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of the Norman Ross Files, 1974-75
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THE WHITE HOUSE

WASHINGTON

NATURAL RESOURCES AND
ENVIRONMENT MESSAGE

ROOSEVELT ROOM, Tuesday, 11 a.m.
February 5, 1974

AGENDA

- I. Overview of Natural Resources and Related Subjects
included in the State of the Union Message of January 30,
1974 --
Richard M. Fairbanks
- II. Discussion of New Proposals
 1. Automobile Fuel Economy -- Chairman Peterson
 2. Natural Area Donations -- Chairman Peterson
 3. National Ecological Service -- Chairman Peterson
 4. Energy Recovery Technology Transfer Initiative --
Alvin Alm
 5. Recycling Investment Tax Credit -- Alvin Alm
 6. Natural Resources Project -- Under Secretary Whitaker

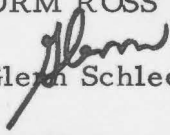


THE WHITE HOUSE

WASHINGTON

February 19, 1974

NOTE TO NORM ROSS

FROM:  Glen Schleede

SUBJECT: Rough draft of sections for the
energy and natural resources
message.

Here are very rough drafts of sections
on surplus Federal lands for energy
facilities and Clean Air Act. As you
know, policy decisions are not firm in
either case. However, I would suggest
that you get them to OMB for initial review.

cc: Dick Fairbanks



Surplus Federal Lands for Energy Facilities

Under the Legacy of Parks program which I initiated in 1971, the Federal Government has turned over to State and local governments more than 400 separate parcels covering almost 60,000 acres of underutilized Federal lands in all 50 states for park and recreational use. Under our program for disposing of surplus Federal lands, land is made available to State and local governments for a number of special uses including open-space, schools, hospitals, low income housing and airports. I have directed the Federal Property Council to determine the possibility of utilizing surplus Federal lands for still another high priority use: the location of energy facilities. The Federal Property Council will develop policies and guidelines for use by Federal agencies and the States in aiding the identification of acquired Federal lands that might be used for power plants and other energy facilities. The Council will also develop guidelines to assure that lands made available for this priority use are sold at reasonable rates if private companies or utilities acquire the land.



Clean Air Act

Since the Clean Air Act was amended in 1970, we have made major progress in reducing air pollution from most sources, and we will continue our progress toward even greater improvement in air quality. [CEQ or EPA should be able to provide specific examples of improved air quality.] It has become clear, however, that some of the actions required by the Clean Air Act are adversely affecting our ability to supply our critical energy requirements.

Contrary to the view expressed by some, I believe that we can meet our long term goals for both energy and clean air. Our current energy emergency has demonstrated, however, that some changes in the Clean Air Act are necessary. In addition, it has become clear that some of the stringent requirements of the Act are either not necessary or cannot be achieved by the deadlines originally prescribed. Furthermore, there are cases where requirements imposed by eight governors are more rigorous than are necessary to meet national air quality standards and these requirements are intensifying fuel shortages. Federal Energy Office studies now indicate that our nationwide deficits in clean fuels will be in excess of _____ per day over the next year unless actions are taken to reduce unnecessarily stringent requirements.



In November of 1973, I asked the Congress to grant authority for temporary relaxation of certain air quality requirements. Some relaxation would have been provided in the energy emergency legislation that has been under consideration in the Congress since November but that legislation now seems to be hopelessly bogged down with cumbersome and extraneous requirements. I announced my intention in my January 23, 1974 energy message to seek certain changes in the Clean Air Act. I will shortly be transmitting to the Congress legislation that would provide the changes we now need to assure a proper balance among clean air and energy objectives. I will also propose certain other amounts that are needed to relax unnecessary requirements and deadlines and to overcome problems resulting from the current law and court decisions. Briefly, the changes I will propose include:

Auto Emissions - Freeze the standards for auto emissions now applicable to '75 model year cars for two additional years. This action will permit auto manufacturers to concentrate greater attention on improving fuel economy while maintaining a fixed target for lower emissions. The changes will also remove the requirement for 90% reduction of emissions of oxides of nitrogen from automobiles since the information on which that statutory requirement was passed has proven to be incorrect and the severe reductions are neither necessary nor can they be achieved with technology now known.

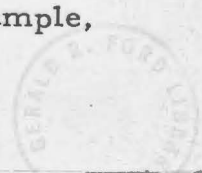


Transportation Controls - Authorize the Administrator of the Environmental Protection Agency to grant extensions in the deadlines for meeting air quality standards in those metropolitan areas which cannot achieve the standards without drastically curtailing the use of motor vehicles. The Administrator would consider the economic and social impact of possible transportation controls when establishing the new deadlines.

Power plants and other stationary sources of pollution - The Administrator of the Environmental Protection Agency would during an energy emergency be authorized to relax temporarily restrictions on selected air pollution sources which are imposed by State air quality implementation plans. When an adequate supply of clean fuel is not available and primary air quality standards would not be violated.

Conversion to coal - The Administrator of the Federal Energy Administration would be authorized to direct certain power plants from natural gas or oil to the use of coal during an energy emergency and to authorize that the power plant continue to use coal for a period of at least five years. Such plants would be exempt from air quality standards during the period specified.

Intermittent control measures - The Act would be changed to provide specifically that techniques such as intermittent control measures, fuel switching and tall stacks could be used - for example,



when meteorological conditions are favorable, as long as air quality standards are not violated. This measure will permit the efficient utilization of available energy supplies and avoid the use of limited supplies of clean fuels without violating air quality standards.

New Source Performance standards - This change would assure that standards prescribed by the Administrator of EPA for new sources of air pollution would take into account not only the availability of technology and the cost, but also the impact of the improvement in air quality. This change recognizes that all new sources of air pollution do not have the same impact on air quality and that unnecessarily rigid requirements waste clean fuels and require unnecessary expense.

State Implementation plans - The Administrator of EPA would be authorized and directed to review State implementation plans to determine if emission limitations are overly stringent and, if so, to promulgate plans which are fully adequate to meet air quality standards which do not unnecessarily utilize short supplies of clean fuels.

Antidegradation - This change would amend the Clean Air Act to provide relief from decisions by the courts which indicate that the Federal Government must somehow impose requirements that would prevent any significant deterioration in air quality - even



if national air quality standards are being met. A thorough review of this matter within the executive branch has indicated that the requirements of the court interpretation of the current statute cannot practicably be achieved and that attempts to carry out the implied course of action would impose severe restrictions on economic growth, would involve the Federal government in decisions about land use that should be made at the State or local level, and would involve attempts to control changes in air quality at levels so small that they cannot be detected and measured reliably.

Policy Decisions Open



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Surplus Federal Lands for Energy Facilities

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Environment and Natural Resources Message

The United States has been well blessed with natural resources. Since our earliest days, America has been a land of rich farmlands, vast forests, plentiful resources and extraordinary scenic wonders. In combination with our people's genius for production, these resources have made possible an ~~unparalleled~~ ^{unparalleled} level of abundance.

In the first years of my Administration, problems of environmental degradation ~~emerged:~~ ^{were affirmed polluted} ~~unhealthy~~ air and polluted water, unregulated toxic chemicals, and a pattern of land use ~~that~~ ^{that} often failed to respect the land.

We acknowledged these environmental problems and attacked them -- creating new government institutions, establishing new patterns of incentive and regulation, and stimulating the world community to take common action to protect the oceans, the atmosphere, and other common treasures.

We have made progress in controlling pollution, as is evidenced in cleaner air, purer water, and a more healthful environment generally.



Last year, for the first time in recent history, we found that certain essentials -- energy, food, and some other raw materials -- were in short supply. The reasons differed -- an embargo by the Arab nations in the case of energy, and a sudden rise in worldwide demand in the case of food. But the experience has forced a reassessment of the future in terms of natural resources and the environment.

For nearly 40 years, American agriculture had been plagued with excess production and insufficient demand. Farm income was often unjustifiably low. That situation has been reversed. Farm exports have increased dramatically, and farm production has reached new record levels in each of the last three years. The challenge now facing the American farmer is to increase production so that we can meet the needs of our people at reasonable cost and supply other nations with increasing amounts of food.

In response to the energy crisis, we have initiated "Project Independence" to develop the capacity for self-sufficiency in energy supplies. This will be done through a two-pronged attack: first, by reducing the growth



in demand for energy through a major effort to conserve ^{increasing production, and third} and not waste energy, ^{and} second by ^A a comprehensive research and development program to find new and environmentally acceptable methods for utilizing America's own energy supplies.

^{extraction, transportation} The ^A ~~production~~ and use of energy has been ~~the single~~ major source of pollution of our environment. As we practice energy conservation and reduce ^{the rate of} growth in our consumption, we will not only stretch out our available supplies of energy but also reduce burdens placed on our environment. Furthermore, just as we developed technology to control pollution ~~[without hindering economic growth]~~, so too can we develop new technologies to produce energy without degrading our environment.

~~[Hence there is no fundamental conflict between our need for energy and our concern for the environment.]~~ In the short run, we are finding it necessary to extend some of our environmental goals in order to meet the immediate emergency. In the long run, however, ^{as} we ~~can~~ ^{we will need to take steps to protect our air} expand domestic energy production ~~[without jeopardizing our air]~~ our water and our land.



This Administration is also taking the lead on another natural resources and environmental front to assure that our renewable wealth of forests in the United States continue to provide for our housing and other wood product needs while protecting the forest environment for the myriad of other social uses for present and future generations.

Again, we know that we have the capabilities to meet present and future needs without degrading the forest environment which encompasses a third of the nation.

The limit of the oceans to provide fish for food is apparently being reached as hungry nations exploit the seas more intensely. This and many other resource problems of the sea need new international solutions. This year's Law of the Sea Conference will hopefully define new ways for the nations of the world to cooperatively use and protect the resources of the oceans.

In the last analysis, the pressures^{on} ~~of~~ world supplies of energy and other natural resources and the quality of the human environment, are directly dependent on the rate of population growth.

World population now stands at 3.9 billion people. If present rates of growth continue, that total will be eight times larger a century from now. The United States, ~~[in comparing with other developed nations]~~ is approaching zero population growth, but the remainder of the world continues with high population growth.

In a message to the Congress on July 18, 1969, I stated that "One of the most serious challenges to human destiny in the last third of this century will be the growth of the population. Whether man's response to that challenge will be a cause for pride or for despair in the year 2000 will depend very much on what we do today. If we now begin our work in an appropriate manner, and if we continue to devote a considerable amount of attention and energy to this problem, then mankind will be able to surmount this challenge as it has surmounted so many during the long march of civilization". I am now pleased to announce that I have established a National Commission for the Observance of World Population Year, 1974. The Commission will promote the appropriate observance in the United States of 1974 as World Population Year and seek to create a better understanding of the cause, nature, scope, and consequences of the problem of population, growth, both national and international, and the relationship of this problem to the quality of human life.

At the same time, the United States is preparing to play a meaningful role in the Bucharest Conference scheduled in August.

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Any program to limit population growth must be in harmony with human dignity and individual freedom. In turn, reduced population growth will enhance human dignity and freedom and help people everywhere to realize more completely their highest potential.

In each of these cases--food, energy, forest resources, oceans and population--we are seeing that the interdependence of people throughout the world is increasing.

The United States, in comparison to others, is unique in being able to satisfy so many of its needs from its own resources. But even our great land cannot exist apart from other nations.

We and other people of the globe must recognize the realities of this new era and work together to limit population, provide adequate food, ^{and} energy, husband ^{limited} ~~depleting~~ mineral resources, ~~and~~ increase our renewable resources, further economic well-being, live in harmony with nature, and protect the quality of the air, the water and the land.

We have achieved much in the last five years in controlling pollution, managing the land, protecting our natural heritage, and fostering American agriculture.



But there is more to do. The coming year is the time to address much unfinished business.

CONTROLLING POLLUTION

Our Nation continues to make steady progress in controlling pollution. The energy crisis, while requiring us to stretch out some of our short-term objectives, is more importantly altering some long-term trends in ways which will benefit the environment.

Air Pollution

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Policy Decisions Open

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Policy Decisions Open



But the energy crisis will not cause a significant break in our forward progress. In fact, my energy initiatives will contribute directly to an eventual improvement in air quality. My \$10 billion research program under Project Independence includes for fiscal year 1975:

- \$151 million, ^{dearly} triple the FY 1974 level, for research on improved technologies to control dangerous sulfur oxides and other fossil fuel pollutants.
- \$225 million, more than double the FY 1974 level, for liquefaction and gasification of coal, ^{A promising way to turn coal into a clean fuel} and
- a new program of \$133 million for research on environmental and health effects relating to energy.

With better control technologies and improved knowledge of environmental and health effects, our nation will be able to use more coal, our abundant fossil fuel, with minimum damage to our environment.

My energy conservation proposals, as they reduce growth in energy consumption, will also work to limit future burdens on the environment



Transportation is a section of our economy ^{that} ~~which~~ offers significant opportunities for energy conservation -- which will simultaneously improve the quality of our air.

By choosing to purchase lighter weight automobiles and by forming car pools, the American people are showing their willingness to take action to conserve energy. At the same time, this Administration has laid the groundwork for further energy savings through greatly improved mass transportation.

Under the Urban Mass Transportation Act of 1970, Federal aid to urban public transportation was increased to \$1 billion by 1973 -- a level 8 times higher than in 1968. In 1973, another \$3 billion was made available. Furthermore, under the Federal-Aid Highway Act of 1973, State and local governments may decide to direct a portion of their Federal highway funds for public transit purposes.

Results are already evident. For the first time since World War II, public use of mass transportation is increasing.

We can do more. As I ~~first~~ ^{And my Transportation Message on February 13, I have transmitted to the Congress} announced in my State of the Union Message, ~~[within a few weeks I will transmit]~~ a new initiative which will constitute the largest Federal commitment ever to improving public transportation. This bill will increase Federal assistance to metropolitan areas by almost 50% over.

fiscal year 1974. So that local citizens can set their own priorities, these funds will be useable for construction of highways or public transit systems or for the purchase of busses or rail cars. ~~Even more~~ ^{A portion of} communities will have the option to use these funds to supplement operating funds for public transportation systems.

Water Pollution

Since this Administration entered office, this nation has initiated a massive effort to clean up our waters.



Over \$14 billion of Federal resources have been committed to municipal treatment plant construction, compared to only 1.9 billion ~~million~~ under prior Administrations. A nationwide program to issue permits restricting the discharges ~~from~~ ^{Point} ~~of~~ ^{plant} factories and other ~~plant~~ sources is well underway.

Many of these treatment facilities, private as well as municipal, are still under construction. Increasing numbers will be coming into operation over the next several years. Improvements in water quality are already evident. As the new facilities come on line, further dramatic improvements will occur.

Noise

In 1971, I proposed legislation to establish Federal standards for products ^{that} ~~which~~ emit excessive noise. In 1972, the Congress enacted the Noise Control Act. ~~During~~ ^{Steps} ~~the past year, regulations~~ ^{taken} have been ~~issued~~ to restrict noise emissions from most classes of new jet aircraft ~~and from heavy duty trucks.~~

Ocean Dumping

In 1970, I called for a comprehensive national policy on ocean dumping. In 1971, I proposed an international ocean dumping convention. In 1972, the Marine Protection

Reserch and Sanctuaries Act was signed into law and the International Convention was negotiated in Oslo. Now an effective U.S. program for the regulation of ocean dumping is in operation.

Solid Waste

municipal or non hazardous
[Urban] solid waste programs are the proper responsibility of local ~~state and local governments~~ *communities*. The role of the Federal government is to conduct research and extend technical assistance.

In recent years, ^{EPA} ~~Federal~~ efforts have helped close thousands of burning dumps, encouraged the adoption of new management techniques, and stimulated the development of new technologies for resource recovery.

In addition

~~For example,~~ both the Forest Products Laboratory of the Department of Agriculture, and the Bureau of Mines of the Department of the Interior have developed, and are now pilot testing, new systems for separating and recycling paper, metals, glass and other valuable components from municipal trash.



Pesticides

In 1971, I proposed legislation to control the use of hazardous pesticides. In 1972, the Federal Environmental Pesticides Control Act was signed into law. Implementation is now underway, and major misuses of pesticides are under control. In 1972, I also initiated a program of integrated pest management designed to maximize natural controls of pest populations. This effective alternative is now in expanded use across the nation.

There are three areas where my proposals to control pollution have not yet received final Congressional action:

- Toxic substances: Now chemicals with unknown environmental effects come into use each year. In 1971, I proposed the Toxic Substances Control Act to provide authority to test such substances and restrict their use in the event of danger. Legislation is now in conference, and I hope the Congress will move quickly to enact legislation which will protect the environment while still permitting the orderly marketing of needed chemicals.



- Hazardous Wastes - We now have stringent controls on air and water pollution, but none for the disposal of hazardous wastes on land. In 1973, I proposed the Hazardous Waste Management Act to establish national standards for the handling of hazardous wastes, with primary regulatory responsibility resting with State government. This regulatory gap must be closed, and I urge early action by the Congress.
- Safe Drinking Water: American families must have safe drinking water. Last year I proposed the Safe Drinking Water Act under which the Federal Government would establish national standards to protect health. Except in the case of health emergencies, enforcement would be placed at the State and local level. Importantly, my proposal provided for informing consumers of violations of standards and for citizen suits. The Congress is considering alternate legislation which would require unnecessary Federal

^{operating}
standards on water treatment plants, place
major enforcement responsibility at the
Federal level, and create several new cate-
gorical subsidy programs. I urge the Congress
to reconsider whether a dominant
Federal role is a useful way to assure safe
drinking water for our people.

International Efforts

The atmosphere and the oceans are critical to
all life on earth, yet no nation alone can act
effectively to protect them from pollution. The
United States can be proud of its leadership in
focusing attention on international pollution problems
and in working with the other nations of the globe to
develop solutions.

~~[The Ocean Dumping convention which I proposed
in 1971 was negotiated in 1972.]~~ The United Nations Environ-
mental Program Fund which I proposed in 1972 came into
being last year. One of its main concerns is Earthwatch,
a program to ~~[monitor changes in the earth's atmosphere]~~

*Provide A continuing Assessment of conditions And trends
in the global environment. The United States has shown its
strong support of this international effort by pledging to
contribute \$40 million over A five year period.*

GERALD R. FORD

The US-USSR Environmental Agreement, which I signed in Moscow in 1972, and similar agreements in Agriculture and Forestry have made encouraging progress. Experts from both nations are working together on common environmental problems.

The elimination of the major source of marine oil pollution--intentional discharges by tankers--was adopted by a 90-nation Intergovernmental Maritime Consultative Organization (IMCO) Conference in London last year. This forward step, established by my Administration as a goal for international agreement in 1970, will over time greatly reduce oil pollution in the oceans.

The United States is pleased to be hosting the International Exposition on the Environment in Spokane, Washington, from May 4 through November 3 of this year. The Exposition's theme, "Celebrating Tomorrow's Fresh New Environment", characterizes the outstanding and fascinating exhibits from nations throughout the world, which are designed to broaden public understanding of ecology and to demonstrate what people can do to preserve and improve our stewardship of the earth's resources. The Exposition shows clearly that protection of man's environment is the concern of all nations.

President's Environmental Merit Awards Program

Young Americans have been among the most responsive to the needs of our environment. Over 9,000 schools, youth groups and camps representing over 5 million youngsters have enrolled in the President's Environmental Merit Awards Program, created in 1971 to recognize, reward and encourage environmental activities by young people. Their achievements in their own communities have helped to improve the environment in our Nation.

Managing Our Land

We in America have much to preserve and protect--a continent stretching between two oceans, marvelously productive, and bejeweled with scenic treasures and points of historical significance. The last five years have seen forward strides but some critical steps remain to be taken.

Organizing for Progress

We have also tried to reorganize the Federal structure in ways that are more responsive to environmental needs. The National Environmental Policy Act, passed in 1969, has provided a basis for reform in our Federal agencies and has given citizens a greater opportunity to contribute to environmental decisions. In 1970, I established the Environmental Protection Agency and National Oceanic and Atmospheric Administration to provide more coordinated and vigorous environmental management. Also in that year, I appointed the first Council on Environmental Quality.



National Land Use Policy

-18-

Land use control is ^{one of} ~~perhaps~~ the most pressing environmental issue before the nation. How we use our land is fundamental to ^{the social well being of all Americans since land use control} ~~all other environmental concerns~~ ^{provides the necessary means for balancing economic development and environmental protection}

In 1971, I first proposed to the Congress the National Land Use Policy Act. It has remained a high priority of my Administration. This legislation would reaffirm that basic responsibility for land use decisions rests with States and localities, and it would provide funds to encourage them to meet their responsibilities.

The Congress has worked hard on this question. I urge that it complete its work and enact this legislation, so vital for the future protection of our splendid land.

The Congress also has before it the National Resource Land Management Act, which would provide a management policy emphasizing strong environmental safeguards for one-fifth of our Nation's land area managed by the Bureau of Land Management. This legislation is needed, and I urge Congress to act.

In 1970, following review by the Cabinet Committee on Economic Policy, I directed the Secretary of Agriculture to formulate plans to improve the level and quality of management of forest lands. And, in April of last year, my Advisory Panel on Timber and the Environment completed extensive study of opportunities for improvement in the management of the Nation's forests. Many of the findings and recommendations have been endorsed by two Congressional study teams.

Increased controversy has accompanied increased demands for the various uses of the 187 million acres of national forests and grassland. Perhaps the most significant of these conflicts has concerned the harvest of timber, harvest practices, and environmental impacts. In order to address these issues, and to seek means of responding to recurring periods of dramatic increases in the price of softwood lumber and plywood while protecting the environment, I appointed in September 1971 a Panel of distinguished citizens to provide advice based on the best information available. The Panel's report has provided a number of thoughtful recommendations and much information useful in understanding the issues.

Additional actions have been undertaken by the Secretary of Agriculture to better identify the major options and implications for use of the national forests as well as to examine major alternatives for the other programs administered by the Forest Service. The~~se~~ results of these efforts will be made available for public review and consent. I believe that this effort to evaluate the major economic and environmental implications of a range of program possibilities will facilitate the Executive and Legislative branches review and determination of the appropriate priority level, and combination of programs as well as to provide a means of acquiring the advice of the many interested individuals and associations.

Coastal Lands and Waters

At some stage in their life, nearly three-quarters of all marine species are dependent on coastal marshes for food or shelter. Hence coastal wetlands are critical for preserving marine food supplies. At the same time, our coastal lands are sought after as sites for a wide variety of industrial, commercial and recreational activities. It is vital to make the right decisions about the use of these lands.

In 1972, I signed the Coastal Zone Management Act. This Act encourages states to regulate the use of land and water along the coast with the support of Federal grants. It also requires that Federal actions in coastal areas be consistent with programs developed by the states. I am pleased to report that 26 of the 34 coastal states and territories are preparing to participate under the Coastal Zone Management Act during this fiscal year. In addition, \$4 million will be made available to the states to assist in acquiring and managing estuarine sanctuaries for research and educational purposes.

In 1972, I also proposed the Environmental Protection Tax Act which would discourage development or filling of biologically productive coastal wetlands by limiting certain tax deductions for new developments in these areas. I urge the Congress to take action on this legislation.



Parks for the Future

This Administration has major achievements to its credit in establishing parks.

In 1971, I initiated the Legacy of Parks Program.

To date, almost 400 separate parcels of underused Federal property in all 50 States have been turned over to local governments, at no cost, for park and recreational use.

This program has made almost 60,000 acres, valued at almost \$200 million, available to the people. Most of the new parks are near congested urban areas, so that millions of city residents can now have easy access to ~~open space~~ and recreation areas close to their homes. I intend to ^{expedite} ~~accelerate~~ the transfer of additional surplus properties to State and local governments for park and recreational use.

On my recommendation, the Congress has created National Gateway Recreation areas in New York and San Francisco. Each has ^{made} ~~a~~ valuable ~~cultural, historical,~~ ^{available} and recreational assets, ~~and each is accessible~~ to millions of people.

Also during my Administration, 25 ^{units} ~~major~~ new ~~recreation complexes~~ of the National Park System ~~and National Forest System~~ have been authorized, including such outstanding sites as the Apostle Islands National Lakeshore, Sleeping Bear Dunes National Lakeshore, Gulf Island National Seashore, ^{and} Voyageurs National Park, ~~Sawtooth National Recreation Area, and the Oregon Dunes National Recreation Area.~~

My budget for 1975 proposes full funding of \$300 million for the Land and Water Conservation Fund, to

encourage the development of more recreational sites closer to the places where people live and work. Nearly two-thirds of these funds will go to State and local governments to aid them in acquiring their own recreational lands and facilities. Since the beginning of my Administration, \$1.3 billion has been expended under this fund for the purchase and development of recreational resources -- 4 times as much as spent by previous administrations.

Three recommendations of mine for the preservation of outstanding scenic and ecologically valuable areas

are currently pending before the Congress:

the Secretary of the Interior
Alaska: In December, I transmitted to Congress recommendations that would bring under special management 83 million acres in the State of Alaska for the benefit of all Americans. My recommendation would add 32.3 million acres to the National Park System--doubling its current size--including 2 magnificent new National Parks; the Wrangell-St. Elias National Park in southeastern Alaska and the Gates of the Arctic National Park in the Brooks Range of northern Alaska. Almost 32 million acres would be added to the National Wildlife Refuge System and 19 million acres to the National Forest System. ^{Wild} Twenty Alaskan rivers would be added to the National/and Scenic Rivers System.



Alaska is America's last frontier. I urge the Congress to act soon to protect these nationally significant scenic, recreational, and wildlife lands in Alaska.

- Big Thicket National Biological Reserve: The Big Thicket area of east Texas is a biological crossroads unique in the United States. I urge the Senate promptly to consider my proposal to preserve key segments as a national biological reserve.

- Big Cypress National Fresh Water Reserve: Protection of the Big Cypress Swamp in Florida is essential to the preservation of the water supply in the Everglades National Park. For this reason I have called for legislation which would ensure the preservation of over 500,000 acres, and protect values of this magnificent area.

Protection from Mining

Our Nation must secure energy and other natural resources through mining. But this mining must be done properly so that intolerable damages to the environment do not occur. Fortunately, such protection can be provided at low cost if it is performed as an integral part of the mining process.

The Senate has passed a bill which neglects underground mining and could impede production of coal. I urge the Congress to move rapidly to enact strong legislation to permit production of needed energy resources while guaranteeing the protection of the environment during mining operations.

Building on a long history of successful soil stabilization and revegetation work, the Secretary of Agriculture last year began an accelerated research and development program on mined land reclamation. This program will provide land managers, industry, and state governments with an innovative array of feasible planning and reclamation alternatives ^{which will permit us} to satisfy mineral needs and successfully rehabilitate mined land.

PROTECTING OUR NATURAL HERITAGE

We have made progress in protecting unique wildlife, and historical and natural treasures.

Additional safeguards to protect endangered species of wildlife, which I proposed in 1972, were signed into law last year. Simultaneously, the first international convention to regulate trade in endangered species was held here in Washington. The United States is the first nation to formally ratify that treaty. The U.S. was also last year the first nation to ratify the World Heritage Trust Convention, which I initially proposed as a way to extend internationally our successful national park concept.

Increasingly, Americans are recognizing the value of our historical heritage. In many areas of the country, citizens have organized to preserve at their own expense those buildings, sites, and monuments which reflect the qualities of another era. Federal efforts must be accelerated if we are to keep pace with our people's concern for the preservation of nationally significant historic property and their interest in learning more about our heritage. Accordingly ↩

↩ I urge prompt Congressional action on my proposed Environmental Protection Tax Act, which will discourage the demolition of historic structures and encourage their rehabilitation instead.



[Wild and Scenic Rivers

Preserving the nation's magnificent wild rivers has priority in this Administration. I will forward legislation to the Congress to authorize the identification and study of additional rivers for preservation under the National Wild and Scenic River System.]

PRESERVATION OF WILDERNESS

[~~As we take new and critical steps toward fuller development of energy resources, this Administration continues to move ahead in support of efforts to preserve and protect significant areas of our lands in their natural state.~~]

This Nation's recognition of wilderness as part of our American heritage is particularly fitting this year, since it marks the 50th Anniversary of the wilderness concept in the United States, and the 10th Anniversary of the National Wilderness Preservation Act. The Gila Wilderness area in New Mexico was established in a National Forest in 1924, as the first in the growing system we have today. It and 53 others were the initial components of the system established just a decade ago. In those intervening 10 years, Congress has acted to enlarge the system to 11 million acres from the National Forests, National Parks, and Wildlife Refuges.

In addition, the Forest Service in the Department of Agriculture has taken the initiative by looking beyond the requirements of the Wilderness Act to conduct an extensive inventory of its remaining roadless areas. As a result, an additional 12.3 million acres have been identified for future study as potential wilderness.

In recent years, I have sent to Congress 70 proposals for wilderness designation of land administered by the Department of Interior and Agriculture. Congress has so far acted on only 11 of these proposals. I urge Congress to move on the backlog of wilderness proposals to ensure that the serenity and splendor of America's pristine wilderness will be available to all Americans today and in the future.

Particularly crucial, also, is the need for wilderness areas in the heavily populated Eastern United States. There are lands in the East which have been affected by man, but which have returned essentially to a wilderness state. In 1972, I proposed legislation to preserve Eastern wilderness. I urge Congress to act on this proposal as well, so that all our people, including those concentrated in the East, may have easy access to wild and natural lands.

[~~(As a new initiative, I will also propose legislation to permit State and local governments and private agencies to make application to the Secretaries of the Interior and Agriculture for inclusion in the National Wilderness System of land administered by them. This legislation would add Federal protections to certain valuable unspoiled areas.)~~]



MINERALS AND MATERIALS

In June, the final report of the National Commission on Materials Policy was delivered to me. The Commission looked at our Nation's material position and identified three needs: a balance between mineral production and the protection of our environment; an adequate supply to meet the growing demand; and a materials policy to properly guide the management of these essential resources.

The rapid rise in prices of some metals, potential joint actions by mineral exporting countries, and the decline of some types of refining capacity in the United States have created apprehension among businessmen and consumers that potential minerals and materials shortages might develop and endanger our economic health.

Because of our experience with energy shortages, it is imperative that we review our current and prospective mineral and material supplies.

My new budget includes new funding to improve the quality of data available on world production and consumption of minerals and materials. These new data are vital to our continuing governmental duty to ensure adequate supplies at reasonable costs.

For the past six months, work has been underway in the Environmental Resources Committee of the Domestic Council, chaired by Interior Secretary Rogers Morton, on the domestic policy aspects of our economic and societal reliance on minerals and materials. Analyses are also being prepared by the National Security Council, the Council on International Economic Policy and other parts of the Executive Branch on the worldwide implications of this complex and interrelated set of issues. These efforts will be closely coordinated so that a comprehensive assessment can be made to assure that our policies adequately protect our national and international interest. The American people will be fully informed of the particular worldwide and domestic demand and supply situation with respect to all critical commodities. This Administration is committed to ensure that our management of resources, both renewable and non-renewable, is exercised responsibly to meet our needs both now and in the years to come.



As the world resources trading systems become more complex because of trends toward nationalization and multiple-country arrangements, understanding of the United States posture ~~[in each of the minerals which are essential to our economy and welfare]~~ becomes of critical importance. We must make wise and far reaching mineral policy decisions, and this requires a full understanding of these complex situations. I am directing the Secretary of the Interior to take immediate steps to improve our knowledge base of minerals. ^{We must have} ~~[These steps include]~~

- Improvements in*
- o ~~[The immediate establishment of an Office of Mineral Policy Development to focus on]~~ minerals policy analysis, minerals conservation, and ~~[improvements]~~ in minerals data.
 - o ^{An improved} ~~[A stepped up]~~ program in domestic resource base evaluation by the United States Geological Survey.

- o Additional emphasis on determining domestic and world wide availability of minerals to the United States by the United States Bureau of Mines, including ^{improving technical} ~~[a number of new information received from appropriate embassies abroad. mineral specialists placed in proper embassies throughout the world.]~~

Policies and problems discussed above

While focusing on ~~[immediate problems]~~ we must ^{^ basic} ~~[in the basic earth~~ ^{related to the environment} not lose sight of the continuing need for research ~~sciences]~~ ^{This research has} which have direct long-term implications relating to mankind's economic and social needs for more abundant energy and mineral resources, for wiser management of land use, and for reducing the impacts of natural disasters. *It will open new options for us as we move to meet these needs.*

The Administration is continuing its strong support for such research. In the 1975 budget, funding for the National Science Foundation ~~(NSF)~~ research on natural resources and the environment will increase about 20 percent; from about \$160 million for 1974 to over \$190 million.

World Food Supply and Demand

In 1972, food production throughout the world suffered the greatest year-to-year decline since records have been kept. Bad weather reduced crop yields in both the Northern and the Southern Hemisphere. Massive starvation was avoided. The great achievement, of which our citizens are inadequately aware, was the result, in large part of actions by the United States. Our food reserves were shipped abroad through commercial channels to feed hungry people. Croplands, idled under government programs, was put into use. Multilateral food assistance was provided to victims of natural disaster through the Food and Agriculture Organization of the United Nations. The United States had a leading role in this action.

While the United States assumed a major role in meeting this ^{Potential} catastrophe, other nations worked in close cooperation with us and with one another. ^{Continuing programs of} ~~Investment in~~ research, improvement in the agricultural plant, assistance to low income people, conservation of food reserves--these and related actions helped avert what ^{could} ~~would otherwise~~ have been a towering disaster. The nations of the world, both those that are already developed and those that are in the developing stage, are trying to re-establish their food economies, trying to regain assurance of adequate food supplies. In this the United States must help. In helping, we will help ourselves.

At my direction, Secretary Kissinger recently proposed to the United Nations that it convene a World Food Conference, a concern made urgent by acute food shortages in many parts of the world. This conference, to be held in November of 1974, should prove of particular importance to the American farmer, whose extraordinary productivity has made this Nation the world's leading food exporter and whose own prosperity will continue to increase as we help to meet the needs of a hungry world.

The United States sees the main purpose of the World Food Conference as assessing the world food problem in both its technological and societal implications. This Conference will permit us to take global stock of what can and should be done to ensure that the people of the world are assured of adequate food in the years to come.

We have the technical ability to do these things. We must demonstrate that we have also the will. Ours is the first generation to dare think in terms of food enough for all. If we deport ourselves well, the historian may write that our day was not only the time that launched a great initiative for peace, but also the time that moved the world out from under the shadow of hunger.



The Space Program

~~[Another natural resource we must continue to explore and learn how to use is space.]~~

The successful return of the third Skylab*crew marks the end of the Skylab flights and the completion of the space programs undertaken in the 1960's. With these programs we have shown what we can do in space:

- o We can explore space and have made a good beginning. The Apollo astronauts have explored the moon. With instruments commanded from earth, we have mapped all of Mars, looked closely at Venus, and explored all the way 500 million miles out to Jupiter.
- o We can use space. Communications satellites are now the backbone of international communications. Weather satellites are used routinely for weather forecasting. We have made a start in the survey and monitoring of earth resources from space.
- o We can live and work in space. The three successive missions to Skylab--the last one lasting about three months--have conclusively resolved any doubts on the ability of human beings to live and accomplish useful work in space.

Now we are well into the space program of the 1970's. Goals and timetables have been set, which we can achieve by spending much less than when we were going to the moon. The watchwords for the 1970's in space are consolidation of gains and reductions in cost, practical applications, and continued advances in science, exploration, and technology.

~~The second main~~^A thrust in the 1970's is practical

applications of space, particularly in the use of satellites as platforms in space to monitor our environment and help us manage, conserve, and use wisely our natural resources. The great problems of today in natural resources and the environment are regional, national, and global in scope. The vantage point of space gives us unique opportunities to monitor and measure the condition of the earth--of its atmosphere, its oceans, and its lands and the uses to which they are put. In the 1970's we ~~will begin~~^{have begun} to use

experimental satellites and ~~those that follow~~^{and operational} as both research platforms in space:

- to spot, track, and provide advance warning of storms, as well as to improve further local weather predictions and assessments of climatic changes.
- to monitor the sun^{and} to understand its interactions with the earth, on radio communications, for example.
- to find, measure and track from space various forms of atmospheric and water pollution, on a global scale.
- to map, measure and monitor the oceans, their temperatures, currents, waves, ice-patterns, and even their nutrients, every day from space.
- To observe and report on crops, their health and expected harvest; the run-off of snow and rain, the levels of lakes and reservoirs, and the extent of floods; the condition of forests; the impact of land-use decisions; and mineral and other resources.

The space program my administration has laid out for the 1970's is carefully conceived, financially responsible, and pointed toward important ^{Natural resources and environmental} goals. As such it has had, and I am sure will continue to have, full support of the Congress. We may not recapture the glamour and excitement of the first landings on the moon, but there will be a different and ~~more~~ lasting excitement in the ~~[continuous step-by-step exploration deeper into space and the]~~ genuine sense of achievement as we put to work what we are learning in space for "the benefit of all mankind."



Environment and Natural Resources Message

The United States has been well blessed with natural resources. Since our earliest days, America has been a land of rich farmlands, vast forests, plentiful resources and extraordinary scenic wonders. In combination with our people's genius for production, these resources have made possible an ^{unparalleled} ~~unparalleled~~ level of abundance.

In the first years of my Administration, problems of environmental degradation ^{were affirmed polluted} ~~[emerged:]~~ ~~[unhealthy]~~ air and polluted water, unregulated toxic chemicals, and a pattern of land use ^{that} ~~which~~ often failed to respect the land.

We acknowledged these environmental problems and attacked them -- creating new government institutions, establishing new patterns of incentive and regulation, and stimulating the world community to take common action to protect the oceans, the atmosphere, and other common treasures.

We have made progress in controlling pollution, as is evidenced in cleaner air, purer water, and a more healthful environment generally.



Last year, for the first time in recent history, we found that certain essentials -- energy, food, and some other raw materials -- were in short supply. The reasons differed -- an embargo by the Arab nations in the case of energy, and a sudden rise in worldwide demand in the case of food. But the experience has forced a reassessment of the future in terms of natural resources and the environment.

For nearly 40 years, American agriculture had been plagued with excess production and insufficient demand. Farm income was often unjustifiably low. That situation has been reversed. Farm exports have increased dramatically, and farm production has reached new record levels in each of the last three years. The challenge now facing the American farmer is to increase production so that we can meet the needs of our people at reasonable cost and supply other nations with increasing amounts of food.

In response to the energy crisis, we have initiated "Project Independence" to develop the capacity for self-sufficiency in energy supplies. This will be done through a two-pronged attack: first, by reducing the growth

in demand for energy through a major effort to conserve
and not waste energy, ^{increasing production, and third} and second by ^A a comprehensive research
and development program to find new and environmentally
acceptable methods for utilizing America's own energy
supplies.

^{extraction, transportation} The ^A ~~production~~ and use of energy has been ^A ~~the single~~
major source of pollution of our environment. As we practice
energy conservation and reduce ^{the rate of} growth in our consumption,
we will not only stretch out our available supplies of
energy but also reduce burdens placed on our environment.
Furthermore, just as we developed technology to control
pollution ~~[without hindering economic growth]~~, so too can
we develop new technologies to produce energy without
degrading our environment.

~~[Hence there is no fundamental conflict between our
need for energy and our concern for the environment.]~~ In
the short run, we are finding it necessary to extend
some of our environmental goals in order to meet the immediate
emergency. In the long run, however, ^{as} we ~~can~~ expand domestic
energy production ^{we will need to take steps to protect our air,} ~~[without jeopardizing our air]~~ our water
and our land.

This Administration is also taking the lead on another natural resources and environmental front to assure that our renewable wealth of forests in the United States continue to provide for our housing and other wood product needs while protecting the forest environment for the myriad of other social uses for present and future generations.

Again, we know that we have the capabilities to meet present and future needs without degrading the forest environment which encompasses a third of the nation.

The limit of the oceans to provide fish for food is apparently being reached as hungry nations exploit the seas more intensely. This and many other resource problems of the sea need new international solutions. This year's Law of the Sea Conference will hopefully define new ways for the nations of the world to cooperatively use and protect the resources of the oceans.

In the last analysis, the pressures^{on} [of] world supplies of energy and other natural resources and the quality of the human environment, are directly dependent on the rate of population growth.

World population now stands at 3.9 billion people. If present rates of growth continue, that total will be eight times larger a century from now. The United States, ~~[in comparing with other developed nations]~~ is approaching zero population growth, but the remainder of the world continues with high population growth.

In a message to the Congress on July 18, 1969, I stated that "One of the most serious challenges to human destiny in the last third of this century will be the growth of the population. Whether man's response to that challenge will be a cause for pride or for despair in the year 2000 will depend very much on what we do today. If we now begin our work in an appropriate manner, and if we continue to devote a considerable amount of attention and energy to this problem, then mankind will be able to surmount this challenge as it has surmounted so many during the long march of civilization". I am now pleased to announce that I have established a National Commission for the Observance of World Population Year, 1974. The Commission will promote the appropriate observance in the United States of 1974 as World Population Year and seek to create a better understanding of the cause, nature, scope, and consequences of the problem of population, growth, both national and international, and the relationship of this problem to the quality of human life.

At the same time, the United States is preparing to play a meaningful role in the Bucharest Conference scheduled in August.

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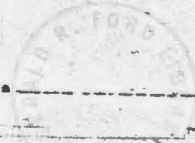
Any program to limit population growth must be in harmony with human dignity and individual freedom. In turn, reduced population growth will enhance human dignity and freedom and help people everywhere to realize more completely their highest potential.

In each of these cases--food, energy, forest resources, oceans and population--we are seeing that the interdependence of people throughout the world is increasing.

The United States, in comparison to others, is unique in being able to satisfy so many of its needs from its own resources. But even our great land cannot exist apart from other nations.

We and other people of the globe must recognize the realities of this new era and work together to limit population, provide adequate food, ^{and} energy, husband ^{limited} ~~depleting~~ mineral resources, ~~and~~ increase our renewable resources, further economic well-being, live in harmony with nature, and protect the quality of the air, the water and the land.

We have achieved much in the last five years in controlling pollution, managing the land, protecting our natural heritage, and fostering American agriculture.



But there is more to do. The coming year is the time to address much unfinished business.

CONTROLLING POLLUTION

Our Nation continues to make steady progress in controlling pollution. The energy crisis, while requiring us to stretch out some of our short-term objectives, is more importantly altering some long-term trends in ways which will benefit the environment.

Air Pollution

Since the Clean Air Act was amended in 1970, we have made major progress in reducing air pollution from most sources, and we will continue our progress toward even greater improvement in air quality. [CEQ or EPA should be able to provide specific examples of improved air quality.] It has become clear, however, that some of the actions required by the Clean Air Act are adversely affecting our ability to supply our critical energy requirements.

Contrary to the view expressed by some, I believe that we can meet our long term goals for both energy and clean air. Our current energy emergency has demonstrated, however, that some changes in the Clean Air Act are necessary. In addition, it has become clear that some of the stringent requirements of the Act are either not necessary or cannot be achieved by the deadlines originally prescribed. Furthermore, there are cases where requirements imposed by ^{Some} [eight] governors are more rigorous than are necessary to meet national air quality standards and these requirements are intensifying fuel shortages. Federal Energy Office studies now indicate that our nationwide deficits in clean fuels will be in excess of _____ per day over the next year unless actions are taken to reduce unnecessarily stringent requirements.

Policy Decisions Open

In November of 1973, I asked the Congress to grant authority for temporary relaxation of certain air quality requirements.

Some relaxation would have been provided in the energy emergency legislation that has been under consideration in the Congress since November but that legislation now seems to be hopelessly bogged down with cumbersome and extraneous requirements. I announced my intention in my January 23, 1974 energy message to seek certain changes in the Clean Air Act. I will shortly be transmitting to the Congress legislation that would provide the changes we now need to assure a proper balance among clean air and energy objectives. I will also propose certain other amounts that are needed to relax unnecessary requirements and deadlines and to overcome problems resulting from the current law and court decisions. Briefly, the changes I will propose include:

Auto Emissions - Freeze the standards for auto emissions now applicable to '75 model year cars for two additional years. This action will permit auto manufacturers to concentrate greater attention on improving fuel economy while maintaining a fixed target for lower emissions. The changes will also remove the requirement for 90% reduction of emissions of oxides of nitrogen from automobiles since the information on which that statutory requirement was passed has proven to be incorrect and the severe reductions are neither necessary nor can they be achieved with technology now known.

Transportation Controls - Authorize the Administrator of the Environmental Protection Agency to grant extensions in the deadlines for meeting air quality standards in those metropolitan areas which cannot achieve the standards without drastically curtailing the use of motor vehicles. The Administrator would consider the economic and social impact of possible transportation controls when establishing the new deadlines.

Policy Decisions Open

Power plants and other stationary sources of pollution - The Administrator of the Environmental Protection Agency would during an energy emergency be authorized to relax temporarily restrictions on selected air pollution sources which are imposed by State air quality implementation plans. When an adequate supply of clean fuel is not available and primary air quality standards would not be violated.

Conversion to coal - The Administrator of the Federal Energy Administration would be authorized to direct certain power plants *to convert* from natural gas or oil to the use of coal during an energy emergency and to authorize that the power plant continue to use coal for a period of at least five years. Such plants would be exempt from air quality standards during the period specified.

Policy and legal aspects
Intermittent control measures - The Act would be changed to provide specifically that techniques such as intermittent control measures, fuel switching and tall stacks could be used - for example, when meteorological conditions are favorable, as long as air quality standards are not violated. This measure will permit the efficient utilization of available energy supplies and avoid the use of limited supplies of clean fuels without violating air quality standards.

New Source Performance standards - This change would assure that standards prescribed by the Administrator of EPA for new sources of air pollution would take into account not only the availability of technology and the cost, but also the impact of the improvement in air quality. This change recognizes that all new sources of air pollution do not have the same impact on air quality and that unnecessarily rigid requirements waste clean fuels and require unnecessary expense.

Policy Decisions Open

State Implementation plans - The Administrator of EPA would be authorized and directed to review State implementation plans to determine if emission limitations are overly stringent and, if so, to promulgate plans which are fully adequate to meet air quality standards which do not unnecessarily utilize short supplies of clean fuels.

Antidegradation - This change would amend the Clean Air Act to provide relief from decisions by the courts which indicate that the Federal Government must somehow impose requirements that would prevent any significant deterioration in air quality - even if national air quality standards are being met. A thorough review of this matter within the executive branch has indicated that the requirements of the court interpretation of the current statute cannot practicably be achieved and that attempts to carry out the implied course of action would impose severe restrictions on economic growth, would involve the Federal government in decisions about land use that should be made at the State or local level, and would involve attempts to control changes in air quality at levels so small that they cannot be detected and measured reliably.



But the energy crisis will not cause a significant break in our forward progress. In fact, my energy initiatives will contribute directly to an eventual improvement in air quality. My \$10 billion research program under Project Independence includes for fiscal year 1975:

- \$151 million, ^{dearly} triple the FY 1974 level, for research on improved technologies to control dangerous sulfur oxides and other fossil fuel pollutants.
- \$225 million, more than double the FY 1974 level, for liquefaction and gasification of coal, ^{A promising way to turn coal into a clean fuel} and
- a new program of \$133 million for research on environmental and health effects relating to energy.

With better control technologies and improved knowledge of environmental and health effects, our nation will be able to use more coal, our abundant fossil fuel, with minimum damage to our environment.

My energy conservation proposals, as they reduce growth in energy consumption, will also work to limit future burdens on the environment



Transportation is a section of our economy ^{that} ~~[which]~~ offers significant opportunities for energy conservation -- which will simultaneously improve the quality of our air.

By choosing to purchase lighter weight automobiles and by forming car pools, the American people are showing their willingness to take action to conserve energy. At the same time, this Administration has laid the groundwork for further energy savings through greatly improved mass transportation.

Under the Urban Mass Transportation Act of 1970, Federal aid to urban public transportation was increased to \$1 billion by 1973 -- a level 8 times higher than in 1968. In 1973, another \$3 billion was made available. Furthermore, under the Federal-Aid Highway Act of 1973, State and local governments may decide to direct a portion of their Federal highway funds for public transit purposes.

Results are already evident. For the first time since World War II, public use of mass transportation is increasing.

We can do more. As I ~~[first]~~ announced in my State of the Union Message, ^{And my Transportation Message on February 13, I have transmitted to the Congress} ~~[within a few weeks I will transmit]~~ a new initiative which will constitute the largest Federal commitment ever to improving public transportation. This bill will increase Federal assistance to metropolitan areas by almost 50% over.

fiscal year 1974. So that local citizens can set their own priorities, these funds will be useable for construction of highways or public transit systems or for the purchase of busses or rail cars. ~~Even more~~ ^{A portion of} communities will have the option to use these funds to supplement operating funds for public transportation systems.

Water Pollution

Since this Administration entered office, this nation has initiated a massive effort to clean up our waters.

Over \$14 billion of Federal resources have been committed to municipal treatment plant construction, compared to only 1.9 billion ~~million~~ under prior Administrations. A nationwide program to issue permits restricting the discharges ~~from~~ ^{Point} ~~of~~ factories and other ~~plant~~ sources is well underway.

Many of these treatment facilities, private as well as municipal, are still under construction. Increasing numbers will be coming into operation over the next several years. Improvements in water quality are already evident. As the new facilities come on line, further dramatic improvements will occur.

Noise

In 1971, I proposed legislation to establish Federal standards for products ^{that} ~~which~~ emit excessive noise. In 1972, the Congress enacted the Noise Control Act. ~~[During the past year, regulations]~~ ^{Steps} have been ^{taken} ~~issued~~ to restrict noise emissions from most classes of new jet aircraft ~~and from heavy duty trucks.~~

Ocean Dumping

In 1970, I called for a comprehensive national policy on ocean dumping. In 1971, I proposed an international ocean dumping convention. In 1972, the Marine Protection

Reserch and Sanctuaries Act was signed into law and the International Convention was negotiated in Oslo. Now an effective U.S. program for the regulation of ocean dumping is in operation.

Solid Waste

municipal or non hazardous
[urban] solid waste programs are the proper responsibility *state and local governments* of local [communities]. The role of the Federal government is to conduct research and extend technical assistance.

In recent years, *EPA* ~~Federal~~ efforts have helped close thousands of burning dumps, encouraged the adoption of new management techniques, and stimulated the development of new technologies for resource recovery.

In addition

~~For example,~~ both the Forest Products Laboratory of the Department of Agriculture, and the Bureau of Mines of the Department of the Interior have developed, and are now pilot testing, new systems for separating and recycling paper, metals, glass and other valuable components from municipal trash.

Pesticides

In 1971, I proposed legislation to control the use of hazardous pesticides. In 1972, the Federal Environmental Pesticides Control Act was signed into law. Implementation is now underway, and major misuses of pesticides are under control. In 1972, I also initiated a program of integrated pest management designed to maximize natural controls of pest populations. This effective alternative is now in expanded use across the nation.

There are three areas where my proposals to control pollution have not yet received final Congressional action:

- Toxic substances: Now chemicals with unknown environmental effects come into use each year. In 1971, I proposed the Toxic Substances Control Act to provide authority to test such substances and restrict their use in the event of danger. Legislation is now in conference, and I hope the Congress will move quickly to enact legislation which will protect the environment while still permitting the orderly marketing of needed chemicals.

- Hazardous Wastes - We now have stringent controls on air and water pollution, but none for the disposal of hazardous wastes on land. In 1973, I proposed the Hazardous Waste Management Act to establish national standards for the handling of hazardous wastes, with primary regulatory responsibility resting with State government. This regulatory gap must be closed, and I urge early action by the Congress.
- Safe Drinking Water: American families must have safe drinking water. Last year I proposed the Safe Drinking Water Act under which the Federal Government would establish national standards to protect health. Except in the case of health emergencies, enforcement would be placed at the State and local level. Importantly, my proposal provided for informing consumers of violations of standards and for citizen suits. The Congress is considering alternate legislation which would require unnecessary Federal

^{operating}
standards on water treatment plants, place
major enforcement responsibility at the
Federal level, and create several new cate-
gorical subsidy programs. I urge the Congress
to reconsider whether a dominant
Federal role is a useful way to assure safe
drinking water for our people.

International Efforts

The atmosphere and the oceans are critical to
all life on earth, yet no nation alone can act
effectively to protect them from pollution. The
United States can be proud of its leadership in
focusing attention on international pollution problems
and in working with the other nations of the globe to
develop solutions..

~~[The Ocean Dumping convention which I proposed
in 1971 was negotiated in 1972.]~~ The United Nations Environ-
mental Program Fund which I proposed in 1972 came into
being last year. One of its main concerns is Earthwatch,
a program to ~~[monitor changes in the earth's atmosphere]~~

*Provide A continuing Assessment of conditions And trends
in the global environment. The United States has shown its
strong support of this international effort by pledging to
contribute \$40 million over A five year period.*

The US-USSR Environmental Agreement, which I signed in Moscow in 1972, and similar agreements in Agriculture and Forestry have made encouraging progress. Experts from both nations are working together on common environmental problems.

The elimination of the major source of marine oil pollution--intentional discharges by tankers--was adopted by a 90-nation Intergovernmental Maritime Consultative Organization (IMCO) Conference in London last year. This forward step, established by my Administration as a goal for international agreement in 1970, will over time greatly reduce oil pollution in the oceans.

The United States is pleased to be hosting the International Exposition on the Environment in Spokane, Washington, from May 4 through November 3 of this year. The Exposition's theme, "Celebrating Tomorrow's Fresh New Environment", characterizes the outstanding and fascinating exhibits from nations throughout the world, which are designed to broaden public understanding of ecology and to demonstrate what people can do to preserve and improve our stewardship of the earth's resources. The Exposition shows clearly that protection of man's environment is the concern of all nations.

President's Environmental Merit Awards Program

Young Americans have been among the most responsive to the needs of our environment. Over 9,000 schools, youth groups and camps representing over 5 million youngsters have enrolled in the President's Environmental Merit Awards Program, created in 1971 to recognize, reward and encourage environmental activities by young people. Their achievements in their own communities have helped to improve the environment in our Nation.

Managing Our Land

We in America have much to preserve and protect--a continent stretching between two oceans, marvelously productive, and bejeweled with scenic treasures and points of historical significance. The last five years have seen forward strides but some critical steps remain to be taken.

Organizing for Progress

We have also tried to reorganize the Federal structure in ways that are more responsive to environmental needs. The National Environmental Policy Act, passed in 1969, has provided a basis for reform in our Federal agencies and has given citizens a greater opportunity to contribute to environmental decisions. In 1970, I established the Environmental Protection Agency and National Oceanic and Atmospheric Administration to provide more coordinated and vigorous environmental management. Also in that year, I appointed the first Council on Environmental Quality.

Land use control is ^{one of} ~~perhaps~~ the most pressing environmental issue before the nation. How we use our land is fundamental to ^{the social well being of all Americans since land use control} ~~all other environmental concerns~~ ^{provides the necessary means for balancing economic development and environmental protection}

In 1971, I first proposed to the Congress the National Land Use Policy Act. It has remained a high priority of my Administration. This legislation would reaffirm that basic responsibility for land use decisions rests with States and localities, and it would provide funds to encourage them to meet their responsibilities.

The Congress has worked hard on this question. I urge that it complete its work and enact this legislation, so vital for the future protection of our splendid land.

The Congress also has before it the National Resource Land Management Act, which would provide a management policy emphasizing strong environmental safeguards for one-fifth of our Nation's land area managed by the Bureau of Land Management. This legislation is needed, and I urge Congress to act.

In 1970, following review by the Cabinet Committee on Economic Policy, I directed the Secretary of Agriculture to formulate plans to improve the level and quality of management of forest lands. And, in April of last year, my Advisory Panel on Timber and the Environment completed extensive study of opportunities for improvement in the management of the Nation's forests. Many of the findings and recommendations have been endorsed by two Congressional study teams.

Increased controversy has accompanied increased demands for the various uses of the 187 million acres of national forests and grassland. Perhaps the most significant of these conflicts has concerned the harvest of timber, harvest practices, and environmental impacts. In order to address these issues, and to seek means of responding to recurring periods of dramatic increases in the price of softwood lumber and plywood while protecting the environment, I appointed in September 1971 a Panel of distinguished citizens to provide advice based on the best information available. The Panel's report has provided a number of thoughtful recommendations and much information useful in understanding the issues.

Additional actions have been undertaken by the Secretary of Agriculture to better identify the major options and implications for use of the national forests as well as to examine major alternatives for the other programs administered by the Forest Service. These results of these efforts will be made available for public review and consent. I believe that this effort to evaluate the major economic and environmental implications of a range of program possibilities will facilitate the Executive and Legislative branches review and determination of the appropriate priority level, and combination of programs as well as to provide a means of acquiring the advice of the many interested individuals and associations.

Coastal Lands and Waters

At some stage in their life, nearly three-quarters of all marine species are dependent on coastal marshes for food or shelter. Hence coastal wetlands are critical for preserving marine food supplies. At the same time, our coastal lands are sought after as sites for a wide variety of industrial, commercial and recreational activities. It is vital to make the right decisions about the use of these lands.

In 1972, I signed the Coastal Zone Management Act. This Act encourages states to regulate the use of land and water along the coast with the support of Federal grants. It also requires that Federal actions in coastal areas be consistent with programs developed by the states. I am pleased to report that 26 of the 34 coastal states and territories are preparing to participate under the Coastal Zone Management Act during this fiscal year. In addition, \$4 million will be made available to the states to assist in acquiring and managing estuarine sanctuaries for research and educational purposes.

In 1972, I also proposed the Environmental Protection Tax Act which would discourage development or filling of biologically productive coastal wetlands by limiting certain tax deductions for new developments in these areas. I urge the Congress to take action on this legislation.



Parks for the Future

This Administration has major achievements to its credit in establishing parks.

In 1971, I initiated the Legacy of Parks Program. To date, almost 400 separate parcels of underused Federal property in all 50 States have been turned over to local governments, at no cost, for park and recreational use. This program has made almost 60,000 acres, valued at almost \$200 million, available to the people. Most of the new parks are near congested urban areas, so that millions of city residents can now have easy access to ~~open space~~ and recreation areas close to their homes. I intend to ^{expedite} ~~accelerate~~ the transfer of additional surplus properties to State and local governments for park and recreational use.

On my recommendation, the Congress has created National Gateway Recreation areas in New York and San Francisco. Each has ^{made} valuable ~~cultural, historical,~~ and recreational assets, ^{available} ~~and each is accessible~~ to millions of people.

Also during my Administration, 25 ^{units} ~~major~~ new ~~recreation complexes~~ of the National Park System ~~and National Forest System~~ have been authorized, including such outstanding sites as the Apostle Islands National Lakeshore, Sleeping Bear Dunes National Lakeshore, Gulf Island National Seashore, ^{and} Voyageurs National Park, ~~Sawtooth National Recreation Area, and the Oregon Dunes National Recreation Area.~~

My budget for 1975 proposes full funding of \$300 million for the Land and Water Conservation Fund, to

encourage the development of more recreational sites closer to the places where people live and work. Nearly two-thirds of these funds will go to State and local governments to aid them in acquiring their own recreational lands and facilities. Since the beginning of my Administration, \$1.3 billion has been expended under this fund for the purchase and development of recreational resources -- 4 times as much as spent by previous administrations.

Three recommendations of mine for the preservation of outstanding scenic and ecologically valuable areas are currently pending before the Congress:

the Secretary of the Interior
Alaska: In December, I transmitted to Congress recommendations that would bring under special management 83 million acres in the State of Alaska for the benefit of all Americans. My recommendation would add 32.3 million acres to the National Park System--doubling its current size--including 2 magnificent new National Parks; the Wrangell-St. Elias National Park in southeastern Alaska and the Gates of the Arctic National Park in the Brooks Range of northern Alaska. Almost 32 million acres would be added to the National Wildlife Refuge System and 19 million acres to the National Forest System. Twenty Alaskan rivers would be added to the National ^{Wild} and Scenic Rivers System.

Alaska is America's last frontier. I urge the Congress to act soon to protect these nationally significant scenic, recreational, and wildlife lands in Alaska.

- Big Thicket National Biological Reserve: The Big Thicket area of east Texas is a biological crossroads unique in the United States. I urge the Senate promptly to consider my proposal to preserve key segments as a national biological reserve.

- Big Cypress National Fresh Water Reserve: Protection of the Big Cypress Swamp in Florida is essential to the preservation of the water supply in the Everglades National Park. For this reason I have called for legislation which would ensure the preservation of over 500,000 acres, and protect values of this magnificent area.

Protection from Mining

Our Nation must secure energy and other natural resources through mining. But this mining must be done properly so that intolerable damages to the environment do not occur. Fortunately, such protection can be provided at low cost if it is performed as an integral part of the mining process.

The Senate has passed a bill which neglects underground mining and could impede production of coal. I urge the Congress to move rapidly to enact strong legislation to permit production of needed energy resources while guaranteeing the protection of the environment during mining operations.

Building on a long history of successful soil stabilization and revegetation work, the Secretary of Agriculture last year began an accelerated research and development program on mined land reclamation. This program will provide land managers, industry, and state governments with an innovative array of feasible planning and reclamation alternatives ^{which will permit us} to satisfy mineral needs and successfully rehabilitate mined land.

PROTECTING OUR NATURAL HERITAGE

We have made progress in protecting unique wildlife, and historical and natural treasures.

Additional safeguards to protect endangered species of wildlife, which I proposed in 1972, were signed into law last year. Simultaneously, the first international convention to regulate trade in endangered species was held here in Washington. The United States is the first nation to formally ratify that treaty. The U.S. was also last year the first nation to ratify the World Heritage Trust Convention, which I initially proposed as a way to extend internationally our successful national park concept.

Increasingly, Americans are recognizing the value of our historical heritage. In many areas of the country, citizens have organized to preserve at their own expense those buildings, sites, and monuments which reflect the qualities of another era. Federal efforts must be accelerated if we are to keep pace with our people's concern for the preservation of nationally significant historic property and their interest in learning more about our heritage. Accordingly ↩

↩ I urge prompt Congressional action on my proposed Environmental Protection Tax Act, which will discourage the demolition of historic structures and encourage their rehabilitation instead.

[Wild and Scenic Rivers

Preserving the nation's magnificent wild rivers has priority in this Administration. I will forward legislation to the Congress to authorize the identification and study of additional rivers for preservation under the National Wild and Scenic River System.]

PRESERVATION OF WILDERNESS

~~[As we take new and critical steps toward fuller development of energy resources, this Administration continues to move ahead in support of efforts to preserve and protect significant areas of our lands in their natural state.]~~

This Nation's recognition of wilderness as part of our American heritage is particularly fitting this year, since it marks the 50th Anniversary of the wilderness concept in the United States, and the 10th Anniversary of the National Wilderness Preservation Act. The Gila Wilderness area in New Mexico was established in a National Forest in 1924, as the first in the growing system we have today. It and 53 others were the initial components of the system established just a decade ago. In those intervening 10 years, Congress has acted to enlarge the system to 11 million acres from the National Forests, National Parks, and Wildlife Refuges.

In addition, the Forest Service in the Department of Agriculture has taken the initiative by looking beyond the requirements of the Wilderness Act to conduct an extensive inventory of its remaining roadless areas. As a result, an additional 12.3 million acres have been identified for future study as potential wilderness.

In recent years, I have sent to Congress 70 proposals for wilderness designation of land administered by the Department of Interior and Agriculture. Congress has so far acted on only 11 of these proposals. I urge Congress to move on the backlog of wilderness proposals to ensure that the serenity and splendor of America's pristine wilderness will be available to all Americans today and in the future.

Particularly crucial, also, is the need for wilderness areas in the heavily populated Eastern United States. There are lands in the East which have been affected by man, but which have returned essentially to a wilderness state. In 1972, I proposed legislation to preserve Eastern wilderness. I urge Congress to act on this proposal as well, so that all our people, including those concentrated in the East, may have easy access to wild and natural lands.

[~~(As a new initiative, I will also propose legislation to permit State and local governments and private agencies to make application to the Secretaries of the Interior and Agriculture for inclusion in the National Wilderness System of land administered by them. This legislation would add Federal protections to certain valuable unspoiled areas.)~~]

MINERALS AND MATERIALS

In June, the final report of the National Commission on Materials Policy was delivered to me. The Commission looked at our Nation's material position and identified three needs: a balance between mineral production and the protection of our environment; an adequate supply to meet the growing demand; and a materials policy to properly guide the management of these essential resources.

The rapid rise in prices of some metals, potential joint actions by mineral exporting countries, and the decline of some types of refining capacity in the United States have created apprehension among businessmen and consumers that potential minerals and materials shortages might develop and endanger our economic health.

Because of our experience with energy shortages, it is imperative that we review our current and prospective mineral and material supplies.

My new budget includes new funding to improve the quality of data available on world production and consumption of minerals and materials. These new data are vital to our continuing governmental duty to ensure adequate supplies at reasonable costs.

For the past six months, work has been underway in the Environmental Resources Committee of the Domestic Council, chaired by Interior Secretary Rogers Morton, on the domestic policy aspects of our economic and societal reliance on minerals and materials. Analyses are also being prepared by the National Security Council, the Council on International Economic Policy and other parts of the Executive Branch on the worldwide implications of this complex and interrelated set of issues. These efforts will be closely coordinated so that a comprehensive assessment can be made to assure that our policies adequately protect our national and international interest. The American people will be fully informed of the particular worldwide and domestic demand and supply situation with respect to all critical commodities. This Administration is committed to ensure that our management of resources, both renewable and non-renewable, is exercised responsibly to meet our needs both now and in the years to come.



As the world resources trading systems become more complex because of trends toward nationalization and multiple-country arrangements, understanding of the United States posture ~~[in each of the minerals which are essential to our economy and welfare]~~ becomes of critical importance. We must make wise and far reaching mineral policy decisions, and this requires a full understanding of these complex situations. I am directing the Secretary of the Interior to take immediate steps to improve our knowledge base of minerals. ~~[These steps include]~~

Improvements in

- o ~~[The immediate establishment of an Office of Mineral Policy Development to focus on]~~ minerals policy analysis, minerals conservation, and ~~[improvements]~~ in minerals data.

An improved

- o ~~[A stepped up]~~ program in domestic resource base evaluation by the United States Geological Survey.

- o Additional emphasis on determining domestic and world wide availability of minerals to the United States by the

United States Bureau of Mines, including ~~[a number of new]~~ *improving technical* information received from ~~appropriate embassies abroad.~~ *mineral specialists placed in proper embassies throughout the world.*

Policies and problems discussed above

While focusing on ~~[immediate problems]~~ *basic* we must not lose sight of the continuing need for research ~~[in the basic earth and natural resources. This research has]~~ *related to the environment* ~~sciences]~~ which have direct long-term implications relating to mankind's economic and social needs for more abundant energy and mineral resources, for wiser management of land use, and for reducing the impacts of natural disasters. *It will open new options for us as we move to meet these needs.*

The Administration is continuing its strong support for such research. In the 1975 budget, funding for the National Science Foundation ~~(NSF)~~ research on natural resources and the environment will increase about 20 percent; from about \$160 million for 1974 to over \$190 million.

World Food Supply and Demand

In 1972, food production throughout the world suffered the greatest year-to-year decline since records have been kept. Bad weather reduced crop yields in both the Northern and the Southern Hemisphere. Massive starvation was avoided. The great achievement, of which our citizens are inadequately aware, was the result, in large part of actions by the United States. Our food reserves were shipped abroad through commercial channels to feed hungry people. Croplands, idled under government programs, was put into use. Multilateral food assistance was provided to victims of natural disaster through the Food and Agriculture Organization of the United Nations. The United States had a leading role in this action.

While the United States assumed a major role in meeting ^{Potential} this catastrophe, other nations worked in close cooperation with us and with one another. ^{Continuing programs of} ~~Investment in~~ research, improvement in the agricultural plant, assistance to low income people, conservation of food reserves--these and related actions helped avert what ^{could} ~~would otherwise~~ have been a towering disaster. The nations of the world, both those that are already developed and those that are in the developing stage, are trying to re-establish their food economies, trying to regain assurance of adequate food supplies. In this the United States must help. In helping, we will help ourselves.

At my direction, Secretary Kissinger recently proposed to the United Nations that it convene a World Food Conference, a concern made urgent by acute food shortages in many parts of the world. This conference, to be held in November of 1974, should prove of particular importance to the American farmer, whose extraordinary productivity has made this Nation the world's leading food exporter and whose own prosperity will continue to increase as we help to meet the needs of a hungry world.

The United States sees the main purpose of the World Food Conference as assessing the world food problem in both its technological and societal implications. This Conference will permit us to take global stock of what can and should be done to ensure that the people of the world are assured of adequate food in the years to come.

We have the technical ability to do these things. We must demonstrate that we have also the will. Ours is the first generation to dare think in terms of food enough for all. If we deport ourselves well, the historian may write that our day was not only the time that launched a great initiative for peace, but also the time that moved the world out from under the shadow of hunger.

The Space Program

~~[Another natural resource we must continue to explore and learn how to use is space.]~~

The successful return of the third Skylab crew marks the end of the Skylab flights and the completion of the space programs undertaken in the 1960's. With these programs we have shown what we can do in space:

- o We can explore space and have made a good beginning. The Apollo astronauts have explored the moon. With instruments commanded from earth, we have mapped all of Mars, looked closely at Venus, and explored all the way 500 million miles out to Jupiter.
- o We can use space. Communications satellites are now the backbone of international communications. Weather satellites are used routinely for weather forecasting. We have made a start in the survey and monitoring of earth resources from space.
- o We can live and work in space. The three successive missions to Skylab--the last one lasting about three months--have conclusively resolved any doubts on the ability of human beings to live and accomplish useful work in space.

Now we are well into the space program of the 1970's. Goals and timetables have been set, which we can achieve by spending much less than when we were going to the moon. The watchwords for the 1970's in space are consolidation of gains and reductions in cost, practical applications, and continued advances in science, exploration, and technology.

^A
• ~~[The second main]~~ thrust in the 1970's is practical applications of space, particularly in the use of satellites as platforms in space to monitor our environment and help us manage, conserve, and use wisely our natural resources. The great problems of today in natural resources and the environment are regional, national, and global in scope. The vantage point of space gives us unique opportunities to monitor and measure the condition of the earth--of its atmosphere, its oceans, and its lands and the uses to which they are put. In the 1970's we ^{have begun} ~~[will begin]~~ to use experimental satellites and ~~[those that follow]~~ ^{as both research and operational} platforms in space:

- to spot, track, and provide advance warning of storms, as well as to improve further local weather predictions and assessments of climatic changes.
- to monitor the sun ^{and} to understand its interactions with the earth, on radio communications, for example.
- to find, measure and track from space various forms of atmospheric and water pollution, on a global scale.
- to map, measure and monitor the oceans, their temperatures, currents, waves, ice-patterns, and even their nutrients, every day from space.
- To observe and report on crops, their health and expected harvest; the run-off of snow and rain, the levels of lakes and reservoirs, and the extent of floods; the condition of forests; the impact of land-use decisions; and mineral and other resources.

The space program my administration has laid out for the 1970's is carefully conceived, financially responsible, and pointed toward important ^{Natural resources and environmental} goals. As such it has had, and I am sure will continue to have, full support of the Congress. We may not recapture the glamour and excitement of the first landings on the moon, but there will be a different and ~~more~~ lasting excitement in the ~~continuous step by step exploration deeper into space and the~~ genuine sense of achievement as we put to work what we are learning in space for "the benefit of all mankind."