

I see nothing to be gained by a cut-back except miniscule budget savings, the crippling of an effective institution, and a lot of political grief.

I recommend that the Council be maintained in its present role, strengthened if possible, and provided strong leadership and strong support.

  
Russell E. Train  
Chairman



EXECUTIVE OFFICE OF THE PRESIDENT  
COUNCIL ON ENVIRONMENTAL QUALITY  
722 JACKSON PLACE, N. W.  
WASHINGTON, D. C. 20506

August 17, 1973

MEMORANDUM TO: All Agency Contacts for Review of CEQ  
Annual Report Drafts (1973)

Subject: CEQ Report on the Delaware River Basin (Water  
Supply and Flood Control Section)

Attached is a second draft of the water supply and flood  
control section of the Council's report on the Delaware River  
Basin. We would appreciate your critique and comments by  
c. o. b. Monday, August 27, 1973. We apologize for this short  
deadline, but the printing schedule requires it.

*no cmts - to Joe Bayle omB - 8/27*

*Boyd H. Gibbons, III*

Boyd H. Gibbons, III  
Secretary to the Council

Attachment



(Insert for Chapter The Once Lovely Waters of the Delaware)

Water Supply And Flood Control

Inextricably tied to the pollution and growth consequences within the Basin is the available supply of water. At the turn of the 19th century when Philadelphia built its first water supply network, the river flow was considered to be more than adequate to serve the Basin's water needs of the time, or for that matter, the foreseeable future. But over a hundred miles east of and outside the Basin, New York City was beginning to have its own water problems -- a fact of life plaguing the city today. Those in the Delaware Basin could not know in those early years that the water problems of New York City would become the problems of the Delaware, leading to intense interstate rivalry and a test in the U. S. Supreme Court.

New York City Goes to the Delaware

In its earliest days, with its first public well in 1658, Manhattan used well and stream water as its supply. Wells expanded in number until the mid-1700's, but water quality deteriorated rapidly in this period. The State Legislature in 1799 vested a private company with the role of providing for the City's water needs, but waste predominated because water pricing was based on the number of



fireplaces in a building 108/. Finally a series of fires and a cholera epidemic stimulated development of a water system in 1836, using the Croton River, a tributary of the Hudson, and New York City now had water for its 300,000+ population, considered adequate for at least a century.

Twenty years later, the water pinch was on again. Croton was enlarged and two small Hudson River tributaries, the Bronx and Byram Rivers, were tapped. But by 1900 new alternatives were needed, mainly because the City did not penalize water waste -- flat rate pricing prevailed. The new water supply board for New York City began sizing up the pristine waters of the Catskills in the Delaware Basin. The Hudson was by now quite polluted, and the communities below the intake feared that New York City's use of the Hudson would bring salt water to their supplies because of reduced flows 109/. Politically, although it is not documented, the Board may have wished to preserve the Hudson in its backyard for the future and get an early grip on the seemingly vast water resources in the Catskills before they became later tied up by new riparian users. New York City, lying outside the Delaware Basin, was definitely not a riparian candidate for Delaware River water, but might have wished to set a precedent.



The Board began getting New Jersey and Pennsylvania interests together to talk about cooperative use of the Delaware River. By 1921, the concept of using the Delaware water for New York City had reached a realistic stage and a compact was discussed, but Pennsylvania and New Jersey refused to approve. When the Board announced plans to go to the Delaware tributary of the Neversink for new water in 1929, New Jersey sued in the U.S. Supreme Court to enjoin New York City from reaching into the Delaware Basin 110/. New York City won, the court allowing the City maximum diversions of 440 million gallons per day, providing certain releases downstream were met. But the court retained continued jurisdiction of the case.

The City was frustrated in implementing its new authority to Delaware water by the Great Depression and World War II, but in 1951 the Rondout and Neversink reservoirs were completed, plus still another, the Pepacton, on the Delaware's East Branch. The City was still not attempting to seriously conserve water. In the background was yet a third reservoir -- Cannonsville on the Delaware's West Branch. The 1931 Supreme Court decree limiting New York City diversions to 440 mgd would have to be modified to make Cannonsville feasible. The City petitioned the Court in 1952 to reopen the case 111/.



The 1954 Supreme Court decree gave New York City a new allocation of Delaware water, up to a maximum diversion of 800 mgd., provided it maintained a stated minimum river flow at Montague, New Jersey. This decree was later embodied in the Delaware River Basin Compact (75 Stat. 688) by the States of Delaware, New Jersey, New York, and Pennsylvania and the Federal Government.

#### The Dry Years

The opening of the 1960's saw an unusually dry spell prevailing on the Upper Delaware River Basin. The New York City reservoirs began to fall as dry northwest winds blew the normal storm fronts off the Atlantic Seaboard.112/.

The drought began in 1961 and continued to worsen through early 1966. New York City was edging closer to a major calamity as the months wore on. The water crisis was now assuming gigantic proportions. Finally, when the City's reservoirs were at less than 50 percent of capacity, New York City took the ultimate step on June 14, 1965, by stopping all downstream releases from its reservoirs upstream on the Delaware. The Mayor of New York City imposed severe restrictions on water use at about the same time. The lack of releases from water stored in the Delaware's upper watershed <sup>Created</sup> ~~to~~ immediate effects downstream and the flow at Montague, New Jersey.





dipped well below the Supreme Court decree level. Philadelphia's water intake was being threatened by the salt water advancing up the Delaware River as the result of restricted flows.

And yet New York City still had no water metering, even though a Rand Corporation study estimated that the City could save up to 25 percent of its daily water usage by instituting a universal water metering system and repairing leaky water mains 113/. Put another way, this purported daily loss was more than 58 percent of the daily water supplied by all the Delaware Reservoirs in 1969. The City of Philadelphia demonstrated the value of universal metering, as illustrated by the fact that after installing meters in 1959, the City's consumption was \_\_\_\_\_ percent less in 1965 than it was in 1955.

The DRBC ultimately invoked its Compact powers and declared a water supply emergency in July 1965. It decreased the required flow at Montague, cut the New York City's diversions below the court decree, and ordered releases from the City's Delaware storages. After some modifications to this order and other water manipulation techniques, the Commission was spared from further action when by mid-November 1965 the rains began slowly raising the reservoir levels.



After the drought, the City of New York rescinded the water conservation measures. However, the criticism failed to die down - a typical example was reported in The Nation in 1967:

"The city is like a half-reformed drunkard. It really has made some improvements; and assuming anything even near normal rainfall, another shortage is unlikely for at least a decade. Meanwhile, affordable or not, waste seems certain to continue. A backward City in an underdeveloped country can practice good water management. Lima, Peru, ordered 92,000 meters a couple of years ago. They had to be shipped in from here, since meters aren't made in South America. But New York, with the largest reservoirs and the most water engineers of any city in the world, not to mention the leading meter manufacturer in the world about ten minutes away on Long Island, is unable to charge its citizens for the water they waste. Maybe it will deserve the tenth shortage when it comes." 114/

The allegations can be put in perspective by current data supplied by the City of New York.<sup>115/</sup> About 20 percent of all water consumed in the City is metered; to achieve this, all commercial and industrial users are metered, while only 22.6% of total service outlets are metered (184,883 metered accounts versus 538,801 unmetered accounts). Legislation is under preparation which will require all new construction sites to

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115 / Correspondence from Martin E. Lang, Commissioner of the New York City Department of Water Resources to Stephen F. Sloan, Council on Environmental Quality, January 4, 1973.



be metered, as well as buildings undergoing a 50% renovation of plumbing systems in a two-year period. The City estimates that full metering might be expected to reduce water consumption by almost 125 MGD. The City's 1965 contracted study of leakage in its water system determined that the City's system was leaking a little less than three gallons for every 100 gallons delivered. This rate, according to the City, is well below the average for other cities of the Nation.

The City of New York <sup>116 /</sup> feels that the Hudson River is the logical source of additional water, and the Delaware River diversion will not be altered, either up or down, from the 1954 Supreme Court decree. The City sees re-use of water as infeasible at this time, but intends to reevaluate its position as recycling technology advances.

#### Present and Future Water Supply Demands

The Delaware River and its related groundwater resources are being called upon in greater and greater quantities. This groundwater supply is substantial -- its seepage provides about

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116 / Ibid.



40 percent of the flow of the Delaware River in a normal year and the percentage may rise to 75 percent during the growing season in a dry year 117'. In turn, the groundwater resource is recharged principally from precipitation during the non-growing season.

The Philadelphia/Camden area now uses the Delaware River as its primary source of water supply, with some augmentation from groundwater sources (about 10%) and the Schuylkill River. This metropolitan area alone accounts for about 75 percent of the municipal and industrial water consumed in the Basin.

Although up until now use of the Delaware's surface and underground water has generally not exceeded the supply, the future is less optimistic. Total withdrawals are projected <sup>the</sup> by DRBC to be almost five times greater in 2020 than in 1970, assuming a continuation of recent population, industrial, and land use growth rates (Table \_\_\_\_\_). These projections show a doubling of urban domestic water withdrawals and a more than seven-fold (720%) increase for powerplant cooling.

The consumptive use of water, that is, the amount that never returns to the river, will likewise increase substantially by 2020, about double the 1970 level. Water exports return nothing to the Basin, and the consumption is, therefore, 100 percent of the withdrawal, while municipal, rural domestic,



Table 1. Projected average water-withdrawal demands  
in the Delaware River Basin, by type of use,  
1970-2020<sup>2/</sup>

| Use<br>(1)                        | Average Withdrawal Demand, m.g.d. |             |             |             |             |             |
|-----------------------------------|-----------------------------------|-------------|-------------|-------------|-------------|-------------|
|                                   | 1970<br>(2)                       | 1980<br>(3) | 1990<br>(4) | 2000<br>(5) | 2010<br>(6) | 2020<br>(7) |
| Rural domestic .....              | 54                                | 54          | 54          | 54          | 54          | 54          |
| Municipal, in-Basin               | 868                               | 990         | 1,127       | 1,278       | 1,354       | 1,624       |
| Industrial, except<br>power ..... | 2,649                             | 3,123       | 3,662       | 4,400       | 5,189       | 6,515       |
| Electric power .....              | 3,059                             | 5,330       | 9,300       | 14,650      | 20,700      | 25,000      |
| Agricultural                      |                                   |             |             |             |             |             |
| Irrigation .....                  | 75                                | 80          | 90          | 95          | 90          | 72          |
| Livestock watering                | 10                                | 10          | 10          | 10          | 10          | 10          |
| Municipal, exports.               | 673                               | 1,211       | 1,211       | 1,211       | 1,211       | 1,211       |
| Total .....                       | 7,388                             | 10,798      | 15,454      | 21,698      | 28,608      | 34,486      |

2. Delaware River Basin Commission. 1971. Water Demands in the Delaware River Basin as Related to the Tocks Island Reservoir Project. Staff Report. Trenton, New Jersey. 33pp.



and freshwater industrial water users consume about 10 percent of the water they withdraw.

#### The Tocks Island Controversy

The Corps of Engineers estimates that the Tocks Island Reservoir project, described in Chapter V, could satisfy up to 35% of the Basin's water requirements. But as with many major water resources projects, the Tocks Island proposal has created intense controversy--major environmental opposition on the one hand and strong support from water users, developers, utility companies, and those seeking flood control benefits on the other. One of the principal environmental problems identified by the Corps in its final environmental impact statement is the accelerated eutrophication which is likely to occur after the reservoir is created resulting from farmland runoff and raw and inadequately treated sewage from the surrounding towns and homes.

At the request of the CEQ, initiation of construction of the Tocks Island project has been delayed pending firm assurances that environmental safeguards will be operative by the time the reservoir has been completed. The CEQ requested the Corps not to initiate construction until the Governors of Delaware, New York, New





Jersey and Pennsylvania assured that the necessary advanced waste treatment facilities and pollution enforcement mechanisms will be available prior to dam closure. The Governors have not provided the requested assurances. New York has said that it cannot give the assurances since the State stands to receive some of the adverse environmental impacts and relatively little of the direct benefits from the project. New Jersey imposed even more stringent environmental and financial conditions that must be met prior to its approval of construction. The Congressional Appropriations Committees have placed both the 1973 and '74 fiscal year appropriations for construction into accelerated land acquisition, conditioning the start of the project construction on a resolution of the environmental issues.

#### Flood Control

Talk to a resident in any major river valley about flood control, and the subject will quickly get to specifics: The big flood. It was the 1955 flood that is etched in the memories of most residents in the Delaware River Basin. Two back-to-back hurricanes pounded the region that year, and when the flood waters finally receded 99 people were dead and \$105 million of property damage had occurred. A little less than \$40 million in damages was sustained on the main stem -- over half of that in Trenton. The bulk of



the damages occurred in the tributaries, thirty percent in the Lehigh (Easton) and Schuylkill basins of Pennsylvania. Of the 99 people killed in the floods, 70 perished in the rural Brodhead Creek drainage, 37 of them at a children's summer camp.

In response to the 1955 floods and to provide additional reservoirs for water supply and recreation, the U. S. Army Corps of Engineers, as part of the first DRBC Comprehensive Plan, proposed 19 multipurpose dams to be constructed by the year 2010 at a total Federal cost of \$582 million. Only one of these projects, Beltzville, has been constructed, at a cost of about \$22 million, or over 45 percent above the estimated cost in 1962. Other major projects are now in various stages of planning, most notably Tocks Island, but including 39 proposed small impoundments in the upper reaches of the Delaware River tributaries.

In the eight areas most severely hit by the 1955 flood, development patterns have changed significantly due to diminishing city populations, industrial relocations and urban renewal projects with parks, open space, and flood proofed buildings. <sup>118/</sup>

118/ Flood Control--A Field Investigation, supra, p. 61



In cities such as Burlington and Trenton, New Jersey, where much of the damage occurred, the population has declined, and most new development has occurred above the flood plain in the suburbs.<sup>119/</sup> But the smaller suburban creeks such as the Assunpink in the Trenton area are now more prone to flooding as new development covers the ground and speeds runoff.<sup>120/</sup> Accordingly, while it appears that new development along the main stem may have remained somewhat static, and in some cases decreased, thus lessening the potential for flood damage, the flood threat in the suburban watersheds may be increasing.<sup>121/</sup>

The flood control issue in almost any setting is complex -- nationally, regionally, or locally. From the earliest civilizations of the Sumerians, man has inhabited the flood plain, be it the Euphrates-Tigris, the Nile, or the Mississippi Valley. Despite the fact that the flood plain is a natural part of a river's system, man has sought its better soils and attempted to tame the river's conduct rather than his own. In a farming society this made sense.

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<sup>119/</sup> Flood Control--A Field Investigation, A Study of the Proposed Tocks Island Reservoir and Downstream Flood Plain Conditions, Environmental Defense Fund, September, 1972, pp. 4, 5.

<sup>120/</sup> Supra, P. 20.

<sup>121/</sup> Supra, p. 20, 21, 62.



But in modern times the persistent use of flood plains for residential and commercial development, which could be sited elsewhere, is more open to question, given the higher public cost of dams and other control structures. Dams do more than protect existing occupants. They often act as a magnet, encouraging further development of the flood plain which in time necessitates more dams and other structures and more money, an endless cycle demonstrated by the recent floods along the Mississippi last spring. Only in recent years has the public begun to realize that a far cheaper solution is to restrict development in the flood plain, but as with most land use problems the gap between public awareness and governmental action is difficult to shorten.

Efforts by State and local governments in the Delaware River Basin to control new development in flood plains has been mixed. After years of prodding, the officials of Bucks County, Pennsylvania have persuaded all but one of the county's thirteen townships and boroughs to cooperate in a voluntary program of county-wide flood plain zoning. But Bucks is the exception, for few other Pennsylvania counties can match Bucks in staff and funds. Unfortunately, the State of Pennsylvania has not enacted a law



which would mandate flood plain controls by its local governments, consequently, the vast majority of its local governments (as is true throughout the Basin) do not yet have flood plain zoning ordinances. Legislation is now pending before the Pennsylvania Legislature which would require local controls over development in the 100 year flood plain and in flood prone areas.

To assure that flood plain control is not left entirely to the uncertainties of local resources, New Jersey recently enacted a law authorizing the State directly to control development in the "flood way" of all streams and rivers in New Jersey, allowing local governments to regulate development in the adjoining "flood hazard" zone under State criteria and standards.<sup>122/</sup> New Jersey now has the enforcement tools to assure more rational use of its flood plains, although extensive mapping will now be needed to identify the respective "flood way" and "flood hazard" boundaries.

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<sup>122/</sup> New Jersey laws of 1972, ch. 185.



Office of the White House Press Secretary

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THE WHITE HOUSE

SUMMARY

FOURTH ANNUAL REPORT  
OF THE COUNCIL ON ENVIRONMENTAL QUALITY

The Council on Environmental Quality

The Council on Environmental Quality was established in the Executive Office of the President by the National Environmental Policy Act (NEPA), on January 1, 1970. The Council's statutory functions include developing new environmental policies, gathering information on environmental conditions and trends, reviewing Federal, State, and local activities, and preparing an annual report on environmental quality for the President and the Congress. This annual report is the fourth made pursuant to that requirement.

Highlights of the Report

The Importance of Land Use

The relationship of land use to virtually all environmental problems and its importance to their solution is a theme which permeates the report.

The chapter "Perspectives on Environmental Quality" notes the recent and rapid change in public attitudes and government response to land use problems. Oregon has joined Delaware, Florida, Maine, New York and Vermont in enacting state land use control legislation. California, New Jersey and New York have taken recent action to protect their coastal zones. At the local level, many communities are showing a remarkable shift away from historical American boosterism and toward a skepticism about the costs and benefits of unlimited growth. Through such actions as sewer moratoriums and bans on building permits, communities in all parts of the country are taking steps to place limits on their growth.

Federal land use legislation proposed by the President is still before the Congress. Most important is his proposal to encourage states through grants to protect environmentally critical areas and control large-scale development and growth. Other proposals relate to surface and underground mining, powerplant siting, deepwater ports and the 450 million acres of Federal "public domain" land.

The report also documents the relationship of land use to pollution control. Air pollution control is the most obvious example. Under the Clean Air Act, the states are to provide for the maintenance of ambient air standards; in doing so they are utilizing mechanisms which could have significant implications on land use.

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Land use and the distribution of economic growth will also be affected by EPA's proposed regulations preventing significant deterioration of air quality in areas where air pollution levels are below national ambient standards.

The chapter on cleaning up pollution in Oregon's Willamette River illuminates the positive land use opportunities opened up by successful water pollution control efforts. Fifty years ago the Willamette -- our twelfth largest river -- was grossly polluted. Now, primarily as the result of determined efforts of the people of Oregon, the waters run clean and pure once again, and attention has shifted to issues of public access and protection of natural values along the shores. In rural areas, through the Willamette Greenway program, Oregon is preserving farmlands and other open space by use of scenic easements. In the city of Portland, through the closing of a 4-lane expressway and redevelopment of the site with housing, shops and parks, the focus of the city will be shifted toward the restored river so that the public will gain daily opportunities to enjoy the clean waters. Success of these efforts will guarantee that the people -- who pay for pollution control as consumers and taxpayers -- will have the opportunity to enjoy the benefits of their investment.

The chapter on environmental trends explores the complexities of measuring changes in land use and assessing their impact on our quality of life. It reports on a study for CEQ by Earth Satellite Corporation showing environmentally destructive development in wetlands, in flood plains and on unstable soils.

Coastal wetlands provide a natural barrier between the oceans and the shore; an estimated 60 to 70 percent of fish caught in U.S. coastal waters would not be there if at one time they had been unable to find shelter, safe spawning or nutrients in a wetland. Earth Satellite shows serious intrusion of high density residential development into wetland areas in New Jersey, California, and Florida. In New Jersey, 14 percent of the wetlands were consumed and a substantial additional area affected before state legislation halted development in 1970.

Urban development in flood plains has increased with the growth of our cities. Recently, residential development in flood plains has expanded significantly. The study documents these trends in Baltimore, Denver, and Kansas City. In Denver, for example, the estimated portion of flood plain land in residential use increased from 9.2 percent in 1960 to 29.9 percent in 1970.

The study also reviews the extent of development on unsuitable soils in sample counties in Maryland, Florida and California. Development on unsuitable soils can cause a variety of problems ranging from erosion and flooding to water pollution and landslides. In all instances, poor practices were found. In Montgomery County, Maryland, for example, where the most common soil problems are shallow bedrock and clays which shrink and swell, as much development took place on unsuitable as on suitable soils, despite the availability of land with more suitable soils.

The report's chapter on the urban environment describes private and public efforts to restore life and vitality to the downtowns.

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and neighborhoods of our cities, forestalling further deterioration and making our cities better places to visit or live. By blending the old and the new in a way that preserves the character and personality of our cities and by building upon the physical resources which already exist in older neighborhoods, citizens across the Nation have taken successful steps to make their cities come alive and to attract people. Much of the focus of the chapter is on land use decisions that assure preservation of those attributes that give a city its character and individuality; while allowing for growth and change.

The legal chapter examines the constitutional limits to land regulation. The Fifth Amendment to the U.S. Constitution provides that "private property" shall not "be taken for public use without just compensation," and the chapter explores the implications of this "taking" clause as it applies to land use regulation by state and local governments to protect environmentally critical features of land. Courts have evolved a number of legal theories for deciding when a taking occurs, and decisions across the country have reflected different applications of the theories.

#### Economics and Environmental Management

In its economics chapter, the report probes the relationship between economics and the shaping and implementing of environmental policy as well as updating and expanding previous work of the Council on the economic costs of pollution control.

The report distinguishes four types of environmental costs:

- Damage costs: those resulting directly from a polluting activity, such as illness and property damage from air pollution.
- Avoidance costs: those incurred in order to avoid or reduce damage costs, such as driving farther to find an unpolluted beach.
- Transaction costs: the resources consumed in making and enforcing policies, such as air pollution monitoring costs.
- Abatement costs: those associated with reducing the amount of environmental degradation, such as building and operating sewage treatment plants.

The report estimates that abatement costs during the decade 1972-81 will be \$274.2 billion. This estimate was developed from better data using an improved methodology. The cost estimate closely compares to last year's estimate of \$287 billion despite new environmental legislation. The major components are:

- \$105.6 billion for air pollution
- \$121.3 billion for water pollution
- \$41.8 billion for solid wastes

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The report points out that in the past the capital investment requirements for pollution abatement have been over-emphasized in relation to operating costs. In fact, over the 10-year period, operating and maintenance costs will account for 40 percent of cumulative total costs for water pollution abatement, 70 percent for air pollution, and over 90 percent for solid wastes. After the economy passes through the initial period of heavy environmental investment requirements, operating costs will probably outweigh investment even further.

The Council estimates that incremental pollution control costs (i.e., expenditures beyond those which would have occurred without recent Federal environmental initiatives) will total \$152.7 billion by 1981. Eighty percent of this amount will be borne by the private sector in response to new requirements for air and water pollution control. The public sector's share is small because a large portion of public expenditures for solid waste collection and water pollution treatment plant operation would have occurred in any event.

The CEQ report also examines the incidence of environmental costs -- the extent to which various income groups experience damages from pollution and pay for its abatement. In 1976 a medium-income family with earnings of \$13,500 can expect to pay about 1.8 percent of its income or about \$250 for the incremental costs of abating air and water pollution and for improving solid waste disposal. About one-fourth of this amount will represent increased taxes or service charges, over one-third will represent higher costs of owning and operating automobiles, and the remainder will represent generally higher prices for all consumption items.

#### Energy

The report reviews energy shortages of the past year, pointing out that environmental controls are one of the responsible factors and that some of the claims concerning environmental impacts are inaccurate. Many unrelated factors, in addition to environmental concerns, interacted to shape the energy situation, including a late wet harvest in the Midwest, the institution of price controls, insufficient oil refining capacity, as well as increased overall demand. Delays in the construction of powerplants, including nuclear plants, has mainly been due to non-environmental factors such as strikes, defective equipment, and late delivery of equipment.

#### Trends in Air and Water Pollution

The report indicates that the quality of the Nation's air continues to improve. Of the five most pervasive air pollutants, emissions in 1971 showed a decrease for three pollutants (carbon monoxide, hydrocarbons, and sulfur oxides), no change in one (nitrogen oxides) and an increase in one (particulates), due entirely to more forest fires. Monitoring shows that 6 of 10 major cities have an improving trend in the level of particulates and 7 have an improving trend in sulfur dioxide.

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Globally, data from the Mauna Loa sampling station in Hawaii indicate that the amount of carbon dioxide released to the atmosphere has increased by 4-3/4 percent per year from 1960 to 1971, growth ascribed to combustion of fossil fuel. Although carbon dioxide is not a pollutant which harms man, a significant increase in CO<sub>2</sub> could create a warmer world climate which in turn might melt the polar ice caps and raise the ocean levels significantly.

A variety of conceptual problems makes it more difficult to assess trends in water quality. The report reviews water pollution in the Great Lakes, comparing the characteristics and the pollution problems experienced in each of the lakes. Of the Great Lakes, Superior and Huron have remained essentially unchanged during the past century. Because of its volume, most of Lake Michigan has not yet suffered major environmental deterioration. The quality of Lake Ontario lies somewhere between Lake Michigan and Lake Erie, which has high phosphorus concentrations and is turbid.

#### Citizen Action

The report reviews the role of citizens in environmental improvement and the evolution of environmental groups since the first Earth Day in 1970. It traces the broadening of concern from the traditional focus on wilderness and wildlife preservation to the issues of the new environmentalism -- pollution, the urban environment, land use, energy policy, etc. A CEQ survey indicates that there are now about twice as many environmental organizations as before Earth Day. Over 50 percent of the organizations report an increase in membership over that time, and another 24 percent report stable membership. Nearly two-thirds of the organizations have less than 500 members. The range of activities is varied, ranging from public interest law firms to the operation of recycling centers to the dissemination of information and public education at the local, state and Federal level.

#### International Action to Protect the Environment

The report traces the emergence of the environment as a priority matter in relations among the nations of the world and describes the major accomplishments of the past year, including the ocean dumping convention, the endangered species convention, the world cultural and natural heritage convention, and progress under the US-USSR environmental agreement, including recent meetings of joint working groups in both the United States and the Soviet Union.

# # # # #



SEPTEMBER 17, 1973

Office of the White House Press Secretary

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THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

I am pleased to transmit to the Congress this Fourth Annual Report of the Council on Environmental Quality.

The year 1970, when I transmitted the Council's First Annual Report, signalled a time of great environmental awakening in the United States. Much has been accomplished in the succeeding three years.

In place of organizational disorder and fragmentation, we have developed institutions capable of dealing with environmental problems in a systematic and effective way. At the Federal level, the Council on Environmental Quality and the Environmental Protection Agency were established in 1970. Most States have created similar offices, giving greater prominence and coherence to their own environmental programs.

We have also enacted new and stronger environmental protection laws and have made substantial progress in defining problems, establishing goals, and designing strategies for abating pollution and preserving our natural heritage. The chapter in this report entitled "Perspectives on Environmental Quality" describes the important progress we have made. In some instances, such as air pollution, a national program is well advanced. In other areas, such as noise pollution, our work is just beginning. But in all areas, our knowledge about the environment and our capacity to protect and preserve it increase day by day.

Our energies have not been confined to domestic environmental problems. In the world community we have provided strong leadership in responding to environmental concerns and in fostering international efforts to solve problems which transcend national boundaries. The chapter "International Action to Protect the Environment" summarizes the progress made in recent years in protecting the oceans, controlling transboundary pollution, and preserving the fragile natural heritage of our planet.

Other chapters in this report further illustrate the gains that have been made. American initiative -- our ability to solve problems rather than simply bemoaning them -- has increasingly been turned to environmental improvement in recent years and the results are becoming evident in one area after another.

The chapter on "Cleaning up the Willamette," for example shows that a grossly polluted river can be restored to purity and health. Fifty years ago this Oregon river was offensive to the senses. Today the waters are

more



clean and salmon migrate upstream in the fall. The people of Oregon, whose determination brought about the cleanup, are now taking action to preserve and assure public access to the shoreline of this restored river.

The chapter entitled "The Urban Environment: Toward Livable Cities" describes new signs of life and vigor in our cities and shows what private citizens can do to create urban environments that enhance the quality of life.

The chapter on "Environmental Status and Trends" indicates that the air quality in our cities is improving. Further progress will occur as the Clean Air Act continues to be carried out.

As in so many other areas of national concern, our progress should inspire us to get on with the job that still remains. In my National Resources and Environment Message in February, I resubmitted 19 bills for Congressional action and also submitted several new proposals. Some of the most important measures -- including proposals for the regulation of land use and the control of toxic substances -- have been before the Congress for 2-1/2 years. Passage of these measures is crucial to the environmental well-being of America. The time for action is upon us.

Land use control is perhaps the most pressing environmental issue before the Nation. How we use our land is fundamental to all other environmental concerns. There is encouraging evidence that the American people have reached a new perception and appreciation for this challenge. In our past, we wrestled a nation out of wilderness. We cleared and developed the land. If we despoiled it, there was always fresh land over the horizon, or so it seemed. But now we know that there must be limits to our use of the land, not only limits imposed by nature on what the land can support, but also limits set by the human spirit -- for we need beauty and order and diversity in our surroundings.

I believe that land use regulation should be primarily a responsibility of local governments, where responsive leaders are most likely to understand the choices that have to be made. Nevertheless, I am also convinced that Federal legislation is needed now both to stimulate and to support the range of controls that States must institute. I urge the Congress to enact my proposal for land use control, a proposal which would authorize Federal assistance to encourage the States -- in cooperation with local governments -- to protect lands of critical environmental concern and to control growth and development which has a regional impact.

I also urge the Congress to act quickly to prevent continued ravaging of our land and water through uncontrolled mining. My proposed Mined Area Protection Act would establish Federal requirements to regulate surface and underground mining. By requiring mining operators to post adequate performance bonds and satisfy stringent Federal reclamation standards, this legislation would require that mined lands be restored to their original condition or to a condition that is equally desirable. We need the fuels and minerals that are now in the earth, but we can -- and must -- secure them without despoiling and devastating our landscape.

more.





There is other important land use legislation pending before the Congress which also deserves prompt enactment. The Powerplant Siting Act would assure that needed generating facilities are constructed on a timely basis with full consideration of environmental values. The Natural Resource Land Management Act would provide a management policy emphasizing strong environmental safeguards for one-fifth of our Nation's land area that is managed by the Bureau of Land Management.

Because a number of differing values and perspectives must be reconciled, the regulation of land use will never be a simple matter. The "Perspectives" chapter of this report describes the anti-growth sentiment emerging in some communities and points to the need to reconcile controls on unwanted growth with provision for essential regional development. The chapter on "The Law and Land Use Regulation" discusses the balance which must be struck between the need to protect private property and the need to preserve the environment. This is not a question to be dealt with from Washington, however, but one that State and local governments and courts must work out. The Council's chapter on this subject should be helpful to these groups, the legal profession and private citizens in developing a more complete understanding of this important issue.

In the final analysis, the struggle for environmental quality rests with the citizens of our Nation. The chapter on "The Citizens' Role in Environmental Improvement" shows that concern for the environment is not merely a passing fad but rather has become an integral part of American life.

The Fourth Annual Report of the Council on Environmental Quality demonstrates our considerable progress in arresting environmental decay. It also helps to chart the path we must follow if we are to continue this progress in the future. I commend the members and staff of the Council for their efforts in producing this valuable document, and I urge the Congress and the public to give this report their full and careful consideration.

RICHARD NIXON

THE WHITE HOUSE,  
September 17, 1973

# # # #



FOR IMMEDIATE RELEASE

OCTOBER 15, 1973

Office of the White House Press Secretary

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THE WHITE HOUSE

The President today announced his intention to nominate Russell W. Peterson, of Rehoboth, Delaware, to be a member of the Council on Environmental Quality. The President also announced that upon his confirmation by the Senate he would designate Mr. Peterson as Chairman of the CEQ. As both member and Chairman he will succeed Russell E. Train, who held the positions from February 9, 1970, until he became Administrator of the Environmental Protection Agency on September 13, 1973.

Governor Peterson was Governor of Delaware from 1969 to 1973. Since leaving office he has been Chairman of the Executive Committee of the National Commission on the Future of America in Its Third Century.

From 1942 to 1969, Governor Peterson was with E. I. DuPont de Nemours & Co., Inc., in Wilmington, Delaware, serving as: Research Director, Textile Fibers Department (1954-55, 1956-59), Merchandising Manager, Textile Fibers (1955-56), Director, New Products Division, Textile Fibers (1959-62), and Director, Research and Development Division, Development Department (1963-69). He is also a former Chairman of the Board of Directors and former Chairman of the Executive Committee of the Textile Research Institute, Princeton, New Jersey.

He was born on October 3, 1916, in Portage, Wisconsin. Governor Peterson received his B.S. degree in 1938 and his Ph.D. in 1942 from the University of Wisconsin, where he was elected to Phi Beta Kappa.

Governor Peterson is married to the former E. Lillian Turner. They have two sons and two daughters.

The Council on Environmental Quality was established by the National Environmental Policy Act of 1969 to formulate and recommend national policies to promote the improvement of the quality of the environment. The Council consists of three members. Current members are Dr. Beatrice E. Willard and John A. Busterud.

# # #



ACTION

November 13, 1973

MEMORANDUM FOR MELVIN LAIRD

FROM: Dick Fairbanks

SUBJECT: Swearing-in of Russell Peterson

We expect that Russell Peterson, the former Governor of Delaware who was recently designated to be Chairman of the Council on Environmental Quality, will be confirmed by the Senate next week. The President has decided that, owing to the press of other business, he will be unable to participate in Peterson's swearing-in (although he normally does officiate at a changing of the guard of an Executive Office agency).

I therefore recommend that you, as the President's chief domestic policy advisor, agree to participate in the ceremony in the President's stead. I believe that the CEQ staff, the press and Peterson personally would feel that both he and our environmental advisors were being unnecessarily rebuffed if the President were represented at a lower level. If you agree, we can set up a short ceremony at a time convenient to your calendar.

Approve \_\_\_\_\_ Disapprove \_\_\_\_\_



FOR IMMEDIATE RELEASE

NOVEMBER 30, 1973

OFFICE OF THE WHITE HOUSE PRESS SECRETARY

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THE WHITE HOUSE

EXCHANGE OF REMARKS BETWEEN  
MELVIN LAIRD, COUNSELLOR TO THE PRESIDENT  
AND  
RUSSELL W. PETERSON  
AT SWEARING-IN CEREMONY FOR MR. PETERSON AS  
CHAIRMAN OF THE COUNCIL ON ENVIRONMENTAL QUALITY

THE ROOSEVELT ROOM

9:35 A.M. EST

MR. LAIRD: Ladies and gentlemen, I am delighted to have the opportunity to welcome a new member of our team to Government service today. I am pleased to have this opportunity for several reasons.

First, I think it is about time we had someone else from Wisconsin -- (Laughter) -- here in the White House serving the President of the United States in this very close relationship as Chairman of the Council on Environmental Quality. The Governor was born in Portage, Wisconsin, and, after attending the University of Wisconsin, moved to the East Coast where, as a scientist, he was very much involved with the problems of the natural world.

As a businessman, he put the best types of technology to work for the people of his State and for his corporation to make jobs and to help in the economic development of Delaware.

As a community leader, he was very much involved in improving the environment of his community, and as Governor of the State, he showed great leadership and was very much concerned with the application of the best environmental techniques, along with the many other problems which he faced as the Chief Executive of that State.

The Council on Environmental Quality is responsible to a great extent for the many improvements that have moved forward during the Nixon Administration in the area of the environment. Their contribution, I believe, will bear very close scrutiny, because it is very much of a contribution and one which has not been fully recognized as of this time. But I know of the importance of this work and the importance that the President attaches to the Council, and I am sure that under the new leadership of Governor Peterson as Chairman we can look forward to a continuing contribution to environmental quality in this very difficult period that we are going through at the present.

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So without further remarks on my part, on behalf of the President of the United States, I welcome you, and I think we should proceed with the swearing-in and then we will hear a few remarks from you, a few comments from you, after you are sworn in, not before. (Laughter)

(Mr. Peterson was sworn in by Judge Walter Stapleton of the U.S. District Court of Delaware.)

MR. LAIRD: Mr. Chairman.

GOVERNOR PETERSON: Counsellor Laird, Judge Stapleton and friends: I want you all to know that I appreciate very much the honor and the opportunity to be Chairman of the Council on Environmental Quality.

I believe it is becoming increasingly apparent to everyone that we need to learn how to live in harmony with nature, and with people everywhere, and one of the assignments of the Council is to advise the President and Executive branch on how we can accomplish that more effectively in the years to come.

I strongly respect what Russ Train and others in the Council have done in the first few years of this important new activity in our Government.

I want to thank the President, Counsellor, for giving me this opportunity, and I pledge to work with him and you and the others in the Administration to help resolve these difficult problems with which we are faced today.

I believe that we can, by working together, make reasonable advances on many fronts. We can have reasonable amounts of energy and economic growth, and clean air and clean water and clean land. We can do them all together if we resolve to do so, as the President has asked us to, and work hard at it. I pledge to do what I can to make that happen.

Thank you very much.

END

(At 9:44 A.M. EST)





NOVEMBER 30, 1973

Office of the White House Press Secretary

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THE WHITE HOUSE

FACT SHEET

SWEARING IN OF RUSSELL W. PETERSON AS  
CHAIRMAN, COUNCIL ON ENVIRONMENTAL QUALITY

Russell W. Peterson, former Governor of Delaware, is being sworn in today as Chairman of the Council on Environmental Quality, in a ceremony in the Roosevelt Room, the White House, at 9:30 a.m.

Chairman Peterson's Background

The new Chairman was born in Portage, Wisconsin on October 3, 1916. He attended the University of Wisconsin, obtaining a B.S. and Ph.D. in chemistry. From 1942 to 1968, Chairman Peterson was with the DuPont Company advancing through management assignments in research, production and sales to become Director of the Development Department Research and Development Division.

In 1968, he was elected Governor of Delaware.

His career as an environmentalist includes recognition as Conservationist of the Year, by the National Wildlife Federation, the Gold Medal Award of the World Wildlife Fund, and the Annual Award of the National Bird Watchers Society.

The Council on Environmental Quality

The Council on Environmental Quality was established in the Executive Office of the President by the National Environmental Policy Act (NEPA), which was signed into law by President Nixon on January 1, 1970.

The Council's statutory functions include developing and recommending to the President new environmental policies, gathering information on environmental conditions and trends, reviewing Federal, State, and local programs and activities, and preparing an annual report on environmental quality for the President and the Congress.

The other members of the Council are John A. Busterud and Dr. Beatrice E. Willard. Chairman Peterson succeeds Russell E. Train, who became Administrator of the Environmental Protection Agency in September 1973.



*file*

EXECUTIVE OFFICE OF THE PRESIDENT  
COUNCIL ON ENVIRONMENTAL QUALITY

722 JACKSON PLACE, N. W.  
WASHINGTON, D. C. 20006

*File*

DEC 9 1974

Dear Norm:

Because of your interest in the problems of achieving a high quality environment, I have asked that a copy of our Fifth Annual Report be sent to you directly. It should reach you within the next few days.

This year's report analyzes the impact of the energy crisis on the environment, includes a major chapter on land use, and reports on conditions and trends in environmental quality, the development of the National Environmental Policy Act, and the progress of the United Nations Environmental Program.

I hope you will find the report useful.

Sincerely,

*Russ*

Russell W. Peterson  
Chairman

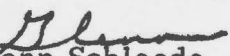
Mr. Norman E. Ross, Jr.  
Assistant Director  
Domestic Council  
Washington, D.C. 20500



ok

THE WHITE HOUSE  
WASHINGTON

December 10, 1974

TO: JOHN CARLSON  
FROM:   
Glenn Schleede

Here is a suggested redraft of the  
Fact Sheet for the CEQ Annual Report.  
It is okay with CEQ. I am sending a  
copy to Jim Tozzi in OMB who will  
call you or me if he has any problems  
with it.

Attachment

cc: Jim Tozzi  
Mike Duval  
✓ Norm Ross



FOR IMMEDIATE RELEASE

DECEMBER 12, 1974

Office of the White House Press Secretary

THE WHITE HOUSEFACT SHEET*Center - Caps -*

Fifth Annual Report of the Council on Environmental Quality

Background

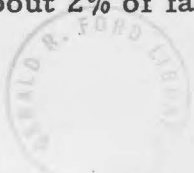
The Council on Environmental Quality was established in the Executive Office of the President by the National Environmental Policy Act (NEPA) on January 1, 1970. The Council is charged with *developing + recommending* evaluating environmental policies, gathering information on environmental conditions and trends, reviewing Federal, State, and local environmental activities, and preparing an annual report on environmental quality for the President and the Congress.

Summary of the Report

The fifth Annual Report contains six chapters:

- Chapter 1, Land Use, summarizes current knowledge about the process of development, particularly on the urban fringe. The chapter:
  - reviews environmental, economic, and social impacts of land development, the various stimulants which affect development, and the different tools available to control the pace and character of development,
  - summarizes information on leisure home developments.
  - describes how various policies and actions of the Federal Government -- ranging from Federal tax laws through pollution control regulations to decisions on energy development -- impact on patterns of land use.
  - shows that sewers and sewage treatment plants have replaced highways as prime determinants of the location of development in urban areas,
  - reviews tools available to communities to control and direct the development process.
- Chapter 2, Perspectives on the Environment, discusses major developments in the past year in Government programs to protect the environment. The chapter:
  - includes sections on energy, air quality, solid waste, water quality, hazardous pollutants, radiation, noise, pollution control at Federal facilities, costs of pollution abatement, and protecting our natural heritage
  - analyzes the ~~profound~~ *will spend* impact of last year's energy crisis on the national perspective toward environmental policy
  - estimates that the Nation's ~~expenditures has and will be~~ *will spend* \$194.8 billion over the 10-year period from 1973 through 1982 for environmental improvement as the result of Federal environmental legislation.

[This estimate is almost one-third higher than last year's 10-year estimate. This will involve an average cost per person of \$35-\$40 in 1973 and approximately \$80 in 1976 (about 2% of family income)]



*Primary because of effects of inflation and the substitution of 1972 forecasts for 1972 forecast*

- reviews experience with predator control since 1972.
- Chapter 3, Environmental Conditions and Trends, provides information about the condition of the environment and important trends in environmental quality. The chapter:
  - includes sections on population, air and water quality, minerals and materials, pesticides, and wildlife, ~~and habitat are included~~
  - provides for the first time a set of statistical tables summarizing conditions and trends in environmental quality.
- Chapter 4, The National Environmental Policy Act, reviews the evolution of NEPA over the first five years. This chapter:
  - reviews recent administrative and judicial developments
  - analyzes the adoption of the impact statement mechanism by foreign nations *and 21 states and the Commonwealth of Puerto Rico.*
- Chapter 5, A Global Environment, describes the development of the United Nations Environmental Program (UNEP) and the broad range of international environmental efforts now underway around the globe.
- Chapter 6, CEQ Studies, provides brief descriptions of some of CEQ's analytical work over the past year.

reports on recent trends in air and water quality which show some long-term improvements in urban air quality and mixed trends in water quality (~~PR 1977, 1978~~)





DECEMBER 12, 1974

Office of the White House Press Secretary

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THE WHITE HOUSEFACT SHEETFIFTH ANNUAL REPORT OF THE COUNCIL ON  
ENVIRONMENTAL QUALITYBACKGROUND

The Council on Environmental Quality was established in the Executive Office of the President by the National Environmental Policy Act (NEPA) on January 1, 1970. The Council is charged with developing and recommending environmental policies, gathering information on environmental conditions and trends, reviewing Federal, State, and local environmental activities, and preparing an annual report on environmental quality for the President and the Congress.

SUMMARY OF REPORT

The fifth Annual Report contains six chapters:

Chapter 1, Land Use, summarizes current knowledge about the process of development, particularly on the urban fringe. The chapter:

- reviews environmental, economic, and social impacts of land development, the various stimulants which affect development, and the different tools available to control the pace and character of development
- summarizes information on leisure home developments
- describes how various policies and actions of the Federal Government -- ranging from Federal tax laws through pollution control regulations to decisions on energy development -- impact on patterns of land use
- shows that sewers and sewage treatment plants have replaced highways as prime determinants of the location of development in urban areas
- reviews tools available to communities to control and direct the development process.

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- analyzes the impact of last year's energy crisis on the national perspective toward environmental policy
- estimates that the Nation will spend \$194.8 billion over the 10-year period from 1973 through 1982 for environmental improvement as the result of Federal environmental legislation. This will involve an average cost per person of

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- includes sections on population, air and water quality, minerals and materials, pesticides, and wildlife
- reports on recent trends in air and water quality which show some long-term improvements in urban air quality and mixed trends in water quality
- provides for the first time a set of statistical tables summarizing conditions and trends in environmental quality

Chapter 4, The National Environmental Policy Act, reviews the evolution of NEPA over the first five years. This chapter:

- reviews recent administrative and judicial developments
- analyzes the adoption of the impact statement mechanism by foreign nations and 21 states and the Commonwealth of Puerto Rico

Chapter 5, A Global Environment, describes the development of the United Nations Environmental Program (UNEP) and the broad range of international environmental efforts now underway around the globe.

Chapter 6, CEQ Studies, provides brief descriptions of some of CEQ's analytical work over the past year.

# # #



FOR IMMEDIATE RELEASE

DECEMBER 12, 1974

Office of the White House Press Secretary

THE WHITE HOUSE

TO THE CONGRESS OF THE UNITED STATES:

I am pleased to transmit to the Congress the Fifth Annual Report of the Council on Environmental Quality.

When future historians look back on the pursuit of environmental quality in our era, they will recognize it as a positive turning point.

As I stated in an Earth Day speech in 1970, "the day is gone when concern for the land, the air and the water was sole province of the conservationist, the wilderness enthusiast, the bird watcher, and the environmental scientist."

Instead, today, millions of our citizens share a new vision of the future in which natural systems can be protected, pollution can be controlled, and our natural heritage will be preserved. The crusade to improve the quality of our human environment has begun -- a crusade which has already led to great accomplishment over the past five years.

Another valuable lesson was learned during the energy crisis last winter when, in trying circumstances, it became clear that we cannot achieve all our environmental and all our energy and economic goals at the same time. Had our commitment to the environment not been ingrained, we might have reacted to this situation by discarding our environmental goals. Had our commitment to the environment not been mature, we might not have recognized the need for balance to accommodate other social and economic goals as well. By rejecting the extremes -- by accepting the need for balance -- we held fast to the accomplishments of the past and looked with new perspective towards the imperatives of the future. This, in my judgment, is the course we must continue to follow.

The need to move toward greater self-sufficiency in energy is one of the major challenges of the decade ahead. We can and must meet our needs for energy, and in ways that minimize damage to the environment.

The conservation of energy provides an essential common ground between our need for energy and our desire to protect the environment. By eliminating waste in the use of energy, and by increasing the efficiency of the energy we use, we can move toward both goals simultaneously. Our experience this year has shown that there are major opportunities to conserve energy. And we are coming to understand that actions which temper our growing use of energy contribute to self-sufficiency as well as actions which increase our domestic supply.

We must also recognize that, even with a strong conservation program, we will still have to mine more coal, drill for more oil and gas, and build more powerplants and refineries. Each of these measures will have an impact on the environment. Yet this can be minimized, and the last

more



five years have shown that we have the capacity and the willingness to do so. Science and technology, in which America excels, provides one means of limiting environmental damage; careful analysis and planning, with broad public participation, offers another.

Let us also be guided by our increased recognition of the interdependence of all nations of our globe and the fundamental relationship between population, resources, economic development, world stability, and the environment.

No longer is concern for the environment the dream of a few. Instead, it is reflected in countless actions by many citizens, by industry, and by government at all levels every day. The environmental movement has matured, and the nation and its environment have benefitted in the process. Looking to the future, we can expect further accomplishment in enhancing our environment and, along with it, further improvement in our quality of life.

GERALD R. FORD

THE WHITE HOUSE,

December 12, 1974

# # # # #



EXECUTIVE OFFICE OF THE PRESIDENT  
COUNCIL ON ENVIRONMENTAL QUALITY  
722 JACKSON PLACE, N. W.  
WASHINGTON, D. C. 20006

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February 6, 1975

MEMORANDUM FOR      MIKE DUVAL

FROM:                      Russell W. Peterson  
                                 *Russ*

SUBJECT:                   Climate

Thank you for the material you sent me regarding the effect of weather on crop yields. I believe you were referring to a part in my speech in which I was emphasizing the need for more scientific knowledge to increase our global food productivity. I pointed out that although we pride ourselves on dramatically increased agricultural productivity, particularly in the past 15 or so years, I felt that "two factors should dampen our enthusiasm and emphasize that even here we need much more scientific knowledge." One factor was the cost and energy-intensive technology involved.

"The second factor is the role of weather. An increasing number of our scientists are pointing out that at least as much credit for the increases in food production over the last 15 years or so should go to unusually favorable weather as to our improved agricultural technology. James McQuigg, a climatologist of the National Oceanic and Atmospheric Administration, who specializes in economic implications of weather has said, the probability of getting another fifteen consecutive years that good is about one in 10,000."

As far as I know that statement is accurate. In "Ominous Changes in the World's Weather" (Fortune, February 1974), Alexander states "While conventional wisdom has it that the phenomenal yields of the last fifteen years or so are attributable to improved technology and crop strains, McQuigg concludes





that at least as much credit should be given to extremely favorable temperatures and rainfall." McQuigg stated this recently also at a National Academy of Sciences panel on arid lands, on which our Senior Scientist, Dr. Lee Talbot, is also a member. Talbot said there was agreement from all the other specialists there. Later McQuigg and others expanded on this, pointing out, among other things, the importance of variability of weather conditions on crop production. The significance of the 15 good years -- pointed out also in the material you sent me -- lies as much in its consistency as in the absolute amount of rainfall and related temperature.

A. H. Boerma, Director General of FAO, has also emphasized this point. He stated (in Cajanus 6, 47, 1973) in regard to the world food situation "There remains one vast incalculable -- nature itself. One thing that has been harshly, even humiliatingly, made clear in the last two years is that despite all of our technological progress, despite all the buoyant hopes invested not long ago in the so-called Green Revolution, harvests are still far too often at the mercy of the weather."

This is a rather complex subject to deal with in a short memorandum. I would be pleased to provide further details, if you need them.

cc: Norm Ross

