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CEQ DRAFT
March 31, 1977

THE PRESIDENT'S 1977
ENVIRONMENTAL MESSAGE
TO THE
CONGRESS OF THE UNITED STATES

To the Congress of the United States:

Concern about our environment is a new development in human history. Until just a few years ago most of us simply took the environment for granted. I know that was the case when I was a boy growing up in south Georgia. My family and friends fished, swam, hunted, camped, and spent as much time outdoors as we could. If we thought about it at all, we assumed that the fresh air, clean water, and undisturbed country, the fish, and wild animals, and the birds that woke us in the morning would always be there, very much the same.

As we know now, that innocent assumption was wrong. The natural world is not indestructible. Human activities, even well-intentioned ones, can seriously damage the earth, and the air, soil, water, plants and living creatures on which we depend.

Not so long ago, sensitive observers like Rachel Carson gave us early warning of the harm we human beings were doing to our own habitat. Oil spills, air pollution alerts, the cancer-causing and other chemicals we have found in our drinking water and workplace, the quiet disappearance of more and more plant and animal species, the destruction of farm and woodland as suburbs sprawl across the landscape, have made the lesson increasingly

clear. The connection between human activities and the natural world is vital and unbreakable. Our health and welfare, bodily and spiritual, depend on the health of the earth.

People sometimes question whether we can afford the environmental controls needed to reduce pollution, protect our health, and save our national heritage. They express fears that environmental protection will cause declines in production and loss of jobs.

The truth is, these fears are groundless. Economic growth and protection of the earth are not only compatible, they are essential. With good planning, sensitive administration of the laws, and industry commitment to cleaning up pollution, we can have both high employment and a better environment. In fact, pollution control laws already on the books are responsible for the creation of hundreds of thousands of jobs.

Many of the measures I am recommending today will also produce new jobs. Stripmine reclamation is a good example. The measures to prevent oil tanker spills I announced a few weeks ago will create jobs in shipyards. Energy conservation involves construction jobs, and so do programs to preserve neighborhoods and the urban environment. Moreover, millions of existing jobs in our food, recreation and other industries depend on the continuation

of a favorable, productive natural environment.

Consider what we are gaining with a modest outlay of about 2 percent of our gross national product for pollution control: human health and lives, first of all; then all the economic, esthetic, and just plain enjoyable benefits of an environment in a state of health -- unpolluted beaches, fish in clean rivers, clear skies, breathable air in the central cities.

It is clear that environmental protection, with its great range of benefits and concerns, is not simply a matter of prohibiting ugliness or saving appealing animals. All of us cherish the beauty of nature, and we are committed to protecting it. But concern for the air, water, land, and living systems that sustain our health and our lives, is fundamental. Intelligent stewardship of these elements is a prime responsibility of government on behalf of all Americans.

The main pressure on the environment comes from our highly sophisticated, industrialized, urbanized way of life. We consume and waste large amounts of energy and other resources; we use and throw away a stream of material goods; we invent new substances for making those goods that resist the natural processes of decay, recycle, and reuse; we convert productive farm land into housing developments and divert rivers to irrigate crops in semi-deserts. All of these activities, some of which

add comfort, pleasure, mobility, and choices to the basic necessities of life, generate pollution.

In the past few years we have given a lot of attention to cleaning up that pollution, and equally important, to preventing it. Congress has been alert to the problems as our understanding has grown. We now have laws requiring us to clean up our air and water, laws to control pesticides, to pretest hazardous chemicals before they get on the market, to protect workers from dangerous substances on the job. We have set aside by law wilderness lands and wild rivers, for preservation in their natural state undisturbed by man. By law and treaty, we protect species that are in danger of disappearing from the earth. Not least, we require by law that federal agencies must consider environmental consequences before taking any major action, must weigh the alternatives, and must listen to what private citizens have to say.

In short, we have shown that when it comes to protecting our environment, we mean business.

But the job is far from done. The message I am sending you today lays out a program of unfinished business. It is comprehensive but by no means complete. As the weeks and months pass this Administration will continue to develop its environmental program for the Nation. Our program will be one that recognizes the vital connection between environmental quality and the life-

CONTROLLING POLLUTION AND PROTECTING HEALTH

At the beginning of this decade the Nation embarked on a bold but long overdue program to eliminate pollution in order to make our environment more healthy and livable. This Administration fully supports the path breaking legislation that has been enacted and is committed to attaining our clean air and air goals speedily and efficiently, and to implement strong measures to protect our most important resource -- human health -- from the increasingly apparent problem of hazardous substances in the environment.

In the air we breathe, in our food and the water, in factories and on farms, we are each exposed to a disturbing array of agents, some of which are known to cause cancer, birth defects, nervous disorders, and other serious diseases. The current health consequences are only now being elucidated and could worsen when the impacts of the post-World War II period's outpouring of new chemicals are fully felt. There can be no greater need in the area of environmental protection than to act, and act now, to ensure all Americans a safe and healthy environment.

We must improve the manner in which our laws are enforced:

we plan to increase the effectiveness of and resources devoted to enforcement, and we plan to make more use of

economic incentives to induce polluters to clean up. This Administration will seek to supplement existing enforcement approaches with a commitment to redirect the powerful forces of our free market system to achieve environmental goals.

We are also determined to increase the efficiency with which we achieve our environmental goals. It is a fundamental environmental principle that the best protection is conservation, and it will be a principle of our pollution control efforts to protect the environment by conserving resources -- not by squandering them. We will focus more on preventing the pollution from being generated in the first place, rather than abating it after it occurs. We will improve the efficiency of our environmental programs by making sure that there is better planning, particularly at the local level, that the public has a better chance to contribute to the planning and implementation of environmental programs, and that all our pollution control programs are integrated with one another and with other development and conservation plans, rather than operating independently and often at odds.

We will adopt a longer range perspective to ensure that pollution control regulations are not simply viewed as standards to be met for a short time period and then forgotten. Today, some new automobiles are not meeting emission standards

after 10,000 miles. Sewage treatment plants constructed with public funds are not being operated effectively. Pollution control equipment in industrial facilities is sometimes not operated or maintained properly.

We will make sure that the job of controlling pollution does not stop with the promulgation of regulations by the Government in Washington. We will develop programs to follow up on these longer-term problems and begin to solve them.

We need to ensure, moreover, that regulation of a problem in one environmental medium -- such as water -- does not create an environmental problem in another medium -- such as air or solid waste. The accumulation of sewage sludge generated by waste water treatment plants around the country today demonstrates the need for comprehensive solutions to our environmental problems.

Overall, we plan to ensure that the major regulations issued by EPA are:

- Necessary and effective
- Not causing serious cross-media pollution problems
- Accompanied by an analysis of their environmental and socioeconomic impacts
- Internally consistent with other Federal regulations

- Straightforward and accompanied by the minimum amount of paperwork
- Enforced strictly

These are the basic themes we will pursue in our pollution control efforts in order to achieve the most improvement at the least cost as rapidly as possible.

Controlling Toxic Chemicals

In the last few decades, the incidence of chronic diseases in the U.S. has steadily grown to the point that they are now our leading killers. These issues are often related to environmental factors. For example, the vast majority of human cancers -- between 60% and 90% -- appear to be related to environmental factors. These factors include a large contribution from smoking but also, increasingly, certain chemicals that may be found in the home, workplace, consumer products, and food.

Our workforce is often the most affected by the toxic substances in our environment. Like industrial workers, low-income groups and particularly the urban poor suffer disproportionately from environmental health threats, including exposure to lead and other chemicals.

Certain manmade substances pose severe threats to the living environment about us as well. In recent years we have learned that contamination by PCB's (polychlorinated biphenyls) is threatening salmon reproduction in the Great Lakes and has devastated fishing in the Hudson River. Similarly, farm areas in Michigan and certain fisheries in Virginia have suffered tragic contamination by synthetic chemicals known as PBB's and kepone respectively.

I believe that a new attack on hazardous chemicals in the environment is imperative. A principal focus of this attack must be preventative: we must identify from the vast array of chemicals produced those that pose problems and prevent them from coming into contact with people and the ecosystem whether directly or through environmental media.

There are now at least a dozen major federal statutes, implemented by several agencies, which address in various ways the problem of harmful chemicals. With the passage of the Toxic Substances Control Act, we hope the problem is no longer one of needing major legislation. What we must do now is put into operation a coordinated Federal approach for addressing this critical subject.

- I have directed the relevant agencies to make environmental health a priority objective and to coordinate their toxics related activities under air and water pollution, solid waste, pesticides, food and drug, consumer protection and other statutes. I am directing the Council on Environmental Quality to chair an interagency effort to design a Federal strategy to eliminate overlaps and omissions in information collection and analysis, encourage coordination of research and regulatory priorities, and otherwise enhance coherent implementation of these laws.

• I will emphasize implementation of the recently enacted Toxic Substances Control Act. This statute fills the last important gap in federal authorities to address such problems. It enables the government for the first time, to obtain enough information to be able to categorize substances and their uses according to potential environmental health.

concerns and set priorities for their control.

I have allocated an increase of \$16 million next year for EPA to implement this important Act.

• In implementing the Federal Water Pollution Control Act we will give priority attention to developing 1983 best available technology based effluent standards for industry which include control of toxic pollutants and to incorporating these standards into discharge permits.

• We will also seek changes in other provisions of the Federal Water Pollution Control Act such as Section 307(a) which will allow EPA to move more swiftly and surely when chemicals potentially injurious to human health are being discharged.

• We intend to aggressively develop complementary regulations under the Safe Drinking Water Act to control human exposure to toxic substances through drinking water, beginning with potentially carcinogenic substances produced during the disinfection process.

Cleaning-up the Workplace Environment

The workplace is a most hazardous environment, causing at least 160,000 recognized new cases of disease annually, and perhaps as many cases that are unrecognized and thus unreported. Some estimates suggest there may be as many as 100,000 deaths annually from such diseases. While control of toxic chemicals will provide significant improvement in this picture, other steps are necessary in the short run to protect worker health and to provide adequate compensation to those who are suffering from occupational diseases.

Effective federal occupational health standards can provide significant assistance in this regard, provided that they are sound, clear, and are vigorously enforced.

- ° I pledge that my Administration will give the development of such standards a high priority under the Occupational Safety and Health Act of 1970.
- ° I also pledge that this Administration will vigorously enforce, and support strengthening amendments to, the Federal Coal Mine Health and Safety Act of 1969 and the Federal Metal and Nonmetallic Mine Safety Act. We will not move toward a greater use of coal, uranium, or oil shale to meet our energy demands at the expense of the men and women who mine such minerals.

This Administration will also explore other initiatives which can be taken to supplement this approach, including reforms that might be undertaken in the coverage of occupationally induced diseases by State and Federal worker compensation systems.

- ° I pledge that my Administration will give high priority to the needs of those suffering from occupational diseases, to insure fair and adequate compensation for workers who suffer job related diseases and to the development of statistical and scientific evidence necessary for the resolution of difficult problems in this area.

Establishing a National Policy for Recombinant DNA Research

Science has recently advanced to the point that it is now possible to recombine genetic material from disparate forms of life to create new ones. This ability opens the doors to a broad range of anticipated benefits, especially in medicine and agriculture as well as unknown potential risks.

In 1973, the scientific community voluntarily halted research on certain uses of these recombinant DNA techniques until potential hazards could be assessed and guidelines for their safe use developed.

This responsible action by the scientific community led to issuance in June 1976 of guidelines by National Institutes of Health for projects conducted under its sponsorship. A review of existing federal authorities has revealed, however, that no current statute can be used to cover all non-NIH

supported recombinant DNA activities within the United States.

I believe, in view of the potential risks, that such research should be regulated in a manner that will not unduly stifle its potential benefits.

- Therefore, I will forward to Congress this month draft legislation which would establish a national policy governing the production of recombinant DNA. This proposed legislation would also provide safeguards such as the licensing of laboratories performing such work and the registration of individual projects with HEW.

Improving Air Quality

(To be completed upon resolution of the Administration's position on the Clean Air Act Amendments.)

Improving Water Quality

The nation has made considerable progress in cleaning up its waters under the program laid out by the 1972 amendments to the Federal Water Pollution Control Act, but the job is not yet done. I am committing this Administration to develop a series of amendments to correct remaining problems and to accelerate our progress towards achieving the Act's 1983 goals of fishable and swimmable waters.

A most important element of our efforts is the control of pollution from municipal sewage systems. The Federal Government has already obligated \$12.2 billion for this purpose, and currently has 10,000 active construction projects. However, we still have far to go. Our most recent survey of needs indicates that we still require substantial funding to finish the job we have begun. We also have to ensure that these monies are being spent as efficiently as possible to clean up existing sources of pollution. Therefore, I have already submitted to Congress a proposal to:

- ° authorize the expenditure of \$4.5 billion per year for the next 10 years for municipal waste water treatment facilities with the first \$4.5 billion being made available this year. The Administration has also requested that the September 1977 deadline for obligation of construction grant funds be extended for one year.

These funds should allow us to continue at full pace our efforts to solve our municipal sewage treatment problems. But at the same time we have to make sure that the federal monies are spent efficiently and well. We need to ensure that they are focused on dealing with the most serious existing pollution problems in a cost effective manner, that the projects do not create other environmental problems because they focus too narrowly on water pollution abatement, and that the project plans incorporate opportunities for water conservation as well as water treatment. We need to ensure that the systems are operated properly once they are built, that there is an effective pre-treatment program to remove harmful industrial wastes from these systems, and that we are carefully considering alternative solutions, particularly in smaller communities, to ensure that the most economically and environmentally effective projects are being built.

We intend to move aggressively ahead with the state and areawide water quality management program under Section 208 of the 1972 Amendments, and I have already requested increased funding for this program during the current year. The 208 planning requirement, I believe, has the potential of being a significant tool in our efforts to control and prevent water pollution. First, it begins the process of institutionalizing

water quality management at the state and local levels where best decisions can be made and where the job of prevention and abatement must actually be done. Second, it provides a framework for addressing the complex and very serious problem of pollution from agricultural, forestry, and construction activities and from stormwater. Control of these non-point sources will be difficult but to make Section 208 operate effectively, tough state and local programs addressing these problems must be developed and implemented on a timely basis.

These are some of the issues we plan to deal with in implementing the existing legislation or in further amendments which we will be submitting to the current session of Congress. In general, these amendments will be designed to increase the speed and efficiency with which we attain the goals we have established, and will also contain provisions to:

- ° impose economic penalties on firms that are not abating their pollution on schedule, thus making pollution unprofitable as well as illegal.
- ° improve the quality and stringency of the law's enforcement.
- ° ensure that adequate funds are available to complete local pollution control planning and that the local planning agencies have the authority to implement their plans.

Encouraging Resource Conservation and Recovery

Solid waste continues to inflict significant environmental, public health, natural resource, and economic costs on the Nation. This Administration must meet the challenge of successfully implementing the Resource Conservation and Recovery Act passed in the closing days of the 94th Congress. The Act provides for the control of hazardous wastes and the safe disposal of other residuals. It is essential that we take the necessary steps to implement these provisions of the Act but without creating a series of unmanageable bureaucratic regulations.

- I am instructing the Administrator of EPA to give high priority to the development of efficient hazardous waste regulations.

But the government must progress beyond attempting to deal with the symptoms of our solid waste problem. The greater challenge is to solve the causes of the problem -- increasing waste generation, excess packaging, discrimination against recycled materials -- while at the same time conserving valuable resources and reducing economic costs. Wise materials use will reduce waste, minimize pollution, and reduce costs. The Act provides us with an opportunity to emphasize financial incentives to achieve the public goals of resource conservation, recycling and resource recovery, such as waste disposal charges, refundable deposits on containers, excise taxes to provide litter clean-up, and federal

procurement of recycled materials. The Act also includes a provision for an interagency Resource Conservation Committee which will be releasing its first report this month. I place great importance on the Committee's role in developing resource conservation policies.

- I am asking the Committee to present to me within 6 months its recommendations and proposals regarding the use of waste disposal charges to stimulate resource conservation, recycling and resource recovery.

In addition, I am taking the following actions in this

area:

- I have arranged for the White House staff to use recycled paper and to implement an office waste paper recycling program.
- I am directing the Administrator of GSA and the other appropriate Federal agencies to implement the office waste paper recycling program in federal offices by end of this year.
- I am also directing GSA to implement a permanent recycled products procurement program, including revision of paper product specifications to allow for purchase of more recycled paper.
- I am instructing the Environmental Protection Agency and the Department of Commerce to implement immediately those sections of the RCRA Act which

call for the reexamination and rewriting of specifications for all materials purchases by the government to maximize the amount of recycled material contained in those products.

Improving Pest Management

For several decades chemical pesticides have formed the foundation of agricultural, public health, and residential pest control. Yet the very success of chemical pesticides has created a dilemma. Increased pest resistance is limiting the effectiveness of several chemicals; some of the approximately 1,400 chemicals used in formulated pesticide products pose recognized health or environmental problems, and since production of the chemicals is a petroleum based technology, it is subject to the same uncertainties as fertilizers and other fossil fuel derivatives.

My Administration intends to solve these problems.

First, measures will be taken to speed the registration of desirable pest control agents and the revocation of registration for those which pose unwarranted risks.

- I have asked the Administrator of the Environmental Protection Agency to work with the Congress to develop an amendment to the Federal Insecticide, Fungicide, and Rodenticide Act to change the focus of EPA regulations from the 40,000 formulated products to the 1,400 basic active chemical ingredients, in order to more effectively analyze the benefits and risks of these compounds to society.

Second, the use of promising new pest management options will be encouraged. The goal is an integrated approach that takes advantage of natural, biological and environmental controls such as breeding of pest resistant plant varieties, release of natural predators, and development of pest-specific diseases and hormones. This integrated pest management approach is designed to insure economical, stable, and environmentally sound pest control over the long term.

° The Council on Environmental Quality is conducting a thorough review of integrated pest management in all sectors of pest control and will recommend to me measures that can be taken by the Federal Government to encourage the future development and application of these techniques to all sectors of pest control in America.

ENERGY AND THE ENVIRONMENT

Establishing policies which assure that we meet our energy needs in an environmentally acceptable manner is one of the most difficult tasks facing the nation. I am confident that we can meet this challenge.

Energy production and use are major determinants of environmental quality. The energy choices we make today will have a powerful effect on the quality of life in this country for years to come. The most essential step we can take is to make energy conservation one of our major national goals. In my energy message later this month I will announce a program to reverse the wasteful energy practices of the past and move us toward greater use of renewable energy resources.

I believe that wiser and more efficient use of energy is essential to a better environment. The environmental benefits of slower energy growth cover a wide range: better air quality, less land disturbed for strip mining, fewer oil spills, less radioactive waste to manage, to name a few. More restrained demand growth means less use of costly, environmentally risky supply options, and helps to provide time for developing acceptable alternative energy sources. As a first step, in my budget submittal to Congress, I have increased the amount of funds for energy conservation research and development by 160 million dollars.

At the same time, we must pursue new sources of supply and ensure their environmental acceptability. I am committed to an aggressive research and development program to reap the full benefit of renewable energy resources. Solar heating now appears to be viable for some purposes in some parts of the country. In my budget submittal I have increased the federal program for solar heating and cooling. But more extensive application of energy from the sun, wind, and the oceans over the longer term will require a well-planned research effort with full cooperation among government, industry and the public.

This transition to new energy sources will be difficult and will take time. We must continue to rely on those sources of energy presently available: oil and gas, coal and nuclear power from conventional reactors. For the remainder of this century and into the next, these fuels will provide us with the great preponderance of our energy. I am committed to accelerating our efforts to use the fuels in an environmentally acceptable manner.

Supplying Oil and Gas

The past 20 years have been marked by increasing reliance on petroleum and natural gas. Our energy and environmental policies in the past have been based on the assumption of continually increased availability of these fuels. We now know the resources we have left are relatively slender. Nevertheless, oil and gas will continue to dominate

our energy supply for the rest of this century, and we must deal aggressively with their environmental problems of production and transportation.

Natural gas is our most environmentally acceptable large source of energy. I am committed to establishing policies which will assure that we use it much more wisely than in the past. We must also carefully examine the potential safety problems associated with the transport, storage and processing of liquefied natural gas, and minimize the risks in the siting of LNG facilities.

We will also take strong measures to reduce environmental problems of transportation and production of oil.

Preventing Tanker Oil Pollution

On March 18, 1977, I announced a program to reduce the risks associated with marine transportation of oil. The measures I am adopting are both international and domestic. Pollution of the oceans is a global problem, and I am seeking rapid international action to find solutions. But it is also a serious domestic problem demanding prompt federal action to protect our shorelines and coastal waters.

My program is designed to achieve these three objectives: First, to reduce oil pollution from tanker accidents and from routine operational discharges; second, to improve our ability to deal with the oil spills that do occur; and third, to provide full and dependable compensation to victims of oil pollution damage.

The program includes:

- ° Reform of ship construction and equipment standards, including:
 - Double bottoms on all new tankers
 - Segregated ballast on all tankers
 - Inert gas systems on all tankers
 - Backup radar systems, including collision avoidance equipment on all tankers
 - Improved emergency steering standards for all tankers

These standards will apply to all oil tankers over 20,000 deadweight tons, U.S. and foreign, which call at American ports. Proposed regulations to implement these standards will be issued by May 15, 1977.

- ° Ratification of the International Convention for the Prevention of Pollution from Ships.
- ° Improvement of crew standards and training.
- ° Development of a program to board and examine every foreign flag tanker calling in U.S. ports at least once a year and more often if necessary, and to establish a U.S. Marine Safety Information System.
- ° Approval of Comprehensive Oil Pollution Liability and Compensation legislation.
- ° Improvement of Federal ability to deal with oil spills.

I believe these measures constitute an effective program to control oil pollution of the earth's oceans, and to protect the health and resources of our own sea coasts.

Enhancing Environmental Protection on the OCS

Oil and gas under federal ownership on the Outer Continental Shelf are great national assets. It is essential as part of our comprehensive energy program that we proceed to develop this oil and gas in an orderly manner, which is consistent with the nation's needs and gives the fullest possible environmental protection. Past efforts to increase the rate of leasing and development and to lease in frontier areas have brought attention to the potential effects on marine and coastal environments and on coastal communities. The Interior Department has taken steps in recent years to improve the level of environmental protection in OCS exploration and production. But we must take further steps to reduce the uncertainties faced by industry and by states and local communities.

Congress has recognized this, and the amendments to the OCS Lands Act now under consideration will provide additional needed authorities to the Secretary of the Interior. This Administration strongly supports passage of OCS legislation and concurs with the Congress that we should:

- ° Fully evaluate the effects of oil production, and cancel leases or terminate operations when harm or damage to the environment outweighs the advantage of continued operations.

- ° Consult with states and communities to assure that their interests are coordinated with development decisions, that their environments and economies are adequately protected, and that they have a real role in decisions which affect them.
- ° Require industry to use the best available economically achievable pollution control technology in OCS operations.
- ° Provide authority for a flexible leasing program using bidding systems that will enhance competition, assure a fair return to the public, and promote full resource recovery.

The Secretary of the Interior is working closely with Congress to achieve these objectives.

Even in the absence of legislation, there are certain administrative steps which are needed to meet our environmental objectives for the OCS. We must first assess the overall size and scheduling of the OCS program. The Secretary of my proposed Department of Energy will work closely with the Secretary of Interior to establish reasonable OCS oil and gas production objectives consistent with our energy program. As the leasing program continues the Secretary of Interior will reevaluate the OCS planning schedule to ensure it reflects environmental considerations associated with leasing in the many, diverse OCS regions as well as those production objectives. He is to work closely with the

Governors of the affected coastal states to make certain that the proposed timing and sequence of offshore lease sales is reasonable from environmental and socioeconomic as well as technological perspectives. Because of the unique nature of Alaskan OCS areas and the possibility of serious resource conflicts, I am directing that special emphasis be placed on the Alaskan portion of the schedule. The Secretary will also coordinate closely with the Secretary of Commerce regarding designation of possible marine sanctuaries in areas of prospective leasing.

One of the most important things we can do to reduce the uncertainties associated with OCS development is to improve our information base. The Secretary of the Interior should take all appropriate measures to assure that the ongoing OCS environmental studies program is producing relevant information for decisionmaking, and that there is adequate geological and geophysical data available prior to leasing decisions. I am therefore, directing the Secretary to take the following additional steps to assure full consideration of environmental impacts prior to decisions to proceed with leasing and production and to provide for broader state participation in the decision making process:

- ° Establish an OCS information clearinghouse which would serve as an initial point of contact for questions concerning federal activities. The clearinghouse would be responsible for identifying

the proper source to address a specific issue.

It would be located in Interior but each agency with OCS responsibilities would designate a point of contact to facilitate communication.

- ° Develop regulations, operating orders, and lease provisions providing in detail for the type of information required from industry about both the offshore and onshore impacts of prospective development. The Secretary and the Attorney General are to delineate what data must remain proprietary under existing law and propose revisions to these laws if appropriate.
- ° Facilitate cooperative planning among industry, the Interior Department, the Department of Transportation, and the states for lease development, pipeline locations, pipeline standards, and onshore facilities.
- ° Establish procedures for compliance with the National Environmental Policy Act in connection with development plan approvals.

Finally, it is essential that OCS activities be administered in the most orderly way possible. I am directing the Secretary of Interior to study carefully the merits and problems of creating a single administrative entity within the Interior Department to manage these valuable resources.

And I am directing the Secretary and the Administrator of EPA to establish a means to coordinate their respective regulatory activities so that exploration and development are not delayed by procedural failures.

Using Coal Acceptably

In the future, coal will be called upon increasingly to supply our energy needs. We must move as a nation to substitute use of our vast coal reserves for increasingly scarce and costly oil and natural gas. I am committed to doing this in a way that will not violate the goals we have established to protect human health and the general environment. We must recognize that environmentally, coal is an extremely troublesome fuel and take the necessary steps to assure its satisfactory application. These include technological improvements, strong surface mining controls, and environmentally sound policies for developing coal on the public lands.

Improving Coal Technology

In the near term the switch to coal must be accomplished by using currently available technologies; in the longer term we will seek to adopt advanced technologies. In both cases there are substantial environmental hurdles to overcome.

Near term measures to control pollutants from facilities adopting coal as a primary fuel will be costly. In my forthcoming energy message I will propose financial incentives

to assist in installation of pollution controls. In addition, I recognize that pollution control technology for direct combustion of coal is not fully adequate, and I am directing that the federal research effort be increased in certain key areas. I am also requesting the private sector to give us their full cooperation, financial and technical, in this endeavor.

I am directing the Administrator of the Environmental Protection Agency to take the following actions:

- ° Develop and demonstrate fine particulate controls applicable to coal-burning facilities, and accelerate research related to particle characterization.
- ° Develop and demonstrate techniques for the control of nitrogen oxides.
- ° Establish a program with the Tennessee Valley Authority and private utilities to address generic operating problems with flue gas desulfurization systems.
- ° Continue the existing pilot and research program for advanced flue gas desulfurization systems; and undertake an intensive six month review to determine if the program offers sufficient environmental and cost advantages to be expanded.
- ° Expand design and demonstration of coal cleaning technologies commensurate with utility and industrial needs.

I am directing that supplemental appropriations be requested for FY 1978 to carry out these efforts.

In addition, in my energy message we will give added impetus to research and development of advanced technologies which in the longer term hold the promise for producing products which are more environmentally acceptable than direct combustion of coal. But we must also be sure that the conversion of coal to synthetic fuels does not introduce undue risk to human health and the general environment. While we are making progress in energy technology development, the associated environmental programs have not kept pace. I am particularly concerned that the health effects of coal conversion processes are not well understood. Accordingly, I am directing the following activities be undertaken:

- ° The Administrators of the Energy Research and Development Administration and the Environmental Protection Agency, and the Secretary of Health, Education and Welfare are to coordinate a continuing review to establish priority health effect and environmental issues and research needs for each advanced technology that is the subject of federal research and development. To accomplish this, current environmental planning efforts should be accelerated with close coordination among the responsible agencies.

- ° The Administrators of the Energy Research and Development Administration and the Environmental Protection Agency jointly are to move ahead with procedures to establish environmental protection standards for all new energy technologies. The procedures should be recommended within 1 year.

Extensive application of coal technologies will require huge amounts of water. This is a particular problem in the Western United States where this year's drought conditions illustrate how important it is to have a solid understanding of water availability before making such a national commitment. We need to strengthen our efforts to understand the situation.

- ° I am directing the Secretary of the Interior with the Administrator of ERDA and the Chairman of the Water Resources Council to prepare as promptly as possible a full nationwide evaluation on water needs and availability for energy technologies. They should draw on the capabilities of other federal agencies in preparing this study.

Controlling Strip Mining

Before the nation's coal production increases significantly, we must have strong, uniform controls on surface mining to protect all affected regions. I strongly support Congressional efforts to provide sound strip mine legislation.

The bills currently before Congress provide a framework for administering a comprehensive, workable surface mining and reclamation program. In anticipation of passage of the strip mine bill, the Department of Interior has begun to work toward establishing the new office and implementing the bill's provisions.

In order to provide strong protection for the people and the lands affected by strip mining, I have suggested several amendments to Congress to strengthen the legislation under consideration:

- ° Providing with limited exceptions that mountain top removal is accomplished without depositing spoil in the valley.
- ° Directing the federal agencies to protect critical areas adjacent to National parks, forests, wildlife refuges and other protected systems where the lands are in federal ownership, and to petition the states to protect critical nonfederal areas surrounding these systems. Additionally, there should be required consultation between the state and the Secretary of the Interior for any permit within the critical adjacent areas.
- ° Providing very strong protection for naturally irrigated alluvial valley floors.

- Requiring restoration of soil productivity for all agricultural lands and imposing a five-year moratorium on mining prime farm lands. The moratorium will not disrupt current production and will provide an opportunity to determine the ability to restore the productivity of these valuable lands.

We will work closely with Congress on these amendments. Passage of the strip mine bill will mark the beginning of a new era of environmental protection and will help insure that increased reliance on coal is compatible with our environmental goals.

Improving Coal Leasing

I am particularly concerned that decisions about the development of the estimated 175 billion tons of reserves of publicly-owned western coal are part of environmentally sound, comprehensive planning for the public lands. The newly enacted Coal Leasing Amendments and the Federal Land Management and Policy Act provide the Secretary of the Interior the necessary planning authority.

The major responsibility now is to implement an affirmative program to manage coal lands and associated resources that will fully protect the public trust. While production from federal coal leases is increasing, it remains a small part of our total production. Moreover, some sixteen billion tons are already under lease. There is ample

time to undertake an environmentally sound program -- with careful attention paid to land use planning -- before full scale federal coal leasing occurs.

The leasing program must be responsive to people, because much of our federal coal lies under farms and ranches homesteaded by American families earlier in this century. This Administration will respect the rights and preferences of private surface owners and work with local people and governments in an effort to make sure that federal coal management practices are consistent with their wishes. We also need to know how much production is likely to result from existing federal leases, and we need to establish appropriate targets for federal coal production that are consistent with the nation's energy policy.

To accomplish all of this, I am directing the Secretary of the Interior to assess the coal leasing program to assure that it can respond to production goals established by my proposed Department of Energy by leasing only environmentally acceptable areas where mining is most compatible with other land uses. Specifically:

- ° The Interior Department, based on environmental reviews, coal assessments, and indications of market interest, should determine which lands are appropriate to offer for lease.
- ° Land use plans should be completed before a decision to offer specific tracts for sale.

- ° No tracts are to be leased unless the Secretary is satisfied that the environmental impacts are acceptable and that the federal government receives a fair market value for the lease.

The planning system for coal leasing should be strengthened as needed to accomplish these objectives. This planning should be closely coordinated with the Secretary of Agriculture and my Energy Advisor.

A major concern is the existence of large numbers of nonproducing federal coal leases scattered widely in the Western states, causing uncertainty and confusion for the rural people who live there. I am therefore directing that the existing leases and applications for preference right leases, covering an additional 10 billion tons of reserves, be carefully evaluated for prospects of timely development and for the environmental impacts of production. Necessary steps should be initiated to deal with nonproducing and environmentally unsatisfactory leases and applications, including the following:

- ° The alternative of requiring exchange of environmentally unsatisfactory leases or applications for environmentally acceptable coal lands of equivalent value should be investigated.
- ° The basis for granting or denying preference right leases should be reassessed.

- ° Study the need for legislation to allow condemnation of outstanding rights for reasonable compensation where essential to prevent environmental damage.

Dealing with Nuclear Power

Nuclear power gives an option for generating electricity that reduces or eliminates many of the health and environmental problems associated with coal but itself introduces difficult and unresolved problems. I believe we must continue to use and improve our commercially available nuclear reactors. But, as I promised the American people in the recent campaign, I plan to minimize reliance on nuclear fission and make nuclear energy our technology of last resort.

Our greatest concern must be with implications of movement toward domestic and global economies dependent on plutonium. Plutonium is extremely toxic, but more important, its separation and use as a reactor fuel could put the means of making nuclear weapons within reach of many nations and terrorist groups. The introduction of technologies, such as fuel reprocessing and fast breeder reactors, which depend on weapons-usable material would pose grave risks. For these reasons, I have asked Dr. Schlesinger to reevaluate the role of the liquid metal fast breeder reactor, which produces large amounts of plutonium. Pending completion of that review, I have reduced funding for the breeder

reactor program 199 million dollars in FY 1978. I also have asked the State Department for recommendations on how the U.S. can deter the spread of nuclear weapons materials and technologies arising from worldwide development of nuclear energy. The results of these reviews will be reflected in my energy message.

If we are to continue to rely on conventional nuclear reactors, we must have in place at the earliest possible date the means to deal satisfactorily with radioactive wastes. I am concerned with all types of such wastes from both our civilian and military nuclear programs, and, particularly, with the adequacy of our effort to provide safe, long-term storage of spent reactor fuel.

- ° I have asked my Energy Advisor, using the resources of the Energy Research and Development Administration, in consultation with the Nuclear Regulatory Commission, the Environmental Protection Agency and the Council on Environmental Quality, to conduct a full public review of the unresolved environmental issues associated with disposal of radioactive wastes.

These agencies are to recommend to me any program changes which will be necessary to assure that these wastes will not enter the living environment. The review should involve experts outside the federal government. I would expect all reasonable means be taken to provide information to the general public and involve them in the review.

Finally, we must be satisfied that nuclear reactors are designed, constructed and operated in a safe manner that minimizes the risks to those who might be exposed to reactor accidents or acts of terrorism directed at nuclear facilities. Both the public and the industry have voiced strong concern over current licensing standards and procedures. We must ensure that the risks are fully understood and that all reasonable alternatives for siting and construction are explored.

I will ask the person I nominate to be Chairman of the Nuclear Regulatory Commission to make an in depth review of the reactor risks, siting and licensing and recommend necessary changes to make the process more responsive to the public interest.

IMPROVING THE URBAN ENVIRONMENT

This message describes many steps we are taking to preserve and enhance our valuable natural environment. My Administration will also focus on protecting and enhancing the environments where most of our people live -- from our smallest neighborhoods to our largest cities. We will not only continue the fight against noise and pollution, but we also will pursue the goals of improving the economic, cultural, recreational, and social stability and vitality of our urban areas.

The health of our cities and neighborhoods determines how well we will meet one of our most basic environmental needs: the provision of shelter and sustenance to three-quarters of our Nation's people. The National Environmental Policy Act calls for each citizen to be assured of safe, healthful, and productive surroundings in which to live and work. For our many citizens in urban areas, this opportunity will depend largely on the survival and character of our cities.

Under existing environmental protection programs, we will work more aggressively to eliminate the air pollution which seriously affects inner city residents; we will strengthen our efforts to reduce aircraft noise; we will work

to clean our waterways and we will encourage better recreational opportunities for city dwellers; we will control the emission of lead and other pollutants from automobiles and the production and distribution of toxic and hazardous substances which invade our homes and place of work.

Our cities contain vast resources on which we could build, such as beautiful old housing stock, arteries for transportation and areas for commerce, parks and waterfronts, and closely knit communities. We shall make every effort to halt their degradation and to conserve and develop these resources.

The focus of our efforts is to make America's neighborhoods better places to live. The wide range of community development and housing programs currently administered by the Federal Government will play an important role in meeting this objective. We will make better use of what we already have, by preserving and enhancing existing communities; by improving the coordination and effectiveness of current programs, including those social service and economic development programs which may be vital to community well-being; by committing and redirecting the resources of the Federal Government to neighborhood preservation and conservation; and by designing and integrating projects to be compatible with their surroundings.

As part of our program to restore a quality environment for America's cities and neighborhoods:

- I have submitted legislation to Congress which would strengthen the Community Development Block Grant Program, the major federal assistance program to our cities and smaller communities,

by increasing funds and allocating them more equitably, especially for the nation's older urban areas.

o I have requested \$250 million over the next year and a half to create 30,000 jobs for Youth Community Assistance and Improvement projects, including neighborhood and community improvement and restoration work.

o I have given my full support to a new office and program which has now been established by Secretary Harris to study, develop and propose ways to strengthen neighborhoods. I will ask a Cabinet group to develop initiatives which cut across departmental lines and insure that new policies are implemented as rapidly as possible. In addition, I will support creative approaches to neighborhood preservation, such as those being established by the Urban Reinvestment Task Force, where citizens, governments, and businesses work together to create better places to live.

o I will enlarge the urban homesteading program by making more and higher quality houses available, by ensuring adequate rehabilitation loans to families to make the program work, and by ensuring that the program is closely coordinated with other federal, state, and community programs. Moreover, I have

requested Congress to continue the important Section 312 housing rehabilitation loan program which would have expired this year and have increased the program level to \$70 million for each of the next two years.

• I have increased funding for the urban mass transit program within the Department of Transportation, including the use of discretionary grants which can make a major contribution to community redevelopment efforts.

• I am directing all Federal agencies to assess their programs to assure that the projects they fund or assist are designed to be compatible with the physical and social character of our communities by being more accessible to people, by building upon our rich architectural and cultural heritage, including sensitively utilizing historic properties, and by supporting diverse uses which contribute to the vitality of urban life.

• I am asking Secretary Harris to review all of the existing programs and authorities of the Department of Housing and Urban Development to streamline and eliminate duplication and confusion in government rehabilitation assistance and to ensure that those programs work together with each other and successfully reach the neighborhood level. I am asking Secretary Kreps to do the same for urban economic

development assistance programs and authorities in the Department of Commerce. I expect these and other agencies to work together to assist the cities by developing ways to leverage their program resources to address residential and commercial problems in our urban areas.

PROTECTING NATURAL RESOURCES

Public policy strongly influences how wisely and well we use certain resources of fundamental value to the nation. Whether our water, wetlands, minerals, timber and other essential resources are managed prudently, with a conscious regard for environmental values, or whether they are carelessly squandered depends in large part on the actions of the federal government.

This Administration firmly supports a comprehensive, consistent resource program based on environmental protection, economic efficiency, and social equity. Federal agencies must manage the resources on the public lands, which belong to all our citizens, in accordance with these objectives. We must also measure government construction projects against these standards. And through regulation, information, and financial assistance, we must encourage a similar approach by states and private owners of resources.

Conservation is first among the environmental principles for sound resource management. As with energy development and pollution abatement, the benefits of intelligent, well-planned conservation are many and the costs relatively low. The severe drought in the West is reminding us once again that we cannot afford the waste of such vital resources as water.

A second principle is multiple use of resources.

For example, forests that are managed to protect watersheds can be highly productive of timber in the short run, store water effectively, prevent rapid runoff and soil erosion, and preserve the integrity of the land and the forest growing from it for the long run. This kind of management also favors wildlife, scenic beauty, recreation, and enjoyment of nature.

A closely allied idea is that natural ecosystems serve valuable purposes that must not be overlooked in an environmental-economic assessment of resources. Wetlands for instance store water, prevent floods, control water pollution, and provide essential habitat for fish and wildlife. In managing the nation's wetlands, we must be extremely cautious about sacrificing these multiple functions for single, more directly human-centered purposes.

Finally, a consistent, comprehensive resource program requires that the government have broad powers for balanced management of our public lands and resources. Laws or customs from earlier eras that are at cross purposes with balanced management must be reexamined and reformed.

A federal resource program that is guided by these environmental principles and is mindful of the economic efficiency and social effects of construction projects, will be built on a solid basis.

Reforming Water Resources Policy

One of the pressing domestic issues facing this Administration and this Congress is the establishment of a coherent national water resources management policy. As I indicated during my campaign for the Presidency, we have an obligation to reexamine current federal water programs and projects, giving particular attention to the expressed concerns of the American people for both economic efficiency and the protection and enhancement of our environment.

In response to these concerns, I recently ordered a major review of federal water resource projects; I will present the results of that review and my specific recommendations to the Congress on April 15. I have already deleted funding from my FY 1978 budget for some projects of questionable merit on environmental, economic or safety grounds. I will make appropriate adjustments in those Budget recommendations as a result of the ongoing review of 30 projects.

I believe that it is essential to redirect the public works effort of the water development agencies to projects which contribute the maximum amount to our Nation's well-being and provide jobs where they are needed. Because many of the ongoing water projects were authorized some time ago

when economic and environmental constraints were not as severe, it is time to take a close look at these programs and reconcile them as much as possible with today's conditions and needs. Eliminating costly and environmentally unsound projects from the programs of the Bureau of Reclamation, the Corps of Engineers and other water agencies is essential to the establishment of a sound water policy and a balanced budget. While billions of dollars are slated for expenditures on water projects which benefit only a few at the expense of many, we as a Nation are wasting large quantities of water, our damages from floods and soil erosion are growing and we are as susceptible to the ravages of drought as we were in the 1930's.

Unsound water projects are only the symptoms of this Nation's need for a comprehensive water policy. I fear that unless we recognize this need now, our current water problems will become a crisis not unlike the current energy crisis.

Out of the screening criteria established for the current water project review, we can already identify two critical elements that should be reflected in future policy: economic efficiency and environmental protection. We also need to give more careful consideration to other concerns such as safety, social impacts, and distribution of project benefits. Finally, each Federal agency must make

water conservation the corner stone of its future planning efforts. If we are to have sound water resource development in the future, it must be within the framework of comprehensive, cost-effective environmentally sound management of our Nation's most valuable renewable natural resource.

- ° I am therefore directing the Water Resources Council, the Director of the Office of Management and Budget, and the Council on Environmental Quality, in consultation with the Congress and the public to conduct a major review of federal water resource policies. They are to recommend to me within four months, improvements in those policies, giving particular attention to more uniform and equitable cost-sharing, more realistic computation of anticipated benefits and costs, effective application of water conservation and reclamation methods, and more specific assessment of anticipated environmental impacts of Federal water resource programs and projects.

I fully endorse the principle that user charges should be assessed against those who use the waterways heretofore built and operated at the expense of the general taxpayer.

I look forward to working with the Congress toward early enactment of waterways user charge legislation. Further, I am issuing today an Executive Order that encourages Federal agencies to minimize the impact of floods on human life and property by evaluating the potential effects of actions it takes in floodplains and by avoiding support of unwise development in floodplains.

Protecting Wetlands

This Nation's wetlands are a most valuable resource. They must be protected. Both coastal and inland wetlands offer opportunities for fishing, hunting, boating, hiking, birdwatching and general appreciation of nature. They provide valuable habitat for wildlife and serve as breeding, feeding and wintering areas for waterfowl. Wetlands perform pollution control activities at no cost to the taxpayer. They filter out nutrients, capture toxic materials that would otherwise pollute our lakes and streams, and produce enormous amounts of oxygen at the same time.

The values to society associated with these functions often far exceed the benefits to be derived from draining or filling wetlands to the advantage of local owners. The destruction of valuable wetlands shifts economic and environmental costs to other citizens, often in other states,

who have had no say in whether they should have to pay these costs. It is because the benefits of preserving wetlands and the costs of destroying them often extend to citizens of other states, that I believe we need to continue, and to strengthen, our national commitment to wetlands preservation.

So far, public protection has not been adequate. Two hundred years ago it is estimated there were 120 million acres of wetlands. Today that amount has been reduced to 70 million acres. We are still losing wetlands at a rate of about 300,000 acres per year.

-- During the decade of the 1960's more than 35,000 acres per year were drained in the prairie pothole country of the Dakotas.

-- About 90% of the wetlands habitat of the Central Valley of California has been destroyed.

-- About 90% of all estuaries, excluding Alaska, have been moderately to severely modified.

-- Only 7 million acres of the original 24 million acres of Mississippi Delta bottomland have escaped clearing and drainage.

Many of the individual developments which resulted in these wetlands losses may have been considered appropriate and in the national interest at the time. But, the cumulative effect of these many small changes is almost certainly not in our best interests.

I am committing this Administration to a major effort toward wetlands protection. I encourage each State to support similar efforts.

- ° First, I will sign an Executive Order which establishes a Federal policy of conserving and protecting wetlands and which discourages Federal agencies from supporting new construction in wetlands unless no practicable alternative exists.
- ° Second, I support full implementation of the Federal Water Pollution Control Act program to regulate the filling and disposal of dredged materials in U.S. waters or associated wetlands. This important program is essential to successful wetlands protection, but it must be carried out in a way that does not result in undue Federal regulation. I support provisions of the present program which exclude normal farming, ranching, and forestry practices, and allow for general permits that do not tie up individuals in a lot of red tape. Along with my future amendments to the Federal Water Pollution Control Act, I will ask Congress to enact legislation authorizing the States, instead of the Federal Government, to assume the responsibility for carrying out major portions of this vital program.

- ° Third, I strongly support the wetlands inventory being conducted by the Fish and Wildlife Service which will be completed in 1979. That inventory, in conjunction with supporting research to indicate the value of the various types of wetlands, will provide important information which will enable public officials at all levels of government to make regional decisions about the use of wetlands.
- ° Fourth, in order to save our precious wetlands and to increase the number of waterfowl for our recreational enjoyment, I propose a 5-year budget increase of \$50 million, and have already included an additional \$10 million each to the 1977 and 1978 budgets for the purchase of additional wetlands to sustain our waterfowl. I also urge the Congress to enact legislation to increase the price of the migratory bird conservation and hunting ("duck") stamp in order to provide additional revenues for the acquisition of habitat for our Nation's waterfowl.

Protecting Barrier Islands

The coastal barrier islands form a fragile and important buffer between the wetlands and the sea that needs greater protection. The islands are an integral part of the coastal wetlands ecosystem which helps to protect our coasts from the impact of flood waves and ocean storms. Some 281 barrier

islands stretch from Maine to Mexico and about 100 are still, unspoiled and privately owned. Many of these islands have exceptional beauty, and offer excellent wildlife habitat, recreational opportunities and historical values.

Pressures to develop these islands increase daily, yet we have no comprehensive federal policy to protect them. Many of the barrier islands are unsuitable for development since they are unstable and move continually. Structures are frequently vulnerable to heavy losses from hurricane winds and flood waters, and houses there are quite literally built upon shifting sands. A policy that subsidizes and then seeks to protect new construction in such areas could force the government to play the role of King Canute, who wished and tried in vain to stop the rising tide.

Thus development of barrier islands is often a poor investment and ecologically damaging. I am committed to a policy of protecting the remaining natural islands from unwise development.

- ° I am directing the Secretary of the Interior in consultation with the Secretary of Commerce and the Council on Environmental Quality to investigate the most effective ways to protect coastal barrier islands, taking into consideration the appropriate roles for federal, state and local government, and to report back to me within three months with recommendations for proposed legislation, executive order, or other federal action that is appropriate to achieve this purpose.

Identifying Marine Sanctuaries

Existing legislation allows the designation of marine sanctuaries to protect unique resources from the impacts of development. Identification of possible sanctuaries should proceed in tandem with consideration of other development activities. This will require the Secretary of Commerce to take the following steps:

- Develop joint policies and working arrangements with other agencies
- Identify possible sanctuaries in areas where development appears imminent
- Start the data acquisition needed to support designations

The scope of this program will depend upon uses, number, extent and geographic distribution of areas to be designated.

Consideration must be given to:

- Areas necessary to protect valuable, unique or endangered marine life and geological and oceanographic features
- Areas to complement and enhance public areas such as parks, national seashores, national and state monuments
- Areas important to survival and preservation of the nation's fisheries and other ocean resources

- ° Areas to advance and promote research leading to better understanding of marine ecosystems and the impact of marine activities.

Reform Mining Law

For more than a century, the development of hardrock minerals on the public lands has been governed by the Mining Law of 1872. This law served a very important purpose. It encouraged people to move out West and provided a young Nation the mineral wealth that helped to make it strong.

But the Mining Law of 1872 has outlived its usefulness. We now need to control mineral development with environmental standards that protect the water, soils, and air of our Federal lands. We need a law that assures balanced management of mineral development, forestry, grazing, wildlife, and recreation. Finally, we must assure that development of Federal mineral resources provides a fair return to the public treasury.

- ° This Administration will ask Congress to replace the Mining Law of 1872 with a new law which establishes a leasing system for publicly owned hardrock minerals and federal discretionary authority over mineral exploration and development on the public lands.

The new law will set strict standards for protecting the environment and for reclamation of mined areas in cooperation with the States. It will also require the approval of operation and reclamation plans.

It will integrate mining into land use plans being developed for the public lands. Finally, it will encourage private enterprise in the orderly development of an economically sound and stable domestic mining industry that will satisfy our industrial and security needs.

I have today directed the Department of Interior, working in close cooperation with other interested agencies, to develop legislation containing these provisions.

Improving Forest Management

One of the resources of particular interest to me is the forest lands of America. These lands provide outdoor recreation and wilderness, habitat for wildlife, streams for fish, precious supplies of water and timber products needed by ours and future generations.

Congress took an important step under the leadership of Senator Humphrey in 1974 to enact the Forest and Rangelands Renewable Resources Planning Act (RPA). This innovative legislation requires periodic assessment of the Nation's 1.6 billion acres of forest and rangelands, and long term planning and program development for Department of Agriculture

forestry activities. In 1976 Congress enacted the National Forest Management Act (NFMA) which provides specific policy direction for our National Forests. Though this recent legislation has strengthened the principles and policies for managing the National Forest System, the greatest challenge to American forestry is to improve the condition and productivity of small, private forest holdings.

The importance of small private forest ownership has long been recognized. These forests -- 296 million acres -- which comprise three-fifths of America's total productive forests, annually yield significant amounts of wood and wildlife, water and recreation, although far less than their physical potential. By the year 2000, it is expected that these lands will have to produce a greater share of the nation's annual requirements for wood. In the past various approaches have been used to encourage better management of these lands. I believe we should now consider whether the present Federal programs are accomplishing these objectives and if they should be modified. The Federal government has a key role to play. With the help of Congress and working with the states, local government and the private sector the objectives of improved protection, management and wise use of these lands will be accomplished.

In order to meet these objectives, I am asking the Secretary of Agriculture to undertake a comprehensive review

of the present cooperative forestry program. I am hopeful that this review can contribute to the formulation of the FY 1979 budget.

The review should include the following objectives and features:

- ° Assure coordinated assistance to non-Federal forest owners that will emphasize multiple use management and environmental protection.

- ° Consideration of possible realignment of functions and responsibilities, redirection of present funding levels, possible new initiatives and suggestions for new legislation as needed.

- ° Assure that programs are supportive of meeting national environmental goals.

- ° Consider Federal assistance to and cooperation with State and private forest owners to --

- Encourage interdisciplinary planning and multiple use management.

- Improve and maintain fish and wildlife habitats, particularly those habitats that are critical for threatened and endangered species.

- Encourage use of forest management practices to maintain natural diversity of forests where this will increase their resistance to damage from insects and disease. Prevent and control environmental pollution, fires and insects and diseases that damage forests, trees, shrubs, and wood using environmentally sound methods, particularly biological controls in preventing pest damage.
- Strengthen planning and management capabilities of State and local forestry agencies.
- Coordinate with other Federal, State, and local programs having common objectives.

- ° Determine effectiveness of programs to disseminate forestry information and provide educational and technical assistance for the implementation of new forestry technology and examine options for improving effectiveness of these efforts.

- ° Provide Federal financial assistance to State forestry agencies on the basis of State forestry plans.

- ° Encourage the development and success of private enterprises to achieve the cooperative forestry program objectives.

- ° Assure that any programs involving the use of public resources on private lands are designed and implemented so as to produce the maximum net benefits for the public, without unduly interfering with private decisionmaking.

The review must be comprehensive, examining the major elements which may be important to long term forest land conservation such as: Federal, state and local tax policy, cost sharing, technical assistance, education programs, credit, insurance, and emergency funding. The review will be carried out under the direction of the Secretary of Agriculture with participation from other Federal agencies and representatives of state and local governments, private industry and citizen groups.

Regulation of ORVs

In 1972, federal agencies began to regulate the use of off-road vehicles on the public lands under Executive Order 11644. While these regulations have achieved some measure of protection for the soil, vegetation and other values of the public lands, environmental damage has continued in certain areas.

- ° Accordingly, I have today amended the ORV Executive Order to strengthen protection for the public lands where substantial environmental damage has occurred or is likely to result from the use of off-road vehicles.

PRESERVING OUR NATIONAL HERITAGE

The preservation of nature in great national parks or wilderness areas is an original American idea. Since the establishment of Yellowstone -- the world's first national park -- 105 years ago, we have set aside over 300 areas in our National Park system. Some of them are "natural wonders" like Yellowstone; others have special historical, cultural, scientific, or recreational value. Another important part of our national heritage is undisturbed wilderness, to be kept in a natural state for future generations. Another is the wild animals, fish and birds that are a part of nature. Many species find a protected habitat in our wildlife refuges, and others are protected by conservation and endangered species laws.

The areas we have set aside for preservation are an irreplaceable asset. But others of similar value are in imminent danger of alteration or destruction. The pressure from continued growth and development makes it an urgent task to identify unprotected areas that are most worth saving, and take steps to preserve them.

Our greatest opportunity to preserve magnificent natural areas and wildlife habitat lies in Alaska, our last frontier. Vast areas in Alaska can be dedicated to new National Parks, Wildlife Refuges, Wilderness Areas, National Forests and Wild and Scenic Rivers.

Supporting National Parks

In 1872 when Yellowstone National Park was established it was the world's first national park. Now, nearly 300 areas have been set aside as National Park System areas in this country, and the concept has spread around the world. National parks represent the key conservation efforts of several nations, and they still remain the best means of preserving a Nation's prize natural resources.

I have demonstrated my support for the National Park Service by proposing to the Congress a five-year, \$694 million program for the development of new and existing parklands and increased staffing to accommodate visitors as well as to protect the Parks' irreplaceable natural, scenic and historic resources.

Protecting Alaskan Resources

When Yellowstone was established, it was remote and virtually inaccessible. But this was a park for the future, one that today hosts more than two million visits per year. Today we have the great opportunity once again to use foresight in conservation. That chance lies in Alaska, America's last true frontier. Under the terms of the Alaska Native Claims Settlement Act, the Congress is to consider designation of major additions to the National Park, Forest, Wildlife Refuge,

and Wild Scenic River Systems. Establishment of these new areas will insure that the very best that Alaska has to offer, its most spectacular natural environments, recreational areas, forest resources, wildlife habitats, and energy and mineral resources will be managed and protected for the benefit of all the Nation's citizens. New National Parks and wild rivers will protect areas of immense scientific and recreational importance. New National Forests will provide for a wide array of resource values and uses. New wildlife refuges in Alaska will ensure the protection of breeding grounds for millions of migratory birds that immigrate to every State in the Union and for many other species of wildlife.

We can double the size of the National Wildlife Refuge and the National Park Systems and add substantially to the National Forest System at virtually no acquisition cost to the taxpayer. This opportunity is of historic dimensions. No conservation action before the 95th Congress will have more lasting value, nor be more highly regarded by the generations who follow us, than the action to preserve heritage of the American people in Alaska.

Legislation is currently pending before the Congress that would accomplish this goal. Under the terms of the Alaska Native Claims Settlement Act, the Congress is to consider these proposals by December 1978. I urge no delay. In the upcoming weeks, as hearings are held on this issue, we will present the Administration's detailed recommendations.

Protecting Wildlife

America's wildlife is a priceless heritage. Our lands and waters support a rich array of wild creatures whose contributions to our welfare are perceived or enjoyed, in one way or another, by virtually all Americans. In earlier years we took a narrow view of wildlife, focussing primarily on its value for meat and sport. Now, however, we recognize that wildlife enriches our lives in many ways. In addition to its aesthetic, scientific, cultural, educational, recreational, and economic values, we know that wild species are sensitive indicators of the health of our environment, and that they are, in themselves, components of our own life support system.

Our nation's public lands and waters support a rich wildlife resource which we hold in trust for all Americans, now and in the future.

I am today directing the Secretaries of Agriculture, Commerce, and Interior to assure that this public trust -- for all wildlife -- is adequately executed in the administration and management of our public lands and waters.

Here again, our earlier view of wildlife was narrower. We sought, for example, to eliminate those predators which we believed competed with us for our livestock or game,

and in the process, we exterminated or greatly reduced most of our larger predatory species. Now, however, we realize that predators play a key role in their ecosystems, and that they are of significant interest and value to many of our people. Our public land management policies must reflect this status. I have previously expressed my opposition to the routine use of poisons for predator control on public lands. If control is necessary, it should be directed against the individual predators which are causing the problem, not to the species as a whole, and our goal should be to reduce the occasion for conflict between predators and livestock on our public lands.

To further emphasize my commitment to the protection of our wildlife heritage, I have already increased the Fish and Wildlife Service budget over that proposed by my predecessor, by \$23 million in 1977 and an additional \$23 million in 1978 for environmental research, migratory bird protection, and aid to the states for endangered species. Included are resources to improve our ability to predict the impact of important land and water developments on fish and wildlife.

The maintenance and staffing of our national system of wildlife refuges has been sadly neglected for the past decade.

I intend to remedy this situation, and accordingly, I have proposed a 5-year, \$250 million program through the regular appropriation process for rehabilitation, habitat improvement, and development of our wildlife refuge system.

In addition, I am requesting the Secretary of the Interior to review his authorities and responsibilities under the new Organic Act of the Bureau of Land Management with a view towards developing improved wildlife management programs on the public lands.

Ninety-seven out of every 100 Federal dollars that goes into wildlife research and management are spent on less than 1 percent of the Nation's total vertebrate species. The species that command the attention of managers and researchers are those that are hunted or fished either commercially or for sport. Because the vast majority of wildlife species are ignored, little is known about their current status, population dynamics, conservation needs, and potential value. Many species of high ecological value, particularly predators, are treated as vermin and receive little or no management by either state or federal government. In fact, most of the species widely seen and appreciated by Americans are not under active conservation or management programs.

- ° To correct this imbalance, I am today submitting to Congress the Federal Aid for Wildlife Conservation Act of 1977. This Act will provide up to \$210 million over the next five years to assist the states in developing improved programs for the conservation of nongame species.

We are at an important turning point in our efforts to ensure the survival and recovery of endangered wild plants and animals, one of the most important and urgent of our wildlife concerns.

Congress emphasized the national importance of this goal by enacting the Endangered Species Act of 1973. I am committed to accelerating and strengthening our efforts to fully implement this very important Act to insure that we do not needlessly lose any more of our irreplaceable wildlife heritage.

- ° To underscore this commitment, I am directing all Federal agencies to identify for protection all habitat within their jurisdiction which is critical to the survival and recovery of endangered and threatened species, and I am directing the Secretaries of Commerce and the Interior to coordinate this important effort and to assure that it is completed in the shortest possible time.

This information will help prevent the future occurrence of situations where critical habitat is identified too late to be incorporated in Federal project planning. Major projects which at present are substantially completed, and

which are found to conflict with endangered species, should be reassessed on a case by case basis.

In the past 150 years, many hundreds of wildlife species, both plant and animal, have been introduced into the natural ecosystems in the United States. Many of these exotic introductions have been highly detrimental to public health, agriculture, and wildlife. Most pest species in the United States are exotic introductions. These include the Norway rat, starling, water hyacinth, gypsy moth, and walking catfish.

Introduction of diseases and parasites through exotic species is a major public and agricultural health problem. Other costs to society include competition for or destruction of wildlife habitat, the decline of native wildlife species, and the direct economic cost of state and federal programs for control of exotic species that have become established in U.S. ecosystems.

- ° I am directing the Secretaries of the Interior and Agriculture to examine their authorities to find methods to more effectively protect all our public interests from exotic organisms. I am also directing each Secretary to develop legislation in order to provide the most effective and comprehensive approach to this problem.

- ° In addition, I am today issuing an Executive Order restricting the introduction and establishment of exotic organisms into the U.S. and on lands managed by the Federal Government.

There have been many laws which have been enacted to conserve our Nation's wildlife. It is time we examined and consolidated these new laws to prevent the creation of a confusing system of overlapping and conflicting requirements. Therefore, I am asking the Council on Environmental Quality in consultation with states and executive agencies to undertake a review of our laws relating to wildlife conservation and to report to me in six months on the methods available to create a more effective and comprehensive body of law for wildlife conservation.

Preserving Wilderness

Wilderness is a fundamental resource of the American land, treasured by our people. Only on this continent have we been foresighted enough to decide to preserve a generous sampling of wilderness areas where nature is permitted to interact unhampered by man and where we can reestablish an intimate control with the land.

Congress passed the Wilderness Act in 1964. It is recognized as a landmark in American conservation policy: it establishes a statutory National Wilderness Preservation

System, preserving individual areas of federal land, and giving them the strongest, surest legal protection possible.

I believe that we must strengthen our commitment to wilderness preservation out of a sense of duty and respect for the land, and out of a sense of stewardship for the generations of the future. They, no less than we, will benefit from these wild places.

The America our pioneers settled was a vast wilderness. They, and the native people who lived in harmony with the land, were shaped by their encounter with the wilderness, and with the frontier. Our character as a people owes much to our wilderness heritage.

The America in which we live today would be a different, less diverse and majestic land, if our unique heritage of wilderness were lost.

And the America of the future would be a poorer land -- and its people poorer too - if wilderness is not preserved.

We have much work ahead of us to complete the National Wilderness Preservation System. And we must act before the opportunity to preserve many deserving areas of federal land is foreclosed.

° Therefore, I propose that we chart a new and dynamic course for wilderness preservation. As a major part of this new thrust I will endorse and, in some cases expand upon the

70 plus wilderness proposals, amounting to more than 24 million acres, now awaiting action before the Congress. Among the areas which I will propose to enlarge are the following:

- Idaho and Salmon River Break Wilderness in Idaho, centered on the famous Salmon River.
- Guadalupe Escarpment Wilderness in New Mexico and Texas
- Grand Canyon National Park, Arizona
- Kenai Moose Range, Alaska

° I am also submitting today new wilderness proposals for:

- Arches National Park, Utah
- Canyon Lands National Park, Utah
- Capital Reef National Park, Utah
- Buffalo National River, Arkansas
- Gulf Island National Seashore, Mississippi-Florida

° In addition recognizing the public interest in wilderness, I will give early attention to the following specific wilderness proposals: French Pete Area in Oregon, Beartooth-Absaroka Wilderness in Montana and Wyoming, Lone Peak Wilderness in Utah, an area within the Oregon Dunes National Recreation Area, all administered by the Forest Service and Aravaipa Canyon, Arizona administered by the Bureau of Land Management.

Furthermore, I have directed the Secretary of the Interior to initiate a vigorous wilderness program for BLM under the new Federal Land Management and Policy Act of 1976.

° I will direct other federal land agencies to continue their review of potential wilderness areas and to identify and submit additional areas to the Congress for wilderness study.

° In furtherance of the special need to expand wilderness opportunities east of the Rockies and preserve the wilderness resource in Alaska, I am directing that federal agencies complete inventories on these areas and expedite the preparation of wilderness proposals for qualifying roadless area in the eastern National Forests and National Grasslands and have a diverse and well distributed system of wilderness in Alaska National Forests.

Preserving Wild and Scenic Rivers

Preserving free-flowing rivers from riverbank development and from dams is an important part of preserving the natural heritage of this country. To date only 19 rivers, totalling 1,655 miles have been designated as part of the National Wild and Scenic Rivers System to remain free-flowing. Another 31 rivers have been identified as worthy of study for possible designation.

Before the best remaining candidates for inclusion in the Wild and Scenic Rivers System are dammed, channelized, or further damaged by unwise development along their banks we must identify these candidates and determine which we shall preserve.

- ° As a major step to expand the Wild and Scenic Rivers System I am proposing legislation to add, seven new rivers totalling 950 miles to the segments of:
 - Bruneau River, Idaho
 - Pere Marquette River, Michigan
 - Dolores River, Colorado
 - Rio Grande River, Texas
 - Salmon River, Idaho
 - Skagit River, Washington
 - Upper Delaware, Pennsylvania and New York
- ° I further propose to designate twenty river segments for study as potential additions to the National Wild and Scenic Rivers System:

- Gila River, New Mexico
- Green River, Utah
- Illinois River, Arkansas
- North Fork of the Kern River, California
- Shenandoah River, Virginia and West Virginia
- Sweetwater River, Wyoming
- Cacapon River, West Virginia

- Columbia River, Washington
 - Guadalupe River, Texas
 - John Day River, Oregon
 - Loxahatchee River, Florida
 - Niobrara River, Nebraska
 - Tangipahoa River, Louisiana and Mississippi
 - Yellowstone River, Wyoming and Montana
 - Ogeechee River, Georgia
 - Salt River, Arizona
 - Wenatchee River, Washington
-

Further, I am transmitting to the Congress reports on the Gasconade River in Missouri and the Penobscot River in Maine. Both of these rivers have been studied and found to qualify for inclusion in the National System with the recommendation that they be administered by the States. I am pleased at the number of States which are taking positive action to protect their natural heritage and assure them that any proposals to add State administered rivers to the National System will be carefully considered by the Secretary of the Interior.

I am also submitting legislation to the Congress today to withdraw authority for future construction of the Cross Florida Barge Canal, to authorize study of the Oklawaha River for possible designation as a Wild and Scenic River, and to extend the boundaries of the Ocala National Forest in order to further protect the river. Enactment of this legislation

will finally put an end to the long controversy over this ill-advised project. I am also directing the Secretary of Agriculture and the Secretary of the Army, with other federal agencies in cooperation with the State of Florida, to review available studies and findings; in order to make early recommendations to me for alternatives for restoring of the Oklawaha River portion of the project area and for appropriate disposition of all other canal lands and structures. These actions are consistent with the recent recommendations of Governor Askew of Florida, his Cabinet, the Corps of Engineers and other executive agencies.

Designating National Trails

Trails are part of our Nation's history. Many routes used by early explorers and settlers have become major highways; others are still paths that cross unchanged areas of our country. Parts of many trails have changed but some remain much the same as they were a hundred or two hundred years ago. Our network of trails provides numerous opportunities for recreation, opportunities which we must protect for future generations.

In 1968 Congress passed the National Trails System Act to begin designation and preservation of recreation and scenic trails as part of a national system. To date only two have been designated: the familiar Appalachian and the Pacific Coast Trails. Meanwhile, many unprotected trails

have become unusable, either because they have been destroyed for other uses or they have not been maintained. Just as our highways need annual repair, our trails also need clearing and repair if they are to remain usable. On some areas of our public lands almost half of the once available trail mileage has been lost. This should be brought to a halt.

In order to reverse this trend I am taking several proposals to expand and broaden the National Trails System. These proposals are as follows:

° National Scenic Trails legislation for designation of the following National Scenic Trails:

- a Continental Divide Scenic Trail of 3100 miles close to the Continental Divide along the Rocky Mountains crest from Canada to Mexico;
- a North Country Scenic Trail of 3200 miles from eastern New York to the North Dakota; and
- a Potomac Heritage Seenic Trail of 847 miles along the Potomac River from its mouth on the Chesapeake Bay upstream through West Virginia and Pennsylvania

I am also directing the Secretary of the Interior to transmit to Congress reports on the Kittanang Path in West Central Pennsylvania, the Santa Fe Trail running from north central Missouri to Santa Fe, New Mexico and the El Camino Real Trail on the north coast of Florida. Although not having

the characteristics necessary for National Scenic Trail designation the routes do possess potential for providing new recreation opportunities. Some opportunities have already been realized as a result of actions taken by public agencies and private organizations along the route. I commend them for these acts and urge them to use the findings and recommendations in the study reports to increase recreation opportunities in those areas. As part of the "partnership of governments" the Federal government stands ready with technical and financial assistance to aid the involved public agencies and private organizations in their efforts.

I will also submit legislation to amend the Act by adding a new category of trails -- Historic Trails -- and I will give early attention to proposing trails to this new category.

THE GLOBAL ENVIRONMENT

To this point, I have focused on domestic environmental issues. However, we should all be aware that our environmental problems and interests do not stop at our boundaries. We must be concerned about the condition of this planet's entire biosphere on which all living things, including ourselves, depend for existence. And, indeed, there has been increasing concern and action, here in the United States and elsewhere in the world, especially since the 1972 United Nations Conference on the Human Environment.

We, and the rest of the world, have steadily expanded cooperative bilateral activities on environmental issues. We have collaborated in world conferences, in United Nations and Regional multilateral organizations and in special ad hoc groupings. These efforts have addressed such global problems as population, food, health, human settlements, endangered species, and water, as well as pollution of the atmosphere and oceans, the uncontrolled use and release of toxic chemicals, and the environmental and political consequences of long-lived nuclear energy by-products and wastes. Our activities directed toward solutions for these problems should be accelerated, strengthened and broadened.

It is also essential, in view of the continuing degradation of the global resource base -- land, water, and air -- that a fresh approach be applied. In addition to seeking solutions to specific problems, we must develop and move toward a new perspective and strategy. Attention should be focused on the interrelationships among population growth, economic development and investment, energy needs, food production and distribution, waste and pollution control, conservation of nature and natural resources, individual and social well-being, and political and security matters.

As a result of the experience we have gained and the capabilities we have developed in addressing our domestic situation over the past decade, the U.S. has much to offer the community of nations in these increasingly critical areas. Our consumption levels also suggest that we can learn about conservation from others. I believe that we have an opportunity and responsibility both to inform and to learn from other nations.

In order to achieve this new direction I have given the following instructions:

- That the Department of State, with the policy guidance of the Council on Environmental Quality, and working with the Environmental Protection Agency and the National Oceanic and Atmospheric

Administration, bring together the concerned federal agencies to review and evaluate their international environmental objectives and current and proposed programs. These agencies will provide me, within ninety days, an integrated program, including priorities and alternatives, as well as legislation where required, to improve our performance in the near term in meeting global environmental problems and issues that we now recognize.

-
- That the Council on Environmental Quality and the Department of State, jointly working with the National Science Foundation, the National Oceanic and Atmospheric Administration, and other concerned federal agencies, and non-governmental organizations, undertake a major interdisciplinary study of the likely condition of the world's population, natural resources and environment throughout the remainder of this century. We anticipate that such a study, which will consolidate and build upon existing studies, may take up to one year to complete. Its purpose is to provide a more far seeing and integrated basis than we now have for our global environmental policy planning.

There are several specific international environmental matters I wish to address in this message.

Controlling World Population Growth

First it is necessary to face squarely the issue of rapid population growth. The world's population has increased from 3 to 4 billion in the last 15 years. This rapid growth has substantially cancelled-out the expanded food production and economic advances that have taken place over the same period. Efforts to obtain the necessities of life are degrading the environment, thereby decreasing the earth's capability to supply food, clothing, shelter, and fuel.

It is encouraging that more and more countries are attentive to population issues. A large percentage of the world's population now lives in countries whose governments have population programs related to their national economic development plans, as well as to their plans for improving maternal and child health. A number of these countries have already had success in reducing birth rates, while others show promise of doing so soon.

It is, of course, up to each nation to determine its own policies, but we are prepared to be as responsive as possible in meeting requests for assistance in population and health care programs. We stand ready to cooperate either bilaterally

or through international organizations, such as the United Nations Fund for Population Activities, and private voluntary organizations. We look to other donor countries and organizations to do their fair share in providing requested assistance.

Population policies are not an end in themselves but rather are directly related to mankind's aspirations: to improve conditions of life and to provide a better environment for ourselves, our children, and generations to come.

Protecting the Oceans

Turning to the latest frontier on earth for exploration and exploitation, I want to express a personal commitment to an environmentally enlightened policy on uses of the world's oceans. I believe that development of the living and mineral resources of the oceans should be carried out in ways that are compatible with preserving the marine environment. The United States Government will cooperate with other governments and international organizations on environmental issues concerning the great oceans that link the continents of this planet.

My Administration will be particularly attentive to preventing pollution and overexploitation that threaten the existence of marine living resources. This policy will require understanding of the marine environment through scientific research. It will also require domestic and international

measures designed to control pollution from ships, from off-shore mineral resources recovery activities, and from land based sources. With the advent of our 200-mile fishing zone, we have an opportunity to replenish and increase our fishery resources, which will be vital in meeting the food needs of current and future generations. My Administration will wholeheartedly support the new fishery conservation and management system.

Saving the Whales

There has been worldwide public concern about the condition of marine mammals, especially whales. I share this concern. I have directed the Secretary of Commerce, with the foreign policy guidance of the Secretary of State, to:

- Prohibit commercial whaling within our 200-mile fishery zone,
- Pursue negotiations within the International Whaling Commission to achieve a strengthened international conservation regime for whales and other cetaceans which will provide necessary protection for them throughout their range;
- Maintain firm U.S. support for a ten year worldwide moratorium on the commercial killing of whales; and

Investigate and report to me within sixty days on all actions which diminish the effectiveness of the program of conservation under the International Whaling Commission.

Protecting the Antarctic

Also, I assign great importance to international cooperation under the Antarctic Treaty. I believe we must maintain the environmental integrity of the Antarctic which greatly influences the condition and stability of the earth's oceans and atmosphere. I have emphasized to the Secretary of State and other Cabinet Members and to the Director of the National Science Foundation and other Agency heads that one of our key policy objectives in Antarctica must remain the preservation of the unique and sensitive environment of the region. Further, I am submitting legislation to Congress to implement measures agreed among the treaty parties to provide for special protection of the unique flora and fauna of Antarctica.

Integrating the Environment into Economic Development Assistance

Much of the pollution and degradation of the world's environment results from expanding industrialization and urbanization. In addition, degradation of the human

environment occurs because of deforestation, over-population, poor land and water use and related problems. I am aware that decisions to undertake activities designed to ameliorate such conditions must be made by the countries concerned. These decisions will be made in the light of their own priorities and values, including anticipated environmental effects. However, I am convinced that developing nations would maximize their net economic benefits by pursuing environmentally sound development programs. In order to encourage this:

- I have instructed the Secretary of State, the Administrator of AID and other federal agencies involved in international economic assistance to ensure that environmental soundness is an integral part of their consideration of development projects and programs, and
- I have asked the Administrator of AID to pursue aggressive and effective assistance programs in environment and natural resources management. These should be designed to help developing countries take environmental concerns into account regardless of the source of funding of their development activities.

Improving our Knowledge of Global Problems

At this point, I want to note that mankind is still in the exploration stage of understanding how earth's environment

works and how man's activities relate to it. We know that human activity is affecting the very nature of the atmosphere, but we do not know how much, and we do not know how the changes will affect the earth and its climate. For example, we know that, as a result of industrial activity, the rain in much of the Eastern United States and Northern Europe is growing more acid, but we are just beginning to learn the effects of this acidity. The United States is investing heavily in research in these frontier areas, but we alone cannot learn all the answers. Measurements must be made and research undertaken throughout the world. We will continue our support to international efforts to supply such information, which are being coordinated through the United Nations Environment Programme and under UNESCO's Man and the Biosphere Program.

Supporting International Environmental Agreements

Finally, a variety of federal agencies, under the environmental guidance of CEQ, are engaged with other nations in a broad web of activities to conserve the earth's natural and cultural heritage. We must continue and expand this effort. Let me single out some areas for particular focus:

The Endangered Species Convention was partly a result of American initiative. The United States has begun the vital work of limiting and controlling trade in endangered species of plants and animals. This effort deserves the wholehearted support of the international community.

The Marine Mammal Protection Act, a most important pioneering approach to wildlife conservation, calls upon the Government to develop international conventions to protect marine mammal stocks. The U.S. has had some limited success in focussing attention upon marine mammals and in developing specific conventions. Many species are still without international protection, however, and here again is an effort deserving of our initiative.

I am in full agreement with the World Heritage Convention which calls upon the community of nations to protect and maintain natural and cultural sites of global and lasting importance to mankind. This multinational agreement is an international extension of the national parks concept, and is the result of American initiative in cooperation with other like-minded nations. It is now ready for implementation. In order to stimulate action this year, I have directed the Secretary of the Interior and the Secretary of State to take steps to assure complete U.S. support for the World Heritage Committee and Fund.

Also, I want to refer to the Convention for Nature Protection and Wildlife Preservation in the Western Hemisphere. This Convention, which was signed by Franklin D. Roosevelt in 1940, has yet to be fully and systematically carried out. I propose to the countries of the Americas

that we now take steps to implement this Convention, with the OAS providing the forum for coordination and negotiations. I think the signatories of the Convention should develop a Pan-American Migratory Species Treaty covering birds, mammals and other migratory animals and their habitat and convene an Inter-American Conference on the problems of management of Western Hemisphere renewable natural resources. The United States has already offered to host the Conference. I have instructed the Departments of State and Interior to follow up on these proposals.

I soon will send to the Senate for its ratification, a treaty we signed with the Soviet Union this past November. This Treaty for the Conservation of Migratory Birds and their Environment, and the legislation I subsequently will submit to the Congress to implement it, will establish significant, new authority to conserve the habitat so necessary to the survival of these birds. The treaty is an outgrowth of the successful U.S.-Soviet Agreement on Protection of the Environment.

I look upon the implementation of the Western Hemisphere and Soviet Union Treaties as opportunities for increased international cooperation in protecting ecosystems vital to the future, not only for the wildlife with which we share this planet, but for humanity as well.

IMPROVING GOVERNMENT

More Efficient Programs

I am committed to pressing forward aggressively with the proposals and programs described in this message in order to preserve our environmental heritage for all people in the country. But I am also committed to doing this in a way that will not impose undue red tape, delays, and costs. We will search for policies that are not only more effective but more efficient and less costly. We will explore the use of economic incentives as alternatives to burdensome government regulations. We will ensure that our goals, policies, and standards:

- Are based on the best information obtainable.
- Are thoroughly analyzed so that they take into account direct and indirect consequences on all aspects of the natural and human environment, and the economy.
- Are established with an awareness of their benefits and costs, and how these vary among different regions, localities, income groups and other segments of our population.
- Can be implemented effectively and efficiently, and make maximum use of existing institutions rather than creating new levels of government bureaucracy.

- Are designed with substantial involvement from all levels of government and the public.

Today, before a federal agency can construct a new project, or grant funds to local or state governments or give a permit to a private party, it must comply with more than score of different environmental review requirements. These are important requirements designed to protect sensitive natural, historic and cultural areas and other environmental resources, but they have frequently caused confusion, a profusion of paperwork and inefficient planning for the private and the public sectors alike. We need new procedures to meet our environmental objectives while making federal decisions more effective, prompt and easily understood by interested citizens. In order to simplify this problem:

- I have asked my Council on Environmental Quality in consultation with other federal agencies, with state governments, and with the public, to study federal environmental review requirements and recommend to me specific measures, including legislation, to clarify and integrate these requirements for federal projects, grants and permits in ways that will go hand in hand with my reorganization proposals.

When we initiate environmental programs, we must ensure that their benefits are readily available to the public that pays for them. This is particularly an issue with respect to the water pollution control laws. Our nation's rivers and lakes are becoming clean after the expenditure of billions of dollars -- a bill that is ultimately paid for by you and me. We must ensure that the benefits we have paid for are readily available to the public, and therefore:

- I have instructed the Secretary of the Interior to encourage every state in its plan for acquiring property with money available from the Land and Water Conservation Fund, to give special consideration to acquiring property for public access or recreational use along those streams, lakes, estuaries, and coasts which are being improved by the Federal Water Pollution Control program.

National Environmental Policy Act

Seven years ago, when the Congress passed the National Environmental Policy Act, it took a major step in seeking to balance environmental protection with other public goals. The Act is best known for requiring federal agencies to prepare environmental impact statements before taking actions with significant environmental effects. That requirement has greatly changed and improved our environmental policies. It has opened up our bureaucracy and made it possible for citizens to participate as never before in vital plans and decisions affecting their lives.

Yet the need to reform our implementation of the National Environmental Policy Act -- to make it more efficient and effective -- is widely apparent. Accordingly, I am taking specific steps to make the necessary improvements.

First, we must make our impact statements far more useful to decisionmakers and the public. They must focus on real environmental issues and concerns and on ways that we can meet our underlying environmental policies. Our emphasis must be on impact statement quality, not quantity. We do not want impact statements that are measured by the inch or weighed by the pound. The statements must be concise, readable and based on professional analysis, telling citizens and agencies what we gain from a proposal and what we lose, and how it would affect our families, our communities, our Nation and the natural and social resources that support us.

- To achieve these results and following the recommendations of the Federal Paperwork Commission, I am issuing a new Executive Order directing my Council on Environmental Quality to require all federal agencies to prepare impact statements that are concise, clear, and to the point, that are supported by evidence that agencies have made the necessary analyses, that are valuable to decisionmakers and the public and that avoid unnecessary duplication of effort by federal, state and local agencies.

The CEQ will continue to have responsibility for overseeing the implementation of NEPA without exercising regulatory authority over the agencies. Its regulations will be developed after consultation with other federal, state and local agencies and the public.

Second, we must not lose sight of the true goal of the National Environmental Policy Act, which is to insure that Federal policies and programs reflect a pervasive concern for the protection and the enhancement of the human environment. Too often this goal has been obscured by procedural conflicts and preoccupations. Therefore:

- I am directing all Federal agencies to develop and carry out their policies and programs in light of the basic substantive requirements of the National Environmental Policy Act.

Third, we must use this Act effectively within the Federal Government to modify or to screen out potentially costly and damaging Federal actions that we and our children will live to regret. We must insure that environmental impact statements are prepared as early as possible, before government and the private sector make important commitments, that they are more open and candid and less promotional, and that the process of interagency review and coordination is made more effective.

- I have therefore directed the Council on Environmental Quality to develop procedures the purpose of which shall be to (1) identify at an early stage significant conflicts between federal environmental policies, programs and projects and other national objectives, (2) to strengthen the use that federal agencies make of the impact statement requirement to investigate such conflicts and any serious environmental problems, (3) to advise and help agencies to resolve differences by modifying or eliminate federal proposals that conflict with the objectives of the National Environmental Policy Act.

Improved Research

Our approach to a rational and workable environmental program must have a sound scientific base. We need the facts. In dealing with many environmental concerns we are far from having the complete scientific data and understanding necessary to exercise the proper judgment and to make correct decisions.

In many cases there is too little information available about the sources of pollutants, about the fate of pollutants once they enter the environment, about interactions among various pollutants and natural constituents of air, water, and soil, and about the effects of changes in environmental conditions on plants, animals, and people.

We must pursue an intensive and vigorous program of research that can provide knowledge and data necessary to meet immediate regulatory needs, to anticipate further problems, and to improve our still developing understanding of the basic physical and biological phenomena associated with environmental pollution. There is a need for better planning and coordination of environmental research among agencies, and between the Federal Government, our universities and the private sector.

We must also begin to evaluate more rigorously the effectiveness of our ongoing programs to ensure that they are progressing satisfactorily, and to identify any modifications that could make these programs more effective and more efficient. Our environmental monitoring programs must be improved both to provide better information on which to base future programs as well as to evaluate the effectiveness of those already underway. Monitoring programs must be designed to help in understanding causes of pollution, to measure trends in levels of residuals, and to keep watch on the responses of humans, animals, and plants to changes in environmental quality. Without monitoring programs designed

for these purposes, the Nation is too frequently surprised by environmental crisis and it responds hastily with special studies and hurried legislation, regulation, and enforcement programs. To promote these goals we have already initiated a CEQ lead task force to undertake a complete review of our environmental monitoring needs and the adequacy of our current programs.

Finally, we need to promote better cooperation between government and industry to solve some of our serious remaining pollution problems. Industry can make very valuable contributions to these efforts. They have special knowledge and research facilities which the government cannot duplicate. They have insights and perspectives that government employees lack. They have financial resources that would be much more valuable supporting those in the federal budget rather than opposing them. Toward that end:

- I am directing the Administrator of EPA to meet with representatives from major industrial groups to jointly develop government-industry research efforts directed at critical pollution control problems which remain unresolved.

Improving Government Coordination

The programs I have presented in this message are ambitious, but we must proceed as fast as we reasonably can, and I intend to make use of whatever resources we have available. In my budget submitted to Congress last month I added 600 positions and \$52 million to the EPA budget to allow them to carry out their pollution control responsibilities with greater speed and efficiency. We will continue to review the adequacy of the resources available to EPA and other agencies to accomplish the goals set forth in this message.

But providing increased funds to EPA only solves part of the problem. We have to rely on the state and local governments to ensure that our environmental programs are truly planned, implemented, and integrated properly. One way to ensure that our programs are efficient is to encourage better local planning.

Various different programs within EPA provide funds to state and local government for planning, training, monitoring, enforcing, and research. These programs, however, are presently authorized under different pieces of legislation, funded by different offices in EPA, and involve different procedures and processes for allocating the funds.

- In order to eliminate this unnecessary confusion, and to provide more efficient and flexible assistance to the state and local governments, I will submit legislation which will combine EPA's grant programs into a comprehensive environmental implementation grant program to support state and local efforts.

Even these various programs are only a small part of the Federal Government's activities which affect the quality of the human environment. The Federal Government presently provides tens of billions of dollars to state and local governments for some 1,800 separate grant programs administered by a wide variety of agencies. These programs affect every aspect of the quality of the environment from the disposal of wastes to the quality of the housing, transportation, schools and cultural facilities. Yet these programs are often not coordinated with one another or with the efforts of communities to control their own development.

We must have suitable administrative means for addressing these problems, and the Federal Government must set a pattern for state and local governments to use in effectively applying federal assistance to solving these issues. The federal agencies, individually and collectively, must address these questions with a view towards establishing or improving existing

integrated areawide planning mechanisms for metropolitan and non-metropolitan areas. These planning mechanisms should provide for citizens, working through their local governments, to determine for themselves areawide patterns of control and growth which will accommodate existing and prospective housing and community development needs, which will encourage environmentally sensitive growth, which will provide necessary support services, and which will provide a framework for integrating the various federal assistance programs.

My Administration will simplify the delivery of federal programs, and increase the capability of local governments to control what occurs in their communities:

- We will support legislation which will bring together the many single-purpose federal planning programs into a coherent and consistent comprehensive policy and which will give local areas more influence over federal actions which affect them.
- I will have the Department of Housing and Urban Development take the lead, using its existing authorities such as the comprehensive planning assistance program, in an effort to give long term financial and institutional support to areawide agencies, and to take the necessary steps to assure that all federal programs are, to the maximum extent feasible, implemented in a manner

consistent with locally developed areawide plans that address issues of national concern, such as environmental quality, fair share housing, energy conservation, and efficient and economic growth patterns.

- I will support legislation as current programs expire to change the current funding of transportation programs in urban areas so that cities will have greater flexibility to decide how their transportation needs can best be met without the rigidity created by categorical federal programs which favor particular modes of transportation.
- I will emphasize the role of the Federal Government in effectively providing technical assistance to local communities to help them better solve their own problems, and will explore ways in which we can form a working partnership with state and local government to exchange information and to make innovative ideas developed by federal agencies more relevant and readily available to citizens and local public officials.

Public Involvement

Many of these mechanisms for improving government coordination will place more responsibility and authority at the local level and therefore increase the ability of the

public to become meaningfully involved in government decision-making. I have also already issued instructions to all Federal agencies that I want the public as well as other levels of government and special interest groups to have a real opportunity to contribute to Administration policy before decisions are made, not afterwards.

Finally, although the National Environmental Policy Act has gone a long way to open up Federal decisionmaking to public scrutiny and participation, it is still more difficult than it should be for citizens to play a meaningful part in their government. Our problems are more complicated, and the procedures for solving them are long and involved. Many private citizens simply do not have the resources they need for an effective voice in environmental decisionmaking.

As President, I want to lower the barriers to more active public involvement in decisions affecting the quality of our environment. Citizens must be able to hold the government accountable for enforcing environmental laws and for obeying them. Financial barriers to citizen participation must be reduced. Legislation pending in Congress represents a step in the right direction, and I strongly support the concept underlying the proposed "Public Participation in Federal Agency Proceedings Act of 1977." My Administration will work closely with Congress in pressing for early enactment of some version of this important law.

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

April 1, 1977

MEMORANDUM FOR THE PRESIDENT

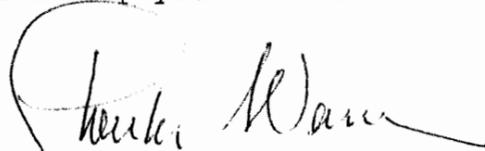
SUBJECT: Environmental Message

As we discussed yesterday, I am enclosing a draft copy of a proposed Environmental Message. Your speechwriting staff has been working on an earlier version of this draft for the past few days.

There are five tabs appended to this memorandum. Tab A is a detailed outline of the initiatives and proposals contained in the draft Message. As you requested, agency positions, assessments of potential for controversy, and decision blocks follow each new item (items that describe actions or positions you have already taken publicly are not followed by such material). Tab B lists significant items not covered in the draft Message. Tabs C, D, and E contain issue papers on remaining disputed issues.

We are now preparing lists of Congressmen, Senators, and Governors who should be alerted to specific items in the proposed Message. We will coordinate this with Frank Moore, Jack Watson, and Stu Eizenstat.

Please let me know if I can help you on this matter in any way.



Charles Warren
Chairman

Enclosures

PROPOSED ENVIRONMENTAL MESSAGE

Detailed Outline of Significant
Initiatives and Proposals

I. Introduction

A general statement of your concern for environmental quality and your broad objectives in this area. The consistency between the Administration's environmental and economic goals is stressed.

II. Controlling Pollution and Protecting Health

A. Controlling Toxic Chemicals

1. CEQ chair interagency effort to coordinate implementation of various toxics laws.

All agencies agree. Not controversial.

Approve Disapprove Other

2. Support for vigorous implementation of Toxic Substances Control Act.

All agencies agree. Not controversial.

Approve Disapprove Other

3. Include toxics control in development of 1983 effluent standards under Federal Water Pollution Control Act (FWPCA).

All agencies agree. Could be viewed as controversial by those who might see this as a potential Administration position on supporting 1983 FWPCA deadline.

Approve Disapprove Other

4. Seek changes in FWPCA to improve EPA's ability to control toxics.

All agencies agree. Not controversial.

Approve Disapprove Other

5. Develop regulations under Safe Drinking Water Act to control human exposure to toxics.

All agencies agree. Not controversial.

Approve Disapprove Other

B. Cleaning-up the Workplace Environment

1. Give high priority to development of occupational health standards.

All agencies agree. Not controversial.

Approve Disapprove Other

2. Vigorously enforce and support strengthening amendments to Federal mining health and safety acts.

All agencies agree. Not controversial.

Approve Disapprove Other

3. Give high priority to exploring reforms in worker compensation coverage of occupationally induced diseases.

All agencies agree. Department of Labor strongly supports. Proposal not controversial, but actual reforms probably will be opposed by industry.

Approve Disapprove Other

C. Establishing a National Policy for Recombinant DNA Research

1. Submit legislation this month to regulate research in this area.

All agencies agree. This is a controversial area but there is general recognition of the need for such legislation.

Approve Disapprove Other

D. Improving Air Quality

(This section will reflect the results of current deliberations within the Administration.)

E. Improving Water Quality

- 1. Discuss FY 78 budget proposal to authorize \$4.5 billion per year for 10 years for municipal waste water treatment facilities.
- 2. Commitment to funding local water quality plans.

All agencies agree. May have future budget implications; strongly supported by States.

Approve Disapprove Other

- 3. Indicate that Administration amendments to FWPCA will provide for economic enforcement incentives.

All agencies agree. Industry likely to oppose, although similar provisions are contained in Clean Air Act versions now before Congress.

Approve Disapprove Other

F. Encouraging Resource Conservation and Recovery

- 1. Direct EPA to develop efficient hazardous waste regulations.

All agencies agree. Not controversial

Approve Disapprove Other

- 2. Ask Resource Conservation Committee to submit recommendations in six months regarding economic incentives for solid waste disposal

Commerce opposes; other agencies agree. Study itself not controversial but disposal charges themselves likely to be strongly opposed by industry and certain labor groups, although strongly supported by many.

Approve Disapprove Other

3. Arrange for White House staff to use recycled paper.

All agencies agree. Would be popular.

Approve Disapprove Other

4. Direct GSA and Federal agencies to implement office waste paper recycling program in federal offices by end of year.

All agencies agree. Not controversial.

Approve Disapprove Other

5. Direct GSA to implement recycled products procurement program.

All agencies agree. Not controversial.

Approve Disapprove Other

6. Instruct EPA and Department of Commerce to review specifications for federal materials purchases to maximize use of recycled materials.

All agencies agree. Not controversial.

Approve Disapprove Other

G. Improving Pest Management

1. Ask EPA to develop amendments to current pesticide law to improve efficiency of product registration process.

All agencies agree. Should be popular with both environmentalists and agricultural interests.

Approve Disapprove Other

2. Indicate support for integrated pest management methods of pest control and announce ongoing CEO review.

All agencies agree. Not controversial.

Approve Disapprove Other

III. Energy and the Environment

A. Supplying Oil and Gas

- 1. Commit to wise use of natural gas and careful examination of LNG safety.

All agencies agree. LNG industry would oppose as unnecessary; would receive much public support from potentially affected areas.

Approve Disapprove Other

- 2. Describe oil pollution prevention initiatives announced in Tanker Message last month.
- 3. Enhancing environmental protection on the OCS.

- (a) Support basic concept and passage of certain provisions of legislation amending OCS Lands Act. Commit to work with Congress on amendment.

All agencies agree. Bill opposed by industry.

Approve Disapprove Other

- (b) Direct Secretary of Interior to re-evaluate OCS schedule working closely with states.

All agencies agree. Would be popular with coastal states, viewed skeptically by industry.

Approve Disapprove Other

- (c) Direct Secretary of Interior to develop a number of improvements in OCS information and planning.

All agencies agree. Not controversial.

Approve Disapprove Other

- (d) Direct Secretary of Interior to study creation of a single administrative entity with Interior to manage OCS.

All agencies agree. Not controversial.

Approve Disapprove Other

- (e) Direct Interior and EPA to coordinate regulatory activities.

All agencies agree. Not controversial.

Approve Disapprove Other

B. Using Coal Acceptably

I. Improving Coal Technology

- (a) Direct EPA to accelerate development and demonstration of environmental control technology and commit to FY 78 budget supplemental

Agencies agree; one issue still unresolved; will be resolved soon. Not controversial.

Approve Disapprove Other

- (b) Direct ERDA, EPA, HEW to identify advanced technology health effects issues.

All agencies agree. Not controversial.

Approve Disapprove Other

- (c) Direct ERDA and EPA to establish procedures for developing environmental standards for new technologies within one year.

All agencies agree. Not controversial.

Approve Disapprove Other

- (d) Direct Secretary of Interior, ERDA, and Water Resources Council to evaluate water needs for energy technologies.

All agencies agree. Not controversial.

Approve Disapprove Other

2. Controlling Stripmining

Reiterate support for stripmining control legislation, describe Administration amendments.

All agencies agree. Industry will oppose Administration position, but environmentalists and others will support.

Approve Disapprove Other

3. Improving Coal Leasing

- (a) Direct Interior to develop a coal leasing program consistent with environmental protection.

All agencies agree. Industry may oppose aspects of the program.

Approve Disapprove Other

- (b) Direct Interior to evaluate outstanding leases and take steps to deal with non-producing and environmental unsatisfactory leases.

All agencies agree. Industry may oppose.

Approve Disapprove Other

C. Dealing With Nuclear Power

- 1. Recognize that we must use nuclear power but that it is the technology of last resort

Energy Office and ERDA oppose. Unpopular with nuclear industry, but very popular with environmental community.

Approve Disapprove Other

2. Discuss February budget cuts in LMFBR programs and refer to ongoing reviews of breeder and proliferation.
3. Direct Energy Advisor to conduct full public review of unresolved radioactive waste management.

All agencies agree. Generally controversial issue, but proposal likely to be popular with all sides.

Approve Disapprove Other

4. Announce intention to direct new Chairman of NRC to study needed changes in reactor licensing procedures and standards.

All agencies agree. Will receive some opposition from industry, but some support as well, and will be supported by environmentalists.

Approve Disapprove Other

IV. Improving the Urban Environment

- A. Discuss the importance of revitalizing and preserving cities and neighborhoods.
- B. Review actions already taken:
 1. Submitted legislation to strengthen Community Development Block Grant program.
 2. Requested \$250 million for 30,000 youth community assistance and improvement jobs.
 3. Support for HUD's new neighborhoods program.
 4. Support for continuation of urban mass transit program.

C. Announce the following new actions.

1. Enlarge the urban homesteading program.

All agencies agree. Not controversial.

Approve Disapprove Other

2. Direct all agencies to assure that federal projects are compatible with physical and social character of communities.

All agencies agree. Not controversial.

Approve Disapprove Other

3. Direct HUD and Commerce to streamline rehabilitation programs to assure coordination and to focus on neighborhoods.

All agencies agree. Not controversial.

Approve Disapprove Other

V. Protecting Natural Resources

A. Reforming Water Resources Policy

1. Discuss ongoing water projects review and water resource policy problems.
2. Direct Water Resources Council, OMB, and CEQ to review water resource policy and recommend improvement in four months.

All agencies agree. Unpopular with supporters of current policy and system; popular with environmentalists and others.

Approve Disapprove Other

3. Support for waterways user charge legislation.

Agencies agree. Unpopular with waterways users; supported by railroads, truckers and environmentalists.

Approve Disapprove Other

4. Announce issuance of Executive Order encouraging federal agencies to avoid support of unwise development in floodplains.

Agencies' positions still unresolved; resolution expected soon. Likely to be opposed by housing, highway and other construction interests; environmentalists and others will support.

Approve Disapprove Other

B. Protecting Wetlands

1. Announce issuance of Executive Order discouraging federal agencies from supporting development in wetlands.

Agencies' positions unresolved; resolution expected soon. Will be opposed by developers; environmentalists will support.

Approve Disapprove Other

2. Support for Federal Water Pollution Control Act permit program regulating dredging and filling wetlands and for amendment to FWPCA to allow States to operate the permit program.

All agencies agree except Agriculture. Controversial. Environmentalists strongly support program; developers and certain farm and forestry interests oppose it. See issue paper at Tab C.

Approve Disapprove Other

3. Support wetlands inventory being conducted by the Fish and Wildlife Service.
4. Discuss February budget increases for wetlands purchase and urge Congress to increase the price of the "duck stamp".

All agencies agree. Would be unpopular with some hunting interests.

Approve Disapprove Other

C. Barrier Islands

Direct Secretary of Interior to develop recommendations for appropriate Federal action to protect barrier islands from unwise development.

Agencies agree and proposal not controversial; potential Federal action could be.

Approve Disapprove Other

D. Identifying Marine Sanctuaries

Direct the Secretary of Commerce to accelerate efforts to identify sanctuaries.

Agencies agree. Not controversial.

Approve Disapprove Other

E. Reforming Mining Law

Direct the Secretary of Interior to develop legislation replacing the Mining Law of 1872 with a new law to establish a discretionary leasing system for hardrock minerals.

All agencies agree. Will be opposed strenuously by mining industry; environmentalists will support strongly.

Approve Disapprove Other

F. Improving Forest Management

Direct the Secretary of Agriculture to undertake a comprehensive review of cooperative forestry programs with a view toward improving organization for and coordination of federal assistance, emphasizing multiple use management and environmental protection, and recommending new initiatives if needed.

Agencies agree. Proposal not controversial. New initiatives resulting from proposal could be controversial.

Approve Disapprove Other

G. Controlling Off-road Vehicles

Amend ORV Executive Order to add special provision requiring closure of ORV use area when substantial environmental damage has occurred or is likely to occur; clarify agency authority to close portions of public lands pending study.

All agencies agree. Likely to be strongly opposed by ORV users; will be strongly supported by environmentalists.

Approve Disapprove Other

VI. Preserving our National Heritage

A. Supporting National Parks

Describe February decisions increasing Park Service budget and staffing

B. Protecting Alaskan Resources

General support for moving ahead with designation of parks, wildlife refuges, forests, and scenic rivers in Alaska; promise to develop detailed recommendations in time for Congressional hearings.

All agencies support. General statement not controversial; absence of any would be.

Approve Disapprove Other

C. Protecting Wildlife

- 1. Direct Secretaries of Agriculture, Interior, and Commerce to assure that the public trust in wildlife and federal lands is executed.

All agencies support. Not controversial.

Approve Disapprove Other

- 2. Statement supporting the value of predators and opposition to routine use of poisons for predator control on public lands.

All agencies agree. Controversial with most Western ranchers and Congressmen.

Approve Disapprove Other

- 3. Statement discussing budget increases for Fish and Wildlife Service and proposals to rehabilitate wildlife refuge system.

- 4. Submit legislation to provide up to \$210 million over the next five years to assist states develop improved programs for the conservation of non-game wildlife species.

OMB opposes; other agencies agree. See issue paper attached as Tab D.

Approve Disapprove Other

- 5. Commitment to the Endangered Species Act; direction to all federal agencies to identify critical endangered species habitat in the shortest possible time; statement that federal projects which conflict with Endangered Species Act should be reassessed on case by case basis.

All agencies agree. Support of Endangered Species Act will be unpopular with construction interests, very popular with environmentalists.

Approve Disapprove Other

6. Direct Secretaries of Interior and Agriculture to develop legislation to protect public interest from wildlife species introduced from abroad; issue Executive Order restricting introduction of such species into U.S. and on to public lands.

All agencies agree. Will be unpopular with some state fish and game departments.

Approve Disapprove Other

7. Ask CEQ to review wildlife laws, in consultation with other agencies and states and recommend best method to codify to avoid overlapping and conflicting requirements.

All agencies agree. Not controversial.

Approve Disapprove Other

D. Preserving Wilderness

1. Propose a new course for wilderness preservation; endorse and in some cases propose enlargement of 71 proposals, amounting to more than 24 million acres, now before Congress; propose to enlarge four proposals submitted by previous Administration; promise early attention to 4 additional areas; direct Secretary of Interior to initiate vigorous wilderness program for BLM lands; direct agencies to identify additional areas for wilderness study; direct agencies to prepare wilderness proposals for Eastern National Forests, National Grasslands, and Alaskan National Forests.

All agencies agree. Very popular with environmentalists; certain proposals could be unpopular with timber and mining interests; all proposals will be checked with appropriate Governors and Congressmen prior to release of Message.

Approve Disapprove Other

E. Preserving Wild and Scenic Rivers

- 1. Propose to add segments of seven new rivers to the Wild and Scenic Rivers System; propose to designate segments of 20 rivers for study as potential additions to the system; propose two rivers for system but to be administered by States.

All agencies agree. Some proposal may be unpopular with local interests; all proposals will be checked with appropriate Governors and Congressmen prior to release of Message.

Approve Disapprove Other

- 2. Submit legislation to deauthorize the Cross Florida Barge Canal, authorize study of the Oklawaha River as a Wild and Scenic River, and to extend the boundaries of the Ocala National Forest to further protect the river.

All agencies agree. No longer controversial; Governor and Corps have come out against Canal.

Approve Disapprove Other

F. Designating National Trails

- 1. Propose to designate three National Scenic Trails; propose to submit to Congress reports on three other trails; submit legislation to add a new category to the system: Historic Trails.

All agencies agree. Not controversial.

Approve Disapprove Other

G. Establishing a National Heritage Trust

Direct the Secretary of Interior to develop legislation to create a comprehensive program to protect our natural, cultural and historical heritage.

All agencies agree. May be unpopular with historic preservation interests who are now independent.

Approve Disapprove Other

VII. The Global Environment

A. Reassessing U.S. international environmental policy

1. Direct State Department to review U.S. international environmental objectives and programs and report in 90 days.

All agencies agree. Not controversial.

Approve Disapprove Other

2. Direct CEQ and State Department, working with other agencies to study world environmental conditions as a basis for reviewing U.S. policy.

All agencies agree. Not controversial.

Approve Disapprove Other

B. Controlling World Population Growth

Statement expressing concern about world population growth, noting recent advances in some countries, indicating U.S. willingness to meet requests for assistance.

All agencies agree. First public Presidential statement of existing policy; likely to be controversial; would generate much support as well as opposition.

Approve Disapprove Other

C. Protecting the Oceans

General statement of concern for the marine environment and support for 200-mile fishing zone and new fisheries management system.

All agencies agree. Not controversial.

Approve Disapprove Other

D. Saving the Whales

Direct Secretary of Commerce to prohibit commercial whaling within our 200-mile fishing zone to maintain firm support of a 10-year moratorium, to report on problems with whale conservation program of the International Whaling Commission.

All agencies agree. Unpopular with Japan and Soviet Union object; popular in U.S.

Approve Disapprove Other

E. Protecting the Antarctic

Commit to preserving Antarctic environment and submit legislation implementing the treaty doing so.

All agencies agree. Not controversial.

Approve Disapprove Other

F. Integrating the Environment into Economic Development and Assistance

Instruct Secretary of State, AID, and other appropriate agencies to consider environment in developing plans and projects; ask AID to pursue environmental and natural resource assistance programs.

All agencies agree. Not controversial.

Approve Disapprove Other

G. Improving Knowledge

Statement supporting international efforts to supply environmental information through UN Environment Program and UNESCO.

All agencies agree. Not controversial.

Approve Disapprove Other

H. Support International Environmental Agreements

Statement of support for several international wildlife and heritage treaties.

All agencies agree. Not controversial.

Approve Disapprove Other

VIII. Improving Government

A. More Efficient Programs

1. Direct CEQ to study federal environmental review requirements and recommend measures to clarify and integrate them.

All agencies agree. Will be popular with industry and environmentalists.

Approve Disapprove Other

2. Instruct the Secretary of Interior to encourage states to consider property acquisition along waterfronts to capture benefits of Federal Water Pollution Control Program as an element in the Land and Water Conservation Fund.

All agencies agree. Not controversial

Approve Disapprove Other

B. National Environmental Policy Act (NEPA)

1. Issue Executive Order directing CEQ to issue regulations, other than the current guidelines in order to reform and improve the NEPA impact statement review process.

Opposed by the majority of agencies. Would be popular with environmentalists and some industry interests; vigorously opposed by other industry interests. Issue paper attached at Tab E.

Approve Disapprove Other

2. Direct agencies to adhere to substantive requirements of NEPA.

All agencies agree. Not controversial.

Approve Disapprove Other

3. Direct CEQ to develop procedures to resolve conflicts among agencies on environmental matters.

All agencies agree. Not controversial.

Approve Disapprove Other

C. Improved Research

Direct EPA to meet with industry and develop joint government-industry research efforts.

All agencies agree. Not controversial.

Approve Disapprove Other

D. Improving Government Coordination

1. Submit legislation to combine EPA's grant programs into a comprehensive program.

All agencies agree. Not controversial.

Approve Disapprove Other

2. Support legislation to bring together single-purpose federal planning programs into comprehensive policy and to give local authorities more control over federal actions.

All agencies agree with principle. Counties opposed. Legislation likely to be controversial.

Approve Disapprove Other

3. Direct HUD to lead effort to support areawide agencies and plans

All agencies agree. Could be unpopular with certain Governor's and Mayors.

Approve Disapprove Other

4. Support legislation to change funding of transportation programs in urban areas to provide cities with flexible choices.

All agencies agree. Likely to be opposed by highway interests.

Approve Disapprove Other

5. Emphasize federal role in providing technical assistance to local communities.

All agencies agree. Not controversial.

Approve Disapprove Other

E. Public Involvement

Support concept underlying the "Public Participation in Agency Proceedings Act" for the federal government to help finance citizen participation in agency decisionmaking.

All agencies agree. Broad citizen group support; may be opposed by certain interests.

Approve Disapprove Other

SIGNIFICANT ENVIRONMENTAL ISSUES
NOT COVERED IN THE PROPOSED ENVIRONMENTAL MESSAGE

Pollution and Health

Air (Administration position will be included if developed in time for Message; otherwise a brief general statement should be substituted.)

Noise

SST

Great Lakes Clean-up

Energy

Oil Shale

Urban Environment and Land Use

Historic Preservation

Comprehensive Land Use Legislation

Urban Parks

Coastal Zone Management

Natural Resources

Grazing

Wild Horses and Burros

National Forest Management

Food

National Heritage

Tuna/Porpoise

Redwoods National Park (Interior proposal may be ready in time to include in the Message)

Mineral King

Improving Government

Reorganization

One-stop Permitting

Global Environment

Climate

EXECUTIVE OFFICE OF THE PRESIDENT
COUNCIL ON ENVIRONMENTAL QUALITY
722 JACKSON PLACE, N. W.
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March 30, 1977

MEMORANDUM FOR THE PRESIDENT

SUBJECT: Wetlands Protection

Decision Issue: Whether to continue to support the current federal/state wetlands protection program or to support pending legislation which would withdraw federal regulation from most wetlands.

Background

The draft Environmental Message and a House bill which would amend the Federal Water Pollution Control Act provide a timely opportunity for you to state the Administration position on wetlands protection.

The Nation's wetlands are protected under federal law primarily by Section 404 of the Federal Water Pollution Control Act. The Act applies to all "waters of the United States," including wetlands. Section 404 (as interpreted by the courts) requires anyone who would discharge dredged or fill material into a wetland to obtain a permit from the Corps of Engineers.

In draft form, the Environmental Message has you supporting strong federal wetlands protection and the Section 404 permit program. In addition, the Message puts the Administration on record favoring (1) administrative measures to reduce red tape and excess regulation of normal farming and forestry activities and (2) legislation that would authorize approval of states with adequate programs to assume responsibility for administering the Section 404 program. All interested agencies (Army, CEQ, Commerce, EPA, Interior, Justice, OMB, Transportation) support this position, and EPA and Army have so testified. Agriculture would prefer separate legislation for wetlands protection, or an exclusion for soil conservation practices; otherwise, it supports items (1) and (2) above. Environmental groups have made preserving Section 404 one of their primary objectives.

Section 16 of H.R. 3199, which was reported out of the House Public Works Committee last week, would roll back the jurisdiction of Section 404 from all waters (including wetlands) to waters that support navigation and their adjacent wetlands. The effect of the bill would be to

exclude about three quarters of the nation's wetlands from federal protection (unless the states invite the Corps to regulate their wetlands, as the bill would allow). Moreover, by redefining the term "navigability," the bill would cut back the authority of the Corps to protect navigation that could be adversely affected by activities in other waters.

H.R. 3199 has considerable momentum because it also includes authorizations for continuation of the municipal sewer grants program. The Senate has no companion bill (sewer grant authorizations were added to the jobs bill in the Senate), but the Senate may be forced to go to conference on the wetlands issue in order to get out the grants authorization. (Douglas Costle wrote Bizz Johnson last week urging that the grants authorization be separated from the rest of the bill). An Administration position on section 16 could be instrumental in its being retained or deleted on the House floor. The same agencies which support the draft Administration position in the Environmental Message oppose section 16, except that Agriculture wants separate wetlands legislation.

Protecting wetlands is one of the cornerstones of the Environmental Message in the current draft. The issue cannot be addressed, however, without addressing Section 404 as part of it.

Status of Wetlands Protection

Some 40% of our wetlands have been destroyed between 1850 and now. Currently, a few states regulate activities in wetlands and water courses with widely varying standards and mixed success. We are still losing wetlands at a rate of about 300,000 acres per year, despite state and expanded federal protection.

Decision Options

The choice is whether to continue to support the current federal/state wetlands protection program (and oppose section 16 of the House bill) or to abandon this program for separate legislation (and support section 16).

Support Current Federal/State Wetlands Protection Program

- ° would preserve current authority to regulate discharges of dredged and fill material into all water of the United States, including tidal and freshwater wetlands.
- ° would propose legislation authorizing states with adequate programs to assume responsibility for administering the major part of the Section 404 program (the Corps would retain jurisdiction in traditionally navigable waters).

- ° would exclude many normal farming and forestry activities from permitting as appropriate, and provide flexibility for the Corps to handle activities with minimal wetlands impacts.

- ° is supported by Army, CEQ, Commerce, EPA, Interior, Justice, OMB, and Transportation.

Oppose Current Federal/State Wetlands Protection Program

- ° would roll back Section 404's jurisdiction to commercially navigable waters and their adjacent wetlands (portions of most coastal wetlands, about a quarter of the freshwater wetlands).

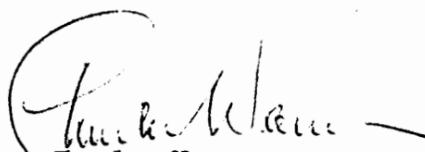
- ° would eliminate historically navigable waters and tributaries of navigable waters from Corps' authority to protection navigation.

- ° would exempt private actions in most wetlands from federal regulation, and reduce federal paperwork accordingly.

- ° would exempt federal projects from regulation.

- ° would retain opportunity to prepare separate wetlands protection legislation.

- ° is supported by Agriculture.


Charles Warren
Chairman

Issue Paper
Environmental Message
Nongame Wildlife

Statement of Issue

Should there be a new initiative for the management of non-game wildlife?

Background

States, as trustees for wildlife unless specifically preempted by the Federal Government, manage wildlife primarily for sport or game management purposes. Most wildlife is non-game, e.g., of the 800 species of birds, only 60 are game species. Because of the concentration on game species, the conservation needs of the vast majority of wildlife species most seen and appreciated by the American public are not addressed.

Part of the existing Federal-Aid Grants to States for fish and wildlife programs (which totaled \$114M in 78) can be used for the protection of all terrestrial wildlife, but this part is primarily used by States for the benefit of game species. This is because (1) the Federal funds are derived from taxes on hunting and fishing equipment and (2) the sportsmen's groups have more influence at the State level than supporters of nongame wildlife management.

Thus, some believe there is need for a special Federal grant program to pay State costs of managing nongame species. Since 97 percent of Federal and 99 percent of State wildlife management funding is directed to game species, little is known about the status or conservation needs of the other 99 percent of vertebrate wildlife species. No complete analysis has been done to indicate to what extent a nongame wildlife management problem exists, what would be the budgetary goals of a nongame program, or what the ultimate costs would be. States now put \$325M/year into wildlife management of which \$260M are from State revenues.

Alternatives

1. Propose a nongame wildlife bill in the Environmental Message which would establish grants up to \$50M per year (\$210M over 5 years) to States for comprehensive wildlife planning and for subsequent implementation of the nongame portion of such plans (Council on Environmental Quality proposal).
2. Direct the Secretary of the Interior in the Environmental Message to study the problem and develop alternatives for managing nongame species within 120 days of the Environmental Message as part of the design for the National Heritage Trust.

3. Direct the Secretary of the Interior in the Environmental Message to encourage States to apply existing Federal-Aid funds (\$114M in fiscal 1978) to the management of all species of wildlife.

Analysis

Alternative #1. Propose a nongame wildlife bill in the Environmental Message which is complimentary to the existing Federal-State programs and would establish grants up to \$50M per year (210M over 5 years) to States for nongame species planning and for subsequent implementation of such plans (Council on Environmental Quality proposal).

Pros

- The bill can provide the comprehensive planning for wildlife which does not now exist in state programs and can serve as a model for reform of existing wildlife funding programs.
- The bill provides the funding needed to conserve and manage a much broader range of wildlife than present programs address.
- In his campaign, the President stated his support for establishing a Federal-State nongame wildlife program.
- There is strong outside support from States and the conservation community. There is no known outside opposition.

Cons

- There has not been comprehensive analysis of the goals and outputs expected from this program, nor is there a complete analysis of funds needed to attain program goals.
- A new categorical grant would be established for nongame wildlife, in addition to existing categoricals for fish, anadromous fish, game wildlife, and endangered species.
- Some Federal-Aid funds may already be used to protect nongame wildlife and Congress in 1955 amended the Federal-Aid laws in order to encourage States to apply some Federal-Aid funds toward the benefit of all wildlife.

- Action may be premature in light of the National Heritage Trust proposal, to be developed within 120 days after the Environmental Message, which will consider consolidating existing grants in the natural, historic, and flora and fauna area.

Alternative #2. Direct the Secretary of the Interior in the Environmental Message to study the problem and develop alternatives for managing nongame species within 120 days of the Environmental Message as part of the design for the National Heritage Trust.

Pros

- Identification of the need, objectives to be served, and consideration of a new categorical wildlife grant could be merged with an analysis and consolidation of other habitat acquisition programs, and the various planning requirements and grants in the wildlife field as part of the reorganization and studies for the National Heritage Trust.
- Helps avoid precipitous action that may result from making proposals without problem analysis, definition of objectives, or budgetary analysis.

Cons

- Delay may disappoint advocates of an immediate nongame program.

Alternative #3. Direct the Secretary of the Interior in the Environmental Message to encourage States to apply existing Federal-Aid funds (\$114M in fiscal 1978) to the management of all species of wildlife.

Pros

- This approach provides Presidential visibility on the nongame topic.
- A new categorical grant would not be necessary and additional costs would be avoided.

Cons

- May disappoint advocates of a new nongame program.

- States strongly oppose this approach, believing that since Federal-Aid funds are raised by excise taxes on hunting and fishing equipment, funds should be spent primarily for purposes of game management.

Council on Environmental Quality Proposal: Alternative #1
The proposal has been cleared by all agencies but OMB.

Recommendations: CEQ recommends Alternative #1, announcement of the new \$50M/year grant program now. OMB recommends Alternative #3 as first choice. Alternative #2 as second choice.

Alternative #1

Approve Disapprove Other

Alternative #2

Approve Disapprove Other

Alternative #3

Approve Disapprove Other

1. Issues

The Council on Environmental Quality recommends reforming the environmental impact statement (EIS) process by deemphasizing paper work and reemphasizing substantive decision making. The disputed issue arises over the means to be used. Since passage of the National Environmental Policy Act (NEPA) and its implementing Executive Order in 1970, CEQ has guided federal agencies in the environmental impact statement process by means of nonmandatory "guidelines" which only address NEPA's impact statement procedures and not the Act's other provisions, including the environmental policy provisions. The issues are whether CEQ, in its effort to reduce paperwork and reemphasize the substantive requirements of NEPA, should (a) elevate the status of its guidelines to regulations which would be more binding and effective and (b) be authorized to extend its guidelines to sections of NEPA other than Section 102(2)(C) dealing with impact statements.

2. Background

NEPA and the impact statement process have been of tremendous benefit in informing the public and in making agency programs more responsive to environmental concerns. Nevertheless, an increasing preoccupation with paperwork and procedure in the EIS process has tended to obscure the Act's underlying policies.

The authority given CEQ under the current Executive Order to promulgate guidelines is limited to the EIS subsection of NEPA (Sec. 102(2)(C)). This has resulted in guidelines which distort the Congressional balance in NEPA between substantive requirements to improve environmental decision-making and the "action forcing" processes for getting there. By concentrating guidelines on the EIS, production of this document has become widely perceived as an end in itself rather than as a means to improved decision-making.

As a result, business and labor complain of the bureaucratic paperwork requirements. Environmentalists fear that the NEPA EIS process which they value highly is being given a bad name by the concentration on paperwork.

During the past Administration CEQ made efforts under the existing system to cut down on paperwork in EISs. Those efforts did not succeed.

Additionally, the CEQ's guidelines have not succeeded standardizing agency implementation of NEPA nor in preventing inconsistent court rulings. Both of these factors have hurt NEPA and led to confusion and uncertainty regarding NEPA requirements and a resulting tendency to resolve uncertainties in favor of greater length.

3. Discussion - Issue (a)

CEQ believes that regulations binding on other agencies are needed to:

- reduce paperwork. Although CEQ's advisory guidelines are highly regarded, they have not been successful in reducing EIS paperwork;
- standardize implementation of NEPA among agencies and provide clearer guidance to courts, thus avoiding conflicting and misguided court decisions. Courts will follow regulations and not insist on unnecessary paperwork.

The Senate Interior Committee Oversight Report and the staff report of the Federal Paperwork Commission have both reorganized the need for stronger direction from CEQ.

Arguments against CEQ issuing regulations are:

- regulations could diminish agency flexibility; and
- guideline revisions aimed at paperwork reduction might succeed and should be tried again.

Discussion - Issue (b)

CEQ believes that its NEPA regulations should address and help to implement all provisions of NEPA and not simply the impact statement provisions. The authority to develop broader regulations is needed to:

- prevent an undue emphasis on paperwork and procedure by focusing on other provisions of NEPA and not merely the EIS procedure. The EIS process is a means of implementing the substantive requirements of the Act and not an end in itself;

- achieve a greater measure of environmental protection by ensuring that agencies do not ignore the sections of NEPA other than the EIS provisions;
- ensure that the underlying policies of NEPA are recognized and achieved.

Arguments against CEQ's regulations extending beyond the EIS process are:

- such regulations would increase the environmental influence on federal projects and programs;
- CEQ might be tempted to go beyond general requirements relating to the substance of NEPA's policies and attempt to impose specific requirements of individual agency programs;
- CEQ has not yet decided exactly what it wants to do in this area;
- the CEQ should issue guidelines relating to the substantive, non-EIS provisions of NEPA, rather than regulations.

4. Agency Views

The agencies which do not oppose the CEQ proposal include CSC, EPA, Justice, NASA, NSC, Postal Service, SBA, Treasury, and VA.

Agencies which oppose CEQ proposals include ACDA, Agriculture, CAB, Eximbank, ERDA, FEA, HUD, Interior, NRC, State, Transportation, and TVA.

5. Summary of Options

In implementing the environmental impact statement process CEQ wishes to deemphasize paper production and reemphasize achieving the substantive requirement of the National Environmental Policy Act. The options are:

Issue (a)

- (1) Approve CEQ's recommendation to replace present NEPA guidelines with NEPA regulations, or
- (2) Disapprove CEQ's recommendation and retain present NEPA guideline authority.

Issue (b)

- (1) Approve CEQ's recommendation to extend its regulation authority to sections of NEPA in addition to the impact statement section.
- (2) Disapprove extension of regulatory authority to non-EIS sections of NEPA.

Issue (a)

_____ Approve _____ Disapprove _____ Other

Issue (b)

_____ Approve _____ Disapprove _____ Other

Date: April 1, 1977

MEMORANDUM

FOR ACTION:

The Vice President
Stu Eizenstat Jack Watson
Hamilton Jordan Bert Lance
Bob Lipshutz ✓ Charles Schultze
Frank Moore Jim Fallows

FOR INFORMATION:

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Charles Warren memo 4/1/77 re Environmental Message.

YOUR RESPONSE MUST BE DELIVERED TO THE STAFF SECRETARY BY:

TIME: NOON

DAY: Monday

DATE: April 4, 1977

ACTION REQUESTED:

Your comments

Other:

STAFF RESPONSE:

I concur.

No comment.

Please note other comments below:

mmk

ADMINISTRATIVELY CONFIDENTIAL

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately. (Telephone, 7052)

Date: April 1, 1977

FOR ACTION:

The Vice President	
Stu Eizenstat	Jack Watson
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Frank Moore ✓	Jim Fallows

FOR INFORMATION:

FROM: Rick Hutcheson, Staff Secretary

SUBJECT: Charles Warren memo 4/1/77 re Environmental Message.

**YOUR RESPONSE MUST BE DELIVERED
TO THE STAFF SECRETARY BY:**

TIME: NOON

DAY: Monday

DATE: April 4, 1977

ACTION REQUESTED:

Your comments

Other:

STAFF RESPONSE:

I concur.

No comment.

Please note other comments below:

ADMINISTRATIVELY CONFIDENTIAL

PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately. (Telephone, 7052)